

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672  
6795 HOUSE HEALTH EDUCATION & SOCIAL SERVICES

Day Reporting Centers, operating in major metropolitan areas, could meet the supervision needs of these offenders and allow for less risk to the public. The additional structure would provide for greater opportunity for these offenders to successfully "reintegrate" by requiring increased accountability during a period when these offenders are most likely to reoffend.

Day Reporting Centers should be operated out of current Community Residential Centers, where possible, as the least costly method of implementation. The Community Residential Centers' could provide the necessary services, through utilization of current staff, and thus greatly reduce the cost for providing the necessary supervision.

**Implications:** The Task Force on Intermediate Sanctions has made an in-depth review of Day Reporting Centers and should be consulted for consistency of this recommendation based on their findings. If established in current Community Residential Centers, additional funding may be necessary to supplement the programs for the administrative cost of providing the necessary services and well as miscellaneous expenditures necessary to establish the program. Although the majority of departmental personnel responded that they were in favor of Day Reporting Centers, the majority also felt that the centers should be operated by the Department of Corrections. Only one of 40 departmental respondents felt that the Day Reporting Centers should be operated contractually while an additional 10% (4 respondents) felt that a joint venture, DOC and/or contractor run programs would be equally appropriate.

25. **RECOMMENDATION:** The Department should expand the number of Community Residential Center beds available statewide for offenders with substance abuse treatment needs.

**Justification:** Currently there are only fifteen (15) substance abuse beds available to the Department of Corrections statewide. These programs are administered through an inter-agency agreement with the Department of Health and Social Services. The utilization of these beds is at, or near, 100% currently with a waiting time for placement in these beds of ninety (90) days. Additional community substance abuse treatment beds was identified as the greatest need by departmental personnel (institutional and Community Corrections) in response to the Departmental Questionnaire.

Furlougees receive priority over Probation/Parole placements with 46 offenders currently on the waiting list for placement into the center. The establishment of additional substance abuse treatment beds would allow individuals classified as community custody in institutions (and who have applied for furlough) to be placed in treatment beds as quickly as possible. The result will be an increase in the number (and duration) of furloughs to Community Residential Centers statewide.

The Task Force also recommends that substance abuse beds be initiated specifically for Native offenders. Native offenders seem to progress better in programs which are designed to accommodate the culture of the native offender. Native offender substance abuse beds should be established, where possible, in current program. (preferably in the community in which the offender will reside) on a per diem basis and which are designed to meet the specific needs of Native offenders. The cost of the beds implemented as such would be less to the State of Alaska (since payment would only be issued for bed days utilized) and the programming effects of receiving treatment services in the area of release would be greater.

**Implications:** Additional funds would be necessary to obtain the necessary substance abuse beds. The Task Force believes that, at a minimum, the number of substance abuse beds available statewide needs to be doubled. A review of current established programs (particularly for Native offenders) should be accomplished as soon as possible to determine the capability (and appropriateness) of establishing the needed beds on a per diem basis. If such resources are not available, the Department should consider other options to make the substance abuse beds available in the area(s) of greatest need.

26. **RECOMMENDATION:** As maximum occupancy of Community Residential Center beds is attained, a separate facility for probation/parole placements should be established to serve as a "halfway-in" house for technical violations of probation/parole requirements.

**Justification:** Current Community Residential Center programs are utilized for all offender placement categories (i.e. furlougees, misdemeanants and probation/parolees). Although placement categories are separated within the facilities as to living quarters, the placement categories are permitted to interact in common areas (i.e. visiting rooms, recreation, etc.).

The attitudes of Probation/Parolees who are placed in a Community Residential Center as an Intermediate Sanction (in lieu of reincarceration) is significantly different than the attitude of a furlougee who is being placed into a Community Residential Center as compensation for institutional conduct and as part of a graduated release plan. The problems with housing these two populations (not to mention the confined misdemeanants) is that disciplinary actions are often necessary (with violations as appropriate) which could be avoided by separation of the placement categories.

An additional benefit which would be derived from separation of probation/parole placements into a separate facility would be a protected number of Community Residential Center beds for community corrections which sometimes is lost due to the needs for additional furlough placements. Under the current system, a priority for placement in a Community Residential Center is given to furlough placements with community corrections utilizing the remaining available beds (despite established

target configurations). Beds designated specifically to Community Corrections would allow prioritization of placements and placement planning for probation/parole consistent with the needs of the Department and facilitate the planning and staffing patterns of the Community Residential Center.

Recognizing that some areas do not have sufficient probation/parole placements to warrant separate facilities, Community Residential Centers in these areas will need to serve the needs of all population categories. As such, tighter population forecasts and target configurations should be established which will eliminate the prioritization of placements which often leaves community corrections with insufficient beds to meet the needs of their offenders.

**Implications:** The establishment of a separate facility would require additional funds from the Legislature to cover the additional beds. Current Community Residential Center occupancy levels should be carefully monitored and if the need for additional Community Residential Center beds becomes necessary the establishment of separate Probation/Parole facilities should be considered a top priority.

#### Miscellaneous Recommendations

27. **RECOMMENDATION:** The Department of Corrections Training Academy, in coordination with the Division of Statewide Programs, should assume responsibility for scheduling and presenting Community Residential Center staff training in Departmental Policy and Procedures. The Training Academy should develop an annual training schedule for Community Residential Center staff. The Department of Corrections should, upon request and as resources allow, provide additional training materials and instruction to Community Residential Center staff.

**Justification:** Contract staff working within Community Residential Centers are expected to know and implement a variety of Departmental policies. It is expected, for example, that contract staff perform facility and pat down searches in accordance with Departmental policies. It is therefore essential that this training be provided by qualified Department staff. Until now, training of contract staff by the Department either did not occur or was done sporadically by local institutional staff. The most economical way to ensure that contract staff, with historically frequent turnover, are trained, is for the Training Center to train a contractor trainer who would in turn be responsible for on-going staff training.

**Implications:** Incorporating contract staff into the annual Departmental training effort will require considerable resources, both fiscally and administratively. Ensuring that initial and on-going training of staff occurs will require tracking a substantial number of staff. At this time, it is not known whether current Training Center staffing can accomplish this goal.

28. **RECOMMENDATION:** The Task Force on Analysis of Private/Governmental Job Functions should analyze the cost/benefits of State owned and operated vs. privately owned and operated Community Residential Centers.

**Justification:** The majority (69%) of respondents to the departmental questionnaire indicated that they were in favor of State owned and operated Community Residential Centers. Respondents indicated (in comments furnished) that they felt there would be increased accountability and that the possibility of State owned and operated facilities would be even more necessary if higher risk individuals were to be placed in the facilities. Respondents not in favor of the concept of State owned and operated facilities indicated that they felt it would be cost prohibitive and unnecessary given the current utilization patterns.

Respondents to the Community Questionnaire generally felt that Contractor owned and operated programs were more cost effective, although a great number of respondents indicated that they had no opinion (or knowledge) concerning the cost of Community Residential Center operations.

The amount of State funds expended during fiscal year 1991 on Community Residential Centers was in excess of \$ 4,000,000.00. If Task Force recommendations are implemented (as well as possible revisions in the Classification System) it is anticipated that additional funds will be expended in the future on Community Residential Center programs.

It was determined that this Task Force was not the appropriate forum to address issues relating to possible State owned and operated facilities. The Task Force on Private/Governmental Job Functions would be the most appropriate forum for performing an independent evaluation of the cost vs. program benefits (if any) of State owned and operated facilities vs. Contractor owned and operated facilities.

**Implications:** Implications of this recommendation are not known at this time. Depending of the recommendation(s) which are made as a result of the cost/benefit analysis, fiscal and programming changes may be necessary.

29. **RECOMMENDATION:** The Attorney General's Office should review current utilization of "out-of-contract" placements to determine the security requirements and possible liability issues relating to furlough placements in these facilities.

**Justification:** Out-of-contract facilities provide community residential center services for departmental offenders who wish to pay for the housing services rather than participate in State funded programs. Offenders who are placed in these facilities are monitored by Probation/Parole officers, but are not under the strict requirements for supervision which are currently established in the Community Residential Center Statement of Standards.

As indicated by responses to the Community Questionnaire, the public does not always differentiate between a State funded (and supervised) Community Residential Center program and private programs which may provide some of the same functions. In fact, some respondents indicated that they considered "Jack's Place" or "Beans Cafe" in the same category as programs such as Cordova Center and/or Glennwood Center.

Concerns have been raised that an offender who is participating in an out-of-contract program could have severe impact on State funded programs by committing a violation. This violation could be the result of insufficient supervision and/or oversight on behalf of the program but the ramifications to State funded programs would nonetheless be the severe by creating a distrust of all community residential programs.

Because these programs are not State funded, the imposition of stringent Statement of Standards for operation is not possible. The Task Force does not know whether the issue of liability has been addressed or resolved for these programs. Given the possible impact on State funded programs, the Task Force feels that liability issues should be reviewed and oversight authority be established for these programs sufficient to ensure that possible violations (and ramifications thereof) would be minimal.

**Implications:** The implications of this recommendation are not known. If a determination that utilization of out-of-contract facilities is not appropriate, then the number of offenders in State funded programs would increase. If the determination is made that placement in these programs is acceptable and not a liability question on behalf of the State of Alaska, the problem with differentiating between these programs and State funded programs still exists.

It may be necessary to initiate a "public education" program which clearly defines which Community Residential Center programs are State funded and the differences in oversight and security requirements entailed with each. It may also be necessary to initiate some form of standardized requirements/supervision for these programs which would be acceptable to the providers and which would also meet departmental security requirements.

**30. RECOMMENDATION:** A working group should be established, consisting of departmental and contract staff, to review and revise as necessary the Community Residential Center Statement of Standards to incorporate Task Force recommendations which are accepted by the Executive Committee.

**Justification:** The current Statement of Standards has been reviewed and the Task Force believes that many areas need to be expanded and/or modified irrespective of Task Force recommendations. Further, if the Executive Committee accepts this

recommendation (in whole or in part) the impact on the Community Residential Center Statement of Standards will be great.

The Statement of Standards is the operational guidelines under which Community Residential Center programs are reviewed and audited and any changes in operational procedures and/or guidelines would need to be immediately incorporated in the Statement of Standards.

**Implications:** The working group would need to begin immediately to make revisions for inclusion in the next Contract cycle. Some Community Residential Center programs will be solicited for services to begin July 1, 1992 and the finalization of revisions should be accomplished as soon as possible. Request For Proposals issued for this contract cycle should clearly state that revisions in the Statement of Standards will be made and Contractor compliance with any revisions will be mandatory.

## SUMMARY OF RECOMMENDATIONS

1. Offender furlough placement in CRC's should be predicated on the basis of mandatory eligibility for those classified as community custody, with denial by exception. (p. 10)
2. All CRC program placements should be placed for a sufficient length of time to maximize the chance for a successful outcome. Placements will have a plan and program goals and objectives established prior to entry. (p. 10)
3. Superintendents and all line program staff should receive training regarding existing departmental policies and procedures regarding Classification (735 series), Furlough (818.02) and Release Preparation and Temporary Release (818.03). (p. 11)
4. Superintendents' authority be expanded to allow authorization of furlough placements, regardless of the nature of the offense, for up to one (1) year prior to the prisoner's projected release date. (p. 11)
5. For requested furlough placements longer than one (1) year, a designee from the Division of Institutions should be assimilated into the planning process. The designee should participate telephonically with institutional line staff and CRC personnel to assess potential problem areas and appropriate time lines for approval. Following joint approval between the designee, CRC staff and/or institutional staff, the furlough application should be forwarded under existing methods for furlough application. (p.12)
6. A central data tracking system for monitoring the number of furloughs submitted to all levels of approval should be established. The data system should track, by institution, the number of denials, reasons for denial and the number of denials which are appealed, upheld upon appeal, or reversed upon appeal. (p. 13)
7. All superintendents shall be accountable for utilization of a graduated release through a systematic decrease in supervision by implementing current Departmental Policy & Procedure 818.05. (p. 14)
8. The planning and documentation sections regarding release procedures should be expanded. An individualized comprehensive action plan should be developed throughout the pre-release process. (p. 14)
9. Offenders whose length of incarceration has been insufficient to allow for participation in, or completion of, institutional treatment programs must have an established community treatment plan and meet the criteria established in departmental furlough policy and procedures. (p. 15)

10. Regulations authorizing the possibility of a three-year furlough should remain unchanged to allow greater latitude in furlough utilization and possible integration with Day Reporting Centers (DRC), electronic monitoring, and other intermediate sanctions. (p. 15)
11. The Department of Corrections should seek statutory change to eliminate restitution placements as a furlough category. Placements currently being made as "Restitution" placements should be made either as confined misdemeanants or furlonghees through the classification process. (p. 16)
12. The operational purpose of CRC's be defined to follow two tracks, as follows:
  - (1) To provide reintegration or rehabilitation services to offenders; and
  - (2) As Intermediate Sanctions. (p. 17)
13. The Department of Corrections should clearly identify and support the primary purpose of Community Residential Centers within Policy and Procedure and within Community Residential Center Standards. Policies and standards should be revised to clearly reflect this purpose. (p. 18)
14. The Department of Corrections should establish target populations for each Community Residential Center in order to clearly set populations and priorities for placement. (p. 18)
15. The duties of the Institutional Furlough Officer should be clearly defined, and expanded as necessary, to allow for greater involvement and authority in case management decisions. Community Residential Center Standards should be amended to clearly reflect the role and responsibility of the Institutional Furlough Officer. (p.19)
16. Ongoing staffing conferences should be held following CRC placement. Staffing would include the Furlough Officer, CRC staff, and regular reviews with institutional staff. (p. 20)
17. Policies must be developed that establish screening, referral and placement procedures for probation placements. These policies must include review by supervisors, a placement plan and regular case management meetings with supervising probation officers as identified in the Community Residential Center Standards. (p. 20)
18. A travel fund should be established for utilization by community corrections in locations where a Community Residential Center is not operating to allow for the transfer to, and placement in, a Community Residential Center. (p. 21)

