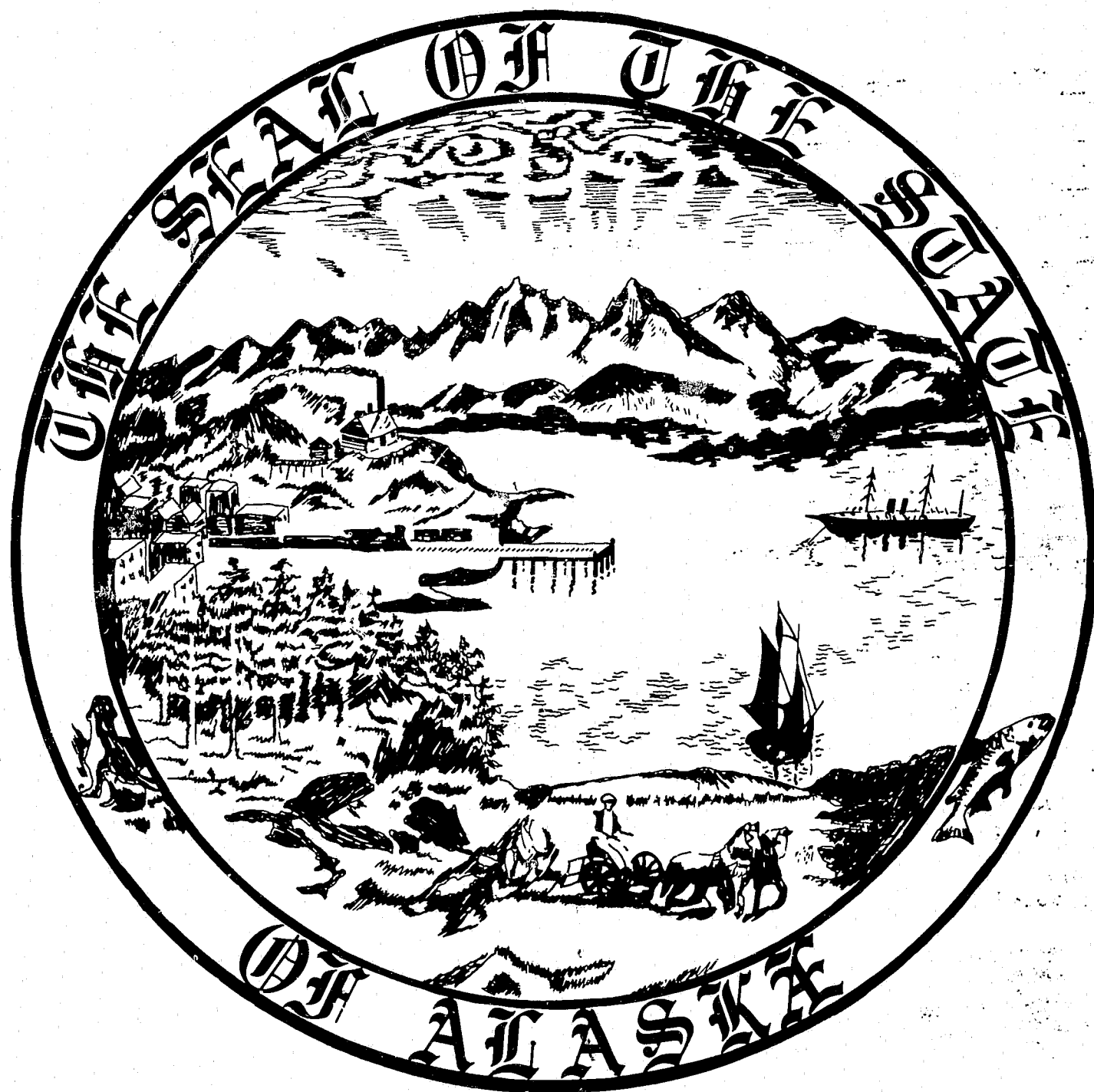


# alaska corrections master list

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# alaska corrections master plan

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# introductory summary

1

# introductory summary

## INTRODUCTION

In 1978, the State of Alaska committed itself to the development of a comprehensive master plan for its corrections system. The planning process was initiated when Moyer Associates, Incorporated, along with the American Foundation and the National Center for Juvenile Justice, were invited by the State to participate in the development of a master plan. Alaska faces, as do many other states, the prospect of a growing offender population and increasingly limited resources with which to confine, reform, or reintegrate them into the law-abiding society. Development of a formal statement of policies and goals based on a comprehensive analysis of available information, i.e., a "master plan" for the future of corrections, was seen as crucial to the resolution of this dilemma. Although this plan cannot, and does not purport to, provide ultimate solutions to corrections problems, it does constitute a framework for action in its statement of goals and policy alternatives.

The consultants and the State have developed this document through a collaborative planning process, in which the consultants have gathered and analyzed information and representatives of the State have developed policies and goals based on the consultants' analyses. It remains the responsibility of those who work in the corrections and criminal justice system of Alaska, along with the legislature and the citizens of the State, to enact these policies. The translation

of policy to action can only occur in an atmosphere of commitment to the plan's broad goals and with a sufficient investment of resources to ensure that these goals can be at least partially achieved.

Planning is a continuous process of goal-setting, information-gathering, evaluation and monitoring and revision of action plans in light of new constraints, resources or goals. This corrections master plan thus is a statement of policies which are considered to be the most desirable and feasible in the year 1979. Although it projects needs and outlines action options through the year 2000, constant refinement and reanalysis of its recommendations will be necessary as the consequences of proposed actions become more apparent. It should thus be viewed not as an end, but rather as a means to effect positive changes in Alaska's corrections system. It is in this spirit that Alaska's Division of Corrections has already begun to develop action strategies based on policies and goals developed in this master plan.

This summary of recommendations is offered as an overview of correctional policy alternatives for the State of Alaska. Some recommendations require only administrative policy changes to enact, while others require additional funding and/or statutory changes as well. Proposals for construction of new facilities and renovation of existing ones will of course require a substantial amount of funding to implement. Wherever possible,



the type of action necessary to implement a given policy or recommendation is indicated; the underlying rationale for each policy statement is to be found in the body of the master plan, to which the reader is referred for detailed information presentations in each topic area. At the conclusion of this summary, a prioritized time line for enacting key recommendations is presented, along with cost implications where they can be estimated.

#### PHILOSOPHY AND GOALS OF ALASKA CORRECTIONS

The foundation of constructive action to improve corrections practice must be a clear definition of the goals such action is intended to achieve. Policies and recommendations in this master plan have been formulated based on the philosophy summarized below:

1. Incarceration of both pre-sentence and post-sentence offenders should be used as a last resort, and then for as short a period as possible, only for offenders who present a demonstrable risk to public safety and/or who are convicted of crimes for which society demands punishment through imprisonment.
2. In the interest of promoting offender reform and reintegration while holding costs to a minimum, community corrections programs (including probation, parole, work release and restitution) should be utilized for the maximum possible number of offenders.

3. Resources and support should be focused on community corrections programs so that all possible means of maximizing diversion from incarceration can be explored.

4. Renovation or replacement of existing Alaska corrections facilities as necessary to provide normalized, humane and secure environments for all Alaska inmates.

5. Provision of a broader spectrum of work, training and social service opportunities for the benefit of both inmates and community corrections clients.

This philosophy is consistent with the mandate of the Alaska Constitution (Article 1, Section 12): "Penal administration shall be based upon the principle of reformation and upon the need for protecting the public." Protection of the public can be accomplished through focusing on rehabilitation and reintegration of convicted offenders as well as through an emphasis on institutional security.

#### ORGANIZATION AND MANAGEMENT OF CORRECTIONS

Both the style and the structure of management of a corrections system determine to a large extent the type and quality of its services. For the most part, changes in the organization of corrections can be accomplished administratively, within the DHSS and the DOC; specific management structures should not be statutorily prescribed. However, where new positions are required in the revised organizational structure, legislative authorization and funding will be

necessary; recommendations for restructuring made in this plan should require only a limited number of additional staff positions.

Two elements of management style which are vital to successful corrections practice are the ability to clearly define the agency's objectives, and an emphasis on participatory management. Management-by-objectives (MBO) is a system which can aid in setting practical objectives and in developing criteria to measure the level of attainment of those objectives. With staff at all levels of the organization participating in this process, internal coordination and staff commitment to achieving the agency's goals and objectives is likely to be enhanced.

To ensure that the organizational structure of Alaska's Corrections Division is consistent with stated philosophies and goals, the master plan makes several structural recommendations. It is recommended that for the foreseeable future, the Division be retained within the Department of Health and Social Services "umbrella." In addition, it is recommended that responsibility for all local jail contracts be consolidated in the Division of Corrections, and removed from the Department of Public Safety. Within the Division, several changes in structure and scope of services are proposed:

1. A Youth Services unit should be created which is separate from adult probation and parole, but retained within the DOC.
2. All staff services, management services, and policy development

functions should be administratively consolidated into a Technical Services unit, managed by one administrator. Central management of health services would also fall within this unit, as would state-wide facility standard-setting and inspection functions (which are not now the responsibility of any one agency).

3. The Adult Community Services unit should have responsibility not only for probation and parole, but also for pretrial assessments and supervision and for work release and halfway house functions (new responsibilities for this unit).

4. Within Adult Institutional Services, central policy-making and coordination of three essential functions can be enhanced through designation of three central office positions with policy-making authority: a Classification Coordinator, a Programs Coordinator, and a Prison Industries Coordinator. The Classification Coordinator position is already in existence, but this current Chief of Classification has not had the central policy-making authority which is essential to an objective and uniform classification process.

5. The Director's office should be provided with sufficient staff to develop a public information function and to ensure that the Division has adequate legal services (through the Attorney General's office).

The Division has already acted on a few of these proposals, but their full implementation must await funding of the few new staff positions required. One recommendation which should be

enacted immediately is the appointment of a five-member citizen advisory board for the Division of Corrections. Other advisory groups, for prison industries and for each corrections service area, may also be desirable.

A long-range goal for Alaska's corrections system is the regionalization of service delivery for all corrections services, including incarceration. This must be a long-range goal, since it will necessitate replacement of several rural facilities as well as requiring larger offender populations than some areas of the state now generate to justify provision of a full spectrum of services for each area. In addition, both Youth Services and prison industries, as newly constituted functions within the Division, will profit from centralized administration for some time to come. Eventually, fully regionalized service delivery, managed by regional coordinators responsible for all corrections services who report to the Director of the Division, will become more feasible and desirable. For the interim, the current three-region structure of Adult Community Services and Youth Services should be retained. As the quality of adult institutions available throughout the state is gradually improved through renovation and/or replacement, it will become more feasible to retain sentenced inmates closer to their home communities, and thus regionalize Adult Institutional Services. This will of necessity be a gradual process, and even with a fully adequate system of facilities, totally regionalized housing of sentenced inmates may

not be practical due to the very small number of offenders originating from many rural areas.

#### ADULT COMMUNITY CORRECTIONS

In many ways, community corrections services offer the brightest hope for the future of corrections. Probation and parole are indisputably less costly than incarceration, and are no less effective in reforming offenders. Work release, although perhaps nearly as expensive as institutionalization in terms of operating costs, may reduce the need for institutional bed space, which in turn can reduce the amount of renovation or new construction required. The capital cost savings obtained through avoidance of construction can be quite substantial (see capital costs forecasts section of plan). Therefore, improvement or expansion of community corrections services is likely to increase the overall cost-effectiveness of the system.

Many of the community corrections recommendations of the master plan can be implemented through administrative policy changes. There are also several proposals for expansion of services which would require additional staff and/or funds for contractual services, but, as previously noted, the total cost of expanding adult community corrections to serve a larger proportion of Alaska's offender population would be substantially less than the cost of imprisoning offenders who could be safely and successfully supervised in less restrictive settings.

The master plan advocates the development of more detailed policy and procedure statements by central office staff, to ensure that community corrections services are of uniform quality throughout the state. Some revision of the current policy manual will be necessary to encompass expanded services and changing practices; this presents the opportunity to develop more detailed descriptions of service objectives, preferred methods and general policies for community corrections services.

Revisions in service delivery procedures which are intended to better utilize staff time are recommended and illustrated in the plan. A modified client classification system, which categorizes offenders according to their relative levels of need for supervision and services (intensive, regular or minimum) is suggested. In addition, revisions of the workload weighting system to accommodate this new tri-level supervision system are proposed; this would permit a more precise monitoring of actual staff workloads, and thus more effective use of staff time for clients with greater need for supervision or services.

Other means of increasing the level of services offered to needy clients without necessarily greatly increasing the total community services budget are proposed as well. Increased use of paraprofessionals and trained volunteers should be encouraged. Community services staff should be strongly encouraged to function as service "brokers" for their clients, directing them to

resources, programs and services available from non-correctional sources. An increase in funds available to the Division of Corrections for contractual services would allow community corrections staff to purchase services for their clients as needed.

The Division should provide more appropriate training for community services staff than is now available, focusing less on a lengthy orientation course and more on periodic refresher seminars in specialized topic areas. Training needs for these staff members are quite different from those of institutional security staff due to differences both in educational background and in the demands of the job. It is recommended that the Division not allow the carrying of firearms by community services staff, since their role should not be as law enforcers so much as service brokers for their clients. Staff also require adequate office space, with sufficient privacy, space for records storage, and accessibility to their clients' communities.

A major expansion of community corrections services is advocated in two areas: pretrial assessment and supervision, and prerelease and halfway house programs. There are no formal pretrial assessment and release programs now in operation in Alaska, but given their potential for decreasing unnecessary pretrial detention, they are critical to reducing the institutional bed space needs. Community services staff, who already perform other offender assessments for the courts, the Parole Board and corrections, are best-equipped to assume this

new function. Legislation prescribing a uniform policy and general procedures, as well as funding for additional staff, will be necessary to implement pretrial release services state-wide.

Expanded use of prerelease and half-way house settings for selected offenders is another promising means of reducing unnecessary incarceration. In this spirit, it is recommended that such settings be used only as alternatives to incarceration, not for offenders who would otherwise be placed on probation. There must be transitional programs available to about-to-be-released and released offenders through community residential centers. Approximately 18 percent (100 persons) of the present inmate population were found to be eligible for prerelease program status, which would have an obvious impact on critical institutional space, particularly in Anchorage (45) and Fairbanks (24). This function is most logically subsumed within community corrections' responsibilities.

Implementation of both pretrial and prerelease programs will of course require additional staff, and probably additional monies for contractual services (prerelease and halfway houses). Therefore, this expansion should be undertaken on a gradual basis, through pilot programs in one or two urban areas which can be transferred to other regions as more funds become available. This is the process which the Division's existing New Start program has followed; due to its demonstrated success in Anchorage, it is recommended that it be replicated

in other urban areas of the state.

Clearly, community corrections services as here envisioned will have contact with offenders at many crucial decision points, from their initial intake at arrest to their final release from community supervision (either probation or parole). Therefore, close coordination of community corrections with the other criminal justice system components (law enforcement and the courts) is essential. In addition, community corrections services must work closely with institutional services to ensure that offenders receive consistent treatment as they progress through the system. Finally, community corrections will of necessity be closely affiliated with many other non-correctional community agencies which provide services to correctional clients. With an increased emphasis on diverting as many offenders as possible from incarceration, community corrections will assume an ever more central role in the Division of Corrections.

#### ADULT INSTITUTIONAL SERVICES

The Division of Corrections is responsible for the maintenance of control and good order within its confinement facilities. Although the State's first priority should be minimize the number of offenders confined in corrections facilities, there will continue to be some for whom incarceration is felt to be the only appropriate disposition. For these offenders, the provision of a secure and humane setting which affords them opportunities for self-improvement should be the primary goal of the

Division and the State of Alaska.

Because many of the facilities currently in use are seriously deficient with regard to available space, its arrangement and allocation, and even in some instances significant physical deterioration of the buildings, any major system-wide improvements in institutional programming must await renovation or new construction. Thus, although recommendations presented here are applicable to the entire institutional system, many will probably be implemented on a facility-by-facility basis, as replacement facilities or renovations are completed.

#### Facility Recommendations

Based on a detailed evaluation of the adequacy of existing institutions, the following course of action is suggested:

1. Facilities which should be abandoned and replaced by new construction and/or alternative facilities are:
  - a. Ketchikan CC\*
  - b. Ridgeview CC
  - c. Anchorage Third Avenue CC
  - d. Nome CC
  - e. Bethel CC\*
  - f. Rural jails in Kotzebue, Kodiak, Kenai and Barrow
2. Facilities which should be renovated and/or expanded are:
  - a. Anchorage Annex\* (for eventual use only as a prerelease center).
  - b. Juneau CC\*
  - c. Fairbanks CC
  - d. Palmer CC
  - e. Eagle River CC (expansion)

The recent bond issue has provided funds for the partial renovation of the Juneau CC and the Anchorage Annex, as well as for replacements for the Annex's present pretrial detention function, for the Ketchikan CC, and for the Bethel CC. A new corrections facility is planned to be constructed in Barrow using local funds.

Of the remaining facilities, obtaining a replacement for Ridgeview is crucially important due to the impending termination of the state's lease on that building.\*\* Because of the very small number of female inmates in Alaska, it is strongly recommended that they be housed in a larger institution which also houses men, so that they will have a range of program opportunities not usually feasible to offer in very small facilities. Several alternatives for the housing of female inmates are suggested, including the addition of residency at Eagle River, and provision for a female unit within the new sentenced inmate facility at Anchorage (discussed later). The latter solution will only be viable in the long run, of course, and given that a short-range alternative must be utilized, the Eagle River option is the most appropriate of those considered. The potential for expansion of Eagle River was provided for in the original design. Although housing of men and women in the same institutional complex may present

\* Indicates total or partial funding through the 1978 G.O. bond issue.

\*\* A \$2 million legislative appropriation has been made for this purpose.

management difficulties initially, the benefits are felt to outweigh the disadvantages, particularly if that institution's staff has been adequately trained to cope with the potential problems and to make the most of the positive aspects of co-corrections.

The plan strongly recommends that in the long run, the State should discontinue the practice of housing Alaskan inmates in Federal Bureau of Prisons facilities. Even with maximal use of alternatives to incarceration, this suggested policy of retaining Alaskan inmates in the state, along with the deteriorated condition of the Third Avenue CC, will require the construction of a new facility for sentenced inmates in the Anchorage area. This facility should not be a traditional maximum security prison, but rather should incorporate the progressive design features and building materials utilized in model facilities elsewhere in the nation which confine a wide range of inmates. The capacity of this facility should be determined based on maximal use of alternatives to incarceration, and on the level of regionalization of confinement which is felt to be feasible and appropriate.

Ten potential institutional service areas, each of which now has at least one correctional facility within it, are discussed in the plan. These are viewed as the smallest practical subdivisions of the state for corrections purposes; they could be combined into fewer, larger service areas. None of the existing rural facilities (Bethel, Nome, Kotzebue, Barrow, Kodiak, and Kenai),

which are the primary corrections facilities in six of the ten service areas, are suitable to house sentenced inmates, so if any level of regionalization is to be achieved, all or some of these facilities must be replaced. However, due to the tremendous cost of such an endeavor and to the potential for overuse of such new rural corrections facilities, replacement of the existing rural jails should assume a lower priority than recommended renovation or expansion of the more urban state facilities and construction of a sentenced inmate facility in Anchorage. Therefore, although regionalized incarceration is desirable in that it maintains offenders closer to their home communities, it may not be practical in Alaska's areas to any large extent for some time to come.

In general, expansion of the total institutional system's bedspace capacity should not outpace the Division's and the State's efforts to maximize diversion from incarceration (both pre- and post-sentence). The State of Alaska should not make the costly mistake of overbuilding to accommodate a temporary "bulge" in the growth rate of the inmate population. Inmate populations can be reduced (from projected current practice levels) in the future through more aggressive use of alternatives to incarceration in combination with effects of the changing age composition of the general population (there will be a decrease in the proportion of persons in the high-risk, crime-prone age range).

#### Inmate Population Projections

The average number of inmates in a prison (or on probation or parole) is directly related to the number of offenders admitted and their average length of stay in the facility or program. In Alaska, the average monthly inmate population has grown from 440 in 1972 to approximately 720 at the end of 1978; this represents a nearly 65 percent increase in the size of the inmate population. The increase in inmate population is apparently attributable to an interaction between increased admissions and increased length of stay for at least a proportion of these admissions. The probation/parole average monthly caseload has grown approximately 36 percent in the same time period. Since the Alaska inmate population ratio (inmates per 100,000 population) is currently very high in comparison to other states, it is most likely to fall moderately rapidly towards the national average (77:100,000). Any long term projections for Alaska's prison population should thus reflect a gradually declining inmate population ratio rather than a rising ratio due to "normalizing" of the age and sex distribution of Alaskan population. In addition, other factors influencing prison population size can be actively manipulated to achieve an even larger decrease in expected inmate populations. A decrease in prison admissions can be accomplished through decriminalization of selected victimless or minor offenses, increased use of diversion options prior to sentencing, more efficient presentence release programs and

increased use of non-incarcerating sentences. A decrease in the average length of stay of prison inmates can be achieved through a reduction in the maximum sentences imposed for crimes and an increase in the release rate (parole rate, good-time rate, and prerelease programs). Because continued increases in Alaska's prison population are placing increasing pressure on many of the state's older and more deteriorated facilities, a decrease in the inmate population, both current and projected, is necessary so as to minimize the need for new construction.

#### Institutional Programs

The Division, despite present facility limitations, is obligated to provide secure housing and at least minimal program opportunities for its inmates. Therefore, the plan proposes several initiatives in the area of institutional programming. One of the most vital concerns is classification of inmates. Utilizing an approach to custody classification of sentenced inmates developed by Moyer Associates as applied to the 547 current inmates surveyed, it was found that 33 percent should be housed in maximum security, 32 percent in medium security, 17 percent in minimum security and 18 percent in work release statewide, a finding which has obvious implication for needed types of programs.

The system used to arrive at these conclusions and is only a preliminary step toward developing a comprehensive assessment and



classification procedure for Alaskan inmates. The Division must develop an inmate classification system which can be uniformly applied across the system. The designation of a Classification Coordinator with central policy-making authority to develop classification criteria and procedures is an essential step in improving the Division's classification system. Specific definitions of inmate types must be developed, based not only on the type of housing and supervision they require (security considerations), but also on their programming needs. Classification committees within each institution would have responsibility for classifying each inmate at intake and developing a program plan with the individual; this plan, and the inmates' custody level, should be periodically reviewed and revised as necessary. Pre-release programming should be included in the committee's considerations. The Classification Coordinator can thus function as advisor to the committees in the application of criteria and procedures developed by him or her in consultation with institutional administrators and staff; the Coordinator would not have line authority over any institutional staff, but should have policy-making and monitoring responsibilities under the direction of the Adult Institutional Services Administrator. The Coordinator should also hear appeals of inmates regarding decisions of the classification committees.

Despite the generally low level of educational achievement, the lack of vocational training and the high levels of intake unemployment and alcohol abuse among sentenced Alaskan

inmates, reported in the master plan survey, few were reported to be participating in any self-improvement programs during their current incarceration. Fully 28 percent of the total state sentenced inmate population did not have a current work assignment and were not participating in any program. This represents nearly one-third of the total Alaskan sentenced inmate population who apparently had no productive way to use their time while incarcerated. A full range of services and program opportunities should be available to all inmates and particularly to sentenced inmates. Facility limitations have not been accepted by the courts as sufficient rationale for inmate idleness, a pervasive problem in Alaska and elsewhere. Designation of a Program Coordinator at the central office level, who, under the authority of the Adult Institutional Service Administrator, would be delegated responsibility to develop program concepts and monitor their implementation, is recommended. At each institution, one staff member should be given the responsibility of being Program Director, coordinating staff and program availability and working closely with classification committees to ensure that inmates needs are being met. The central Program Coordinator would not have line authority over institutional staff, but would have policy-making and monitoring responsibilities.

The range of programs available to inmates should include education (which should be statutorily specified as the responsibility of the public school system through the 12th grade level), vocational training (to be developed in conjunction with prison industries,

discussed later), library services and drug and alcoholism treatment (through the State Office of Alcoholism and Drug Abuse). The latter is especially crucial in light of a 1975 study of the impact of alcoholism in Alaska which points out that the cost of alcohol-related crime to Alaska's criminal justice system during that year was \$15.2 million. The study points that "funds spent on effective treatment and rehabilitation for alcohol offenders would ultimately save the criminal justice system money" by "contributing to the prevention of future offenses that would not occur without the excessive consumption of alcohol."

In addition, leisure-time activities, and indoor and outdoor recreation, are essential components of any institution, both for security and for programmatic reasons. Counseling, both with regard to specific institutional program opportunities and in relation to more general emotional problems, should be available to all inmates, either through in-house staff or contractual arrangements with other public or private agencies. Community-based programming, particularly furloughs and work and education release, should be fully developed and utilized for appropriate inmates as a valuable reintegrative tool. Prerelease preparation is essential for inmates making the difficult transition from the institution to their communities.

#### Prison Industries

Development of a system of prison industries is a central recommenda-

tion of the master plan. Industries, when efficiently operated, can result in savings to the State in terms of reduced state agency purchasing expenditures, reduced criminal justice costs, and prison industry wages and profits; benefits for the institutions in terms of reduced numbers of disciplinary infractions and a more normalized social atmosphere; and benefits to the inmate worker in terms of greater abilities to provide family support, participate in vocational training, and obtain jobs upon release. The prison industries approach advocated for adoption in Alaska is the Free Venture model, which emphasizes a realistic work environment (a full work day, inmate wages based on work output, and transferable training and job skills) and self-supporting or profit-making business operations.

Long-term, centralized facilities seem to be most appropriate as settings for medium or large scale industrial shops while short-term rural facilities are appropriate as settings from which to operate community service and/or public works projects. Major institutions recommended as sites for industries are those at Eagle River, Palmer, Juneau and Fairbanks. The proposed new facility for sentenced inmates should also provide space for a full range of industrial operations. Alaska offers a unique setting for prison industries, in that there are several product areas in which there is now no in-state, private sector involvement. Thus, it is recommended that prison industries manufacture not only state-use

goods, but goods to sell on the open market as well. Development of a prison industries system in Alaska will require a substantial initial funding commitment, as well as statutory authorization. To ensure that the system is developed in a coordinated and planful fashion, a Prison Industries Coordinator should be designated as part of the central office staff under the authority of the Adult Institutional Services Administrator. A Prison Industries Advisory Board, with representation from business and labor interests, should be established.

It is strongly recommended that the legislature is not the appropriate place to fix prisoner wages for prison industries. However, the specific purposes for which prisoners' wages can be disbursed should be spelled out in prison industry legislation, including:

1. support of the prisoners' dependents;
2. reimbursement to the state for an award made for violent crimes compensation;
3. payment of a court award;
4. reimbursement to the state for room and board (the amount should not exceed the average daily cost of incarceration);
5. purchase of clothing and commissary items;
6. enforced savings to assure that funds will be available upon release.

Before an industrial operation can be implemented in Alaska's prisons, enabling legislation should be passed by the state legislature to give the Division authority to market prison industry products and services. Enabling statutes should address the following issues:

1. Establishment of a Prison Industry Advisory Board whose members should be appointed by the Governor;
2. Establishment of a Prison Industry Revolving Fund;
3. Authority to sell prison industry goods on the open market;
4. Authority to lease prison facilities and grounds to private businesses which would employ prisoner workers;
5. Exemption of prison industry workers from the \$3.00 per day ceiling on wages established in law by AS 33.30.225.

#### Health Care

Health care services are essential to the operation of correctional institutions. With the hiring of a central office Health Care Coordinator, the Division of Corrections has taken a major step in the improvement of its health care systems. The master plan endorses the development of detailed, written policies, standards and guidelines for health care, a process in which the Coordinator is now engaged.

With the addition of more medical staff, both in-house and contractual, it is hoped that more consistent treatment can be provided to all inmates in areas such as intake medical screening, drug and alcoholism intervention, mental health, dental services, and routine medical care. Since the Commissioner of Health and Social Services has reporting to that office the Director of Corrections, the Director of Mental Health, the Director of Public Health and the Director of Social Services, all of which are under the Commissioner's management, a significant sharing of professional talent could be realized. Funds for alcohol and drug treatment should be provided so that the medical manager can contract with available drug and alcohol intervention services to provide treatment for offenders. This treatment should not be limited to only incarcerated offenders, but should involve community corrections clients (probationers, parolees, work releases) as well. In general, adequate space and necessary equipment must be provided so as to ensure that medical staff can offer high quality care to inmates.

#### Institutional Staffing

Even within ideally designed and equipped facilities, programs and security will not be adequate without sufficient numbers of qualified staff to operate the facilities. Four major factors determine the number of staff necessary for a given institution: the number of inmates confined there, their custody or security requirements, the types of programs

and work opportunities available, and the physical design of the building. All of these factors must be considered in determining both the minimum number of staff necessary to operate the facility and the optimum number of staff desired to develop a full range of program and work options in a secure environment. Sufficient funds must be made available to hire and train the requisite number of staff; as documented needs change, funding levels should be adjusted. Use of contractual agreements with outside agencies and individuals specializing in particular program areas, as well as encouragement of volunteer involvement, are recommended methods of stretching scarce correctional resources to serve the maximum number of inmates. Corrections must be provided with sufficient numbers of trained staff for its institutions in order to carry out its statutory responsibilities to ensure public safety and promote positive changes in offenders.

#### Youth Services

The Division of Corrections has responsibility for both community and institutional corrections for juveniles. The master plan makes several organizational and policy recommendations for youth corrections services, the most far-reaching of which is the recommendation that a separate Youth Services unit be created within the Division's organizational structure. This will focus attention on services to juveniles,

which is not now as feasible with one administrator having responsibility for both adult probation and parole and youth services.

Alaska, unlike the majority of states, has taken a strong leadership role in developing statutes and Rules of Procedure which emphasize the objectives of reforming the child and protecting society and require that these objectives be equally weighed. The Rules further require that the medium used to achieve these objectives be that of "providing care equivalent to that which should have been provided by the child's parents." However, at the moment, institutions are the major medium of service for children who are removed from their family's custody. Foster care is used sparingly, group foster care is not used at all, and basic care group home services are used infrequently. As with adult corrections, this plan emphasizes the need to focus resources on the development of a range of alternatives to incarceration for youths. It is strongly recommended that Alaska discontinue the practice of housing youths in out-of-state facilities. Expansion of foster and group homes through contractual arrangements is proposed as a primary means of diverting youths from secure detention and as an alternative to be used for adjudicated juveniles as well.

The plan strongly recommends that all youth intake functions be operated by the Division of Corrections rather than being

shared with the court system. It is also suggested that all juvenile petitions should be written and filed by the Department of Law rather than by youth services caseworkers. These steps are essential if maximum use is to be made of alternatives to secure detention. If the State does not actively pursue such alternatives, approximately 120 secure detention beds will be needed by 1980; there are now 35 (at MYC). Therefore, a very costly building program will be required if alternatives to secure detention for youths are not developed.

Because it is anticipated that very few youths actually require secure detention while awaiting court processing if a range of alternatives are available, it is not recommended that Alaska construct any new secure detention facilities for youths. In areas where no specialized juvenile facilities are available, the occasional child who requires secure detention can be held in an adult correctional facility, provided they are separated by sight and sound from confined adults. Juneau and Fairbanks have both had bond issues passed approving the construction of juvenile detention facilities; Juneau clearly does not need a secure detention facility for children, nor should Fairbanks construct a secure juvenile detention facility. Fairbanks might develop as an alternative a generic multi-purpose facility with intensive community-based programming, not to exceed 20 beds in capacity (this should not be a maximum security facility).

The McLaughlin Youth Center's operations and programs for both adjudicated and non-adjudicated youths are exemplary, and should continue to be supported. Current efforts are implementing and evaluating new intervention strategies for institutionalized Alaska youths should also be encouraged and supported.

Staff needs, particularly for community services functions (intake, predisposition studies, community resource development and monitoring, and probation supervision) are likely to grow over the next two decades. Even in 1978, to offer all of the suggested services would have required 60 community services staff, or 50 percent more than were available for such functions. Therefore, additional funding for staff is a prerequisite to expansion of services to Alaskan youths.

It is recommended that reorganization of youth services within the Division of Corrections and the staffing of community services functions be the first priority. Once that step is accomplished, development of alternatives to detention and incarceration should receive top priority, followed by expanded services for institutionalized children. Expenditures of funds for youth services are well-justified, particularly if it can enhance the effectiveness of rehabilitative and preventive efforts, since this will keep more youths from becoming adult criminals (thus avoiding the costs of their criminal activity to the state and the general public.)

#### Rural Corrections

Although a relatively small percentage of the offenders for whom the Division is responsible originate in the rural areas of Alaska, the equitable provision of corrections services to rural and urban sectors of the state is a central concern. Because of the cultural diversity, sparse population, and unique nature of Alaska's bush country, development of corrections services for this part of Alaska presents a substantial challenge. However, solutions must be attempted, so that residents of rural Alaska will receive the services to which they are entitled as citizens of the state.

Perhaps because of the remoteness of rural Alaska coupled with a greater community tolerance of deviant behavior, diversion from incarceration (or "community corrections") is practiced with greater frequency in rural Alaska. This is consistent with the philosophy advocated in this plan, and should be supported through the provision of more adequate probation and parole services. The "social justice team" concept which is being evolved through the collaborative efforts of several state agencies providing services to rural areas, could be the primary means of assuring that rural communities' social service/criminal justice needs are met.

Another crucial need in Alaska's rural areas is for adequate alcoholism treatment. Alcohol abuse is a primary cause of criminal behavior, particularly in rural

Alaska, so provision of adequate alcoholism treatment, both through the corrections system and in the communities, should be a high priority. Sleep-off centers, which exist now in some communities, should be more widely available.

Jails in rural Alaska are at present generally inadequate, even for short-term detention. However, total replacement of these facilities is neither economically feasible nor philosophically desirable. One less costly means of improving the quality of institutional corrections in rural Alaska is the statutory consolidation of responsibility of all local jail contracts under the Division of Corrections. Responsibility for standard-setting and periodic inspection of these facilities should also be vested in the Division. A much more long-range goal is the regional incarceration of sentenced inmates in rural facilities. This practice could preserve family and cultural ties, and is quite consistent both with modern correctional practice and with rural Alaskan heritage and tradition. However, full implementation would be prohibitively expensive, and in some instances perhaps not feasible at any price, because inmates confined for lengthy sentences require services and programs which cannot be readily provided in very small facilities. Ten service areas are proposed in the plan, six of which are rural; these areas are the smallest pragmatic divisions of the state in terms of corrections' workload, and could be consolidated into fewer, larger service regions as economics and cultural boundaries

dictate. However, until corrections facilities in the hub communities of each rural service area are replaced with new buildings adequate for the housing of sentenced inmates, regional incarceration of Alaskan offenders cannot take place. An interim measure which may alleviate some of the problems faced by offenders returning to rural communities is the development of a network of prerelease housing across the rural areas of Alaska. Returning offenders could be housed closer to their home communities for the last few months of their sentences, in order to ease their transition back to community living. Existing corrections facilities could be utilized for this purpose on a limited basis.

In general, local involvement in the corrections process should be encouraged by the state. Enforcement of local ordinances, and even selected state laws, with non-criminal sanctions such as community service work, should be allowed and reinforced through legislative and judicial sanction. The appointment of local advisory bodies (called "regional guidance committees" by the University of Alaska Criminal Justice Center's March 1970 report on criminal justice in rural Alaska) is also a vital means of ensuring that the corrections system will be responsive to local and cultural priorities.

#### Technical Services

Along with the three major direct service components proposed for the Division of Corrections (Adult

Community Services, Adult Institutional Services, and Youth Services), a fourth component is recommended to provide support for the management of the Division. Although several of the functions proposed to be subsumed within the rubric of Technical Services are already being performed, they are not as coordinated or extensive as they must be to ensure the attainment of the Division's correctional goals.

The Technical Services unit should be administered by one person, reporting to the Director of the Division. Within this administrative unit, Management Services is an essential element. This includes both fiscal management and personnel functions. In order to cope with the increasing complexity of budgeting and financial management, the addition of at least one accountant to the present central office staff will be vitally necessary. The development of a prison industries system may well require an additional full-time accountant devoted only to that function.

A Policy Development unit, with responsibility for all the planning, evaluative research and data-gathering functions essential to modern management, should be developed within Technical Services. Facility standard-setting and inspection for both state and local facilities should also be the responsibility of this unit. Development of a full-scale Policy Development unit will require greater emphasis on the refinement of the current corrections information systems (especially with regard to offender profiles), as well as the addition of at

least one full-time researcher-planner to the current staff.

Staff services, including training and career ladder development, are another very important component of Technical Services. The Division, with its current staff trainers, has a solid foundation upon which to build a training strategy which will reinforce the overall service philosophy of the Division of Corrections. The master plan makes several suggestions for the future of Staff Services, many of which involve simply policy changes, but some of which will depend upon increased funding.

To ensure that corrections staff are adequately prepared for the changing demands of their positions, training should focus on human behavior and communications skills as well as the more traditional security and law enforcement considerations. Although all new staff should continue to receive some type of orientation, it may be appropriate to shorten the length of the training sessions now provided for correctional officer trainees (the Division provides 240 hours of orientation training, while ACA standards require only 160). In this way, resources now expended on lengthier orientation sessions could be redirected at providing periodic refresher and in-service training sessions to experienced staff members. It is also suggested that in-service or on-the-job training is more appropriate for orienting new community services staff than is the current three-week orientation course offered through the Training Academy.



Since both administrative and community service staff usually come to their jobs with more extensive educational backgrounds than do most correctional officer trainees, it is appropriate to utilize different training styles with these groups.

In order to enable full development of training opportunities for all levels of staff, it is essential that adequate state funding be provided. It is recommended that funds be allocated to enable the hiring of an additional ten percent of the existing number of authorized line staff to cover absences of staff due to on-going training. It is also recommended that the Corrections Training Academy be relocated to Anchorage (probably at Alaska Pacific University) where it would become primarily non-residential. Along with a permanent staff complement of three, the Academy should make extensive use of outside specialists and contract instructors, for which sufficient contractual funds must be available. The development of an Advisory Training Committee comprised of representatives of the Division, the academic community, selected state agencies and the private sector, is recommended as a means of continually monitoring and improving staff training to accommodate changing needs and priorities.

In developing a career ladder for adult institutional personnel, militaristic job titles for non-security staff should be avoided. Both security and treatment personnel should have equal access to promotion to administrative

positions in institutions. Lateral promotion across job types should be available to interested and qualified staff. Upward mobility on the lower rungs of the career ladder can occur within a single institution, but it is suggested that promotion beyond the level of "sergeant" (as defined in the Division's newest career ladder) require the individual's transfer to another institution. Career ladders for community services and youth services staff must be developed which allow flexibility for lateral entry into upper-level positions, and which permit a reasonable substitution of experience for education, and vice versa. The goal of the Division's career ladder structure should be fair and equitable promotion for motivated and qualified staff. The retention of such staff through promotion incentives is crucial to the successful achievement of the Division's correctional goals.

#### CRIMINAL JUSTICE DECISIONMAKING

Decisions made about offenders by agencies other than the Division of Corrections have a profound effect on the Division's ability to accomplish its mission. The master plan discusses three primary decisions in the context of efforts to minimize the use of incarceration: the decision to release or detain those awaiting trial, the sentencing decision, and the parole release decision. Although the Division may influence these decisions through its provision of offender assessments to the decisionmakers, ultimate authority rests with the

courts, the Parole Board and the legislature.

The plan strongly recommends the development of a uniform pretrial assessment and release procedure, with responsibility for assessment of arrestees for release eligibility being given to the Division's Adult Community Services unit. The potential benefit of use of objective criteria to speed the release all non-dangerous persons awaiting trial who can be expected to appear at trial (including those who could not afford to pay a cash bail bond) is substantial in terms of reduced bedspace needs. Another means of streamlining the pretrial release process in urban areas, which has already been implemented in Anchorage, is the provision of 24-hour "on call" magistrates who have authority to act on the Division's release recommendations as soon as possible after booking. In Anchorage, this has substantially reduced release delays and thus decreased the average daily pretrial detainee population.

Equity in sentencing is a goal which most would agree is essential. This was a primary motivation for enactment of Alaska's new Criminal Code, which will take effect January 1, 1980, and which provides for determinate sentences (prescribed minimum incarceration sentences) for selected classes of felons. There is some reason to believe that this new Code will result in an increased prisoner population in the long run (perhaps as much as 40 percent by the year 2000), due to increases in average lengths of stay for the affected categories of offenders. The actual impact of the Code should

therefore be carefully and continuously monitored to ascertain whether average daily population increases result from its implementation. If so, and if this is considered an undesirable side effect of equity in sentencing, the State could consider several approaches: 1) shortening the length of prescribed minimum sentences for repeat felons, 2) specifying in greater detail the weight (in months and/or years) which each aggravating or mitigating factor should be given in modifying the prescribed term, and/or, 3) appointment of a Sentencing Commission to develop a "matrix" approach to sentencing which would include consideration not only of current offense and prior record, but also of the risk-level presented by each offender. Sentencing seminars for Alaska judges, particularly after the new code takes effect, are another means of encouraging equitable and appropriate sentencing; it may well be that the courts, through administrative policy decisions, can limit the potential negative impact of the Code by careful exercise of the discretion with the Code still permits the judiciary. In any case, it is essential to balance concerns for equitable punishment with the realistic limits of Alaska's correctional resources (particularly its institutions).

The Parole Board will continue to make release decisions even after the new Criminal Code takes effect, since parole is eliminated only for certain classes of offenders. Therefore, improvement of the Board's functioning is important to sound correctional practice. The master plan

recommends several organizational and procedural changes to enhance the Board's decision-making capabilities:

1. The Parole Board should be composed of three full-time members.
2. The staff of the Board should be reorganized and augmented.
3. The Board should prepare and keep up-to-date a detailed manual of policies and procedures.
4. Hearing procedures should be modified, and as soon as the on-going study of options is complete, a matrix criteria system should be adopted.
5. A formal appeals process should be established.
6. Prisoners with maximum sentences of five years or less should be considered for parole eligibility and a tentative release date set within four months of their commitment. Prisoners with maximum terms of more than five years should be heard at least one month prior to the completion of their minimum terms.
7. The Board should be statutorily authorized to give sentence time credit for time served on parole to selected inmates whose paroles have been revoked.
8. The Board should be statutorily authorized to discharge parolees from parole status after two years of successful performance under supervision.

9. The goals and philosophy of the Board should be closely coordinated with those of the Division of Corrections, to ensure that offenders are treated consistently and equitably.

All of the proposals made regarding pretrial release, sentencing and parole decisions will require actions by agencies outside of the Division of Corrections. Timely and equitable decision-making about offenders, both by the Division and by other agencies (the courts, the Department of Law, the Parole Board, and the Department of Public Safety, as well as other non-criminal justice agencies), can have a profoundly beneficial impact on Alaska's corrections system.

## CONCLUSION

### Cost Considerations

A fundamental goal of recommendations of this master plan has is the provision of the most adequate corrections system for Alaska at the least possible cost. The single most effective means of accomplishing this is to avoid unnecessary incarceration of offenders, thereby avoiding the capital cost of constructing new facilities to accommodate growing inmate populations. Avoidance of unnecessary incarceration in turn requires development of a full range of community-based corrections programs, including pretrial release, probation, prerelease and parole supervision. This is the basic strategy advocated throughout the plan.

Alaska will not be able to avoid a certain level of capital expenditures to improve its corrections facility system, due to several factors:

1. The badly deteriorated condition of several existing facilities.
2. Overcrowding of a few key facilities even at current inmate population levels.
3. Inadequate space for programs and prison industries at nearly all existing facilities.
4. Court actions, both actual and potential, which will mandate that Alaska provide constitutional housing for all inmates.

5. The long-range goal to return all Alaskan inmates from federal institutions to state facilities (some of these inmates have very lengthy sentences and could not be adequately accommodated in any existing Alaskan facility).

6. Expressed interest in regionalized incarceration of sentenced inmates, which would require replacement of existing rural corrections facilities, which are now totally inadequate to house long-term inmates.

However, capital expenditures can be minimized through development of a full complement of community corrections alternatives to incarceration, and the delaying of all but the most essential construction or renovation until the full impact of diversion efforts can be achieved.

On the cost-effectiveness balance sheet, there are two types of expenditures which must be weighed: operating costs (primarily staff salaries) and capital costs (for construction). The improvement and expansion of adult community corrections services will require additional personnel as well as increased funds for the Division of Corrections' use in contracting for services for offenders. To offer statewide pretrial assessment and supervision services, pre-release programs and improved probation and parole supervision (using a tri-level caseload classification) would require an estimated 15 to 24 additional line staff positions in adult community corrections with today's workload levels. If workloads continue to grow at rates observed over the past eight years, staff

needs could increase by as much as 40 percent by 1990, requiring creating of an additional 17 to 20 line staff positions. Staff requirements can be minimized through more concerted use of volunteers, but it is likely that over the next ten years, a full-fledged adult community corrections effort will require the addition of at least 30 full-time line staff. If the salaries and associated cost of each new position is estimated to average \$38,000 annually over this same time period, this would represent an increase in the annual operating budget of about \$1.15 million by 1990. Or, from another perspective, assuming that five new staff are added in each of the next three years and two every year for the next seven years, the estimated total additional staff cost over the next ten years would be \$7.3 million. If additional funds are made available for contractual services averaging \$200,000 annually, the total operating cost increase could be nearly \$10 million over the next ten years.

Similar estimates of the cost of improving youth services are made in that section of the plan, which concludes that the current budget of approximately \$2.3 million now spent on probation and contractual services for youths would grow to a total estimated annual budget of \$9.5 million in 1990. This would represent a cost of about \$7.2 million over the ten-year period to improve and expand community corrections alternatives for delinquent youths.

These increases in operating costs must be compared to the cost of constructing additional bedspace capacity to accommodate inmates who could be diverted to community services if they are available and adequate. If the cost of an Alaskan prison construction project is estimated to average \$107,000 per bedspace (see facility recommendations section of plan), then Alaska must avoid building only 94 adult bedspaces over the next ten years to offset the total cost of improved community corrections services in that same period ( $\$10 \text{ million} \div \$107,000 = 94$ ). In fact, construction cost savings over the next 20 years which could be attributed to improved ROR and prerelease programs total over \$36 million (the bedspace savings would total about 345), more than four times the additional ten-year cost of improved adult community corrections services (and approximately twice the 20-year cost). On the youth services side, if just the current out-of-state placement cost of about \$600,000 could be avoided through improved community-based programs for youths, the entire cost of such improvements would be offset. It is logical to assume that other operating cost savings would also accrue over the ten years due to decreased rates of preadjudication detention and post-adjudication commitment of youths (this is true of adult corrections as well).

Therefore, although it might seem like a large increase in funding, increased expenditures on improved community corrections services can actually result in an overall budgetary savings over time through

avoidance of massive capital (construction) expenditures and decreases in institutional operating costs. If cost-effectiveness is of paramount importance, the course of action which Alaska must follow is clear. Community programs must be fully funded and staffed to safely divert the maximum possible number of offenders from unnecessary pretrial and post-trial incarceration.

#### Time Line for Recommendations

The time line here presented outlines the order in which the recommendations of this plan can most logically be implemented. Recommendations are presented within each major topic area, in conformity with the organization of the plan. A planning horizon of 20 years has been utilized in developing projections of inmate populations, but most of the actions suggested in this plan could be accomplished within the next ten years, given sufficient funds and aggressive policy initiatives. Therefore, the time line here presented extends only through 1990.

The achievement of several of these goals is interdependent, i.e., one or several actions must be taken to enable the further accomplishment of other objectives. To the extent possible, this is represented by the time hierarchy and/or by special notes. Some recommendations can be immediately accomplished, others will require effort over a period of time, and still others will continue to be system goals throughout the ensuing years.

The time line differentiates between recommendations requiring only policy change to implement, those requiring statutory change, and those requiring additional operating or capital funding.

The corrections master plan here summarized charts a course for the future of the Division of Corrections which will influence its practices for many years to come. Although many important tasks remain to be accomplished, the Division has already demonstrated its capability to respond to the challenges which confront it. Translation of the policies developed in this planning process into programs, procedures, buildings and staffing patterns will be a time-consuming and massive undertaking. The Division of Corrections alone cannot accomplish Alaska's correctional goals; the firm support of other criminal justice agencies, of the Department of Health and Social Services, of the legislature and of private citizens will be critical to the success of Alaska's corrections system in reforming offenders and protecting the public.

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
<u>I. Philosophy and Goals</u>												
- Adopt clearly defined goals for corrections	●											
<u>II. Organization of Corrections</u>												
- Adopt participatory management style	●											
- Consolidate jail contracts responsibility within DOC		● ■										
- Create Youth Services unit within DOC	●											
- Consolidate Technical Services unit within DOC	●											
- Create Adult Community Services unit with expanded responsibilities (pretrial and work release programs)	●—●											
- Within Adult Institutional Services, designate Classification Coordinator, Programs Coordinator and Prison Industries Coordinator with central policy-making powers			● ★ ■									
- Appoint Prison Industries and DOC Advisory Boards	●—●											

● Corrections policy change

★ Funding required

■ Statutory change required



	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
<u>III. Adult Community Corrections</u>												
- Revise and detail policy manual	●	■	●									
- Develop modified client classification and workload system	★	●	■	●								
- Utilize "service broker" workload management style	●	■	●									
- Increase use of paraprofessionals and trained volunteers	●	■	●									
- Provide appropriate staff training	★	●	■	●								
- Provide adequate office space	●	■	●									
- Develop formal pretrial assessment and supervision capabilities	■	●	■	●								
- Develop expanded prerelease programming and housing	★	●	■	●								
- Expand New Start program	★	●	■	●								
- Coordinate closely with rest of DOC and criminal justice/social service agencies	●	■										
<u>IV. Adult Institutional Services</u>												
- Discontinue housing Alaskan inmates in federal institutions	★	●	■								●	
- Develop refined and uniform inmate classification system	●	■	●									
- Develop full range of program opportunities for inmates	★	●	■								●	
- Develop a system of prison industries based on the Free Venture model	■	●	■								●	
- Develop an improved health care system for inmates	★	●	■	●								

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
IV. (continued)												
- Provide appropriate staff training	★ ●	██████████	██████████	●								
- Provide adequate numbers of trained staff for all institutions	★ ●	██████████	●									
- Increase use of trained volunteers	●	██████████	●									
- Develop a system of well-designed and adequate correctional facilities												
. Replace Ketchikan CC	★ ●	██████████	██████████	●								
. Replace Ridgeview CC	★ ●	██████████	██████████	●								
. Replace Bethel CC	★ ●	██████████	██████████	●								
. Renovate Anchorage Annex	★ ●	██████████	●									
. Construct pretrial detention facility in Anchorage	★ ●	██████████	██████████	●								
. Renovate/expand Palmer CC (to accommodate industries)		★ ●	██████████	●								
. Replace Nome CC			★ ●	██████████	██████████	●						
. Replace Third Avenue CC with sentenced inmate facility in Anchorage				★ ●	██████████	██████████	●					
. Replace rural jails	★ ●	██████████	██████████	●								
Barrow	★ ●	██████████	██████████	●								
Kodiak			★ ●	██████████	██████████	●						
Kotzebue			★ ●	██████████	██████████	●						
Kenai			★ ●	██████████	██████████	●						
- Develop fully regional housing of sentenced inmates							★ ●	██████████	██████████	██████████	██████████	██████████

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
<u>V. Youth Services</u>												
- Create Youth Services unit within DOC	●											
- Place authority for all juvenile intake with the DOC	★ ●											
- Require all juvenile petitions to be filed by Department of Law	■ ●											
- Develop range of alternatives to detention and incarceration (especially foster and group homes)	★ ●	●	●	●								
- Discontinue practice of housing youths out-of-state	★ ●	●	●	●	●	●	●	●				
- Expand range of programs for institutionalized youths			★ ●	●	●							
<u>VI. Rural Corrections</u>												
- Provide equitably for rural communities' corrections needs	★ ●	●	●	●	●	●	●	●	●	●	●	●
- Investigate "social justice system team" concept to provide social service/criminal justice programs in integrated manner	●	●	●	●								
- Provide full range of alcohol abuse programs and treatment services to rural communities	★ ●	●	●	●								
- Develop prerelease programs and housing for returning rural inmates	★ ●	●	●	●								
- Replace "hub village" corrections facilities (Kodiak, Kotzebue, Bethel, Barrow, Nome, Kenai)	★	See time line for Adult Institutional Services										



	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
VII. (continued)												
. shorten required orientation course for new staff	●											
. institute periodic refresher and in-service training for all staff	★ ●	●	●									
. relocate Corrections Training Academy to Anchorage and make it non-residential	●											
. develop Advisory Training Committee	●											
. hire an additional number of staff equivalent to ten percent of authorized line positions to cover absences during training	★ ●	●	●	●	●	●	●	●	●	●	●	●
. provide state funding for contractual instructors for training	★ ●	●	●	●	●	●	●	●	●	●	●	●
. develop career ladders for all types of employees to ensure fair and equitable promotion for qualified staff	●	●	●	●	●	●	●	●	●	●	●	●





# philosophy of corrections

2

## PHILOSOPHY, GOALS AND OBJECTIVES OF ALASKA CORRECTIONS

The foundation of any plans for the future of Alaska's corrections system must be firmly rooted in a statement of philosophy regarding the necessary and proper functions of corrections. Out of an understanding of the purpose to be served by corrections can come a functional corrections organizational structure which can facilitate accomplishment of these goals.

The mandate of the Alaska constitution (Article 1, Section 12) seems clear enough: ...."Penal administration shall be based on the principle of reformation and upon the need for protecting the public" ..... However, in practice, these two objectives are often seen as difficult to reconcile, if not directly contradictory, and the Constitution gives no guidance as to which should be sacrificed for the other. On the contrary, it seems to imply that both goals should be considered equally important. A closer examination of the reformation objective can in fact lead to the realization that protection of the public can be accomplished through focusing on rehabilitation of convicted offenders as well as through an emphasis on institutional security. At best, incarceration of offenders protects the public from their potential criminal acts only temporarily, during the period of their statutorily and judicially prescribed imprisonment. Successful reformation of an offender is almost certainly a more long-lasting guarantee of public safety, and many corrections authorities feel strongly

that incarceration is inimical to reformation.

In Alaska, however, there is widespread consensus that the Division of Corrections has in recent years focused almost exclusively upon protection of the public, as embodied in a focus on security and surveillance, with reformation being relegated to second priority.

There are several reasons for this current focus on security at the expense of rehabilitation, some of which have originated in Alaska and others of which can be observed as national trends in corrections philosophy. At the beginning of this decade, "the Division of Corrections and the State of Alaska embarked on a bold adventure.....an experiment."\* This "experiment" was a new philosophy, embodied in the then new correctional institution at Eagle River. This new institution was to "endeavor to create trust among staff and inmates; evoke commitment to a rehabilitative philosophy; and be accountable not only to the law and society, but also to an ideal of personal change."\*\*

The stated philosophy and goal of the Division of Corrections in the 1972 edition of its Adult Correctional Institutions manual summarizes well the impetus for the opening of Eagle River: "It is the philosophy of the Division of Corrections of the State of Alaska, that all persons are worthwhile.

\* Marshall Kaplan, Gans, and Kahn. "An Evaluation of the Eagle River Correctional Center: Final Report," April 30, 1973.

\*\* Ibid.

and their behavior is understandable and can change. It is the goal of the Division of Corrections to develop and provide programs designed to change the offender in order that he may function within the norms and laws of the community in which he chooses to live. Community protection will be reinforced by the implementation of these programs."

The development of Eagle River coincided with, and perhaps even anticipated, a growing emphasis on both community-based corrections and on offender rehabilitation which was occurring in corrections nationally. Alaska was one of the first states to commit itself to this approach, and thus came under close public scrutiny as the Eagle River facility and programs took shape.

When two inmates escaped from the Division's custody and committed violent acts within a period of a year, public reaction was extremely negative. The Division of Corrections, which like most corrections agencies found itself in a reactive rather than proactive stance, responded to the public and official outcry by instituting extremely strict security and classification procedures designed to ensure that such unfortunate incidents would not happen again. This rapid swing of the pendulum of corrections' purpose and goals meant that by the end of 1975, the "bold experiment" of community-based, rehabilitative corrections had been almost totally abandoned by the Alaska Division of Corrections.

The vehemence of public and official reaction to these incidents grew out of several forces, some of which are

less relevant to corrections in 1978 and beyond than they were in 1975. From 1973 to 1976, the violent crime rate in Alaska (based on reported crimes, not arrests) grew 23 percent, while the property crime rate went up to 12 percent. Thus, even though Alaska's 1975 violent crime rate was four percent less than that of the United States as a whole, Alaska citizens still faced a dramatic increase in the incidence of violent crimes during a three-year period beginning just prior to the opening of Eagle River. In fact, the steepest increases in crime rate were observed from 1974 to 1975, the same time period in which the two widely publicized escapes from the Division's custody occurred. It was thus, perhaps natural that the Alaska public, feeling besieged by the increasing frequency of both violent and property crime, reacted with a punitive and security-dominated attitude toward corrections in the wake of these highly visible incidents.\*

Reinforcing these trends away from reformation as the focus for corrections in Alaska was the growing disenchantment, on a national level, with the rehabilitative approach to corrections. Critics such as Robert Martinson gained a wide audience with their many statements that no conclusive proof exists of the effectiveness of any form of correctional treatment. Paralleling this questioning of the feasibility of rehabilitation was the growing concern for equity of punishment within the criminal justice system,

\* Crime rate statistics taken from the Alaska SCJPA 1978 Criminal Justice Plan.

The Parole Board's continuing interest in developing parole guidelines is yet another indication that Alaska's criminal justice system is attempting to limit discretion in sentencing and parole. The commissioning of this corrections master plan is further evidence of a commitment to systematic consideration of alternative futures for corrections.

Given the precedents already set in Alaska, and all of the national and Alaskan trends which are in support of the corrections philosophy here outlined, this master plan recommends that the State of Alaska adopt this approach to corrections services. In order to fully implement this philosophy, several objectives must be accomplished, including:

1. The development of an organizational structure for corrections which is compatible with this pragmatic model of corrections practice.
2. The initiation of a staff training approach which will prepare corrections staff to work toward attaining the goals of this corrections model.
3. A focusing of resources and support upon community corrections programs, and exploration of means to maximize diversion from incarceration.
4. Renovation or replacement of existing corrections facilities so as to provide a normalized, humane and secure environment for all Alaska inmates, sentenced and unsentenced.

5. Providing a broader spectrum of program and work opportunities for the benefit of inmates and community corrections clients.

It is the aim of this plan to develop strategies which will enable the Division of Corrections, the Department of Health and Social Services, and the State of Alaska to attain these objectives in the most cost-effective manner possible, without detracting from the overall goal of protecting the public.

# corrections management

3

## CORRECTIONS MANAGEMENT IN ALASKA

Management of any system is comprised of two basic elements; style and structure. Consideration of both is equally important in an analysis of Alaska's corrections system. Management structures delineate lines of authority and the functions and responsibilities of each component of the organization, while management style determines the means by which decisions are made and communication is accomplished.

The choice of both structure and style depends to a large extent on the goals which the corrections system is intended to achieve. The National Council of State Governments has concluded that:

"The structure selected will affect priorities among programs, the resources available, and the accountability of administrators. In other words, the choice of structure involves a major decision about the future concept of corrections in the state."

Commitment of administrators to a particular style of management also has a significant impact upon the ability of the corrections system to attain its chosen goals.

In developing an organizational framework for corrections in Alaska, the following basic management principles should be observed:

1. The objectives, responsibilities and functions of the Division of Corrections must be explicitly defined.

2. Functions which are similar and/or require extremely close coordination should be grouped within the same administrative unit. This consolidation reduces unnecessary duplication of efforts and enhances the consistency and quality of service delivery.
3. Lines of authority must be clearly delineated, so that staff members are aware of their responsibilities and roles within the context of the entire Division.
4. The organization should be structured so as to equitably distribute available resources to all sectors of the system, consistent with defined organizational objectives. Clarifying the placement of each unit or division within the organizational hierarchy can serve to operationalize priorities by emphasizing or de-emphasizing certain functions.
5. An administrator functions at peak efficiency when his/her span of control is not overtaxed; thus, the number of individuals directly reporting to an individual administrator should be minimized to facilitate more effective management.
6. An organizational structure should encourage a participatory management style, wherein the integration of staff into an effective work team and dispersion of authority and responsibility across all

organizational levels is encouraged.\*

#### MANAGEMENT STYLE

Although management as a science has emerged as a central activity in private industry, managerial sophistication in the public sector has lagged far behind. Because of the high visibility and potential volatility of corrections agencies' responsibilities, they are even more likely than most public agencies to operate on a "management-by-crisis" basis. Until quite recently, few state corrections agencies have been organized in a systematic or planned fashion; instead most have grown on an ad hoc basis, responding to external pressures rather than to internally generated purposes. Alaska's corrections system has in the past been no exception. However, this practice of management-by-crisis is inefficient and costly (both in human and in monetary terms), and correction agencies, confronted by increasing scarcity of resources to deal with growing populations of offenders, can ill-afford to continue this haphazard approach.

\* This contrasts with more commonly prevalent management styles, described succinctly by the National Advisory Commission on Criminal Justice Standards and Goals (NACCJSG): 1. Bureaucratic, which is "rule-oriented, position-focused, and downward oriented in communications flow"; 2. Idiosyncratic, where administrators "manage by force of personality, relying solely on personal interest, information, and judgements for decision-making, and co-opting subordinates' roles"; 3. Technocratic, which "involves managing professionals rather than professional managers, and disdains formal lines of authority in favor of management by virtue of personal expertise and professional status."

\*\* For a detailed discussion, see Mark L. McConkie's Management by Objectives: A Corrections Perspective. U.S. Department of Justice, LEAA, 1975.

\*\*\* NACCJSG, Corrections, 1973.

This does not obviate the need for corrections agencies to be responsive to public concerns and to accommodate changing correctional policies and goals, but it does suggest that a more systematic approach to organizing a corrections agency must be explored.

Unless the objectives of corrections agencies are clearly defined and mutually agreed upon by all participants, the "net profit" accruing to the agency cannot be reliably measured, predicted or modified. This has in many jurisdictions resulted in warehousing of individuals, little or no reduction in recidivism, overpopulation of correctional facilities, and maintenance of misconceptions about corrections on the part of the general public. One management strategy designed to replace management by crisis, which has been increasingly advocated for use in public agencies, is management by objectives, or MBO.\*\* The purpose of MBO is "(1) to develop a mutually understood statement regarding the organization's direction and (2) to provide criteria for measuring organization and individual performance." \*\*\*

The Alaska Department of Health and Social Services has begun to implement this approach to management, and has included the Division of Corrections in its Fiscal Year 1979 statement of "Mission, Goals and Objectives." However, the Division's stated objectives in this document are relatively few in number (in comparison to the other Departmental Divisions) and do not wholly satisfy standards which state that management objectives should:\*

1. Be expressed as public benefits wherever possible and be readily understandable to the public as well as to those who will be contributing to their attainment.
2. Specify a single key result to be accomplished.
3. Specify a target date for accomplishment.
4. Specify maximum cost factors.
5. Be realistic, attainable, and challenging (i.e., they should be consistent with the resources available or anticipated),
6. Be as specific and quantitative as is possible, i.e., measurable and verifiable,
7. Avoid or minimize dual accountability for achievement when joint effort is required,
8. Be consistent with basic organizational policies and practices,
9. Be willingly agreed to by both superior and subordinate without undue pressure or coercion, and,

10. Be written, with a copy kept and periodically referred to by both superior and subordinate, and be communicated in face-to-face discussions between the accountable management and those subordinates who will be contributing to its attainment.

Deficiencies in the Division's objectives as stated in the DHSS document can be traced in large part to the absence of a participatory management approach within the Division, an approach which forms the foundation for successful implementation of MBO.

Along with the Division's increased focus on institutional security which occurred in 1975 came a high degree of centralization of management authority and decision-making. Thus, in order to set the stage for reorganization and reworking of goals and priorities\*\*, it is essential that the Division adopt a participatory management style, involving managers, staff, and offenders in identifying problems, finding mutually agreeable solutions, setting goals and objectives, defining new roles for participants and evaluating the effectiveness of these processes. This will in time create in the Division a more open, problem-solving atmosphere which is vital for the successful acceptance of MBO.

\* MBO-McConkie.

\*\* Participatory management is not incompatible, however, with a continued concern for institutional security.



Effective communications between all components of the Division, and with all agencies external to the Division which impact upon it, is an essential ingredient of sound management. Although implementing an MBO system is likely to further improve both vertical and horizontal communication within the Division, staff training in principles and methods of effective communication is also essential to increase the effectiveness of any MBO system. Participatory management thus encompasses the MFO concept, and both in turn necessitate an emphasis on clear and open communication among all staff members. Adoption of such a management style will immeasurably improve the ability of Alaska's corrections system to achieve comprehensive, integrated and flexible programming and service delivery.

#### MANAGEMENT STRUCTURE

Alaska's corrections services have been unified within the Department of Health and Social Services since 1959, longer than almost all other state corrections agencies. In fact, Alaska is one of only seven states which "can claim integrated departments which have brought together all or substantially all recognized correctional functions (generally grouped into nine categories of activity: adult institutions; juvenile institutions; adult probation; juvenile probation; misdemeanor probation; local jails; juvenile detention; parole; and juvenile aftercare)".\* Administrative unification has been

advocated "in the name of greater efficiency, clearer accountability, higher performance standards, more flexible programming and better allocation of resources." Although all of these advantages do not automatically occur upon consolidation of correctional functions, Alaska is much closer to achieving these goals because of its unified corrections organizational structure.

Organizational analysis of corrections in Alaska can thus proceed from this strong foundation of a unified management structure to examine more closely questions relating to:

- the proper "umbrella" agency under which corrections functions should be placed.
- the explicit definition of functions which should be performed by the Division of Corrections, as dictated by the prevailing correctional philosophy and goals.
- the appropriate alignment of these functions within the Division.
- the relative emphasis to be placed on each of the functions.

\* Daniel L. Skoler, Criminal Justice Organization, Financing, and Structure: Essays and Explorations, NILECJ, U. S. Dept. of Justice, June, 1978. (The other six states are Rhode Island, Vermont, Delaware, Maine, Virginia and Tennessee, with the latter three lacking control over local jails and juvenile detention.)

- the balance between centralization and regionalization of service delivery.
- organizational methods of enhancing public awareness of and constructive input into corrections.
- means of ensuring coordination between corrections and other human services, as well as between corrections and other criminal justice agencies.

In designing alternative organizational structures for Alaska's corrections system, the logical starting point is an examination of its current structure.

Although it is nominally functionally organized, some seemingly related functions (e.g. administrative services and research, or the security officer and adult correctional services) are organizationally fragmented. The current organizational structure thus does not seem to be facilitative of a systematic approach to management, nor does it wholly reflect a commitment to the rehabilitative and reintegrative goals of corrections as outlined in the previous section.

#### "Umbrella" Agency Placement

The first question which must be asked concerns the placement of the Division of Corrections within the Department of Health and Social Services (DHSS). The two major alternatives to this grouping are the creation of a Department of Corrections with cabinet status equivalent to that of the DHSS, or placement of the Division

of Corrections within a Department of Justice (including all the other executive branch criminal justice functions, i.e. law enforcement, prosecution, defense, and criminal justice planning). Based on the experiences of other states, it is unlikely that a single function such as corrections will be granted independent cabinet status once consolidation of state agencies along functional lines has been accomplished. Despite arguments that corrections' political volatility may require its more direct linkage to the Governor's office and the legislature, considerations of economy, efficiency and accountability which originally prompted state government modernization are likely to keep corrections "administratively located in a larger complex of government service functions." (Skoler).

The question of which complex of functions may be the proper one is, however, not so easily answered. Alaska is not unique in its human services placement of corrections, since by 1975, over two-fifths of all adult corrections departments and nearly two-thirds of all juvenile corrections departments were so placed (Skoler). This tends to strengthen corrections' identification with state welfare, mental health and social service agencies, an association which is certainly consistent with corrections' responsibilities for reformation and reintegration of offenders. However, with the recently increasing emphasis on equity in sentencing and punishment of offenders, and

the accompanying disillusionment with the efficacy of correctional reformation efforts, some states have chosen to place at least some components of corrections within a unified criminal justice agency.\* In almost every instance, this was part of an overall executive reorganization of state government. Beyond the increased identification of corrections with a "justice model" approach, this criminal justice umbrella offers in some states a means of avoiding the creation of a human services umbrella department which is unmanageably large.\*\*

In Alaska, although the number of functions subsumed under the DHSS is large, the size of the state's population is reflected in the relatively smaller and more manageable scale of these administrative divisions. Thus, removal of corrections from DHSS is not necessary to promote manageability of human services in Alaska. In addition, prevailing correctional philosophies do not dictate that corrections should be more closely allied with justice agencies as opposed to human service agencies. The moderate or pragmatic approach to corrections outlined in the previous section contains elements of both the "justice model" and the rehabilitative or reintegrative model. Therefore, the massive state government reorganization which would be necessary to create a Department of Justice in Alaska, embracing the Departments of Public Safety and Law as well as the Division of Corrections, cannot be justified based on either corrections' or the DHSS' needs at this time.

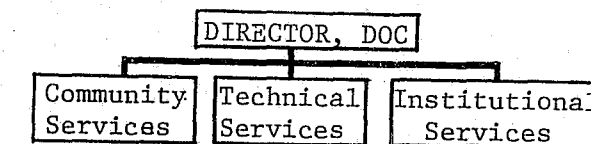
#### Alignment of Correctional Functions:

The nine major functions of corrections listed previously are, of course, the basic corrections functions performed by the Alaska Division of Corrections. Presently, adult institutions and local jails are grouped as "Adult Correctional Services" administered by an Assistant Director. Adult probation and parole, juvenile probation and aftercare, and juvenile institutions and detention are all the responsibility of the Assistant Director of "Probation/Parole-Juvenile Services." The various administrative support functions necessary for effective management of the Division are fragmented into several separate offices: "staff development and training" and "divisional research" are depicted on the current table of organization (TO) as being on the same organizational level as the two service-providing units (reporting to the Deputy Director) while "administrative services" and "health services" are depicted as adjuncts to the Director's office. In addition, "institutional security" is split from adult institutional services.

\* These states are Kentucky, Maryland, New Mexico, Pennsylvania and Virginia.

\*\* Two states, Florida and Delaware, have in fact removed their adult corrections functions from their human services departments only a few years after they were placed there.

In realigning these basic functions, it will be helpful to specify more precisely lines of authority and distinctions between administrative units. In most modern corrections agencies, there is commonly an administrative split between community and institutional programs. Additionally, it has become accepted practice to consolidate all administrative support services into a third major organizational unit, often labelled "Technical Services". If this were done in Alaska, then the Division's TO would resemble the following (placement within the DHSS, and therefore under the DHSS Commissioner's Office, will be assumed throughout this discussion):



Note that this arrangement does not provide for a separation of adult and juvenile corrections services, although it would separate McLaughlin Youth Center from all juvenile community programs. Issues concerning the separation of juvenile from adult services are more thoroughly discussed in the section dealing with Youth Services, but will be summarized here.

#### Adult-Juvenile Separation

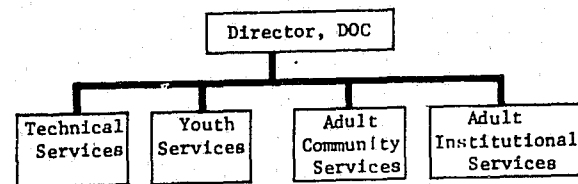
Although dividing adult and juvenile functions "has been the least and most hesitantly challenged separation of corrections functions" (Skoler), Alaska has long operated under a unified approach. Nationally, there has been a growing trend toward unification, stemming

from the perception that the due process revolution in juvenile justice and the concurrent increasing treatment emphasis in adult corrections have removed the philosophical differences often used to justify continued separation of juvenile from adult services. However, there are also many advocates of separate juvenile and adult corrections units who argue that unification brings "reduced visibility for juvenile corrections, financial disadvantages in allocating scarce resources, and the dominance of a kind of 'backward', custody-oriented and non-progressive thinking (or, indeed, preoccupation with adult corrections problems) that has in the past characterized adult systems." (Skoler) The Council of State Governments confirms in a recent study\* that, although separate juvenile services have traditionally enjoyed a greater measure of public support, juvenile corrections programs which have been subsumed within adult systems are in greater danger of fiscal cutbacks in "hard times." All of the disadvantages of juvenile-adult unification mentioned above have been observed in Alaska, so for these reasons (and others discussed in the Youth Services section), the creation of separate Youth Services administrative unit is strongly advocated.

The advantages and disadvantages of leaving this Youth Services component within the Division of Corrections or removing it and

\* Reorganization of State Corrections Agencies: A Decade of Experience, 1977.

granting it Division status within DHSS are discussed in the Youth Services section. Assuming that youth services is retained in the DOC, the resulting organizational structure is depicted below:



Each of these units would be headed by an Administrator; this arrangement eliminates the existing position of Deputy Director of the Division in favor of a direct line of authority from the Director to each of the major unit heads. The Director may designate any of the four Administrators to function as head of the Division in the Director's absence; the Adult Community Services Administrator would function well in this role, due to the central importance of the Community Services unit within the Division.

#### Centralization vs. Decentralization in Management

An issue of crucial concern in any unified corrections system is attainment of the proper balance of centralized authority and decentralized responsibility. Many trends in both corrections philosophy and management practice would suggest that maximal decentralization of corrections

functions, through division into regional units, should be a goal of most unified corrections agencies. These trends include:

- The growing emphasis on reintegrative approaches to corrections requiring the close coordination of community and institutional programs, which can be achieved through unified regional administration of both types of correctional services.
- A participatory management style which is compatible with diffusion of authority and responsibility.
- Division of a unified corrections agency along regional lines rather than through use of a strictly functional split (between community and institutional programs) may reduce the number of persons reporting to each manager (especially to the institutional services central administrator), thereby enhancing the managers' span of control.
- Increasing concern with expanding the public's knowledge of and input into the corrections system implies the need for increased localization of service delivery.

However, despite these general advantages of a totally regionalized approach to corrections administration, there remain some factors which in Alaska may make such a structure less immediately viable. Foremost among these is the need to renew and encourage an emphasis on community-based adult corrections programs, including

probation, parole, work release, restitution, and pretrial release on recognizance and diversion. For the present, the organizational emphasis placed on adult community corrections achieved by retaining its separate identity is one of the essential cornerstones in restructuring the Division's service priorities.

Another factor which militates against a totally unified regional administration of Alaska corrections in the immediate future is the need to focus organizationally on the founding and development of a system of prison industries (discussed in greater detail in the prison industries section). Since prison industries are envisioned as being located exclusively in adult institutions, and because management of the prison industries units will require a professional business orientation by the central office prison industries manager, the development of prison industries will initially be best accomplished through a centralized Institutional Services management structure.

A final factor which, at least for the near future, will render total regionalization of corrections administration in Alaska somewhat impractical is the fact that institutions will not all be functioning on a strictly regional basis. This is due to the wide disparity in population densities across the state, and thus to the potential need for housing at least a portion of offenders from the bush (those with long sentences) in a centralized facility in the

Anchorage area. (The rationale for developing institutional service areas is discussed more fully in the section on adult institutions). This is not to say that a regionalized system of service delivery should not be developed for Alaska's adult institutions to the maximum extent possible; there is, however, a question of the present practicality of totally regionalized administration of adult institutions.

As a compromise between total regionalization of management and functionally centralized administration of the major correctional services, it has been suggested that specialized Administrators of Institutions, Community Services and Technical Services be retained in the central office, while regional coordinators assume direct control over all corrections functions in their regions. Aside from the factors already mentioned as disadvantages of totally regionalized management in Alaska, this "compromise" structure would render lines of authority quite unclear, since each regional coordinator would have to report to all of the specialized Administrators. In any thoroughly regionalized system, maintaining the proper balance between community programs and institutions is difficult, but this conflict would tend to be magnified for regional coordinators who were under the simultaneous authority of two Administrators (or three, with Youth Services).

Ideally "if unification of corrections is to be a reality, then, it

must be achieved at regional and local as well as state levels -- and, if so achieved, may provide better decentralization and coordination options than were ever attainable under the fractionalized corrections structures." (Skoler) However, at least for the interim in Alaska, it will probably be necessary to maintain the management structure split between adult and youth services, and between community and institutional services in the adult sphere. At a future date, it will become more feasible to consider total unification of Alaska corrections at the regional level, but this will occur only when both juvenile and community services have achieved their full measure of organizational support, when the prison industries operations have been established as an integral part of the adult institutional component, and if the sentenced inmate population from the bush areas grows to levels which can justify a more totally regionalized approach to adult institutional services.

#### Definition of Correctional Functions

Given that the four administrative units defined in the last table of organization are the optimal management structure for Alaska corrections at present, the next step is to more explicitly define the functions to be performed by each, and to specify the manner in which each unit should be administered.

#### Adult Community Services

In Alaska, a system of regional administration of adult probation and

parole services has already been implemented. The addition of formal responsibility for several new functions to this regional structure should not entail a significant disruption of current practice. Beyond traditional probation and parole supervision, staff of the Community Services unit can expect to be responsible for supervision of offenders required to make restitution to victims or to participate in community services, sanctions for which the new Criminal Code explicitly provides. In addition, development of more formalized criteria and methods for pretrial release on personal recognizance and diversion (especially in Alaska's urban areas) will require that corrections community services staff take increasing responsibility for evaluation of pretrial detainees regarding their eligibility for these alternatives to incarceration, and for supervision of any released individuals who are deemed to require it while awaiting trial.

All of these additional functions are substantially compatible with the traditional probation/parole tasks of assessment and community supervision. However, the addition of responsibility for work release centers and halfway houses to the community services unit might at first seem inconsistent. Alaska has not utilized the work release or "partial residency" option in corrections at any significant level in recent years, even though there is a significant proportion of inmates who could benefit from such a program without endangering public safety. In implementing a full-fledged system of work release, in Alaska, it is essential to place the system under the organizational

aegis which will best enact the underlying reintegrative purposes of work release; Community Services, with responsibility for probation and parole and its close connections to other community services, is thus the obvious choice. For the interim, while work releasees must continue to be housed in the adult institutions where all other inmates reside, this organizational placement will require a high degree of coordination between community and institutional services administrations. As separate halfway house/work release housing is established (at least in the urban areas), either through contractual agreements or through direct operation of such centers by the Community Services unit, the administration of these reintegrative residential centers will be more clearly definable as a community services responsibility.

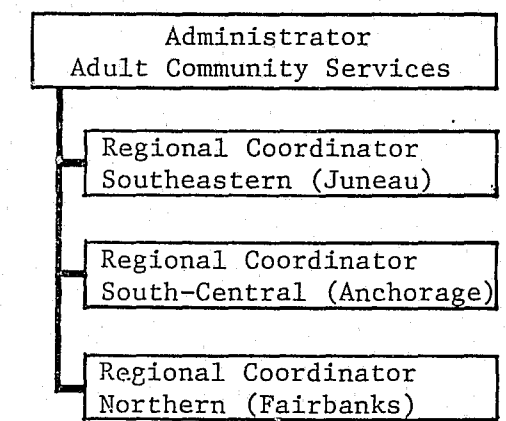
Thus, the Adult Community Services unit would have responsibility for the following correctional services:

- assessments of arrestees for pretrial releasees and of those diverted from prosecution.
- presentence assessments of convicted offenders.
- supervision of adults sentenced to probation, restitution and/or community service (including interstate compact cases).
- preparole assessments of sentenced inmates.
- operation of work release centers (and/or monitoring of contractual arrangements with private service-providers) for those sentenced

directly to work release as well as for preparolees (prereleasees).

- supervision of parolees and mandatory releasees (including interstate compact cases).

The organizational structure of Community Services would resemble the following chart:



The present three-region structure of probation/parole services should continue for some time to be adequate for the expanded Community Services unit, although increased workload volume may in the future justify creation of at least one more region which would integrate services for the bush area of Alaska. If at some future date adult institutional services are integrated with community services under a totally regionalized administration, then it will probably be necessary to create at least one more administratively separate corrections region (beyond the current three) so that the systems for which the regional coordinators will be responsible are of manageable proportions.

It is apparent that the proposed scope of Community Services' responsibilities is broad, pervading



the entire criminal justice process beginning at arrest and continuing through parole of convicted offenders. At every crucial decision-making point, community services staff will provide professional assessments of individuals accused or convicted of crimes to those who must choose the appropriate dispositions for these individuals. Community corrections staff will have contact with offenders from their intake into the corrections system until their ultimate release, and thus will be able to compile a comprehensive base of information on each offender. The continuity of corrections services can be greatly enhanced by the involvement of community corrections staff in most or all of the critical decisions made about offenders (whether to detain or release prior to trial, whether to sentence to incarceration or community supervision, and whether to place on work release and/or parole). In addition, community services staff will provide community-based supervision and support for all offenders who are deemed to require it, including some pretrial releasees and most probationers, as well as work releasees. The Adult Community Services unit thus will form the backbone of the corrections "continuum" of services, a concept which grows out of an emphasis on reintegration as a major goal of corrections.

The task of administering such a far-reaching continuum of services will entail maximum coordination of all community services regional activities to ensure a smooth flow of information, equitable resource

allocation, and maintenance of statewide Division standards and policies. In addition, the Administrator of Adult Community Services will be required to interact regularly with the other three Administrators of Adult Institutional Services, Youth Services and Technical Services, so that the activities and priorities of all can be closely coordinated. In order to effectively manage the Community Services function, the Administrator must have a strong background both in direct service delivery (assessment and supervision) and in administration. Academic credentials should be balanced with pragmatic experience in the background of the Administrator. Regional Coordinators, who would be appointed by the Administrator, should possess similar backgrounds, and should in addition be quite familiar with the character of corrections needs and capabilities in their own regions.

#### Adult Institutional Services

Currently there are nine correctional centers operated by the state of Alaska which house unsentenced and sentenced adult inmates. Five of these are in the Anchorage area (the Annex, Third Avenue, Ridgeview, Eagle River and Palmer), while the remaining four are in Fairbanks, Juneau, Ketchikan and Nome. In addition, the Division of Corrections maintains contracts for the operation of jails in Sitka, Kenai, Kodiak, and Bethel. The Department of Public Safety has contracts with jails in Kotzebue, Seward, Wrangell and Petersburg. These facilities comprise Alaska's integrated system of local jails and state prisons, a system quite unlike that seen in

most other states in the U. S. More will be said about the fragmentation of jail contracting authority between corrections and Public Safety in this section.

Because of the higher cost of operating correctional facilities in contrast to community programs, and the much larger number of staff devoted to institutional functions, corrections organizations traditionally focus the majority of managerial attention on their institutional components. Alaska has been no exception to this tradition, and even with a significantly increased emphasis on community services, the organization of institutional services will remain a critical element of Division management. Maintenance of an Adult Institutional Services unit under the management of an Administrator is in keeping with this fact.

As Alaska moves toward a more regionalized system of service delivery for its sentenced inmates, the institutional management structure will be required to respond to this changing configuration. Although total regionalization of incarceration of sentenced inmates does not appear feasible at present, due to the fact that many inmates from rural areas who have been sentenced to lengthy terms of incarceration (over five years) cannot easily serve their sentences in the smaller rural facilities (due both to programming and security needs), it will be necessary to house at least some rural sentenced inmates in a centralized facility which can provide adequate services and security for long-term sentenced inmates. This would of course not

preclude their prerelease placement in regional facilities closer to their homes.

In analyzing the needs of Alaska's sentenced inmate population, ten service areas were defined for planning purposes. The criteria used in defining these service areas are:

1. Maximizing both the proximity of corrections facilities to places of inmates' origin and ease of transportation (accessibility).
2. Availability of staff and programmatic resources, which is related to the current general population distribution (programmatic capabilities and operating costs).
3. Consistency with existing cultural boundaries and identifications (cultural acceptability).
4. Location and condition of existing corrections facilities (capital and operating costs).
5. Compatibility with existing regions and services developed by other related state agencies (operating costs and political acceptability).
6. Cognizance of existing diversion from incarceration patterns, especially in rural areas (new, larger facilities may lead to incarceration of many now safely placed in community programs).

(The ten service areas so defined are discussed in greater depth in the sentenced inmate profile section, where maps are also included.)

As stated previously, full regionalization of institutional services is not presently feasible. In addition,



it certainly would not be feasible to have a separate regional administration of each of the ten service areas; they have been defined for planning purposes only, not as management units. However, there is a critical need to reduce the number of managers reporting directly to the Administrator of Adult Institutional Services. This can be accomplished through designating three institutional Superintendents, one in each of the three major regions as defined by probation and parole services, who would function as regional coordinators (as well as managing their own institutions in two of the three regions). In effect, this would mean that in the Southeastern region, the Ketchikan Assistant Superintendent would report to the Juneau Superintendent, who would in turn be responsible to the Institutional Services Administrator. Similarly, the Fairbanks Superintendent would supervise the Nome Assistant Superintendent in the Northern region. In the South Central region, the existing Assistant Director position could be reclassified as a Regional Correctional Superintendent (retaining the current Asst. Director salary range) to supervise all of the Anchorage-area facilities, each of which would have its own Superintendent or Assistant Superintendent. Given that there will be three to four relatively large state-operated institutions in the Anchorage area, such a regional coordinator position will be necessary to reduce the number of persons reporting directly to the Administrator.

Even with increased regionalization of institution use, and eventual replacement of three of the existing Anchorage-area institutions (the Annex, Third Avenue and Ridgeview) with one or two new multi-purpose

correctional facilities, the fact remains that the majority of adult institution inmates and staff will continue to be located in the Anchorage area. If the office of the Administrator of Adult Institutional Services is located in Anchorage, (as is the Assistant Director now) then the Administrator could exert more direct managerial control over the three or four superintendents of Anchorage institutions, eliminating the need for a Regional Correctional Superintendent. However, unless the rest of the central office staff of the Division of Corrections were also relocated to Anchorage, the Administrator of Adult Institutions would be cut off from much-needed contact and interaction with the management of the rest of corrections. Therefore, unless all Division management and support staff are moved to Anchorage, the Administrator of Adult Institutions should remain in Juneau with the rest of the central office, and a Regional Correctional Superintendent should coordinate the operations of the Anchorage area facilities under the direction of the Administrator.

In the interests of unifying correctional services in Alaska, it is recommended that the Department of Public Safety no longer have responsibility for any jail contracts, and that the Division of Corrections assume responsibility for administering all present and future local jail contracts for the State of Alaska. Within the Division, responsibility for monitoring such contracts would naturally fall under the purview of the regional coordinator/Superintendents. This structural focus on the concerns of rural corrections will help ensure that the special correctional needs of rural Alaska will be addressed adequately by the Division,

and will also aid in developing consolidated planning and monitoring of rural jail contracts.

There are other changes in Alaska's corrections system which will entail a shifting of organizational focus; one of these is the development of a system of prison industries. In order to ensure that such a system is based on a solid economic foundation, the designation of a Prison Industries Coordinator is a necessary step. Industry Supervisors in every adult institution where industries are developed would report to this Coordinator, although the Supervisors would be responsible for consulting with each institution Superintendent to coordinate institutional security and programming priorities with the industry's needs. This management component is discussed in greater detail in the section of the plan dealing with prison industries.

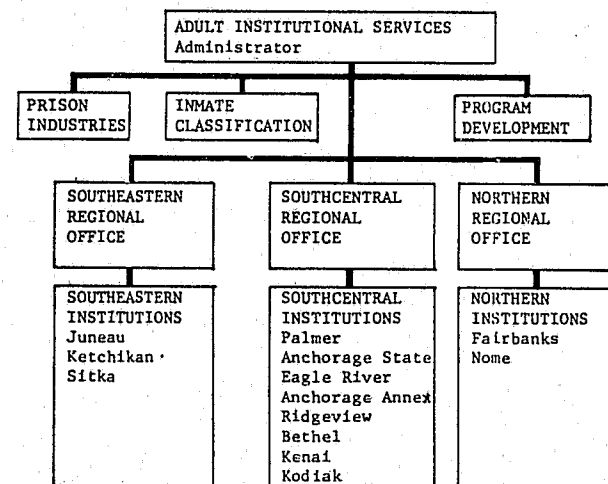
The classification function is presently granted special organizational status by virtue of its placement on the same level as the Assistant Directors, reporting directly to the Deputy Director and Director. This has been necessary because final authority for review and approval of all institutional classification decisions (as well as transfers between institutions) has since 1975 been vested solely in the office of the Director. This centralization of authority was prompted by the high degree of concern for institutional custody and security evidenced in recent years. With the shift to a more participatory approach to management, and with development of a more detailed and standardized set of classification criteria and guidelines, a more appropriate placement of the institutional classification function would

be under the Administrator of Adult Institutional Services. Because custody classification will continue to require centralized monitoring and standard-setting, as well as close coordination with statewide prison industries priorities, retention of at least one staff person focusing on classification (this position is currently titled "Adult Classification Officer", but could be titled "Classification Coordinator") in the central office, reporting to the Administrator, is essential. However, primary responsibility for classification decisions, in keeping with principles of regionalization and participatory management, should rest with assessment staff at each institution, with final appeals and review occurring as necessary in the central office. Further discussion of existing and recommended classification policies and procedures can be found in the section on Adult Institutional Services.

Another function essential to the future operations of Alaska's institutions is program development. At present, there are few organized treatment programs available to inmates of Alaska's correctional facilities. In order to encourage coordinated development of such programs, an organizational focus on institutional programs will be essential. Creation of a position titled "Program Coordinator" will satisfy this need; the staff person in this position would have responsibility for developing program policies, strategies and standards for all institutions. The Program Coordinator would report to and consult with the Administrator, and would act as a consultant to program staff at each institution (with no

line authority over them). In addition, the Program Coordinator should work closely with both the Classification and the Prison Industries Coordinators to ensure that the relative priorities of custody, programming and work for each inmate can be adequately defined. Institutional programs are discussed more thoroughly in a later section.

Summarizing all of these organizational proposals, the resulting table of organization for the Adult Institutional Services unit would resemble the following:



The Administrator of Adult Institutional Services will be required to work closely with the other three Administrators and the Director as an integral part of the Division's management team. Coordination of the diverse operations of Alaska's correctional facilities will require that the Administrator have extensive management experience as well as being thoroughly knowledgeable about the programs and operations of the facilities. Given that six persons

will be reporting directly to this Administrator, the person filling this position must be adept at clear and open communication, and must be able to balance the concerns and priorities of all.

#### Youth Services:

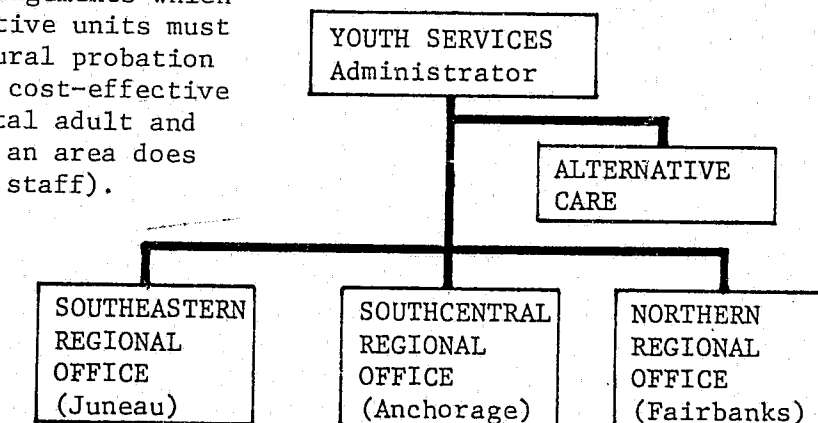
The rationale for creating a separate youth services unit within the Division has been previously outlined, and is more fully developed in the Youth Services section. While retention of

of Youth Services within the Division "presents exciting possibilities of enrichment (of adult corrections) from the juvenile services heritage" (Skoler), designation of it as a unit equivalent in organizational status to both Adult Institutional Services and Adult Community Services will provide the managerial focus necessary to ensure that the special needs of youthful offenders are being met.

This Youth Services unit is envisioned as being regionally organized, with the McLaughlin Youth Center falling under the authority of the Regional Coordinator in whose region it is located. The tripartite regional scheme under which juvenile probation and aftercare now operates is probably an adequate starting point. Shifts in caseload patterns may dictate addition of new regions in future, but in any case, Youth Services regional boundaries should, as far as is possible, remain consistent with Adult Community Services. This is vital to the success of staff-sharing arrangements which these two administrative units must develop to deliver rural probation services in the most cost-effective manner (where the total adult and juvenile workload in an area does not justify separate staff).

Additionally, the Youth Services unit must assume full responsibility for setting statewide standards for juvenile detention, and for managing any state-operated juvenile detention facilities which are separate from the adult institutions. Given that some adult institutions may continue to provide separate housing within their walls for a limited number of juvenile detainees, coordination between Adult Institutional Services and Youth Services is of paramount importance. Intake and classification guidelines developed by Youth Services staff will dictate how these juvenile detainees are dealt with in the adult institutions. Establishment and monitoring of group homes and foster care alternatives will also be the responsibility of Youth Services; contractual arrangements with private service providers will be a central mode of delivering these alternative services.

In general, the table of organization of Youth Services would appear as follows:



Staffing patterns and relationships with the other administrative units are discussed further in the section on Youth Services.

#### Technical Services:

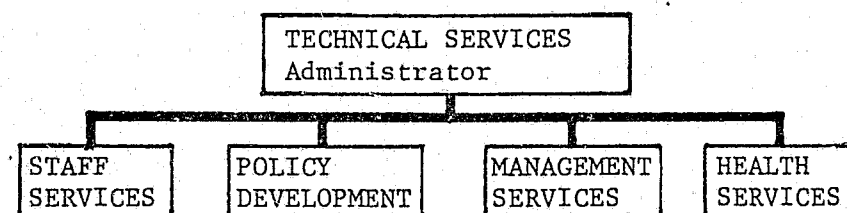
Effective management of a modern corrections system requires that a range of highly specialized functions be performed. These "technical" services include:

- staff training and career ladder development
- volunteer training and coordination
- fiscal/budget management
- planning, research and data collection
- facility standard-setting and inspection
- health services
- architectural, engineering and maintenance services

Only one of these functions (health services) is a direct service to correctional clients; the rest represent services to the staff, and particularly to the management, of the Division.

The current organizational structure of the Division does not consolidate all of these functions into a single administrative unit. To some extent, the current fragmentation of research, staff training, and systems analysis reflects the centralized style of management under which the Division has been operating, in which many key staff report directly to the Division Director and operate relatively independently of one another. However, it is of critical importance to the future of Alaska corrections that all of these technical services be managed in a coordinated fashion. Unification of all of these functions into a Technical Services unit headed by an Administrator is the first step in effecting this needed coordination.

Within the Technical Services unit, there are several ways in which the functions listed previously can be organized. The following table of organization represents one way in which related functions can be clustered under the Deputy Director:



Each of these four primary units would be administered by a coordinator, whose position title should reflect his or her special function: Maintenance of close coordination between all of these elements, particularly policy development, management services and staff services, would be the responsibility of the Administrator of Technical Services. All of these functions are discussed further in the Technical Services chapter, but management and organizational considerations are summarized here.

Increased specialization and professionalization of corrections staff roles has resulted in the need to focus attention on Staff Services, including:

1. Specification of qualifications and job responsibilities for each staff position.
2. Definition of career ladder opportunities, with appropriate incentives to encourage staff development and professionalization.
3. Development of comprehensive staff training for all levels of personnel, including managers and administrators, and specifications of minimum ongoing training requirements for every position.

Designation of a consolidated Staff Services unit to be responsible for these essential functions will enable the Division to focus much-needed attention on these issues (see later section on staff training and career ladders for a more detailed proposal for accomplishing these objectives).

Addition of volunteer coordination to the responsibilities of this central Staff Services unit is consistent with recommendations of the National Advisory Commission on Criminal Justice Standards and Goals, which states that "volunteers require supervision, direction, and guidance, just as other correctional employees do, and paid staff should be provided to manage their programs and activities". Because volunteers can be involved in a broad range of activities with offenders, including institutional and community programs, it is important that volunteer coordination be administratively placed in a centralized unit not identified with one type of correctional program more strongly than another. Since volunteers provide a very valuable additional staff resource for corrections, association of this function with other central staff services is logical. Volunteers usually require some training in order to acquaint them with the objectives of corrections, and in this regard it is likely close affiliation with professional staff trainers in the Division would be essential. Trained and committed volunteers, aside from their value as adjuncts to professional corrections staff, may also form a pool of talented individuals from which corrections can recruit new staff members.

The Policy Development unit includes the information-gathering and policy formulation functions for which a modern corrections agency must provide. The planning, research and data systems unit forms the core of Policy Development. Both planning and research are vital functions within the Division. As new programs and services are developed, their effectiveness should be evaluated, and modifications essential to their

successful operation should be made so that wasteful allocation of scarce human and fiscal resources can be avoided. The National Advisory Commission emphasizes that:

"Planning is even more important when an organization's basic assumptions and objectives are being critically questioned. Reform can and should be a continuing process, not a reaction to periodic public criticism. The planner's role as a skeptic or devil's advocate can keep the corrections field from a state of complacency."

The close interrelationship of the planning and evaluation research functions suggests that they should be performed by the same staff members.

Because effective planning and research requires the capability to monitor progress toward previously specified objectives, and to predict the future impact of observed trends, development of a comprehensive system of information storage and retrieval is vitally necessary. Staff responsible for planning and research are best able to assess the information needs of the Division, and to implement data systems which will provide accurate, up-to-date and complete information on offenders, staff, and fiscal resources. Therefore, responsibility for data systems development and maintenance should rest with the policy development unit staff. However, it is important that the Administrators of Adult Institutional Services, Adult Community Services and Youth Services, as well as the Division Director, have continuous input into the

design and scope of these data systems, so that their day-to-day administrative information needs can be met.

Facility standard-setting and inspection, and architectural and capital development, are both functions which relate specifically to correctional facilities. They are placed within Technical Services because they must be administered on a centralized, statewide basis, and because they are specialized functions which relate to at least two (and perhaps all three) of the other major administrative units. These functions have been further consolidated within Policy Development because of their "forward-thinking" nature; architectural and capital development in particular are closely related to planning functions, and standard-setting should also be linked to evaluation and planning. Development of facility and program standards should be a continuous process, and will be enriched through association with staff focusing on research, planning and data systems.

Statewide inspection of all corrections facilities, whether private or state-operated, from halfway houses to high-security institutions, should be undertaken by central staff who are thoroughly familiar with the standards (both architectural and programmatic) which these facilities are required to meet. It is also important to isolate the inspection staff from the operating units so as to ensure their objectivity.

Where locally-operated facilities are found to be deficient, the

inspection staff, perhaps in concert with the researcher-planners, could offer technical assistance to the localities in upgrading their programs and facilities. In addition, they can facilitate continuous feedback from the field to the standards development process, pointing out areas where standards require revision or reconsideration.

Management Services includes the responsibilities of budget development, grant coordination and management, clerical coordination, and offering fiscal advice to the Director of the Division and the Commissioner of DHSS. It is placed within the Technical Services umbrella because of the strong need to coordinate day-to-day fiscal management and budget preparation with the Policy Development functions of planning, research, data systems and architectural and capital development. As the scope of corrections' services, and therefore its budget, becomes more complex, it will be more and more important that this Management Services unit be headed by a Certified Public Accountant, with supervisory/management experience. This unit plays a vital role in planning and implementing corrections services, and professional management of the unit is necessary to ensure that corrections is operated as cost-effectively as possible.

Health Services, the fourth and final unit within Technical Services, is of course focused primarily on service delivery to the institutions' inmates. Recommendations detailed in the Institutional Services section state that a central health

services administrator responsible for coordinating a health delivery system for Alaska institutions should be appointed; This position could be titled "Health Services Superintendent" or "Health Services Coordinator." The role and responsibilities of this coordinator are discussed in greater detail in that section. Because of the highly specialized nature of this position, and because medical services must be available in both adult and juvenile institutions, centralized placement of this unit within the Technical Services component is recommended. Medical staff providing services to inmates, whether on contract or as paid staff members of the Division, should be responsible to the coordinator of Health Services. In addition this coordinator should be responsible for liaison with other agencies providing alcohol and drug treatment for correctional clients both in the community and the institutions.

Due to the broad scope of services assembled under the "Technical Services" rubric, the Administrator of this unit cannot be expected to have extensive expertise in all the areas under his or her administration. The most essential qualification for this position is a strong management background, coupled with proven ability to communicate clearly and effectively with staff at all levels of the organization. Technical Services must be available to all other units of the Division, and must work in close coordination with the Director's office, the Commissioner's office, and with DHSS staff who perform similar services for the Department as a whole.



#### The Director's Office:

The Director of the Division of Corrections is responsible for the overall management of the entire range of correctional functions performed by the Division. Although institutions may continue to consume a larger proportion of the Division's budget than do community programs, the Director, in managing the entire Division, cannot afford to lose sight of the fact that the majority of offenders for whom the Division is responsible are not (and will not in the future be) incarcerated. Therefore, a Director should not be selected simply on the basis of extensive experience in one facet of corrections (particularly institutional corrections), but rather should be required to possess professional managerial qualifications and familiarity with the entire range of corrections services. The Administrators should provide sufficient specialized expertise in their areas of responsibility so that the Director can focus on the essential tasks of establishing close ties with the legislature, and with the judiciary. Skills in communication and public relations are extremely important qualities for the position of Director of the Division of Corrections.

Two special functions which should be part of the Director's office are public information and legal services. Designation of a person to be exclusively responsible for legal services to the Division

is becoming increasingly justifiable as the volume of corrections-related litigation continues to grow. Appointment of a special corrections ombudsman within the State Ombudsman's office has recently occurred in response to the growing number of complaints originating from offenders. Beyond preparing and arguing cases in which the Division of Corrections is a party, the legal services staff member would have responsibility for:

1. Consulting with the Director and Division staff on matters where legal advice is desirable (e.g., review of legal contracts entered into by the Division, constitutionality of proposed programs, due process requirements, etc.)
2. Conducting systematic research into the implications of new court decisions (both Alaska and federal) for Divisional policy, programs and planning.
3. Participating in the training of correctional staff on all matters pertaining to the legal rights and responsibilities of both offenders and staff.
4. Participating in the development of proposed legislation relating to corrections in Alaska, and in the drafting and review of administrative regulations for the Division.

