

ALASKA LEGISLATURE COMMITTEE FILES 1987-1988 8672
4632 HJUD INSURANCE OVERVIEWS - OVERVIEW: DEPT. OF CORRECTIONS

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
South Carolina	Governor's Advisory Committee for the Improvement of Workers' Compensation Laws	Governor	Consider improvements in wc laws and monitor the effectiveness of existing law; provide input to legislative process by knowledgeable representatives of interest groups.	Annual recommendations for changes are made to the General Assembly.	Defense attorney - 1 Claimant attorney - 1 Labor representative - 1 General public representative - 1 Plaintiff attorney - 1	Start - 1974 Permanent	Meets at least quarterly, often in conjunction with the WC Study and Review Committee.
South Dakota	NO COMMITTEES OR COMMISSIONS						
Tennessee	Joint Legislative Committee on Workers' Compensation	President of Senate and Speaker of House	Develop Legislation for 1986 session.	Legislation.	Senators and Representatives	Start - 7/84 Ongoing	Inactive.
Texas	Legislative Advisory Committee	Industrial Accident Board	Advise Board regarding needed or proposed legislation.	Recommendations and/or proposed legislation.	Labor - 3 Management - 3 Medical profession - 3 Insurance - 3 Trial Lawyers - 3	Start - 5/82 Ongoing	Considering new proposals.

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
Texas	Job Injury Advisory Committee	Governor	Review state job injury programs, including benefits, premium costs and prevention of disease and accidents.	Make proposals to Governor for legislative action.	All involved parties, including Federal and State government.	Start - 9/84 Ongoing	No current activities.
Texas	Speaker's Interim Select Committee on Workers' Compensation	Speaker of House of Representatives	To study all aspects of job injuries, including premium rates, benefits, medical costs, claims practices, and rehabilitation.	Recommendations to House of Representatives	Public - 5 House - 7 DOL - 1	Start - 1/1/86 to 1/1/87	Conducted hearings throughout the State.
Utah	Advisory Council (formerly State Council)	Industrial Commission	Meets monthly to study the wc law, administration, rules and regulations.	Drafts of legislation and suggested administrative rules and procedures.	Employers - 5 Employees - 5	Start - 7/1/79 Ongoing	Presently studying the possible revisions and modifications of rules and regulations governing self-insurance and rehabilitation.

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
Utah	Medical Fee Advisory Committee	Industrial Commission	Advises the Industrial Commission on medical fees and coding procedures.	Recommend medical fee factor for relative value system.	Physicians - 2 Chiropractors - 1 Physical Therapist - 1 Reviewer of medical billings - 1 Insurance - 1 State Fund - 1 Self-Insurers - 1 Labor - 1	Started- 1/81 Ongoing	New medical fee factors become operative on 7/1/86. Changes were made in the surgical code.
Utah	Blue ribbon Task Force on Workers' Compensation	Governor	Revise the wc law.	Recommend changes to the legislature.	Labor - 3 Medical - 1 2nd Injury Fund - 1 W/C Commission - 2 Rehabilitation - 1 Insurance Carriers - 2 Self-insurer - 1 Public - 2 State Insurance Fund - 1 Private Insurance	Started- 7/1/85 Ongoing	No recommendations made as of 7/1/86.

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
Vermont	NO COMMITTEES OR COMMISSIONS						
Virginia	Advisory Committee	Industrial Commission	Advise Industrial Commission (recommends legislation).	Recommendations to the Industrial Commission.	Employers - 1 Employees - 1 Physicians - 1 Insurance industry - 1 Attorney - 1 Public - 1	Ongoing	Studied and made suggestions to the Legislature on administration, funding, cost-of-living increases, and occupational disease.
Washington	Workers' Compensation Advisory Board	Director, Department of Labor and Industry	Study all facets of the wc law, and recommend improvements in the system.	Report to the Department, Industrial Insurance Board, and all special interest groups.	Employers - 3 Employees - 3 Labor Official AFL-CIO - 1 Self-Insured Employers - 1 Employees of Self-Insured - 1 Ex Officio Member - 1	Start - 7/1/81 Ongoing	No recommendations made as of 7/1/86.

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
Washington	Joint Select Committee on Industrial Insurance	State Legislature	Study operations of the wc system.	Recommendations to the State Legislature.	Senators-5 Representatives - 5	Ongoing	Recommended improvements in claims management, offsetting of Social Security benefits with workers' compensation, increases in PPD awards, adoption of a three tier compensation method, and a system to improve the collection of premiums.
West Virginia	Workers' Compensation Advisory Board	Governor	Advise the Commissioner of the WC Fund on matters pertinent to the administration of the WC Fund.	Recommendation to the Commissioner; annual report to the Commissioner and legislature.	WC Commissioner - Ex Officio Employers - 3 Employees - 3 Providers of medical services - 3 (each member serves a 3 year term)	Ongoing	Reinstituted in 1983. No recommendations made as of 7/1/86.
Wisconsin	Wisconsin Workers' Compensation Advisory Council	Labor and Industry Review Commission	Propose legislation to improve the wc system.	Series of amendments to the wc statute.	Labor - 5 Industry - 5 Insurance industry - 3 (non-voting) State agency - 1	Start - each October End - prior to commencement of legislative session.	Considering long-range goals.

TABLE 19. WORKERS' COMPENSATION ADVISORY COMMITTEES AND STUDY COMMISSIONS (cont.)

State	Name of Committee or Commission	Appointed By	Purpose	Nature of Finished Product	Interests Represented	Term	Status and/or Accomplishments
Wisconsin	Self-Insurers Council Commission	Labor and Industry Review Commission	Recommend to Secretary of Labor improvements regarding self-insurers.	Recommendations as need arises	Self-insurers - 5	Ongoing	Made recommendations as to whether specified companies should be self-insured.
Wyoming	NO COMMITTEES OR COMMISSIONS						

OVERVIEW-

DEPT.

of

CORRECTIONS

STATE OF ALASKA THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY LEGISLATIVE REFERENCE LIBRARY

May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

H. JUD.	1-20-87	1:30 p.m.
JOINT H. HESS + H. JUD	10-8-87	8:30 a.m.

CORRECTION

**THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY**

OVERVIEW-

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Mary Van Nimwegen

H. JUD.	1-20-87	1:30 p.m.
JOINT H. HESS + H. JUD	10-8-87	8:30 a.m.

MEMORANDUM

State

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INFO Requested
from DEPT. OF
CORRECTIONS
Sund

TO: Pete Jeans
Chief of Staff
Office of the Governor

DATE: J

FILE NO:

TELEPHONE NO:

FROM: Robert D. Arnold
Acting Commissioner
Department of Natural Resources

SUBJECT: Palmer Slaughterhouse

The Department of Natural Resources is preparing to sign a memorandum of agreement with the Department of Corrections for operation of a slaughterhouse in Palmer. This agreement will be the subject of our 1:30 pm meeting on Monday.

The Mt. McKinley Meat and Sausage Co. slaughterhouse and processing facility in Palmer was built by Don Donatello with a \$2 million loan from the now defunct Agricultural Action Council as well as additional loans from the First National Bank of Anchorage and the Agricultural Revolving Loan Fund. The slaughterhouse was essential to the Council's plan for developing agriculture in Alaska. Without a commercial slaughterhouse outlet for cull cows the Point MacKenzie Dairy project would not be economic and expansion of the livestock industry in southcentral Alaska would not be possible.

Mr. Donatello closed the slaughterhouse in February, 1986 and since then farmers have had no in-state commercial outlet for livestock.

We intend to purchase the slaughterhouse at a December 26 bank foreclosure sale and lease it to the Department of Corrections for operation as a prison industry. In return, Corrections will agree to purchase all domestic livestock delivered to the plant at current market prices.

Because the prison system utilizes more livestock in one year than the Palmer plant processed in 1985, the livestock industry in Alaska should prosper under this arrangement. The specific terms of the agreement will be presented to you on Monday.

MEMORANDUM

State of Alaska

DEPARTMENT OF NATURAL RESOURCES - DIVISION OF AGRICULTURE

DEPARTMENT OF
NATURAL RESOURCES

TO: Bob Arnold
Acting Commissioner

DATE: December 19, 1986

FILE NO.:

DEC 24 1986
COMMISSIONER'S OFFICE
JUNEAU

THRU:

TELEPHONE NO.:

SUBJECT: Palmer Slaughterhouse

FROM: Dean Brown *[Signature]*
Acting Director

Agriculture and Corrections have reached an agreement that will provide for an operational slaughterhouse in Palmer. A thorough analysis of the financial commitment, number of animals processed, and market economics was prepared by staff from both agencies and presented in a separate briefing memo from Corrections. This memo addresses the importance that this slaughterhouse has in the agricultural sector.

There is presently no other operational slaughterhouse with USDA or DEC approval which can purchase animals and retail or wholesale in the marketplace. Since this plant was closed last spring, the Division of Agriculture has spent considerable time assisting farmers in marketing animals in Canada by utilizing backhauls in stock trucks used to bring replacement dairy animals to Pt. MacKenzie. A greater problem has been faced in marketing hogs since Canadian regulations prohibit shipment. Hogs from Delta have actually been marketed as far away as Omaha when the Division found ocean shipment through the Seattle market the only available outlet. The critical nature of marketing is now reaching a peak since replacement animals are not being obtained during the winter months, resulting in no backhauls, and we are again faced with on-farm killing and carcass disposal problems. The magnitude of this problem is significant: 300 head of cattle are ready today in Homer, 14 dairy farms must cull 25% of each herd annually (a year-round process), cattlemen in Delta, the Kenai, and Matanuska Valleys, as well as hog producers in Delta and Copper River area are affected. They have to keep feeding these animals, in some cases buying feed, and the costs of carrying these through the winter is prohibitive.

Roughly 50-60 producers are directly affected by lack of a slaughter facility. This in turn directly affects grain producers in Kenai, Delta, and the Matanuska-Susitna area when they are unable to pay for hay and grain purchases. It further impacts all creditors, including the Agricultural Revolving Loan Fund loan repayments. Agriculture generates cash sales on farm of over \$26 million dollars annually. The industry, because it is small, is highly interdependent. Lack of the slaughterhouse impacts the economics of dairies, redmeat producers, grain and hay producers. Approximately 5% of the dairy industry income directly comes from cow sales through the slaughterhouse.

Total state investment in the Palmer slaughterhouse is presently \$2.0 million, however total state investment in the Pt. MacKenzie dairy industry alone totals \$12.5 million. The ability to repay these loans depends on a profit making agricultural business, which loss of the slaughterhouse may well be the key factor.

Additionally, it is the firm belief in agriculture that the private sector should be key in developing this industry. In this case, the Division of Agriculture is additionally in the process of placing the Fairbanks slaughterhouse out to the private sector for lease. However, nationwide statistics (under the best of conditions) show that a profit margin of only 1/2 of 1% exists in slaughtering. Current economics will make debt service virtually impossible. Utilizing the Corrections/Agriculture agreement for the Palmer slaughterhouse will not compete with the private sector in marketing animals, it will not undercut the prices paid by any future competing plant, and it will provide facilities in the area where the major number of animals are located. Additionally, the timing element in providing facilities immediately may be the factor which determines whether redmeat and the dairies succeed financially.

O.C.I.C.F. ~~cc~~ → ~~2/15~~ → file

cc: Jim
Lund
Dennis
Brown

AGREEMENT

This agreement ^{is} entered into this 22nd day of DECEMBER, 1986, between the Commissioner of Corrections on behalf of the Department of Corrections (hereafter "Corrections") pursuant to AS 33.32 and the Commissioner of Natural Resources (hereafter "DNR"), in consultation with the Agricultural Revolving Loan Fund (hereafter "ARLF"), pursuant to AS 03.10.

WHEREAS ARLF intends to purchase at judicial foreclosure sale, pursuant to AS 09.35., the real and personal property of Mount McKinley Meat and Sausage Co. (hereafter "McKinley property") located in the Matanuska-Susitna Borough, more specifically described as

Lot H-2C-2, Palmer Industrial Park, according to Plat 84-2, Palmer Recording District, Third Judicial District, Alaska

and desires to make a long term lease with Corrections for the use of the real and personal property, provided the lessee will give first priority to processing livestock grown or raised within the State of Alaska; and

WHEREAS Corrections desires to enter into a long term lease of the McKinley property with DNR/ARLF in order for Corrections to carry out the purposes of AS 33.32;

NOW THEREFORE, Corrections and DNR/ARLF agree:

1. This Agreement is rescinded without liability to either party if ARLF does not purchase the McKinley property.

2. The term of this agreement is from the day first written above until April 1, 1998. This agreement may be terminated by either Corrections or DNR/ARLF for substantial violations of any term of this agreement, by submittal in writing to the other signatory 90 days in advance of the termination date. The notice of termination shall allow for a reasonable period for a cure of the violations or shall contain finding that the best interests of the State of Alaska are served by such termination. In the event that a cure period is allowed, the period shall not exceed 45 days. In the event of termination, Corrections agrees to reimburse all monies provided by ARLF and any administrative fees set forth in paragraph 3 below within 30 days of the termination date.

3. Corrections will lease the McKinley property from ARLF. ARLF will provide up to \$200,000 to Corrections for capital and operating expenses to be reimbursed by Corrections through a Reimbursable Services Agreement with an eight percent per annum administrative fee. ARLF agrees to make the \$200,000 available between December 26, 1986 and April 1, 1987. If Corrections has not requested for advance the entire \$200,000 by April 1, 1987, ARLF has no further obligation to make funds available to Corrections. Corrections and ARLF shall prepare a Reimbursable Services Agreement consistent with this Agreement.

4. Corrections will pay ARLF for the period April 1, 1987 to March 31, 1988, twelve equal monthly installments, each installment in the amount of \$1,333.34, the first due on April 1, 1987 and on the first day of each subsequent month.