19. Policies and Procedures should be developed to clearly specify violation procedures relating to probation/parole placements and designees. The Community Residential Center Statement of Standards should be revised to incorporate new Policy and Procedure and to clarify Departmental Policies & Procedures relating to furlough placements. (p. 22)
20. The Parole Board should mandate placement for a sufficient length of time in a Community Residential Center placement to enable offenders to secure employment, establish treatment plans and work through the Community Residential Center level system to adequately address their transition needs. (p. 22)
21. An admissions committee should be established to review, and approved as appropriate, all furlough applications for "specialized populations" who, due to the nature of their specializations will be unable to achieve community custody status and thus will be ineligible for furlough through normal classification procedures. (p. 23)
22. A specialized Community Residential Center(s) should be developed for female offenders with programs focusing on issues which are particularly important to this population. (p. 24)
23. A specialized Community Residential Center(s) should be developed for offenders convicted of sexual offenses with programming specific to this population. (p. 25)
24. Day Reporting Centers be implemented for untreated sex offenders and other offenders who have refused institutional treatment, to include ISSP monitoring as necessary. Day Reporting Centers should be operated through Community Residential Centers where possible. (p. 26)
25. The Department should expand the number of Community Residential Center beds available statewide for offenders with substance abuse treatment needs. (p. 27)
26. As maximum occupancy of Community Residential Center beds is attained, a separate facility for probation/parole placements should be established to serve as a "halfway-in" house for technical violations of probation/parole requirements. (p. 28)
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28. The Task Force on Analysis of Private/Governmental Job Functions should analyze the cost/benefits of State owned and operated vs. privately owned and operated Community Residential Centers. (p. 30)
29. The Attorney General's Office should review current utilization of "out-of-contract" placements to determine the security requirements and possible liability issues relating to furlough placements in these facilities. (p. 30)
30. A working group should be established, consisting of departmental and contract staff, to review and revise as necessary the Community Residential Center Statement of Standards to incorporate Task Force recommendations which are accepted by the Executive Committee. (p. 31)

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US Department of Justice, National Institute of Corrections, Residential Community Corrections: Developing an Integrated Corrections Policy, UNICOR Print Plant, US Penitentiary, Pompano, CA, 1990

Alaska State Department of Corrections, Community Residential Center Standards, November 1990

Alaska Department of Corrections, Sex Offender Treatment Programs: Evaluation and Recommendations, William d. Pithers, Ph.D., October 30, 1991

### Interviews

Freeman-Longo, Robert, Contract Consultant for Sex Offender Treatment Services, Anchorage, Alaska, January 9, 1992

Stark, Michael, Assistant Attorney General, Alaska State Department of Law, Juneau, Alaska, September 12, 1991

Attachment A

DEPARTMENT OF CORRECTIONS QUESTIONNAIRE SUMMARY

Prepared and Distributed  
by  
Task Force on Community Residential Centers

Introduction

Purpose The Departmental Questionnaire was developed as a means of determining if there were any common perceptions about the cause for under-utilization of Community Residential Centers statewide (as well as identification of proposed solutions to the problem).

The comments and opinions received from the questionnaire were utilized in Task Force discussions and have been incorporated by reference into recommendations, justifications and implications.

Methodology: The Questionnaire was distributed primarily to departmental personnel in positions of supervision who have direct knowledge of Community Residential Center programs and departmental furlough policies and procedures. Selected "other" respondents were also requested to complete a questionnaire to include members of the Alaska State Legislature, Victims for Justice, and the Department of Law.

Following is an analysis of questionnaires distributed by distribution category, the number of responses received for each category, and the response percentage for each.

Category	Questionnaires Distributed	Responses Received	Response Percentage
Central Office (CO)	17	5	.29
Institutions (Inst)	39	22	.56
Community Corrections (CC)	22	11	.50
Other (Oth)	12	4	.33
a) Legislature	(9)	(1)	
b) Dept. of Law	(2)	(2)	
c) Victims for Justice	(1)	(1)	
<b>Total Responses</b>	<b>90</b>	<b>42</b>	<b>.47</b>

Departmental Questionnaire  
Summary (cont.)

Qualification: The following summary will provide a brief overview of responses received and include a breakdown (where appropriate) of responses by distribution category. A detailed breakdown of responses has been included in Addendum A of this summary. A complete list of comments received has been included as Addendum B of this summary.

**SUMMARY**

**1. What do you feel the primary purpose of community residential centers should be?**

Responses received indicated a two-fold purpose and most varied slightly as to the exact purpose(s) which Community Residential Centers should serve. Of the 42 responses received, 25 (59.5%) mentioned reintegration as a primary purpose for CRCs. The two other most commonly repeated purposes were (1) Intermediate Sanctions for Probation/Parole and (2) rehabilitation services. Other identified purposes included less costly housing, restitution/community work service, relief for institutional overcrowding and other Intermediate Sanctions

**2. Is the Department's furlough system and process acceptable as it is, or would you recommend changes? If so, what changes would you recommend?**

Question	Acceptable	Unacceptable
DOC Furlough System & Process	31%	47.6%

The largest percentage of respondents (47.6%) indicated that they felt the furlough system and process was unacceptable as it is. Slightly less than one-third of the total respondents (31%) felt that the process was acceptable and 21.4% did not respond or did not have an opinion on this question. Sixty percent of central office respondents and 50% of institutional respondents felt the system unacceptable as it currently is.

Comments included on the responses expressed the belief that the system was unacceptable based on systematic concerns (i.e. classification matrix, Policy & Procedure) or on implementation problems (i.e. contract oversight, conservative utilization).

Departmental Questionnaire  
Summary (cont.)

3. **Should furlough placement be mandatory for all long-term sentenced prisoners? If so, what do you feel is the ideal minimum time a furlough placement should spend in a CRC?**

Question	Yes	No
Mandatory Furlough Placement	28.6%	61.9%

The majority of respondents indicated that the placement of all long-term sentenced prisoners into a Community Residential Center should not be mandatory. Only slightly over one of every four responses (28.6%) indicated that they were in favor of mandatory furlough placement for all long-term sentenced prisoners.

Of the twelve responses in favor of mandatory placement, one-third (4 respondents) qualified their response as follows: two in favor of mandatory placement except for maximum custody offenders and two in favor with Department of Corrections run programs. While many respondents recognized the need for some transition for long-term offenders, some respondents who were opposed to the concept of mandatory placement indicated that the risk to the community was just too great to place all offenders through such a transitional program.

4. **Do you think that a system should be in place where furloughs for offenders who are classified community custody should occur automatically, without specific approvals from Superintendents or Directors?**

Question	Yes	No
Automatic placement of community custody offenders	16.7%	78.6%

The majority of respondents (78.6%) indicated that the automatic placement of all offenders who have reached community custody status into a Community Residential Center should not occur. Less than seventeen percent (16.7%) indicated that they were in favor of automatic placement of all community custody offenders.

Of the seven respondents who indicated that they were in favor of automatic placement, two qualified their response with provisions for classification review and/or override of the automatic placement. The majority of respondents who indicated that they were not in favor of automatic placement indicated that they felt some review process was necessary.

Departmental Questionnaire  
Summary (cont.)

5. Would you favor a system that allowed all minimum security offenders to be placed in CRC's for a period of time before they are released?

Question	Yes	No
Possible placement of minimum custody offenders	61.9%	31.0%

The majority of respondents (61.9%) indicated that they were in favor of a system which allowed for the placement of minimum custody offenders into a Community Residential Center prior to release. Less than one-third (31.0%) of the total responses were opposed to such a system.

Some responses in favor of such a system specified that the system should not be structured for mandatory placement, but should be based on the individual (type of offense and offender). Other qualifiers included in favor of such a system were: DOC run facilities (or strengthening current system); and exclusion of certain categories of offense (i.e. sex offenders).

6. Should untreated sex offenders and other violent offenders be granted (or eligible to apply for) furloughs (yes or no)? If yes, should furlough be granted:

Question	Yes	No
Possible furlough for untreated sex offenders and other violent offenders	47.6%	38.1%

Although the largest number of responses indicated that they were in favor for untreated sex offenders and other violent offenders being eligible for furlough, the comments indicated a wide variance in conditions which would be acceptable for furlough approval. Some respondents clearly differentiated between sex offenders and other violent offenders, not only in eligibility for furlough placements but also as to the time frame within which the placement should occur.

Some respondents favored the eligibility for violent offenders (treatment completed or untreated) but did not favor eligibility for sex offenders. Other responses indicated that they were in favor on a case-by-case basis (dependent on institutional conduct, treatment status, length of sentence, etc.). Respondents who were opposed to the furlough of untreated sex offenders and other violent offenders cited issues of public protection and the need for additional supervision/structure in current programs as deterrents to furlough eligibility for these populations.

Departmental Questionnaire  
Summary (cont.)

7. Should superintendents be authorized to approve furloughs (yes/no)? If yes, which types of furloughs could be approved by the superintendents?

Question	Yes	No
Superintendent approval of furloughs	76.2%	16.7%

Over three out of every four respondents (76.2%) indicated that they felt superintendents should have the authority to approve furloughs. Central Office respondents were equally divided on the issue (two in favor and two opposed), however institutional response (77.3%) and Community Corrections response (90.9%) were heavily in favor of this authority.

Length of Furlough	Director Approval on All Furloughs	Non-Violent No Approval	All No Approval
Six Months or less	n/a	5	4
Six Months - 1 Year	n/a	6	2
1 Year - 2 Years	n/a		2
Over 2 Years	n/a		
Approve Any Furlough	n/a		7
<b>Total</b>	<b>6</b>	<b>11</b>	<b>15</b>

The table above represents the maximum limitations specified by respondents on the authority of superintendents to approve furloughs.

The largest percentage of respondents (46.9%) in favor of superintendents approval of furloughs indicated that the authority should extend to all furloughs without Director approval (up to a specified limit of time prior to release). Of these responses, 26.7% felt that the authority should be limited to furloughs of six months or less, an additional 13.3% extended the limit to one year, and an additional 13.3% extended the limit to a maximum of 2 years on any furlough. A total of 46.7% of all respondents who indicated that Superintendents should have the authority to approve any furlough without Director approval did not specify a time limit to that authority.

Departmental Questionnaire  
Summary (cont.)

A total of 34.4% of the respondents felt that superintendent authority should be limited to non-violent offenders for a maximum of one-year. An additional 18.8% of the responses indicated that Director approval should be obtained on all superintendent approved furloughs.

**8. What is an acceptable level of community risk for furlough placements?**

Responses to this question varied with some individuals attempting to assign a percentage related to the number of violations subsequent to furlough placement, while other respondents related their response to the classification system as it relates to furlough placement.

Of the forty-two responses to the questionnaire, twelve respondents indicated that there should be no community risk (or no acceptable level of risk) and that the Department's responsibility is to minimize the risk as much as possible.

The highest acceptable level of community risk for furlough placements identified by respondents was: 10%-15% of all placements returned to the institution for criminal acts.

**9. What is an acceptable level of failure(s) for furlough placements?**

Again, responses to this question varied with most individuals attempting to assign a percentage rate to the number of acceptable failures. This percentage varied from a low of 4% of all placements to a high of 20-25% of all placements.

Some individuals specified that minor violations only would be acceptable, and some respondents felt that the level of acceptability should be dictated by the community, or should be based on a national average.

**10. What is an acceptable level of failure(s) for probation/parole placements?**

The responses to this question were consistent with the acceptable level of failure for furlough placements (and acceptable level of community risk) except that most individuals indicated a higher tolerance for probation/parole placements.

Responses varied from a low of 5% for new crimes (10-15% for technical violations) to a high of 50% of all placements. Some respondents clearly differentiated between parole and probation placements.

Departmental Questionnaire  
Summary (cont.)

11. The following criteria is always considered regarding acceptable levels of risk with furlough placement. Please add other criteria that you think should be considered to develop an acceptable level of risk for furlough placements. (Each criteria should be assigned a rating of 1 - 10 as follows: 10 (Most Important); 1 (Least Important).

Criteria	CC	Inst.	CC	Other	Ttl.
Custody/Security Level	6.25	7.56	6.50	9.5	7.21
Institutional Record	7.25	7.58	7.30	7.67	7.47
Treatment Status	6.75	7.68	7.00	8.00	7.42
Court Orders	4.25	6.94	7.40	4.67	6.56
Release Needs	5.00	5.39	4.80	5.33	5.17
Length of Sentence	5.00	5.73	6.20	7.67	5.97
Nature of Offense	9.25	8.72	7.10	8.33	8.29
Past Supervision Record	6.00	8.00	8.20	7.33	7.78
Other	3.5	4.33	7.00	9.00	5.00

The above data represents the average number of points for each criteria as identified by respondents to the questionnaire. The criteria which was identified as the single most important factor overall when considering the acceptable level of risk for furlough applications was the **Nature of the Offense** (8.29), followed by **Past Supervision Record** (7.78). The overall relative ranking for each criteria is as follows:

- |                                    |                               |
|------------------------------------|-------------------------------|
| (1) Nature of Offense (8.29)       | (6) Court Orders (6.56)       |
| (2) Past Supervision Record (7.78) | (7) Length of Sentence (5.97) |
| (3) Institutional Record (7.47)    | (8) Release Needs (5.17)      |
| (4) Treatment Status (7.42)        | (9) Other (5.00)              |
| (5) Custody/Security Level (7.21)  |                               |

Respondents from Community Corrections and other respondents ranked the criteria somewhat differently than respondents from central office and institutions. Respondents from Community Corrections identified **Past Supervision Record** as the most important factor (8.20), followed by **Court Orders** (7.40). Other respondents ranked **Custody/Security Level** as the most important factor (9.5) followed by **Nature of the Offense** (8.33).