The individual performing all of these legal services functions should be an Assistant Attorney

General who is assigned to the Division of Corrections. Due to the nature of corrections, these legal services are essential to the operation of the Division, and can very likely occupy the full-time effort of at least one Assistant Attorney General assigned to work with the Division Director; This person may also have responsibility for legal services to the Parole Board, but should have no other on-going responsibilities.

The National Advisory Commission points out that "the corrections system must design and implement public information systems to present facts and interpretations. If the potential of this group in aiding the correctional cause is to be realized, agencies must inform the public of their needs and welcome participation." In this way, potential crises in public confidence may be averted, and corrections can begin to take a more active role in shaping its own future.

"Public information and public relations work should be personalized and issue-oriented; in effect, a community organizational effort to bring about change." (NACCJSG)

Given that the Director's role encompasses public relations on behalf of the Division, placement of staff responsible for public information services under his or her direct authority is desirable. If this cannot be immediately accomplished, then close coordination of DHSS public information staff efforts with the Division of Corrections' Director's office will be vital. Of course, close coordi-

dination with the Administrators, particularly of Technical Services, will also be important to maintaining an accurate and timely flow of information to the public.

In keeping with this concern for furthering public knowledge of and constructive input into Alaska corrections, the creation of a Citizen's Advisory Board for the Division is another vital step. All other components of the DHSS encourage citizen input through advisory bodies, but corrections has lagged behind. As the National Advisory Commission points out, Alaska is not unique in this trait:

"Correctional systems have hidden themselves and their problems behind walls, legal procedures, and fear tactics for many years. To the maximum possible extent, citizens have been systematically excluded. In addition, the general public never has been well informed about corrections and correctional issues, and this lack of information has led to apathy and lack of understanding, occasionally to indignation and hostility. It is obvious that community support is required if community corrections is to become a reality."

If an increased emphasis on community-based corrections programs is to be viable, public awareness of the reasons for this policy must be maximized. Appointment of a five-member Advisory Board, who would consult regularly with the Director of the Division, and who would designate a representative to sit on the Commissioner's Council for



Human Services, would increase the popular responsiveness and credibility of the corrections system. In the section on prison industries, it is recommended that an Advisory Board, composed of business and labor leaders and others specifically concerned or knowledgeable in that area, be appointed to consult with the Coordinator of Prison Industries. The Division Advisory Board, which would be separate from this prison industries group, should represent a broader cross-section of concerned citizens from across the state. The development of separate citizen's advisory groups for the three major corrections service areas across the state should also be seriously considered as a means of structuring citizen input at a more localized level. The existence of several citizen action groups concerned with corrections issues in Alaska suggests that the time is appropriate for encouraging citizen involvement in the corrections system.

#### Summary Of Corrections Management Structure:

The accompanying table of organization depicts the recommended structure of corrections management and functions which has been discussed in this section. The table includes current position numbers, as well as current and suggested titles and salary ranges, which would be appropriate for each management position. This represents only one solution to the question of what is the best administrative structure for Alaska corrections. As stated at the beginning of the section, management structures should be flexible enough to respond to changing philosophies of corrections,

yet stable enough to effectively perform all of the essential corrections functions. Thus, the management structure of corrections should not be statutorily prescribed, but rather the authority should be given to the Director of the Division to organize (and reorganize) as necessary to fulfill the responsibilities of corrections. Such authority should be exercised cautiously and deliberately, with the full participation of corrections staff.

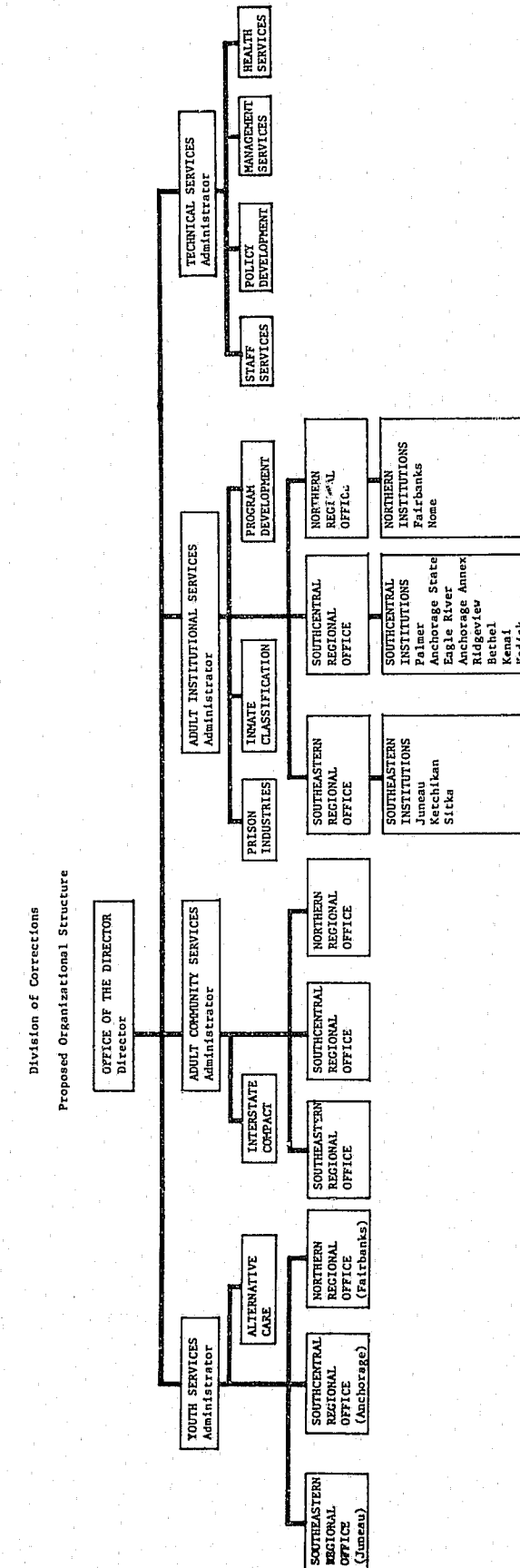
#### SUMMARY

With the assistance of public information and legal services staff, and working in a participatory management team with Administrators, the Director of the Alaska Division of Corrections can begin to address the problems and promise of corrections in the state. The restructuring of the management scheme discussed previously can form the basis for translating philosophy into action, but it is important not to place total reliance simply on the re-arranging of boxes in an organizational chart. The National Council of State Governments summarizes the experiences of other states in this cautionary statement:

"If the primary concern is the relationship of corrections to the rest of state government, or an improvement in the management capabilities of top administrators, reorganization seems to be effective strategy. Programmatic objectives, however, are much more difficult to achieve. Without the presence of several supportive conditions -- new leadership, additional resources, and a compatible political climate -- little change in pro-

grams is likely to occur as a result of shifting the administrative setting."

This plan outlines the goals and needs of Alaska's corrections system to meet future demands, insofar as these can be predicted. However, it remains the responsibility not only of the Division of Corrections, but also of the DHSS, the legislature, the judiciary, and the public to act to attain these goals and to meet the changing needs of the corrections system, its clients, and the public.



# adult community corrections services

4

## ADULT COMMUNITY CORRECTIONS SERVICES

Included within adult community services' responsibilities, as outlined in the previous section on management structure, are probation and parole supervision; restitution and community services monitoring; presentence assessments and investigation; pretrial release assessments and supervision; and prerelease programs and facilities for Alaska inmates. This represents a major expansion of the present scope of responsibilities of the probation and parole section of the Division, and will require actions on the part of the Division, the DHSS, the legislature, the judiciary and law enforcement agencies to enable the community services section to adequately perform all of these functions.

This portion of the plan describes current programs, policies and procedures of probation and parole and related agencies, and suggests future modifications which will enhance the capability of the Division to provide comprehensive community corrections services. Included within this discussion is a summary of information on adult probationers, parolees and mandatory releasees obtained through a Moyer Associates survey of this population. The goal of recommendations contained in this section is the creation of a continuum of community corrections services and the development of uniform decision-making policies which will allow the maximum possible number of offenders to be diverted from incarceration without endangering public safety.

## INTRODUCTION

The provision of probation and parole field services in Alaska is attended by the unique problems characteristic of the state. Clients are scattered over wide geographical areas, but a substantial majority of them are located in the three major metropolitan areas. The ethnic composition of the caseloads varies from almost entirely Native Alaskan in some communities and areas to largely non-Native in others. However, the ethnic composition of probation staff is, with few exceptions, non-Native. The relative criminality of probation and parole clients also varies across the state, and resources for supportive services to clients are unevenly distributed among urban and rural communities. Even the expectations of each community as to the type of probation and parole services which should be provided by the Division vary widely.

Although neither pretrial services nor prerelease programs are now provided to any great extent by the Division of Corrections, the same divergence in needs across urban and rural areas of Alaska must influence the way in which the state chooses to implement both pretrial and prerelease programs.

The shortcomings of prisons in the United States have all too frequently been noted; their inadequacies, although deplored, are also often taken for granted. However, it is becoming increasingly evident that probation and parole services, which have traditionally enjoyed relative invisibility, are also not performing as well as they might.

A 1975 General Accounting Office study, based on a sampling of state and local probation and parole departments, concluded that, in general, they were not providing either the services to clients or the protection of the public that they should be. The concept of parole, particularly, has come under increasing attack, although criticisms of parole have more often been based on inequitable decision-making than on the weaknesses of field supervision and services. Nationally, the quality of field supervision and services are nearly equivalent for both parole and probation; they are, as in Alaska, usually provided by the same personnel.

Across the United States, although deficiencies in probation and parole services may be attributed in part to resistance to change and innovation among corrections staff, the most fundamental source of these deficiencies is the lack of staff and fiscal resources under which the corrections field is forced to work. Among all government services, it has customarily been accorded the lowest priority for both funding and support (including public and official interest and understanding). Within the corrections field itself, institutional services claim the largest share of available resources while community corrections services are left to operate on a "shoestring" basis. Probation and parole staff have therefore been severely handicapped in the development of adequate basic services and supervision, not to mention related community-based programs such as pretrial assessment and supervision, and prerelease programs for sentenced inmates.

In Alaska, the calibre of probation and parole field services is certainly comparable, at least, to the average level of performance to be found among other jurisdictions in the United States. However, the unusual demographic and geographical circumstances that exist in the state, already enumerated, pose additional problems to the system that are not often encountered in other jurisdictions.

#### CURRENT ORGANIZATION OF COMMUNITY CORRECTIONS SERVICES

Probation and parole services are the only components of the total spectrum of adult community corrections which are fully developed in Alaska. The existing organization of Alaska probation and parole services can provide the foundation upon which a full range of community corrections can be built. In the ensuing sections, current problems, policies and procedures of probation and parole services are outlined and evaluated, using the American Correctional Association's Commission of Accreditation's standards for adult probation and parole field services as the primary criterion. Client profile data is used to document Alaska's unique needs. Proposals for change in probation and parole policies and procedures, as well as recommended approaches to adding more extensive pretrial and prerelease services, are also contained within this section.

#### Regional Organization:

In Alaska, the regionalization of community corrections services is necessitated by the vast geographical areas involved and the

difficulties of communication and travel that such great distances entail. Regionalization is not dictated by the size of the community corrections clientele, which is quite small in comparison to most other states. The regions, of course, have even smaller workloads, and therefore the regional offices are limited in the supporting staff services that can be economically justified. Under these circumstances it would appear that although the regional offices should have full responsibility for directing day-to-day client service operations, certain other staff services and support functions should be retained in the central office. One of these, in the interests of reasonable uniformity and consistency in the implementation of policy, should be that of case auditing. At present, however, the central office is not sufficiently staffed to provide more than general policy formulation. Some of the staff services and administrative support can be provided by the Technical Services unit of the Division, while functions more specific to community corrections services should be provided by staff assigned to the Adult Community Services central office.

Probation and parole field services are headed by a Divisional Assistant Director located in Juneau, who is also responsible for juvenile probation and institutional services (juvenile corrections services and organization are addressed in other sections of this plan). The state is divided into three probation and parole regions, each of which is headed by a Regional Administrator: (1) South

Central, with headquarters in Anchorage and serving the Third Judicial District, (2) Southeastern, with headquarters in Juneau and serving the First Judicial District, and (3) Northern, with headquarters in Fairbanks and serving the Second and Fourth Judicial Districts.

#### South Central Region (Anchorage):

This region, which includes the state's largest metropolitan area, has three district offices at Kenai, Kodiak, and Palmer, in addition to the office in Anchorage.

The Anchorage office is organized into four units: Adult Services, Presentence Investigations, Juvenile Services and Administrative Support Services. Adult Services has a supervisor and six probation officers who supervise all adult probationers and parolees in Anchorage and the outlying areas not served by the district offices. Two of the officers specialize in drug cases and a third handles the "bank" (including interstate cases supervised in other states, absconders, and cases requiring little or no supervision). The office also has a probation trainee, and a half-time position used to relieve officers who may be absent for training or other purposes. (Probation personnel also staff the New Start Center, which is addressed in a subsequent section).

The Pre-Sentence Investigations unit is staffed by a supervisor and three probation officers who perform investigations and prepare presentence reports on all defendants convicted of felonies. The Juvenile Services unit has a supervisor and ten probation officers

who handle all juvenile cases in Anchorage and those portions of the region not serviced by other district offices; there is also a trainee and a half-time relief probation officer. One probation officer works full-time recruiting, training and supporting volunteers and foster parents. The Administrative and Support Services unit provides clerical, budgeting, administrative and planning services for the entire South Central region.

The Palmer district office, staffed by one probation officer, furnishes adult and juvenile probation and parole and court intake services covering an area from Mt. McKinley to Palmer to Tok. The Kenai office, staffed by a supervisor and two probation officers, provides similar services for the Kenai Peninsula. Kodiak has one supervisor and one probation officer who provides the same services for an area extending from Kodiak Island to the end of the Aleutian Islands and north to the Dillingham area.

#### Southeastern Region (Juneau)

This region encompasses the Alaskan panhandle, including island and mainland communities, and provides adult and juvenile probation and parole services and court intake services. The Juneau district office has four officers and a supervisor, while the Ketchikan district office has a supervisor and three probation officers. Haines and Petersburg each have one probation officer, while Sitka has two. All of these district offices also serve the areas surrounding them.

#### Northern Region(Fairbanks)

This region includes the entire northern area from the Canadian border to the West Coast, and from the Bethel area in the south to the North Slope. The Fairbanks office has a supervisor and eight probation officers who are organized into Adult Services, Pre-sentence Investigation and Juvenile Services units. The Bethel office is authorized two probation officers and one probation aide. Nome has one probation officer, and Kotzebue has one native probation aide who is supervised from Nome. Barrow, which at the time of this writing did not have a probation officer, is serviced from Fairbanks.

#### Interstate Compact

Monitoring of Interstate Compact cases is the responsibility of the Deputy Interstate Compact Director, acting on behalf of the Director of the Division. This Deputy also serves as a legislative liaison during the legislative session. The operation of the Interstate Compact as it affects juveniles will be covered in the section on Youth Services. The Division has issued a relatively detailed manual for the guidance of field personnel, covering the various procedures to be used in connection with the Interstate Compact. All referrals transferring offenders to other states or receiving them from other states are monitored by the Deputy Interstate Compact Director, who also monitors the semiannual progress reports received from other states to which Alaskan offenders have been transferred.

The states of California, Florida, Montana, Oregon, Texas and Washington are particularly heavily

represented in the cases transferred to Alaska. Alaska in turn refers most of its Interstate cases to the states of California, Florida, Oregon, Texas and Washington. Under the Compact, Alaska does not accept misdemeanor cases, inasmuch as the state does not have misdemeanor probation. Alaska can decline to accept clients for whom there is no program arranged in the state, but it must accept resident clients who have an arranged program, even though that program may be considered unsatisfactory. All screening in this connection is done by the Deputy Compact Administrator.

#### PERSONNEL

For Fiscal Year 1978, probation and parole field services was authorized a total of 66 professional personnel. This total includes the Assistant Director, one Alternative Care Coordinator, 57 probation officers (including the three regional administrators), 2 counselors and 1 social worker (at the New Start Center in Anchorage), 2 probation aides (one at Bethel and one at Kotzebue), and 3 student trainees (2 at Anchorage and 1 in Fairbanks).

Probation Officer II's are assigned only to offices with more than one probation officer, and serve as line officers under supervision. Probation Officer III's supervise the line officers in the major metropolitan areas and in district offices with more than one officer, and may also have caseloads of their own; they are also assigned to the one-person district offices. Regional administrators are Probation Officer IV's.

#### PROBATION AND PAROLE CLIENT PROFILE

A survey of the adult probation and parole caseload on August 9, 1978 was conducted by Moyer Associates and Division of Corrections staff. The results of the survey were utilized in developing the classification proposal which will be discussed in a later section. Summarized separately here are the profiles of male probationers, female probationers, and all parolees and mandatory releasees. Such data as is presented here can form the basis of a collective client needs assessment, which is recommended elsewhere in this chapter.

#### Adult Male Probationers

These clients make up the majority of the supervision caseload in Alaska, approximately 740 out of 980 cases, or 75 percent. Because of this, the survey was conducted using a 50 percent random sampling procedure for male probationers, so as to limit the amount of time each individual officer had to devote to completing the surveys. A total of 352 male probationers were surveyed; therefore, in order to apply the sample results to the total population, only observed percentages are reported for most variables. Fully 50 percent were clients of the South Central region, 22 percent Southeastern, and 28 percent Northern.

#### Demographic Characteristics

Male probationers show an ethnic distribution more closely approaching that of the general population than did the sentenced inmate group.

	Male Probationers (350)	Sentenced Inmates (547)	General Population
Caucasian	70%	50%	80%
Eskimo	9%	22%	) 15%
Indian	9%	9%	)
Black	7%	14%	3%
Other	5%	5%	2%

The age distribution of the male probationers closely resembles that of the inmates, with 20 percent under 21 years of age on the day of the survey, 37 percent between 21 and 25, 20 percent from 25 to 30, and 23 percent over 30.

The education level and employment status of male probationers are represented in the following tables:

		Cumulative (350)
No formal education	1%	1%
Up to the 8th Grade	10%	11%
Up to the 11th Grade	38%	49%
High school diploma/GED	42%	91%
Some college	8%	99%
College degree	1%	100%
Employed full-time	59%	
Employed part-time	11%	
Unemployed, looking for work	17%	
Unemployed, not looking for work	13%	
	100%	(342)

Although educational attainment among male probationers is similar to that of inmates, male probationers were significantly more likely to be employed than were inmates at the time of their intake into the criminal justice system. It is also interesting to note that 5 percent of male probationers

are in a school or vocational training program full-time, and 4 percent part-time, which further increases the proportion who are engaged in productive activity (work and/or school).

Thirty-five percent of male probationers were reported to be

alcohol abusers at the time of their current offense, while 21 percent were reported as drug abusers. This is in sharp contrast to the 53 percent alcohol abuse and 31 percent drug abuse rates in the sentenced inmate population. Only 5 percent of male probationers were simultaneously alcohol and drug abusers; these two variables are independent in the male probationers population (at the 95% confidence level).

#### Criminal History and Current Offense

A total of 58 percent of male probationers had never been arrested prior to their current offense, and nearly 60 percent had no prior felony convictions.

The table following this page\* summarizes the current offenses of male probationers in descending order of frequency.

The majority (67 percent) of male probationers were convicted of non-assaultive felonies, while 29 percent were assaultive felons and 4 percent were misdemeanants (for specific definition of these categories, see the sentenced inmate data summary.)

#### Current Status on Probation

Supervising staff members were asked to assess the single major social service need of each of their clients; this is summarized on the following page in descending order of frequency.

Nearly one-third of the probationers are reported by their supervising officer to require no social service. Of those who are deemed to require social services, nearly one-third are reported to require alcohol treatment more urgently than any other service.

Consistent with the high proportion having no defined service need, 56 percent were reportedly placed on minimum supervision (defined as one monthly contact or less). The frequency and type of violations observed by the officers were as follows:

No known violations	58%
Occasional non-serious violations	21%
Persistent non-serious violations	10%
Serious violation(s)	11%
	100%
	(350)

Using the risk scales developed by the Michigan DOC (described in the sentenced inmate data summary), the following profiles were obtained:

Assaultive Risk Level	% of Male Probationers
High	1%
Very High	1%
Medium	16%
Low	55%
Very Low	29%

(based on 84% of the sample due to missing information on certain variables used to construct these scales).



\* The Current Offenses of  
Male Probationers in  
Descending Order of Frequency

Burglary/breaking and entering	23%
Larceny	13%
Aggravated assault	11%
Sale of controlled substance (not marijuana)	8%
Possession of controlled substance (not marijuana)	7%
Child molesting	5%
Manslaughter and negligent manslaughter	4%
Possession of stolen property	4%
Armed robbery	3%
Check offenses	3%
Possession or sale of marijuana	3%
Rape	2%
Unarmed robbery	2%
Forgery	2%
Embezzlement	2%
Fraud	1%
Weapons offenses	1%
(n=343)	

(All remaining offenses were committed by less than one percent of probationers: arson, simple assault, other drug offenses, nonsupport, other sex offenses, traffic offenses, vagrancy, vandalism, vehicle theft and municipal ordinance violations).

\*\* Single Major Social Service Need

No social service needed	31%
Alcohol treatment	20%
Education/vocational training	16%
Individual counseling	16%
Employment placement/counseling	9%
Financial counseling/assistance	3%
Drug treatment	3%
Marital/family counseling	2%
Alternative residential placement	1%
Medical/dental care	1%
Legal aid	-
100% (347)	

Property Risk Level	% of Male Probationers
High	1%
Medium	19%
Low	80%

(based on 83% of the sample)

Thus, male probationers seemingly present little risk of committing either an assaultive or a property crime.

Due to lack of data, the parole (probation) BES score could be calculated for only 57% of the sample:

Probability of Success After Two Years on Supervision	Percent of Male Probationers (n=200)
87%	2
76%	14
64%	27
53%	41
49%	9
29%	4
14%	3

Officers were also asked to estimate their probationers' likelihood of success under supervision, with the following results:

Definitely Unsuccessful	8% )	
Probably Unsuccessful	9% )	27%
Possibly Unsuccessful	10% )	
Possibly Successful	27% )	
Probably Successful	41% )	73%
Definitely Successful	4% )	
(n=350)		

This compares favorably with the sentenced inmates, of whom only 3 percent had a 64% or better chance for success on parole. This, however, should be cautiously interpreted, since the scale was originally developed for use with parolees, not probationers. In addition, when comparing the 3 sub-populations, there is statistically no significance between any of them regarding the proportion with 63 points on the scale.

This assessment seems to reflect male probationers' employment status; the majority of those unemployed and not looking for work were also classed as either definitely or probably unsuccessful while the great majority of full-time employed clients were classed as possibly to definitely successful. The association of alcohol abuse with an unfavorable evaluation of success likelihood was also apparent.

Adult Female Probationers

Data on all females on probation on the survey date was obtained; there was a total of 80 women who were on the probation caseload on August 9, 1978. Because of the relatively small number and since all female clients were included in the sample, actual frequencies and percentages are presented.

Demographic Characteristics

A comparison of male and female probationers' ethnic distribution reveals the following pattern:

	Female Probationers		Male Probationers	Sentenced Inmates
	N	%		
Caucasian	49	61	70%	50%
Eskimo	8	10	9%	22%
Indian	11	14	9%	9%
Black	8	10	7%	14%
Other	4	5	5%	5%
	80	100		

There is no significant difference in the ethnic backgrounds of male and female probationers. The age distribution of female probationers differs from that of males; even though a majority of females (65 percent) were under 30 years of age, very few were under 21, while over one-third were over 30. Female probationers were also significantly more likely to have been (or be) married (64 percent).

Female probationers were proportionately somewhat better educated than their male counterparts, just as female inmates attained more education than male inmates: (see chart on following page) \*

There is a significant difference in the proportions of female versus male probationers having at least a high school education.

The employment status of female probationers seems to reflect their assumption of the traditional societal role of housewife in the relatively high percentage reported as unemployed and not looking for work: (see chart on following page) \*\*

\* Female Probationers and Male Probationers Educational Status

	Female Probationers		Male Probationers
	N	%	
No formal education	-	-	1%
Up to the 8th grade	8	10	10%
Up to the 11th grade	18	23	38%
High school diploma/GED	40	50	42%
Some college	13	16	8%
College degree	1	1	1%

\*\* Female Probationers and Male Probationers Employment Status

	Female Probationers		Male Probationers
	N	%	
Employed full-time	39	50	59%
Employed part-time	6	8	11%
Unemployed, looking for work	9	12	17%
Unemployed, not looking for work	23	30	13%

Five women, or seven percent of the total, were in school or vocational training at least part-time, nearly the same proportion as in the male probationer population.

Only 25 percent of female probationers were reported to have been alcohol abusers at the time of their current offense. This proportion is nearly the same as that found among sentenced female inmates, and is significantly lower than the male probationers' 35 percent. About the same proportion of female

probationers (22 percent) as males were reported to be drug abusers.

Criminal History and Current Offense

A majority of female probationers (61 percent) had been arrested at least once prior to the current offense but 58 percent had no prior felony convictions, and 70 percent had never been incarcerated for 90 days or more.

The current offenses of female probationers are listed below in

descending order of frequency:

Offense	N	%
Sale of controlled substance (not marijuana)	10	13
Embezzlement	10	13
Checks	8	10
Possession of controlled substance (not marijuana)	8	10
Larceny	7	9
Aggravated assault	6	8
Sale or possession of marijuana	6	8
Manslaughter or negligent manslaughter	6	8
Forgery	4	5
Weapons offenses	3	4
Arson	2	3
Burglary/breaking and entering	2	3
Fraud	2	3

(One woman committed each of the following offenses: other drug offense; murder; armed robbery and possession of stolen property.)

The predominance of drug and property offenses among female probationers is similar to the pattern observed among female inmates. Only 18 percent (or 14 women) had committed an assaultive felony.

A very substantial number of these women are thus deemed to require no social services; the same services are ranked among the top three most urgent needs as were for males, although their relative positions differ.

Current Status on Probation

Supervising staff reported the following major social service needs for female probationers:

	N	%
No social service need	32	40
Individual counseling	15	19
Education/vocational training	11	14
Alcohol treatment	10	13
Drug treatment	3	4
Alternative residential placement	2	2
Employment placement/counseling	2	2
Marital/family counseling	2	2
Financial counseling/assistance	1	1
Medical/dental services	1	1
Legal aid	-	-

About one-half of the females were reportedly under minimum supervision at the time of the survey. Their performance on probation as compared to that of male clients can be summarized as follows:

There were significantly more females than male clients, proportionately, with no known violations.

	Female Probationers		Male Probationers
	N	%	
No known violations	56	70	58%
Occasional non-serious violations	7	9	21%
Persistent non-serious violations	7	9	10%
Serious violation(s)	10	12	11%

The majority of women probationers, as illustrated by the table below, present a low or very low risk of committing either type of

offense. The parole success expectancy score of most women could not be calculated due to missing data.

Michigan DOC Risk Scale Assessment of Female Probationers

Assaultive Risk Level	N	%	Property Risk Level	N	%
Very High	-	-	High	-	-
High	-	-	Medium	17	23
Medium	3	4	Low	58	77
Low	33	44			
Very Low	39	52			

The supervising officers' assessment of the female probationers' likelihood of success under supervision parallels that for male probationers (see following page).

A clear majority of female probationers are expected to succeed on probation, as are most male probationers.

	Female Probationers		Male Probationers
	N	%	
Definitely Unsuccessful	4	5	8%
Probably Unsuccessful	6	8	9%
Possibly Unsuccessful	8	10	10%
Possibly Successful	20	25	27%
Probably Successful	36	45	41%
Definitely Successful	6	7	4%

#### Parolees and Mandatory Releasees

A total of 147 parolees and mandatory releasees were surveyed; these were the total parole case-load on the survey date. Of these, 93 percent were male, reflecting the sentenced inmate sex breakdown. About 90 percent were parolees, with the remainder being on mandatory release status. The majority were clients of the South Central region (65%), while 20 percent were from Southeastern and 15 percent from Northern. In the following discussion, "parolees" is used to refer to mandatory releasees as well.

#### Demographic Characteristics

Parolees, not surprisingly, showed an ethnic distribution resembling that of sentenced inmates:

	Parolees n=144	Sentenced Inmates n=544
Caucasian	65%	50%
Eskimo	7%	22%
Indian	10%	9%
Black	16%	14%
Other	2%	5%
	100%	100%

The major difference is that there are significantly more Caucasians and significantly fewer Eskimos on parole, proportionately. In this regard, the parolee ethnic distribution is similar to that of male probationers.

The age distribution of parolees at the time of the survey is significantly divergent from that for sentenced inmates (see chart on following page).\*

This is not necessarily surprising, since inmates who are relatively young upon admission to prison naturally age prior to being paroled. It is probably also the case that the Parole Board tends to parole older rather than younger inmates, other things being equal, since greater age is generally associated with a higher probability of parole success. Only 36 percent of parolees had never been married (compared to 62 percent of sentenced inmates); both their relative age and higher assessed probability of parole success tends to be associated with this characteristic of parolees.

About 52 percent of parolees had achieved at least a high school diploma or the equivalent, very similar to sentenced inmates. The comparative employment statuses of parolees vs. sentenced inmates (measured at intake) follows (see chart on following page). \*\*

It appears likely that employability, as measured by employment status at intake, affects the likelihood of parole granting for individual inmates.

The observed differences may also be due in part to the proportionate variance in ethnic background between parolees and sentenced inmates. The parolees' employment status much more closely resembles that for male probationers. Only about six percent of parolees were in school or vocational training at the survey date.

About one-half of parolees were reported to be alcohol abusers at the time of their offense, while 35 percent were drug abusers. These proportions are similar to those observed for sentenced inmates.

#### Criminal History and Current Offense

About the same proportion of parolees (83%) as inmates (85%) had been arrested at least once prior to their current offense. However, only one-fourth of parolees as compared to one-third of inmates had no prior misdemeanor convictions. Similarly, 31 percent of parolees in contrast to nearly one-half of inmates had no prior felony convictions. Fewer parolees than inmates had never been previously incarcerated for more than 90 days (23 percent vs. 35 percent). One factor which might account for this difference is the fact that the parolee group is relatively older than the inmate group, and so might be expected to have a lengthier criminal history.

**CONTINUED**

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\* Age Distribution of Parolees

Age	Parolees (n=146)	Sentenced Inmates (n=542)
Less than 18	-	1%
18-20	6%	21%
21-24	20%	34%
25-30	21%	18%
31-40	33%	14%
Over 40	20%	12%
	100%	100%

\*\* Comparative Employment Statuses of  
Parolees vs. Sentenced Inmates

	Parolees	Sentenced Inmates
Employed full-time	58%	25%
Employed part-time	16%	6%
Unemployed, looking for work	12%	43%
Unemployed, not looking for work	14%	26%

Significantly more parolees were convicted of murder, proportionately, than were sentenced inmates. This could be due to two factors: murderers are sometimes seen as better parole risks, and so may tend to remain under supervision longer (since there is no statutory provision for termination of parole status prior to sentence completion), and so be over-represented in the average daily caseload. In all, 55 percent of parolees were convicted of assaultive felonies, and 44 percent of nonassaultive felonies (compared to 53 and 37 percent, respectively, for inmates).

Parolees' length of stay in prison prior to parole is shown in the next paragraph:

Less than 6 months	6%
6 months to 1 year	13%
1 year to 18 months	14%
18 months to 2 years	13%
2 years to 30 months	10%
30 months to 3 years	9%
Over 3 years	35%
	100%
	(n=144)

A large proportion of parolees thus remained incarcerated for over three years, although a similar proportion were paroled within 18 months.

The current offense of parolees and mandatory releasees is listed below in descending order of

frequency; comparative percentages of sentenced inmates committing the offenses are also listed.

Current Offense of Parolees and Mandatory Releasees  
Comparative Percentages of Sentenced Inmates

	Parolees (n=138)	Sentenced Inmates (n=509)
Murder	15%	9%
Burglary/breaking & entering	14%	15%
Armed robbery	11%	13%
Sale of controlled substance (not marijuana)	10%	6%
Manslaughter or negligent manslaughter	10%	7%
Aggravated assault	7%	12%
Larceny	5%	3%
Rape	4%	7%
Child molesting	4%	3%
Checks	3%	3%
Possession of controlled substance (not marijuana)	3%	3%
Forgery	3%	3%
Unarmed robbery	3%	3%
Weapons offense	2%	3%
Sale of marijuana	1%	3%

(All other offenses were committed by only one parolee: DWI, arson, simple assault, embezzlement, fraud and vehicle theft).

Current Status on Parole

Reported single-most urgent social service needs of parolees as assessed by parole officers are listed below:

No social service needed	23%
Alcohol treatment	20%
Individual counseling	18%
Drug treatment	11%
Education/vocational training	8%
Employment placement counseling	7%
Alternative residential placement	4%
Financial counseling/assistance	3%
Medical/dental services	3%
Marital/family counseling	2%
Legal aid	-
	100% (n=147)

As might be expected, fewer parolees than probationers are reported to have no social service need. The same proportion are said to require alcohol treatment or individual counseling, but substantially more parolees are seen as needing drug treatment. An alternative residential placement is also important to a larger percent of parolees than probationers.

About 40 percent of parolees were reported on minimum supervision at the time of the survey (a significantly smaller proportion than observed among male probationers) even though about the same proportions of parolees and male probationers have not violated supervision conditions:

	<u>Parolees</u> n=147	<u>Male Probationers</u> n=350
No known violations	53%	58%
Occasional non-serious violations	26%	21%
Persistent non-serious violations	9%	10%
Serious violations	12%	11%
	100%	100%

The Michigan DOC risk scale profiles of parolees and sentenced inmates are compared below:

<u>Assaultive Risk Level</u>	<u>Parolees</u> n=140	<u>Sentenced Inmates</u> n=494
Very High	3%	1%
High	5%	4%
Medium	48%	35%
Low	25%	46%
Very Low	19%	14%
	100%	100%
<u>Property Risk Level</u>	<u>Parolees</u> n=139	<u>Sentenced Inmates</u> n=501
High	16%	8%
Medium	29%	30%
Low	55%	62%
	100%	100%

The parole BES scale results can also be compared:

<u>Probability of Success After 2 Years</u>	<u>Parolees</u> n=116	<u>Sentenced Inmates</u> n=513
87%	3%	2%
76%	14%	11%
64%	16%	20%
53%	35%	38%
49%	11%	9%
29%	15%	11%
14%	6%	9%
	100%	100%

Thus, using these actuarial measures, parolees seem to present proportionately higher risk than do the sentenced inmates.

The supervising officers' estimate of parolees' likelihood of success under supervision follows:

	<u>Parolees</u> n=147	<u>Male Probationers</u> n=350
Definitely Unsuccessful	9%	8%
Probably Unsuccessful	18%	9%
Possibly Unsuccessful	11%	10%
Possibly Successful	24%	27%
Probably Successful	34%	41%
Definitely Successful	4%	4%
	100%	100%

Thus, the officers are more pessimistic about the parolees' than the male probationers' future behavior.

## WORKLOADS

According to a statistical report for calendar year 1977, submitted by the Assistant Director for probation and parole, probation officers on the average spent 46% of their time on investigations and reports for the judiciary, the Parole Board and the Division, and 54% on arranging services, counselling, surveillance and related activities for clients. The relative expenditure of funds on these responsibilities was roughly in about the same proportions.

Client caseloads alone have been discarded in most jurisdictions as a measure of probation/parole staff workload. Instead, a system of assigning work "units" to each type of task (according to the level of effort required to accomplish it) has been adopted by many probation and parole agencies.

The ACA's Commission on Accreditation does not prescribe a standard workload formula for all agencies, but rather recommends that probation and parole agencies adopt workload formulas unique to their own needs, based on such variables as legal requirements; agency goals; the character and needs of offenders to be supervised; geographic area; administrative tasks required of the field staff, and types of personnel to be utilized. This appears to have been accomplished satisfactorily in Alaska, although some suggestions are made in a later section for accommodating both a proposed probation/parole client classification system, and a broader scope of community corrections services.

The Division's current formula for measuring workloads accords 5 units of weight to each major court report (i.e., presentence or pre-disposition reports), 3 units to other types of reports, 2 units to each preliminary intake matter, 1 unit to each court appearance, and 1 unit to each active supervision case. The established workload standard is 65 units per officer per month.

The actual workload per officer per month for calendar year 1977 averaged 59 units. Although there were wide regional variations, ranging from 28 units at Haines to 89 units at Sitka, for most offices the monthly workload averaged between 45 and 67 units per officer. In the largest office, Anchorage, the officers averaged 65 units, the established standard. Only in Sitka, with one officer (at that time) and in Bethel, with two officers and an aide authorized, did the average exceed the established formula. It would appear, therefore, that on the basis of workloads, the distribution of available probation and parole officer personnel is as equitable as is reasonably possible.

The district offices themselves, understandably, vary widely in total workloads. Of the three largest offices, Anchorage in 1977 had a monthly average of 1425 workload units, Fairbanks 475, and Juneau 244. Bethel, Kenai, and Ketchikan had averages of 134, 189 and 197 respectively. All the other locations had less than 100 units, and, with the exception of Kodiak and Sitka, substantially so.

Within the adult client caseload are several cases which are supervised under the authority of the Interstate Compact. As of May 16, 1978, there were 295 offenders on the Interstate caseload, 158 of these being offenders transferred to Alaska from other states and 137 Alaska offenders sent to other states. Most of the offenders are probationers; there were only 78 on parole out of the 295 total. While Alaska apparently receives more clients under the Interstate Compact than it sends out, the difference (21 on May 16, 1978) does not appear to be substantial.

In terms of both major court reports and other reports, Anchorage, Fairbanks and Juneau accounted for from three-fourths to four-fifths of the statewide total written in 1977. The client caseload also showed this concentration in the urban areas. Statewide, about 60 percent of the clients are adults and 40 percent are juveniles. However, there is a variation between offices in the respective number of adults and juveniles. In 1977, Barrow, Bethel, Haines, Ketchikan, Kotzebue, and Petersburg tended to have more juveniles than adults, in some cases substantially more. In contrast, in Anchorage and Fairbanks the number of adults to be supervised greatly exceeded the number of juveniles. These differences between communities undoubtedly reflect differences in the nature of the local crime problem, but the statistics may also reflect differences in local law enforcement practices from time to time and from one location to another. Comparable statistics for calendar year 1976 in some instances are

markedly different.

## INTAKE REPORTS AND ASSESSMENTS

Section 2103 of the manual assigns to probation and parole personnel the responsibility for preparing juvenile court disposition reports, adult oral and written presentence reports, interstate investigation reports, prerelease reports, furlough reports, supplemental court reports, post-sentence reports and various other miscellaneous reports as required by the courts, the Parole Board or the Division of Corrections. The Division does not currently have formal responsibility for conducting pretrial assessments to determine defendants' eligibility for release on personal recognizance; addition of this function is discussed in a later section.

Presentence reports are prepared on all defendants convicted of felonies, and the court may request either a long or short form report. In misdemeanor cases, the court may request a presentence report, but the district office supervisor determines whether or not his or her office is in a position to comply. The Division's probation and parole manual contains policy instructions (Section 2102) for the preparation of the reports, and a standard format is provided.

The presentence report, among other things, sets forth the needs of the defendant, and a statement as to how these needs can be met, where the program would take place, and its duration. Under Division policy, the probation officer can recommend either probation or incarceration, but not the length of sentence. In actual practice, where the probation officer has a particularly close relationship with

the judge, this policy may not be fully observed, and the probation officer may make a more specific recommendation.

If the probation officer proposes incarceration, the report recommends the type of custody and the treatment that should be provided. It also includes financial data, which is used in connection with recommendations as to restitution, fines and payment for costs of care. Community service orders are not routinely used in Alaska at present, but the revised Criminal Code specifically provides for this sanction, so it may well become more commonplace. A Judicial Council study of Alaska sentencing practices revealed that judges tend to follow recommendations made in presentence reports in a very high proportion of cases (97%). Thus, staff of the Division apparently can and do have a significant impact on sentencing practices across the state.

Initial court reports are to be completed within 30 days, unless the court requires an earlier submission or unless the court grants additional time when requested by probation personnel. When a presentence report has not been prepared on a defendant who is placed on probation, a post-sentence report apparently may be deferred until the probation officer has time for it. However, when the defendant is sentenced to an institution, the post-sentence report is to be done within three weeks and furnished to the institution. Similarly, when a probation is revoked and the offender is committed, the institution is to be provided a post-sentence report within three weeks. In other cases, where the defendant is placed on

probation but transferred to another district or state, a post-sentence report is furnished within the same time period.

Other reports pertaining to interstate compact and parole cases are prepared on the basis of instructions from the Division's Interstate Compact desk and the Alaska Parole Board. However, court reports are given priority over all other types of intake reports.

Section 2105 of the probation and parole manual directs staff to be involved in prerelease planning, both with the individual offender and whenever possible with the release unit of the institution. The offender and the assigned officer discuss the release plan thoroughly and obtain a clear understanding of what each expects of the other. Parole conditions are explained to prospective releasees, either on an individual or group basis.

Assigned field officers investigate proposed release plans to ensure their feasibility; if they are not felt to be either authentic or realistic, the officers attempt to formulate a better one with the offender and institution staff. The field worker has the authority to approve or disapprove the proposed plan, which must be finalized no later than three weeks prior to the date of assignment to that officer. Preparation of furlough plans are in principle the responsibility of probation and parole staff, but in reality furloughs are rarely used. This is discussed more fully in the subsequent section on transitional programs.

Under Section 2201 of the manual, probation and parole staff are also assigned the responsibility of providing supervision reports to the courts, the field staff prepares juvenile annual review reports, special progress and conduct reports as required by individual courts, and supervision termination reports. The Parole Board is furnished progress and conduct reports upon request, as well as parole termination reports. Interstate authorities receive semiannual progress and conduct reports, special reports requested by the sending state, and supervision termination reports.

The manual prescribes that supervision reports should contain, as a minimum: (1) name, age or birth-date, physical characteristics, offense history, sentence and type of commitment (probation/parole), and expiration date; (2) residence address, employment or school location; and (3) the supervision plan and the status of the client's compliance with it, including problems and proposals for resolving those problems. It is left to each regional supervisor to adopt procedures to implement this policy statement.

Regional administrators have been delegated the authority to establish internal procedures to implement the statewide manual's statements of policy regarding report content. Also, report preparation is the subject of instruction in the training academy course for probation officers and is further covered in periodic meetings and seminars of probation personnel.

In actual practice there appears to be some variation from one

district office to another as to the time allowed for the submission of reports and also as to the quality of their content. Because of the widely different circumstances that characterize the operations of district offices in the disparate communities of the state, much of this variation is understandable. However, although the statements of policy in the statewide probation and parole manual are soundly based, they are quite brief.

The Division is generally in compliance with the several provisions of the ACA's Commission on Accreditation manual applying to presentence investigations and reports. However, in connection with the Commission's recommendation that "written policy and procedure govern the conduct of presentence investigations, preparation of reports, and provision of sentencing alternatives to the court," the Commission notes that:

"Written guidelines help ensure high quality investigations and reports and minimal disparities in the provision of sentencing alternatives. The guidelines should be developed in collaboration with the court and be reviewed regularly."

It may therefore be useful for the Division to prepare a detailed manual on the preparation of all of the various types of reports, especially presentence reports. However, at present, as previously pointed out, the central office probation and parole staff is not sufficiently large to undertake this time-consuming task.

The Commission also regards as essential that "written policy and procedure permit the use of staff other than probation officers to collect information during the presentence investigation," and notes in this connection that "some of the data required in an investigation and for the presentence report may be collected by nonprofessional staff (i.e., paraprofessionals, volunteers, students, clerical), thus freeing probation officers to use their skills for interpreting the data and developing a probation plan." As the demand for all types of reports to the court, the Parole Board and the Division grows, community services staff should be allowed and encouraged to utilize such alternative personnel resources (e.g., probation aides, volunteers, community counselors and social workers) to augment their own efforts.

#### SUPERVISION AND SERVICES FOR CLIENTS

The other primary function of probation and parole staff is surveillance of and provision of needed rehabilitative services to probationers and parolees. Mirroring the larger philosophical issues in the corrections field, many probation and parole staff feel a primary conflict between their role as enforcers (requiring surveillance of clients) and treatment agents. However, just as it is possible in a larger sense to reconcile the aims of reformation and public protection, the following Accreditation Commission standard can guide probation and parole staff in developing a cohesive image of their role:

"Supervision should be intended for the protection of the

community and for the provision of services to the offender that will reduce the probability of continued criminal behavior. Provision of adequate assistance and services to the offender is the best insurance against harm to the community."

In fact, the Alaska Division of Corrections' probation and parole manual states in its introduction that:

"It is the philosophy of the Division of Corrections of the State of Alaska, that all persons are worthwhile, and their behavior is understandable and can change. It is the goal of the Division of Corrections to develop and provide programs designed to change the offender in order that he may function within the norms and laws of the community in which he chooses to live. Community protection will be reinforced by the implementation of these programs."

The Accreditation Commission also states that it is essential that "the agency assigns the highest priority to the supervision function," and observes in this connection:

"Supervision of the offender in the community is integral to affective probation. The probation administration should ensure that competing demands (e.g., presentence investigations and report deadlines) do not relegate supervision to a secondary function."

In order to effectively provide both supervision and necessary assessment services, the community services sector of the Division must be provided with a sufficient number of appropriately trained

staff at the central, regional and district office levels.

#### Client Classification

It is of crucial importance that probation and parole clients be continuously assessed as to their needs for surveillance and services. Through use of a classification system, efficient utilization of staff time and community resources can be achieved. In recognition of this, section 2302 of Alaska's probation and parole manual sets forth a policy for the classification of adult probationers and parolees "according to how often the person needs to be contacted, where contacts should be made, and what needs to be accomplished during the contact." Other instructions issued by the Division specify the classification of clients into maximum, medium or minimum supervision categories. Maximum cases are contacted once a week, medium once a month or more, and minimum by correspondence. The latter category is particularly used for clients in remote areas where direct supervision is impracticable.

The ACA Commission on Accreditation recommends a written policy and procedure to govern supervision and classification of probationers and parolees, the establishment of criteria to ensure that no more surveillance or services are provided than are needed, and a procedure for reviewing case classifications at no less than three-month intervals (for possible reclassification where warranted). Section 2208 of Alaska's probation and parole manual requires that supervisors--line, special project and district--audit every month

one-third of the caseload assigned to each staff member under their supervision (each three months, therefore, all cases are audited). This is to ensure that clients are being contacted, services are being delivered, conditions of supervision are being met, and files are being kept up-to-date. Caseloads of field officers in locations where the supervisor cannot contact them once a month are audited at least once every two or three months in connection with regular supervisory field trips.

The prescribed audit procedure thus complies generally with the recommendations of the Accreditation Commission. However, the manual policy relating to the classification of cases, which is one of the items on the audit format, is not being consistently carried out. In actual practice in most district offices of Alaska, persons under supervision are not classified or are classified only informally. The probation officer may make a mental note to keep an eye on an individual client. Or, if it is determined that the client needs little or no supervision and services, he or she may be assigned to the "bank," made up of paper cases, i.e., those in absconder status and those requiring a minimum of attention. Up to ten percent of the entire statewide caseload may be in the "bank" at any one time.

As so frequently noted in this master plan, the circumstances affecting corrections in Alaska are unique and vary greatly from one community to another. In rural areas particularly, it may not be feasible under current conditions to classify cases which, because of their remote and



relatively inaccessible locations, cannot be seen on any regular basis. (This problem is further addressed in the section on rural corrections.) However, for those cases located within or nearby the communities which have district offices, it should be possible to develop and use a relatively consistent and uniform case classification procedure. Later in this section, a proposed classification scheme is discussed, and the results of its application to the current adult probation and parole population are summarized. In addition, its impact on the work unit system is outlined. Efforts are now underway within the Division to develop an explicit client classification procedure; the proposals discussed in this plan may prove quite helpful in this regard.

The logical outcome of progressively successful reductions in level of supervision is termination (a category provided for in the proposed classification scheme). Currently, termination practices vary across district offices, especially with probation cases, since some judges are fairly receptive to termination recommendations, while others are more stringent in their requirements for justification of terminations. Under the latter circumstances probation officers may find it more feasible simply to obtain their supervisor's approval to assign a case to the "bank." Probation officers interviewed often commented that the court required a "strong" justification for terminating a case; but the term "strong" itself is subject to varying interpretations--with some individual judges, it may operate virtually to

prohibit terminations. In at least one region judges have adopted a policy under which they will not consider early termination of probation.

The problem does not appear to exist with respect to parolees. When a district office determines that a case requires no further supervision, it is referred to the Executive Director of the Parole Board. Officers interviewed were unanimous in their view that the Board is readily receptive to the termination of supervision and reassignment of the case to the paperload at the Board office until the parole period expires. Statutes do not presently permit the Board to terminate an individual's parole status prior to sentence expiration, even if the individual's performance on parole warrants such action.

#### Proposed Client Classification Scheme

The development of a system of classifying community corrections clients according to their service and surveillance needs can have several positive effects:

1. It provides an individualized but equitable means of delivering services to clients.
2. It enables more efficient management and equitable assignment of supervision workloads to staff.
3. It encourages a more gradual reintegrative process for clients, since it allows for progressive assumption of individual responsibility

by clients with a concomitant decrease in supervision level by staff. It can also provide an alternative to revocation and incarceration, in the form of increased supervision levels.

The Division's manual prescribes a tri-level system of supervision, but does not specify either the criteria to be used in placing clients on intensive, regular or minimum supervision, or the differences in supervision practices entailed by each level.

The system proposed here is based on the experience of several other states which have developed probation/parole client classification systems (including Pennsylvania, Maryland North Carolina, California, Oklahoma and Oregon). The levels of supervision are seen as requiring very different levels of staff effort, and therefore will require some modifications in the workload weighting scheme which will be discussed later.

Intensive supervision is conceptualized as a close, service-oriented relationship between the staff member and his or her client. It is not simply an intensive surveillance of a client with the goal of preventing technical violations or criminal acts, but also involves a high degree of active problem-solving intervention on behalf of the client. Staff must have sufficient funds to purchase needed services for their clients which they cannot deliver directly: the role of corrections staff as community resource brokers is especially critical to effective intensive supervision. Because of the possibility that

increased supervision can result in observation of more technical violations (which might have gone unnoticed under less intensive supervision), it is important that staff regard intensive supervision as an opportunity to provide maximum support to needy clients rather than just as an intensive policing function.

Regular supervision is intended to encourage increased assumption of personal responsibility by clients. Staff should monitor clients' progress carefully, but intervene only on request of the client or in case of a potential or actual crisis. Clients on regular supervision who are believed to be endangering themselves or the community should be reinstated on intensive supervision.

Minimum supervision requires only that clients submit written progress reports at regular intervals, with personal contact occurring only on a voluntary basis unless a crisis takes place. It is essentially a clerical function, requiring staff to monitor the clients' self-reports and law enforcement contact or arrest logs. Early discharge from supervision (prior to expiration of sentence) should be the outcome of successful minimum supervision cases after a prescribed amount of time spent on supervision.

The criteria used by Moyer Associates to place probationers, parolees and mandatory releasees surveyed into these three supervision levels and a termination category were:

1. The current offense type (misdemeanor, nonassaultive felony, or assaultive felony) and legal status (probation

or parole, or mandatory release) of the client. Thus, misdemeanor probationers; non-assaultive felon probationers; and assaultive felon probations, all parolees and all mandatory releasees were the three groups classified separately.

2. Length of time under supervision.
3. Performance on supervision, as measured by reported frequency and seriousness of violations.
4. Service need, as measured by reported level of need for various social services and the supervising officer's estimate of the clients likelihood of success under supervision.
5. Risk factor, as measured by the parole base-expectancy scale estimate of likelihood of success, and, for the parolees and mandatory releasees, an assessment of assaultive risk potential (these scales are described in the sentenced inmate profile).

The accompanying flow chart illustrates how these factors were combined to yield a classification of each person in the sample for whom all the requisite information was available. For example, a non-assaultive felon probationer who had been on supervision for from one to two years and who was assessed as low risk was recommended for termination if he or she had committed no known violations and was assessed as having a low service need.

The results of applying this classification scheme to the

surveyed clients are summarized in the following tables. First, the outcome for parolees and mandatory releasees, male probationers and female probationers is reported separately, and then a summary of resulting percentages for the entire adult caseload is presented. (See charts on following page). \*

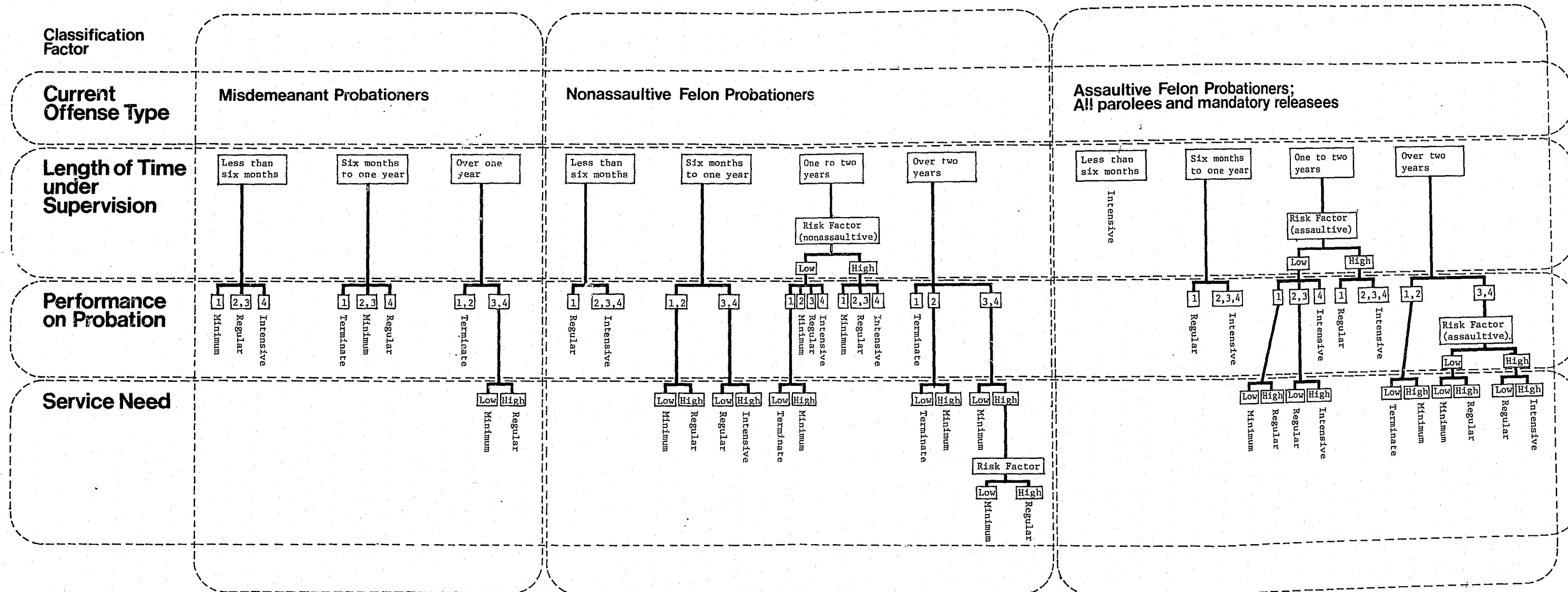
Applying these percentages to the current total average daily adult caseload, which is estimated to be comprised of approximately 160 parolees and mandatory releasees, 740 male probationers and 80 female probationers, provides a basis for estimating the workload which results from this classification strategy. (See chart on following page). \*\*

At first glance, termination of one-fourth of the total caseload from supervision may appear somewhat drastic. However, when applied in other states, classification systems much like this one have yielded quite similar results.

The impact of this classification into three supervision levels must be assessed in terms of its workload implications, not just the caseload figures. Given that each level of supervision requires a different amount of staff effort, it is logical to weight the work units assigned to each type of case accordingly. A work unit weighting system which could be applied in Alaska would assign the following weights to each type of case:

Intensive case	3.5 units
Regular case	1.0 units
Minimum case	0.5 units

# Probation and Parole Classification System



\* Parolees and Mandatory Releasees  
(both male and female)

	Percent	Number
Intensive	50%	53
Regular	23%	25
Minimum	10%	11
Terminate	17%	18
	100%	140

\* Male Probationers

	Total	Misdemeanants		Non-Assaultive Felons		Assaultive Felons	
Intensive	24%	-	0	19%	32	42%	31
Regular	28%	21%	3	33%	55	22%	16
Minimum	22%	7%	1	27%	46	16%	12
Terminate	26%	71%	10	21%	35	20%	15
			14	100%	168	100%	74

\* Female Probationers

Intensive	21%	-	0	18%	9	40%	4
Regular	31%	-	0	33%	16	30%	3
Minimum	16%	-	0	16%	8	20%	2
Terminate	32%	100%	3	33%	16	10%	1
			3	100%	49	100%	10

\*\* Current Total Average Daily Adult Caseload

	Parolees and Mandatory Releasees		Male Probationers		Female Probationers		Total Statewide	
Intensive	80	50%	178	24%	17	21%	275	28%
Regular	37	23%	207	28%	25	31%	269	27%
Minimum	16	10%	163	22%	13	16%	192	20%
Terminate	27	17%	192	26%	25	32%	244	25%
Total	160	100%	740	100%	80	100%	980	100%

This system takes into account the current Alaska weighting, which does not differentiate between types of supervision cases, but does assign different weights to various reporting and assessment tasks. Given that the Alaska workload standard is 65 units per officer, this weighting implies that a staff member could supervise either 18 to 19 intensive cases, 65 regular cases, 130 minimum cases or any combination which would total to the 65-unit workload.

The resulting current workload of supervision cases, using this proposed classification and workload approach, is calculated below:

Level of Supervision	Number of Cases	X	Number of Units per case	=	Workload
Intensive	275		3.5		962.51
Regular	269		1.0		269.00
Minimum	192		0.5		96.00
Total	736				1327.5

Thus, even though the classification system suggests that 25 percent of the current caseload could be successfully terminated from supervision, it also suggests that providing differential levels of supervision for those retained on the caseload will result in an increase in total supervision workload (from the current workload of approximately 980 units to about 1328 units). This increase in statewide workload would require an increase in the number of staff to provide the added supervision effort; using the current caseload level as the base, and assuming a 65-unit workload standard, approximately 5 more staff would be required to absorb the additional 348-unit supervision workload. Staff needs are further explored in the conclusion of this section.

In order to fully implement a meaningful client classification system, it will be essential that Alaska's community corrections and corrections research staffs collaborate in a systematic study of the factors which affect probationers' and parolees' level of need for supervision and services. Such a study would require the ability to compile a broad range of demographic, criminal history and risk profile information on each client, and to monitor the progress of the clients over a period of months or years to determine the relationship between their characteristics and their relative success on probation or parole. Random assignment of a group of probationers and parolees to differing levels of supervision and service provision would also allow determination of the differential impacts of these service levels upon the various types of clients. Use of this approach would permit Alaska's community corrections staff to develop a highly reliable case classification system tailored to the unique characteristics of Alaska's offender population.

#### Services to Clients

Field service supervision practice in Alaska conforms generally to the standards prescribed by the Accreditation Commission. However, one of the Commission's recommendations should be noted. It considers as essential that "supervision services are a available 24 hours a day," and observes:

"The needs of offenders do not emerge only during business

hours; it is necessary that services exist around-the-clock and on weekends. The 24-hour availability of field services should be made known to offenders, and staff should be advised of these hours by publication of formal schedules. Use should be made of split shifts, duty officers, and all-night and weekend telephone numbers."

In most of Alaska's probation and parole field offices, which are limited in staff, this provision is not entirely feasible. Undoubtedly field officers in these locations are contacted from time to time during their off hours by clients with problems or emergency situations. However, the split shift procedure should be feasible in Anchorage, with its high caseload and multiple staff. In Fairbanks and Juneau, it may be more feasible to have a roster of duty officers, rotating on a weekly basis, who may be called at night or on weekends at their home numbers; the roster and phone numbers could be published and distributed to clients.

#### Special Services

Restitution: Restitution, fines and support payments may be ordered by the court as a part of any sentence, but such sanctions most often accompany probation. Section 2206 of the probation and parole manual states that it is the policy of the Division that the field offices request the court to specify the amount of the fine or restitution and the frequency of payments and that payments are to be made directly to the court clerk's office. This policy is intended to avoid undue



misunderstandings between the probationer and probation officer, as well as to avoid the assumption of bookkeeping duties by the district offices. However, the court may indicate that the probation officer will collect the payments (in the form of money orders or certified checks). It is left to the Regional Administrators to work out with the respective Superior Courts the actual collection procedures. Formalization and standardization of procedures for fines, restitution and community service will be even more important when the revised Criminal Code, which encourages use of these sanctions, takes effect. The Division of Corrections and the judiciary must work closely together to ensure that equity and consistency are maintained throughout the state.

New Start Center: This is a non-residential store-front operation in Anchorage that assists parolees, probationers and ex-offenders in finding jobs and housing, and makes referrals to other community agencies for the treatment and resolution of personal, psychological, and alcohol or drug related problems. It was originally funded by the Law Enforcement Assistance Administration, but is now state-supported. Its budget for fiscal year 1978 was \$108,000, which supports a staff of one Social Worker III, two community counselors, and a clerk-receptionist. The Center is under the supervision of the Anchorage probation and parole district office, from which it receives most of its referrals. However, it also accepts ex-offenders who walk in off the street.

During a sample quarter (January-March 1978) the Center found

43 jobs for 32 individual ex-offenders, paying an average hourly wage of \$4.77. During the same quarter a range of other services were provided, affecting transportation, food stamps, rent, other money emergencies, housing, food, clothing, family problems, and counseling, plus innumerable interviews and contacts with other state and local agencies, employers, relatives, and clients and prospective clients.

In 1977 the Center was evaluated on the basis of the recidivism rate of all ex-offenders served by the Center during 1975 and 1976. A failure was considered to be anyone who had been served by the Center during that period but who subsequently was found guilty of an offense for which he had to serve more than 10 days in an Alaska correctional institution. The entire group served by the center during 1975 and 1976 was compared with the general population of offenders who had been released from 1974 to mid-1977 after serving more than 10 days in Alaskan institutions. The results indicated that the New Start group had a reincarceration rate of 19 percent and the total ex-offender group a rate of 24 percent. A review of the criminal histories of a sample of 259 New Start clients revealed that the New Start clients had repeat offender records which, if anything, exceeded that the general ex-offender group. Therefore, it would appear that, unlike so many other pilot community corrections projects, a "creaming" process did not occur, and that the Center served a representative clientele.

The Accreditation Commission recommends that "agency programs should be subject to a cost-effectiveness analysis to evaluate their contribution to the agency's stated goals." The Commission states:

"To the extent possible, all field functions and activities should be defined and classified in terms of specific programs, with their objectives and expected outcomes identified. Allocation of costs to each program should be made. Management could then identify the productive and non-productive programs through periodic program analysis, and revise priorities and programs accordingly."

The recommendation would appear to be particularly applicable to special projects such as the New Start Center. The results may well show that the New Start Center idea ought to be replicated in Fairbanks.

#### Community Resources

Increasingly, community corrections staff are being seen as service brokers for their clients rather than primary service providers. Particularly in Alaska's urban areas, the social services already provided by other agencies can be utilized for probationers and parolees referred by supervising corrections staff. Such use of existing services eliminates costly duplications of effort, and encourages offenders to learn how to effectively utilize community resources outside of corrections.

As pointed out in the 1978 Alaska Criminal Justice Plan, the South Central region, headquartered in

Anchorage, has more social service resources than any other region. Those often used include: Family House and Future House drug abuse rehabilitation programs, the Alaska Division of Mental Health, the Office of Vocational Rehabilitation, Seward Skill Center Vocational Training School, Public Defender Agency, Salvation Army, Alaska Psychiatric Institute, and several other privately operated residential facilities. The other two regions, although offering a smaller number of social service resources, can provide alcohol and drug abuse programs, mental health care, and even halfway house residential options in their more urban sectors. Rural areas of the state provide much more limited options for referral of clients; in these areas therefore, the probation and parole staff member is frequently, of necessity, the primary or sole service provider to clients.

#### Surveillance of Clients

Probation and parole staff have responsibility to enforce the conditions of supervision and the laws of the state. Although service provision or referral to community resources should be a primary focus of community corrections staff efforts, it is sometimes necessary for staff to assume the role of enforcer of rules and laws in order to protect the public safety.

#### Violations

Section 2207 of the probation and parole manual directs that all felony acts and serious misdemeanors should be brought to the immediate attention of the court. It urges that Regional

Administrators discuss with the judges in their jurisdictions the types of probation violations that they wish reported to them and the types that they feel can be left to the discretion of probation supervisors. The manual also states that the Parole Board and Division of Corrections staff should formulate similar agreements. The stated policy is apparently working satisfactorily, but it permits a great deal of variation within each region and from one region to another.

In this connection the Accreditation Commission has a number of recommendations and observations. In particular, the Commission recommends that "all alleged violations of probation of parole are reviewed by the field officer with the supervisor." In explanation, the Commission states:

"Following investigation of the alleged violation, the field officer should confer with his/her supervisor to determine what action is required. A decision should be made at this time regarding the need for a formal violation proceeding or an informal administrative adjustment. Any action taken should be noted in the case record."

Also, according to the Commission, agency policy should provide that "the field officer's report of an arrest or violation includes the officer's recommendation and justification as to final action or resolution of the situation," and the Commission comments:

"Because the field officer is often very familiar with the case, his/her views on how best to resolve the matter will assist the final decisionmaker. The officer's recommendation should be in accordance with the organization's policies and guidelines."

The Commission endorses "written policy and procedure (to) permit field staff to resolve minor probation/parole violations," and comments:

"Although all major probation/parole violations are reported, and final resolution is determined by the courts or parole authority, many minor violations can be handled satisfactorily by field staff. The agency, in concert with the courts or parole authority, should define specifically the types of minor violations that can be resolved by field staff. Field staff should retain the option to present the case to the court or parole board. Records of all minor violations and their resolution should be maintained and be available to the courts or parole authority whenever a change is being considered in the legal status of that case."

It also regards as essential that "written policy and procedure preclude offenders being confronted with possible probation/parole violations for failure to meet financial obligations other than those which are conditions of probation/parole," and states:

"The agency should not be placed in the position of collection agency for the community. The agency and field officer should

not enforce the collection of civil obligations by threats of probation/parole violation. Court-ordered debts, such as fines, restitution and child support, should be paid, and provision is made in the supervision plan for payment of such obligations."

It further recommends that "all arrests and probation/parole violations are investigated immediately; all serious arrests and major probation/parole violations are reported promptly to the proper authority," with the comment:

"All arrests and alleged probation or parole violations that come to the attention of the field officer should be investigated promptly and thoroughly, reviewed with the field officer's supervisor, and documented in complete written reports for the case record. This is in keeping with the evidentiary requirements mandated by the United States Supreme Court regarding parole revocation, and should be followed in probation cases also. The investigations should include law enforcement reports, statements from victims or witnesses, and a statement or explanation from the offender."

There are a number of additional Commission standards relating to the handling of violations. Undoubtedly most of these are already reflected in practice among the various regions of Alaska. However, the very complexity of the issue suggests the need for more detailed central office policy formulation, and the need to develop, in concert with the courts and the Parole Board, a policy, procedure and practice that will be consistently and

uniformly applied throughout the state.

#### Powers of Arrest

According to Section 2211 of the probation and parole manual, the normal arresting policy is to get a court warrant and have a law enforcement officer make the arrest. However, the probation officer may make the arrest "only" when no law enforcement officer is available, and immediate arrest is necessary to protect the probationer or parolee or other members of the community, to protect the staff member, or to prevent the probationer or parolee from absconding."

The Commission, with respect to probation violators, sets the standard that "Written policy and procedure ensure that a probationer cannot be arrested for alleged violations of the conditions of probation without a written order of arrest and/or an arrest warrant based on probable cause that a violation has occurred. Warrantless arrests are permitted only when the violation involves commission of another crime and current legal standards for warrantless arrests otherwise have been met." In explanation of this standard, the Commission observes:

"To maximize the legal protection both of the probation agency and the probationer, it is essential that an arrest warrant be obtained except in those cases in which the alleged violation involves another crime. In this case, even though a warrant may not be required, all current legal standards for warrantless arrests must be met."

It does not appear that the Division's policy statement fully meets this standard.

The Accreditation Commission states that it is essential "where probation and parole officers are authorized to arrest offenders, written policy and procedure govern such practices and all officers making arrests are trained in arrest practices." Its note on this recommendation observes:

"Any action taken should be preceded by a conference between the officer and the supervisor. If it is concluded that an arrest is necessary, trained field officers should make the arrest, using law enforcement personnel when personal or public safety may be endangered. Field officers should be trained in the proper procedures for effecting an arrest and in the correct procedures for transporting prisoners. Proper restraining equipment should be available and used in all arrest situations."

In general, the Division's policy requirements meet this standard.

In regard to arrest of parolees, a September 2, 1977 Alaska Supreme Court opinion in the case of Davenport v. State of Alaska states that a written statement of probable cause must be filed with the Parole Board in order to obtain a warrant for retaking a parole violator. The Board issued an implementing policy on September 8, 1977. Before the Board will issue a warrant, the parole officer must submit in

writing, "a written statement indicating the reason why the parole officer feels that there is probable cause to believe that the parolee has violated conditions of his parole." Normally, the parole officer is expected to secure a warrant from the Board before arresting a parolee. However, "if the parole officer feels that the parolee may abscond supervision, or may jeopardize the health or safety of himself or others in the community if not arrested immediately," the parolee can be arrested without previously obtaining a warrant from the Board; a written statement of probable cause must be furnished the Board as soon as possible after the arrest.

#### Search Procedures

Section 2209 of the probation and parole manual prohibits probation and parole personnel from conducting skin searches; this may be done only by institutional personnel. If the probation officer considers that a skin search is necessary, the client is to be arrested, taken to the nearest correctional facility, and searched by institutional personnel. Before the arrest is made, the probation officer must be assured that probable cause for arrest and search exists. In connection with such arrests, the probation officer may search the clothing and personal effects of the client for weapons or contraband to insure security in transporting the client to the nearest institution. Again, it is left to the discretion of the Regional Administrators to develop implementing procedures.

The Accreditation Commission views it as essential that "written policy and procedure, including prior review with the supervisor when possible, govern searches of offenders by field officers." Its discussion notes:

"Searches of offenders should comply with the requirements of the Fourth Amendment and with court decisions. Written regulations should detail how such searches are to be conducted, under what circumstances, and require a stated reason for the search. Whenever circumstances permit, field officers should review with their supervisors the possible need for a search and should receive the supervisor's approval. The supervisor should conduct a post-search review to ensure that the search was conducted properly."

With reference to searches of parolees, an Alaska Supreme Court decision in the case of Roman v. State of Alaska led to the issuance of a policy by the Parole Board on December 22, 1977. It provides that only the Board may establish conditions relating to the search of parolees or the seizure of their property, and that without a specific condition authorizing search, "the parolee has the same protections of law as an ordinary citizen against unreasonable searches and seizures." When the Board has imposed a special condition of this kind, "the search must be conducted by a parole officer, unless another correctional official or a peace officer conducts the search at the specific direction of a parole officer." The parole officer must have reasonable grounds to believe that a parole

violation has occurred, and these grounds must be documented following the search.

#### Firearms

Section 2210 of the probation and parole manual indicates that Regional Administrators may select individual probation officers, on the basis of actual need, and with the consent of the Director of the Division of Corrections and the Commissioner of Public Safety, to be appointed as Special Officers by the Commissioner. Only these officers may carry firearms while performing duties, provided that they remain current in a State Trooper firearms course.

Even these officers must ask the Regional Administrators for permission on each occasion that they feel they need to use a firearm, and must give reasons. If permission is granted, the probation and parole officer may carry the weapon for no longer than necessary to carry out the stated matter. The manual section provides detailed instructions as to the use, storage, and other security measures involving firearms.

This policy is apparently in abeyance, and probation officers are no longer officially permitted to carry firearms. It is an issue of considerable difference of opinion among individual probation officers. Some feel strongly that they should be authorized to carry firearms, others have no firm opinion on the subject, and still others are strongly opposed.

This issue is symbolic of the larger question of the extent to which probation and parole staff should assume police functions. Both Division policy and practice

and prevailing national trends would tend to suggest that probation and parole staff should rely on law enforcement officers to make arrests whenever possible, and that they should avoid carrying firearms (which are seen by many as antithetical to their primary role of service provider and treatment agent for their clients.)

#### PROPOSED ADDITIONAL FUNCTIONS FOR COMMUNITY CORRECTIONS SERVICES

##### Pretrial Assessment and Supervision

According to a study of bail practices in Anchorage during 1973, conducted by the Alaska Judicial Council, fully 85 percent of felony cases resulted in bail release for the defendants. The Council provides evidence that this rate is somewhat higher than the national average pretrial release rate, cited as varying from 67 to 84 percent.\* The Council includes within the term "bail" all forms of pretrial release, not just traditional cash bonds. Of those defendants released pre-trial, the Council reports that:

- o 47 percent were released on fully secured money bond
- o 35 percent were released on personal recognizance
- o 16 percent were released on unsecured bonds or 10% bonds to the court
- o 2 percent were released by unknown means

Moyer Associates conducted a two-week survey of all releasees from the five major institutions which house the majority of

Alaska's adult pretrial detainees. This survey, conducted during August, 1978, illustrates the variance in pretrial release practices between communities; the table on the next page includes only those persons in the sample who were released prior to trial (746 out of the total of 1226 releasees for whom data was obtained during the survey period.)

The latter four categories correspond to the Judicial Council's ROR category, while the second and third correspond to money and court bond categories mentioned in the Council's study. The statewide percentages are roughly comparable to the 1973 Anchorage percentages (although the Anchorage Annex proportions observed in the recent survey diverge considerably from the earlier study in terms of ROR and court bond categories.)

Although the Alaska bail statute encourages release of defendants on their own recognizance or unsecured bond unless "the judge determines that neither will reasonably assure the defendants' subsequent appearance, or that either will pose a danger to other persons and the community" (Judicial Council bail study), the statute also allows imposition of conditions for release whenever the judge determines that ROR or unsecured bond are inappropriate. These conditions may range from posting a 10% bail bond with the court, requiring supervision by a responsible custodian, or even requiring full cash or other property bail bond. In order to

\* The latter rate includes misdemeanor cases as well as felonies, and so is likely to be above the rate for felony cases alone.

PRETRIAL RELEASE METHODS

Moyer Associates Survey

<u>Means of Release</u>	<u>Fairbanks CC</u>	<u>Number %</u>	<u>Anchorage Annex</u>	<u>Number %</u>	<u>Ketchikan CC</u>	<u>Number %</u>	<u>Juneau CC</u>	<u>Number %</u>	<u>Ridgeview CC</u>	<u>Number %</u>	<u>Total</u>	<u>Statewide</u>
											<u>Number</u>	<u>%</u>
Charges dismissed	8	5	20	5	-	-	-	-	2	3	30	4
Cash bond	24	16	188	42	4	13	1	2	29	40	246	33
Cash Bond to court	67	45	141	32	16	50	12	25	30	41	266	36
ROR	42	28	59	13	9	28	24	50	9	12	143	19
Conditional Release	7	5	18	4	3	9	11	23	2	3	41	5
Supervised ROR	1	1	13	3	-	-	-	-	1	1	15	2
Diversion	<u>1</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>5</u>	<u>1</u>
	150	100%	443	100%	32	100%	48	100%	73	100%	746	100%
	(266)		(652)		(67)		(86)		(95)		(1226)	



determine what additional conditions might be appropriate in a given case, the statute further suggests that judges take into account "the nature and circumstances of the offense charged, the weight of the evidence against the person, the person's family ties, the person's employment, the person's financial resources, the person's character and mental condition, the length of residency in the community, the person's record of prior convictions, and the person's record of appearances at court proceedings and history of flight to avoid prosecution." (Judicial Council) Unfortunately, the Judicial Council reports that most often the necessary information and preparation for making such a reasoned determination is not available by the first appearance, within 24 hours after arrest.

This points to a potentially critical problem in the pretrial release process. If lack of information delays the eventual release of many defendants, then the average length of stay, and therefore the average daily population of pretrial detainees may be unnecessarily inflated. Since it seems likely that a higher than average (compared to national figures) proportion of Alaska defendants are at some point released pending trial, the greatest impact on the average daily pretrial population can be achieved not through increasing the number of persons released but rather through decreasing the average length of time which defendants are detained prior to release.

In order to accomplish this reduction in length of time

detained, the information necessary to determine an individual's eligibility for pretrial release must be collected immediately upon intake into the corrections facility. Given that probation and parole staff already perform a wide variety of assessments for both the judiciary and the Division of Corrections, it is logical that they should also be formally assigned responsibility for pretrial release eligibility assessments. However, the Accreditation Commission cautions that "provision should be made for effective use of personnel on a full- or part-time basis by using a systems approach to identify ROR service objectives and by specifying job tasks and the range of personnel necessary to meet the objectives. Similarly, space and equipment needs should be determined. Unless adequate resources are available, a probation department should not undertake an ROR program."

Further, the Commission considers as essential that "Where the agency operates pretrial intervention services, it does so with the cooperation of other criminal justice authorities," and comments that:

"Successful development and operation of pretrial services, such as release on own recognizance (ROR) programs, is dependent upon the cooperation of judges, attorneys, law enforcement officials and corrections officials. They should be involved in these programs from initial planning through implementation."

At present, there is only one formal pretrial release program operating in the state, which is

located in Anchorage. However, until quite recently, the impact of this program on the pretrial detention population was less than could be hoped for; the recent institution of a 24-hour magistrate system in Anchorage has, however, resulted in a significant reduction in the pretrial population. This lends credence to the suggestion that reducing the average length of time detained prior to release can have a most substantial effect on average daily detention populations.

With this in mind, an assessment of the potential impact of speedier pretrial release of eligible defendants has been conducted. The first step in estimating this potential impact was to determine, using data from the Moyer Associates survey of all releasees from 5 state institutions in a selected two-week period, how many would have been eligible for release on recognizance, using a standardized ROR assessment scale. The scale used has been developed and refined by the Vera Institute of New York, and is used by many jurisdictions across the country to assess arrestees' stability in the community (and thus the likelihood that they would appear for trial if released from detention.) The scale is reproduced on the following page.

All of this information was available for 1084 of the total sample of 1226 releasees statewide (or 88 percent). Of these releasees, 73 percent passed the Vera requirements. Adding the requirement that the eligible defendant cannot be charged with an assaultive felony lowers the percentage eligible for pretrial release using these

criteria to 66 percent statewide. The table (on the following page of text) summarizes the percentages of eligibles in each of the five surveyed facilities.\*

Thus, the percentage passing the Vera eligibility criteria alone is relatively constant across the state, with the exception of Ridgeview. The reduction in total N observed across the two analyses is due to lack of data for a few defendants on the type of offense with which they were charged.

Knowledge simply of the numbers of persons eligible for pretrial release using these criteria is not sufficient to provide an estimate of the degree to which their average length of stay could be reduced. Data from the survey therefore was used to calculate:

1. The actual number of person-days spent pretrial by all those releasees who qualified for ROR according to the Vera Scale.\*\*
2. The number of person-days these individuals would have spent had they all been released on recognizance in an average of four hours after booking. This assumed average is not extraordinarily short given that even now, 48 percent

\*\* Nearly all persons in the sample spent some time in pretrial detention, even those who also served time as sentenced inmates prior to their release. Thus, the pretrial days spent includes all releasees (not just those released in pre-trial status).

# VERA SCALE

	Requirements	Points
Box 1	1. Defendant must reside in the county/ region under consideration.	1
	2. Defendant has lived at his current address 2 1/2 years or more.	1
Box 2	or	
	3. Defendant lives with parent(s) or spouse.	1
	or	
Box 3	4. Defendant is employed, in school or in a training program on a full-time basis.	1
	5. Defendant has a phone in his residence.	1
	or	
Box 3	6. Defendant expected someone at the arraignment (not complainant or attorney).	1
	or	
	7. Defendant has no felony convictions.	1
	TOTAL:	

## Scoring Procedures

- Step A: The defendant must satisfy Requirement 1.
- Step B: If the defendant is not a resident of the county/region under consideration he automatically "fails" the test. If the defendant does satisfy Requirement 1, he/she is then required to satisfy at least one of the requirements in Box 2; i.e., he/she must satisfy (in addition to Requirement 1), Requirement 2, or Requirement 3 or Requirement 4.
- Step C: If the defendant does not satisfy any of the requirements in Box 2, he is disqualified.
- Step D: If the defendant satisfies only one of the requirements in Box 2, then he must satisfy at least one of the requirements in Box 3 in order to qualify.
- Step E: If the defendant satisfies 2 or more requirements in Box 2, (in addition to Requirement 1), he automatically "passes" and there is no need to proceed to Box 3.
- Step F: If the defendant satisfies Requirement 1, and one of the requirements in Box 2, but none of those in Box 3, he is disqualified.

## \* Percentages of Eligibles in each of the Five Surveyed Facilities

	Total Number of Releasees	Percent Passing Vera Criteria	Total Numbers	Percent Passing Vera and not Charged with Assaultive felony
Fairbanks	153	71%	148	68%
Anchorage Annex	644	75%	636	68%
Ketchikan	58	78%	52	67%
Juneau	78	76%	60	52%
Ridgeview	92	58%	83	51%
	1025		979	

## \*\* Percentage Decrease in ADP Resulting from Increased ROR (Speedier pretrial release)

Institution	Vera Only	Vera and No assaultive felony
Fairbanks	22%	22%
Anchorage Annex	75%	54%
Ketchikan	36%	33%
Juneau	8%	6%
Ridgeview	11%	9%
Statewide total	27%	18%

(for these facilities only, which represent about 54% of the total statewide ADP)

of all those in the sample who were released prior to trial were released in 8 hours or less (75 percent were released within 24 hours.) With the institution of formalized and prompt pretrial release assessments by community corrections staff and, at least in the urban areas, 24-hour magistrate availability, this 4-hour average stay prior to release is likely to be readily attainable.

The difference between these two figures is thus the number of person-days that would have been saved had this ROR policy been in effect. This number of person-days saved can then be translated into a reduction in the average pretrial stay and thus in the average daily inmate population (ADP) which would have occurred had the ROR policy been implemented. The percentage decreases in ADP which could have been achieved in each facility and across the state using the two different release eligibility criteria are summarized on the previous page.\*\*

Although the impact varies across institutions, due primarily to variations in the actual number of days spent pretrial by those passing the two criteria, the overall statewide impact of speedier pretrial release is potentially quite significant. This is especially true if even a few inmates who now spend many days in pretrial detention are released in an average of four hours after booking.

Since the five facilities surveyed currently house only about 54

percent of the total statewide average daily prisoner population,\* the impact of ROR on this total population would be diluted to about a 15 percent ADP decrease using the Vera criterion only, or about a 10 percent ADP decrease using the Vera plus no assaultive felony criteria (see section on factors affecting corrections populations for a more precise estimate of impact on both the projected year 2000 ADP and on the current ADP.)

This method of estimating the effect of ROR on inmate populations does not take into account one factor which may mitigate its impact. Offenders who are detained pretrial, then convicted and sentenced to a term of imprisonment receive credit for the time they served pretrial. Thus, if arrestees serve less time pretrial, it is possible that those sentenced to incarceration would be incarcerated longer in sentenced status than they would have been if detained prior to sentencing. This might offset some of the reduction in total average length of stay to be attained through speedier ROR. The degree to which this offsetting would occur is impossible to quantify. It is important to note however that the impact of an ROR program which requires that an arrestee pass the Vera scale and not be charged with an assaultive felony in order to be released is less likely to be affected by this

\* Eagle River, Palmer, Third Avenue and federally housed inmates would not be affected by ROR, since they house only sentenced inmates. No data is available on Nome, since a two-week sample was considered an insufficient sample for a facility with such a low volume of releasees.

pretrial detention time credit factor since persons released using these two criteria are less likely to be sentenced to imprisonment if convicted or conversely, assaultive felons are more likely than others to receive prison sentences.) In estimating facility capacity needs under the various policy options, only the ROR option using the dual criteria is considered (see later section on facility recommendations). It is presumed to be an accurate estimate, although it may well represent the maximum impact which could be attained with a totally effective ROR program.

Because construction and operation of facilities to house pretrial detainees is so much more expensive than the salaries of community corrections staff who would operate the pretrial release screening services to reduce the needed capacity of these facilities, the implementation of such a program in Anchorage, Fairbanks, Juneau and Ketchikan certainly seems justifiable. Further legislation prescribing a uniform policy and procedure will be necessary to initiate such a program. Particularly needed is a uniform method of screening and investigating persons awaiting trial as to their suitability for pretrial release, and provision for the supervision of any persons granted pretrial release who are deemed to require it. Beyond authorizing community corrections staff to undertake this added responsibility, adequate funds to obtain needed staff must also be appropriated. Staff needs for community corrections services are

discussed in more detail later in this section.

#### Transitional or Prerelease Programs

Inclusion of responsibility for reintegrative programs of the Division among the functions to be performed by community services staff grows out of the logical programmatic association between furloughs, prerelease programs and facilities, and parole. The ACA Accreditation Commission points out that:

" Probation and parole are community-oriented and community-centered. The agency should be a catalyst, mobilizer, and developer of community resources, so that offenders can benefit from a wide variety of these resources. Field officers should serve as community organizers in addition to their more traditional roles. The agency should include such activities in the assignment of designated field staff, and invest both money and top management effort to broaden the scope of community services for offenders."

In another standard, the Commission adds that "where they exist, community residential centers should be available to parole staff for prerelease programs and to parolees for crisis situations." commenting:

"Many newly released offenders need a place to live. For some, the small, privately-operated community residential center is extremely helpful. This type of transitional residence offers privacy with some structure and guidance, but without state authority. Where such facilities

can be obtained on a contract basis, the agency budget should provide funds to purchase such services."

Further emphasizing the need for a continuum of transitional programs for inmates, the Commission states that:

"Sudden and direct release to the community after many years in a closed or maximum security institution can produce psychological shock in a releasee and may be a factor in a releasee's inability to adjust on parole. A few months in a minimum or open institution can help ease the transition to parole and should be arranged if possible. Other partial release programs include work and study release and trial visits to family and community prior to parole. Another type of program that can achieve the same objective is extension of visiting privileges at the institution for the last few months prior to release. Such programs gradually acquaint inmates with the issues, pressures and emotions they will encounter once paroled."

At present, no inmates in Alaska are placed on work or study release as a transition from incarceration to parole; some are housed in the relatively open atmosphere of Eagle River or Palmer immediately prior to release. Very few, if any, inmates are presently granted furloughs for any purpose, particularly for family visits or job-seeking prior to release. This lack of transitional programming is primarily an outgrowth of negative experiences of the recent past which caused a public and official

outcry against the then-operating prerelease and minimum security programs.

Because a gradual reintegration of inmates into the community is the most likely method of both ensuring public safety and increasing the likelihood of the inmates' successful reformation, the Division of Corrections must increase its efforts to develop viable prerelease alternatives. To accomplish this, the Division must develop an accurate method of screening inmates to determine eligibility for prerelease programs, and it must have sufficient properly trained staff to operate the programs (and adequate funds to contract with other agencies or private groups as well).

Although probation and parole staff are not presently responsible for the supervision of inmates furloughed from institutions for less than 30 days, the regional or district office must be notified by the institution prior to such releases as to their purpose and duration; the supervising offices nearest the locations to which the inmates are released provide services to them only if requested by these inmates.

Similarly, notification must take place for inmates furloughed for more than 30 days, but in these cases the releasees are to be supervised and assisted by the nearest field office. The field office also is required to furnish periodic progress reports to the releasing institution, which retains the official file and also retains jurisdiction and the responsibility to return the inmate if necessary. Regional Administrators are given discretion to develop implementing procedures

with the institutions in their regions.

Currently, furloughs are rarely granted, and the procedure does not now involve a significant burden on the probation and parole staff's time. Possibly a further involvement of probation and parole personnel in community investigations prior to furlough decisions, and in the supervision of all persons in furlough, would bring about a higher degree of security and therefore an expansion of the program, thus providing additional flexibility in meeting the needs of offenders.

In order to estimate the number of inmates who might presently be eligible for transitional or prerelease programming, data from the Moyer Associates survey of the sentenced inmate population was utilized to develop a simplified custody classification scheme. This scheme is explained in greater detail in the sentenced inmate profile section, but in brief, the three factors used to assess inmates' prerelease ("work release") eligibility are:

1. Offense type: whether a misdemeanor, a non-assaultive felony, or an assaultive felony.
2. Time factor: the length of time already served, and/or proximity to release date or parole grant. For purposes of this analysis, it was assumed that any inmate within three months of release or parole should be considered for work release eligibility. If a four or even a six-month program were used, then the impact would be even greater than here estimated.

3. Risk factor: using standardized scales to assess both assaultive risk and parole success probabilities.

Using these factors, the total statewide sentenced inmate population was found to be 33 percent maximum security, 32 percent medium security, 17 percent minimum security, and 18 percent work release eligible (pre-release status). This proportion was found to be relatively constant across the state.

If it is presumed that most or all of the approximately 100 persons in this prerelease status (at present inmate population levels) would be either furloughed or placed in a non-secure setting removed from the major correctional institutions (e.g., halfway houses for work/study releasees) then the capacity requirements for secure correctional institutions would be decreased due to removing inmates from the institutions. Applying the 18 percent reduction in sentenced inmate ADP to the total inmate ADP means that a 12 to 14 percent reduction in the total ADP could occur as a result of implementing a full-fledged prerelease program (assuming sentenced inmates now comprise two thirds to three quarters of the total ADP).

Assuming that these prerelease-eligible inmates are distributed across the ten defined service areas just as is the larger sentenced inmate population, the following approximate average daily numbers of inmates would require prerelease programming in each region (at the current overall sentenced ADP level):

Anchorage	45
Fairbanks	24
Ketchikan	8
Juneau	6
Kodiak	4
Kenai	3
Bethel	3
Nome	3
Kotzebue	2
Barrow	2
	<u>100</u>

Clearly, the major increase in community service workloads due to adding prerelease programming functions would occur in the Anchorage and Fairbanks area.

Development of work release programs for offenders sentenced directly to such alternatives should be very carefully considered.

Partial residency programs are not significantly less expensive to operate than are corrections institutions, due to the higher staff-to-resident ratios which usually prevail in the former. Therefore, in the interest of cost-effectiveness, halfway houses should not be used for persons who are now successfully placed on probation, but rather should be used only as an alternative to total incarceration for those who would otherwise be imprisoned. It is very tempting, especially for relatively new programs, to select those most likely to succeed and thus to guarantee the longevity of the program. However, these intensive programs should ideally be used for those most in need of their special services, who are usually not the "cream of the crop." For this reason, it is suggested that the Division of Corrections' community services staff focus its efforts on developing

prerelease, transitional programs for inmates. Gradual expansion into providing work release placements for less serious offenders sentenced directly to that alternative should occur only when it is apparent that such a move would be cost-effective; it should never be used in place of probation for those individuals who can safely and successfully be supervised in the community.

#### STAFFING ISSUES

The report of the Alaska Statewide Conference on Incarceration and Re-entry Alternatives, sponsored by the National Alliance of Businessmen and the Coalition on Corrections on January 19-21, 1978, states:

"All participants agreed that there was not sufficient emphasis being placed on the programming and staffing of community corrections programs. A great majority of the funding goes for the operation of institutions rather than community programming including probation and parole. It is well established that there are many more offenders involved in diversionary programs and on probation and parole than serving time in correctional institutions."

Given that the Division of Corrections wishes to focus increased effort and attention upon community corrections services, as discussed in this section, the Division must be provided with adequate levels of staff and funding so as to ensure the effective operation of community corrections programs.

Beyond these fundamental resource requirements, there are at least

two actions which the Division itself can take to facilitate expansion and improvement of its community corrections services. Revision of personnel training requirements for community services staff and revamping their career ladder structure are actions discussed previously in the staff services section. Consistency and quality of service delivery across the state can also be enhanced through development of a more comprehensive policy and procedures manual for community corrections in Alaska. Revision of the existing manual will become increasingly necessary as the scope of services performed by community corrections staff broadens to include pretrial and transitional/prerelease programs, and when the revised Criminal Code takes effect.

The Division of Corrections' manual for the guidance of probation and field staff complies generally with the Accreditation Commission recommendation that "the agency administrator is responsible for developing and maintaining an administrative manual, which includes the policies, procedures, rules and regulations of the agency and is available to all staff." The Commission discussion elaborates:

"The agency should have a single source for its established policies and procedures, which is available to all personnel to ensure consistency in organizational operations. Efficient management of resources and supervision are facilitated when all personnel understand how operations are conducted and have

available to them expectations and definitions of organizational activities and personnel behavior. The manual should be well-organized and include a statement of purpose, table of contents, and an open-ended numbering system."

However, the existing manual gives only broad policy and operational directions, stating in its preface:

"It is not possible to cover every situation, policy procedure or regulation that may be necessary or develop within a probation and parole setting in one manual. A manual is intended to serve as a guide and to establish basic minimum requirements. It will also serve to provide uniform and consistent measures for similar operations throughout the system. Each regional office will establish its own rules and regulations and procedures for carrying out the policies contained in this manual. These regulations must be submitted to the Director for his approval."

The manual provides extremely broad discretion and flexibility to regional and district offices, which in principle is quite desirable. However, this has resulted in significant differences in operational practices. To achieve the objective of a relative measure of statewide consistency, it would appear that the manual could be somewhat more detailed and informative without encroaching in any significant way on the Regional Administrators' or District Supervisors' ability to carry out their respective responsibilities. In fact, it would perhaps be of considerable help to them.

The Commission also recommends that "The administrative manual be



reviewed annually and updated as procedures change," with the comment:

"The administrative manual should be current. All revisions should include the date the change became effective."

The Division is in substantial compliance with this standard. However, in view of the extremely limited community corrections staff in the central office, it is understandably difficult to ensure that all material in the manual is up-to-date. As will be recommended elsewhere in this plan, this staff should be increased to allow for a full capability to develop a more comprehensive manual and to maintain its current applicability.

Another incentive to increase the size of central office staff, either within community services or in the technical services unit, is the need to identify the collective service needs of its clients, as recommended by the ACA Accreditation Commission.

"Although the service needs of individual offenders are important, the agency has a responsibility to assess periodically the collective needs of all its offenders to ensure that it is maximizing the delivery of services. The agency should concentrate on developing those community resources that will be of value to many offenders. Determination of collective needs will emerge from a careful screening of case files and discussions with staff, offenders and community agencies."

The Commission suggests that this should occur at least biennially; this is a vital part of sound management practice and continuing planning for the future.

#### Space Requirements

Adequate office space has been provided to nearly all probation and parole staff, with the possible exception of those in the Anchorage area. In fact, in several instances the space provided is exceptionally high in quality.

The Accreditation Commission recommends that "field facilities be located in areas conveniently accessible to offenders' places of residence and employment, and to transportation networks and other community agencies," and notes:

"Maximum interaction with the community is vital to the success of field supervision programs. The strategic location and appropriate design of facilities maximize staff performance and service delivery."

It also recommends that "a space management program to ensure adequate facilities for all agency operations be reviewed continually, and requests to meet these requirements be made to the parent governmental agency," with the comment:

"Space management programs should provide for sufficient space and the efficient use of space. The design of the facility should be attractive to offenders and their families. The facility should

have attractive, clean, well-lighted, and acoustically sound offices and related accommodations, appropriate locations, and adequate maintenance. Continuous review of the space program takes into account client population shifts, changing property values, changes in public transportation, etc., and will facilitate planning for an optimum arrangement of space to serve the needs of offenders, their families and agency employees."

The Division is in compliance with the recommendations to the extent possible under the varying circumstances affecting the field offices.

It has been suggested that "community corrections centers", which would include in one complex the various facilities required for all correctional purposes--probation and parole staff offices, secure confinement of offenders and even halfway house sectors--should be established in Alaska. For smaller communities in particular, this is a promising proposal. Especially where new institutional construction seems indicated (e.g., Ketchikan, Bethel, and Barrow), this option may prove to be quite cost-effective. However, where existing correctional facilities will continue to be used for the indefinite future, implementing this proposal would be more difficult, and perhaps not even desirable due to the relatively remote locations of these facilities. In Anchorage, where new corrections construction is a high priority, the community corrections center concept may

not be appropriate, due to the relatively large scale of the secure confinement capacity requirement. In such a setting, the purposes of community corrections can probably be better served by separate space provision for probation and parole offices and for work release/halfway house programs. If, as suggested later in the facility recommendations, the Annex is converted to use as a prerelease facility, then consideration could be given to housing Anchorage adult community services staff in that facility.

The Division will need to take into account the number of offenders requiring prerelease housing in each region in order to determine the appropriate method of providing such housing. In rural areas, where only a few offenders would be in such a status at any one time, provision of space in a multipurpose community corrections center would be most efficient. In more urban areas, where substantial capacity needs can be demonstrated, development of either contractual arrangements with private vendors or Division-operated halfway house capacity separate from secure institutions will be necessary.

#### Staffing Requirements

Throughout this analysis, the need for increased numbers of staff at all levels of community services' operations has been stressed. At the central office, there is a need for staff who can focus on several tasks which must be undertaken:

1. Revision of the policy and procedures manual to reflect changes in practice and statutes, and to provide more detailed written guidelines which can help to ensure greater statewide consistency in service delivery.
2. Conducting collective needs assessments for all community corrections clients on a regular basis, and developing programs and plans to meet these needs.
3. Routinely evaluating all programs in terms of their objectives and outcomes, identifying areas where priorities and programs require revision, and maintaining the highest possible levels of cost-effectiveness in service delivery.

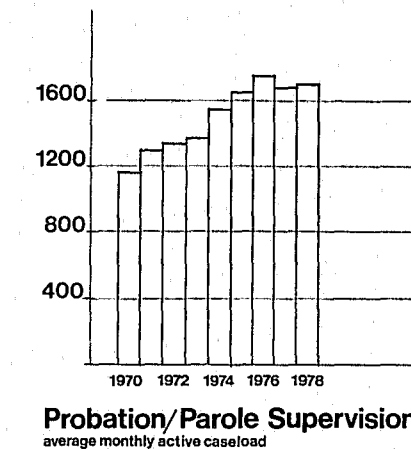
The latter two functions can be performed by planning, research and data systems staff within the central Technical Services component of the Division. However, there are not at present a sufficient number of such staff to permit a focusing on community services issues; there should be at least one researcher-planner-data analyst who is assigned to work full-time on community services problems. This will become even more essential as the scope of community corrections services is widened.

Revision of the policy and procedures manual will require close coordination with all other components of the Division, as well as continuing consultation with the judiciary, the Parole Board, the legislature, law enforcement agencies, and the DHSS. Although the

Administrator of Community Services, as well as the Regional Coordinators, should be centrally involved in this process, it may be necessary to assign an administrative assistant full-time responsibility for this task until it is completed. After major revisions have been accomplished, the continuing updating of the manual can be achieved without such special assistance.

The plan proposes no change in the number of regions or districts, so there is no suggested increase in the number of "middle managers." The greatest increase in staff requirements will occur at the line level. Since 1970, the probation/parole supervision caseload has grown from approximately 1200 (average monthly) to the 1978 level of about 1640, a 36 percent increase. Though this is not as dramatic as the approximately 60 percent increase in the adult prison population, it does reflect a growing supervision workload. The accompanying bar chart, adapted from the FY 1977 statistical report for probation and parole, illustrates this growth. It is interesting to note that since 1975, the size of the active caseload has remained relatively stable; this coincides with the shift in emphasis from community programs to institutional security and public protection concerns.

With the proposed separation of youth corrections services from adult probation and parole, the number of line staff remaining with adult community services will of course be decreased from the current staffing level for probation and parole. Based on a June 23, 1977 concept paper discussing the transfer of



juvenile services, it appears that adult community services would retain about 27 full-time probation officer positions (including only P.O.'s II and III). Several of these individuals (as many as 14, allowing for two supervisors in Anchorage and Fairbanks, and one in all other district offices) have at least part-time administrative as well as report-writing and caseload supervision responsibilities, so that not all would be available to carry a full 65-unit workload of assessments and supervision.

Given that this staff is sufficiently large to accommodate the present workload, there are several proposed changes in service delivery which will require an increase in the number of line staff. These include:

1. The implementation of a client classification system, and revision of the work unit weighting system to provide for differing levels of supervision.
2. Providing pretrial release eligibility assessments, and supervision of selected releasees.
3. Implementing prerelease programs, including supervision of all

inmates on furlough and halfway house/work release placement of selected prereleasees.

4. Changes in sentencing practices which could place more persons on probation, and require restitution or community service of them.

The impact of the proposed classification system is discussed in detail in a previous section. In summary, although the system suggests it would be possible to successfully terminate up to one-fourth of the current adult caseload, differential supervision of the remaining clients could require up to 5 more officers to accommodate the increased workload.

The impact of providing pretrial assessments and supervision on the workload must be estimated based on: 1) the number of assessments to be done in an average month, and 2) the average monthly number of pretrial releasees requiring supervision. If it is assumed that pretrial release assessments will be done for about 75 percent of all adult admissions (since some will probably still prefer to post money bail rather than submitting to an ROR interview), then, using 1977 statewide average monthly admissions figures, an estimated 910 interviews would have been conducted in an average month. To estimate the average monthly caseload of pretrial releasees requiring supervision, one can assume that conservatively, about 75 percent of those interviewed will be released (see previous pretrial release section for supporting data), and that only about 15 percent of these releasees will require super-

vision to ensure their appearance at trial. Assuming an average length of stay on supervision (prior to trial) of 60 days for these releasees, an average monthly caseload of about 200 persons requiring pretrial supervision would have been generated at 1977 admissions levels. Of course, if the average time prior to trial is lengthened or reduced, this caseload would grow or shrink accordingly.

In terms of level of effort required to conduct pretrial release assessments and to supervise selected releasees, it seems appropriate to assign .75 work unit to each assessment and 1 unit to each supervised case. This implies, using the 65-unit-per-month workload guideline, that one staff person could conduct about 86 assessments in a month, or about 4 per working day; or, if assigned full-time to pretrial supervision, one staff member could supervise a caseload of 65 releasees.

