

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672

6901 HOUSE JUDICIARY

Overview

Dept. of

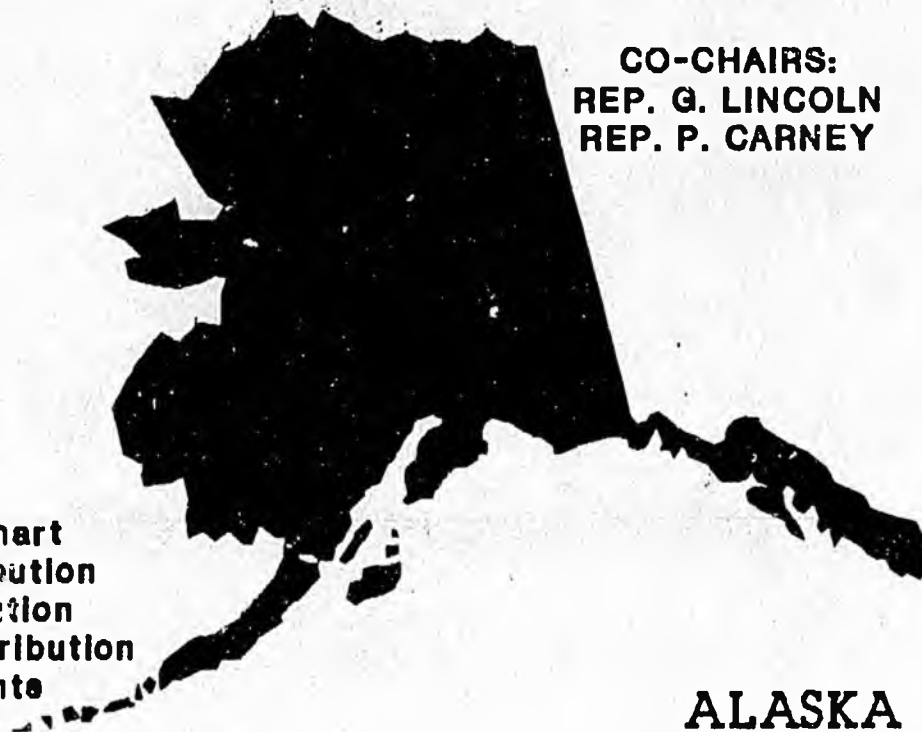
Corrections

STATE OF ALASKA
DEPARTMENT OF CORRECTIONS
OVERVIEW
HOUSE "HESS" COMMITTEE

CO-CHAIRS:
REP. G. LINCOLN
REP. P. CARNEY

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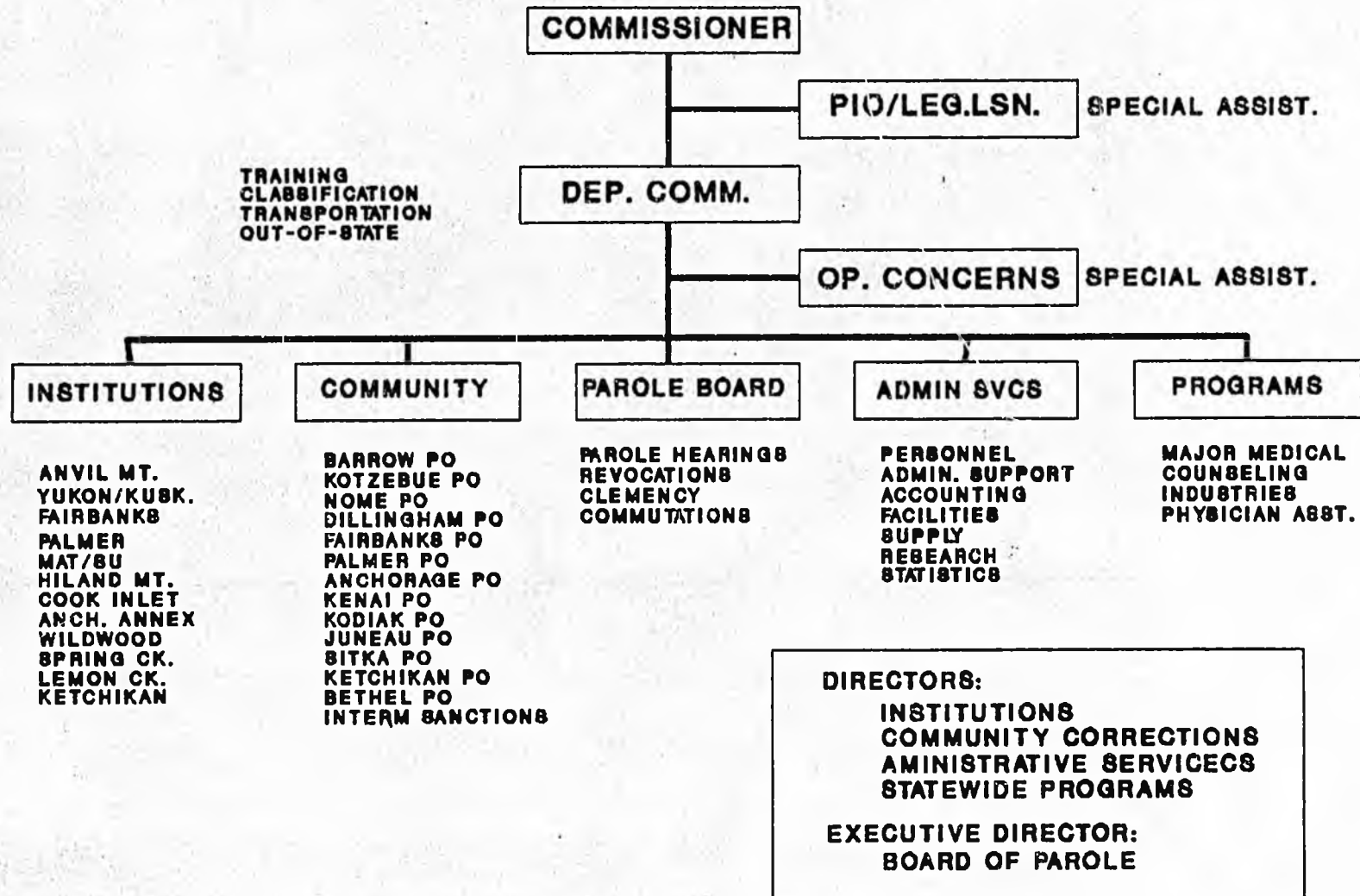


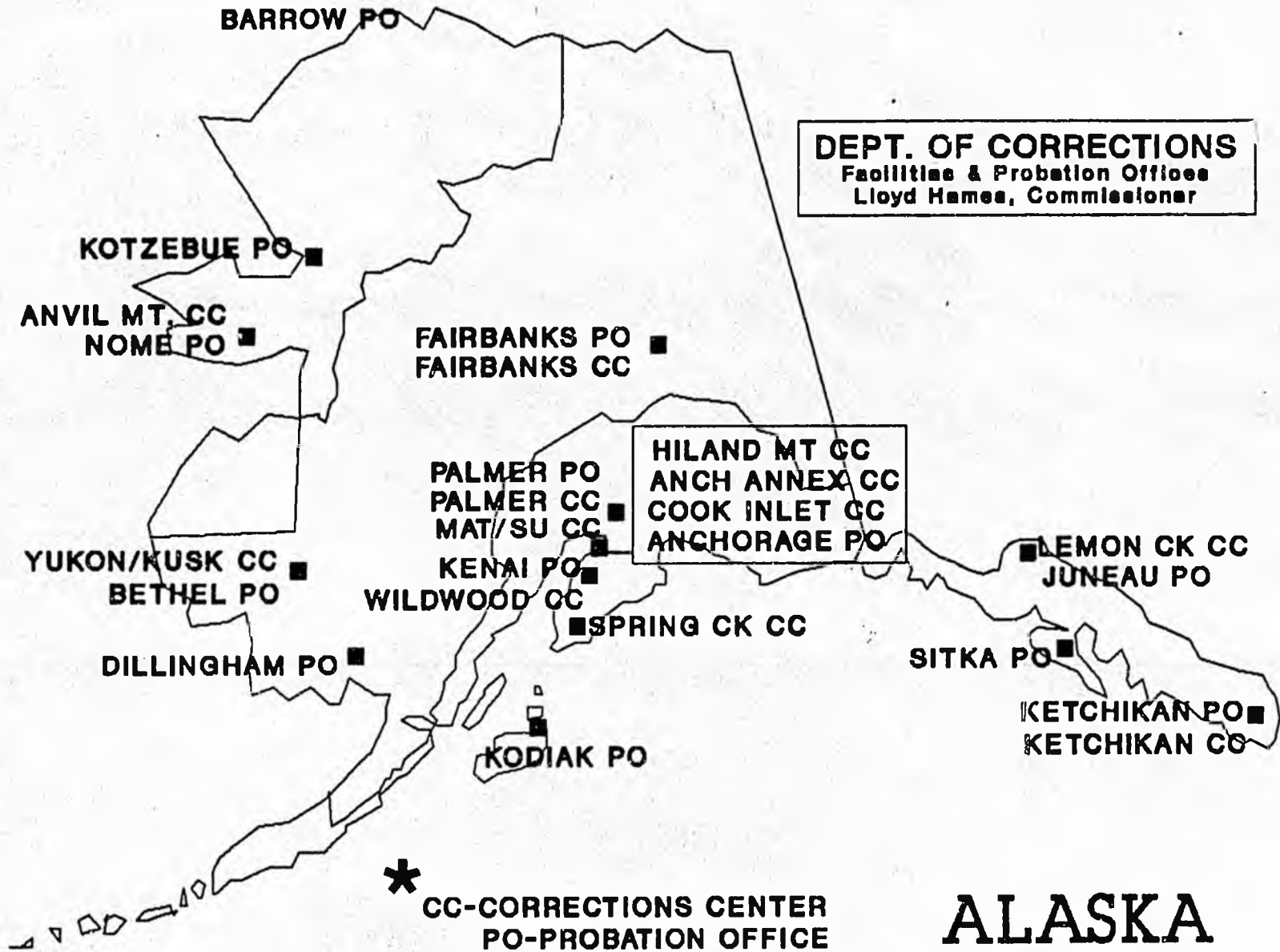
ALASKA

Lloyd Hames, Commissioner

DEPARTMENT OF CORRECTIONS

Functional Organization Chart





DEPT. OF CORRECTIONS
 Facilities & Probation Offices
 Lloyd Hames, Commissioner

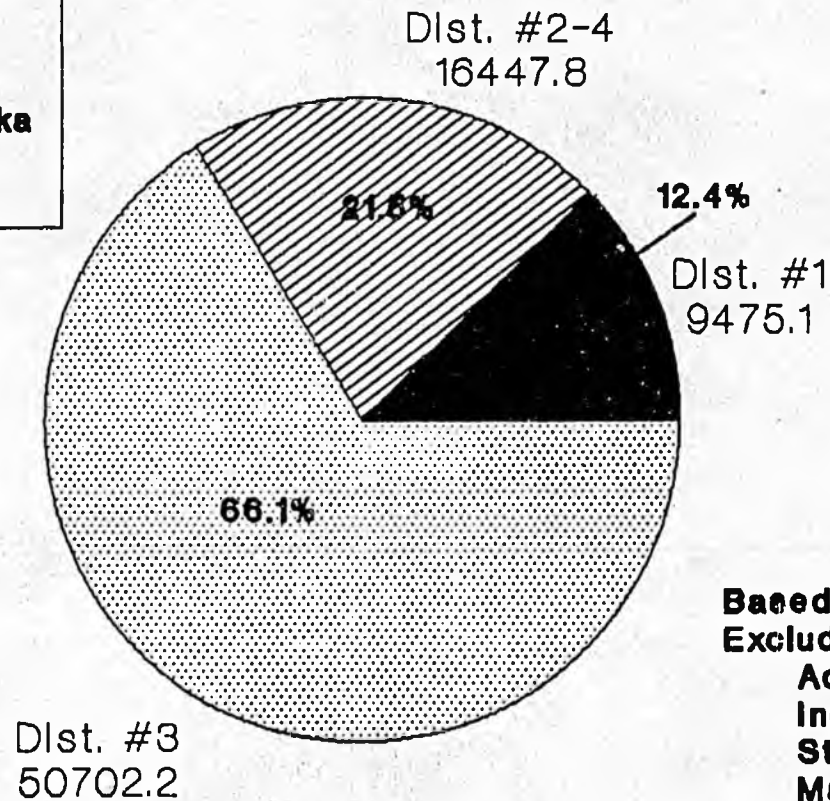
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ALASKA

BUDGET DISTRIBUTION

Judicial Districts

Dist. #1
Southeast Alaska
Dist. #2-4
Interior & Western Alaska
Dist. #3
South Central Alaska



Based on FY91 Authorized
Excludes:

- Admin. Support
- Industries
- Statewide Programs
- Major Medical
- Classification
- Transportation
- Training
- Out-of-State

In thousands

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Akhiok	0
Akiachak	2
Akiak	2
Akutan	1
Alakanuk	14
Aleknagik	1
Ambler	3
Anaktuvuk Pass	2
Anchorage	997
Anderson	2
Angoon	3
Aniak	5
Anvik	2
Arctic Village	0
Atkasook	2
Atmautlauk	1
Barrow	69
Beaver	1
Belkofski	0
Bethel	47
Big Lake	6
Brevig Mission	3
Buckland	1
Cantwell	1
Chevak	2
Chignik	1
Chignik Lake	1
Chitina	1
Chuathbaluk	1
Chugiak	12
Circle Hot Springs	1
Clarks Point	1
Clear	1
Cooper Landing	1
Copper Center	4
Cordova	7
Craig	7
Crooked Creek	2
Deering	0
Delta Junction	9
Dillingham	9
Diomedea	1

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Dot Lake	1
Douglas	0
Eagle	0
Eagle River	21
Eek	2
Eklutna	1
Ekwok	2
Elim	2
Emmonak	5
English Bay	3
Fairbanks	268
False Pass	1
Fort Yukon	4
Galena	3
Gambell	4
Girdwood	2
Glennallen	1
Golovin	2
Goodnews Bay	2
Grayling	1
Gulkana	0
Haines	0
Healy	2
Holy Cross	7
Hcmer	24
Hoonah	5
Hooper Bay	8
Houston	1
Huslia	3
Hydaburg	4
Iliamna	2
Juneau	105
Kake	4
Kaktovik	1
Kaltag	3
Karluk	1
Kasigluk	1
Kasilof	7
Kenai	35
Ketchikan	70
Kiana	3
King Cove	2

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Kipnuk	2
Kivalina	1
Klawock	2
Kobuk	2
Kodiak	41
Koliganek	2
Kongiganak	2
Kotlik	0
Kotzebue	20
Koyuk	4
Kwethluk	5
Kwigillingok	0
Larsen Bay	1
Levelock	0
Livengood	1
Lower Kalskag	2
Manokotak	0
Marshall	3
McCarthy	1
McGrath	2
Mekoryuk	4
Metlakatla	6
Minto	2
Mountain Village	4
Naknek	4
Napaskiak	1
Nenana	4
New Stuyahok	6
Nigeria	0
Nightmute	2
Nikishki	5
Nikolai	2
Nikolski	0
Ninilchik	0
Noatak	2
Nome	27
Nondalton	3
Noorvik	4
North Pole	38
Northway	3
Nuiqsut	6
Nulato	2

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Nunapitchuk	2
Old Harbor	0
Oscarville	1
Palmer	29
Paxson	1
Pelican	1
Perryville	2
Petersburg	7
Pilot Point	1
Pilot Station	2
Platinum	1
Point Hope	7
Point Lay	0
Port Lions	0
Quinhagak	1
Rampart	0
Ruby	0
Russian Mission	0
Saint George	1
Saint Marys	3
Saint Michael	3
Saint Paul	7
Sandpoint	1
Savoonga	2
Saxman	1
Scammon Bay	2
Selawik	1
Seldovia	0
Seward	8
Shageluk	1
Sheldon Point	4
Shishmaref	3
Shungnak	2
Sitka	30
Sleetmute	4
Soldotna	34
Stebbins	4
Sterling	6
Stevens Village	1
Stony River	3
Sutton	3
Takotna	0

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Talkeetna	2
Tanacross	0
Tanana	1
Teller	0
Tetlin	3
Thorne Bay	2
Togiak	5
Tok	1
Toksook Bay	1
Tuluksak	2
Tuntutuliak	3
Tununak	0
Twin Hills	1
Tyonek	1
Unalakleet	2
Unalaska/Dutch Harbor	13
Upper Kalskag	1
Valdez	5
Venetie	1
Wainwright	5
Wasilla	57
White Mountain	1
Whittier	1
Willow	8
Wiseman	0
Wrangell	5
Yakutat	2
Alabama	0
Arizona	3
Arkansas	2
California	24
Colorado	1
Florida	0
Georgia	0
Hawaii	0
Idaho	0
Kansas	1
Maine	0
Michigan	1
Minnesota	2
Mississippi	1

NUMBER OF ACTIVE INMATES BY RESIDENCE 12/31/90

Montana	0
Nevada	0
New Jersey	1
New York	3
North Carolina	2
Ohio	0
Oregon	6
Tennessee	1
Texas	0
Utah	1
Virginia	2
Washington	19

FY92 BUDGET DECREMENTS

DEPARTMENT OF CORRECTIONS

MANIILAQ

434.3

Manillaq is a contractual facility in Kotzebue, providing up to 12 beds for, generally, Alaskan Natives in Northwestern Alaska. The past 15 months, the average use has been approximately 5 beds. Before this, it was even lower. This translates into \$230/manday. It is a good program, but under utilized.