Departmental Questionnaire  
Summary (cont.)

Among other factors which were identified as important considerations when determining the level of risk for furlough applications were victim response, attitude, furlough plan, notoriety of the crime, criminal history and community risk.

12. Do you believe that the current classification system causes too few offenders to be eligible for placement in a CRC?

Question	Yes	No
Classification System over-classifies	45.2%	33.3%

The largest number of respondents to this question indicated that they felt the classification system does cause too few offenders to be eligible for placement. One of every three respondents did not feel that the classification system "over-classifies" offenders and 21.4% of the respondents did not have an opinion or did not respond to this question.

13. Should the Director of Institutions develop appropriate guidelines within existing regulations and policies and procedures to establish the departmental level of risk for placements?

Question	Yes	No
Director developed guidelines for level of risk	64.5%	4.8%

A total of twenty-seven of the total respondents (64.5%) felt that the Director of Institutions should develop appropriate guidelines to establish the Departmental level of risk for placements in the community. Another 7% of the total respondents felt that these guidelines were already developed, although not identified as such.

Responses which were either negative or uncertain (23.8%) to this question expressed concerns about whether such guidelines could be established which would not eliminate (or restrict) certain categories of offenders. In addition, concerns were expressed about whether guidelines could be developed which were objective and which would be acceptable to the community.

**Departmental Questionnaire  
Summary (cont.)**

14. Please complete the following information for your institution. Any information which is not known should be so indicated.

Question	Response	No Response
Furlough tracking Information	31.8%	68.2%

The above data indicates the response rate for institutions only. Of the twenty-two responses received from institutional personnel statewide, 68.2% did not indicate that data was available for such questions as (1) number of offenders designated community custody, (2) number applying for release, (3) number approved on first application, (4) number approved upon appeal, (5) average time between furlough application and release date of offender, etc.

Among the factors identified as most important in leading to furlough approval (or disapproval) were treatment status, nature of offense, institutional record, time left to serve, and release plans. The two most common factors identified in leading to termination from a Community Residential Center were substance abuse (dirty urinalysis test) and/or technical violations of "in-house" rules.

15. Should the ISSP program be used to supervise special furlough cases (i.e. violent offenders, untreated sex offenders, etc.)? Why?

Question	Yes	No
ISSP supervision of special furlough cases	64.3%	16.7%

Responses to this question were heavily in favor of the Intensive Supervision Program being utilized to supervise special furlough cases. Some respondents felt that these offenders need the increased supervision and that community protection would be increased if ISSP were utilized for such supervision cases. Some respondents indicated that they were in favor of this utilization of the ISSP program provided sufficient resources were available (i.e. personnel).

Negative responses to this question indicated a concern about the cost to the State for such utilization, as well as concerns that if this level of supervision is necessary the offender should probably not be out on furlough.

**Departmental Questionnaire  
Summary (cont.)**

16. Should Community Residential Centers or residential drug programs be utilized for intermediate placement for probationers/parolees convicted of nonviolent technical violations with no new felony charges pending (yes/no)? Please explain.

Question	Yes	No
CRC utilization of P/P technical violations	76.2 %	7.1 %

Over three of every four respondents (76.2%) were in favor of CRCs being utilized for intermediate placement of probationers/parolees convicted of nonviolent technical violations with no new felony charges pending. Some respondents felt that utilization of CRCs for this purpose (in lieu of placement back into institutions) would be a good idea not only to help prevent overcrowding in institutions but also as additional structure to prevent new offenses.

17. Some states require parole officers to refer, screen and monitor offenders placed in transitional facility programs. If Alaska implemented such a program, should probation/parole officers be involved in the referral, screening and monitoring of offenders placed in halfway houses or residential drug programs (yes/no)? Why?

Question	Yes	No
Probation/Parole screening of offenders for CRCs	54.8 %	26.2 %

Most respondents (54.8%) were in favor of probation/parole officers being involved in the referral and screening of offenders placed in CRCs. Departmental response varied from a high of 63.6% in favor by Community Corrections to a low of 20% in favor by central office respondents.

Some respondents in favor of Probation/Parole officer screening of offenders qualified their response by stating that this involvement should not be for furlough placements and that current job descriptions would need to be expanded to include this function. Concerns were also expressed about the available manpower to accomplish the referral, screening and monitoring.

Negative responses to this question indicated that they felt this function should be the responsibility of the institutional furlough officer and/or CRC case management staff. Some respondents also indicated that a combined effort between institutions, Community Corrections and CRC staff was necessary for all (furlough) placements.

**Departmental Questionnaire  
Summary (cont.)**

18. **How can Community Residential Centers be better utilized for probationers/parolees convicted of nonviolent technical violations?**

Responses to this question varied with the most common response (11.9%) favoring utilization as an alternative to incarceration. Among other proposed improvements were: increased program orientation; increased structure (while allowing continued employment); and by increasing the number of beds available statewide for Community Corrections. Responses also indicated a need to prioritize placement of probationers/parolees in CRCs to prevent "dumping" of individuals into the programs without a specific reason or purpose.

19. **Will placement of probation/parolees convicted of nonviolent technical violations in CRC's have an effect on overcrowding conditions in correctional centers statewide?**

Question	Yes	No
Effect on institutional population	50.0 %	2.4 %

Many of the respondents (47.6%) indicated that they did not know what effect placement of probation/parolees convicted of non-violent technical violations would have on institutional overcrowding. Although one-half of the total respondents felt that this placement would help relieve institutional overcrowding, other respondents were unsure if this placement would reduce the number of beds available for furlough placements (thus negatively affecting institutional overcrowding) and/or have an effect if the probation/parolees were subsequently violated back into the institution. Some respondents felt that any relief in institutional overcrowding would only be temporary.

20. **New York utilizes Transitional Facilities in which an offender convicted of nonviolent technical violations voluntarily agrees to enter the program in lieu of incarceration. Should such a program be implemented in Alaska (yes/no)?**

Question	Yes	No
Volunteer program for technical violations	61.9 %	7.1 %

Over 60% of all respondents were in favor of transitional facilities for voluntary participation in lieu of incarceration. Of the total respondents, 26.2% did not respond to this question or indicated that they did not know if they were in favor of such a program. Some respondents indicated that review of the success of the program in New York should be analyzed prior to possible implementation in Alaska.

**Departmental Questionnaire  
Summary (cont.)**

21. Maricopa County, Arizona implemented a diversion program for first time felony offenders arrested for possession of drugs. To be eligible for the program, the offender is required to sign a diversion agreement in which the offender admits his/her guilt and agrees to enroll in and successfully complete a residential drug/alcohol program. The offender is required to reside at the facility for a minimum of 30 days to a maximum of two years, and is required to pay a fee of \$ 2,485.00. The offender is prosecuted if he/she is discharged from the program unsuccessfully. Should a similar program be implemented in Alaska (yes/no)? Why?

Question	Yes	No
Implementation of diversion program for substance abuse offenders	52.4 %	16.7 %

The majority of respondents (52.4%) were in favor of a diversion program for first time felony offenders arrested for possession of drugs with another 9.5% stating that they were probably (or possibly) in favor of such a program. Only 16.7% stated that they were definitely opposed to such a program.

Some respondents who were in favor of such a program indicated that the effect on institutional populations would be positive, and that many of these offenders do not benefit from incarceration (as long as mandatory community treatment requirements exists). Concerns were expressed that the requirement for offender-paid programming might tend to eliminate some offenders who were unable to afford the treatment programs. Other responses against such a program indicated that many drug related arrests involve more than simple possession, that information concerning the failure rate of such a program would need to be available (to determine manpower requirements), and that such a program may be contrary to progress made in current anti-drug legislation.

In general, do you favor the establishment of a diversion program where non-violent offenders are sentenced directly to CRC's in lieu of incarceration? Please explain.

Question	Yes	No
Implementation of diversion programs in general	64.3 %	28.6 %

The majority of respondents indicated that they were in favor of diversion programs in general. Some respondents felt that these programs were beneficial for

**Departmental Questionnaire  
Summary (cont.)**

first time, nonviolent offenders and that eligibility for placement would need to be made based on an accurate assessment of each individual case. Responses were also included indicated support of such a program if DOC controlled the placement of offenders in the beds. Some respondents who were opposed to diversion programs indicated that they felt the courts would overburden such programs and placements might be made which were not appropriate. Some responses indicated that the possibility of incarceration deters some offenders who might otherwise offend.

22. **Should P/P Officers be solely responsible for the case management of CRC placements, instead of CRC case managers, while those placements are in residence?**

Question	Yes	No
P/P Officers solely responsible for Case Mgt. of CRC placements	33.3 %	61.9 %

The majority of respondents (61.9%) were not in favor of probation/parole officers being solely responsible for case management of CRC placements. Some respondents felt that case management should be a team approach (probation/parole officers maintaining ultimate responsibility with the day-to-day decisions being made by CRC case management staff). Concerns were expressed about the lack of resources (personnel) in Community Corrections to allow probation/parole officers to assume total responsibility for all case management decisions.

23. **Should Probation/Parole Officers have the sole authority to screen and place probation violations in contract CRC's? Why?**

Question	Yes	No
P/P Officers solely responsible for placement of violations in CRC	33.3 %	50.0 %

Although one-third of the respondents were in favor of probation/parole officers having sole authority to screen and place probation violations in contract CRCs, one-half of the total respondents were opposed to this authority. Some respondents indicated that a system of review is necessary to ensure statewide consistency in placement and equal access to all offenders. Other respondents indicated that the courts and/or parole board should take some responsibility for these placements and that CRCs need some mechanism of refusal for inappropriate placements.

**Departmental Questionnaire  
Summary (cont.)**

24. Do you favor a special halfway-in CRC for non-violent technical probation violations?

Question	Yes	No
Halfway-in house for non-violent technical violations	52.4 %	28.6 %

Slightly over one-half of all respondents (52.4%) were in favor of a special "halfway-in" house for non-violent technical probation violations. Some respondents in favor indicated the need to separate these offenders from furlough placements and that the establishment of such a facility would be more cost-effective than institutionalization. Some respondents opposed to a "halfway-in" facility indicated that they did not feel the number of offenders to be placed in such a facility would be substantial enough to warrant a separate program. These respondents indicated that placement in general use CRCs should be continued unless the numbers warrant specialization.

What impact would such a program have on overcrowding in the institutions?

Question	Reduce	Not known
Impact of halfway-in house	54.8 %	23.8 %

Although most respondents (54.8%) felt that such a program would have a positive effect on institutional overcrowding, 23.8% stated that they did not know what the impact would be and an additional 19% did not respond to this question.

25. Should DOC offer a Boot Camp (Shock Incarceration) program (yes/no)?

Question	Yes	No
Establish a Boot Camp Program	45.2 %	33.3 %

The largest number of respondents were in favor of the establishment of a boot camp program, although one of every three respondents were opposed to such a program. Some respondents in favor of such a program specified that the program should be targeted for young, nonviolent, first-time offenders. Some respondents opposed to such a program indicated that such a program had not been proven

**Departmental Questionnaire  
Summary (cont.)**

Effective in other jurisdictions and that the establishment of such a program in Alaska would need to take into consideration the climate and geographical limitations (with more emphasis on in-door programs) specific to Alaska.

26. **Should DOC establish Day Reporting Centers in major population centers in the State (yes/no)?**

Question	Yes	No
Establish Day Reporting Centers	54.8 %	16.7 %

Slightly over one-half of all respondents (54.8%) indicated that they were in favor of the establishment of Day Reporting centers in major population centers in the State. Over one of every four respondents indicated that they did not know what Day Reporting Centers were, or were unsure as to their purpose and effectiveness. Some responses in favor of Day Reporting Centers indicated that the increased surveillance/structure would be beneficial for some offenders, and would help facilitate the monitoring of compliance with probation/parole conditions.

**Should Day Reporting Centers be operated contractually or by DOC?**

Over one of every three respondents (35.7%) indicated that they felt Day Reporting Centers should be operated by Department of Corrections. Only two respondents (4.8%) indicated that they felt Day Reporting Centers should be contractually run, whereas 11.9% felt that DOC run, contract run or joint venture centers would be equally acceptable.

**Should Day Reporting Centers be located in CRC's or elsewhere?**

Eight of the forty-two respondents (19.0%) indicated that they felt Day Reporting Centers should be located in CRCs. Over one in four respondents (26.1%) indicated that Day Reporting Centers should be located elsewhere than in current CRCs, with a total of 52.4% no responses.

**Should furlougees graduate from CRC's to Day Reporting Centers (i.e. live at home, reporting daily to the center for purposes of employment seeking, social services, community work service, UA's, etc.)?**

The largest percentage of respondents to this question (35.7%) were in favor of furlougees graduating from CRCs to Day Reporting Centers. Approximately ten

**Departmental Questionnaire  
Summary (cont.)**

percent of all respondents were not in favor of such a system with another 10% in favor only if necessary. Over 38% of all questionnaires received did not include a response to this question. Some respondents indicated that this would be a good system for continued supervision of offenders who have proven themselves a good risk based on their CRC record.