Therefore, based on our ROR eligibility estimates, the increase in statewide workload due to implementing pretrial release services would be: (see below\*)

This translates into a staff requirement of about 14 persons, presuming the 65-unit workload guideline (and using the 1977 admissions levels). It is important to note that ROR eligibility assessments can be performed by paraprofessionals, or even by trained volunteers, which would reduce the number of full-time professional staff required to implement an ROR program statewide to as few as five (if nearly all assessments were done by paraprofessionals or volunteers). These five staff would be needed to supervise those releasees requiring it, and to monitor the paraprofessionals and volunteers.

To implement prerelease programming for an average statewide monthly population of 100 persons (at current prison population levels), an increase in staff size will also be necessary. Because of their transitional status, supervision of prereleasees, whether on furlough or in a work/study release program, should be intensive. Therefore, a work unit weight of 3.5 should be assigned to each prerelease case. This generates an additional 350-unit workload, which implies a need for approximately 5 more staff members. All together, the increases in line staff entailed by these new programs would be:

(see next page)

* Number of Cases/Assessments	X Work Units	= Workload
910 assessments/month	.75	682.5
200 supervised cases	1	200
(average monthly population)		882.5

## Program

## Additional Professional Staff Needed

Proposed client classification and differential supervision	5
Pretrial assessment & supervision	14 (5 with paraprofessionals and/or volunteers)
Prerelease programs	5
	24

Thus, to fully and immediately implement all of these efforts, the adult probation and parole line staff size might have to be nearly doubled, or at least increased by 55 percent (from 27 to 42).

The potential for increases in the probation caseload due to changes in sentencing practices is less readily calculable than are all of the changes discussed above. Although an examination of the sentenced inmate population reveals that 21 percent of the total sentenced average daily population are first offender misdemeanants or non-assaultive felons, the impact of placing even half of these persons on probation as an alternative to imprisonment cannot be estimated independent of the impact of implementing prerelease programs, since there is probably some overlap in the population selected for pre-release and that considered eligible for alternative sentencing.

Therefore, although more extensive use of restitution and community service as adjuncts to probations, and the availability of intensive supervision services, may induce the judiciary to sentence more "borderline" cases to probation rather than incarceration, the precise caseload increase resulting from this is not possible to estimate. If workload does increase due to greater use of probation as an alternative to prison, then the requirement

for from 15 to 24 additional staff to implement the other changes will be only a minimum estimate of staff needs.

Even adding 15 new staff is a very sizeable increase, and cannot be accomplished immediately; the program changes entailing such an increase will be achieved gradually, in any event. However, the benefits of reduced institutional populations and increased public protection which can be achieved through implementing these programs far outweigh the staff salary costs of implementation.

There are several possible means of implementing the suggested programs within the constraints of budget and staff limitations:

1. The Division could choose to focus, on a priority basis, on developing each of the suggested programs requiring additional staff in sequence. In terms of feasibility, it would appear that implementing client classification and differential supervision should be the top priority, followed by enactment of full-scale prerelease programming. Because it will require both legislative and judicial actions as well as

substantial additional community corrections staff (including paraprofessionals and trained volunteers), pre-trial assessment and supervision programming may be the least immediately feasible addition to the scope of services.

2. The Division could implement one or more of the suggested programs on a "pilot" basis, choosing one or two areas of the state in which to test the feasibility and utility of the program(s). Thus, for example, pretrial release programming could be implemented only in the Anchorage area initially, which would require fewer additional staff but which also will generate the largest single impact on facility capacity needs of all areas in the state. Prerelease programs, especially halfway house residency, can also be developed on a gradual basis; in fact, to ensure their acceptance by the public, a gradual implementation will be essential.
3. The Division could more fully explore the use of paraprofessionals and volunteers to deliver services which are necessary to these programs. Pretrial assessments, in particular, can be facilitated through extensive use of such personnel, thus reducing the number of additional professional staff necessary to implement pretrial release programs.

In summary, there must always be some compromise between ideal goals

of service delivery and realistic limitations of resources. However, the reductions in the incarcerated population (and thus in the capacity required to be provided in facilities) to be attained through even partial or gradual implementation of expanded community service programs are substantial enough to justify addition of needed staff and funds for providing and contracting for services. The long-run cost-benefits of maximal use of alternatives to incarceration, particularly in Alaska where new construction can potentially be minimized or avoided, are undeniable.

#### SUMMARY OF RECOMMENDATIONS

As has been previously noted, the regionalization of probation and parole field services in Alaska is dictated by the great geographical areas involved, which make communication and travel difficult. The size of the workload itself, which is relatively small, is not a primary factor. Under the present system, only very broad policy and procedural directives are issued to the field, and detailed implementation and further elaboration of policy and procedure are left to the regional and district supervisors. This system results in a great deal of variation in practice and actual operation, which does not bring about the degree of consistency and equity that should be characteristic of the criminal justice process. The central office is not sufficiently staffed to provide a range of supporting services to the field, and the regions themselves are not sufficiently large, in terms of either caseloads or personnel complements, to warrant the separate establishment of supporting service units. Client classification and differential supervision are not presently utilized by probation/parole to allocate staff resources. The Division does not have an active prerelease program for sentenced inmates, nor does it provide pretrial release assessment and supervision services on a formalized basis. All of the recommendations here summarized are directed at enhancing the capability of the Division to deliver a broad range of community corrections services.

The community services and technical services staff of the central office should be increased to give it a capability for:

- a. Developing and keeping up-to-date a more comprehensive manual of policy and procedure, and a manual of detailed instructions for the preparation of all types of reports for which field staff is responsible.
- b. Making annual audits of field office to assess compliance with the provisions of these manuals (the Regional Administrators should still perform quarterly audits),
- c. Undertaking more active liaison with the courts, law enforcement agencies, and others in the development of interagency agreements affording statewide consistency and uniformity in the basic procedures affecting community corrections clients, and
- d. Taking a more direct role in the planning and operation of training and staff development programs for community services personnel, and
- e. Making collective needs assessments of all clients and developing and evaluating programs to meet those needs.

The central office should enter into negotiations with the courts leading toward a uniform statewide policy and procedure with respect to restitution orders, collections, presentence reports, early terminations, violations or probation, and arrests, searches and

seizures. The recommendations of the Accreditation Commission provide considerable guidance in this respect and are worthy of consideration. The policy and procedure ultimately adopted should be set forth fully in the probation and parole manual, and enforced through the above recommended audits and inspections. Also, the Division of Corrections, in conjunction with the court system, should further explore means of adopting a community service order concept, particularly in connection with fines and/or probation, as a method of minimizing sentences of incarceration and yet imposing requirements that go beyond the usual conditions of probation. The New Start Center operation in Anchorage has been subjected to a cost-benefit analysis, and funds have been requested both for its expansion and for the establishment of a similar program in Fairbanks.

The present marked differences among probation and parole staff in their perceptions of their role should be resolved through an affirmative statement in the probation and parole manual, through the personnel development program (which is addressed more fully in another section), and through the management training of Division executives. Because of differences in individual personalities, there will always be some variance among community corrections personnel as to how they perceive their role, but substantial improvement can be achieved, particularly through the management mode and the kinds of individuals who are

selected for advancement. The priority of supervision over reporting functions should be asserted; revision of the workload weighting system should assist in this matter (see following recommendation).

The classification of persons under supervision should be uniformly performed, and reflected in written and formal case plans for differential supervision developed by staff immediately following the assignment of cases (subject to approval by their supervisors). The procedure should be detailed in the manual of policies and procedures, and enforced by the quarterly regional office audits and the annual central office audit. The workload weighting system should be revised to reflect the differing levels of staff effort required to supervise each type of client.

A formal 24-hour on-call procedure, to enable clients to get in touch with staff at night and on weekends, should be included in the manual, and implemented in the field. The probation and parole manual should prohibit probation personnel from carrying weapons, as a practice contrary to the basic purposes of field supervision, and the policy should be strictly enforced.

Central office staff should initiate discussions with the courts, the Department of Law, law enforcement agencies, and public interest groups to develop a statewide pretrial release program following generally the various applicable standards of the ACA Commission on Accreditation and reflecting these components:

- a. A uniform criteria for eligibility,
- b. Preliminary screening of all potential candidates by community services personnel, (including paraprofessionals and/or trained volunteers), with phone verification of all information,
- c. Pretrial release recommendations by community services personnel to the district attorneys and courts,
- d. Supervision by community services personnel of selected persons on pretrial release, and
- e. Consideration should be given to a procedure under which persons charged with relatively minor offenses and who do not have a significant criminal history may have their charges dropped or suspended following a period of successful adjustment in the pretrial program.

Any policies and procedures so developed should be enacted by statute.

The Division of Corrections should develop an increased capability for the use of furloughs and work release both to provide valuable resources in improving the parole decision-making process and to enhance the ability of paroled persons to make the transition from institutional to community life. Community services staff should assume responsibility for operating these prerelease programs.

The Division of Corrections should consider, wherever new institutional construction is required in other

than the two major metropolitan areas, the development of the community corrections centers, which would make provision in the same institutional complex for confinement, probation and parole field offices, prerelease and half-way house facilities, and related community programs. Most immediately, the concept should be considered for adoption in Ketchikan and Bethel (Barrow is currently planning a facility of this kind).

The Central office should initiate an active program for the recruitment of paraprofessional personnel and volunteers to perform duties not requiring the specialized skills of professional field staff, particularly in connection with the screening and supervision of persons on pretrial release. (The need for native aides, on an ad hoc basis, in outlying areas is discussed fully in the section on Rural Corrections.) Use of such staff resources could reduce the number of additional professional staff required to implement recommended programs.

Sufficient numbers of trained professional staff and adequate funds for purchase of services should be allocated to the community services component of the Division to enable full use of all community alternatives to incarceration. Recommendations have been made in this section which, if acted upon, will enable the Alaska Division of Corrections to develop a highly effective adult community corrections component. It is important to recognize that the Division cannot accomplish this objective



alone; the close cooperation of the DHSS, the judiciary, law enforcement, prosecutors and the legislature is essential to implementing the recommendations here summarized.

# adult institutional services

5

## ADULT INSTITUTIONAL SERVICES

### INTRODUCTION

Even with the renewed emphasis on community-based corrections which is advocated throughout this plan, institutional corrections will continue to be a vital responsibility of Alaska's Division of Corrections. Although proportionately fewer offenders are inmates of correctional facilities than are clients on probation, parole, or prerelease, correctional institutions necessarily claim a larger share of the DOC's resources (both staff and fiscal) in order to operate. In the future, Alaska faces the prospect of replacing or renovating most of its major state correctional facilities in order to house inmates in accordance with national and state program and facility standards. In view of the tremendous costs involved in such an endeavor, it is essential that Alaska minimize the size of these institutions consistent with projected inmate populations throughout the year 2000.

A primary assumption upon which this plan's service needs projections for Alaska's institutional corrections system has been based is that all inmates will be retained within Alaska's state correctional institutions. In other words, it is anticipated and recommended that the state will not continue the current practice of placing sentenced inmates with long sentences in Federal Bureau of Prisons facilities. Out-of-state placement of convicted offenders has in the past been justified on the basis of two realities:

1. the per diem cost of placing an inmate with the FBP is less than the cost of maintaining that inmate in an Alaskan institution, and
2. the FBP has more adequate resources to serve the needs of serious, long-term felons than do Alaska's correctional facilities. However, while it may continue to be true that the per diem cost of out-of-state housing is less, one must question the assumption that this should be the overriding factor in a decision with such far-reaching consequences for the offenders involved. In addition, one must also question a continued presumption of the inability of Alaska's corrections system to provide adequate services to long-term sentenced inmates.

Certainly Alaska's Division of Corrections can even now provide at least one factor that FBP placement cannot, and which is considered by many to be crucial in inmates' successful reformation, i.e., proximity to their communities and families. Out-of-state placement of sentenced inmates is thoroughly inconsistent with the reintegrative and community-based approach to corrections advocated by this plan. Even though the FBP may at present provide very high quality intra-institutional programming for Alaska inmates placed with it, the FBP cannot hope to fully provide Alaska-specific training or work opportunities, or culturally-relevant programs, all of which are necessary to prepare Alaska inmates for return to their home communities. In

addition, separation of offenders for prolonged periods from their families and friends deprives them of a potentially vital source of support in their struggle for self-improvement. It will become increasingly impossible for the state of Alaska to delegate its constitutional responsibility for offender reformation to the FBP, given that such serious obstacles to successful reformation are generated by placing Alaska inmates outside of the state. All of the recommendations of this plan are intended to point out areas where improvements can be made which will enable Alaska's Division of Corrections to adequately deal with all Alaska offenders, including those now placed in FBP facilities.

Beyond these more philosophical justifications for returning all Alaska inmates to the state, there is a pragmatic rationale as well. Coupled with an increasing reluctance on the part of the FBP to accommodate Alaska inmates in facilities already overcrowded with federal inmates, there is a growing body of case law and legal precedent which may militate against the practice of out-of-state housing of state inmates. A recent federal court decision in the case of Lono v. Fenton indicated that federal statutes only permit states to house their inmates in federal correctional facilities if required to provide needed treatment which cannot be obtained in the state's own facilities. While it is questionable whether this interpretation of federal statute will be upheld by the Supreme Court, it raises the question once again as to what can justify the practice

of sending inmates out of state. It is the contention of this plan that monetary reasons alone should not be used to justify a practice which may well be counter-productive to reformation objectives.

Additional pressures may be brought to bear on the State of Alaska as the Federal Bureau of Prisons embarks on a massive program of construction to relieve overcrowded conditions. It is not likely that the FBP will be able or willing to construct new facilities with added capacity for state inmates. This is particularly significant to Alaska in view of the fact that it contributes over half of the total number of state inmates now housed in FBP facilities.

For all the above reasons, it is strongly advocated that Alaska plans to house all state inmates in its own facilities. This will be, of necessity, a long-term goal, since construction of new housing will be a prerequisite. However, for purposes of projecting future facility needs, the eventual return of all Alaska inmates to the State is assumed in this plan.

In order to enable the Division of Corrections to house those inmates now placed with the FBP, several steps must be undertaken. The most critical is the construction of a new facility for sentenced inmates in the Anchorage area. This facility need not be maximum security, in the traditional sense in order to accommodate long-term inmates, but it must provide a range of program and work opportunities

which are not now available in any other Alaska facility (see prototype section). Return of these inmates could be phased-in with a prerelease programming effort, which would permit their gradual reintegration into Alaska life. With careful classification and intensive programming, a significant proportion of federally housed inmates could be safely returned to Alaska as they approach their release or parole date, and be housed in prerelease programs where they can be reoriented to community life and receive job placement assistance. After construction of the recommended new sentenced inmate facility in Anchorage, and replacement or renovation of other regional correctional institutions, Alaska will no longer need to rely on the FBP to house any of its state inmates for any portion of their sentences.

Facilities must be designed not only to accommodate the projected number of inmates, but also to provide for the necessary security levels as well as program and work opportunities determined through classification procedures to be appropriate for the inmates. It is therefore logical to proceed from an assessment of inmates' characteristics to a discussion of classification procedures, programs for inmates, and prison industries. This chapter on institutional services thus begins with a profile of Alaska's sentenced inmates, which is followed by a discussion of inmate classification issues. Programs and work for inmates are detailed, as are health services. The final portions of the chapter contain a discussion of inmate population

projections, evaluations of existing Alaska corrections facilities, and proposals for needed renovation and new construction. As part of these institutional recommendations, the issue of coeducational institutions is addressed, and methods of determining appropriate staffing levels for various facilities are outlined. It is the goal of this chapter to provide a comprehensive description of Alaska's current correctional institutions, and propose resolutions of the major programmatic and physical design questions raised by the evaluation of current practice and projections of future needs.

## ALASKA SENTENCED INMATES

The following is a summary of data obtained on the entire Alaska sentenced inmate population confined in state and federal facilities on the survey date, August 9, 1978. This survey was one of four conducted by Moyer Associates and the Division of Corrections; this one was utilized to obtain baseline profile information on sentenced state inmates. Results of the other three surveys are discussed elsewhere.

The first sections describe the entire sentenced inmate population, including both men and women, and encompassing all Alaska inmates now housed in federal prisons. Beyond basic demographic, criminal history and current sentence information, the assaultive and property risk levels of the inmates have been computed using scales recently developed by the Michigan Department of Corrections.\* In addition, information concerning the inmates' activities during their current confinement is compiled, and inmates have been computer classified into custody levels, using a system developed by Moyer Associates (described later).

Later sections describe the characteristics of selected sub-groups of Alaskan inmates: those housed in federal facilities; female inmates; and inmates who resided in each of ten geographically defined service areas when arrested for their current offense. Analysis of the characteristics of each of these special groups enables a clearer definition of feasible alternatives for housing the future

sentenced inmate population of Alaska. Combining this analysis with projections of the future growth trends in the inmate population yields estimates of the future capacity required to house inmates from each locality within the state.

### Demographic Characteristics

Of the 547 total sentenced offenders incarcerated in Alaska's state-operated corrections facilities (including 134 state offenders incarcerated in federal institutions) on August 9, 1978, fully 94 percent were male. One half of the inmates were Caucasian, 22 percent were Eskimo, 14 percent were Black, and 9 percent were American Indian; the remaining five percent were of other ethnic origins.\*\* The ethnic background of female inmates was relatively similar to that of male inmates, although there were somewhat more Caucasian females than males, proportionately.

The inmate population was predominantly youthful, with 70 percent being under 30 at the

\* For a description of these scales and their developments, please refer to the appendix.

\*\* This diverges substantially from the general population breakdown of approximately 80 percent Caucasian, 15 percent Native Alaskan, and 3 percent Black.

time of the survey and 74 percent under 30 when they were sentenced for their current offense. In fact, 21 percent were 20 years of age or younger. The largest number of inmates (34 percent) were between 21 and 25 years of age at the time of sentencing. Only 22 percent of Alaska's general population is between the ages of 20 and 29 (with 12 percent between 20 and 24), so it is apparent that this age group contributes by far a higher proportion of sentenced inmates than might be expected. Consistent with their relative youth, 62 percent of the inmates have never been married.

More than half of all inmates (53 percent) had obtained at least a high school diploma or GED certificate, with about 12 percent having at least some college. However, only about 37 percent of the native Alaskan inmates, as compared to about 60 percent of both Black and Caucasian inmates, had completed at least high school or the equivalent. Female inmates were relatively better educated than male inmates, with 62 percent of females as compared to 53 percent of males having at least completed high school.

Most inmates (80 percent) had no vocational training at the time of intake; this proportion was relatively stable across ethnic groups. Of those who were trained, the majority reported training either in food service or mechanics. Only 7 percent of the female inmates reported having vocational training; this represents only 2 out of the 28 women for which this information was available.

At intake, only 25 percent of inmates were employed full-time, with another 6 percent employed part-time. About one-fourth of the inmates were reported as not in the labor force (unemployed and not looking for work), with the remaining 43 percent being unemployed at the time of intake. If those not in the labor force are not considered, the unemployment rate zooms to a startling 58 percent. Among female inmates, more were reported as having been employed part-time or full-time (7 percent and 33 percent respectively); a correspondingly smaller proportion of female inmates were unemployed (33 percent), with about one-quarter reported as not in the labor force (similar to the proportion of male inmates in this status). Eskimo inmates exhibited the highest proportion of unemployment, at 53 percent with Caucasian and American Indian inmates next at about 40 percent, and Black inmates lowest at 35 percent. Eskimos and American Indians were more likely to be reported as not in the labor force, with about one-third of both groups being tallied in this category. In contrast, Black and Caucasian inmates were much more likely to have been employed full-time (33 and 32 percent, respectively), with only 20 percent of Indians and 9 percent of Eskimos so reported.

If inmates not in the labor force are not considered, the disparity in unemployment rates among ethnic groups increases dramatically. Of those either employed or seeking work at intake (the labor force), fully 77 percent of Eskimos and 61 percent of Indians were unemployed, with 54 percent of

Caucasians and 47 percent of Blacks unemployed. Compared to unemployment rates in the civilian labor force of about 20 percent for Native Alaskans and about eight percent of non-Natives, more inmates than civilians of every ethnic group were unemployed at the time of their intake to the corrections system. Though no cause-effect conclusions can be drawn from this, it is apparent that being unemployed and being sentenced to a term of incarceration are highly correlated, independent of the inmates' ethnic origins. One factor which undoubtedly contributes to this high presentence unemployment rate among inmates is their relative youth in comparison to the general population; nearly 60 percent of all those inmates reported as unemployed and looking for work were 24 years of age or younger at the time of sentencing.

Very few inmates were reported to be in school either full or part-time at intake; only 15 inmates of the 547 inmates in the total sample were in school at the time of their intake to the corrections system. Of these, 8 were reported either as unemployed (2) or not in the labor force (6). Thus the high unemployment rate among inmates is certainly not due to school attendance alone.

Thirty-one percent of sentenced inmates were reported to have a drug abuse problem, i.e., they were chronic users of any non-prescribed controlled substance other than marijuana or alcohol at the time of their current offense. This proportion was

similar for male and female inmates, but varied across ethnic groups and with age. As might be expected, a higher proportion of younger inmates were reported to have a drug abuse problem. Also consistent with expectations, a significantly larger percentage of Blacks (42 percent) and Caucasians (37 percent) were reported to have drug abuse problems, as compared to Indians (22 percent) and Eskimos (15 percent).

Alcohol abuse was a problem for a majority (53 percent) of inmates. Among female inmates however, the problem of alcohol abuse was less pronounced (only 24 percent were reported to be chronic abusers) than among males (45 percent were reported as abusers of alcohol). Older inmates, especially those over 41, were much more likely to be alcohol abusers; over 60 percent of inmates in this age group were reported to be chronic abusers. On the other hand, a majority of inmates under 21 at the time of sentencing (53 percent) were reported to have no alcohol abuse problem at the time of their current offense. Ethnic origin was strongly associated with the rate of reported alcohol abuse; fully 82 percent of both Eskimos and Indians were chronic abusers of alcohol, in contrast to 42 percent of Caucasians and only 23 percent of Blacks. Alcohol and drug abuse do not appear to be associated in the inmate population, since the same proportions of both drug abusers and non-drug abusers were reported as being alcohol abusers.

Both alcohol and drug abuse problems are associated with pre-intake unemployment rates, as illustrated by the following table.\*

	Alcohol Abuse		Drug Abuse	
	Yes (277)	No (250)	Yes (161)	No (360)
Employed full-time	20%	32%	19%	29%
Employed part-time	6%	4%	4%	6%
Unemployed	46%	41%	51%	39%
Not in labor force	28%	23%	26%	26%
	100%	100%	100%	100%

\* In this and all subsequent tables, the numbers in parentheses represent the total number of inmates for which data was available concerning the variables being discussed.

As might be expected, alcohol and drug abusers were more likely to be unemployed and less likely to be employed full-time than non-abusers.

#### Criminal History

Nearly 85 percent of the inmates had been arrested at least once prior to being arrested for the current offense, and 15 percent of them were first arrested under the age of 15. Over half of the inmates had been arrested on another charge less than one year prior to their arrest for their current offense. These proportions are relatively similar across ethnic groups; however, only 73 percent of female inmates had been arrested prior to their current offense.

About one-third of all inmates had no prior misdemeanor convictions, and nearly one-half had no prior felony convictions. Over one-half of the inmates had two

or more prior misdemeanor convictions while only 36 percent had two or more prior felony convictions. One-fifth of all the sentenced inmates had no prior convictions of any type. A higher proportion of female inmates had no prior convictions; 43 percent had no prior misdemeanor convictions and 70 percent had no prior felony convictions. In fact, 93 percent of the females had two or fewer prior felony convictions.

The pattern of prior convictions (varied) among the major ethnic groups. In general, Native Alaskans were slightly more likely than non-Natives to have had two or more prior misdemeanor



convictions; 56 percent of both Indian and Eskimo inmates were in this category, while only about 47 percent of Blacks and Caucasians were multiple misdemeanor offenders. The prior felony conviction pattern was reversed, with about 40 percent of Blacks and Caucasians having 2 or more prior felony convictions, and only about 30 percent of Eskimos and Indians with such an extensive prior felony record.

Nearly 35 percent of all the inmates had never been confined in jail or prison for 90 days or more prior to their current confinement (this excludes pre-trial detention). However, 43 percent of the inmates had been incarcerated three or more times prior to their current offense; this finding should be tempered by the knowledge that 76 percent of these inmates with multiple incarcerations also had two or more prior misdemeanor convictions on their record. The majority of female inmates had never been incarcerated prior to their current offense (60 percent); only 13 percent had been previously incarcerated three or more times. American Indian and Eskimo inmates were significantly (p .05) more likely to have multiple incarcerations in their background, with 58 and 47 percent respectively having three or more prior incarcerations. Similarly, 47 percent of Blacks had three or more prior incarcerations. In contrast, a relatively low proportion of Caucasians (26 percent) had been incarcerated at least three times prior to the current offense. At least for Native Alaskans, this larger number of prior incarcerations

can be partially explained by the fact that Natives tended to have more prior misdemeanor convictions on their records.

#### Current Offense

The single most serious current offense (only one offense was recorded per offender, even for those convicted on multiple counts) of the largest proportion (54 percent) of sentenced inmates could be classed as an assaultive felony.\* Non-assaultive felony offenses\*\* comprised the next most frequently occurring class, with 37 percent of the inmates having been committed for this type of offense. Misdemeanor offenses\*\*\* were committed by the remaining nine percent of inmates. It should be emphasized that this is a conservative seriousness of offense classification scheme, since many of the property

\* assault, battery, murder, manslaughter, rape, robbery, and child molesting

\*\* driving while intoxicated, arson, burglary; check offenses; drug offenses; embezzlement; escape; forgery; fraud; larceny or theft; child neglect; buying, receiving or possessing stolen property, vehicle theft, and illegal possession or carrying of weapons

\*\*\* disorderly conduct, municipal ordinance violations, prostitution, traffic offenses, trespassing and vandalism

offenses here classed as non-assaultive felonies might in fact be considered misdemeanors due to the smaller dollar amounts involved. Therefore, in using this offense seriousness categorization as a description of the sentenced inmate population, one must recognize that it probably overestimates

the number of nonassaultive felons while underestimating the number of misdemeanants.

The following table illustrates the difference between male and female inmates in the relative seriousness of their current offenses:

	Males (487)	Females (30)
Misdemeanor	8%	23%
Nonassaultive Felony	36%	47%
Assaultive Felony	56%	30%
	100%	100%

In general, it is apparent that females are incarcerated for relatively less serious offenses than are males.

The ethnic background of inmates also is associated with differing seriousness distributions

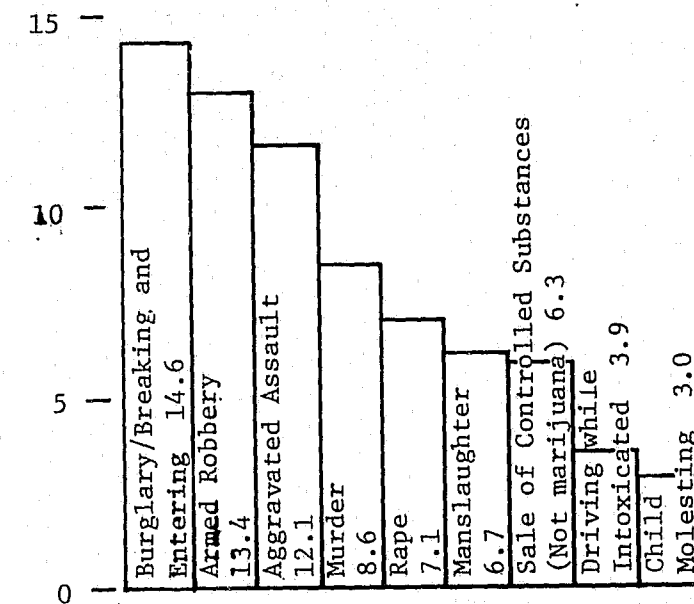
	Eskimo (116)	American Indian (48)	Caucasian (262)	Black (71)	All Others (25)
Misdemeanor	11%	10%	9%	5%	4%
Nonassaultive Felony	29%	42%	38%	37%	36%
Assaultive Felony	59%	48%	53%	58%	60%
	100%	100%	100%	100%	100%

In comparison with the total inmate population, Eskimo inmates show a pattern of relatively high frequencies of both misdemeanors and assaultive felonies; with a correspondingly lower frequency of nonassaultive felonies. American Indians and Caucasians show relatively more similar offense seriousness patterns, with a higher proportion of nonassaultive felonies

and lower percentage of assaultive felonies than Eskimo inmates. Fewer blacks were misdemeanants, while the majority had committed assaultive felonies.

Inmates with alcohol abuse problems were more likely to be incarcerated on a misdemeanor charge than were those who had no such problems. (See chart next page).\*

% of INMATE  
POPULATION



This represents 76 percent of the total inmate population. Each of the other offenses were committed by less than three percent of the total population.

Across ethnic groups, the current offense distribution varied. The most frequently occurring offense for both Indians and Eskimos was aggravated assault; this crime was committed by one-fifth of all Native Alaskan sentenced inmates. In contrast, somewhat less than one-tenth of Black and Caucasian inmates were currently incarcerated for aggravated assault. Burglary/breaking and entering comprised the largest proportion (17 percent) of crimes committed by Caucasians, although armed robbery was a close second in this inmate group (16 percent). For both Eskimos and Indians, burglary was the second most frequently occurring offense; about 14 percent of Native Alaskan inmates had

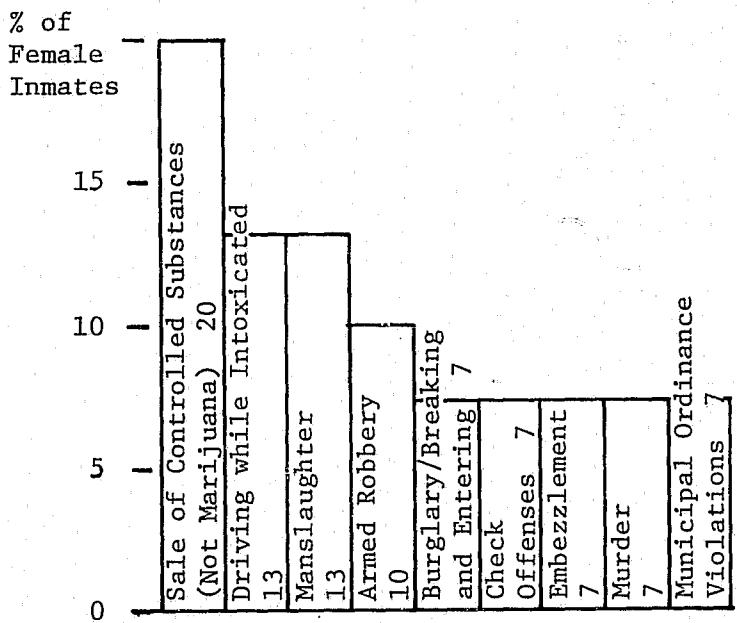
committed this crime. Armed robbery was a very infrequently occurring offense among Natives. There is no significant difference between Native Alaskans and Caucasians in the proportions convicted of murder, manslaughter or rape.

Black inmates showed a very different current offense pattern, with armed robbery the offense being committed by over one-fourth of this group. Black inmates were the ethnic group with the largest proportion of sale of controlled substances (not marijuana) offenses; one-fifth of Black inmates were incarcerated for an offense of this type. In comparison to the other three major

ethnic groups, Blacks had committed burglary, murder, manslaughter and rape somewhat less frequently.

The current offense pattern also differs for male vs. female inmates, as the bar chart below illustrates. Male inmates, since they make up the vast majority of

the total inmate population, show an offense pattern very much like that demonstrated in the preceding bar chart of the total group. The following chart shows the most frequently occurring current offenses among the 30 female inmates for which this information was available.



These nine offenses encompass 91 percent of the female inmate population; the remaining three women had been convicted of grand larceny, possession of a controlled substance (not marijuana), and a drug offense (not sale or possession).

CURRENT INCARCERATION STATUS

Despite the generally low level of educational achievement, the lack of vocational training, and the high levels of intake

unemployment and alcohol abuse among Alaskan inmates, few were reported to be participating in any self-improvement programs during their current incarceration. The following table summarizes total statewide program participation, and illustrates differences across institutions.

PROGRAM PARTICIPATION

Institution	None	Alcohol Treatment	Drug Treatment	Counseling	Education	Vocational Training
Statewide	51%	16%	3%	13%	10%	7%
Anchorage CC	68%	32%	-	-	-	-
Anchorage Annex	93%	-	-	-	-	7%
Eagle River CC	18%	25%	3%	33%	13%	8%
Ridgeview CC	33%	-	-	62%	5%	-
Palmer CC	68%	15%	-	-	18%	-
Fairbanks CC	55%	30%	12%	-	3%	-
Ketchikan CC	71%	-	-	7%	-	21%
Juneau CC	33%	10%	2%	19%	16%	20%
Nome CC	38%	-	-	62%	-	-
FBP	60%	8%	3%	5%	15%	9%

For each inmate, only the activity which occupied the largest portion of the inmate's program time was reported, so that some of the inmates may in fact be participating in more than one type of program activity. Eagle River CC, as might be expected, shows the highest level of inmate program activity. However, the Anchorage Annex, along with the Anchorage CC, Ketchikan CC, Palmer and even the Federal Bureau of Prisons inmates shows levels of inactivity well above the statewide average. Thus, even though inmates assigned to the FBP supposedly are more "needy", they do not seem to receive a higher level of program services.

<u>Institution</u>	<u>Percent of Inmates with Work</u>
Anchorage CC	20%
Anchorage Annex	13%
Eagle River CC	64%
Ridgeview CC	57%
Palmer CC	97%
Fairbanks CC	65%
Ketchikan CC	64%
Juneau CC	56%
Nome CC	38%
FBP	65%

Reflecting the facilities' special functions, the proportion of inmates with work is highest at Palmer, and lowest at the Anchorage Annex. The Anchorage and Nome CCs also showed a relatively low level of work activity, probably due at least in part to facility limitations.

Alaska sentenced inmates were assessed using two risk scales recently developed by the Michigan

Statewide, 57 percent of inmates were reported to have a current work assignment. However, fully 28 percent of the total state inmate population did not have a current work assignment and were not participating in any program. This represents nearly one-third of the total Alaska sentenced inmate population who apparently had no productive way to use their time while incarcerated. The proportion of inmates with on-going work assignments varied across institutions as well.

Department of Corrections to assess an inmate's probability of committing either an assaultive or a property crime upon release from prison. The factors used to determine risk level for both types of criminal activity were included in the survey conducted for the Master Plan. The two risk screening devices are included as appendices to illustrate the rationale behind the evaluation; the Michigan DOC developed the scales using a

sample of over 2,000 parolees for a follow-up period of two years after release from prison, and the association of the scale items with risk levels has been well documented.

The statewide Alaska inmate population showed the following level of risk of future assaultive and property behavior.

<u>Assaultive Risk Level</u>	<u>Percent</u>
Very High	1%
High	4%
Medium	35%
Low	46%
Very Low	14%
	100% (494)

<u>Property Risk Level</u>	<u>Percent</u>
High	8%
Medium	30%
Low	62%
	100% (513)

Thus, the majority of Alaska inmates (60 percent) are either low or very low assaultive risks, while about the same proportion (62 percent) are low property risks. Among female inmates, an even larger proportion (73 percent) are low or very low assaultive risks, while a slightly smaller proportion (58 percent) are low property risks. This in part is reflected in the difference in current offense patterns across the sexes.

The variation of risk levels among inmates of different ethnic groups is quite substantial (see table on next page).\*

Hardly any of the Eskimo inmates were categorized as high or very high assaultive risk, while significantly more Native Alaskan than Non-native inmates were either low or very low risk. Among Black and Caucasian inmates, the largest proportion were in the medium risk category, while the majority of Indian and Eskimo inmates fell into the low assaultive risk group.

The property risk screening of each ethnic group produced a similar outcome (see table on next page).\*\*

One final risk scale was used to evaluate Alaska sentenced inmates' probability of success on parole. This scale, which measures only general likelihood of success on parole supervision (success being defined as avoiding return to prison for at least two years), was developed by researchers with the National Council on Crime and Delinquency, using a sample of California State inmates. This "parole base expectancy scale" (BES) which is reproduced below, utilizes demographic and criminal history characteristics of the individual to assign a score, and therefore a probability of success, to each inmate. The federal Parole Board uses a variant of this scale, called a "salient factor scale" as one of the primary factors in its parole decision-making. (see table on next page).\*\*\*

\* Variation of Risk Levels Among Inmates  
of Different Ethnic Groups

Assaultive Risk Level	INDIAN	ESKIMO	CAUCASIAN	BLACK
Very High	2%	-	2%	2%
High	2%	1%	4%	5%
Medium	21%	31%	39%	39%
Low	68%	64%	37%	33%
Very Low	6%	4%	18%	22%

\*\* Property Risk Screening of Each Ethnic Group

Property Risk Level	INDIAN	ESKIMO	CAUCASIAN	BLACK
High	40%	10%	9%	7%
Medium	29%	14%	34%	40%
Low	67%	76%	57%	53%

Significantly more Native Alaskan inmates were in the low risk of property offense range.

\*\*\* Base Expectancy Scale

	Add
a. If arrest-free five or more years	16
b. If no history of any opiate use	13
c. If no family criminal record	8
d. If commitment offense not checks or burglary	13
e. Take age at commitment time 0.6	
f. Add 21 for all cases	21
g. Subtotal (a+b+c+d+e+f)	--
h. If aliases, -3 times number of aliases	--
i. If prior incarcerations, -5 times number of	--
j. Subtotal (h+i)	--
k. Base Expectancy Score (BES) (g+j)	--

In general, Alaska inmates could be categorized, using the BES, as follows:

Probability of Success	Percent of Alaska Inmates
87%	2%
76%	11%
64%	20%
53%	38%
49%	9%
29%	11%
14%	9%
	100%

Thus, fully one-third of Alaska inmates in our sample have a 64 percent or better chance for success on parole. An even larger proportion of female inmates (43 percent) have at least a 64 percent chance of success. The relative probability of inmates success on parole, as measured by the BES, does not vary greatly across ethnic groups. In view of the factors used to calculate the BES, this similarity is not surprising; for example, although Native Alaskans tended to have more prior incarcerations, which are weighted negatively, they also tended more frequently to have no history of opiate use and were less likely to have been convicted of burglary as their current offense.

Classification

The Alaska Division of Corrections classifies its inmates into four custody levels, defined as follows (effective in 1975):

- . Maximum - "exercises ultimate control of the offender at all times," reserved for escape

risks, incorrigible or chronically disruptive inmates, mentally ill or suicidal individuals, or inmates who are relatively unknown to corrections staff.

- . Close - allows constant supervision without eliminating participation in programs, for the unusually difficult offender.
- . Medium - allows work and program opportunities within the institution without continuous supervision, or outside the facility with direct supervision.
- . Minimum - allows maximum movement inside the institution with minimal supervision, and outside the intermittent supervision.

Little specific guidance is provided by these definitions for classifying individual offenders into these different custody levels, with the exception of maximum custody.

Moyer Associates' survey requested a report of each sentenced inmate's current custody level at the survey date, and this yielded the following profile:



<u>CUSTODY LEVEL</u>	<u>PERCENT OF TOTAL INMATES</u>	<u>PERCENT OF FEMALE INMATES</u>
Maximum	7%	3%
Close	47%	47%
Medium	25%	20%
Minimum	19%	30%
Trusty	2%	-
	<u>100%</u>	<u>100%</u>

Reported custody levels varied somewhat across ethnic groups but more dramatically between institutions, as would be expected:

	<u>CAUCASIAN</u>	<u>BLACK</u>	<u>ESKIMO</u>	<u>INDIAN</u>
Maximum	8%	8%	6%	4%
Close	48%	50%	47%	34%
Medium	23%	25%	24%	28%
Minimum	21%	17%	17%	28%
Trusty	-	-	6%	6%
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

	<u>MAXIMUM</u>	<u>CLOSE</u>	<u>MEDIUM</u>	<u>MINIMUM</u>	<u>TRUSTY</u>	
Anchorage CC	1%	73%	14%	12%	-	100%
Anchorage Annex	100%	-	-	-	-	100%
Eagle River CC	-	-	73%	27%	-	100%
Ridgeview CC	-	43%	29%	28%	-	100%
Palmer CC	-	-	-	100%	-	100%
Fairbanks CC	3%	67%	15%	16%	-	100%
Ketchikan CC	36%	21%	-	14%	30%	100%
Juneau CC	1%	35%	51%	13%	-	100%
Nome CC	-	13%	6%	44%	37%	100%
FBP	9%	79%	9%	3%	-	100%

Generally, the custody level patterns reported are consistent either with the defined functions of each institution (e.g. Palmer, Eagle River) or with the architectural limitations of the facility (e.g., Ketchikan, Nome).

Moyer Associates has developed an approach to custody classification of sentenced inmates which can be useful in planning for future program and facility needs. Rather than focusing either on the limitations of existing facilities or the priorities of current programs, this approach assesses the characteristics of sentenced offenders now incarcerated in Alaska (and federal institutions). Using information obtained from the survey of sentenced inmates, each individual was classified into one of four custody categories: Maximum, Medium, Minimum and Work Release. The maximum custody category corresponds to both the maximum and close custody levels as the Division currently defines them. Medium and minimum categories also parallel those now used, while work release represents a partial confinement status which is now utilized for few, if any, Alaska inmates. It is important to note that while this system is useful for planning it is intended for use with groups of inmates, and not as a prescriptive method for classifying individuals.

The accompanying flow chart illustrates the manner in which the following three basic factors were used in classifying the surveyed inmates.

1. Offense type: Misdemeanants, nonassaultive felons and assaultive felons were all classified using separate criteria. For example, no misdemeanor could be classified as either medium or maximum security, while assaultive felons could not be placed in the work release category.

2. Time factor: The length of time which one has served is used as a further discriminator among groups of inmates. If inmates had only recently been admitted, there was a preference for higher security levels as part of the intake process, while those closer to their release on parole or at the end of their sentence were more likely to be placed in lower security levels, including work release, to encourage reintegration into community life.

3. Risk factor: The final filter through which some inmate groups were passed was an assessment of the level of risk which the inmates presented. In order to determine this risk level, both the BES and the assaultive risk scales described previously were used. Persons who were relatively high-risk on both scales were considered high-risk for purposes of custody classification, while those who were relatively low-risk on both were low-risk for custody classification. The assaultive risk scale incorporates within it a further factor which many custody classification systems utilize, I.E., a consideration of whether the inmate has been guilty of serious institutional misconduct (see risk scale description of definition).

OFFENSE TYPE	MISDEMEANOR	NONASSAULTIVE FELONY				ASSAULTIVE FELONY						
TIME FACTOR: Length of stay in prison and time left before parole	More than 3 months to parole or max out (sen- tence end)	3 months or less to parole or max out	3 months or less after sentencing	More than 3 months after sentencing		3 months or less after sentencing	More than 3 months after sentencing					
RISK FACTOR: BES x assaultive risk	Minimum	Work Release	Maximum (Intake)	Time to parole or max out <div style="display: flex; justify-content: space-around;"><div>More than 1 year</div><div>6 months to 1 year</div><div>3 to 6 months</div><div>less than 3 months</div></div>	Minimum	Maximum (Intake)	Time to parole or max out <div style="display: flex; justify-content: space-around;"><div>More than 1 year</div><div>6 months to 1 year</div><div>3 to 6 months</div><div>less than 3 months</div></div>	Minimum	Maximum (Intake)	Time to parole or max out <div style="display: flex; justify-content: space-around;"><div>More than 1 year</div><div>6 months to 1 year</div><div>3 to 6 months</div><div>less than 3 months</div></div>	Minimum	Maximum (Intake)
			H Minimum J Minimum H Maximum	H Minimum J Minimum H Maximum	H Minimum J Work Release H Maximum		H Minimum J Minimum H Maximum	H Minimum J Minimum H Maximum	H Minimum J Minimum H Maximum	H Minimum J Minimum H Maximum	H Minimum J Minimum H Maximum	

Using this scale, it was possible to classify 85 percent of the total number of inmates surveyed (some or all of the necessary information was not available for the remainder). Those who could not be classified into custody levels were distributed proportionately across the three offense types, so that the loss appeared to be random. The table below illustrates the percentages of the inmates committing the three types of offenses, which were classified into each custody level (see table on next page).\*

Thus, just one-third of the total inmate population were classified as maximum security, a significant contrast to the 54 percent currently reported as either maximum or close custody. This classification approach places seven percent more persons in medium security, and places about one-third either in minimum security or work release status, in contrast with the one-fifth currently either in minimum custody or trusty status. When applied to the 547 inmates surveyed, these percentages yield 181 persons in maximum security, 175 persons in medium security, 93 in minimum security, and 98 in work release statewide.

The following table (on the next page) summarizes the manner in which federally housed inmates, female inmates, and inmates from each of the ten service areas (to be more completely defined later) could be classified using this new approach (based on Moyer Associates survey data).

The variability of the custody level distributions among service areas may indicate a need for

different approaches to providing for the needs of sentenced inmates from each service area. The Ketchikan area, for instance, shows by far the smallest proportion of inmates in maximum security, and correspondingly larger percentages in minimum custody and work release. With fully 56 percent of Ketchikan-area inmates in this low custody statuses, the implications for the type of program and facilities needed for this region are clear. In contrast, nearly half of the inmates from the most rural areas were classified as maximum security (Nome, Kotzebue and Barrow service areas), with only about one-fourth falling into the low custody ranges. This not only indicates a difference in facility and program needs for inmates from these regions, but also substantiates the impressions gleaned from site visits, which indicated that a substantial amount of diversion from incarceration for less serious offenders (those who presumably would be minimum security or work releasees in Ketchikan, for instance) already occurs in these rural areas.

#### Service Area Analysis

In order to assess future correctional facility needs for Alaska, it is vital to describe what types of offenders from each region in the state are presently being sentenced to confinement in state facilities. Using the criteria listed below, ten corrections service areas were defined and the data on sentenced offenders (including all females and those now housed in the Federal Bureau of Prisons) was tabulated

\*

	<u>MAXIMUM</u>	<u>MEDIUM</u>	<u>MINIMUM</u>	<u>WORK RELEASE</u>	
Misdemeanants	-	-	15%	85%	100%N
Nonassaultive Felons	33%	18%	19%	30%	100%N
Assaultive Felons	38%	45%	17%	-	100%N
Total Inmate Population	33%	32%	17%	18%	100%N

	<u>MAXIMUM</u>	<u>MEDIUM</u>	<u>MINIMUM</u>	<u>WORK RELEASE</u>	
Females (30)	17%	31%	17%	35%	100%
FBP (134)	39%	54%	4%	3%	100%
<u>Service Areas</u>					
Ketchikan (44)	15%	29%	32%	24%	100%
Juneau (33)	29%	25%	28%	18%	100%
Anchorage (246)	31%	30%	18%	21%	100%
Kenai (17)	46%	-	7%	47%	100%
Fairbanks (131)	35%	40%	12%	13%	100%
Bethel (16)	30%	40%	20%	10%	100%
Nome (17)	50%	25%	25%	-	100%
Kotzebue (11)	60%	20%	10%	10%	100%
Barrow (11)	40%	20%	20%	20%	100%
Kodiak (21)	38%	29%	19%	14%	100%

separately for each service area.

These ten service areas were constructed to meet, insofar, as is possible, all of the following criteria; in the priority order listed:

1. Maximizing both the proximity of corrections facilities to inmates' places of origin and ease of transportation (accessibility)
2. Ensuring availability of staff and programmatic resources, through recognition of current general population and social services distribution (programmatic capabilities and operating costs)
3. Maintaining consistency with existing cultural boundaries and identifications (cultural acceptability)
4. Capitalizing on existing corrections facility network, where possible and appropriate (capital and operating costs)
5. Establishing and maintaining consistency with existing political and service area boundaries, both state and local (operating costs and political acceptability)
6. Reinforcing existing diversion from incarceration patterns, especially in rural areas, to avoid creating a potential for overuse of incarceration.

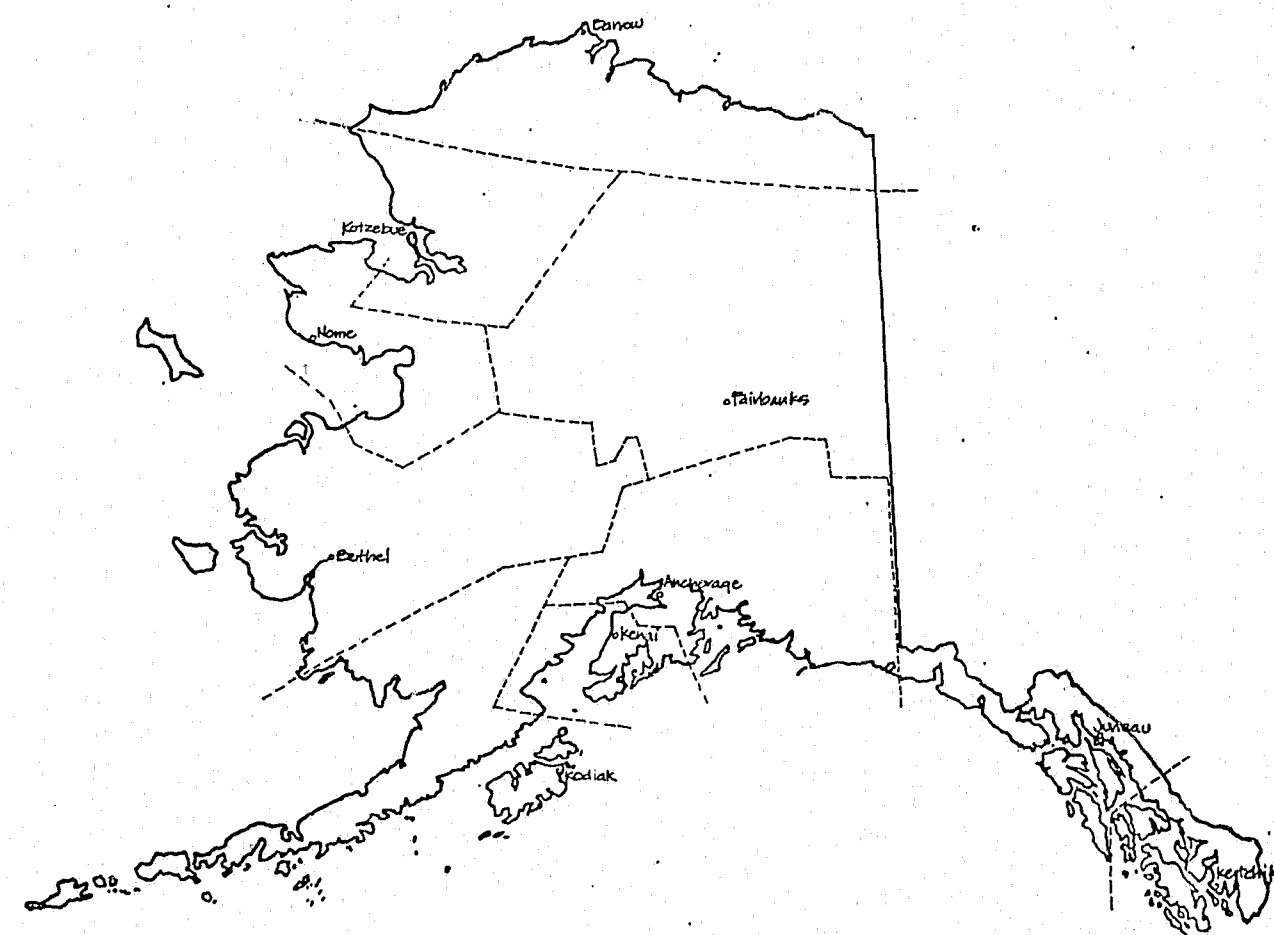
The ten areas which resulted after considering all these factors each contain at least one existing corrections facility, and their

boundaries are more or less consistent with those of the Native Regional Corporations. In some instances, they also follow borough and/or municipality boundaries. The ten regions can be viewed as the smallest sub-divisions of the state which are consistent with all the above priorities; they could be combined to create larger service areas, if this seems appropriate. Thus, they are "building blocks" which could be combined in any of a variety of ways, as the character of the sentenced inmate population may dictate. The following map illustrates the configuration of these regions, and the location and population of existing corrections facilities.

The ten service areas contributed the following proportions of sentenced offenders to the total statewide average daily population on the day of the survey:

<u>Region</u>	<u>Number of Offenders</u>	<u>% of Offenders</u>
Ketchikan	39	8%
Juneau	30	6%
Anchorage	231	45%
Kenai	17	3%
Kodiak	22	4%
Bethel	13	3%
Nome	15	3%
Fairbanks	124	24%
Kotzebue	11	2%
Barrow	9	2%
	511	100%

The following section will describe the offender group from each service area in terms of some basic demographic, criminal history, and



**service areas**

current sentence characteristics, so that the feasibility of developing regionalized institutions for various offender populations can be more clearly assessed.

#### Ketchikan Service Area

Sentenced inmates whose city of residence prior to confinement for the current offense was within the Ketchikan region were housed in several facilities across the state on the survey date. Of the 39 inmates, all of whom were male, equal numbers were housed in the Ketchikan and the Juneau correctional institutions (ten men in each). In addition, ten were housed at either Eagle River or Palmer (8 and 2, respectively), four were in the 3rd Avenue facility in Anchorage, and five were housed in Federal Bureau of Prisons (FBP) institutions. Thus it is apparent that Alaska does not currently maintain a strictly regional approach to corrections service delivery.

The existing facility in Ketchikan has a preferred operational capacity of 20, although it can house as many as 30 inmates. In fact, the average daily population, as recently as September, 1978, was 35, with only about half of these inmates being sentenced state inmates. However, this is clearly even now straining the capacity of the present facility to provide adequate housing. Thus, within the limits of the present Ketchikan facility, it would have been impossible to house all 39 sentenced state inmates from this service area who were held on the survey date.

Other characteristics of these sentenced inmates may provide further insight into facility requirements for Ketchikan. Of the 33 inmates for whom this information was available, only one had a sentence of less than one year. A total of five, or 15 percent, had sentences less than two years, and eight, or about one-fourth, had sentences of less than three years. A majority (17, or 52 percent) had sentences of less than five years in duration. However, of the remaining 16, nine had sentences of more than ten years, with two of these having life sentences.

The current offense of most of the inmates from the Ketchikan service area was either aggravated assault (9, or 23 percent) or burglary/breaking and entering (also 9, or 23 percent). Five inmates had committed either murder (3) or manslaughter (2), for a total of 13 percent. Another three had committed rape (8 percent). The remaining 13 inmates had been convicted of a variety of offenses including driving while intoxicated, sale of controlled substances and vandalism. In general, the same proportion of Ketchikan offenders were convicted of assaultive vs. non-assaultive felonies (17 in each category), with the remaining few inmates being misdemeanants.

The prior criminal histories of Ketchikan-area inmates show that almost one-third have had no prior misdemeanor convictions, while over one-half have had no prior felony convictions. Nearly one-half have had no prior incarcerations of over 90 days duration (excluding pretrial stays).



However, one-fifth, or eight inmates, have had two or more prior felony convictions.

The vast majority of Ketchikan-area sentenced inmates are young; one-quarter are under 21 years of age, while another 56 percent are between 21 and 30. This 80 percent total contrasts with the statewide average of just 70 percent being under the age of 30 at sentencing. Although only a few inmates (5) were reported to have a drug abuse problem, most were reported to have an alcohol abuse problem. The 82 percent rate of alcohol abuse among these inmates supports statements made by several local officials as to the pervasive nature of this problem, and indicates a distinct need for local alcohol detoxification and treatment programs. This rate is 59 percent higher than the overall statewide rate of 53 percent alcohol abusers among sentenced inmates.

A clear majority of the inmates were Native Alaskans, with one-half being Eskimo and another one-fifth being Indian. Only about one-quarter were Caucasian, and there were no Black inmates. In keeping with their ethnic background and relative youth, fully one-half of the inmates were unemployed at the time of intake, while only one-fifth were employed full-time. Nearly 80 percent had no vocational training, and less than half had completed high school or the equivalent.

#### Anchorage Service Area

By far the largest proportion of sentenced inmates surveyed had

resided in the Anchorage area prior to sentencing. Of the 230 Anchorage Area inmates, representing 45 percent of the total sentenced population, 93 percent were men and 7 percent were women. Currently, of these inmates over one-quarter are housed in Federal Bureau of Prisons (FBP) facilities. The remainder are for the most part distributed among the several Anchorage-area correctional institutions:

Institution	#	%
FBP	59	26
Anchorage, 3rd Avenue	43	19
Juneau	42	18
Eagle River	35	15
Palmer	22	10
Ridgeview	14	6
Anchorage Annex	10	4
Fairbanks	3	1
Ketchikan	2	1
	230	100

The current most serious offense of the largest proportion of Anchorage area inmates, 16 percent, was burglary/breaking and entering. Armed robbery comprised the next largest proportion, at 13 percent. Murder was the current offense of ten percent of the inmates and manslaughter was the offense of seven percent. Rape had been committed by eight percent of the Anchorage area inmates, the same proportion which had committed aggravated assault. Also, nearly the same proportion of inmates had been convicted of sale of controlled substances (not marijuana), and yet another eight percent was sentenced for driving while intoxicated. The relative seriousness of offenses committed

by Anchorage inmates reflects that seen in the total statewide inmate group, with nine percent misdemeanors, 38 percent nonassaultive felonies and 53 percent assaultive felonies.

The length of sentence of the largest proportion of Anchorage area inmates (29 percent) was between ten to fifteen years. In fact, a majority of the inmates (70 percent) had sentences of over five years. Only eight percent had less than one year sentences, and only twelve percent were sentenced to less than two years, leaving ten percent with sentences of from two to five years.

Among Anchorage-area inmates, 17 percent had had neither prior misdemeanor nor prior felony convictions. Twenty-eight percent of the inmates had no prior misdemeanor convictions, while 52 percent had no prior felony convictions, and 38 percent had no prior incarcerations of over 90 days in length (excluding pretrial detentions). However, 35 percent had committed two or more prior felonies.

Fully 31 percent of these inmates were reported to have a drug abuse problem, while 44 percent had an alcohol abuse problem at the time of intake. This is a smaller proportion of alcohol abusers than was present in the overall statewide population, in which a 53 percent alcohol abuse rate prevailed. The sex difference in proportions of alcohol abuse was significant, and in the same direction as that observed in the statewide inmate population. Eighty percent of Anchorage area female inmates were reported not to be alcohol abusers, whereas in the total female population, 76 percent were reported not to be alcohol

abusers. Of the total Anchorage inmate group, fifteen percent were reported to be both drug and alcohol abusers at the time of intake, while forty percent were neither drug nor alcohol abusers.

Fully 42 percent of Anchorage area inmates were not in school and were unemployed at the time of their intake. Another one-fifth were neither in school nor in the labor force (not employed and not seeking work) at intake. Nearly 30 percent were employed full-time and not attending school. About 80 percent had no vocational training, but 63 percent had completed at least a high school education or the equivalent; this compares favorably to the statewide average of 53 percent with at least a high school diploma.

Significantly more of the Anchorage-area inmates were Caucasian (60 percent) as compared to the total state prisoner population (50 percent). There were also a larger percentage of Black inmates, 19 percent as compared to 14 percent statewide. Correspondingly, only 18 percent of Anchorage area inmates were Native Alaskans, in contrast to the 31 percent average statewide. At the time of sentencing, 18 percent of Anchorage area inmates were under 21 years of age, while about 70 percent were 30 or younger.

#### Juneau Service Area

Of the 30 sentenced inmates who had resided in the Juneau area prior to commitment for their current offense, only one was female. The majority (57 percent) of Juneau-area inmates were currently housed

in the Juneau correctional institution. Another 30 percent were housed in either Eagle River or Palmer. Only three persons from the Juneau area were housed in federal prisons, and the remaining individual was located in the Fairbanks facility. This distribution seems in keeping with the general use patterns of Alaska institutions, in which Eagle River and Palmer are used for lower security inmates relatively close to their release dates, while the Juneau facility functions as a medium to maximum security institution for those with longer sentences.

A somewhat larger proportion of Juneau inmates as compared to statewide percentages were Native Alaskans (40 percent) in contrast to 36 percent). Further, a significantly larger percentage were Indian; nearly one-quarter of Juneau inmates, in comparison to one-tenth of the statewide inmate population, were American Indians. A correspondingly smaller percentage of the Juneau-area inmates were Eskimo, (17 percent) rather than 22 percent). Less than one-half of Juneau inmates were Caucasian.

The largest proportion of Juneau-area inmates, fully 27 percent, had been convicted of aggravated assault. Another 17 percent were sentenced for burglary/breaking and entering. Three offenders, or ten percent of the total of 30 Juneau inmates were convicted of manslaughter. Two inmates (or about seven percent of the total) were sentenced for each of the following crimes: armed robbery, rape, child molesting, and sale of a controlled substance other than marijuana.

This pattern is more similar to that found among Ketchikan-area inmates, than that of Anchorage-area offenders. The current offense of a majority of Juneau inmates (59 percent) was classed as an assaultive felony.

Only one inmate had a sentence of less than one year, and only 3, or ten percent, had sentences of less than two years. Forty percent had five year sentences or less. Fully 27 percent had sentences of from five to ten years. The remaining 8 inmates, nearly one-third of the total Juneau area inmate population, had sentences of from ten years to life.

Juneau-area inmates appear to have more extensive criminal histories than either Anchorage or Ketchikan inmates, as shown in the following table:

	Ketchikan	Anchorage	Juneau
No prior misdemeanor convictions	33%	28%	20%
No prior felony convictions	51%	52%	43%
No prior incarcerations of more than 90 days	49%	38%	23%

A larger proportion of Juneau inmates were reported to have been chronic drug abusers at intake than in the statewide inmate population. Nearly one-half (47 percent) of Juneau inmates, in contrast to 31 percent statewide, were reported to be drug

abusers. Similarly, the level of alcohol abuse was also higher among Juneau area inmates, reaching 60 percent as compared to 53 percent statewide and 44 percent among Anchorage area inmates. However, it is still not as pronounced as in the Ketchikan population, where over 80 percent were alcohol abusers at intake.

About 65 percent of Juneau inmates had completed high school or obtained a GED equivalent. Only one-fifth were employed full-time at intake, while 40 percent were unemployed and another 27 percent were not in the labor force. Thus, although Juneau inmates were more similar to Anchorage inmates in terms of their educational level, their intake employment patterns resembled those of Ketchikan inmates more closely.

#### Fairbanks Service Area

About one-fourth of the total sentenced inmate population of Alaska resided in the Fairbanks service area prior to sentencing. Together, the Anchorage and Fairbanks service areas contributed nearly 70 percent of the total sentenced inmate population on the day of the survey. About the same proportion of Fairbanks and Anchorage inmates (one fourth) were housed in Federal Bureau of Prisons facilities. The table below illustrates where Fairbanks area inmates were housed on the survey date.

Institution	#	%
Fairbanks	66	53
FBP	34	27
Juneau	8	7

Institution	#	%
Eagle River	6	5
Palmer	4	3
Ridgeview	4	3
Anchorage, 3rd Avenue	1	1
Anchorage Annex	1	1
	124	100%

Since 80 percent of Fairbanks inmates were housed either in the Fairbanks correctional institution or federal facilities, it is apparent that some attempt has been made to retain these offenders within the service area unless the length of their sentence and/or their institutional conduct is considered to merit transfer to a federal facility.

Of the 124 Fairbanks inmates, ten, or eight percent, were female. This is a somewhat higher proportion of females than in the statewide inmate population, and Fairbanks' female inmates represent one-third of the total number of sentenced women inmates in the state. The majority (53 percent) of Fairbanks inmates were Caucasian. Twenty-six percent were Native Alaskans, 15 percent of these being Indian and 11 percent Eskimo. About 18 percent of the Fairbanks inmates were Black. This ethnic background lies somewhere between those of Juneau and Anchorage inmates in that the Fairbanks offender population has a significantly higher percentage of Blacks and Caucasians than does Juneau, but also has a much higher proportion of Native Alaskans than does Anchorage.

The reported current offense pattern of Fairbanks area sentenced inmates is unique in comparison to other service areas. The most frequent

offense, of which nearly one-fourth of Fairbanks inmates were convicted, was armed robbery. Only in the Anchorage area was this offense committed by a significant percentage of the inmate population, and even there, only 13 percent had been convicted of armed robbery. Next in order of frequency among Fairbanks inmates were aggravated assault (ten percent) and murder (nine percent). About 14 percent of Fairbanks inmates had committed murder or manslaughter. Sale of controlled substances other than marijuana was the current offense of eight percent of these inmates. Burglary/breaking and entering, which was the most frequently occurring offense statewide, was committed by only six percent of Fairbanks inmates, the same proportion which had been convicted of rape. To some extent, this offense distribution again reflects Fairbanks' inter-mediacy between Anchorage and Juneau, since armed robbery was a frequently occurring offense in Anchorage but not in Juneau, while aggravated assault was prevalent in Juneau but not in Anchorage. In terms of general offense seriousness, Fairbanks inmates most closely resemble Juneau inmates, in that sixty percent were convicted of assaultive felonies, 31 percent of non-assaultive felonies, and the remaining nine percent of misdemeanors. This represents a larger proportion of assaultive felonies than was found in either Anchorage or Ketchikan.

As with Anchorage inmates, the largest proportion (29 percent) of Fairbanks area inmates had sentences of from ten to fifteen

years. In all, even more Fairbanks than Anchorage inmates, proportionately, had sentences of five years or longer; 80 percent of Fairbanks inmates had such sentences, as compared to 70 percent of Anchorage inmates. Only seven percent had sentences of less than a year, while twelve percent had sentences of less than two years.

The prior criminal histories of Fairbanks inmates again show an amalgam of patterns from other service areas. Nearly the same proportion of Fairbanks as Anchorage inmates have been convicted neither of prior misdemeanors nor felonies (21 percent, and 17 percent, respectively). However, the following table illustrates the comparison between Anchorage, Juneau and Fairbanks.

	Anchor- age	Ju- neau	Fair- banks
No prior mis- demeanor convic- tions	28%	20%	38%
No prior felony convictions	52%	43%	36%
No prior incar- cerations of more than 90 days	38%	23%	26%

Thus, while many fewer Fairbanks inmates had been previously convicted of misdemeanors, significantly more had been convicted of prior felonies. In fact, one-fifth of Fairbanks inmates had been convicted of more than three prior felonies, a higher proportion than either Juneau (17 percent) or Anchorage (16 percent).

Drug and alcohol abuse prevalence among Fairbanks inmates reflects a unique pattern:

	Fairbanks	Anchorage	Juneau	Ketchikan
Chronic drug abuse	38%	31%	47%	13%
Chronic alcohol abuse	47%	44%	60%	82%

Although levels of both drug and alcohol abuse among Fairbanks inmates were less than among Juneau inmates, a higher proportion of Fairbanks than Anchorage inmates were drug abusers at intake. In fact, nearly 20 percent of Fairbanks inmates were both drug and alcohol abusers, while only 40 percent of Caucasians and 23 percent of Blacks were so classified.

Similarly, drug abuse showed a strong association with ethnic background of inmates. Although twice the proportion of Fairbanks Eskimo inmates were reported as drug abusers (31 percent) in comparison to the statewide Eskimo inmate population (15 percent), only half as many Fairbanks Indians (11 percent) in comparison to 22 percent) were so reported. A higher proportion of Black Fairbanks inmates (60 percent in contrast to 42 percent) were reported drug abusers. Caucasian Fairbanks inmates showed about the same proportion of drug abusers (39 percent) as in the statewide Caucasian inmate population (37 percent).

Alcohol abuse was associated with relative seriousness of the current offense of Fairbanks sentenced inmates. Alcohol abusers were much more likely than non-abusers to have committed a misdemeanor and considerably less

likely to have committed an assaultive felony than were non-abusers. About one-third of both abusers and nonabusers had committed nonassaultive felonies.

Only 44 percent of Fairbanks inmates had completed at least high school or the equivalent, which is a much smaller proportion both than the statewide average of 53 percent, Anchorage's 63 percent and Juneau's 65 percent. In this respect Fairbanks and Ketchikan inmates are similar. The employment status of inmates at intake also differed across service areas. (see table next page)\*

Many more of the Fairbanks inmates were unemployed and not looking for work (not in the labor force). Also, proportionately as many in the sample were employed full-time as were in Anchorage, so in fact if one does not consider the group who are not in the labor force, there were proportionately fewer unemployed inmates in Fairbanks than in the three other relatively populous service areas.

The inmates' ethnic background was significantly associated with their employment status at intake. Generally, Native Alaskan inmates were much more likely to be unemployed and not looking for work, i.e., not in the labor force. The following table illustrates the

employment status of inmates in the major ethnic groups.\*\*

	Fairbanks	Anchorage	Juneau	Ketchikan
* Employed full-time	31%	30%	20%	20%
Employed part-time	1%	6%	13%	8%
Unemployed	29%	43%	40%	49%
Not in labor force	39%	21%	27%	23%
	100%	100%	100%	100%

	American Indian		Eskimo		Black		Caucasian	
**	No.	%	No.	%	No.	%	No.	%
Employed full-time	3	17	1	8	10	46	22	36
Employed part-time	1	5	0	0	0	0	0	0
Unemployed	3	17	2	17	6	27	24	39
Not in labor force	11	61	9	75	6	27	16	25
	18	100%	12	100%	22	100%	62	100%

If only those persons who were employed or who were seeking work are considered (excluding those not in the labor force), the unemployment rate for inmates of differing ethnic backgrounds shifts, revealing a greater similarity across the groups. Blacks have the lowest rate at 38 percent, with American Indians close at 42 percent. Caucasian Fairbanks inmates had a 52% intake unemployment rate, similar to that of Caucasian inmates statewide. Eskimos showed the highest unemployment rate, at 66 percent; however, this rate is lower than the 77 percent observed in the statewide Eskimo inmate population.

Kenai Service Area

Seventeen sentenced Alaska inmates in the survey samples resided in the Kenai borough prior to sentencing. This represents only three percent of the total sentenced population, although the borough encompasses over 24,000 persons representing about six percent of the total general population of Alaska. Three were female, and nearly all (14 out of 17) were Caucasian. Two were Native Alaskans, and one inmate was unclassified as to ethnicity. Over half of the Kenai inmates (9) were housed in the Anchorage 3rd Avenue facility, with three more being housed in the Annex, Eagle

River and Palmer. The three females were housed at Ridgeview. The remaining two inmates were in the Nome and Juneau facilities.

The largest proportion were convicted of driving while intoxicated, unlike the distribution found in other service areas. The relative prevalence of both burglary/breaking and entering and armed robbery shows a pattern similar to the Anchorage service area, which is not unexpected due to the proximity of the Kenai area to Anchorage. Unlike the other urban service areas, however, the majority of offenses committed by Kenai inmates are classifiable either as misdemeanors (35 percent) or non-assaultive felonies (29 percent).

While 35 percent of Kenai inmates had had no prior misdemeanor convictions, nearly 60 percent had had no prior felony convictions. Only 4 of the 17 inmates had more than one prior felony conviction.

Of the Kenai inmates, one-fifth had sentences of less than one year, while nearly 35 percent had sentences of less than two years. This is also somewhat unique among the various service areas. However, 43 percent still had sentences of over five years.

Only 17 percent of Kenai area inmates were reported to be chronic drug abusers at intake, while nearly 60 percent were reported as chronic alcohol abusers, a pattern similar to the Juneau area in level of alcohol abuse and to Ketchikan in terms of drug abuse.

Although Kenai area inmates had achieved a higher level of education on the average than had inmates from other areas, with more than 70 percent having at least a high school diploma, fully 53 percent were unemployed at the time of their intake into the corrections system. Only one of the 17 Kenai inmates was classed as not in the labor force, while the remaining seven had been employed either full- or part-time at intake. Only one inmate was reported to have had vocational training, and none were in school or a training program at the time of their intake.

Kodiak Service Area

All of the 22 Alaska sentenced inmates who resided in the Kodiak service area prior to sentencing were male. The predominant ethnic groups represented were Caucasians, comprising 36 percent of the inmates, and Eskimos, making up 23 percent. The "other" category was reported for five inmates, or 18 percent. The remaining five of the 22 inmates consisted of two Blacks, two Asian/Orientals and one Indian. Thus, there were proportionately fewer non-natives than in the statewide sentenced inmate population, but the presence of a relatively large number of inmates classed only as "other" ethnic origin makes further comparison difficult.

The largest proportion of Kodiak area inmates, seven or 32 percent in all, were housed in the Juneau facility. Three other locations

claimed four Kodiak inmates each (or 18 percent): Anchorage 3rd Avenue, Eagle River, and the Federal Bureau of Prisons. Of the remaining three, two were housed in the Anchorage Annex, and one at Palmer.

The current offense patterns among Kodiak inmates resemble most closely those observed among Ketchikan and Juneau area inmates. The most frequently occurring offense among Kodiak sentenced inmates was burglary/breaking and entering, committed by nine of the 22. Aggravated assault was committed by the next largest proportion, totaling three inmates (14 percent). Thus, nearly the same total percent of Kodiak inmates as of Juneau and Ketchikan had committed either burglary/breaking and entering or aggravated assault. Another two Kodiak inmates were convicted of murder, and two of manslaughter, for a total of 18 percent, a somewhat higher proportion than in Ketchikan or Juneau, and more similar to Anchorage. One inmate was sentenced for armed robbery, one for child molesting, and one for sale of a controlled substance other than marijuana. The remaining three offenders had been convicted of possession of stolen property, forgery and vandalism. A majority of Kodiak inmates thus had been convicted of nonassaultive felonies (12 inmates, or 55 percent); only one was a misdemeanant, with the remaining nine being assaultive felons.

Fully 64 percent of Kodiak inmates had no prior misdemeanor convictions, but a smaller proportion had no reported prior felony convictions (55 percent). However, both these proportions are still higher

than the statewide averages, particularly in the misdemeanor category. One-fifth of Kodiak inmates had sentences of less than one year, while nearly one-half had sentences of less than five years. However, another one-fifth had sentences of over fifteen years.

Of the 22 Kodiak inmates, four were reported to be chronic drug abusers at intake, while a majority (12) were reported as chronic alcohol abusers. Only one-third of Kodiak inmates had at least completed high school or the equivalent, well under the 53 percent observed statewide. Intake employment patterns of Kodiak area inmates resemble those of Ketchikan inmates most closely, in that fully one-half of Kodiak inmates were unemployed and looking for work. A larger proportion, about 27 percent in Kodiak as compared to 20 percent in Ketchikan, were employed full-time. A smaller proportion of Kodiak inmates (18 percent) were reported as not in the labor force (unemployed and not looking for work) than in the statewide inmate population (25 percent).

Bethel, Nome, Kotzebue and Barrow Service Areas

Discussion of the characteristics of inmates residing in these four service areas prior to intake is here combined due both to the relatively small number of inmates involved and the similarities between these rural service areas. All sentenced inmates from these areas were male. The ethnic background of these inmates is shown below.

	Eskimo	American Indian	Caucasian	
Bethel	70%	15%	15%	100%
Nome	87%	-	13%	100%
Kotzebue	100%	-	-	100%
Barrow	89%	-	11%	100%

This distribution of course reflects the fact that the vast majority of the general population of these areas is Native Alaskan, particularly Eskimo.

In total, these four service areas contribute only ten percent of the total statewide sentenced inmate population. In the surveyed group, Bethel had 13 inmates, Nome 15, Kotzebue 11 and Barrow 9. These inmates were housed in the facilities listed in the following table:

	Bethel		Nome		Kotzebue		Barrow		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Anchorage, 3rd Avenue	5	38	1	7	-	-	-	-	6	12
Anchorage Annex	-	-	-	-	-	-	1	11	1	2
Eagle River	1	8	1	7	-	-	-	-	2	4
Palmer	1	8	-	-	-	-	-	-	1	2
Juneau	1	8	2	13	2	18	-	-	5	11
Fairbanks	1	8	-	-	-	-	5	56	6	12
Nome	1	8	6	40	7	64	1	11	15	32
Ketchikan	-	-	1	8	1	9	-	-	2	4
Federal Bureau of Prisons	3	23	4	26	1	9	2	22	10	21
	13	100%	15	100%	11	100%	9	100%	48	100%



Consistently, with the exception of Kotzebue, about one-fifth to one-quarter of all these rural sentenced inmates were housed in Federal Bureau of Prison facilities. The largest percentage of the total, about one-third, were housed in the Nome Correctional Center, but only those two service areas

in closest proximity to it made extensive use of the facility. Barrow inmates were predominantly housed in Fairbanks or by the FBP. Bethel inmates were apparently scattered across the state, with the only large concentrations occurring in the Anchorage 3rd Avenue facility and in the FBP.

The current offense patterns in the four service areas are summarized below.

Current Offense	Bethel No. %	Nome No. %	Kotzebue No. %	Barrow No. %	Total No. %
Aggravated assault	3 23	3 20	1 9	2 29	9 19
Burglary/breaking & entering	- -	3 20	3 27	- -	6 13
Illegal weapons possession	2 15	1 7	2 18	- -	5 11
Murder	1 8	2 13	- -	1 14	4 8
Rape	2 15	1 7	1 9	- -	4 8
Manslaughter (including negligent)	- -	2 13	- -	1 14	3 6
Armed robbery	1 8	- -	1 9	1 14	3 6
Larceny	- -	1 7	2 18	- -	3 6
Child molesting	1 8	1 7	- -	- -	2 4
	10 77%	14 94%	10 90%	5 71%	39 81%

The nine inmates not included in this chart singly committed offenses, ranging from disorderly conduct, trespassing and alcohol law violations to sale of a controlled substance other than marijuana, arson and possessing stolen property. This chart does not include all inmates, but encompasses the majority of them, and illustrates the most frequently occurring offenses. The chart below further illustrates the

relative frequency of the offenses in the total group. (see chart next page).

This offense pattern not surprisingly, closely parallels that observed among Native Alaskan inmates on a statewide basis. The prevalence of aggravated assault, the lesser importance of burglary/breaking and entering, and the much lower frequency of armed robbery all represent distinctions between the

rural/Native Alaskan inmates' offense patterns and those of more urban Non-native ethnic groups. The relatively high frequency of weapons offenses is

also unique to these rural areas.

The relative seriousness of offenses across the service areas is summarized below:

	Bethel	Nome	Kotzebue	Barrow	Total Average
Misdemeanor	0%	0%	9%	28%	9%
Non-assaultive felony	38%	36%	64%	0%	35%
Assaultive felony	62%	64%	27%	72%	56%

On the whole, this seriousness distribution follows the state-wide average pattern. However, the Kotzebue offenders diverge rather dramatically from those of the other three service areas, in that their proportion of nonassaultive vs. assaultive felonies is reversed. This low frequency of assaultive offenses in Kotzebue may explain to a large extent the similarly low proportion of Kotzebue inmates housed in FBP facilities. Likewise, it is interesting to note that in the other three service areas, assaultive felonies are considerably more prevalent than the statewide average of 54 percent, while about

the same proportion of inmates from these areas (on the average) were incarcerated for misdemeanors. This seems to indicate that more relatively minor offenders especially nonassaultive felons are diverted from incarceration in these areas, and that imprisonment tends to be used much more exclusively for individuals convicted of more serious assaultive felony crimes.

The relative levels of drug and alcohol abuse reported for inmates from these four service areas are summarized below:

	Bethel	Nome	Kotzebue	Barrow	Total Average
Alcohol abuse	69% (9)	67% (10)	91%(10)	78%(7)	75%
Drug abuse	23% (3)	20% (3)	9%(1)	-	15%

The prevalence of chronic alcohol abuse among these rural sentenced inmates is matched only by that found in the Ketchikan inmate population. Similarly, the only region where the incidence of chronic drug abuse was lower than the average for these four areas was Ketchikan. It is interesting to note the extremely high proportion of Kotzebue inmates who were alcohol abusers, since the presence of a higher proportion

of alcohol abusers seems to be associated with commission of a higher proportion of misdemeanors in the statewide inmate population; Kotzebue offenders had committed generally less serious offenses than had inmates from the other three regions.

The intake employment status of inmates from these service areas reflects the labor market and general employment patterns prevailing in rural Alaska.

	Bethel	Nome	Kotzebue	Barrow	Total Average
Employed full-time	8%	7%	-	-	4%
Employed part-time	15%	7%	-	11%	9%
Unemployed	46%	57%	91%	56%	62%
Not in the labor force	31%	29%	9%	33%	26%

Compared to the statewide inmate population (in which unemployment averaged 43 percent, while 25 percent was employed full-time, 6 percent part-time, and the remaining one-quarter were not in the labor force), the inmates from these rural areas showed a much lower proportion of employment, coupled with a significantly higher rate of unemployment as well as a larger proportion of persons not in the labor force (unemployed and not looking for work). This is consistent with the Native Alaskan ethnic background of most of these inmates, which in the statewide inmate group was associated with higher unemployment.

On the average, only 39 percent of inmates from these four service areas had at least completed high school or the equivalent. Statewide, 53 percent of inmates had achieved this level of education. However, again, ethnic background was associated with marked differences in educational achievement, with only 38 percent of Native Alaskan inmates statewide having at least a high school education.

The table on the next page illustrates the age at sentencing of 47 inmates from these four rural service areas.

	Bethel	Nome	Kotzebue	Barrow	Total	
Under 18	-	-	-	-	-	
18-20	1	6	4	3	14	30%
21-25	4	5	3	4	16	34%
26-30	3	2	2	-	7	15%
31-40	3	1	2	-	6	13%
41 and over	2	1	-	1	4	8%
	13	15	11	8	47	

In comparison to the statewide inmate population, these rural inmates are proportionately even more youthful. Only 21 percent of statewide inmates were 20 years of age or younger at the time of sentencing, as compared to a 30 percent average for these rural areas. Correspondingly, nearly 12 percent of the statewide inmate population was 41

or older, while only 8 percent of the rural inmates were in this age range. The proportion aged 21 to 25 was the same statewide as in this rural inmate group, but 18 percent of the statewide population were 26 to 30 years old, as compared to just 15 percent in these four service areas.

## PRISONER CLASSIFICATION

The status of prisoner classification in Alaska must be regarded as one of the major current problems of the corrections system. Few persons interviewed, either inside or outside the system, are satisfied with it. Generally, the pre-1975 classification policy and procedure are regarded as having been too liberal, the post-1975 policy and procedure as too restrictive. It is at least questionable as to whether prisoner classification, as it is now carried out, either facilitates or inhibits the operation of appropriate programs.

Classification is more than the determination of the custody level to which a prisoner may be assigned. It also involves an analysis of the prisoner's social and personality problems and the identification of resources, either within the prison system or allied to it, which can deal with these problems. In Alaska the development of an effective classification policy and procedure is impeded by a preoccupation with custody; the needs of individual prisoners have low priority, and in any event, programs intended to meet potential needs are rudimentary. Further, the institutions themselves are for the most part unsuited for the purposes they are presently being called upon to serve, and it would be difficult for even a well-conceived classification policy and procedure to carry out its purposes within them.

## Background

Some of the information in the various documentation reviewed here is out-of-date, some of it may not be fully factual, and some of it may draw unwarranted conclusions. Yet, much it is illuminating and illustrates the complexity of the problem and the difficulties and conflicting opinions under which inmate classification has been forced to operate.

## Grand Jury Report

The Grand Jury, operating in the somewhat emotional atmosphere that developed following some unfortunate accidents in 1975, had this to say about the institutional classification committee:

"The Classification Committee decides to which correctional facility a sentenced criminal will go. It is at present, composed of a fluctuating membership indiscriminately chosen from the Division of Corrections. They have little or no background or training for this type of decision-making. As a result, criminals are being placed in unsuitable institutions, thereby creating a serious breach of security.

"At the present time a convicted felon awaiting classification, is placed in a so-called medium security unit at Eagle River Correctional Center. Since Eagle River is designated as a medium security rehabilitation institution this continual "warehousing of inmates is creating innumerable problems. By placing

hard-core felons in Eagle River the safety of the public has been proven to be in jeopardy."

The Grand Jury had a number of recommendations to make, and those with particular reference to classification are as follows:

- make a consistent and vigilant evaluation of all inmates for release programs.
- remove the classification committee from Eagle River and place it in a maximum security institution such as Third Avenue.
- reorganize the classification committee so that it will be composed of a qualified representative of each institution, a psychologist, a police representative, and a representative of the court system.
- use Sixth Avenue only for pre-sentence inmates.
- use Third Avenue for post-sentencing classification.
- use Juneau for hard-core and long-term inmates.
- use Palmer for prisoners with less than two years to serve, and who may have alcohol problems or benefit from a rural setting.
- use Eagle River for prisoners with less than two years.
- use halfway houses for inmates of proven integrity who are within four months of their release.

Some of these recommendations were apparently carried out, including the designation of Third Avenue for classification purposes, the establishment of a police representative on institutional classification committees, the use of Juneau for hard-core criminals, and restrictions on the use of Eagle River and halfway houses.

## Technical Assistance Report

In November 1975 the Law Enforcement Assistance Administration, at the request of Alaskan authorities, sent a technical assistance team from the American Justice Institute in Sacramento, California, to visit the various correctional institutions and formulate appropriate recommendations. The section of the report having to do with classification cannot be quoted in its entirety, but the substance of their recommendations are as follows:

- classification for program and facility placement should be based on the committee process.
- the Director of the Division of Corrections or his designee should approve transfers between facilities.
- criteria for the use of each institution should be developed.
- classification plan should be developed by each institution and submitted to the Director for approval. (The technical assistance report goes into some detail as to the recommended contents of such plans.)

**CONTINUED**

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--initial classification should be done within the first six weeks following a prisoner's admission to a facility.

--a reclassification review of each prisoner should be done every six months.

--facilities should be provided for four degrees of custody: maximum, close, medium and minimum (and proposed definitions were provided).

Present classification process reflects a number of these recommendations, although their adoption may not be directly related to the technical assistance report: the continued use of the classification committee, the approval or disapproval of inter-facility transfers by the Director or his designee, criteria for the use of institutions, and the four-tier custodial classification scheme (with some variation).

#### Standards and Goals

The document, "Standards and Goals for Criminal Justice," prepared by the Governor's Commission on the Administration of Justice in 1976, set as a goal that "The Division of Corrections will establish classification procedures and long-term treatment programs in the areas of mental health, correctional industries, and will expand program services to include female offenders." Specifically, as to classification, the Commission recommended:

"By 1977, the Division of Corrections should develop a risk profile to be used in the

classification of offenders.

"The Division of Corrections' policy of granting work and educational releases to eligible offenders within six months of anticipated release should be maintained and utilized as much as possible with the addition that information obtained in the risk profile be utilized in the screening process. This policy should be reviewed, however, to determine if more flexible guidelines can be established for deciding cases on an individual basis."

So far the Division has not developed the risk profile, but this is understandable in view of the limited size of its research staff and the precarious and tentative state-of-the-art in developing risk assessment instruments at the present time. The work and educational release procedure has been retained, but it has rarely been authorized in recent years.

#### Statewide Conference

The Statewide Conference on Incarceration and Re-entry alternatives, held in Anchorage in January 1978, reviewed the problems of classification, particularly "why it takes so long to get processed, and why length of sentence is the primary deciding factor as to institutional placement." Its specific recommendation was:

"that the Central Office of the Division of Corrections be moved to Anchorage, for decision-making. If this is not practical in the immediate future, then we

recommend that the classification office be moved to Anchorage since 69% of all classifications originate from Anchorage. If this is not possible in the interim, we recommend that the Division of Corrections start 'gold streaking' the classification packets (daily airline delivery) to speed up the process."

These problems remain and will be considered later in this section.

#### 1978 Criminal Justice Plan

The Plan indicates that the Division of Corrections is in conceptual agreement with the Standards and Goals' recommendation for the development of a risk profile. The plan also made reference to a report of the Comptroller General of the United States, which had examined "prediction models used for determining the potential risk of persons being considered for placement on probation supervision." The report listed these advantages:

"--their objectivity and efficiency.

--they allowed past experience to be systematically transferred.

--when combined with human judgment, the results were more reliable than either the prediction model or human judgment decision standing by itself."

The plan also made reference to the parole guidelines of the U. S. Parole Commission and to the use by some jurisdictions of "a similar decision-making guide for determining whether or not bail should be allowed for arrestees."

In the section on Problem Statements the plan included two that specifically dealt with classification:

"74. Alaska needs to have enough choice in degrees of security to be able to classify inmates to the least amount of security required. Staff would then be able to concentrate on rehabilitation programs which meet the offenders' needs with less concern for potential incidence of escape.

"75. Currently classification and parole decisions are based upon available file information, staff opinions, and the perceived attitude of the offender. There are few hard measurement devices which are utilized in this decision-making process."

At present the National Institute of Corrections has funded a survey of risk assessment instruments being used in various federal, state and local jurisdictions. These instruments are being applied to such purposes as (1) pretrial programs and diversion, (2) prosecutorial prioritization, (3) prosecutorial diversion, (4) sentencing, (5) institutional custody (jails), (6) parole release, and (7) probation/parole supervision. (The survey excludes risk assessment instruments for correctional institution classification.) The instruments differ from one jurisdiction to another, and from one purpose to another. They also differ in the amount of discretion that is permitted in the application of the guidelines and instruments. However, at most of the sites



visited by the NIC survey team the instruments had not been in use long enough for purposes of evaluation, but a few jurisdictions reported favorable results.

The use of these instruments must still be considered as tentative. An article in the December 1978 issue of Corrections Magazine sets forth the pros and cons associated with the issue; an accompanying article, "Are Guidelines a New Kind of Unfairness?", discusses the criticisms and problems that have been associated with federal parole guidelines, perhaps the most publicized of all these instruments. About the only conclusion that may be justified at present is that, as stated by the Comptroller General, when combined with human judgment, they may be "more reliable than either the prediction model or human judgment decision standing by itself." But the extent to which this is true would appear to depend upon the instrument. Too many different kinds are in use, with too little evaluation so far, to warrant full confidence in a particular model.

#### Space Utilization Study

Dealing in more detail with the classification issue is the document, "An Institutional Population and Space Utilization Study," prepared for the Legislative Interim Committee on Corrections by Roger Endell of the Criminal Justice Center at the University of Alaska and published on April 15, 1978. In summarizing its recommendations as to the use of the several correctional institutions,

the text notes that "underlying all recommendations is the generally recognized need to establish all central classification functions in the Anchorage area to reclassify offenders who have been reviewed at the quarterly meetings of the Parole Board."

The study points out that the December 1975 report of the Task Force on Corrections had recommended "the creation of a new middle management position to be known as Chief Program and Classification Officer," and that this employee would be located in Anchorage, and would sit on the classification committee to provide consistency in decisions, as well as monitoring and supervising all classification committees. This recommendation was supported by the Governor in a television message. However, the study noted that, although a Chief of Classification position was established and originally placed in Anchorage, it has been moved to Juneau. Apparently this move has complicated communication problems, and the study recommends the return of the position to Anchorage. It further recommends that the incumbent be given "full authority to approve or disapprove all classification actions initiated by the institutional superintendents, with review and appeal processes given to the Assistant Director who already is responsible for overseeing and supervising all institutional operations statewide." The study noted:

"These changes in authority and responsibility would serve to expedite the classification and transfer of prisoners precisely where the problem is located. A sound argument can

be made that these middle management positions may be reduced to little more than clerical functions without the granting of the full authority and responsibility implied in justifying the creation of the position."

The study reviews procedure for classifying prisoners and making an appropriate institutional placement. The initial classification committee recommendation is sent to both the Director and to the superintendent of the intended receiving institution; the latter is forwarded to the Director of the Division through the Chief of Classification, with the superintendent's decision as to whether or not the inmate is acceptable. If the transfer is not approved, the process commences again. The study comments:

"The cumbersome nature of this procedure is amplified by the duplication of effort and by the need for the top Divisional administrator to make decisions on every inmate who may or may not be transferred within the correctional system. A much more efficient and expeditious procedure is possible."

The study recommends that the Chief of Classification make these decisions without having to obtain the prior consent of the receiving superintendent, and coordinate arrangements between the superintendents of the sending and receiving institutions.

The study states that tight classification policies have at least in part resulted in more conservative parole decision-

making. "When there is little program development, community interaction opportunities or pre-release experiences with which to judge an offender's behavior and adjustment, the Parole Board loses an effective measurement device with which it could evaluate the offender's readiness for full release." The study indicates in this connection that the Division's community release programs "have been drastically curtailed or are non-existent." This section of the study concludes with the observation:

"It may be unfair to chastise Corrections when pre-release program offenders fail, but it is certainly not unfair to criticize Corrections when it makes little effort to assist offenders about to be released. Classification policies must provide for these situations in light of the state constitutional mandate. It can be argued that the public is not protected when offenders are released directly from institutions with little or no preparation."

The classification and utilization of institutions will be covered at length in another section of this planning document. However, the Endell study points out the impact of classification policy on available institutional space. Among other things, Palmer and Eagle River have been substantially underutilized in recent years. The study suggests that improvements in classification policy and procedure would have "a beneficial impact on equalizing the populations..." But even with these improvements, the study finds, "there will be a shortage of physical space for the number of

offenders that the Division can house given its present bed space capabilities statewide."

There is no doubt that the classification process is a vital consideration in determining the requirements of the state as to the kinds of new institutions that need to be built and where they should be, the modification of existing facilities, and the most efficient use of both existing and proposed institutions.

#### Administrative Code

Article 4 of the Alaska Administrative Code sets forth the policy framework under which the Division of Corrections must operate its classification system. The more significant provision of the Code in this respect are as follows:

1. The purpose of classification is to make the appropriate assignment of the prisoner with regard to institutional placement, custody and housing status, and work, treatment, educational or furlough programs...
2. Classification may be done by the Director, the institutional superintendent subject to approval by the director, or the institutional classification committee subject to approval by the director.
3. Each prisoner's classification will be reviewed biannually or more frequently when necessary.
4. The classification committee must be composed of three members appointed by the Director.

5. An institutional counselor may not serve on a classification committee.
6. The Superintendent's decision on classification committee recommendations as to furlough or transfer may be appealed to the Director.
7. The Division's manual must provide for four custodial classifications: maximum, close, medium and minimum.
8. Upon recommendation of the classification committee and the Superintendent, the Director may grant any sentenced prisoner a furlough to participate in educational, training, medical, or psychiatric programs or other rehabilitation programs.
9. Similarly, the Director may grant any sentenced prisoner a work furlough.
10. Upon the recommendations of the classification committee, the Superintendent, and the Director, the Commissioner of Health and Social Services may grant any sentenced prisoner a family visitation furlough.
11. For a rehabilitation (other than for medical and psychiatric reasons), work, or family visitation furlough, the prisoner must (a) be classified minimum custody for a period of six months before the proposed furlough; or for his entire period of incarceration, whichever is shorter; (b) not have been found guilty of any major infraction for a continuous period of six months before the proposed furlough; and (c) except for rehabilitation

furlough, be within the six months of his mandatory release date or within six months of a parole release date established by the parole board.

#### Institutional Manual

The Division's current manual for the guidance of institutional Superintendents of course reflects the requirements of the Administrative Code. Cited below are only those provisions which have pertinence to the recommendations that will be made at the end of this section:

1. The Assistant Superintendent or a senior Correctional Officer II will serve as chairman of the institutional classification committee. The chairman will appoint the two other members. Probation and parole personnel who are familiar with the offender and his case being classified will be encouraged to serve on the classification committee.
2. The prisoner may initially appeal a classification decision involving transfer to another institution to the Superintendent. A final appeal may be made to the Director.
3. The Director delegates authority to the Superintendents to grant rehabilitation furloughs (this policy was dated June 15, 1975, and apparently was subsequently changed to require the Director's approval.)
4. All transfers from one institution to another must be agreed to by the receiving

institution and approved by the Director (the Director can overrule the receiving Superintendent).

5. Committed offenders may be transferred to out-of-state institutions for one or more of these reasons:
  - a. The offender has proven himself to be dangerous or a management problem within the institution recommending his transfer outside.
  - b. The offender has an extremely long sentence which would preclude his placement in one of the Alaskan institutions.
  - c. The offender has special needs that cannot be met by programs presently available within Alaskan institutions.
  - d. The offender will be in a better position to maintain his family ties to establish a parole plan for his re-entry into the community.(All such transfers of course are subject to the approval of the Director.)
6. The Director delegates authority to the Superintendents to grant work release, subject to certain criteria, for the purpose of providing "an opportunity for the Division of Corrections and the Parole Board to evaluate his progress during the final period of his sentence." (However, this provision is dated February 27, 1975, and apparently was subsequently superseded by a directive requiring the Director's approval

for all work release assignments.) (Also, a letter dated May 26, 1976, from the Director to all Superintendents modified the criteria to require that, for work release consideration, prisoners must be "within six months of their mandatory release date.")

7. Visitation furloughs may be granted, subject to certain criteria, upon the recommendation of the institutional classification committee and the approval of the Superintendent; the Director, and the Commissioner.

8. a. For transfer to Palmer a prisoner must not have a history of: (1) identification with organized criminal activity; (2) escapes, evasion from custody or absconding from probation or parole; (3) illegal sexual conduct, especially lewd and lascivious acts toward children, forcible rape, aggressive homosexual activity or tendencies, or sexual assaults; (4) crimes of violence, especially where death or serious physical injury is caused, except negligent homicide; (5) assaultive institutional behavior or participation in institutional disturbance; (6) being either a police or institutional informant.

b. He must also be within three years of his mandatory release date or have a firm parole release date within the same time frame (and meet all the other criteria). He must have no detainers or warrants.

c. The Director's office will make particular detailed review, prior to approval or disapproval, of cases involving: (1) significant, unresolved medical, dental, or psychiatric problems requiring intensive or constant professional care, and (2) significant unresolved marital, legal or economic problems that may be conducive to escape or may require frequent transportation for attorney consultation or court appearances. (The foregoing policy is relatively recent, having been approved on May 1, 1978.)

9. a. For transfer to Eagle River the criteria involved: (1) no history of large scale criminal activity, convictions of repetitive crimes of violence against a person, or escapes or evasion from custody; (2) must be within 2 years of mandatory release date or have a parole release date; (3) must not be assaultive by nature, or have a record of initiating institutional disturbances or sex acts; and (4) must not have any outstanding detainers or warrants.

b. The Director's office will make particular detailed review, prior to approval or disapproval, of cases involving significant unresolved medical, dental, psychiatric, marital, legal, or economic problems.

c. In special cases, prisoners within 3 years of their

release date may be considered for transfer to Eagle River, but they cannot be serving time for a victim type crime, except negligent homicide where specific intent was not involved.

d. Institutional classification committees are urged to take into consideration for the protection of prisoners such status factors as being homosexual, a police informer, or a prior victim of sexual assaults.

In actual practice in recent years these policies and criteria have been applied with a high degree of conservatism. The Division has granted furloughs to few prisoners, it has placed even fewer on work release, and custodial classifications have been skewed toward the higher levels of security. As a result of the latter practice, the institutions affording more security have been overloaded and Eagle River and Palmer have been greatly underutilized.

#### Proposed Manual

A revised manual for the adult institutions was submitted to the Commissioner of Health and Social Services in October 1978 for consideration and approval. It was prepared on the basis of the 1975 report of the Task Force on Corrections which "identified the need for improved regulations within the Division of Corrections," and the adoption of the Alaska Administrative Code in September 1977. In the area of classification the more

significant provisions are as follows:

1. The purpose of classification remains virtually unchanged.
2. Classifications involving institutional placement must be approved by the Assistant Director (rather than the Director, as previously).
3. The institutional Superintendent appoints the three members of the classification committee.
4. The institutional counselor may not serve on the committee, as previously.
5. The appeal procedure remains the same.
6. The four custody levels are defined and general factors to be considered in custody determinations provided.
7. The policy for rehabilitation furloughs is nearly the same, except that the Assistant Director may approve them (previously it was the Director).
8. The policies and criteria for work furloughs has been expanded in detail, and authority delegated to institutional Superintendents to grant them (previously it was the Director).
9. The policy for family visitation furloughs remains about the same, with the approval of the classification committee, the Superintendent, the Director, and the Commissioner required.

10. Section 505 of the new manual apparently provides a new procedure for work projects and vocational training in the community, although the policy states: "each superintendent will provide work projects and vocational opportunities within the confines of the institution to the extent permitted by the resources of the institution." The specific criteria and procedures as written apply to community programs, and the concluding provision states that "prisoners desiring an educational or vocational training furlough prior to parole release must obtain a written recommendation from the Parole Board for such furloughs."

11. Section 506, on education furloughs, as written provides for internal institutional academic programs. But the concluding sentence reads: "Prisoner participation in educational programs outside the institution required approval of the Director and the same criteria for vocational training furloughs in section 506 (probably meaning 505)."

It would therefore appear that no significant changes in classification policy and procedure have been made excepting that institutional transfers and rehabilitation furloughs may be approved by the Assistant Director rather than the Director, and work release may be granted by the institutional Superintendents rather than the Director.

#### Manual of Standards

The "Manual of Standards for Adult Correctional Institutions," issued in August 1977 by the American Correctional Association's Commission on Accreditation, contains 14 standards in its section on classification. These standards set forth the elements of an institutional classification process, but without elaboration or qualitative guidance. These elements are all currently reflected in the Division of Correction's classification process.

#### Moyer Survey

A full analysis of a profile of Alaskan sentenced inmates, including actual and potential custody levels, both statewide and local, is contained in a separate section of this master plan. Essentially, the material suggests that the current custody classification practice in Alaskan institutions may be excessively security-conscious. The entire body of data has implications affecting the most appropriate use and distribution of institutions.

#### On-Site Visits

During the course of master plan preparation, all institutions of the Division of Corrections were visited, and personnel of the institutions, community leaders, public officials and representatives of public interest groups were interviewed. Following is a summary of impressions so obtained with particular reference to classification:

1. All institutions were seriously deficient in the facilities needed to carry out on adequate classification program. Treatment programs were either rudimentary or lacking (excepting Eagle River and Palmer), and housing was not suited to the various custody levels.
2. Central office decisions on recommendations for transfer of prisoners from one institution to another often took excessively long, in most instances from one to three weeks, but sometimes as long as three months.
3. The central office classification supervisor has a severely limited role in the development of classification policy and procedure. In the processing of classification actions, and in the supervision and guidance of institutional classification committees.
4. The recommendations of the classification committees are extremely cautious. Personnel are fearful of making errors in judgment under what they perceive as existing policy. One employee commented that, "There is no room for people." The over-riding consideration is security.
5. There was a morale problem among institutional counselors. Although they are professionals they are prohibited from being a member of the institutional classification committee. The counselor is thus "the low man on the totem pole," for

this and other reasons, particularly the low priority accorded to programs.

