

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672

7375 SENATE HEALTH EDUCATION & SOCIAL SERVICES

institutional administration. The treatment providers expressed concerns about the future of the program, stating that it is "as disturbed" as it has ever been. This disturbance is seen as resulting from the offenders' perception that the Department is not committed to the Fairbanks treatment program.

Program residents. According to institutional administrators, the Fairbanks program takes offenders who have a very short time remaining in their sentence (i.e., 6 months remaining to release date). It is estimated that, within the last 6 years, this program may have accepted 6 such short-term offenders. The rationale for such acceptances is that these offenders will be introduced to treatment in the prison and continued in outpatient treatment.

Fairbanks does not appear to screen offenders. One individual contacted during this site visit stated that Fairbanks accepts "some high risk offenders, some real high risks." The credibility of the Fairbanks program has been impugned by their apparent recommendation for parole of some offenders who have had "3 or 4" prior convictions for sex offenses. While some of these repeat offenders reportedly have completed the treatment program, the parole board has declined to grant parole. Sex offenders dropped from other programs can enter the Fairbanks program. This can create a systemic problem, becoming what amounts to "program shopping". The Department should create a policy defining whether treatment drop-outs and dismissals will be eligible for entry into other programs.

Need for staff training. Treatment providers expressed concern that, while the program receives administrative support, line officers convey attitudes that diminish the offenders' interest in treatment. Apparently, some correctional officers have informed sex offenders that "treatment is a waste." While it may not be necessary (or appropriate) to have correctional officers serving as therapists (Wing Counselors), it is important to have a consistent, supportive, correctional officer in the treatment unit.

Need for contractual flexibility. The contractors believe the program would function more efficiently if they were permitted to shift hours designated for specific activities within their contract.

Probation officer. The primary probation officer for sex offenders expressed some dissatisfaction with the current treatment program. Concern was voiced about the perception that the offenders do not seem to have a primary therapist, but are shifted between contractors without apparent reason. In a similar fashion, the probation officer asserted that leadership of groups is inconsistent; the therapist leading a treatment group may change from week to week.

The probation officer believes that case management meetings with the treatment providers are ineffective and inefficient. The therapists do not seem prepared to discuss cases in detail. In addition, both providers attend treatment team meetings,

representing a greater fiscal expenditure than if only one attended. However, since the primary therapists do not co-lead all groups, both therapists may need to attend treatment team meetings.

Comments of Participants in the Fairbanks Program. Phase Three program participants believe that the program's positives outweigh its negatives. Their three major concerns were: 1) the lack of new residents entering the treatment program, 2) the need to create a division of power between the program and the prison, and 3) the need for one of the institutional administrators to spend more time in the program.

Phase Three participants were frustrated that new members of the treatment unit "are getting away with too much." Since program vacancies are filled only after extended delays (reportedly as long as 6 months), program participants believe treatment staff have become lax about enforcing rules that could lead to temporary or permanent removal of program residents. The Classification Officer should be encouraged, or Departmental policies developed, to give priority to inmate transfers for treatment purposes. Offenders also believe that long-termers should be permitted to enter the program rather than permit beds to remain empty. They also recommended allowing offenders to enter treatment earlier in their sentence while they may be most amenable.

The offenders recommended that adjunctive treatments, such as Alcoholics' Anonymous, should be offered within the sex offender treatment program. Currently, program residents need to take part

in adjunctive treatments with the general prison population. [In my experience, the general prison population tends to be less seriously engaged in adjunctive treatments than sex offenders who are taking part in a specialized program.] They would also like more opportunity for individual treatment.

Program residents believe that Phase levels should not be considered in making decisions about custody level. Their concern is magnified by the fact that one institutional administrator serves as the Chairperson of both the treatment team and classification board. The program residents are worried that treatment providers may be reluctant to disagree with this administrator since she also contracts with the treatment providers.

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DRAFT

*Alaska Corrections  
in Review*

*Alaska Department  
of Corrections  
1991 Report*

# State of Alaska

Governor Walter J. Hickel

## Department of Corrections

Commissioner Lloyd F. Hames

Deputy Commissioner J. Frank Prewitt, Jr.



Prepared by:

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# **CORRECTION**

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

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## A Word From the Governor

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Dear Citizens:

Over the past 10 years, the economic welfare of Alaska has been quietly threatened by one of the largest per capita increases in prison population in the nation. Over \$110 million will be diverted from the economy this year to house and supervise offenders. When combined with the cost of prosecution and undetected crime, the figure represents a diversion of revenue that truly shocks the conscience.

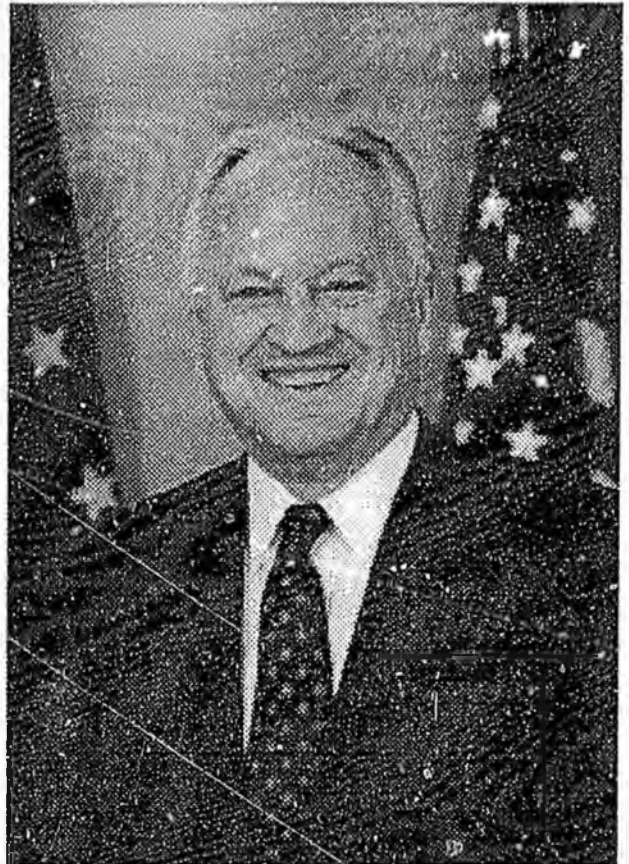
In a state where resources are publicly held, government cannot simply regulate the status quo, it must advocate. And nowhere is the demand for advocacy greater than Corrections. The Annual Report of the Department of Corrections reflects a year of exhaustive analysis, planning, and commitment to change.

My sincere desire is that Alaska's legislature, judiciary, and citizens stand together with me in a cooperative effort to stem the tide of crime and develop a just and rational system of corrections.

Sincerely,



Walter J. Hickel  
Governor



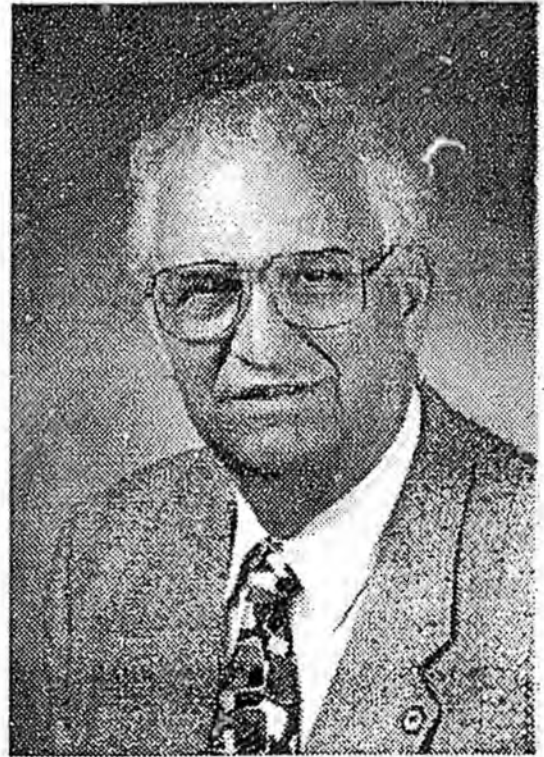
## An Introduction From the Commissioner

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It gives me pleasure to introduce the first Department of Corrections annual report under the administration of Governor Walter J. Hickel. This report is based upon a calendar, rather than fiscal year. It is intended to provide a current, comprehensive overview of the state of corrections and to serve as a springboard for discussion and planning during Alaska's seventeenth legislative session.

1991 was a year of examination for the Department of Corrections. The spotlight of legislative, judicial and executive scrutiny swept across the department exposing our strengths and weaknesses, but mostly revealing a department of committed staff performing a valuable, and often thankless, service to the State.

I look forward to 1992 as we begin to implement the changes that will take this department into the next century.



Lloyd F. Hames

*151*  
Commissioner

## Office of the Commissioner

### The Deputy Commissioner

*Alice:* "Would you tell me. Please, which way I ought to go from ~~where?~~"

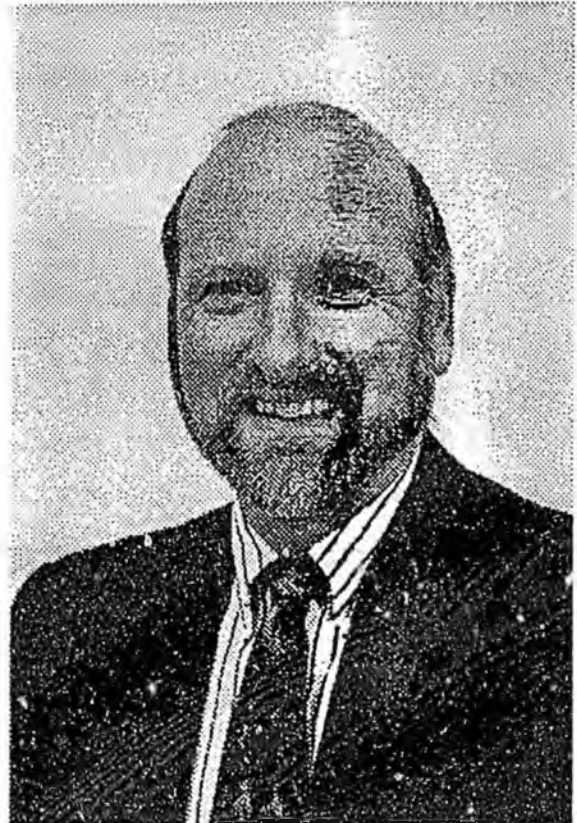
*Cheshire Cat:* "That depends on a good deal on where you want to get to."

*Alice:* "I don't much care ~~where?~~, so long as I get somewhere."

*Cheshire Cat:* "Then it ~~really~~ doesn't matter which way you ~~go?~~ you will get somewhere if you ~~walk~~ long enough."

The Department of Corrections has been walking at a brisk pace since its creation by Executive Order in 1984. But it was not until 1991 that a new governor, the legislature, and a monitoring judiciary ~~caused~~ to ask corrections where it was headed. The Office of the Commissioner is charged with answering the question of where corrections is headed and providing the leadership to get there.

At the beginning of 1991, questions were abundant; answers were scarce. But ~~after~~ a year of reorganization, analysis, and planning, answers are beginning to take shape. This is largely due to the efforts of many people within and outside of the department, not the least of which are individuals who report directly to the Commissioner.



J. Frank Prewitt, Jr. Deputy Commissioner

### Special Assistants

Diane Schenker: serves as legislative liaison and provides management /planning services.

Tom Shanley: is ~~charged~~ with developing and implementing more efficient procurement, inventory, and food management systems.

### Office of Technical Services

Provides current, accurate, and meaningful data to aid in department planning; maintains current, clearly written and efficiently distributed policies and procedures, and to provides technical assistance to department components.

## *Office of the Commissioner*

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### *Parole Board*

The Parole Board was created to fulfill the State's constitutional requirement for a parole system. It consists of five members appointed by the Governor to five-year terms. Support staff include an Executive Director, a Parole Administrator, a Parole Officer, a secretary, and a Clerk Typist III.

### *Training Center*

The Training Center provides Alaska Police Standards training for correctional officers, probation officers, support staff, and contract agencies.