**27. Should DOC offer electronic monitoring to offenders (yes/no)?**

Question	Yes	No
Offer electronic monitoring	71.4 %	4.8 %

Almost three of every four respondents (71.4%) were in favor of offering electronic monitoring to offenders. Only two responses indicated that they were not in favor of electronic monitoring, indicating that they did not know enough about the success and effects of such a system.

**Should electronic monitoring of furlougees and/or parolees be:**

- 1 Based at local correctional ctr. with surveillance performed by correctional officers or contracted security?
- 2 Based @ CRC with surveillance performed by CRC staff?
- 3 Performed by probation officers as an enhancement of the present ISSP?

The largest percentage of respondents (38.1%) felt that electronic monitoring should be performed by probation officers as an enhancement of the present ISSP. Another 16.7% felt that electronic monitoring should be based at a local correctional center and 14.3% felt that it should be based in a CRC. Some respondents indicated that establishment would be dependent on the group being supervised, the geography and the population configuration of the area proposed for establishment of the program.

**28. Do you favor the utilization of Specialized Community Residential Centers (i.e. substance abuse, female, mentally ill, etc.) yes/no? If yes, which of the following do you feel has the greatest need in Alaska? (10-greatest need; 1 least need);**

Question	Yes	No
Utilization of specialized CRCs	88.1 %	9.5 %

Departmental Questionnaire  
Summary (cont.)

Almost nine of every ten respondents indicated that they were in favor of specialized Community Residential Centers. Concerns were included about having sufficient populations to warrant specialization and that maybe traditional programs with specialized services would be an appropriate alternative.

Population	CO	Inst.	CC	Other	Ttl.
Substance Abuse	10.00	6.78	8.64	10.00	7.91
Employment/Vocational	3.50	6.71	8.33	6.67	6.75
Housing <u>Only</u>	6.00	3.92	6.20	4.67	4.96
Native Offenders	7.50	4.93	5.45	3.00	5.10
Sex Offender Treatment	6.67	5.76	8.09	8.67	6.85
Female Offenders	4.50	4.13	4.22	6.67	4.45
Mentally Ill Offenders	5.00	8.05	8.18	7.00	7.76
Furlougees Only	8.50	3.53	5.00	4.33	4.43
Developmentally Disabled	4.50	6.35	5.20	4.00	5.66
Probation/Parole Only	7.00	5.13	5.00	6.33	5.38
Other	6.00	7.00	n/a	8.00	6.80

The specialized program identified as the greatest need by Departmental personnel statewide was substance abuse beds (7.91), followed by specialized mentally ill offender beds (7.76). The relative ranking of all specialized programs, as indicated in responses to the questionnaire are as follows:

- |                                     |                                  |
|-------------------------------------|----------------------------------|
| (1) Substance Abuse (7.91)          | (6) Probation/Parole only (5.38) |
| (2) Mentally Ill Offenders (7.76)   | (7) Native Offenders (5.10)      |
| (3) Sex Offender Treatment (6.85)   | (8) Housing Only (4.96)          |
| (4) Employment/Vocational (6.75)    | (9) Female Offenders (4.45)      |
| (5) Developmentally Disabled (5.66) | (10) Furlougees Only (4.43)      |

The need for additional substance abuse beds was the highest priority for all categories of respondents except the Division of Institutions (which identified mentally ill offenders as the greatest need). Other specialized program needs identified include: female offenders w/children, and misdemeanor only programs.

29. How can Community Residential Centers be better utilized for furloughs/restitution/confined misdemeanant placements?

Responses to this question varied with the largest number of respondents indicating that expanding of placements was necessary. In addition, suggestions were made for increased specialization, more program emphasis, transitional assistance, separation of confined misdemeanants and longer term placements.

Do you favor removing the prohibition against violent offenders being placed in restitution centers? Please explain.

Question	Yes	No
Remove prohibition against violent offenders in restitution centers	50.0 %	42.9 %

Responses to this questionnaire were nearly equal in support (50%) versus opposed (42.9%). Some respondents in favor felt that it was currently an artificial distinction and that violent offenders can be (and are) placed in CRCs. Some respondents opposed to the idea of removing the prohibition against violent offenders being placed in restitution centers stated public safety as the primary concern.

30. Do you feel that the current utilization of Community Residential Centers is meeting the needs of the Department of Corrections?

Question	Yes	No
CRCs meeting needs of the DOC	11.9 %	59.5 %

The majority of respondents indicated that the current utilization of CRCs is not meeting the needs of the Department of Corrections. Under-utilization and an insufficient number of substance abuse beds were among the most common reasons given for not meeting the needs of the Department. In addition, more access to CRCs by Community Corrections and establishment of facilities in more areas of the state were also identified as needs for the Department.

Do you feel that the current utilization of Community Residential Centers is meeting the needs of the offenders?

Question	Yes	No
CRCs meeting needs of the offender	23.8%	52.4%

The majority of respondents indicated that current utilization of CRCs is not meeting the needs of the offender. Again, additional substance abuse beds and the availability of programs in more communities were identified as primary needs. Additional programming and assistance in job placement and housing were also identified as primary needs for offenders placed in CRCs.

**Do you feel that the current utilization of Community Residential Centers is meeting the needs of the community?**

Question	Yes	No
CRCs meeting needs of the community	33.3 %	45.2 %

The majority of respondents indicated that they did not feel current utilization of CRCs is meeting the needs of the community. Under utilization and insufficient substance abuse beds were again identified as deficiencies in current CRC programs. Many respondents felt that current programs are meeting the needs of the community in regard to community protection issues.

**31. Do you favor the concept of State owned and operated Community Residential Centers? Please explain.**

Question	Yes	No
Favor State owned and operated CRCs	69.0 %	16.7 %

The response to this question indicated strong support within the Department of Corrections for State owned and operated CRCs. Only 7 of 42 respondents were against the concept of State owned and operated CRCs, specifying the cost of these facilities as the major concern. Some respondents who were in favor of State owned and operated facilities indicated that they felt there would be more accountability, control and uniformity statewide in the programs. Many of the positive responses to this question also expressed concerns about the cost of such programs.

**Do you favor the concept of State owned Community Residential Centers, with operations provided by independent Contractors? Please explain.**

Question	Yes	No
Favor State owned/Contractor operated CRCs	23.8 %	54.8 %

The majority of respondents were not in favor of State owned and contractor operated facilities. Some respondents indicated that they did not see any benefit to this system and the cost to the State was perceived to be higher than current programs. Some negative responses indicated that they felt it should be all State owned and operated or nothing. Some responses in favor of this concept identified the possibility of increased competition and quality of services as perceived benefits to such a system.

**Do you favor the concept of Contractor owned/operated Community Residential Centers?**

Question	Yes	No
Favor Contractor owned/operated CRCs	21.4 %	52.4 %

The majority of respondents were not in favor of contractor owned and operated programs (which is the current practice). Some respondents opposed to Contractor owned and operated programs expressed concerns related to the supervision of residents, loss of control over programs and lack of competition in the award of services. Some respondents in favor of the current system specified cost-efficiency as the primary reason for favoring this system. Some respondents indicated that a combination of DOC and Contractor provided programs would be the preferable alternative.

32. **Is there is a Community Residential Center operating in your area? Are you aware of any problems with the community's acceptance of the center? Please explain.**

Over four of every ten respondents indicated that there was a CRC in their area operating with no problems (other than in establishing the program). Slightly over one-fourth of all responses indicated that there was not a CRC operating in their area. On a scale of 1 to 10 (with 10 being the best possible) departmental responses to the quality of services provided by current programs were as follows:

Community Residential Center	# of Responses	Average Rating
Cordova Center, Anchorage	15	5.8
Glennwood Center, Anchorage	11	7.5
Clitheroe Center, Anchorage	4	7.5
Tundra Center, Bethel	3	6.3
Glacier Manor, Juneau	8	7.6
Northstar Center, Fairbanks	10	6.7

33. Do you feel that, should Contractor owned and operated Community Residential Centers continue to be utilized in the State of Alaska, contracting procedures and practices as currently provided allow for the securing of the most cost-effective and efficient services available within the State? Please explain.

Question	Yes	No
Current procedures allow for most cost effective and efficient programs	16.7%	35.7 %

The largest percentage of respondents (35.7%) who expressed an opinion in response to this question did not feel that current procedures allow for the most cost-effective and efficient programs. Only 16.7% felt that the current procedure was effective in securing these services while the largest percentage of respondents (47.6%) indicated that they did not know (or did not respond to this question).

34. Do you favor the provision of "in-house" programming for sex offender treatment, drug and alcohol treatment, etc. in community residential centers? Please explain.

Question	Yes	No
In-house programming of offenders	47.6 %	35.7 %

The largest percentage of respondents (47.6%) indicated that they favored in-house programming in community residential centers. Slightly over one of every three respondents did not favor in-house programming and 14.3% did not respond to this question. Some responses in favor of in-house programming indicated a need for treatment programming of any type for these offenders. Some responses opposed to in-house programming indicated that such programming should be done within the institutions prior to release or "brokered" to community agencies for provision of services.

### Addendum A

1. What do you feel the primary purpose of community residential centers should be?

Response to Questionnaire	CO	Inst.	CC	Oth
Loss Costly Housing for the purpose of reintegration	1	1		1
Reintegration (transition)	4	10	3	1
Housing for furlougees & P/P with special needs			3	
Rehabilitation programming		1	1	
Alternative to incarceration (P/P violations ) & rehabilitation tool		2	2	2
Alternative to incarceration and useful CWS		1		
Reintegration for long term and placement for short term non-violent offenders		1	1	
Soft bed space & restitution		1		
To be responsible & accountable to DOC		1		
Intermediate sanction for P/P tech violations			1	
Essential phase of pre-release planning		1		
Community based supervised housing (all categories)		1		
Reintegration and relief for institutional overcrowding		1		
Rehabilitation and cost-effective means to relieve over crowding		1		

2. Is the Department's furlough system and process acceptable as it is, or would you recommend changes?

Response to Questionnaire	CO	Inst	CC	Oth
Acceptable as is	1	6	5	1
Unacceptable	3	11	4	2
No Response (Don't Know)	1	5	2	1

3. Should furlough placement be mandatory for all long-term sentenced prisoners?

Response to Questionnaire	CO	Inst	CC	Oth.
Mandatory	2	5	3	2
Not Mandatory	3	15	6	2
No response (Don't know)		2	2	

4. Do you think that a system should be in place where furloughs for offenders who are classified community custody should occur automatically, without specific approvals from Superintendents or Directors?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes		4	2	1
No	5	17	8	3
No response (Don't know)		1	1	

5. Would you favor a system that allowed all minimum security offenders to be placed in CRC's for a period of time before they are released?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	14	7	2
No	2	8	3	
Probably				2
No response (Don't know)			1	

6. Should untreated sex offenders and other violent offenders be granted (or be eligible to apply for) furloughs (yes or no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	10	4	2
No		9	7	2
No response (Don't know)		2		
Maybe	1	1		

Response to Questionnaire	Time	CO	Inst.	CC	Oth.
Sex Offenders	no	1	9	7	2
Violent Offenders	no		9	7	2
Sex Offenders	60-90	1	6	4	1
	6 months	1	2		
	1 year				
	3-6 months	1	1		
Violent Offenders	60-90		6	3	1
	6 months	2	2		
	1 year	1		1	
	3-6 months	1	1		

Should there be any differences in the furlough restrictions/rules for violent offenders and/or untreated sex offenders, regardless of length of furlough?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	15	8	4
No		5	2	
No response (Don't know)		1	1	
Possibly	1	1		

7. Should superintendents be authorized to approve furloughs (yes/no)? If yes, which types of furloughs could be approved by the superintendents?

Response to Questionnaire	CO	Inst.	CC	Oth,
Yes	2	17	10	3
No	2	4		1
No response (Don't know)	1	1	1	

**Other**

Length of Furlough	Violent	Non-V.	All	Dir. Appr. Yes	Dir. Appr. No
Six months or less		b	a		a,b
Six months - 1 year		b		a	b
1 year - 2 years				a,b	
Over 2 years				a,b	
Approve any furlough					

**Central Office**

Length of Furlough	Violent	Non-V.	All	Dir. Appr. Yes	Dir. Appr. No
Six months or less		z	x	y	x,z
Six months - 1 year	z	z	x	x,y,z	
1 year - 2 years			x,z	x,y,z	
Over 2 years			x	x,y	
Approve any furlough				y	

**Community Corrections**

Length of Furlough	Violent	Non-V.	All	Dir. Appr. Yes	Dir. Appr. No
Six months or less	i,	a,c,f,i,	d,g,j,	g,	a,c,d,f,i,j,
Six months - 1 year	i,	a,c,d,f,i	g,j,	g,	a,c,d,f,i,j,
1 year - 2 years	f,j,	a,f,i,	g,j,	a,f,g,j,	i,j,
Over 2 years	f,	a,f,i,	g,j,	a,f,g,i,j,	
Approve any furlough		i,	b,e,g,h	g,i,	b,e,h,

**Institutions**

Length of Furlough	Violent	Non-Violent	All	Dir. Appr. Yes	Dir. Appr. No
Six months or less	m,	n,o,q,s,w,	l,m,p,r,t,u,v,x,y,z,	m,	l,m,n,o,p,q,r,s,t,u,v,w,x,y,z,
Six months - 1 year	n,	q,u,	l,o,p,r,s,t,v,w,x,y,z,	n,r,s,u,w,	l,p,q,t,v,x,y,z,
1 year - 2 years	n,	m,	p,r,s,t,v,w,x,y,z,	n,r,s,x,m,	p,t,v,w,y,z,
Over 2 years	n,		p,r,t,v,w,x,y,	n,r,x,	p,t,v,w,y,
Approve any furlough			p,r,t,v,x,y,	r,x,	p,t,v,y,

(Note: Each letter indicates one individual's response to this question).