6. The appeal procedure was inappropriate, requiring inmates to appeal to the Director decisions which the Director had made in the area of transfers, furloughs and work release. There was no level of appeal higher than the original decision-making level.
7. At some institutions, apparently decreases in an inmate's custody classification level are not based on an objective consideration of criteria, but are held out as an incentive or "reward". Also, institutions have internal security classification policies, which add to the restrictiveness of Division policy. In at least one institution, inmates are not considered for minimum custody until they are in the last year of their sentences. At another, inmates may not be classified minimum security unless they meet a set of internal criteria "and there is a specific need for that classification from the institution's perspective."
8. The criteria for transfer to Eagle River and Palmer is too restrictive and results in their under-utilization.
9. In all of the institutions there was only one inmate who had been placed on work release by the Division. At a few other institutions, there were additional prisoners on work release, but they had been placed in that status by the judge.



At one institution the inmates placed on work release by the court were held in "maximum" security (and "trustees" were housed in medium security), this practice undoubtedly being due to the total physical inadequacy of the institution.

10. Furloughs of any kind were rare, and personnel were reluctant to recommend them, stating that Division policy discouraged the use of this program. The same feeling extended to work release.
11. At more than one institution, classification was an exercise in futility, inasmuch as it did not affect either the programs (or lack of them) in which inmates could participate, or the kind of housing they would occupy.
12. Overall, the prevailing impression received in the institutions, in the communities, and from public officials and public interest groups was that classification operated in an atmosphere of extreme conservatism, with a preoccupation for security and a relatively low priority given to programs.

#### Summary of Recommendations

For reasons already stated--notably the inadequacy of program resources and the physical unsuitability of existing institutions--a full-fledged professional classification system in Alaskan institutions cannot be realized at the present time. Nevertheless, substantial improvements in policy and procedure can be made. Eventually, with new construction, including a central correctional institution for

sentenced inmates, and the appropriate use of retained facilities, a meaningful classification system can be implemented. There are a number of steps which should be taken now which would enhance both the present and future classification capability of the Division.

The atmosphere in which classification decision-making now should be stabilized. Institutional personnel must be able to carry out their duties associated with classification secure in the knowledge that they have the full confidence of their superiors and that, unless guilty of actual negligence, they will not be penalized in any way for occasional mistakes in judgment. Even the best of classification systems is not perfectly efficient; human judgments cannot be fool-proof. The current atmosphere of apprehension, at least on the part of many of the personnel, can be improved through balanced in-service training and a move toward more participatory management. The recommendations set forth below should assist substantially in changing the climate under which classification presently operates.

The position of Chief of Classification in the central office should be given full authority to develop classification policies and procedures, subject to consultations with institutional personnel and the approval of the Director. He or she should be given responsibility for supervising the work of institutional classification committees or teams and for participating in the development and implementation of training programs for them. At least for

the immediate future, this classification position should be retained in Juneau, so that this work can be coordinated with responsibilities of other upper- and mid-level administrators of the Division.

The procedure requiring approval by the central office for inter-institutional transfers should be retained. Experience in multi-institutional prison systems suggests that where this central authority is not retained, Superintendents may have a tendency simply to pass on to their fellow Superintendents without objective reasons cases that are severe management problems or nuisances. However, the Director should delegate approval authority to the Chief of Classification. Further, with the Chief of Classification making transfer decisions pursuant to established criteria for each institution, it should not be necessary to obtain approval of the transfer from the receiving Superintendent, with the elimination of these two steps in the approval procedure--screening by the receiving Superintendent and the Director--the integrity of the transfer policy and procedure can still be maintained while the process is speeded up.

The composition of the three-person institutional classification committees should be balanced, with representation from custody staff, program staff and the institutional counselors. The ban on participation by institutional counselors should be removed. This change should lessen the excessive pre-

occupation with custody and bring about due consideration for program provisions intended to meet the needs and problems of individual prisoners. To assure the professional nature of the classification committee, representation on the committee by non-Division personnel should not be required.

The definitions of the four security levels should be further delineated through specifying the type of housing required for each. For example, prisoners in maximum security should be housed in single cells. Considering the physical deficiencies of the existing institutions, this will present some problems, but this addition to the security definitions should help to clarify the most appropriate use of these facilities. It should also lead to a more appropriate use of the custody levels--it is relatively meaningless to classify a prisoner in maximum security and house him or her within a multiple-occupancy dormitory. (The use of the maximum custody designation at the existing facility at Ketchikan, for example, is not realistic; considering the total inadequacy of this facility, none of the housing can be considered maximum security in nature).

The provisions of the statutes, the Administrative Code and the Division's institutional manual should consolidate the policies and procedures relating to the various types of furloughs, work release, and halfway houses. Further, assignments to these types of programs should be delegated to the institutional Superintendents. The Parole Board should



also be authorized to require the assignment of individual prisoners to any of these programs prior to the effective dates of parole release, as a means of prerelease testing. For the guidance of Superintendents, the general criteria for such assignments is reasonably satisfactory, except that the requirement that a prisoner be in minimum security for six months prior to such assignment is unduly restrictive under present practice.

(Prisoners should be in minimum security to qualify for such assignments, but in some institutions internal policy and criteria, and the perceived conservatism of Division management unduly restricts the assignment of prisoners to minimum security even when an objective evaluation of all pertinent factors would indicate such an assignment.)

The criteria for transfer to Eagle River and Palmer should be re-examined. The present policy discouraging the transfer to Eagle River or Palmer of inmates with significant unresolved marital, legal or economic problems would appear to be unduly exclusionary; most prisoners have problems of this kind. Also unduly exclusionary is the criteria that prisoners must have only two years left to serve to be eligible to go to Palmer and three years for Eagle River; the length of sentence should be considered, but in individual cases it may have little relevance. Many of the other factors reflected in current criteria are automatically considered in any good classification practice and any significant combination of

them would normally preclude prisoners from being assigned to a custodial classification which would make them eligible for transfers to these institutions.

An examination of profile data on prisoners classified for out-of-state placement in federal institutions suggests that many of these prisoners can be retained in Alaskan facilities. In actual practice, the criteria for placement in federal institutions appears to be liberally implemented, undoubtedly due to the fact that most Alaskan institutions are overcrowded, and probably also because the federal rate for housing these prisoners is lower than the cost of confining them in Alaskan institutions. As previously noted, length of sentence is not a factor which in itself is necessarily of overriding significance in the classification of individual prisoners. Proposals for the construction of new facilities, particularly in the Anchorage area, should take into consideration the retention of prisoners who under present practice are placed in federal institutions.

The recommendation of the Alaska Criminal Justice Planning Agency that a risk assessment instrument be devised to assist in custodial classification should be considered. However, this must be considered a long-range project which will involve a considerable investment of time, money, and energies. The use of such instruments elsewhere is still highly experimental and subject to controversy. In any event, a risk assessment instrument must be developed to fit the

offender population on which it is to be used. Preliminary guidance can be obtained from use of already-developed risk profile instruments, but only a study of Alaska inmates' behavior and characteristics, both during and after their incarceration, can yield an extremely accurate risk assessment methodology for Alaska. If ACJPA's recommendation is to be followed up on, it should probably begin as an experimental project at one institution, preferably Juneau, where there is direct accessibility to central office management. The Division's research staff is currently engaged in the preliminary steps of a risk assessment study; this effort should be encouraged and supported.

An urgent requirement for the development of a balanced classification system which would make due provision for meeting the educational, vocational and other needs of prisoners is the identification or establishment of program resources. At most locations, given the deficiencies of existing facilities, significant improvement in internal programs is simply not feasible. For the most part, this problem will have to be resolved through new construction. However, even under present circumstances, much more use can be made of community programs and resources, particularly day release for such purposes as employment, vocational training, and education. Also, prerelease programs, including furloughs and halfway houses, can be put on a more organized and more fully utilized basis. For the immediate future, Division emphasis in program

development should be in the direction of community programs. Future development of institutional internal programs is discussed elsewhere in this planning document. Finally, appropriate statutory, Administrative Code and institutional manual changes should be made to reflect the recommendations that are finally adopted.

## INSTITUTIONAL PROGRAMS

### Introduction and Background

It goes without saying that inmates have many problems and needs which played a part in bringing them to prison. By and large they are lacking in education and vocational training, and many have alcohol or drug problems. These factors handicap them in getting and holding employment, so that unemployment itself is another element common to their backgrounds. The profile of Alaskan prisoners, set forth elsewhere in this master plan, is illustrative in this respect.

Many segments of our society have lost faith in the efficacy of prison "rehabilitation" programs, and not without justification. It is difficult to change the human personality. But these programs have not worked as well as they might for a number of additional reasons. Characteristically, prison programs exist more on paper than in reality. They are usually badly underfunded, and equipment and space are often inadequate. Highly qualified educators, trainers and counselors are often reluctant to enter prison work, and even when they do, budgets may be too limited to provide for many of them. Administrators may give overriding priority to other considerations, such as security. And the programs themselves, where they exist, may be carried out indifferently and inefficiently, with the personnel unmotivated, in the prevailing atmosphere, to perform their jobs as well as they might. Because of their first-hand

familiarity with prison programs and their shortcomings, offenders too become cynical, and unmotivated to participate in them, excepting perhaps as an exercise of gamesmanship to earn "points" toward parole.

While there is disagreement and disillusionment in our society as to the effectiveness of prison programs, there is little disagreement as to their continued desirability. People do mature and change; most crime, at least of the kind that brings people to prison, is committed by the young--there are few middle-aged or old people in prison. Certainly the time that inmates must spend in prison would be most profitably spend in remedying the needs and problems that account for their presence there. It is also argued that without programs prisons would be even grimmer and more abusive of humanitarian considerations than they now are. The provision of programs is in itself indicative of the values of our society, values that offenders must share if they are to be reintegrated into the free community.

The desirability of prison rehabilitation programs is obviously agreed to by the state of Alaska. The state Constitution provides for them, and they are reflected in the Alaska Administrative Code, and the regulations of the Division of Corrections. They are also substantially supported by the citizens of Alaska as indicated in the 1976 survey, "Public Opinions About Crime and Criminal Justice in Alaska."

In written form, the Division of Corrections states that its

philosophy and goal is "to provide protection to the public and the necessary and constructive program service within budgetary and facility limitations to those prisoners who need and request them." The institutional programs of the Division of Corrections are seriously deficient, and this statement suggests at least a good part of the explanation. The budget is inadequate, and most of the facilities are severely limited in their capabilities, actual or potential. But there are other reasons as well.

This section will deal with education, vocational training, counseling, alcohol and drug abuse programs, recreation, and prerelease programs. But as important as any of the foregoing, perhaps as important as all of them together--and an essential complement to them--is a work program. Elements of all these programs exist to some extent in one institution or another, but the most common deficiency is the lack of an organized work program. The subject is discussed in detail in the prison industries section of this document, but it underlies and is inseparably associated with this discussion of other institutional programs.

### Standards and Goals

The 1976 Alaska "Standards and Goals" document states as a major problem that "the Division of Corrections does not have the means to provide adequate rehabilitation services for long-term offenders." However, the discussion is not comprehensive and centers on the stated goal:

"The Division of Corrections will establish classification procedures and long-term treatment programs in the areas of mental health, correctional industries, and will expand program services to include female offenders." The assumption appears to be that other types of programs are adequate, as reflected in the statement: "The women's correctional facility should offer programs and services comparable to those offered males in other institutions." Although this is certainly an essential goal, programs currently offered male inmates are in most instances not models to be emulated.

### Statewide Conference

One of the workshops of the Statewide Conference on Incarceration and Re-entry Alternatives held in Anchorage in January 1978 dealt with the subject of "Treatment Alternatives." One group discussion "agreed that the three main functions of incarceration, as far as the general public is concerned, are: 1) protection of society, 2) rehabilitation of the offender, and 3) punishment for the crime." The group listed as its conclusions:

- the ultimate, long-term protection of society can only be assured if rehabilitation of the offender occurs.
- Punishment and rehabilitation are mutually exclusive goals which cannot occur simultaneously. As punishment increases the possibility for real rehabilitation diminished.
- People rehabilitate themselves

- and are not rehabilitated by others.
- The well known fact that at least 50% of all incarceration is unnecessary for the protection of society was reaffirmed by the group.
  - There are plenty of treatment alternatives available in Alaska should the Division of Corrections administration decide to use them.
  - An alternatives strategy needs to be developed which provides a combination of skill development, and re-entry counseling and training, using available community agencies and programs.

Further discussion indicated the belief of the participants that although all of the programs of the Division of Corrections, both internal and community-based, are on a voluntary basis, "with very few exceptions the Division discourages these efforts by refusing to pay for them." The participants felt that the general public was uninformed in its apparent faith "that their personal safety and the safety of their property is assured by increased levels of 'security' and punishment, and the decreased efforts at treatment and rehabilitation." Among the recommendations of the discussion group were these:

- That the Division of Corrections make a public commitment to the use of alternatives to incarceration and that they develop a plan to inform the public that true rehabilitation is in their best interests.
- That the DOC abandon the policy of deciding eligibility for alternatives and programs solely

on the basis of time left to serve.

- That the DOC delegate decision-making authority concerning referral of inmates to alternatives to local staff who know the inmates. All these decisions are made from Central office at present.
- That the DOC provide programs in those institutions that have room for these activities such as Eagle River.
- That the DOC issue Requests for Proposals for treatment alternatives for inmates and that contracts be let for these services to be provided both inside and outside of the institution.

The conference report indicates that another discussion group in this workshop made these findings as to treatment alternatives:

- Alternatives are necessary; the present system does not work.
- Alcohol is a major factor in crime; therefore greater efforts are needed in this area.
- There currently are a variety of alternatives but they are not used. Education regarding what these alternatives are and how they can be used is needed.
- There needs to be more direct community involvement in the jails, to add to programs, to aid in inmate transition back into the community, to increase public education and support. A specific recommendation is made for community advisory boards such as at Eagle River,

for all institutions.

- There is serious concern over the current classification system. A recommendation is made that classification be decentralized with local decision-making powers.
- There is a need for more activities for those who are incarcerated.
- There is a need for more communication between the Division of Corrections and the public. There is a great deal of hostility with extremes of positions between those who view corrections as militaristic and attack it, and some within corrections who view the public as "bleeding heart liberals" who have no understanding of the job to be done and who resent the interference of the public.

#### Administrative Code

The Alaska Administrative Code, in Article 3 on Operations, contains a provision for Recreation and Exercise:

"RECREATION AND EXERCISE. (a) Each institution must develop and maintain programs of recreation and exercise that are compatible with the varying levels of interest, ability and physical need of the prisoners.

(b) Each prisoner must be offered outdoor recreation and exercise for a minimum of seven hours a week, except where security considerations require limitations.

(c) Indoor recreation and exercise may be substituted for outdoor activities where weather conditions

make such activities inappropriate.

(d) The recreation program must include physical exercise and other leisure activities. Where limited personnel or physical facilities restrict opportunities for recreation and exercise, institutional staff shall devise alternatives to provide adequate exercise and recreation."

Article 5, on Programs, contains other provisions for academic education and vocational and work opportunities. The one on academic education reads:

"ACADEMIC EDUCATION. (a) Each institution must provide an educational program to the extent permitted by the resources of the division. The program must include remedial education programs that will afford the prisoner an opportunity to attain an educational level equivalent to the completion of the 12th grade in the public school system, as measured by the general equivalency diploma test. Advanced educational opportunities, including correspondence courses, must also be made available to prisoners.

(b) The superintendent is responsible for the development of the educational program in his institution. The superintendent shall seek advice from appropriate agencies."

The provision for vocational and work opportunities states:

"VOCATIONAL AND WORK OPPORTUNITIES. (a) Each adult correctional institution must provide work projects and vocational training opportunities within the confines of the institution to the extent

permitted by the resources of the division.

(b) The Superintendent of each institution is responsible for the vocational training program and shall seek advice from appropriate agencies."

These subsections are augmented by another subsection on Rehabilitation Furloughs providing: "Upon recommendation of the classification committee and the superintendent, the director may grant any sentenced prisoner a furlough to participate in educational, training, medical, or psychiatric programs or other rehabilitation programs in accordance with" the subsections on Appeal of Classification Action and Furlough Consideration (criteria for eligibility). Among the various furlough authorizations there is also one for the purpose of work.

The provisions affecting institutional programs are not set forth in the detail that apply to other institutional operations. This may be viewed as reflecting a lack of emphasis on programs. On the other hand, the Code gives the Division of Corrections and institutional superintendents broad authority to institute educational, vocational training, recreational and work programs. The Code is silent as to counseling, alcohol and drug abuse, and prerelease programs (except for various kinds of furloughs), but this is not a fatal defect--there is nothing in the Code to preclude their development.

#### Institutional Manual

Section 701 of the Division's current institutional manual

embodies the Code's provision as to Recreation and Exercise, adding only that "Institutions will encourage inmate planning of and participation in recreational programs."

Section 702, on Reading Materials, authorizes prisoners to have in their possession, read and obtain any reading material of the State Library system, including the institutional collection which is also provided by the State Library. The section also required the establishment of a law library, and sets forth procedures for obtaining reading materials. Prohibited are materials which are "obscene according to the definition of pornography established by the U. S. Supreme Court" or which "present a clear and present danger to the security of the institution."

Section 712 on Academic Education also embodies the Code's provision on this subject. Added are provisions requiring each institution to develop educational programs for the functionally illiterate offender, and authorizing institutions to "specialize in one type of education so as to provide the most efficient use of personnel and resources."

Similarly, section 713 on Vocational Training Programs adopts the policy set forth in the Code. The section adds that:

"In order to avoid duplication of resources, each institution is encouraged to take advantage of vocational training opportunities presently available within the community by utilizing the furlough program. At the request

of the offender and the approval of the Classification Committees, the offender may be transferred from one institution to another in order to take advantage of vocational training programs in another locale."

In establishing vocational training programs the institutional superintendent is required to "consult with and seek the advice of the Department of Education, Vocational Education Division, the Department of Labor, local trade unions and private enterprise administrators."

Like the Code, the institutional manual does not directly address the development of counselling, alcohol and drug abuse, and prerelease programs. However, in the latter instance section 800 requires institutions to develop release plans for all offenders, and the numerous provisions as to furloughs must be regarded as a major element in prerelease programming.

The proposed revision of the institutional manual, in section 317 on Recreation and Exercise, incorporates the provisions of the current manual. However, the statement of policy is amplified as follows:

"Recreation has become recognized because of its important part in alleviating the dull monotony of prison life and acting as a safety valve for the release of pent-up energies which might otherwise lead to disturbances, and it can be directed toward helping prisoners face and solve some of their personal problems.

Since we are not sufficiently staffed to provide a full-time

recreation officer, the Superintendent shall be responsible to see that established recreational programs are conducted. These recreational programs may include but are not limited to:

1. Music Room
2. Recreational Lounges
3. Weightlifting Rooms (using universal gymnasium equipment)
4. Movies
5. Outside Recreation
6. Library and Classroom
7. Sports

Libraries and classrooms will be off limits, when being utilized for educational, vocational or treatment programs such as group counseling and Alcoholics Anonymous.

Because of limited recreational facilities, the staff should, therefore, be observant of these areas to ensure that all prisoners desiring to take part in any available recreation activity are given equal opportunity."

Section 506, on Education Furloughs, incorporates the Code's and the current manual's provisions as to internal educational programs, excepting that the material on programs for the functionally illiterate offender and the authorization for institutions to specialize in one type of education are omitted. The section concludes with the statement that "Prisoner participation in educational programs outside the institution requires approval of the director and the same criteria for vocational training furloughs in section 505."

Section 505, on Vocational and Work Furloughs, repeats the current manual's



provisions as to internal institutional work and vocational training opportunities. It goes on to spell out the criteria and procedures as to furloughs for these purposes. One of these provisions, which must be regarded as particularly restrictive, states that "the prisoner must have exhausted the appropriate opportunities within the institution." The 500 series of the manual contains other sections authorizing the prescribing criteria and procedures for other types of furloughs. Apparently missing from the proposed manual is the current manual's requirement for release planning, but the policy and procedure continues to be reflected in the Division's probation and parole manual.

It is particularly noteworthy that the proposed manual, in section 210 on Inspection of State-operated Correctional Facilities, assigns to the Division's Chief of Security the responsibility for annual inspection of each institution's "correctional program", as well as such other features as fire, environmental and health standards, custody and physical plant. Except for the establishment of policy, the proposed manual, like the current manual, does not specifically mention a role for the central office in the development of rehabilitation programs.

Manual of Standards

The American Correctional Association's Commission of Accreditation, in its "Manual

of Standards for Adult Correctional Institutions," provides a number of standards in the area of institutional programs. The Division of Corrections is in substantial compliance with at least three of the provisions regarding Recreational and Inmate Activities: (1) written policy and procedure provide for a comprehensive recreational program that includes leisure time activities comparable with those available in the community, (2) the recreational program includes both athletic and cultural activities, and (3) written policy and procedure provide for a specific program of inmate activities. However, the Division's recreational program does not appear to reflect the other Manual of Standards' provisions:

--The institution employs a full-time, qualified recreational director who supervises all recreation programs.

--The recreation director selects, trains and uses inmates as program assistants.

--Written policy governing recreation encourages interaction with the community.

--Facilities and equipment, which are maintained in good condition and are suitable for planned recreation activities, are available in proportion to the inmate population (the standard spells out the types of equipment).

--There is a systematic approach to determine the personnel

requirements for the recreational program to ensure inmates access to staff and services.

--Written policy and procedure provide that recreational needs and interests of inmates are assessed on a continuing basis.

--There is a systematic approach to determine the personnel and financial requirements needed to support inmate activities.

--Written policy and procedure permit inmates to participate in community activities, provided the inmates' custodial status allows them to leave the institution.

Compliance with the Manual of Standards' provisions as to Education and Vocational Training is more difficult to assess. Elements of these standards are reflected in the Division's institutional manual and in practice at one or more of the correctional facilities. But other elements are missing from Division policy or are not reflected in practice at a significant number of institutions (Eagle River and Palmer may be notable exceptions):

--Educational and vocational training opportunities are available to all inmates except where there is substantial evidence to justify otherwise.

--There is a systematic approach to determine the personnel requirements for the educational and vocational programs to ensure all inmates access to staff and services.

--There is an annual evaluation to measure the effectiveness of the educational and vocational training programs against stated performance objectives.

--There is a system whereby the educational and vocational training programs are assessed against stated objectives by qualified individuals, professional groups and trade associations; this assessment is done at least every three years.

--The educational program is supported by specialized equipment, including, at a minimum, classrooms, teaching carrels, audio-visual materials and facilities, chalkboards and administrative space.

--The institution uses community educational programs for selected inmates.

--The institution used community resources in the vocational training programs.

Also, the Manual of Standards' provisions as to Library Services, are not significantly reflected in Division policy or practice (again with the exception of Eagle River and to some extent, Palmer), particularly as to the following:

--The institution provides comprehensive library services.

--The parent agency has a full-time staff member, qualified in library science, to coordinate and supervise the library services for all institutions in the system.

--The institution has a qualified



staff member who coordinates and supervises library services.

--There is a systematic approach to determine the personnel requirements for the library services to ensure inmates access to staff and services.

--There is a systematic approach in determining the library service needs of the inmate population.

--The library is functional in design and inviting in appearance.

These and other deficiencies are noted in a statement from the Alaska State Library of the Department of Education in a December 1978 memorandum to the Corrections Plan Advisory Committee.

All of the Accreditation Commission's standards on Social Services and Counseling are missing from the Division's institutional manual, either current or proposed, but are reflected to some degree in practice at the institutions. The standard providing that "the social services program (counseling) involves all institutional personnel" is not implemented excepting at Eagle River and Palmer, where some correctional officers may act as counselors. In other institutions, counselors are discouraged from functioning in this role.

It would appear that the Division is not in full compliance with the standard recommending that, "written policy and procedure provide for substance abuse programs for inmates with drug and alcohol addiction problems." The Manual of Standards' discussion on this provision states:

"These programs should include, at a minimum:  
Staff trained in drug and alcoholic treatment to design and supervise the program;

Selection and training for former addicts and recovered alcoholics to serve as employees or volunteers in these programs;

Coordination of institution and community substance abuse programs;

Efforts to motivate addicts to seek help;

Realistic goals for the rehabilitation of inmates with drug and/or alcohol abuse problems; and

A variety of approaches to provide flexibility to meet the varying needs of different addicts."

Similarly, the Accreditation Commission's standards on Release Preparation and Temporary Release are all reflected in the Division's institutional policy manual. But in practice, under current circumstances, there is very minimal use of such programs. These are among the more significant of the standards:

- Written policy and procedure provide that all inmates participate in a program of release preparation prior to their release from the institution.

- The release preparation program provides for graduated release through a systematic decrease in supervision and a corresponding increase in inmate responsibility.

- The release preparation program provides for placement in community residential centers and prerelease centers for inmates needing transitional assistance.

- The chief executive officer encourages and supports the use of parolees in the institution's release preparation program.

- Written policy and procedure govern the temporary release of selected inmates.

- Where statute permits, written policy and procedure provide for escorted leaves into the community.

- Where statute permits, written policy and procedure provide for unescorted leaves into the community.

- Where statute permits, written policy and procedure allows for inmate participation in work or study release programs.

#### Status of Programs

During the course of master plan preparation all of the institutions operated by the Division of Corrections were visited, and interviews conducted with available institutional officials, judges, and representatives of public interest groups. In this connection, it should be observed again that the Division of Corrections is operating under severe handicaps in the development of institutional programs. According to many institutional personnel, funds are extremely limited, and there is not much left over to invest in programs. Equally significantly, it is obvious that the

institutions themselves, with the exception of Eagle River and Palmer, are physically so inadequate as to defeat or discourage the development of programs to the extent that may be desirable. In addition, in at least two state facilities in Ketchikan and Nome, the relatively small number of prisoners make the development of a full range of internal programs both uneconomical and operationally infeasible. Programs now available in each institution are described in the following pages.

#### Ketchikan Correctional Center

The education program consists of a basic education course taught by an instructor from the community college who comes in three mornings a week. There is no vocational training program. The institution does not have a counselor. Counseling is done by a local lay preacher, who conducts "rap" sessions on drugs, alcohol and personal problems; a probation officer visits the jail on an on-cell basis to assist prisoners in developing release plans. There is no physical exercise area other than a small roof-top enclosure and no recreation room (even the educational class must be held in either the visiting room or the assistant superintendent's office, both of which are extremely small). Recreation consists of a pool table in the trustee dormitory, TV in all the dormitories, radios, playing cards and monopoly games. There is a tiny law library and an equally small general library with a collection mostly made up of old books. The lack of a community alcohol detoxification facility and program has placed the

Ketchikan facility in the position of detaining many persons in serious need of both detox and long-term alcoholism treatment. Six sentenced prisoners do maintenance work around the institution, but the others are idle. At the time of the on-site visit, eight prisoners were in work release status, by court order (but in maximum security status at the institution); there were none who had been granted work release by the Division. There were a number of long-term prisoners with sentences up to ten years, even though this facility must be considered so irremediably physically deficient that it is totally unfit for any detention or incarceration purpose.

#### Nome Correctional Center

A basic education program is conducted by a representative of the Kawerak Educational Agency, an arm of the Bering Strait Native Association. There is no vocational training. The Norton Sound Family Services Agency provides alcohol group counselling, although the adequacy of services for alcoholic prisoners has been disputed by a local public interest group. The institution does not have a counselor. There is no recreation program beyond TV. Three prisoners are on work release (but in medium security at the institution); there were no prisoners who had been granted work release by the Division. Eight prisoners work full or part-time on institutional maintenance assignments; the remainder are idle. Although the institution is not supposed to have prisoners with more than

a year left to serve on their sentences, there were a number of long-term prisoners with sentences as long as 5 years, and with much of these sentences left to serve. This facility is totally unsuited for any purpose other than very short-term confinement, and located as it is in a basement area of the Federal building, its shortcomings in this respect cannot be altered.

#### Juneau Correctional Center

The educational program consists of a basic education program taught by representatives of the local Adult Basic Education Center who come in daily, and a college program conducted by instructors from the University of Alaska. There is one vocational training course, in auto mechanics, taught by a salaried staff member; it accommodates a total enrollment of six. The program is located in a relatively poorly equipped Butler building on the grounds of the institution. Under development was a vocational training course in food service, to be conducted jointly by the institutional steward, the state sanitarian and the University of Alaska. The institutional counselor conducts a weekly behavioral group therapy program, and there are other groups, for drug and alcohol abusers, operated by the Alcohol Central Agency (there is also an AA chapter). Meeting on a weekly basis are a Native culture group, a Black culture group, a Bible study group, and a Junior Chamber of Commerce group.

There is no gym, but there is an

outdoor recreation area. Inmates may participate in various arts and crafts, and occasionally short-term courses are held to teach such arts and crafts. There is the usual TV, card games and a fair library of about 1500 volumes. About 50 men had maintenance assignments around the institution, but it was acknowledged that these assignments were overstaffed and that about half the inmates are substantially idle. There was no one on work release, and there had been only one furlough in recent months, this one granted on the basis of a medical emergency.

The housing in this facility is primarily dormitories, and as such, unsuitable for long-term inmates. However, Juneau is used as Alaska's in-state maximum security facility, and most of the inmates have substantial sentences, some even having life sentences. The facility as it is now designed is inappropriate.

#### Fairbanks Correctional Center

Both the basic education program and the college program are taught by a staff instructor; the college program is augmented by an instructor from the University of Alaska. The institutional instructor also teaches arts and crafts. The facility has a counselor, and there are some local counseling resources. There is no vocational training program. For recreation the facility has a very adequate gym and an outdoor recreation area, and there is the usual TV, card games, and a

very small library. About 35 inmates have maintenance assignments, some of them admittedly overstaffed, and about 20 of the sentenced prisoners are idle. There is no one on work release, and there have been no furloughs in some time.

As with Juneau, the housing at Fairbanks is largely dormitories, and as such, unsuitable for long-term prisoners. Although the majority of prisoners are unsentenced, a few sentenced prisoners have sentences as long as life, although most are serving ten years or less. The facility is not designed to serve this purpose.

#### Third Avenue Correctional Center, Anchorage

This facility serves as the classification center for prisoners sentenced in the Anchorage area, and as such, most prisoners are there for only a short time and the full range of institutional programs cannot thus be offered. There are of course no educational or vocational training programs. The facility has a counselor, and local resources for counselling. For the small number of prisoners who are serving short sentences at the jail there is an alcohol group, and a few institutional work assignments. There is no outdoor recreational area or recreational program, but card games, a ping-pong table, a small library and weekly movies are provided. In view of the mission of the jail, work release and furloughs are inappropriate and are not granted. A facility of this type should have single-occupancy cells, but the contrary

is the case, with most of the housing consisting of dormitories. The facility is also poorly equipped for its primary purpose, that of classification, and there is no space for program development of any substantial nature. In this connection it is noted that some inmates may remain there for some weeks or even months, awaiting final central office action on their transfers to the institutions where they will serve their sentences.

#### Sixth Avenue Annex, Anchorage

This facility is used mostly for unsentenced prisoners, although there are a few sentenced state and city prisoners. There are, of course, no educational or vocational training programs. The institution has a counselor and the same external counselling resources as Third Avenue. The counselor does some GED testing, provides films and books, and performs crisis intervention duties. Each dormitory opens onto an outdoor courtyard, but these courtyards are totally bare and do not reflect much use. Recreation consists mostly of TV, radio, table games, and a small collection of books in each dormitory. There are a few work assignments for sentenced city prisoners; sentenced state prisoners are transferred to Third Avenue as soon as possible after sentencing. Considering the purpose of the facility, work release and furloughs are inappropriate and are not granted. The housing is mostly multi-occupancy cells and dormitories, and as such unsuitable for the type of

prisoners the facility holds. There is no space for the development of programs, particularly needed for those prisoners who must remain there for many weeks or months awaiting court dispositions of their cases.

#### Ridgeview Correctional Center

At this facility for women prisoners, basic education is taught by a contract instructor from Alaska Pacific University, who comes in 2 hours a day; the class had 4 enrollees at the time of the on-site visits. There is no vocational training. There are two counselors, one of whom does the classification paperwork and counsels inmates. The other conducts the program, holding group sessions, showing films and leading sessions in self-attitudinal awareness. For recreation there is a small gym and a combined library and card room. Adjacent to the building is an old warehouse where inmates may engage in arts and crafts, taught by a contract instructor; for security purposes an institutional counselor must also be present when this space is in use. Also adjacent to the building is a house which is used for work releasees; there was one prisoner on work release (the only work releasee in the system who had been granted that status by the Division). This facility must be considered temporary, inasmuch as at its activation the Governor pledged that it would be replaced by the end of five years, and it may not be feasible to renew the lease for the facility even through this time period.

#### Palmer Correctional Center

The basic education program is taught by a staff instructor; there were 14 enrollees. There is no formal vocational training, only on-the-job work experience. For recreation, the facility has a gym, and there is also a large basement area which holds, among other things, pool tables, a ceramic room, a TV room, a hobby shop, and a reasonably well-stocked library. The staff instructor also conducts a 6-week alcohol and drug education class; there were 10 participants. The facility is work-oriented and there are a variety of work assignments accommodating all inmates. There was no idleness. No prisoners had been placed on work release for several months; there had been five Christmas furloughs and two others in the six months intervening between Christmas and the time of the visit. Although the rated capacity of the facility was 70, it held only 43, all in minimum security. The housing is almost entirely cubicle-style dormitories; there are 3 double-decked cells for emergencies. Even considering its small population, this facility has the most balanced program in the entire state corrections system.

#### Eagle River Correctional Center

This facility has an elaborate 4-phase program, from orientation through prerelease. The emphasis is on education and there are a variety of opportunities, from basic education to college level courses. There are no formal

vocational training programs, but some introductory vocational courses are contemplated, starting possibly with small engine repair. There are a variety of recreational opportunities, including an excellent gym, an outdoor recreation area, a very good library, a music room, arts and crafts, ping pong, billiards, and lounging areas. About 40 inmates have job assignments associated with institutional operations; the remainder are in a labor pool where they may be drawn upon by staff to do yard work. There was no one on work release, but during the month prior to the visit, three inmates had been granted brief furloughs to attend meetings in the community. All inmates are housed in private rooms. Physically Eagle River must be considered one of the most well-designed correctional institutions in the United States. It has a capacity of 100, but at the time of the site visit held only 66.

On April 30, 1978, an evaluation of the Eagle River facility was issued, prepared for the Division of Corrections by Marshall, Kaplan, Gans and Kahn of San Francisco. The study began in late 1975 and much of the information may not be currently accurate. However, much of it is worth noting, particularly since it is felt that while this is an excellent institution with a well-developed "treatment" program the lack of an organized work program may be its most significant deficiency. The evaluation study notes:

"While the administration's intentions to make work meaningful in an institutional context was laudatory, they have met with varying success. The official ideal was to start everyone in the labor pool with the object of getting them to aspire to, and work towards more meaningful, better paying work. In practice, however, there were not enough high paying, meaningful jobs in the institution to satisfy a sizeable number of inmates. Good jobs tended to be monopolized by their present holders, or those with previously-acquired skills. For example, those with experience in cooking and baking were assigned to the better-paying jobs in that area. While this arrangement undoubtedly made for better meals and pastry, it also permitted others to languish and grow discontented in the boring, poorly-paid jobs. The problem here is an old one, efficiency vs. personal change. In the interests of efficiency, it is expedient to allow the better skilled to get and hold the best jobs. In interests of changing individuals, it is probably better to rotate jobs regularly and develop new skills. Finally, the problem of idleness on the job remains; there are still many assignments which take only a small portion of the time to complete."

The study indicated that an "effort to develop inmate industry and vocational training has not been realized because of conflicts between inmates and staff."

In 1974 a grant was made by LEAA to develop an inmate corporation at Eagle River to produce and sell

products, but due to "disagreements between the Inmate Council and the Administration over staff control of the Corporation," the project was never carried out.

In general, the evaluation study found that the Eagle River "experience is a relatively positive one for most inmates," and that, "in terms of major policy issues and program components, we can proffer few criticisms of the Eagle River Correctional Center." An attempt to measure recidivism among inmates released from Eagle River was limited by the small size of the sample and the relatively short period of follow-up, but even so, the findings appeared to be favorable.

The evaluation study made several recommendations which can be summarized as follows:

1. The proportion of native Alaskans at Eagle River is considerably smaller than for the total prison population, and an effort should be made "to recruit more natives from other prisons in the system so as to achieve a fairer representation in the facility."
2. "The facility is in need of a vocational training course," and the former small engine repair course should be reestablished.
3. The inmate industrial corporation should be developed, and differences between inmates and staff on this issue negotiated.
4. Inmates should be advised frankly not to expect work release and furloughs. Apparently inmates (at the time of the

evaluation team's last visit, during September 1977) were being led to expect releases and furloughs, but "release programs are not being offered because of administrative policy and it does not appear that this policy will change in the near future."

however, the evaluation team was generally complimentary and stated that "Eagle River and particularly its staff should be commended on their ability to create a close, tension-free climate."

#### Summary of Recommendations

Throughout the interviews with institutional personnel, judges, local officials, representatives of public interest groups, and others conducted during this planning process, there was nearly complete unanimity on one issue, i.e., the desirability of improving correctional programs. There was substantially less agreement as to how this might be achieved.

The desired improvement in institutional programming must be considered as a long-range effort. A few of the institutions are too small in population to support a full range of programs, and most simply do not have the space. Also, because of overcrowding, there is little flexibility possible in the use of the current institutions; most of them are unsuited to the purposes they are presently being called upon to serve. The realization of the full potential for the development of programs in Alaskan institutions must await new construction. However, there are a number of steps that can be taken within the near future that will bring about some measure of improvement and that will provide the basis for long-range program development.

5. Counselors should "be given regular systematic training to sharpen their skills in group facilitation," and "money from the training budget should be used to bring in expert group leaders so that groups can become more dynamic and relevant." This recommendation was based on inmate criticism of regular group therapy, and the finding of the evaluation team that "as they are, groups are generally boring and dull, and it is no wonder that inmates are critical of them."
6. The present system of advising inmates about classification decisions should be reviewed and revised to facilitate communication. (Inmates criticized the "fairness" of the classification system and complained that answers to classification requests were not fed back to them in a reasonable time.) Similarly, some systematic feedback should be developed to give inmates information about write-ups in a reasonable time period. (Inmates criticized the system of write-ups by inmates of staff members--apparently the inmates were not advised of the outcomes of these efforts.)

In prefacing these recommendations,



## Organization

The central office of the Division of Corrections should be allocated funds for staff to furnish leadership and direction for program development within the institutional system. At present the central office has supplied brief and very broad statements of policy affecting program development, but the initiative for implementation is left, for all practical purposes, to the institutional Superintendents. The Assistant Director for institutions has many responsibilities and cannot be expected to give to program development the measure of attention that is required. Therefore, the position of Chief of Programs or Program Coordinator should be established under the authority of the Adult Institutions Administrator. This Chief of Programs should have responsibility for inter-agency relationships, with the aim of encouraging the use of other agencies' resources by the institutions; and for internal program development, including education, vocational training, counseling, recreation and prerelease programs (release preparation, work release, furloughs, halfway houses). Institutional program inspections that are now assigned to the Chief of Security should be the responsibility of the Policy Development inspection staff.

At present, two different management policies are in effect as to custody and programs. Custody is tightly controlled by top management, while program responsibility is almost entirely delegated to the field. Division policies in this respect should be brought into balance. This will require more delegation of custodial

classification, as indicated in the section of Classification, and more central office leadership and direction in program development and operation. The two elements are equal in importance and complementary to each other, and in a professional institutional system they should be given equal consideration.

Each institution that does not now have a comparable position should be authorized a Program Director, reporting to the Superintendent or Assistant Superintendent. Within the institution, he or she should have responsibility for the same range of programs as does the Chief of Programs in the central office. The Program Director should of course be selected from program personnel rather than custodial personnel, assuming that custodial personnel who become qualified are able to shift their career direction toward program activities.

## Funding

Sufficient funds should be requested and budgeted each year to support program development and operation, including personnel, equipment, and contractual program arrangements, on the basis of annual plans prepared by the Chief of Programs in consultation with the institutional Program Directors. As new institutions are constructed and activated, the annual budget can be expected to increase significantly until the institutional system is completed. The program budget should be a separate line item in annual appropriations, and the current practice of according to program development funds

that may be left over from maintenance and security expenditures should no longer occur. The presence of adequate programming in an institution serves in and of itself as a very considerable enhancement of security.

## Evaluation

As reflected in the Accreditation Commission's standards, the Division of Corrections should contract, at least every three years, for an evaluation of institutional programs by an outside agency, either public or private. This should be a process evaluation, looking into the adequacy of teaching standards and techniques, vocational training methods and equipment, counselling procedures, and the use of recreational space and equipment. This evaluation should not necessarily attempt to measure the effectiveness of programs against recidivism rates because of the great variety of other factors that also affect recidivism rates. Recidivism rates, based as they usually are upon reconstructions and commitments, is not an adequate measure of actual returns to criminal activity, since most crimes are either unreported or remain unresolved by arrest and conviction. Further, most offenders eventually decrease their criminal activities as they grow older and the skills and training they receive in prison are eventually of some assistance to them in adjusting to the free world. These outcomes are difficult to measure, and therefore the assumption should be made that educational, vocational training, and other

programs that meet the qualitative standards of similar programs in the community have inherent social value, regardless of measurable impacts on recidivism.

## Community Programs

For the immediate future, considering the severe limitations of existing institutions, the emphasis in program development should be in the direction of the community, i.e., education and work release, furloughs, halfway houses. There is a potential for these types of programs in every community in which institutions are now located, but this potential is now going almost entirely unused. Although all of the institutions have internal programs of some kind, limited as most of them are, community-based programs, the most vital element of rehabilitation programs, are almost nonexistent. The section on Classification reflects some of the changes that must occur if community-based programs are to become a reality. However, if the unfortunate events of 1975 are not to be repeated, community-based programs should be closely controlled and supervised. At present, probation personnel are assigned this responsibility for offenders who will be in the community for more than 30 days, and institutional personnel for periods less than 30 days. This policy should be re-examined. It is recommended that inmates who go into the community each day for educational, vocational training or work, but who return to the institution, should be supervised by institutional personnel, with provision for actual community checks.



Inmates who are on release programs and reside elsewhere than the institution should be supervised by community services personnel, on a much more frequent basis than that provided for probationers and most parolees. Using this approach, it is still possible that failures may occur, but their incidence will be minimized. This will require more personnel, but if Alaska seeks to develop correctional programs of high quality, more personnel will be required in any event. Programs should not be attempted that cannot be adequately supported and supervised.

#### Education

Under present circumstances, the Division of Corrections is doing what it can to provide educational services. There are a variety of arrangements among the institutions for basic education and college level instruction including staff instructors, contract instructors from local colleges, and representatives of Native corporations. The amount of time given to educational programs also varies by institution from full days Monday through Friday, to only a few hours twice a week. The provision of space for educational activities also ranges from no space at all at Ketchikan to the reasonably attractive and adequate space at Eagle River. The availability of educational equipment and aides has similar variability across facilities. Local conditions and limitations dictate virtually all of this variation,

and very little can be done about it pending new construction which will enable institutions to be classified and used for the purposes of which they are capable.

For the immediate future, as set forth previously, the educational program can be augmented through changes which will permit the use of day releases and furloughs and thereby give institutions more access to community educational resources. Over the long range, the improvement of educational programs must be achieved through new construction and architectural provision for these programs, reclassification of the existing institutions that will be retained, and accompanying changes in prisoner classification policy which will permit the assignment of prisoners most in need of educational services to institutions where these needs can be met.

As the prison system develops under the construction program, educational services throughout the system should be more systematized and standardized. The creation of the Chief of Programs position at Division level would be a step in this direction. Also, it is recommended that consideration be given to legislation which would assign to the public school system the responsibility for providing educational instruction through the 12th grade within correctional institution. This would help to assure the availability of qualified instructors and level of instruction that would meet community standards. It would also help to prevent the "institutionalization" of educational programs which often reduces them to a deadly routine;

the use of persons from the community for these programs would preserve a degree of freshness and vigor. Similarly, the present policy of contracting with personnel of local colleges for programs of higher education within correctional institutions should be retained and, where possible, expanded, with their use to be preferred over Division staff instructors for this purpose.

#### Vocational Training

At present there are no full-fledged vocational training programs within Alaskan institutions, and considering current institutional limitations it would be difficult to develop them excepting at Eagle River and Palmer. For the short range, to a limited extent, vocational training opportunities can be made available to selected inmates through the use of day release and furloughs in communities where vocational training resources exist, but current policy as to community release programs will necessarily have to be changed. Also, budgetary provision should be made for the early development of fully equipped and adequately staffed vocational training programs at Eagle River and Palmer. Over the long range, vocational training opportunities should be created in conjunction with the development of the work and industrial program, and through program and architectural provision at the new institutions which are to be constructed, which are discussed in another section of this plan.

#### Counseling

The counseling program is in

immediate need of revamping. Counselor positions should be established at the institutions where they are now lacking (Nome and Ketchikan), and the counseling staff at other institutions should be augmented so that counselors are not overwhelmed with paperwork and have time for counseling of inmates. Further, counselors should be accorded a more professional status by removing such proscriptions as the apparent ban on their membership on classification committees and through a management mode recognizing the essential role of counselors in institutional programs. Budgetary provision should also be made for the purchase of counseling resources available in the community, in order to meet the more specialized needs of prisoners (especially Native Alaskans, and those with marital or family problems).

Further, correctional officers should be trained and authorized to function as lay counselors in the institutions. Apparently, excepting for selected individuals at Eagle River, they are now discouraged from fulfilling this role. Research (Glasser, for example) has shown that correctional officers may often be more effective as counselors than professional personnel; this ready and available resource should be utilized.

There should be a concerted effort to provide alcoholism treatment to all inmates requiring such care. Given that more than half of sentenced inmates were chronic alcohol abusers at the time of their intake into the corrections

system, the high level of need is indisputable. A recent report estimates that alcohol abuse now costs the State criminal justice system over \$15 million annually; therefore, any expenditure for corrections treatment programs which results in a reduction in alcohol abuse by offenders is certainly justifiable.

Efforts to develop drug abuse treatment should be focused on the urban institutions, since drug abuse tends to be an urban rather than rural phenomenon, in Alaska as elsewhere. A needs assessment should be performed to determine how many inmates both require and would participate in such alcoholism or drug abuse treatment, and services should be provided to inmates by the State Office of Alcoholism and Drug Abuse.

These recommendations will require the appropriation of additional funds to the State Office; however, if the costs to the Alaska criminal justice system of substance abuse (estimated at \$15 million annually for alcohol abuse alone) can be even slightly reduced through providing inmate treatment programs, the program will pay for itself (and perhaps even save money in the long run).

In the area of recreation, again it would appear that the Division of Corrections is doing about the best it can, given the physical limitations of most of the institutions. Across the system, the availability of recreational activities varies widely in content and quality. Provisions at Eagle River and Palmer must be considered excellent. In some instances--

Nome, Ketchikan, 6th Avenue, 3rd Avenue--the facility limitations are severe, and virtually unsurmountable. For the short range, the establishment of the positions of Chief of Programs and institution Program Directors should bring about some early improvement in these programs. More frequent movies and the extension of cultural group meetings and arts and crafts (which can be offered in housing units) to the institutions which do not now have them should be considered. But any significant improvement in outdoor and indoor recreational programs must await the construction of new facilities. In some instances, with the development of new institutions, the problem can be met by housing only short-term inmates in some of the institutions that are now being used for long-term inmates. Otherwise, the problem of prolonged boredom and inactivity will continue.

#### Libraries

The library resources of most Alaska correctional institutions are quite limited. As the Alaska State Library notes, "meaningful, relevant materials can improve reading and education levels, stimulate vocational interests, and offer a recreational activity." To improve existing library resources, the State Library recommends that:

1. Space be provided in all planned and existing correctional facilities for the housing, use and circulation of library materials.

2. Inmates have access to the library on a daily basis. Inmates who are in maximum security and thus not allowed physical access to the library should have a variety of library materials made available to them to select from.
3. Institution budgets should include a line item for library materials and equipment; and there should be a follow-up mechanism to assure that allocated funds are spent as intended.
4. The Division of Corrections and/or individual correctional centers should consider contracting with local public libraries or the State Library for library program services and supplementary materials."

#### Prerelease

In the area of prerelease programming, the major improvement required is its effective implementation, including furloughs for educational and vocational training purposes, work release, and halfway houses. At present there are few furloughs granted, almost no work releases, and few inmates go to halfway houses (then usually only after parole or mandatory release). As the profile of Alaskan prisoners indicates, there are many prisoners who are suitable for these programs and the Administrative code, the Division's institutional manual, and institutional practice should be revised to make it possible for such assignments to be made.

Also, excepting at Eagle River, where program and release planning is conducted by counselors and probation officers in consultation with inmates, there are no internal programs designed for prerelease preparation. These programs usually involve bringing in qualified persons from the community to discuss with groups of inmates nearing their release dates the kinds of problems they will meet in the community and the kinds of resources that are available to help them. Such programs can be immediately developed at Palmer, Juneau and Fairbanks. The number of prospective releases at Ridgeview, Nome and Ketchikan are perhaps too few in number at any one time to warrant this type of group meeting. However, the counseling program can be structured to meet this need to some degree, provided that counseling positions can be established at Nome and Ketchikan.

#### Work for Inmates

The work program is discussed elsewhere in this master plan, but it should be pointed out that it is a necessary complement to the other types of institutional programs discussed in this section. When new institutions are constructed, the existing institutions that are unable to develop organized work programs due to unalterable physical plant limitations or an inmate population that is too small should not be used for very long-term prisoners. Under these circumstances, the range and quality of programs that should be made available to such prisoners are simply not feasible,

and continued use of these facilities for long-term purposes means that the inmates will continue to be largely unoccupied and idle.

Prerelease programming discussed above should include provision for a job placement service for releasees, functioning prior to release. In Anchorage, these services could be performed by one or two job placement officers serving Palmer, Eagle River, Ridgeview, and the new sentenced inmate correctional institution to be constructed in the area. Elsewhere, the service could be contracted out to a community agency. In carrying out this service, a newly enacted federal law should be a valuable resource. Under the Revenue Act of 1978, in the Targeted Jobs Tax Credit provision which modifies the Tax Reduction and Simplification Act of 1977, liberal dollar credits may be granted employers who hire persons in seven specified categories, including ex-offenders. Employers hiring ex-offenders may get tax credits equalling 50 percent of the first year's wages, up to \$6,000, and 25% of the second year's wages. To obtain the tax credit employers must hire ex-offenders who are members of economically disadvantaged families within five years after their prison release date; the employers should also have the ex-offenders they hire certified as eligible by their local state employment service.

#### Summary

Alaska is not unique in its lack of space for inmate programs within its institutions. Most correctional

systems operating with limited budgets and antiquated facilities face the same dilemmas as has the Alaska Division of Corrections. Only with the appropriation of adequate funds to provide for inmate treatment and rehabilitation programs will the Division be able to fulfill the mandate of the State Constitution, which asserts that reformation of offenders should be a primary aim of the corrections system.

## PRISON INDUSTRIES

### EXECUTIVE SUMMARY

As part of its criminal justice master plan, the Alaska Department of Health and Social Services requested the American Foundation, Incorporated -- Institute of Corrections to conduct a prison industry feasibility analysis. The major findings and recommendations resulting from this analysis are summarized in this section.

Our analysis indicates that prison industries would be appropriate in Alaska, and we recommend that such operations be introduced to a number of facilities by the Division of Corrections. However, our analysis also indicates that initially the prison industry will have to be subsidized by the state. In the long run, prison industry must be able to sell its products and services on the open market if it is expected to employ a significant number of prisoners at a reasonable proportion of free world wages, while at the same time being economically self-sufficient.

We suggest that a prison industry operation in Alaska be implemented in light of five goals which we feel are responsive to present day realities in Alaska's prisons, and which we feel are attainable. These goals represent a general statement of operating principles for an Alaska prison industry project. A series of specific objectives are suggested for each goal. Achievement of these objectives would then become the means by which the overall program goals could be fulfilled. The proposed goals and objectives are pre-

sented in detail in section two of this report; briefly the goals are:

- . Financial self-sufficiency for the total industrial operation within five years
- . Provision of needed services and products to the people of Alaska
- . Enhanced employability for prisoner-workers
- . Autonomy of operation for industry management within the legitimate constraints of a total institution
- . Protection of the human rights of prisoner-workers
- . Expansion of productive work opportunities within the institutions

A prison industry feasibility analysis was conducted within the framework of two key questions:

- . What products and services would be appropriate to provide in a prison setting in Alaska?
- . Are prison industry operations appropriate to both long-term, centralized facilities as well as regional or short-term, rural facilities?

In addressing the first question the American Foundation devoted con-

siderable effort toward developing a process for selecting prison industries. By studying new product selection processes used by private industry, modifying them for use in a prison environment, trying them out and revising them as needed, a process consisting of the following four steps was developed:

- . Generating Ideas
- . Filtering Ideas Through Screens
- . Conducting a three-phase feasibility analysis
- . Making a decision based on the preceding steps

Each step employed a number of procedures which are described in detail in section three of the prison industry feasibility analysis entitled: "The Prison Industry Selection Process." As a result of employing this process in Alaska, the American Foundation suggests that certain products/services be considered as potential prison industries in Alaska. The findings supporting these suggestions are given in section three of the analysis. The specific products/services suggested for further consideration are:

- . Highway Signs
- . Office Furniture
- . Reflectorized Decals and Stickers
- . Tire Recapping
- . Laundry Services
- . Keypunch Services
- . Agricultural and Dairy Products
- . Janitorial Supplies
- . Furniture Refinishing/Reupholstery
- . Small Engine Repair/Maintenance
- . Handicrafts

In order to better determine whether prison industry operations would be appropriate in both long-term, centralized facilities and short-term, rural settings, the American Foundation devoted considerable attention to analyzing institutional characteristics which help to define how appropriate a facility is as a host for a prison industry operation. Six key factors are seen as having the greatest impact in this area. They are:

- . Location
- . Size
- . Physical Plant
- . Offender Population
- . Security Rating
- . Program Focus

The importance of each factor (and their interrelationships) was analyzed and then applied to the prisons in Alaska. This process is described in section four of the report. In general, our analysis indicated that long-term, centralized facilities seem to be most appropriate as settings for medium or large scale industrial shops, while short-term, rural facilities are appropriate as settings from which to operate community service and/or public works projects. However, recommendations varied with the unique circumstances of each facility. Specifically, the following institutions were included in our analysis:

- . Anchorage Annex
- . Anchorage 3rd Ave.
- . Fairbanks
- . Eagle River
- . Juneau
- . Ketchikan
- . Nome
- . Palmer
- . Ridgeview
- . New Centralized Facility

Recommendations linking specific product/service lines with appropriate institutions were made and are presented in this chart.

	Eagle River	Fairbanks	Juneau	Palmer	New Centralized Fac.
Highway signs *				X	X
Office furniture					X
Decals/stickers *	X				X
Laundry			X		
Tire recapping				X	
Keypunch			X		
Janitorial supplies					X
Furniture Refinish.					X
Agriculture				X	
Dairy				X	
Small Engine Repair*	X	X	X	X	
Handicrafts*	X	X	X	X	X

\* These shops could be placed in any of these institutions.

The interface between industries and the host institution is dealt with in Section four. It focuses on two key issues:

- . The Degree of Control which industrial staff has over its workforce
- . The established length of the workday

Recommendations are aimed at enhancing autonomy of operations for industries within the legitimate constraints of a total institution. Specifically, we recommend that:

- . Industrial management should control its own work force, including the ability to hire, promote, transfer, and fire prisoner-workers, and to determine hours of plant operation.

Procedures are suggested which would enhance the attainment of recommendations made in this section.

Before an industrial operation can be implemented in Alaska's prisons, however, enabling legislation will have to be passed by the state legislature to give the Division of Corrections authority to market prison industry products and services. A number of issues which should be considered prior to the actual drafting of prison industry legislation are discussed, along with the specific factors which should be included in the law in section five of the report. Among other things, we recommend that the enabling statutes address these issues:

- . Establishment of a Prison Industry Advisory Board whose members should be appointed by the governor.

- . Establishment of a Prison Industry Revolving Fund.

- . Authority to sell prison industry goods on the open market, possibly through existing in-state vendors.

- . Authority to lease prison facilities and grounds to private businesses which would employ prisoner-workers in such facilities or on such grounds.

- . Exemption of prison industry workers from the \$3.00 per day ceiling on wages established by law by Alaska 33.30.225.

Discussion of the management structure and organization of the proposed prison industry project is contained in section five of the report. Specific discussions center on the responsibilities and duties of the Industry Director and his/her staff and on a short range and long range chain of command. Specific short range and long range staffing recommendations are also offered. Major recommendations in this section include:

#### Staffing

##### short range

- . Industry Director
- . Cost Accountant
- . Shop Supervisors

##### long range

- . Salesperson
- . Industrial Engineer
- . Planner/Analyst
- . Assistant Accountant
- . Industry Manager

We recommend that the Industry Director report to the Deputy Director for Adult Institutional Services and that his office be located in the Division of Correction's central office.

The question of wages is integral to any discussion of prison industries and is dealt with in section five of this report. Prison industries have traditionally paid very low wages compared to outside wages, often with little relation to skill or productivity so that the operations have been unable to motivate workers. While wages must not be seen as the sole motivator of prisoners or generator of productivity, they are certainly critical to improvements in these areas, which in turn are integral to the overall improvements of prison industries. Our analysis recommends that wage plans be styled so as to be incentives for maximum production. Specific recommendations focus on the characteristics of a quality pay plan and the questions which should be addressed when establishing wage levels and bonus plans.



## INTRODUCTION

### OVERVIEW OF WORK IN PRISONS

Work in prison is as old as the American Penitentiary itself. Work was in fact the core of the penal experience both at Eastern State Penitentiary, the first such institution in the United States, and at Auburn in New York, Eastern's earliest counterpart. Justifications for the emphasis on work were largely moral, with much stress on the reformatory potential of hard labor. Whether through individual labor at a bench in a permanent solitary confinement cell, or through congregate labor in brutally managed "silent" shops, the work ethic was seen as the essential ingredient in the reformation of America's criminals.

Introduction of work into the prison had another, somewhat less lofty, goal as well -- profits. With the creation of the prison factory at Auburn, the ideal of the self-sufficient prison became a reality. As imprisonment expanded as the dominant penal sanction, profitable work programs expanded accordingly.<sup>1</sup>

As prison labor expanded, so too did opposition from private in-

dustry. Almost from its inception, prison labor had been perceived as a threat to private industry. As early as 1801 New York cabinetmakers and shoe manufacturers had been successful in effecting the passage of restrictive legislation aimed at reducing competition from the prisons. By 1870, private industry resistance to prison labor had influenced the firing of wardens (many of whom were replaced by men who would "establish a different industry"), had depressed prison production goals, had blocked the acquisition of new equipment, and had in some instances led to the passage of compulsory purchase laws.<sup>2</sup>

The first attempt at federal restrictive legislation for prison industries was introduced in 1888. This legislation was not passed but it was indicative of the growing opposition to prison industrial activity, and in 1929 federal restrictive legislation was passed. Concurrently, strengthening legislation was passed during the '30's, the effect of which was ultimately to destroy the prison as a center of industrial activity. Idleness in prisons soared as a result.

Creation of so-called "state use" laws, which attempted to define specific markets for prison industrial products, were not adequate to bring

<sup>1</sup> Howard B. Gill in Technical Proposal for A Study of the Economic and Rehabilitative Aspects of Prison Industries, Entropy Limited, 1974, p. 6-7.

<sup>2</sup> Ibid, p. 6-7.

back the large scale work effort in the American prison that preceded the restrictive legislation. With the exception of the war years, when restrictions were temporarily removed, idleness was a severe problem in most typical American prisons. During this time, the percentage of prisoners engaged in some type of activity (work being the only substantive assignment) never exceeded 45%.

With the emergence of the "treatment ethic" in the post-war years, important questions regarding the future of work in American prisons came to the forefront. Is work a treatment? Is it for training, or is it for production? Who runs "programs?"

In the 1950's prison work ultimately did become part of an overall treatment scheme. In this vein then, work became a vehicle rather than an end in itself. Principle justifications for prison industry "programs," in many instances explicit goals for such programs, were training and attitude change. A conscious policy of industrial diversification was the very real product of a training emphasis; this policy also helped protect prison systems against potential protests from free world industries concerned with undue competition. Attendant decreases in productive capacity as a result both of diversification and of the practice of periodic job assignment rotation, were of little concern to prison administrators. Prisoners were being employed, and idleness was consequently being reduced. This general attitude led to many close ties between prison industry programs and vocational education programs. Many states operate

these two ostensibly very different programs in such similar fashion that the two are often hard to distinguish.

The emphasis on treatment in prison work programs brought about three very noticeable shifts in the nature of those programs. First, emphasis shifted from concern for the product to concern for the worker. Second, concern moved from a focus on profits to a focus on training. Third, interest in industrial self-sufficiency was supplanted by interests in developing the future employability of prisoner-workers. In short, business goals were abandoned in favor of treatment goals.

The shift from business to treatment as the modus vivendi for prison industries allowed prisons to continue to meet another important institutional need: reduction of prison idleness through the maximum assignment of prisoners to prison programs. This usually resulted in featherbedding.

In the past few years prison industry operations around the country have begun to reconsider their basic orientation. The work ethic has re-appeared. This recent transition has probably occurred for two reasons. First, much recent writing and research has seriously discredited the efficacy of prison-based treatment programs and prison industries are simply following the lead of the corrections field in general in reevaluating rehabilitative goals. Second, treatment-oriented prison work programs have become too expensive to operate. In a time of increasing fiscal stringency, annual state subsidies to offset supervisory and raw material expenses associated with pri-

son-based manufacturing enterprises have become increasingly less acceptable.

Operations that have the capacity, at least in principle, to function as self-sustaining entities are once again being expected to do so. Profits have again become a concern of prison industry administrators.

This is not to suggest that prison labor is experiencing a one hundred year regression. Having spent much of this century moving away from concerns for profitability and its concomitant exploitation of prison labor, it is very unlikely that Auburn's brutal silent shops will be resurrected. If nothing else, the ever-increasing involvement of the nation's courts in correctional matters would forestall such an occurrence. Contemporary prison industry operations geared for profit can no longer afford to ignore the rudimentary underpinnings of worker dignity. The costs of exploitation, in terms of equipment sabotage, diminished productivity, excessive absenteeism, chronic disciplinary violation, and general strikes are more than any profit-oriented enterprise can bear, whether prison-based or private.

The world of private enterprise has changed enormously over the past hundred years, as well. Prison competition with private industry today, in those states where such competition is allowed, is a far cry from that which occurred in the 1870's. In fact, in some states private enterprise has defined the prison industrial operation as an ally rather than an adversary. Having pursued a conscious policy of

increasing the capital intensity of industrial production for many years, American enterprise finds itself increasingly less capable of effectively -- and profitably -- operating labor intensive production shops. As a result, the future choice may well be between seeing such shops relocated overseas or being run inside America's prisons where a steady supply of labor is readily available.

#### STRUCTURAL AND OPERATIONAL CHARACTERISTICS

The American Foundation's prison industry feasibility analysis for Alaska focused on the structural and operational characteristics of the proposed industrial system.

The principal structural characteristics of traditional American prison industry programs have been defined by limited sales markets and low capitalization levels. In combination they have shaped the design of the typical prison industry program.

Most states are restricted by law to marketing their prison industry goods to state and local government agencies. Such a market limitation exerts a strong influence on the design of the industry operation. However, governments' need for products and services has grown tremendously over the past two decades. Therefore, "state-use" limitations need not necessarily doom prison industry operations. In order to determine the true impact of such a limitation, detailed market analysis must be performed. American Foundation staff conducted initial market analysis in Alaska (the process and

its results are described in section three) and we recommend a number of products and services which warrant detailed analysis to determine their appropriateness as prison industries in Alaska. In addition, limited profitability projections and analysis of start-up costs were performed for selected industries.

Low capitalization levels influence the design of most prison industry systems by severely limiting the system's ability to update equipment to meet contemporary production standards. Prison industry can, however, offset its lack of capital with an abundant supply of labor. American Foundation staff examined the size, locations and profile of Alaska's prison population. This was done to determine whether industrial projects are appropriate for Alaska's prison system, and to aid in making recommendations as to which facilities would best serve as hosts for industry operations. The process and results of this examination are described in section four.

While structural elements (such as the available market and capitalization/labor resources) influence the design of any prison industry system, operational characteristics (such as the number of hours shops are open) define the way in which any prison industry system is maintained.

Detailed recommendations are made for the following key operational elements of the proposed industry system for Alaska:

- . Management Structure & Organization
- . Wage Plans
- . Relations With Other Prison Programs

The proposals and recommendations covering these areas should enable an Alaskan prison industry system to deal better with such traditional prison industry pitfalls as short, interrupted work days, high turnover in workforce, inadequate staff, poor organization, and wage plans which do not provide incentives for increased production.

#### GOALS AND OBJECTIVES OF THE PROPOSED PRISON INDUSTRY OPERATION

We believe that the five goals recommended for adoption by the proposed Alaska prison industry program represent the best interest of the prisoner-workers, industry management, correctional administration, and general public. These goals are responsive to present day realities in Alaskan prisons and are readily attainable. Taken together, they represent a general statement of operating principles for an Alaskan prison industry project. To facilitate their implementation, however, it is necessary to further delineate these goals through a series of specific objectives. Achievement of these objectives then becomes the means by which overall program goals are fulfilled. The recommended goals and objectives for a potential prison industry in Alaska are:

##### Goal 1. Financial Self-Sufficiency for the Total Industrial Operation

###### Objectives:

- . The total mix of state industrial operations should insure that the operation breaks even or shows a profit at the aggregate level.

Profitability should be a concern of the overall industrial operation. However, the defined purpose of a specific shop may limit its ability to generate profits. For example, a shop whose main purpose is to provide training (such as a small engine repair class) should not be evaluated solely from the standpoint of its financial status. Such a shop could be "carried" by other, more profitable shops as long as it does not become a serious drain on prison industry revenues.

- . No shop should continuously operate at a loss.

No shop should continuously operate as a serious and chronic drain on prison industry revenues without corrective action. Although a losing shop can often be carried by other more profitable shops, eventually it should at least break even or it will pose a considerable threat to the financial self-sufficiency of the total industry operation.

- . The industrial operation should absorb all legitimate expenses incurred by the shops.

The industrial operation should absorb all direct and indirect costs in-

cluding salaries, transportation costs, raw material costs, and utility costs such as heat, water and electricity.

- . The industrial operation should be responsible for its own routine capital needs.

The prison industry operation should be responsible for routine capital needs fostered by its normal operation. However, it should not be responsible for capital needs related to expansion or extensive investment in new equipment. Such capital should come from excess profits in the revolving fund, legislative appropriations, or other sources and should not interfere with routine capital.

#### Goal 2. Provision of Needed Services and Products to the People of Alaska

##### Objectives:

The governments of Alaska -- state and local -- and the general citizenry of Alaska import from the lower 48 or from foreign countries most of its products that are used. At the same time prisoners are destructively idle. A basic objective of this report is to provide a mechanism by which the need of Alaskans for products and services and the need of prisons for constructive activities can be wedded.

Basic to these proposals, however, is the principle that the development of prison industries and services for the people of Alaska should not be accomplished at the expense of private business and labor. One result of these studies leads convincingly to the conclusion that products and services can be developed according to this principle.

#### Goal 3. Enhanced Employability for Prison-Workers

Employment in prison industries should provide offenders with basic work experiences and qualifications which should enhance their post-release employment prospects.

##### Objectives:

- . Prisoner-workers should be exposed to a realistic work environment.

Prison industry workers should be exposed to working conditions and expectations which closely approximate those found in similar, outside industries. In particular, prison industry employees should be expected to work an 8 hour day (uninterrupted by callouts, visits, etc.), to meet productivity expectations comparable to those used in similar outside businesses, and to observe prevailing health and safety regulations.

- . Workers should develop good general work habits and behaviors.

Development of good work habits and behaviors is crucial. A worker who cannot get up in the morning, get him/herself to work, and meet production expectations throughout the work day will not be able to hold a job for long after he/she is released. Prison industry employment should enhance the attainment of good work habits by prisoners. In order to do this it is crucial that industry workers be expected to produce quality items and know that they will be held accountable for their work.

- . Specific work skills acquired on the job should have some relevance to the general labor market which the prisoner will enter upon release;

It is unrealistic to expect any prison industry operation to train its prisoner-workers in skills which have a direct relation to all those skills needed in the general labor market since this would require industrial operation to duplicate many of the products and production processes used by other manufacturers in the state. However, the range of skills acquired by prison industry workers should have

some relevance to the post release labor market.

- Industrial management should cooperate closely with the correctional system's efforts at securing employment for released prisoners.

The offender's experience in prison industry should improve his/her chances of finding and holding post-release employment. Since industrial management has first-hand knowledge of the offender's institutional work history and since this information may be central to any post-release job placement, it should be made available to those agencies which are responsible for development of post release jobs. Specifically, industrial management should collect and maintain work history data on its prisoner employees in a form that is useful to outside agencies, should establish a medium for channeling the data to those agencies, and should assist in the development of post release job placement mechanisms.

Goal 4. Autonomy of Operation for Industry Management Within the Legitimate Constraints of a Total Institution

Along with other correctional officials, industrial manage-

ment should develop policies and procedures which will enhance the business-like operation of the prison industry project.

Objectives:

- Industrial management should control its own work force consistent with institutional security considerations.

Specifically, industrial management should be able to hire, promote, transfer, and fire prisoner-workers, and to determine hours of plant operation. (More will be said about this later in the report).

- Management should be able to control its own revenues and set policies for their allocation and expenditure; within the limits established by law.

In order to assure optimal effectiveness of the industries program the management should have the ability to establish procedures for the allocation and expenditure of funds.

- Industrial management personnel should report to state-level correctional management rather than to institutional superintendents.

Industrial management personnel must recognize the priorities and concerns of both state-level correctional authorities and

institutional superintendents. However, in the past the needs of industrial programs have often been overlooked by institutional authorities. Therefore, policies and procedures should be developed jointly by industrial and institutional staffs which will see that the needs of both groups are met.

- General institutional policies and practices should facilitate, and not impede, industrial self-sufficiency.

Procedures governing the relation of normal institutional practices such as counts and dining to industries should be developed so as to reduce the conflict between these activities and the daily work schedule of prison industries.

Goal 5. Protection of the Human Rights of Prisoner-Workers

Offenders may be incarcerated as punishment; however, prison industry employment should not be used for punishment. Prison industry employment should serve as a vehicle to increase, without exploitation, the prisoners participation in the economic development of Alaska.

Objectives:

- Prisoner-workers should be paid a wage in accord with their contribution to production, and compensation should be at a level suf-

ficient to encourage and sustain high levels of productivity.

For prison industries to achieve the goal of making prison work a meaningful experience that is relevant to the prisoners' return to society, the work must be as much like that of the community as possible. Wages in a free society are a motivator for performance by workers. Therefore, prison industries should likewise use wages -- at whatever proportion of free society wages is appropriate -- as motivators. More will be said about wages in the final section.

- Employment for prisoner-workers should be voluntary rather than mandatory.

Prisoners should apply voluntarily for prison industry employment. Such a policy should serve to decrease feelings of exploitation while at the same time increasing the offender's responsibility for his/her own actions.

- The general work environment should meet prevailing safety and health standards.

Generally speaking, safety has had a low priority in many prison industry operations. This has been the case because prison industry shops are usually outside the jurisdiction of



O.S.H.A. inspectors, prison industry supervisors are often unfamiliar with prevailing free-world safety regulations, and prisoners tend to have little job experience and, therefore, little understanding of plant hazards. Nonetheless, all prison industry shops in Alaska should meet prevailing O.S.H.A. regulations. Periodic safety inspections should be made and written reports should be maintained on safety conditions. Both staff and prisoner-workers should become familiar with health and safety regulations and should be required to wear protective hats, goggles, respirators, and hearing devices when the regulations require such.

- Industrial policies and practices should encourage individual responsibility and independence for prisoner-workers; work should be perceived as an opportunity rather than a punishment.

Goal 6. Expansion of Productive Work Opportunities Within the Institution

One of the basic purposes of prison industries in Alaska should be to provide meaningful work to as many prisoners as possible.

Objectives:

- The number of prisoner-workers employed in the in-

dustrial operation should constitute as large a percentage of the total institution population as the resources of the industrial program permit. However, in no case, should featherbedding be tolerated. Rather expanded employment opportunities should be tied to expansion of markets and increased production.

These goals meet the intent of the standards and goals suggested for any proposed prison industry program by the Alaska Criminal Justice Planning Agency in its 1977 Criminal Justice Plan. They also meet both A.C.A. and N.A.C. standards relating to institutional work programs.

INDUSTRY RECOMMENDATIONS

PRISON INDUSTRY SELECTION PROCESS

The American Foundation has devoted considerable effort toward developing a process for selecting prison industries. By studying new product selection processes used by private industry, modifying them for use in a prison environment, trying them out and revising them as necessary, a process consisting of the following four steps has been developed:

- generating ideas
- filtering ideas through screens
- conducting a three-phase feasibility analysis
- making a decision based on data gained from previous steps

Generating Ideas

The initial step in the selection process was to generate ideas for products/services to manufacture/provide in a prison setting. Ways used to generate ideas include:

"Brainstorming"

"Brainstorming" or unrestricted thinking is a good starting point in soliciting ideas for prison industry products in that it can generate a wide range of possible items. Formal "brainstorming sessions" were held to solicit input from persons having a variety of backgrounds and interests. A list of products/services was put together, and then subjected to further scrutiny since

the prison setting itself eliminates a number of potential prison industry products/services.

Determining What Other States and the Federal Bureau of Prisons Manufacture in Their Prison Industry Program

A look at the products which other prison industry systems are producing was helpful in the sense that it provided a better idea of what is feasible to manufacture in a prison setting. For example, the most common prison industries throughout the nation are:

<u>Industry</u>	<u>No. of States Indicating They Have This Industry</u>	<u>*</u>
Auto Tags	42	
Signs (Metal)	40	
Printing	35	
Clothing (Garment Factory)	34	
Furniture (Refinishing)	30	
Furniture (New)	29	
Mattress and Pillows (New)	29	
Upholstering	28	
Metal Fabrication	28	
Furniture (Wood)	26	
Woodworking	23	
Machine and Sheet Metal Shop	21	
Soap Products	20	
Furniture (Metal)	20	
Laundry	19	

\* Source: Contemporary Correctional Industries for the New York State Department of Correctional Services, Arthur D. Little, Inc., April 22, 1974.



<u>Industry</u>	<u>No. of States Indicating They Have This Industry</u>
Dairy Products	15
Furniture (Tubular)	14
Cannery	14
Mattress & Pillow (Renovation)	13
Shoe (Repair)	13
Book Binding	13

While such a survey provides a ready list of products/services which can be produced in a prison setting it was not assumed, however, that because a product is manufactured successfully in one state (or in many other states) it will necessarily be appropriate as a prison industry elsewhere. Many prison industry products have been continually manufactured over the years as a result of tradition and the purchasing requirements of the state-use market. For example, license plates and institutional clothing are two traditional prison industries whose success or failure is tied directly to the changing demands of the state-use market. License plates has usually been a financially profitable industry which in many states has helped to support all the other product/service lines produced by the prison industry system. However, in recent years many states (Alaska among them) have switched from the one-year plate to the five year plate which is renewable each year by a validation sticker. This switch has significantly reduced the annual demand for new plates with a resulting reduction in the amount of work for tag plants and the profits of those

plants. Similarly, recent changes in correctional philosophy and policy (allowing prisoners to wear civilian clothes) have reduced the demand for institutional clothing in many states.

#### Determining What the State and Its Political Subdivisions Purchase

In order to construct a comprehensive picture of what kinds of products the State purchases, a market survey was performed. The survey focused on what each state agency currently purchases, what they plan to purchase, and what product/service needs are presently not being met by any vendor. This survey will be described later in this document.

#### Determining What Industry Support Is Available Within the State

The willingness of business and labor leaders in the state to provide their experience to correctional officials was helpful in selecting a given product line. Also, these people will provide valuable expertise and influence on a prison industries advisory board; should such a board be created.

#### Identifying Situations in the State That Offer a Unique Opportunity for New Prison Industries

Easy availability of equipment, labor, some natural resources, etc. provide unique prison industrial opportunities. Use of prison labor in industries can enhance state economic development.

#### Identifying Possibilities for Horizontal or Vertical Expansion of Current Products/Services

Horizontal expansion is defined as expansion by providing new products which have a direct link, but not a residual link, to existing industries (license plates -- validation tags). Vertical expansion is defined as expansion by providing products which can be produced as a by-product of existing industries (steel -- coke).

#### Identifying Products/Services That Create a Good Mesh With Vocational Training Programs

Cataloging vocational training programs currently run within the state is important as a first step in determining what could be the relationship between those training programs and the production oriented prison industry shops.

#### Filtering Ideas Through Screens

Once a list of product/service ideas was compiled, each item was screened in light of the following concerns:

- Is There An Obvious Absence of a Sufficient Market?

If the total demand for a given item is obviously so small that there is little or no chance of achieving profitability or self-sufficiency, then there is little sense in giving further thought to that item as a prison industry product.

- Are Obviously Unacceptable External Reactions Likely?

The cry of "unfair competition" has traditionally been heard from many quarters when states have attempted to expand prison industry operations into an area with high public visibility. Such sentiments can be voiced by both small and large businesses and unions concerned with protecting their contracts with the state. If such reactions are likely to be severe for a particular product or service with little hope of mitigating them, then it may be necessary to drop the product or service.

- Are There Overriding Security Risks Involved in Manufacturing a Given Product?

Obviously certain product lines, such as guns and knives are not suitable for a prison industry setting; but a number of other security considerations must be anticipated before choosing a particular product as being appropriate for a prison industry. For example, will the raw materials or components to be used in the manufacturing process represent a security risk?

- Can the Labor Force be Trained in the Skills Required to Produce the Product?

Prison industries have traditionally been labor intensive for two reasons: prisoners

generally lack skills, and one of the basic purposes of prison industry programs is to provide work for as many prisoners as possible. For this reason, high technology items requiring a labor force with advanced technical skills are generally excluded from consideration as a prison industry.

. Is the Industry Too Highly Automated?

Generally speaking, if the production process required to manufacture a given product is highly automated, that product may be inappropriate as a prison industry since one of the chief purposes of a prison industry program is to provide work opportunities to prisoners. On the other hand, if automation significantly increases efficiency and profits, then an automated shop may be appropriate since it may help subsidize other less profitable prison industry shops. Whether an automated shop is appropriate as a prison industry would then depend on the circumstances within the particular state, specifically the number of prisoners without work and the status of other prison industry shops in the system.

. Are There Any Legal Problems Connected With the Product/Service Idea?

Like any other business, prison industries must observe patent laws and other legal considerations. These con-

siderations may force the dropping of some new product ideas.

. What Are the Health and Safety Risks Involved in Manufacturing a Given Item?

The work environment associated with a possible new product should comply with health and safety standards (i.e., Occupational Safety and Health Administration Standards). Generally, safety tends to have a low priority in many prison industry shops. This is primarily due to the combination of prisoners having little job experience and, therefore, limited understanding of plant hazards and to the fact that most prison industry shops are outside the scope of O.S.H.A. inspectors' authority. But working conditions in a plant indicate an attitude about the dignity which is accorded prisoner-workers and, therefore, should measure up to the latest safety regulations. If achieving appropriate conditions for manufacture of a particular product in a prison setting is apt to be too difficult or costly, it may have to be dropped.

. Do the Skills Involved in Production Have Any Relevance to the Outside World of Work?

New industry ideas should be such that specific work skills acquired on the job have some relevance to the general labor market which the prisoner will enter upon release.

. Is the Competition Too Strong or Efficient?

New prison industries should be able to compete with other vendors in the marketplace. If effective competition by prison industries in a particular new product area is unlikely, that new product idea may have to be dropped.

Feasibility Analysis

After the list of new product/service ideas has been filtered through the above "screens," the items which are still considered to be appropriate should be subjected to a three-phase feasibility analysis consisting of:

- . preliminary market survey
- . profitability analysis
- . in-depth market research

The American Foundation did the preliminary market survey and those elements of the profitability analysis possible at this date. The preliminary market survey focused on estimating the overall size of the existing market for a given product. In a state-use system the existing demand for a given product can be gauged fairly easily by consulting with the purchasing agent of the Department or Departments which buy the greatest amount of the product, or by securing the estimated value of the contracts which the state maintains with vendors for that given product. These were done.

Next, a preliminary profitability analysis was performed. It focused on the question of whether the potential for profit or self-sufficiency exists at the sales level available. The final analysis should include all costs which would be incurred in manufacturing the product (including both direct and indirect costs). Product prices used in the analysis should not exceed the prices charged by competing vendors.

An in-depth market analysis should be undertaken for those items with a good potential for generating a profit or self-sufficiency. The market analysis should identify the following:

- . The current size and location of the market
- . Product characteristics required either by law, purchasing specifications, or buyer preference
- . Strengths and weaknesses of competitive vendors and their products
- . Future market trends
- . Other requirements such as delivery time, purchasing requirements, maintenance needs, installation requirements

Looking at the Personpower Pool

A complete profile of the sentenced, incarcerated, offender population in Alaska is presented earlier in this plan. However, some of the

factors outlined previously are particularly important when considering the appropriateness of prison industries for Alaska, and, therefore, are deserving of additional mention at this time.

94% of the 547 sentenced offenders incarcerated in Alaska are males. One half of the prisoners are white, 22% are Eskimo, 14% are black, 9% are American Indian, and the remaining are of other ethnic origins. The prisoner population is predominately youthful, with 70% being under 30 years of age at the time of the survey. 53% of the total population has at least a G.E.D. (with 62% of the females having a high school degree); however, only about 37% of Native Alaskans have completed high school.

Most of the prisoners (80%) have had no vocational training. The few who have had some vocational training report training in either food service or mechanics.

The employment history of Alaska's prisoners is not any brighter than their vocational training history. Only 25% of prisoners were employed full-time, with another 6% employed part-time. If those not in the labor force are not considered, the unemployment rate of Alaska's prisoners is a startling 58%. As expected, Eskimo prisoners exhibited the highest proportion of unemployment (at 53%). However, more prisoners than civilians of every ethnic group were unemployed at the time of their incarceration.

The employment picture inside Alaska's correctional institutions

is also a bleak one. Statewide, 57 percent of prisoners were reported to have a current work assignment. However, fully 28 percent of the total state prisoner population did not have a current work assignment and were not participating in any program. This represents nearly one-third of the total Alaska sentenced prisoner population who apparently had no productive way to use their time while incarcerated.

In brief, Alaska's incarcerated offenders are a very young population with little work experience. Unfortunately, a significant percentage of them are also failing to receive meaningful work experience while they are incarcerated.

#### Make a Decision

After the feasibility analysis has been performed, the Division of Corrections will be ready to take the final step, deciding whether a particular product or service should be provided by a prison industry. The decision should be based on the following criteria:

- Reasonable expectation of capturing sales sufficient to achieve profitability or self-sufficiency
- Expectation that a given industry will fulfill goals of the prison industry program
- Degree of success with which the product idea passed through the various screens outlined in the prison industry selection process

An additional step at time of commitment will have to include plotting a marketing strategy based on the feasibility analyses. Further investigation in this area should be conducted before considering implementation of a product/service idea.

#### APPLYING THE SELECTION PROCESS TO ALASKA

##### Introduction

The four step prison industry selection process provided a framework within which to analyze various product and service ideas to determine their appropriateness as prison industries for Alaska.

In the course of this study, the first two steps and the preliminary market survey of the selection process were utilized.

Product or service ideas were solicited from interviews with purchasing agents of state agencies, Division of Corrections personnel, and from business and labor leaders. The "Bidders Application Packet" distributed to all vendors in the state by the Alaska Department of Administration contains a list of all the commodities purchased by the state, and thereby served as a useful source for ideas about potential prison industry products and services. An initial list of potential product and service lines was developed and included the following:

agriculture/dairy products  
bookbinding  
can manufacturing plant  
canoes  
clothing

crafts  
decals and property decals  
fireplaces  
fish nets/crab pots  
fish tags  
furniture products (wood - metal)  
furniture refinishing/reupholstery

handicrafts  
highway paint  
highway signs  
janitorial/maintenance services  
janitorial supplies (detergents and Sweeping Compounds)  
keypunch (data processing)  
laminated signs and nameplates  
laundry/dry cleaning  
license plates  
license plate validation stickers  
mattresses  
microfilming  
park benches  
picnic tables  
printing  
protective clothing (such as fluorescent vests)

rafts  
rope  
rubber stamps  
sleeping bags  
small engine repair services  
smocks/coveralls  
snow fence  
survey stakes  
tents  
tire chains  
tire recapping  
tourist buttons  
traffic cones

Many products/services from this list were then screened out as inappropriate for Alaskan prison industries, but many could and should be reconsidered if the legislature decides to permit sales on the open market.

Product/Service	Reason for Negative Recommendation		
license plates	- available market is too small	fish nets/ crab pots	- Department of Fish and Game uses nets and crab pots for research purposes and these nets/pots require high technology manufacturing processes which in turn require high equipment costs
clothing	- institutional population is too small to support a prison industry - changes in correctional policy allow prisoners to wear their own clothes		
bookbinding	- demand for service is too highly seasonal in nature	mattresses	- state-use market is too small to justify further consideration
fish tags	- legally unfeasible due to patents held on fish tags	park equipment	- Department of Natural Resources has a large inventory on hand and does not project a need for picnic tables, park benches, fireplaces, for at least two years
can plant	- too highly automated to employ sufficient number of prisoner-workers		
rubber stamps	- competition with in-state manufacturers	microfilming	- state provides its own service to agencies; new company recently established in Anchorage
printing	- competition with in-state manufacturers		
janitorial/ maintenance service	- competition with in-state businesses	A preliminary state-use market survey was conducted of the items remaining and provided a basis for a final recommendation of products and services appropriate for detailed investigation of their potential as Alaskan prison industries. The decision was made to concentrate on the state-use market because of the difficulties and expense of conducting a private market survey and because such	
highway paint	- high technology process for mixing chemicals requires very high equipment costs		
survey stakes	- competition with in-state manufacturers		

a private market survey seemed premature. Market data were obtained from interviews with the purchasing agents of all three of the University of Alaska's campuses, the Borough of Juneau, Municipality of Anchorage and City of Fairbanks, the school districts of these three major urban areas, and the purchasing agents of the following state departments:

Office of the Governor  
Department of Administration  
Department of Revenue  
Department of Education  
Department of Health & Social Services  
Department of Commerce & Economic Development  
Department of Natural Resources  
Department of Fish & Game  
Department of Public Safety  
Department of Transportation  
General Services & Supply --  
Central Purchasing  
Department of Environmental Conservation  
Legislative Affairs  
Legislative Audit  
Alaska Court System  
Department of Military Affairs  
Department of Labor  
Department of Agriculture

Each interview was organized around four major themes:

- . How much of each item is purchased?
- . Do you anticipate any significant changes in demand by your agency for a given item?
- . What unique product characteristics does your agency require?

- . Should the Division of Corrections decide to implement a prison industry program would you, as a purchasing agent, buy products from them?

In addition to interviewing the purchasing agents, detailed analyses of the agencies' purchase requisitions for Fiscal Year 1978 were performed. These analyses showed how much of a given item each state, municipal agency, or school district purchased during the last fiscal year. In this manner, an estimate of the total demand by the state and its political subdivisions for a given product was formulated.

#### PRODUCT/SERVICE RECOMMENDATIONS

Products and Services recommended for detailed investigation as prison industries in Alaska include:

- . Highway signs
- . Office furniture
- . ReflectORIZED decals/stickers
- . Laundry services
- . Tire recapping
- . Key punch services
- . Janitorial supplies
- . Furniture refinishing/reupholstery
- . Agriculture/dairy
- . Small engine repair/maintenance
- . Handicrafts

Each of these product/service lines has been studied in light of the prison industry selection screens, and a preliminary market survey has been performed for each item. The findings supporting a recommendation for further study are given below:

## Highway Signs

### Positive

- . In Fiscal Year 1978, approximately \$180,000.00 worth of highway signs was purchased by the state and local governments in Alaska (See table 1 for breakdown). This demand appears to be relatively stable.
- . Two thirds of the above (about \$120,000.00) were manufactured out-of-state, and purchased by the Alaska Department of Transportation. Going after this market would not be a threat to in-state manufacturers.
- . Preliminary profitability analysis (see next section) indicates that a sales level of \$120,000.00 may be enough for an economically self-sufficient operation and would employ 10-15 prisoners. Further analysis must be conducted in order to determine if this industry will, at best, break even.
- . Start-up costs would be significantly reduced because sign-making equipment and supplies are already owned by the Division of Corrections.
- . Semi-skilled abilities are needed for sign manufacture and have already been mastered by prisoners making signs for the institution using the available equipment.

- . The security risks involved in sign manufacture are minimal.

### Negative

There is a great deal of sensitivity by in-state sign manufacturers to the possibility that prison industries would take away business. Consequently, it is necessary to develop a marketing strategy which would successfully focus on capturing business now given to out-of-state manufacturers while protecting in-state manufacturers' markets.

Table 1 -- Highway Signs purchased by the state and local governments during F.Y. '78 listed by delivery location and dollar amount.

F.O.B.	Purchased by the D.O.T. and Supplied by Out-of State Vendors	Purchased by the Municipalities and Supplied by In-State Vendors	Total
Juneau	\$ 9,199.70	\$ 2,300.00	\$ 11,499.70
Anchorage	83,443.09	41,280.96	124,724.05
Fairbanks	15,469.04	18,463.96	33,933.00
Valdez	8,512.55	---	8,512.55
Nome	2,667.36	---	2,667.36
Total	\$ 119,291.74	\$ 62,044.92	\$ 181,336.66 Grand Total



## Office Furniture

### Positive

- . In Fiscal Year 1978, state agencies purchased approximately \$800,000.00 worth of office furniture (see Table 2 for breakdown). This demand appears to be relatively stable.
- . All furniture purchased by the state is manufactured outside the state and, thus, an office furniture prison industry would not compete with in-state manufacturers.
- . Preliminary profitability analysis (see next section) indicates that a sales level of \$800,000.00 may be enough for an economically self-sufficient operation and would employ 15 prisoners.
- . Skills required can easily be acquired.
- . Security risks are minimal.

### Negative

- . Although office furniture purchased by state agencies is manufactured out-of-state, it is purchased from in-state vendors. Opposition from them is possible.

Table 2 -- Office furniture purchased by the State during F.Y. '78 listed by item, delivery location and dollar amount.

F.O.B.	Chairs	Desks	Partitions	File Cabinets	Book Cases	Tables	Other	Total
Juneau	\$ 8,845.41	\$ 11,105.89	\$ 42,921.59	\$ 22,179.33	\$ 1,315.74	---	\$ 65,357.41	\$151,725.37
Anchorage	70,407.28	57,880.62	13,964.63	48,082.59	5,190.64	\$14,413.59	131,717.28	341,656.63
Fairbanks	82,745.45	52,760.73	15,370.18	29,313.41	8,488.12	32,804.51	76,576.19	298,058.59
Valdez	787.00	1,014.00	---	110.26	89.40	---	---	2,000.66
Nome	1,287.48	712.30	---	1,310.44	225.00	---	1,241.08	4,776.39
Total	\$164,072.62	\$123,473.63	\$ 72,256.40	\$100,996.03	\$15,308.90	\$47,218.10	\$274,891.96	\$798,217.64 Grand Total

Reflectorized Decals/Validation Stickers

Positive

- . In Fiscal Year 1978, state agencies purchased approximately \$23,000.00 worth of decals and \$20,000.00 worth of validation stickers (see Table 3 for breakdown). Contracts for validation stickers, however, are estimated to equal \$64,000.00. The demand appears to be relatively stable.
- . All decals and validation stickers purchased by the state are manufactured out-of-state and, thus, a decal/validation sticker prison industry would not compete with in-state manufacturers.
- . Preliminary profitability analysis (see next section) indicates that sales of 1.7 million tabs may be enough for an economically self-sufficient operation and will employ 15 prisoners.
- . Skills needed can be acquired in a minimal amount of time.
- . Security risks are minimal.

Table 3 -- Validation Stickers/Decals purchased by the state for F.Y. '78 listed by delivery location and dollar amount.

F.O.B.	Validation Stickers	Decals	Total
Juneau	\$20,438.87	\$17,108.40	\$37,547.27
Anchorage	---	5,699.94	5,699.94
Fairbanks	---	453.90	453.90
Valdez	---	---	---
Nome	---	---	---
Total	\$20,438.87	\$23,262.24	\$43,701.11
			Grand Total

## Laundry Services

### Positive

- . In Fiscal Year 1978, state agencies purchased approximately \$186,000.00 worth of laundry services.
- . \$70,000.00 of the above was purchased by the Department of Transportation from British Columbia firms to service Marine Highway tour boats. Servicing these boats by prison industries, instead, would not cause competition with in-state firms.
- . Skills needed can be acquired very quickly and easily; indeed, it is likely that the work could be done by persons serving short prison terms or even by persons awaiting trial.
- . Security risks are minimal.
- . Start-up cost would be minimal because the Division already owns laundry facilities that could be used for the proposed operation.

### Negative

- . The skills acquired may have some outside relevance, but prisoners are likely to have little interest in the work.
- . Employment would be seasonal and perhaps sporadic (dependent on when the tour boats operate).
- . If the laundry is operated at Juneau jail, where the equipment is now located, there are severe limitations on the amount of water that can be taken from nearby sources.
- . Economic feasibility has not yet been determined.

## Tire Recapping

### Positive

- . In Fiscal Year 1978, state agencies and municipalities purchased approximately \$223,000.00 worth of new tires and \$28,000.00 worth of recaps (see Table 4 for breakdown). The demand appears to be relatively stable.
- . Of the above amount, approximately \$188,000.00 worth of new tires and \$12,000.00 worth of recaps were purchased from out-of-state vendors. This represents a potential market of about \$200,000.00 for a tire recapping prison industry that would not compete with in-state recapping or tire suppliers.
- . Skills needed can be acquired in a minimal amount of time.
- . Skills acquired have outside relevance.
- . Security risks are minimal. However, problems moving tire carcasses into and out of an institution may make it desirable to locate a tire recapping industry outside the walls, using minimum security prisoners.

### Negative

- . Preliminary profitability analysis (see next section) indicates that a sales level of \$200,000.00/year is unable to absorb the production capacity of tire recapping equipment. The problem becomes more serious when one notes that the \$200,000.00 figure is a maximum and could be considerably less when locational factors are considered. Consequently, in order for tire recapping to be a feasible prison industry in Alaska, it will be necessary to develop other markets, possibilities being school districts, transit authorities, and the private market (e.g. logging, construction, and trucking companies).

To establish the likelihood of capturing these markets while not competing significantly with in-state suppliers, further market analyses will be needed. (Entry into the private market presumes, of course, that the enabling legislation will permit prison industries to do this.)

Table 4 -- Tires (new and recaps) purchased by the state during F.Y. '78 listed by delivery location and dollar amount.

F.O.B.	Purchased by the State equipment fleet and supplied by out-of-state vendors	Purchased by Municipalities and supplied by in-state vendors	Total Tires (new and recaps)
Juneau	\$ 20,079.51	\$ 14,000.00	\$ 34,079.51 (new)
Anchorage	59,345.12	9,784.09 16,480.00 (recaps)	69,129.21 (new) 16,480.00 (recap)
Fairbanks	62,659.36	11,593.16	74,252.52 (new)
Valdez	38,851.64 11,735.89 (recap)	--- ---	38,851.64 (new) 11,735.89 (recap)
Nome	6,970.53	---	6,970.53 (new)
Total	\$187,906.16 11,735.89 (recap) \$199,642.05	\$ 35,377.25 16,480.00 (recap) \$ 51,857.25	\$223,283.41 (new) 28,215.89 (recap) \$251,499.30 Grand Total

# Keypunching

## Positive

- . In Fiscal Year 1978, state agencies purchased approximately \$424,000.00 worth of keypunch services. The demand appears to be relatively stable.
- . Of the above, approximately \$20,000.00 was purchased from out-of-state operators, and, thus, would constitute a market prison industries could capture without competing with in-state businesses.
- . The skills acquired have outside relevance.
- . Security risks are minimal.

## Negative

- . Training is required to achieve skill levels sufficient for data entry and error rates to be competitive with outside rates. Such training, if on-the-job, conflicts with the need to keep shop data entry rates competitive. Consequently, the training would best be provided by a vocational program whose graduates would enter the keypunch operation. If appropriate training and motivation aren't present, the shop cannot be expected to compete.
- . Economic feasibility has not been determined and may be impossible to achieve if sales are limited to the \$20,000.00/year level.



### Janitorial Supplies

#### Positive

- . In Fiscal Year 1978, state agencies purchased approximately \$750,000.00 worth of janitorial supplies (sweeping compounds, soaps, liquid detergents, etc.). The demand appears to be relatively stable.
- . All the above supplies were manufactured out-of-state and, thus, a janitorial supplies prison industry would not compete with in-state manufacturers.
- . Skills needed can be acquired in a minimal amount of time.
- . Security risks are minimal.
- . Relatively low capital investment required.
- . Generally a profitable prison industry in other states.

#### Negative

- . There may be health problems if sufficient ventilation is not provided, especially if powders are being mixed.
- . Although there would be no competition with in-state manufacturers, there would be competition with in-state vendors. This impact and its effects would have to be investigated.

Four product/service areas discussed below met filtering criteria but lack of state-use market data negated the ability to do a preliminary market survey. However, in light of considerations cited below, we recommend that these areas be further investigated for their appropriateness as Alaskan prison industries.

### Handicrafts

- . Creating a formal handicrafts industry will tie in with existing informal vocational handicrafts activities and is relevant to the Native Alaskan lifestyle.
- . An industry in this area offers a unique opportunity for developing Alaskan native skills and ties in with one of Alaska's largest industries, Tourism; particularly if standards can be developed and met.
- . Security risks are minimal.
- . Implementation requires minimal space requirements.
- . Initial costs for equipment and supplies would be minimal because much of these are already owned by the Division of Corrections.
- . Although a guaranteed market is desirable, initial analysis revealed a large, but flooded and highly seasonal market.

### Furniture Refinishing/Reupholstery

- . Furniture refinishing/reupholstery is a service which is not readily available in the state of Alaska and, thus, does not pose a threat to in-state businesses.
- . The sizeable amount of new furniture bought by the state each year would suggest a considerable demand to keep this furniture repaired.
- . Skills can be acquired in minimal time.
- . Security risks are minimal.
- . There may be a health problem in the refinishing area, but this can be controlled with proper ventilation.
- . Transportation can be costly and difficult to co-ordinate.
- . Procurement of supplies is often a problem under public purchasing procedures.

### Dairy (plus agricultural operation to raise feed for the herd)

- . 75% of the milk presently purchased comes from the lower 48.
- . Skills acquired have relevance to outside world of work.
- . Work environment is relevant to the Native Alaskan lifestyle.

- Prison labor is available during seasonal activity when many freeworld laborers will be working elsewhere.
- Skills necessary can be acquired in a minimal amount of time.
- Offers a unique opportunity to draw upon natural state resources, and to assist in Alaska's economic development.
- Security risks will be minimal provided minimum custody prisoners are used.
- Approximately 4-6 prisoners would be employed in the dairy, 5-7 prisoners in the crops operation, and another 4-6 prisoners if ice cream were produced (see preliminary feasibility analysis in next section).
- Problems with a dairy prison industry, requiring further investigation, are competitive with in-state milk producers, seasonality of work raising feed crops, and early indication that such an operation would be economically marginal at best.

#### Small Engine Repair/Maintenance

- There is an informal vocational training program at Palmer which could be converted to a formal (training) industry program.

- Skills acquired are relevant to the native Alaskan lifestyle and post release environment.
- Security risks are minimal.
- Implementation requires minimal space requirements.
- It would appear the market is sizable, especially if enabling legislation permits prison industries to sell to the private market.
- Competition with in-state repair businesses may be a serious problem, particularly if private market business is solicited. This may force program emphasis to be vocational training.

#### NEXT STEPS

The analyses that have been made in this work have been sufficient to enable recommendations as to product/service areas that look promising enough to investigate further. Additional analyses are needed before a decision can be made as to which products/services should be provided by Alaskan prison industries. These analyses should be undertaken by the Prison Industry Co-ordinator after that position is filled.

It will be recalled that the selection process has several steps. Thus far, idea generation, screening, and the first phase of the feasibility analysis (preliminary market survey) have been undertaken. A complete profitability analysis and in-depth

market research remain undone.

A profitability analysis determines what is needed to operate a shop producing a given level of output of a given type and quality and then estimates what the related costs will be. All costs, direct and indirect, must be considered and, when added, compared with shop revenues to determine if the shop can achieve financial self-sufficiency. Profitability analyses are difficult only to the extent it is difficult to determine what is needed to operate a shop (equipment, supplies, raw materials, workers, production and storage space, supervisors, support personnel, transportation) and estimate their costs. A common way to get this kind of information is to study a similar operating shop or to talk with someone who has operated and/or set up a similar shop (equipment suppliers often provide assistance in setting-up shops and are a good source of information).

To give a better idea of what a profitability analysis entails, five product/service areas discussed in the preceding section were selected (highway signs, dairy, decals, office furniture, and tire recapping). Persons knowing something about one or more of these product/service areas were then asked to do a quick profitability analysis of them. Existing (not recommended) prisoner wage scales were applied. Except for the dairy operation, basic sales level data from the preliminary state-use market survey were provided. Opening the market beyond "state-use" limits would improve the picture portrayed. The

results of the analyses, achieved with varying degrees of success, are given below:

#### Highway Sign Shop

For a sales level of \$120,000.00/year, the sign shop should have at least 5000 square feet. It should have a dust-free environment and a reasonably controlled temperature for storage and use of the reflective material.

Approximately 10 to 15 semi-skilled prisoner-workers would be required to operate the sign shop. It is possible to train this skill level to accomplish any task in the sign fabrication process.

A rough estimate of the initial investment required is about \$30,000.00 for materials and another \$30,000.00 for shop equipment. Most of the presently stocked aluminum and some of the reflective material should be usable. Additional stock such as enamel, inks, and film would be required to complete the inventory. Three major pieces of equipment that would be required are not listed on the inventory list -- a shear, a paint spray booth, and a drying oven.