# Department of Corrections' Locations

**BARROW :**  
District Probation Office

**KOTZEBUE :**  
District Probation Office

**NOME :**  
Anvil Mountain CC\*  
District Probation Office

**FAIRBANKS :**  
Fairbanks CC\*  
District Probation Office

**PALMER :**  
Palmer CC\*  
Mat-Su Pre-Trial Facility  
District Probation Office

**BETHEL :**  
Yukon-Kuskokwim CC\*  
District Probation Office

**EAGLE RIVER :**  
Hiland Mountain/Meadow Creek CC\*

**DILLINGHAM :**  
District Probation Office

**ANCHORAGE :**  
Administrative Office  
Cook Inlet Pre-Trial Facility  
Sixth Avenue CC\*  
District Probation Office  
New Start Center

**JUNEAU :**  
Central Office  
Lemon Creek CC\*  
District Probation Office

**KODIAK :**  
District Probation Office

**SEWARD :**  
Spring Creek CC\*

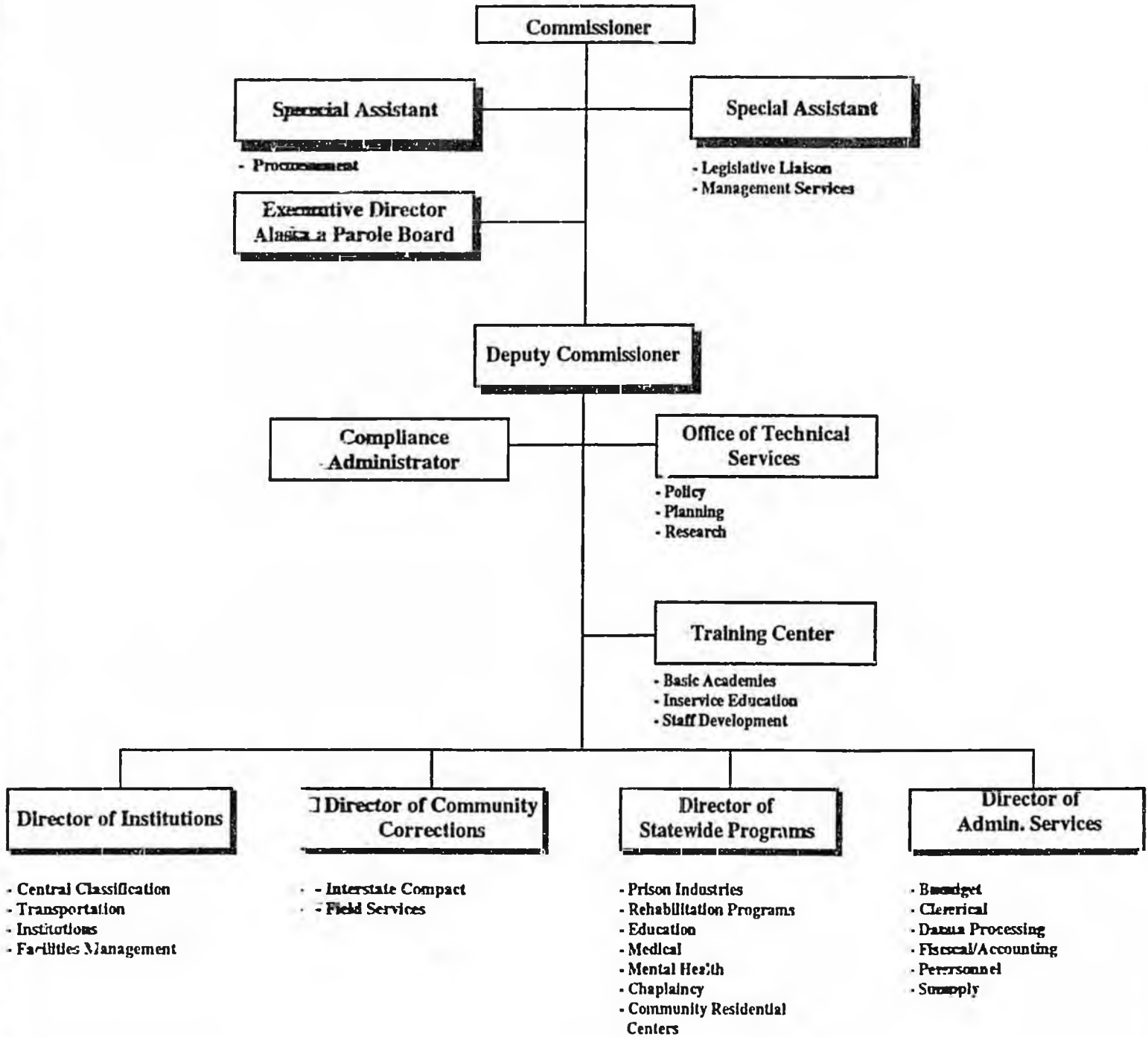
**SITKA :**  
District Probation Office

**KENAI :**  
Wildwood CC\*  
Wildwood Pre-Trial Facility  
District Probation Office

**KETCHIKAN :**  
Ketchikan CC\*  
District Probation Office

\* Correctional Center

*Office of the Commissioner*



## Office of the Commissioner

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### Office of Technical Services

In 1991, the department established the Office of Technical Services. The Office combined the duties and responsibilities of policy development, research, project planning, and technical assistance.

#### *Mission Statement*

To provide current, accurate, and meaningful data to aid in department planning; to maintain current, clearly written and efficiently distributed policies and procedures; and to provide technical assistance to department data management and computer systems.

#### *FY93 Goals*

- Policy development, planning, research, and monitoring of policies;
- Review and update of 25% or of the departmental policies;
- Full assimilation of Clear Final Settlement Agreement terms into department policy;
- Policy compliance through audits of 30% of departmental offices and facilities;
- Distribution of a policy cross-index of department policies.
- Coordination, development, printing and distribution of specific publications for the department through the year (i.e., Annual Report, Semi-Annual Fact Book, etc.).
- Assisting in the department planning process by assessing new trends in population profiles of offenders; gathering information on new programs being used in other jurisdictions; and cataloging and updating the department resource library.
- Assessing modifications and upgrades to update departmental mainframe computer systems.

#### *Organizational Rationale/ Staffing*

The Office of Technical Services was created in response to the department's growing need for reliable planning data, current policies, and integrated computer systems. It is also intended to address specific deficiencies noted by KPMG Peat Marwick in the department audit and data management systems.

## Office of the Commissioner

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The Office of Technical Services is overseen by the Deputy Commissioner, supervised by a Criminal Justice Planner and staffed with a Research Analysis IV and a Policy Coordinator. A clerical position has been funded, but remains vacant at this time.

### *Policy & Procedures*

The process of revising the department's policy and procedure manuals began in September 1989. As of this report the department has 290 operational policies and procedures. During the transitional period of calendar year 1990 and 1991, 42 policies were either revised, added, or deleted. It is expected that approximately 75 policies will go through formal review during calendar year 1992.

### *Management Information Services*

Department growth and an expanding need for accessible and reliable information services has increased the demand for hardware purchases, software development, and related technical support. Coupled with this growth has been an increasing need for the development of clear and comprehensive plans for technological futures. During the summer of 1991, reorganization resulted in Policies and Procedures, Research and Management Information Services, and Planning combining into an Office of Technical Services (Note: Computer Programming Services will come under a Data Processing Manager during FY93).

Late in 1991, the department restructured the MIS decision making, planning, and application development process. A working group is currently analyzing the system. The Offender Based State Correctional Information System (OBSCIS) is also scheduled for review and modification. The MIS project will provide guidance in the upgrading and refinements to this system.

### *Research*

The Office of Technical Services is also responsible for gathering, managing, and disseminating statistical information regarding offender/prisoner populations. Major tasks include the development and publication of research reports; annual reports; and the analyses of policies, statistics, and correctional demographics.

## Office of the Commissioner

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### Training Center

#### Overview

The Center was created to offer the training necessary to meet state and federal requirements of safety, order, and security, and to provide standardized training throughout the department. Formal training for correctional and probation officers was established in January 1976, and the first academy was held at the Department of Public Safety Academy in Sitka. In July 1979 the Training Center was moved to the Eklund Mountain Correctional Center where it remained until September 1979. In September 1979 the Training Center established itself at the Ridgeview Correctional Center and remained there until October 1982. The academy then moved to the Careage House (currently Central Office), where it remained until 1986. In 1986 a new site was chosen, Goose Bay Correctional Center (an old Army Nike site). In 1989 the Training Center stabilized at 800 A Street in Anchorage. The current facility has approximately 5,800 square feet of residential living area for students and 8,000 square feet of classroom and office space.

In 1991 training was provided on all but 17 days of the calendar year. The Training Center works closely with the American Correctional Association, as well as the National Institute of Corrections in providing the most up-to-date training available. The Alaska State Troopers and Anchorage Police Department are integrated into the training schedule and training is often crossed over between agencies. An example is the recent acquisition of a Firearms Training System (FATS) which is shared with ASTS and APD.

#### Staffing

The Training Center is administered by a Criminal Justice Planner and has a staff of three Training Officers, two Correctional Officers, one Probation Officer, and an administrative support staff of four.

#### Budget

The FY92 budget is \$993.5 (thousand) which represents a reduction from \$1170.7 in FY91. Although the budget has been reduced, training requirements have increased since the majority of staff now come under the Alaska Police Standards, which became effective February 7, 1991. Recruit salaries are paid from the budget, as well as contractual services such as psychological screening for officers. These items were not included in prior budget requests and have depleted funds earmarked for training.

## *Special Activities*

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### *KPMG Peat Marwick Report*

#### *Purpose of Study*

During the Spring of 1991, the Office of Management and Budget (OMB) contracted with KPMG Peat Marwick to demonstrate a management analysis system that could be used to analyze the efficiency of departments of state government. Concerns over management efficiency and resource allocation prompted the Department of Corrections to request that it be the subject department.

The study included a review of the department's Central Administration activities in its Juneau and Anchorage offices and the day-to-day operational activities performed at the Cook Inlet Pretrial and Palmer Minimum and Medium Correctional Facilities.

#### *Methodology*

The organization review of the department was conducted by a project team comprised of Peat Marwick personnel and OMB staff. Peat Marwick directed the project and trained OMB team members in the use of its Structured Productivity Analysis System (SPANS), a personal computer-based software package that is useful in developing baseline information on the activities performed by a department, the level of staffing used to carry out these activities, and the cost of performing them.

#### *Study Limitations*

The study involved reviewing the department's central administrative activities performed at its Juneau and Anchorage offices. It also included the review of day-to-day operational activities at the Cook Inlet Pretrial Facility and the Palmer Minimum and Medium Correctional Facilities. Since the study only included the review of the operations at selected correctional facilities, the findings of the study cannot necessarily be applied to pertain to other adult correctional facilities in Alaska.

#### *Recommendations and Implementation*

The following pages are exact copies from the study summarizing the recommendations contained in the report. (The department is preparing its response to the recommendations.) Implementation time frame suggestions include:

- \* Short-term recommendations (S) which should be implemented within six months using existing resources.
- \* Medium-term recommendations (M) which require the accomplishment of some intermediate task before they can be implemented, but which the Alaska Department of Corrections should be able to implement within six to twelve months.
- \* Long-term recommendations (L) which requires additional resources commitments or which will require twelve or more months to implement.

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

*KPMG* Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
An internal audit function should be established to ensure that Departmental procedures are being followed and to ensure that management controls are adequate and effective.	Commissioner/ OMB	S
The Division of Statewide Programs should be eliminated and the related programs reassigned to the appropriate Divisions.	Commissioner/ OMB	S
Increase staffing in the Director of Institutions office as proposed in the Departmental reorganization.	Commissioner/ OMB	S
The Department should implement the transfer of the Classification and Transportation components to the Division of Institutions.	Deputy Commissioner	S
<b>2. Clerical</b>		
Clerical procedures must be reviewed and revised to ensure that they are relevant and applicable to the current operations of the Department.	Planning, Research and Policy Unit	S
Existing clerical staff should have their duties reallocated within Institutions as needed to replace Correctional and Probation Officers performing routine clerical functions.	Director of Institutions	M
Clerical should be used to replace Correctional Officers in certain functions including inmate records, complaint and grievance logging, inmate commissary records and accounts, and booking.	Director of Institutions	M
Clerical pools in both the Anchorage and Juneau offices should be eliminated and the staff should be reassigned organizationally and budgetarily.	Director of Administrative Services	S

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
<b>3. Prisoner Supervision and Security</b>		
The Department should hire additional Correctional Officer staff to serve as relief workers in the various Institutions.	Director of Institutions	M
Administrative staff should be reduced in certain institutions.	Director of Institutions	S
Time accounting procedures, policies and manuals should be reviewed or written as soon as possible.	Deputy Commissioner/ Director of Institutions	S
Time accounting procedures should be revised to classify cases which require review by more experienced officers.	Deputy Commissioner/ Director of Institutions	S
A sample of time accounting records should be audited each year from each institution.	Policy, Research and Planning Unit	M
Increase the proper usage of the OBSCIS system for recording sentencing data.	Director of Institutions	S
Establish clear staffing standards based on the actual number of time accounting cases expected for a particular institution.	Policy, Research and Planning Unit	M
<b>4. Prisoner Services</b>		
Responsibility for collecting logging and reporting on prisoner complaint and grievance activity should be transferred to existing clerical or administrative staff within the institution to relieve security and management staff of these responsibilities.	Director of Institutions	S

## Special Activities

### KPMG : Peat Marwick Report - - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Duties of the Compliance Officers should be integrated into the responsibilities of line management of these institutions.	Deputy Commissioner/ Director of Institutions	M
Establish a meaningful internal audit procedure to inspect and review the operations of each institution on at least an annual basis.	Director of Institutions	M
The Department must establish clear standards for "jail" facilities and "prison" facilities for all required prisoner programming.	Director of Institutions	M
<b>5. Health Services</b>		
The Department should consider consolidation of the Pharmacy with the state/local health providers to achieve better efficiency and higher service.	Commissioner/ Medical Officer	S
Documentation and inventory controls for the Pharmacy should be put in place immediately.	Pharmacist	S
The Department should revise its Reimbursable Service Agreement for the Pharmacy to ensure that all relevant costs are being recovered.	Medical Officer	M
<b>6. Food Services</b>		
Procurement for food service should be centralized to increase efficiency and promote better control.	Special Assistant for Food Services	M
Food service staffing levels should be established for the Department.	Special Assistant for Food Services	S
The Department should consolidate the kitchen operations at the Palmer Correctional Center.	Director of Institutions	M