**8. What is an acceptable level of community risk for furlough placements?**

Response to Questionnaire	CO	Inst.	CC	Oth.
There is no acceptable level of community risk	2	7		
5% tolerance		2		
There should be no community risk		2		1
Should be based on national average	1			
10% - 15% returned to custody for criminal acts			1	
Based on community acceptance			1	
Small increase in walkaways/more sub. abuse violations			1	
Periodic minor infractions		1		
No new felonies		1		
No new offenses	1	2		
No response (Don't know)		7	7	2
Minimum/Community Custody				1
Very low risk	1		1	

9. What is an acceptable level of failure(s) for furlough placements?

Response to Questionnaire	CO	Inst.	CC	Oth.
4% of all placements		1		
5% of all placements		3	1	
10% of all placements	2	1	1	
5-10% tech violations <2% new crimes				1
10-15%				1
20% - 25% combination criminal acts/tech violations			1	
20% - 25% of all placements	1	1		
10-20%		1		
There is no acceptable level of failure	1	1		1
No response (Don't know)	1	9	6	1
Small increase in sub. abuse violations and walkaways			1	
No new felonies		2		
any medium/major violations should terminate the furlough		2		
Personal failures only		1		
Regulated by community tolerance & Dept. policy			1	

10. What is an acceptable level of failure(s) for probation/parole placements?

Response to Questionnaire	CO	Inst.	CC	Oth.
Any probation violation is a failure				1
25% of all placements		1		
15% of all placements		1	1	
50% of all placements			1	
10 - 20%		1		

Response to Questionnaire	CO	Inst.	CC	Oth.
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35% of all placements		1		
10-15% tech violations 5% new crimes				1
<10%				1
20% of all placements	1			
There is no acceptable level of failure	1	1		
No response (don't know)	2	10	6	1
No new felonies		2		
Sincere effort at rehabilitation and no law violations			1	
10% tolerance		1		
5% of all placements			1	
20% - 25% combination criminal/tech violations			1	
Periodic minor infractions		2		
Varies for Probationer vs. Parolee		1		
Personal failures		1		
Should be based on national average	1			

11. The following criteria is always considered regarding acceptable levels of risk with furlough placement. Please add other criteria that you think should be considered to develop an acceptable level of risk for furlough placements. (Each criteria should be assigned a rating of 1 - 10 as follows: 10 (Most Important); 1 (Least Important).

Criteria	C.O.	INST.	C.C	Other
A. Custody/Security Level	10,1,5,9	10,10,10,8,9,10,5,1,5,10,7,10,7,6,8,7,3,10	8,8,7,7,10,7,5,4,1,8,	9,10
B. Institutional record	7,6,9,7	10,8,7,8,8,8,6,4,8,10,10,3,8,8,9,8,5,7,9	7,9,5,8,6,8,10,5,5,10,	10,4,9
C. Treatment status	9,7,8,3	10,6,6,10,7,8,7,5,7,7,2,10,10,7,10,6,9,9,10	7,3,6,9,8,9,7,3,8,10,	10,6,8

Criteria	C.O.	INST.	C.C	Other
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D. Court orders or recommendations	4,5,3,5	10,7,8,8,5,8,6,7,3,8,8,6,8,5,7,5,9	10,6,4,10,9,10,10,6,2,7,	4,5,5
E. Release needs	3,8,5,4	5,5,8,8,8,1,4,2,10,7,5,5,3,9,4,3,5,5	7,4,3,2,4,4,9,2,5,8,	1,8,7
F. Length of Sentence	2,10,2,6	5,4,8,9,7,3,?,7,10,6,6,5,5,3,6,2	8,7,2,6,5,6,7,7,6,8,	8,10,5
G. Nature of offense(s)	8,9,10,10	10,9,9,10,8,10,3,7,8,10,10,9,9,10,10,10,5,10	8,5,10,5,5,5,5,10,9,9,	10,7,8
H. Past supervision record	6,4,6,8	10,3,9,8,9,10,9,7,8,7,10,9,9,8,4,9,4,9,10	10,10,8,4,9,3,10,8,10,10,	10,3,9
Victim Response	3,4	8,		
Community Risk			9,	
Program Invol.		1		
Attitude		4		9
Accept Responsibility			3,	
I. Criminal History			9,	
I. Notoriety of crime		6,		
I. Furlough Plan	5,2,	5,2,		

12. Do you believe that the current classification system causes too few offenders to be eligible for placement in a CRC?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	11	3	3
No	1	8	5	
No Response (Don't know)	2	3	3	1

13. Should the Director of Institutions develop appropriate guidelines within existing regulations and (P&P's) to establish the departmental level of risk for placements?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	13	10	2
No		2		
No Response (Don't know)	1	7		1
Probably	1			
Already in place, though not identified as such	1		1	1

14. Please complete the following information for your institution. Any information which is not known should be so indicated.

	CO	Inst.	CC	Oth.
No Response (Don't know)	5	15	11	4

15. Should the ISSP program be used to supervise special furlough cases (i.e. violent offenders, untreated sex offenders, etc.)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	15	6	2
No		4	3	
No Response (Don't know)	1	3	2	2

16. Should Community Residential Centers or residential drug programs be utilized for intermediate placement for probationers/parolees convicted of nonviolent technical violations with no new felony charges pending (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	16	8	4
No		3		
Possibly		1	1	
No Response (Don't know)	1	2	2	

17. Some states require parole officers to refer, screen and monitor offenders placed in transitional facility programs. If Alaska implemented such a program, should probation/parole officers be involved in the referral, screening and monitoring of offenders placed in halfway houses or residential drug programs (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	1	12	7	3
No	2	7	1	1
No Response (Don't know)	2	3	3	

18. How can Community Residential Centers be better utilized for probationers/parolees convicted of nonviolent technical violations?

Response to Questionnaire	CO	Inst.	CC	Oth.
As an alternative to "hard beds" (slap on wrist)		2	2	1
Be program oriented (stress mgt., financial, drugs, etc.)	1		1	2
Need to establish criteria for placement	1	1		
Job/employment oriented			1	
Intermediate placement (P/P) nonviolent tech. violations	1	1		
By providing more structured environment		1	2	
CRCs for short/long term - court ordered treatment			1	
Travel fund for rural offenders to urban soft beds			1	
By reserving more bed space for P/P		2		1
Provide increased monitoring/allow continued employment		2		
Institutional screening			1	
Relieve institutional over-crowding		2		
Selling the idea, cooperation of courts/DA's		1		
Expansion into remote areas		1		
Combine restitution and residential centers		1		
No response (don't know)	2	8	2	

19. Will placement of probation/parolees convicted of nonviolent technical violations in CRC's have an effect on overcrowding conditions in correctional centers statewide?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	13	5	
No	1			
No Response (Don't Know)	1	9	6	4

20. New York utilizes Transitional Facilities in which an offender convicted of nonviolent technical violations voluntarily agrees to enter the program in lieu of incarceration. Should such a program be implemented in Alaska (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	18	3	3
No	1		2	
No Response (Don't know)	1	4	5	1
Already done on informal basis	1		1	

21. Maricopa County, Arizona implemented a diversion program for first time felony offenders arrested for possession of drugs. To be eligible for the program, the offender is required to sign a diversion agreement in which the offender admits his/her guilt and agrees to enroll in and successfully complete a residential drug/alcohol program. The offender is required to reside at the facility for a minimum of 30 days to a maximum of two years, and is required to pay a fee of \$ 2,485.00. The offender is prosecuted if he/she is discharged from the program unsuccessfully. Should a similar program be implemented in Alaska (yes/no)? Why?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	11	6	3
No	2	4	1	
No Response (Don't Know)	1	4	3	1
Probably		1	1	
Possibly		2		

In general, do you favor the establishment of a diversion program where non-violent offenders are sentenced directly to CRC's in lieu of incarceration?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	14	6	4
No	2	5	5	
No Response (Don't Know)		3		

22. Should Probation/Parole Officers be solely responsible for the case management of CRC placements, instead of CRC case managers, while those placements are in residence?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	8	4	
No	3	12	7	4
No Response (Don't Know)				
Not necessarily		2		

23. Should Probation/Parole Officers have the sole authority to screen and place probation violations in contract CRC's?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	1	8	4	1
No	3	10	6	2
No Response (Don't Know)	1	4	1	1

24. Do you favor a special halfway-in CRC for non-violent technical probation violations?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	14	4	1
No	2	5	3	2
No Response (Don't Know)		2	4	1
Not necessarily		1		

What impact would such a program have on overcrowding in the institutions?

Response to Questionnaire	CO	Inst.	CC	Oth.
Don't know	2	1	5	2
Reduce	2	14	5	2
No response	1	6	1	
Increase		1		

25. Should DOC offer a Boot Camp (Shock Incarceration) program (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	10	6	1
No	3	7	2	2
No Response (Don't Know)		4	1	1
Maybe		1	2	

26. Should DOC establish Day Reporting Centers in major population centers in the State (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	10	6	3
No	1	4	2	
No Response (Don't Know)		8	3	1

a. What should be the mission/function of such programs?

Response to Questionnaire	CO	Inst.	CC	Oth.
Don't Know (No Response)	1	14	5	1
Creating accountability which leads to consequence				1
Non-violent, technical P&P violations	1	1		

Response to Questionnaire	CO	Inst.	CC	Oth.
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Structure/surveillance between CRC & community supervision	1	4	3	1
contact/oversight/assistance	2	1		1
High risk cases		1		
Help with field services case loads		1		
Services/treatment/monitoring			2	
Similar to New Start			1	

b. Should Day Reporting Centers be operated contractually or by DOC?

Response to Questionnaire	CO	Inst.	CC	Oth.
No Response (don't know)	1	14	4	1
DOC	3	6	5	1
Contractually		1		1
Jointly	1			
Either One		1	2	1

c. Should Day Reporting Centers be located in CRC's or elsewhere?

Response to Questionnaire	CO	Inst.	CC	Oth.
No Response (Don't know)	2	13	6	1
CRC	1	3	3	1
Elsewhere	2	5	2	2
Try both		1		

- d. Should furloughees graduate from CRC's to Day Reporting Centers (i.e. live at home, reporting daily to the center for purposes of employment seeking, social services, community work service, UA's, etc.)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	5	5	2
No		3		1
Only if necessary	1	1	1	1
No Response (don't know)	1	12	3	
Possibly		1	2	

27. Should DOC offer electronic monitoring to offenders (yes/no)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	5	14	9	2
No		1	1	
Probably				1
No Response (Don't Know)		7	1	1

Should electronic monitoring of furloughees and/or parolees be:

Response to Questionnaire	CO	Inst.	CC	Oth.
Based at local Corr. Ctr. with surveillance performed by CO's or contracted security guards		3	3	1
Based @ CRC with surveillance performed by CRC staff		5	1	
Performed by PO's as an enhancement of present ISSP	5	7	3	1
Either 1 or 2		1		
Either 2 or 3				1
All three would be a possibility		1	2	
None of the above		2		
No Response (don't know)		3	2	1

28. Do you favor the utilization of Specialized Community Residential Centers (i.e. substance abuse, female, mentally ill, etc.) yes/no? If yes, which of the following do you feel has the greatest need in Alaska? (10-greatest need; 1 least need)

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	18	11	4
No	1	3		
No response (Don't know)		1		

	C.O.	INST.	C.C.	Other
1. Substance Abuse Treatment	9,10,11	10,10,1,10,1,8,3,10,9,9,7,1,10,2,6,10,10,5	8,10,10,9,10,10,10,9,7,7,5	10,10,10
2. Employment and/or Vocational Training	6,1	10,7,1,4,7,2,8,8,8,6,10,8,2,7,9,9,8	8,9,5,6,10,5,9,10,4,9,	8,4,8
3. Residential Housing only	10,2	5,7,1,10,4,3,7,1,1,2,4,5,1	9,5,6,7,5,1,9,9,5,6,	4,1,9
4. Native Offender	7,8	5,6,1,4,2,7,7,8,2,4,10,2,8,3,5	8,3,4,2,5,6,2,9,9,8,4,	1,6,2
5. Sex Offender Treatment	5,8,7	1,9,1,4,1,6,7,2,10,9,1,8,2,8,10,9,10	10,8,9,8,8,9,10,10,3,10,4,	9,9,8
6. Female	5,4	1,5,1,5,3,5,8,9,5,1,5,2,4,5,3	2,2,7,1,8,4,1,9,4,	5,7,8
7. Mentally Ill Treatment	4,6,5	1,8,9,10,8,9,10,7,4,9,10,6,10,10,10,10,9,6,10,5	10,4,3,10,10,8,9,10,8,9,9,	3,8,10
8. Furlough only placements	8,9	1,4,1,8,6,4,10,2,8,2,1,2,2,1,1	2,7,8,4,5,2,8,6,1,7,	6,2,5
9. Developmentally Disabled	3,6	10,6,10,10,5,10,8,8,1,8,4,9,4,2,1,7,5	10,1,2,5,4,10,7,5,6,2,	2,5,5
10. P/P only placements	7,4,10	10,2,1,8,5,9,10,8,7,3,2,5,2,3,2,5	2,6,10,3,5,3,2,6,6,7,	7,3,9
Women w/children	3			
Therapeutic Commun.	9			
Other: Misdemeanants		10,4,		8

29. How can Community Residential Centers be better utilized for furlougees/restitution/confined misdemeanant placements?