The specific economics of the operation are very difficult to determine because of the impossibility of estimating utility and freight costs (among others) based on the data available. However, extrapolating from other prison industry experience, the following costs appear reasonable:

Total Sales	\$120,000.00
Direct material	83,790.00
Staff wages and benefits	25,000.00
Prisoner-workers wages and benefits (at 25¢/hour)	7,800.00
Indirect material	5,415.00
Maintenance	2,800.00
Utilities	2,400.00
Equipment depreciation	2,200.00
Packaging & Freight	3,000.00
	<u>\$132,405.00</u>

Using the 1978 data from the purchase orders, we would project the costs of two typical signs. The "other expenses" are 58% of direct material costs as listed above.

. Screened signs of the highway guide and regulatory type. Screened one color legend, reflective engineering grade sheeting face on .080 aluminum, 10 each 36" x 36":

	Direct material costs	Private Industry sale price
Aluminum blanks @ \$1.30/sq. ft.	\$117.00	
Refl. Sheeting @ \$1.00/sq. ft.	95.00	
Screening costs	12.18	
Ink @ \$.05 sq. ft.	4.50	
Total raw material costs	<u>\$228.68</u>	
Operating costs (58% of raw material costs)	132.63	
Total costs -- 10 signs	<u>\$361.31</u>	
Total costs -- 1 sign	36.13	\$27.10

. Specialty type signs.  
Die-cut legend one color, reflective engineering grade sheeting face on .080 aluminum. 1 each 36" x 36":

	Direct Material costs	Private Industry sale price
Aluminum blank @ \$1.30/sq. ft.	\$11.70	
Refl. Sheeting @ \$1.00/sq. ft.	9.50	
Die-cut letters -- 25 ea. 4" @ \$3.00 per 25	3.00	
Border 1/2" x 12' @ \$.04/sq. ft.	.48	
Total direct material cost	<u>\$24.68</u>	Base price - \$27.10
Other costs (58%)	14.31	Set up - 30.00
Total costs	<u>\$38.99</u>	<u>\$57.10</u>

Assuming that 60% of the signs produced were of the screened highway guide and regulatory type and the remaining were of the specialty type, the following would be the year-end costs to the Alaska Department of Transportation:

	Private Industry	Prison Industry
Guide and Reg. signs	\$72,000.00	\$95,760.00
Specialty signs	48,000.00	32,640.00
Total price	<u>\$120,000.00</u>	<u>\$128,400.00</u>

These data suggest that an \$8,400.00 subsidy may be necessary for the shop to break even. However, more detailed analysis is needed to establish the amount of subsidy, if any, that would be needed.

A review of the inventory materials and equipment contained in Memo No. 51-1718, dated July 13, 1977, suggests much of the material and equipment necessary in starting a shop is still useful.

The aluminum blanks should be reusable, provided care was taken in handling and storage to prevent damage to the edges and surfaces. The reflective sheeting may or may not be reusable depending upon the storage. The adhesive on the pressure sensitive sheeting deteriorates at or below 45° F. during extended storage periods. The shelf life under controlled temperature storage varies from one to three years depending upon the vendor. The usability of the die-cut letters, numbers and radius will

also depend upon the storage conditions.

The frames from the 360 silk screens should be reusable. Some of the screens may also be reusable, depending upon the last cleaning, care in storage and possible deterioration of the film due to temperature fluctuations. The screens can be reproduced in the sign shop for much less than the commercial price of \$200 each. A lamp bank can be made to expose the film and the screens can be made as they are required. Detailed instructions can be obtained from any screen supply house. As an example, screen costs for one institution for making a typical screen for a 36" x 36" sign are \$12.18.

In summary, a sign shop appears to be economically feasible and technologically within the capability of the Alaska Division of Corrections. It is a standard prison industry program and one which does not pose any serious security problem.

#### Dairy Operation

It is difficult to do an economic projection on a dairy in the Anchorage area. There are simply too many unknowns to make an analysis with any degree of confidence.

According to the 1978 Alaska Agricultural Statistics compiled by the Alaska Crop and Livestock Reporting Service, there were 11 Grade A dairy herds in the Matanuska Valley and two more in the Tanana Valley. In 1969, there were 35 in Alaska. The herds average about 210 head which is small by standards in the rest of the country.

A prison dairy, to be even marginally successful, should have a milking string of 80 with a total herd size of about 110 to raise heifers to maintain the string. One supervisor and four to six prisoner-workers would be required to maintain the operation.

A key issue in the feasibility analysis would be the availability of feed. About two ton per head annually would be required, plus food supplements which would be bought commercially. If the feed were to be raised by the institution (and it appears unlikely that sufficient feed would be available for purchase at reasonable prices), about 150 acres would be necessary. It is noted that 6,100 acres produced 11,800 tons of grass hay in the Matanuska Valley in 1977. A crops farmer and five to seven prisoner-workers would probably be sufficient to handle the crops portion.

A rough cost for a milking barn and rudimentary shelter for the cattle would be about \$100,000.00, although use of prison labor with skilled supervision could decrease this substantially. Another \$100,000.00 would be required for the building to house the processing and packaging which would include the pasteurizer, tanks, and packaging equipment.

If ice cream were added to the product line, another \$40,000.00 for equipment would provide additional work for four to six more prisoner-workers.

An additional cost would be a truck driver (again, unless a prisoner could be used) and a refrigerated truck for deliveries. The truck could be used for back hauls of

other items, but there can be no mixing when the milk is being delivered.

One possibility would be to produce raw milk only and deliver it for sale to a processor. Typically, a private dairy does not do processing. The processor picks up the milk and pays the producer a price less than the pasteurized milk sells for. This, of course, avoids the investment in processing and packaging equipment. Most prison dairies, however, do include the processing as well as the milk production.

A dairy of this size would probably produce about \$160,000.00 in sales using the averages shown in the Alaska statistical report. Whether that size market is available is not known.

This operation would most likely be successful if it included other agricultural activities as well. Hogs and chickens might be raised, for example. In fact, the obvious thing to consider would be a small institution devoted entirely to supporting an agricultural operation with its products available to be sold commercially. Even so, it would most assuredly be economically marginal.

#### Tire Recapping Shop

This analysis will focus on the cold-capping process, which has advantages compared to hot-capping. These advantages include longer tread life, higher safety factor, the possibility of

recapping properly maintained tires more than once, and lower cost per mile.

Output of a cold-capping tire shop is limited by pressure chamber capacity (the pressure chamber is filled with either hot air or hot water and applies pressure to bond the tread to the casing). The maximum capacity of available pressure chambers is commonly 17 truck tires or 22 automobile tires. The tires remain in the chamber for approximately 5 hours, thereby limiting single shift shop output to 17 truck (or 22 automobile) tires per day.

The market potential for recapped tires is estimated to be \$200,000.00/year. This represents purchases of new and recapped tires by the state equipment fleet and equals approximately 60% truck and 40% car tires. Initial emphasis in the tire recapping operation should be on truck tires because of the higher profit margins attainable. At an average price of about \$100. per truck tire, the market potential for truck and bus tires comes to about 1200 tires per year. However, the capacity of a truck tire recapping operation is about 4400 tires per year (17 tires/day x 250 working day/year). This indicates that, to be a feasible operation, markets in addition to the state equipment fleet would have to be developed.

Data supplied by Harrelson Rubber Company indicate that it takes about one hour to recap a truck tire, excluding time in the pressure chamber. Inflating this by 50% for a prison environment (an inflation factor estimated by the tire recap

supervisor in Connecticut) gives 1.5 hours per tire.\* Thus, to turn out 17 truck tires per day will require a minimum of 4 workers, assuming an 8 hour day. In practice, more workers will be needed in order to account for absenteeism, training, and clerical work. Connecticut has nine prisoner-workers but admits this is high and that 6 would be more realistic. Assuming six workers and a wage rate of \$0.25/hour, labor cost per tire would be about \$1.00. The cost for a supervisor is about \$4.50/tire, material cost about \$24.00/tire (for size 1000x20), supply cost about \$1.00/tire, and equipment depreciation about \$2.50/tire. This gives a total cost of about \$33.00/tire to which burden would have to be added (also, the material and supply costs are understated because they don't reflect shipping costs to Alaska). However, a new 1000x20 tire in Alaska costs somewhere between \$140-\$170. Even if supply and material costs were doubled, the cost of a 1000x20 recapped tire would be less than half that of a new tire. Thus, provided buyers can be convinced of the safety and durability of recaps, the economics of a prison industry tire recap shop appear very attractive.

The shop space requirements for a 17 tire/day recapping operation is about 4000 square feet. In addition, indoor space is needed to store incoming carcasses which are to be processed the next day (if stored outside in the Alaskan climate, time will be wasted thawing the carcasses out before work can begin).

\* this inflation factor should only be accepted during the initial, start-up period.

Reflectorized Decals/Validation Stickers

A printing plant to produce license plate validation tabs appears to be both economically and technologically feasible.

Such a plant would require a minimum of 2500 square feet plus, perhaps, 500 square feet of warehouse space. One supervisor trained in the printing industry plus 15 prisoner-workers could handle the workload.

Equipment needed to establish the operation would cost approximately \$45,000 plus shipping charges. However, it is possible that the purchase of used equipment would reduce the initial costs.

The basic equipment complement would include:

Heidelberg cylinder press, 15" x 20"	\$10,000
2 Chandler & Price presses, 10" x 15"	2,000
Paper Cutter from 30 1/2" to 37"	6,000
Metal Saw, Hammond Glider	800
30 numbering machines	3,750
Roller coating machine 15" wide, Potdevin	900
Composing stone with galleys	1,500
Drying over	6,000
4 wooden drying racks	4,000
Type and type cabinets	2,000
2 packaging machines	1,400
Miscellaneous equipment and tools	2,000
	<u>\$40,350</u>

Due to a lack of data we are unable to compare the estimated cost of

producing validation tabs in Alaska to the price charged by the current vendor (which is an out-of-state firm). However, a rough estimate of the costs involved in the printing of decals indicates that Alaska prison industries should be able to charge approximately what several other states' prison industries are currently charging. A breakdown of these charges would include:

Direct materials including sheeting, ink, lacquer, thinner, bags, boxes, cartons	\$35,500
Maintenance and machine parts	500
Indirect M & S	350
Freight	1,000
Utilities	3,000
Depreciation	4,500
Prisoner wages (15 @ 25 cents per hour)	7,800
Staff wages & benefits	25,000
Insurance	1,000
Service & expense	1,500
Travel	500
	<u>\$80,650</u>
Profit (10%)	8,065
	<u>\$88,715</u>

Dividing this overall cost figure by 1.7 million tabs results in a cost of .052 cents. A survey done in 1976 showed that states were charging from 4 to 5.5 cents per validation sticker.

A reflectorized decal/validation tab shop would provide work opportunities for a variety of assignments ranging from the highly skilled printing assignment to the relatively unskilled packaging (although the packaging would require a high degree of finger dexterity). The shop could, therefore, accommodate both long-term and short-term prisoners

although it would be essential that at least four to five be reasonably long-term (at least one year) to assure the necessary degree of skill for the critical assignments.

Printing license plate validation tabs requires a high degree of security inasmuch as the decals are readily transferable into cash. Very tight control must be maintained throughout the operation. Such a system can be developed and maintained, however, if the supervisor is careful to identify each stage of the process and insert controls to provide him with adequate safeguards.

Other types of printing could be done to enhance the profitability of the enterprise. However, it would appear reasonable to concentrate on the validation sticker operation first to assure its success before proceeding with any additional workload.

Office Furniture

Alaskan state agencies currently purchase a diverse range of office furniture. Because the range of styles and designs presently purchased is so extremely broad it would not be feasible for a prison industry operation to manufacture all of them. However, it would appear that a furniture factory could be supported in Alaska if the state were to limit the options much more than now exist. There would, in fact, have to be a commitment to a basic line of furniture which would be provided to state agencies despite the fact it would not match or intermix with anything which they already have.



The quickest and easiest way to inaugurate such an operation would be to use the Fiberesin line marketed by United States Gypsum. This provides components for the modular construction of a line of desks, credenzas, and file units using plastic laminated panels. Such an operation in Alaska would then be an assembly function entirely. The shop would require about 4000 square feet, employing 15-16 prisoner-workers with one supervisor. If the Fiberesin product was used, equipment needs would be less than \$10,000. Such items as would be necessary would include a saw, 2 belt sanders, four hand drills, two routers, four hand screw guns, and a paint spray booth with finish equipment. A shop of this size could probably do up to \$250,000 worth of desks, credenzas, and file cabinets.

Another possibility in view of the size of the metal desk segment of the market would be for Alaska to purchase metal desk components from a manufacturer for assembly and re-sale. If this were combined with the Fiberesin line another \$12,000 worth of welding equipment and hand tools would be necessary. Probably another 1500-2000 square feet would be required and another 5-6 prisoners. Steelcase does ship its components in to an assembly plant in California for sale on the West Coast. Whether they would be willing to sell components to the Alaska prison system has not been verified. However, California prison industries does manufacture standard metal desks and will be adding a contemporary metal desk. Assuming that Alaska could purchase prison-made components from another state, this could be a source of

supply if commercial sources were not available. No analysis of the economics of such an operation has been done; however, it would appear feasible. The shipping charges for components would be much less than for completed items. If this were done in a shop which had other means of producing revenue in addition, it would seem to be possible to at least recover all the costs even if a real profit could not be generated.

It has not been possible to develop an economic analysis of the Fiberesin project because of difficulty in getting good information on raw material costs. The costs vary significantly with the volume of purchases and also obviously with the distance involved because of the relatively high freight rates (Fiberesin panels, and finished products, are very heavy because of the density of the particle board used as the underlayment for the plastic laminate).

If the state administration is willing to make the kind commitment to support prison industries and the furniture line it would be capable of turning out, then it would appear that this project is worth considering.

For those product/service areas which are financially feasible, an in-depth market analysis should be conducted. Such an analysis should assess market potential more accurately and in greater product, locational and time detail than is possible in a preliminary market survey. For example, data indicating

how demand varies with time of year should be obtained as well as data to estimate how demand is likely to change in the future. More complete and accurate data should also be obtained about competition and the products/services with which a prison industry would compete. Also, more data should be obtained about what a prospective buyer likes/dislikes about a particular product/service and needs in terms of delivery time, maintenance, spare parts, and other supportive services. A prospective buyer's reactions to the possibility of buying from prison industries should also be obtained. In an in-depth market analysis, extensive use should be made of the personal interview and the mailed questionnaire.

## INSTITUTIONAL SETTINGS

### SELECTION CRITERIA FOR HOST INSTITUTIONS

The American Foundation has devoted considerable attention to analyzing institutional characteristics which help to define whether an institution is appropriate as a host facility for a prison industry operation. In this section we will discuss each of those characteristics and the interrelationship between them. The key factors to consider in determining whether a given facility is appropriate as a host for a prison industry operation are:

- . Location
- . Size
- . Physical Plant
- . Offender Population
- . Security Rating
- . Program Focus

Each factor can be analyzed not only in relation to the institution in question, but also in relation to the following types of industrial/work programs.

- . medium to large size production shops
- . small cottage industry or sheltered workshops
- . community service and/or public works

#### Location of the Institution

The location of the institution is important in relation to the source of raw materials to be used in the manufacturing process and the locations of the major mar-

kets for the products or services to be provided. In general, the further the institution is from the raw material sources and major markets the higher the transportation costs will be. As these costs increase, the prison industry may become less competitive than other vendors in the state more favorably located.

#### Size of the Institution

Size is defined here as the actual number of prisoners who are incarcerated in the facility. There is no absolute minimum or maximum number of prisoners which an institution must have in order to serve as an appropriate host for a prison industry program. The figure will depend on the types of industry which are to be introduced into the institution, and the number of prisoners from the general institutional population who are willing and able to work in the industry. Clearly, there must be enough prisoners in the population to work in food service and other vital support services before prisoners can be assigned to a prison industry shop.

#### Physical Plant of the Institution

When analyzing the physical plant of a prison to determine its appropriateness for an industry, three key factors must be accounted for:

-- The availability of existing space for an industry operation is crucial. If there is space available does it need to be altered to house the industry in question? If alternations are necessary would they have to be extensive, thereby incurring high expense? Do Sallyports exist which will allow for transportation of raw materials into the industry and finished products out of the institution? Can alterations allow the space to meet prevailing health and safety standards for the industry in question?

-- If there is no existing facility or space within the institution available to industry, is there space available for expansion which could then accommodate an industry?

-- Are the utilities within the institution sufficient to support the specific industry in question? If not, can the utilities be improved to support the industry?

#### Offender Population

The overall profile of the offender population within the institution should be considered prior to introducing an industrial operation to the facility. However, in studying this profile certain characteristics should be highlighted.

Among them are:

#### -- Unique Cultural Traits --

If a significant percentage of the prisoner population has a cultural heritage which uniquely affects the manner in which they work or the type of work which they choose to perform then such factors should be considered in advance. If, for example, the traditional production oriented shop has no relevance to the post release work environment of a given cultural group, then the rationale for employing members of that group in such an operation is reduced.

#### -- Projected Length of -- Incarceration

In order to operate a stable industrial operation which is able to establish production schedules the industry staff must be assured that there will be a pool of eligible candidates for jobs who will have enough time left to serve to be trained and to become proficient in their work. Thus, a jail where a significant percentage of the population is constantly turning over may not be an appropriate setting for many types of production shops. This does not rule out jails, per se, as sites for industrial operations, nor does it rule out prisoners serving short terms of incarceration from the workforce. But it

should influence the type of industrial operation to be placed in a given facility.

-- Educational/Vocational --  
Backgrounds and Interests

The vocational interests of the prisoner population have a direct bearing on whether a given facility is appropriate as a setting for an industry operation. If the prisoners are unwilling to voluntarily participate in a particular industry then there is little sense in trying to introduce that industry into the institution. Beyond interest, the overall educational and vocational background of the population should be considered in determining the type of industry to be placed in a facility. In most cases, for example, the combination of prisoners' lack of skills and the need to reduce idleness determines that labor intensive industries are more suitable for most prisons.

Security Rating of the Institution

The security rating of the facility in question will have a direct bearing on the type of industrial/work operation which can be located on its grounds. For example, it is much easier to operate an agricultural/dairy program in a minimum security setting since such operations involve large movements of prisoners outside the institution

at least twice each day. On the other hand, a traditional, large scale production shop may be more suitable for a maximum or medium security unit since most of the prisoners housed at the minimum security units in the state may be involved in work release, farming/dairy operations, or community service/public works programs. More importantly, the overall length of prisoners' confinement is likely to be longer at maximum and medium security facilities, therefore, enabling industries to count on a more stable workforce.

Program Focus of the Institution

Clearly, the implementation process for a given industrial operation will be smoother if it is introduced into an institution which has traditionally been noted for a "work orientation." In institutions where the program focus is on educational, psychological, and social services, industries must compete for prisoners' time and interests. While a program focus on any of these other services certainly does not preclude the introduction of an industrial program it usually does mean that the implementation of that program may be more difficult and complicated. In any case, institutional management's attitude toward work is crucial.

SELECTION CRITERIA APPLIED TO ALASKA

The criteria listed in the preceding section were employed to determine the appropriateness of long term, centralized facilities as well as regional or short term, rural prison settings in Alaska as hosts for the following kinds of industrial/work operations:

- . medium or large scale production shops
- . small cottage industries or sheltered workshops
- . community service and/or public work programs

In general, the analysis indicates that long term, centralized facilities seem to be most appropriate as settings for medium or large scale industrial shops which manufacture a product. While the regional or short term, rural facilities are more appropriate as settings from which to operate community service and/or public works programs. However, recommendations do vary with the unique circumstances of each institution. Specifically, the following institutions were included in our analysis:

- . Anchorage Annex
- . Anchorage 3rd Ave.
- . Fairbanks
- . Eagle River
- . Juneau
- . Ketchikan
- . Nome
- . Palmer
- . Ridgeview
- . New Centralized Facility

Anchorage Annex

The Anchorage Correctional Center Annex is located in the heart of the largest market for products and services in Alaska. However, we would not recommend this facility as a site for an industrial operation for the following reasons:

- The population is predominantly composed of unsentenced pre-trial detainees, therefore, making control

of the potential workforce extremely difficult.

- The existing space within the facility is not currently suitable for an industrial operation.

- There is no significant space available within the institution which can be renovated to house an industrial operation, nor is there room available for expansion.

Anchorage Third Avenue

Like the Annex, the Anchorage Correctional Center at Third Avenue has an ideal location in terms of its proximity to the largest market for potential prison industry products. However, the structure of its physical plant severely limits its appropriateness as a prison industry setting. Specifically, the following limitations exist:

- The existing space within the facility is not currently suitable for an industrial operation.

- Space available for expansion is extremely limited and should be used for recreational purposes to better meet the needs of the entire population.

Fairbanks

The Fairbanks Correctional Center

has been operating under conditions of severe overcrowding resulting in great demands being put on the staff, the prisoner population, and the physical plant. For example, a former recreation area within the institution has had to be converted into a dormitory to house prisoners. Despite the lack of existing facilities for an industrial operation, we would recommend that the Fairbanks facility be considered as an appropriate setting for a small industry program for the following reasons:

- Space is available on the institution grounds for a small industry shop which could manufacture a product or provide a service.
- The institution is located in close proximity to one of the largest markets in Alaska.
- The prison population is large enough to supply a steady pool of eligible candidates for a small industrial operation.

The possibility of providing community service or public work crews from the Fairbanks prison population is also recommended for further study.

#### Eagle River

The Eagle River Correctional Center is a medium security institution located approximately thirteen miles north of Anchorage. It houses adult, sentenced, (and classified) males with six months to three years remaining to be served. The Center offers the most diverse range of

programs within the state corrections system to its prisoner population, however, its program orientation does not include, at present, a work program which offers prisoners the opportunity to develop sound working habits by being exposed to realistic working conditions while incarcerated. The introduction of an industrial operation, along with the development of a formal vocational training program, is appropriate at Eagle River for the following reasons:

- The facility is located within close proximity to the largest market for goods and services in the state.
- The prisoner population is large enough and is of a diverse enough character to assure a steady pool of eligible candidates for a small to medium size industry which would employ between 5 to 15 prisoners.
- While the physical plant is not presently capable of housing an industrial program there is room for expansion on the institution's grounds.
- A limited amount of space is currently available for a small vocational training program.
- The original goals and philosophy of the institution called for the inclusion of vocational training programs and an industrial operation.

The introduction of an industrial operation to the Eagle River facility would require a great deal of co-ordination with the existing programs; however, such an operation would in the long run contribute greatly to the overall program strength of that facility.

#### Juneau

The Juneau Correctional Center shares much in common with its counterpart at Fairbanks, including factors which are advantageous and disadvantageous to the introduction of an industrial operation. Both facilities share a common design (with the important exception that Fairbanks has a gymnasium), and both facilities are severely overcrowded.

We recommend that the facility at Lemon Creek deserves further study as a possible site for a small service-oriented industry and as a base for community service and/or public works crews for the following reasons:

- There is room available on the institution's grounds for expansion and the construction of a facility which could house a small industrial operation.
- The facility is located in the state capitol and, therefore, is close to a significant state-use market.
- The institutional population is large enough and diverse enough to insure

a steady pool of candidates for a small industrial operation which would employ 5 to 15 offenders.

- There is a successful precedent for community service crews operating out of the Juneau facility thereby increasing the chances of public acceptance of such an operation in the future.

#### Ketchikan

Our analysis indicates that work release, community based vocational training, and public works projects represent more viable options for the Ketchikan Correctional Center than does a prison industry program. We base this recommendation on the following considerations:

- There is no existing space within the facility to house an industrial operation which would manufacture a product or provide a service.
- There is no space available for expansion to construct a facility which could house an industrial program.
- The average sentenced population of the facility is not large enough to insure that a steady pool of candidates would be eligible for industry employment.

- The local citizen's group interested in criminal jus-

tice issues appears to be in favor of developing a "community orientation" which would argue for consideration of work release, public works, and community based vocational training programs.

#### Nome

As was the case with the Ketchikan Correctional Center, work release and public works programs (even though both may be highly seasonal in nature) offer more viable options for the Nome Correctional Center than does a prison industry operation. We believe that Nome is not appropriate as a host institution for a prison industry manufacturing operation for the following reasons:

- The location is extremely far from both the raw materials needed for manufacturing and the eventual markets for finished products.
- The unique cultural characteristics of the majority of the prisoner population, coupled with the lack of post release employment opportunities in the community which demand production-oriented experience, argue for a stronger consideration of work release and public works programs than industrial operations.
- There is no existing space within the facility to house an industrial operation which would manufacture a product or provide a service.
- There is no space available for expansion to construct a facility which could house an industrial program.

- The average sentenced population of the facility is not large enough to insure that a steady pool of candidates would be eligible for industry employment.

#### Palmer

The Correctional Center at Palmer is an appropriate setting for both industrial operations and public works projects for the following reasons:

- The Center is located in the greater Anchorage area and as such is close to the largest market for both products and services in the state.
- While the Center does not have existing space adequate enough to facilitate a medium sized industrial operation manufacturing a product, it does have an abundance of space available for expansion.

#### Ridgeview

Although the Ridgeview Correctional Center is ideally located in terms of its proximity to the major market in the state, we recommend work release as a more viable program option than an industrial operation. Our recommendation is based on the following factors:

- There is no room available currently in the institution for an industrial operation.
- There is no space available for expansion.
- The future of the institution is in question.

Clearly, the Ridgeview Correctional Center does not have the space available for an industrial operation now or in the future. Wherever these women offenders will be housed (in a co-ed facility or new facility), they should be afforded the same work opportunities as male offenders.

#### New Centralized Facility

The request for proposal for the Alaska Criminal Justice Master Plan asked potential contractors to make recommendations for prison industries which would be appropriate for "long term, centralized facilities..." We suggest that planning activities for any future institutions in Alaska include an analysis of the proposed facility in relation to the six key factors which help to define an institution's appropriateness as a prison industry setting. While prison industry operations will certainly not be the only project operating within this institution it would be helpful for their implementation if the following characteristics could be considered in the planning for such an institution:

- . Location in the Anchorage area so that it is in close proximity to the largest market for goods and services in the state.
- . Planned as a facility for long term offenders so that a steady pool of prison industry candidates is more readily available.
- . Constructed in such manner as to allow for the expeditious modification of proposed industry work space.
- . Planned as a facility in which daily work would be viewed as an integral part of the overall program of the institution.

#### Summary

In conclusion, our analysis indicates that long term, centralized facilities are most appropriate as settings for medium or large scale industrial operations, while the regional or short term, rural facilities are more appropriate as settings from which to operate community service/public works projects.

The following chart helps to illustrate why certain facilities are more appropriate than others as settings for industrial operations.

- 1 point: positive relationship between the facility and the selection factor.
- 0 point: negative relationship between the facility and the selection factor.

In order to be recommended as a host for an industrial operation, an institution must compile 4 out of a total possible score of 6 points.

In general, we found that physical plant and size are the most significant barriers to introduction of an industrial project to a given facility in Alaska. While location and security rating are most positively correlated with an institution's amenability to industrial operations when these two factors are not constrained by other elements. The interaction between assets (location and security rating) and liabilities (physical plant and size) influences what is most appropriate in terms of introduction of industrial operations to a given facility in Alaska.



	3rd Annex	Fair- Ave. banks	Eagle River	Ketch- Juneau	ikan	Nome	Palmer	Ridge- View	N.C.F.
Location	1	1	1	1	0	0	1	1	1
Size	0	0	1	1	0	0	1	0	1
Physical Plant	0	0	0	1	0	0	1	0	1
Prison Population	0	0	1	1	0	0	1	0	1
Security Rating	1	1	1	1	1	1	1	1	1
Compatible pro- gram focus	0	0	1	1	1	1	1	0	1
Total	2	2	5	6	5	2	6	2	6

Eagle River, Fairbanks, Juneau, Palmer, and a new centralized facility (should such an institution be built) are then seen as being the most appropriate sites for prison industry operations in Alaska.

The following chart illustrates which of these institutions would be most appropriate as a host for the product/service lines which are recommended for further study.

	Eagle River	Fairbanks	Juneau	Palmer	New Centralized Fac.
Highway signs *				X	X
Office furniture					X
Decals/stickers *	X				X
Laundry			X		
Tire recapping				X	
Keypunch			X		
Janitorial supplies					X
Furniture Refinish.					X
Agriculture				X	
Dairy				X	
Small Engine Repair *	X	X	X	X	
Handicrafts *	X	X	X	X	X

#### INTERFACE BETWEEN INDUSTRIES AND THE HOST INSTITUTION

Three common problems faced by most prison industry operations are:

- . short, interrupted work days
- . chronic absenteeism

\* These shops could be placed in any of these institutions.

. routine overstaffing or featherbedding

These three problems are directly related to two key areas which help to define the nature of the relationship between the prison industry operation and its host institution. These

two areas are:

- . The degree of control which industrial staff has over its workforce.
- . The established length of the work day.

Both are crucial to the eventual success or failure of any prison industry since they determine to a large extent the production levels which any given industry can achieve. For example, in order to maintain orderly production schedules, industrial staff must know how many workers are going to be available on any given day. Further, in order to provide a realistic working environment in which production deadlines are established and met, the industrial shop must be able to work within a steady, uninterrupted, pre-set timeframe.

#### Degree of Industrial Control Over the Workforce

As noted earlier in the section on industry goals and objectives, we recommend that industrial staff in Alaska control its own workforce, including the ability to hire, promote, transfer, and fire prisoner-workers. In order to do this the industry staff must work closely with the classification committee and other institutional personnel so that the hire, fire and transfer procedures which are established reflect the business needs of the prison industry operation as well as the custodial needs of the institution. Both sets of needs can be met by utilizing a system whereby the classification committee defines a "pool" of prisoners eligible for

work in industries, and the industrial staff chooses its workforce from that pool based on the fit between the work capabilities of the prisoner and the available job openings. In order for such a system to function smoothly, a number of pre-requisites must be in place. Among them are the following:

- Industry personnel should provide the classification committees with a list of characteristics which constitute employment pre-requisites for job applicants. These may include educational and vocational requirements, work history, medical condition, physical ability, time left before release, etc.
- Vacancy notices should be written and posted in prominent places within the institution, and should include all the information relevant to the job. Such information may include educational and vocational qualifications, wages, duties and responsibilities, hours and days, job title, and a description of the working conditions.
- Participation in industrial operations should be voluntary on the prisoners' part. Standard job application forms should be available and prisoners interested in an available job should fill out and submit a job application to the appropriate industry officials. In this manner, responsibility is placed on the prisoner to

find a job.

- Vacancy announcements should be posted (when circumstances permit) for a specific number of days prior to filling the position. Each announcement should contain all pertinent details relevant to the position to be filled.

The hiring and termination procedures (along with the job descriptions) employed by the Job Service Program at the Palmer Correctional Center provide a working example of the process outlined above.

A problem common to many prison industry operations is the termination of workers due to factors beyond the control of the prison industry staff. A rash of worker terminations from a shop due to unanticipated parole, transfer to other programs within the institution, or transfer to other institutions within the correctional system can wreak havoc with established production schedules. While such terminations are extremely disruptive, they seem to be an inevitable part of the process of running a business within a prison environment. Procedures should, therefore, be established to help prison industry staff anticipate such terminations so that their effects on industry operations can be controlled and minimized. Such procedures might include the following:

- Providing the classification committee with a list of characteristics

which constitute employment pre-requisites for job applicants, including the minimum amount of time necessary in the shop for a worker to be trained and to become proficient at a job.

- Developing a list of key positions in each shop and requesting that the host institution provide the industry with 30 days' advance notice before any workers in those positions are transferred.
- Increasing communications with the parole authority in the state so that parole dates for industry workers can be anticipated and planned for.

#### The Established Length of the Workday

Ideally, the actual number of hours worked in the industrial shops should be determined by the demand for the product manufactured in the shop and by the schedules set by the industry staff. If a given industrial operation is to meet production demands then it must be capable of being open and working for a full work day, five days per week. A full work day is defined as the normal work day in practice for state employees.

In order to insure that the work schedule is not constantly interrupted, the prisoner-workers must actually be present at their jobs during the normal working hours. Should a prisoner fail to report for work on a given day, he/she should

not be paid for that day's absence. Workers should also be docked for voluntary, temporary absences from the shop, but not for involuntary callouts such as parole board hearings or classification committee hearings.

The introduction of an efficient, business-like industry project into a total institution requires changes in institutional schedules and demands a high degree of staff cooperation. For example, to guarantee a full, uninterrupted work day custodial staff may have to alter procedures governing prisoner counts. If prisoners were removed from work and recreational areas to cellblocks for counts in the past then procedures will have to be altered to allow counts to be held in the shops. If the traditional mid-day meal has meant a one or two hour break in institutional activities then the food service personnel may have to adjust their schedule (at least for that portion of the population employed by industries) to allow workers to dine more quickly and resume work. This may require, for instance, that bag lunches be provided to industry workers so that they can eat in the shops. Other institutional services such as education and counseling may also have to be re-scheduled so that industry employees can take advantage of them. This may require that some classes and/or counseling sessions be provided at night or on weekends. Visiting hours for family and lawyers may also have to be adjusted for industry employees so that they do not always occur during working hours. The classification

committee will also have added demands thrust upon it by prison industry in the form of an additional institutional program competing with educational, recreational, and psychological services for prisoners' time and interests.

Briefly then, business-like industry operations inside a prison require changes in institutional schedules. But more importantly, they may have a direct impact on the nature of staff relations inside the prison and, therefore, can put great strains on the various actors inside the institution. Security should always remain the paramount concern of any prison. However, the successful operation of a business-like industry project inside a prison requires that legitimate security concerns be balanced with equally legitimate business concerns. This process will not be an easy one. However, the development of an employment policy and procedures which address key areas; such as industry control over its workforce and length of the workday, should significantly enhance the chances of the industrial operation's success while at the same time contributing to a positive relationship between the industrial operation and its host institution.

#### WORK PROGRAMS FOR RURAL JAILS AND CORRECTIONAL FACILITIES

Recent court cases such as Tobuluk v. Lind (Molly Mootch) and Abraham v. Alaska indicate that Native Alaskans have a right to maintain their lifestyles and to have a greater say in the delivery of services from all levels and functions of

**CONTINUED**

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government to their villages. We believe that for work programs in rural jails to be meaningful, there must be maximum participation by Native Alaskans in the planning, design, and administration of those programs. Work programs for incarcerated Native Alaskans in rural jails must have some relationship to the dominant Native Alaskan lifestyle in that area.

Jails and correctional facilities in such places as Barrow, Bethel, Kotzebue, and Nome are not appropriate as hosts for prison industry projects because they are located so far away from the major markets in the state and because prison industry work experience would have little post-release relevance for the predominantly Native Alaskan offenders housed in those facilities. This does not mean, however, that work does not have a vital role to play in the overall program of rural based correctional facilities; because it does. However, for that role to be meaningful, the institutional work orientation should reflect the Native Alaskan lifestyle of the area in which the facility is located. This means that Natives have to become involved in the design of work programs in rural facilities. In 1974 the First Bush Justice Conference recommended that: "The locus of decision-making in the administration of Justice in village Alaska must move closer to the village. To achieve this result there must be greater Native participation at all levels in the administration of Justice." An example of an institutional program which incorporates maximum participation by local townspeople is the IKAJURTRUVIK program at the Baffin

Correctional Center in Canada's North-West Territories. This experimental project focuses on meeting the needs of Inuit offenders from the Eastern Arctic regions of Canada. A basic belief of the program is that the Inuit offender must have a knowledge and appreciation for both his own and the white man's culture if he is to live successfully in the Eastern Arctic. The program's three main phases reflect this belief. In the initial phase the offender participates in an "Outward Bound" type project which teaches him traditional Inuit "living off the land" skills. The second or "Town Program" phase focuses on alcohol management and job counseling, and teaches the offender to deal better with the realities of life in a small arctic town. In the final "pre-release" phase the offender is encouraged to develop community contacts. While the specific content of the IKAJURTRUVIK program may not be directly applicable to rural correctional facilities in Alaska; we believe that its overall concept and approach to dealing with rural, Native offenders is a worthwhile one and should be studied by Alaskan officials.

The specific orientation of work programs in rural correctional facilities need not be the same throughout the various regions. In some areas fishing activities may be most appropriate, while in other areas agricultural or community service/public works projects may be more appropriate. The key is that local, Native Alaskan groups be involved as much as possible in the design of the total institutional program including its work orientation.

#### Agricultural Development

The Division of Corrections can make a substantial contribution to the development of Alaska's agricultural potential by providing labor to that industry. In its publication Alaska's Agricultural Potential the Alaska Rural Development Council identified the lack of readily available labor during the summer months as one factor inhibiting the development of Alaskan agriculture. Specifically it stated that:

"Availability of labor at timely intervals is an important concern. Because of the short season for many activities in Alaska, there is substantial competition for labor during the summer months usually followed by a long period of inactivity. Thus, agriculture must be able to compete with a broad range of industrial activities. Consequently, labor intensive enterprises are placed under severe pressure to meet such competition..."\*

The report goes on to identify a number of specific markets which could be developed further in Alaska if labor was more readily available. These markets include dairy products, cereal grains for livestock feeding, and year round greenhouse or growth factory production including the growth of salad greens and greenhouse ornamentals such as shrubs and trees.

\* Alaska's Agricultural Potential, Alaska Rural Development Council, p. 137.

If the Division of Corrections could supply vitally needed labor to the Alaska Department of Agriculture during the summer months, then it could be making a contribution to the agricultural development of the state. We recommend that this possibility be explored further. Specifically, we recommend that:

- REPRESENTATIVES OF THE DIVISION OF CORRECTIONS, DEPARTMENT OF AGRICULTURE, RURAL DEVELOPMENT COUNCIL, AND NATIVE ALASKAN CORPORATIONS MEET TO DISCUSS WHAT ROLE THE DIVISION OF CORRECTIONS COULD PLAY IN ALASKA'S AGRICULTURAL DEVELOPMENT

Among other topics, such a planning group should explore the availability of labor from the Division of Corrections and its contribution to the long term improvement of Alaska's agriculture.

#### Community Service/Public Works Projects

In the past public works crews have operated successfully out of both the Palmer and Juneau correctional facilities. At Palmer, crews performed such tasks as clearing fire breaks in parks and forest firefighting. At the Juneau facility, work crews maintained local hiking trails. In Kotzebue, the police chief presently keeps a significant percentage of the jail population busy performing community services for various city departments. Such community service/public works projects should be reinstituted at the Palmer and Juneau facilities and expanded to other rural-based institutions, in addition to the one at Kotzebue. Before such projects can

be implemented on both the state and local levels, however, four key factors must be addressed:

- Native Alaskan Corporations and other members of the local community should be involved in the initial planning and design of public works projects.
- A needs assessment must be performed in the surrounding community to determine what that area's community service/public works needs are.
- Relationships with state and local agencies and departments must be developed in order to facilitate their cooperation in the crews' efforts.
- Staffing patterns should be studied to determine whether additional staff will have to be hired to supervise the work crews' activities.

Properly supervised public work crews can provide a number of benefits to the institution, the offender, and the general public. Among the potential benefits are:

- Offender public works crews offer a cost effective way of providing services to a community which otherwise might be constrained or neglected due to state and/or local budget constraints.

-- Offenders are given the opportunity to provide general restitution to the community.

- Positive relations can be developed between the correctional facility and other state and local government agencies.
- Good relations can be fostered between the correctional institution and the surrounding community.

## IMPLEMENTATION

### PRISON INDUSTRY LEGISLATION

Alaska is one of only three states which does not have a prison industry law.\* Therefore, should Alaskans decide to establish a prison industry operation, the necessity for enabling legislation would immediately arise. Before discussing the key issues to be considered before a prison industry bill is drafted, it would be helpful to review the role of federal and state legislation affecting prison industry operations.

#### The Role of Federal Legislation

##### Statutes

The early 1930's were watershed years for the passage of federal statutes restricting open-market sales of prison-manufactured products.

Title 49 U.S.E. E 60, commonly known as the Hawes-Cooper Act was passed by Congress on January 19, 1929. It divests prison-made goods of their interstate character thereby making them subject to the laws of the individual states. Specifically, it provides that:

Five years after January 19, 1929, all goods, wares, and merchandise manu-

factured, produced, or mined, wholly or in part, by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal and/or reformatory institutions, except commodities manufactured in federal penal and correctional institutions for use by the federal government, transported into any state or territory of the United States and remaining therein for use, consumption, sale, or storage, shall upon arrival and delivery in such state or territory be subject to the operation and effect of the laws of such state or territory to the same extent and in the same manner as though such goods, wares, and merchandise had been manufactured, produced, or mined in such state or territory, and shall not be exempt therefrom by reason of being introduced in the original package or otherwise.

The Ashurst-Sumners Act of 1935, amended and codified in Title 18 U.S.C. Sec. 1762 was passed as an enforcement act to strengthen the previous law. Its intent is to bar the transportation of prison-made goods into states prohibiting their entry, and to require that all prison-manufactured products be clearly labeled as such. Section 1761 provides that:

\* Nevada and Delaware are the other two states.



(a) Whoever knowingly transports in interstate commerce or from foreign country into the United States any goods, wares, or merchandise manufactured, produced or mined, wholly or in part by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal or reformatory institution, shall be fined not more than \$1,000 or imprisoned not more than one year, or both.

(b) This chapter shall not apply to agricultural commodities or parts for the repair of farm machinery, not to commodities manufactured in a federal, District of Columbia, or state institution for use by the federal government, or by the District of Columbia, or by any state or political subdivision of a state.

Section 1762 requires that:

(a) All packages containing any goods, wares, or merchandise manufactured, produced, or mined wholly or in part by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal or reformatory institution, when shipped or transported in interstate or foreign commerce shall be plainly and clearly mailed, so that the name and address of the shipper, the name and address of the consignee, the nature of the contents, and the name and location of the

contents, and the name and location of the penal or reformatory institution where produced wholly or in part may be readily ascertained on an inspection of the outside of such package.

(b) Whoever violates this section shall be fined not more than \$1,000 and any goods, wares, or merchandise transported in violation of this section or section 1761 of this title shall be forfeited to this United States, and may be seized and condemned by like proceedings as those provided by law for the seizure and forfeiture of property imported into the United States contrary to law.

Finally, after several court suits contesting the constitutionality of federal restrictive legislation, the Act of October 14, 1940 (Public Law #851) was passed by Congress. It prohibits the interstate transport of all prison-made goods except agricultural goods and goods specifically manufactured for state use.

Because it would be economically infeasible to transport prison manufactured products from Alaska to other states, the real impact of both the Hawes-Cooper Act and the Ashurst-Summers Act on any proposed Alaskan prison industry would be minimal.

#### Executive Orders

On December 29, 1973, President Richard Nixon issued Executive Order #11755 which alters and supercedes

Executive Order #325A (issued by President Theodore Roosevelt in 1905). President Nixon's order provides that:

Section 1. (a) All contracts involving the use of appropriated funds which shall hereafter be entered into by any department or agency of the executive branch for performance in any state, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, or the Trust Territory of the Pacific Islands shall, unless otherwise provided by law, contain a stipulation forbidding in the performance of such contracts, the employment of persons undergoing sentence of imprisonment which have been imposed by any court of a state, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, or the Trust Territory of the Pacific Islands.

Executive Order #11755 specifically exempts (with certain provisos) persons on parole or probation from its stipulations. However, it effectively prohibits the numerous federal government departments and military installations in Alaska from purchasing any products which could be provided by an Alaska prison industry program. California's Governor's Office has recently petitioned the U.S. Attorney

General Griffin Bell to repeal or modify Executive Order #11755 to allow the sale of state prison industry products to the federal government. In his letter to Attorney General Bell, the Legal Affairs Secretary stated that:

"...the California Department of Corrections has been placed by the federal government in what amounts to a Catch 22 situation: on the one hand, the federal government urges the states to initiate and expand prison work programs; on the other hand, federal agencies refuse to purchase the products of inmate labor as necessary to insure the effectiveness of such programs"\*

In addition to the Attorney General in California, the Attorneys General in Minnesota, Connecticut, Illinois, Iowa, South Carolina, Colorado, and Washington may also ask the Attorney General to repeal Executive Order #11755. Because the federal government's presence in Alaska is significant and thereby represents a sizeable, potential market for prison industry products, we recommend that Division of Corrections personnel ask the Attorney General in Alaska to join his colleague in California in petitioning the federal government to remove its ban on the purchase of state produced prison industry goods.

\* Letter to Attorney General Bell dated October 27, 1978.

### Federal Court Decisions

The constitutionality of both the Hawes-Cooper Act and a state prison industry law prohibiting the sale of prisoner-manufactured products on the open market has been challenged and upheld in the courts.

### The Role of States' Prison Industry Legislation

Forty-eight states and the District of Columbia have prison industry enabling statutes written into law. Most include what has generally come to be known as "state-use law" because, throughout the country, the chief function of the states' prison industry bills has been to restrict the sale of prison-made goods to state agencies, political subdivisions, and tax-supported and/or non-profit organizations.

Most state-use laws also provide for the establishment of a revolving fund which provides capital to state officials for prison industry operations. The general purpose of the revolving fund is similar throughout the forty states which have one. The chief distinction centers around the size of the fund and whether excess money in the fund must revert to the state's general treasury or can be retained for prison industry use.

In addition to defining the market available to prison industries and providing a source of working capital, most state prison industry bills are limited to defining the purpose of the prison industry program, and stipulating the powers and duties of its director. However, there are a number

of other general and specific factors which should be considered by policy-makers before a prison industry bill is drafted.

### Factors to be Considered Before Drafting a Prison Industry Bill

The passage of enabling legislation is a necessary pre-requisite to the full implementation of prison industries in Alaska. However, implementation and eventual success or failure of the program will not result simply because of the prison industry legislation. A prison industry bill is only enabling legislation and should be presented as such. It merely provides a framework within which the proposed prison industry program will operate and within which defined changes may or may not be achieved.

Whether or not legislation is adequate to survive to the point of law, and whether or not the law will provide a viable framework in which the industries can operate, depends largely on the approach taken long before the bill is actually drafted. Prior to the actual drafting of the legislation a number of factors should be considered by policy-makers. Among the most important is:

### Program Goals and Major Policy Changes

A number of goals and objectives for a proposed prison industry program in Alaska were outlined earlier in this report. Prior to the actual drafting of the prison industry bill, state legislators, officials of the Department of Health and Social Services, and other policy-makers and

concerned citizens should discuss and debate the intended goals of the proposed industry program and the key policy choices.

### Specific Issues to Consider in Drafting Legislation

If decisions about program goals and policy, approach and style, definitions, transition and possible areas of compromise are identified as clearly as possible prior to drafting and introduction, then the likelihood of passage increases because the base of the legislation is firmly rooted in ideas and policy rather than only in the language of legislation. With these caveats in mind, there are a number of specific issues which should be addressed when considering the introduction of a prison industry bill. Among them are:

### Establishment and Purpose of the Prison Industry Operations

Because the bill is an enabling statute and because a prison industry operation will be entirely new in Alaska, it is important that the legislation not only establish the prison industry program but also define its purpose. This can be done in either specific or general language although the latter may be more appropriate in that it may allow for greater flexibility in the future. It is crucial that the legislatively defined purposes of the program agree in principle with the major policies and goals of the program.

### Prison Industry Revolving Fund

Unlike other programs operated within the Department of Health and Social Services, the prison industry program will have as one of its basic purposes the provision of products and services to the state and general public. To maintain such an operation, capital resources must be available on a continuing basis. A prison industry revolving fund should be established as part of the prison industry enabling legislation. The basic purpose of such a fund would be for the purchase of raw materials and supplies to be used for the manufacture of products and for the establishment and maintenance of industrial operations. The fund should be established as a "continuing" appropriation to enable prison industry officials to draw on it as the need arises without the need for annual appropriations. The fund should be structured in a manner which allows all excess profits generated by the prison industry operation to revert back into the prison industry revolving fund for uses which further the basic purposes of the program. Credits to the fund should include appropriations made by the legislature to this account, and other grants which further the implementation of the prison industry program. Debit charges against the fund should include all direct and indirect costs of the operation of the prison industries' program.

In addition to the revolving fund, the enabling legislation should authorize prison industry officials to obtain capital through grants from the state and federal government and by borrowing money from the state treasury and/or other sources.

#### Marketing of Prison Industry Products and Services

Three main channels exist for marketing prison-manufactured goods and services. They are:

- The state-use marketing system (which may or may not include non-profit organizations)
- Unrestricted competition in the open market within the state
- Leasing with private businesses

Each avenue has its benefits and its drawbacks.

As noted earlier, the state-use system is the dominant framework within which the vast majority of state prison industries market their products. Most states (and the District of Columbia) are restricted by their respective prison industry enabling statutes to selling their products to the state, its political subdivisions, and tax-supported and/or non-profit organizations. Several of these states' laws contain mandatory purchasing clauses which require state agencies to buy products manufactured by their prison industries when they need a given item. Such stipulations are helpful to the prison industry administration in that they help to guarantee a stable market for prison industry products. However, the very nature of that state-use market can also be a major drawback in that it limits the range of products which a prison industry can manufacture to those purchased in significant quantity by the state.

Unrestricted competition in the open market, on the other hand, gives prison industry officials greater flexibility in choosing new product/service lines and in marketing those products and services since demand is determined by the open marketplace. Few states are currently permitted to sell their products on the open market. Minnesota can sell farm implements, while both North Dakota and Idaho can sell goods on the wholesale market. Unfortunately, such unrestricted competition on the open market can also leave prison industry officials open to charges of unfair competition from other manufacturers -- especially if the prices charged for prison industry goods are lower than those charged for their competitor's products. In order to affectively counter such charges, prison industry products must be priced competitively with those of other manufacturers.

Leasing prison facilities and/or grounds to private businesses which would then employ prisoners in their operations is another method of manufacturing prison-made goods for the open market. While this idea has received a good deal of attention recently, it is not a new concept. Such leasing arrangements have their roots in the early development of prison industries. Before the implementation of state-use legislation, leasing prisoner labor to private contractors was common practice among prison administrators. In exchange for prisoner labor, private contractors would supply food, clothing, shelter and security for prisoners. In addition, the state would receive a specified dollar amount for this labor. Often, however, these original

"contract labor" arrangements led to unfair exploitation of prisoners and they were essentially terminated due to public outrage and the rise of state-use legislation. Nonetheless, if adequate protections can be guaranteed for the rights of all parties concerned, the modernday leasing arrangement offers an excellent opportunity to expose prisoners to real world working conditions while they are incarcerated. In Minnesota, for example, Control Data Corp. employs approximately ten prisoners at Stillwater State Prison. This leasing relationship provides training to prisoner-workers in data processing while paying them minimum wages.

For reasons previously stated in the Executive Summary, we strongly urge that Alaska officials draft legislation which gives the D.O.C. authority to sell products/services on the open market and to lease with private industry.

#### Pricing of Prison Industry Products and Services

The prison industry bill should contain language which stipulates that prices for prison-made goods and services will be set at the prevailing market price or comparable to the prevailing market price. Such price setting is appropriate because it gives prison industry an equitable price in relation to its competitors and at the same time it protects private industry by not allowing prison industry to depress the prevailing market price for a particular product or service.

#### Prison Industry Advisory Board

The appointment, tenure, make-up, powers and duties of the prison industry advisory board should be specifically stated in the language of the legislation.

The members of the advisory board should be appointed by the governor in order to lend both status and credibility to the board.

Specific length of service by each member on the board should be determined and spelled-out in the legislation. While there is no optimum timeframe for service, the bill should specify a period which will allow the members enough time to become familiar with the policy and operation of the Division of Corrections.

Membership of the board should be chosen from various groups such as the business community, organized labor, native Alaskans, the state Department of Administration, Agricultural interests, and the Division of Corrections.

The Advisory Board should:

- Establish policies governing the operation of prison industries. These policies should be reviewed annually.
- Review and approve the initiation and closure of prison industry operations.
- Serve as spokesperson for prison industries before the political, business, labor, and consumer groups of Alaska.

- Establish a salary structure for prisoners working in a correctional industry.
- Determine the amount of prisoners' wages which will be disbursed for such items as savings, family support, restitution to victims, court costs and fines, etc.
- Set prices for prison industry goods and services within the limits set by law.

#### Background and Powers of the Industry Director

While a background in business, including the supervision of production operations would be helpful, the overriding requirement of a potential prison industry director is that he/she have the management skills necessary to run an efficient and effective prison industry program. We feel that the prison industry bill should stipulate that the director of the prison industry program be a person with considerable management experience.

The powers and duties of the prison industry director should include:

- Authority to recommend to the Board which industrial operations should be established, modified, and closed, as deemed advisable to maximize employment opportunities for prisoners and to adjust to

market demands for a given product.

- Authority to establish procedures governing the operation of industries.
- Authority to promote, plan, and assist in the location of privately owned and operated industries on the grounds of adult correctional institutions.

#### Leasing With Private Industry

We feel that it would be appropriate and advantageous (especially in terms of future flexibility) for legislation to authorize the leasing of prison real estate and/or buildings to a private corporation for the purpose of establishing and operating a business which would employ prisoners as long as:

- The prisoner-employees were paid by the private industry at a wage commensurate with the prevailing wage for such work performed in the neighboring community.
- The private industry agreed to observe at all times security arrangements specified in the lease or temporarily stipulated by Division of Corrections Officials during periods of emergency.
- A significant number of the persons employed in the private industry other than supervisory personnel are prisoners.
- The business is deemed a private enterprise and sub-

ject to all the laws and regulations of the State of Alaska governing the operation of private enterprise in Alaska.

#### Health and Safety Requirements

Prison industry enabling legislation should require that all operations observe the state and federal health and safety regulations.

#### Wages

We feel strongly that the legislature is not the appropriate place to fix prisoner wages. Specific wage schemes fixed in law often do not allow program officials the necessary flexibility to modify wage and bonus plans to better meet the future needs of both the workers and the program. Rather, we feel that determination of wage and bonus schemes should be part of an overall industry policy adopted by the Division of Correction's officials responsible for the prison industry program and predicated upon production and profitability.

As such, we recommend that prison industry workers be exempted from the \$3.00 ceiling on prisoner wages established by Sec. 33.30.225 of Alaska law which took effect on October 6, 1978.

However, the specific purposes for which prisoners' wages can be disbursed should be spelled out in the prison industry legislation. These purposes may include:

- . Support of the prisoner's dependents
- . Reimbursement to the state for an award made for violent crimes compensation
- . Payment of a Court Award
- . Reimbursement to the state for room and board - but the amount should not exceed the average daily cost of incarceration
- . Purchase of clothing and commissary items
- . Enforced savings to assure that funds will be available upon release.

Legislation should address the policy issues integral to prisoners' pay, including its basic purposes. It should be kept in mind, however, that if pay is to serve as an incentive there cannot be too many restrictions placed on the ability of the prisoner to use it as he or she chooses.

#### MANAGEMENT AND ORGANIZATION

##### Prison Industries Director

Prison industries should be headed by an Assistant Director or General Manager under the Deputy Director, Adult Institutional Services. To maintain much-needed contact and interaction between industries and the rest of the correctional system, the Industries Director should be located in the central office. The position should be filled after the passage of industries enabling legis-



lation and after the appointment of, and with the assistance of, the Industries Advisory Board.

The education and experience qualifications for the Industries Director position are determined by the functions of the position. Initially, the primary function must be to create the basic operational structure for prison industries in Alaska. Key tasks to be undertaken include:

- . Conducting profitability and in-depth market analyses of the recommended product/service areas.
- . Making final product/service selection decisions based on the above analyses and with advice and the approval of the Advisory Board.
- . Establishing sound business policies in areas of cost accounting, purchasing, inventory control, production control, distribution, marketing, product pricing, and business planning.
- . Working with appropriate Institutional Services staff in making final determinations as to institutions in which to operate the selected shops, in developing prisoner employment procedures and shop operating policies (length of work day, how to deal with absenteeism, security procedures to be

followed, health/safety requirements, call-outs procedures), in setting prisoner wage - bonus policies, and in delineating institutional versus industries responsibilities in shop operations.

This is a major undertaking and some of the work may have to be contracted out (the most likely areas being 1st and 3rd above). Such work would be done under the close supervision of the Industries Director.

After development of the basic operational structure, the Industries Director must focus on the tasks of implementation, one of the first being to hire persons to start-up and operate the shops. In many states shop supervisors are ex-correctional officers having little, if any, experience managing an industrial operation. In the interest of efficient and productive shops, we recommend that the shop supervisors be professionals from the private sector. In order to attract such persons, competitive salaries have to be paid. This means that an important early responsibility of the Industries Director should be to meet with the State Department responsible for establishing civil service salaries to set realistic salary levels and experience requirements for shop supervisors.

#### Prison Industries Staff

The shop supervisors should report to the Industries Director, but for day to day problems coordinating industry needs with institutional and programming needs should consult with

the institutional superintendent using procedures that have been established. In cases where conflicts can't be resolved at the local level, the Industries Director should become involved; if resolution still can't be achieved, the final arbitrator should be the Deputy Director, Adult Institutional Services.

In some states, industry accounting and fiscal management are handled on a part-time basis by department or division accountants. The problem with this is that division accountants are usually fiscal accountants whereas the need in industry is for cost accountants. Also, it's difficult to report to two entities (division and industries) at once and in cases of conflicts for the accountants' time, the larger entity (the division) inevitably wins. We recommend, therefore, that the Industries Director hire a full time cost accountant. Because of the need to establish and use good cost accounting practices from the very beginning, we recommend that the position be filled as soon as possible during implementation. The accountant should be located in the central office to permit a close working relationship with the Industries Director.

Other industry positions to be filled, but at a later stage of development, as required by industry expansion, are:

- . Sales (initially, one person to be based in the Anchorage area) - H.E.S.S.
- . Industrial Engineer (located in the central office and responsible for equipment selection, shop layout, develop-

ment of production, quality control and inventory control systems).

- . Planner/analyst (located in the central office and responsible for studies of new markets, new business feasibility analyses).
- . Assistant Accountant (initially, one person -- to be located at Palmer C.C.).
- . Industry Manager (initially, one person -- to be located at Palmer C.C. and responsible for the day to day management of all industries in the institution; the shop supervisors would report to the industry manager who would report to the Industries Director).

Until the above positions are filled, certain of their functions should be assumed by the Industries Director (overall shop management, new product planning and feasibility analyses, some industrial engineering, some sales and by the shop supervisors (establishing equipment needs and layouts for their shops, some sales). As staff are added, the Industries Director should become less involved with daily operational matters and can focus more on broader concerns, (i.e. working with the Advisory Board, legislators, other state agencies, and other Division staff in formulating long range directions for industries).



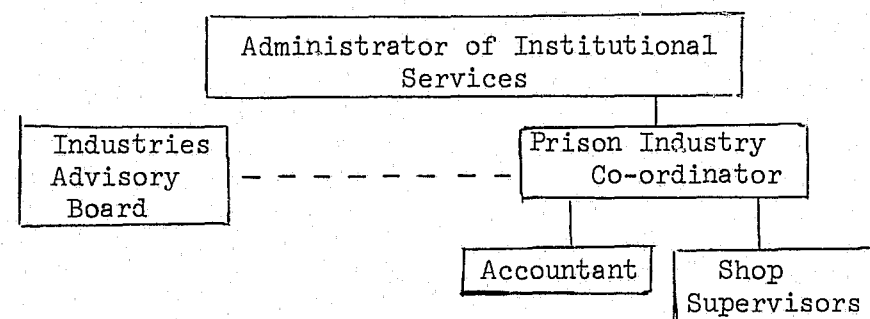
### Management Organization

It is clear from the above discussion that the person selected to be Industries Director has to be exceptionally versatile and willing to work long hours. The following considerations are important:

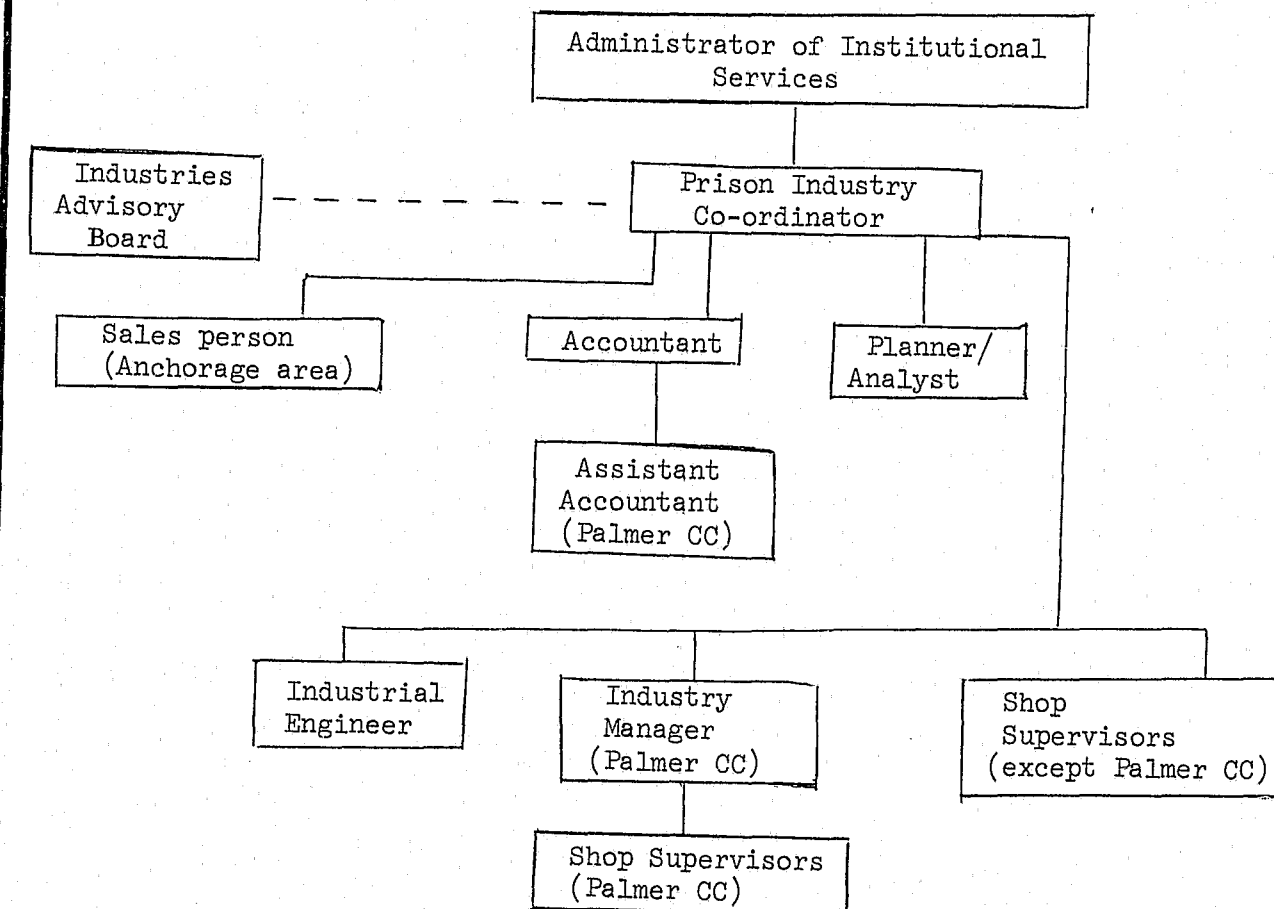
- . Experience starting up a manufacturing business.
- . Experience managing a multi-product manufacturing business.
- . Some knowledge of and/or experience in sales, cost accounting, industrial engineering, distribution, new product planning.
- . Willingness to learn about corrections and ability to appreciate and deal with the constraints it places on industries.

The industries organization charts that we are preposing are given below. The first applies to the start-up phase of operation, the second to a later period when operations have stabilized and further expansion is being planned.

#### Initial Phase



#### Long Range Plan



PRISONER-WORKER PAY PLANS: WAGES  
& BONUSES

Introduction

Wages, in and outside prison, serve two mutually supportive purposes -- as a reward to workers for work completed and as motivation for workers to increase their productivity. Although workers receive the direct benefit of wages, the employer must also receive a direct benefit. The wage structure must serve to improve the quantity and quality of work completed and ultimately contribute to the profitability of the organization.

Prison industries have traditionally paid little or no wages. Those wages which are paid, often have little relation to skill or productivity. Therefore, the operations have been unable to motivate workers improve quality and quantity of operations or generate profits. Prison-workers themselves often feel exploited by the state, and a self-perpetuating, self-defeating pattern has resulted. Productivity remains low, and thus, the financial status of prison industries is generally poor. Prisoner-workers can, under existing policies, only be paid low wages. Therefore, they have little incentive to raise their productivity. While wages are not the sole motivator of prisoners or the only generator of productivity, they are certainly critical to improvements in these areas, which in turn are fundamental to the overall improvement of prison industries. Clearly, prison industries and its pri-

soner employees both stand to benefit from wage plans which are incentives to optimum production. It is appropriate to point out that if prison industries are to be relevant, the work must be as much like that of the community as possible. Wages in a free society are a motivator for performance by workers. Therefore, prison industries should likewise use wages as motivators. Prisoners should become accustomed to having their efforts equated to dollars and cents if they are to be expected to become contributing members of society.

Time Off as Compensation

Some prison workers programs pay no wages at all, but instead reward workers by deducting fixed amounts of time from their sentences. This approach to prisoner compensation is inadequate for several reasons. First of all, it is "negative compensation," in that it rewards by diminishing a punishment. Further, this "reward" is highly manipulable, both overtly and covertly. If the time earned as compensation is not vested, it can be taken away at the whim of industrial or correctional administrators. If it is vested, it can be effectively neutralized as a reward by judges and legislators, who can increase sentence lengths to the point where "earned time" merely forces a prisoner to work so as not to serve a longer sentence than originally intended by the court. Earned time can be further neutralized by parole boards. Roughly two-thirds of all prisoners re-

leased from correctional institutions in this country are released via parole. Thus, a parole board that chooses to do so can significantly undermine the compensation structure of a prison industry program simply by denying parole to prisoner-workers at the expiration of the minimum sentence. Despite the best intentions of industrial management, then, who may sincerely believe that they are offering the most effective incentive to their work force, "earned time" compensation dilutes industrial management's control of its own operation by allowing too many factors unrelated to production to influence the real level of compensation.

Moreover, earned time is too subjective a compensation system. There is no quantifiable relationship between production levels and profits and time off a prisoner's sentence. Consequently, an accurate calculation of time off as a function of the worker's individual contribution to shop performance cannot be made. Money, as the common denominator, allows such a compensation to be made accurately. Under a wage system, the worker's contribution can be precisely rewarded.

Means Other Than Wages to Increase Production

Wages are not the sole means of increasing, improving, or optimizing productivity. Other operational changes which will increase production are:

- . Insuring a consistently high level of sales.

- . Improvement of workers' skills through training.
- . Modernization and maintenance of equipment. A regular schedule of equipment maintenance must be established and followed. Equipment suitable to the product must be used.
- . An effective inventory control system. Raw materials must be available as needed. Regularly used materials should not be allowed to be depleted below an established minimum. Also, maximum levels should be set so inventory does not tie up operating funds.
- . Standardization and simplification of the production process.
- . Improvement in supervision through highly qualified (technically and interpersonally) supervisors/foremen. Training and exposure to private industries operations may be in order.

- . Curtailment of work interruptions or cancellations. Leave from work with pay should only be allowed for conferences with staff which cannot be rescheduled to after work hours, such as parole board hearings.

These operational changes must be part of any effort aimed at increasing productivity so that workers are not entirely responsible for satisfying expectations of increased productivity. Finally, it should also

be noted that pay alone is not the only motivator in prison any more than it is in the community. Other reward systems include cash suggestion systems, vacations with pay, special movie or other privileges, and special one-time treats for meeting a deadline such as a picnic, barbecue or catered meal.

#### Critical Operational Conditions: The Setting

Certain operating conditions must be in place before a prisoner pay plan can operate as a motivator and fair remunerator. Among them are:

- . Sales orders, market forecasts, and/or sales records must be used to determine production goals.
- . An inventory control system must operate to insure that regularly used materials are stocked and reordered when supplies fall below an established level. Also, materials should not be stocked above an established level thereby tying up critical financial resources.
- . Each job must be an actual position described in a written job specification. Featherbedding is to be eliminated.
- . Each prisoner worker must be hired for a specific job and assigned to that job until an opening occurs in another job position. Constant shuffling of workers

undermines the development of skills and indicates a poorly organized, unproductive shop.

- . Reviews of individual work performance must be done regularly, shared with each worker, included in personnel folders, and used to determine wage raises and promotions.
- . Working hours must resemble a standard working day on the outside and interruptions must be minimized. Wages paid by the hour worked and administrative policies limiting callouts will serve to decrease time off the job.
- . Production in a shop must be scheduled and recorded by that shop.
- . Minimum and maximum limits on the inventory of finished goods must be based on a realistic sales forecast.

#### Characteristics of a Quality Pay Plan

The actual level of wage payments and bonus targets must be tailored to each prison industry operation. However, there are some general principles which should serve as guidelines in the establishing wage and bonuses.

- . Wage payments must reflect the skill level and actual working hours of each worker.

This principle provides for fairer remuneration and more effective in-

centives. If skill level is not reflected in wages, workers will not be encouraged to assume greater responsibility or to develop more refined and, thus, more valuable skills. Relating wages to the actual hours worked rather than the number of days worked (or the number of days assigned to a shop), is critical to reducing the traditional prison problem of workers leaving shops during working hours.

- . The pay plan should be as simple as possible.

The simpler the plan the more readily understandable it is to both staff and prisoner-workers. It is crucial that the workers be able to understand the plan. It should be clearly articulated in writing and posted in each work area. A simple plan should also be less costly to administer.

- . Wage increases should be tied to an established record of positive work performance.

Wage increases for promotions into more highly skilled job positions are clearly understandable, however, wage increases for quality performance within the same job ranking are sensitive as the supervisor is solely responsible for giving or denying the raise. Consequently, standardized written work evaluations are critical so that supervisors have legitimate reasons and, if necessary, justification for their actions. Pay raises should be neither automatic nor used for favoritism. Instead, a procedure must insure that the raises are related to work performance and, thus, perceived as fair by the workers.

- . Bonus targets (or standards of output) must be set, and they must be attainable through above-average production.

The target must be developed through sound analysis (described later in this document). A target set arbitrarily is open to claims that it is set too high to achieve, thus discouraging workers from trying, or set too low, thus encouraging employers to raise it to avoid the expense of what they consider to be undeservedly high payments.

- . Bonus targets should be changed only when production methods or dollar values of products change significantly. (If in fact bonus payment is based on dollar computation.)

Such changes would increase or decrease the money value of the products, the figure which determines the payment of bonuses, regardless of the workers' rate of output. If bonuses are to be incentives for maximum productivity, changes in production methods and dollar values of products must be matched by changes in bonus targets.

- . No artificial limits should be placed on how much a worker can earn.

This is important if a bonus system is to effectively motivate workers. In a pay plan where total income is related to productivity, an arbitrary income limit would serve as a ceiling on production. This result is exactly counter to the inten-

tions of a motivational pay plan.

#### Establishing Wage Levels

When considering the establishment of exact wage levels, four key questions must be addressed.

##### . What is affordable?

What is affordable is usually expressed as a percentage of gross revenues. No standard percentage can be given since the amount will vary according to the type of operation under consideration. However, as has been said earlier, wages set way below the minimum wage on the outside will give prisoners reason to feel undervalued and, thus, will not provide incentives for high production. On the other hand, wages can be related to the prison economy including canteen prices. In one sense prison wages may be seen as providing luxuries above and beyond the basic subsistence level provided all prisoners. In fact, to some outsiders prison wages should not be set anywhere near outside minimum wages without some required savings, restitution, or charges for room and board.

##### . How many skill levels are represented by the jobs?

Three skill levels are normally used: unskilled, semi-skilled, and skilled. A fourth level -- leadman or specialist -- may be used for technical or quasi-supervisory jobs. The actual assignment of jobs into the skill levels should be done by the industries' supervisors and the Director together so that supervisors may contribute their knowledge of the particulars of their shop while the Director may help standardize the job differentiations through-

out the institution and correctional system.

##### . Will pay increases without job promotions be allowed and, if so, how many?

Pay increases without job promotions are particularly important if there are few opportunities for promotions. However, these increases should not be guaranteed nor used for favoritism. To protect against these abuses we suggest a limited number of pay ranges and a system which formalizes the decision to give a pay increase. The immediate work supervisor should recommend increases to his or her supervisor. Some objective performance data should be used in the process and a written recommendation should be made.

##### . What are the political limitations on wages?

Political limitations include both institutional pressures and outside pressures. Within the institution the low wages paid for institutional support and maintenance activities serve as a depressant on industrial wages. Wardens traditionally express concern about a significant disparity between the wage scales in industries and in support services. There appears to be little evidence to support this concern. Prisoners have always had access to different amounts of income, be it generated through work, veterans benefits, gambling, Social Security, gifts from relatives, or previous earnings.

Consideration of the full consequences of business decisions applied inside prison walls is critical to safe and successful institutional change. We believe that systematic wage increases can be introduced

gradually and regularly as the financial status of the overall operation of industries improves. In this way, prison industries and institution officials can monitor the effects of change and react appropriately.

The most effective solution to the income differential problem is to set performance standards for support services similar to those in industries and eliminate the overassignment so prevalent in these positions. Such measures would effectively increase prisoner support wages without requiring an increase in budgeted funds.

The most significant outside pressure on prisoner wages is a legislated ceiling. Legislation is not the appropriate mechanism for setting specific provisions of a prisoner wage plan. Freezing limits into law makes it difficult to adjust the pay plan to meet changing production requirements, the effects of inflation, and any other situation which would make an increase appropriate. The legislature could more appropriately establish broad policy regarding prisoner pay within which pay levels could be set administratively.

#### Establishing Bonuses

The key questions which regulate bonuses are:

##### . What are the bonus targets or standards?

Ideally, bonus targets should be based on detailed time and motion studies done by competent analysts who then develop standards for each operation. However, prison industries are

rarely able to use this method because it generally requires hiring expensive outside consultants. Also, many shops are primarily job shops rather than highly repetitive direct labor operations. Finally, at the wage levels common in prison industries the degree of sophistication of such a system far exceeds the need.

Probably, the easiest and yet most effective basis for setting standards for prison industries is using supervisory estimates. Preferably these should be supplemented by observations of private industry sources as well. Estimates of equipment capability with at least minimally acceptable free labor performance should provide the basis of the standards adjusted for special conditions existing in a particular prison industry. Supervisors, by themselves, have a tendency to set standards low either because of their sensitivity to the constraints of the situation or to avoid unpleasantness with prisoner-employees. Industry manager must, therefore, review proposed standards carefully to determine their accuracy.

Another method which can be used is to determine the average shop performance over several years adjusted for any changes in production methods, product mix, or addition of new equipment. The average should be developed using the same time base used for the bonus computation. If many interruptions and a short work day characterized production in earlier years, the data should be developed on a man-hour basis. This data

can then be converted to a five-day week, 28 day month, or any other time base appropriate for the particular production cycle involved. It should be noted that if dollar volume rather than production units is used for this purpose it must also be adjusted for changes due to price increases. This could be done arbitrarily by using a factor based on changes in the wholesale price index of the Bureau of Labor Statistics or it could be done by researching the actual price changes and adjusting accordingly.

- . How often are bonuses to be figured?

In selecting the time period to be covered by the bonus, three factors are important: the basic pay period already in effect, the production cycle, and the influence of prisoner turnover. Obviously, a bonus system not synchronized with the regular pay periods in use would require costly extra effort on the part of the industries accounting office. Using a system which does not reflect the production cycle would result in abrupt fluctuations in the bonus payments without any relationship to the efforts of the work force. Finally, a bonus period which was too long (such as quarterly) would result in prisoner-workers who had contributed to meeting the quota not participating because they had left the shop. Generally, either a weekly bonus computation or preferably a monthly one seems most appropriate for the typical prison industry shop.

- . What are the payments associated with each percentage of output above the target?

The simplest way to administer a bonus system is to relate it to each worker's wage rather than to provide a flat bonus to everyone. This permits the bonus payment to reflect the skill level of each prisoner as well as the actual hours worked.

To illustrate, assume the bonus standard in a shop for a four-week period is \$10,000. The actual shop output for the same period is \$11,000, a 10% increase. The prisoner worker received 50 cents per hour for 152 hours for a base pay of \$76. His bonus would be \$7.60 (\$76 x 10%). His total pay for the period would be \$83.60. Where the production may vary significantly from month to month, the bonus may be computed not on the same percentage as the actual rate of production exceeds the standard but rather on a proportionate basis. For example, a five percent exceeding of the target may result in a one percent bonus. The actual method, again, should reflect the peculiar circumstances of each shop. However, it should be pointed out that as a rule of thumb, exceeding the production standard by more than 25 percent should cause management to re-examine the standards.

- . How are non-production workers to be paid under a bonus system?

The bonus systems discussed above attempt to tie earnings to productivity. What, then, is fair to pay those workers whose jobs do not directly affect production, such as janitors, clerks, and warehouse

workers? First, a number of non-direct hours should be included in the computation of standards to assure that the number of indirect workers does not continue to increase and thereby unbalance the profitability picture. Then, the fairest calculation is to use the same multiplier of the base wage at the shop level for positions which are associated with a given shop and use an average of all the shops in the institution for indirect workers serving all the shops.

- . Are bonuses to be tied to individual production or shop production?

Generally speaking, bonuses tied to overall shop production are easier to manage since individual production bonuses require the establishment of individual production standards. This is often a costly, difficult, and time-consuming process. The main drawback of group incentives is that they may be inequitable if some workers perform more work (or work demanding greater skills) than others in the overall production process. However, the group incentive has many advantages particularly for prison industries. Most significantly, it promotes team work and a recognition of the importance of group effort as opposed to individual performance. It also serves to generate peer pressure to achieve bonus-level performance. Ultimately, the question of individual vs. group incentives should be considered in the context of the particular shop under question.

#### Other Considerations

When the shop operates overtime, production will almost assuredly be above that for a standard period. The industries manager must decide whether overtime wages are sufficient compensation for this work or whether the additional output should also be figured into the bonus. If the decision is not to count overtime work in bonuses, total output must be divided by actual time (hours) worked and then multiplied by the usual number of hours per bonus period to get the adjusted output for that period.

$$\frac{\text{total output}}{\text{actual hours worked}}$$

x

usual hours worked

=

adjusted output for the period

Some industries, in and out of prison, have a probationary period with an associated wage, usually lower than the unskilled wage level. We believe that a probationary status is unnecessary in prison industries. The increased flexibility in not retaining a person beyond the probationary period is irrelevant to prison industries which do not face the regulations of civil service or unions relative to firing procedures. Secondly, prison wages are historically so low even for the standard skill levels, that probationary wages are almost more a token than a re-payment for services rendered. If a probationary period is desired, specific criteria should be developed to determine when promotion or termination are appropriate.



The bonus plan outlined is not the only valid system of providing incentives through payments. Some industries may be amenable to piece-work. Other industries may want to consider a profit-sharing plan. Profit-sharing plans are somewhat more difficult to design and administer and obviously presume a profit. Profits may not be entirely related to shop performance but may be more directly related to the marketing function and pricing decisions. With rapid prisoner turnover, many who contribute to the profitability may not share in the bonus because they will have been gone before the profits are determined and distributed. Most profit-sharing plans require a full year as the basis for the system.

A third possibility is to tie bonuses to increases in yield or, for service industries such as laundries where the output is fairly constant, to reward increases in efficiency which permit decreasing the number of employees required or the number of hours to process a given load. Another option is to tie bonuses to the reduction of waste. While we recognize these as valid options, we have focused on bonuses related to production totals because we believe that to be the simplest method of calculating a bonus for all shops the same way within one institution.

#### WAGES VS. PRISON "WELFARE" PAYMENTS

Many institutions provide to all prisoners, or in some instances all prisoners involved

in institutional programs, a small support payment sufficient to allow the purchase of very basic personal necessities. Industrial wages should not be linked with this institutional "welfare" payment in the sense that such a payment becomes the wage. As in the free world, the minimum industrial wage should be set at a level above this welfare payment, to insure that it does in fact constitute a legitimate incentive to work. Further, the industrial wage should be paid from industrial revenues, and not from general fund correctional appropriations.

#### SUMMARY

Any wage plan for prison industry workers should meet criteria relevant to labor in the prison setting. Six general criteria for prison wage plans come to mind:

1. the wage should constitute a sufficient incentive for creating and maintaining an acceptable level of worker productivity;
2. the amount should be affordable by the industrial operation, expressed as a percentage of gross revenues;
3. the minimum industrial wage should be set at a level above the basic institutional "welfare" payment, to insure sufficient interest in the operation to maintain a stable work force;
4. workers' earnings should allow for enough savings to be accumulated to assist

in the transition period when the prisoner returns to the free world;

5. the wage plan should be generally congruent with institutional and political realities.
6. any wage plan must be simple enough to be easily understood by the workers and supervisors alike, and not subject to manipulation or arbitrary application.

## INSTITUTIONAL HEALTH SERVICES

Although during the initial phases of the planning process, the Division did not have a centralized management approach to health services delivery; a coordinator of health services has since been employed to coordinate a total health care system for the Division's institutions. The coordinator is currently in the process of developing a policy manual to implement this system. Therefore, recommendations made in this section should be considered as reinforcing efforts already underway. This section describes the health care now being provided in each of the Division's institutions. Following this are a series of recommendations concerning staffing needs, written policies, service delivery systems, space needs and information needs for health care.

### Current Health Services

#### Anchorage Correctional Center Annex

The medical treatment area at this facility consists of a very small room with a limited amount of equipment. The treatment staff includes a registered nurse, and a physician's assistant who conducts sick call twice a week and conducts physical examinations twice a week. On alternate evenings a physician holds sick call at this unit. The Anchorage Correctional Center Annex is the principal admitting facility for the Anchorage area, receiving approximately 9,000 admissions per year. It holds presentenced detainees as well as convicted offenders. Male inmates enter the system through this facility and if booked and not placed on bail they are processed for

admission. They receive an initial health screening by a registered nurse and the inmate fills out a short medical history. Within 14 days he receives a physical examination from the physician's assistant or from the physician, unless the nurse indicates it is needed sooner than this. Part of the physical examination is a RPR, and a tine test. If the tine test is positive, the inmate receives a chest x-ray from the Public Health Department. Sick call is conducted five days a week, and the "drunk tank" is checked seven days a week.

Those conditions requiring care beyond the capability of the attending physician are referred to specialists in the Anchorage area. The referral is processed through the Transportation Office who contacts the appropriate clinic, and depending upon the availability of transportation, schedules the patient for the required care. This outside referral must be approved by the superintendent of the facility. If a patient requires hospitalization, either of a general nature or specialty hospital, he is hospitalized in one of the Anchorage hospitals.

Mental health intervention is limited to evaluations which inmates receive from the Langdon Psychiatric Clinic. Evaluations are done only when court-ordered. In-patient psychiatric hospitalization can be acquired from the Anchorage Psychiatric Institute. The Anchorage Psychiatric Institute is a relatively new facility with a staff ratio of two and one-half staff per one patient. It is a 200-bed hospital with a secure wing

where in-patient psychiatric care and evaluation for correctional patients can be provided. A system has been developed whereby an inmate from a correctional facility can be admitted based on the statutory requirement that superintendents provide for the health care needs of incarcerated persons. Superintendents can bring inmates to the hospital, where the medical staff of the facility determines whether or not they should be hospitalized, and if they are hospitalized, they are admitted without recourse to the courts. This is made possible through a "blanket order" issued by a local judge. Patients are kept in the facility until such time that the medical director feels they no longer require in-patient care, when they are then returned to the correctional institution.

Dental care is provided one day per week through the use of the Eagle River Correctional Center Dental Facility, and is primarily limited to the relief of pain. Pharmacy support is received from the McLaughlin Youth Center Pharmacy through a unit dose system. Drugs are delivered daily in a locked container with the medication individually packaged with instructions as to the time of administration. The registered nurse initiates basic alcohol detoxification treatment and monitors the condition of intoxicated arrestees. Drug withdrawal cases are referred to other agencies as appropriate.

#### Anchorage Correctional Center

Inmates are received at the Anchorage Correctional Center

primarily from the Anchorage Correctional Center Annex after sentencing, and are housed here for the classification process. Upon completion of classification, they are reassigned to another facility within the Alaska correctional system, if they have six months or more to serve on their sentence.

The area reserved for health care at the Anchorage Correctional Center is a very small room with few supplies. Sick call is held at this facility by the same physician's assistants and physician that serve the Anchorage Correctional Center Annex.

Either a physician's assistant or the physician conducts sick call five days a week. Dental care is provided one day per week through the use of the Eagle River Correctional Center dental facility. As in the Anchorage Annex, the treatment is limited primarily to relief of pain.

Pharmacy support is received in the same manner as at the Annex with McLaughlin Youth Center pharmacy providing these services through a unit dose system. Drugs are delivered daily in a locked container with the medication individually packaged with instructions as to the time of administration. Hospitalization is provided through use of the Anchorage area hospitals if such service is required.

Mental health evaluation is acquired through the local Psychiatric Clinic or Anchorage Psychiatric Institute. There is no mental health treatment conducted at the facility. The reception and classification process does not include psychological testing.

Alcohol counseling is offered on a very limited basis, and there has been some interface with the local drug treatment center.

#### Eagle River Correctional Center

The Eagle River Correctional Center is nationally recognized as one of the most modern in concept and design. It has been designed primarily for program intervention. The area reserved for health care is a well-equipped and appropriately maintained treatment room. There is also a two-chair dental clinic and three one-bed treatment rooms which can be used for infirmary care. The staff consists of two contractual dentists, two contractual dental assistants, a physician's assistant, and a physician. This staff provides care to this center, as well as the Ridgeview Correctional Center, the Anchorage Correctional Center and the Anchorage Correctional Center Annex.

Primary health care is provided by the physician's assistant and the physician, who hold sick call five times a week. Eagle River receives pharmacy service from the McLaughlin Youth Center pharmacist on a unit dose basis, and receives dental care from the contractual dentist. Needed hospitalization is acquired in the Anchorage area on referral from the assigned physician. Laboratory and radiology services are obtained from community resources on a fee-for-service basis. Two Master's level psychologists are on the staff at Eagle River; they are used primarily for testing and evaluation rather than clinical intervention. There is some alcohol counseling (through Alcoholics Anonymous) and limited

drug counseling conducted at Eagle River.

#### Ridgeview Correctional Center

This is a converted nursing home pressed into service as the facility for female offenders in the Anchorage area. The room used for health care delivery is a relatively well-equipped room, clean, well-lit, and large enough to accomplish its function.

The health care staff consists of the annex registered nurses who do medical screening plus a physician. Intake physical examinations are conducted once a week. Ridgeview Correctional Center receives its pharmacy support from the MYC pharmacist through the unit dose system, and dental care from the Eagle River Dental Clinic one-half day per week.

If specialty out-patient treatment is required, a consultation is requested through the Unit Transportation Officer who makes appointments with the appropriate community hospital or clinic. Hospitalization is provided by the community hospitals. There is currently no system for providing out-patient mental health treatment. Ridgeview inmates can be admitted to the Anchorage Psychiatric Institute in the same manner as other correctional centers in the Anchorage area and do receive some counseling from the ERCC psychological counselors.

#### Palmer Correctional Center

Palmer is a minimum security work camp, and does not house any inmates with severe health problems. All health care is acquired from

the local community on a fee-for-service basis. If an inmate needs to see a physician, he is taken to a local clinic. Pharmacy services are provided by a local pharmacist. The local dentist provides dental care on a fee-for-service basis. Those inmates that require hospitalization are hospitalized in the local community. Palmer Correctional Center provides drug and alcohol abuse counseling and treatment programs. There is, however, no mental health intervention available at this institution. Inmates are taken to the Anchorage Mental Health Center for treatment.

#### Fairbanks correctional Center

Health care staff at Fairbanks consists of one full-time RN, and a part-time contract physician's assistant. A contract has been executed with a local clinic which not only provides general medical care, but also specialty out-patient care. All other services are acquired from the local community on a fee-for-service basis. There is some interaction with the Fairbanks Drug Treatment Center and the local Alcoholics Anonymous group. There is, however, no mental health program.

#### Juneau Correctional Center

The area provided in the Juneau facility for health delivery is well-lit, clean, and well-equipped, but unfortunately lacks privacy. The health care staff consists of a full-time registered nurse and a local physician (under contract) who comes to the unit two evenings a week and conducts sick call.

Specialty outpatient care is acquired from specialists in the local community when available. If the specialist is not available in the Juneau area, the patient must be taken to Anchorage to acquire specialty treatment. Hospitalization is obtained through local hospitals; if specialty hospitalization is required, the patient must be flown by commercial airline either to the Anchorage area or out of state. Pharmacy service is acquired from the MYC pharmacy or a local pharmacist on a fee-for-service basis.

Although there are no mental health programs, there are two institutional counselors and two psychologists who assist in solving adjustment problems. The Anchorage Psychiatric Institute is used if psychiatric hospitalization is required. There is no dental screening on intake, and dental care is limited primarily to the relief of pain. There is sometimes a long waiting time for a dental appointment. In addition, cancellations due to lack of transportation cause problems, and the delay in payment makes it difficult to get inmates' appointments scheduled with local dentists.

#### Ketchikan Correctional Center

The Ketchikan Correctional Center does not have any on site medical facilities. All health services, including mental health, drug and alcohol, dental hygiene and general medical needs are acquired from the local community on a fee-for-service basis.

### Nome Correctional Facility

Nome receives its primary health care from the community, through the Norton Sound Regional Health Corporation Hospital. There are no on-site health facilities, and all service is acquired from the community on a fee-for-service basis.

### McLaughlin Youth Center

The facility for health care at McLaughlin Youth Center consists of a well-equipped, clean office and treatment room staffed by two full-time registered nurses. They are supported by the physician who also provides primary health care to the Eagle River and Ridgeview facilities. An intake physical examination is conducted on all residents who are sentenced to participate in the program. Dental and radiology services are acquired from the Anchorage Psychiatric Institute. A full-time pharmacist on the MYC staff serves all Anchorage-area correctional institutions. Hospitalization is acquired by using Providence Hospital and in cases of emergency only, the Alaskan Native Medical Center for Alaskan natives. The Alaskan Native Hospital does not take responsibility for treating Alaskan natives who are incarcerated in the state prison system. McLaughlin is a well staffed facility with a number of counselors who work very closely with the residents. The nurses are also involved in the counseling process and interact quite well with the residents.

### Identification of Needs and Recommendations

The health care delivery system in the Alaskan prison system most importantly must meet the needs of the offender population. It must also at least meet or exceed the state and national standards set for such health care systems. Using the guidelines of the American Correctional Association and the American Medical Association, the following evaluation of needs and recommendations has been developed.

### Personnel Needs

#### Central Medical Authority:

At the initiation of this planning process, there was no central medical authority to manage the health delivery system. Since that time, a health professional has been identified as the manager of the health delivery system. This position could in the future be filled either by a physician or by a public health administrator.

It is recommended that the health services central office be in the Anchorage area where the majority of the inmates are incarcerated and by far the greatest amount of health resources are available. The administrator should develop and manage the medical budget, recruit appropriate health professionals, and supervise their delivery of services. He or she should establish policies and procedures for the delivery of health services.

In addition to general health services, it is recommended that this individual also manage mental health intervention. Since the Commissioner of Health and Social Services has reporting to her the Director of Corrections, the Director of Mental Health, the Director of Public Health, and the Director of Social Services, under her management a significant sharing of professional talent could be realized. It would appear that the Division of Mental Health could provide mental health intervention to the inmates incarcerated within the Division of Corrections, and that the Division of Public Health could support the general health effort undertaken within the Division of Corrections. The State Office of Alcoholism and Drug Abuse could provide needed assistance in developing drug and alcohol programs. Should such efforts be undertaken, it is recommended that the resources for the delivery of services flow through the Division of Corrections. That is, the Division of Corrections could purchase services from the Division of Mental Health, the Division of Public Health or the Office of Alcoholism and Drug Abuse. The manager of the health delivery system would coordinate with the Division of Mental Health, the Division of Public Health, Indian Health Services, the Office of Alcoholism and Drug Abuse with local dental resources, and with the total spectrum of health delivery resources within local communities to facilitate the delivery of these services to all the jails and institutions under the management of the Division of Corrections.

### Staff Patterns in the Proposed Delivery System:

From a cost-effective perspective, it is recommended that staffing include one full-time physician within the Alaska Division of Corrections. If the medical manager is a physician, that need will be satisfied. If the medical manager is a health administrator, a full-time physician should be a part of the staff in order to provide the necessary clinical leadership. The remainder of the physicians involved in the Alaska correctional system should be under contract, which allows for flexibility and insulates against "burn out". The present annual base salary structure for a physician within the Alaska Division of Corrections is \$48,027. The annual base salary of a physician's assistant is \$23,208. The salary of a registered nurse is \$18,612. It is obvious that the least trained clinician capable and authorized to deliver the required care should constitute the "full-time" staff.

The following primary health care staffing pattern is recommended for the Anchorage area:

- a. The Anchorage Annex and Anchorage Third Avenue should share some staff, since they are in close proximity and neither are very large.
- b. One contractual physician and one contractual physician's assistant would serve the Annex. The physician's assistant would conduct sick call five times per week, and accomplish physical examinations three times per week. The physician would see those patients

referred by the physician's assistant on a clinic basis three times per week, and would authenticate charts as appropriate.

- c. The Anchorage Third Avenue facility would receive primary health care from another physician's assistant backed up by a contractual physician (who could be the same one serving the Annex). The physician's assistant would conduct daily sick call and refer patients to his physician as appropriate.
- d. A full-time registered nurse would be assigned to each facility to screen sick call, prepare medications, assist in charting, and arrange for specialty clinics for those inmates referred for out-patient specialty care. With the immediate availability of emergency medical personnel at the Annex (the rescue squad is next door), full-time staffing around the clock would be somewhat excessive.
- e. Eagle River should be staffed with one full-time registered nurse and a contractual physician. The same contractual physician could support the two registered nurses assigned to McLaughlin
- f. Ridgeview could be served by the registered nurse assigned to the Annex or the one assigned to Eagle River. A contractual OB-GYN physician would provide primary health care and those services necessary to meet the special needs of female offenders.

The number of contractual hours of each provider should be determined

by workload and negotiated on a continuing basis as workload changes. Since all other corrections facilities in Alaska are scattered over a vast expanse, and each facility is small, the recommended staffing is one registered nurse per facility with all other services to be obtained through contractual arrangements.

There is currently a dietician available to the system. Such a professional must be placed under contract to serve the system. The duties of the dietician or nutrition specialist are to develop menus which insure that food served at each facility meets or exceeds the dietary allowances as stated in the Recommended Dietary Allowances of the National Academy of Sciences. The dietician also provides clinical support to the responsible physician in treating those inmates who require special diets from a health care standpoint. A diet manual needs to be developed and provided to the facility food service supervisors so that when the physician orders a specific diet, the food service supervisor would have access to an appropriate professional reference.

#### Availability of Staff in the Anchorage Area:

There are substantial medical resources within the Anchorage area. A survey of the yellow pages in Anchorage indicates that there are four hospitals, 15 different specialty clinics, and 195 physicians listed under 37 different specialties (although there is considerable double-

counting in that a number of physicians are listed as specialists under more than one specialty). There is also a School of Nursing at the University of Alaska in Anchorage. It is evident that the medical community in Anchorage must be convinced that their professional interests would be served by responding to the needs of the correctional client, which will take some time.

#### Licensure:

The Alaskan correctional system must provide the same quality and quantity of health care to the incarcerated inmate that is available to the free community. In keeping with this standard, it is essential that the providers of health care within the correctional environment be licensed or registered in the same manner as their counterpart in the free community. Evidence of such license (copy of license or certifications) should be maintained at the facility which employs the health professionals.

#### Job Descriptions:

Specific job descriptions are lacking for personnel under contract. Such written job descriptions should be created for all health professionals serving under contract. Without such job descriptions, it is difficult to evaluate whether or not the contractor is delivering the services which were purchased.

#### Written Policy Needs

##### Health Delivery:

There are presently few, if any, written policies and procedures relating to health care delivery in Alaska's corrections institutions. A Policies and Procedures Manual for the delivery of health care services must be developed. This manual should be patterned after the AMA standards relating to health care, which specifically identify those areas where written policies and procedures are necessary. The manual should address the scope of the intake screening and of the complete medical history and physical examination. It should contain procedures to acquire emergency care, to include first aid on-site, ambulance coverage, and emergency hospitalization. Sick call procedures, including diagnostic services, laboratory support, treatment plans, and pharmacy services should also be included. Procedures to acquire specialty out-patient clinic follow-up care for acute and chronic conditions, physical therapy, and occupational therapy should be addressed. Specific procedures to acquire emergency and programmed hospitalization for each facility must be included. Procedures to acquire out-patient mental health care, in-patient psychiatric hospitalization, drug and alcohol intervention, and services for the mentally retarded should also be included. The medical records system and all of the forms required to implement a standardized medical records procedure should be specified.



Policies and procedures relating to sanitary inspections and dietary services are also appropriate for inclusion in this document. The above listing is not allinclusive, but it does identify the major areas that a medical policy and procedures document should address.

#### Standing Orders:

Written standing orders for the physician's assistants or nurse clinicians who are delivering primary health care under the umbrella of their registered physician have only recently been completed. Written standing orders for these physician's assistants and nurses must be established in keeping with medical protocol. Many states have developed and published protocols and standard orders for physician's assistants and nurse practitioners which have been found to be very useful in the development of local standing orders.\*

#### Health Care Outside the Institution:

There are no written procedures which would describe the methods of acquiring health care which is not available within the facility. A one-page instruction sheet which informs the inmates as to the procedure to access to health care, including that not available in the facility, should be provided to each inmate on his entrance into the system. These instructions should be orally presented to those inmates who are illiterate.

#### Medical Emergencies:

There are no written plans for medical emergencies. Each facility should develop a written plan addressing the procedures for coping with medical emergencies. These plans should be developed under the staff supervision of the medical manager.

#### Prosthetics:

Specific policies which identify the criteria controlling the provision of medical prosthetics should be established. The medical manager, in conjunction with the Alaska Medical Society and the Alaska Dental Society, should develop criteria which indicates the parameters governing the provision of medical and dental prosthetics. Length of sentence, degree of incapacitation, and the inmate's basic well-being should be considered in the development of these criteria.

#### Written Treatment Plans:

There are no individual written treatment plans for those special inmates who require close medical supervision. Individual treatment plans should be developed for each inmate who is diagnosed by the

\* Patient Care Guidelines for Family Nurse Practitioners, Hoole, Greenberg and Pickard, M.D.'s 1976, Little Brown and Company, Boston, Massachusetts.

unit physician as having special medical needs. Examples of inmates who require special attention are the alcoholic, the drug-dependent patient, the diabetic, the epileptic, the physically incapacitated, the paraplegic, the post-CVA, those requiring special diets, the mentally retarded, and the cardiac patient.

#### Confidentiality:

There are no policies governing the confidentiality of medical information. Access to the medical record must be controlled by the responsible physician. The confidentiality of the physician-patient relationship is as significant in a correctional setting as it is in the free community. Written policies and procedures must be developed to specifically identify those personnel with the need to have access to medical information, so that confidentiality may be maintained and yet good order and discipline maintained within the system.

#### Informed Consent:

There is no system to ensure that inmates are participating in health care delivery under an informed consent procedure. A form reflecting informed consent of the inmate to participate in selected health procedures should be developed and executed prior to treatment. This is particularly important if health care delivery becomes a subject of litigation.

#### Service Delivery

#### Dental Health:

Neither initial nor on-going dental screening is accomplished, and the specific levels of dental care which the Division intends to provide have not yet been identified. Sufficient dental resources must be acquired so that dental care can be provided which will effectively relieve pain, combat infection, and insure that sufficient dental care is rendered to maintain the basic health of the patient. The two-chair dental clinic in the Eagle River facility should be expanded to a three-chair clinic and staffed with a dentist, dental assistant, and dental hygienist so that this clinic could provide general dental services to the Anchorage area.

#### Chronically Ill:

There is no facility specifically staffed or equipped to meet the needs of the chronically ill inmates or those who require constant convalescent care. Those inmates who are identified as being chronically ill, or who require convalescent care, must be identified early in the classification process. It is recommended that one facility be identified as the recipient of those inmates classified as chronically ill or requiring convalescent care, and that the facility be staffed to meet the needs of these patients.

#### Drug/Alcohol:

There is a very limited drug and alcohol intervention program within the system. An LEAA grant has been prepared which, if approved, would address the needs of the drug-addicted inmates within the Anchorage area. This grant would provide drug intervention to those inmates who did not meet the criteria established by TASC (Treatment Alternatives to Street Crime); an active TASC program is currently underway in the Anchorage area. The grant would provide treatment to the inmates while they are in the correctional system, and facilitate their release back into a TASC component to insure continuity of care.

A study of the impact of alcoholism in Alaska during 1975, conducted under the auspices of the DHSS State Office of Alcoholism, points out that the cost of alcohol-related crime to Alaska's criminal justice system during that year was \$15.2 million. The study points out that "funds spent on effective treatment and rehabilitation for alcohol offenders would ultimately save the criminal justice system money" by "contributing to the prevention of future offenses that would not occur without the excessive consumption of alcohol."

Funds for alcohol and drug treatment should be provided so that the medical manager can contract with available drug and alcohol intervention services to provide needed treatment for offenders. This treatment need not, and in fact should not, be limited only to incarcerated offenders, but

should involve community corrections clients (probationers, parolees, work releasees) as well. The study urges greater cooperation between courts, alcohol treatment and rehabilitation agencies and corrections in order to develop systematic sanctions that would enable early identification of individual problems and designation of available treatment resources. The health services manager for the Division of Corrections should be an active participant in developing more effective drug abuse and alcoholism treatment and prevention programs.

#### Intake Screening:

Intake medical screening is inadequate, and health records are not uniformly developed and maintained. Although a relatively good intake physical examination is conducted at the Anchorage Correctional Center Annex and at the Ridgeview Correctional Center, the collection of the health appraisal data lacks system-wide consistency, and the medical records used at each facility are not standardized. The medical manager must set forth the parameters of the intake physical examination, which should include, in addition to the RPR and time test currently being conducted, other urological and serological evaluations which can be obtained at very little cost through a dipstick color analysis system (some of these are now done at the Annex). Medical records should be standardized throughout the system. The practical guide provided by the American Medical Association for medical records would be most

appropriate.\*

#### Referrals to the Outside Medical Sources:

Although superintendents have the responsibility to approve or disapprove referrals to outside medical sources, they have been provided no criteria on which to base their decision. At the present time, custody and budgetary limitations rather than clinical necessity, have a significant impact on their decisions. An appeal can be made to Chief of Health Services.