LEMON CREEK CC SEX OFFENDER TREATMENT

142.3

Two other sex offender treatment programs exist in the state. Review of this program indicated there were only 8 offenders in the program, seven of whom were of a custody level to be treated in a less secure setting. Eight participants translated to \$48.70/manday. This is beyond the cost of custody which is an additional \$88/manday. The Hiland Mt. Program, where these offenders will go costs approximately \$480,000 for 80, or 16.43/manday. Space is available to meet the sex offender treatment needs.

NEW START CENTERS

480.1

These programs are located in Anchorage, Fairbanks and Juneau. They provide support services to recently released offenders. The services provided are also available through other state services (Labor & H&SS), as well as Non-profit Corporations and community programs.

TRAVEL-CONTRACTUAL-VACANCIES

1500.0 (APPROX.)

TOTAL DECREMENTS 2600.0 (APPROX.)

This excludes potentially built-in shortfalls.

Corrections

1990 TRANSITION REPORT

October 1990



Produced by
Office of the Governor

MEMORANDUM

State of Alaska

DEPARTMENT OF CORRECTIONS

TO: The Honorable Steve Cowper
Governor
State of Alaska

DATE: August 20, 1990

TELEPHONE: 561-4426

FROM: Susan Humphrey-Barnett
Commissioner
Department of Corrections

SUBJECT: Transition Document

The Department of Corrections was created by Executive Order No. 55 in March 1984. Corrections was the last component of the criminal justice system to become a separate department. The growing complexity and expense of Corrections merit the departmental status.

The Department of Corrections is responsible for the supervision of adult offenders incarcerated in state correctional centers, community residential centers, restitution centers, and in the community on probation or parole.

The Department is organized on a geographical region basis. There are three Regional Directors who oversee the day-to-day operations in the Northern, Southcentral, and Southeast Regions. In addition, there are Directors who respectively oversee a Division of Statewide Programs and a Division of Administrative Services. The Division of Statewide Programs provides a wide range of programs and services to the inmate population--from basic medical services to sophisticated sex offender treatment programs. The Division of Administrative Services is responsible for budgeting, accounting, data management, personnel, facilities management, and research. More specific information about each Division can be found in the Department's Annual Report (Appendix A).

A Corrections' Master Plan was written in 1979. In 1987, after soliciting input from all correctional employees and reviewing the 1979 Master Plan, this administration drafted a five-year plan. Each fiscal year goals from the plan were targeted and progress on the goals was assessed at the end of the fiscal year. Attached is a copy of the accomplishments for fiscal years 88, 89, and 90, as well as the Departmental goals for FY 91 (Appendix B).

SHORT RANGE ISSUES

1. Overcrowding: This, of course, is both a short- and long-range issue. During the mid-1980's, Alaska's prison population grew at a net increase of 300 inmates per year. This caused extremely rapid growth within the Department. In calendar

year 1986 the growth rate was halved to a net increase of 150 inmates per year. In 1987 and 1988, the rate was halved again to a net increase of 75 inmates per year. This trend can be partially attributed to the change in the good time law and the short-lived decrease in Alaska's population. In calendar year 1989, the trend decisively reversed itself--doubling the net increase to 150 inmates per year. While the 1990 trend appears to be following 1989, the Department of Law issued a directive in February 1990 to limit use of jail space for pre-trial misdemeanants to only those offenders who would endanger public safety. This strategy may have some impact, however, a detailed analysis of the data has yet to be completed.

Since no new prison beds will be on line until the fall of 1991 (Palmer expansion), three possible courses of action have been identified if additional beds are needed this fall and/or winter. In order of priority, they are:

- A. Ask for a supplemental appropriation for additional staff at Wildwood Correctional Center in Kenai which will enable the Department to place 40 additional offenders there;
- B. Ask for a supplemental appropriation for additional community residential center or restitution center beds and place more offenders in the community; or
- C. Implement, through administrative order or through legislation, an emergency release mechanism.

2. Clery: This class action lawsuit, originally filed in 1981 by Alaska prisoners, challenged prison conditions, overcrowding, and the State's policy of housing certain inmates in federal prisons outside the State of Alaska. Part of the case was settled in 1983 and the rest was litigated in 1984. Over the past eighteen months, the Department of Corrections has been negotiating with the plaintiffs' attorney to reach a final settlement of the case. Key provisions of the settlement include:

- Recognition that prison overcrowding "may adversely affect correctional goals and management, including the health and safety of inmates and staff, rehabilitation and protection of the public."
- A two-tiered scheme for relieving overcrowding. Before the legislature has an opportunity to address the issue, the settlement calls on the state to inform the court of severe overcrowding and propose corrective action within

20 days of exceeding maximum capacity. For example, efforts to relieve overcrowding could, as discussed above, include a request for emergency funds to hire additional correctional officers at the Wildwood Correctional Center in Kenai, or expansion of the state's halfway house system.

An agreement to submit a bill to the legislature that in the event of an overcrowding emergency of at least 30 days, special discretionary parole could be granted to inmates presently not parole-eligible who have served at least half of their terms and who have been convicted of less serious crimes.

- Adoption of regulations to define maximum capacities of facilities, which address minimum sizes of cells and which prohibit the use of common areas for housing.
- An agreement concerning maximum and emergency capacities at the state's prisons. For example, the maximum capacity at the state's largest facility, Seward's Spring Creek Correctional Center, is 412 with an emergency capacity of 428.
- Construction of additional housing for women at Juneau's Lemon Creek Correctional Center, for an estimated cost of \$7 million. Three hundred thousand dollars for planning and design was included in the department's budget this year.
- Creation of a treatment unit for chronically mentally ill inmates at Anchorage's Cook Inlet Pre-Trial Facility. This year's budget includes \$189,000 to begin the facility and future operations are expected to cost about \$377,000 annually.
- Implementation of a post-secondary education program at four facilities in which inmates pay the cost of tuition and books; only administrative costs will be paid by the state. This provision was by express order of the court and is designed to teach inmates skills they can use when they leave prison.
- Expansion of safeguards in the area of inmate communication to better protect the public. For example, the Department will have the ability to read inmate-to-inmate mail and the mail of inmates identified as escape risks.

- A provision for the ability of the parties to return to court to seek changes to the agreement as circumstances within the prison system change.

This obligates the incoming administration to seek funding for the additional women's housing at Lemon Creek Correctional Center in Juneau and for full-year funding for a unit at Cook Inlet Pre-Trial Facility in Anchorage to house mentally disordered offenders. Furthermore, it obligates the Governor to submit an emergency overcrowding bill to the legislature.

3. Deferred Maintenance: The Department of Corrections owns or operates over one million square feet of space. Only the University of Alaska and the Department of Transportation and Public Facilities have more space. The replacement value of our buildings is approximately \$330,000,000. All facilities require annual maintenance to remain in good operational condition. As a building ages, the maintenance costs increase proportionally. By applying nationally recognized formulas that account for the building value and age, the annual cost of maintenance, repair, and renewal of facilities operated by the Department of Corrections is \$2,400,000. However, Corrections' renovation and repair budget has not exceeded \$1,000,000 for the past three years. The Department cannot keep abreast of facility deterioration with this amount of money even with extensive use of inmate labor in renovation and repair projects. The Department of Corrections has deferred maintenance needs totaling more than \$5,200,000.

4. Department Reorganization: Of all the departments in state government, the Department of Corrections has the smallest percentage of employees range 21 and above (see Appendix C). This is both a blessing and a curse. Because there are so few high level positions, the managers in the Department of Corrections cannot help but be involved and knowledgeable about their day-to-day operations. However, because there are too few higher level employees to manage complex, lengthy assignments, these types of projects cannot be completed in a timely manner. Examples of this can be seen in the rewrite of the classification system and the probation/parole time study. If the Department of Corrections is going to continue to be proactive instead of reactive, there is a need for three additional divisions: (1) a Division of Community Corrections; (2) a Division of Planning and Policy Development; and (3) a Division of Personnel and Staff Development.

The Division of Community Corrections is the most important of these since in many ways this is the future of Corrections. Intermediate sanctions will be used more and more in the future as

the reality of the enormous costs of "get tough on crime" strategies becomes evident.

Good planning is only as good as the research upon which it is based. The Department of Corrections, with only one research analyst, has only the most limited research capabilities. The Department's only recidivism data is a half-completed study from 1984. A Division of Planning and Policy Development would greatly enhance the Department's ability to operate in a proactive manner into the next century.

A Division of Personnel and Staff Development would spotlight some of the major goals of this administration--namely improved background investigations, improved employee training at all levels, and improved personnel management. Performance evaluations should be tied more closely to training to ensure that all employees receive enough training to perform their duties in an exemplary manner. Of course, this function also could be accommodated by establishing a separate office under the Division of Administrative Services.

5. Correctional & Probation Officer Job Classification Updates: On several occasions consultants advised us that the Correctional Officer and Probation Officer job classes need to be revised to more accurately reflect what employees do and to expand the career ladder. Job class analyses have been performed on both the Correctional Officer and Probation Officer series and have specific recommendations for changes. The cost of the proposed changes is currently being reviewed and will be included in the FY 92 budget, if necessary.

6. Separating Jails and Prisons: In many respects Alaska only had a jail system until the last twenty years or so. Long-term offenders were sent outside Alaska to the Federal Bureau of Prisons and many sentenced offenders in the state served their time in jails (facilities designed to hold unsentenced and short-term sentenced offenders). Only Palmer and Hiland Mountain Correctional Centers were designed to house sentenced offenders. As the prison population escalated rapidly over the two-decade period from 1970 to 1990, Corrections built a number of new facilities. Many of these were local jails which needed to be replaced but did little to address Corrections' growing need for prison space. This administration has emphasized the need to separate the functions as much as possible since it is not sound correctional practice to mix jail and prison populations and since money is saved by not offering as much programming in the jails. Currently the Department of Corrections has 1,150 jail beds for a jail population of approximately 750 and 1,370 prison beds for a prison population

of approximately 1,700. No more jails should be built or expanded until Alaska has enough prison beds. Palmer Correctional Center is in the expansion process now; when completed in the fall of 1991, there will be 66 prison beds added to the system. If additional funds are received, construction of a second housing module adding another 88 beds is necessary.

7. Training: The primary training goal for this fiscal year is to update the emergency preparedness training of key institutional staff. Hostage negotiators will be trained for each facility. Superintendents, Assistant Superintendents, and Correctional Officers III will receive emergency preparedness training this year and line staff will receive the training in succeeding fiscal years.

LONG-RANGE ISSUES

1. Overcrowding: The only real solutions to prison overcrowding will be found by Alaska's Sentencing Commission. Prison space must be viewed as a scarce resource and reserved for violent and repeat offenders. The Sentencing Commission is charged with the following responsibilities:

The purpose of the commission is to evaluate the effect of sentencing laws and practices on the criminal justice system, and to make recommendations for improving criminal sentencing practices. In doing so, the commission shall consider:

1. Statutes and court rules related to sentencing of criminal defendants;
2. Sentencing practices of the judiciary, including the use of benchmark sentences;
3. Alternatives to traditional forms of incarceration;
4. The use of parole and probation in sentencing criminal defendants;
5. The adequacy, availability, and effectiveness of treatment and rehabilitation programs;
6. Crime rates, including the rate of violent crime, in this state compared to other states;

7. Incarceration rates in this state compared to other states; and

8. The projected financial effect of changes in sentencing laws and practices.

2. Crime Control: Many studies have attempted to find a correlation between incarceration rates and crime control, but none has been found. It appears the only true crime control strategies are those which reduce child abuse and neglect, combat poverty and discrimination, and ameliorate the effects of rapid cultural change. If the Sentencing Commission can find ways to curb the growth of the Department of Corrections, perhaps funds will be available for crime prevention.

3. Trend Toward Surveillance in Probation & Parole: The past five years have seen a gradual shift in the field of probation. Instead of focusing on rehabilitation and providing referrals to helping agencies, probation services have focused increasingly on surveillance and apprehension. The Rand Corporation has studied this trend and found a factual basis for it. Nonetheless, this change in focus requires careful and insightful management in order to serve the public and our employees safely and well.

4. Public Safety Jails: Should the Department of Corrections take over the management of these local jails? While it might be appropriate at some time in the future for Corrections to assume responsibility for these jails, it will not save money. In fact, a considerable amount of money will need to be spent in order to bring these jails up to national standards.

LEGISLATIVE ISSUES

1. Emergency overcrowding relief mechanism was discussed under Short Range Issues, No. 2, Cleary.

2. More legislation will be recommended by the Sentencing Commission as it makes decisions on sentencing issues and on alternatives to incarceration.

SHB:dlh
Attachments

FY 88 ACCOMPLISHMENTS

1. Obtaining the needed positions and a workable budget for the Department.
2. Cleary compliance progress.
3. Upgrading of the contractual process per the new Statewide Procurement Code.
4. Improved employee background check procedures.
5. Opening of Spring Creek Correctional Center; the success of the phase-in, the transition, the teamwork, and the use of outside resources.
6. The successful return of Alaska prisoners from the Federal Bureau of Prisons.
7. Opening of new beds at Palmer Correctional Center.
8. Security upgrade at Fairbanks Correctional Center.
9. Fire/life safety upgrades at Ketchikan Correctional Center.
10. Fewer problems found during institutional inspections.
11. - The start-up of the Intensive Supervision/Surveillance Program.
12. Improved relations with other State agencies, the Governor's office, and legislators.
13. Drafting of the Five-Year Plan.
14. Title 47 protocol.
15. Successful, if not profitable, slaughterhouse operation.
16. Alaska Police Standards Council legislation.
17. -Native hire progress.

(from 7/12-14/88 Directors' Meeting)

Review of Progress on FY89 Goals:

1. Goal: Complete classification update.

Margaret Pugh reported we are making progress. Janice Cole has drafted the regulations and policies and procedures for review. Buz Bainbridge will come to Juneau for a week of training. Buz and Janice, along with the Task Force, will develop training strategy. Training should occur soon in preparation for implementation by July 1. Margaret pointed out that if anyone has any questions or wants to add anything, there is still time to get these to her.

2. Goal: DWLS bill

See previous information (#3) in FY88 Disappointment section.

3. Goal: Fill all Juneau Central Office and Southcentral Regional Office positions by September 16, 1988.

All Juneau Central Office and Southcentral Regional Office positions were filled.

4. Goal: Twenty-year retirement proposal.

The twenty-year retirement proposal was attempted, but met with no success. The Chief Probation Officers are glad we went the extra mile in trying to accomplish this. This will be pursued again next session.

5. Goal: Training reorganization.

The Academy is slated to move out of Goose Bay and into Anchorage by June 1, 1989, if all goes well. The bids are out and several facilities have been viewed. Lyn will hire a Probation Officer III as a trainer to develop training standards for probation officers.