CORRECTIONS/ARLF AGREEMENT

436-J10
Page 2

Subsequent to March 31, 1987, monthly, on the 15th day of each month, Corrections will pay to ARLF five percent of the gross monthly revenues (prior to deduction for all expenses), as defined in accordance with generally accepted accounting principles. Two percent of the five percent will reimburse ARLF for the funds provided in section 3 above. Three percent of the five percent will be designated as lease payments, and will be made at the beginning of the month for that month's use. After Corrections has reimbursed ARLF for the funds provided by ARLF as referenced in section 3 above, Corrections agrees to pay four percent of the gross monthly revenue as lease payments until expiration or termination of this agreement.

5. Corrections will purchase, slaughter, and process all domestic livestock grown or raised in the State of Alaska and delivered to the McKinley property, subject to appropriate scheduling consistent with this Agreement and subject to all other provisions of this Agreement. A suitable schedule of operations, consistent with section 9 below, will be provided to ARLF by Corrections and may be revised seasonally as appropriate. Cattle, sheep, swine, goats, bison and reindeer are domestic animals.

6. Corrections will pay the United States market price for domestic livestock stated in the issue of the Alaska Agricultural Market Report published immediately prior to the sale of livestock to Corrections, excepting any error in the price so printed. Nothing in this Agreement prevents the seller and Corrections from agreeing to a different price in writing.

7. Corrections agrees that cattle will be graded to U.S.D.A. equivalent standards, after slaughter, by the State of Alaska Division of Agriculture Meat Grader and Corrections will pay the price specified in section 6 above for the appropriate grade. Corrections will purchase cattle on a live weight basis. All cattle will be weighed on the live scale. Corrections will provide the seller or the seller's agent with a copy of the live weight receipt, at the time of weighing, showing:

- a. live weight, expressed in pounds
- b. identification of animal (by tag number and description), and
- c. remarks regarding bruises, wounds, deformities, and other characteristics that would lessen the value of the animals that otherwise might be construed to have occurred after Corrections has taken control of the animals.

Corrections will pay for the cattle within 72 hours of grading of the dressed carcass and in a manner consistent with 7 U.S.C. § 181ff (Stockyard Act), to the extent 7 U.S.C. § 181ff is applicable, unless a cash payment arrangement has been made in writing before the animal is weighed.

8. Corrections will purchase hogs on a live weight basis. Hogs will be weighed on a live scale. Corrections will provide the seller or seller's agent with a copy of the live weight receipt, at the time of weighing, showing:

- a. live weight, expressed in pounds

- b. identification of animal (by tag number and description),
- c. remarks regarding bruises, wounds, deformities, and other characteristics that otherwise would lessen the value of the animal that otherwise might be construed to have occurred after Corrections has taken control of the animal.

Corrections will pay for the hogs within 72 hours after the live weight receipt is tendered to the seller or seller's agent and in a manner consistent with 7 U.S.C. § 181ff (Stockyard Act), to the extent 7 U.S.C. § 181ff is applicable, unless a cash payment arrangement has been made in writing before the animal is weighed. Corrections agrees to purchase the hogs based on the weight range prices specified in section 6 above.

9. Corrections will operate the kill floor for such time each week as is sufficient to kill 40 beef and 60 hogs a week. All livestock will be slaughtered within 24 hours of weigh-in.

10. Corrections will pay a fair and reasonable price for types of domestic livestock which are not stated in the Alaska Agricultural Market Report, in a manner consistent with 7 U.S.C. § 181ff (Stockyard Act), to the extent 7 U.S.C. § 181ff is applicable. Corrections will institute weighing and grading procedures for domestic livestock, other than hogs and cattle, which are consistent with the United States slaughterhouse standards.

11. Corrections will not slaughter or process consumer-owned animals for home use without the written consent of the ARLF loan board.

12. Corrections agrees that it will not slaughter or process game, as defined by AS 16.05.940(17), excepting feral domestic animals as defined by AS 16.05.940 and excepting special consideration for Corrections regarding "road kills" and "road wounded" animals for the specific and exclusive use by Corrections consumption only. Any game processing will be in accord with U.S.D.A. and D.E.C. regulations.

13. Corrections is not required to weigh-in or purchase condemned livestock or carcasses. If Corrections weighs in livestock and the carcass is condemned, Corrections will not charge the seller a slaughter fee. If Corrections weighs in livestock and the carcass is condemned, Corrections is not required to purchase or pay for the carcass.

14. Corrections will correct the deficiencies listed in Attachment A necessary to meet and continue U.S.D.A. and D.E.C. approval, with Corrections to bear the costs. Corrections will operate the McKinley property, at all times, consistent with U.S.D.A. and D.E.C. regulations and standards and consistent with all Federal, State, borough and municipal laws.

15. Any lease hold improvements, fixtures, equipment or improvements to property by Corrections, upon installation, become the property of ARLF.

16. This Agreement is for the benefit of DNR/ARLF and Corrections and is not for the benefit of any person, agency, or entity who is not a signatory to this Agreement.

Hal K. Ward
Loan Manager

On 10/14/86 the writer conducted an inspection of the referenced facility with State Vet, Bert Gore and Meat Inspector, Stan Mahavitch to gather further information with respect to the condition of the plant prior to bidding at foreclosure sale. The following lists deficiencies observed or known by the State Vet due to his experience while working in the plant.

HOLDING AREA:

1. Holding pens require feeders mounted off the floor.
2. Ventilation system inoperative or not effective.
3. Holding pen area needs to be cleaned.
4. Holding floor too rough, should top coat with 2" cement.

KILL FLOOR:

5. Clean off all peeling paint. (Track area)
6. Ventilation system not effective.
7. Four sterilizers inoperative.
8. One sterilizer missing.
9. Quick chill room won't hold cold temperature.
10. Scalding for hogs won't hold 145° water. (Too cool)
11. Quick chill room floor drain freezes up next to freezing room door.
12. Door seals and latch on door to chill room in poor condition.
13. Door seals to ageing room poor condition.
14. Sheet metal work needed on door jams to ageing and storage rooms.
15. Replace hog splitting saw. (Hogs - optional)
16. Hog scalding tank handle broken several times.

PROCESSING ROOM:

1. Two sterilizers inoperative.
2. Missing door to smoker room, should be all metal with windows.
3. Miscellaneous light fixtures broken.
4. Smoke room very dirty.
5. Time and temperature recording devices should be serviced, 2 of 4 may not work.
6. Install duct work to properly vent smoke to exterior of building.
7. Game and miscellaneous rooms dirty.

BRINE ROOM:

1. Automatic brine pump not operative.
2. Stick pump needs maintenance.
3. Room dirty.
4. Door jams need repair.
5. Equipment needs maintenance.
6. Scale needs to be checked.

INEDIBLE ROOM:

1. Clean room.
2. Block trap ok.
3. Hide chute needs guard floor worker.

FURNACE ROOM:

1. One boiler kept going out.
2. Captive bolt gun needs replacement or repair.
3. Burners should be checked on boilers and maintenance done prior to start up.

OTHER COMMENTS:

All mechanical, electrical and plumbing should be inspected and repaired prior to placing in service.

Grease trap should be cleaned.

Plant speakers broken.

Hog inspection platform not needed.

Welfare room stove inoperative. (Major repair)

Ceiling tiles in hallway to be replaced.

Power skinning knives missing.

Sausage linker missing?

Entire plant requires thorough cleaning.

17. This Agreement can not be modified unless both signatories agree in writing.

18. DNR/ARLF may assign its rights under this Agreement to another governmental entity.

DATED: 12/22/86

Norm D Arnold, Acting

Commissioner of Natural
Resources

DATED: 12/22/86

William W. Ludwig, Acting

Commissioner of Corrections

POPULATIONS
AS OF JANUARY 1986*

<u>Jurisdiction</u>	<u>Inmates</u>	<u>Probationers</u>
Alabama	9,541	16,520
Alaska	1,934	2,384
Arkansas	4,504	9,268
Colorado	3,369	17,612
Connecticut	5,771	37,403
Florida	28,759	71,951
Georgia	16,047	86,487
Idaho	1,303	2,135
Illinois	18,279	74,156
Iowa	2,832	11,277
Kansas	4,538	21,026
Kentucky	4,956	5,213
Maine	1,100	3,858
Maryland	12,671	75,797
Massachusetts	5,473	90,043
Michigan	16,003	31,188
Minnesota	2,485	6,350
Mississippi	6,392	6,604
Missouri	9,926	22,291
Montana	1,075	2,535
Nebraska	1,830	13,416
Nevada	3,817	5,264
New Hampshire	642	2,560
New Jersey	10,912	51,454
New Mexico	2,225	3,512
New York	35,322	100,315
North Carolina	17,498	57,506
North Dakota	434	1,598
Ohio	20,539	6,393
Oklahoma	7,127	20,955
Oregon	3,688	21,694
Pennsylvania	14,260	79,912
Rhode Island	1,327	7,536
South Carolina	9,242	16,770
Tennessee	7,000	13,635
Texas	37,532	269,909

1/22/87

POPULATIONS
AS OF JANUARY 1986*

<u>Jurisdiction</u>	<u>Inmates</u>	<u>Probationers</u>
Utah	1,523	6,330
Vermont	657	4,289
Virginia	10,767	13,958
Washington	6,418	19,602
West Virginia	1,796	3,585
Wisconsin	5,429	21,227
Wyoming	811	1,922

* Source: The Corrections Yearbook 1986, published by the Criminal Justice Institute, South Salem, New York

MEMORANDUM

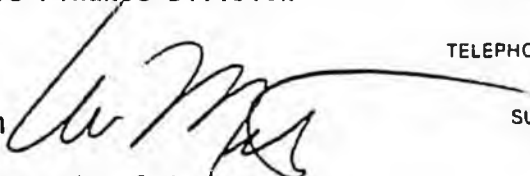
State of Alaska

TO: Liz Blecker
Fiscal Analyst
Legislative Finance Division

DATE: January 16, 1987

FILE NO:

TELEPHONE NO: 561-4426

FROM: Wes Milton 
Manager
Alaska Correctional Industries

SUBJECT: Operation of Mt. McKinley
Meat Plant

Attached are copies of pertinent information about the state's purchase of the Palmer meat packing plant for operation by the Alaska Correctional Industries program.

This idea was first presented to the ACI Commission on October 6, 1986 (see annotated minutes). Only three of the seven Commission members attended this meeting: Dugan Petty, representing the DOA; Roger Endell, representing the DOC, and James Hesson of Juneau. Each of these members concurred with this proposal. The Commission also received a package explaining the status of the meat packing plant acquisition in mid-December (attached). I personally contacted Beverly Dunham on October 23, 1986 in Seward, and Patrick Mulligan on January 5, 1987 upon his return from an extended vacation. Also on December 5, 1986, Mark Butler talked with Roger Lewis (new Commission member) in Juneau. All three of these members expressed approval of our plan to operate this facility.

Because of the nature of a judicial foreclosure and sale, public hearings could not be held prior to acquisition of the facility. We have tentatively scheduled public hearings on our operation of this plant concurrent with the next ACI Commission meeting to be held February 4, 1987.

It appeared clear from the beginning of our discussions that the Commission favored the idea of ACI acquiring and operating this business provided that some degree of profitability was maintained. Our research (also attached) indicated that profitability was possible.

If you have additional questions, please don't hesitate to contact me at 561-4426.

Attachments

WM:VRW:tlc

cc: Bill Ladwig, Acting Commissioner, DOC

RECEIVED
JAN 20 1987

DEPARTMENT OF CORRECTIONS
CENTRAL OFFICE-JUNEAU

Mt McKinley Meat Packing Plant

In consideration of a contract offered by the Agriculture Revolving Loan Fund, through the Department of Natural Resources, to the Department of Corrections, the following data has been amassed and reviewed for the purpose of determining whether or not the Department of Corrections is well-advised to undertake the operation of the Mt McKinley Meat Packing Plant by the Alaska Correctional Industries program within the Department of Corrections. The following is a breakdown of the animals which the Division of Agriculture can prove available during the 12 month month period of time between March 1987, and February, 1988. The analysis includes animal purchase prices as determined by grade and yield factors as well as historic Alaska animal weights to arrive at a relatively accurate cost of goods sold factor:

GRADE:	WGHT:	QUANTITY:	MARKET \$	TOTAL WGHT	PRICE	YIELD LB/%
Holst. Choice	1,000 lbs	500 ea	\$ 60.cwt	500,000	\$ 300,000	325,000/65
Holst. Good	900 lbs	500 ea	\$ 55.cwt	450,000	\$ 247,500	270,000/60
Dairy Cull	800 lbs	700 ea	\$ 32.cwt	560,000	\$ 179,200	280,000/50
Herd Cull	800 lbs	400 ea	\$ 32.cwt	320,000	\$ 102,400	160,000/50
Market Hogs	210 lbs	600 ea	\$ 55.cwt	126,000	\$ 69,300	90,720/72
Vealers	200 lbs	500 ea	\$ 75.cwt	100,000	\$ 75,000	50,000/50
TOTALS		3,200 each			\$ 973,400	1,175,720#

The above figures are of course only an estimate taken from actual live animal inventory figures, but the gross animal weights are derived from past animal weights from the Mat-Su Valley, and the yield figures are conservative by American Meat Standards. The following data deals with the sales of the above product, 1,175,720 pounds of meat overall:

SALES:

BEEF: (1,035,000 lbs)

Department of Corrections: 250,000 lbs@\$1.45 \$ 362,500

API/MYC/PION/OTHER: 100,000 lbs@\$1.50 \$ 150,000

Wayne's Market/Ak Sausage/Mr. Prime Beef & other Wholesale buyers. 685,000 lbs@.90 \$ 616,500

(\$.90 price is .05 under Seattle Market Place/Wholesale)

PORK: (90,720 lbs)

Department of Corrections: 90,720 lbs@\$1.45 \$ 131,544

VEAL: (50,000 lbs)

Department of Corrections:	10,000 lbs@2.00	\$ 20,000
Wayne's / Other Wholesale	40,000 lbs@1.90	\$ 76,000

MISCELLANEOUS:

(Alaska Mill & Feed Co., Inc. "Donetello")

Blood/Scrap/offal (\$5.00/animal X 3,200)	\$ 16,000
---	-----------

Hides (2,100 at \$ 20.00 each)	42,000
--------------------------------	--------

(hide price can go to \$ 35, average more like \$20)

TOTAL SALES:

\$ 1,414,544
=====

GROSS PROFIT:

Total Sales:	\$ 1,414,544	(Payment is \$16K 1st year)
Less: Payment to DNR @ 5%	70,727--	(and 5% of gross sales)
Less: Animal Payment	973,400	(per year thereafter)

GROSS PROFIT: \$ 370,417

The figures above are conservative, since many of the products of the animal will be sold for more than the carcass wholesale figure of \$.90 per pound. The risk involved is the selling of the 685,000 pounds of beef which is excess to the needs of the Department of Corrections, to the wholesale market place. After discussion with several of the wholesale meat dealers/processors in Anchorage, it was determined that they will buy Alaska meat when they can, in fact, save money on it, and not pay freight from Seattle. The spread between pure cost of the beef, (\$.80/lb) and the wholesale selling price, (\$.90 to .95) is where the risk to the Department exists. This low margin of profit is standard in the meat industry; meat packing plants survive only through well-established custom market places, i.e., selling to Stewart Anderson Cattle Company, or massive volume processing for Safeway Stores Inc..