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

*KPMG Peat Marwick*

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
<i>7. Human Resources</i>		
The Personnel office should be consolidated in a central location to provide for more efficient operation.	Director of Administrative Services	S
<i>8. Finance</i>		
The unreconciled differences in the inmate trust account should be researched and, if necessary, monies should be authorized to cover any deficiency in the inmate trust account.	Director of Administrative Services	S
Department of Corrections management personnel should monitor accounting activity in the inmate trust accounts to ensure that established procedures are followed and that appropriate reconciliations are performed for both cash and tokens.	Superintendents/ Administrative Officers	S
Departmental policies and procedures should be formalized to require that all cash drawer reset requests be made in writing and be authorized by the Superintendent or his designee.	Director of Administrative Services	S
The Department should review the segregation of duties for inmate accounting at each facility.	Director of Administrative Services	M
The existing policy regarding prisoner intake should be closely followed to obtain existing OBSCIS numbers to reduce duplication.	Director of Institutions	S
In order to meet the requirement that all moneys due an inmate upon release are paid, the releasing officer should inquire if the inmate has payroll coming for a recent pay period and adjust his or her account accordingly.	Superintendents	S

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Existing policies <del>to</del> verify inmate account balances <del>must</del> be enforced to <del>ensure</del> sufficient balances are available at such time a <del>transaction</del> occurs to prevent the accumulation of <del>insufficient</del> funds commissary request slips.	Superintendents	S
The Palmer <del>Minimum</del> Security Commissary should enforce the <del>Department's</del> policy prohibiting the extension of credit by the Commissary.	Superintendent	S
The commissary <del>checking</del> accounts should not be used for unrelated <del>transactions</del> .	Superintendent	S
Internal and <del>external</del> audits required on all commissary accounts, as <del>determined</del> by Departmental policy, should be performed <del>separately</del> by appropriate individuals.	Director of Institutions	S
The costs of <del>operating</del> the inmate commissaries should be carefully <del>calculated</del> and considered in pricing merchandise for <del>sale</del> .	Director of Institutions	S
Existing inventory <del>procedures</del> should be enforced to ensure that the <del>required</del> commissary inventories are conducted in <del>accordance</del> with standard accounting practices and <del>made</del> under the supervision of the Commissary <del>Officer</del> .	Superintendent	S
The Palmer Correctional Center should enforce existing procedures to <del>require</del> oversight by the Commissary Officer in <del>ordering</del> merchandise for sale in the <del>minimum</del> security commissary.	Superintendent	S
Existing policy to <del>record</del> prisoner purchases of audio/visual, <del>recreational</del> or other high value commissary <del>items</del> should be enforced to the degree necessary to <del>ensure</del> that accurate records of prisoner personal property <del>are</del> kept.	Superintendent	S

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Consolidation of inventory orders for the Palmer Minimum and Medium Security Commissaries could reduce delivery charges by approximately half.	Commissary	S
Existing policies should be enforced to prohibit the use of the inmate commissaries by staff personnel.	Superintendent	S
A cooperative effort by Department of Corrections personnel within the Juneau Central Accounting Office and the facilities must be made to increase the efficiency of invoice processing.	Director of Administrative Services/ Superintendents	S
Revenues should be recorded in accordance with generally accepted accounting principles.	Director of Administrative Services	S
A cooperative effort by Department of Corrections personnel and Office of Management and Budget personnel should be used to produce realistic appropriation levels during the budget development process which can be successfully defended before the Legislature.	OMB/ Commissioner	M
Appropriate cash drawer levels should be determined for each facility, taking into account the nature of the facility and the turnover of the prisoner population.	Director of Administrative Services	S
Consideration should be given to changing departmental policies with respect to the payment of prisoner account balances upon release.	Director of Administrative Services/ Institutions	S
In order to control a situation with a potential loss of an undetermined amount, the Palmer Correctional Center must ensure that existing procedures to collect fees for meals served to staff and visitors are adhered to and that accountability for discrepancies, which are currently nearly impossible to determine, is clearly established.	Director of Administrative Services/ Institutions	S

## Special Activities

### KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Departmental policy, such as the collection of the \$2 meal fee for facility employees and visitors, should be enforced uniformly and it should not be possible for a Superintendent to waive requirements at his discretion.	Director of Institutions	S
The Department should adhere to State law regarding the number of hours inmates are allowed to work, as well as specific provisions for approving overtime by inmates.	Director of Institutions	S
The fiscal responsibilities of the Department should be carried out by individuals knowledgeable in accounting matters and in the proper use of internal controls.	Director of Administrative Services	M
<b>9. Physical Plant and Facilities</b>		
Facilities planning should be integrated into the departmental planning process.	Deputy Commissioner	S
<b>10. Transportation</b>		
The transportation function should be more centrally controlled and coordinated to allow for better management and more efficient use of resources.	Director of Institutions	M
The department should reduce its use of Corrections Officers for non-security or delivery and other errands.	Institutions	S
The Department should establish a procedure to ensure that transportation staff and medical scheduling staff coordinate their efforts to avoid cancellations and missed appointments.	Medical Officers/ Transportation Coordinator	S
Budgeting and management of prisoner transportation costs should be consolidated.	Director of Institutions	M

## *Special Activities*

### *KPMG Peat Marwick Report - Summary of Recommendations*

*KPMG Peat Marwick*

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
The Office of Management and Budget should reduce the Department's prisoner transportation authorization.	OMB/ Commissioner	S
The Department must prevent further miscoding of invoices and misreporting of expenses.	Commissioner	S
Unit supervisors and managers must be provided with reports and training to effectively monitor and manage their budgets.	Director of Administrative Services	S
<i>11. Material Managements</i>		
The Department should centrally manage the use and procurement of all departmental forms.	Director of Administrative Services	S
Warehouse inventories should be reduced to a two-week supply and warehousing operations should be eliminated or reduced.	Special Assistant for Food Services	M
<i>12. Communications</i>		
Increased communications with field staff should be initiated promptly to help ensure that policy and procedural changes are adequately disseminated and understood before being adopted.	Deputy Commissioner	S
<i>13. Data Processing</i>		
The OBSCIS and HOFA systems require major redesign or replacement in order to meet the operating needs of the Department.	Data Processing Manager	M

## *Special Activities*

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### *Legislative Impact*

#### *Bills Which Became Law in 1991*

The Alaska Crime Victims' Rights Act, (House Bill 36) became law, expanding the rights of victims to receive notification of the release of offenders. These changes in law were reflected in an updated Victim Notification Policy (Policy #81803) which was signed by the Commissioner on October 1, 1991.

#### *Bills Introduced During 1991*

Population Management: House Bill 224 and Senate Bill 215 provide for emergency release mechanisms to deal with prison overcrowding as required by the Clery Final Settlement Agreement. The House version was amended last year to require that prisoners released under the provisions of the bill, and who have over 30 days left to serve, must reside at a community residential center. The House bill has also been amended to include a sunset clause repealing the bill's provisions as of July 1995. Both bills remained in committee at the end of the last session.

Award and Forfeiture of Statutory Good Time: House Bill 333 makes explicit the Commissioner's authority to take away good time from a prisoner in pretrial or pre-sentence status. The bill was introduced in response to a 1990 Anchorage Superior Court ruling that the department could not take good time until after sentencing. The bill remained in committee at the end of the last session.

Immunity for State Employees: Senate Bill 214 grants immunity to state employees and contractors from liability for negligence in release or supervision of persons on parole, probation, furlough, work release, or similar conditional release. It would not affect liability for "gross negligence." The bill remained in committee at the end of the last session.

#### *Proposed Legislation During 1992*

Prisoner's Right to Rehabilitation: In 1991 the Alaska Supreme court ruled in Ferguson v. State that a prisoner has a constitutional right to rehabilitation and must receive due process prior to removal from such programs. The proposed bill provides that constitutional protection applies only when the Commissioner has determined that a specific program is essential to the prisoner's reformation as a non-criminal member of society.

## *Special Activities*

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Authority to Contract for the Care and Confinement of Prisoners:

Proposed legislation has been drafted which would expand the department's options for managing the prison population. The bill would allow the department to contract with private entities, either in-state or out-of-state, to house pretrial and convicted felons. Current law restricts the department's authority to contract with privately operated facilities to those in-state, and only for furlougees, restitution center placements, and misdemeanants.

Hiring Physicians in Exempt Status: Only the department of Health and Social Services is authorized to hire medical doctors in exempt status. The Forensic Team was transferred from DHSS to DOC this year and a medical doctor was hired to direct medical services. These employees have been temporarily authorized exempt status by the Governor. Legislation has been drafted to extend the exemption beyond the current fiscal year.

## *Special Activities*

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### *Litigation*

#### *Overview*

Correctional law is constantly evolving and has become so specialized that it requires considerable experience before an attorney can comfortably handle the broad spectrum of cases that are filed by present and former prisoners, probationers, and parolees. The Department of Corrections is fortunate to have three attorneys who have a combined experience of more than 24 years working in correctional law. The duties of these attorneys include researching and drafting legal opinions to assist the department in making policy decisions; representing the department and department staff in legal proceedings; providing oral advise on a daily basis to more than 1300 department employees; drafting legislation and testifying before the Legislature; providing staff training; and reviewing policy and regulations.

#### *Workload*

In 1983, 13 new corrections litigation files were opened by the Department of Law. By 1985, new cases had increased to 70. During calendar year 1991, 139 new litigation files were opened. Although roughly 9 cases are closed each month, about a dozen cases are filed. Even if the rate of new cases during the coming year does not increase, the department's attorneys will end the year with approximately 36 more open case files than at the beginning of the year. Besides new litigation cases, there have been more than 500 requests for legal advise from the attorneys during 1991.

#### *Need for additional legal assistance*

It should be noted that approximately 40 active litigation files per attorney is considered the "breaking point" for the type of work required in corrections. Unfortunately, our attorneys are well beyond that limit. Due to the workload currently being experienced, important projects, such as a revision of the department's regulations, and implementation of a hearing officer model in the disciplinary process, have been delayed. Legal assistance for the department has not increased in six years. During that time, the prison population has increased by 30% and the number of lawsuits has doubled.

## Special Activities

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### *Cleary v. Smith*, prison conditions class action suit

#### *Early Stages of the Case*

Most states have had at least one major "prisoners' rights" class action lawsuit. In 1981, Alaska prisoners filed suit challenging among other things, the conditions of their confinement. The following is a synopsis of that landmark case and its impact upon the department today.

In August 1981, a broad-based attack on the entire Alaska prison system was filed in the Anchorage superior court. *Cleary v. Smith* (formerly *Cleary v. Beine*) challenged not only the conditions of confinement in Alaska's correctional facilities (principally overcrowding, understaffing, medical care, adequacy of rehabilitative programs, inmate safety, physical plant, and a wide range of other issues), but also the policy of using out-of-state federal prisons to hold state prisoners.

Settlement discussions occurred during a good part of 1982 and resulted in two settlement agreements being reached. On February 4, 1983, a final settlement was signed and ordered implemented regarding Alaska's prisoners housed in federal facilities. This agreement required a number of improvements in services to our federal prisoners, as well as the return to Alaska, by December 31, 1987, of all Alaskan prisoners in the federal system who wished to serve their sentence in-state. During the ensuing five years, the maximum security facility in Seward was constructed and approximately 100 of the 200 prisoners in the federal system chose to return to Alaska. This aspect of the case ended in June 1988, with the return of those prisoners.

Far and away the larger and more complicated part of the case was the challenge to conditions of in-state facilities. On January 21, 1983, the parties entered into a comprehensive 38 page partial settlement agreement (PSA) which resolved major portions of the case. Left unresolved were a number of issues with significant dollar impact, the most important of which were overcrowding and the adequacy of rehabilitative programs. By the time the case went to trial in 1984, major improvements had been made to the correctional system because the legislature appropriated funds for new facilities and programs.

#### *Trial and Compliance Phase*

In January-February 1984, a six and one-half week trial took place on the issues left unresolved by the PSA. This was followed by additional testimony on three days in July and August to update the record. All told, approximately 100 witnesses testified, including experts from all over the country.

On March 1, 1985, Judge Douglas Serdahely issued a 110 page

## Special Activities

memorandum opinion and 164 pages of findings of fact and conclusions of law. After a flurry of motions for reconsideration and clarification on a number of issues, the judge finally issued the final judgment a year later in March 1986. Although the judge's decision and findings reflected that the state had prevailed on approximately 80 percent of the issues at trial, the trial court issued a lengthy remedial order which, among other things, established population caps on each correctional facility and the system as a whole. On the overcrowding issue, the judge had found that the system was not unconstitutionally overcrowded at the time of trial, but ruled that if any additional prisoners would likely cause the system to become unconstitutional.

The department filed notice of appeal and obtained a stay of certain of the remedies ordered by Judge Serdahely pending appeal. The stay included remedies relating to population caps.

Following trial in 1984, plaintiffs began filing contempt motions against various correctional facilities for alleged violations of the PSA. Judge Serdahely appointed a special master to hear these motions and make recommendations to him. Although the plaintiffs rarely prevailed on a majority of the issues raised in any particular contempt motion, the department was held in contempt on a significant number of issues and occasions. Between 1984 and late 1987 more than a dozen contempt motions were litigated and required a considerable expenditure of time and resources.

### Court Monitor

In December 1987, the parties and the court agreed to the need for a new mechanism to assure compliance with the requirements of the PSA yet minimize litigation. The court appointed a court compliance monitor (paid primarily by the Department of Corrections) to conduct inspections of all correctional facilities and to mediate between the parties on questions of interpretation of the PSA and disagreements over compliance.