6. Goal: Resolve prisoner transportation issues.

The Department of Corrections and the Alaska State Troopers have met to rewrite the Memorandum of Agreement to accommodate actual practices. Corrections' employees may now be used as "second" officers on interstate moves. The process is unwieldy; DOC should continue to pursue legislative changes to administer all prisoner transports.

7. Goal: Accomplish full Cleary compliance.

Jana Varrati discussed accomplishments for the year, the most significant of which is recognition of the distinction between administrative and punitive segregation. New forms, logs and

tracking mechanisms have been established with good results; grievance procedures have been significantly improved; blanket housing waivers are no longer utilized; requests for legal research have been facilitated by new procedures. The quarterly Compliance meetings have been an excellent vehicle for problem identification and mutual problem solving. Compliance officers are an enthusiastic, intelligent and committed group performing a very difficult job and doing it well.

Problems in Compliance: Lack of consequences for those who fail to follow established procedures; continuing attitude that Compliance will go away, that lip service or doing the bare minimum (or less) will suffice. Staff will follow the direction, example and attitudes set by the Superintendents. Regional Directors and Superintendents must insist that procedures be followed, that paperwork is appropriately filled out before signing off on it. Failure to do so may, and probably will, result in even more litigation for the Department and more court orders.

8. Goal: Implement Correctional Officer and Probation Officer hiring and certification standards.

Frank Prewitt reported the Alaska Police Standards Council is looking at training standards. Comments are due to Mr. Prewitt by March 27. We are waiting for Department of Law to complete its review of the certification standards for Correctional Officers and Probation Officers.

9. Goal: Continue to seek alternatives to jail for Title 47's.

Walter Majoros reported that money has been included in Department of Health and Social Services' budget to address the problem.

10. Goal: Continue progress with Native/minority hire.

Susan Knighton reported we have reached 20% Native hire in the Correctional Officer series. The Governor has set up an EEO Advisory Council and Susan Knighton is a member.

11. Goal: Evaluate usefulness of probation risk/needs assessment.

The probation risk/needs assessment may need modification in its present form, but we cannot do away with it altogether. Ken Brown will go back to Chief Probation Officers and see how they want it modified.

12. Goal: Analyze existing institutional job opportunities and compare to number of sentenced inmates in each facility to determine where work opportunities need to be enhanced.

No progress. This is on hold until Spring Creek CC is at full capacity.

ADMINISTRATIVE SERVICES:

1. Goal: Conduct probation time study (obtain NIC technical assistance, if necessary).

The time study will take place in the fall to ensure that it covers parole activity.

2. Goal: Implement an employee recognition program.

Completed.

3. Goal: Develop employee assistance program for FY 90 implementation.

No money this year; however, the issue is still very important. Susan Knighton will have one of the personnel employees develop an implementation plan prior to the end of the fiscal year.

4. Goal: Review Departmental job classification to enhance career ladder.

The following job classes will be reviewed prior to July 1, 1989:

Unit Managers
Prisoner Transportation Officers
Education Associates
Superintendent I/II
Probation series
Assistant Superintendents (Completed; Division of Personnel recommended they stay at Range 18).

5. Goal: Improve and computerize fiscal management system.

Work has begun on the new fiscal management system, and it will be in place by July 1, 1989.

6. Goal: Balance racial and gender distribution of staff to include each institution and field office.

Imbalances exist at some job sites. Transfers must undergo the same scrutiny as do new hires in order to rectify this situation.

7. Goal: Standardize purchases of staff uniforms/equipment.

In progress; however, space is needed to store the uniforms.

8. Goal: Accomplish equipment needs assessment (Facilities Management).

Susan Knighton will check with Kathy Christy regarding clarification of the equipment needs assessment.

9. Goal: Implement OBSCIS inmate program participation and time accounting screens.

Program screens are still in test. Some changes have been put in, and there has been some collection of sex offender data. Walter Majoros stated that Marianne McNabb is looking

at evaluating the information. It is questionable whether the information on the screen is still seen as important. The Commissioner will work with Susan Knighton and Walter Majoros on this issue, as it is related to the final order in Cleary.

Susan Humphrey-Barnett asked about the time accounting screens; would it be implemented by July 1?

10. Goal: Modify data collection and analysis systems to reflect inmate security and custody levels.

Changes have been made and are being tested by the field at this time. Training will be done for implementation by July 1, 1989.

STATEWIDE PROGRAMS: Walter Majoros

General Statement

All issues are being worked on; however, few are completed. Two problem areas are:

- A. Excessive amount of time is involved in administering contracts. Some of these duties might need to be switched to some other area; and

- B. Too few resources to do both contract administration and program planning/monitoring.

Goals

1. Goal: Research/identify federal dollars for inmate programs.

Three areas are being looked at:

- a. Substance Abuse - a lot of information has been obtained regarding federal funds, but all funds are fully allocated at the moment.

The possibility of a milieu based-program for one of our long-term facilities is being researched along with bringing up someone from NIC or BJA to look at our system.

- b. Assisting the mentally ill including expanded services at CIPT and a halfway house program.

- c. Look at all areas of the education program.

2. Goal: Complete program needs assessment.

We have looked at each program area and outlined objectives for the remainder of FY89 and FY90.

3. Goal: Continue to pursue accreditation of Industries.

Marianne McNabb has worked on this project. We are also attempting to make the employer in free ventures responsible for workers' compensation. We have to resubmit our application and revise the policy and procedure; Wally Roman will work on this when he comes on board. We need a free venture either on the drawing board or on line to obtain federal certification.

4. Goal: Revise community residential center and restitution center standards.

Now that we have Marianne McNabb on board as the Criminal Justice Planner, this project will be started, and Ken Brown has volunteered to help.

5. Goal: Enhance sex offender treatment program.

We have developed a statewide plan for sex offenders which is being implemented. We are currently waiting for Freeman-Longo's consultation report.

Major activities in the Statewide plan includes:

- a. Probation Officer training on regional basis, as well as providing training for new Probation Officers through the Probation Officer Academy.
 - b. Policy & Procedure revision to ensure that victim notification, law enforcement notification and DFYS notification occur on a consistent basis for all sex offenders being released from correctional facilities.
 - c. Review and modification of our treatment programs to increase statewide consistency.
6. Goal: Planning for expansion of mental health resources for inmates and probationers.

Expansion of a treatment program for mentally ill offenders at Cook Inlet Pre-Trial Facility and the possibility of a community residential center for the chronically mentally ill are both being pursued.

7. Goal: Develop statewide education curriculum.

We recently put out a bid for doing planning in the education program to develop:

- a. Mission Statement;
- b. Common definitions of ABE, GED, lifeskills, post secondary and vocational education;
- c. Common curriculum components and content; .
- d. Research and report on funding sources available, as well as which funding we should apply for; and
- e. Develop a framework for individual education plans. (Each institution would be responsible for developing its own education plan.)

These will be completed by end of this fiscal year.

8. Goal: Evaluate prison substance abuse program.

In progress; we are pursuing a technical assistance grant through NIC.

9. Goal: Adopt a mission statement for Alaska Correctional Industries.

A mission statement has been adopted.

NORTHERN REGION - Ken Brown

1. Goal: Industry for Fairbanks Correctional Center.

The industry for the Fairbanks Correctional Center has been identified as sewing. The building is ready for occupancy and equipment will be ordered. The PCN is available from Industries, and the PDQ has been completed and sent to the Department of Administration. It will take about two months before we can hire. Susan Knighton suggested that Ken Brown might want to start advertising and recruiting around Fairbanks since all recruitment is open now. As soon as the PDQ is approved, Ken will commence advertising.

2. Goal: Accreditation of Anvil Mountain Correctional Center.

Anvil Mountain CC has sent Ken Brown its self-evaluation. Anvil Mountain seems to be in pretty good shape to receive accreditation, although there might have to be some policy changes. Ken will inspect Anvil Mountain this summer.

SOUTHCENTRAL REGION - Allen Cooper

1. Goal: Begin construction of an Industries' and industrial arts building at Spring Creek Correctional Center.

The Commissioner and Kathy Christy met this week with the Department of Transportation; there is a funding problem right now. We are confident we will be able to do at least one building and part of the other.

2. Goal: Accreditation of Cook Inlet Pre-Trial Facility.

Cook Inlet Pre-Trial Facility has completed its self-evaluation. Allen Cooper will conduct a complete audit April 10 through 14, 1989.

3. Goal: Evaluation of Intensive Supervision/Surveillance Program.

The evaluation of the program was completed and sent to members of the Legislature in February 1989. We are looking at expanding the program into the probation model. Probationers will be reviewed by a team of individuals, a case

plan will be written and then the case will be supervised by ISP. If necessary, the probationer would either be revoked or referred back to the probation model.

SOUTHEAST REGION - Margaret Pugh

1. Goal: Explore replacement industry for bakery which closed at Lemon Creek Correctional Center.

Telemarketing could be slated for Lemon Creek CC; however, no decision has been made.

2. Goal: Develop and implement space utilization plan for Lemon Creek Correctional Center.

Jack Shetter, Security Consultant, will perform a security audit in April. Mr. Shetter's report will be used as a planning document for space utilization.

3. Goal: Asbestos abatement at Lemon Creek Correctional Center.

This project has been on-going for many months, and we have received the final survey from the contractor. Asbestos at Lemon Creek is primarily on pipes (not dangerous unless someone bumps up against it), and the areas where asbestos is present have been posted. There have been staff-wide training to inform staff of the project and how to avoid the asbestos. \$15,000 has been set aside for the project and equipment. The list of necessary equipment is in Ted Kinney's office; once approved the equipment will be purchased and abatement can begin.

4. Goal: Construction of maintenance shop and administration areas at Ketchikan and Juneau Correctional Centers.

After much discussion, the plan is to use inmate labor and stick construction. The RFP will be issued soon for architectural and engineering plans. Site work is being done, and Officer Antrim will be leading the inmate crews. Ketchikan administrative space will be completed first, then Juneau, then back to Ketchikan for shop space.

5. Goal: Increase medical coverage at Ketchikan Correctional Center.

At the present time we do not have nursing coverage at Ketchikan CC, but the request for a permanent, full-time nurse is awaiting approval of OMB. Creating new positions is a problem; we tried to go contractual, but there was no response.

9. Goal: Adopt a mission statement for Alaska Correctional Industries.

A mission statement has been adopted.

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3/30/90
UPDATED 7/16/90

PROGRESS REPORT

ON

DEPARTMENT OF CORRECTIONS' GOALS
July 1989 through November 1990

DEPARTMENTAL

1. Complete implementation of and training on revised regulations and policies and procedures regarding the classification of inmates.

The regulations and the policies and procedures are in final draft and awaiting review by the Department of Law.

2. Resolve prisoner transportation issues: (1) number of officers per institution; (2) special commissions; and (3) statutory authority to transport.

- The Task Force Report has been received and reviewed by the Commissioner and Deputy Commissioner. Implementation of approved recommendations has begun.

3. Continue to work toward final Cleary settlement.

Counsel for both parties have been meeting over the past eighteen months in an effort to negotiate an equitable settlement on issues which are on appeal, as well as those in the previous Partial Settlement Agreement. The draft Final Settlement Agreement is being reviewed by the inmate class at this time. Superior Court Judge Karen Hunt has scheduled a hearing on the approval of the proposed final settlement for September 21, 1990.

4. Implement Correctional Officer and Probation Officer hiring and certification standards with Alaska Police Standards Council.

The regulations have been approved by the Department of Law and will take effect in February 1991.

5. Progress with minority hire in job classes other than the Correctional Officer series.

The minority hire for Native males reached parity; no specific goals have been set for the Probation Officer series, but the Office of Equal Employment Opportunity did assist in a recruitment for the job series.

6. Analyze existing institutional job opportunities and compare to number of sentenced inmates in each facility to determine where work opportunities need to be enhanced.

This task has been assigned to Carl Nickel to review and implement.

7. Establish critical incident stress debriefing teams.

Critical Incident Stress Debriefing training has been received statewide. These trained staff have joined local training teams, except for Anchorage, which has formed its own team.

8. Revise Departmental Policies and Procedures, as needed.

The project is approximately 30.4% complete.

9. Complete statewide institutional security classification and bed count; update mission statements for each institution.

The work is substantially complete; completion is anticipated in September 1990.

10. Continue asbestos management at selected institutions.

A statewide asbestos management plan will be developed in FY 91.

11. Install new inmate telephone systems which enables the Department to restrict use and control abuse at all institutions, and an inmate telephone monitoring system at Spring Creek Correctional Center.

A request for bids was developed and a contract awarded to GCI to work install a collect call only telephone system. After Alaska Public Utilities Commission approval, a pilot test will begin at Fairbanks Correctional Center.

12. Investigate and, if appropriate, implement conversion to hearing officers for disciplinary committees.

A committee consisting of Margaret Pugh, Allen Cooper, and Mike Stark examined various systems for prisoner discipline. An institutional-based hearing officer model was selected. Changes in the regulations have been drafted. Policies and Procedures will be written and staff will be trained.

13. Implement inmate wage distribution revisions.

The revisions are in effect. The gate money savings requirement will be waived to all offenders with more than eight (8) years to serve.

14. Revise inmate property policy and procedure according to the Task Force's recommendations.

This policy is ready for Executive Committee review.

15. Research liability issues regarding stun gun usage in air transports; if appropriate, develop policy and procedure and schedule training.

A policy is now in effect which authorizes the SCRO Prisoner Transport Unit to carry and use an electronic restraint device (stun gun) while on duty.

16. Implement restrictions to inmate (outside) savings accounts.

Directors and Superintendents have been asked to give examples of actual problems associated with prisoners' private banking transactions or to express their thoughts on the potential threat outside accounts pose to security. John Bodick will research the degree to which private banking can be regulated and a policy will be developed.

17. Establish a Correctional Officer training position in each institution, and a Probation Officer training position in each region.

New positions were requested in the FY 91 operating budget, but were not approved. However, employees at each institution and one Probation Officer in each region has been given this assignment in addition to his/her other duties.

18. Develop a policy and procedure eliminating the ability of inmates to send computer disks and/or audio/video tapes through the mail and allowing purchases of disks from approved companies.

This goal has been expanded to include the consideration of not allowing inmates to possess personal computers. We received information about which inmates possess personal computers and are considering a policy which would not allow them. A task force, lead by the Director of Administrative Services, will develop guidelines for inmate use of Department-owned computers only.

19. Begin computerization of field Probation Offices.

The following purchases were made: three for Fairbanks; three for Juneau; one for Sitka; one for Ketchikan, and one for Dillingham.

20. Resolve the question of good time waiver.

This issue is currently before the Alaska Supreme Court.

21. Revise AIDS policy and procedure.

A group has been appointed to review and revise the current policy and procedure.

22. Standardize religious practices throughout institutions.

Chaplain Ensich is working with an advisory board to draft policies and procedures.

ADMINISTRATIVE SERVICES

1. Conduct Probation/Parole time study.

Bob Sylvester, a statistical technician, has been hired on a temporary basis to conduct this study; completion expected in mid-July.

2. Provide employee assistance program, if resources allow.

Funds were requested in the FY 90 budget; the increment was not funded. The Division of Labor Relations has expressed an interest in working with the Department on this issue and it will be pursued again in the next budget cycle.

3. Review Departmental job classifications to enhance career ladder (Education Associate, Unit Manager (CO IV), Correctional Counselor (Case Manager), Probation Officer series, Program Service Aides).

The following studies have been conducted: (1) Assistant Superintendent (contractual requirement); (2) Personnel series (contractual requirement); (3) Accounting series (required by Department of Administration); and (4) Superintendents (requested by Department of Corrections).

A task force has been established for the study of the Correctional Officer class series.

4. Complete computerization of fiscal management systems (specific attention to vacancy factor issue).

Consideration of the vacancy factor in determining personal costs is still being worked on; standardization of component reporting of fiscal matters has been 90% standardized, but there are several components which are being allowed to test their own progress this year. Program codes have been established and implemented.

5. Balance racial and gender distribution of staff to include each institution, field office, and administrative office.

The new Correctional Officer transfer policy and

procedure specifies that racial and gender distribution must always be a consideration.