OPERATING EXPENSES:

Production Manager I Wages	\$ 50,000
Correction Officer II Wages	46,000
Inmate Wages (20 inmates)	36,000
Supplies (4% of Gross Sales)	56,000
Repair & Maintenance	30,000
Vehicle Expense (Delivery Equip)	18,000
Office, Postage and Telephone	10,000
Travel Expense	5,000
Utilities (gas/elec/sewer/water)	70,000 *

TOTAL OPERATING EXPENSES: -----

\$ 321,000

=====

* Plant is currently heated with electricity, and hot water system must be renovated upon re-start of the plant. Renovation of the plant will include gas fired heating and improvement of the hot water system at a cost of \$ 30,000, with proposed annual utility savings of \$ 35,000.

GROSS PROFIT: \$ 370,417
 Less: OPERATING EXPENSES: \$ 321,000

NET PROFIT: \$ 49,417
 =====

The logistics of the Department of Corrections operating this plant are not ideal, with the facility located eighteen (18) road miles from the Correctional Center which will supply the inmate work force. As a direct result of this factor, a Correctional Officer is included in the staffing of the facility, as well as a direct line of communication with the Mat-Su Pre-Trial facility for emergency backup should some situation warrant it. Mat-Su Pre-Trial will also be required to provide or assist in a hot lunch program for the packing plant operation, due to the inherent working conditions of a meat packing plant, i.e., cold, wet, noisy, and odorous. Inmates will be Transported daily from the Palmer Correctional Center with Department of Corrections busses, and delivery operations of meat will take place with existing industries trucks.

Benefits to the Department of Corrections include acquisition of a large (16,000 square feet) production facility and warehouse complex centrally located to many of the Departments' institutions, as well as a large scale commercial business operation which can enhance the Departments' Industry program. The Alaska Correctional Industries program is very limited as to what business or industry may be engaged in due to the requirement that there be little or no impact upon the private sector. This business opportunity has little attraction to the private sector due to the following problems in Alaska; an inadequate supply of quality animals for slaughter and processing at a profitable level, and a production facility five times larger than necessary to process all live-stock in the State of Alaska. The Department of Corrections is able to realize some utility in this facility due to two factors; it is an end user of the product, packaged meat, and it has an inexpensive source of labor. The following expenses are taken from operating statements for 1985 in this particular plant, with a comparison of equivalent Department of Corrections costs to operate:

OPERATING EXPENSE:	PRIVATE	DEPARTMENT
Salaries and Wages	\$ 456,430	\$ 132,000
Advertising Promotion	9,308	-0-
Bad Debts	47,329	-0-
Depreciation	223,136	-0-
Insurance	11,100	-0-
Professional Fees	65,372	-0-
Travel and Entertainment	9,574	4,000
TOTALS:	\$ 822,249	\$ 136,000

The difference is \$ 686,249 and, in fact, the private company had a loss of \$ 630,344 for the year 1985. It is only through the disparity of State and private sector operations that this project is viable.

MEMORANDUM

State of Alaska

TO: Mary Halloran
Budget Transition Team
Office of the Governor

DATE: December 10, 1986

FILE NO.:

THRU: TELEPHONE NO.: 465-3376

SUBJECT: Cost Implication of Law
and Policy Changes

FROM: William W. Ladwig *WJL*
Acting Commissioner
Department of Corrections

The attached, Law and Policy Changes Under Review, was presented by the Corrections' Mini-Cabinet to Governor Sheffield for the purpose of identifying some possible ways to reduce the cost of operating the Alaska Correctional System. It was also provided to Governor Cowper's Transition Team for their consideration.

The following is our preliminary estimate, on a point-by-point basis, of the financial impact on this department should some or all of these items be brought to fruition. We cannot comment on the extent, if any, of the financial impact on other executive branch agencies.

1. Increase the use of citations in lieu of arrest for minor offenses.

There appears to be savings in this policy change. During November 1986, there were 595 persons statewide, who could have been served citations and released instead of being booked. Extrapolating this data for 12 months and assuming an average 8 hour hold, we could save 2,380 mandays per year at an average cost of \$74.97 per day (not including medical or statewide program costs) or \$178,400. By also enforcing the offenses of Failure to Appear and Failure to Satisfy Judgment by making them subject to citation instead of incarceration, an additional 698 mandays could be saved. This would represent an additional savings of \$51,600.

It appears that the Alaska State Troopers and the local police departments are making use of citations in such a way that they are not overburdening the Department of Corrections.

The per year statewide impact could be the saving of \$230,000 and reducing our population count by 3-9 full time persons.

2. Develop and implement a statewide bail schedule.

We cannot provide any data regarding the actual bail amounts on which people are being released around the state, only the original amount of bail set, but we do know that varying policies and rates are set by the presiding judge in each jurisdiction. In many instances, bail schedules do not exist or are flexible and judicial intervention is required so people are held until they are arraigned, assigned a Public Defender, have a bail hearing, arrange bail with the bondsman and are released.

This is an issue to be decided by the courts through the advice of the Chief Justice and Art Snowdon, Administrative Director for the Court System. They are generally receptive to all suggestions.

3. Significantly increase the number of probation and parole releases.

This proposal refers to the maintenance of people on probation or parole who are doing well and no longer need supervision. If it can be determined that supervision is no longer needed, it is suggested that the court or the Parole Board be petitioned for approval of termination of supervision. Currently 665 of the 2753 probation/ paroles are on minimum supervision for an average of 5 years. If the court or Parole Board could be approached for termination after one year, considerable probation officer time in aggregate could be saved and applied to additional intensive supervision cases who could then be released from institutional custody. These 665 cases require .8 work unit hours/mo. X 12 = 6,384 units per year. Intensive supervision cases requires about 120 hours per year. Thus $6,384 \div 120 = 53$ intensive supervision clients that could then be released from institutional care. Savings:

Cost of institutional care:	53 X \$86.33*	X 365 = \$1,670,100
Cost of intensive supervision probation care:	53 X \$15.98 X 365 =	309,100
	Savings	<u>\$1,361,000</u>

4. Move all sentenced misdemeanants to private sector contract beds.

This would free up approximately 130 institutional beds. It is assumed that the private sector can provide these minimum security beds at a lower cost than the state though the actual cost per day is unknown.

Current average cost of 130 beds =	130 X \$86.33*	X 365 = \$4,096,359
Private sector beds @ \$35.00/day X 130 X 365 =	\$1,660,750 for a	saving of \$2,435,609 or
Private sector beds @ \$40.00/day X 130 X 365 =	\$1,898,000 for a	saving of \$2,198,359

The cost variable is provided as some or all of these 130 offenders may require some treatment programming such as alcohol or substance abuse.

* This average daily cost of care includes average statewide cost of institutional care of \$74.97 plus average daily cost of medical care of \$6.02 and other statewide programs of \$5.34.

5. Reinstate the pre-trial diversion program.

There is no real savings to us with this program since the tight screening process diverts very few people and these are then likely to be picked up on probation. Thus any savings are offset by cost of misdemeanor supervision, the considerable cost of preparation of misdemeanor pre-sentence reports on all eligibles, and the cost of collection of restitution and supervision of community service work.

*What is
the ratio of
parole to incarceration*

6. Return parole eligibility to all first felony offenders sentenced presumptively.

The impact of this is very substantial; the estimated 247 first-time felons admitted to serve presumptive sentences in FY88 will serve 990 prisoner-years, whereas if this suggestion was implemented, they would serve a total of 792; 198 fewer, with parole eligibility. Since the average cost of incarceration is \$86.33 X 365 or \$31,510 per year per offender and the average cost of probation/parole supervision is \$5.20 X 365 or \$1898 per offender year, there is an average savings of \$29,612 per offender year. Thus savings in FY88 could be as much as \$29,612 X 198 or \$5,863,200 if it were possible for this change to affect current population. Should this change be implemented it would take place over time. The savings per year are shown here to show the magnitude that could be achieved.

7. Amend Title 33 to allow placement of felons in contract housing at the discretion of the Department of Corrections.

There are currently 427 felons classified as minimum custody and 74 classified as community custody or a total of 501 felons who could be eligible for placement in contract beds. The savings:

501 inmates X \$31,510/year in institutions	=	\$15,786,500
501 inmates X \$17,611/year		
specialized contract beds	=	8,823,200
Savings		\$ 6,963,300

** Currently paying \$48.25 per day for specialized CRC beds

8. Amend Title 33 to permit placement of some "violent" offenders in restitution centers.

There are currently 240 inmates classified as minimum or community custody serving sentences for sexual offenses and other violent crimes.

Cost of institutional care: 240 X \$31,510/year	=	\$7,562,400
Cost of specialized CRC beds: 240 X \$17,611/year	=	4,226,600
Savings		\$3,335,800

9. Replace the five-member Parole Board with a Parole Commission of three full-time professionally qualified members.

The many legal and policy changes suggested will greatly effect the work load of the Parole Board. Cost implications for the Parole Board are dependent upon which, if any, of these items are implemented. It is quite possible that their cost of operation will be increased.

10. Permit mandatory releasees with probation sentences to serve the mandatory release and probation time concurrently.

Current population will serve 6 months mandatory release parole plus 3 years' probation. The above change in the statutes would reduce this period of supervision from a total of 3.5 years to 3.0 years. The savings could be: 2500 clients X .5 years X \$1,898/year (at an average cost of \$5.20 per day) or \$2,372,500 over three years or \$790,800 per year.

11. Amend the Good Time portion of Title 33 to remove Parole Board discretion in regard to 1/3 vs. 1/4 award.

The saving from this change is in staff time, i.e., the time required for institutional Probation Officers completing screening forms for the Parole Board and Parole Board review time. The Parole Board has only exercised this discretion three times and those resulted in the persons serving approximately one month additional time.

12. Review all sentencing practices implemented since the criminal code implementation of 1980 with particular attention to judicial and prosecutorial discretion.

According to a study made during November of 1984, felons sentenced presumptively for Class A, B and C felonies were serving 29% more man-years than those who had been sentenced non-presumptively. Felons sentenced presumptively for unclassified crimes will serve 39% more man-years than those sentenced non-presumptively. At the time of this study, 368 felons were serving a total of 2,210 man-years of presumptive sentences. Had they been eligible for early release, they would serve 1,714 man-years, a difference of 496 man-years. The average FY86 cost of 496 man-years at \$31,510 per year is \$15,629,000.

13. Establish a criminal justice sentencing commission which annually balances justice system resources, i.e., police, prosecution, judiciary, corrections, defense.

The cost effect of this proposal is not known at this time.

14. Develop a fast track prosecution program for implementation as soon as possible.

We cannot estimate cost impact at this time for this item. It would allow offenders to move through the Criminal Justice System faster at least up to the point of incarceration. Financial impact here appears to be in the Department of Law and the Court System.

Mary Halloran
Page 5
December 10, 1986

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Juveniles?

15. Provide alternative to incarceration for Title 47 non-criminal bookings/detainees.

There were a total of 2,724 non-criminal bookings from 12/85 through 11/86, 66% of the statewide bookings were at Yukon-Kuskokwim and Anchorage Annex; 44% of which were at Bethel (the second highest cost institution in the state). These non-criminal bookings when costed by institution represent \$253,400 during that one year period of time, not including medical costs. Savings to the Department of Corrections would be offset by the cost of alternative care.

16. Return the 6th and "C" Correctional Center to the Municipality of Anchorage for the purpose of holding municipal offenders.

The "savings" from this is to allow the department to channel 53 staff and \$3,142.5 to other uses thereby making future budget requests for this department smaller. The distribution of these resources is detailed in our FY88 budget request in lieu of requesting "new" dollars.

The above items portray a course of action that could have substantial impact, over time, on the State's operating budget. Also, by diverting offenders to probation or less costly housing, the State will be able to avoid the necessity for capital expenditures of millions of dollars required to build new prison facilities.

None of the above can be accomplished without the full participation of the Legislature, Court System, Executive Branch and last, but not least, the public.