In November and December 1988, three lengthy motions were filed with the court relating to interpretation of some problematic issues in the PSA. These concerned the propriety of the department's adoption of regulations in 1987 which modified provisions in the PSA relating to administrative segregation of prisoners, the propriety of the legislature's adoption of statutes in 1986 which modified provisions in the PSA relating to telephone and access to college programs for prisoners. The sudden return to a litigation mode jeopardized the cooperative approach taken toward achieving the goal of ending the court's oversight of the department's compliance efforts.

In December 1988, the record on appeal of the trial remedies was finally certified and contained more than 10,000 pages (including 5,600 pages of transcript, 2,600 pages of pleadings, 2,000 pages of depositions, and hundreds of exhibits). In late December and early January 1989, correctional officials, plaintiffs' counsel and the department's counsel met to discuss where

## Special Activities

the case was heading in light of their recent return to litigating several issues and the ripeness of the appeal. Because more than eight years of litigation had not yet resolved the issues in the case and because the supreme court was likely to remand the appeal for an update on Alaska's ever changing correctional system (which would mean essentially a new trial), the parties agreed to attempt to reach a final settlement on all outstanding issues in the case (including a second look at issues addressed in the PSA).

### Cleary Final Settlement Agreement

The Cleary Final Settlement Agreement is a court approved settlement that was implemented on November 1, 1990 after more than nine years of litigation. Settlement discussions took place over 18 months and consisted of more than 350 hours of face-to-face negotiations. These negotiations involved the active participation of high level corrections officials; and drafts of the proposed settlement were circulated and comments solicited from correctional superintendents, the attorney general's office, the governor's office on policy development, as well as from former Governor Cowper. The end result was a comprehensive 88 page document that resolved a multitude of issues in the case, including an appeal before the Alaska Supreme court involving more than 25 issues. While the FSA is organized along subject matter lines, a few comments are relevant to a number of sections which cross these subject lines.

First, a significant number of the provisions in the FSA were already required by earlier orders of the court in this case, by Alaska's statutes, or by the federal or state constitutions. Thus, the FSA does not change this settled law. These provisions address such subjects as:

heat	lighting and ventilation	non-smoking area
plumbing	gymnasium/recreation area	law library
visitation rooms	attorney-client rooms	staffing
staff training	fire and life safety	sanitation
inmate clothing	inmate personal hygiene	bedding
housing	food services	medical care
dental care	mental health	exercise/recreation
visitation	telephone communication	mail
access to courts	access to law library	inmate information
religious freedom	female offenders	counseling
lifeskills	educational services	vocational training
work programs	rehabilitation services	parole planning
prerelease planning	special women's services	program supervision
hearing advisors	administrative segregation	classification
discipline	program involvement	

Secondly, a significant number of the provisions in the FSA merely restate practices followed for years by the Department of Corrections because they are based on principles of sound correctional management.

## *Special Activities*

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Lastly, a considerable cost savings was realized by the settlement of this case due to the avoidance of the lengthy litigation that would have occurred had the appeal and the outstanding issues been pursued. These costs were separate from those that were likely to result from an adverse order of the court, particularly in the areas of mental health and overcrowding.

On July 18, 1991, the court ordered continued court oversight of the department by the standing court compliance monitor on only nine of the twelve issues addressed in the settlement. These nine specific areas are:

1. Administrative Segregation
2. The Grievance and Compliance Administrator's position
3. The treatment of female inmates and the status of a new women's facility
4. The vocational education assessment
5. The grievance procedure and self-monitoring by the department
6. The status of policies and procedures and regulations of the Department
7. The postsecondary education program and its expansion to the northern and southeastern regions
8. Overcrowding
9. The mental health assessment

The next formal review by the court as to compliance will be in February 1992. At that time a decision will be made as to the level of the department compliance and the future of active court oversight of the department.

## *Special Activities*

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### *Four Year Plan*

#### *Introduction*

At the conclusion of the 1991 legislative session key managers of the Department of Corrections met to formulate a strategic four year plan. The purpose of the plan is to keep the department focused on its priorities and to provide a reference point against which to measure progress. Planning gives a sense of direction and positive momentum. It helps to purposefully move past crises, rather than being driven by them.

This plan is the product of a process that involved several stages:

- \* Reviewing and restating the department's mission as defined by the Alaska State Constitution;
- \* Defining the goals, objectives, and needs of each division ;
- \* Identifying values and management principles that should guide the department in carrying out its mission;
- \* Considering the department's history and lessons that can be learned from the past; and
- \* Contemplating the social, technological, political, economic, and environmental elements that are likely to impact the department in the future.

#### *Mission Statement*

The mission of the Alaska Department of Corrections is to protect the public and provide opportunities for the reformation of offenders who are under the lawful care, custody, and control of the Commissioner.

#### *Department Values*

##### *Integrity*

1. Operating safe, secure, humane institutions and providing community corrections services that protect the public.
2. Upholding ethical professional standards based on honesty, fairness, compassion and objectivity.
3. Providing leadership by example in adhering to laws, regulations, and policies.

## *Special Activities*

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### *Accountability*

1. Building credibility through responsible management.
2. Holding offenders accountable for their behavior.

### *Optimism*

1. Recognizing accomplishments and successes as well as unresolved problems.
2. Striving to understand and reduce the impact of crime, helping offenders understand the consequences of their behavior, and supporting their efforts toward behavioral reform.
3. Maintaining a sense of humor.

### *Department Management Principles*

1. Using lessons from the past and future predictions to strategically plan.
2. Basing policy decisions on reliable, factual information.
3. Basing fiscal decisions on the principle of lowest long-term cost to the public.
4. Remembering the department's most valuable resource is its staff.
5. Empowering employees to reach their full potential.
6. Effectively communicating goals and objectives to employees, other interested agencies, and the public.

### *Lessons From The Past*

1. Management studies have been under-utilized.
2. Data collection and analysis have been lacking.
3. Strategic planning has often given way to crisis management and reactive policies.
4. State demographic changes and legislative priorities have influenced offender profiles.
5. Organization has vacillated between regionalized and centralized management.

## *Special Activities*

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6. Most publicity has been negative; accomplishments have received little attention.
7. Lack of self-regulation and direction have resulted in intervention by other agencies, and oversight by the court system.
8. Funding has fluctuated based on a volatile economy.
9. Overcrowding has driven management decisions and funding priorities.
10. There has been limited interaction with the general criminal justice community.

### *Expected Future Impacts*

1. Less rapid growth in population.
2. Aging facilities.
3. Continued substance abuse.
4. Increasing special needs populations: mentally/chronically ill, elderly, gangs, hard drug abusers.
5. Increasing female offender populations and demands for parity in programs.
6. Growing employee expectations regarding health and safety.
7. Trends toward alternatives to incarceration.
8. Growing victims' rights movement.
9. Environmental concerns.
10. Technological advancement and specific criteria to measure each program's compliance with its mission.

## Special Activities

*Note:* Target dates represent those dates initially established for objective completion, however, dates have been adjusted to represent a more accurate time table for objective completion. Where indicated with a strickout the initial target date has been changed to the date identified as (Adjusted).

### Goal I:

#### Enhance Public Protection

*Strategy:* Place more emphasis on recidivism data and research.

*Comment:* Sex offender program evaluations have been completed by two consultants and are available upon .

Objective	Target Date	Date Done	% Done
FY92 The Director of Statewide Programs will seek grant or alternative funding for technical assistance to complete a recidivism study based on data collected on the Hiland Mountain Sex Offender Treatment Program.	06/01/92	12/31/91	50%

*Strategy:* More emphasis on meaningful involvement with other criminal justice agencies.

<u>Objective</u>	Target Date	Date Done	% Done
FY92 The Deputy Commissioner will survey each institution and office to identify and evaluate current interagency committees, task forces, or working groups in which DOC employees are participating to assess future needs.	06/01/92		

*Strategy:* Place more emphasis on effective rehabilitation programs.

<u>Objective</u>	Target Date	Date Done	% Done
FY92 The Director of Statewide Programs will develop a clear mission statement for each statewide program and specific criteria to measure each program's compliance with its mission.	06/01/92		

## Special Activities

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Policy written and signed, on hold issue to Ferguson decision.</i>	FY92 The Commissioner will issue Department Policy and Procedure to implement 1990 legislation regarding court-ordered participation in rehabilitation programs during incarceration.	08/01/91		90%

*Strategy: Place more emphasis on community supervision.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
	FY92 The Director of Community Corrections will develop a philosophy and mission statement for the Division of Community Corrections.	12/31/91	12/31/91	100%
	FY92 The Director of Community Corrections will request technical assistance to determine the feasibility of automated case management for community supervision.	06/01/92		

*Strategy: Place more emphasis on victim notification.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: P&amp;P # B18.03, Victim Notification issued 10/01/91 is available upon request.</i>	FY92 The Commissioner will issue revised department policy and procedures addressing victim notification issues.	08/01/91	10/01/91	100%

*Strategy: Place more emphasis on public awareness and community education and involvement.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
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(deferred to FY93)

## Special Activities

**Strategy:** *Continue the same emphasis on operation of safe, secure, humane institutions with low rates of escape/violence.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Director of Institutions will oversee American Correctional Association accreditation of Wildwood and Palmer-Medium Correctional Centers.	06/01/92		
FY92 The Director of Institutions will evaluate the remaining recommendations of the 1990 Prisoner Transportation Task Force and implement those deemed appropriate.	06/01/92		
<i>Comment: Master Plan will address housing and needs of both short and long-term female offenders. Preliminary recommendation to be refined in Feb. 1992.</i>	FY92 The Director of Institutions will develop a plan to address the housing needs and parity issues of female prisoners.	<del>09/01/91</del> (06/01/92) Adjusted	
<i>Comment: Determined to be cost effective for Sixth Ave. and CIPT Combined DOC and Public Safety funding.</i>	FY92 The Director of Institutions will complete a report on the feasibility, costs, and impacts of implementing live-scan, automated fingerprinting at booking institutions.	01/01/92	01/01/92 90%
	FY92 The Director of Institutions will review prisoner activity levels at each institution and implement recommendations to reduce idleness.	06/01/92	
	FY92 The Compliance Administrator will work with the Director of Institutions to resolve the outstanding issues related to the Final Settlement Agreement so that continued oversight by the Court will no longer be necessary after February 1992.	<del>10/01/91</del> (06/01/92) Adjusted	

## Special Activities

### Goal II:

#### Use Facilities and Material Resources More Efficiently

*Strategy: Place more emphasis on security and custody classification system to insure appropriate institutional placement of prisoners.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY 92 The Facility Planner will see that existing & deteriorated Palmer Minimum Correctional Center housing units are replaced by a new housing building.	12/31/92	10/01/91	100%
FY92 The Facility Planner will initiate the renovation of the existing Palmer Minimum housing and support building into a program and support facility that meets program needs and current building code requirements.	<del>12/31/92</del> (06/01/92) Adjusted		
FY92 A Department Task Force will identify resources required by each institution to adequately maintain the physical plant to prevent deterioration of the building. Physical plant requirements will be specifically addressed in the departmental budget process.	<del>10/01/92</del> (06/01/92) Adjusted		

*Strategy: Place more emphasis on security and custody classification system to insure appropriate institutional placement of prisoners.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Classification study available upon request..</i>			
FY92 The Director of Institutions, with technical assistance from the National Institute of Corrections, will conduct a validation study of the prisoner classification system.	<del>12/31/92</del> (06/01/92) Adjusted	1/31/92	100%

## Special Activities

		Target Date	Date Done	% Done
<i>Comment: Master plan consultants have presented preliminary findings.</i>	FY92 The Director of Institutions will evaluate current institutional placements of prisoners based on the validated classification system and the DOC 1990 security audit.	<del>06/01/92</del> (03/01/92) Adjusted		
<i>Comment: Recommendation of validation study consultants are being reviewed for impact and inclusion in policy &amp; procedure.</i>	FY92 The Director of Institutions will revise classification policies and procedures to insure the least restrictive custody and placement of each prisoner, consistent with sound correctional management.	03/01/92		
<i>Strategy: Place more emphasis on effective institutional placement of statewide programs.</i>				
	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: The report on the Sex Offender Program placement has been completed. (Report available upon request)</i>	FY92 A Departmental Task Force will evaluate and make recommendations on the most effective institutional placements of substance abuse, sex offender, and prison industries programs.	06/01/92	01/02/92	33%
<i>Strategy: Place more emphasis on alternatives to incarceration and intermediate sanctions for probation/parole violators.</i>				
	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Final report expected 01/03/92.</i>	FY92 A Departmental Task Force will study the feasibility of instituting boot camps, day treatment centers, and electronic monitoring/home confinement programs to alleviate demands for hard beds.	12/31/91	12/31/91	90%

## Special Activities

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Task Force will design pilot program models for each alternative assessed to be feasible.	06/01/92		
<i>Comment: Report available upon request.</i>			
FY92 A Departmental Task Force will review current community residential center definitions and functions, and will propose changes to statutes, regulations, and policies as needed to maximize the use of community residential beds within acceptable levels of risk to the public.	01/01/92	01/24/92	100%
FY92 The Executive Director of the Parole Board will insure that the board operates such that the percentage of released parolees return to custody within one year are: less than 6% for a new felony conviction (currently 2%); less than 2% for a new violent felony conviction (currently 5%); less than 20% for a new non-felony conviction (currently 2%).	06/01/92		
<i>Strategy: Place more emphasis on cost-efficient purchasing/procurement.</i>			
<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Director of Institutions will develop a plan for purchasing prisoner clothing from Prison Industries and addressing the clothing needs of long term prisoners.	01/01/92	01/01/92	100%
<i>Comment: Prison Industries clothing is being used for jail and short term facilities.</i>			
<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Commissioner will develop a plan to improve cost-effectiveness and inventory control with regard to institutional purchasing procedures.	07/01/91 (06/01/92) Adjusted		