6. Implement centralized distribution of Correctional Officer uniforms and equipment.

The Southcentral Regional Office will be the distribution point for uniforms and equipment. Remodeling will be done this summer to transform the previous large classroom into warehouse-type area.

7. Implement OBSCIS field probation changes and evaluate inmate program participation and time accounting screens.

The Probation offices were surveyed to determine what changes needed to be made to the screens and programs; the responses received were minimal.

STATEWIDE PROGRAMS

1. Design and implement post-secondary education program.

In cooperation with the University of Alaska, Anchorage, we have designed an Associate of Applied Science degree program in Business Computer Information Systems for sentenced prisoners. The program will initially be offered at the Palmer, Hiland, Wildwood, and Spring Creek Correctional Centers and will later be expanded to include the Northern and Southeast Regions. The program will include a combination of distance, interactive, and on-site instruction. We expect to have the program operational in the Fall of 1990.

2. Review reclassification of Psychological Counselors to Mental Health Clinicians.

The reclassification has been accomplished in all cases but one for vacant positions and situations where the incumbents meet the minimum qualifications for the Mental Health Clinician series. In those cases where existing personnel do not meet the Clinician qualifications, the positions will be reclassified once they become vacant.

3. Resolve co-supervision issues through policy and procedure.

The major program areas in question are Major Medical, Correctional Industries, Mental Health, and Education. Since the co-supervision arrangements are significantly different for each of these areas, it is not possible to develop a generic policy. We have developed a matrix that identifies all possible components of co-supervision. A policy has been drafted and Walter Majoros, Susan Knighton, and Margaret Pugh are working closely together on this issue.

4. Review community residential center and restitution center standards.

Several drafts have been reviewed and revised by departmental staff, as well as with the existing CRC staff. Final standards should be completed by the Fall.

5. Develop a statement of standards for the Department's sex offender treatment program.

The standards are complete for the institutional programs; additional work is being performed for the community corrections standards.

6. Develop a resource manual and provide statewide training to institution and field Probation Officers regarding effective management of sex offenders.

The training manual has been completed and distributed to Probation Officers. Training sessions were held in all three regions.

7. Evaluate institutional substance abuse programs.

Through the Bureau of Justice Assistance, Dr. Lloyd Rupp conducted an invited review of our substance abuse treatment program which included six institutional visits, and meetings with various institutional, administrative, and program personnel. Based upon Dr. Rupp's report, a statewide plan will be developed during FY 91.

Major Medical

1. Begin accreditation process for Major Medical.

A representative from NCCHC visited in January 1990 to provide information on the accreditation process to Department personnel. The next steps are to determine which facilities are ready for the formal review process and to file the application. We hope that NCCHC can conduct review of the chosen facilities as early as this Fall.

2. Develop a medical hold system for inmates whose medical condition precludes movement to another facility.

This will be incorporated into OBSCIS. A flow chart has been developed and a committee formed to draft language changes for pertinent departmental policies relating to inmate transfers and medical/mental health.

3. Strengthen the review process for out-of-facility medical referrals.

All out-of-facility referrals must have the prior approval of the Health Care Operations Officer. In addition, all non-emergency surgery referrals must now go before the Medical Review Panel for approval, and the health care referral form will be modified to show whether treatment recommendations are essential or elective.

Correctional Industries

1. Implement sewing industry at Fairbanks Correctional Center.

The Production Manager has been hired and trained; equipment has been purchased and installed; and eight inmates are currently employed to produce sheets and other flat goods. The sewing industry is in operation.

2. Prepare for move of furniture industry from Wildwood to Spring Creek Correctional Center.

The physical space for the furniture industry at Spring

Creek is expected to be completed this Spring. We are now in the process of ordering new equipment and advertising for the two new Production Manager positions. The new Production Managers should be hired by May, with the actual physical move taking place late Summer or early Fall, 1990. A Production Manager who previously ran a prison industries program in Idaho has been hired at Spring Creek.

3. Identify a new industry for Wildwood Correctional Center.

An "office panels industry" has been identified, recommended by the Industries' Commission, and approved by the Commissioner. Implementation of this operation will occur in conjunction with the establishment of the furniture plant at Spring Creek Correctional Center.

4. Develop a yearly business plan for each industry.

We have received approval from the Bureau of Justice Assistance for a trainer to provide technical assistance to Production Managers in developing business plans. This should take place in the fall or winter of 1990.

Mentally Disordered Offenders

1. Establish a mental health unit/mod at Cook Inlet Pre-Trial Facility.

Significant progress has been made toward developing a specialized living/treatment unit at CIPT for chronically mentally ill offenders who cannot function adequately in open population. A proposal has been developed that describes services, eligibility criteria, and desired staff patterns. Funding for five Psychological Nurses and five Psychological Nurse Aides is included in the Governors FY 91 budget. The legislature appropriated six months funding; work is under way now to have the program implemented shortly after the first of the year.

2. Develop a data system for tracking mentally disordered inmates.

There is both a short-range and a long-range plan in this area. In the short-term, we are cross-checking our

inmate census against Alaska Psychiatric Institute (API) records. An initial review has indicated that 25% of our inmate population has also had contact with API. In the long-term, we are working on developing a microcomputer data base for mentally ill offenders that would be used by Mental Health Clinicians and possibly medical personnel. The data base has been designed and includes information on diagnosis, medication, treatment history, etc. Our Research Unit will need to contract out for the completion of the computer program.

TRAINING CENTER

1. Train Probation Officers in sex offender dynamics and treatment.

A three-day training session for Probation Officers has been organized and delivered through the Division of Statewide Programs. Two sessions in Anchorage, one session in Fairbanks, and one session in Juneau have been conducted.

2. Implement first- and second-year training academies for support staff.

Several training sessions have been delivered in all regions throughout the State.

3. Train management and line staff at the Southcentral Region Probation Office in communication, supervision, and team building.

Various training sessions have been conducted for the Anchorage field office as well as for other Southcentral Probation staff.

4. Implement intensive drug identification, search and seizure, chain of evidence, and drug physiology training for Probation Officers statewide.

This training has been delivered in Anchorage, Ketchikan, Fairbanks, Nome, Juneau, Bethel, and Kenai.

5. Begin implementation of hostage negotiation training.

This training will be scheduled during FY 91 and will be referred to as Emergency Preparedness Training.

6. Train trainers for certification under the Alaska Police Standards Council.

This 40-hour course was held November 13 through 17, 1989 and included forty-two departmental employees to make them eligible trainers per Alaska Police Standards Council requirements. This training will be continued throughout the year.

7. Offer specialized training such as gang-related activities, anti-social personalities, etc.

Gang-related activities training for Probation Officers took place September 21 and 22, 1989; anti-social personalities training was held August 30, 1989 in Anchorage.

8. Implement field training manuals for institutions and field probation offices.

The Correctional Officer Training Manual is ready for its second review by the Directors. The Institutional Probation Officer Training Manual is being technically written at this time. The Field Probation Officer Training Manual is being written in sections. All manuals will be completed by August.

9. Offer management/supervisory training for Corrections' middle and upper management staff.

LETRA Management Training was held at the September 1989 and June 1990 Statewide Meetings and also at the June Assistant Superintendents' Meeting. Other training this year will be held in Bethel, Anchorage, Fairbanks, Juneau, and Ketchikan.

10. Offer on-going training in use of force continuum, crisis intervention, mandt, cubiton, PR-24, and firearms.

Crisis Intervention training has been offered as the second year support staff training, as well as at each basic Academy, and upon request of the institutions.

Mandt trainers were trained and institutions are implementing on-site training for staff. Additionally, Mandt will be offered rotationally through the Training Center. PR-24 and Persuader Baton will be offered upon request. Training in the Persuader Baton has been conducted. Fairbanks Correctional Center has asked for Persuader Baton and it will be scheduled when overtime allows them that opportunity. The Basic Academy teaches force continuum and the force continuum is reemphasized at each Mandt, PR-24, Persuader Baton, and firearms training session.

11. Relocate Training Center to separate quarters in the Anchorage area.

The Training Center has been relocated to 800 A Street and is settling in at this time.

NORTHERN REGION

1. Achieve American Correctional Association accreditation for Anvil Mountain Correctional Center.

Anvil Mountain received ACA accreditation in June 1990 with 97.9% compliance.

2. Contract for UA testing of Fairbanks probationers.

The contract for UA testing has been awarded; actual testing is to commence March 1, 1990.

3. Reduce and maintain count at or below operational capacity at Fairbanks Correctional Center.

We have not been able to reduce and/or maintain the count at or below operational capacity.

4. Complete security upgrade Yukon-Kuskokwim Correctional Center.

The primary security upgrades at Yukon-Kuskokwim Correctional Center have been completed.

5. Upgrade Fairbanks Correctional Center's kitchen equipment.

There is no money in the Fairbanks Correctional Center budget for the kitchen equipment upgrade.

SOUTHCENTRAL REGION

1. Construct Alaska Correctional Industries building and Industrial Arts building at Spring Creek Correctional Center.

Correctional Industries Building is scheduled for contract completion in July 1990. Corrections will complete the wiring and painting of the structure.

2. Evaluate the need for a separate kitchen at Wildwood Pre-Trial Facility and obtain funds for construction.

The evaluation has been completed and, although there are insufficient funds to complete a separate kitchen for the Pre-Trial Facility at this time, this remains a priority for this Region.

3. Renovate kitchen at Palmer (minimum) Correctional Center.

Renovation of the Palmer (minimum) Correctional Center has been completed and is presently on-line with the exception of the freezer and cooler installation.

4. Continue Palmer (minimum) Correctional Center renovation and expansion.

The design phase of the housing units is underway.

5. Complete security upgrade of Spring Creek Correctional Center reception/administrative areas.

There currently are no funds available for this upgrade; however, this remains a priority for this Region.

6. Complete security upgrade of Hiland Mountain/Meadow Creek Correctional Centers.

The security upgrade schematics have been completed and there is a budget request of \$2.0 for project completion.

UPDATE: Funding was not received.

7. Establish an emergency response team for Spring Creek Correctional Center.

Spring Creek staff is in the process of putting together a comprehensive plan which will include CERT and Emergency Preparedness training and in coordination with the Alaska State Troopers by the Fall of 1990.

8. Establish a telephone monitoring system for Spring Creek Correctional Center.

The bidding process is underway for the telephone monitoring system for Spring Creek. The progress is being supervised by Telecommunications and, depending upon equipment availability, the project should be on line by July 1990.

9. Achieve American Correctional Association accreditation of Cook Inlet Pre-Trial Facility.

American Correctional Association auditors conducted an audit of the Cook Inlet Pre-Trial Facility in July 1989. A certificate of accreditation was awarded to the facility as a result of their audit on August 24, 1989.

SOUTHEAST REGION

1. Construct maintenance shop and administration areas at Ketchikan and Lemon Creek Correctional Centers.

Ketchikan Correctional Center's administration building is completed and occupied; rocks are currently being removed for the maintenance shop.

Lemon Creek Correctional Center's administration building is 90% complete; occupancy anticipated in July.

3. Complete security audit at Lemon Creek Correctional Center and develop security plan as appropriate.

Security Consultant Jack Shetter performed a security audit and issued a report which identifies the deficiencies. The report will be evaluated and prioritized and changes will be made as the budget allows.

4. Accomplish security audit at Ketchikan Correctional Center and develop security plan as appropriate.

Security Consultant Jack Shetter performed a security audit and issued a report which identifies the deficiencies. The report will be evaluated and prioritized and changes will be made as the budget allows.

5. Cease incarceration of juveniles at Ketchikan Correctional Center.

The Department of Health & Social Services had selected a site upon which to locate a secure detention facility for juveniles and the facility was to be operational by July 1, 1990. However, the negotiations between the Department of Health and Social Services and the City of Ketchikan are not complete.

/dlh

DEPARTMENT OF CORRECTIONS'
FY 91 GOALS

DEPARTMENTAL

1. Upon adoption of the Department's regulations, implement the policies and procedures which pertain to the new inmate classification system.
2. Implement the approved sections of the Prisoner Transportation Task Force Report.
3. Continue to work toward settlement of the Cleary Final Settlement Agreement, and work toward substantial compliance with the FSA in order to allow the Court Monitor to withdraw.
4. Implement Correctional Officer and Probation Officer hiring and certification standards with Alaska Police Standards Council.
5. Increase the number of minorities in job classes other than Correctional Officers, and increase the use of internships to qualify minority applicants.
6. Analyze existing institutional job opportunities and compare to number of sentenced inmates in each facility to determine where work opportunities need to be enhanced.
7. Revise Departmental Policies and Procedures as needed.
8. Utilize the final statewide security classification and bed count report as a basis for defining data needs and incorporate into Departmental Policies and Procedures.
9. Develop a statewide asbestos management plan.
10. Install new inmate telephone system which enables the Department to restrict use and control abuse at all institutions and an inmate telephone monitoring system at Spring Creek Correctional Center.
11. Implement conversion to hearing officer model for prisoner disciplinary system.
12. Implement restrictions to inmate (outside) savings accounts.
13. Develop a Departmental Policy and Procedure on the use of personal computers by inmates.
14. Develop computer systems to meet Departmental needs for:
(a) Probation; (b) Division of Statewide Programs;
(c) Compliance; and (d) Pharmacy.

FY 91 GOALS
DEPARTMENT OF CORRECTIONS
PAGE 2

15. Develop long-range Departmental computerization plans.
16. Resolve the question of the good time waiver.
17. Revise Departmental AIDS Policy and Procedure.
18. Standardize religious practices throughout institutions.
19. Work with the Sentencing Commission to develop alternatives to incarceration.
20. Analyze the classification data; validate the classification system; and evaluate the use of Aims/Quay system.
21. Develop and implement a recycling plan; each Departmental newsletter should contain at least one article on environmental issues and be printed on recycled paper.
22. Develop a management plan for female offenders.
23. Develop a suicide prevention policy.
24. Determine the need for, and the parameters of, an investigatory unit within the Department.
25. Pursue a legislative appropriation for an information officer for the Department.
26. Continue implementation of the Probation Officer Safety Plan.
27. Seek funding for a Division of Planning & Policy Development.
28. Create a Division of Community Corrections.
29. Evaluate probation statutes and rewrite as necessary for submission to the Governor and the Legislature.
30. Evaluate the security classification and use results to analyze the staffing at institutions and request additional staff where needed.
31. Complete the Probation Officer Field Training Manual.

ADMINISTRATIVE SERVICES

1. Revise Departmental Policies and Procedures based upon the results of the probation time study.

2. Request funding for an employee assistance program.
3. Complete the review of the job classifications and implement, if possible.
4. Balance racial and gender distribution of staff to include each institution, field office, and administrative office.
5. Review current OBSCIS system and update where necessary.
6. Prioritize and complete needed research projects, especially the recidivism study.
7. Review and revise, if necessary, the following Departmental Policies and Procedures: purchasing; fiscal audits; contracting; employee substance abuse; and progressive discipline policy.
8. Implement the Correctional Officer recruit job class.
9. Expand support staff/services provided by the Division of Administrative Services.
10. Review the structure of the current Personnel Unit.
11. Obtain additional training in negotiations.

STATEWIDE PROGRAMS

1. Implement post-secondary education program in the Southcentral Region and plan expansion for the Northern and Southeast Regions.
2. Implement dual supervision policies for appropriate program areas.
3. Expand community corrections component of sex offender statement of standards.
4. Develop a statewide plan for institutional substance abuse programs based upon the evaluation performed by the Bureau of Justice Assistance.
5. Standardize reporting for all program areas and build an appropriate data base.
6. Pursue the possibility of lease/purchase of the buildings in

which community residential centers operate throughout the State.

7. Develop a statement of standards for education programs.
8. Establish a substance abuse coordinator position.
9. Add additional community residential center beds in Anchorage and Juneau and maximize use of all available beds.

Major Medical

1. Continue accreditation process for the medical component.
2. Develop and implement a plan for psychiatric services at all facilities.
3. Develop a plan to merge medical and mental health services.