Response to Questionnaire	CO	Inst.	CC	Oth.
No response (don't know)	2	12	5	1
Longer placements with treatment & skills				1
Sub. Abuse orientation/programs for criminal thinking	1			
Expand placements		2	2	1
More specialized & professional		1	1	
Increase acceptable failure rate			1	
Eliminate Restitution & Residential Ctr. distinction	1			
More transitional assistance, restitution collected			1	
Have DOC run, or get better control over contractors		2		
More assistance in job placement			1	
PreTrial placements		1		
Need more beds		2		
Separate confined misdemeanants		1		
Better Surveillance & training for staff				1
More in-house programs (by community agencies)	1	1		

Do you favor removing the prohibition against violent offenders being placed in restitution centers?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	12	5	2
No	2	8	6	2
No response (don't know)	1	2		

30. Do you feel that the current utilization of Community Residential Centers is meeting the needs of the Department of Corrections?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	1	3	1	
No	4	12	6	3
No response (don't know)		6	2	1
Only partially		1	2	

Do you feel that the current utilization of Community Residential Centers is meeting the needs of the offenders?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	1	8	1	
No	3	11	7	1
No response (don't know)	1	3	1	1
To a limited degree			2	2

Do you feel that the current utilization of Community Residential Centers is meeting the needs of the community?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	3	8	2	1
No	1	7	9	2
No response (don't know)	1	7		1

31. Do you favor the concept of State owned and operated Community Residential Centers?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	4	16	6	3
No	1	4	2	
No response (don't know)		1	3	1
Possibly		1		

Do you favor the concept of State owned Community Residential Centers, with operations provided by independent Contractors?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	4	2	2
No	3	13	6	1
No Response (don't know)		5	2	1
Undecided			1	

Do you favor the concept of Contractor owned and operated Community Residential Centers (current practice)?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes		5	4	
No	4	11	4	3
No response (don't know)		5	1	1
Undecided		1	1	
Only as a necessity	1		1	

32. Is there is a Community Residential Center operating in your area? Are you aware of any problems with the community's acceptance of the center? Please explain.

Response to Questionnaire	CO	Inst.	CC	Oth.
CRC in area, no problems		9	3	3
No CRC in area		8	4	
CRC in area, only problems were in establishing		2		
No response	5	3	4	1

On a scale of 1 to 10 (with 10 being the best possible), of those CRC's you are familiar with, please indicate what kind of job you think they are doing.

Response to Questionnaire	CO	Inst.	CCs	Other
Cordova Center	3,5,5,	8,3,7,7,8,7,5,4,	5,8,4,	8,
Glennwood Center	8,8,	7,8,8,7,6,8,8	8,7,	
Clitheroe Center	9,	9,5,	7,	
Tundra Center	5,	9,5,		
Glacier Manor	8,	9,8,	8,4,8,8,	8,
Northstar Center	5,5,	8,7,6,6,8,	7,8,	7,

33. Do you feel that, should Contractor owned and operated Community Residential Centers continue to be utilized in the State of Alaska, contracting procedures and practices as currently provided allow for the securing of the most cost-effective and efficient services available within the State?

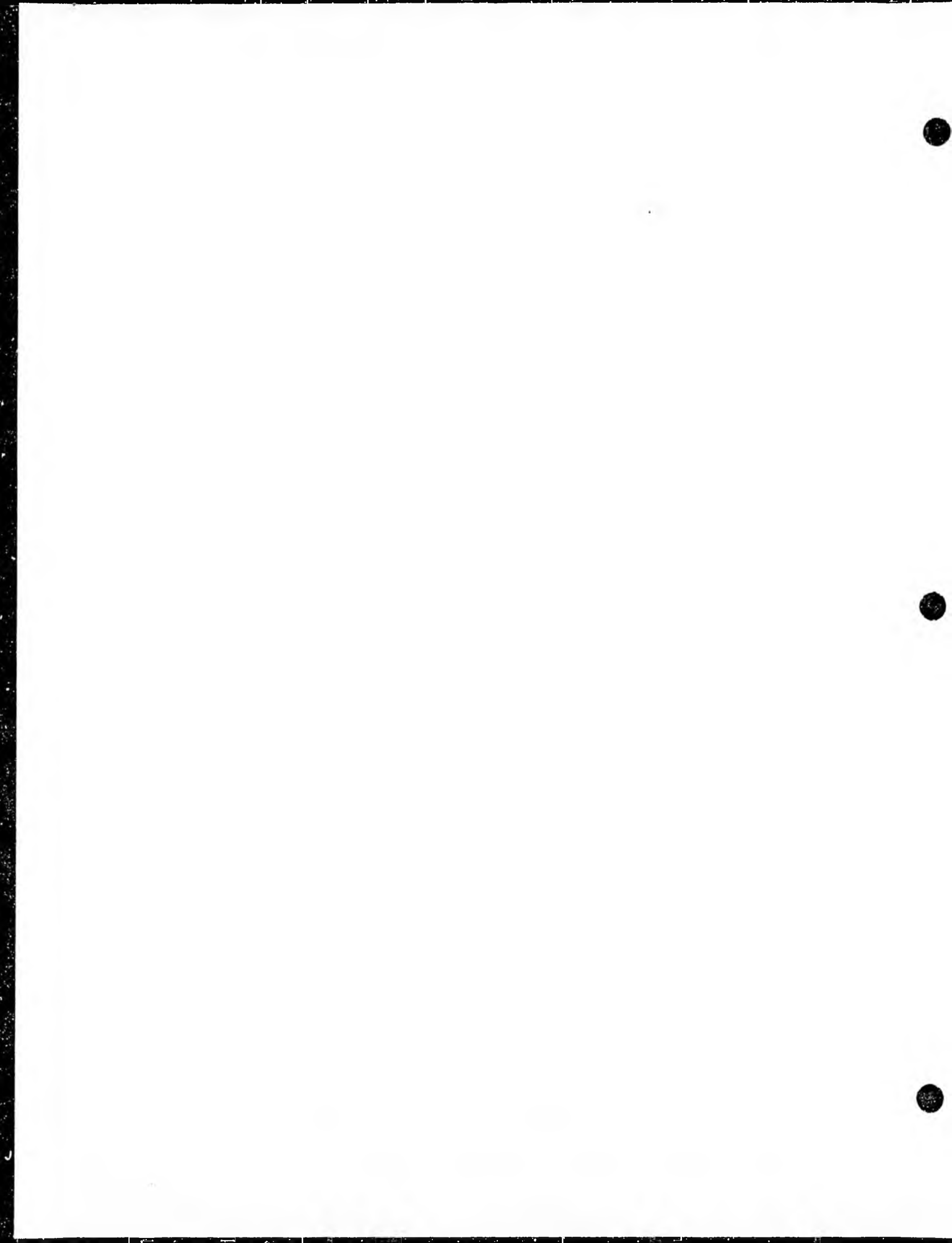
Response to Questionnaire	CO	Inst.	CC	Oth.
No response (don't know)		7	6	2
No	4	7	2	2
Uncertain	1	3	1	
Yes		5	2	

34. Do you favor the provision of "in-house" programming for sex offender treatment, drug and alcohol treatment, etc. in community residential centers?

Response to Questionnaire	CO	Inst.	CC	Oth.
Yes	2	12	4	2
No	3	8	3	1
No response (don't know)		2	3	1
Partially			1	

35. What general observations or suggestions can you make that would help assure the more effective use of, or better programming of, CRC's?

Response to Questionnaire	CO	Inst.	CC	Oth.
Establish specific criteria with allows for rights of victims &/or community				1
Should operate with standard DOC forms, logs & SOPs for clarity, consistency and oversight	1			
Travel fund for rural offenders to urban beds			2	
Need more qualified staff			1	
More transportation services		1		
More Probation/Parole placements		1		
Need more specialization			1	
DOC owned and operated	1	2		
Need more treatment orientation for purpose of reintegration, not housing			1	
More job orientation			1	
Smaller facilities in all areas of state				1
No response	3	18	5	2



## Addendum B

### 1. What do you feel the primary purpose of community residential centers should be?

#### Other

- Less restrictive housing for retraining and treatment programs;
- Should include money-management, employment counseling, stress management, and menu-food preparation training;
- Place to provide structured living situation prior to release and for parolees who can't quite make it without assistance;
- Both halfway out and halfway in and to afford opportunity for rehabilitation treatment (including employment and paying off restitution and fines;

#### Central Office

- Transitional, secure setting for offenders nearing end of sentence;
- Graduated release, transition planning and counselling, job/housing arrangements, supplement savings, family reintegration;
- Reintegration with society for "some" offenders and temporary shelter for P/P on a case by case basis;

#### Community Corrections

- Transition into community and least restrictive setting;
- Stepping stone for long term prisoners coming out and also placement for short term non-violent prisoners;
- A place to put probationers/parolees who are not complying with the conditions of P/P but who could come into compliance in a structured living situation. Also as a temporary shelter for recently released P/P who are homeless;
- CRC's as not only a transition center for furloughees and parolees, but also as a last chance opportunity for p/p violators to get their act together before being incarcerated for tech and/or misdemeanor violations;

#### Institutions

- Housing for misdemeanants and released inmates that meet the criteria;
- Deter criminal behavior by providing housing for non-violent misdemeanant's and felons who have obtained community custody;
- House non-serious offenders, provide a transition for serious offenders from custody to freedom;
- A transition from prison to freedom and a gradual reduction of restrictions;
- To assist offenders' reintegration into the work force, and responsible participation in society;
- Transitional placement of offenders into the community;
- Furlough - "half-way out placements;
- Reintegrate inmates to society;
- An alternative to incarceration and to facilitate rehabilitation for those who need to adjust from prison into the community;

Addendum B (cont.)

- To be responsible to DOC for services, standards, own policies and procedures, enforcing DOC restrictions, and conditions in a consistent, objective and professional manner;
- Aid with reintegration of long-term inmates into the community and to help the Department deal with overcrowding issues;
- To assist individuals with reentering society;
- For parole purposes and for short term residential stays for those offenders who have, or will have no contacts on the streets;
- Job Placement preparation;
- Protection of the community by gradual transition;

2. **Is the Department's furlough system and process acceptable as it is, or would you recommend changes? If so, what changes would you recommend?**

Other

- Should be more furloughs for **low-risk** offenders - too few get to CRCs;
- Acceptable - need better classification system;
- I would like to see placements which lasts 6 months - 1 year;

Central Office

- All community custody offenders should be reviewed for placement;
- Change term "furlough" to "pre-release placement" or "CRC placement". Eliminate 3 year furlough placements (max. 18 months);
- System needs to be strengthened/professionalized (CRC staff too inexperienced at point of placement when assistance is most critical);
- Centralization of authority is badly needed;

Community Corrections

- Not acceptable (untreated sex offenders cannot be furloughed and are not eligible for institutional programming). Final approval should be with institutional superintendent;
- Furlough system acceptable, however, need CRCs in local communities;
- The process works now. If more people are furloughed with looser standards, the halfway house structure (esp. Cordova Center must be tighter);
- Need more CRC in various areas of the state;
- Policy acceptable, practice too conservative;
- Furlough to work release if field PO approves residence and employment unless offender has history of violence;
- From the standpoint of a field PO, there are too few inmates being furloughed. They need a transition period, rather than being directly to the community without any plan or resources to succeed in the community. It's an unnecessary burden placed on field POs to try to help these offenders, who are usually mandatory parolees, make the transition to the community, particularly now that New Start is gone.

Addendum B (cont.)

Institutions

- Centralize selection and case management;
- No. The possibility of a 3 year furlough is dangerous. A maximum of 1 year should be established by law.
- The final approval for furloughs (except family visitation could be the Superintendent;
- Use fax to send packet and response (speed up process of approval);
- The statutes and P&Ps are broad enough to accomplish the task;
- Acceptable as is;
- No, needs to start with changes in classification system for quicker custody reductions and furloughs for all inmates;
- Unacceptable, would recommend several changes;
- No, not acceptable: (1) CRC's need closer monitoring, (2) out-of-contract placements need set of P&P's; (3) furlough system needs manual of procedures for who does what;
- Unacceptable, should allow superintendent final approval on furlougees;
- The matrix score prevents use on technical probation parole revocations. The P&Ps requiring 1/3 of sentence be served first, prevents earlier use in appropriate cases;
- If strictly "furlough", the present system appears adequate, however, I feel there has to be an education component added. If "furlough" means placement, I think more appropriate community service is needed;
- Unacceptable, need eligibility standards for Halfway house placement (i.e. untreated sex offenders, etc.
- Unacceptable, recommend that all inmates who are released be required to do time at a CRC;

3. **Should furlough placement be mandatory for all long-term sentenced prisoners? If so, what do you feel is the ideal minimum time a furlough placement should spend in a CRC?**

Other

- Not mandatory, but more like a probability than a remote possibility (3-6 months);
- Rapist, murders or dangerous offenders can't be placed in CRC because of risks to community;
- Yes, except for maximum custody prisoners. Minimum: 90 days, longer for lower custody levels;
- While it depends upon the facts of each case, I think every offender should spend at least 90 days in a CRC prior to release;

Central Office

- Mandatory only if DOC run facilities (security, community risk would be increased);
- At least 6 months - mandatory;
- Three months - mandatory;

Addendum B (cont.)