## Special Activities

### Goal III:

#### Use Human Resources More Efficiently

*Strategy: Place more emphasis on reorganization along functional lines.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Commissioner will update Department Policy 102.03, <u>Organization Chart</u> , reflecting reorganization from regional to functional lines.	07/01/91	07/25/91	1000%

*Comment: Final paper work is being processed.*

FY92 The Director of Administrative Services will restructure current PCNs, update job descriptions, reclassify/ relocate positions, and request new positions as needed to complete the shift from regional to functional organization.	08/01/91	12/31/91	800%
FY92 A Departmental Task Force will study the feasibility of creating an Internal Affairs Investigative Unit and make recommendations on implementation if feasible.	<del>08/15/91</del> (06/01/92) Adjusted		

*Strategy: Place more emphasis on management skills and supervisory training.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Training Coordinator will insure that a 40-hour comprehensive supervisory skills training program in Anchorage, Fairbanks, and Juneau is made available to all supervisory employees.	06/01/92		

## Special Activities

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Training Coordinator will insure that a 24-hour course on management skills is available for Assistant Superintendents and Superintendents.	06/01/92		

FY92 The Director of Community Corrections will establish and implement a minimum level of supervisory training to be completed by community corrections supervisors, including certification in a "Training for Trainers" course for all Probation Officers - III.	06/01/92		
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*Strategy: Place more emphasis on staff utilization studies and job classification.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Deputy Commissioner will develop a plan to implement the recommendations of the Pezzat Marwick staff utilization audit conducted between May and July, 1991.	12/31/91 (06/01/91) Adjusted		

*Comment: Task Force report recommendations for career track for C.O.'s and P.O.'s is completed. Project on hold.*

FY92 The Director of Administrative Services will review the recommendations of the Director of Institutions regarding the reclassification of the Correctional Officer job series 3 and the recommendations of the Director of Community Corrections regarding the Probation Officer job series 3 and will submit final recommendations to the Department of Administration, Division of Personnel.	09/01/91 (06/01/92) Adjusted		
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## Special Activities

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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<p>FY92 A Department Task Force will process requests for analyzing the relative costs/benefits of private vs. Governmental responsibility for selected DOC functions. Initial requests for analysis include: internal on-site versus contracted drug testing for Community Correction: offenders; restitution and possibly probation fee collection.</p>	06/01/92		
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*Strategy: Place more emphasis on employee health and safety needs.*

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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<p>FY92 The Director of Institutions will insure that an Employee Assistance Program is in place at Spring Creek Correctional Center that includes employee health components.</p>	01/01/92	09/03/91	100%
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*Strategy: Place more emphasis on employee turnover.*

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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*Comment: Deferred until FY93 pending completion of a national study on same topic.*

<p>FY92 A Department Task Force will assess levels of turnover at each institution and office, determine acceptable levels of turnover, and make recommendations to achieve levels in each unit.</p>	04/01/92		
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## Special Activities

*Strategy: Place more emphasis on the identification and use of employee skills/talents/interests.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Survey completed and results being compiled.</i>	<b>FY92</b> A Departmental Task Force will conduct an employee survey, catalogue results, and develop a system for updating and utilizing the information in order to involve more employees in special projects/assignments relevant to their skills/interests.	02/01/92	01/01/92	90%

*Strategy: Place more emphasis on the feasibility of volunteers.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Policy is in draft format and currently under review and evaluation by department Personnel.</i>	<b>FY92</b> The Commissioner will issue a Department Policy establishing a Student Intern program.	<del>11/01/91</del> (04/01/92) Adjusted		70%
	<b>FY92</b> The Director of Community Corrections will insure that at least one student intern is placed in the Community Corrections offices in Anchorage and Fairbanks.	11/01/91	11/01/91	100%

*Strategy: Continue the same emphasis on new hire recruitment and staff training.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
	<b>FY92</b> A Department Task Force will make recommendations to improve training officer recruitment.	12/30/91		

## Special Activities

### Goal IV:

#### Develop Management Information and Planning Systems

*Strategy: Place more emphasis on data collection/analysis and research.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: This unit has been renamed to the Office of Technical Services.</i>	FY92 The Deputy Commissioner will create an Office of Research and Planning to serve as a central clearing house for data collection/analysis and research.	07/01/91	07/01/91	100%
<i>Comment: Initial draft completed.</i>	FY92 The Office of Technical Services will publish a description of its functions and outline procedures for requesting technical assistance, data, research materials, policy and procedure revisions, and other information from the office.	<del>12/01/91</del> (06/01/92) Adjusted		80%
	FY92 The Director of Administration will develop procedures and data processing controls to insure accurate, reliable, and protected data entry into the OBSCIS and HOFA systems.	<del>09/01/91</del> (06/01/92) Adjusted		

*Strategy: Place more emphasis on reliable offender forecasting systems.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Method will be validated by Master Plan consultants before finalized.</i>	FY92 The Office of Technical Services will develop a standardized prisoner population forecasting method. The forecasting method will be based on data from jail and prison populations and will provide valid forecasts for budget and planning purposes.	09/01/91	09/01/91	100%

## Special Activities

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Currently in progress. Preliminary report due 06/06/92.</i>	FY92 A Department Task Force will develop a statewide Facilities Master Plan, projecting the facility needs of the department over the next five years and recommending facility modifications that will be required to meet forecasted offender needs. Distinction between jail and prison facilities and parity for female offenders will be incorporated into the plan.	06/01/92		

*Strategy: Place more emphasis on executive staff training.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Scheduled for 06/06/92.</i>	FY92 The Commissioner, Deputy Commissioner, Special Assistants, and Directors will participate in at least two follow-up training sessions addressing strategic planning.	06/01/92		

*Strategy: Place more emphasis on regular, systematic audits.*

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Accounting procedures training completed; audit system in progress.</i>	FY92 The Director of Administrative Services will revise budgeting and accounting policies and procedures and institute regular fiscal audits of each department component to improve budget planning and accountability.	<del>12/31/91</del> (06/01/92) Adjusted		

## Special Activities

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*Strategy: Place more emphasis on comprehensive annual report.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<p><i>Comment: The annual report will be used as an internal planning document and will provide the Governor and Legislature with timely information appropriate to their needs.</i></p>	<p><b>FY92</b> The Office of Technical Services will develop a timeline and a format for collecting and compiling information for an annual report to be published at the end of each calendar year.</p>	<p>12/31/91</p>	<p>11/15/91 100%</p>

*Strategy: Place more emphasis on analysis and response to proposed legislation.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<p><b>FY92</b> The Commissioner will direct the department's legislative liaison to develop a system to insure that all proposed legislation affecting the department is reviewed by the appropriate staff and that a department position paper and fiscal note, if applicable, are submitted to the Legislature in a timely manner.</p>	<p>12/31/91</p>	<p>12/31/91</p>	<p>100%</p>

## *Administrative Services Division*

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### *Mission Statement*

The Division of Administrative Services is the administrative arm of the Department of Corrections. The mission of this division is to support the operating divisions of the Department, in the areas of personnel, accounting, supply and data processing/records. This support is provided in two ways: 1) ongoing operation of support systems to pay bills, process payroll, provide data processing services, supply routine materials; and 2) responding to requests from the operating divisions for assistance in such matters as personnel reclassifications or utilization studies, accounting or auditing projects, enhancements to the data processing systems, budget preparation and analysis.

### *Division Overview*

This division is staffed with 40 full time employees. The responsibility of this division extends to a Department with 1319 employees, located in 24 communities in the state. The annual budget of the Department is approximately \$110 million. The Department is responsible for approximately 2,600 inmates and 3,800 offenders under parole or probation supervision.

### *Accounting Section*

The accounting section in Juneau processes all vendor and contractor payments for the Department. This section has been working with the institutions and other organizational units to assure timely payment of vendor invoices. This section also oversees the automated HOFA accounting system, which functions in each institution for the accounting for inmate funds. The accounting section provides input to the budget preparation and control process, working with the management of this division and with the other divisions to help maintain up-to-date budget information.

### *Supply Section*

The supply section oversees all purchasing for the department for non-food or medical items. This function is divided between Juneau and Anchorage, with the Juneau office handling certain state-wide functions, and the Anchorage office working with the Anchorage vicinity institutions and the Anchorage headquarters office. Processing and distribution of mail for both offices is also a responsibility of this section.

### *Data and Word Processing Section*

This section, housed in Juneau, is responsible for supporting the ongoing data processing requirements of the Department. The major programs managed by this section are the OSCIS information system and HOFA inmate accounting system. The staff is working to upgrade various aspects of these programs, to improve ease of operation and generation of accurate information. This section provides statistical reports for use by management, and coordinates with other justice agencies regarding common or shared data information issues.

## *Administrative Services Division*

***Personnel Section***

The Personnel unit has had a major reorganization over the past year. The change from regional to functional lines of authority has caused staff and workload realignment but has provided a more consistent service to the department. The senior personnel officer is now located in Anchorage closer to the majority of the directors and their staff. The Anchorage office consists of eight staff and provides personnel/payroll guidance to over 1100 employees. The Juneau office has six staff providing service to approximately 200 employees in addition to processing all new employee background investigations.

Another major change in the Personnel Unit is the implementation of basic employment standards under the guidance of the Alaska Police Standards Council. This provides for an indepth screening of all Correctional Officers and Probation Officers applicants which includes personal histroy, employment history, medical and psychological screening. In the past year, approximately 2500 applicants have received background packets and are in various stages of process.

***Employee Data***

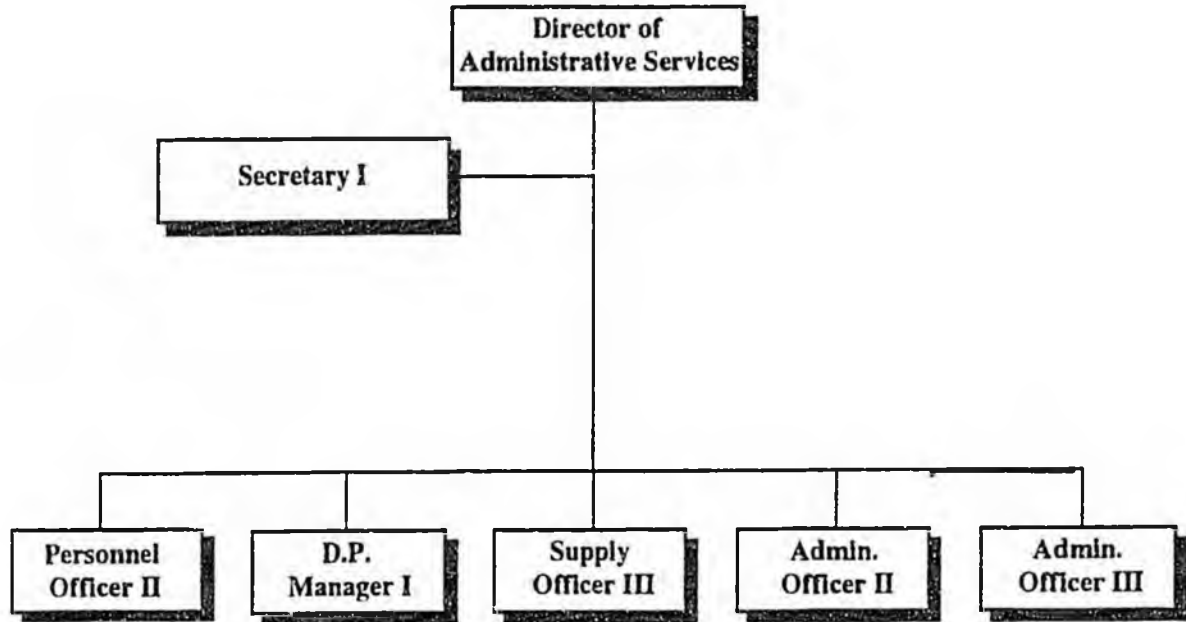
**Fulltime Employees FY90 Actual FY91 Actual FY92 Auth.**

Administrative Services	51	51	54
Statewide Programs	58	54	46
Parole Board	5	5	5
Institutions	1,062	1,093	1,101
Community Corrections	111	116	111
Total	1,287	1,319	1,317