Industries

1. Move furniture industry from Wildwood Correctional Center in Kenai to Spring Creek Correctional Center in Seward.
2. Implement the office panels industry at Wildwood Correctional Center.
3. Identify and develop an industry for Hiland Mountain/Meadow Creek Correctional Center.
4. Increase administrative support for Alaska Correctional Industries.
5. Begin to develop a long-range plan for Industries.

Mentally Disordered Offenders

1. Implement the mental health unit at Cook Inlet Pre-Trial Facility in Anchorage.
2. Implement the data system for tracking mentally disordered offenders.
3. Establish a community residential center for mentally disordered offenders.
4. Assess the adequacy of services to mentally ill offenders and develop a plan for any necessary enhancement.

TRAINING

1. Train institutional personnel in emergency preparedness.
2. Train selected personnel in cognitive development.
3. Enhance statewide training opportunities to Field Probation Officers.
4. Implement pre-hire academies.
5. Identify and establish full-time Training Officers in each institution and field office.
6. Implement field training manuals for institutional and field probation offices.
7. Complete second one-half of LETRA management training for Assistant Superintendents and Probation Officers III.
8. Continue to emphasize the use of force continuum in all Departmental training.
9. Emphasize training in use of force and firearms training for Probation Officers.

NORTHERN REGION

1. Evaluate the need for a jail reporting officer for Fairbanks Correctional Center and establish if necessary.
2. Evaluate the security analysis of Fairbanks Correctional Center, establish priorities, and implement changes as budget permits.
3. Upgrade the kitchen equipment at Fairbanks Correctional Center.
4. Request funding for the expansion of Fairbanks Correctional Center.
5. Pursue hiring a mental health clinician at Yukon-Kuskokwim Correctional Center.
6. Pursue the possibility of ACA accreditation at Yukon-Kuskokwim Correctional Center.

7. Monitor the significance of the sovereignty issue in the Northern Region.

SOUTHCENTRAL REGION

1. Obtain funds for a kitchen at Wildwood Pre-Trial Facility or explore robotic alternative.
2. Continue Palmer (minimum) Correctional Center renovation and expansion.
3. Complete security upgrade of Spring Creek Correctional Center's reception/administration area.
4. Provide appropriate training to the emergency response team at Spring Creek Correctional Center.
5. Complete security upgrade of Hiland Mountain/Meadow Creek Correctional Center as funding permits.
6. Move female offenders who are awaiting bed space at Meadow Creek Correctional Center or have been removed from Meadow Creek from Wildwood Pre-Trial Facility to Mat-Su Pre-Trial Facility.
7. Pursue ACA accreditation at Mat-Su Pre-Trial Facility and Wildwood Correctional Center.
8. Establish an Institutional Probation Officer for the furlough and restitution center caseload.

SOUTHEAST REGION

1. Construct a maintenance shop at Ketchikan Correctional Center.
2. Evaluate the security analysis of Lemon Creek Correctional Center, establish priorities, and implement changes as budget permits.
3. Continue work with Facilities Management toward design of the women's unit at Lemon Creek Correctional Center.
4. Request additional administrative support staff at Lemon Creek Correctional Center.
5. Conduct performance audit of Lemon Creek Correctional Center's

FY 91 GOALS
DEPARTMENT OF CORRECTIONS
PAGE 7

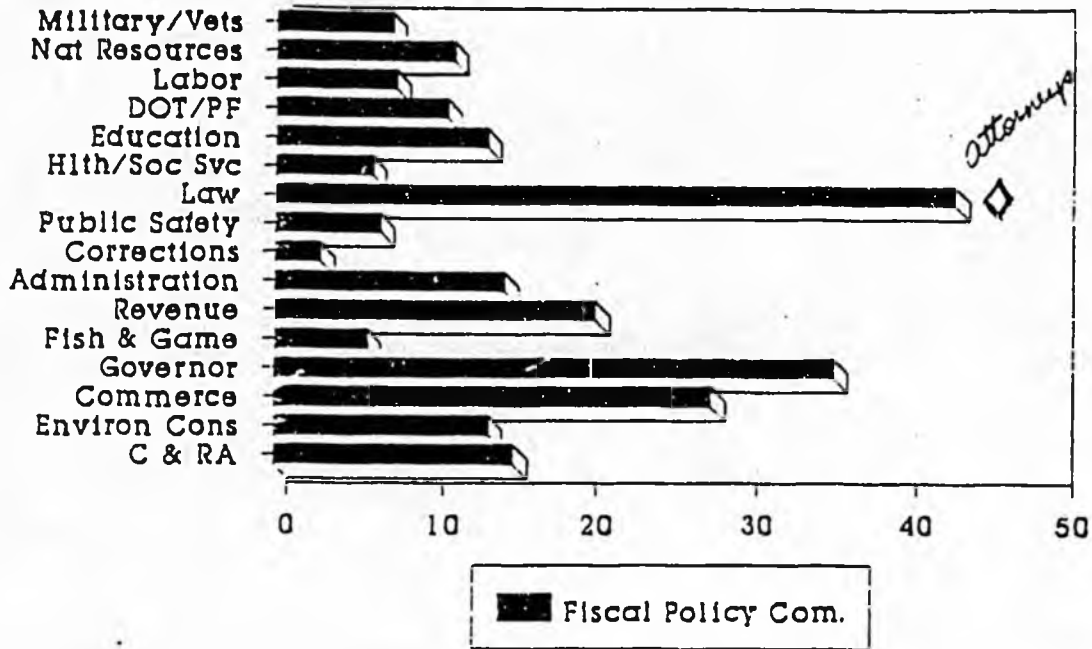
medical and mental health units.

6. Request funding for the expansion of Lemon Creek Correctional Center (sentenced areas).
7. Obtain adequate medical staffing for Ketchikan Correctional Center.

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DEPARTMENT STRUCTURE

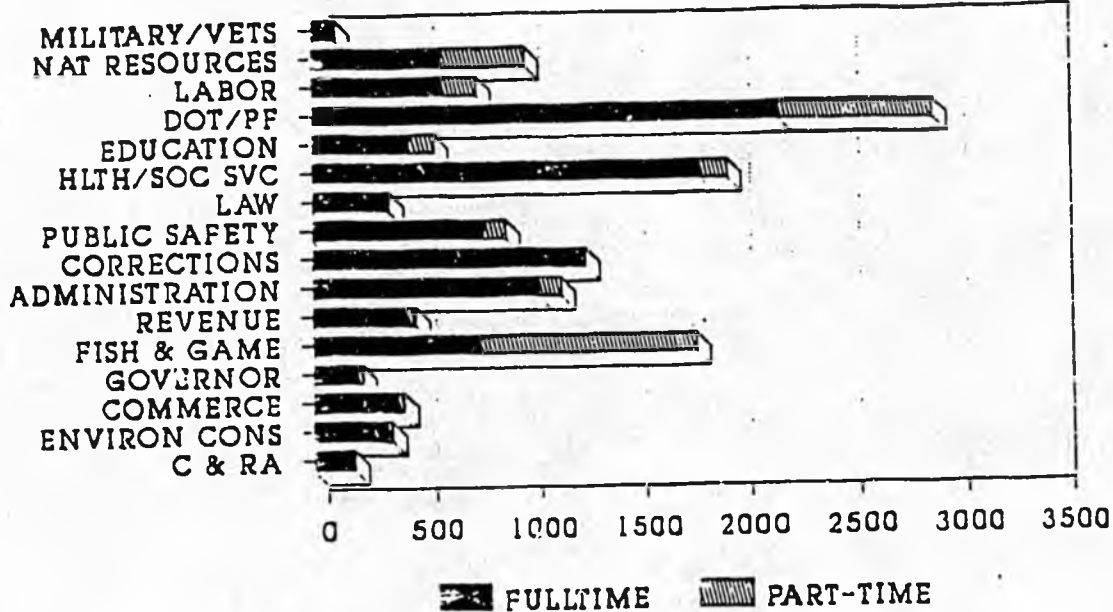
Positions RG 20 and Over



In percentages

DEPARTMENT	TOT	COMM	ASST	DPCOM	DIR	DPDIR	20+	TOT20	%
MILITARY/VETS	107	1	1	1	2	0	3	8	7.5
NAT RESOURCE	997	1	2	2	7	0	102	114	11.4
LABOR	769	1	3	1	5	7	43	60	7.9
DOT/PF	2917	1	2	5	14	1	297	320	11.0
EDUCATION	564	1	2	1	11	4	59	78	13.8
HLTH/SOC SVC	1960	1	3	2	11	11	94	122	6.2
LAW	359	1	0	1	2	1	151	156	43.5
PUBLIC SAFETY	900	1	1	1	7	7	44	61	6.8
CORRECTIONS	1288	1	2	1	6	1	28	39	3.0
ADMINISTRATION	1169	1	2	2	15	8	146	174	14.9
REVENUE	477	1	2	2	8	5	81	99	20.8
FISH & GAME	1806	1	3	2	8	7	86	107	5.9
GOVERNOR	227	1	3		9	6	62	81	35.7
COMMERCE	421	1	2	2	14	3	96	118	28.0
ENVIRON CONS	367	1	0	1	4	1	44	51	13.9
C & RA	187	1	0	1	3	5	19	29	15.5
	14515	16	28	25	126	67	1355	1617	15.4

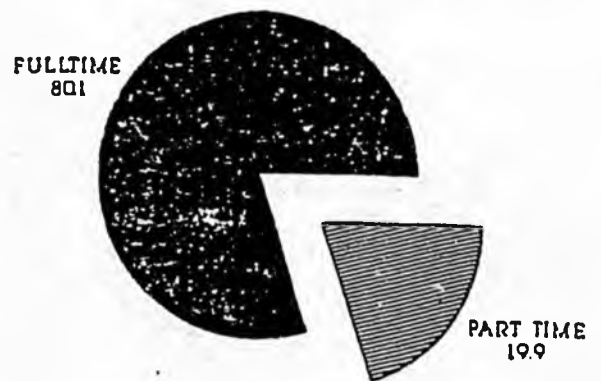
DEPARTMENTS POSITION DISTRIBUTION



part time includes non-permanent

DEPARTMENT	PFT	PPTNON-P	TOT
MILITARY/VETS	101	6	107
NAT RESOURCE	601	314	915
LABOR	605	164	769
DOT/PF	2195	722	2917
EDUCATION	451	109	560
HLTH/SOC SVC	1830	109	1939
LAW	349	6	355
PUBLIC SAFETY	799	71	870
CORRECTIONS	1286	2	1288
ADMINISTRATION	1057	86	1143
REVENUE	441	20	461
FISH & GAME	779	906	1685
GOVERNOR	207	5	212
COMMERCE	398	20	418
ENVIRON CONS	347	20	367
C & RA	184	3	187
TOTAL	11630	2563	14193

STATEWIDE % POSITION DISTRIBUTION



SEVENTEENTH REPORT TO THE
ALASKA STATE LEGISLATURE

ALASKA DEPARTMENT OF CORRECTIONS

PATTERNS OF GROWTH AND STAFF ANALYSIS

Lloyd F. Hames
Commissioner

J. Frank Prewitt, Jr.
Deputy Commissioner

Walter J. Hickel, Governor

Article I, Section 12 of the Alaska Constitution provides for a correctional system that is based on principles of public protection and the need for offender reformation. In simple terms, the mission of corrections has traditionally been achieved through isolating prisoners, supervising probationers and parolees and providing the resources for behavioral reform.

This mission is accomplished primarily through personal services and capital expenditures. But the number of employees and extent of facilities required to accomplish our mission is largely controlled by external forces. For corrections, the adequacy of a prison environment and its rehabilitation programs are largely defined by case law and legislation. Likewise, the degree of security necessary to afford reasonable public protection is controlled by national correctional standards and appellate court decisions.

The primary distinction between the Department of Corrections and other departments of State government is the difference between "necessary" and "beneficial" services. Much of the liberal/conservative debate revolves around the size and intrusion of government on private life through the provision and, at times, imposition of "benevolent" services. But corrections does not provide a mere beneficial service to the people of Alaska. The business of public protection is a vital and necessary State service that demands efficient management and adequate funding.

J. Frank Prewitt, Jr.
Deputy Commissioner

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Penal administration shall be based on the principle of reformation and upon the need for protecting the public.¹

Introduction

Under Alaska's constitution, the principles of reformation and the necessity of protecting the public constitute the touchstones of penal administration. The operation of the state penal system is dependent upon a properly staffed and functioning department which has, in addition to probation and parole functions, the responsibility for treatment, rehabilitation, and custody of incarcerated offenders.² The goals anticipated by these broad constitutional standards include

- ☛ rehabilitation of the offender into a noncriminal member of society
- ☛ isolation of the offender from society to prevent criminal conduct during the period of confinement
- ☛ deterrence of the offender after release from confinement or other treatment

The State Constitution and appellate court decisions do not imply that Penal administration of justice would be inexpensive. In fact, Alaska ranked second in the country, behind Washington, D.C., in the amount of state and local revenue consumed on justice systems.³ There are, however, many factors which drive the cost of criminal justice. For corrections, serious consideration must be given to the consequences of understaffing, inadequate training and idle time for prisoners.

¹ Constitution of Alaska, Art. I, § 12

² State v. Chaney, Sup. Ct. Op. No. 653, 477 P.2d 441 (1970)

³ Alaska Sentencing Commission, 1990 Annual Report to the Governor and the Alaska Legislature, December 1990, pg. 27.

Camp Hill

On October 25 and 26, 1989, the Pennsylvania Department of Corrections experienced an all-too-frequent occurrence in corrections: massive inmate riots at the State Correctional Institution at Camp Hill, Pennsylvania. Pennsylvania Department of Corrections lost complete control of its facilities. The takeover resulted in staff being held hostage, buildings burned, and millions of dollars in damage to real and personal property.⁴ This was a riot that could have been foreseen. Some of the foreseeable conditions related to management style and limitations of the physical plant. Others turned on agency policy and the discretionary decisions of people only peripherally related to the management of the institution. Still others were a result of budgeting and resource issues. But taken together, the following factors placed Camp Hill at risk in October, 1989:

- ★ Overcrowded facilities
- ★ Idle prisoners
- ★ Inadequate security
- ★ Lack of programs
- ★ Understaffing
- ★ Poor staff training
- ★ Substandard facilities

Since the Camp Hill incident, the Pennsylvania State Legislature has considered the construction of a new super-max facility that will have a prisoner to staff ratio of one-to-one. The new facility is expected to cost \$100,000 per bed to construct. One of the purposes of the new facility is to remove dangerous, assaultive prisoners from the general population and lock them down.

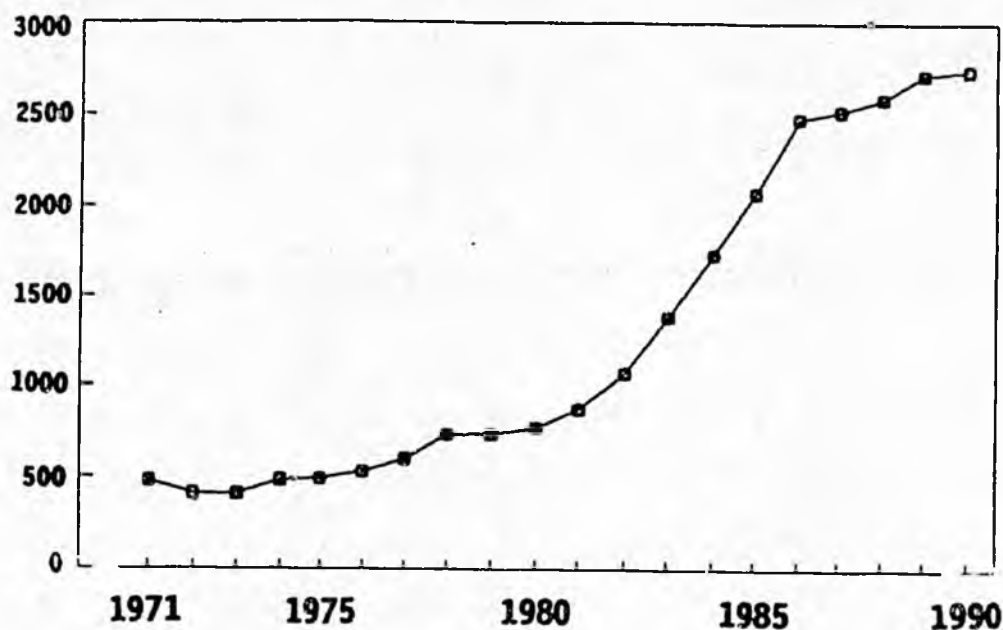


⁴ After Camp Hill: The Keys to Ending Crisis, Report by the Senate Judiciary Committee of Pennsylvania

Prison Population and its Relation to Population Growth

Alaska's adult prison population has more than tripled since 1980. For the years 1980-1988, Alaska had the largest per capita increase in prison population in the country (230% for prisoners with one year or more to serve).