- Not appropriate for all. Continuation of institutional tx. and security may be most beneficial for some. System needs to be strengthened to handle broader range of "problem" inmates;

Community Corrections

- Should depend on institutional record (minimum 6 months) for purpose of beginning rehabilitation and seek employment;
- Six months ideal minimum;
- Some people are too dangerous to the community. We can't determine release dates but are responsible for community safety while they are incarcerated;
- Six months ideal minimum;
- Long term inmates have the hardest time adjusting. The offenders who seem to perform the best on supervision are those who had the benefit of a furlough. (ideal 6 months);

Institutions

- Six months, not necessarily in CRC but in structured program with security and staffing by DOC;
- No, some are too dangerous. 90 days would be the ideal minimum;
- Absolutely not. Many prisoners are too dangerous, or have not earned the privilege of furlough. There needs to be minimum standards for furlough;
- It should be mandatory, 6 months to 2 years depending upon severity of the crime;
- No, some inmate's behavior is not conducive to a reduction of restrictions until it's mandatory from a public protection standpoint;
- Depends on individual's needs (job skills, community contacts, prospects for work/housing);
- No, I believe the process should be considered for all long term prisoners longer than 6 months;
- No, not mandatory;
- Yes, 60 days;
- Mandatory for all is a little too strong, even though it may be preferable;
- Yes. 3 month minimum furlough placement - this seems fair to the safety and security of the public and gives a prisoner a transition period;
- No, only if the long term prisoner has been able to obtain community custody and is otherwise eligible; (60 days)
- No, if mandatory, a more structured program is required (minimum 1 year);
- Yes, I feel six month to one year. Educational, emotional and financial parameters need to be considered;

4. Do you think that a system should be in place where furloughs for offenders who are classified community custody should occur automatically, without specific approvals from Superintendents or Directors?

Other

- Not mandatory (without any review), but perhaps presumption that furlough occurs unless disapproved;
- Someone has to monitor offenders and the effect they have on community;
- No, but superintendent only unless furlough longer than 6 months or superintendent denies furlough, then Director;
- Yes, subject to classification committee review and bedspace;

Central Office

- Should always be upper level review; (3)
- Pre-placement review is necessary to "answer" for failures and to maintain DOC mandate for public safety;

Community Corrections

- No, especially if differences in institutions remain;
- Nothing should be automatic, it will be absurd;
- Yes, with classification committee override;
- No, but P&P should be rewritten so that superintendents don't take all the heat;
- Particularly in the case of Directors. It seems that furloughs depend on the specific beliefs of the individual providing the approval, regardless of DOC policies;

Institutions

- Especially if the offender has a lengthy period of time left on his sentence;
- No, community custody is required for other community activities such as having a volunteer escort for school "inside out" presentations and many others;
- No, rather that the superintendent have discretion and that only within last 12 months of sentence;
- No, there should be review by superintendent or Director;
- No, superintendents should have authority to decide for non-violent inmates with 90 days or less to serve;
- No, but all furlougees should require only superintendent's approval;
- Yes, if a superintendent has approved community custody, a furlough (or equivalent) is implied;
- No. Consideration in these type of cases should be given to type of crime - violent or non-violent. Non-violent cases should still need superintendent's approval;
- No, the superintendent should still approve all furloughs. Would delete Director's approval;
- Yes, this system would eliminate the possibility of political interference and more expeditious bed utilization and program initiation;
- No, furloughs cover too wide a concept from a two hour release for a job interview, to a furlough residence in an isolated community;

5. Would you favor a system that allowed all minimum security offenders to be placed in CRC's for a period of time before they are released?

Other

- It would depend on type of offense & offender;
- Every offender should be eligible for CRC placement unless too violent to make it - I'd rather have them under some structure subject to revocation than dumped out onto the street. Again, 90 days should be the minimum;

Central Office

- Only if DOC runs facility;
- Readjustment time is necessary;
- 3-6 months prior to end of sentence in CRC with more structure and security than community custody CRC;
- If system is strengthened and professional services offered. Placement in CRC for placement's sake has little value;

Community Corrections

- Should not be automatic, may come out minimum on points, but points don't tell all;
- Yes, but not mandatory. Sometimes a minimum custody is awarded to offenders within an institution for good behavior (long before projected release date) and these individuals may not be good candidates for furlough;

Institutions

- Yes, if they meet the established criteria;
- Yes, provided there become more CRC beds available;
- No, would prefer change in classification system to get people down to community custody and then to CRC;
- Yes, except for untreated sex offenders;
- Short-termers (minimum offenders) in most cases specifically non-violent are better off keeping their jobs by being placed at CRC & that way DOC can retrieve 1/3 of their wages;
- No, not until more rigorous education and treatment programs are developed. However, the Cleary suit has hampered the penal component of confinement;
- Allow, but not require. Most inmates could and would do well this way. There are a few who for individual reasons should not be required to go;

6. Should untreated sex offenders and other violent offenders be granted (or eligible to apply for) furloughs (yes or no)? If yes, should furlough be granted:

Other

- Shouldn't grant furlough for untreated sex offenders or violent offenders (anger mgt. D/A);
- Yes, except for maximum custody;

## Addendum B (cont.)

- Only on condition that they undergo in-house treatment and continue such treatment while on parole/mandatory release. Length of time depends upon type of treatment needed and length of time necessary for treatment to have an effect;

### Central Office

- To provide graduated release, transition continuity, job/housing placement and family reintegration;
- Violent offenders or,ly (may have had alteration in thinking during "lock-up". Sex offenders don't change;
- CRC placements for these offenders should be way more structured, restrictive and supervised with DOC staff on-site;
- Decision should be made on case by case basis;
- More than 60-90 days is too much reward for sex offenders;

### Community Corrections

- Only if institutional sentence is too short to enter institutional programming;
- Again, it would be less risky if the CRC's were tighter also it should be case-by-case;
- No, make determination on case-by-case basis;
- Yes, (not automatically);
- Untreated sex offenders - **NO!**. Violent offenders who have successfully completed anger mgmt. and have a solid realistic furlough plan - ??;
- Sex offenders should be given a short furlough such that they get the needed adjustment period in the community, yet reduce DOC exposure and liability;

### Institutions

- If supervision is adequate, length is irrelevant;
- It all depends on the specific conditions, controls of the furlough;
- It should be mandatory;
- Untreated sex offenders and violent offenders with institutional record of violence - No;
- Yes, six month or consideration based on individual case;
- Sex Offenders who have completed treatment - 90 days from release. Untreated sex offenders - 30 days;
- Violent offenders who have completed treatment - 2 years. Others 60-90 days;
- Yes, based on test and a goal;
- Yes, if they meet all other criteria;
- No, with regard to sex offenders, it is my "gut" feeling that despite treatment, they are a time bomb. Violence has its levels (i.e. robbery and assault I). Perhaps with consideration, case by case, simple assaults and domestic violence - yes with counseling;
- No to non-programmed violent offenders and untreated sex offenders. Please don't lump violent offender who has programmed in the same class with untreated sex offender. Furloughs should be within statute and AAC's if program complete;

Addendum B (cont.)

- Yes, if they meet all other criteria;
- Recommend untreated sex offenders not be released until they have undergone treatment;

**Should there be any differences in the furlough restrictions/rules for violent offenders and/or untreated sex offenders, regardless of length of furlough?**

Other

- Shouldn't get a furlough;
- Yes, but can be dealt with in furlough conditions for the most part. Should be closer surveillance!
- Yes, they should be restricted to in-house activities until the end of their period of incarceration and required to undergo treatment;

Central Office

- Sex offenders should have mandatory tx. @ own expense;
- Clear and compelling rehabilitative purpose;
- Should be much more restrictive;
- Should be determined on case-by-case basis; (2)

Community Corrections

- Definitely, if granted;
- Special surveillance and other appropriate restrictions;
- No, there's a mess of rules now;
- Violent offenders should also be mandated to have completed appropriate treatment and have a good institutional record;

Institutions

- The violent offenders should have more restrictions placed upon them;
- Reasonableness must apply with respect to the public's feeling of protection;
- For Sex Offenders: (1) lock-down for 3 months minimum except for out-patient sex offender treatment and therapist's evaluation of risk;  
For Violent Offenders (1) Completion of prison anger mgt. or alternatives to violence and continued community program as condition of furlough;
- Perhaps more intensive supervision. Gradual increase in community benefits;
- Yes, more restrictive;
- Only on case-by-case basis (no victim contact);
- There should be restrictions and supervision relevant to crime and victims;
- Yes, more restrictions should be placed and more monitoring;
- Again, violence must be defined. What levels are being addressed. Furloughs/restrictions/rules should fit the nature of the offense;
- Yes, they need to be tailored to the individual;
- Yes, ISSP style supervision;

Addendum B (cont.)

What special conditions and/or restrictions should be applied (if any) to these offenders?

Other

- Final treatment before eligible for furlough with appropriate conditions attached to furlough;
- No treatment - no furlough. Incarceration until mandatory release prevents re-victimization for a season;
- More frequent surveillance and limitation on type of work, etc. to minimize contact with potential victims (at least for sex offenders);
- They should be restricted to in-house activities until the end of their period of incarceration and required to undergo treatment;

Central Office

- More frequent surveillance, community checks, UA testing, fewer pass authorizations; (2)
- Sex offender - continued attempts to accept treatment, 3rd party supervision, restricted contacts. Violent offender - Intensive program/supervision and frequent home/job checks;
- Depends upon type of assaultive background;

Community Corrections

- Restrictions in associations and movement (i.e. near schools, etc.);
- Tougher restrictions and supervision (electronic monitoring) if granted;
- Mandatory complete treatment package; (2)
- No driving and must be accompanied;
- Strict treatment requirements, employment and possible geographic restrictions. contact with certain individuals prohibited. Specified contacts with monitoring staff;
- Electronic monitoring;
- Probation intensive supervision;
- Sex offenders - no contact with minors without PO approval and/or adult present who is approved by PO, no minors in residence, and mandatory sex offender treatment program approved by PO;
- Participate in applicable community programming. Sex offenders should also have additional restrictions as to residence (CRC);
- Some demonstration of "working on their problem" is a must;
- Return to CRC lockdown status if not complying with above;

Institution

- Electronic monitoring;
- Case-by-case restrictions to increase supervision and reduce risk;
- Appropriate restrictions tailored to the particular case. Sex offenders must be involved in treatment while on furlough;
- The individual should remain in custody of a third party and/or receive movement time constraints plus a weekly UA should be mandatory;
- Closer monitoring, possibly ISSP;

Addendum B (cont.)

- Outpatient treatment, closer surveillance & monitoring;
- Less leeway on free time - tighter control on community schedule;
- Contingent on individual case. Perhaps escorted transition, transition, shopping trips, etc. at beginning of placement;
- Very tight security;
- Numerous, specific to crime and victim(s);
- If they want to be considered for furlough, they should be required to maintain participation in counseling, reference to their crime and they should pay for it themselves through work or their own funds;
- No operating motorized vehicle;
- (1) movement/location with consideration for victim, and (2) appropriate restrictions i.e. substance abuse, medications, counseling, treatment follow-up;
- If possible, these folks should be made to work with victims' groups so they can see the results or be made aware of the agonies to society their acts have wrought;
- Intensive supervision for both groups differences determined later;
- Don't release until treatment complete;
- Violent offenders should not be furloughed;

7. **Should superintendents be authorized to approve furloughs (yes/no)? If yes, which types of furloughs could be approved by the superintendents?**

Other

- Types of furloughs approved is a policy decision for Department. Criteria needs to be consistent;
- Should be authorized by parole board because more opinions and backgrounds will be known (safer to community). Furloughs shouldn't last so long (1 week to 1 month with case monitoring);

Central Office

- I believe in centralization of this function;

Institutions

- The only exception should be family visitation. The criteria (for all others) should be clearly spelled out and strictly enforced, with a provision that any exception to the published criteria would require the Director's approval;
- Should be able to approve all (with appeal rights);
- Again, are these program institutions where the offenders are well known or are they booking facilities as 6th or CIPT? Question need clarification. Since there is ambiguity, I can't say
- Over two years shouldn't be eligible for furlough;
- Violent offenders six months - 2 years with Director approval, Director approval on all furloughs in excess of 2 years;

Community Corrections

Addendum B (cont.)

- Director approval for 1-2 year furloughs should only be required for violent offenders;

8. What is an acceptable level of community risk for furlough placements?

Other

- Don't know what measure you are looking for - Custody?
- Offender classified minimum or community custody;

Central Office

- It is acceptable up to the point of new offenses. Then its unacceptable.

Community Corrections

- With community attitudes and risk of liability it is very low. There needs to be community education;
- What risk scale are you using?;
- Limited area of community - electronic monitoring would help; (don't know)

Institutions

- All prisoners present some amount of risk. No prisoner should be allowed to furlough until they have successfully completed all court recommended treatment and psychological screening. A significant clear conduct period while incarcerated should also be a requirement. Compliance with these conditions would significantly reduce the risk to the public;
- Inmate may commit technical violation but most likely no new offense;
- Department should recognize offenders fail on furlough. Failure while being supervised is much better than release with no supervision, job program, etc.
- The very least risk as possible;
- Liabilities should be considered - all ordered/recommended treatment should be completed;
- Minimal risk level - reach community custody through classification process. Then to monitor closely that all furlough conditions are followed, or to set additional conditions when needed. Strong supervision of the furloughees be implemented;
- Technical violation only. No level of new convictions, property crime or crimes of violence will be tolerated by the community;

9. What is an acceptable level of failure(s) for furlough placements?

Other

- Need to know the definition of failure and more data in order to answer;
- Let one of your family members be the victim of these placements then tell me what is acceptable;

Addendum B (cont.)