WWL:cc
Attachment
cc w/attachment:
Pete Jeans
Mike Maher

DEPARTMENT OF CORRECTIONS

The Department of Corrections was created March 8, 1984, by Executive Order 55. The Department has responsibility for programs, facilities and community services provided to adult offenders. Juveniles are in the custody of the Division of Family and Youth Services of the Department of Health and Social Services.

The Alaska Constitution mandates that: "Penal administration shall be based on the principle of reformation and upon the need for protecting the public." Consequently, the Department's goals are to provide safe, secure and humane facilities for incarceration, with programs for constructive self-change and the development of lawful behavior patterns; to provide effective community supervision of subjects on probation, parole or furlough; and to facilitate the successful re-entry of offenders into their communities. It seeks alternatives to incarceration when appropriate, provides meaningful work opportunities for sentenced prisoners, and administers the Interstate Compact on Corrections.

The total operating budget authorization for FY 86 was \$79,031,300, up 7.3 percent over FY 85. The Department had 1,001 authorized positions throughout the State, a 0.83 percent increase over FY 85, in 12 correctional facilities, one central office, one administrative office, three regional offices and various district probation/parole offices. Two out-dated correctional facilities were closed in FY 86.

OFFICE OF THE COMMISSIONER (AS 33, AS 44)

The Department is headed by a Commissioner who, during FY 86, was aided by a Deputy Commissioner for Administration, a Deputy Commissioner for Operations and a Special Assistant. The Executive Director of the Parole Board also reports directly to the Commissioner.

The Commissioner provides general administrative supervision and policy guidance for the Department. The objective of this guidance is to provide efficient and effective management of the Department's resources.

During FY 86 the inmate population continued to grow at the rate of 25 new inmates per month. However, legislation was passed in FY 86 that changes the amount of "good time" the inmate population can earn. While it is too early to evaluate the full impact of this legislation on population growth, it is expected that future growth will be at a lower rate.

The Department will meet future population increases as effectively as possible through optimal use of existing space, increased utilization of community residential centers (or "halfway houses"), capital acquisitions and development, improved classification of prisoners, and executive action (that is, early release of selected prisoners due to overcrowding, as recommended to the Governor by the Parole Board).

In addition to the need to expand present treatment programs, develop new ones, and provide the necessary funding and resources to do so, the Department of Corrections, like 30 other states to date, has been subject to court orders as a result of a class action suit brought by inmates. A partial settlement stemming from the case, Cleary v. Smith, has led to changes in various areas of custody and treatment which have been implemented on a statewide basis. During FY 85 the court ruled in the Cleary case that Alaska's Correctional System was not unconstitutional. This ruling was finalized in FY 86 and allows the court the latitude to establish population limits on an institutional basis.

There were eight staff in the Commissioner's Office in FY 86. Two offices were maintained -- the central office in Juneau and the administrative office in Anchorage.

ADMINISTRATIVE SERVICES (AS 12.55, AS 12.62, AS 33, AS 44)

The Division of Administrative Services is responsible for providing administrative support and centralized services to all Department components. It is headed by the Deputy Commissioner for Administration. There were 54 authorized staff members providing service from offices located in Juneau and Anchorage in FY 86.

The main objectives for FY 86 for the Division of Administrative Services were to enhance training opportunities for Departmental personnel; to improve minority hire; and to continue providing optimum levels of support to operating components.

Staff members reporting to the Deputy Commissioner for Administration are responsible for the following functions: fiscal, personnel and labor relations, supply and purchasing, data management, training services, restitution accounting and contract administration. The Directors of Facilities Management and Statewide Programs also report to the Deputy Commissioner for Administration.

Through the Academy, training opportunities were made available to 757 departmental staff members. Courses included, but were not limited to, the Basic Correctional Officer Course, Transportation Officer Course, Cardiac-Pulmonary Resuscitation (CPR) and Firearms Instructions, Cardio-Pulmonary Resuscitation Instructor Course and Firearms Instructor Course.

The Departmental Equal Employment Opportunity (EEO) Committee, consisting of five directors, continued to address related issues within the Department and to improve minority hire.

FACILITIES MANAGEMENT (AS 33)

The Division of Facilities Management, with its staff of six, is responsible for capital planning, coordination of the construction of new facilities, renovation and repair projects, and a statewide preventive maintenance program. Its objectives include the efficient and economic management of the existing physical plants and effective planning for future bedspace needs.

In FY 86, the new 102-bed Anvil Mountain Correctional Center was opened in Nome. Construction began on the 320-bed high-security Spring Creek Correctional Center in Seward, a 60-bed addition to the Palmer Correctional Center and a 26-bed addition to the Meadow Creek Correctional Center.

Construction of the 74-bed Mat-Su Pre-Trial facility in Palmer was substantially completed during FY 86.

A maintenance/food storage building was erected at Cook Inlet Pre-Trial facility, an 8,000 sq. ft. classroom, office and inmate hobby craft area was built at Palmer Correctional Center and a smaller classroom building was constructed by inmates at Hiland Mountain Correctional Center. An existing building at the Wildwood Correctional Center was renovated to accommodate Correctional Industries' metal fabrication and component furniture operations.

A new 24-bed unit was added to the Yukon-Kuskokwim Correctional Center in Bethel in space left unfinished during original construction.

A crew of inmates and staff dismantled four metal buildings from former pipeline camps, then erected one at Hiland Mountain Correctional Center and one at Fairbanks Correctional Center for use as maintenance and inmate work areas.

The Division initiated a contract for a statewide computerized preventive maintenance system which will record all significant items to be maintained in each institution and enhance the Department's preventive maintenance efforts.

A variety of renovation and repair projects were completed during FY 86 including: major life/safety upgrades at Anchorage Annex Correctional Center, renovation of all four housing units at Hiland Mountain Correctional Center with inmate labor, extensive asbestos abatement at the Wildwood and Goose Bay Correctional Centers and enhanced perimeter security at Fairbanks, Lemon Creek and Yukon-Kuskokwim Correctional Centers.

OPERATIONS (AS 12.55, 12.62, AS 33, AS 44)

The Division of Operations provides housing, opportunities to participate in reformative programs and street supervision for the persons committed to the custody of the Department.

The primary objectives for the Division of Operations for FY 86 were to continue to develop standardized operating procedures; to provide secure facilities to protect the public from the offender population; to provide a clean and sanitary environment for the offenders as well as our correctional staff; and to aid in rehabilitation of the offenders so that they may return to society as law-abiding, productive citizens.

Management of correctional facilities and probation/parole field offices is regionalized. The Directors of the Northern, South-central and Southeastern Regions report to the Deputy Commissioner for Operations. Institutional superintendents and probation/parole administrators report to the regional directors. At the end of FY 86, the Department was responsible for 5,116 offenders. Of these, 2,760 were probationers/parolees, 1,902 were incarcerated, 261 resided in community residential centers, and 193 were housed out of State through the Federal Bureau of Prisons.

The classification system for long-term and sentenced offenders, developed in FY 84, has been implemented and continues to undergo refinement through on-the-job usage. A new classification system for short-term and unsentenced inmates was completed by the Department and approved by the court. The Department's institutional operations manual continues to be rewritten. There were 901 authorized positions associated with operations in FY 86.

For comparative purposes, figures for persons in custody or under the Department's supervision at the beginning and at the close of FY 86 are given, as follows:

NUMBER OF PERSONS IN CUSTODY OR UNDER SUPERVISION

<u>Status</u>	<u>July 1985</u>	<u>July 1986</u>
Incarcerated, in-state	1825	1902
Incarcerated, out-of-state	184	193
Probation/Parole Supervision	2448	2760
Community Residential Centers	111	261

AVERAGE COST OF CARE PER OFFENDER PER DAY

<u>Status</u>	<u>FY 1985</u>	<u>FY 1986</u>
Incarcerated, in-state	\$82.49	\$86.33 *
Incarcerated, out-of-state	39.20	40.17
Probation/Parole Supervision	4.94	4.85
Community Residential Centers	46.19	45.13

*Includes medical/dental and educational/rehabilitative services.

STATEWIDE PROGRAMS (AS 33)

The Division of Statewide Programs is responsible for inmate classification, transportation, medical/dental services, community residential and restitution centers, inmate education, departmental planning and research, and inmate rehabilitation programs which include substance abuse treatment, sex offender treatment, mental health services, alternatives to violence programs and religious programs.

For FY 86 the Division's key objectives were to continue the recidivism study, to improve programs for Alaska Native inmates, to

increase the number and usage of community residential center (CRC) beds, to increase the number of sex offender treatment beds, to complete a preliminary data analysis of Alaska's sex offenders, to complete policy and procedures pertaining to medical, dental and mental health care and to continue to coordinate and monitor the mental health, substance abuse, sex offender, education, domestic violence, religious, CRC and medical/dental programs at all correctional centers in the State. The Division has 17 staff.

The recidivism study continued throughout FY 86, and the first report from this ongoing study will be available by mid-FY 87.

A wide variety of programs for Alaska Natives was offered at all institutions. These ranged from counseling by respected village elders at Yukon-Kuskokwim Correctional Center to a college level class in Northwest Coast Native Art at Ketchikan Correctional Center.

Classes on traditional Native values, Alaska Native Claims Settlement Act, Yupik language, Native corporation issues, cross-cultural communication, marine navigation and chart reading, subsistence hunting, Alaska Natives and Politics, whaling and Native American Contributions to United States Society and Culture are examples of courses taught in various correctional centers during FY 86.

During FY 86 the number of CRC beds rose to 280. A new CRC, Tundra Center, opened in Bethel with 20 beds. One hundred ninety community beds were available in Anchorage, 55 in Fairbanks and another 15 in Juneau. For the first time, due to a concerted effort, the CRC beds were substantially filled during the second half of FY 86.

The number of sex offender treatment beds was increased to 140 during FY 86. Data on sex offenders was collected, analyzed and distributed. The analysis showed the typical sex offender in Alaska is a white male between 20 and 40 years of age. He has a high school education and was employed at the time of the offense. He has lived in Alaska more than five years. He committed the offense alone and without a weapon. He was under the influence of alcohol at the time of the offense.

The victim was a female age 16 or younger who was a relative, friend or acquaintance of the offender. Of the victims who were related to the offenders, 62 percent were natural daughters or step-daughters.

The Probation and Parole Case Management project was implemented and workload distribution is now based on the results of the study. The inmate accounting system programmed for the Offender Based State Correctional Information System (OBSCIS) was put into production mode and was ready for statewide utilization in FY 86. The Department of Education also evaluated inmate education programs.

A follow-up analysis of the effects of presumptive sentencing on the prison population showed that, on the average, a presumptively

sentenced felon spends approximately 27 percent to 39 percent more time in prison than a nonpresumptively sentenced felon.

Policies and procedures for medical, dental and mental health services were drafted, reviewed, rewritten and printed.

BOARDS AND COMMISSIONS

PAROLE BOARD (AS 33.15)

The Alaska Board of Parole, comprised of five members and assisted by an administrative staff of three, authorizes parole releases, establishes conditions of parole and revokes parole for cause. In addition, under the prison overcrowding emergency conditional commutation plan signed by the Governor in July of 1983, the Parole Board reviews applications under strict criteria and makes recommendations to the Governor whenever overcrowding conditions occur under terms of the emergency plan.

The objective of the Parole Board is to release from incarceration those offenders who can live in society without violating the laws of the State of Alaska. The Parole Board also returns those offenders to incarceration for violation of conditions of parole before they violate the law.

During FY 86 the Board held 1,018 hearings, including 232 parole release hearings. Paroles were granted to 110 applicants. The Board screened 247 commutation applications, 88 of which were granted. In addition, the Parole Board staff completed 35 clemency investigations for the Governor's Office, resulting in the granting of clemency to four applicants.

CORRECTIONAL INDUSTRIES COMMISSION (AS 33.32)

The Correctional Industries Commission, composed of seven members, was formed July, 1982 as a result of legislation that created the Correctional Industries program. The Commission monitors the Correctional Industries program, reviews the proposed budget of the program and makes appropriate recommendations to the Commissioner of the Department of Corrections.

The Commission's objectives are to recommend the establishment, expansion, diminishment or discontinuation of industrial, agricultural or service activities so that the program is as self-supporting as possible, provides as much employment for prisoners as is feasible, provides diversified work activities with minimal negative impact on private industry or labor and contributes to the economy of the State.

Correctional Industries currently operates an agricultural business and auto body shop at Palmer, a commercial laundry and bakery at Lemon Creek, a metal fabrication shop and a furniture manufacturing operation at Wildwood. Approximately 50 inmates are employed

statewide, and there are 11 authorized positions associated with the program. The Commission's future goals include establishing new industries at Fairbanks Correctional Center and the Spring Creek Correctional Center.

For more information, call or write:

William W. Ladwig, Deputy Commissioner
Department of Corrections
P.O. Box T
Juneau, AK 99811
(907) 465-3376

THE FOLLOWING PAGES WERE TREATED AS
A UNIT IN THE ORIGINAL FILE.

SCHEDULE FOR OCTOBER 8th HESS COMMITTEE MEETING
IN CONJUNCTION WITH
HOUSE JUDICIARY COMMITTEE

October 8, 1987 8:30 am - 5:00 pm

Fairbanks -- Noel Wein Library Auditorium
Anchorage -- Anchorage LIO, 5th floor conference room
Juneau -- Court Bldg, 6th floor conference room

Department of Corrections Overview

8:30 - 10:00 am

MASTER PLAN

- A
1. mission statement (Department representative)
 2. departmental suggestion survey results (Dept. rep.)