GROWTH OF THE ALASKA PRISON POPULATION



This simply means that over the last ten years Alaska has incarcerated more of its citizens, for longer periods of time, than any other state in the union.

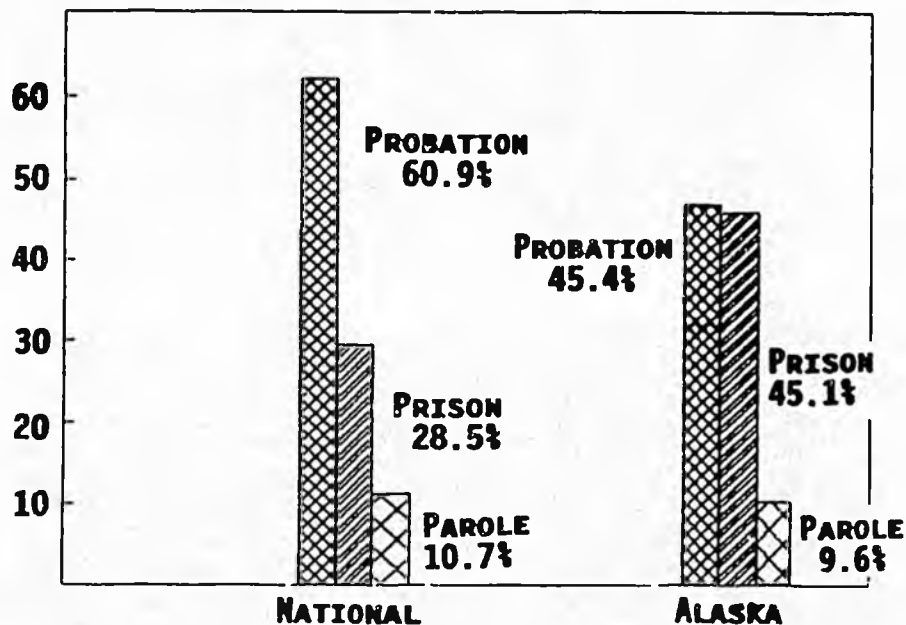
Currently Alaska is ranked 4th in the nation in the level of incarceration per 100,000 population.⁵ Over the last ten years, since the revision of the criminal code in 1980, Alaska has incarcerated more of its citizens per capita than any other state in the United States based upon our "get tough on crime" philosophy. Other factors affecting prison population growth include demographic changes in the state and the economy. In addition, changes in sentencing patterns increase the length of time served by each prisoner and reduce the availability of mechanisms for early release, such as good time credit and discretionary parole. Before 1980, most felons were eligible for discretionary parole. Prisoners serving presumptive sentences are not eligible for parole, thereby directly impacting the increased need for bedspace.

Note: Washington and Oregon were added only as sister states and not as comparable systems.

States	Rate
ALASKA	354
Delaware	374
Hawaii	139
Minnesota	68
Nebraska	136
New Mexico	179
Oregon	228
Rhode Island	138
Washington	134
National Average	260

Our "get tough on crime" philosophy has resulted in sentencing people to prison as often as probation. Based on national figures, we use incarceration almost 17% more than the national average.⁶

PERCENTAGES OF INDIVIDUALS ON PROBATION, IN PRISONS AND ON PAROLE (1/1/90)



⁵ National figures are taken from the National Institute for Justice Construction Bulletin, August 1990.

⁶ The Corrections Yearbook, Probation and Parole - 1990, Criminal Justice Institute, South Salem, New York

Alaska has the highest percentage of prisoners and the lowest percentage of probationers among comparative systems.⁷

States	Probationers	Prisoners	Parolees
ALASKA	45.4	45.1	9.6
Delaware	69.7	22.7	7.6
Hawaiï	53.6	30.8	15.6
Idaho	60.1	35.3	4.6
Minnesota	57.3	38.5	4.2
Nebraska	84.6	12.6	2.8
New Mexico	50.7	36.2	13.0
Oregon	66.4	20.3	11.3
Rhode Island	80.0	16.5	3.5
Washington	74.1	19.8	6.1
Wyoming	58.9	33.2	8.0

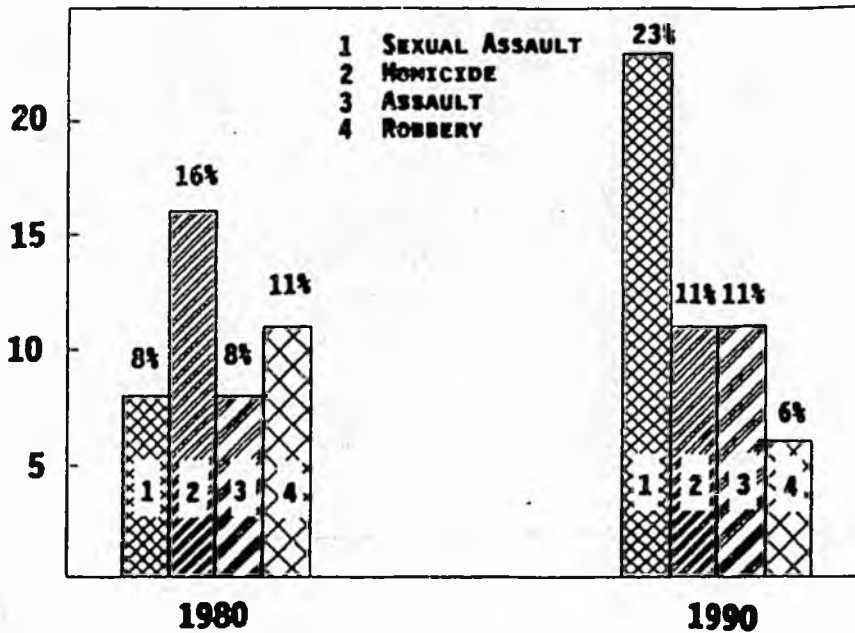
Oregon and Washington were added only as sister states and not as comparable systems.

Simply put, Alaska courts utilize probation as a sentencing alternative 20.3 percent less than elsewhere in the nation. Conversely, the court places individuals in prison an average of 19.3 percent more than other comparable systems. This uniquely Alaskan phenomenon, combined with our demographic diversity, has driven the proportionate cost of "doing corrections" to one of the highest in the nation.

⁷ The Corrections™ Yearbook. Probation and Parole - 1990. Criminal Justice Institute, South Salem, New York

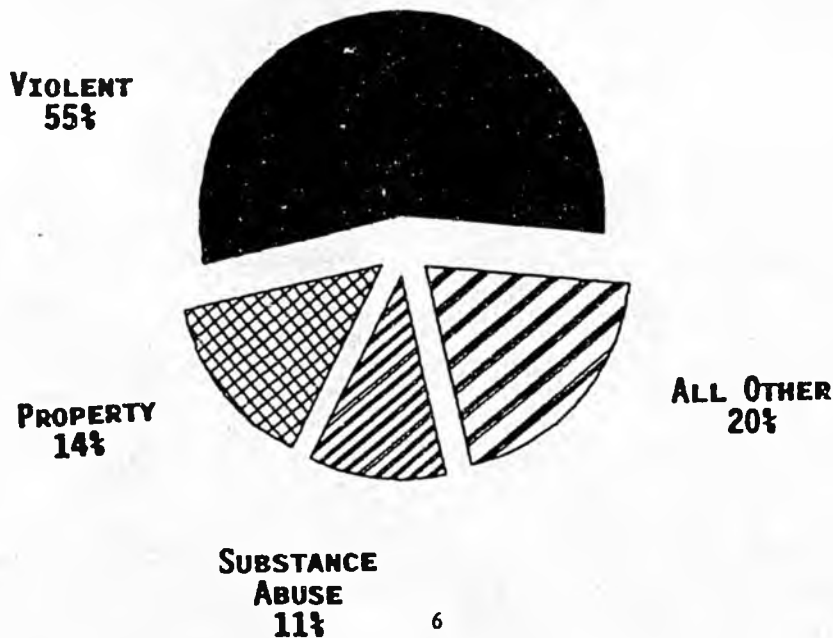
Types of Crimes

Part of the reason for our high level of incarceration is the type of crimes committed in Alaska. At the end of 1990, the Alaska Department of Corrections housed more than 2,700 prisoners, mostly felons. Approximately 23% of these prisoners were being held for sexual assault, 13% for probation or parole violations, 11% for murder or manslaughter, 11% for assault, 8% for burglary, and 6% for robbery.



PERCENTAGE OF PRISONERS FOR VIOLENT TYPE CRIMES

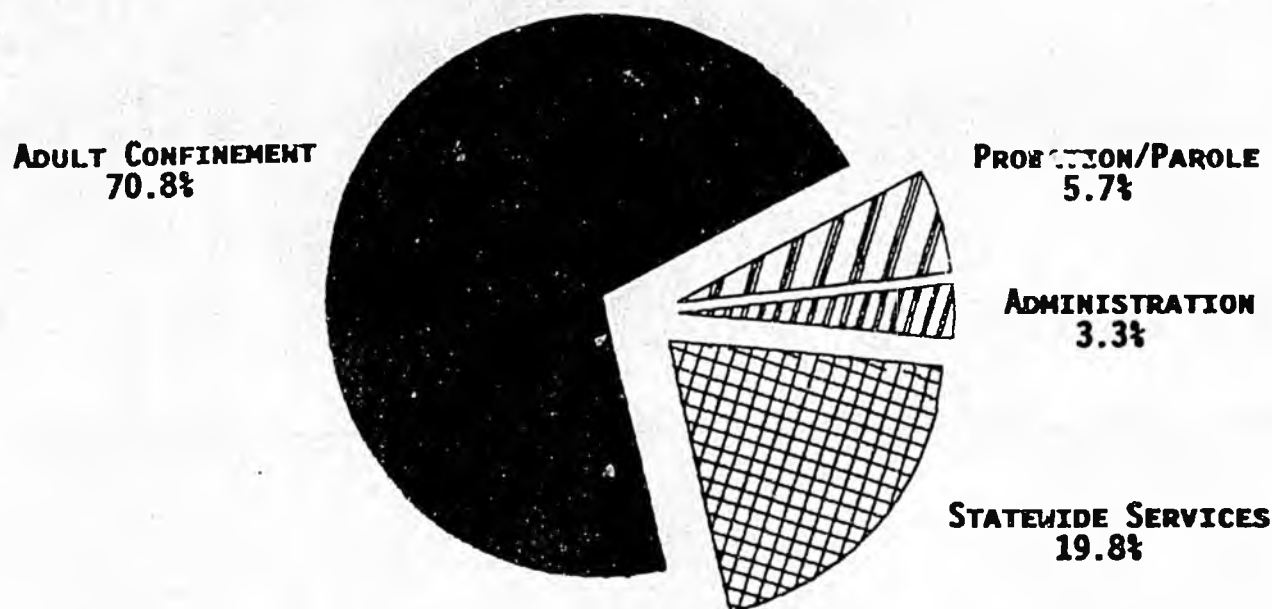
Violent prisoners accounted for 55% of the population. Theoretically, a revision in the State's sentencing practices could provide less costly alternatives for the 45% of non-violent prisoners who now occupy expensive institutional beds. These offenders represent an opportunity for private sector innovation and direct compensation to victims and the public.



Growth of the Corrections Budget

Logically, the Department of Corrections' operating budget has tracked the growth trends of its prison population. The Bureau of Justice Statistics confirms that spending for civil and criminal justice by federal, state and local governments has increased across the country -- particularly spending for corrections. Alaska is no exception.⁸

As noted in the graph below, the department's FY 90 budget of 98.7 is divided into four primary components and adult confinement consumes 71% of the whole.



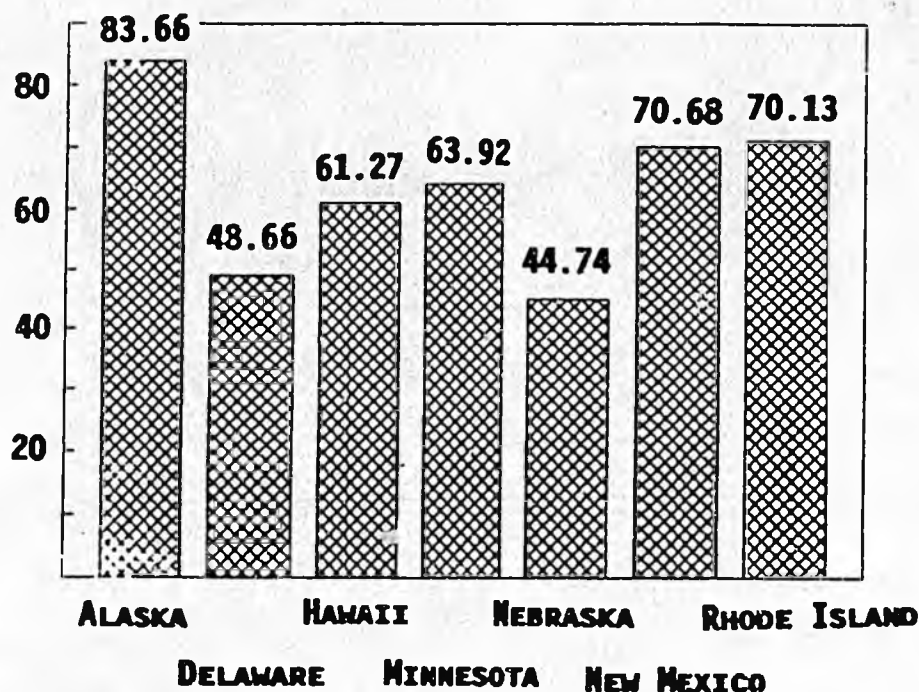
These beds cost the State roughly \$96.00 a day.⁹ Halfway houses cost half that amount, and probation/parole supervision merely \$4.26 per day.

⁸ Alaska Justice Forum, Volume 7 No. 2, pg. 3-4 (summer 1990)

⁹ This cost includes the cost of statewide services for major medical care, contract education and supplies, mental health and psychiatric care, chaplaincy and special rehabilitative program, all of which cost an average of \$10.31 per day per prisoner. Among the services offered by the Department of Corrections are substance abuse treatment, mental health services, sex offender treatment, various educational programs ranging from life skills to post-secondary courses, health care services and the opportunity to work in prison industries.

Comparable Systems - Manday Costs

So how does Alaska compare with similar state systems? Six states have similar inmate demographics. The chart below reflects the manday cost for institutional placements.¹⁰



One of the factors that drives the cost of "doing corrections" in Alaska to near triple digit per manday figures is the geographic location of its facilities and offices. In the Interior food costs are much higher than in the Anchorage metropolitan area (Anchorage food costs run approximately \$4.00 - 4.50 per manday).