The decision as to whether or not a referral to outside medical resources is appropriate should be based on the clinical decision of the health care provider. Certainly superintendents must be involved in this decision to the extent that there are custody parameters which must be considered. However, the decision as to whether or not the referral to outside medical sources is appropriate should not be clouded by budgetary limitations. The medical manager should establish specific criteria which would govern the appropriateness of the referral, within which the provider of health care should function. The superintendent would then react to the referral based on custody limitations. This recommendation would be significantly facilitated by a central budgetary authority.

#### Mental Illness:

There is no program to train corrections staff to recognize the

indicators of emotional disturbance. As previously indicated, the primary step in the delivery of mental health services is the identification of those who may require it. The staff must be trained to recognize behavior patterns that suggest symptoms of mental illness. Such training should be developed under the supervision of the medical manager and implemented throughout the system.

#### Psychological Screening:

With the exception of those that are court ordered, there is no psychiatric or psychological screening accomplished which could identify those inmates who require mental health intervention. Even those cases where the screening is court-ordered and accomplished, the results of that intervention are not recorded in the medical record.

Although the classification process is not specifically related to health delivery, it is essential that all inmates entering the system be evaluated, not only from a medical standpoint, but also from a psychological standpoint. Improvements in intake classification procedure have been a matter of concern within the Division of

\* Practical Guide to the American Medical Association Standards for the Accreditation of Medical Care and Health Services in Jails, AMA pilot project to improve medical care and health services in correctional institutions.

Corrections for some time.\* As stated earlier the primary ingredient of a mental health intervention system is the identification of the patient. This can best be accomplished by the intake process. Consequently it is recommended that the intake and classification process include a battery of psychological tests (along with an interview as necessary) designed to identify those who require mental health intervention. Individuals so identified should be referred to the appropriate clinical resource.

#### Mental Health Treatment:

There is very limited mental health treatment being provided to Alaska inmates. The medical manager should develop a uniform mental health intervention program. At the present time, there are few standards relating to the delivery of mental health care in the correctional environment. The American Medical Association, in conjunction with LEAA, is in the process of developing these standards and when published, they should be considered for adoption by the Alaska Division of Corrections. It is essential that the medical manager work with the Division of Mental Health to establish contractual arrangements for the delivery of services to the correctional client. The Langdon Psychiatric Clinic in Anchorage is willing to undertake the responsibility for psychiatric and psychological evaluations for all facilities within the corrections system. Although the Langdon Clinic has the capability and willingness to work with the

correctional system in providing needed service, it would be much less costly to use the resources currently available within the Division of Mental Health, including the Anchorage Psychiatric Institute.

#### Mental Health Component:

Current studies indicate that the prison population in Alaska will exceed 1,000 inmates by the year 2000. A very conservative estimate would indicate that of those 1,000 inmates, 10 will require psychiatric hospitalization, 20 long-term psychiatric nursing care, and approximately 120 would require outpatient mental health intervention each year. Consideration should be given to developing a treatment component capable of addressing the needs of the mentally ill, particularly within the Anchorage area, through the use of a mental health clinic at one of the facilities for outpatient care (for example the Eagle River facility), supplemented by the in-patient capability of the Anchorage Psychiatric Institute. The outpatient clinic could be staffed by the area mental health clinic under a contractual arrangement. The needs of outlying areas should be addressed through contractual arrangements with their area mental health programs.

\* The Alaska Division of Corrections, Institutional Population and Space Utilization Study, Roger v. Endell, University of Alaska, Criminal Justice Center, April 15, 1978.

#### Service Delivery to Regional Jails:

It is essential that the health needs of those inmates who are incarcerated in the regional "bush" jails not be neglected. The Alaska Federation of Natives and the Alaska Native Health Board are resources to develop and implement the health delivery system for these "bush" facilities. A system designed to communicate diagnostic data relating to health problems and recommended treatments might be developed through the Governor's Office on telecommunications to serve the remote areas.

#### Space Needs

#### Standards:

The space and equipment which has been reserved for the delivery of health services does not meet appropriate standards. Appropriate space and equipment must be made available for the delivery of primary health care within each facility. It is recommended that a room approximately 10 x 12 feet, well-illuminated, maintained at the appropriate temperature, and capable of insuring patient privacy and confidentiality be made available at each facility for this purpose. Equipment should include at least the following items: a desk, chair, desk-side chair, examining table, and diagnostic equipment such as thermometers, blood pressure cuffs, stethoscopes, etc. There should be a scale, an appropriate examining light, a wheelchair, and litters. The examining room should also contain a drug cabinet capable of being locked, a sink, and a container to file the medical records, also capable of being locked.

There should be immediate access to a lavatory.

#### New Construction:

Any new facility constructed should take into account the basic requirements for a primary health care delivery space as previously indicated. Plans for the renovation of any existing facility should also include sufficient space for the delivery of primary health care.

#### Exercise:

There is insufficient program space to allow the inmates to exercise in keeping with current standards. Both the American Correctional Association and the American Public Health Association concur that sufficient recreational space must be provided in correctional institutions. An indoor area including a gymnasium, and an outdoor area, properly drained, should be planned and provided in each correctional center.

#### Information Needs

#### Medical Management Information System:

There is no Medical Management Information System. No workload data is maintained, nor is there any system for cost accounting. A Medical Management Information System should therefore be developed. This system should include procedures for the reporting of workload data and should have the capability of

relating workload data to the medical budget so that a cost accounting system can be developed. This will allow the medical manager to make informed decisions relative to the delivery of health services. He/she will be better equipped to determine whether or not contractual services are more effective than full-time employees; to decide whether or not they should purchase new equipment or obtain necessary services from an outside source; to do a comparative analysis of the relative efficiency of the health professionals within the Division; and to use reported data to assist him/her in the management of all of the health delivery resources. Such a system should also provide data which can be used in an evaluation of services, without which it would be difficult to determine whether or not health care efforts were producing the greatest amount of services at the lowest possible cost.

#### Summary of Recommendations

#### Personnel Needs:

The first step in improving the efficiency and service potential of the correctional health system is the creation of a central medical authority. Under this organizational structure, a medical manager would be appointed to oversee statewide health care delivery. Staff under this system would report directly to the manager. New additions to staff would include a nutritionist for control of food preparation, and dining, as well as full-time registered nurses for those

facilities which do not now have them. All staff would be licensed according to their professional status, and such licensing should be clearly presented to users of services. Job descriptions for all health care staff should be created, thus carefully defining roles and expectations.

#### Written Policy/Procedures:

Written policy should be developed for all health care delivery systems. Standing orders must be created for physicians, physicians assistants and nurses. Policy should be developed for the utilization of community health services. Responses to medical emergencies should also be regulated by written policy, and treatment plans for patients should be written. For the benefit of the patient and staff, strict confidentiality should be a policy of the Division, and when possible all patients should sign informed consent papers prior to medical treatment.

#### Service Delivery:

Programs at each institution should be fully developed for the treatment of mental illness, chronic illness, dental problems and drug/alcohol dependency. Particular consideration should be given to the creation of a new mental health component to effect appropriate mental health intervention. Thorough psychological screening should take place, along with general intake screening at time of entry for each resident. A regional service delivery plan should be developed to increase

service potential to outlying regions. Full advantage should be taken of all available professional community health services, whether on a contractual or fee-for-service basis.

#### Space Requirements:

The American Correctional Association and the American Public Health Association standards for health care facilities in correctional institutions should be studied, and necessary space allocated for all health care needs. In the event of new construction, care should be taken that adequate space for health services is incorporated in the design stage. Exercise and recreation space, indoor and outdoor, should be provided as an essential part of the health care system.

#### FEMALE INMATES AND CO-CORRECTIONS\*

The development of alternative housing for female offenders now housed at Ridgeview must be considered from both a short and long-term perspective. Given that the initial agreement enabling the opening of Ridgeview indicated that it was a short-term solution to the problem of housing female offenders, the State of Alaska must be prepared with adequate alternative housing when its lease on that facility expires.

There are several options which could be considered. In the short-run:

1. Sentenced women could be:
  - a. placed in out-of-state correctional facilities (unless serving a short sentence, e.g., six months or less)
  - b. housed in a temporary unit on the grounds of Eagle River
2. Unsented women (and those with short sentences) could be:
  - a. reintegrated into the Anchorage Annex
  - b. housed in a temporary unit on the grounds of Eagle River
  - c. housed in other facilities throughout the State as space becomes available

More long-term options for female inmates include:

1. Construction of a permanent module at Eagle River for all female inmates, or just for sentenced females.

2. Construction of a permanent female offender module as part of the proposed new Anchorage-area institution for sentenced inmates, to house either all females or only sentenced women.
3. Construction of a module to house unsentenced female inmates as part of the new Anchorage area pretrial detention facility, allowing either the Eagle River or the new sentenced facility site to have modules housing only sentenced women.

Several of the temporary solutions and all of the long-term options which involve construction would result in a co-correctional or coeducational institution for the State of Alaska. Therefore, it is important to consider what the implications of this would be, philosophically, programmatically, and architecturally. The first and perhaps most crucial step is the definition of co-corrections. As part of the National Institute of Law Enforcement and Criminal Justice's national evaluation program, an assessment of co-educational corrections was

\* Since the initial drafting of this plan, the Division of Corrections, under new leadership, has begun to refine housing alternatives for female offenders. This further work is not specifically reflected in the text of this section, but is philosophically consistent with the policies outlined here.

published in June, 1978. For the purposes of this study, four key elements had to be present in order for a facility to be considered a coeducational correctional institution. The facility had to be an adult institution, the major purpose of which is the custody of sentenced felons, under a single administration, and have one or more program(s) or area(s) in which male and female inmates are both present and in interaction. The first three elements leave no room for flexibility in definition, but the latter suggests that there is a great deal of variance among "coed" correctional institutions as to the degree of interaction permitted.

Recent Bureau of Prisons data show that 58 percent of female and eight percent of male federal prisoners are housed in coed institutions. The NILECJ study indicates that ten percent of the female and less than one percent of male inmates of state prisons are in coed facilities. The NILECJ study in fact indicates that these percentages have been growing in recent years, although more slowly since 1975 than they had been previously.

According to the NILECJ, the most frequently-cited reasons for establishing co-corrections have been "the under-utilization of a jurisdiction's facilities for one sex and/or overcrowding in facilities for the opposite sex, and the need to increase the cost-effectiveness of program delivery to one or both sexes." In general, goals which a coeducational correctional institution might reasonably be expected to achieve in Alaska are:

1. Realization of economics of scale in terms of more efficient utilization of available space, staff and programs;
2. Increased diversification and flexibility of program offerings, and equal access for males and females, particularly to prison industry opportunities;
3. Relief of immediate or anticipated legal pressures to provide equal access to programs and services for both sexes;
4. Provision of an additional tool for creating a more normal, less institutionalized atmosphere;
5. Cushioning the shock of adjustment for releases by reducing the number and intensity of adjustments to be made; and
6. Expanding career opportunities for female staff who have previously often been "boxed into" the single state women's institution.

All of these aims are consistent with the philosophy of corrections recommended for Alaska in the first chapter of this plan.

Potential adverse consequences of establishing coeducational correctional institutions can include:

1. Increased likelihood of female inmates becoming pregnant, with attendant interpersonal, economic and emotional negative consequences.



2. Focusing of institutional controls on female inmates because of fears over possible pregnancy.
3. Assumption of passive, dependent roles by female inmates who may be more likely to assume a fuller range of roles in a single-sex institution.
4. Due to concerns about unstructured interaction between the sexes, the focus on institutional security may increase, movement can become more restricted and access to programs can be reduced (this has been cited by some as the primary disadvantage of converting Eagle River to coed use).
5. Damaging of relationships between inmates and their spouses and families on the outside.
6. A potential loss of community support due to the perception that deprivation of heterosexual relations is a necessary aspect of imprisonment.
7. A reduction in opportunity for women staff members to attain high administrative positions in the corrections system.

Not all of these consequences have been observed in any one facility or system, and their occurrence can be limited by effective planning prior to implementing a coed facility, along with continued monitoring of the program once it is in operation. It is especially important to note that most of these problems are much more likely to occur in facilities which were

not originally designed as coed institutions, and/or where staff are not trained to cope with the potential special problems encountered in co-correctional institutions.

If it is essential that female inmates be vacated from Ridgeview in the near future, then only the short-range options listed previously would be immediately feasible to implement. However, each of these has disadvantages which would, in the long run, render them unacceptable. Out-of-state placement of sentenced females is not advocated because of its very adverse impact upon the family and community ties of inmates; this plan in fact recommends the return to Alaska facilities of all inmates (male and female) now housed in federal institutions, consistent with a reintegrative approach to corrections. A large proportion of Alaska's females inmates (as compared to males) have been or are married, so it is likely to be even more vital that female inmates have the opportunity to maintain their family ties, especially if children are involved.

Housing unsentenced women and those with short sentences at the Anchorage Annex could of course be only an interim solution, since this facility has been evaluated as totally unfit for pre-trial detention purposes in the long run. Dispersal of Anchorage-area female detainees and short-sentenced women to other facilities in the state would create transportation, defense preparation and reintegration difficulties which could only be tolerated on a

temporary basis.

Temporary units on the grounds of Eagle River would, as their description implies, have a short life expectancy commensurate with their relatively low cost. However, of all of the short-range options this one is most preferable from the standpoint of reintegrative concerns, and the cost of temporary units would not be significantly greater than the \$8,960.75 per inmate per year which it would cost to house the females in Nevada\* (for example).

In considering the more long-range options, several issues must be addressed. Because Alaska's statewide female offender population is quite small at present, currently averaging 40 women, 30 of whom are sentenced, (including those federally housed) maintaining or constructing a totally separate female offender facility is not likely to be cost-effective. Even if the total inmate population in the State grows to 1569 by the year 2000, (the maximum projected under any policy option), it is unlikely that it would encompass more than about 80 women across the state. Therefore, it is appropriate that Alaska consider accommodating female offenders as part of a larger correctional complex housing male offenders as well. In this way, equal access of male and female inmates, particularly those serving sentences, to program and prison industry opportunities can be assured.

The long-range construction options mentioned previously (female offender modules at

Eagle River, the new Anchorage sentenced facility, and/or the new Anchorage pre-trial facility) can only be decided upon in the context of their impact on the total facility. In general, construction of a totally new facility designed to accommodate coed programs is to be preferred to renovating an existing one (i.e., Eagle River) to accommodate them. This would prevent the potential security and programmatic problems with co-corrections which can occur when the concept is "grafted onto" a facility not originally designed or programmed for co-corrections.

However, if the new sentenced facility in Anchorage is built to accommodate maximum population levels of male offenders, then the addition of space for up to 60 sentenced females may push the total bed-space of that facility beyond manageable limits. In this instance, the Eagle River option is to be preferred for sentenced females, in order to preserve a more humanized scale for the new institution. Since only a small proportion of sentenced women required maximum security housing (24 percent of those not in prerelease, or 17 percent of the total according to survey data). Eagle River would be an appropriate setting for most female inmates. Careful planning and staff training will be essential if Eagle River is to successfully accommodate female inmates on a short- or long-term basis. In any case, provision should be made to house up to 15

\* Division of Corrections, January 1979 memo to DHSS Commissioner.

unsentenced women (the maximum projected under any policy option for the year 2000) in the new pretrial detention facility to be constructed in Anchorage. If ROR were fully implemented, this capacity need is likely to be reduced to a about 10. Eagle River would not be appropriate as a long-term placement for unsentenced Anchorage-area women due both to its remote location and its low-security character. The new facility for sentenced male offenders could conceivably house both sentenced and unsentenced females (if the required capacity for males is not too great), although the security and program needs of sentenced and unsentenced population are sufficiently divergent that separation of unsentenced and sentenced women would be programmatically justifiable.

In designing programs for female offenders, particularly those who are sentenced, there must be equal access for women to all program and work opportunities made available to males. However, this concern for equitable treatment of male and female inmates should be tempered by the knowledge that women in prison may have very different needs in some areas than their male counterparts. In Alaska, the profiles of male and female sentenced inmates obtained through the Moyer Associates survey are quite different in some respects. Although the age distribution and ethnic backgrounds of males and females are similar (excepting that there were proportionately more Indians and fewer Eskimos among the females than the males), female inmates were somewhat more likely to have been married. Females inmates

were found to be relatively better educated than males (62 percent of females had at least high school diplomas as compared to only 53 percent of males), and proportionately more females than males were reported to be employed full-time at intake (33 versus 25 percent respectively). Although female sentenced inmates were reported to be drug abusers at the time of their current offense in about the same proportions as males, alcohol abuse was much less pronounced among female inmates (only 24 percent were reported as chronic abusers, as compared to 45 percent of men). A majority (70 percent) of female inmates had no prior felony convictions, as compared to slightly less than half of male inmates having no prior felony convictions. The current offense of female inmates is much more likely to be a non-assaultive felony or misdemeanor; only 30 percent of females as compared to 56 percent of male inmates had committed an assaultive felony as their current offense. To illustrate this, the three most frequently occurring offenses (in descending order) among male inmates are burglary, armed robbery and aggravated assault, while among females they are sale of controlled substances (not including marijuana), driving while intoxicated, and manslaughter. Embezzlement and check offenses also occur with greater frequency among female inmates. Using the modified inmate classification system developed by Moyer Associates, only 17 percent of Alaska's female inmates as compared to 33 percent of the entire sentence inmate population, could be classified as requiring

maximum security housing, while 35 percent of females as compared to 18 percent of the total were classified as eligible for work release. More detailed discussion of Alaska inmate characteristic is found in the sentenced inmate profile section earlier in this chapter. This summary is intended to point out some of the differences between female and male inmates which might reasonably be expected to impact upon program needs of female inmates.

Across the country, the number of sentenced female inmates rose 74 percent from 1971 through 1977. This growth in population probably can be attributed to a few factors: (1) the number of arrests of women has grown from ten percent of all arrests in 1960 to 16 percent in 1975 (although this not directly related either to number of convictions or the proportion of those sentenced to prison); (2) the judiciary, in an effort to achieve equity in sentencing decisions, are increasingly more likely to sentence male and female inmates convicted of similar offenses to the same amount of time; (3) parole boards, using release guidelines, are also making more uniform decisions across male and female inmates.

However, it is still not true, contrary to growing popular belief, that women are committing significantly more serious violent crimes; FBI statistics "show that women offenders today are, for the most part, committing the same kinds of crime they have always committed -- various kinds of larceny, forgery and drug and

prostitution-related crimes. If they are involved in more serious crimes, it still seems to be mostly as accessories to male companions, or because they killed or assaulted abusive husbands or boyfriends."\* It is also still the opinion of many that the criminal system treats women much more leniently than it does men. The perception that women are weak, vulnerable, non-dangerous, or worthy of special consideration because they are mothers, still keeps many from being sentenced to prison.

These perceptions can lead, however, to treatment of those women who are in prison as if they were children. The emotional dependency of female inmates upon staff is encouraged in many women's prisons, which can accentuate personal problems which brought the women to prison in the first place. A classification counselor at Purdy Treatment Center in Washington sums up prevailing attitudes he has observed among female inmates: "most of the women...are very passive and not in sympathy with the women's movement. Most of them dream of being a housewife and having children and a man to depend on...It seems like a lot of women get involved in crime in the first place because they pick a real loser to start out with... and they do whatever he says... There is no women's movement as far as the women in the Purdy Treatment Center are concerned.\*\*

\* Joan Potter, "In Prison, Women are Different", Corrections Magazine, December 1978.

\*\* Ibid.

Thus, at Purdy, one of the most central goals of the institutions program is the encouragement of responsibility and self-respect on the part of inmates (residents), and the expectation of "a lot of accountability from residents and staff" (Sue Clark, Superintendent).

It is essential that corrections staff avoid the sex-role stereotyping of women as dependent and vulnerable, and work to encourage female inmates (who may unfortunately fit this stereotype more than many women) to take control of their own lives and obtain the education and skills necessary to maintain economic and personal freedom once they are released. Staff of Ridgeview Correctional Center recognize this need, but are currently hampered by facility design inadequacies and limits on available programs and work within the institution. The long-term goal of integrating female inmates into a larger sentenced inmate facility can help resolve these problems, but it is apparent that equal access alone will not resolve the fundamental attitudinal handicaps which tend to be more prevalent among female than male inmates. In designing a program structure for Alaska's female inmates, the Division of Corrections could profit from interaction with staff of Purdy Treatment Center, which is thought by many to be the best women's prison in the country in terms of overall design and programs.

#### Summary

Although coeducational corrections

facilities may experience unique problems, their advantages in Alaska would outweigh any potential difficulties, particularly if facilities are designed, staffed and programmed with co-corrections in mind. In the short run, temporary modular housing for women inmates (sentenced and unsentenced) on the grounds of Eagle River offers the best solution to the problem posed by an imminent need to vacate Ridgeview. The most optimal long-term housing of female inmates could be accomplished through designing both the new pretrial detention facility and the proposed new sentenced inmate institution to accommodate unsentenced and sentenced women, respectively. In this way, equal access of male and female inmates to a broad spectrum of program and work opportunities, and provision of the necessary range of custody levels, can be ensured. In developing programs for female inmates, however, focusing on equity of treatment considerations should not obscure the need to define and respond to the unique characteristics of female offenders.

#### STAFFING ALASKA'S CORRECTIONAL INSTITUTIONS

Much thought has been devoted to the development of a career ladder for institutional employees, which is described in the subsequent section on staff services (within the Technical Services chapter). This career ladder proposes adding several position types to the present institutional hierarchy, providing both a more precise definition of responsibilities for each position and expanded opportunities for promotion of deserving and qualified staff. It also provides for a greater separation of security and program staff roles than is presently the case. The paramilitary job titles used throughout the career ladder proposal ("sergeant", "lieutenant", "captain") are not appropriate for program staff positions, but it is essential that program staff be equally eligible with security staff to attain institutional management positions (as the career ladder indeed proposes). As an accompaniment to the career ladder structure, detailed job descriptions and requisite qualifications for each position have been composed. This is an essential step in developing staffing patterns for Alaska's institutions.

As the character and size of Alaska's corrections facilities change to better meet the program and security needs of inmates, so should the character and number of staff for each facility be modified as these institutional changes dictate. The staff services section addresses questions as to the character of staff, but some discussion of projected

numbers of staff required is in order.

In general, the number of security and program staff required to operate a given correctional institution is determined by the number of inmates to be housed there, the custody level(s) to be provided them, the programs to be offered, and the physical design of the facility. In addition, in Alaska, the requirements of civil service and the state employee's union must be considered. Thus, although recommended staff-to-inmate ratios\* may provide a very general guideline, the precise staffing pattern to be used for a particular facility can only be determined after considering the four primary factors listed above.

In Alaska, security staff-to-inmate ratios vary across the nine major facilities from a low of 1:5 at Fairbanks and Juneau to a high of 1:2 at Eagle River, Ridgeview and Ketchikan. The table below\*\* summarizes the number of correctional officer positions authorized for each institution on August 1, 1978, the total number of inmates confined as of October 30, 1978, and the resultant staff-inmate ratios (rounded to the nearest one inmate).

\* For example, the National Advisory Commission on Criminal Justice Standards and Goals, in its 1973 Corrections report (p.300) recommends a 1:6 staff-inmate ratio for determining the size of the total security staff; it is not clear whether this includes supervisory positions.

\*\* (see next page)

Institution	Correctional Officers Authorized		Inmate Population	Security Staff: Inmate Ratio
	Total	Avg. per Shift		
Juneau CC	25	5	115	1:5
Fairbanks CC	33	6	160	1:5
Anchorage CC	17	3	69	1:4
Anchorage Annex	31	6	94	1:3
Nome CC	10	2	25	1:2
Palmer CC	17	3	36	1:2
Eagle River CC	39	8	81	1:2
Ridgeview CC	15	3	27	1:2
Ketchikan CC	15	3	26	1:2
TOTAL	202	39	633	1:3

It is apparent that the size of inmate populations, the custody level of the facilities and their program scope interact to determine the number of security staff assigned. The role facility design has played in determining staffing is not clearly discernible from these ratios.

The average number of correctional officers on duty during each of the three shifts (second column) is perhaps even more informative than the general ratios. This was calculated assuming that, as the Division of Personnel and Labor relations states, 5.2 positions are required to staff one security post 24 hours per day, seven days a week. Of course, the actual staffing pattern varies, with more officers on duty during the day and in the evening than on the night shift. However, using these average figures, it is apparent that Eagle River, with a far smaller inmate population than

either Juneau or Fairbanks (and lesser security needs), commands a larger share of the correctional officer staff than either of the latter two facilities. Given that the design of Eagle River is exemplary in its provision for adequate ease of supervision of inmates, one must conclude that the additional staff have been provided to enable the focusing on programs for inmates which is the hallmark of Eagle River.

Supporting this contention is the fact that Eagle River also has more professional program staff (psychological counselors and probation officers) than any other correctional institution in the state excepting Juneau (which has two instructors rather than two counselors). As of August 1, 1978, the following numbers of program staff positions were authorized for each institution: (see next page)

Institution	Psychological Counselors	Probation Officers	Instructors
Eagle River CC	2	2	None
Juneau CC	None	2	2
Fairbanks CC	1	1	1
Ridgeview CC	None	1	1
Anchorage CC	None	2	None
Anchorage Annex	1	1	None
Palmer CC	None	1	1
Nome CC	None	None	None
Ketchikan CC	None	None	None
TOTAL	4	10	5

The distribution of different types of program staff across institutions is apparently affected by the relative number of sentenced versus unsentenced inmates which each facility houses, as well as by the program focus of each institution.

It should also be noted that nearly all of the facilities supplement their own full-time program staff with community agency and/or volunteer part-time personnel who provide program opportunities for inmates. In planning for program staff needs, this valuable link with community resources should be maintained and encouraged. It should not be the goal of the DOC to replace all volunteers or contractual program staff with full-time DOC staff. This would be neither feasible nor programmatically sound, due to the relatively small current and projected inmate population of most Alaska correctional institutions. Providing a wide range of treatment and training programs to inmates of small

institutions can best be accomplished through continued and expanded contractual arrangements with other agencies and programs already providing such services.

However, each facility, no matter how small, should have one full-time staff member who is given the responsibility of being Program Director for that institution. This position might not require a full-time commitment in very small facilities, (in this instance, the recommended counselor position could be combined with it to yield one full-time position) but it is essential that classification decisions, contractual and in-house program offerings, and work programs all be coordinated and administered by one individual in each facility. Only by assigning this responsibility specifically to one staff person per institution can the Division hope to upgrade the quantity and quality of programs and work in correctional facilities. For more discussion of program and prison industries staffing, see the respective

sections dealing with these topics.

Returning to the issue of security staff, the impending changes in the number of inmates per institution, and in the programmatic orientation, required custody levels and physical design of old and new institutions, renders it impossible to project with accuracy the number of corrections security staff which will be necessary by the year 2000. What is provided here is a systematic method by which each institution can, by taking into account the four major factors, determine with reasonable accuracy the number of security staff it requires to operate safely and effectively. This system is adapted from one used in recent years by the Oklahoma Department of Corrections to determine staffing needs for both its old and its newly constructed facilities.

It is first necessary to define the number and type of security staff posts considered necessary to operate a given facility. The considerations of inmate population, security level, and physical design are of paramount importance, although programmatic variables must also enter into this determination. This can be done by institution, building, and even room, where appropriate. Some examples of general post types used by the Oklahoma DOC are:

#### 1. Perimeter

Tower - for posts in towers (or the equivalent, e.g., roofs), having the major objective of preventing escape.

Roving - for those posts at

the institution perimeter, on the ground, to respond to detected escape attempts.

Control - for entrance gates and other perimeter control points.

#### 2. Internal Control

for posts within the facility controlling internal movements

#### 3. Housing Unit

for posts within dormitories, cellhouses or residency modules

#### 4. Area

Industry - for posts in industry/work areas.

Yard - for posts on ground supervising outdoor activities

Program - for posts within program areas (classrooms, library, vocational training, etc.)

Support - for posts in support areas (kitchen, warehouse, etc.)

#### 5. Transportation

for posts involving transporting inmates off of institutional grounds

#### 6. Supervision

for posts involving supervision of other correctional officer staff

For each post classified within these general categories, it is then possible to determine how many shifts during each day of the week it is necessary to staff the post. Some posts may be 24-hour

seven-days-a-week, while others may be only day shift, five-day-a-week positions. This determination should be made on the basis of an assessment of the role which each post plays in the security and program structure of the institution.

To aid in the final determination of staffing needs, each post should be given a priority rating, which would enable management to differentiate between essential and merely desirable positions. An example of such a rating system is used in Oklahoma, as summarized below:

1. Requested: a post which is requested but not authorized.
2. Discretionary: a post which should be filled when all other higher-priority posts have been filled.
3. Desirable/Normal: a post which would normally be filled in a professionally-operated correctional institution.
4. Essential: a highly important post.
5. Emergency/Lock Down/Minimal: a post which must be filled in order to operate the institution, especially in emergencies.

Such a priority rating system, coupled with a calculation of the number of shifts per week each post should be staffed, can be applied by the management staff of each institution to yield the number of correctional officers required for each type of post. Rating positions according to how essential they are to institutional operations

can allow more rational budget preparation. In addition, providing institutional management with the opportunity to project optimal staffing needs (rather than simply the minimal necessary to operate the facility) can encourage planning for future flexibility.



# FACTORS AFFECTING CORRECTIONS POPULATIONS

The size and characteristics of offender populations in a corrections system should determine the policies and practices of that system. In order to effectively supervise and serve the needs of offenders on probation and parole, or incarcerated in jails and prisons, it is necessary to know the number and types of persons who make up these populations. Therefore, in order to plan for the future of corrections in Alaska, an awareness of the variables which interact to determine the number and types of offenders passing through its corrections system is essential. Based on an understanding of the factors which affect the size and qualities of probation, parole, jail and prison populations, policy-makers can choose future courses of action with greater confidence of attaining their desired outcomes.

Relationships between variables determining corrections populations can be viewed from both a mathematical and conceptual perspective. The mathematical relationship between population levels, admissions to and lengths of stay in corrections programs and facilities is relatively straightforward:

$$\text{Average Daily Population (ADP)} = \frac{\text{Number of Admissions per Year} \times \text{Average Length of Stay (in months)}}{12 \text{ months}}$$

Thus, the average number of inmates in a prison (or on probation or parole) is directly related to the number of offenders admitted and their average length of stay in the facility or program.

In Alaska, the average monthly inmate population has grown from 440 in 1972 to approximately 720 at the end of 1978; this represents a nearly 64 percent increase in the size of the inmate population. Total adult admissions (including pre- and post-sentenced offenders) increased only about 25 percent in a similar period (1972 through 1977), while total person-days served by those admitted increased 32 percent in this 6-year interval. Thus, the increase in inmate population is apparently attributable to an interaction between increased admissions and increased length of stay for at least a proportion of these admissions. As noted elsewhere, the probation/parole average monthly caseload has grown approximately 36 percent in the same time period, a less dramatic but still significant increase.

Although the mathematical relationships between populations, admissions and lengths of stay is apparently simple, the policies, practices and demographic variables which determine these basic

factors interact in a complex manner. The number of admissions to a corrections facility or program is dependent on:

- The crime rate: the number of crimes committed per 100,000 persons in the general population;\*
- The arrest rate: the number of persons apprehended by law enforcement agencies;
- The conviction rate: the proportion of those arrested who are found guilty; and
- Sentencing statutes and practices: the penalties prescribed by the legislature for each crime, judicial decisions and, informally, some prosecutorial discretion in choosing the sentence for each convicted offender.

These variables are in turn linked with other political and socio-economic factors in a casual chain which has yet to be unraveled; employment levels, the age-group and racial/ethnic composition of the general population, and punishment philosophies of legislators, judges, administrators and the general public all have an impact on the criminal justice system, and therefore, on corrections populations.

The average length of stay of convicted offenders in corrections programs or facilities is a direct result of:

- Sentencing statutes and practices; the length of offenders' sentences as determined by legislative statutes and judicial and prosecutorial discretion.

--Paroling statutes and practices (affecting both prison and parole populations): determined by statute and parole board discretion.

--"Good-time" statutes and practices (also affecting both prison and parole populations): determined by statute and Department of Corrections staff discretion.

Many of the same philosophies that shape the commitment practices of a state also have an impact on the length of time that offenders are expected to remain the responsibility of the corrections system.

Upon examination of the factors outlined above, it becomes apparent that corrections population levels are the end result of a complex series of decisions, most of which fall outside the jurisdiction of corrections systems. Reasons advanced for the spiraling increases in prison populations reflect the impact of these external forces. Prominent among these reasons are rising crime rates and unemployment levels, improved law enforcement, more efficient court processing, tougher attitudes toward offenders, and the age-group composition of the population.

\* Victimization rates, which are thought to more accurately reflect the actual level of criminal behavior rather than reported crimes, are also compiled for many jurisdictions by LEAA statisticians.

Rising crime rates, linked by some to the depressed economy and higher unemployment rates of recent years, are often cited as a primary cause of growth in prison populations. However, reported crime rates may have shown a spurious increase in the past few years due to improved reporting methods. The rise in crime rates may in fact be abating; serious reported crime decreased nine percent nationwide during the first three months of 1977 when compared with the same period of 1976. In Alaska, the violent crime rate also showed a decline from 1975 to 1976. In addition, crime rates have historically had little or no correlation with incarceration rates, perhaps in part because of unreliable reporting and most probably because there are a large number of factors intervening between commission of a crime and commitment to prison. The impact of crime rate statistics on public attitudes toward criminals cannot be under-estimated; this may be the most direct causal link between reported increases in crime and rising prison populations. Societal fear of and a punitive response to criminal behavior have undoubtedly been exacerbated by an increased public awareness of crime.

Unemployment, which theoretically may motivate some types of criminal behavior, has been shown to be directly correlated with incarceration rates in many jurisdictions. Thus, as unemployment increases, incarceration rates often rise after a short time. However, as with crime rates, future unemployment levels cannot be accurately predicted, so they cannot be reliably utilized

as indicators for prison population projections.

Improved law enforcement, which can cause increases in both arrest and conviction rates, has also probably contributed to increased corrections populations. Similarly, more efficient court processing of criminal cases has probably been a factor in increased conviction rates, and in some jurisdictions has shifted the balance from pretrial to post-sentence incarceration (by shortening the length of time from arrest to sentencing for some jail inmates). The precise quantitative impact of improved law enforcement and court processing is difficult to estimate, either for present or future corrections population levels.

A changing attitude toward offenders, which has been evolving into a "get tough" stance, can affect both statutory and discretionary aspects of criminal justice decision-making. The sentencing of a greater proportion of offenders to lengthier periods of confinement under more stringent parole policies will have a significant impact on prison populations and probation and parole caseloads. At present there are several divergent nationwide trends in correctional philosophies, which, coupled with regional differences in outlook, can have varying effects on corrections populations. An emphasis on reintegration of offenders through use of community corrections approaches would tend to reduce the number of persons confined in jails and prisons and increase probation and

parole caseloads. On the other hand, a narrowly defined determinate sentencing structure (i.e., with definite terms but no shortening of existing minimum sentences) could cause substantial growth in incarcerated populations. The revised Criminal Code recently enacted in Alaska may increase the average daily inmate population by as much as 50 percent (see chapter on criminal justice decision-making for estimation methodology). Through an emphasis on community corrections and a more determinate sentencing structure are not inherently incompatible, careful consideration must be given to the impact upon inmate population size of lengthy determinate sentences for certain offenders.

One factor which is being increasingly utilized to predict the number of inmates who will be confined is the age-group composition of the general population. Incarceration rates are correlated with the size of the population between ages 18 and 34; this group is defined as being "at risk," since persons in this age range are most likely to be sentenced to incarceration. Nationally, nearly 80 percent of the inmate population is part of this at-risk group. Since the U. S. and state census bureaus routinely develop future projections of the size of the general population, categorized by age groups, it is possible to use these projections in developing corrections population projections. However, this age group at-risk factor is also the one least amenable to change through legislation or policy-making, and so affords corrections administrators little guidance in effecting changes which may have a positive

impact on their system. It is, quite simply, an effective tool for predicting the future size of corrections populations if statutes, policies and practices remain unchanged. Effective planning must include not only consideration of the outcome of current practices, but also an assessment of a range of options which require or assume system changes. In the realm of corrections population levels, small changes in any of a number of factors previously discussed can have a resounding impact.

Because substantial increases in Alaska's prison population are placing increasing pressure on many of the state's older and more deteriorated facilities, it may well be that a decrease in the inmate population is both necessary and desirable, so as to minimize the need for new construction. If so, some or all of the variables previously discussed as having an impact on the number of admissions and/or average lengths of stay could conceivably be modified to attain the desired decrease. Eliminating those factors which are less amenable to change (e.g., crime, arrest, conviction and unemployment rates, as well as the size of the at-risk age group), it is possible to pinpoint the factors which can reasonably be manipulated. A decrease in prison admissions can be accomplished through:

- Decriminalization of selected victimless or minor offenses;
- Increased use of diversion options prior to sentencing;

--More efficient presentence release programs which shorten the length of time eligible defendants are detained prior to release; and/or

--Increased use of nonincarceratory sentences for a larger proportion of convicted offenders; these alternatives can include fines, restitution, probation and/or periodic imprisonment (work release).

A decrease in the average length of stay of prison inmates can be achieved through:

--A reduction in the maximum sentences imposed for crimes, either through statutory change or modifications in judicial sentencing practices; and/or

--An increase in the release rate, through an augmented parole granting rate, increased awarding of "good time," or more frequent use of pre-release programs for inmates serving the last months of their sentence.

Although some of these measures are more attainable and acceptable in the short run than others, all would have the impact of decreasing the prison inmate population, while some would increase either probation or parole workloads.

In the remainder of this section, various inmate population projection methods are explored, and the impact of policy and program changes in the realm of sentencing, pretrial release and prerelease programming. Implications for the state prison system are out-

lined and cost-benefits of various strategies are summarized.

When selecting the alternatives for the entire system, decision-makers should determine if:

--The policy results in a favorable cost-benefit ratio as compared to alternative policies;

--The policy is consistent with organizational goals as mandated by statute and/or defined by system managers;

--The policy can be implemented within current organizational fiscal and statutory constraints, or if it will require the cooperative effort of groups outside the DOC to implement fully; and,

--In terms of the values of staff, clients, and/or the public, the policy is desirable in terms of its philosophical/ethical implications and its pragmatic impact.

The objective of this section is therefore to provide Alaska's corrections and criminal justice decision-makers with alternative courses of action regarding institutional corrections, as well as their cost implications, so that informed choices can be made regarding the future of Alaska's corrections system.

Current Practice Inmate Population Projections:

Prior to this study, there were two primary sources of inmate population projections: the Gruzen and Partners Justice

Facilities Planning Study, and the Division of Corrections. The Gruzen projections were based on a simple linear regression method, which takes into account only 42 months of historical past trends in inmate population growth in Alaska. Two alternative practice projections were also estimated using this linear trend projection as a base: a "high impact" diversion model (DM 1) and a "prudent" diversion model (DM 2). The Division of Corrections projections were based on a population ratio method, in which the ratio of inmate to general population is used as the basic figure from which trends are projected; the results of this method vary according to the number of months or years of population ratio growth trends which are considered. For the most part, the Division of Corrections projections are based on a presumption of no change in current policies or practices. The Gruzen and DOC projections are depicted on the graph on the following page.

Methods used to estimate inmate population levels for this plan must go beyond this objective, since projections of capacity needs to the year 2000 must be available for planning for renovations and new construction. In addition, beyond estimating the impact of continued current practice on the projected year 2000 inmate population, the effect of implementing several alternative practices must also be projected. Even with these refinements and additions, it should be noted that the Division's own long-range projections of total inmate

population size assuming current practices are relatively similar to those developed by Moyer Associates under the same assumptions.

An analysis of available general population projections was first performed so as to ensure that projected population ratios would be applied to an accurate base. None differing population projections prepared for Alaska were evaluated and compared. Our own projection at five-year intervals was developed in reaction to the apparent inadequacies and discrepancies found among these projections. Summary information for each of these projections is provided in Table 1 below together with the average annual growth rate over successive decades implied by each of the projection series.

The best overall indicator of the meaning of a projection series is usually the average annual rate of growth of the population which that projection series implies. Such ratios are not particularly meaningful over individual years but tend to take on considerable stability and meaning when considered over periods of time approximating a decade. Thus, the simplest and usually the most reliable indicator of the quality and reliability of a population projection is to derive the average annual rate of growth which the numbers presented imply. For comparison purposes, a rate of growth in excess of 2.0% per year implies rather rapid growth while rates in excess of 5.0% per year are almost unheard of except under the most

Table 1  
Comparison of Nine Population Projections of Alaskan Total Population (in thousands)

Year	U. of Alaska 1976 <sup>a</sup>	Health and Soc. Serv. 1977 <sup>b</sup>	Dept. of Labor 1976 <sup>c</sup>	U.S. Census Bureau Preliminary 1978			U.S. OBERS 1972 <sup>e</sup>	S & M Survey <sup>f</sup> 1975	S & M Survey 1977 <sup>f</sup>	AER 1978 <sup>g</sup>
				II A <sup>d</sup>	II B <sup>d</sup>	II C <sup>d</sup>				
1970 <sup>h</sup>	300.4	300.4	300.4	303.0	303.0	303.0	305.0	300.4	300.4	300.4
1974	-	-	351.2	-	-	-	-	344.3	-	-
1975	-	-	404.6	365.0	365.0	365.0	-	-	-	366.0
1976	-	413.3	413.3	-	-	-	-	-	398.7	-
1980	464.9	-	438.8	392.0	412.0	397.0	333.2	390.3	-	447.0
1981	485.3	-	454.0	-	-	-	-	-	462.4	-
1982	511.0	487.3	470.1	-	-	-	-	-	-	-
1985	585.8	-	524.5	-	-	-	361.0	-	-	532.0
1990	731.4	-	639.1	441.0	491.0	470.0	391.1	-	-	634.0
1995	-	-	792.5	-	-	-	-	-	-	737.0
2000	-	-	997.8	474.0	544.0	534.0	438.0	-	-	856.0

Implied Average Annual Growth Rate

1970-80	4.4%	4.0%	3.8%	2.6%	3.1%	2.7%	0.9%	2.6%	3.9%	4.0%
1980-90	4.5%	-	3.8%	1.2%	1.8%	1.7%	1.6%	-	-	3.5%
1990-2000	-	-	4.5%	0.7%	1.0%	1.3%	1.1%	-	-	3.0%

<sup>a</sup>ISEGR "Alaska Growth to 1990," Review of Business & Economic Conditions (U. of Alaska, Vol. XIII, No. 1, Jan 1976) p. 11.

<sup>b</sup>Alaska Department of Health and Social Services (unpublished), 1977.

<sup>c</sup>Alaska Department of Labor, 1976.

<sup>d</sup>U.S. Current Population Reports, series P-25, No. 735 (Oct. 1978), "Illustrative Projection of State Populations 1975-2000, (Advance Report). Series IIA assumes a continuation of 1965-75 migration trends, i.e., a continued shift towards the southwestern U.S. Series IIB assumes a continuation of 1970-75 migration trends to a continued shift from urban to rural areas. Series IIC assumes no interstate migration, i.e., all growth due to natural increase only.

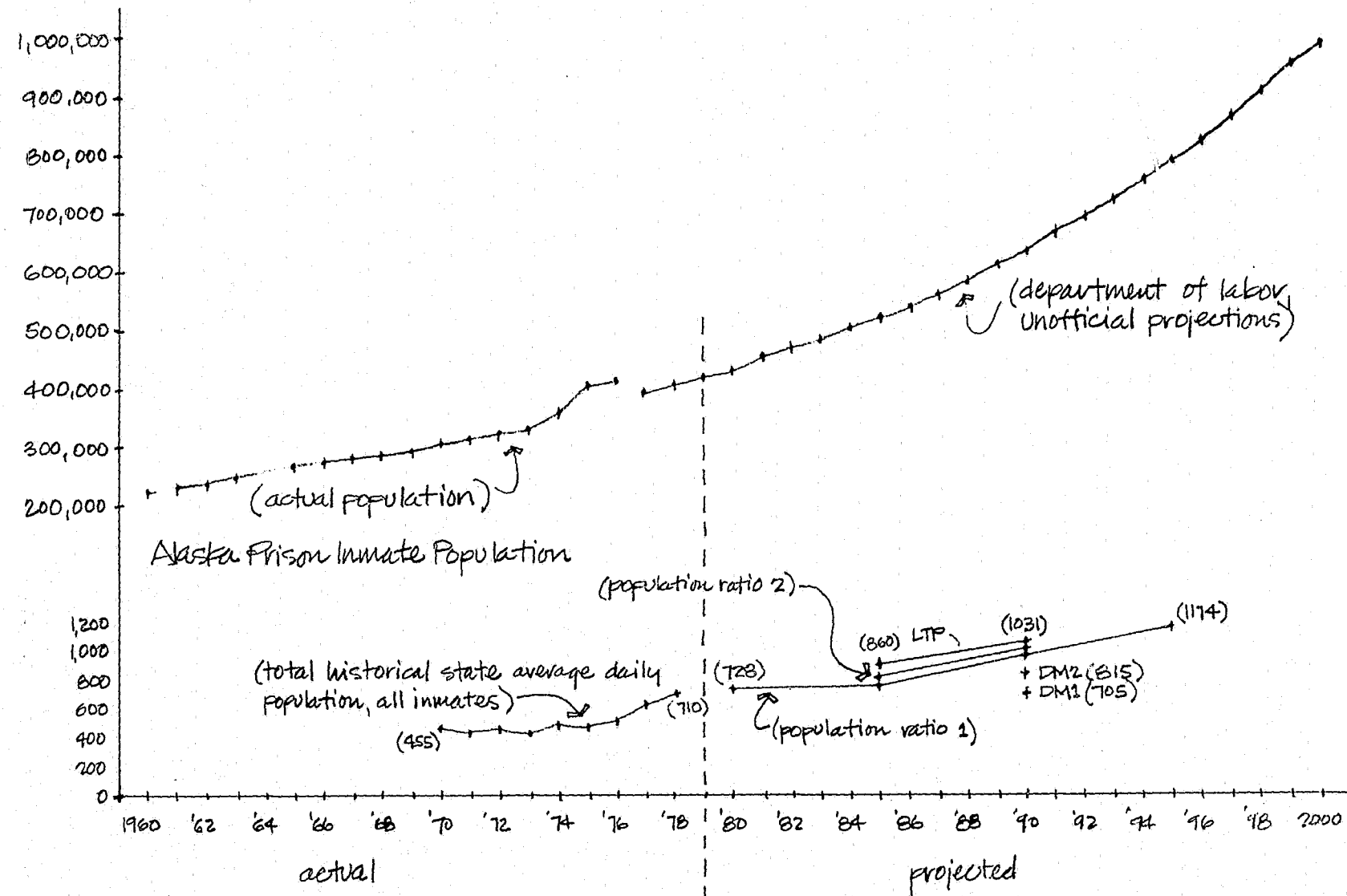
<sup>e</sup>Department of Commerce, Bureau of Economic Analysis, OBERS Projection of Economic Activity in the U.S., Vol. 4 (April 1974). To be updated in the spring of 1979.

<sup>f</sup>Sales and Marketing Management, Annual Survey of Buying Power, July and October of each year.

<sup>g</sup>Original in this report. Explained in text.

<sup>h</sup>The April 1st census count was 300.4 thousand persons. Other numbers reflect July 1st estimates peculiar to each projection series.

# ALASKA TOTAL RESIDENT POPULATION





extreme conditions. The average annual rate of growth of the total U. S. population has been 1.7% during the 50's, 1.3% during the 60's and 0.9% during the 70's. During the same three periods, Alaska has grown very rapidly with both statehood and the discovery of oil, at 5.6% during the 50's, 2.8% during the 60's and 4.0% during the 70's.

Turning now to the comparison of population projections in Table 1, one should be quite suspicious of any projections with implied growth rates departing significantly from these ranges.

The first three projections provided by Alaskan authorities indicate a rather high rate of growth currently and extend or even increase that rate of growth over the next few decades. Annual rates of 4.0% or more over the next two decades are certainly possible but seem somewhat over-ambitious against a background of low and declining national growth and the fact that such growth must occur to a sizeable base population in 1980 of approximately one-half million persons.

In contrast, the three recent projections by the U. S. Census Bureau project fairly low current population growth rates for the current decade and rates of considerably less than 2% per year over the next two decades. These rates seem quite conservative in light of Alaska's performance over the past two decades and appear to assume that Alaska's growth pattern will soon approximate that of the lower 48 states. It is instructive to note that series IIC shows only a moderately high growth rate under conditions of no interstate migration, reflecting quite low fertility

assumptions for Alaska's abnormally large younger age population. More variations on this 1978 projection series are still in preparation and should be available shortly giving a much greater range of assumptions and a more detailed age and sex breakdown of the projected population.

The OBERS series of projections completed in 1972 appear to be very greatly out of date with annual growth rates during the 70's which are already demonstrably incorrect. The OBERS projections which seek to incorporate major economic factors as well as demographic factors are under revision and a new series should be available in April of 1979. Given their past performance, the availability of a new improved series does not seem especially noteworthy, however.

A final set of short term projections from the Annual Survey of Buying Power of Sales and Marketing Management Magazine is provided for comparison of the 70's growth rates. The second projection done in 1977 shows a relatively high growth rate for the decade comparable to that of most of the Alaskan projection series and also congruent with the current population estimates provided by the U. S. Census Bureau. Past experience with projections and current estimates by the Survey of Buying Power have shown them to be fairly reliable and somewhat conservative in assumptions employed. They provide partial confirmation of the quality of the Alaskan projection series over that of those of the U. S. Census Bureau.

Considering these comparisons and the realism of the implied annual growth rates, it is our conclusion that the projection series provided by the Alaskan Department of Labor is the most reliable series available at this time. This is the series used by the Alaska Division of Corrections in their own 1977 and 1978 projections of state corrections populations to the year 1995. The Department of Labor series appears slightly flawed by its assumption of a continued increase in the annual rate of growth for the rest of the century, however. Much more realistic would be an assumption that the annual growth rate will decline gradually towards the much lower rates of the rest of the United States. We have provided an additional projection of total population to the year 2000 which corrects for the somewhat risky assumptions of the Department of Labor series. In this series we have assumed a very modest decline in average annual growth rates over the next two decades, dropping from 4.0% in the 70's to 3.5% in the 80's and 3.0% in the 90's. It seems likely that the decline in growth rates will be even greater than this but we do not feel sufficiently competent in details of Alaska's future growth to argue strongly with more knowledgeable local authorities. Running these annual growth rates forward from the 1970 Census population gives population projections for each year from 1970-2000. They are reported in the last column at five-year intervals rounded to the nearest thousand population. It is our conclusion that these projections are preferable to either the Alaskan Department of Labor

projections or the much lower U. S. Census Bureau projections and we strongly recommend their use until significantly better information is available following the 1980 Census.

This series of projections then provides a somewhat lower base population for the projection of corrections inmate populations than those employed by the Alaska Division of Corrections. The result would thus be slightly lowered corrections population projections even if the Division's prison population ratios were utilized.

One other factor should be considered before turning to the actual projections of corrections populations, i.e., the composition of Alaska's general population. Alaska's population is significantly younger than that of the total United States and any of the other states themselves. Median age for Alaska is 23.2 years while it is 29.8 years for the total U. S. population. Persons under 18 are 29% and those 18-24 are 13.1% of the U. S. population in 1970. Comparable figures for Alaska are 36.2% and 18.6% of the Alaskan population in 1970. Similarly, the U. S. population had 25.8% of its members aged greater than 50 in 1970 while Alaska had only 11.7% of its population in that category. The intermediate ages are more comparable to the total U. S. population.

It is likely that Alaska's population will gradually begin to take on characteristics closer to those of the U. S. population over the next few

decades as the current young people begin to age and a more normal pattern of natural increase rather than heavy migration begins to take place. At present, however, Alaska's prison population ratios are probably higher than most states in the U. S. due to the very high proportion of persons present in the "high risk" age groups. As the Alaskan population "normalizes", some decline in the ratio of total corrections population to total population may then be expected due to a lower proportion of the population in the high risk ages.

A few signs of such "normalization" are available and it is likely that many more will be found in the 1980 Census. The proportion of total population which is over 18 years has been gradually increasing during the current decade from 59.3% in 1970 to about 63.8% in 1977 (Sales and Marketing Management, July 1978). The proportion of the total population over 18 years in military service has declined gradually from 10.2% of the total in 1970 to 6.1% of the total in 1977 (Current Population Reports, P-25, No. 727, July 1978). Many other signs of a gradual shift away from a highly imbalanced frontier and boomtown type of population towards an older, more stable and more balanced population can and doubtless will be mustered around the 1980 census returns.

The basic conclusion of these observations is that past history and past rates for Alaska in a variety of behaviors are likely to be misleading indicators of future trends. The safest general assumption for most types of projections of behavior in Alaska is probably that Alaska's rates will

gradually be shifting towards those of the U. S. average over the next several decades as the population stabilizes. How rapid the shift may be cannot be estimated but a downward adjustment in any rates now reflecting an upward bias due to young, male-dominated, and migratory populations is called for in all projections. This is most certainly true in terms of crime rates and corrections populations.

Prison population ratios (number of inmates per 100,000 in the general population) vary considerably according to whether they are based on monthly averages or twelve-month averages and whether the population estimate employed in the denominator is a mid-year or end-of-year population. Small discrepancies between these figures and those reported in national publications comparing various states are presumably due to these technical variations.

The October 1974 edition of Corrections Digest reports a comparison of prison population ratios for all states and shows Alaska as the fifth highest state in the country, exceeded by Georgia, North Carolina, Nevada, Maryland, and followed closely by Texas, Florida, Oklahoma, South Carolina, Delaware, Tennessee, Virginia and Alabama. The U. S. median for these figures is about 77.0 with Alaska's ratio at 145.0 per 100,000 population.

In a June 1977 publication, the National Clearinghouse for Criminal Justice Planning and Architecture published a series

of similar comparisons for incarceration rates, a statistic which is substantially the same as the prison population ratio discussed above. This publication reported a national median of 75.04 in 1974, 83.72 in 1975 and 94.85 in 1976. While not reporting actual rates for the individual states, it shows Alaska as having the seventh highest rate in 1976 (discounting the District of Columbia) compared to its ranking of fifth in 1974. In this ranking, Alaska's ratio was exceeded by North and South Carolina, Georgia, Florida, Maryland and Texas, while Alaska was slightly higher than Nevada, Oklahoma, Delaware, Michigan and Virginia.

These comparisons lend support to several important conclusions. The first is that Alaska's ratio is quite high compared to most of the U. S. but that it is dropping relative to the other states even over short periods of time, i.e., between 1974 and 1976. A high rate in Alaska is to be expected due to the very high proportion of the population currently in the "high risk" ages of 18-29. High rates in many other states seem more likely to be due to cultural and institutional factors of longer duration than a short term bulge in the age and sex composition of Alaska's population. The second important factor is that the overall rate of incarceration has apparently risen over the past few years for most of the states and that Alaska's short term fluctuation appears to be part of a national trend, not some isolated incident unique to Alaska's peculiar population or

economic condition.

Both of these conclusions lead any careful observer to conclude that Alaska's Prison population ratio will most likely continue to move towards the national average over the next several decades. The national average may be rising or falling over this period but since Alaska's ratio is currently very high it is most likely to fall moderately rapidly towards that national average. Therefore, any long term projections for Alaska's population should reflect a gradually declining prison population ratio rather than a rising ratio. This trend is in the same direction as that expected due to "normalizing" of the age and sex distribution of Alaskan population.

#### Current Practice Projections

Turning to Table 2, it is apparent that both the 1978 Division of Corrections projections and the Moyer Associates projections are in substantial agreement. The implied prison population ratios for the two projection series differ due to the difference in general population projections used as bases for calculating or applying the ratio (DOL versus Moyer Associates' revision). However, the consistency in terms of projected average daily inmate population over the next 20 years is remarkable, given the necessarily imprecise character of projection methodologies. It is therefore possible to place substantial confidence in the forecast that, if current practices affecting inmate population size were to continue unchanged, Alaska

Table 2

Current and Projected Correction Populations for Alaska 1970-2000  
With Implied Prison Population Ratios

Year	ADP - 12 mo. Average	Division of Corrections ADP projections		DOL Population (0000's)	DOC Actual or Implied Prison Population Ratio*		Total Pop. (0000's)	Moyer Associates Projections	Current Practice
		'77 series	'78 series		'77 series	'78 series		Prison Pop. Ratio**	Correction Population
1970 (6 mo.)	455	-	-	305	149	Same	305	-	-
1971	417	-	-	313	133	-	-	-	-
1972	440	-	-	324	136	-	-	-	-
1973	417	-	-	330	126	-	-	-	-
1974	464	-	-	351	132	-	-	-	-
1975	461	-	-	405	114	-	366	126	461
1976	532	-	-	413	129	-	-	-	-
1977	630	-	-	398	160	-	-	-	-
1978	740	-	-	411	180	-	-	-	-
1980	-	754	866	439	172	197	447	150	671
1985	-	777	900	524	148	172	532	145	771
1990	-	947	920	639	148	144	634	140	888
1995	-	1174	1025	793	148	129	737	135	995
2000	-	-	1135	998	-	114	856	130	1113

\* Using DOL population projections

\*\* Using Moyer Associates' revised general population projections

will need to house an average daily population of somewhat over 1100 inmates by the year 2000 (this includes all females, federally housed prisoners and presentence detainees).

At the same time, it should be noted that the monthly and even daily fluctuation in Corrections population is substantial, apparently amounting to as much as 20% of the average figure on occasions. Due to this high variability, it seems likely that considerable attention could be given to either providing temporary additional holding capacity or to management programs which seek to damp out the daily and monthly variations, instead of attempting to provide the maximum number of cells for the highest possible number of prisoners.

#### Alternative Practice Inmate Population Projections

The impact of three major policy changes, as discussed elsewhere in this document, has been applied to the current practice inmate population projection derived as described above. These policy changes are:

1. Enactment of the revised Criminal Code, with its new sentencing and parole provisions (see section on sentencing practices for methodology)
2. Increased use of prerelease programming for selected inmates (see section on sentenced inmate profile)
3. More efficient use of pretrial release on recognizance to

reduce detainees' average length of stay in corrections facilities (see chapter on adult community services).

The following chart represents the impact of these options, both singly and in combination, upon the total adult inmate population in the year 2000. For more precise, region-by-region impacts, see the subsequent section on facility capacity needs under various policy options.

The bar chart represents possible future (year 2000) capacity needs based on implementing the three policy options, either singly or in combination. The bar labelled "current practice" assumes no change in the current Criminal Code and no new diversion programs (and is the projection derived earlier). The impact of the programs varies across the ten service areas, and this has been taken into account in calculating the statewide total inmate population; for example, ROR programs would have the largest proportion impact on a region's inmate population in the Anchorage area. The total populations represented by the bars include all female inmates, and presumes that all Alaska inmates will remain in Alaskan institutions (rather than being federally housed). In cases where the prerelease option is utilized, the total inmate population represented by lower portion of the bars does not include the pre-releasees who are represented at the top of the bars thus, the total inmate populations are only those who would require minimum, medium or maximum security housing in state-operated facilities.

# Year 2000 Inmate Populations

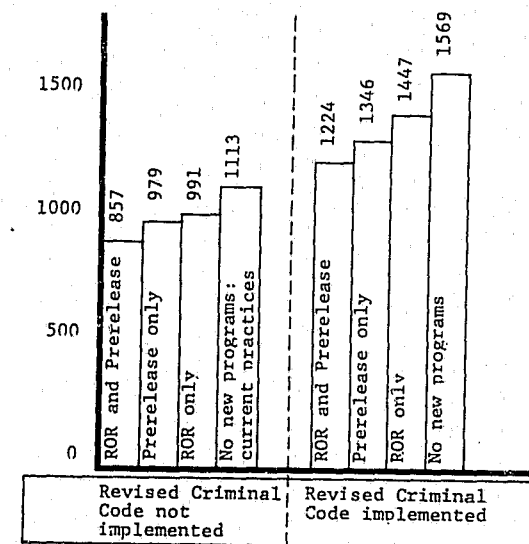
	Current Practice (A)	Current Practice With ROR and Prerelease (B)	New Criminal Code	New Criminal Code with ROR and Prerelease	Inmates' Length of Sentence
Ketchikan	62 (31 uns.)	44/14* (21 uns.)	91 (31 uns.)	58/23 (21 uns.)	Less than 5 years
Juneau	53 (23 uns.)	45/8 (21 uns.)	75 (23 uns.)	60/13 (21 uns.)	Less than 10 years
Anchorage Region	740 (170 uns.)	556/70 (91 uns.)	1034 (170 uns.)	842/113 (91 uns.)	Up to Life
Kenai	23 (11 uns.)	16/10 ( 9 uns.)	39 (11 uns.)	20/17 ( 9 uns.)	Less than 5 years
Kodiak	29 (15 uns.)	24/4 (12 uns.)	40 (15 uns.)	30/7 (12 uns.)	Less than 5 years
Bethel	21 (11 uns.)	18/2 ( 9 uns.)	30 (11 uns.)	23/5 ( 9 uns.)	Less than 5 years
Nome	22 (11 uns.)	20 ( 9 uns.)	29 (11 uns.)	27 ( 9 uns.)	Less than 5 years
Fairbanks	130 (91 uns.)	105/23 (71 uns.)	183 (91 uns.)	126/37 (71 uns.)	Less than 5 years
Kotzebue	17 ( 7 uns.)	16/1 ( 6 uns.)	25 ( 7 uns.)	21/3 ( 6 uns.)	Less than 5 years
Barrow	17 ( 7 uns.)	13/2 ( 6 uns.)	23 ( 7 uns.)	17/5 ( 6 uns.)	Less than 5 years
Total System	1113 (377 uns.)	857/137 (255 uns.)	1569 (377 uns.)	1224/223 (255 uns.)	1978 (A) 1978 (B) 740 533/140 (180 uns.) (106 uns.)
Ketchikan 5-10 yr. inmates	12	10	16	16	

\* Numbers to right of slash refer to prerelease populations under the two policy options where prerelease is utilized.

The total includes both sentenced and unsentenced inmates.

If the alternative diversion programs were to be fully and immediately implemented, the current 1979 population of about 740 would be substantially reduced. With only more efficient ROR, the total inmate population (including those federally housed) could be as low as 666 with only prerelease programs being implemented, the secure-housed population could decrease to about 600. If both programs were implemented, the secure-housed inmate population could be as low as 533 (including females and those federally housed).

## Average Daily Population, Year 2000





FACILITY CAPACITY NEEDS UNDER  
VARIOUS POLICY OPTIONS

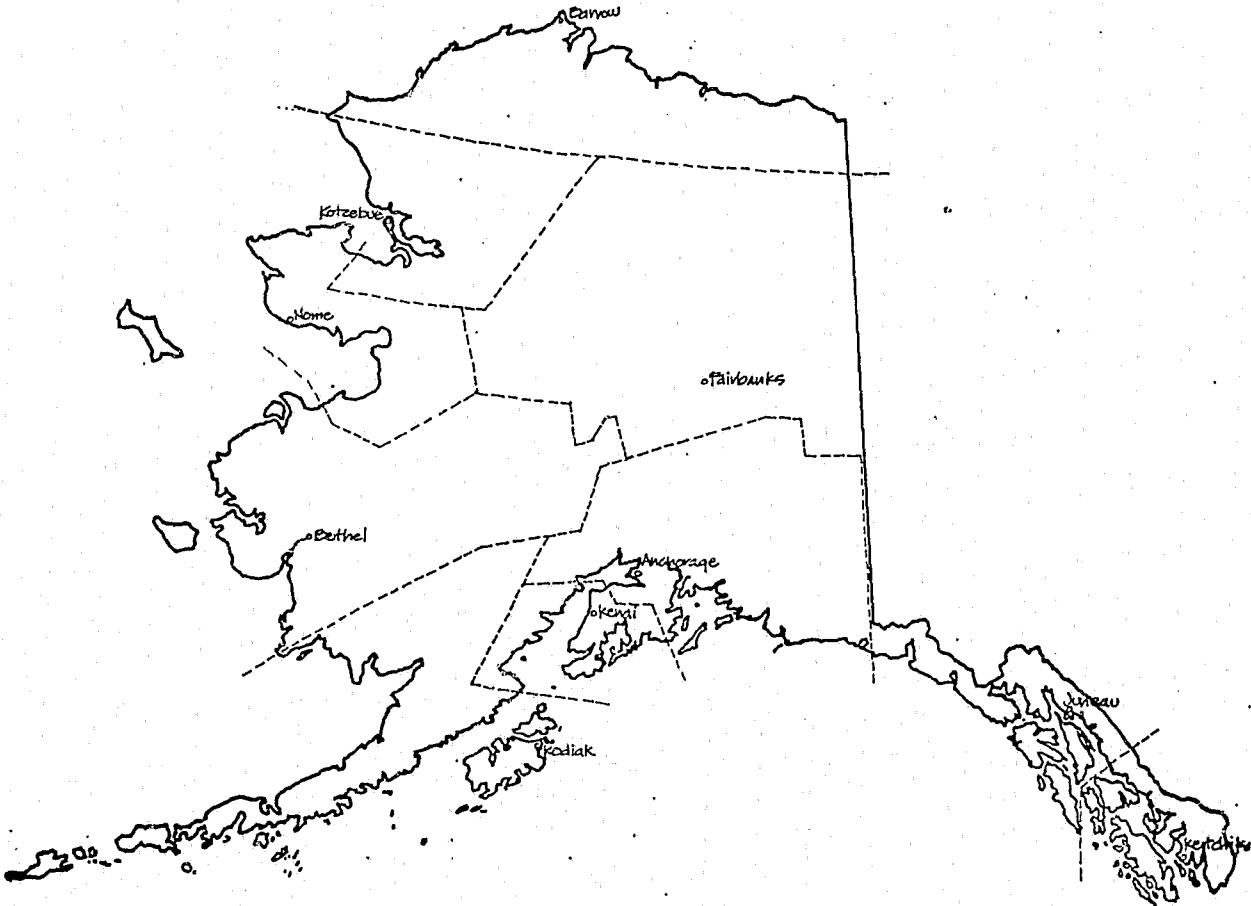
The section on factors affecting corrections population, describes the method by which the statewide average daily prisoner population has been projected to the year 2000. The impact of three major policy changes is also estimated: The enactment of the new Criminal Code, the implementation of pre-trial release on recognizance (ROR) and the maximal use of prerelease programs (furloughs and/or alternative housing such as halfway houses) for sentenced inmates about to be released. These impact estimates all originate in data from Moyer Associates' surveys of the sentenced inmate population and of a time-sample of institution releasees, and the methods used in arriving at the estimates are described, respectively, in the sections on sentencing and pretrial release decisions, adult community corrections services, and the sentenced inmate profile. For purposes of this section, the estimates will be assumed without further explanation.

In order to plan correctional facilities of the appropriate size and character for each service area of Alaska, these statewide ADP estimates must be translated into regional estimates of inmate population to be expected by the year 2000. Data is available from the surveys which allows such a region-by-region projection and estimate of the impact of policy options. In this section, each of the ten defined service areas are represented by a bar chart showing expected inmate population levels for the year 2000 under a range of

policy options. These options correspond to those depicted on the statewide chart included in the earlier "factors affecting corrections population" section.

In general, the impact of the new Criminal Code was applied to the "current practice" year 2000 projection of 1113, to yield the 1569 total ADP, with no new programs. This represents the lowest estimated range of the Code's impact, since 1569 is a 41 percent increase over 1113. To obtain the ten-region breakdowns of these total ADP's, the percentages of inmates originating from the regions (as found in the surveys) was presumed to remain constant through the year 2000 (since there is no quantitative method which would permit a rational prediction of shifts in the distribution of inmates across regions). The ten service areas and the percentage of the total inmate population originating from each is depicted below:

Service Area	Percent of Total ADP
Ketchikan	8%
Juneau	6%
Anchorage	45%
Kenai	3%
Kodiak	4%
Bethel	3%
Nome	3%
Fairbanks	24%
Kotzebue	2%
Barrow	2%
STATEWIDE	100%



service areas

These percentages were applied to the current practice 1113-inmate projection and to the new Criminal Code impact estimate 1569 to yield expected inmate ADP's originating from each region in the year 2000.

The further impact of both speedier ROR and of implementing prerelease programs was then applied to these service area totals. For purposes of the ROR impact estimate, several assumptions were made:

1. About 66 percent of each service area's total ADP would be sentenced inmates. Although this varies somewhat across the state at present, the variation is due primarily to the special functions now performed by each corrections facility in the total system. In a regional approach to service delivery, this sentenced-to-unsentenced inmate ratio will not vary as much. (Note that the current practice and Criminal Code impact estimates are for the total of sentenced and unsentenced inmates.)

2. The variation in regional impact of ROR will follow the estimates obtained from the releasee survey, and reported for each of the five facilities in the community services section. The estimate used is the most "conservative", i.e., that both passing the Vera Scale and not being charged with an assaultive felony should be used as criteria for ROR eligibility.

3. For those service areas where no survey data was available, the impact of ROR averaged across the five surveyed facilities was used as an estimate of reductions which could be achieved.

4. For the Anchorage area, the impact of ROR on male versus female inmates is calculated separately, since the Ridgeview and Annex reduction percentages differed significantly. The resulting distribution of impact across the service areas is as follows:

Service Area	Percent that Inmate ADP can be reduced through speedier ROR
Ketchikan*	33
Juneau*	6
Anchorage*	54 men 9 women
Kenai	18
Kodiak	18
Bethel	18
Nome	18
Fairbanks*	22
Kotzebue	18
Barrow	18

\* Five facility average

These percentages, when applied to the estimated ADP in each service area, result in a total statewide ADP reduction of about ten percent (e.g., the total ADP which ROR under the new Code is estimated to be 1447, or about ten percent under the 1569 projected without ROR). Of course, the size of the unsentenced population for each service area is differentially affected by ROR.

The impact of prerelease programming was also estimated separately for each service area, using the percentages of inmates defined as work-release-eligible according to the sentenced inmate survey. For each area, the specific percentage was applied to the base sentenced inmate projection to yield the ADP which would require secure housing versus prerelease programs. The percent of inmates assessed as being prerelease eligible in each region is displayed below:

Service Area	Percent Eligible for Work Release
Ketchikan	24
Juneau	18
Anchorage	21
Kenai	47
Kodiak	14
Bethel	10
Nome	--
Fairbanks	13
Kotzebue	10
Barrow	20
STATEWIDE AVERAGE	18

One further consideration which affects the distribution of sentenced inmates across the service area is the question of the degree to which regional service delivery can be pursued. That is, how long must an inmate's sentence be to warrant transfer to the Anchorage-area facility? For illustrative purposes, three options are shown on the regional bar charts, one using a five-year sentence limit (all inmates with more than five-year sentences would be transferred to Anchorage); one using a ten-year sentence limit (all inmates with more than ten-year sentences would be

transferred to Anchorage; and total regionalization, where all sentenced inmates would be retained in their regions. The accompanying tables show data from the sentenced inmate survey used to estimate these regionalization impacts for each service area. Although for the statewide total ADP bar charts, the impact of both ROR alone and prerelease alone on the current practice and Criminal Code projections are estimated, the bar charts for each service area include only their combined impact, with notation as to the number of prereleasees projected to be originating from each region (and thus to be returning there when in prerelease status).

The following bar charts present the total inmate populations expected for each service area in the year 2000 under a range of policy options. Female sentenced inmates are included within the Anchorage service area.

REGION SENTENCE LENGTHS	Ketchikan		Juneau		Anchorage		Kenai		Kodiak		Bethel	
	N	%	N	%	N	%	N	%	N	%	N	%
2 months	0	0	0	0	0	0	0	0	0	0	0	0
6 months	0	0	1	3	7	3	2	14	2	10	1	8
1 year	1	3	1	3	16	8	3	21	4	20	1	8
2 years	5	15	3	10	25	12	5	36	4	20	3	23
3 years	8	24	8	27	43	21	6	43	6	30	4	31
5 years	17	52	12	40	62	30	8	57	9	45	6	46
10 years	24	73	20	67	97	47	12	86	12	60	8	61
15 years	28	85	25	84	155	76	12	86	16	80	10	76
UP TO LIFE	31	93	27	91	175	86	14	100	17	85	10	76
INCLUDING LIFE	33	100	30	100	203	100	14	100	20	100	13	100
TOTALS*	33	85%	30	100%	203	88%	14	82%	20	91%	13	100%
	39		30		231		17		20		13	

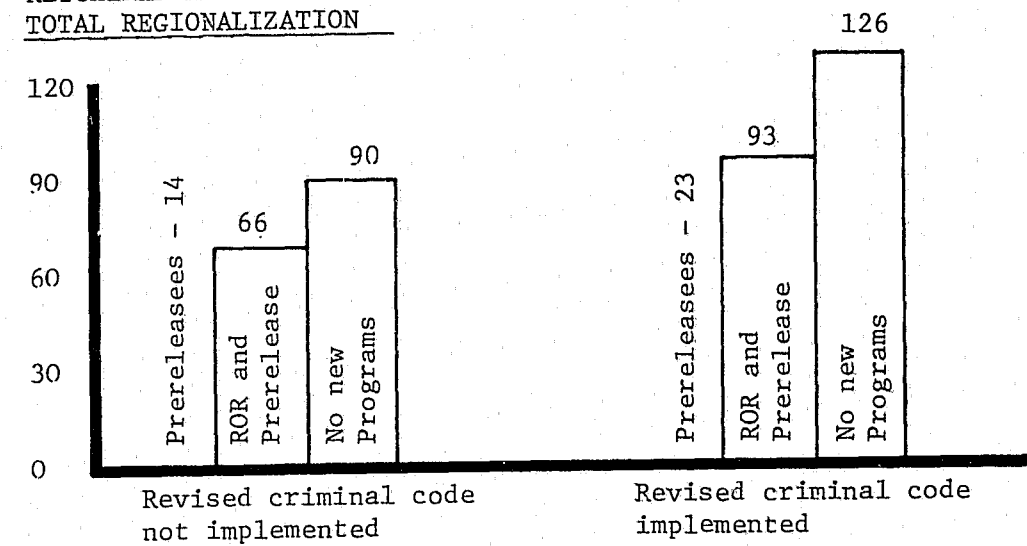
\*Percentages in this row refer to the proportion of inmates from each region for whom it was possible to calculate sentence length.

REGION SENTENCE LENGTHS	Nome		Fairbanks		Kotzebue		Barrow		All Federally Housed		All Females		Statewide Popula- tion	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
2 months	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6 months	1	10	6	6	3	30	0	0	0	0	2	9	23	5
1 year	1	10	7	7	5	50	1	14	0	0	3	13	41	9
2 years	2	20	12	12	5	50	1	14	0	0	4	17	69	14
3 years	2	20	17	17	5	50	3	43	0	0	8	35	106	22
5 years	5	50	22	22	7	70	4	57	3	3	9	39	157	33
10 years	7	70	42	42	9	90	5	71	4	4	12	52	245	52
15 years	7	70	72	72	9	90	7	100	30	27	19	83	361	76
UP TO LIFE	9	90	84	84	9	90	7	100	53	48	22	96	409	86
INCLUDING LIFE	10	100	103	100	10	100	7	100	110	100	23	100	476	87
TOTALS*	10	67%	103	83%	10	91%	7	78%	110	82%	23	77%	476	87%
	15		124		11		9		134		30		547	

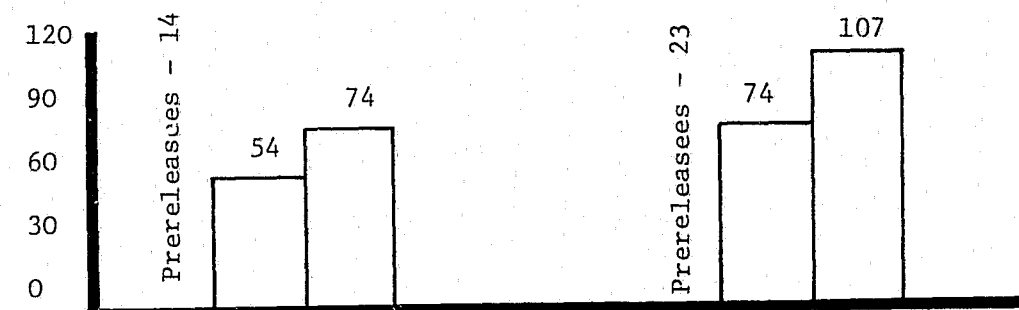
Based on a survey conducted August 9, 1978, including all sentenced Alaska inmates housed in state-operated facilities and the Federal Bureau of Prisons.

\* Percentages in this row refer to the proportion of inmates from each region for whom it was possible to calculate sentence length.

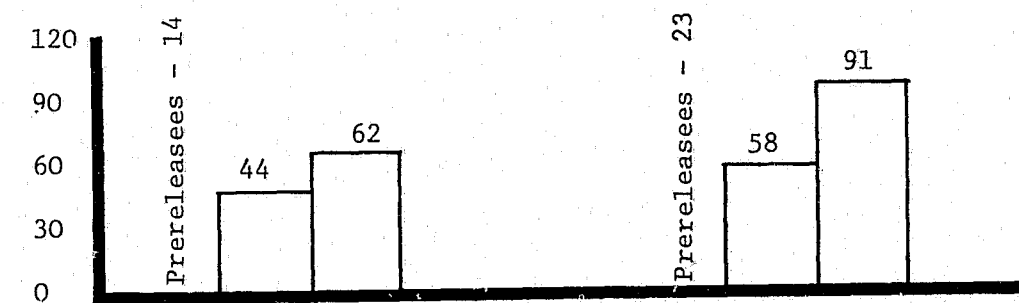
KETCHIKAN AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



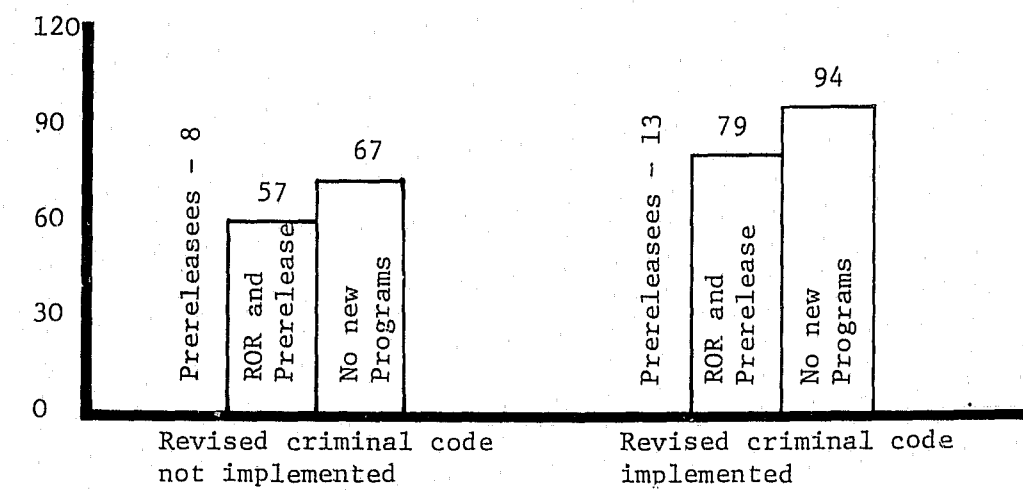
TEN YEAR SENTENCE LIMIT



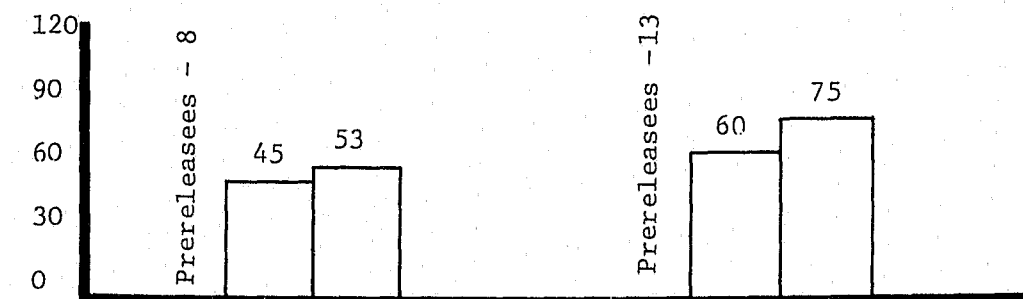
FIVE YEAR SENTENCE LIMIT



JUNEAU AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION

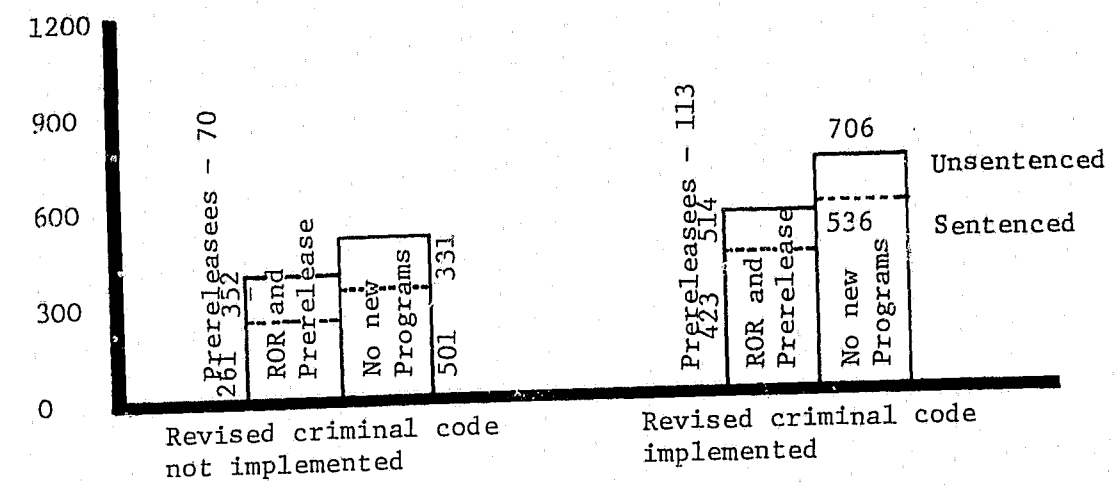


TEN YEAR\* SENTENCE LIMIT

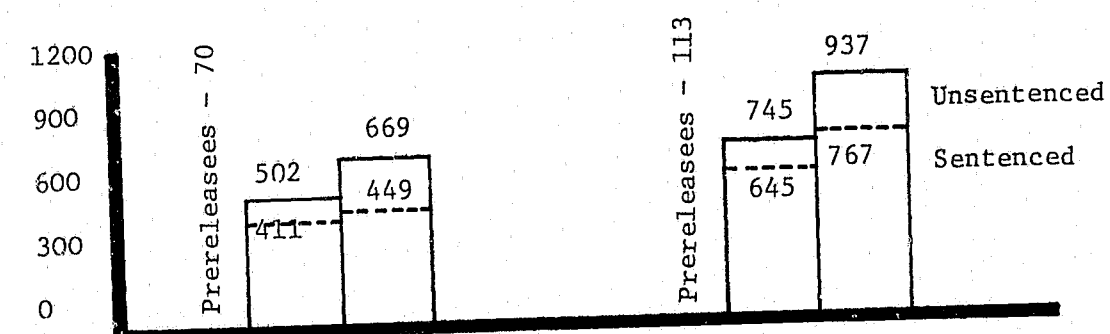


\* A five year sentence limit impact is not included here because the renovated Juneau facility could conceivably accommodate more regional inmates with longer sentences (up to 10 years) than could other smaller service areas.

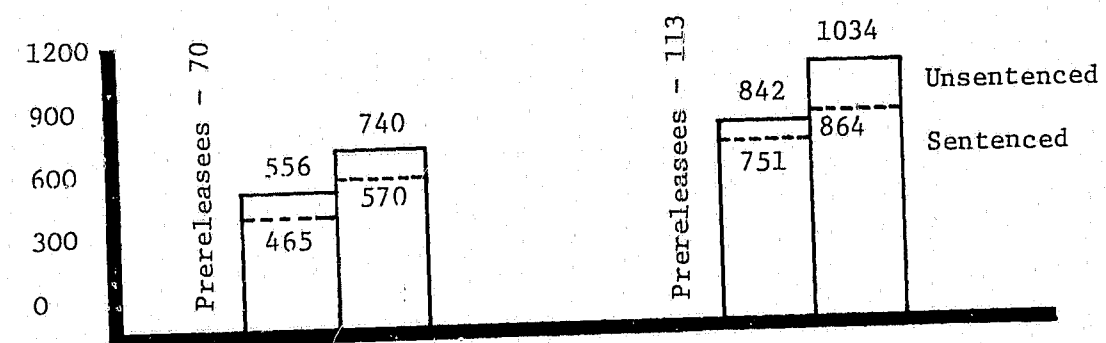
ANCHORAGE AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



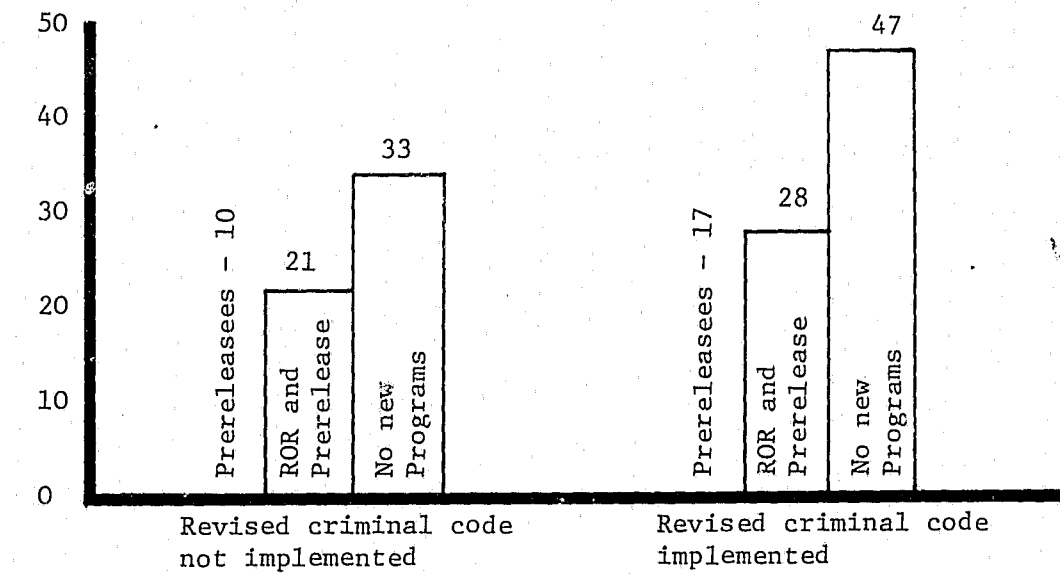
TEN YEAR SENTENCE LIMIT



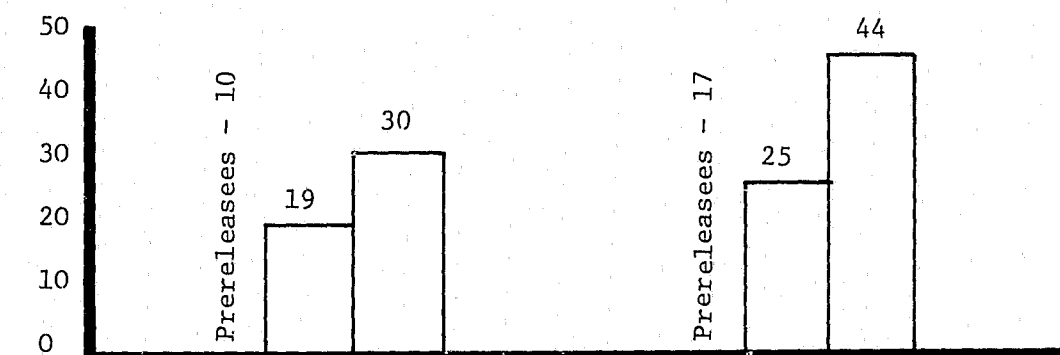
FIVE YEAR SENTENCE LIMIT



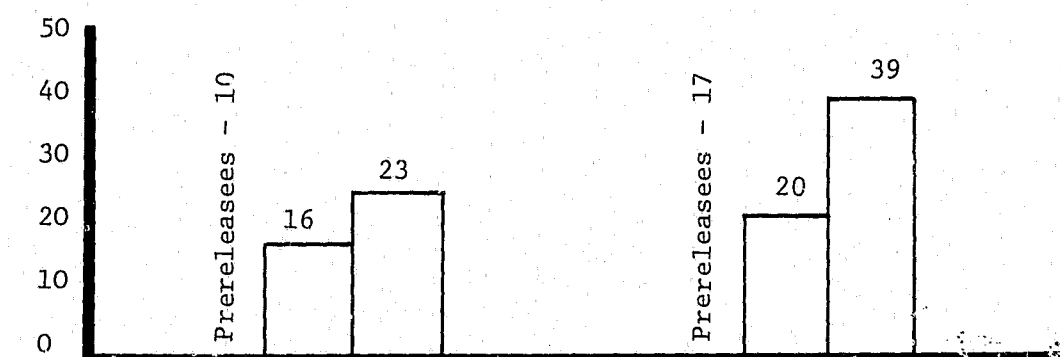
KENAI AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



TEN YEAR SENTENCE LIMIT

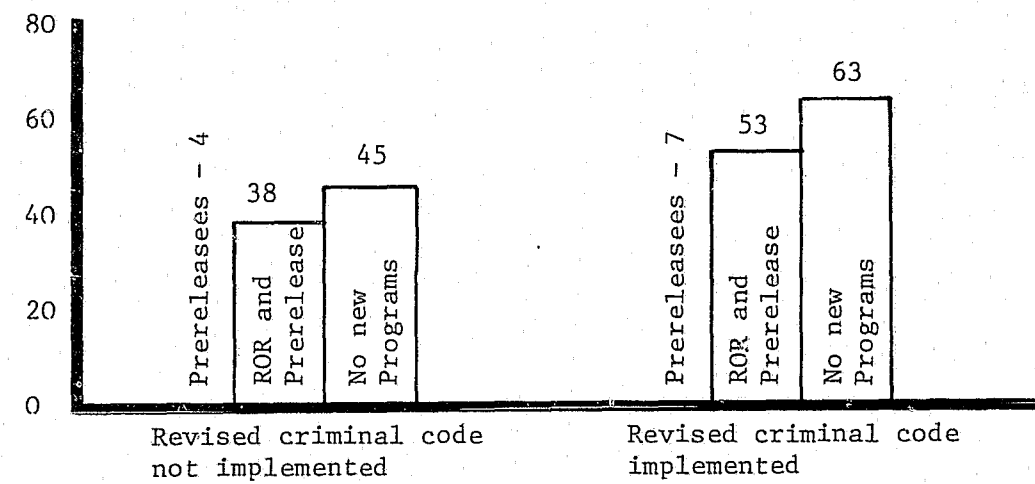


FIVE YEAR SENTENCE LIMIT

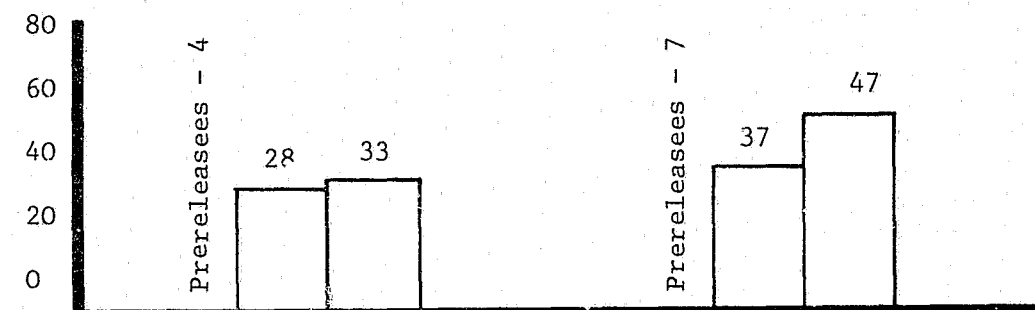




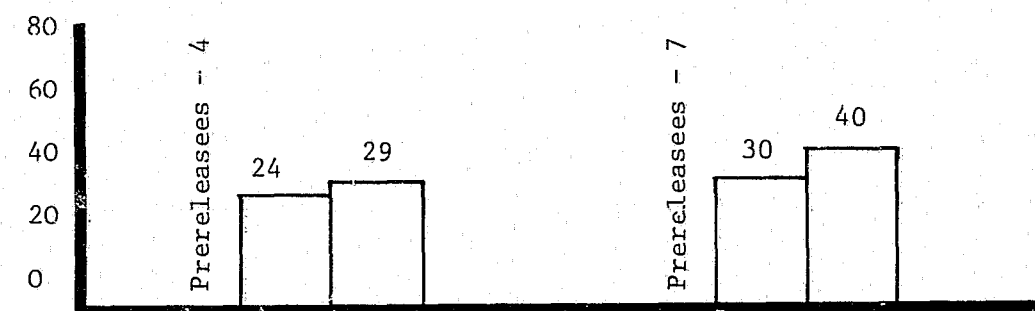
KODIAK AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



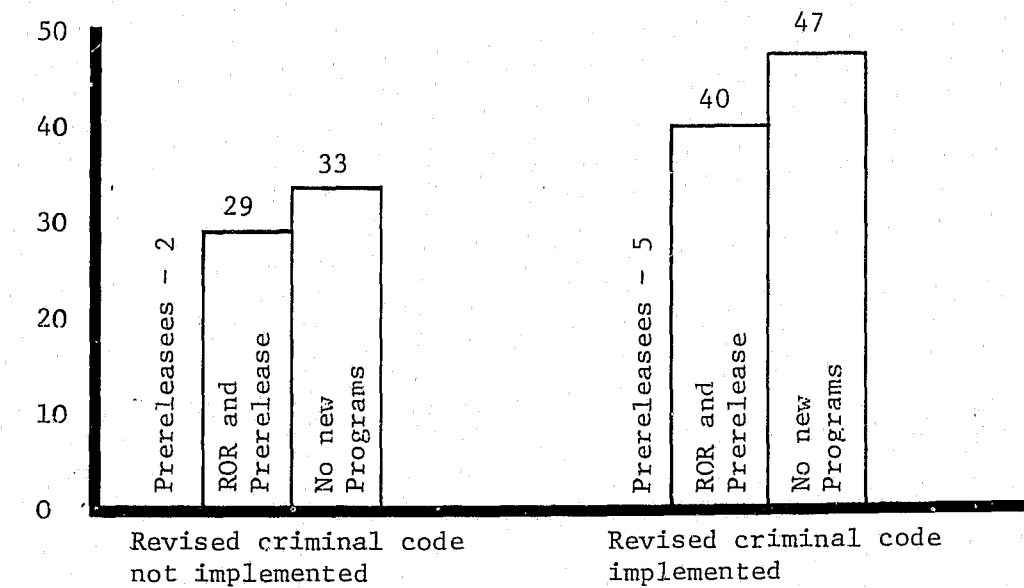
TEN YEAR SENTENCE LIMIT



FIVE YEAR SENTENCE LIMIT



BETHEL AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



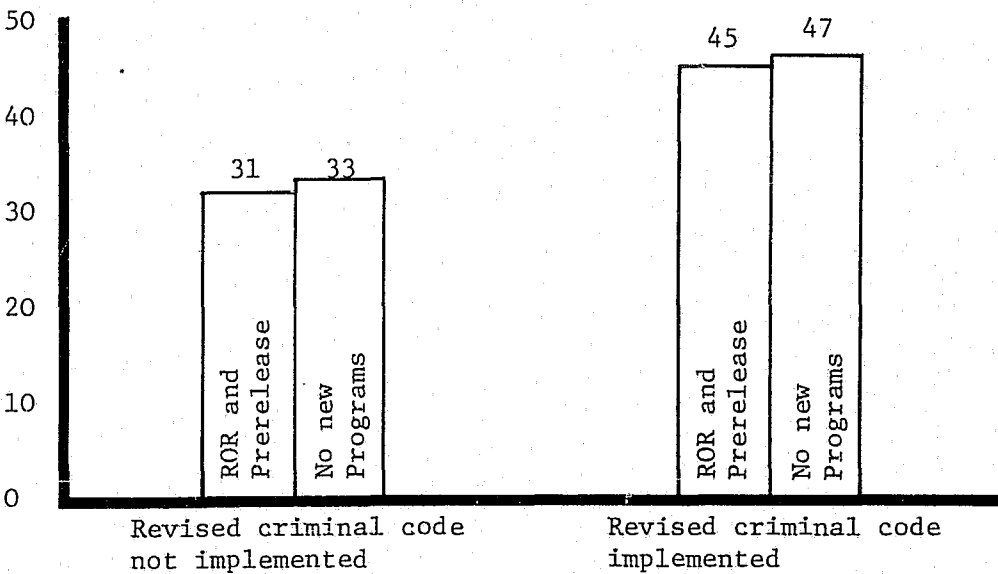
TEN YEAR SENTENCE LIMIT



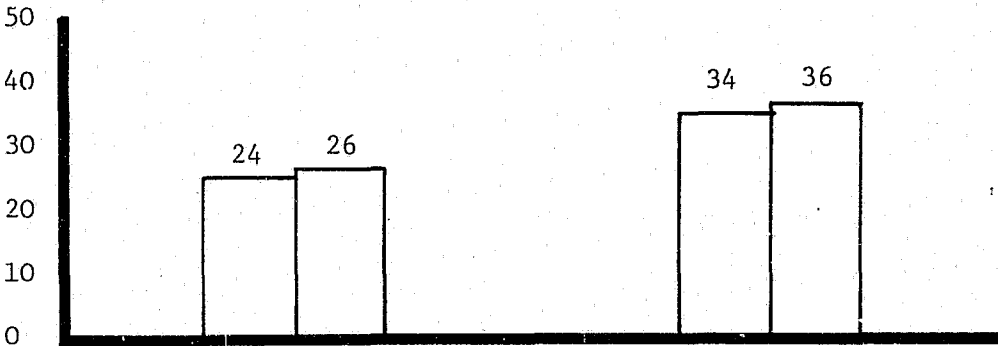
FIVE YEAR SENTENCE LIMIT



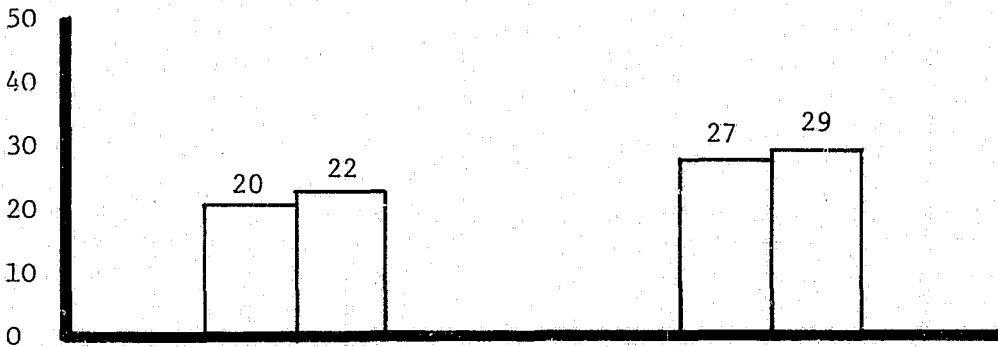
NOME AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



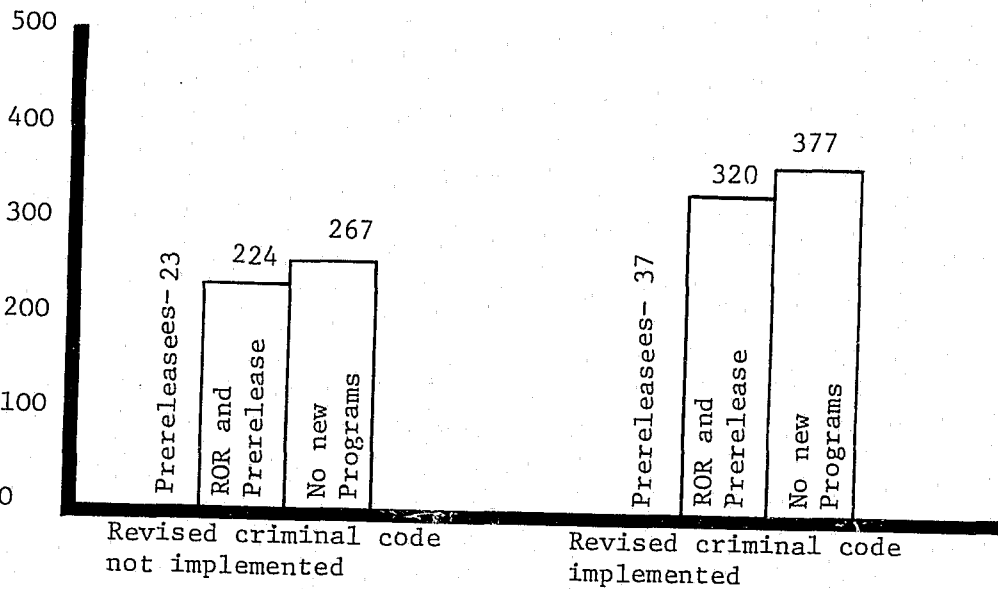
TEN YEAR SENTENCE LIMIT



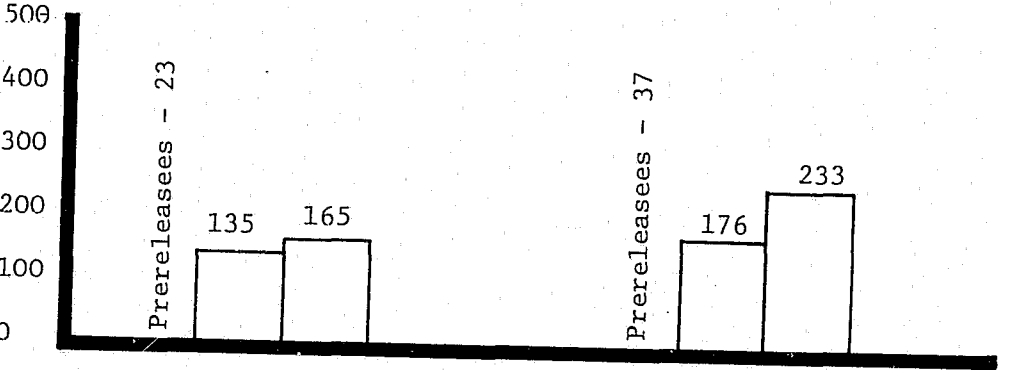
FIVE YEAR SENTENCE LIMIT



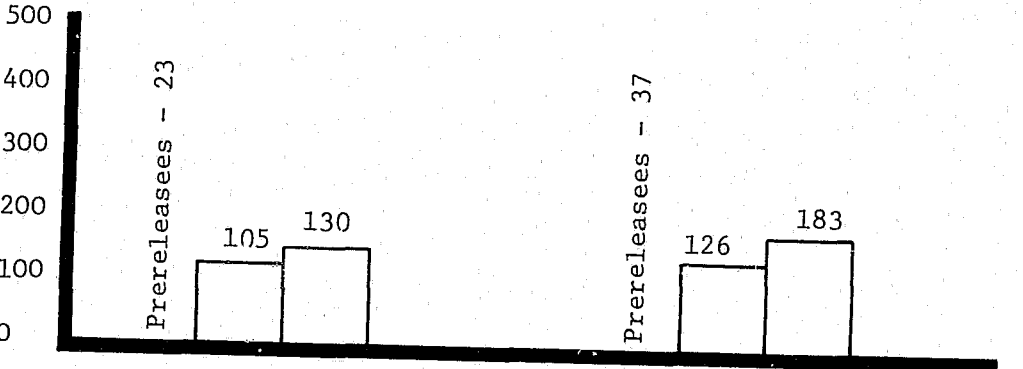
FAIRBANKS AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



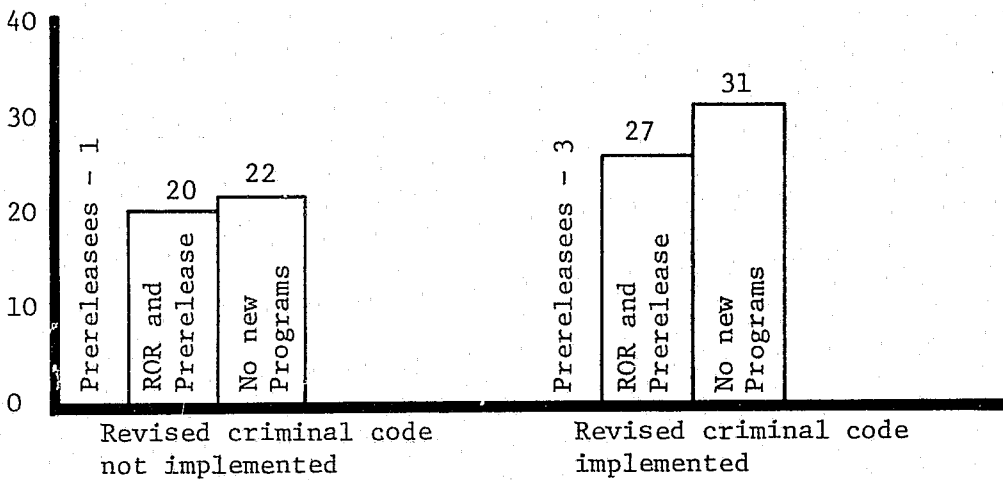
TEN YEAR SENTENCE LIMIT



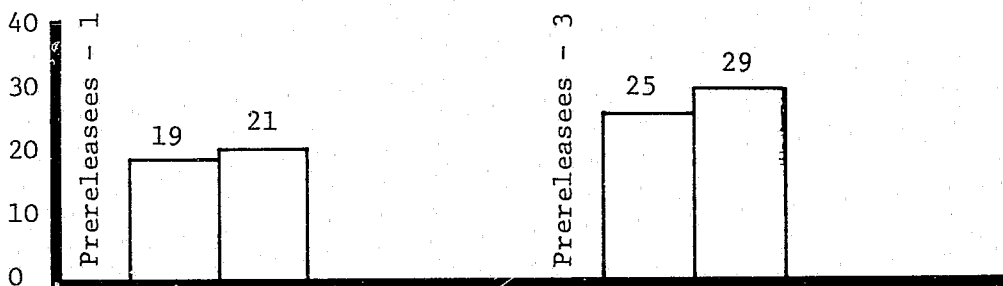
FIVE YEAR SENTENCE LIMIT



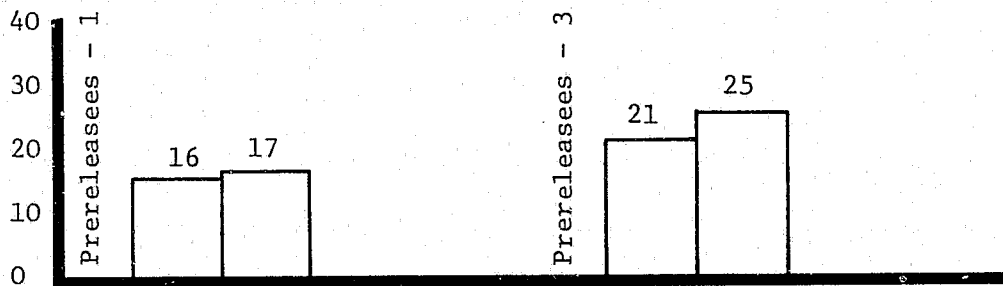
KOTZEBUEF AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



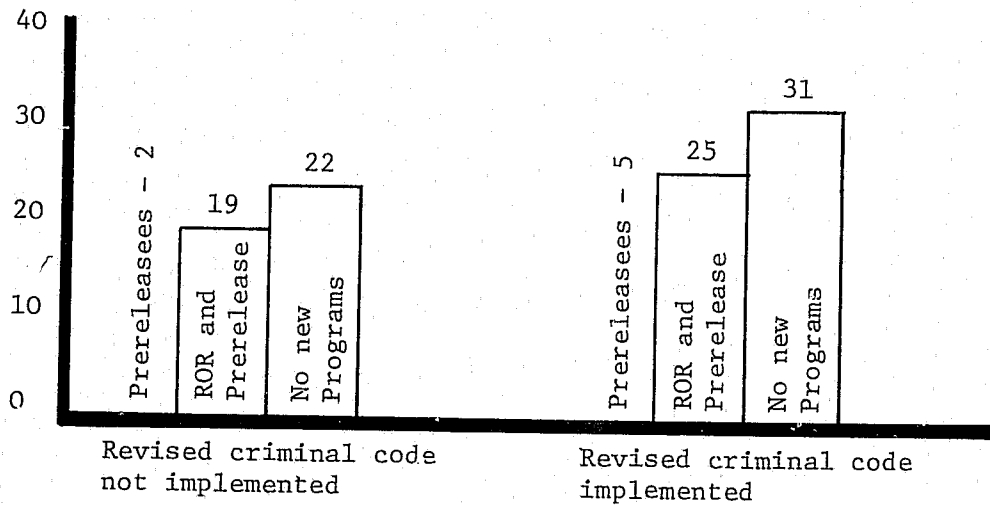
TEN YEAR SENTENCE LIMIT



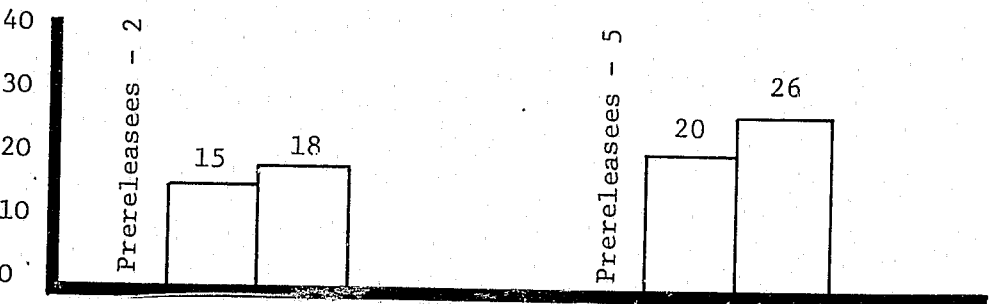
FIVE YEAR SENTENCE LIMIT



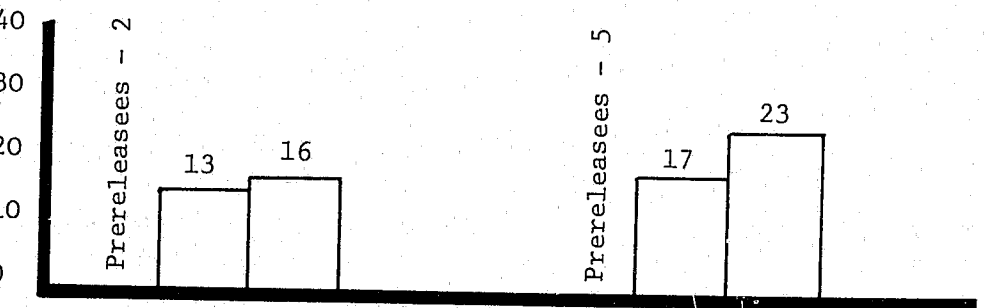
BARROW AVERAGE DAILY POPULATION, YEAR 2000  
TOTAL REGIONALIZATION



TEN YEAR SENTENCE LIMIT



FIVE YEAR SENTENCE LIMIT



## EXISTING FACILITIES

All corrections facilities presently utilized by the Alaska Division of Corrections have been assessed in order to establish the extent to which these facilities are adequate to serve both present and projected need under a variety of policy options. As a result, it is possible to estimate the level of capital resource requirement which is generated under various policy options. A subsequent section of this plan presents a range of actions which either improve or add to existing bed space to meet the needs which are established by the continuation of current practices, implementation of the revised Criminal Code, and various combinations of pretrial release procedures and prerelease programs for sentenced offenders.