CLASSIFICATION matrix and presumptive sentencing

B (Department representative)

10:00 - 10:15 am

Break

10:15 - 12:15

ALTERNATIVES TO INCARCERATION AND REVIEW OF COMMUNITY
CORRECTIONAL FACILITIES

- C
1. intensive supervision, update on pilot program (Dept. rep.)
 2. contract beds (Dept. rep.)
 3. privatization (Aaron Wolf)
 4. halfway houses (Angela Rinaldo, Allvest; Frank Gold, Keela House; Walt Jones)
 5. Correction Industries Program (Dept. rep. and Mark Butler in Anchorage for questions)

12:15 - 1:15

Lunch

1:15 - 1:45 pm

PROBATION AND PAROLE

- D
1. probation and parole board (Sam Trevitte)
 2. caseloads (how new laws have impacted caseloads)

1:45 - 2:00 pm

Break

2:00 - 3:15 pm

SPRING CREEK AND CLEARLY PROGRESS (Dept. rep. and Swackhammer)

E

1. timetable update
2. impact on other correctional facilities

3:15 - 4:00 pm

Needed legislation

4:00 pm

Adjourn

NOTE: The topic of victims rights will be dealt with at the November HESS Committee meeting.

Department of Corrections

Agency Issues Memorandum - Form A4

Mission Statement

The overall mission of the criminal justice system is to enhance social order and public safety. The criminal justice system consists of law enforcement, prosecution, defense, courts and corrections. As a component of the justice system, the mission of corrections is to:

- Enforce court ordered pre-trial supervision and detention of those accused of unlawful behavior prior to adjudication;
- Maintain the integrity of law by administering sanctions and punishments imposed by courts for unlawful behavior;
- Offer a wide range of correctional options, including community corrections, institutions and community residential center services necessary to meet the needs of both society and offenders; and
- Provide work and educational programs for offenders that will enhance community integration and economic self-sufficiency. These programs must be administered in a just and equitable manner within the least restrictive environment consistent with public safety.

In order to fulfill this role and meet the Department's constitutional mandates of protection of the public and reformation of the offender, the following goals have been established:

Goal - I. Protection of the Public

It is a responsibility of the Department of Corrections to provide for protection of the public from dangerous offenders. To meet this goal, the Department has established the following objectives:

- Classify offenders according to the degree of danger they pose to the public and place in appropriately secure settings
- Provide comprehensive training programs for correctional staff responsible for supervising offenders both inside institutions and in the community
- Provide comprehensive training for probation/parole staff responsible for supervising offenders in the community
- Prevent escapes from institutions and walkaways from community residential centers
- Prevent major institutional incidents
- Inform the public of correctional activities and programs to the greatest extent possible through the use of public hearings and public information

- Reduce overcrowding in correctional institutions, thus reducing the risk of prison disturbances, as well as conforming to court population capacity mandates, by:
 - . Encouraging the expansion of diversion programs and Probation and Parole services where the public interest is served
 - . Continuing to place appropriately classified offenders into community corrections programs
 - . Expanding the operating capacity of the statewide system when necessary
- Provide appropriate placement and treatment for mentally disordered offenders and other offenders with special needs
- Maintain physical facilities in optimal condition
- Provide victims and potential victims with the opportunity to be heard

Goal - II. Reformation of the Offender

It is a responsibility of the Department of Corrections to provide for the reformation of all offenders. To meet this goal, the Department has established the following objectives:

- Provide essential health care for incarcerated offenders
- Provide counseling opportunities to all incarcerated offenders who wish to participate
- Offer Adult Basic Education (ABE), Graduate Equivalency Diploma (GED) and life skills programs in all institutions
- Make religious services/counseling available to all interested incarcerated offenders
- Provide time for eligible offenders to receive visits from family and friends
- Maintain inmate populations within operational capacities in order to enhance rehabilitative programs
- Provide work for incarcerated offenders by:
 - . Employing eligible offenders in housekeeping, food service and maintenance positions within institutions
 - . Employing eligible sentenced offenders in correctional industries programs
 - . Employing eligible sentenced offenders on public work projects such as litter control, recreational site improvement, stream bed improvement and other projects that will benefit the public.
- Identify and encourage the use of community resources to effect social re-integration of offenders

MEMORANDUM

State of Alaska

DEPARTMENT OF CORRECTIONS

TO: Jana Varrati
Special Assistant

DATE: August 18, 1987

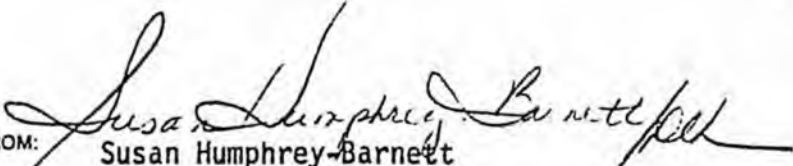
FILE NO:

TELEPHONE NO:

THRU:

SUBJECT: Five-year Plan

FROM:


Susan Humphrey-Barnett
Commissioner

In 1978 the State of Alaska committed itself to the development of a comprehensive Master Plan for its corrections system. Although the Master Plan includes projects through the year 2000, it is appropriate that we look at the Plan through the eyes of 1987 and refine and add to it as necessary based upon current status of our state and our corrections system.

Our Five-year Plan should use the Master Plan as its base. It should begin with an updated statement of philosophy and should include goal statements under the headings found in the original Master Plan (Organization of Corrections, Community Corrections, Institutional Services, Rural Corrections, Technical Services and Criminal Justice Decisionmaking).

Under each of these headings, each goal should be stated clearly; rationale and action plans (including time frames) should be listed. The format found in Connecticut's five-year plan should work well for this purpose.

Below is my attempt to synthesize the basic goals to be included under each heading. Your task will be to add rationale, activities and tentative time lines, and to put it in a draft format which is similar to the Connecticut plan. It should then be given to Jim Scoles, who will edit and add discussion sections where necessary. The draft should then receive wide distribution within the Department for comment.

This task is a big one and needs to be started immediately.

I found the input we received from the field to be very helpful and have tried to include all suggestions which fit within our philosophy. I've included some rationale and activities where I thought you might have trouble getting it from other sources, but there are many you will have to add after consulting with appropriate staff, reading the appropriate sections of the Master Plan and the employee suggestions. What I've done is merely a first attempt and I suspect that after you research some areas, some goals may be deleted or changed substantially. Please feel free to add goals I may have omitted.

Jana Varrati
August 18, 1987
Page 2

You will also need to work with the various task forces, clarifying objectives and delineating time lines.

SHB:bk
Attachment

KEY: . Goals

- Rationale for goals

to be added are activities necessary to attain the goals

Organization of Corrections:

Goals:

- . Retain regionalization.
 - Regionalization facilitates proper balance between centralized authority and decentralized responsibility.
 - Regionalization facilitates emphasis on reintegration.
 - Regionalization reduces the number of persons reporting to each manager.
 - Regionalization enhances public accessibility to the corrections system.
- . Adopt participatory management style.
 - Will improve intra-Department communication.
 - activity - newsletter
 - activity - expand Superintendent meetings
 - activity - expand Statewide managers meetings
 - activity - more input from line staff
- . Create a Division of Administrative Services.
 -
 -
 - activities -
- . Develop plan with Department of Public Safety regarding the responsibility and management of rural jail contracts.
 -
 -
 - activities -

- . Increase accountability to the public.

activities -

Community Corrections

Goals:

- . Implement intensive parole/probation supervision program.
 - Remove offenders from incarceration who do not pose a great danger to the community and who can benefit from intensive supervision.
 - Improve quality of public protection by using intensive supervision for those offenders needing additional supervision in the community, e.g., mandatory release, in lieu of total revocation, etc.
- . Expand use of community service work in lieu of incarceration for minor, non-violent offenses.
 - This will free up correctional center beds for housing more serious violent offenders.
 - activity - modify DWLS law
 - activity - expand New Start to include community work service coordination and supervision.
- . Develop better linkage with community service agencies to provide service to offenders on probation and parole.
 - activity - expand New Start to regionalize community service agency information and promote utilization by offenders on probation and parole.
- . Evaluate pre-trial services.
 - Need to determine whether more in-depth pre-trial assessment would direct any more offenders from incarceration (or would offenders be released sooner).
 - activity - assign to community corrections task force.
 - activity - develop Statewide bail schedule in conjunction with Court System.
 - activity - evaluate use of VERA scale as a pre-trial assessment tool.

- . Explore electronic supervision as an alternative to incarceration for non-violent offenders.
 - activity - assign to community corrections task force.
- . Evaluate existing substance abuse monitoring programs used by community corrections.

Institutional Services

Goals:

- . Evaluate staffing of each institution and develop a plan to:
 - Reclass vacant positions to the positions actually needed.
 - Identify underutilized positions which, when vacant, could be transferred to another work site.
 - Request additional positions through budgetary process.
 - activity - require each Superintendent to evaluate positions and posts and draft a plan as stated above; each Superintendent's plan would be reviewed by the Regional Director prior to submission to the Deputy Commissioner.
- . Differentiate "jail" beds from "prison" beds.
 - Of Alaska's existing 2064 in-state correctional center beds, 1314 were built as "jail" beds (i.e., for pre-trial inmates and sentenced inmates serving one year or less). Only 750 of them were intended for use as "prison" beds (i.e., for sentenced felons serving more than one year). On any given day during the past year, the Department had, at most, approximately 900 inmates needing "jail" beds and 1700 inmates needing "prison" beds. Clearly, we are short of "prison beds." Even when one adds 288 beds for Spring Creek, 100 for FBP and 150 for CRC beds (the remaining 100 CRC beds are used for "jail" inmates, i.e., short-term, sentenced misdemeanants), the Department still only has 1288 "prison" beds or 412 beds short. The only fiscally responsible way to make up this shortage in the short term is to continue to use approximately 100 beds in both Lemon Creek and Fairbanks Correctional Centers for "prison" placements and utilize approximately 200 beds at CIPT for sentenced felons awaiting placement at other institutions or in special units.

However, for long-range planning, the Department needs to be cognizant of the continuing need to return jail facilities to their original purpose as additional prison beds are added.

activity - assess reasibility of returning WWPT, MSPT, AMCC, YKCC and KCC to their original jail status after the opening of Spring Creek in Seward.

. Utilize unit management in institutions to extent possible.

- After jail and prison beds have been differentiated, unit management will become more practical in prison facilities and particularly in those facilities which continue to house both jail and prison populations. For example, the jail and prison sides of LCCC and FCC could operate as separate units with separate standards and staff.

activity - assign each Superintendent to devise a plan for utilization of unit management within their institution. (It is recognized that unit management may have limited application in smaller jail facilities.)

. Refine inmate classification system.

- Ensure that inmates are classified to the custody level which is most congruent to the risk they pose to public safety and their programmatic needs.

activity - implement the work of the classification task force.

- (get specifics from Margaret Pugh)

. Increase work programs and industries for inmates.

-
-
-

activities - assign each Superintendent to report the percentage of sentenced inmates in their institution with jobs (specify number of hours worked); devise plan to increase job opportunities with assistance from Special Assistant.

. Assign all sentenced offenders serving more than one year to a case management team. An initial program plan will be written with the offender once they have been designated. Compliance with the plan will be addressed in yearly progress reports which should coincide with yearly classification reviews.

activity - require all sentenced offenders serving more than one year to engage in 40 hours per week of work and program activity.

activity - train unit managers and case managers to run "light" groups dealing with communication, frustration, problem solving, cognitive thinking, etc.

- . Study privatization of correctional facilities and identify what role, if any, privatization will have in Alaskan corrections.

-

-

activities -

- . Implement video arraignment where practical.

-

activities -

- . Improve inmate health care through implementation of a quality assurance program.

-

activities -

- . Develop special mental health unit at CIPT.

-

activities -

- . Develop geriatric and medical unit at HMCC; dedicate the rest of the institution to sex offenders.

-

activities -

- . Place as many sentenced misdemeanants as possible in contract beds.

- This would free up anywhere from 70-130 institutional beds.

activity - study sentenced misdemeanants not placed in community beds to determine whether they could have been placed in existing programs.

- . Evaluate development of an Intake/Assessment Unit at CIPT.

- . Develop a specialized long-term substance abuse program at WCC or PCC; continue less intensive substance abuse programs at all facilities.

- . Explore funding for special units through mental health lands money.

- . Improve services for female offenders.

-

-

activity - establish task force on incarcerated women.

- . Evaluate development of a program for youthful/first-time offenders at WWCC.

-

-

activities -

- . Plan for renovations at Palmer minimum to keep facility functional and safe.

-

-

activities -

Rural Corrections

Goals:

- . Support furlough programs designed to address the needs of rural Alaskans, especially Native Alaskans.

-

-

activity - put money in the budget to continue the Social Rehabilitation Project with Maniilaq.

- . Share non-confidential information with Village/Tribal councils during pre-sentence investigations and when an offender is on probation or parole in the village.

- . Utilize elders in counseling programs when appropriate.

- . Evaluate establishment of a large (approximately 200 beds) long-term facility for sentenced offenders in Western or Northern Alaska. This facility would be based on the Baffin Island concept.

- . Increase funding to allow for more village visits by probation officers.
- . Study issue of building a regional correctional facility in Barrow.

Technical Services

Goal:

- . Assume responsibility for all prisoner transportation except court transportation (unless Statute is changed) from Department of Public Safety. To the extent possible, consolidate existing Corrections' transportation functions.

sub-heading: Training

- . Perform in-depth evaluation of current training provided by Academy and field training officers.

activity - assign task force to prepare report on the following:

1. location of Academy
2. staffing
3. curriculum content of all courses offered
4. content of OJT offered through institutions and field probation offices
5. coordination between Academy and field training
6. a plan to fulfill required number of training hours per staff per year according to established P&P
7. a plan to use P&P's as basis for field training and a method to receive input regarding possible P&P revisions
8. timing (i.e., before or after hire, starting employment) of Basic CO and PO Academies and a plan to implement any recommended changes
9. consider including MANDT or similar training
10. include cognitive deficit (thinking errors) training for all CO's and PO's

11. consider cross-training of field and institution PO's
12. include emphasis on Cleary compliance
13. improve supervisory training; include performance evaluation and progressive discipline training for all supervisory employees
14. consider CO III academy class
15. AIDS education
16. evaluate whether special tactical teams are needed
17. include advanced training for mental health staff
18. OBSCIS training
19. evaluate firearms and CPR training; consider having staff pay for this
20. consider having new CO recruits in Southcentral Region work at CIPT or Sixth Avenue
21. explore sharing some training with AST and other law enforcement agencies
22. probationary periods for CO's should be under the direct supervision of the institutional security and training officer; use the probationary period to "weed out" those who do not perform satisfactorily

- . Centralize purchasing and possibly include centralized warehousing.