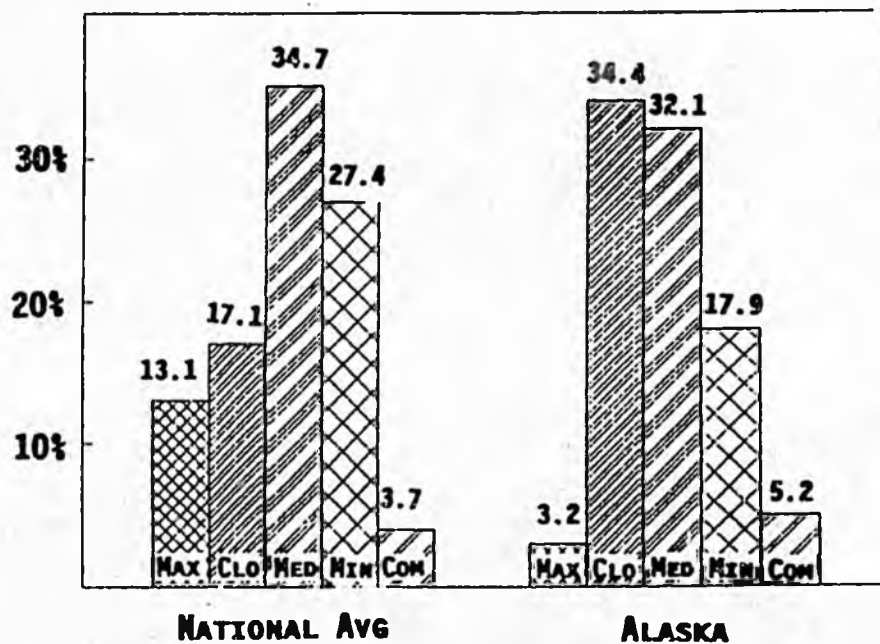
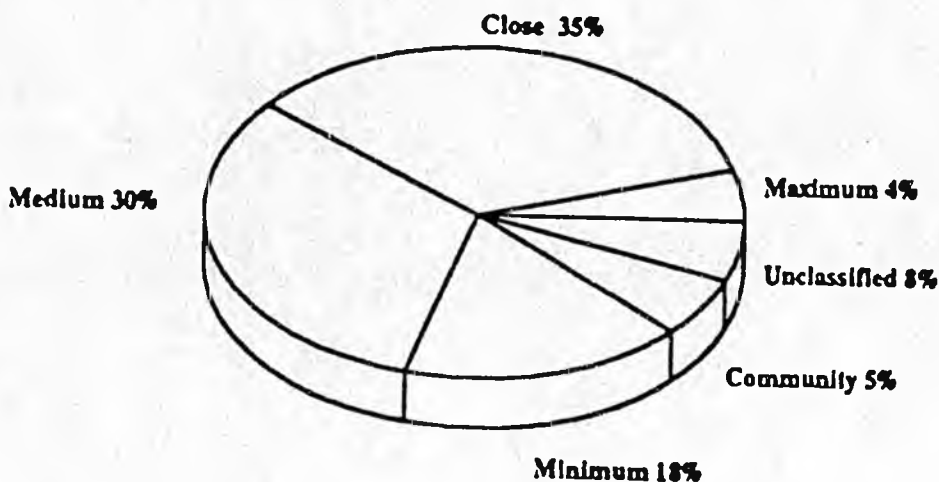
But the factor that plays the most significant role in Alaska's manday cost is the custody level of its prisoners.

¹⁰ The Corrections Yearbook, Adult Prisons and Jails - 1990, Criminal Justice Institute, South Salem, New York

Custody Classification

Unlike other states, Alaska facilities must detain and supervise all types of prisoners. This requires each facility to separate prisoners into a large number of groupings, as well as house custody categories from minimum to maximum.

The pie graph to the right reflects the custody levels of prisoners in Alaska's system.

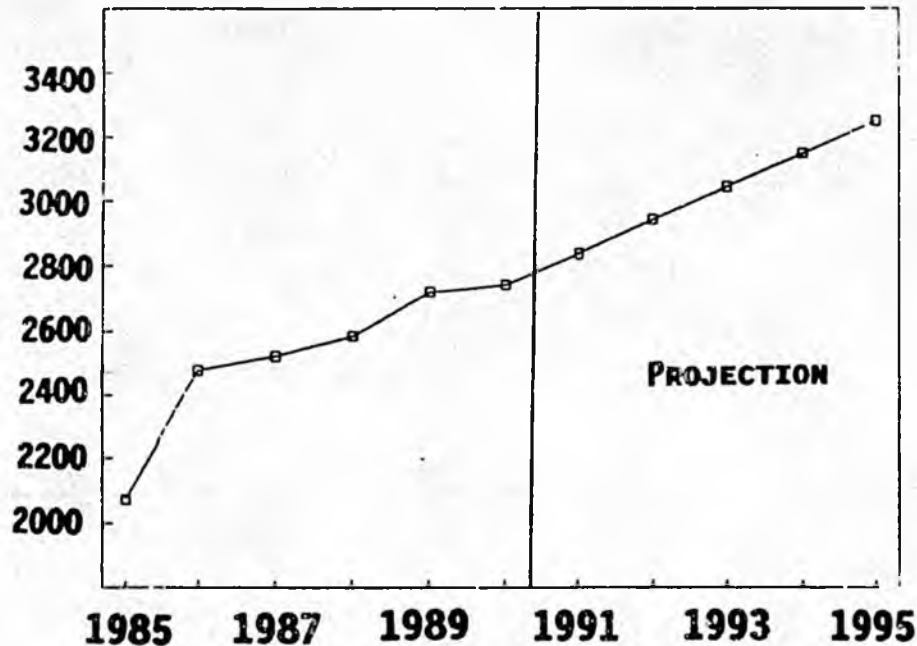


Almost 70% of Alaska's prisoners are designated at medium custody or higher. This figure is higher than the national average.¹¹ As one would expect, the detention of high custody prisoners requires increased supervision which in turn creates a more labor intensive system.

¹¹ The Corrections Yearbook, Adult Prisons and Jails - 1990, Criminal Justice Institute, South Salem, New York

Projections

The Alaska Department of Corrections has grown 230% over the past ten years and houses a disproportionate number of high custody inmates in very costly bedspace. But what of the future? The following graph reflects a simple linear projection of the anticipated growth rate during the next five years.¹²



During the mid-1980's, Alaska's prison population grew at a net increase of 300 inmates per year, causing a rapid expansion of the department. In 1986 the growth decreased to 150 inmates per year. In 1987 and 1988, the rate was halved again to a net increase of 75 inmates per year. This short lived trend was due to the corresponding decrease in Alaska's general population during those years. By 1989, the trend had decisively reversed, doubling to 138 inmates per year. While the 1990 trend slowed slightly, the prison population continues to grow at a brisk pace.

A conservative projection anticipates an annual increase of 103 inmates per year. This growth rate will require construction and staffing of a correctional center with a capacity of 200 every two years.

¹² DOC Research Unit projected the growth rate based on an average increase of 103 inmates per year. The five year projection does not factor potential impact of House Bill 366 or the peaking effect that the department experiences during a year.

Currently the department has 1,166 jail beds for a jail population of approximately 750 and 1,390 prison beds for a prison population of approximately 1,700. Construction will add only 46 minimum security prison beds to the system by the fall of 1991. Taking into consideration the addition of new beds that are on the drawing board at this time, the shortfall in beds is projected as follows:

	1991	1992	1993	1994	1995
Shortfall in Bedspace	0	-69	-172	-179	-162

If the peaking effect is taken into consideration, the shortfall of beds would be adjusted as follows:

	1991	1992	1993	1994	1995
Shortfall in Bedspace	-149	-186	-258	-233	-184

Unfortunately, there are several factors that may affect growth pattern:

1. Implementation of House Bill 366¹³ could cause 264 or more prisoners currently incarcerated to serve an additional two years for refusing to participate in court ordered programs. The current refusal rate is 34%.
2. The continuation of presumptive sentencing.¹⁴

¹³ House Bill 366 requires prisoners to participate in court-ordered counseling that had been previously voluntary and could only be recommended by judges. Failure to participate in court ordered programs will now result in the prisoner's loss of mandatory parole (good time credit wherein one third of the sentence is served outside of prison) as well as revocation of probation prior to release from incarceration, meaning significantly longer sentences. Programs commonly recommended by judges have been substance abuse, sex offender, and anger management. Approximately 80% of the prisoners fall into one or more of these categories. Although the incentive to participate should reduce the refusal rate, it is notable that 10% of those now refusing are parole eligible.

Class A sex offenders average 2½ years mandatory parole while Class B sex offenders commonly receive five years probation. This time could be served in an institution for each prisoner who falls under HB 366.

Of the approximately 259 prisoners that are to be involved in substance abuse treatment, 30% refuse to participate. Under HB 366, perhaps 77 prisoners would have to serve their mandatory release time or probation time in jail.

¹⁴ A 1987 Judicial Council study concluded that presumptive sentencing generally appeared to increase the length of the sentence for both first felony offenders and repeat offenders subject to presumptive sentencing. This accounted for an estimated 41.6% of the 100% increase between 1980 and 1984 in total prison time sentenced.

3. Re-evaluation of sentencing policies and practices.¹⁵

These factors make precise projections difficult, but there is one certainty, the prisoner population will grow.

Staffing of Institutions

It is logical that an increase in prison population triggers a corresponding growth in department personnel. Since 72% of the Department of Correction budget is personal service, its budget cannot be discussed without considering staffing patterns and ratios. If there is to be any significant reduction in the budget, department staffing patterns and practices must be analyzed.

The complexity of correctional staffing patterns generally escape those outside of corrections. The citizen or legislator not yet exposed to corrections management may view an institution as if it were operated for one or two shifts, like a bank or a store. There are several critical differences between correctional facility operation and free-world institutions.

First, a correctional facility is self contained like a ship or small city. There are systems for food service, utilities, medical care, law enforcement, employment and most other elements of life in the free world.

Second, institutions must operate on a continuous basis. Many positions must be staffed around the clock. In most industries an employee is hired to perform a particular job, but when a day of work is missed, the work can wait until the employee returns. If a correctional officer becomes ill, the task of supervising prisoners can't be deferred and another officer must be pulled in to cover, frequently on overtime.

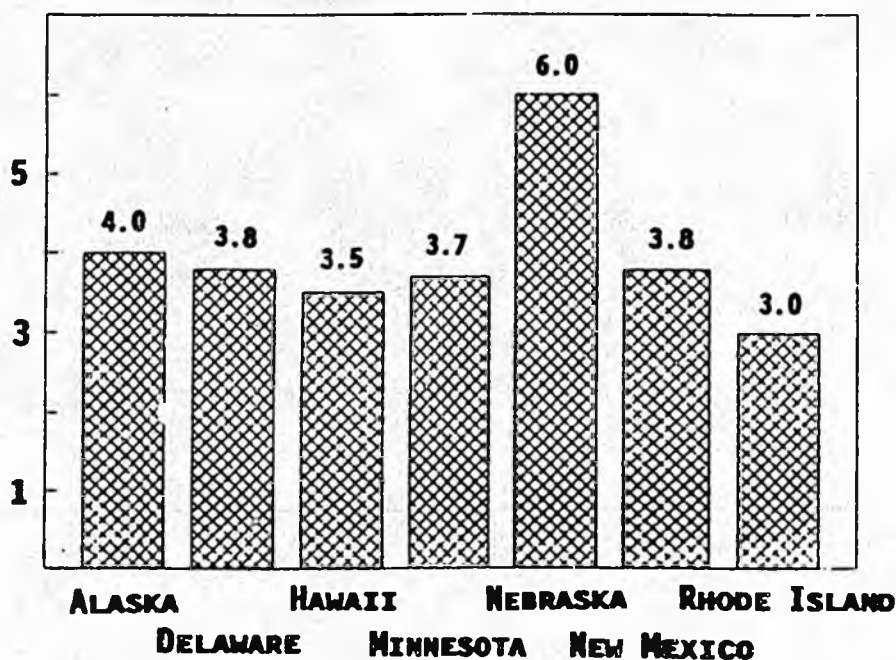
Third, the inmate population of a correctional facility presents a unique challenge. While the staff of a facility are providing supervision and basic services, the inmate population plan activities like escapes, assaults, covert organizations and smuggling of contraband.

Regardless of technology, people are the most important resource in correctional administration. Their knowledge, skill and abilities are the fuel that drives a safe system.

¹⁵ Alaska Sentencing Commission, 1990 Annual Report to the Governor and the Alaska Legislature, December 1990.

With the assistance of the American Correctional Association, the Department of Corrections has adopted a policy for classifying the security levels of institutions and staff to inmate ratios. When compared with similar systems, Alaska supervises four prisoners for each officer. As can be seen from the graph,¹⁶ most of the comparable systems have a smaller prisoner to officer ratio.

PRISONER SUPERVISION RATIO FOR COMPARABLE SYSTEMS

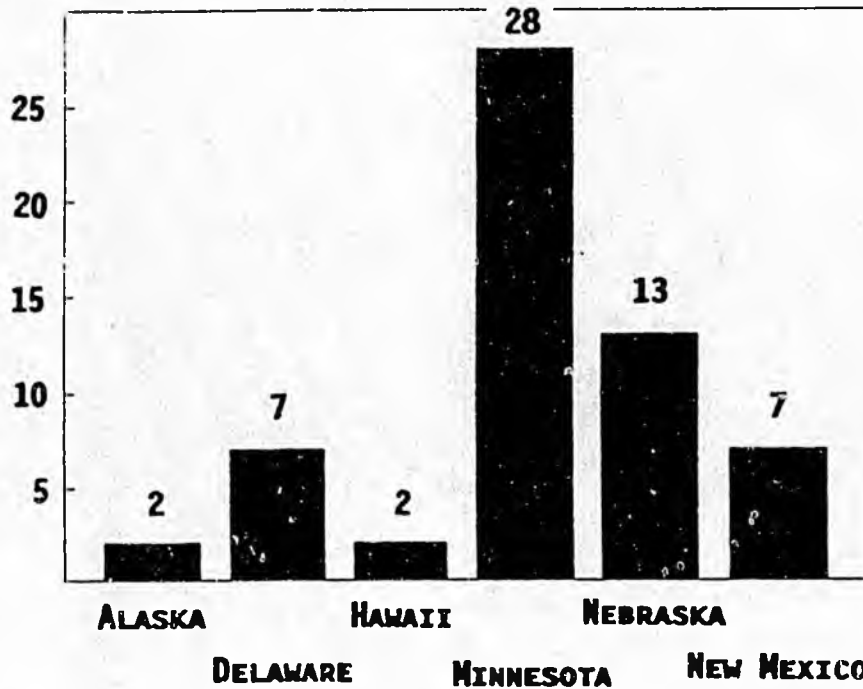


When compared with the similar systems, Alaska supervises four prisoners for each officer. As can be seen from the graph above, most of the comparable systems have a smaller prisoner to staff ratio. When comparing the ratio of prisoners to total staff, Alaska is slightly below the national average of 2.7 prisoners per employee¹⁷ (Alaska's ratio is 2.42). The average ratio for similar size systems is 2.55. Again the factor of Alaska's demographics and geography must be considered in evaluating prisoner to staff ratio's. As stated previously, the Department of Correction's has a higher custody of prisoners that requires increased supervision which in turn creates a more labor intensive system.

¹⁶ Information generated from data in The Corrections™ Yearbook, Adult Prisons and Jails - 1990 Criminal Justice Institute, South Salem, New York. The number of institutional prisoners was divided by the number of correctional officers to ascertain a ratio.

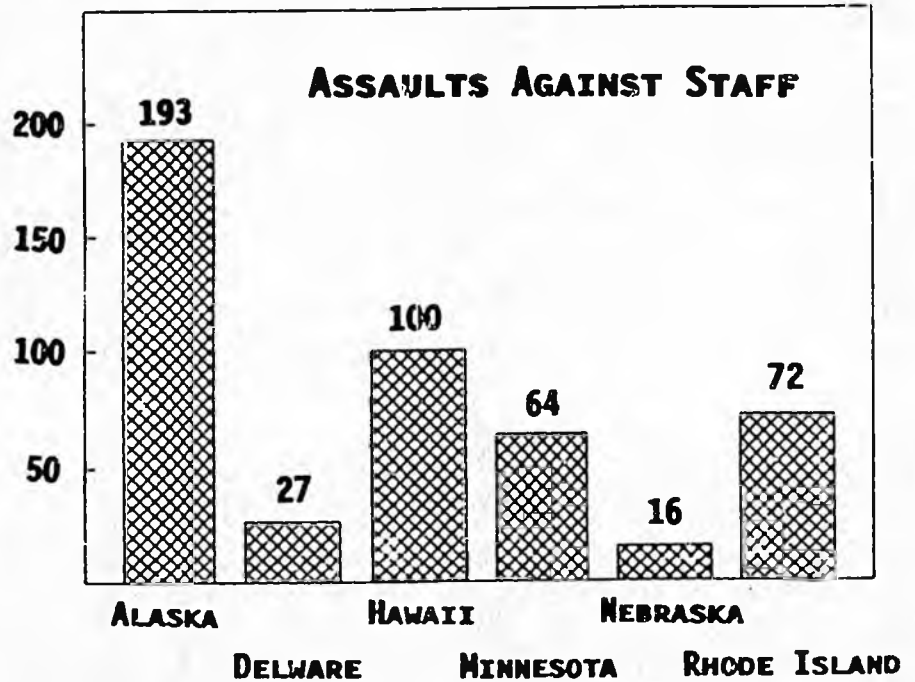
¹⁷ The Corrections™ Yearbook, Adult Prisons and Jails - 1990, Criminal Justice Institute, South Salem, New York

ESCAPE RATES OF COMPARABLE SYSTEMS PER 1,000 INMATES



Using the same comparisons, Alaska has a remarkably low escape rate considering the higher prisoner to officer ratio. In fact, only Ohio and Texas had a lower escape rate in the nation.¹⁸

Unfortunately, Alaska also has the highest ratio of assaults on staff by inmates.¹⁹



¹⁸ The Corrections™ Yearbook, Adult Prisons and Jails - 1990, Criminal Justice Institute, South Salem, New York. Rhode Island was not reflected in the chart but had 83 escapes for the same time period.