To provide background for the evaluation of existing facilities, a description of the criteria used is in order. The question of applicable standards for detention and corrections facilities in Alaska has been approached with the utmost care. Awareness of the unique characteristics of the Alaskan context has required careful consideration of the relevance of standards widely applied in other jurisdictions to the needs identified in Alaska.

The principal standards for correctional facilities which have been developed in the United States in the last ten years present a virtual

consensus of viewpoint concerning many of topics which they address. These standards include those promulgated, adopted, or supported by the American Correctional Association, Commission on Accreditation; the Task Force on Corrections, National Advisory Commission on Criminal Justice Standards and Goals; the National Sheriffs Association; the National Clearinghouse for Criminal Justice Planning and Architecture, the National Fire Protection Association; the International Conference of Building Officials, the Law Enforcement Assistance Administration, U. S. Department of Justice; the American Public Health Association; and the American Institute of Architects, Committee on Architecture for Justice.

Among the topics addressed by the referenced standards are such issues as:

1. Single occupancy sleeping rooms;
2. Adequacy of floor area per inmate in sleeping;
3. Recreation and other functional areas;
4. Provision of light and view;
5. Provision of a safe and sanitary environment;
6. Adequacy of health care and toilet facilities;
7. Support space for visiting and program activities;
8. The encouragement of normalcy in the detention and corrections environment;
9. Range in security level accommodations;

10. Provision of separated housing areas which allow and support classification assignments;
11. Availability of both indoor and outdoor recreation areas;
12. Confidential attorney visiting;
13. Proximity of staff to inmate housing areas;
14. Compliance with life safety codes requiring two means of egress and maximum allowable travel distances to places of safe refuge;
15. Accessibility by the handicapped.

These standards have no jurisdictional authority over facilities in Alaska; their application in conjunction with this plan has been undertaken for informative purposes only. The significance in Alaska of any particular area of deficiency according to these standards remains to be considered by appropriate local authorities. However, the most basic subjects addressed by these standards, and the requirements which are associated with them, have been established by federal court order as constitutional minimums in some other states, and have been adopted in other states as guidelines for the upgrading of existing facilities and the planning and design of new ones.

In examining the extent to which these standards should be considered applicable to Alaska, it is essential to recognize that these standards address basic physical conditions which accompany involuntary residency, regardless of its location. While program activities can be expected to vary

according to location and client need, basic residency requirements which are addressed by the nationally recognized standards should not be different for Alaska. Consequently, their application to Alaska facilities is potentially quite useful in the event that the State decides to adopt such standards as policy. It is a recommendation of this plan that this be done.

Various sources within Alaska support this recommendation. A recent court decision (Moseley v. Bierne), concerning conditions at the Sixth Avenue Annex in Anchorage found prevalent circumstances in that facility to be unconstitutional. The various remedies required by the court parallel those which have been ordered in similar proceedings in other parts of the United States, and reflect the substance of the standards herein cited. It is evident that the court has found that the constitutional right to a safe and humane environment is applicable in Alaska, and that a facility having the attributes of the Annex fails to provide such an environment.

A study sponsored by the Alaska Criminal Justice Council, Justice Facilities Standards, completed in March, 1978 by Space Management Consultants, provides other corroboration on certain topics. Principally, the amount of area recommended in this study for various functions in detention and correctional facilities in Alaska does not significantly deviate from the corresponding area requirements in the referenced standards.

In Eagle River, precedent is found for Alaska's adoption of widely recognized standards for advanced facility planning and design. The Eagle River correctional facility incorporates such standards as single room occupancy; outside light and view, residential clusters; normalized environment, adequate indoor and outdoor recreation space; contact visiting, and many other features. As a result of the components of its design, the Eagle River facility draws a steady stream of both U. S. and international visitors. This seems to indicate that there is considerable agreement concerning ideal correctional facility design, which is exemplified by the Eagle River facility.

As a background to the facility recommendations which are discussed in this plan, two standards documents have been selected for application to Alaska's adult facilities. These are the Standards for Adult Correctional Institutions, published by the Commission on Accreditation of the American Correctional Association, and the Standards for Health Services in Correctional Institutions, published by the American Public Health Association. Other relevant standards are either referenced or are essentially contained by these documents. However, the use of these standards for the present purpose is not intended to cover all aspects of the Alaska facilities, and therefore other additional considerations are cited in conjunction with the master plan recommendations.

The application of any particular set of standards is dependent upon an interpretation of their meaning. Various of the referenced

standards lend themselves to differing latitudes in interpretation, since certain of the standards are tied to quantitative measures while others are more qualitative in their description of required conditions. Thus, others might find room for interpretation which would alter the particular finding of percentage of compliance with individual standards. This is not viewed as being a serious problem in relation to the present purpose: in standards application, some flexibility in compliance measurement should be expected. However, it is still the case that several of the most basic and essential requirements which a facility must meet to support residency are described in terms which are easily measured and least susceptible to wide ranges in interpretation. In consideration of the fact that most of Alaska's existing facilities fail absolutely to meet these minimum and basic requirements, it should not be expected that remedy will be found simply through reinterpretation of the more subjectively interpretable standards.

The combined experience of Moyer Associates personnel in the development and application of standards for detention and correctional facilities is drawn from involvement in fifty states, several hundred counties and twenty-eight foreign countries. This experience has resulted in participation in both a large number of court actions in the capacity of expert witness, and in an even larger number of facility evaluations at the request of corrections administrators seeking to identify needed

improvements in their systems. Judgements as to a facility's compliance rating are thus based both on knowledge of the Alaska facility in question and extensive experience in many other settings.

In addition to the consultant's evaluation of the extent of compliance for each facility with each standard, the Superintendents of each facility were provided with copies of these results and requested to contribute their consideration of the level of compliance with each standard. Responses were received from several of the institutions and the final evaluation presented in the appendix reflects this additional insight.

A detailed tabulation of the findings of the facility assessments can be found in the appendix. Each of 72 separate referenced standards were applied to each facility presently being utilized by the Division of Corrections. A bar graph presents the estimation of percentage of compliance for each standard; this visual representation allows an overall appraisal of "profile" of each facility. Given that each of the various standards establish minimum requirements which are not necessarily of equal importance to overall facility adequacy, Moyer Associates has devised a system which weighs the relative importance for each of the standards. This system takes into account the fact that even though greater number of sub-topics may be included within a particular group of standards, this does not necessarily imply a greater level of importance for that general topic. The

accompanying bar chart offers a summary estimate of each facility's level of compliance with standards. The five existing rural or "regional" jail facilities are included due to Alaska's interest in the potential for implementing a regionalized institutional corrections system.

The following brief narrative summarizes the general adequacy of the presently utilized facilities for their current and continued use, based on the detailed evaluations of the level of compliance with various of the standards which appear in the appendix. The following description also identifies the basic areas requiring improvement. It is not offered as an exhaustive inventory of facility detail, nor is it to be relied upon as an absolute or final statement of facility attributes. As previously mentioned, the referenced standards address many, but not all, of the considerations which will establish the level of adequacy of particular facilities in their individual locations. A later section of this plan translates the scope of necessary improvements under various policy options into their cost implications.

#### Third Avenue Correctional Center

This facility is totally inadequate in its present utilization for the housing of sentenced inmates. As detailed within this plan, all housing areas fail to provide the necessary



# General Summary of Existing Facility Compliance with Standards\*

CAPACITY	FACILITY	0	.25	.50	.75	1.00
64	Anchorage Correctional Center (3rd Avenue)		.19			
94	Anchorage Correctional Annex (6th Avenue)			.47		
81	Eagle River Correctional Center					.96
60	Palmer Correctional Center				.80	
27	Ridgeview Correctional Center		.31			
115	Juneau Correctional Center				.71	
160	Fairbanks Correctional Center				.67	
26	Ketchikan Correctional Center		.29			
25	Nome Correctional Center		.35			
4	Barrow Jail		.29			
18	Bethel Jail			.42		
9	Kotzebue Jail			.53		
22	Kodiak Jail			.63		
14	Kenai Jail		.33			

\* In all instances, an increase in operating capacity beyond that indicated at the time of evaluation will result in a decrease in the level of standards compliance indicated. Correspondingly, a decrease in residential population will result in a marginal improvement in standards compliance in certain instances.

minimum square footages per inmate, adequate environmental lighting, control of temperature ranges, and ventilation. Outdoor recreation space is nonexistent and the site does not permit this situation to be remedied. There is also no indoor recreation space in the housing areas and that which is available on the first floor is grossly substandard. Provisions for visiting are completely inadequate, as are the accommodations available for virtually every other functional area.

Coupled with these deficiencies in space allowances is the accompanying obsolescence of all building sub-systems. The electrical system is constantly being repaired, and at best can be described as a patchwork of partial solutions to periodic crises. The mechanical system is both obsolete and incapable of providing for proper distribution of heat in the building. Both staff and inmates witness the formation of ice on dormitory walls in the winter.

The functional obsolescence of this building would not be significantly alleviated by redefining its conditions of use. Use of it as an overnight holding facility, while reducing the requirement for visiting, recreation and other facility space allocations, would nevertheless have no impact on the general insufficiency of this building. Consequently, it is the recommendation of this plan that the 3rd Avenue facility not be considered for major renovation or improvement for long-term utilization. The facility could be marginally acceptable in the short-term future as an accommodation for

a work release program. Even so, the maintenance of deteriorated support systems would continue to be a problem. The long-term potential of this facility for service to the Division of Corrections lies in its site. It is possible that, in relation to other options which may be available at some particular date, the property upon which this building is located might be viewed favorably for the construction of a prerelease or work release center. Of course, this option should be compared with the costs of leasing or renovating existing facilities on other sites. The primary advantage of using the 3rd Avenue location for other correctional purposes is its prior acceptance by the community as a site in use by the Division of Corrections; such acceptance might not readily accompany use of other possible sites.

## Anchorage Annex

Although of relatively recent vintage (1956), the Sixth Avenue Annex fails to comply with recognized requirements for correctional facilities today. Since these standards have been developed relatively recently, this facility is not alone in its deficiencies. Indeed, the findings of the court in Moseley v. Bierne, are comparable to findings of jail inadequacy delivered in numerous other cases throughout the United States. The features of the particular buildings in question in these various cases are not distinctly different, although the time of construction has varied from 1854 through 1966.

**CONTINUED**

**4 OF 7**

As subsequently detailed, the inadequacies of the Annex include lack of: indoor recreation space, adequate space for the housing of individual inmates, classification or segregation opportunities, visiting space and various other problems. The principal difficulty which is presented in remedying these various conditions lies in the configuration of the existing building and its extremely constricted site area. Since the facility provides inadequate housing and very little space to accommodate necessary support functions, the recycling of this building to meet current standards would be extremely difficult and expensive. In addition, the small site area virtually precludes any attempt to provide a satisfactory solution to these problems.

Consequently, it is the recommendation of this plan that various short-range improvements should be made to provide a more satisfactory accommodation of inmates under the present conditions, but that this facility should not be viewed as providing acceptable secure bed-space for the long-term future.

An option which is recommended for consideration, and which recognizes the current expenditure of funds for certain improvements as well as the relatively recent vintage of this building, is its future use as a prerelease center. The population projections which have been developed within this plan indicate a potential prerelease clientele in the Anchorage area of between 70 and 113 individuals under various options. The present sleeping areas of the Sixth Avenue Annex which are adequate would accommodate a population of 83, in

accordance with the findings of the court and accepted standards. Under this option, the open dormitory housing would not require conversion to single room occupancy, and certain of the present inadequacies of space for support functions would no longer be applicable, since less institutional support is required for use as a prerelease center. Therefore, under this option, current expenditures made possible by the November 1978 bond package would have long-term validity, and additional funds for more extensive improvements to this facility would not be required.

#### Eagle River Correctional Center

This facility is wholly in compliance with virtually all current standards for correctional facilities, and it presents no serious facility problems which require the major expenditure of capital funds. In many ways, the Eagle River facility should be viewed as exemplary in its incorporation of contemporary standards for correctional facility design and the high level of environmental quality which it presents. This is accomplished in a manner sympathetic to its site and its location in Alaska.

#### Palmer Correctional Center

The correctional center at Palmer is very effectively suited to its assigned population. There is a well balanced program which is reasonably suitably housed by the

facilities which are available. Inmate sleeping areas are somewhat confining and other minor design deficiencies exist. However, these facility-design issues are marginal, particularly in the context of a minimum security correctional center such as Palmer which offers a wide range of program and recreational activities.

Due to its location, the facility is an excellent candidate for a potential expansion by the Division of Corrections of its inmate programs and industries. The Division should consider increasing Palmer's capacity and range of programs through construction of additional housing and work facilities.

#### Ridgeview Correctional Center

Due to the fact that the State's use of this building as a corrections facility is time-limited, a detailed critique of its deficiencies is not necessary here.

#### Juneau Correctional Center

Spaces provided for the various support functions are basically adequate. Certain deficiencies in the original design and construction have been corrected through subsequent remodeling projects. These include the installation of security enclosures in the ceiling space in various locations adjoining the public entry area. Also included has been the modification of the intake entry to establish a sally port and weapon control locker.

Nonetheless, certain aspects of the original design are inconsistent with the level of custody now provided by much of the facility, and these remain uncorrected. There is an inherent contradiction in the provision of open dormitory housing together with elaborate perimeter security features, central control console operations and the closed custody operation of the facility. Dayroom and program space is nonexistent, not having been a part of the original design.

Consequently, the Juneau facility offers minimum security housing without program or recreation space, very adequate kitchen and dining facilities, partially deficient visiting accommodations, very adequate administrative quarters, and a medium security perimeter design which has recently been upgraded with the addition of a central surveillance tower. Due to staffing shortages, this tower has not yet been staffed. Dormitory housing is, however, inadequate for the proper surveillance of medium or maximum security inmates, and staffing should not be relied upon to overcome its inherent deficiencies.

In considering the short- and long-term future uses of the Juneau facility, the recency of its construction must be taken into account. A facility built in 1968 should have several decades of useful service yet to deliver. Its mechanical and electrical systems are modern and in good working order. Many more years of satisfactory service should be expected from them without excessive maintenance costs.

If the facility were used only for minimum security inmates, the dormitories are not adequately sized to provide for housing the number of inmates who could be accommodated by the dining, kitchen and central support facilities. Consequently, even under this option, additional construction would be required for residency, dayroom and recreation space unless the facility population is reduced to a level far below that which the support facilities could service. Such a reduction in facility population would require an increase in capacity at some other location within the system. Therefore, while use of the facility only for minimum security inmates might initially appear to be an option which reduces required capital expenditure, it would reduce this expenditure at Juneau and require its increase at some other location.

The second option suggested by an evaluation of the existing physical plant is to upgrade the housing portions so that they can accommodate the number of inmates at various security levels which the rest of the facility components are designed to provide for. This option calls for the construction of new single-room residency and dayroom spaces, as well as the construction of program space to accommodate the recommendations of this plan. It is likely, however, that the support components of the Juneau jail facility have the capability to service a larger population than that which would be generated by the Southeast region surrounding Juneau. Thus, their full

utilization implies a population level at this facility which may be substantially higher than that which is regionally generated. The later recommendations sections of this plan, under various regionalization alternatives, take cognizance of this condition in recommending use of this facility for inmates with longer sentences than might be retained by other regions, and perhaps even to house some inmates from other regions in order to reduce capital expenditures at other locations within the system. In short, it is less expensive to upgrade the housing components at the Juneau facility than it is to establish equivalent bedspace at other locations where the support component must also be constructed.

#### Fairbanks Correctional Center

Since the same basic architectural drawings were used to construct the Fairbanks facility as were used at Juneau, virtually all the same comments apply. The notable exception is the provision of a gymnasium at Fairbanks, which further adds to its ability to service a 24-hour closed custody inmate population. This additional feature also is consistent with the American Correctional Association's standards. The other major difference between the Juneau and Fairbanks situations is that, under any of the projections contained within this plan, the Fairbanks region generates a bedspace need for which the existing Fairbanks facility service capability is fully required.

As noted before, the same mixture of components is found at Fairbanks as in Juneau and the same observations are suggested. Improved housing, consistent with current standards, is recommended, while the general support facilities consisting of kitchen, dining, administration and control, are basically adequate.

#### Ketchikan Correctional Center

As detailed in the evaluation sheets in the appendix, the Ketchikan facility is totally unsuitable for its present use in the housing of sentenced or unsentenced inmates. Further, its age and the general inadequacy of total space availability preclude any recommendation for its renovation, expansion or recycling.

#### Nome Correctional Center

This facility is only slightly more adequate overall than is the Ketchikan Correctional Center. It is definitely unsuited for the housing of longer-term sentenced inmates, and only marginally acceptable as a detention facility for presentence inmates. Since the Nome Correctional Center cannot be cost-effectively renovated to remedy its deficiencies, the only resolution would be its replacement with a new, standards-compliant facility.

#### Rural Facilities

Field visits made to various of the presently utilized bush facilities

revealed that they are uniformly inadequate for the safe, secure, and humane housing of accused or sentenced individuals. Since this evaluation was conducted at an early stage in the planning process, prior to the formulation of specific recommendations for regional or bush corrections programs, the bush facilities were evaluated as to their adequacy for several different functions: as overnight holding or lock-ups only; as housing for sentenced and unsentenced individuals for up to 30, 60 or 90 days; and as housing for sentenced individuals for periods ranging up to one year, five years or ten years. In no instance were any of the existing facilities found to be suitable for any of these purposes.

While the separate facilities should be considered individually, certain general conditions prevail. Basic support components are generally nonexistent, including in some instances even plumbing and toilets. The housing offers no ability to separate male, female or juvenile detainees from each other. Without exception, no dayroom or recreation space is available for sentenced or unsentenced inmate use. Other specific areas of noncompliance with standards for basic residency as suggested by the American Public Health Association and the Commission on Accreditation of the American Correctional Association are presented in the appendix. As a result, any of the options concerning regionalization which are presented as a part of this plan will require the construction of new facilities

to meet the requirements generated in the regional and local context in rural Alaska.

## FACILITY RECOMMENDATIONS

### Introduction

In view of the condition of Alaska's existing corrections facilities, and the projected capacity needs for the year 2000 under a range of possible policies, some general proposals for facility replacement or renovation, and accompanying new construction, can be outlined. The existing facilities can be classified into three categories: those which must be replaced, and can serve no alternative correctional functions; those which require major renovations to meet standards and fulfill their proposed functions; and those which can be recycled with relatively minor physical modifications.

The facilities which must be replaced are:

1. Ketchikan CC: its replacement must be constructed to house pretrial detainees and sentenced inmates from the region surrounding Ketchikan.
2. Ridgeview CC: due to lease expiration, and existing facility inadequacies, provision must be made to house unsentenced Anchorage-area females and all sentenced women from across the state (excepting very short-sentenced misdemeanants) in facilities in the Anchorage-area.
3. Anchorage Third Avenue CC: provision must be made to house those now placed at this facility, i.e., short-sentenced inmates and those awaiting classification, in the Anchorage area.

4. Nome CC: in order to provide housing for regional unsentenced and sentenced inmates that meets applicable standards, this facility must be replaced.

The two facilities which require major renovations to accommodate projected inmate populations in accordance with standards are the Juneau and Fairbanks CC's. In the final category of facilities requiring only minor additions or renovations are:

1. Anchorage Annex: although this facility is inappropriate for its present use as a pretrial detention facility, its location and the renovations authorized by the bond issue render it a promising site for prerelease housing of sentenced inmates from the Anchorage area, once its replacement becomes available.
2. Eagle River CC: no renovations are proposed, but addition of space for industry, and potentially new residency, will be necessary.
3. Palmer CC: given that it is used for a minimum security population, only minor additions to accommodate prison industries recommended for the site are proposed.

Other corrections facilities now in use in rural areas are generally inadequate, particularly if regional housing of some sentenced inmates is to be implemented. This implies a need for new facilities, potentially in all five of the remaining service areas defined and not now served by state facilities (i.e., Bethel, Kodiak,



Kotzebue, Barrow and Kenai). At a minimum, a replacement facility is needed in Bethel. If a new facility is constructed at Nome, provision could be made to house Kotzebue-region offenders in that institution. The North Slope Borough is in the initial planning stages for a new Barrow facility, which could be constructed to accommodate projected regional corrections needs. If sentenced offenders from the Kodiak region are to be housed in their region, the present contract facility must be replaced. Kenai sentenced offenders could be housed in Anchorage-area facilities due to their close proximity, but there are sufficient numbers of inmates originating from the Kenai borough that construction of a regional facility to house them closer to their communities may be deemed appropriate.

In order to phase out those facilities which must be replaced, the construction of two major new facilities and at least two smaller regional ones is proposed:

1. A new pretrial detention facility in Anchorage.
2. A new sentenced inmate facility in Anchorage.
3. New regional facilities in Ketchikan and Bethel.

Three out of the four facilities have been provided for to some extent in the 1978 bond package; only the Anchorage sentenced inmate facility has not been funded at all.

In the following pages, renovation strategies for Juneau,

Fairbanks, Eagle River and Palmer are outlined, and prototype institution programs for the new sentenced inmate facility and the rural/regional facilities are presented. A specific discussion of the 1978 bond package as it relates to these proposals is included, along with comparisons of Gruzen & Partners recommendations with Moyer Associates' proposals. Capital cost forecasts under the various policy options are also discussed. To develop a network of correctional facilities which can accommodate Alaska's projected inmate populations in a manner that meets all relevant standards will require both time and a substantial capital investment, but the result could well be a model for the nation.

1978 Bond Issue Package

As a result of legislative action and subsequent voter approval by bond referendum in November, 1978, certain funds have been authorized to be expended for the purpose of making capital improvements in Alaska's correctional facilities. The projects proposed in the bond issue are assessed in this section of the corrections master plan as they relate to the evaluation of existing facilities, the detention and corrections population projections under different policy options, and program recommendations. It is the purpose of this section of the plan to review the relationship which these proposed projects have to the facility needs defined in the plan. In addition, a comparison of recommendations of Gruzen's "Alaska Justice Facilities Planning Study" with

those of the plan and with the bond issue allocations is included.

The bond issue authorization is provided under FCCS HCS CSSB 625, Chapter No. 139, which is "AN ACT, Providing for the issuance of general obligation bonds in the amount of \$30,504,000 for the purpose of paying the cost of capital improvements for correctional and public safety facilities; and providing for an effective date."

For the projects related to corrections under this Act, a total authorization of \$24,902,500 is established. Under the bond issue package, corrections funding is allocated as follows:

Project Number*	Location	Amount
(3) Construct and equip pretrial jail facility	Anchorage	\$12,367,000
(4) Construct and equip a regional jail facility	Ketchikan	1,992,700
(5) Construct Youth Facility	Fairbanks	2,400,000
(6) Renovate Sixth Avenue Jail Annex Facilities	Anchorage	1,421,800
(7) Construct Youth Residence Center	Nome	792,000
(8) Construct McLaughlin Youth Facility Gym	Anchorage	1,300,000
(9) Construct State Jail Recreation and Program Facilities	Juneau	1,300,000
(10) Construct classroom and learning lab	Juneau	200,000
(11) Construct Correctional Facility	Bethel	3,129,000
		\$24,902,500

\* Project numbers (1) and (2) under the Bond issue package relate to Public Safety buildings and are thus outside the purview of this review.

#### Comparison of Gruzen Study Recommendations

As a preface to review of the bond issue allocations in relation to recommendations of this plan, a comparison of master plan recommendations with those of Gruzen & Partners' "Alaska Justice Facilities Planning Study" is helpful. This study was one of the tools used in drafting the bond issue, and thus provides a background for understanding. Both Gruzen's "Alaska Justice Facilities Planning Study" and the Alaska corrections master plan recommend the actions listed below:

1. Construct a new detention center for men and women in the Anchorage vicinity.
2. Construct a new long-term institution in the Anchorage vicinity.
3. Construct a new juvenile center in the Fairbanks vicinity.
4. Renovate and add capacity and program space to Juneau.
5. Construct a new corrections center in Ketchikan.
6. Construct a new corrections center in Bethel.
7. Renovate the Anchorage Annex on 6th Avenue.

Within each of these projects there are differences in projected capacities and construction costs, but as concepts, these projects are fairly consistent within the two planning studies.

Basic differences between the conceptual recommendations of the two plans are:

- 1 - Gruzen proposes a capacity of 192 for the proposed new detention center in Anchorage. Moyer proposes a capacity of between 90 and 170 depending on degree of implementation of ROR by the year 2000.
- 2 - Gruzen proposes an all-male capacity of 210 or 212 for the proposed long term institution in Anchorage. Moyer proposes a male and female capacity of between 140 and 740 depending on implementation of the criminal code, and ROR and prerelease program implementation.
- 3 - Gruzen proposes a 64-bed space capacity juvenile center in Fairbanks. Moyer proposes 20-bed space capacity with very little secure detention capability.
- 4 - Gruzen proposes a substantial renovation of the Anchorage Annex. Moyer would implement only minor alterations, with an eye to ultimate relocation of the detention population, converting the facility to a prerelease center at that time.
- 5 - Gruzen proposed a separate women's facility in the Anchorage region. Moyer incorporates a female housing capability in the long-term institution for the Anchorage area.
- 6 - Gruzen proposed a major renovation of Anchorage 3rd Avenue.

Moyer proposes no such renovation, but rather endorses abandonment.

The accompanying chart summarizes the Gruzen recommendations and their bond issue status.

#### Master Plan Review of Bond Issue

Individual functional and space programs for each new facility are to be developed subsequent to the completion of this master plan. Not only is such workscope supplemental to the foundation established by the plan, but it is highly dependent upon the decisions adopted relative to several of the master plan policy alternatives. This subsequent programming phase will establish ultimate budget levels, taking into account policy decisions and budget constraints. However, for purposes of the plan, a general evaluation of the appropriateness of the bond issue package, based upon detailed consideration of the bond funding levels and a comparison of these to various levels of need under the various policy options, is presented here.

#### Pretrial Jail Facility, Anchorage:

The budget level of \$12,367,000 is fully required to provide an adequate facility for pretrial detention in the Anchorage area. This takes into account the recommendation that new facilities be established for both pretrial and sentenced inmates, since the Third Avenue CC is inadequate for either purpose and the Sixth Avenue Annex cannot

be sufficiently improved to provide secure housing on a long-term basis.

The \$12,367,000 allocation will provide a substantial level of support to meet immediate needs in the Anchorage area, but will only partially satisfy the facility requirements under any of the projections associated with various policy alternatives (this is illustrated in the subsequent institutional populations table). Consequently, facility planning and programming must be developed in a manner which recognizes potential additional bedspace needed under these options. Facility planning and design concepts which allow and accommodate future change without costly remodelling must therefore be adopted. Using such flexible strategies, the shortfall between presently available project funding and the lowest level of projected need will not present an immediate difficulty if properly addressed in the facility planning and design phase.

#### New Regional Facility, Ketchikan:

The allocated bond issue amount of \$1,992,700 which is available to meet total project costs is fully required to enable closing of the present jail and its replacement with a suitable facility to meet projected detention and incarceration needs in the Ketchikan area. This is true under any regionalization option. Detailed facility programming will require attention to the unique functional and operational requirements of smaller detention and correctional facilities. In

particular, the need for maximizing classification and segregation opportunities for a smaller inmate population, without fragmenting or duplicating program and support areas, must be addressed.

#### New Youth Facility, Fairbanks:

Within the youth services section of this plan, recommendations are made which, if adopted, would eliminate the need to construct a juvenile detention facility in the Fairbanks area and thus would obviate the need to expend the \$2,400,000 associated with it in the bond issue package. At most, the youth services section suggests that a generic facility with intensive programming, not to exceed 20 beds, be constructed. This facility should emphasize intake and community program functions, so that only those juveniles who require secure housing for their own or society's protection will be confined. Inclusion of bed-space for adjudicated youths in this Fairbanks facility will allow them to be confined closer to home (rather than at MYC or out-of-state).

#### Sixth Avenue Jail Facility Renovation, Anchorage:

The bond package authorization of \$1,421,800 is necessary for this project in view of the present deficiencies of this facility which must be immediately remedied. The proposed improvements which provided the basis for this bond package component are all warranted. The existing facility narrative further discusses the role which the Sixth Avenue Annex could be assigned in the short-range and

long-range futures.

Other funding available for new adult secure facilities in the Anchorage area is insufficient to permit the early closing of the Annex if both pretrial and sentenced inmate needs are to be met. Under the projections developed in this plan, additional need for bed space is apparent under every combination of policy options which have been identified.

#### New Youth Residence Center, Nome:

The recommendations of this plan do not include the construction of any juvenile facilities in Alaska. Consequently, the expenditure of \$792,000 authorized under the bond package for a juvenile residential facility in Nome cannot be supported by the analysis of youth services needs contained in this plan. However, the use of these funds to develop a community program facility for youths could be justified as a means of preventing unnecessary incarceration of youths.

#### New Gymnasium, McLaughlin Youth Center:

Because of the already substantial investment in the McLaughlin Youth Center and the high quality of the program conducted there, this further physical plant improvement, designed to meet the recreational needs of its residents, is well-justified. The total project cost of \$1,300,000 will allow for the construction and equipping of a full gymnasium as well as related recreational

and support facilities.

#### State Jail Recreational and Program Facilities, Juneau:

The expenditure of the authorized \$1,300,000 for this project must take into account the housing deficiencies endemic to this facility. It is suggested that new housing be constructed so that the presently substandard housing areas may be vacated. While such a work scope is not specified by the above funding authorization, the potential to develop recreational and program activities in the present dormitory areas should be fully explored in the programming phase. To a partial extent, a "space trade" could be achieved, which would simultaneously meet both housing and program needs. However, this will not alleviate the need to construct a gymnasium in accordance with the scope projected by this bond package component. The provision of such a gymnasium facility is also consistent with the Standards for Accreditation of the American Correctional Association.

#### Classroom and Learning Lab, Juneau:

The authorized \$200,000 for this project is well-founded considering the present absence of such program facility at the Juneau Correctional Center. The development of this project should be closely interfaced with other present and projected improvements at this facility, especially with respect to staff and inmate circulation, accessibility and supervision.

This is a task requiring specialized attention in the programming phase.

#### New Correctional Facility, Bethel:

Considering the higher construction costs in the Bethel area, the total absence of any adequate detention facility at this location, and the regional need identified within this plan, the bond authorization of \$3,129,000 is certainly warranted.

## Renovation Strategies

### Juneau and Fairbanks

Major renovations are required at Juneau and Fairbanks Correctional Centers. Currently, these facilities are substantially non-compliant with national standards for design. These deficiencies are particularly obvious in inmate housing and program areas. Current appropriate capacity (as determined by American Correctional Association (ACA) standards and American Public Health Association (APHA) standards) totals between 40 and 60 inmates in each facility, far less than the current populations of 115 and 160 respectively. Additionally, within a revised criminal code, with no new programs, and a totally regionalized system, populations would likely total as much as 94 at Juneau and 377 at Fairbanks by the year 2000.

The most cost-effective approach for adapting these two facilities in such a way that they might provide necessary capacity which is designed in compliance with ACA and APHA standards would include the continued use of the existing structures in coordination with some new construction. For example, new housing and accompanying program areas could be constructed adjacent to the existing buildings. Following such construction, inmates could be transferred to the new facilities while the old facilities could be renovated to provide the necessary administrative program support, and housing support areas complementary to the new construction. This approach of "plugging-

in" new housing to the existing facilities on these two sites would allow continued operation of these institutions without interruption while simultaneously upgrading their capability to provide appropriately designed capacity for their assigned populations.

The accompanying drawings\* are included to demonstrate how new construction located adjacent to these existing facilities might appear. The next step in the process of recycling these two sites would be a preliminary architectural phase wherein an architectural program accompanied by a schematic design would be developed.

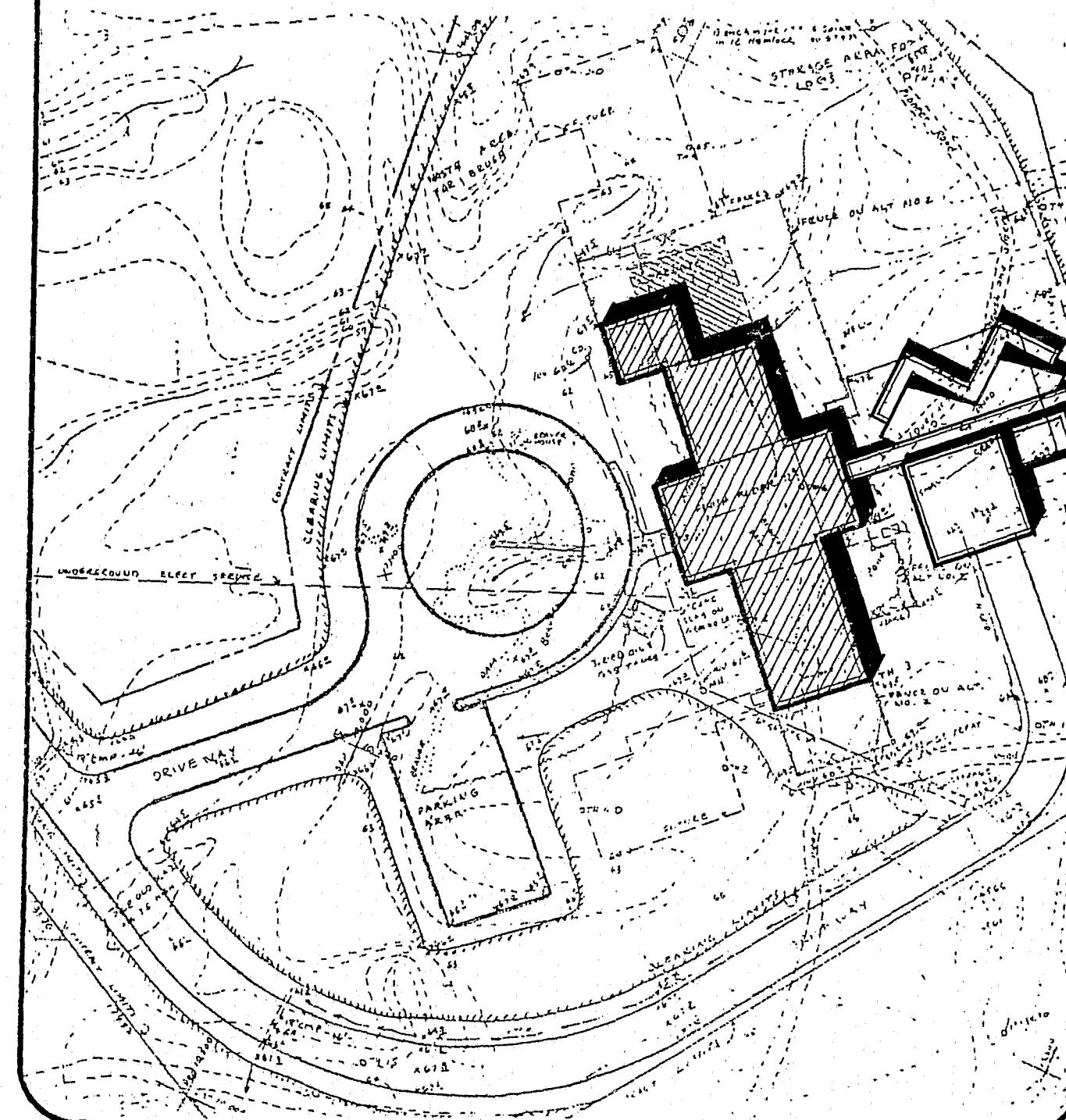
### Eagle River

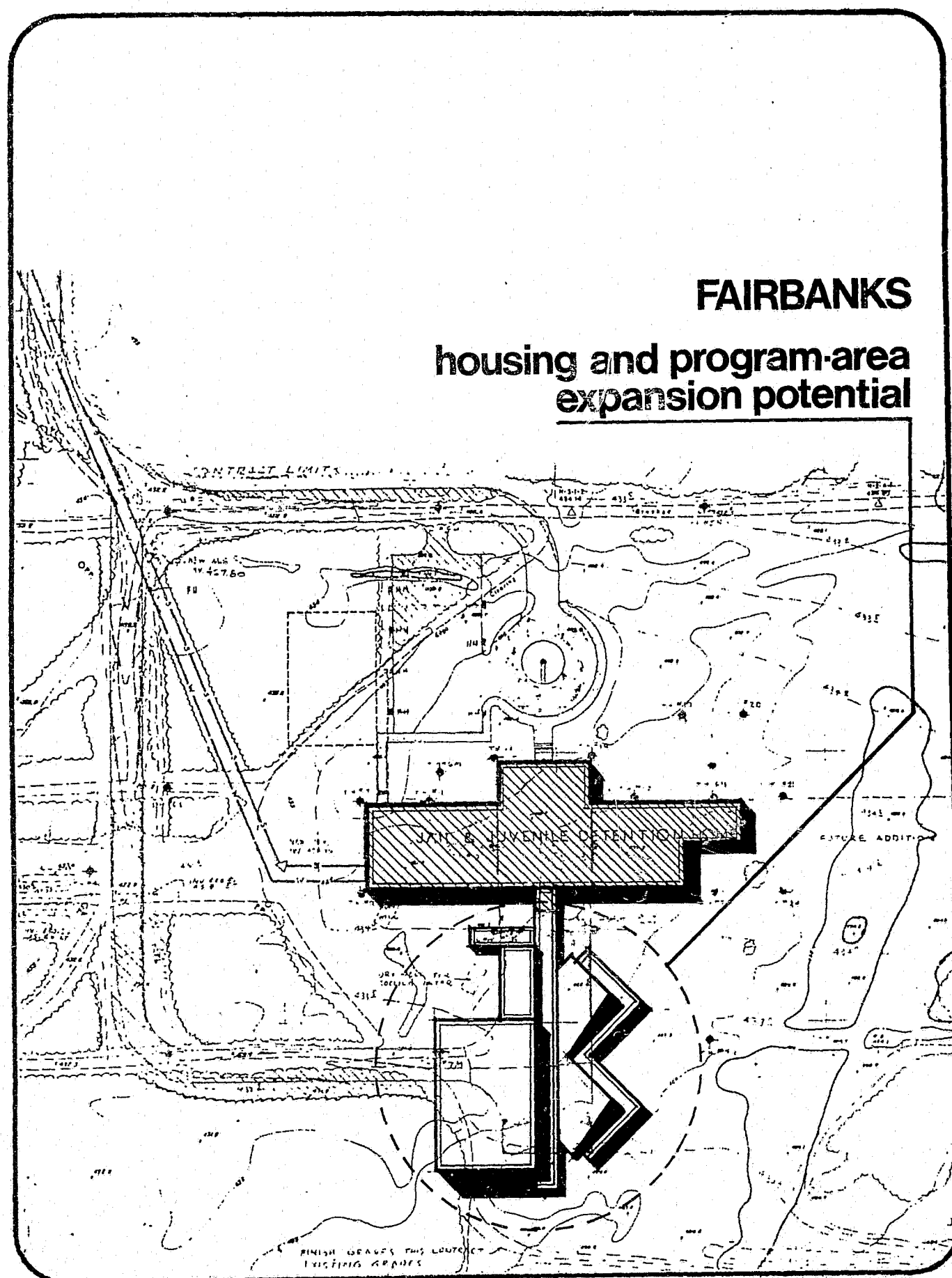
As the Division of Corrections moves toward the replacement of existing deficient housing on other sites and the establishment of additional compliant housing within the Division, Eagle River is an excellent site for expansion. The location of the facility in the Anchorage vicinity is ideal and the design of the plant is excellent. Other than routine maintenance, the facility requires no major renovation work. Nearly ten years ago when Eagle River was designed, an expansion capability was included.

\*The original site plans which provide the background for these drawings were made available by the Division of Corrections and taken from drawings prepared by Curtis and Davis Architects, of New Orleans, Louisiana.

## JUNEAU

### housing and program-area expansion potential





The accompanying drawing\* indicates potential placement of new housing on site; some portion of this housing could be designed to accommodate sentenced female inmates, if this option for their housing is chosen. In addition, to accommodate proposed prison industries at Eagle River will require approximately 6000 square feet of space, only some of which is now provided in the facilities' vocational training area. In order to accommodate a full prison industries program, it will therefore be necessary to construct additional space for this function.

#### Anchorage Annex

The Anchorage Annex on 6th Avenue is sub-standard in several of its design features. This condition is detailed in the Existing Facilities section of this chapter and by the facility evaluation summaries in the Appendix of this volume. It is the recommendation of this plan that no attempt be made through a major renovation and new construction effort to attempt to achieve design compliance for a planned large population on site. Such an effort would be substantial in its complexity and potentially disruptive of the Annex's operations, and would be very costly. Additionally, there is simply not enough space on site in order to provide all those features required to meet national standards for design.

Rather, it is argued here that the Division should plan to replace long-term capacity through new construction on another site in the Anchorage area. This

approach would ultimately free the Annex of its responsibility to house long term offenders in an inappropriate setting, and would make the facility available for a use (such as a prerelease center) more appropriate to its design and location.

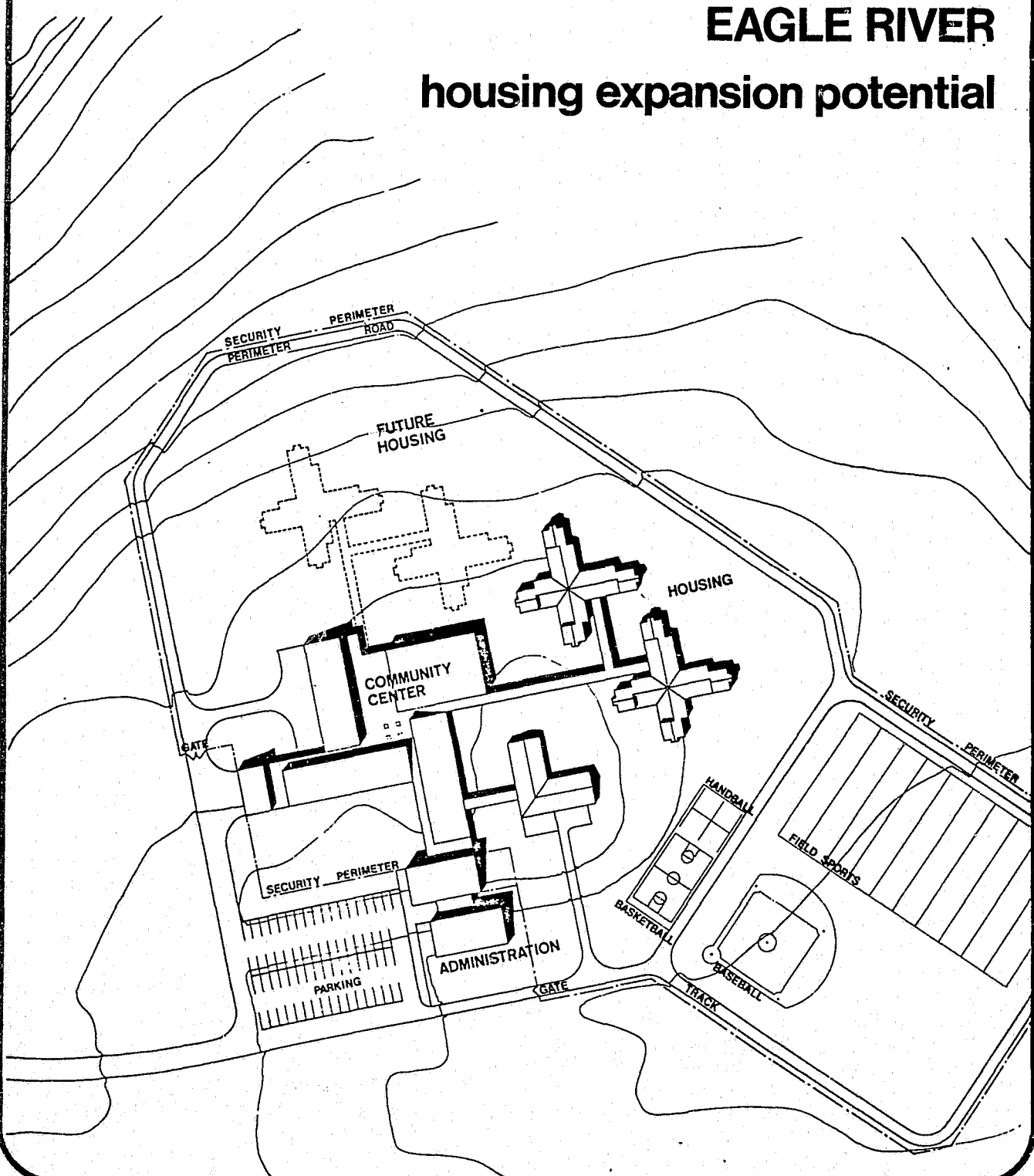
It is proposed here that major renovations at the Annex not be undertaken. However, as a short term and temporary improvement of the design and conditions of the facility it is proposed that a limited number of minor renovations be implemented until a permanent solution can be achieved by housing the population elsewhere. These recommended actions should be selected on the basis of immediate need rather than in the context of a major renovation which would include construction of a second floor. In order to determine appropriate minor alterations it will be necessary for the Division to determine with the Annex staff which changes are immediate needs, and to act on these alterations only.

The following table summarizes capital improvements recommended for existing facilities, with cost estimates and resulting adequate capacities which would be achieved through these renovations and/or expansions. Of the total estimated cost of \$19,032,000, only \$3 million is now provided for in the bond issue.

\* The drawing was prepared for the Division of Corrections by Crittenden, Cassetta, Wirum, and Cannon/Hellmuth, Obata, and Kassabaum Architects and Planners in 1971.



EAGLE RIVER  
housing expansion potential



Recommended Existing Adult Facilities  
Capital Improvements

Facility	Action	Project Budget	Projected Adequate Capacity Level
Anchorage Correctional Center	Not Recommended	-	0
Anchorage Annex	Short-term, Program/Support \$1,500,000*	\$1,500,000	83
Eagle River	Industry Sp. 80-bed new housing (@250 s.f./inmate x 140 x 1.56)	\$3,808,000	160
Palmer	None Required	-	40
Fairbanks Corrections Center	Replacement housing - 140 bed: \$47,600/bed Industry/program in present dorms = \$6,664,000 Renovation allowance- \$800,000	\$7,464,000	140
Juneau Jail	Replacement housing - 100 beds: \$47,600/bed = \$4,760,000 Program Center \$200,000 * Gymnasium/recreation - \$1,300,000*	\$6,260,000	100
Ketchikan	Not recommended		0
Ridgeview	" "		0
Barrow	" "		0
Kotzebue	" "		0
Kodiak	" "		0
Bethel	" "		0
Nome	" "		0
TOTAL		\$19,032,000	

( Average \$36,329/bed)

\*(Components supported in bond package, totalling \$3,000,000)

### Prototype Facilities

The space allocation tables and space relationship diagrams contained in this section focus on two "prototype" correctional institutions, a facility to house sentenced inmates in the Anchorage area and a rural regional facility. These are intended to illustrate the types of facilities which are envisioned as being needed in the state of Alaska beyond those already in existence or funded by the 1978 bond package.

The Anchorage prototype is a 400-person facility, programmed to house sentenced inmates from the Anchorage area as well as sentenced females from across the state, and any inmates with long sentences from other regions where the regional facilities cannot provide adequate housing for long-term inmates. It represents an optimal facility which would meet all relevant standards and which is consistent with programming and prison industries recommendations made in this plan. Depending upon the policy option chosen, the overall capacity of 400 may or may not be appropriate, but it is definitely within national standards for facility capacity. The State of Alaska can thus make use of this prototype as it plans for the funding and construction of the recommended sentenced inmate facility in Anchorage.

The regional bush facility prototype is intended as a flexible outline of basic space requirements for a 20 to 50-person facility such as might be constructed in the rural centers of Kodiak, Bethel, Nome, Kotzebue, Barrow and Kenai. If new

facilities are constructed in any or all of these cities, the facilities must of course be designed according to the specific needs of each region. However, this space allocation provides an example of the types of functions which one should expect to accommodate in these smaller, multi-purpose regional corrections facilities. The space needs of other non-institutional corrections services, the courts, local and state law enforcement agencies, and perhaps even other governmental and social service agencies, should be considered in each rural community where a regional corrections facility is proposed, so as to maximize efficiency in space allocation and construction costs. Consideration of a variety of construction techniques, ranging from the "modular" (already used in thirteen rural Alaskan sites) to traditional construction, will also be an essential part of planning for these facilities.

### Capital Cost Forecasts

The tables which follow provide a projection of capital budget requirements under various policy options. The population levels which are indicated are associated with different combinations of pre-release programming, implementation of recommendations concerning release-on-own-recognition procedures, and the impact of the new Criminal Code scheduled to take effect January 1, 1980.

The capital budgets are stated in 1979 dollars. Inflationary increases which will be introduced are not reflected, since this component is most dependent upon the time which elapses between 1979 and the time at which particular projects may be authorized and bid. These forecasts are offered primarily for the significance which they have in considering policy options. Refinement and adjustments should be expected as the programs and policies are adopted and given further definition.

The institutional populations which can be expected by region in the year 2000 are illustrated in the following table. Four basic policy options are included, ranging from a continuation of current practice through implementation of maximal ROR and prerelease programs to the added impact of the new Criminal Code. For each region, the sentence length maximum (for retention of inmates in the region) used to calculate these population estimates is indicated at the right margin; for purposes of illustration, a five-year sentence maximum was chosen for all areas excepting

Juneau, where ten years was used (due to the larger size of the existing facility there). Anchorage facilities, of course, would accommodate all offenders from the Anchorage area, plus all sentenced inmates from the other regions with sentences of more than five (or ten in Juneau) years (and all sentenced females from across the state). Within each of the four policy options, the projected number of sentenced and unsentenced inmates is indicated, and, where applicable, the number of prereleasees as well. Prereleasees would preferably not be housed in secure corrections facilities.

One additional variable which should be considered is the potential for using the Juneau facility for some intermediate-sentence-length Ketchikan region inmates. Thus, the number of Ketchikan inmates with from five to ten year sentences projected for each policy option is indicated at the bottom of each of the four sentenced inmate columns; this number could be subtracted from the total sentenced population in the Anchorage region and added to that in the Juneau region, if this option were to be selected. This could provide for a more optimal use of the renovated Juneau facility, while also reducing capacity needs in the Anchorage area and retaining those Ketchikan-area offenders closer to their home communities.

Costs are Alaska based, utilizing a variety of sources to confirm the allowances which are their foundation. The ratio of construction cost to total project

budget is established at 73%. This reflects normal expenses including design and consultancy costs, project administration, DOT/PF overhead, bidding and construction contingencies. Land costs which may become associated with particular projects are not reflected. The accompanying tables illustrate the project cost profile anticipated for the new Anchorage Pretrial Facility by DOT/PF. This substantiates the estimating procedures used to develop the overall capital cost forecasts which follow.

DOT/PF ESTIMATE OF ANCHORAGE PRE-TRIAL FACILITY

192 inmates @ \$9,036,323 - Construction contracts  
 = \$47,064/bed  
 - \$130/S.F. = 362 S.F./inmate  
 - \$140/S.F. = 336 S.F./inmate

Facility Programming  
 for Pre-Trial Facilities - 350 to 450\* S.F./inmate

\* Depending upon range of services  
 and efficiency of design.

Facility Programming  
 for Sentenced Facilities - 400 to 550\* S.F./inmate

\* Depending upon range of services  
 and efficiency of design.

\$107,000/bed X .73 Construction Cost = \$78,110./bed

\$78,110 - 1.55 (Alaska) = \$50,394./bed\*  
 (lower 48)

\*(As a matter of reference, \$50,394/bed on a 500 gross  
 S.F./inmate facility translates into a \$100/S.F. cost.  
 This includes a 10% estimating contingency, or reflects  
 a \$90/S.F. current cost.)

DOT PROJECT COST PROFILE  
(Based upon Anchorage Pre-Trial  
Facility DOT/PF Project Budget)

<u>Category</u>	<u>% of Total Project</u>	
0. Land	.0015	
- related acquisition costs		
1. Site Investigation	.007	
- surveys		
- inspection		
2. Other Services	.014	
- program consultant		
- design review		
3. Design Services	.08	
- A/E		
4. Administration	.0	
5. Design Division	.015	
- office expense		
- travel		
6. Construction Division	.035	
- office expense		
- payroll		
- travel		
7. Equipment	.06	
8. Construction Contracts	.73	
9. Additional		
- DOT/PF Overhead	.027	
- Bidding Contingency	.025	
- Miscellaneous	.0055	
Total	1.00	or 100%

Based on facility capacity needs estimates, and upon evaluations of the adequacy of existing facilities, the capital cost of accommodating all Alaska inmates in standards-compliant facilities

is estimated. First, to simply accommodate the 740 inmates currently in the Division's custody, the following investment is necessary.

		<u>Budget</u>
. Current Adequate (standards-compliant) Capacity	- 120	0
. Eagle River	80	
. Palmer	<u>40</u>	
	120	
. Projected additional capacity with recommended improvements to existing facilities	- 403	\$19,032,000
. New facility requirement	- 217	<u>\$23,219,000</u>
740-532 = 217		
217 x \$107,000 = \$23,219,000		<u>\$42,251,000</u>

If maximum ROR and prerelease options were immediately implemented and the current population dropped to an estimated 533 inmates, the capital cost picture would change accordingly.

		<u>Budget</u>
. Current adequate capacity	- 120	0
. Projected additional capacity with recommended improvements, deleting expansion of Eagle River	- 323	\$15,224,000
. New Facility Required	- 90	<u>\$ 9,630,000</u>
		<u>\$24,854,000</u>

Finally, projecting capacity needs to the year 2000 under the four basic policy options (current practice without and with ROR and prerelease;

new Criminal Code without and with ROR and prerelease), the following capital cost estimates can be made.

<u>Current Practice</u>		<u>Budget</u>
. Current adequate capacity = 120		
. Projected additional capacity with improvement to existing facility	-403	\$19,032,000
. New facility requirements (1113 - 532 = 590)	- 590	<u>\$63,130,000</u>
		<u>\$82,162,000</u>
590 x \$107,000 = \$63,130,000		

Current Practice Sentencing, with ROR and Prerelease Programs

. Projected Improvements to existing facility	- 403	\$19,032,000
. New facility Requirements (853 - 523 = 330)	- 330	<u>\$35,310,000</u>
		<u>\$54,342,000</u>
330 x \$107,000 = \$35,310,000		

New Criminal Code Only

. Projected improvements to existing facility	- 403	\$19,032,000
. New facility requirements (1569 - 523 = 1046)	-1046	<u>\$111,192,200</u>
		<u>\$130,224,200</u>
(1046 x \$197,000 = \$111,192,200		

New Criminal Code, with ROR and Prerelease Programs

. Projected improvements to existing facility	- 403	\$19,032,000
. New facility requirements (1224-523 = 701)	- 701	<u>\$75,007,000</u>
		<u>\$94,039,000</u>
701 x \$107,000 = \$75,007,000		

The accompanying bar chart (next page) clearly illustrates the differences in capital costs for the various policy options. It also indicates the level of funding currently provided for in the G. O. bond package, which is only 22 percent of the cost of policy option D. It is apparent that implementing ROR and prerelease programming can substantially reduce the future need for new construction, thereby saving the state of Alaska tens of millions of dollars. Considering the relatively low cost of staffing and operating such programs, the benefits in terms of capital cost savings alone far outweigh the program costs. The policy choice remains with the State of Alaska, but the capital cost consequences of each course of action are clear.



# youth services

## YOUTH SERVICES

### INTRODUCTION

This manuscript was developed by the National Center for Juvenile Justice under sub-contract with Moyer Associates, Inc., Chicago, Illinois. It is intended for the exclusive use of the state of Alaska in planning services for delinquent children. The focus of this manuscript is on delinquency, although children in need of aid will, of necessity, be addressed when discussing the organization and procedures to be employed in implementing this plan.

The information contained in this document was developed through site visits, interviews with children, public officials, state employees, interested citizens, and by a review of prior plans, records, studies, data tapes, budgets and other documents provided by the state of Alaska.

The approach to planning employed by the National Center for Juvenile Justice was to first develop a description of the laws governing delinquent behavior, an understanding of the volume and nature of delinquent children coming within the legal definition of delinquency, and charting the progress of this group of children through the state's system of services for delinquents. The second step was to develop a list of issues affecting delivery of adequate services for delinquent children. The basis for the judgments regarding issues

to be resolved were Alaska's Children's Codes, Rules of Children's Procedure, the judgments of public officials and state employees providing services to children, interested citizens' groups, standards (mainly the IJA/ABA and the American Correctional Association standards), and inevitably the values of the individuals preparing this document. Once a proposed resolution of the major issues had been accomplished, it was superimposed on the system flow description to project service requirements to the years 1990 and 2000. Projections were made assuming no change and assuming resolution of major issues.

### Philosophy

The purpose to be served by laws governing the conduct of children has been the subject of heated national debate in recent years. The basic controversy has grown out of the question: "Should the child's needs, as determined by the court of juvenile jurisdiction, continue to guide the state's response to law violations by children, or should the concept of proportional sanctions based on seriousness of offense control the state's response?"

Alaska, unlike the majority of states, has taken a strong leadership role in developing a resolution to this controversy. The new Alaska statute, AS-4710, effective August, 1977, and the Rules of Children's Procedure, emphasize the objectives of reforming the child and protecting society. The Rules of Procedure require that these objectives be equally weighted. The Rules further require that the medium used to achieve these

objectives be that of "providing care equivalent to that which should have been provided by the child's parents." But, perhaps of more significance to this planning effort, the statute clearly distinguishes between the remedies the state may impose for children in need of aid and for delinquent children. The intent of the statute is apparent: children in need of aid require protection and delinquent children require correction (reform). Further, the circumstances under which, and the facilities in which the two groups may be detained prior to court disposition--or after commitment--differ. Children in need of aid are not subject to detention delinquent children are. Children in need of aid may not be committed to closed correctional facilities but delinquent children may be.

At the operational level, the Alaska Department of Health and Social Services has responded by delegating responsibility for delinquent children's services to the Division of Correction. Both Divisions are administered by the Department of Health and Social Services but under separate guiding principles, separate regulations, and differing procedures.

This separation of services also extends to the court level. Intake for delinquent children is provided by court intake staff in Fairbanks and Anchorage and by the Division of Correction in the remainder

of the state. Intake for children in need of aid is performed by the Division of Social Services in all four court districts. This separation of services for these two groups of children is consistent with national trends (Juvenile Justice and Delinquency Prevention Act of 1974; "Court Jurisdiction Over Children's Conduct", by John Hutzler; IJA/ABA Standards; A.C.A. Standards; National Advisory Commission Standards). Thus, Alaska has resolved the issue of whether the child's need should control the state's actions or the offense should dictate proportional sanctions by adopting a mid-point compromise.

Alaska's position on this matter appears sound and well-reasoned. The defensible support for separation of services to delinquent children and children in need of aid is found more in legal principle (IJA/ABA Standards) than in empirical support for the efficacy of such separation (Gove: "Labeling of Deviance"). Such is the case, even though the original impetus for separation stems mainly from labelling theory (Lemert) which suggests that negative labelling can contribute to secondary crime causation. Simply stated, the legal argument for separation is that children who have not committed a criminal law violation should not be subjected to the same sanctions as children who have committed such violations. This principle has strong legal precedent both in common law, the U. S. Constitution, state statutes and case law, as well as in practice (e.g., separate services for persons judged to be incompetent even though they may be charged with a criminal offense). Even though the Alaska statute

mandates separation of the two groups of children, it does not unduly restrict state initiative in attempting to reform the child. In fact, the statute must presume that delinquent behavior in part stems from the child's incomplete cognitive, physical, and moral development which, in turn, may be a function of chronology, physical constitution, and social environment. All of these have their original aegis in the basic family unit. Hence, the statute creates a definite expectation that the state's intervention will employ reasonable utilitarian efforts to provide care equivalent to that which should have been provided by the child's parents. But to insure that the state does not impose unreasonable sanctions in their effort to "reform", the statute places definite limitations on the duration of such "reform" efforts.

## SYSTEM DESCRIPTION

The system entry point for most children (80 percent) charged with criminal law violation in Alaska is local or state law enforcement. The remainder of referrals are from schools, parents, the Division of Social Services, probation officers, and private human service agencies. Local police agencies in Anchorage, Fairbanks, Juneau, and Ketchikan account for the majority of referrals, with the Alaska State Police providing most of the remainder.

Once the police take a child into custody, there is a 30 percent probability that he will be released to his parents without further official action. The remainder are referred to court Intake. More frequently than not, the child referred to court is detained for a brief period of time (less than 24 hours) in a facility operated by the Division of Correction or in a contract facility. Interim detention status is then reviewed by an Intake officer and/or a judge or referee, usually within 24 hours of the admission.

Once Intake receives a referral and Detention review has occurred, the Intake officer screens the case and decides whether to file a petition, counsel and adjust, divert to a service agency, or provide informal probation services. The procedures by which this

activity is accomplished vary significantly from community to community as to the criteria by which decisions are made. For example, if the child is on probation at the time of a new referral, he will not be referred to Intake for petition screening in Anchorage and Fairbanks but, instead, the probation officer of the Division of Correction will file a revocation petition. In other jurisdictions, since the probation officer and Intake are synonymous, the initial and subsequent referrals are screened by the same individual. Also, the procedure for placing a child on informal probation varies greatly. In Fairbanks, a petition is filed and the child appears before a Superior Court judge who may dismiss or hold the petition in abeyance and order informal probation. In Anchorage, the decision to provide informal probation is made by the Intake officer.

Once a petition is filed, the matter is heard by a Superior Court judge in all jurisdictions except Anchorage, where all delinquency petitions are heard by a court appointed referee. Intake officers in all jurisdictions are conscientious in informing children of their basic rights and assuring that they receive counsel if desired. Contested delinquency matters in Alaska, though, are virtually non-existent. Hearings are usually bifurcated with adjudication and disposition proceedings being held separately. However, the judge or referee may adjudicate and dispose of the matter at the detention hearing if the child acknowledges the offense, the offense is supported by necessary evidence, and it is agreeable with all parties to adjudicate and

make disposition at the initial hearing. Consequently, pre-disposition studies are not formally conducted in all cases prior to disposition, especially if the offense appears to be of a transient nature and the disposition does not involve a custody change. Combined hearings are much more likely to occur in rural jurisdictions than they are in urban areas. In fact, virtually all of the cases appearing before the referee in Anchorage for disposition will have benefit of a pre-disposition study and a disposition hearing.

The most frequent disposition for delinquent children, formally petitioned, is commitment to the Division of Correction. In a given year 70 percent of all petitions are likely to result in an order of probation in the child's home. Fifteen (15) percent are subject to commitment to a closed correctional facility. Seven (7) percent will be dismissed or continued, and the remainder; 20 percent, will be committed to a group home, foster home, or other residential facility.

### Children's Correction Services

With the exception of Intake services in the Third and Fourth Judicial Districts, all correctional services for delinquent children in Alaska are provided by the Alaska Division of Correction within the Department of Health and Social Services. Organizationally, juvenile services are an integral function of probation and parole admin-

istered by an Assistant Director of Correction.

In calendar year 1978, the Division of Correction received an estimated 1,204 commitments of delinquent children (see System Flow description, Table 1). On a given day, they had an estimated 200 children in custody and were providing probation and/or after-care services to an additional 800 children in their own homes. The major single placement for children in custody is McLaughlin Youth Center which had an average daily population of eighty children in committed status during 1978; 38 children in various out-of-state institutional placements; 26 in foster care; 44 in group homes and private vendor agencies in Alaska; and the remainder awaiting placement in detained status at McLaughlin.

Precise estimates of expenditures for children received by the Division of Correction are difficult to generate since all services to children in their own homes are included in the combined probation-parole budget request unit. An analysis of Fiscal Year '78 expenditures developed the estimate of \$7.3 million dollars (undated memo to Governor Hammond from Commissioner Francis Williamson). Though the estimate cannot be confirmed, it appears to be reasonable in view of the number of children receiving services (see Fiscal '76, '77, '78 Report of Expenditures provided by the Department of Health and Social Services in response to October 26, 1978, memo from Robert Schroeder, Fiscal Analyst Division of Legislative Financing). Approximately one-half of estimated expenditures

are spent maintaining and operating the McLaughlin facility; \$1,000,000 (one million) on probation services; \$1.3 million on residential contract services within the state; \$600,000 on out-of-state contract custodial care; with the remainder being expended on administrative costs. The proportion of funds spent on services to children under probation in their own homes in relation to the funds spent on residential and custodial care has remained relatively constant over Fiscal Years '76, '77, and '78, appropriately reflecting the state's emphasis on protection of society through incarceration. The shift in emphasis from institutions to community required by the statute which became effective in August of 1977 is too recent to have impacted the Fiscal Year '78 expenditures. However, Fiscal Year '79 expenditures should begin to reflect the change in emphasis from one of institutions to one of providing service to the child in his community.

#### Probation Services

Probation services for children are administered by the Division of Correction, Office of Probation/Parole. During Fiscal Year 1979, the Office of Probation/Parole had 115 staff positions. Sixty of these employees were line probation/parole officers; with the remainder being clerical, management, and staff support. Since most probation/parole officers provide services to juveniles and adults, it is not possible to develop an absolute number of persons providing probation ser-

vices to juveniles alone. However, an estimated 30 man-years, or one-half of probation/parole officers' time, were spent providing services to juveniles.

The probation function in Alaska includes Intake screening in two court districts, pre-disposition study, probation supervision, and aftercare supervision for children committed to the custody of the Division of Correction. The services are delivered from 14 Division of Correction offices. A major difference in probation services in Alaska as compared to the rest of the country is that some probationers are such a distance from the probation office that they report by mail or the probation officer must travel long distances to provide supervision. Consequently, in rural Alaska, supervision is sometimes more pro forma than actual.

The major purpose of probation is to assure conformance with the state and local laws and rules of supervision. The primary means of achieving this purpose is through surveillance and monitoring of the child's activities, provision of generic counseling for personal problems, and assistance to the child and his family in manipulating social institutions to provide supportive services to the family.

The average amount of time that a child spends on probation is fourteen months. This figure goes up, if the child is in residential care, to approximately two years. If the child remains on probation for two years, statute requires a hearing to determine the necessity

of continuing probation services. Hearings to determine the necessity of continuing probation are the exception rather than the rule, as most children are released from probation in less than two years.

The deficit in probation services most frequently identified by management as well as probation officers is inadequate training, followed closely by inability to spend enough person-to-person time with children and their families. The substantive training provided by probation officers is the same as that provided for correctional officers in institutions. Much of the emphasis is on institutional management and correction of offenders. While such training is not inappropriate for probation officers, especially if the Division is to have capacity for lateral movement of staff from function to function, it--in and of itself--is not enough. Interviews with probation officers consistently identified a perceived need for training in human development, different modalities of intervention, community resource development, and national standards and trends.

#### Detention

Detention has been a priority policy matter in Alaska for at least the past five years. Bond issues have recently passed in Juneau, Fairbanks, and Nome that would provide funds for the development of physical facilities in which to detain children. At present, the only facility defined

as a children's detention facility in Alaska is McLaughlin Youth Center. It has a capacity for 30 males and 15 females. It is secure and conforms in every respect in program appearance and staffing to existing juvenile detention facilities throughout the United States. It serves as an interim holding facility for children awaiting court disposition as well as children awaiting placement after they have been committed to the Division of Correction.

Every juvenile admitted to McLaughlin, whether for detention following arrest, detention following the detention hearing and pending adjudication, detention following adjudication pending disposition hearing, or detention following disposition while awaiting placement in one of the cottages or in another facility, begins in freshman status in the freshman bay of the detention unit. In those first two days, the child has virtually no privileges. He must remain in his room other than to participate in the minimum required amount of exercise. He may not speak with other inmates, may have no privileges, nor personal possessions in his room, and must earn a certain number of points in those first 48 hours in order to move to the next cell which, while it is still freshman status, does bring with it some additional privileges. In the next cell he may have certain personal items, such as shampoo, toothpaste, reading materials, and he may talk with other inmates but may not enter their cells. Again, if the child earns the required number of points, he will move to still another cell, while yet in freshman

status, and acquire additional privileges. Depending on how long the child stays, the same procedure is followed when the child is promoted to junior status and then to senior status. Each status has its own point system and rules for earning those points. The child who fails to acquire a minimum point total in any status may be demoted to a lower status in which he must again acquire a certain number of points in order to regain his position. The acquisition of points appears to be totally within the discretion of staff. There is no appeal or review procedure for the denial of points or the failure to move from one status to another. The procedures for acquiring points are fully defined to the children and supplemental rules are posted in the detention area. A large number of children who are arrested and are brought to the detention facility and released at their detention hearing within 48 hours will spend their entire time at McLaughlin in the first cell.

In addition to the freshman, junior, and senior bays in the detention unit, there is a bay of ten adjustment rooms. These rooms are virtually identical to the freshman detention rooms but are used for children who are in the cottage program and do not conform. A child may be sent to the adjustment room at the request of staff or at their own request for a cooling-off period. It is also used for children who commit offenses within the institution or are returned from A.W.O.L. status awaiting review board hearings. The use of adjustment rooms requires compliance with certain

procedures established in a court opinion several years ago. That opinion establishes procedures for level of staff contact, requires that the child be seen by a psychiatrist if he stays more than a brief period of time in the adjustment room, and requires authorization by the superintendent or his designee for placement of a juvenile in the adjustment room.

Educational personnel are assigned to the detention facility and do provide instruction for children in detention status. However, the detention unit lacks a classroom and the area designated as a classroom is usually overcrowded. This circumstance has resulted in a policy of setting educational priorities: youth who are in detention awaiting institutional placement have first priority; long-term detention--second priority; and short-term detention--third priority.

Detention for children in other areas of the state is provided in state correctional centers in Juneau, Ketchikan, Fairbanks, and Nome, and a host of private and public contract facilities in other areas of the state. These facilities provide an almost purely custodial holding function. The facilities were designed for short-term detention and commitment of adult inmates. Detention of children in these facilities is viewed by the Division of Correction as an inappropriate use and the administration of the Division of Correction has strongly advocated that these facilities not be used for the detention of children.

#### Residential and Institutional Services for Children Committed to the Division of Correction

McLaughlin Youth Center represents the only commitment facility for delinquent children funded by state appropriation and operated by the Division of Correction. It has a capacity for 90 children on a daily basis in committed status. In addition to this residential capacity, the Division purchases care for children from approximately 17 private vendors within the state of Alaska and eight out-of-state private and public vendors. On an average day in Fiscal Year 1978, McLaughlin provided care for 80 children in committed status; in-state vendors provided care for 90 children; and out-of-state vendors for 38 children.

McLaughlin Youth Center may be described as a long-term semi-secure correctional facility for adjudicated delinquents. Overall daily capacity for committed children is 80 youths excluding the closed treatment unit. The closed treatment unit has a capacity for ten males and five females. On any given day the ratio of female residents to male residents is one to three. The majority of the children in McLaughlin are from the south-central and northern regions of the state. Seventy percent of the daily population are classified as Caucasian; 25 percent native Alaskan; and five percent Black or Other. The primary reason for commitment to McLaughlin are probation revocation, larceny, and receiving stolen property--in that order.

Once a child is committed to

McLaughlin, he or she is placed in a cottage, based on the outcome of the diagnosis by the classification committee. The classification system employs a variation of the I-level classification system developed by the California Youth Authority. Of the three residential cottages, one is designated for males identified as neurotic acting-out; another for males classified as neurotic-anxious; and a third is a mixed classification of neurotic acting-out and neurotic-anxious females. The closed treatment unit houses males and females who are found to be uncontrollable in the cottage environment, i.e., habitual runaways, recidivists, and aggressively acting-out children. The ratio of staff to residents throughout the program is approximately one to one. The operation of the three cottages and the closed treatment unit are all similar. Each cottage is staffed with a unit director, a group leader, and a counseling staff. The primary treatment modalities are reality therapy, behavior modification, and transactional analysis. Individualized treatment plans are developed for each child, and most children usually receive a combination of milieu, individual, and group therapy, as indicated.

Educational services are provided by the state Department of Education and conducted under the auspices of the Anchorage school district. The school principal and instructional staff are supervised by the director of McLaughlin Youth Center. There are a total of 16 full-time teachers assigned to McLaughlin. All teachers are certified by the Anchorage school



district and meet state certification requirements for their major area of instruction. Classes are provided for a nine-month period and children are required to carry six classes per session. The Anchorage school district awards high school diplomas to those qualifying in McLaughlin. For children who qualify, they may also attend the adult basic education program and acquire a G.E.D. Children enrolled in this program attend classes outside of the institution.

Children assigned to the closed treatment unit follow a more strict regimen of behavior modification than the other three cottages. The length of stay in the closed treatment unit is generally longer than that for the institution as a whole, and the treatment goals more demanding. Children who are terminated from the closed treatment unit go through the same process as children being released from the institution. Termination is initiated by the primary counselor for the child. Recommendation for release is made to the group leader and, if accepted, a taped interview is conducted with the child. The tape is later evaluated by a treatment team. A review board is convened to review the matter and make final determination of whether the case is to be terminated. The review board consists of the director of McLaughlin, the associate director, the school principal, administrative services director, and all unit directors.

#### Private, Residential, and Institutional Care Within the State of Alaska

In a typical month during calendar year 1978, the Division of Correction purchased private care for 100 youth from residential and institutional vendors throughout the state. The majority of this service, 80 percent, was provided in the Anchorage area serving children from the Third Judicial District. Within the Third District, three organizations (Turning Point Boys Ranch, Hill Top Home, and Alaska Children's Services) were the dominant vendors. For example, in June of 1978, the Division purchased service for 81 children in the Third District. Thirty-three (33) of those children were served by Turning Point Boys Ranch, 24 by Hill Top Home, and 13 by Alaska Children's Services for a total of 70 out of 81. The remaining 11 were served by Booth Memorial Home (4), Kodiak Baptist Mission (2), and the Kenai Care Center (5). All of the vendors in this district provide what might be termed "small-group residential treatment services", with the exception of two of the major vendors, Turning Point Boys Ranch and Hill Top Home. Turning Point Boys Ranch is, as the name implies, a small private institution which offers a basic program in living, learning, and working skills. Hill Top Home is a large basic-care group home, with a capacity of 17 beds.

The next largest service area is the First District where, in the month of June, 1978, the Division purchased service for ten children. All of the private vendors in this

region of the state may be classified as "small group residential centers". The Juneau Teen Home, the Juneau Receiving Home, the Ketchikan Teen Home, the Ketchikan Receiving Home, and Sitka Receiving Home, are all staffed to provide temporary care for the most transient offender. The Receiving Homes in particular have been geared more toward the neglected child than the delinquent child. Consequently, they are less able to provide a tangible service for Division of Correction children.

There are virtually no private services for Division of Correction children in Region Two. The Nome Receiving Home is the only facility which the Division of Correction has used in the past three fiscal years and, in fiscal '78 the Division only purchased 93 days of care from the Nome Receiving Home.

In the Fourth Judicial District, the Division of Correction has purchased care from the Presbyterian Hospitality House, Bethel Group Home, and North Star Children's Home. In fiscal '78, the Division purchased 979 days of care from these three vendors, on the average, slightly less than an average daily population of three children during the year. Once again, the problem seems to be more in the realm of program inappropriateness than nonavailability of vendor services. The Division of Social Services is a much larger consumer of private vendor services in the Fourth District than is the Division of Correction.

#### Out-of-State Facilities

In fiscal year 1978, the Division of Correction purchased service from eight out-of-state vendors: The Brown Schools in Austin, Texas; Deveraux Foundation, Devon, Pennsylvania; Division of Youth Services, Denver, Colorado; Excelsior Youth Center, Denver, Colorado; Provo Canyon School, Provo, Utah; Secret Harbor Farms, Inc., Anacortes, Washington; Sky Ranch for Boys, Inc., Sturgis, South Dakota; and St. Mary's Boys Home, Beaverton, Oregon. Since the close of fiscal year 1978, Elan of Maine has been added to the out-of-state vendor list. On a typical day in fiscal year 1978, the state of Alaska purchased care for an average of 38 children per day from out-of-state vendors. The average monthly cost to the state of Alaska was approximately \$42,000 per month. The primary vendors were the Division of Youth Services, Denver, Colorado, (nine children per day); the Excelsior Youth Center, Denver, Colorado, (12 children per day); Provo Canyon School, Provo, Utah, (seven children per day); and Sky Ranch for Boys, Inc., Sturgis, South Dakota, (six children per day). The National Center for Juvenile Justice did not review programs of out-of-state vendors. However, we did note that the Division has been roundly criticized for using out-of-state vendors when in-state vendors are struggling to make their programs cost-effective. Further, there is an expressed determination within the Division of Correction to terminate use of out-of-state vendors. The Division of Correction has also had a goal of limiting out-of-state residential placement for the past three years (Purpose and Goals Statement, Division of Correction, 1975).

#### ISSUES, ALTERNATIVES, & POLICY RECOMMENDATIONS

Based on the study procedure described earlier, and in consultation with the Master Plan Advisory Committee, the National Center for Juvenile Justice recommends implementation of the following policies as the core of Alaska's Juvenile Correction Master Plan.

- ° *The Alaska Department of Health and Social Services should actualize the purpose clause of the Children's Code and Rules as guiding principles for developing juvenile justice services in the state.*

Alaska's constitution, statutes, and court rules mandate reformation of child and protection of society as equally weighted objectives to be achieved. The statute further identifies the preferred medium for obtaining these objectives--care, guidance, and correction equivalent to that which should have been provided by the parents. The statute also, by inference, elaborates on what type of care should be provided by parents.

The Code is new and the Department is beginning to make some movement toward emphasizing care of the child in his own home or, if custody is removed, care in a setting nearly equivalent to that provided by parents for their own children. But much remains to be done if such an objective is to be achieved because, at the moment, institutions are the major medium of service for children who are removed from their

family's custody. Foster care is used sparingly, group foster care is not used at all, and basic care group home services are used infrequently.

- ° *Juvenile correctional services should remain within the Division of Correction but should be located in a separate Bureau.*

The location of juvenile correctional services within the Department of Health and Social Services has been among the most studied governmental issues in Alaska during the past two years. To date, these studies have produced no action. Each of the analysts of this issue has sought to support his recommended organizational structure with a list of advantages and claims for improved service. Our position on this matter is different. We are of the view that the organizational form of the service is of far less importance to the level and quality of services provided than is the effectiveness of the person(s) administering the service. Proper organization, however, can contribute to the efficiency of service delivery.

Juvenile correctional services in Alaska have exactly the same mission as adult correctional services; only the means of achieving the missions differ. They are both expected to reform the person and protect society. Adult correction is expected to achieve this objective by fairly administering the negative sanctions imposed by the courts; whereas juvenile correction is expected to achieve the same objective by

providing that care which should have been provided by the parents. If the two services remain together, the personnel in adult correction and the personnel in juvenile correction will, of necessity, require different procedural and substantive training. This matter will take on considerable importance when an employee wishes to transfer from one division to another. While this does not pose an insurmountable problem, neither should its importance be diminished.

The alternative of creating a separate division of juvenile correction was rejected primarily because it would be extremely inefficient from an economic standpoint. Many of the existing functions of the Division of Correction would need to be replicated, especially at the state office level. Further, the small size of the newly-created division would probably mean that it would be even more ignored than it has been within the Division of Correction.

Merger of juvenile correction into the Division of Social Services was rejected as an alternative primarily on the basis of incompatible missions. Alaska's statutes strongly emphasize the separation of children in need of aid and delinquent children. The intent of the legislature is clear. The labeling of deviance is viewed as a secondary cause of delinquency (even though such an assumption cannot be empirically supported), and the Division of Social Service has been given the operating task of providing service for children in

need of aid. Basically, the Division of Social Service has the mission of protecting the child and reforming society rather than reforming the child and protecting society. Consequently, it would be illogical to combine juvenile correction with social service unless and until the legislature determines that the two classes of children should be processed in the same manner.

- ° *The functions of initial receiving and screening of delinquency referrals should be unified within juvenile correction. This service should operate on a twenty-four hour basis. The services provided by this function should be screening for detention and petition as well as crisis intervention.*

Currently, intake screening for detention and petition is performed in some communities by court employees and in other communities by Department of Correction employees. This state of affairs, combined with differing community standards, has resulted in a circumstance of extremely divergent practices from one part of the state to the other concerning the detention and petitioning of cases. This disparity arises in part out of the absence of any standards or criteria for intake decision-making, and from differing sources of administration and philosophy.

The reasons for recommending that intake be administered by Correction rather than by the courts is that the functions are basically

executive branch rather than judicial branch functions. This does not mean that the services could not be administered by the court; to the contrary, they are being administered now, and rather efficiently, by the court in two districts.

- ° *The Alaska Law Department should be the petitioner in all children's matters.*

The Alaska Law Department is the logical choice to develop and present the state's case when the state is intervening in one of its citizen's lives. In fact, that is their reason for being. Their employees are trained for such matters and presumably also have career interest in litigation. Consequently, it should be expected that they would do the job at least as well as a court-employed intake officer or a Department of Correction official, neither of whom are required to have training for such activity. Further, delegation of this function to the Law Department should also contribute to more uniformity in practice and less localized justice in the matter of petitions.

Procedurally, cases would come from the complainant or police to juvenile correction intake screening and, if the intake office recommended petition, to the Law Department for final determination as to whether to formally petition the matter or not. As a side benefit, the introduction of the Law Department as the petitioner adds another check and balance on the quality of discretionary decision making by intake.

- ° *Intake screening and receiving should be solely responsible for the initial detention decision.*

Basically, Intake has the responsibility for detention decisions now but it is exercised in a costly manner. Currently, the police take a child into custody and put him in jail or detention, prior to notifying Intake. It is assumed that everyone taken into custody needs to be detained. Intake then goes about the matter of determining who can be released. Fortunately, Intake usually determines that most children can be released within twenty-four hours. We strongly suggest that such cases probably should have never been detained in the first place. If the assumption is reversed and the mission of Intake is to determine who must be detained, most of the unnecessary detentions will be eliminated. If this procedure were implemented, children who cannot be released to their parents by the police would be delivered to the Intake service rather than to jail or detention.

- ° *The use of contract services as a means of providing service to children in their homes and communities should be greatly expanded.*

The state of Alaska more closely resembles a league of communities than it does a state in the traditional sense. This is not only a land area of geographical extremes, it is also a state of great cultural variance. In recent years, the legislature, courts, and executive branch of government have realized the

importance of preserving the culture of the Alaska people. Consequently, education is now to be provided in the child's community. The expedient habits developed by the federal government during the time the state was a territory of transporting masses of children from their communities to more temperate regions to go to school has logically come to an end. Likewise, the habits of the Department of Health and Social Services in transporting children long distances within the state to receive service or, in many instances, removing them to Texas, Colorado, or Maine, should come to a halt.

There may have been a time when Alaska did not possess the capability to provide the required children's service, but that time has passed. The basic qualifications of persons employed in the human service industry in Alaska, both public and private, are equal to those in most mainland states, and superior to many. Old habits, however, are difficult to break, and one of the primary reasons is cost. Alaska's cost-of-living differential usually means that the actual cash outlay for any human service purchased on the mainland will be 15% to 20% less than that same service provided in the state of Alaska. Such dollar savings are illusory. When the cost of transportation and of monitoring the care of children in out-of-state facilities is added to the cost of care, the savings quickly disappear. Even if this were not true, the savings would not justify the quality of service

provided. Removing children great distances from their home and culture cannot provide them with the requisite skills to function in their native environment. If there is any intention for the child to ever come back to Alaska, it would be far more economical and effective to deliver the service in Alaska.

Even if everyone were agreed that the foregoing should be accomplished (and we did not discover such unanimity), it is impossible to justify state-operated services in all of the rural areas of Alaska. Even if it were possible, it would not be consistent with current emphasis of courts and legislature on preserving and maintaining the native cultures; thus, the conclusion that contract services be expanded, especially in rural Alaska.

The major existing internal impediment to expansion of contract services is the absence of a clearly articulated system of monitoring and review of services provided. The Division of Correction must develop the internal capacity to assist resource development and monitoring of services provided. In the envisioned re-organization of services, the Bureau's major division would be a community intake, probation and contract services division.

In the rural communities, the greatest impediments are values which differ from Alaska law, and resources, mainly personnel and physical facilities, which do not meet state standards. Such

standards must be weighed in relation to the value of preserving and encouraging the native culture.

- ° *An adolescent residential treatment facility with a capacity of fifteen beds should be developed either at A.P.I. or at McLaughlin. If developed at McLaughlin, it should utilize existing bed space rather than increase the capacity of that facility.*

This service should be administered by Mental Health and Developmental Disabilities but should be devoted primarily to children who have entered state custody as delinquent children. The development of this service would enable the state to return all of the children who are in out-of-state placement for intensive residential treatment back to Alaska. The rationale for administration by the Division of Mental Health and Developmental Disabilities is that it is consistent with the purpose and qualifications of the personnel in that Division.

- ° *A small group residential facility with a capacity of twenty beds should be developed to serve the Fairbanks community. Preference should be given to contracting these services, as that would enable more flexibility in specialization.*

The Fairbanks community has the need for open residential capacity to eliminate the necessity of committing children to McLaughlin and out of state. Approximately ten beds are needed for children who require a structured program.

The other ten beds are needed to house children in pre-trial status, those with more transient problems of individual adaptation, and children who need a place to stay until a family crisis can be resolved. The latter two needs can best be met by foster homes, foster group homes, or one group home that provides basic care.

- ° *Development of a child-based transactional information system should be undertaken immediately.*

Accurate empirical information that can be used for management, planning, and accountability is the scarcest resource in the entire state. Much of this circumstance stems from variation in procedural handling of children from community to community, as well as the patchwork picture of organizational structure. Police agencies are the only human service operation in Alaska which attempt to use a common unit of count in every community. The unit of count used by the Division of Correction differs from the unit used by the Intake of courts, which differs from the unit used by the Division of Social Service. The Intake unit of count for referrals in Anchorage differs from the Intake unit of count for referrals in Fairbanks, and so on ad infinitum. One very disturbing consequence of this patchwork is that individual state employees and individual private contractors have the taxpayer literally at their mercy. The Department of Health and Social Service and the legislature have recognized this dilemma for some time and in the correctional area have attempted

to meet some of the need by retrospectively developing a master plan data base. The difficulty of developing reliable data from retrospective review of records is well documented in the contents of the master plan data base. For example, we had thought that the data base would be quite useful in developing a system flow of offenders received by the Division of Correction by documenting their demographic characteristics as well as offense patterns. However, the volume of duplicate entries, the volume of missing data in key elements (such as date sentence ended), and the absence of definite documentation rendered the product unusable for juvenile justice planning.

- ° *The Alaska Division of Correction should launch a major initiative immediately to develop alternatives to detention for children awaiting court dispositions.*

Currently, there are an estimated 63,000 children in Alaska between the ages of 10 through 17. Of these total eligible children, Alaska is presently detaining at the rate of 15.6 per 1,000, not including that group of children who are detained less than 24 hours. If they were included, the rate would escalate to 44 per 1,000. In recent months and years, the state has been bombarded with criticisms for their detention practices (see Ira Schwartz report and Melissa Middleton-Cook report). Usually these criticisms have used the values of the evaluator expressed in terms of the preferences of a national organization (i.e., John

Howard, N.C.C.D., etc.), compared Alaska to such values and found the state wanting. Even though the values used for comparison have no basis in fact, and have mistakenly used percentages rather than rates to express the concern, Alaska does seem to have a penchant for detention, no matter what standard one uses for comparison. For example, the experience in the lower forty-eight states is that eligible children are detained at the rate of 9.8 per 1,000 (see National Uniform Juvenile Justice Reporting System, N.C.J.J., 1979). In actual comparison to practice in the lower forty-eight states, Alaska is much higher.

The distribution of Alaska's population poses unique problems for resolving the issue of detention of children awaiting court disposition. The sparse distribution of population outside the Anchorage area, and especially in the Second Judicial District, does not justify a separate juvenile detention facility. It is not economically feasible to construct secure detention facilities for average daily populations less than 15, due to the staffing and program requirements to provide minimum services for such children. Even with current inflated detention rates, Anchorage is the only community where such a facility can be justified. Fairbanks is a borderline community, now showing an average daily population of children in detention of ten per day. However, it is our judgment that Fairbanks' requirements for detention could be greatly reduced if there were alternative services available.



If the state does not pursue alternatives, we project that they will need 120 secure detention beds by 1980. They now have 35 (McLaughlin Youth Center). Obviously a major building program will be required if alternatives to detention are not developed.

° *The Alaska State Police and local law enforcement agencies should develop training in the use of discretion and diversion by police officers in handling juveniles.*

The police, like public school teachers and public health nurses, are the original agents of social control and assistance in the United States. This is especially true in Alaska as police are frequently the only governmental agent available to assist families in times of crisis. If the family as a primary unit of socialization is to retain its existing strength, much less recapture the original strengths of the nuclear family, then the police in Alaska--of necessity--must assume a stronger role in supporting the family in times of crisis caused by law violations of youth. This recommendation has its support more in widely-held human values than it does in empirical efficacy. Among the values supporting this posture are: justice requires restraint; the full criminal justice process should be restricted to offenses which raise serious public concern; the family is the basic unit of our society and does require governmental support to replace the rapidly disappearing extended family, neighborhood,

and sense of community support.

In developing a training program for police in the exercise of discretion and diversion, the following subjects are recommended as starting points around which training content may be developed:

1. The use of discretion:

- a. Identify offenses and situations to be considered for discretion;
- b. Identify the criteria police officers will use to guide the discretionary decisions;
- c. Identify policies to guide the officer where the matter cannot be screened out through the use of discretion.

2. The use of diversion:

- a. Identify the critical legal principles impacting diversion. At a minimum, this content should include material on the authority for diversion, arrest and taking into custody, consent of the victim and the offender, compulsory program participation, admission of guilt, records of delinquency, and speedy trial.
- b. Identify and develop content around the criteria to be used in making the diversion decision. Criteria suggested for consideration are:

- (1) Offenses which cannot be dealt with through the use of police discretion;
- (2) Matters serious enough to justify prosecution with apparent evidence to support prosecution;
- (3) Situations where the offender does not deny the allegation;
- (4) Situations where the victim voluntary accepts disposition of the matter through diversion;
- (5) The acceptance of voluntary diversion by the offender and his custodian or parent;
- (6) Situations where the offense appears to be of a transitory nature;
- (7) Situations where a prior relationship exists between the victim and the offender; and
- (8) Situations where trial and conviction may tend to cause undue harm to the offender and/or the victim.

° *The Division of Correction should immediately increase its efforts to develop alternative detention and correctional resources, especially in the Second Judicial District.*

Although several prior recommendations have dealt peripherally with this issue, it requires special attention. The state of Alaska is virtually without directly-operated or contract services for juvenile correction in the Second Judicial District. This deficit stems from many sources. The population is sparse and scattered; much of Alaska's native population is concentrated in this region; housing is substandard to non-existent and fails to meet state regulations for foster care and group care; there are at least three distinct sets of cultural values existing within the native Alaskan population; many of the communities are inaccessible through existing transportation networks; the "bush" is increasingly becoming a synonym for benign neglect; alcohol and substance abuse is a grave problem, as it is in most circum-polar regions; a tradition of regional schools has tended to relieve the villages of the responsibility of coping with much juvenile crime (most juvenile offenses are committed against kids at or near school); and perhaps more important than any of these, native Alaskans have a history of having their fate decided by the Federal government and, consequently, have failed to develop many of the necessary political skills to cause government to be responsive.

Some of the net results of the above problems have resulted in the phenomenon of airplane justice, pseudo-urbanization of rural youth, and increasingly-long stays in McLaughlin Youth Center for a disproportionate



number of native Alaskan youth. It is now estimated that one in four children in that facility, on a daily basis, are native Alaskans. They stay long enough to develop an appreciation for urban amenities but not long enough to develop the required academic, social, and marketable skills to participate in an urban community. When they are released, they go home with different clothes and a different hairstyle and just enough of a change in values to be ostracized by their village. All too frequently, these youngsters wander back to Anchorage to be coldly rejected by a fast-moving, dynamic urban community because they do not have the required social competence to survive there. Many people in the state of Alaska argue that this is a logical and inevitable product of a state in transition from a rural to an urban economy. Perhaps, to a degree, they are right. It appears, however, that the trauma of this transition can be mitigated if state government deliberately and aggressively follows existing plans to provide the native Alaskan villages with the required information and resources to solve their own community problems. If this initiative is to succeed in the area of delinquency, the Division of Correction must aggressively recruit and train native Alaskans to provide correctional services in rural villages.

It is very possible that rural Alaska is not yet ready for alternative community-based programs and service to the child in his own home because they have yet to

experience what might be termed "the institutional phase" of their acculturation. They have not had schools and jails and county work farms, as has the remainder of rural America. Nevertheless, the involvement of native Alaskans in the provision of correctional services is potentially the most profitable means of bridging the cultural gap.