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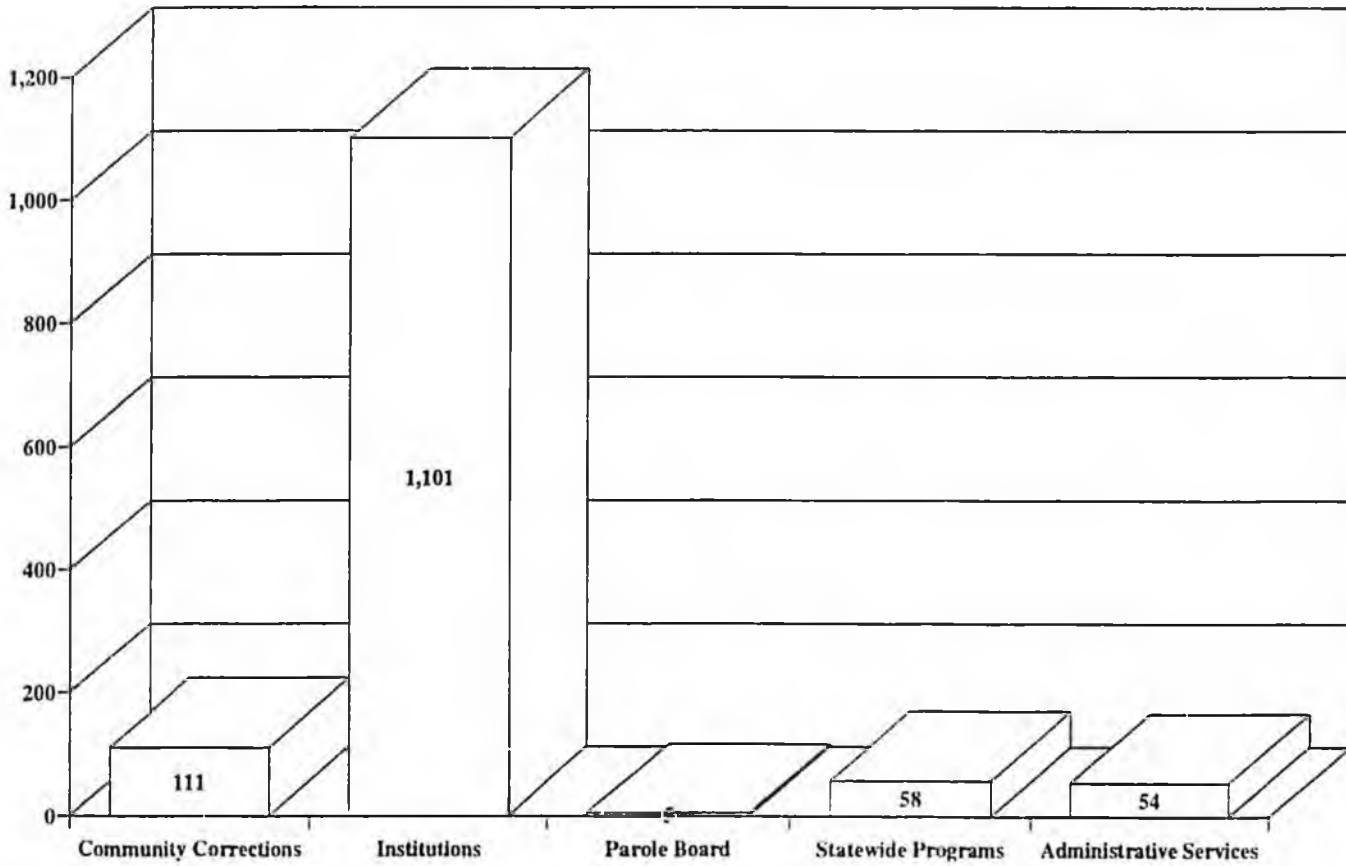
## *Administrative Services Division*

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## Administrative Services Division

**Number of Employees by Division**  
Fiscal Year 1992 Authorized



## *Administrative Services Division*

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### **Budget Overview**

The Department of Corrections has suffered from insufficient funding for several years. The level of funding has not kept pace with the growth in demands on the department for inmate and community services. One of the priorities of this department is to achieve an appropriation level that is adequate to avoid an annual supplemental budget request. Once the appropriation matches the ongoing operating costs of the department, the department will be able to manage toward a firm budget figure. This will enhance the ability of management to hold program managers accountable for their budgets and for not over spending. Until an adequate budget level is established, any efficiencies or cost savings implemented by the department will be overshadowed by supplementals and shortfalls.

The fiscal gap for the department is clearly demonstrated in the attached chart "Fiscal Data By Function." The actual level of expenditures for FY 90 was \$98.7 million. For FY 91, this actual level was \$107.1 million. The appropriation for FY 92 is \$102.7 million. If costs in FY 92 were to increase 5% over FY 91, the budget level in FY 92 would need to be at least \$112-113 million.

The breakdown of the department's budget shows that 75% is for institutional operations, and almost 75% of the department total budget is made up of personnel cost. There is very little discretion in staffing patterns for institutions due to security concerns. There is also no room for artificially high personnel vacancy factors since 24-hour shifts must be staffed, either by filled positions or through the more expensive use of overtime. As long as the prisoner population remains at its current levels, the opportunity for significant budget savings is not available.

The department is analyzing ways to deal with potential growth in prisoner population. Increases in caseload will create budgetary demands, regardless of how this caseload is handled. To the extent that population growth can be absorbed in "soft" beds, the overall cost of facility construction and operation of "hard" beds will be minimized. However, even the less expensive alternative of using "soft" beds will carry a price tag and will increase, not decrease, the total budget for the department.

## Administrative Services Division

### Supplemental Budget Projection

Anvil Mountain C.C.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	3,001.7	3,105.9	3,295.2	(189.3)
Travel	50.0	37.7	58.7	(21.0)
Contractual	330.3	212.4	391.5	(179.1)
Supplies	312.0	335.2	335.2	0.0
Equipment	37.9	0.0	0.0	0.0
Grants	35.9	23.6	35.9	(12.3)
Subtotal	3,767.8	3,714.8	4,116.5	(401.7)
<b>Cook Inlet Pretrial</b>				
Personal Services	7,268.1	7,599.4	7,979.3	(379.9)
Travel	9.7	9.0	10.0	(1.0)
Contractual	564.7	410.0	612.0	(202.0)
Supplies	773.7	807.3	818.1	(10.8)
Equipment	39.0	0.0	0.0	0.0
Grants	72.7	75.8	75.8	0.0
Subtotal	8,727.9	8,901.5	9,495.2	(593.7)
<b>Fairbanks C.C.</b>				
Personal Services	5,701.5	5,939.0	6,215.5	(276.5)
Travel	42.3	23.8	30.0	(6.2)
Contractual	595.9	395.0	622.0	(227.0)
Supplies	881.9	867.3	900.0	(32.7)
Equipment	15.7	0.0	10.0	(10.0)
Grants	94.3	93.0	93.0	0.0
Subtotal	7,331.6	7,318.1	7,870.5	(552.4)
<b>Hiland Mtn/Meadow Ck C.C.</b>				
Personal Services	5,692.7	5,623.8	6,227	(603.9)
Travel	8.6	6.3	12.1	(5.8)
Contractual	550.1	492.8	561.6	(68.8)
Supplies	708.1	650.7	725.0	(74.3)
Equipment	13.2	0.0	0.0	0.0
Grants	174.3	157.4	174.0	(16.6)
Subtotal	7,147.0	6,931.0	7,700.4	(769.4)

## *Administrative Services Division*

Sixth Avenue C.C.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	3,011.4	3,074.5	3,296.0	(222.1)
Travel	18.2	9.3	17.0	(7.7)
Contractual	118.8	24.5	123.2	(98.7)
Supplies	267.2	206.8	277.0	(70.2)
Equipment	33.9	0.0	0.0	0.0
Grants	26.1	22.0	26.0	(4.0)
Subtotal	3,475.6	3,337.1	3,739.8	(402.7)
<b>Spring Creek C.C.</b>				
Personal Services	10,568.4	10,598.1	11,467.5	(869.4)
Travel	50.3	40.3	40.3	0.0
Contractual	977.1	802.4	1,062.0	(259.6)
Supplies	1,139.5	1,378.9	1,243.0	135.9
Equipment	74.5	0.0	0.0	0.0
Grants	247.0	232.3	252.3	(20.0)
Subtotal	13,056.8	13,052.0	14,065.1	(1,013.1)
<b>Wildwood C.C.</b>				
Personal Services	5,944.3	6,045.3	6,501.0	(455.7)
Travel	33.8	21.8	25.0	(3.2)
Contractual	486.1	284.0	458.9	(174.9)
Supplies	867.6	870.5	912.0	(41.5)
Equipment	27.0	0.0	0.0	0.0
Grants	186.4	167.7	187.0	(19.3)
Subtotal	7,545.2	7,389.3	8,083.9	(694.6)
<b>Yukon-Kuskokwim C.C.</b>				
Personal Services	3,165.3	3,247.1	3,499.4	(252.3)
Travel	45.9	34.2	40.0	(5.8)
Contractual	293.4	164.5	297.6	(133.1)
Supplies	294.8	313.6	325.0	(11.4)
Equipment	29.9	38.5	31.0	7.5
Grants	45.1	51.2	48.5	2.7
Subtotal	3,874.4	3,849.1	4,241.5	(392.4)

## *Administrative Services Division*

Subtotal -- Institutions	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	59,788.1	61,337.0	65,836.0	(4,499.0)
Travel	329.6	221.3	305.6	(84.3)
Contractual	5,309.7	3,679.8	5,815.3	(2,135.5)
Supplies	7,281.7	7,365.2	7,709.4	(344.2)
Equipment	312.1	54.5	73.2	(18.7)
Grants	1,248.9	1,160.6	1,285.1	(124.5)
Subtotal	74,270.1	73,818.4	81,024.6	(7,206.2)
<b>Director of Institutions</b>				
Personal Services	240.4	408.0	377.8	30.2
Travel	24.6	9.0	44.0	(35.0)
Contractual	12.4	4.8	20.0	(15.2)
Supplies	3.9	0.7	5.2	(4.5)
Equipment	15.0	0.0	7.0	(7.0)
Grants	0.0	0.0	0.0	0.0
Subtotal	296.3	422.5	454.0	(31.5)
<b>Classification/Transportation</b>				
Personal Services	579.4	435.4	480.4	(45.0)
Travel	9.3	43.2	61.0	(17.8)
Contractual	47.1	29.3	29.3	0.0
Supplies	49.8	2.0	2.0	0.0
Equipment	20.0	0.0	0.0	0.0
Grants	0.0	0.0	0.0	0.0
Subtotal	705.6	509.9	572.7	(62.8)
<b>TOTAL INSTITUTIONS</b>				
Personal Services	60,607.9	62,180.4	66,69.2	(4,513.8)
Travel	363.5	273.5	410.6	(137.1)
Contractual	5,369.2	3,713.9	5,864.6	(2,150.7)
Supplies	7,335.4	7,367.9	7,716.6	(348.7)
Equipment	347.1	54.5	80.2	(25.7)
Grants	1,248.9	1,160.6	1,285.1	(124.5)
Subtotal	75,272.0	74,750.8	82,051.3	(7,300.5)

## *Administrative Services Division*

<b>TOTAL PROBATION</b>	<b>91 Actual</b>	<b>92 Authorized</b>	<b>92 Projected</b>	<b>Shortfall</b>
Personal Services	5,693.3	5,797.5	5,852.2	(54.7)
Travel	156.1	111.3	90.4	20.9
Contractual	575.2	406.9	509.1	(102.2)
Supplies	78.0	63.5	69.3	(5.8)
Equipment	35.0	7.4	11.3	(3.9)
Grants	1.0	1.0	0.0	1.0
Subtotal	6,538.6	6,387.6	6,532.3	(144.7)
<b>COMMISSIONER' OFFICE</b>				
Personal Services	508.7	736.9	625.1	111.8
Travel	52.0	32.2	77.9	(45.7)
Contractual	79.7	57.5	37.7	19.8
Supplies	7.8	7.0	22.3	(15.3)
Equipment	0.3		5.8	(5.8)
Grants				0.0
Subtotal	648.5	833.6	768.8	64.8
<b>PAROLE BOARD</b>				
Personal Services	259.9	253.5	304.5	(51.0)
Travel	98.4	99.8	112.3	(12.5)
Contractual	88.5	79.0	115.8	(36.8)
Supplies	2.3	2.1	2.7	(0.6)
Equipment	2.1			0.0
Grants				0.0
Subtotal	451.2	434.4	535.3	(100.9)
<b>ADMIN. SERVICES</b>				
Personal Services	1,939.6	1,687.8	1,761.9	(74.1)
Travel	22.6	10.9	26.1	(15.2)
Contractual	542.1	433.0	550.4	(117.4)
Supplies	78.9	58.7	51.4	7.3
Equipment	0.3		11.2	(11.2)
Grants	177.3	137.5		137.5
Subtotal	2,760.8	2,327.9	2,401.0	(73.1)

## *Administrative Services Division*

POLICY REVIEW UNIT	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services				0.0
Travel				0.0
Contractual				0.0
Supplies				0.0
Equipment				0.0
Grants				0.0
Subtotal				0.0
<b>DATA &amp; WORD PROCESSING</b>				
Personal Services	226.2	227.6	282.3	(54.7)
Travel	8.9	10.8	5.0	5.8
Contractual	78.0	174.5	39.6	134.9
Supplies	8.7	11.8	69.3	(57.5)
Equipment	99.9		40.7	(40.7)
Grants				0.0
Subtotal	421.7	424.7	436.9	(12.2)
<b>BRJ TOTAL</b>				
Personal Services	2,934.4	2,905.8	2,973.8	(68.0)
Travel	181.9	153.2	220.8	(67.6)
Contractual	788.3	744.0	743.5	0.5
Supplies	97.7	79.6	145.7	(66.1)
Equipment	102.6	0.0	57.7	(57.7)
Grants	177.3	137.5	0.0	137.5
Subtotal	4,282.2	4,020.1	4,141.5	(121.4)
<b>STATEWIDE PROGRAMS</b>				
Personal Services	324.1	324.6	536.0	(211.4)
Travel	77.1	16.1	52.9	(36.8)
Contractual	6,829.2	7,213.5	7,497.0	(283.5)
Supplies	155.6	122.0	130.1	(8.1)
Equipment	73.1		10.4	(10.4)
Grants	4.2			0.0
Subtotal	7,463.3	7,676.2	8,226.4	(550.2)