Central Office

- Not definable. Must demonstrate due consideration and over-site whenever failure occurs;
- Depends on definition of failure. High turnover rate is not as bad as an actual offense occurring in community;
- Roughly 10% for technical violations only;

Community Corrections

- Question is too vague;
- If you have over 5% failure, then screening is wrong;
- I don't know what the current level of failure is, but I would think that DOC could accept a few more substance abuse violations and a few more walkaways;

Institutions

- 4 out of 100 inmates being returned to jail for violating the conditions of their furlough without committing new crimes would indicate a fairly good screening process is being used;
- Unacceptable behavior (high moderate or more serious DOC disciplinary offense). Lo moderate or minor can have sanctions at CRC (lock-down, etc. @ CRC discretion);
- Minimal;
- I believe technical violations should be reviewed and modified. Statistics should be tracked and a realization that failures will occur should be understood;
- Please define "level of failure";
- Guidelines (in writing) need to be established by DOC. Presently, part of this acceptable level of failure is left up to the CRC. This should not be the case. Reviews of every furlough should be done monthly by DOC;
- Personal failure is acceptable i.e. drank, late to work, failed to keep appointment, etc. Injuries to others i.e. assault, property crime, etc. is not;

10. What is an acceptable level of failure(s) for probation/parole placements?

Other

- Under 10%, if failure rate is higher it indicates parolees are failing twice - once on the street and once in CRC;

Central Office

- Not definable. Must demonstrate due consideration and over-site whenever failure occurs;
- I don't feel comfortable responding with a figure because we have so little control over who is on probation or parole. I consider repeat probation and parole failures by same individual unacceptable;

Community Corrections

- If you have over 5% failures, then screening is wrong. It will not work either;
- If half of P/P failed, that would be acceptable. Their violations tend to be walkaways and substance abuse violations. Most P/P placed in CRCs are marginal cases at best. Discretionary parolees are better risks;

Institutions

- Probation: A significantly higher failure rate should be expected because these people are required to be in the community. Their return to custody indicates close monitoring and allows for greater protection of the public (20 out of 100); Parole: The rate of failure on parole should be somewhat similar to that on furlough (2 of 100);
- Can only be determined by long term review of placements;
- More lenient than furloughees, but still minimal;
- No new crimes should be tolerated, technical violations are at an acceptable level at present;
- Personal failure is acceptable i.e. drank, late to work, failed to keep appointment, etc. Injuries to others i.e. assault, property crime, etc. is not;

11. The following criteria is always considered regarding acceptable levels of risk with furlough placement. Please add other criteria that you think should be considered to develop an acceptable level of risk for furlough placements. (Each criteria should be assigned a rating of 1 - 10 as follows: 10 (Most Important); 1 (Least Important).

Other

- Length of sentence: some receive very light sentence for violent crime due to plea bargaining, etc.

Central Office

- Length of sentence (time left to serve), furlough plan must be well developed (employment, tx., school, etc.);
- Length of sentence should be review as time incarcerated as it relates to existing release needs;
- Treatment status defined as # and type of meaningful programs completed. Important to consider furlough plan (pre-release classes/programs, community support system, employment history, existence of victims and location);
- Past supervision record to include any prior furloughs;

Community Corrections

- If inmate is serious (for length of sentence), they can go to CRC on release and, if they are not, probably won't do much good anyway;
- Must also consider (1) community feelings about release (if known), (2) special problems or fears of victims, and (3) acute drug and/or alcohol history;

Addendum B (cont.)

- If incarcerated person is short timer furlough, its ok. If he/she has 20 years before eligible for parole, no;
- Length of sentence - more time = more dangerous;
- Treatment status based on completion of available treatment in institution, length of sentence based on long term offenders needing furlough the most;
- Length of sentence: the longer the sentence, the greater the need for adjustment.

Institutions

- After weighing all of the above, I am unhappy with the results, because I suspect that all of the criteria are about the same weight;
- Release needs (1) based on "overcrowding"?. Length of sentence depends upon violent vs. non-violent crimes;
- Length of sentence: 2 years or under; Other: Community ties and job skills;
- Furlough Plan (resources, motivation, vocational, educational, disability, mental health needs, etc.);
- Length of Sentence: Over 2 years not allowed;
- Length of Sentence: The longer the time in jail, the more important some amount of time is spent in a CRC;
- Victims comments and location important;
- Length of sentence, 50% presumptive sentence;

12. Do you believe that the current classification system causes too few offenders to be eligible for placement in a CRC?

Other

- Certain aspects of the classification system seem to lend themselves to over-classification;

Central Office

- Possibly, system is currently under review to assess this question;

Community Corrections

- Classification system no, superintendents yes;
- Yes, decidedly, Superintendent must take unacceptable risk alone, No one will do it. Share the decision making;
- Yes, It appears that DOC staff are unwilling to take a risk, because of the fear of being held accountable for bad placements;

Institutions

- The last version of the classification system by Margaret Pugh would release all appropriate number of furloughs;
- In some cases inmates that could be successfully managed on furlough status are not furloughed due to an inability to get their custody reduced within the necessary time limits;

## Addendum B (cont.)

- No, expansion of numbers of furloughs will generate more community custody cases. Placement generates placements;
- No, I think it is appropriate;
- My major familiarity is with offenders coming from 6th Ave. However, I am aware of the statutes dictating scoring. Nevertheless, I believe the system of separating confined misdemeanants from restitution offenders is self limiting. These people ride the bus together, walk and talk together and frequent the same stores out on the street;

### 13. Should the Director of Institutions develop appropriate guidelines within existing regulations and policies and procedures to establish the departmental level of risk for placements?

#### Other

- In addition to the classification system?;
- Perhaps through refinement in existing classification system;

#### Central Office

- I question whether such guidelines can be developed that will not eliminate or restrict "categories" of offenders. Need to closely assess "individual" offenders and their status/needs;

#### Community Corrections

- Probably would be helpful to staff;
- Yes - isn't it already established?;
- Sounds reasonable;
- This should be a consideration;
- Sure, why not?;
- Yes, but classification must be objective, based on guidelines, and the responsibility placed on DOC as a whole rather than any one individual. Need central office staff to ask why an offender is not on furlough, rather than why an offender should be furloughed;

#### Institutions

- Doubt that "level of risk" can be currently specified objectively;
- I don't understand determining "level of risk". I do understand establishing guidelines, these are pretty well established in law, regulation and policy;
- No, an update of existing P&P's would be useful;
- Yes, and they should be strictly enforced;
- Yes! Any communication regarding criteria, or explanation of broad assessment (3 years) would be helpful;
- Undecided, is this necessary;
- Mission impossible. Would the community accept whatever level the department established?;
- Yes, then furloughs would be approved by superintendent with appeal to Director;

**Addendum B (cont.)**

**14. Please complete the following information for your institution. Any information which is not known should be so indicated.**

**How many designated as community custody?**

- Approx. 1300
- Approx. 23
- Approx. 50
- Approx. 50
- Approx. 12

**Average time to serve:**

- 10 days approx.
- 8-9 months
- 6 months
- < 6 months
- 3 months
- 6 months

**Range of time left to serve:**

- 2 years - 3 months
- 1 month - 1+ year
- 6 - 12 months
- 6 months
- 3 - 6 months

**Number applying for release:**

- Approx. 18 (of 50)
- Approx. 10 (of 12)
- Approx. 17 (of 23)
- 5%

**Time left to serve at application:**

- 6 months
- Average 6 months
- 6-7 months
- 1 year

**Number released on first application:**

- Approx. 12
- 8 Of 10
- 93% of 17 applied
- 90%

**Number not approved who appealed:**

- None
- 85% (of 17)
- 2%

**How many were approved upon appeal:**

- None
- 0
- 50% (Deputy Commissioner)
- 1%

**Average time between application and release:**

- 3 weeks;
- 30+ days
- 1 month
- 1 week
- 40-50 days

**Three factors leading to approval:**

- (1) nature of offense, (2) custody level, and (3) treatment complete;
- (1) treatment, (2) crime, and (3) time to serve
- (1) length of sentence, (2) offense, and (3) time served;
- (1) program completion, (2) institutional record, and (3) matrix score;
- (1) offense (2) time left to serve, and (3) prior release plan
- (1) tx. complete, (2) tx. goals at CRC, and (3) time left on sentence;

## Addendum B (cont.)

- (1) institutional record, and (2) minimum risk
- (1) TRD, (2) Prior record, and (3) disciplinary reports;

### Three factors leading to disapproval:

- (1) lack of treatment, (2) violent offense, and (3) length of furlough;
- (1) crime, (2) lack of treatment, and (3) institutional record;
- (1) offense, and (2) length of furlough;
- (1) non-compliance, (2) poor record, and (3) matrix score;
- (1) offense (2) time left to serve, and (3) prior release plan
- (1) nature of offense, (2) time left to serve, and (3) institutional record;
- (1) no treatment in jail, (2) refusal to do tx. at CRC, and (3) too much time left to serve;
- (1) TRD, (2) Prior record, and (3) disciplinary reports;

### Completion rate for those approved on first application:

- Approx. 90%
- 100%
- Approx. 95%
- 95% successful

### Completion rate for those approved on appeal:

- N/A
- 100%
- 100%
- 90%

### Three factors leading to termination from a CRC:

- (1) substance abuse;
- CRC rejection;
- (1) drug abuse, (2) unauthorized area, and (3) drinking;
- (1) technical violations;
- (1) dirty UA;
- (1) drug/alcohol, (2) in house rules, and (3) walk away;
- (1) drug use 70%, (2) follow CRC rules - 25%, and (3) walkaway - 5%;
- (1) failure to satisfy tx. requirements (50%) (2) Hot UA (25%) and (3) walkaway (25%);
- (1) no interest in working, (2) lack of compliance to CRC rules, and (3) contraband (booze/drugs);
- Dirty UA (1%), and (2) failure to report (1%);

## Miscellaneous Comments

### Central Office

- Based on review of furlough appeals, common factors leading to approval are non-violent crime/record and completion of appropriate programs. Factors leading to disapproval are failure to participate/complete treatment related to offense;

### Institutions

- Data requested is not tracked. We grant a variety of community custody

## Addendum B (cont.)

(specific to need) at this institution. We have limited our numbers based on current placement trends;

- However, recognition must be given to the type of facility and its mission . At 6th Ave. we receive court ordered reports, generally, as few as 4 or as many as 17 per day. Sentences generally run from 3-10 days to as long as 180 days (for misdemeanants) and 6 months to 1 year or more for felons. Generally 2/3 of these folks were eligible and expected CRC placement, pending available space,. Those not eligible were generally not successful at reclassification;

### 15. Should the ISSP program be used to supervise special furlough cases (i.e. violent offenders, untreated sex offenders, etc.)? Why?

#### Other

- Task Force on Alternative Sanctions & Sentencing Commission could consider;
- Don't know what ISSP program is;
- Yes, closer supervision will enable greater number of furloughs with more faith in the system;
- Yes, if those offenders would be eligible for ISSP supervision upon release. May require significant increase in ISSP officers;

#### Central Office

- Should have enhanced monitoring;
- Appropriate relationship between ISSP and Institutions could probably be developed;
- Not sure if most cost-effective way, but such offenders need higher surveillance than others who are out of CRC;
- The resource is there and it is presently under worked. Why not use it!;

#### Community Corrections

- Yes, if program staff is increased and adequate screening exists;
- If offender requires supervision beyond CRC, they shouldn't be furloughed;
- If the offenders are furloughed, they must be under intensive supervision to protect public. They shouldn't be under general supervision;
- Yes, it would lower risk to community;
- No, this should be done outside of field services;
- It would be nice, but unfortunately there is a manpower problem. If they need to be supervised that closely, then they should be in jail, not on furlough. Parolees and probationers need their time;
- Yes, assists in community protection perception;
- Yes, if you provide more POs. Its cheap and has a good track record;
- Yes, but should be applied statewide, Not Just Anchorage. It would require additional resources for community corrections, and the ISSP staff would have to have complete control to violate back to institution and override any decision to re-furlough if proposed;

Institutions

- No, lack of manpower;
- Only for those requiring supervision at that level;
- Yes, the idea is worth considering because of the risk posed by these offenders;
- Yes, for protection of the public;
- Yes, protection of the public;
- Yes, would reduce community risk; for 12 month or longer furloughs, use ISSP, for 3-6 months, if appropriate, a less restrictive supervision;
- The level of supervision currently provided at CRC's is totally inadequate for the types of offenders indicated. They require greater supervision;
- Yes, spot checks would put some teeth into program;
- Yes, community demands accountability;
- No, too expensive, cheaper to contract;
- Yes, protection of the public;
- No, I don't think we should have contract services - We should have fully staffed and trained DOC personnel at all CRC;
- If available in an appropriate location. To take a Igagik Inuit or Ketchikan fisherman and require Anchorage residence is increasing potential for failure;
- Yes, the offenders still need intense supervision;
- Yes, prison capacity;
- Yes, recidivism;

16. Should Community Residential Centers or residential drug programs be utilized for intermediate placement for probationers/parolees convicted of nonviolent technical violations with no new felony charges pending (yes/no)? Please explain.

Other

- Offenders must be in the drug programs or perhaps the programs should be a part of the residential living;
- Yes, if appropriate to case. These people should be incarcerated only after repeated failures;
- Yes, the more offenders who commit only technical violations (or simply fall off the wagon from time to time) we can keep out of institutions the better;

Central Office

- Appropriate if setting is structured and tx. plan exists;
- Half-way back can be effective and should be used to prevent filling hard beds needlessly.
- In many cases yes. Violent offenders with non-violent technical violation which represents clear escalation in risk would not be appropriate;
- It would save hard bed space and threat of new offenses would appear to be minimal;

Community Corrections

- They could be used as such;