-
activity - assign task force

sub-heading: Personnel

- . Evaluate whether DOC should manage its own personnel system to include recruitment, examination, grading applications, managing registers, hiring, etc.

-
activities -

- . Prepare in-depth evaluation of DOC job classes.
 - Need to look at career ladder, specifically: Superintendent I and II, Unit managers, program service aides, and counseling positions; study should recommend changes and include an implementation plan.
- . Set standards for CO and PO hire; include physical and psychological fitness measures.
- . Revise background investigation requirements; consider contracting with private sector to complete background investigations.

activities - assign staff to estimate costs.

- . Establish ongoing "women in corrections" committee for female employees.
- . Establish a standardized employee recognition program to reward and encourage outstanding performance.
- . Institutional representatives to the interview boards should be CO III or above; representation on any given board should be gender and racially balanced.

sub-heading: Data Management and Research

- . Implement on-line time accounting on OBSCIS.
- . Implement program participation screens.
- . Continue ongoing recidivism study.
- . Revise and improve HOFFA as needed.
- . Standardize use of personal computers in institutions.
- . Prepare a detailed five-year plan for OBSCIS use.
- . Refine ability to accurately project inmate and probation populations with specific attention paid to the security level and type of institutions needed in the future.
- . Programs should be evaluated at least every other year.
 - It is not necessary that evaluations focus on recidivism as the number of variables is too great.

(resume regular headings)

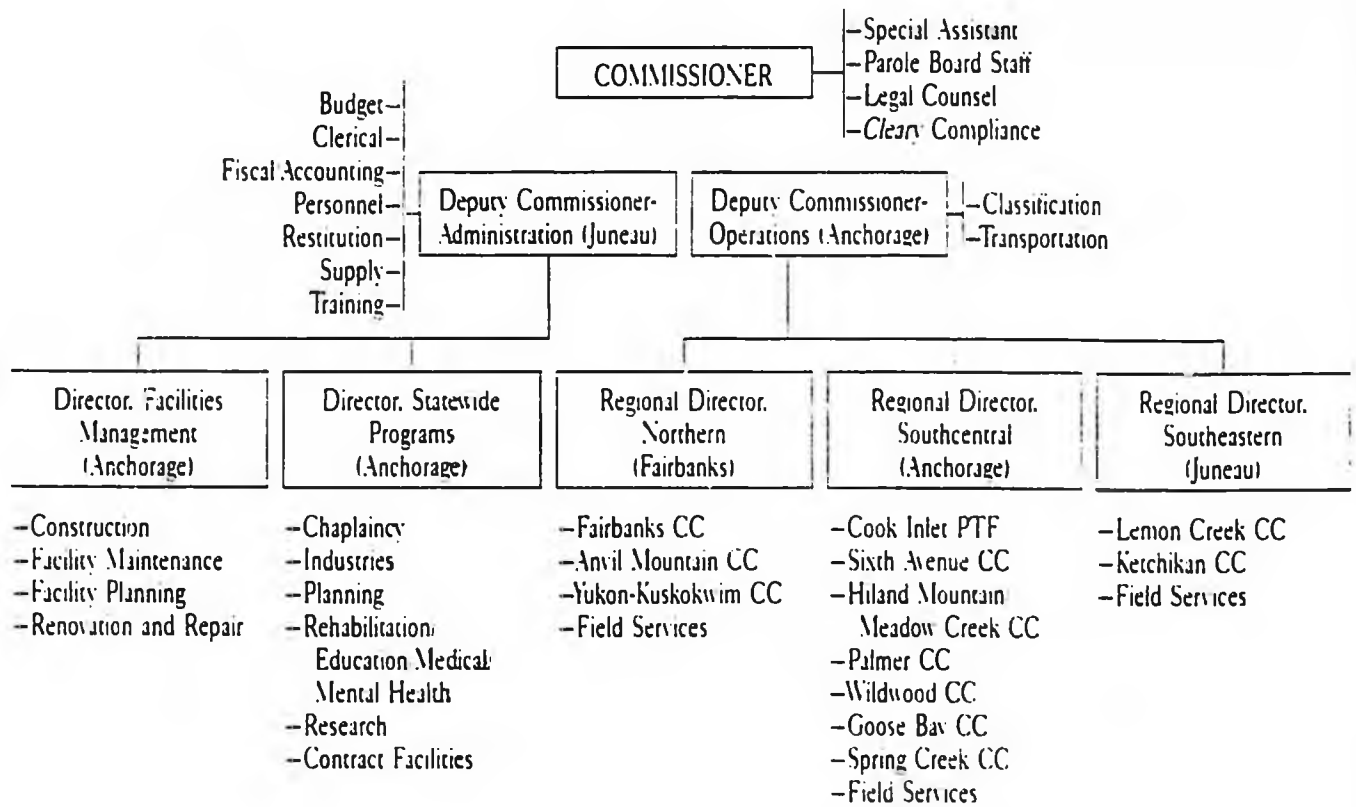
- . Reduce paperwork required by field service and institutional personnel.
- . Provide annual reports to as many Departmental staff as possible given budgetary restraints.
- . Establish a standard method of managing food services.
 - (see John Olsen's memo)
- . Establish/continue working relationship with University of Alaska for research, internships and recruiting.

Criminal Justice Decisionmaking

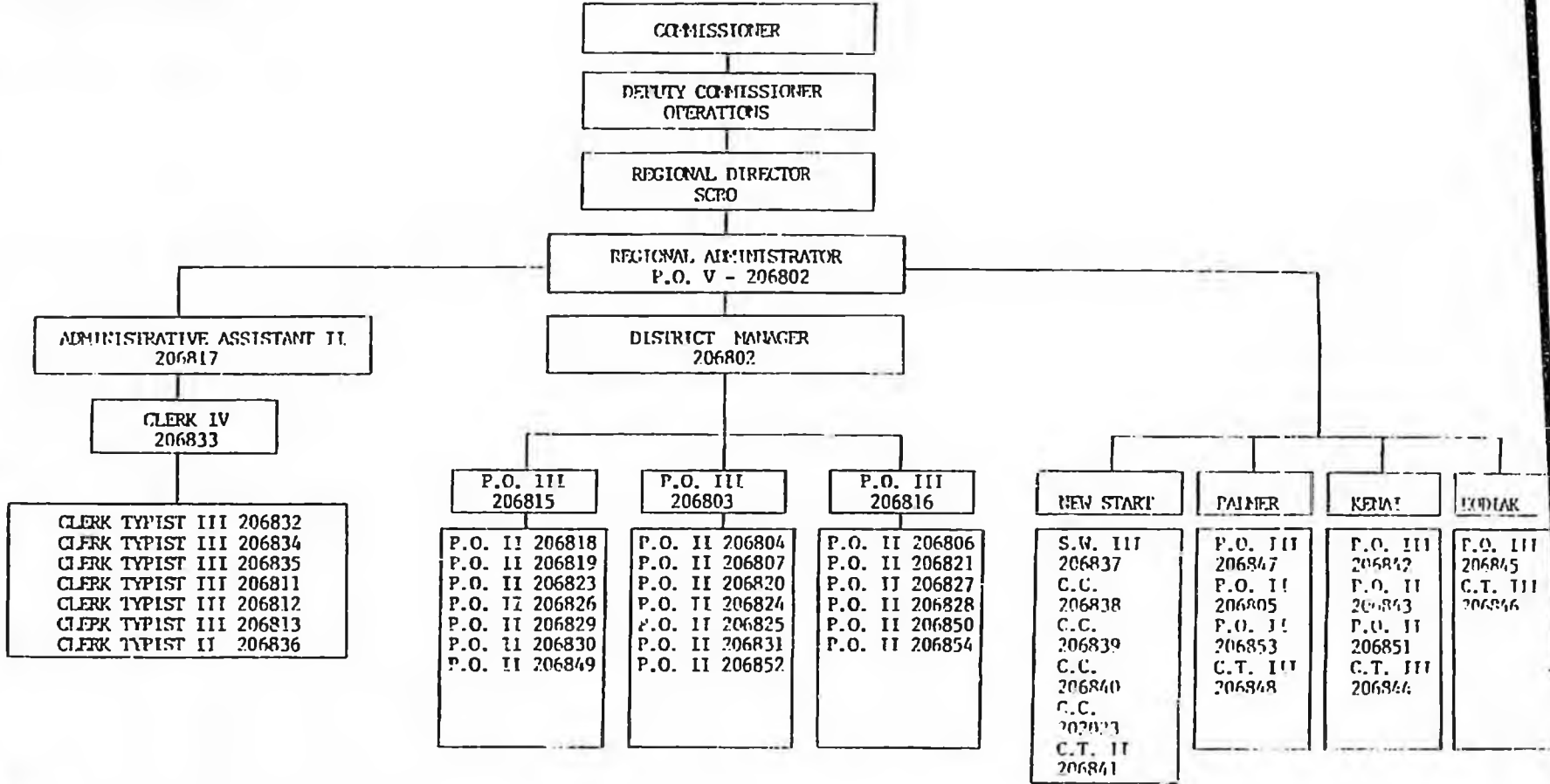
Goals:

- . Develop criminal justice case-processing flow charts; identify opportunities to alleviate overcrowding.
- . Develop legislative package for the next several years.
- . Review sentencing and prosecutorial practices implemented since Criminal Code Revision of 1980, with particular attention paid to judicial and prosecutorial discretion.
 - activity - request aid from Alaska Judicial Council.
- . Encourage SOADA to provide alternatives to incarceration for Title 47 non-criminal detainees in communities where alternatives do not currently exist or do not meet the current needs.