## Administrative Services Division

INDUSTRIES ADMIN.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	782.4	774.6	804.5	(29.9)
Travel	14.9	4.8	17.6	(12.8)
Contractual	7.2	5.5	8.7	(3.2)
Supplies	1.1	2.1	2.1	0.0
Equipment				0.0
Grants				0.0
Subtotal	805.6	787.0	832.9	(45.9)
<b>TRAINING UNIT</b>				
Personal Services	702.4	751.8	868.5	(116.7)
Travel	66.8	54.0	56.5	(2.5)
Contractual	355.5	94.7	161.5	(66.8)
Supplies	144.2	81.1	75.1	6.0
Equipment	57.7		0.9	(0.9)
Grants		12.0		12.0
Subtotal	1,326.6	993.6	1,162.5	(168.9)
<b>OUT-OF-STATE CONTRACT</b>				
Personal Services				0.0
Travel				0.0
Contractual	1,284.9	1,348.7	1,226.8	121.9
Supplies	8.6	10.3	1.5	8.8
Equipment	0.9			0.0
Grants				0.0
Subtotal	1,294.4	1,359.0	1,228.3	130.7
<b>INMATE HEALTH CARE</b>				
Personal Services	871.1	770.2	756.5	13.7
Travel	41.4	3.6	29.9	(26.3)
Contractual	5,839.2	3,212.7	6,080.0	(2,867.3)
Supplies	808.2	269.1	882.9	(613.8)
Equipment	21.1			0.0
Grants				0.0
Subtotal	7,581.0	4,255.6	7,749.3	(3,493.7)

## *Administrative Services Division*

ADMIN. TOTAL	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	2,680.0	2,621.2	2,965.5	(344.3)
Travel	200.2	78.5	156.9	(78.4)
Contractual	14,316.0	11,875.1	14,974.0	(3,098.9)
Supplies	1,117.7	484.6	1,091.7	(607.1)
Equipment	152.8	0.0	11.3	(11.3)
Grants	4.2	12.0	0.0	12.0
Subtotal	18,470.9	15,071.4	19,199.4	(4,128.0)
 <b>GRAND TOTALS</b>				
Personal Services	71,915.6	73,504.9	78,485.7	(4,980.8)
Travel	901.7	617.0	879.2	(262.2)
Contractual	21,048.7	16,739.9	22,091.2	(5,351.3)
Supplies	8,628.8	7,995.6	9,023.3	(1,027.7)
Equipment	637.5	61.9	160.5	(98.6)
Grants	1,431.4	1,311.1	1,285.1	26.0
Subtotal (General Fund)	104,563.7	100,230.4	111,924.0	(11,694.6)
Correctional Industries Product Cost		2250.6	2250.6	
Facilities - Capital Improvement Unit		255.6	255.6	
Total Funds		102,716.6	114,431.2	(11,694.6)

## *Administrative Services Division*

*Fiscal Data By Function*

Administrative Services	FY90 Actual	FY91 Actual	FY92 Authorized
Personal Service	2,323.9	2,674.5	2,652.3
Travel	67.9	83.5	53.4
Contractual	510.0	699.8	665.0
Supplies	122.6	95.4	77.5
Equipment	80.1	100.5	0.0
Gratuities	105.0	177.3	137.5
<b>Total</b>	<b>3,209.5</b>	<b>3,831.0</b>	<b>3,585.7</b>
<b>Statewide Programs</b>			
Personal Services	3,390.5	3,432.9	3,250.3
Travel	228.9	271.3	162.2
Contractual	13,476.2	14,743.3	12,236.6
Supplies	2,033.5	2,535.5	1,787.2
Equipment	179.4	317.7	50.0
Gratuities	250.2	290.0	482.5
<b>Total (1)</b>	<b>19,558.7</b>	<b>21,590.7</b>	<b>17,968.8</b>
<b>Parole Board</b>			
Personal Services	230.4	259.9	253.5
Travel	76.8	98.4	99.8
Contractual	84.7	88.5	79.0
Supplies	3.2	2.3	2.1
Equipment	6.1	2.1	0.0
Gratuities	0.0	0.0	0.0
<b>Total</b>	<b>401.2</b>	<b>451.2</b>	<b>434.4</b>

(1) Includes 1382.3 in FY90 and 1294.4 in FY91 for contract prison care by the Federal Bureau of Prisons.

## *Administrative Services Division*

*Fiscal Data By Function*

(2) Institutions	FY90 Actual	FY91 Actual	FY92 Authorized
Personal Services	5,5987.3	6,0309.8	6,1739.9
Travel	326.6	382.9	230.3
Contractual	4,871.9	5,332.8	3,884.6
Supplies	7,212.9	7,291.6	7,365.9
Equipment	257.7	327.1	54.5
Gratuities	1,242.3	1,248.9	1,160.6
<b>Total</b>	<b>6,9901.7 (1)</b>	<b>7,4893.1</b>	<b>7,4435.8</b>

(3) Community Corrections			
Personal Services	4,975.3	5,563.8	5,824.4
Travel	128.6	134.6	105.6
Contractual	417.4	565.5	312.4
Supplies	73.3	73.1	61.1
Equipment	27.3	35.0	7.4
Gratuities	0.8	1.0	1.0
<b>Total</b>	<b>5,622.7</b>	<b>6,373.3</b>	<b>6,311.9</b>

Total Department			
Personal Services	66,907.4	7,2240.9	7,3720.4
Travel	828.8	970.7	651.3
Contractual	19,360.2	21,429.9	17,177.6
Supplies	9,445.5	9,997.9	9,293.8
Equipment	550.6	782.4	111.9
Gratuities	1,598.3	1717.2	1781.6
<b>Total</b>	<b>98,693.8</b>	<b>107,139.0</b>	<b>102,736.6</b>

(1) Includes 3.0 Miscellaneous, not listed.

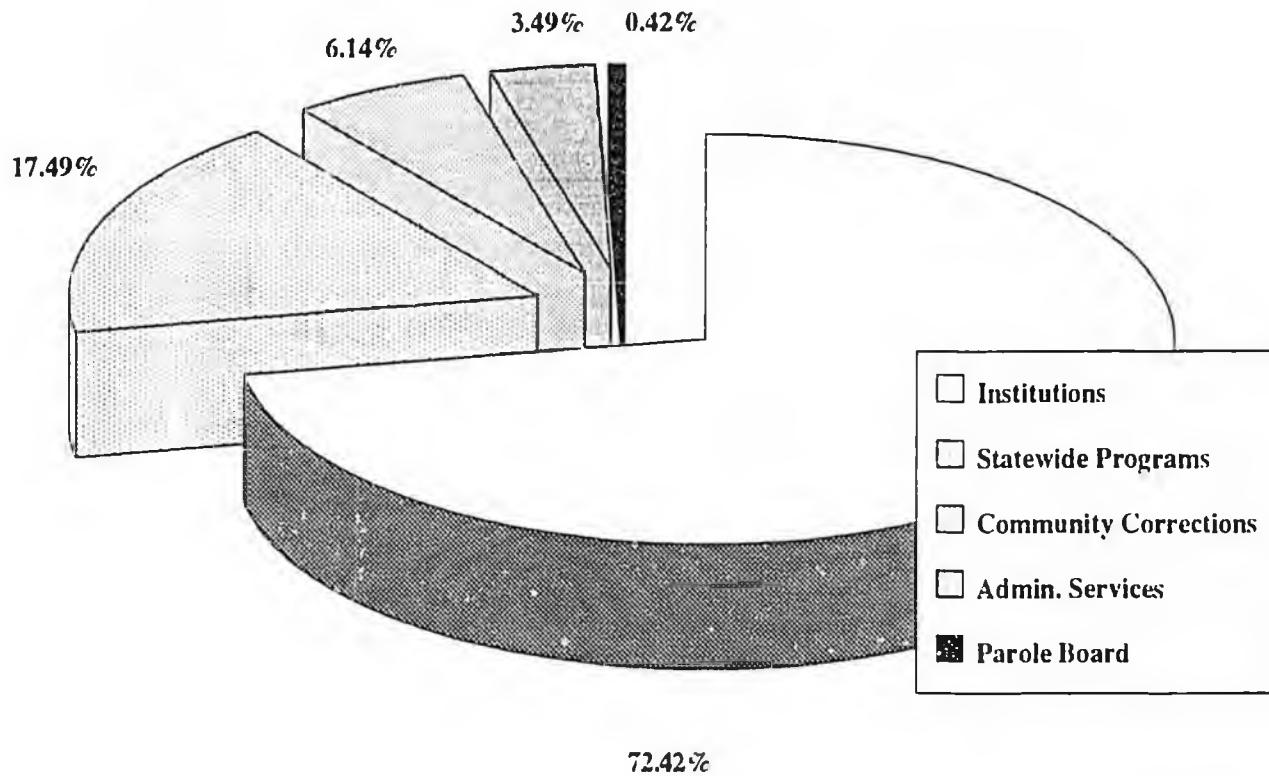
(2) Became a separate Division in FY92.

(3) Became a separate Division in FY92.

## Administrative Services Division

### Fiscal Year 1992 Budget

Total Budget: \$102.7 Million



## *Division of Community Corrections*

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### **Director's Overview**

#### *Mission Statement*

The Division of Community Corrections is responsible for the administration of program units that supervise and oversee the activities of probationers and parolees released to the community. These services are instrumental in assisting the probationer/parolee to reintegrate into society upon release from incarceration.

The Division of Community Corrections continues to strive toward excellence and enhanced public protection as ultimate challenges. In the wake of declining resources and budgetary constraints, our quest for excellence, more than ever, means effective and efficient resource management.

Community Corrections is committed to protection of the public through the efficient use of available resources for the reformation and integration of offenders into society. The programs and services the Community Corrections division offers include the following:

#### *Presentence Investigations*

The presentence investigation report is a social biographical document that is completed on defendants facing felony and misdemeanor sentencing. The report describes the defendant's character, evaluates problems, reveals the nature of relationships with others, and discloses those factors that underlie the defendant's specific offense and conduct in general.

The primary purpose of the presentence investigation report is to aid the court in determining the appropriate sentence. It also serves other functions to include: (1) to aid the supervising probation officer in supervision efforts during the probation and parole; (2) to assist the Division of Institutions in classification, institutional programs, and release planning; (3) to furnish the Alaska Parole Board with information pertinent to consideration of parole; (4) and, it serves as a reference source for treatment practitioners in developing treatment plans.

Finally, the presentence investigation report provides sentencing options and a general plan regarding the defendant's rehabilitative needs.



**Emma J. Byrd, Director of Community Corrections**

## *Division of Community Corrections*

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During the calendar year 1991, over 731 presentence investigation reports were submitted to Superior Courts. The report generally takes from four (4) to six (6) weeks to complete by probation officers. In the Anchorage and Fairbanks Probation Offices, special units have been established to perform this function. At present there are 10 probation officers assigned to these units. In other probation offices throughout the state, probation officers prepare presentence reports and manage supervision caseloads.

### *Supervision*

Professional probation and parole officers monitor offenders in the community by keeping the courts and Parole Board informed of the individual's progress and level of compliance. To enhance case management, specialized caseloads have been established in the larger probation offices for sex offenders, youthful offenders, substance abusers (drugs), and mental health offenders. These specialized caseloads allow the probation officers to become proficient in a given or specific area and permit greater supervision.

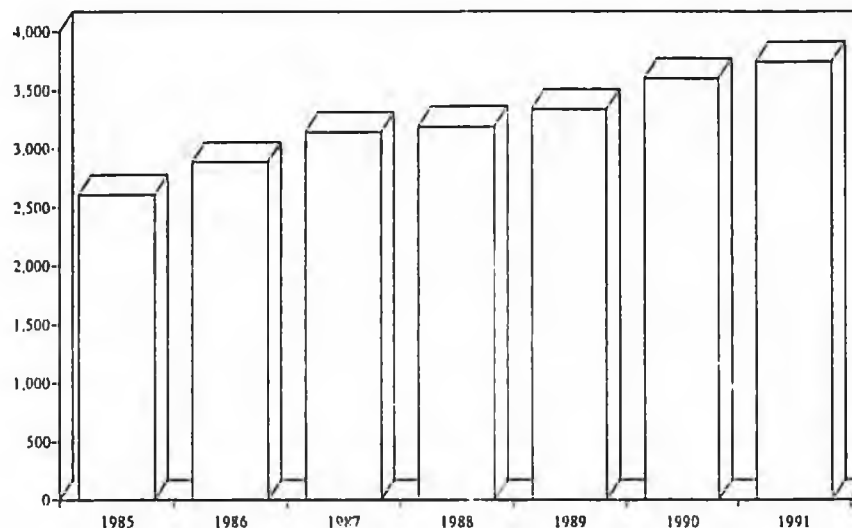
Supervision of offenders is provided by 60 probation and parole officers. On December 31, 1991, there were 3,744 individuals under probation and parole supervision throughout the state. There are 13 district probation office locations. These offices vary in size according to the supervision demands of the locality:

<u>Location</u>	<u>No. of Probation Officers</u>
Sitka	1
Ketchikan	3
Juneau	3
Kodiak	2
Dillingham	1
Kenai	4
Palmer	5
Anchorage	24
Bethel	4
Fairbanks	9
Nome	1
Kotzebue	1
Barrow	2

Since 1985, there has been a steady increase in the number of individuals placed on supervision. This growth is depicted in the following chart.