¹⁹ New Mexico was not listed as one of the comparable systems as data regarding assaults was not available.

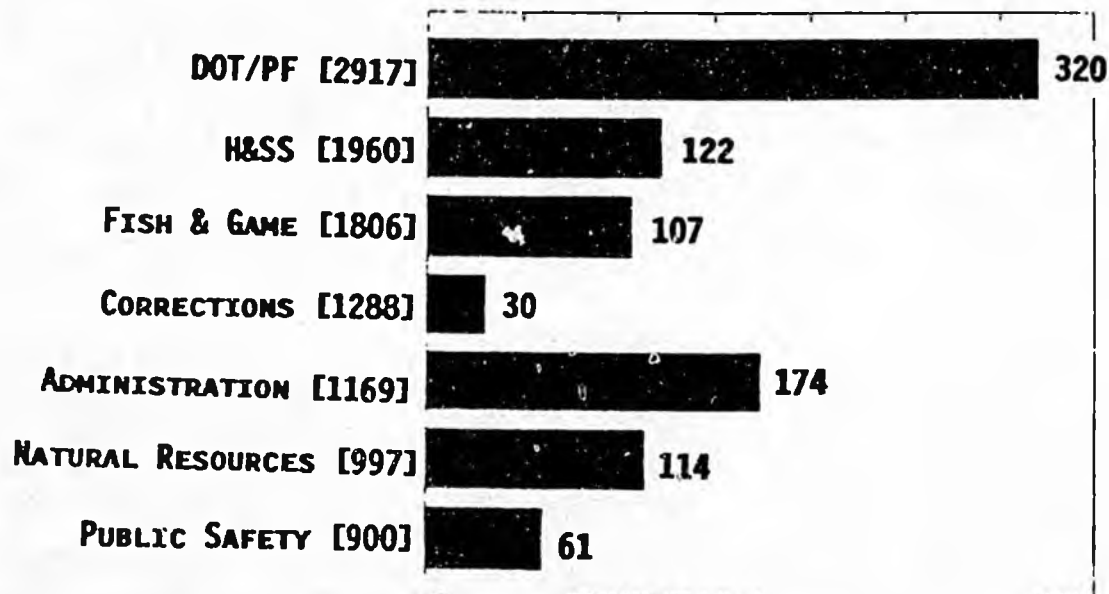
Among the statistics that have been provided, two are of particular note: Alaska has the lowest escape ratio; but because of the disproportionate number of violent, high custody inmates Alaska also has the highest ratio of assaults on staff. This figure means that our security staff have a high chance of being assaulted every day they go to work.

Middle and Upper Management

While the heart of corrections rests with the expertise of its line staff, every organization which employs over one thousand three hundred people requires a sophisticated management structure. The question is whether management resources exceed the need of the organization.

As can be seen by the next chart, in 1989 the Department of Corrections is the fourth largest department in State government.²⁰ Yet the Department of Corrections had the smallest percentage of employees working above range 20 (This is the case in 1991). Range 20 and above positions in State service are the functional equivalent of private sector mid - upper management.

COMPARISON OF THE SEVEN LARGEST DEPARTMENTS RANGE 20 AND OVER POSITIONS



NUMBER OF RANGE 20 OR ABOVE POSITIONS

²⁰ 1989 data from the Governor's Office

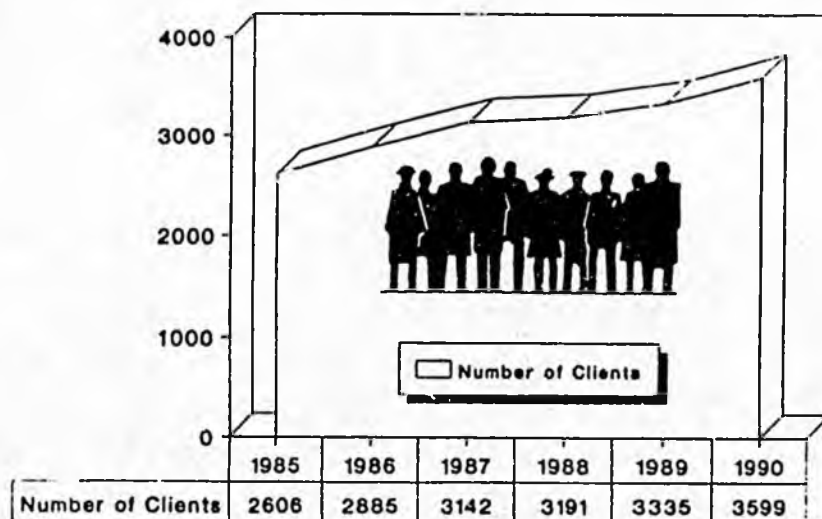
These lean management resources of the Department of Corrections is both a blessing and a curse. Because there are so few management level positions in the Alaska Department of Corrections, our managers must be directly involved and knowledgeable about day-to-day operations. On the other hand, many vital management services such as research, projections, planning and quality control go begging. But one thing is imminently clear: While the management of the Department of Corrections may require redirection and visionary leadership, there is simply no "management fat" in the Alaska Department of Corrections.

On the contrary, it could be argued that maximum efficiency and creative problem solving cannot be achieved without additional managerial support.

Probation/Parole

The most widely utilized form of non-incarcerating supervision is the probation/parole system, administered for adults by the Department of Corrections. Probation officers are responsible for the supervision of felony offenders sentenced by the Alaska Court System (3,599 cases in 1990) and for enforcing applicable conditions upon their release from custody. In addition, probation officers provide court ordered presentence investigations of offenders awaiting sentencing.

Probation/Parole Client Trend 1985 through 1990



As can be seen above, this part of corrections also continues to grow at a rapid rate.

Neakok Decision

Supervising offenders in the community is, without doubt, the State's greatest point of vulnerability. In 1986 a probationer who had been doing well with supervision out of the Bethel office returned to his home village of Point Lay.

He became drunk, raped a woman and then shot two members of his family. During the trial, one of the points raised was that Department of Corrections budget was insufficient to adequately fund supervision of probationers and parolees.

The State of Alaska eventually resolved the case with a settlement of approximately five million dollars (more than the total budget of probation/parole supervision).²¹ At this writing there are two similar cases filed and pending. Because of the Neakok decision, the department has had to increase supervision and warning mechanisms to protect foreseeable victims from harm at the hands of probationers and parolees.



²¹ Division of Corrections v. Warren Neakok, 721 P.2d 1121 (Alaska 1986)

Probation/Parole Offices

Currently, the department has thirteen probation offices which are staffed to supervise a statewide distribution of offenders. This is no small undertaking when one considers the size of Alaska. An example of this challenge is the Bethel probation office. The four probation officers in this office service an area slightly larger than the State of Washington. The Neakok experience now demands that officers be placed close to the clientele they supervise. Yet the impossible burden placed on the state by case law is readily seen by the two officers who supervises the Barrow district (100,000 square mile district).



When Alaska is compared to other states with similar caseload levels, the total number of offenders per probation officer in Alaska is in the median range. A reduction in probation personnel could result in a situation similar or worse than Neakok if the level of supervision drops below court imposed standards. Again, one "Neakok" can cost the State of Alaska as much as funding statewide probation services for an entire fiscal year.

SUMMARY

Over the past three fiscal years, the Alaska inmate population has grown at a rate of 78 prisoners per year. The secure housing of these prisoners requires staff, facilities, and services. It has been said that at the projected rate of growth, the Department of Corrections will need to construct a 200 bed facility every two years. The department's budget, however, has not kept up with this demand. Because of past legislative and executive policies, patterns, and practices, the Department of Corrections finds itself on the lean edge of funding.

With reorganization and a new approach to fiscal accountability, purchasing practices, contract management, etc., this department can arrive at peak efficiency. This may even result in maintaining and, hopefully, rolling back the budget. Shrewd analysis, planning, and realistic time frames are needed to test this hypothesis.

But one thing is certain: Whether we like it or not, corrections is a growth industry. Until the criminal justice system and lawmakers explore new approaches to criminal justice, corrections must be funded to ensure public protection and offender reformation.

This document is not an appeal to perpetuate the status quo -- our presuppositions must be reexamined at every level -- this is a call to maintain a high level of traditional service until alternatives are tried and proven.

Institutional Comparison Sheets

The following criteria was utilized to compile information relative to institutional staffing levels of analogous facilities located in other states:

- Type of facility [pretrial, jail, correctional center, prison]
- Rated capacity of facility [number of prisoner beds]
- Staffing level
- Security level
- Detention type [sentenced, unsentenced, male/female, misdemeanor/felon]
- Custody level [maximum, close, medium, minimum, multi-level]
- Level of admissions [workload]
- Design [due to time restraints, this criteria was not used on all units]

Efforts were made to identify at least four analogous facilities for each correctional facility within the department. In some cases, due to the detention of multiple custody levels of prisoners, number of admissions, security level of facility, etc., analogous institutions were not available.

Sources used:

- The Corrections Yearbook - Adult Prisons and Jails, 1990, published by Criminal Justice Institute, Inc., South Salem, New York
- National Jail & Adult Detention Directory, 1990, published by the American Correctional Association, Laurel, Maryland
- ACA Directory - Juvenile & Adult Correctional Departments, Institutions, Agencies & Paroling Authorities, 1990, published by the American Correctional Association, Laurel, Maryland

Correctional Facility	Maximum Capacity	Emergency Capacity	1990 High Count	Total Staff Complement	Prisoner Ratio To Staff	Manday Costs	FY'92 Proposed Budget
Anchorage Annex	104	108	121 (Oct)	55	1.89	89.96	3,327.8
Anvil Mountain	102	104	99 (Oct)	44	2.32	106.67	3,756.8
Cook Inlet Pretrial	397	403	417 (Oct)	135	2.94	56.25	8,973.1
Fairbanks	183	194 ¹	254 (Aug)	98	1.87	90.86	7,398.7
Hiland Mountain	225	230	232 (Sep)	79	2.85	65.45 ²	7,122.7
Ketchikan	53	59	76 (Feb)	43	1.23	111.99	2,787.2
Lemon Creek	164	170 ³	194 (Jan)	96	1.71	90.64	6,406.2
Mat-Su Pretrial	76	79	100 (Jan)	40	1.90	94.95	2,666.8
Meadow Creek	62	66	62 (Feb)	22	2.82	65.45 ⁴	
Palmer Medium	165	170	176 (Jun)	77	2.21	68.29 ⁵	7,802.8
Palmer Minimum	130	130	132 (Oct)	30	4.33	68.29 ⁵	
Spring Creek	412	428	424 (Dec)	207	1.99	83.61	13,210.0
Wildwood	204	210	205 (Feb)	75	2.72	70.81 ⁶	7,469.2
Wildwood Pretrial	112	113	111 (Mar)	33	3.39	70.81 ⁶	
Yukon-Kuskokwim	88	92	118 (Feb)	45	1.96	94.87	3,893.0

¹ Emergency capacity for Fairbanks is 202 through 1991 then drops to 194 1/01/92

² Manday costs for Hiland Mountain includes operation of Meadow Creek

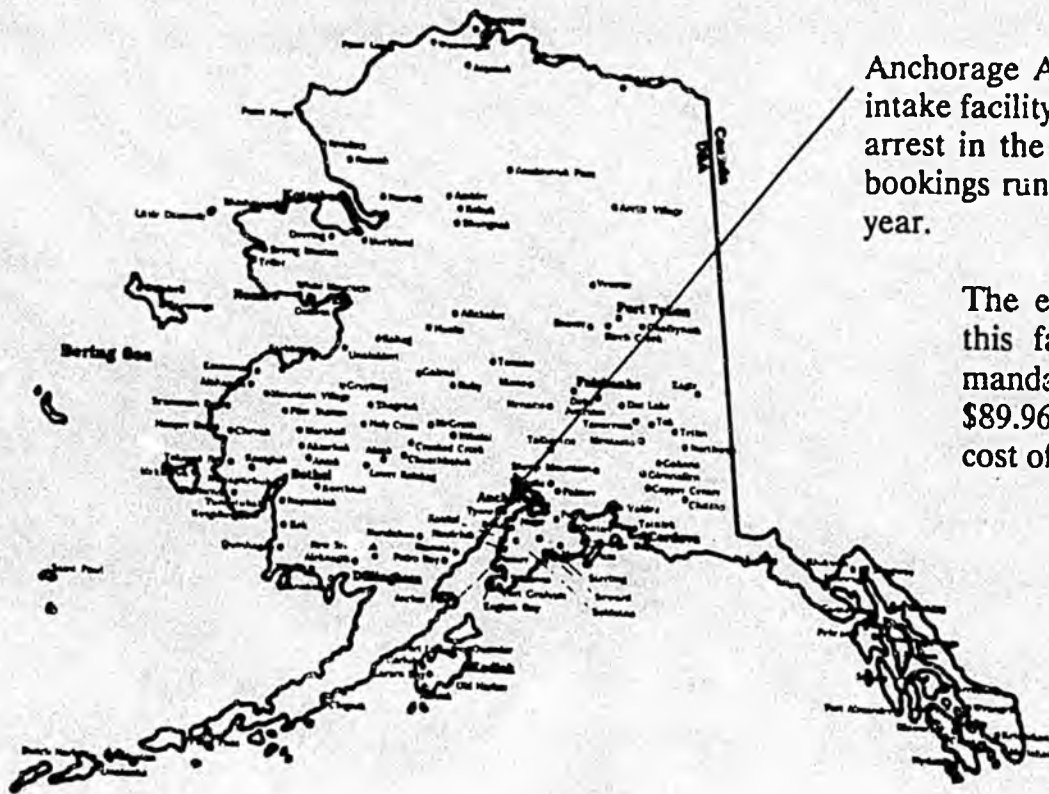
³ Emergency capacity for Lemon Creek is 175 through 1991 then drops to 170 1/01/92

⁴ Manday costs for Meadow Creek includes operation of Hiland Mountain

⁵ Manday costs includes operation of both Medium and Minimum facilities

⁶ Manday costs for both Wildwood and Wildwood Pretrial combined

Anchorage Annex Correctional Center



Anchorage Annex operates as the intake facility for all misdemeanor arrest in the Anchorage area with bookings running about 11,000 per year.

The emergency capacity of this facility is 108 with a manday cost during FY90 of \$89.96 (Does not include cost of statewide programs).

This facility houses misdemeanor adult males and females, pretrial and sentenced prisoners in all custody levels. Anchorage Annex Correctional Center has a staff ratio (using total staff and emergency capacity) of 1.89. A comparison with other systems as to size and purpose reflects the following:

<u>Facility</u>	<u>Maximum Capacity</u>	<u>Total Staff</u>	<u>Prisoner Ratio To Staff</u>
Anchorage Annex	104	55	1.89:1
Rutland C.C./Vermont	99	59	1.68:1
Cumberland County Jail/MA	112	66	1.70:1
Burlington County Jail/N.J.	100	70	1.43:1
Calvert Detention Center/MD	92	50	1.84:1