Department of Corrections' Organizational Chart



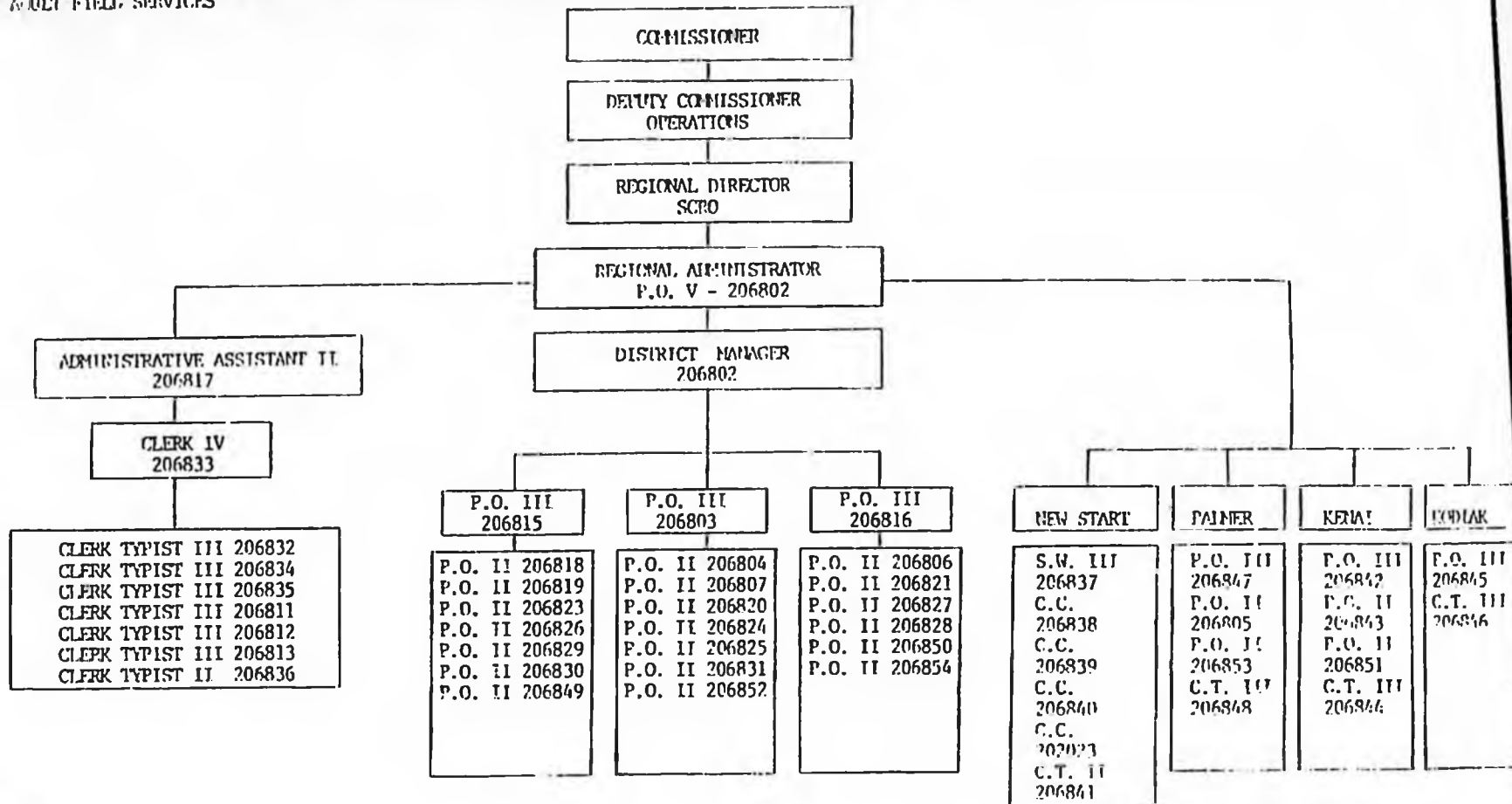
SOUTHERN PROBATION
ADULT FIELD SERVICES



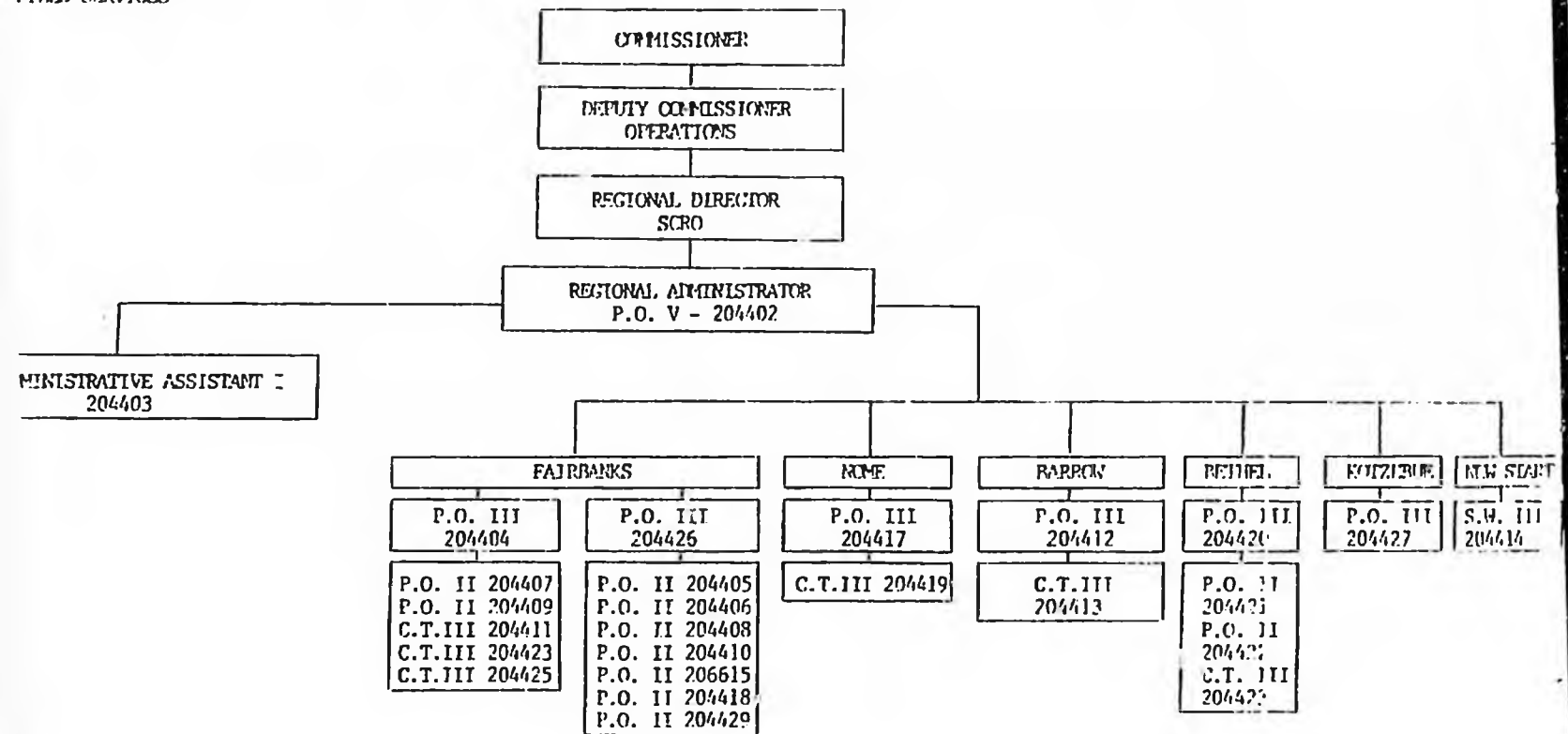
CORRECTION

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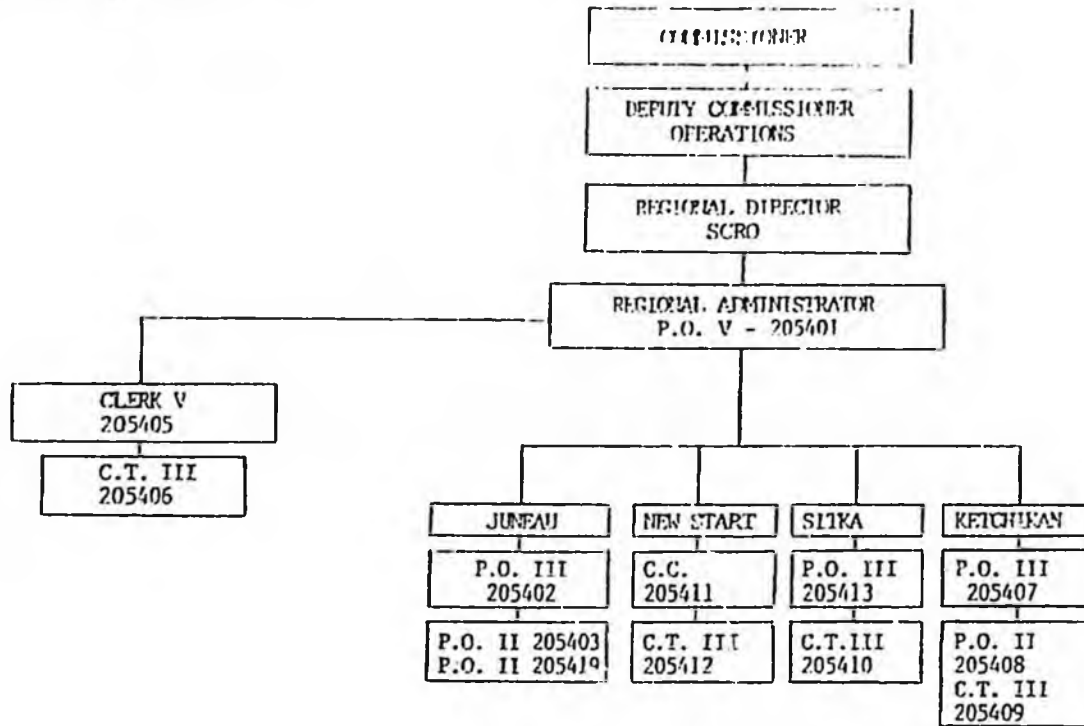
SOBICENTRAL PROMOTION
MULTI FIELD SERVICES



ERN REGION PROBATION
FIELD SERVICES

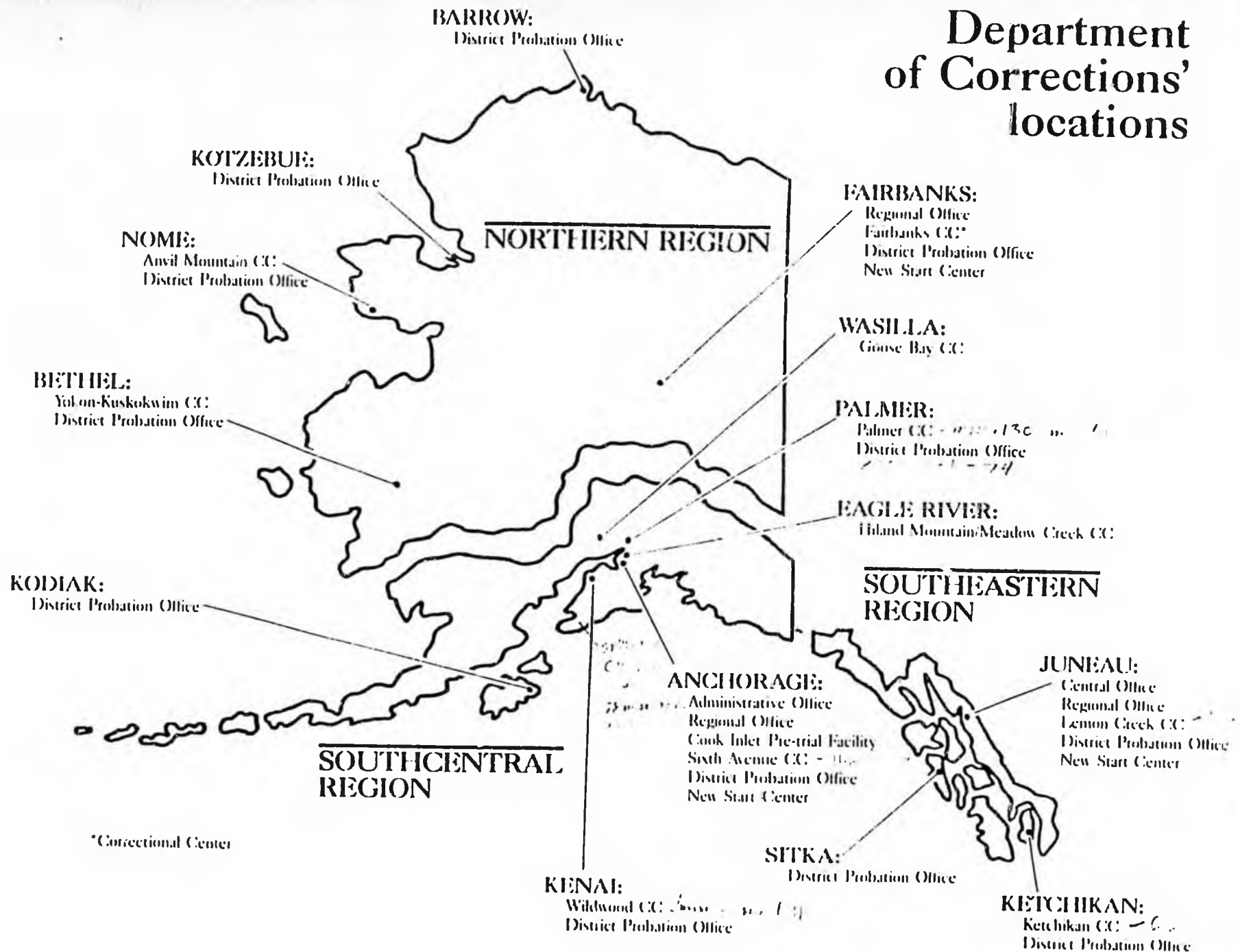


SOUTHEASTERN REGION OPERATION
AND FIELD SERVICES



Department of Corrections' locations

Annual Report 1985



A.
DRAFT

2nd draft
INTRODUCTION

In August of 1986, Commissioner Roger Endell convened an Inmate Classification Task Force to address, essentially, one issue: could more inmates be safely housed in lower levels without risk to the system or the public? The Task Force met in September and recommended that the entire classification system be examined, not only to answer the question, but to revise and refine as appropriate. This would represent the first substantive work on the system since its implementation in 1983. The National Institute of Corrections agreed to fund a technical assistance project which enabled the Department to have Dr. Robert Levinson work with the Task Force in examining the system.

The Task Force met in Juneau, February 23-26, 1987, with Dr. Levinson. This report includes the findings and recommendations resulting from that meeting.

DRAFT

ACKNOWLEDGEMENTS

The Alaska Inmate Classification Task Force includes:

Kenneth Brown - Director, Northern Region
Allen Cooper - Assistant Director, Southcentral Region
Susan Humphrey-Barnett - Commissioner
Susan Knighton - Research Analyst
Bert Matsumoto - PO III, Palmer
Larry Phillips - PO III, Cook Inlet Pre-Trial
Margaret M. Pugh - Director, Southeast Region
Robert Spinde - Chief Classification Officer
Michael^{J.} Stark - Assistant Attorney General

Technical assistance was provided through the National Institute of Corrections and the American Correctional Association by Dr. Robert Levinson.

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SUMMARY

The following goals were established in 1983 when the inmate classification system was implemented.

1. An Agency-wide system for classification decision making for adult offenders.
 - a. An empirically-based classification system.
 - b. A classification system consistent with the American Correctional Association standards, Alaska Statutes and Alaska Administrative Code.

2. Assignment of all prisoners to the appropriate classification level, consistent with custody and security guidelines.
 - a. Prisoners of like security classifications in similar security level institutions or levels of community supervision.
 - b. A safe and secure institutional environment through close monitoring of maximum security prisoners.
 - c. Greatest levels of restraint and supervision given to highly violent, high-risk prisoners.
 - d. Systematic review procedures for prisoners' security, custody and program status.

3. Assessment and programming for effective allocation of resources.

DRAFT

- a. Procedures to identify special needs resources.
 - b. Assessment of individual needs and the provision for programs and services to meet priority needs.
 - c. Targeting the resources needed, based upon prisoner need through effective casework services.
4. Improved management and service delivery by the *Department* Agency through the following procedures:
- a. Monitoring the success/failure of classification designations.
 - b. Classifying institutions and establishing the roles of the classification staff.
 - c. Monitoring service delivery to "special needs" groups of prisoners.
 - d. Identification and appropriate handling of dangerous prisoners.
 - e. Monitoring prisoner initiated actions with regard to classification decisions.
5. Routine reporting of classification matters by individual institutions to the appropriate Regional Director.

The Task Force feels that by and large *the Department has met & continues to meet these* ~~we have met and are meeting these~~ goals. Alaska's current system is a significant improvement over the previous system because it provides an objective method of decision-making which facilitates consistency based on documented policies. The system is accepted by staff, inmates and the courts.