## *Division of Community Corrections*

Number of Offenders on Community Supervision



### *Intensive Supervision*

The Intensive Supervision and Surveillance Program (ISSP) was started in Anchorage in 1987 as a pilot program staffed by two specially trained probation officers and a clerk typist III. This program serves as an alternative to incarceration by allowing offenders to be released early on discretionary parole. The program targets this specified population of offenders for more intense levels of supervision and surveillance. Increased surveillance is typically coupled with other conditions of probation or parole, including curfews, restitution, community service work, drug and alcohol testing, substance abuse treatment, and an employment or education requirement.

The program also limits the caseload to a maximum level of 25 participants. This is generally well below the traditional supervision caseload which can average between 75 and 85 cases per officer. The small caseload allows for an increased number of contacts between the supervising probation officer and offender, collateral contacts with employers, more frequent alcohol and drug testing, and closer monitoring of participation in treatment programs or services.

Offenders are ordinarily required to spend one year in the program before being either released from supervision or released to a period of regular probation or parole supervision.

## *Division of Community Corrections*

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### *New Start*

The New Start Center program is designed to assist ex-offenders in re-entering the community upon their release from incarceration. The program provides information to clients on available social services, agencies that offer assistance with housing, employment, food, clothing, and other social services.

During fiscal year 1992, the New Start Centers in Juneau and Fairbanks were closed due to underutilization, leaving the only remaining program in Anchorage.

Services previously provided by the New Start Centers have been absorbed by probation officers.

### *Volunteers*

In Fairbanks, a work group was formed and established a male support group to assist ex-offenders. The support group will provide information to participants and create a vehicle for ex-offenders to express, share and resolve problems concerning their re-integration into society.

Volunteers have offered assistance and will co-facilitate the group along with probation officers.

During 1991, three student interns were placed in community corrections probation offices in Anchorage and Fairbanks.

In 1992, the Division of Community Corrections anticipates expanding its use of volunteers.

### *Interstate Compact Unit*

This unit monitors all incoming and outgoing probation and parole transfer cases in Alaska. In 1991, there were 403 Alaska cases transferred to other states and 271 out-of-state probation cases were received by Alaska for supervision.

### *Division Goals*

The Division of Community Corrections was created in 1991. Prior to the creation of the Division, probation and parole supervision services came under the auspices of three regional directors who managed institutions as their primary focus. These regional positions were later consolidated into a Director of Community Corrections and Director of Institutions.

Presently, the division is in an embryonic stage of development and change. It has pressing demands, but poses an exciting challenge.

## *Division of Community Corrections*

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The department, through the collaborative effort of the National Institute of Corrections and recommendations by legislative auditors, has identified the following areas requiring development:

1. Restructure and organize the Division of Community Corrections.
2. Develop a philosophy and mission statement for Community Corrections.
3. Revise and develop Community Corrections' Policy and Procedures.
4. Improve data collection.
5. Study the feasibility of Automated Case Management.
6. Implement the reclassification of probation officers.
7. Develop and implement a supervisory training program for probation supervisors.
8. Train all probation officer III's (supervisors) as trainers for certification under the Alaska Police Standards Council.
9. Expand the Student Internship Program with the University of Alaska.
10. Develop new and expand existing volunteer programs.
11. Study the feasibility and cost effectiveness of internal (on-site) drug testing.

Two Community Corrections district supervisors participated in training on developing drug strategies and on-site drug testing programs. A committee is currently being formed to study the feasibility and cost effectiveness of internal or on-site drug testing.

12. Explore alternative sanctions to incarceration for probation.

## *Division of Community Corrections*

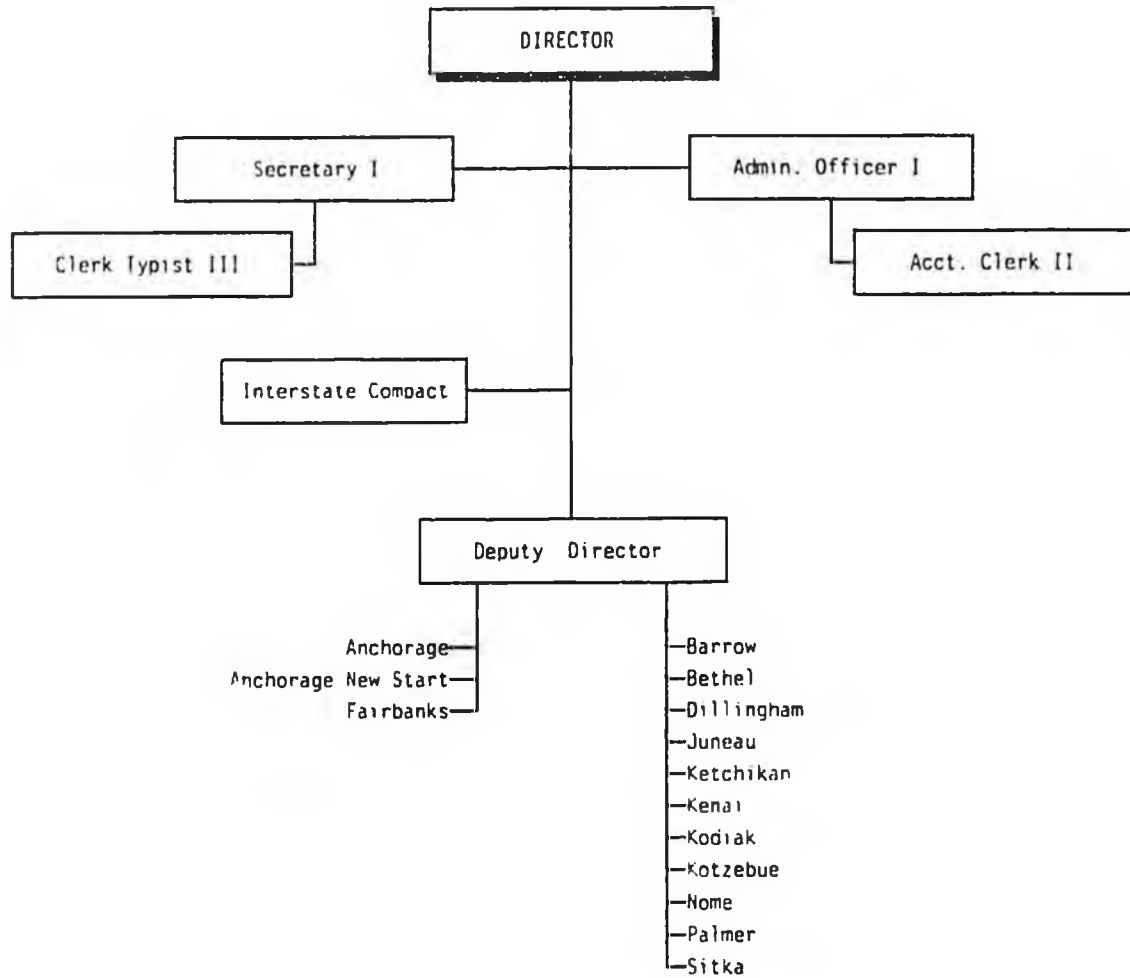
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A task force has been formed to explore and review intermediate sanction options and determine the feasibility in Alaska. The task force's report remains outstanding.

Additionally, Community Corrections staff have participated in a national symposium discussion with the Alaska Judicial Council and Sentencing Commission in looking at intermediate sanctions.

13. Explore alternative funding sources for program development.
14. Establish a communication network with the court and other law enforcement agencies.
15. Enhance the Employee Recognition Program.
16. Standardize the delivery of probation and parole services throughout the state.

# Division of Community Corrections



## Profile for Parolee/Probationers

### Offense Comparison

	1985	1986	1987	1988	1989	1990	1991
Homicide	102	101	102	92	97	79	117
Robbery	115	112	114	119	104	107	117
Forgery	101	118	140	137	138	139	137
Sexual Offenses	360	431	487	505	567	615	631
Theft	279	306	317	337	373	380	419
Burglary	397	433	500	457	456	461	463
Controlled Substances	498	515	574	592	677	775	744
Assault	376	403	417	404	400	431	441

### Supervision Level

	Number of Offenders	Percentage of Offenders
Maximum	1,152	30.77%
Medium	1,778	47.49%
Minimum	523	13.97%
Unclassified	204	5.45%
Unknown	87	2.32%
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

### By Sex

	Number of Offenders	Percentage of Offenders
Male	3,236	86.43%
Female	508	13.57%
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

### By Race

	Number of Offenders	Percentage of Offenders
White	2,327	62.02%
Alaska Native	925	24.71%
Black	336	8.97%
Hispanic	77	2.06%
Asian/Pacific Islander	51	1.36%
Unknown	33	0.88%
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

## Profile for Parolee/Probationers

### By Marital Status

	Number of Offenders	Percentage of Offenders
Married	896	23.93%
Separated	37	0.99%
Divorced	392	10.47%
Widowed	20	0.53%
Single	2,325	62.10%
Cohabiting	23	0.61%
Unknown	<u>51</u>	<u>1.36%</u>
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

### By Age

	Number of Offenders	Percentage of Offenders
65 and over	34	0.91%
60-64	49	1.31%
55-59	59	1.58%
50-54	111	2.96%
45-49	197	5.26%
40-44	358	9.56%
35-39	555	14.82%
30-34	739	19.74%
25-29	878	23.45%
20-24	703	18.78%
19 and under	<u>61</u>	<u>1.63%</u>
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

### Crime Category

	Number of Offenders	Percentage of Offenders
Violent	1,428	38.14%
Property	1,085	28.98%
Substance	820	21.90%
Other	<u>411</u>	<u>10.98%</u>
<b>Total</b>	<b>3,744</b>	<b>100.00%</b>

## *Profile for Parolee/Probationers*

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<i>Place of Residence at time of Admission</i>	Number of Offenders	Percent of Offenders
Interior Region	698	18.64%
Cook Inlet Region	1,772	47.33%
Southeast Region	409	10.92%
Bristol Bay Region	41	1.10%
Seward Peninsula	92	2.46%
Kotzebue Region	47	1.26%
North Slope Region	99	2.64%
Western Region	191	5.10%
Kodiak Region	85	2.27%
Aleutian Chain	31	0.83%
Pacific Rim	56	1.50%
Copper River Region	7	0.19%
Other U.S. States	74	1.98%
Foreign Countries	2	0.05%
Unknown	<u>140</u>	<u>3.74%</u>
<b>Total</b>	<b>3,744</b>	<b>100%</b>

## *Profile for Parolee/Probationers*

### *Most Serious Offense Committed as of December 31, 1991*

Offense	Number of Offenders	Offense	Number of Offenders
OMVI	19	Assault - 4th	15
Illegal Liquor	31	Reckless Endangerment	1
Furnishing	2	Kidnapping	18
Minor Consuming	3	Custodial Interfer - 1st	2
Refuse Chemical Test	1	Sexual Assault - 1st	147
Importation of Alcohol	4	Sexual Assault - 2nd	76
Alcohol - Other	2	Sexual Assault - 3rd	8
Violation of City Ordinance	1	Sex Abuse Minor - 1st	119
Contempt of Court	3	Sex Abuse Minor - 2nd	231
Narcotics - Sale	1	Sex Abuse Minor - 3rd	23
Narcotics - Possess or Use	2	Sex Abuse Minor - 4th	27
Marijuana - Other	1	Incest	8
Dangerous Drugs - Poss or Use	1	Exploitation of Minor	2
Fish & Game Violations	2	Indecent Exposure	2
Federal Offense	1	Robbery - 1st	83
Failure Satisfy Judgement	4	Robbery - 2nd	34
Failure to Appear	17	Extortion	3
Fugitive from Justice	13	Coercion	3
Mental Hold	1	Theft - 1st	49
Non Criminal Booking	2	Theft - 2nd	346
Not Ct-Fed-Mil-Comp but Other	1	Theft - 3rd	11
Parole Violation	3	Theft - 4th	3
Probation Violation	155	Theft of Lost Property	1
Hit and Run	2	Theft by Deception	1
Reckless Driving	2	Theft by Receiving	7
Driving While Susp/Revkd	11	Theft of Services	1
Traffic - Other	3	Failure to Make Dispo of Funds	1
Murder - 1st Degree	16	Concealment of Merchandise	5
Murder - 2nd Degree	27	Unlawful Possession	1
Manslaughter	50	Issuing Bad Check	36
Crim Negligent Homicide	24	Fraudulent Use of Credit Card	5
Rape	2	Burglary - 1st	230
Lewd/Lascivious Acts to Child	3	Burglary - 2nd	233
Shoot, Stab or Cut with Intent	2	Trespass - 1st	4
Aslt Intend to Kill/Rape/Rob	1	Trespass - 2nd	1
Burglary not in Dwelling House	1	Arson - 1st	15
Embezzlement by Employee	3	Arson - 2nd	8
Embezzlement of Public Money	1	Criminal Mischief - 1st	6
Attempt to Commit Misd	7	Criminal Mischief - 2nd	77
Attempt to Commit Felony	20	Criminal Mischief - 3rd	10
Solicit to Commit Crime	2	Criminal Mischief - 4th	1
Assault - 1st	77	Forgery - 1st	18
Assault - 2nd	95	Forgery - 2nd	121
Assault - 3rd	254	Forgery - 3rd	6