DR. FT

I. Movement through the System

- A. There are indications that Alaska is not making maximum use of the inmate classification system to ensure equitable and systematic placement of inmates. Classification should be viewed as the process through which inmates move through the correctional system.
- B. To reduce the possibility of confusion and enhance the understanding of the distinction between security and custody, the institutions should be labeled: Level I - the least secure institutions; Level II - the moderately secure institutions; Level III - the most secure institutions. Inmate security levels should also be labeled I, II and III.

See p 1
attached

- ~~C. Long-term sentenced inmates generally should be designated to institutions which match their security level, and transferred through the same process.~~

See p 2
attached

- D. There are a number of legitimate policy and casework concerns which require placement of inmates in institutional levels which do not match with that dictated solely by their classification score. These policy and casework concerns should be formalized to dispel any misconception that they constitute a failure of the system. ~~Facilities which~~ ^{regularly} ~~house other than like level~~ inmates should be referred to by level as well as Administrative Institutions. ~~See normally these facilities~~

DR. T

- E. Short-term sentenced inmates and inmates sentenced to less than one year, will normally complete their incarceration in the originating administrative institution.

See Table I.

II. Monitoring the success/failure of classification designations.

A. Inmate Classification Task Force

1. The Inmate Classification Task Force should be a standing group appointed by the Commissioner and composed of the Chief Classification Officer, several administrative level staff, the Research Analyst, a Superintendent, and institutional Probation Officers, from a ^{jeil + a prison.} ~~booking facility and a Probation Officer from a facility which houses long-term sentenced prisoners.~~
2. The Inmate Classification Task Force should be responsible for development of all Department policies relating to inmate classification.
3. Periodically, the Inmate Classification Task Force should meet formally to examine the system.
4. Training for institutional staff should be scheduled regularly. The Task Force should be responsible for ensuring training is up-to-date.

B. Annual Monitoring Report

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Custody Level Long term sentenced prisoner

Security Level

Max

Close

Med

Min

Com

* initial only

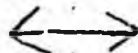
LEVEL I
LCCC +
FCC +

*



LEVEL II
HACC
Pal Mod

*



LEVEL III
KCC +
WCC
Pal Min

*



Classification
Review Schedule

10-13 months

6-8 months

6 months

+ Administrative Facility

May have all 5 custody levels

Short term sentenced prisoner will normally be designated to the originating Administrative facility or appropriate CRC.

Long term sentenced prisoner with less than 1 year to serve will normally be designated to the originating Administrative Facility.

RAF

1. The annual monitoring report should include:
 1. An analysis of override rates.
 2. An analysis of the inmate population by security and custody levels.
 3. An analysis of inmate disciplinary actions.
 4. An analysis of furlough results.
 5. An analysis of inmate transfer data.
 6. An analysis of frequency of classification hearings ^{in the budget}
2. The Department should request resources for the Research Unit in order to facilitate timely, accurate data from which informed decision can be made.

III. Task Force recommendations which will require Policy and Procedure Revisions

A. Inmate Needs Assessment

1. Current practice requires the inmate Needs Assessment be completed on all unsentenced prisoners. It is recommended that this requirement be deleted. (705.01 VI.A.2.)
2. A Needs assessment form is required to be completed for all long-term sentenced prisoners, at designation and again at initial classification. The Task Force is recommending a revision of the AACs regarding initial classification, but meanwhile recommends that ~~the requirement to do another needs Assessment at initial classification be dropped, and that instead, require that initial classification include~~ the Needs Assessment be completed at designation only and at initial classification that document be reviewed and a -7- Program Review Form (Attachment 2) be completed.

~~review of the Needs Assessment completed at designation.~~
(735.03 VI.C.)

- 3. A new, more detailed Needs Assessment form is recommended to replace the old. See Attachment #1. (20-735.03C.)

B. Security Level

Until new regulations are promulgated, security levels for institutions will be referred to as Level III (Maximum), Level II (Medium), Level I (Minimum)

1. ~~The use of Maximum, Medium, Minimum and Multi-Use as security levels for institutions should be deleted and replaced by Level III (most secure), Level II (intermediate security), Level I (least secure), and Administrative Facility. (803.19 or 703.01) with jail components as indicated.~~

- 2. Table 1 should be included in 803.19.
- 3. The use of Max, Med and Min as security levels for inmates *accompanied by a reference to* should be ~~deleted and replaced by~~ Level III, Level II and Level I. All policies and forms referencing these should be ~~modified~~ *include these references.*

~~4. In establishing the security level of an institution, it is recommended that the staff ratio reflect only the ratio of prisoners to security staff, not total institutional staff. 803.19.~~

C. Security Scoring

DRA

1. The Task Force felt that existing policy(ies) result(s) in the overclassification of some inmates, particularly those with multiple offenses one or more of which is violent or escape oriented. In order to rectify the situation it is recommended that:

- "
Crimed
- A. Severity of current ~~offense~~ be scored in two parts, A and B.
 - B. The most serious of the multiple offenses be scored in Severity of Current Offense, part A.
 - C. Other multiple offenses be scored in Severity of Current Offense, Part B, which will allow an additional point for each additional offense up to a total of 3.
 - D. Scores for history of violence should not reflect any offense scored in Severity of Current Offense.
 - E. Scores for History of Escape should not reflect any offense scored in Severity of Current Offense.

2. The change suggested above will require that Level III security scoring be extended ^{from 14-20 to} 14-39 points.

3. The Task Force felt that some inmates are precluded from moving out of a certain security level even though their behavior would indicate that a less secure institution would meet the needs of the inmate, and conversely so. Thus it is recommended that a sliding scale for security scoring be incorporated into policy. Such a scale is in use in the

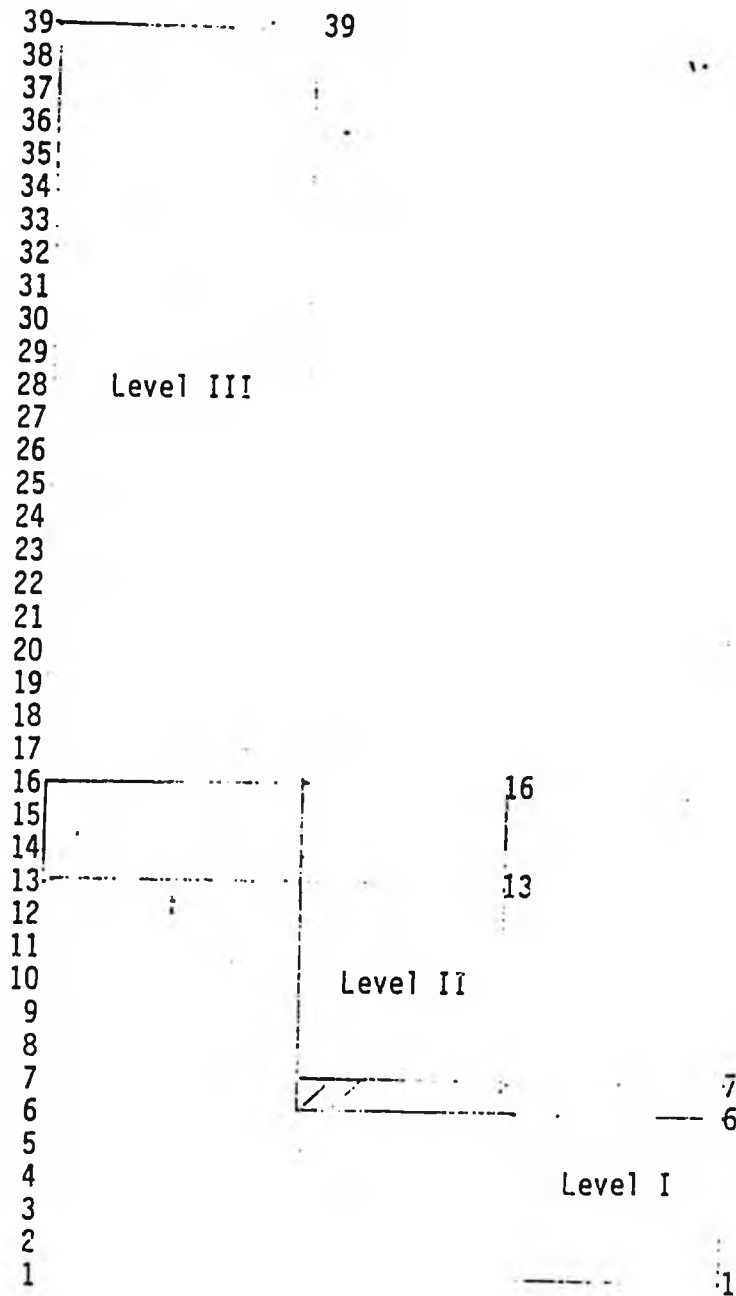
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Federal Bureau of Prisons' system, upon which the Alaska system is modeled. See Table 3.

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Table 3

Sliding Scale for Security Scoring



The security level of an inmate scoring 6 or 7 may be established as Level I or II.

The security level of an inmate scoring 13 to 16 may be established as Level II or III.

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D. Custody Scoring

1. In scoring Percent of Time Served, the Task Force felt that the break-off percentiles should be consistent with other time frames. This can be accomplished by:

3 = 0 thru 33-1/3%

4 = 33-~~2/3~~^{1/3} thru 66-2/3 %

5 = ~~67~~ thru 90%

6 = 91 plus %

2. Currently the Responsibility Prisoner has Demonstrated section is frequently misused. It is intended to reflect a prisoner's program and work involvement, but some reflect disciplinary behavior here as well as in several other places. In order to rectify the situation it is recommended that the heading be changed to Program/Work Involvement.

3. The Family/Community scoring section seems to be the least meaningful category as it exists. The Task force recommends changing this section to ~~Interpersonal Relationships~~^{Family/Community Satisfaction} and the scoring ~~to~~ reflect:

0 = poor 2 = average 4 = good

Such will reflect a prisoner's interaction with inmates, staff, family and community contacts.

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4. The Custody Change Scale currently contains the word "consider" which is confusing to staff and inmates. The recommendation is to delete the word "consider".
5. The point spread for Level III, Custody Decrease if Points, is 28-30. Indications are that 27-30 is a more realistic points spread and the Task Force recommends that change.
6. In scoring both Type Most Serious Disciplinary Report and Frequency of Disciplinary Reports, all disciplinary convictions now count for one full year. The Task Force felt that there should be a retention scale based on the severity of the offense. Thus it is recommended that a major infraction should be counted for one year; a high moderate for 180 days; a low moderate for 90 days; a minor for 30 days. If the dropping of a disciplinary should trigger a change in custody, it should be not automatic but to a classification review. That is, the minimum for staff to review all infractions.

E. Central Monitoring

1. The Task Force recommends that the categories Assaultive, Sophisticated Criminal Activity and Sex Offender be deleted and that a ^{category} ~~category~~ Guilty but Mentally Ill be added.

2. The Central Monitoring Action Sheet should be color-coded.

F. Prisoner Classification Review (745.01)

1. Currently it is required that a prisoner with one year or less remain to a firm release date be reviewed at one year,

DRAFT

six month and three month intervals. This is excessive in most cases and the recommendation is to delete the three month reviews.

G. Miscellaneous

1. The layout of the classification section of the manual is confusing. Each section should be independent of another. Forms and instructions for their completion should precede each relevant policy.
2. The Task Force recommended additions, deletions and changes of wording in many different policies in order to clarify issues.

IV. Task Force recommendations which will require Administrative Code Revision.

deleted
A. The existing procedures state that a short-term sentenced prisoner, at designation, has both a security level and a custody level established. It is recommended that only a custody level be established. A security level is superfluous, as such a prisoner will normally be designated to an administrative facility or CRC (22AAC 05.211).

A B. Existing procedures state that a long-term sentenced prisoner will have an initial classification hearing within 30 days of arrival at the designated facility or within ~~60~~ days after

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After the prisoner has received the notice of designation
the CCO.

None

~~sentencing and commitment.~~ Often there is but a very short time from designation to initial classification, and little more if any, is known about the prisoner than at designation. ~~Problems arise if there is an increase at initial classification.~~ It is recommended that a prisoner retain the security level and custody level established at designation until a classification review hearing is held, according to an established schedule. (See Table 1.) The currently mandated initial classification hearing should be replaced by a ~~Program~~ Review Classification hearing. (See Attachment II.) Thus, the receiving institution does not change the inmate's status at this early date, but the committee does have ~~input into~~ ^{establish} the inmate's program assignments. (22AAC 05.22.216 and .221).

delete

~~B X.~~ It is recommended that the term multi-level facility be deleted and replaced by ~~administrative~~ ^{total confinement} facility. (22AAC 05.22.276).

~~D.~~ Currently, it is mandatory to have a classification hearing for an increase in custody level only. In practice, no custody level is changed without a hearing. Therefore, it is recommended that a hearing be mandated for any change in custody status (22AAC 05.22.241(6)).

~~C X.~~ Currently procedures for classifying unsentenced prisoners are much the same as classifying a sentenced prisoner. This process often involves guess work and distinctions are made that are probably unnecessary. ^{For example} Like, normally the inmate, stays at the originating institution, thus security level is superfluous. Further, when a prisoner becomes sentenced the security and custody levels often change which is frustrating to the prisoner

and the staff. It is recommended that an unsentenced prisoner be classified as one of two categories, restricted or unrestricted. See Table 2. Department policy would reflect the criteria upon which this decision is made (22AAC 05.226).

F. The Task Force recommends the deletion of Responsibility Prisoner has Demonstrated as an assessment issue for unsentenced inmates. Often the inmate has been incarcerated for a very short time and this area cannot be assessed fairly. Amount of Bail is a category widely used and the Task Force recommends the following point scale:

0 - \$1,500	1 point
\$1,500 - \$10,000	3 points
\$10,001- (No Bail) ^{and no responsibility - bail}	5 points