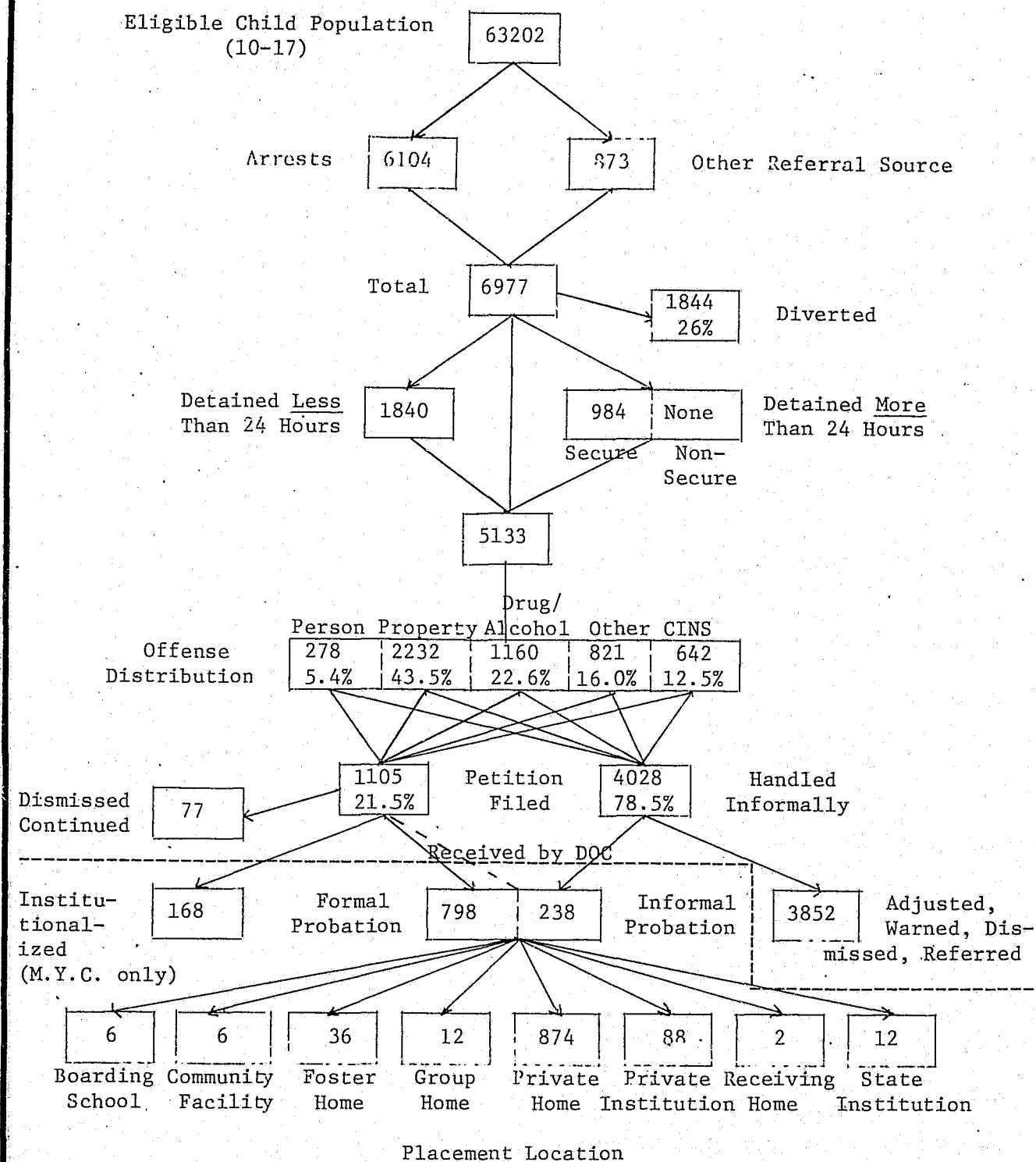
#### SYSTEM FLOW & PROJECTIONS FOR THE FUTURE

The following projections were derived by developing an estimate of the child population in Alaska, ages 10 through 17, for the year 1978. Projections for the year 1980 and the year 2000 were made by assuming that the 10 through 17 population will remain constant in relationship to the growth of the total population. (American Cancer Institute's estimates of child population developed by the Bureau of Census were used to arrive at the estimates of the 10 through 17 age group. There is very little probability that this age group will remain constant in relationship to total population growth. It is already roughly 1 in 5 and, due to the biological realities of child-bearing age, cannot go much higher. It, in likelihood, will begin to drop. If so, the estimates are likely to be slightly inflated.)

Table 1 depicts the eligible child population and the flow of delinquent children through Alaska's juvenile justice system during the year 1978. The system flow estimates were derived by taking a one-month sample, September 15 through October 15, 1978, and projecting it for the year 1978. Estimates were then verified by taking the actual calendar year manual counts of arrest data, court referral data, Division of Correction reports, and Division of Correction probation register data. To the extent possible, the figures were further checked for accuracy by reviewing historical annual reports of the court system, state planning agency, and Division of Correction. Even

with this process they remain estimates and, like all estimates, are subject to error. In this instance, however, we are confident that the estimating error is negligible.

TABLE 1  
Alaska Juvenile Justice System Flow Estimates: 1978  
[Assuming no structural or program change]



Tables 2 and 3 are estimates of the system flow of children for the years 1990 and 2000, respectively. These projections were made by first developing estimates of the eligible child population in the manner indicated earlier, adding an inflation factor equal to the growth of delinquency referrals nationally for the past twenty years, 5 percent per year on the base year, and adding a deflation factor of 25 percent for the removal of status offenders from the jurisdiction of delinquency (the national estimates of growth and delinquency referrals included status offenders).

These projections assume that none of the policy recommendations made in the preceding section will be implemented.

TABLE 2  
Alaska Juvenile Justice System Flow Estimates: 1990  
[Assuming no structural or program change]

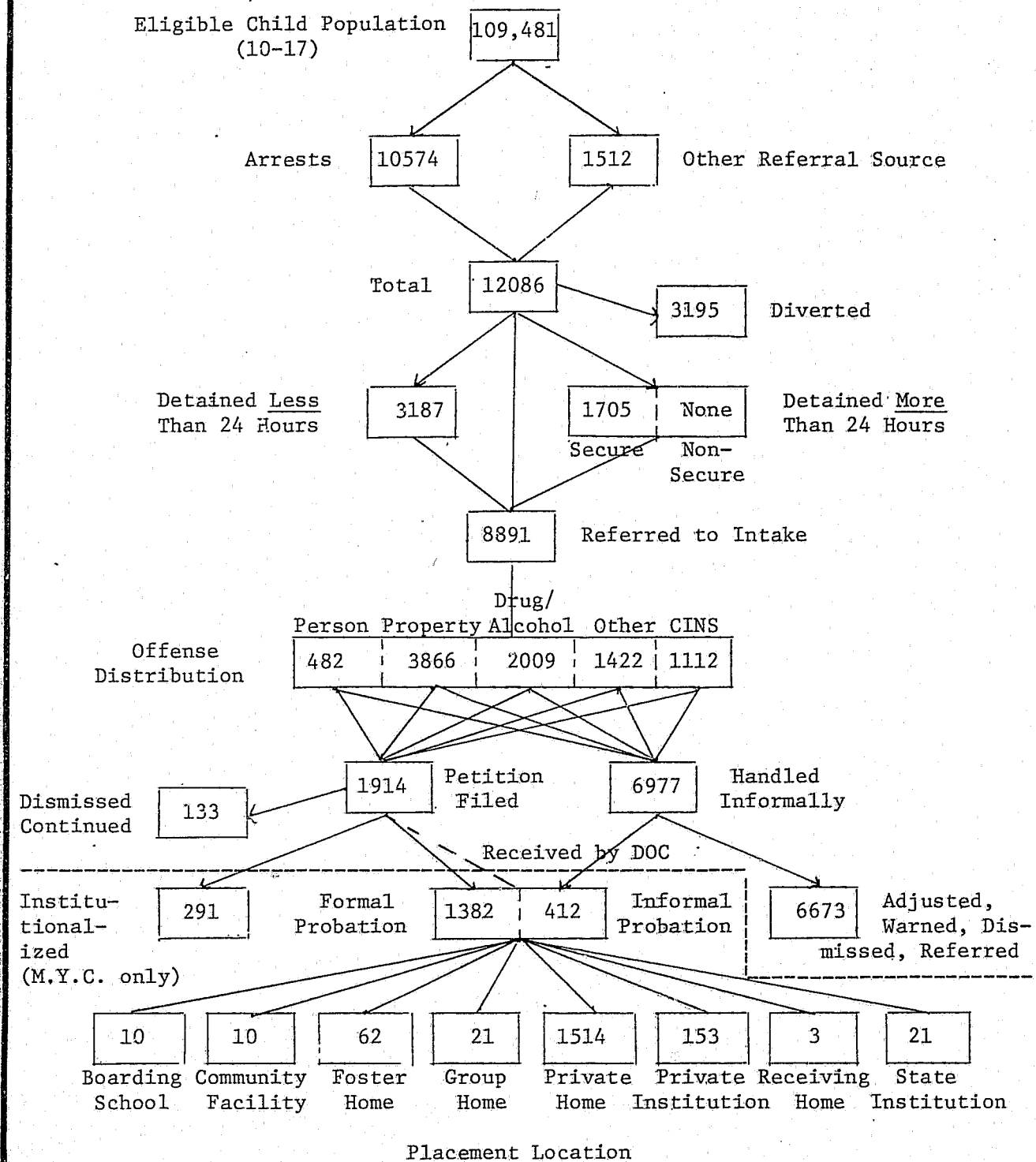
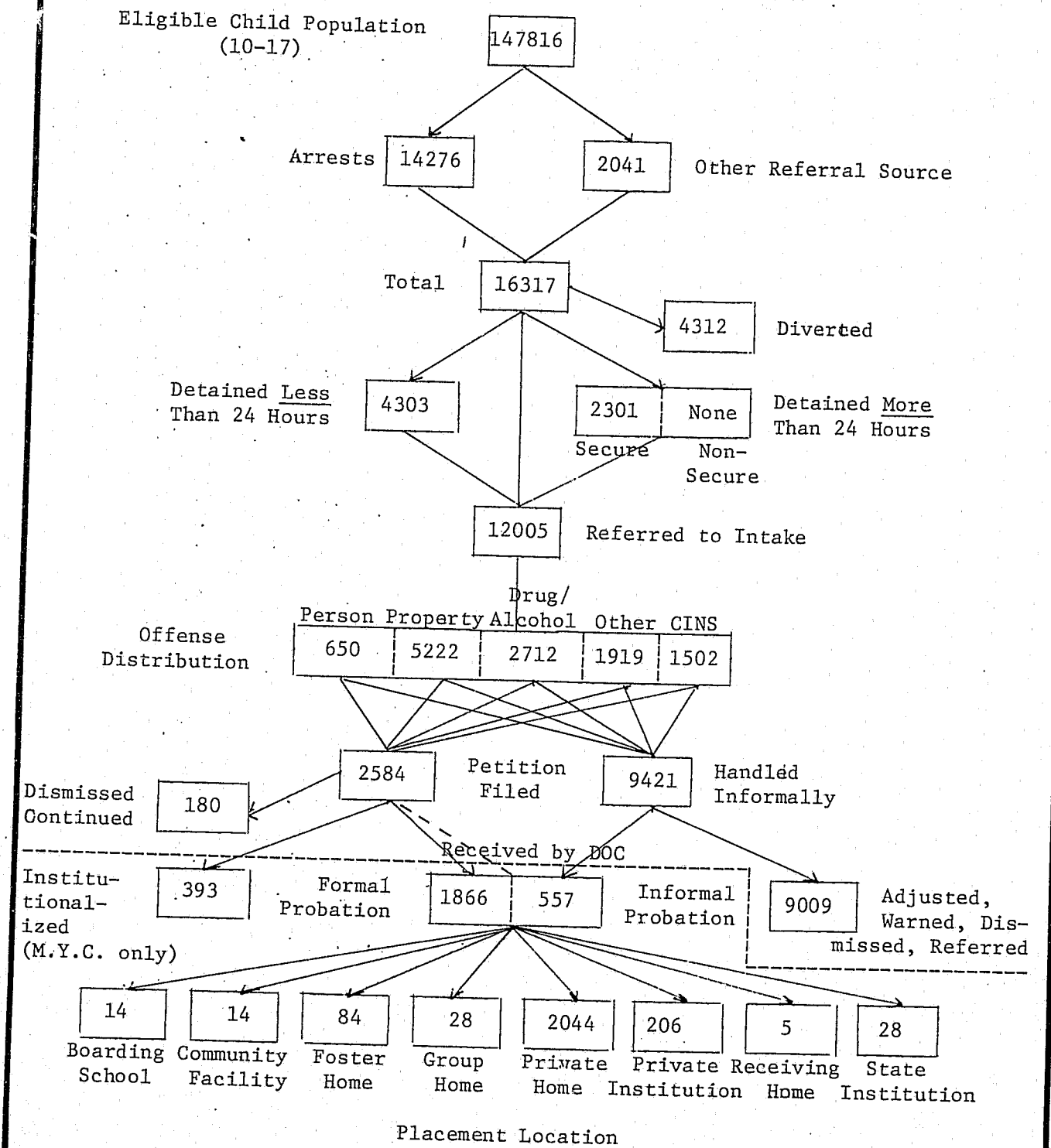


Table 3  
Alaska Juvenile Justice System Flow Estimates: 2000  
[Assuming no structural or program change]



Projections Assuming Implementation of Policy Recommendations

Table 4 illustrates an estimate of how the system flow would have appeared in 1978 with policy recommendations.

Tables 5 and 6 represent the same projections for the years 1990 and 2000.

TABLE 4  
Alaska Juvenile Justice System Flow Estimates: 1978  
[Assuming implementation of Master Plan recommendations]

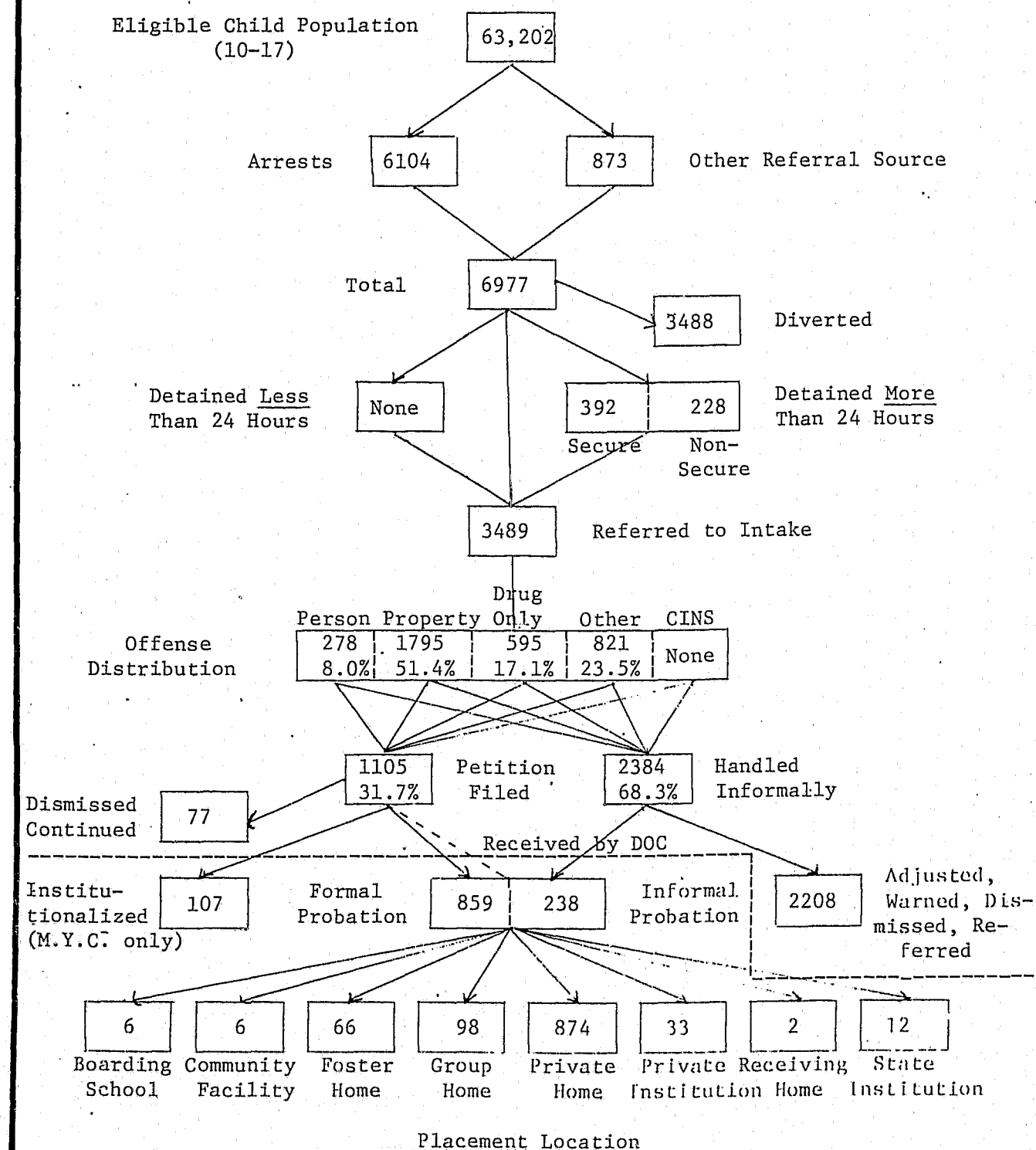


TABLE 5  
Alaska Juvenile Justice System Flow Estimates: 1990  
[Assuming implementation of Master Plan recommendations]

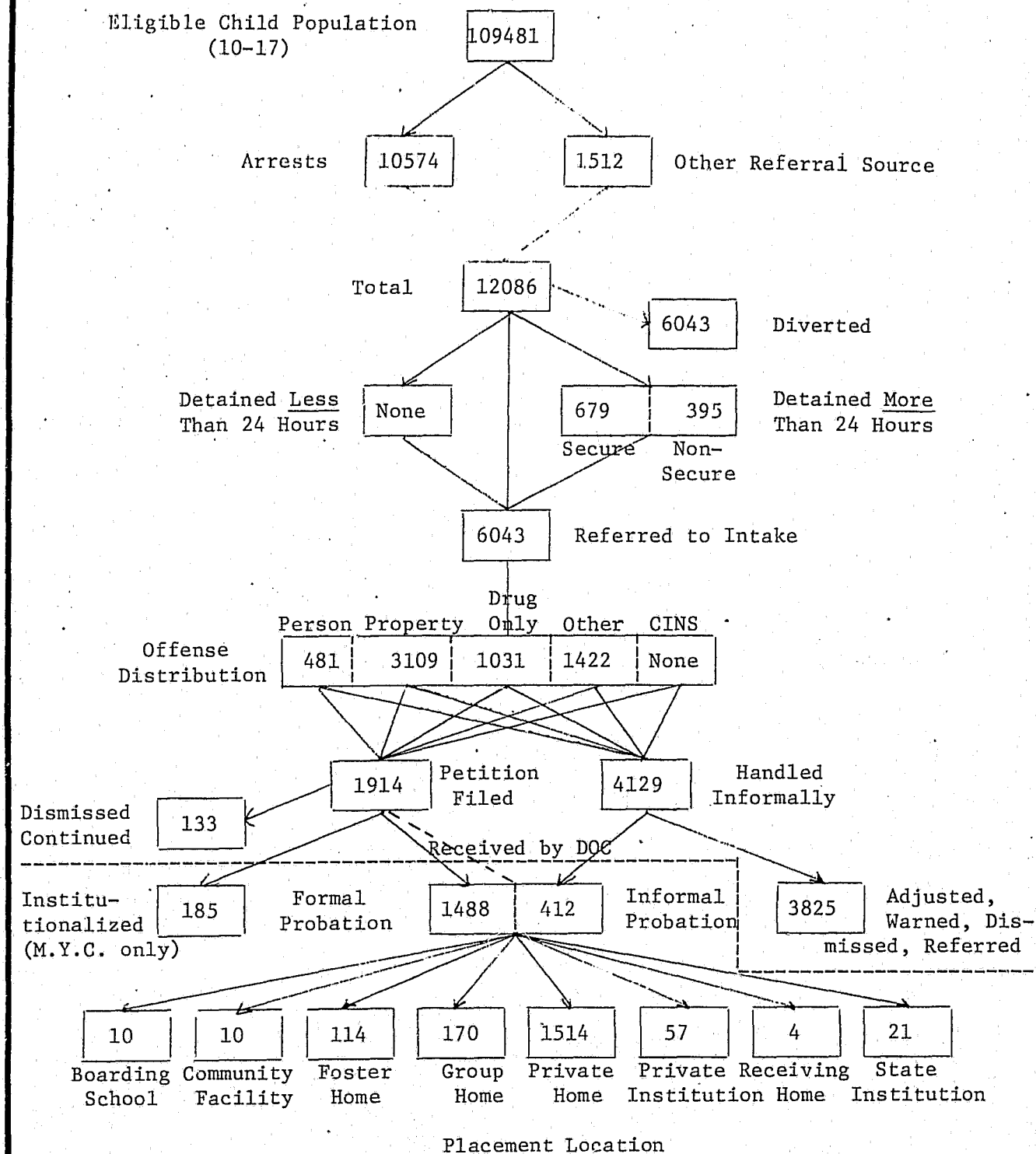
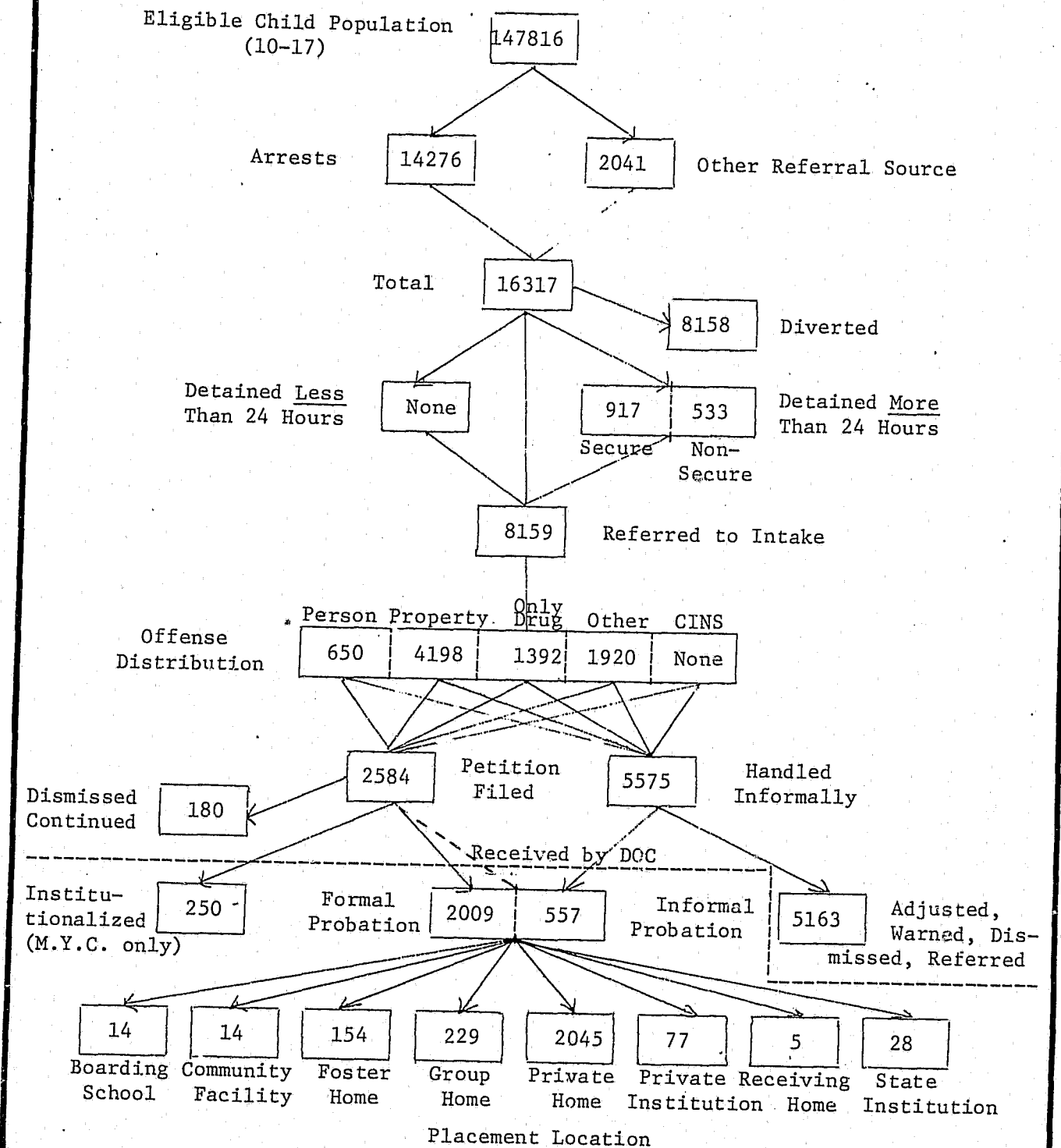


TABLE 6  
Alaska Juvenile Justice System Flow Estimates: 2000  
[Assuming implementation of Master Plan recommendations]





PROGRAM DESIGN FOR JUVENILE  
CORRECTION

The following material attempts to envision what the Bureau of Juvenile Correction may have looked like in 1978 if the previous policy recommendations had been implemented. Estimates for each of the court districts are also presented for 1990 and the year 2000. This program design contains provision for implementation of new functions contained in the policy recommendations and incorporates estimates of the numerical impact on the number of children received and type of service being provided, stemming from policy recommendations.

Key functions for the Division of Correction presumed in this program design, not currently being performed, are: community resource development; contract services administration; and twenty-four hour Intake crisis service. The emphasis in this analysis is on direct service manpower or equivalents. Unit costs of \$38,000 per man-year are used to arrive at estimates of costs for the community service unit personnel. The \$38,000 figure includes \$25,000 per professional man-year plus \$13,000 per year for support, training and administration. Actual costs of foster care and private contract services for the fiscal year 1978 were used in estimating required resources for contract services, and the same was done for McLaughlin Youth Center.

Community Service Personnel

Manpower estimates for community service personnel were derived in the following manner: The time required to complete Intake for one child was estimated at six (6) man-hours; Intake services presume to include the usual preliminary inquiry into circumstance of the referral, screening for petition and interim care, arranging any interim care where indicated, and providing twenty-four hour crisis intervention service. The estimated number of children requiring such services is 2,917 (3,500 cases) and the total estimate of man-hours required is 17,502. Community resource development, to include recruitment and qualification of foster parents and stimulating the development of required alternative care resources, was estimated at two (2) man-hours per child for 2,917 total children (3,500 cases), total man-hours of 5,834. The functions of predisposition study and classification were estimated at sixteen (16) hours per child for (1105 cases) 737 children, or a total of 11,792 man-hours annually. Functions of supervision, counseling, monitoring of service provided by private vendors to children in the custody of the Division of Correction was estimated at 96 hours per child annually, for a total of (1105 cases) 737 children, and total annual man-hours of 70,752. The combined total estimated man-hours annually to perform these four basic community service functions is 105,880. Using the actual work year of 1,760 hours, this

translates into approximately 60 man-years of service required to accomplish the community service functions outlined in this program design. The 60 man-year estimate does not include support and administrative staff, but only line staff. The total cost of employing these personnel and providing essential support and administrative services is 2,285,320. The recommended deployment of these personnel is depicted in Table 7. First District -- 8; Second District -- 4; Third District -- 7; Fourth District -- 12. Tables 8 and 9 estimate the community service direct service personnel requirements for 1990 and the year 2000. Cost estimates for these projections were calculated by assuming an annual inflation rate of 7.5%, compounded annually for twelve years (1990) and twenty-two years (2000). The base figure of \$38,000 (1978) was used as the starting cost. The resultant cost for 1990 was calculated at \$90,508 per man-year and \$163,388 for 2000.

TABLE 7

PROFESSIONAL STAFF REQUIREMENTS AND COST TO PERFORM DOC COMMUNITY SERVICE  
FUNCTIONS BY JUDICIAL DISTRICT: 1978

FUNCTION	JUDICIAL DISTRICT				
	1st	2nd	3rd	4th	TOTAL
<u>Intake Service</u>					
Estimated # Children	390	209	1,745	573	2,917
Estimated Work-Hours	2,340	1,254	10,470	3,438	17,502
Staff Required	1.33	.71	5.95	1.95	9.94
Direct & Admin. Cost	\$ 50,540	26,980	226,100	74,100	277,720
<u>Community Resource Development</u>					
Estimated # Children	390	209	1,745	573	2,917
Estimated Work-Hours	780	418	3,490	1,146	5,834
Staff Required	.44	.24	1.98	.65	3.31
Direct & Admin. Cost	\$ 16,720	9,120	75,240	24,700	125,780
<u>Predisposition Studies</u>					
Estimated # Children	98	53	441	145	737
Estimated Work-Hours	1,568	848	7,056	2,320	11,792
Staff Required	.89	.48	4.00	1.32	6.69
Direct & Admin. Cost	\$ 33,820	14,240	152,000	50,160	254,220
<u>Supervision and Monitoring of Private Vendors</u>					
Estimated # Children	98	53	441	145	737
Estimated Work-Hours	9,408	5,088	42,336	13,920	70,752
Staff Required	5.35	2.89	24.05	7.91	40.20
Direct & Admin. Cost	\$203,300	109,820	912,000	300,580	1,527,600
Total Work-Hours (All Functions)	14,096	7,608	63,352	20,824	105,880
Total Staff Required (All Functions)	8.01 (8)	4.32 (4)	35.98 (36)	11.83 (12)	60.14 (60)
Total Direct & Admin. Cost	\$304,380	164,160	1,367,240	449,540	2,285,320

TABLE 8

PROFESSIONAL STAFF REQUIREMENTS AND COST TO PERFORM DOC COMMUNITY SERVICE  
FUNCTIONS BY JUDICIAL DISTRICT: 1990 ESTIMATE

FUNCTION	JUDICIAL DISTRICT				
	1st	2nd	3rd	4th	TOTAL
<u>Intake Service</u>					
Estimated # Children	676	362	3,023	993	4,634
Estimated Work-Hours	4,056	2,172	18,138	5,958	20,324
Staff Required	2.31	1.23	10.31	3.39	17.24
Direct & Admin. Cost	\$209,073	111,325	933,137	206,882	1,560,358
<u>Community Resource Development</u>					
Estimated # Children	676	362	3,023	993	4,634
Estimated Work-Hours	1,352	724	6,046	1,986	10,108
Staff Required	.77	.41	3.44	1.13	5.75
Direct & Admin. Cost	\$69,691	37,108	311,348	102,274	520,421
<u>Predisposition Studies</u>					
Estimated # Children	170	92	764	251	1,277
Estimated Work-Hours	2,720	1,472	12,224	4,016	20,432
Staff Required	1.55	.84	6.95	2.28	11.62
Direct & Admin. Cost	\$140,278	76,027	629,031	206,358	1051,703
<u>Supervision and Monitoring of Private Vendors</u>					
Estimated # Children	170	92	764	251	1,277
Estimated Work-Hours	16,230	8,832	73,344	24,096	122,592
Staff Required	9.27	5.02	41.67	13.69	69.65
Direct & Admin. Cost	\$839,009	454,350	3,771,468	1,239,055	6,303,882
Total Work-Hours (All Functions)	24,448	13,200	109,752	36,056	183,456
Total Staff Required (All Functions)	13.90 (14)	7.50 (8)	62.37 (62)	20.49 (20)	104.26 (104)
Total Direct & Admin. Cost	\$1,258,061	678,810	5,644,984	1,854,509	9,472,567

TABLE 9

PROFESSIONAL STAFF REQUIREMENTS AND COST TO PERFORM DOC COMMUNITY SERVICE  
FUNCTIONS BY JUDICIAL DISTRICT: 2000 ESTIMATE.

FUNCTION	JUDICIAL DISTRICT				
	1st	2nd	3rd	4th	TOTAL
<u>Intake Service</u>					
Estimated # Children	912	489	4,081	1,340	6,822
Estimated Work-Hours	5,472	2,934	24,486	8,040	40,932
Staff Required	3.11	1.67	13.91	4.57	23.26
Direct & Admin. Cost	\$580,136	311,520	2,594,757	852,483	4,338,897
<u>Community Resource Development</u>					
Estimated # Children	912	489	4,081	1,340	6,822
Estimated Work-Hours	1,824	978	8,162	2,680	13,644
Staff Required	1.04	.56	4.64	1.52	7.76
Direct & Admin. Cost	\$ 194,001	104,462	865,541	283,539	1,447,543
<u>Predisposition Studies</u>					
Estimated # Children	229	124	1,031	339	1,723
Estimated Work-Hours	3,664	1,984	16,496	5,424	27,568
Staff Required	2.08	1.13	9.37	3.08	15.66
Direct & Admin. Cost	\$388,001	210,789	1,747,870	574,540	2,921,201
<u>Supervision and Monitoring of Private Vendors</u>					
Estimated # Children	229	124	1,031	339	1,723
Estimated Work-Hours	21,984	11,904	98,976	32,544	165,408
Staff Required	12.49	6.76	56.24	18.49	93.98
Direct & Admin. Cost	\$2,329,872	1,261,004	10,490,953	3,449,106	17,530,935
Total Work-Hours (All Functions)	32,944	17,800	148,120	48,688	247,552
Total Staff Required (All Functions)	18.72 (19)	10.12 (10)	84.16 (84)	27.66 (28)	140.66 (141)
Total Direct & Admin. Cost	\$3,492,010	1,887,775	15,699,122	5,159,669	26,238,576

Alternative Residential Care

The number of children requiring alternative care outside of their homes, and the cost of such care, was developed in the following manner. Key assumptions are: (1) the number of children requiring commitment to alternative care remains constant -- 330; (2) the average length of stay for children in alternative care remains constant -- 7.25 months; (3) the number of children requiring closed correctional facility commitment should at least approximate the national experience -- .85 per 1,000 eligible children; (4) all children in out-of-state contract placements will be returned either to McLaughlin or alternative care; (5) foster homes, group homes, both basic care and small therapeutic group homes, will become the major alternative residential care programs.

Table 10 reflects the estimated results of implementing these assumptions. The table depicts the average daily population and estimated costs by type of service for the year 1978 and projects these estimates for 1990 and 2000. The cost estimates for McLaughlin utilize actual operating budget figures rather than per capita costs because most of the McLaughlin facility

costs are fixed and will not change dramatically with the reduction in daily population. As before, costs for the 1990 and 2000 projections were based on an annual compound inflation rate of 7.5%.

TABLE 10  
(Page 1 of 2 Pages)  
AVERAGE DAILY POPULATIONS AND COST  
FOR ALTERNATIVE CARE PLACEMENTS

TYPE OF SERVICE	ESTIMATES FOR YEAR:		
	1978	1990	2000
<u>McLaughlin Youth Center:</u>			
Average Daily Population	63.9	110.5	149.3
Total Days of Care	23,326	40,330	54,500
Estimated Daily Cost	[See Note 1]	[See Note 1]	[See Note 1]
Total Cost	\$3,775,000	8,991,218	18,531,184
<u>Boarding School:</u>			
Average Daily Population	3.6	6.0	8.4
Total Days of Care	1,308	2,180	3,052
Estimated Daily Cost	\$ 43	102	211
Total Cost	\$ 56,244	222,360	643,972
<u>Foster Home:</u>			
Average Daily Population	39.4	68.1	92.0
Total Days of Care	14,388	24,852	33,572
Estimated Daily Cost	\$ 11.50	27	56
Total Cost	\$ 165,462	671,004	1,880,032
<u>Group Home:</u>			
Average Daily Population	58.5	101.5	136.8
Total Days of Care	21,364	37,060	49,922
Estimated Daily Cost	\$ 60	143	295
Total Cost	\$1,281,840	5,299,580	14,726,990
<u>Private Institutional:</u> (Turning Point Boys Ranch)			
Average Daily Population	19.7	34.0	46.0
Total Days of Care	7,194	12,426	16,786
Estimated Daily Cost	\$ 47	112	231
Total Cost	\$ 338,118	1,391,712	3,877,566

TABLE 10  
(Page 2 of 2 Pages)  
AVERAGE DAILY POPULATIONS AND COST  
FOR ALTERNATIVE CARE PLACEMENTS

TYPE OF SERVICE	ESTIMATES FOR YEAR:		
	1978	1990	2000
<u>Receiving Home:</u>			
Average Daily Population	1.2	2.4	3.0
Total Days of Care	436	872	1,090
Estimated Daily Cost	\$ 50	119	245
Total Cost	\$ 21,800	103,768	267,050
<u>State Institution:</u> (API)			
Average Daily Population	7.2	12.5	16.7
Total Days of Care	2,616	4,578	6,104
Estimated Daily Cost	\$ 130	310	638
Total Cost	\$ 340,080	1,419,180	3,894,352
Average Daily Population (All Services)	193.5	335.0	452.2
Total Days of Care (All Services)	70,632	122,298	165,026
TOTAL COST (All Services)	\$5,978,544	18,098,822	43,821,146
AVERAGE DAILY COST (All Services)	\$ 84.64	147.99	265.54

NOTE 1: The cost estimates for McLaughlin Youth Center utilize actual operating budget figures rather than per capita costs. It is assumed that most of the McLaughlin facility costs are fixed and will not change dramatically with the reduction in daily population.

### Short-Term Detention

The experience of the lower forty-eight states was used as a key assumption in estimating secure detention requirements. Nationally, children are detained at the rate of 9.8 per 1,000 children between the ages of 10 through 17. Of this number, 6.2 per 1,000 are secure detentions, and 3.6 per 1,000 are non-secure detentions. Applying these rates to Alaska's eligible child population produces an estimate of 392 secure admissions annually, and 228 non-secure detention admissions annually. Average daily population estimates were developed by assuming an average of 21 days from detention admission to court disposition. This method produces an estimated 23 average daily population for secure detention and 13 daily population for non-secure detention, resulting in an estimated total detention population on a daily basis of 36 children. Alaska's current average daily population of detained children is estimated at 45 per day, but Alaska's current detention figures are also inflated by a large number of children who are held overnight only (1,750), and another significant group of children who are detained less than 72 hours and then released (364). This program design presumes that those two groups of children will

not require detention once the state has implemented a 24-hour Intake and crisis intervention practice.

Table 11 is an estimate of secure and non-secure detention requirements by court district for 1978, 1990 and 2000. Costs were, once again derived by assuming a 7.5% inflation rate compounded annually.



TABLE 11  
AVERAGE DAILY POPULATION AND COST FOR SECURE AND NON-SECURE DETENTION SERVICES BY COURT DISTRICT  
J U D I C I A L   D I S T R I C T

FOR YEAR:	1st		2nd		3rd		4th		T O T A L		
	Secure	Non-Secure	Secure	Non-Secure	Secure	Non-Secure	Secure	Non-Secure	Secure	Non-Secure	All Detention
<u>1978:</u>											
Avg. Daily Population	3.0	1.8	1.6	0.9	13.5	7.8	4.4	2.6	22.5	13.1	35.6
Total Days of Care	1,113	651	588	336	4,914	2,856	1,617	945	8,232	4,788	13,020
Estimated Daily Cost	\$ 55	50	55	50	80	50	55	50	-----	-----	-----
Total Cost	\$ 61,215	32,550	32,340	16,800	393,120	142,800	88,935	47,250	575,610	239,400	815,010
<u>1990 Pro- jection:</u>											
Avg. Daily Population	5.2	3.0	2.8	1.6	23.4	13.6	7.7	4.5	39.1	22.7	61.8
Total Days of Care	1,911	1,113	1,029	588	8,526	4,956	2,793	1,628	14,259	8,295	22,554
Estimated Daily Cost	\$ 131	119	131	119	191	119	131	119	-----	-----	-----
Total Cost	\$250,341	132,447	134,799	69,972	628,466	589,764	365,883	194,022	2,379,489	987,105	3,366,594
<u>2000 Pro- jection:</u>											
Avg. Daily Population	7.1	4.1	3.8	2.2	31.5	18.4	10.4	6.0	52.8	30.7	83.5
Total Days of Care	2,583	1,491	1,386	798	11,508	6,699	3,780	2,205	19,257	11,193	30,450
Estimated Daily Cost	\$ 270	245	270	245	393	245	270	245	-----	-----	-----
Total Cost	\$697,410	365,295	274,220	195,510	4,522,644	1,641,255	1,020,600	540,225	6,614,874	2,742,315	9,357,189

#### APPROVED BOND ISSUES FOR DETENTION

Juneau, Fairbanks and Nome have all had bond issues passed approving the construction of juvenile detention facilities. Juneau clearly does not need a secure detention facility for children, and we have recommended that children requiring detention in Juneau and throughout the First District be detained in alternative programs, such as emergency parents, foster parents, group homes, receiving homes, augmented by a 24-hour screening and crisis intervention service.

Fairbanks' detention and alternative resource problems are much more pressing than any other community in the state but, in our judgment, neither should the Fairbanks community construct a secure juvenile detention facility. Like Juneau, we would recommend that Fairbanks meet detention requirements through 24-hour crisis intervention and contract services with alternative care providers. If Fairbanks does not choose to go this route, we would recommend in the alternative that Fairbanks develop a generic facility with intensive programming, not to exceed 20 beds in capacity. This facility should not be

a maximum security facility but instead rely on intensive programming as a means of controlling and managing the behavior of the residents. The Start centers developed by the Division for Youth in New York state could be used as a prototype for developing this service.

Nome poses special problems for detention of children due to the sparseness of population and a dearth of adequate housing but a separate facility for the detention of children is not required. A smaller facility along the lines of that anticipated for Juneau (centralized intake) augmented by contracts for more foster parents is preferred for Nome.

#### IMPLEMENTATION STRATEGY

Should the state of Alaska adopt this plan, in our judgment the policy recommendations as ordered in the text provide a logical means of progression. But the people of Alaska are in a far better position to establish priorities for implementation than is the National Center for Juvenile Justice. Consequently, we would strongly urge that ordering of priorities be a prominent feature of the public hearings scheduled for review of this document.

# rural<sup>7</sup> corrections

## RURAL CORRECTIONS

### OVERVIEW

The problems confronting corrections in rural Alaska are enormous. These problems are shared in some particulars by other jurisdictions in the United States, but nowhere else are they found in their totality. Some of these problems can be surmounted; others may or may not be subject to resolution within the next decade. Solutions in any instance must be unique in Alaska.

From a practical point of view, the greatest problem is imposed by the vast geographical areas and the thin and widely dispersed population. This means that for many communities and sections of rural Alaska a full range of correctional services cannot be provided on any economical or efficient basis. In other parts of the United States, corrections is simply overwhelmed by the number of clients for which it has been given responsibility, while in rural Alaska the number of correctional clients in any one location is often too small to justify the provision of separate and adequate correctional programming and facilities.

The alternative is expensive to taxpayers, and inconvenient to government, correctional clients and their families. Offenders in many instances must be transported great distances for detention and trial, and, if committed following disposition, to serve a sentence to incarceration. This problem can be reduced, but it will remain one of major proportions.

Crime in rural Alaska also has unique characteristics. There, where communities are typically isolated and travel is difficult, if not impossible, excepting by boat or plane, offenders cannot hit and run, and "stranger-to-stranger" predatory crimes such as robbery are rare. Alcohol abuse is a major factor in rural Alaska. While alcohol is frequently associated with crime elsewhere in the United States, in rural Alaska it permeates almost the entire crime problem.

A comprehensive study recently completed for the State Office of Alcoholism, entitled Descriptive Analysis of the Impact of Alcoholism and Alcohol Abuse in Alaska, 1975, indicates that "the relative impact of the arrests for alcohol-related offenses on the Crime Justice System appears to be greater in rural-city areas. In these areas, arrests for alcohol-related offenses account for a greater percentage of all arrests (47%), compared to urban areas (39%), and rural areas (34%).\* Alcohol-related offenses were defined to include DWI, disorderly conduct, liquor law violations, other assaults, drunkenness and vagrancy. Thus, even this study may not fully estimate the impact of alcohol

\* Urban areas were defined as Anchorage, Fairbanks, Juneau, Ketchikan and their surroundings; rural-cities included Cordova, Ft. Yukon, Homer, Hoonah Valdez, Kenai, Petersburg, Palmer, Sitka and Wrangell; rural included all other areas.

on the crime problem, since it can readily be argued that burglaries may be committed to obtain money for alcohol, and that persons under the influence of alcohol assault, rape or murder other persons, and commit acts of vandalism.

The abuse of alcohol in rural Alaska can be attributed to several factors. In most rural communities, most of the general population (and thus of the offender population) is Native. Native family structure and Native life are increasingly disorganized by the impinging forces and influences of modern civilization. It is becoming increasingly difficult for Natives to follow their traditional lifestyles; on the other hand, it is equally difficult for them to embrace or to be accepted by the Non-Native culture and economy. They must live partly in one culture and partly in the other. Alcohol is thus a ready resort.

This problem is frequently compounded by boredom. In most rural areas, where the struggle for food, clothing, and shelter is not as harsh and time-consuming as it once was, there is not much to do. The severe weather which restricts movements and activities for so many months of the year adds a further dimension to the problem. Lack of productive activities is an unsettling factor in the behavior of an individual, but when alcohol is used to relieve boredom, antisocial and criminal behavior are too often among the consequences.

The corrections system cannot be expected to solve the problem of alcohol abuse in rural Alaska. This is jointly the responsibility

of other law enforcement and social service agencies, and there is every likelihood that it will remain an acutely serious problem resistant to resolution for many years to come. Nor is it reasonable to expect that corrections alone can do much to reduce the use of alcohol among the clients committed to its care, except during the period of that care. Corrections can and should introduce clients to programs of alcohol information and treatment. But it is in the community that the circumstances that lead to the abuse of alcohol are found, and it is in the community that the problem must be dealt with, in all of its related ramifications.

There are many other lesser problems that contribute to crime and delinquency in rural Alaska, most, if not all, of which are beyond the province of corrections. Corrections is charged with the responsibility for managing one of the consequences of these problems--the persons charged with or adjudicated for acts of crime and delinquency--and even then only for those periods of time specifically stipulated by the courts. This is a monumental task in itself, for which the corrections system must be equipped with adequate resources.

In discharging its responsibility to rural Alaska, the corrections system must deal with a number of considerations, often conflicting in nature, in addition to those already mentioned. Rural communities vary widely in wealth and, therefore, in the resources which may potentially be available to corrections. Some communities

want to retain responsibility for their own offenders, while others want offenders removed and responsibility assumed entirely by the state. Some want offenders diverted from the corrections system while others do not. A few communities have adequate physical facilities, but more often the corrections facilities are either seriously deficient or entirely lacking. With the rural correctional client population made up substantially of Natives, there should ideally be a comparable proportion of Native correctional workers, but few Natives can be found who are both prepared and motivated to work in corrections. Regionalization is often promoted as the most suitable mode of operation for rural corrections, but considerations such as economy of scale and availability of resources make its practical application somewhat less than universally feasible. Therefore, since there is not a universally accepted vision of the ideal resolution of correctional problems of rural Alaska, compromises must be made in planning for the future. Nevertheless, substantial improvements can be made, and they are urgently needed.

#### STATEMENT OF THE PROBLEMS

##### Facilities

Currently, provisions for jail services in rural Alaska must be regarded as makeshift. The state and the communities are making do with what they have, out of necessity. A variety of arrangements are in use: a number of facilities are operated by the

state, others are operated by the communities having contracts for jail services with the Division of Corrections. In still other communities, the Department of Public Safety contracts for jail services on an emergency basis. A number of communities have holding cells, and the Department of Public Safety has several posts with holding cells.

Sentenced felony prisoners are, of course, held in state-operated correctional centers or federal facilities. In addition, six of these state-operated facilities--the Anchorage Annex, Ridgeview, Fairbanks, Juneau, Ketchikan, and Nome--hold unsentenced and misdemeanor prisoners from rural areas along with inmates from the areas in which the institutions are located. The Division of Corrections has contracts for jail services with seven communities--Kodiak, Bethel, Sitka, Kotzebue, Wrangell, Petersburg and Seward. A contract with Kenai has not been completed, pending agreement on terms. However, at all of these communities, with the exception of Kotzebue, unsentenced felons or misdemeanants and sentenced misdemeanants are held only temporarily, and then sent to state-operated institutions pending disposition of their cases or service of their sentences.

According to the paper entitled "Analysis of Alaskan Jail Situation", 27 small villages have emergency holding facilities, 13 of them provided by LEAA funds; the Department of Public Safety pays guard fees or a per diem when these facilities are used to hold state prisoners. It makes similar arrangements with a number of other

"city" jails in rural areas. The same publication indicates a number of new court facilities have holding cells, and in rural areas these include Palmer, Ketchikan, Kenai, and Bethel; also, approximately five Public Safety posts have one to four cells. All of these facilities are used only for emergency detention or for court appearances. In addition, there is a scattering of cells or holding rooms around the state which are used only locally for emergency use; the exact number and location of these cells are not currently known. The condition of most of these facilities ranges from barely adequate to totally inadequate.

Of the state-operated facilities, the Anchorage Annex must be regarded as scarcely better than most of the city-operated contract jails, either for detention purposes or for service of misdemeanor sentences. Ridgeview is satisfactory until such time as it can be replaced. Fairbanks, Juneau, and Nome are poorly designed for the holding of detainees or sentenced misdemeanants, not to mention the sentenced felons that they now hold. Ketchikan is totally unfit for any purpose.

Of the city-operated contract jails (including Kenai), none of them with the exception of Kotzebue (which nevertheless has many acute problems due to poor design and construction) and Kodiak are used for more than temporary holding purposes or the service of very short misdemeanor sentences. The remaining prisoners are sent to the state-operated facilities.

Of the various holding areas in the bush, the "Analysis of Alaskan

Jail Situation" states that some of them "could be conservatively described as 'substandard'." This conclusion is confirmed by an out-of-date but still pertinent study, "Jail Needs Assessment Survey," issued by the Criminal Justice Planning Agency in November 1972.

On March 23, 1978, Governor Jay S. Hammond issued a policy statement based on the recommendations of a Rural Corrections Task Force convened at his request. He cited such problems as the inadequacy of appropriated sums for the purchase of local jail services and the divided responsibility between the Division of Corrections, and the Department of Public Safety for maintaining prison facilities in rural areas. The Governor's statement provided:

A. Duties of the Division of Corrections:

1. Regional Correctional Centers.

The division of corrections shall provide for regional correctional facilities with both pre-trial and post-trial detention capability within commercial, population and transportation centers within the state as determined by a consideration of:

- (a) population levels, both community and prisoner;
- (b) distance from other justice facilities;
- (c) transportation logistics, and
- (d) the necessity to house post-arraignment prisoners prior to sentencing, based on presence of the following

criminal justice services provided on a full-time basis:

1. Superior Court;
2. District Attorney;
3. Public Defender;
4. Law Enforcement and;
5. Probation/Parole Services.

2. The concept of regional correctional facilities now operated by the Division of Corrections in Ketchikan, Juneau, Anchorage, Fairbanks and Nome should be initially expanded to include Bethel and Kodiak; in those communities where a state facility does not exist at present, the Division of Corrections should continue to maintain contracts with those communities identified as meeting criteria for providing regional correctional services until state facilities can replace existing services.

3. Regional correctional facilities outside of the major metropolitan areas of Anchorage, Fairbanks and Juneau should provide programs and services necessary to care for prisoners with anticipated release dates of up to one year.

4. In areas with less than a full range of criminal justice services, which do not justify the establishment of a regional correctional facility, but where the primary purpose of a prison facility is substantial, post-arraignment detention of state prisoners, the Division of Corrections shall retain responsibility for providing for both pre-trial and post-trial detention.

5. Whenever the division of corrections accepts responsibility for the detention of persons who are held under authority of local or federal law, the responsible

jurisdiction shall remain obligated for the reimbursement of those services.

B. Duties of the Department of Public Safety:

1. Local Jail Facilities.

In those areas not meeting the criteria applicable to the establishment of a regional correctional facility, and where the primary purpose of incarceration is pre-arraignment custody, the Department of Public Safety shall provide for and administer local jail facilities for pre-arraignment detention services and post-arraignment custody until such time as transportation to an appropriate pre-trial detention facility or regional correctional facility can be arranged.

2. The Department of Public Safety will be responsible for the care and custody of post-trial sentenced misdemeanor prisoners in local jail facilities in such communities, for such periods and under such circumstances as are to be jointly determined through an interagency agreement between the Departments of Public Safety and Health and Social Services, including utilization of programs involving work release and rehabilitation furloughs as authorized under AS 33.30.

3. The Department of Public Safety may additionally care for post-trial felony prisoners in local jail facilities referred on a case-by-case basis by the Division of Corrections for short sentences, work release or other rehabilitative programs in accordance with the terms of the interagency agreement referred to in Paragraph 2 above.



4. Any current and future contracts for local jail services other than for those provided for under Section A of this policy statement shall be administered by the Department of Public Safety.

5. A position should be established within the Department of Public Safety to assure compliance with minimum standards, to negotiate necessary contracts and to ensure periodic auditing of these contracts; the Department of Public Safety shall monitor and inspect all local jail facilities for compliance with standards for the care and custody of prisoners.

#### C. General Policies:

##### 1. Advisory Boards.

The Department of Health and Social Services, Division of Corrections, and the Department of Public Safety should, where appropriate, establish local citizen advisory boards in communities where prison facilities are located to recommend the development of correctional programs geared to the local area.

##### 2. Correctional Facilities Standards.

The Department of Health and Social Services in cooperation with the Department of Public Safety, and where feasible, with the consultation of local officials, shall develop minimum standards for the care and custody of prisoners, taking into consideration the purpose, duration and place of confinement.

##### 3. Contractual Policies.

The following general principles should, where possible, apply to

contracts between either the Department of Health and Social Services or the Department of Public Safety and any municipality in implementing the provisions of this policy:

a. All contracts should be multi-year contracts, conditional upon legislative appropriations, to provide for the ability to meaningfully plan for operational changes and to project future expenses;

b. All contract negotiations for a particular fiscal year should be completed prior to their submission to the legislature for necessary appropriation, and

c. Each individual contract should be presented in the appropriate BRU fiscal request as an individual line item."

The underlying goal of this policy statement is apparently the limited regionalization of Alaska's institutional corrections services. There is general agreement that a regional approach to service delivery is preferable to a totally centralized system of institutions, particularly when a major goal of corrections is considered to be the reintegration of offenders into law-abiding lives in their home communities. In Alaska, because of the significant differences between urban and rural lifestyles, regionalized service delivery, to the extent it is economically feasible, seems essential to a reintegrative or community-based approach to corrections. The "Analysis of Alaskan Jail Situation" cites a number of advantages to be obtained from the development of

regional facilities:

- "a) It would help to reduce some of the pressures on space in facilities in urban areas such as Anchorage.
- b) It would keep most offenders near their families and homes.
- c) If a work release program were fully implemented, fewer people would risk losing their jobs while serving short sentences. Those receiving long sentences to be served in long-term facilities could return to their communities for the last few months of their sentences for pre-release programs.
- d) The Division of Corrections has difficulty recruiting Natives as career employees. By locating state correctional facilities in areas such as Nome or Bethel, corrections can increase its exposure to a new potential source of Native employees.
- e) By locating state correctional facilities in areas where there are Superior Courts and practicing defense attorneys, the state is meeting its obligation to ensure maximum contact between the attorney and his client. This responds to the advice of the Attorney General's office and the intent of the legislature as they relate to bringing justice closer to the rural areas of the state."

A memorandum of February 16, 1977, from the Attorney General to the Commissioner of Health and Social

Services addresses the issue of the location of jails in the state. According to the memorandum, "there is no statutory requirement as to the geographical location of jails in the state." However, the memorandum goes on to state that "the wide discretion given to the Commission in this area is subject to limitations when constitutional rights of the persons jailed are affected by the location of the jails. In the case of Joe v. Williamson (Civ. No. 76-17145, 4th Jud. Dist. Aug. 20, 1976), the court "issued a temporary restraining order to enjoin the state from removing persons awaiting trial in Bethel to other correctional facilities in the state (unless the persons required special treatment not available in Bethel)." The constitutional right in this case was the detainees' right to effective assistance of counsel. The detainees had been transferred to Anchorage and were to be returned to Bethel in time for trial; but this allowed insufficient time for their attorneys to prepare the cases.

The Attorney General stated in the memorandum that the same issue would arise if there were no jails to house state prisoners in locations where there is a court and a public defender's office--i.e., Anchorage, Fairbanks, Juneau, Bethel, Kenai, Ketchikan, Kodiak, and Nome (Sitka also has a Superior Court). The Attorney General advised "that it is highly likely that a court will order the department to make available jail facilities for state prisoners at the eight locations set forth above," and urged that such facilities be made available.

The National Advisory Commission on Criminal Justice Standards and Goals called for state operation of "all local detention and correctional functions, both pre- and post-conviction," subject to the maximum possible use of local personnel. As an interim measure, the Commission urged "the formulation of state standards for correctional facilities and operational procedures and state inspection to ensure compliance..." The Alaska Standards and Goals project recommended that the Division of Corrections be authorized to establish and enforce regulations for the operation and policies of local jails. The Division already has this authority with respect to facilities which could potentially house state offenders, but according to the study, "no systematic approach has been developed to implement this responsibility."

The "Analysis of Alaskan Jail Situation" paper also cites "the State Department of Corrections Act developed in 1971 by the Advisory Commission on Inter-Governmental Relations, which:

- encourages the consolidation and regionalization of local facilities.
- empowers the state to inspect, regulate and close local jails.
- empowers the state to provide facilities for sentenced misdemeanants.
- gives the state the responsibility for training local facility staff.

--provides for a financial assistance program requiring local facilities to comply with state standards for jail operation.

Several other nationally recognized groups also encourage state operation and/or inspection of all local and regional correctional facilities.

According to the "Standard Act for State Correctional Services" issued in 1966 by the National Council on Crime and Delinquency in cooperation with the American Correctional Association, state corrections agencies should establish and operate regional adult and juvenile detention facilities. The American Law Institute's 1962 Model Penal Code, in its section on organization of corrections, would give a state corrections agency the responsibility for establishing standards for all institutions used for the detention of persons charged with or convicted of an offense, along with powers of inspection and enforcement, which would include closing substandard institutions. "The President's Commission on Law Enforcement and Administration of Justice in 1967 urged the integration of local and misdemeanor institutions into the state correctional system. The American Correctional Association's 1966 Manual of Correctional Standards urged that the state correctional authority be empowered to set standards for jails within the state, as well as the use of consolidated jails for the detention of sentenced prisoners. However, in its 1977 publication (Manual of Standards for Adult Local Detention

Facilities) the ACA's Commission on Accreditation does not address the issue of either state operation of jails or a state role in standard setting (presumably the Commission's standard-setting and accreditation processes were considered satisfactory substitutes.)

#### Diversion from Incarceration

The decision to provide state-operated, formalized diversion programs for rural Alaska, although on the surface consistent with other recommendations of this plan, may not be essential as in the state's urban centers. The objective of diverting offenders from the criminal justice system, when that can be done without compromising the sanctions of the criminal law, is at present apparently being quite effectively accomplished in rural Alaska through informal means; this is primarily the result of the many problems involved in invoking the criminal justice process.

It is difficult and expensive to transport officers in the bush areas. When trials and hearings are held in bush villages, it is time-consuming and costly to transport the judge, the prosecuting attorney, the public defender, the court clerk and the probation officer to and from these proceedings. Witnesses are difficult to gather and transport. As a result, officials involved often feel that formal proceedings in a case may not be worth the trouble.

Even where proceedings are initiated, offenders are commonly not detained pending trial. Detention may involve inconvenient and expensive trans-

portation. The facilities for detention in the bush areas are typically inadequate, and judges hesitate to require detention in these facilities. Also, the detention facilities in the metropolitan areas are for the most part not any better, and judges are reluctant to require the transfer of bush offenders to these remote facilities to await trial. There is the further problem that such transfer often makes it difficult for attorneys to consult with their clients and prepare for trials. As a result, offenders are more often than not released on their personal recognizance pending trial.

As for commitment following conviction, similar considerations are often involved. Because of the lack of suitable facilities in rural areas, judges often hesitate to impose sentences to confinement. They are also reluctant to impose sentences that would require commitment to the facilities of the Division of Corrections, which would in most instances, remove rural offenders far from their homes. Many judges also feel that the facilities of the Division are inadequate and lacking in rehabilitation opportunities. There is also some evidence that if probation supervision were more available in bush areas, judges would place on probation some offenders whom, under present circumstances, they are now committing to state institutions. There is thus good reason to believe that if more adequate jail facilities were provided in rural areas, more offenders would be detained in them pending trial and sentenced to incarceration if convicted, thus bringing about a result directly

contrary to the purposes of diversion.

Public attitudes in the rural communities as to diversion are also conflicting. In some communities the public does not want offenders diverted, while in other communities, the contrary is the case. In still others, of course, opinion is divided. A clearer understanding of rural residents' attitudes toward this and many other criminal justice issues is likely to grow out of the comprehensive planning effort now underway (conducted by the ACJPA, the Criminal Justice Center and SRI International) in which village leaders' opinions and knowledge regarding their villages' criminal justice needs have been solicited throughout the state.

The provisions of formal diversion from incarceration programs typically involves the use of alternative social agency resources. In other jurisdictions of the United States, this has sometimes had the effect of bringing more offenders within the purview of social and governmental agencies, without constructive results, than might otherwise be the case. On the other hand, rural Alaska often lacks the resources that formal diversionary programs require. Economic considerations and the factor of scale thus make it infeasible to provide diversion programs in all of the innumerable small villages of rural Alaska.

In sum, the present circumstances in rural Alaska already promote the objective of formal diversion programs by preventing the incarceration of many defendants

and convicted offenders. It would, therefore, appear that formal diversion programs would be both appropriate and more needed in the urban than the bush areas of Alaska. The exception to this would be prerelease programming for those few offenders who are sentenced to incarceration and removed from their villages to serve their sentences.

#### Probation and Parole

In rural areas probation is affected by more or less predictable problems. Geographical areas are vast, population is sparse, and communities vary widely in the resources potentially available to probationers and parole clientele, but it is difficult to recruit Natives to help provide probation services; in some areas it is difficult to recruit even non-Natives. Where this is possible, non-Native staff frequently have difficulty in gaining the acceptance of natives. Transportation and communication is often difficult, and in some areas is complicated by many months of harsh weather. All of these factors mean that for much of rural Alaska probation and parole clients may receive little or nothing in the way of supervision or services.

In rural areas, probation caseloads are largely juvenile and predominantly Native, with few exceptions. Parolees in rural areas are consistently few in number, and reportedly present few supervision problems. Probation personnel are almost entirely non-Native. Clients, unless they reside in the immediate vicinity of district offices, receive little

if any probation or parole supervision or related services.

#### Alcohol Abuse

As stated previously, the abuse of alcohol has a major impact on the crime problem in rural Alaska. Officials in rural Alaska report that most crimes are alcohol-related. Offenses both against the person and against property are quite frequently committed under the influence of alcohol; persons are also assaulted and burglaries committed to obtain funds to purchase alcohol. Alcohol-related offenses are common not only among adult offenders but among juveniles.

The social and environmental circumstances that lead to the abuse of alcohol--boredom, cultural conflicts, climate factors--are not likely to go away in the foreseeable future, if ever. Thus, there is little that corrections by itself can do to reduce or control the overall abuse of alcohol in rural Alaska, and perhaps other social agencies can do little more. However, persons who are so far under the influence of alcohol that they cannot protect themselves should be detained, both for their own protection as well as the protection of others. In addition, of course, those who commit serious crimes while under the influence or who are chronic alcohol abusers also will receive some type of criminal sanction for their offense, which may involve a period of incarceration. All of this places demands upon the Alaska corrections system.

The statute under which drunk

persons may be held for up to twelve hours seems to be applied differently in the various rural communities. A graph produced by the research section of the Division of Corrections, indicates, for example, that in calendar year 1977, there were 565 arrests under this law in Kotzebue, 136 in Nome, 123 in Ketchikan, 101 in Seward, and 50 in Bethel. Medical services are usually not available. However, in large communities if a person appears to be highly intoxicated, he may be taken to a local hospital, or if available, a specialized detoxification center.

Usually these persons are held in jail, if there is one available. Police officials report that every effort is made to locate friends or relatives to take over responsibility for drunk persons, particularly for young persons. A few communities have sleep-off facilities; Kodiak for example, has a sleep-off center at the rear of the jail operated by the Kodiak Council on Alcoholism, but monitored by police personnel on closed circuit TV. Bethel also has a sleep-off center. In the smaller villages the problem must be left largely to relatives and friends. However, if there is a constable and a holding cell available, the drunk person may be held in the cell until friends or relatives show up to take over responsibility or until he sobers up. The period of time during which the drunk person is held also may vary by community. Sometimes the person is held the full 12 hours understanding local policy, or he or she may be held four to six hours, or only until sober enough to be released.

The possible constructive results to be obtained by creative use of the 12-hour law is illustrated by the experience of the city of Barrow, as related in the publication, "Alcohol Abuse and the Police in Rural Alaska," prepared by Kim L. Moeller, Director of Public Safety for the North Slope Borough. Prior to the adoption of the program in January 1977, there were three to eight people a year dying in home fires, an annual average of five to seven suicides and some deaths by freezing, all attributable to alcohol abuse, along with a police finding that "all serious personal crimes had been committed by people who either were drunk or had been drinking shortly before." Routine police patrols were no deterrent, nor were such customary methods as taking the intoxicated or incapacitated person home, or, in some cases, arresting them for disorderly conduct.

In initiating the program, police officers were thoroughly trained and positive efforts made to inculcate them with more constructive attitudes as to their role in dealing with drunk persons. As the drunk detention program proceeded, the number of detentions rose rapidly, and "the result was the continuing overloading of facilities and extremely crowded conditions at the jail. On one occasion, seventeen persons were detained in a six-hour period in a facility designed for a maximum single occupancy of four." But it was decided to continue the program, which has growing public support.

At the end of 1977 these were found to be among the major effects

of the program:

- "1. No deaths occurred by freezing.
2. Two suicides occurred as compared to an annual average of five to seven.
3. Service requests doubled, yet there was an overall decrease in reported crime.
4. Arrests, specifically the need for arrests, decreased by 35%.
5. A significant decrease in crimes against persons resulted.
6. A significant decrease in misdemeanor crimes resulted.
7. Two deaths by fire occurrence, each alcohol-related, and each in the victim's own home, compared to an annual average of five.
8. A significant reduction in investigative work occurred, allowing for a huge increase in time available for the detention program."

During the year 1977, the number of drunk detentions increased from 25 in January to 115 in December. But during the period there were only 208 adult arrests, as compared to 319 in 1976. During the following six months of 1978, the number of drunk detentions declined somewhat, to a monthly average of 86, but the number of adult arrests continued to occur at a rate significantly below that of 1976. Barrow's Department of Public Safety is still collecting data on the program, and a three-year analysis will be available sometime in 1979.

The 1978 Criminal Justice Plan for Alaska, prepared by the Criminal Justice Planning Agency, gives some further background information on the alcohol abuse problem, particularly as it affects rural Alaska. The plan stated that:

"The Uniform Alcoholism Act (which decriminalized public intoxication) was adopted in 1972 without adequate development of facilities to serve as alternatives to jails. The resulting problems were particularly acute in rural areas, where detox and sleep-off facilities were virtually non-existent. The ninth Alaska legislature passed what was intended as remedial legislation which provides that public inebriates may be taken into protective custody, and, as a last resort, held involuntarily for up to twelve hours in a "state or municipal detention facility", i.e., jail.

No data is available concerning the effect of this legislation on jail intake in either urban or rural areas. One innovative application is found in the operating procedures of the North Slope Borough Department of Public Safety..."

According to the CJPB Plan, out of a total of seven alcoholism programs in the state with either detoxification or sleep-off capability, only one is located in a rural area (presumably Bethel). Elsewhere drunk persons detained under the 12-hour law must be held in local jails.

The plan went on to record that the Governor's Interdepartmental Coordinating Committee on Alcoholism had made these recommendations:

"Amend the Uniform Act (AS 47.37) to allow sleep-off facilities to hold 'intoxicated persons' and/or 'incapacitated persons' for up to 72 hours involuntarily.

Provide the funds to operate a statewide network of sleep-off facilities...

Require all sleep-off facilities to employ at least one person with Emergency Medical Training on each shift seven days a week.

Require an initial medical examination within 24 hours.

Require hospitals and physicians to admit intoxicated persons to hospitals if they also present other severe complicating medical problems.

Require sleep-off facilities to conduct an evaluation for the purpose of disposition and referral of the patient prior to his release at the end of 72 hours."

The plan continued:

"The Committee recommended the establishment of sleep-off centers in Juneau, Ketchikan, Valdez, Yakutat, Wrangell, Petersburg, Seward, Unalaska, Cordova, Kotzebue, Barrow and Kenai. An estimate for establishment of these centers in single or double-



wide trailers was \$439,050 in capital expenditures and \$2,193,750 in annual operating expenses (including 117 total staff.)

The report also recommended a needs assessment to determine whether sleep-off centers should be established in Dillingham, Galena, Fort Yukon and Glenallen-Copper Center, should funds be available. The report encouraged other communities without jails or sleep-off centers to develop statistics which should be used to determine the need for and probable utilization of sleep-off centers.

At a June 1977 meeting of the Governor's Advisory Board on Alcoholism, it was decided to establish detox facilities in Kenai, Kotzebue, and Juneau, and to expand the existing facility in Bethel."

According to the plan, there are a number of programs in urban Alaska for screening and treatment of alcohol offenders, including one in Anchorage funded by LEAA. This project will be monitored by CJPJ to ascertain its potential applicability to other communities and regional areas of the state. The plan observes:

"Very little is known about the extent of alcohol screening and treatment programs available in smaller cities and rural areas of Alaska. Existing data does demonstrate the need for these services. According to surveys conducted by the Corrections Task Force

for Standards and Goals and the Public Opinion surveys conducted by the Criminal Justice Planning Agency, the problem of alcohol related crime is more severe in rural areas than it is in urban areas. In a survey of police chiefs throughout rural Alaska, the Corrections Task Force found that rural communities attributed from 36% to 98% of all arrests to the problem of alcohol abuse. Victimization rates in rural northwest Alaska were higher than Southeast, Anchorage, or Fairbanks. Also, rural respondents in the statewide survey of public opinion felt that alcohol was a basic cause of crime (22% for crimes against people; 13% crimes against property) whereas less than 3% of the respondents from more urban areas surveyed identified alcohol as a basic cause of crime."

The CJPJ concluded that it "should compile all data regarding alcohol abuse programs in all regions of the state which may provide screening and/or treatment services to the criminal justice system. The gaps in services should be identified, and a method for coordinating existing services must be established."

In regard to the role of corrections in the treatment of offenders with an alcohol problem, the Alaska Standards and Goals for Criminal Justice recommends:

1. The establishment of alcohol programs within institutions, including education, treatment, halfway houses and coordination

with community alcohol programs.

2. The establishment of a system for evaluating the effectiveness of institutional alcohol programs.
3. A training program for correctional officers in dealing with intoxicated persons and understanding alcoholism, including detox staff.

The Interdepartmental Coordinating Committee on Alcoholism recommended that the Division of Corrections should:

"provide treatment within correctional facilities for alcoholic inmates

ensure that appropriate after-care and follow-up are provided for all alcoholic inmates upon their parole

make referral and aftercare available to alcoholic inmates who have completed their full sentence"

However, the Criminal Justice Planning Agency took the position, rightly in our opinion, that:

"while alcoholism training should certainly be made available to correctional personnel, it would be counterproductive for the Division of Corrections to have to develop a cadre of trained alcoholism counselors. Both management of treatment and continuity of care can be improved by the use of existing community resources. Corrections' clients should have access to services funded either

through the State Office of Alcoholism or by local communities. These services should be provided within the institutions, and should also be available to clients when they return to their communities. The role of corrections personnel should be to make referrals and encourage participation in community programs. The State Office of Alcoholism agrees with this position, and has instructed all local programs to work closely with the Division of Corrections and other components of the criminal justice system."

#### Local Involvement in Corrections

An excellent discussion of the issue of local participation in corrections operations and programming is found in the 1978 Alaska Criminal Justice Plan. The document points out:

"The Alaskan bush includes many different Native cultural groups with different languages, customs and values, who deal with a variety of environmental situations. A major recurring problem with the administration of justice in rural areas is that attempts are generally made to provide solutions for all regions, regardless of their numerous differences. The people of the Alaskan bush are predominantly Native, while the Administrators of criminal justice are mostly Caucasians with limited bush experience who do not generally identify with nor understand village lifestyles. Because of geographic and cultural differences, communication between



these two groups is poor and conducted at great expense; the lack of communication means that both groups often operate in a vacuum...."

The plan asserts that rural villages have had to abandon their traditional forms of social control and rules of conduct in favor of state laws framed by Anglo-Americans and alien to Native beliefs. While under state law the 21 first class cities and 107 second class cities are allowed some law enforcement powers, the statutes fall short of authorizing the community use of administrative adjudication and other non-criminal sanctions to the degree really needed. "Confusion and uncertainty still exist as to an incorporated community's power of law enforcement and its authority to impose punishment in the absence of local adjudication representatives." Because many rural villages are unable to meet incorporation responsibilities and hence are unable to incorporate, they cannot neither enact or enforce local law enforcement ordinances nor participate in grant and revenue-sharing programs which might provide some assistance.

Rural villages may also have "very limited access to temporary holding facilities." Therefore, offenders must be transported to regional or urban facilities at great expense, leaving village residents and officials with "a feeling of non-control over local problems and issues." Another apparent result is that "once a violator does return to the village, the village councils are rarely informed of the outcome or probation requirements; the

follow-up services which are supposed to be provided by the probation/parole officials are very limited and usually consist of mail contacts." But the extremely small probation and parole workload in most villages, for example, would not warrant the establishment of full-time probation positions. Full-fledged jails or correctional facilities would also not be economically feasible.

The CIPA plan also states:

"The movement toward local control is hampered by the present court system and process. Because of the high cost of transporting a judge, jury, recorder and attorneys to villages to hold court, almost all cases are heard in regional centers. Consequences are, first, that most rural residents never see a court in action and, therefore, do not understand what it is, what it is for, and how it operates. Second, generally only serious criminal cases come to the attention of the court system."

The Alaska court system, in searching for a way to meet these problems, established pilot rural conciliation boards in seven bush villages, which, among other things, would handle lesser offenses. These boards are presently being evaluated. However, limited interviews seem to suggest that they are successful only to the extent that both state funding and local interest exists.

In 1974 the First Bush Justice Conference, among other things, recommended: "The locus of

decision-making in the administration of justice in village Alaska must move closer to the village. To achieve this result there must be greater Native participation at all levels in the administration of justice."

The Second Bush Justice Conference, in 1974, made a number of findings, four of which are directly pertinent to this master plan.

Village people do not generally understand the state justice system and the state justice system does not generally understand the village people.

Village people do not want their children or elderly removed from the village by police, courts, schools or other agencies.

Participation of village people in virtually all agencies of the justice system is severely lacking.

Village life should be governed by village law and custom as much as possible.

The Third Bush Justice Conference, in 1976, generated a number of resolutions. One of these urged the legislature to clarify the authority of rural communities "to enforce their ordinances administratively with non-criminal sanctions such as fines or village work projects," with funding to be provided by the state. Another recommended the incorporation of the conciliation board concept into the court system and implementation "in those villages desiring it." Still another

called for the establishment of part-time probation aides in small rural communities where the caseload is not large enough to warrant full-time positions.

The January 1978 Statewide Conference on Incarceration and Re-entry Alternatives, cosponsored by the National Alliance of Businessmen and the Coalition on Corrections, made these findings:

1. Line officers in corrections and rural facilities do the best they can to innovate within the context of limited staff, funds and resources alternatives. Even within this context, they have been able to afford native clients of the system with more than is presently available, of relevance to them, in either urban facilities or in facilities outside of Alaska.
2. Village justice systems carry out many advanced correctional alternatives. These alternatives are not available once a person has been drawn into the state system. They should be copied and incorporated into the state justice process.
3. Many alternatives exist in other Arctic regions that bear investigation. They include the Baffin Bay Correctional Facility, the Cape Dorset Juvenile Committee, Open-door facilities in Greenland, and rural supervision in small Greenlandic settlements.

The Conference, without voting on the issues, suggested that the state develop facilities, personnel and programmatic alternatives

in the bush "in order that correctional matters can be treated there when the offender, his community, and the state would best be served by a rural alternative." It recommended staffed facilities with diversionary programs, career systems for rural people in corrections, and such alternative programs as mentioned in Item 3 above. The Conference report stated: "Through community organizations and close at hand collaboration between planners and local people, develop programs and approaches which reflect local needs."

The Alaska Standards and Goals for Criminal Justice document covered much the same ground as the foregoing conferences and reports, and made relatively similar recommendations. In reference to justice services in village Alaska the document set forth three goals:

"In rural Alaska there will be local decision-making authority in each village in such basic areas as family and juvenile matters, alcohol control and misdemeanor offenses. Village life must be governed by village law and custom as much as possible.

Village native people and people who administer criminal justice services should understand both the state system and present traditional native methods of justice in order to develop a responsive justice system which maximizes traditional law ways within the framework of the state criminal justice system.

In Village Alaska, physical resources must be built and village-oriented programs must be implemented to adequately deal with people processed through, screened out of or diverted from the justice system."

The Alaska Justice Facilities Planning Study, completed by Gruzen and Partners early in 1978, recommended:

"...establishment of regional or local Community Release Boards. The function of these Boards would be to set, monitor, and adjust eligibility requirements for local programs, of alternatives to incarceration, as an aid to the Division of Corrections. Employment of such local Boards would ensure that alternatives to incarceration respond to local values, local risk factors, and local experience. The use of these Community Release Boards can assure that rural problems will be addressed separately from urban, and that regional programming will consider the character of the native population, variations in community stability, community tolerance for risks, etc."

There have been a number of local groups established for the planning of correctional facilities and programming. The community of Ketchikan, for example, has formed an organization of local officials and citizens called Committee on Jail Alternatives for Ketchikan, or COJAK. This Committee, with a legislative appropriation, is developing a plan for correctional programs and facilities for the city. In the North Slope Borough,

the Director of Public Safety has formed a committee of citizens and officials to plan the construction of a correctional center offering comprehensive services. Nome has a Diversion Committee which devises programs in the community for children who might otherwise be sent to the McLaughlin Youth Center.

Emphasizing the central role of such groups, Governor Jay S. Hammond, upon receiving the recommendations of a Rural Corrections Task Force that he convened, issued a policy statement, one provision of which was:

"Advisory Boards: The Department of Health and Social Services, Division of Corrections, and the Department of Public Safety should, where appropriate, establish local citizen advisory boards in communities where prison facilities are located to recommend the development of correctional programs geared to the local area."

#### SUMMARY OF RECOMMENDATIONS

There can be no easy or inexpensive solutions to the problems of corrections in rural Alaska. Compromises will be necessary, and at best, even the compromises will be expensive. The full range of correctional resources cannot be made available to all communities desiring them. Most communities are too small and their requirements for these resources are too limited to permit economical or efficient operations.

Further, from a philosophical point of view a wide proliferation of correctional services to rural

Alaska would have unintended and undesirable consequences. With extensive availability of such resources more and more people would be drawn into the state corrections system as clients. If, for example, new jails were built in all the communities who have expressed an interest in having them, the confinement rate in rural Alaska would be likely to multiply rapidly, without commensurate benefit. In other jurisdictions of the United States, the creation of additional facilities has almost invariably meant an increase in the use of such facilities, since under such circumstances, the possible use of alternatives are too often neglected.

Yet rural Alaska must have more adequate correctional services. In developing a plan to provide such services, difficult decisions must be made, requiring justification from the perspective of policy, needs and cost. The physical location of such resources must be carefully worked out to assure reasonable accessibility. Their scope must be delimited to prevent potential over-utilization. The availability of supporting community services must be considered. Most importantly, the factor of relative costs--both capital and operational--must be assessed, and choices made that are as economical as possible, particularly in view of the high costs prevalent throughout the state. Some degree of regionalization of state correctional resources is desirable, but inequities in service provision across regions is likely to be inevitable.

### Facilities

The most visible part of the corrections system is of course the jails and correctional institutions. These also constitute the most expensive constituent of the corrections system, both to establish and to operate. Further, they can be and usually are put to excessive use where available.

The holding facilities, jails and correctional institutions of rural Alaska are typically unfit for the purposes for which they are presently being used. Officials of innumerable communities want new facilities, and they generally want the state either to construct and operate them, or to provide the money to the communities so that they can do so. However, the cost of providing a corrections facility to every village would be prohibitive. Therefore, the regionalization of correctional facilities appears to be the most practical and feasible method of serving rural Alaska. Ten regions have been defined by the consultants as a means of analyzing facility needs for the defined areas. These regions center on the communities of: Ketchikan, Juneau, Anchorage, Kenai, Kodiak, Bethel, Fairbanks, Nome, Kotzebue and Barrow (for further discussion of criteria used, see the sentenced inmate data summary). Using this configuration, there are a number of possible regionalization arrangements to be considered. The main alternatives are:

1. Decentralize entirely, with all offenders--pretrial, misdemeanants and felons--to be retained in regional facilities.

2. House and provide programming in the Anchorage area for all sentenced felons and local misdemeanants, with the use of other facilities dependent as far as possible on their current capabilities.
3. The Governor's plan of March 28, 1978, under which regional facilities would be used for all offenders whose confinement would be for one year or less, with other offenders held in Anchorage area facilities (this parallels the second alternative, since most felons have sentences of over one year, and thus would be held in Anchorage.)
4. Modifications of the Governor's plan which would utilize regional facilities for pre-trial detention and for convicted offenders from the regions with sentences of five years or less, or, alternatively, ten years or less, with all others held in Anchorage-area facilities. If prerelease programs are implemented, these should be provided for regionally.

These alternatives have varying construction needs implications, but under any of these alternatives, new construction will be needed to replace the Anchorage Third Avenue Correctional Center, the Anchorage Annex, Ridgeview, Ketchikan, and the contract institution at Bethel (the latter, with new construction, should be state-operated.) The residents of the Ridgeview area have been promised that the facility for women would be removed within 5 years of its establishment, while the other four facilities are unfit for any correctional

purpose. The four alternatives essentially represent the options of total decentralization (regionalization) of incarceration versus varying levels of partial regionalization with some centralized services for sentenced felons (the variance among the options is created by the sentence length chosen as the criteria for transfer to Anchorage).

Total decentralization has the following advantages:

1. It would keep offenders closer to their homes and cultural ties, and facilitate family visiting.
2. It would minimize transportation costs.
3. It would minimize the size of each of the facilities that would be needed.
4. It would make local input into correctional programming easier.
5. It would add another dimension to the capability of local areas in the management of their own problems.
6. It would to some extent contribute to the local economy.

However, this strategy also would have disadvantages:

1. The number of felony commitments in several of the regions is insufficient to justify full-fledged regional correctional centers, with prison industry programs and a broad range of internal programs.

2. It would limit the availability of supporting community resources for correctional programming.
3. In many areas of the state, the recruitment and retention of professional staff would be difficult, and operating costs would increase due to salary differentials between rural and urban areas.
4. Because rural regional facilities would be more limited in program scope and range of physical security provisions, it would handicap the classification process, and limit the flexibility of the system to make appropriate institutional designations.
5. For all of the above reasons, long-term sentenced felons retained in rural regional facilities would likely not receive the same scope or quality of services that could be provided to them in the Anchorage area.
6. It would still be highly inconvenient for many families to make visitations.
7. It would require a great deal of expensive new construction.

The partial regionalization options would have the same advantages, but to a lesser extent. In addition, these options would have the following benefits in comparison to total regionalizations:

1. More resources supporting correctional programming are available in the Anchorage area than in any other community, by a significant margin.

2. The range of facilities that would be available in the Anchorage area would permit greater flexibility in the classification and institutional designations of inmates.

3. A majority of inmates in the system are committed from the Anchorage area, and the proposed range of facilities would be required in any event.

4. The establishment and economical operation of an industrial work program for inmates--now greatly lacking for the inmate population of the system--would be facilitated.

5. It would be easier to recruit and retain the professional staff required for modern correctional programming.

6. Operational costs would be minimized by concentrating sentenced felons in Anchorage area facilities and returning them to regional facilities only for prerelease purposes.

7. Anchorage is a transportation center for all areas of the state, facilitating the movement of prisoners and to some extent, family visitation.

The partial regionalization options share to a lesser extent the disadvantages of total regionalization, with these additional negative factors in comparison to total decentralization:

a. It would mean that sentenced inmates with longer sentences would be removed from their home regions and cultural ties, and family visitation would be handicapped.

b. It would reduce opportunities for local input into correctional programming for local offenders.

c. It would limit opportunities for rural regional areas to be self-sufficient in the management of their criminal justice problems.

On balance, it would seem that partial regionalization offers the best compromise between conflicting priorities of local control and cultural ties versus costs of providing a full range of corrections services to the largest possible number of inmates. A policy decision must therefore be made for each rural region which takes into account the number of offenders who would need access to comprehensive corrections programs available only in Anchorage, and the availability and cost of staff for the region's facility.

It has been recommended elsewhere in this document that, in the interest of coordination and improved management of corrections functions, a single agency, the Division of Corrections, be responsible for administering all local jail contracts, including those now the responsibility of the Department of Public Safety. Similarly, standard-setting and inspection capabilities should be vested in the DOC, as discussed in the chapters on corrections management and technical services. Although Public Safety has a wide-ranging scope of responsibilities in rural areas, it is more logical and affective to consolidate all corrections facility responsibilities, even for rural jails, in the Division of

Corrections.

#### Diversion from Incarceration

In other jurisdictions, formal diversionary alternatives and resources have often been developed, statewide, but in Alaska these alternatives and resources appear to be more appropriate for the urban areas. The need for them is substantially less in rural areas, since informal alternatives already exist and are relatively widely used.

The provision of more adequate probation and parole resources for rural areas, as set forth in the following section, should reassure the courts that effective probation supervision is available in rural Alaska, and that probation may be realistic alternative to commitment in appropriate cases. This should minimize the practice, where it exists, of committing offenders who are otherwise suitable for probation, and further avoid unnecessary use of incarceration for rural offenders. Some judicial and public education may be necessary to ensure that this does not "widen the net" of corrections by encouraging sentencing of offenders to probation who, in the absence of such services, would have received a lesser penalty.

#### Probation and Parole Services

Probation and parole supervision in rural Alaska is sporadic, at best. This appears to be due to a number of reasons. Probation and parole officers may be too busy

with court work and their responsibilities for the transportation of juveniles. Their travel budgets may be insufficient. The distances may be too great for frequent travel, and harsh weather may also be a contributing factor. Communication by any means is often difficult. Cultural barriers between officers and clients also make supervision more difficult.

Probation statistics, on their face, do not suggest that caseloads are outsized. See tabulation on following page.

The tabulation suggests that the establishment of a officer position at Barrow may be warranted. But because of the nature of the problems affecting probation in the bush, it would not appear that the provision of adequate probation services can be attained merely by increasing the number of probation and parole officers in the district offices. The difficulties of travel, the isolation of so many communities, the harsh weather for many months of the year, cultural differences, and other factors would still remain. Creative means of providing services which involve the use of "social justice" teams are currently being proposed by a consortium of state agencies which have a range of service responsibilities in rural Alaska (the Departments of Health and Social Services, Public Safety and Law, in particular). This strategy recognizes the fact that the problems of rural Alaska are more than simply correctional or even criminal justice in nature, and require a multidisciplinary approach.

Average Caseloads, FY 1978

<u>Location</u>	<u>Adults</u>	<u>Juveniles</u>	<u>Total</u>	<u>Number of Officers</u>
Barrow	8	9.25	17.25	0
Bethel	32.25	36.8	69	2
Haines	6.6	11.6	18.3	1
Kenai	51.3	49.5	100.8	3
Kodiak	35.5	15.6	51.1	2
Kotzebue	6.1	26.5	32.75	1
Nome	17	9.0	26.1	1
Palmer	23.5	20.8	44.4	1
Petersburg	8.8	14.3	23.1	1
Sitka	24.6	23.75	48.4	1
Anchorage	474.25	256.25	730.5	20
Fairbanks	202.3	96.5	298.8	8.5
Juneau	60.6	50.9	111.5	4
Ketchikan	35	43.3	78.4	4

Alcohol Abuse

From the standpoint of corrections, there are two types of clients for whom abuse of alcohol is involved: the public drunk, and the criminal offender who is an alcohol abuser or alcoholic. Each requires a different response on the part of the Division of Corrections.

Public drunkenness is a problem in all areas of the state, but it is particularly prevalent and visible in rural Alaska, where it is complicated by the fact that resources for handling the problem are almost always inadequate or absent. With the decriminalization of drunkenness in Alaska, the public drunk should not be the responsibility of the corrections system. The resources of the system should be reserved only for those charged with or convicted of criminal offenses, and the public drunk should be diverted to other agencies, both local and state. The legislature should authorize the State Office of Alcoholism, and provide necessary appropriations, to establish sleep-off centers in all communities where state-operated correctional institutions or contract jails are now being used for persons detained under the 12-hour law. And, as recommended by the Governor's Interdepartmental Coordinating Committee on Alcoholism, similar centers should be established in other communities demonstrating a need for them. The centers should be operated on a contract basis by local agencies or groups, subject to standards issued by the Office of Alcoholism.

The 12-hour drunk law has demonstrated a potential, where it is properly used, for reducing the incidence of offenses committed under the influence of alcohol, and for reducing alcohol-related episodes involving family disputes, suicides and accidents resulting in injury or death. A plan similar to that of the North Slope Borough, but associating the use of the 12-hour law with sleep-off centers rather than jail confinement, should be adopted elsewhere. The facilities of the corrections system should be used only for those drunks whose immediate behavior indicates that they must be securely confined for their own protection or for the protection of others.

While the corrections system has the responsibility for the management of persons who have committed crimes and who are also abusers of alcohol, it should not be assigned a similar responsibility for the treatment of all alcoholics. The corrections system can and should provide its alcoholic clients with full opportunities to become involved in treatment programs. But alcoholism is a social problem of dimensions much beyond the boundaries of corrections or the criminal justice system. In the interests of continuity and comprehensiveness, as well as the best use of available expertise, the Office of Alcoholism should be allowed full authority to design and operate alcoholism treatment programs, both in correctional institutions and in the community.

In any event, the problem of the



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public drunk and the alcoholic offender in rural Alaska cannot be expected to be eliminated within the foreseeable future. The influences which bring about the use of alcohol are pervasive and long-standing and curing alcoholism is extremely difficult. For the corrections system, the primary issue at the moment is the management of the problem, not its solution. In the long run, however, the State Office of Alcoholism should be supported in its efforts at prevention of alcohol abuse, as well as in its attempts to cure it.

#### Local Involvement

The issue of local involvement or participation in the criminal justice process is a sensitive and complex one. The CJPAA's 1976 publication, "Public Opinions about Crime and Criminal Justice in Alaska," reveals a wide range of attitudes toward the system, both between communities and within the same community. Interviews with local officials and citizens also indicate a broad range of opinion. In the area of corrections, some persons want the local community to have total control over what is done with its own offenders, including keeping all of them in the community. Other persons want offenders removed from their communities, and have little interest in what is done with them otherwise. Of course, there is a range of opinion between these extremes.

Long experience in the United States has shown that if the criminal justice process is to

function effectively, it must have the support of the general public and take its views into consideration. Too often, the police do not receive the cooperation they should have, crimes go unreported, and people do not want to become "involved." All too frequently when the public does take an interest, particularly in the area of corrections, it is to discourage the expenditure of public funds which might be essential to make the system function more effectively. Local control of corrections usually at county and city levels, has generally meant deplorable jail conditions and a dearth of correctional resources and alternatives. Where local jurisdictions have their own correctional system, it has been typically difficult, if not impossible, to maintain or enforce even the most minimal of correctional standards. Local participation in the criminal justice process can thus be a two-edged sword. That interest can be exerted to improve correctional standards, but it can also be deployed to prevent those standards from being actualized.

In rural Alaska, most communities are too small and have too few offenders to warrant the establishment of correctional facilities and programs, except on a partially regionalized basis. This does not, however, rule out local participation and a local role. These can be achieved through the development of a highly cooperative relationship between the state and the communities. Many measures that would accomplish this objective have already been outlined, including allowing

rural communities to enforce their own ordinances with non-criminal sanctions, and the establishment of justice advisory boards for rural areas or regions. Taken together, these measures would give local citizens opportunities for significant roles in the correctional process of their own communities, and a means of providing input in the development of policies and programs in the state system as they affect offenders from rural areas. At the same time, these measures afford a reasonable degree of flexibility and adaptability needed to meet the varying nature of the crime and corrections problems of the rural areas and communities. They may fall short of the ideal of achieving total local self-sufficiency in the management and treatment of offenders, but this ideal cannot be considered achievable in view of the limitations on total regionalization that have previously been reviewed.

# technical services

## TECHNICAL SERVICES

Technical Services are those which are prerequisite to efficient management of the Division of Corrections. They encompass a broad range of functions: staff services (including training and career ladder development), management services (fiscal and personnel), and policy development (planning, research, standard-setting and monitoring). Staff of this Technical Services unit do not serve offenders directly, but rather provide support to the Division's management and direct service staff. They also do not, therefore, have line authority over staff in any of the three operating units defined previously (Adult Community Services, Adult Institutional Services, and Youth Services). Although there are presently staff who perform Technical Services functions for the Division, they are not administratively consolidated into a single unit with one Administrator. The coordination which can be achieved through this unification can ensure effective delivery of all of these related technical services. Within the Technical Services unit, there are three related clusters of functions, each of which is discussed in this section of the master plan.

### POLICY DEVELOPMENT AND MANAGEMENT SUPPORT SERVICES

The creation of a centralized policy development unit within the Technical Services section of the Division is an essential step in

creating the capability for rational planning and efficient management of corrections services in Alaska. Closely related to the planning, research and data-gathering functions of policy development staff are the fiscal management and personnel systems of the Division, represented as Management Services on the proposed organizational chart.

### Policy Development

In order to successfully implement planning for a large and complex system, the data gathering, evaluation and planning functions must be consolidated within a unit with the mandate and authority to do so. This unit should be responsible for eliciting, reviewing, integrating and aligning the goals and objectives of the service-providing sections of the Division. Therefore, the unit should occupy a place in the organizational hierarchy that is commensurate with the central importance of such activities to the Division.

The availability of accurate and up-to-date information is essential both to long-range planning and to day-to-day management of the Division. In developing the initial master planning data base, the Division initiated the development of a corrections information system. Working with limited staff and funding, the Division has assembled an impressive data bank and processing capabilities. However, the Division has yet to realize the full potential of

modern corrections information systems. Such systems can be extremely versatile management tools, containing not only offender profile data, but also personnel information and records and budget and inventory information. Since the DHSS Administrative Services section already provides computerized personnel and budget information, it is logical that the Division's own data system should be focused on offender profiles, not just of inmates but also of probationers and parolees.

An effective corrections information system should be able to provide at least the following three types of reports\*:

1. Point-in-time net results: the system should be able to deliver a routine analysis of program status at any point in time, "freezing" the data both on a regular basis and for emergency situations.
2. Period-in-time reports: these provide statements of flow and change over a specified period of time; the focus is thus on actions or events, such as the admissions of a new inmate, changes in classification, time left to serve and release date. Aggregated, this type of data provides an accounting of movements or changes in the system over time.
3. Automatic notifications: "warning reports", including automatic reports of inmate assignments exceeding rated capacities, reports of unusual or unplanned movements within the system, reports of non-

compliance with established decision-making criteria, and reports of excessive time spent in processing an individual. Standards and criteria must be established judiciously, so as to avoid being deluged by automatic notifications, but use of such a mechanism can enable administrators to deal with potentially troublesome situations before they become crises.

Simplified and uniform coding formats, based on the identified needs of the corrections system, should be developed. With community services staff assuming a broad range of offender assessment responsibilities, offender profile data should be collected and computerized as early as possible upon entry into the corrections system. It is important that data on probationers and parolees be included in the system. It should be emphasized that an information system which replaces manual operations without providing for verification and editing of data is a dubious asset to administration. Correctional data collection can be especially vulnerable to misinformation or misinterpretation; therefore, full advantage should be taken of the verification capabilities of computer operations. Unauthorized access to corrections data banks should be prevented; however, the Division's

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\* Harland Hill, Correctionetics, American Justice Institute, Sacramento, 1972.

information systems staff should work closely with data systems staff of the DHSS so that both groups may benefit from each other's experience.

In order to adequately staff the Policy Development unit, there should be, at a minimum, a unit head and a staff of two researcher-planners. At present, only two central office positions are dedicated to this function. As the scope of community corrections services grows, and corrections workloads expand, the need for a second researcher-planner ("Systems analyst II") will become more critical.

Beyond the planning, research and data systems functions, the inspection of correctional facilities is another Policy Development function. Using standards set by the Division and the DHSS, inspections should assess both the physical facility and the programs which are offered within it, and should ensure that the facility is adequately fulfilling its intended purpose. Not all Alaskan facilities can be expected to meet the same standards, but all corrections facilities, including contract and local jails throughout the state, should be subject to at least two annual on-site examinations, one announced and the other unscheduled. Inspection should provide a means of offering specialized consultancy from the Division to any corrections facility in need of physical or programmatic improvement to fulfill its role in the system. From this perspective, the rationale for including inspection services with other specialized staff who function

as evaluators and consultants (the planning and research staff) becomes quite clear. A further justification can be found in the need to separate organizationally the inspection function from those who are to be subject to inspection, the institutions, thus providing a greater degree of objectivity. At least one full-time inspector will be needed to implement this new function within the Division.

#### Management Services

The management support services included within the proposed Management Services unit are fiscal and budget personnel, and clerical support services. Staff currently assigned to these responsibilities within the Division are an Administrative Officer III and an Administrative Assistant II, along with clerical support staff. Effective management of the Division will require the addition of an accountant to this management support staff, particularly as a construction program is implemented, as the agency operations budget expands to provide for increased workloads, and as new programs, particularly prison industries, are developed. In the section on prison industries, the need for at least one accountant to focus on industry budgets is documented. Any new accountant in Management Services should therefore be assigned to work closely with the Prison Industries Coordinator to ensure that prison industries have access to professional financial management. It may not be feasible for this Management Services accountant to work exclusively for prison industries; ideally, the Prison Industries

Coordinator should have another accountant totally under his or her authority, but this may not be feasible under current budget constraints.

The fiscal management staff of the Division should work closely with the planner-researchers of Policy Development to ensure that anticipated policy and work changes are accommodated in the budgeting process. Funding and budget requests should be tied to evaluation of performance, so that cost-effectiveness can be maximized.

Similarly, personnel management is closely related to staff development and training, and should be closely coordinated. Career ladder issues in particular affect personnel management within the Division. All of the administrative support services placed within the Technical Services unit are thus seen as being very closely related functions.

#### STAFF SERVICES

Although management style and structure are basic to the achievement of correctional goals, maintenance of adequate quality and quantity of staff at all levels of the organization is also essential. In order to attain this objective, corrections staff must receive adequate training for their positions, and they must be encouraged through appropriate career ladders and salary incentives to maintain a professional involvement with the corrections field. In this section, both staff training and career ladders

are discussed. As part of the planning process, a survey of corrections staff was conducted by Moyer Associates and the Division of Corrections; results of this survey are summarized as a preface to outlining and evaluating the issues and options which have evolved with regard to training and career ladders.

#### Staff Profile

The survey, designed by Moyer Associates, was distributed to all Division staff, excluding clerical and maintenance workers. Of the approximately 400 professional staff, 250 returned the anonymous questionnaires to Moyer Associates' offices. The respondents were distributed across the Division's institutions and field offices as follows:

	#	%
Central Office, Juneau	13	5
Probation/parole offices	51	21
Anchorage CC	21	8
Anchorage Annex	-	-
Eagle River CC	29	12
Palmer CC	15	6
Ridgeview CC	16	6
Fairbanks CC	12	5
Juneau CC	12	5
Ketchikan CC	13	5
Nome CC	6	2
McLaughlin Youth Cntr	62	25
	250	100%

The survey was distributed during August, 1978; no responses were received from staff of the Anchorage Annex, so that the 250 received actually surpassed a 70 percent response rate from the remainder of the Division's staff. Although the MYC staff may be slightly over-represented,

responses were received in representative proportions from the remainder of the DOC's offices and institutions.

Further indication of the sample's representativeness is the distribution across position types, represented below in ascending order of frequency (as reported by staff members).

	Number	Percent
Administrative staff, juvenile institution	4	2
Training staff	7	3
Security staff, juvenile institution	10	4
Central administrative staff	11	4
Administrative staff, adult institutions	17	7
Probation/parole staff	53	21
Institutional program staff*	63	25
Security staff, adult institutions	83	34
	250	100%

\* The vast majority of these were staff of McLaughlin Youth Center.

#### Demographic Characteristics

All of the respondents had at a minimum completed high school, and a distinct majority had at least completed some college-level courses.

Educational Level	Number	Percent
High school diploma	34	14
Some college	92	37
Bachelor's degree	47	19
Some graduate or professional school	58	23
Graduate or professional degree	17	7
	248	100%



Of the respondents, 27 percent were female. Although 65 percent of these female staff report having at least a Bachelor's degree (as compared to only 42 percent of males, a difference significant at  $p = .01$ ), and even though nearly equivalent proportions of male and

female staff report having more than three years of work experience with the Alaskan DOC (14 and 13 percent, respectively), all of the central administrative staff responding to the survey were male. In terms of staff positions, the following summarizes the proportion of female respondents holding each type of position:

Position	Percent of Total Female Staff	Percent Which Comprise in each Position	Number of Females
Central administration	-	-	-
Juvenile institution administration	-	-	-
Adult institution administration	2	6%	1
Training	2	14%	1
Juvenile institution security	3	20%	2
Institution program	27	27%	17
Probation/parole	31	41%	20
Adult institution security	35	27%	22
TOTAL STAFF	100%	27%	64

In fact, the great majority (76 percent) of female respondents were located at Ridgeview CC, McLaughlin Youth Center, or in

the probation and parole field offices ( $p = .001$ ).

The ethnic background of staff is represented in the following table:

	Number	Percent
Caucasian	202	84
Black	17	7
Other	10	4
Indian	8	3
Eskimo	4	2
	241	100

As has been noted by others, this ethnic distribution does not parallel that of the Alaska's offenders, who are much more likely than the staff to be either Native Alaskan or Black, especially if incarcerated. However, this is reflected in the distribution of the rela-

tively few Native Alaskan staff across position types; nearly 60 percent of all Native Alaskan employees responding to the survey were employed as adult institution security staff. In terms of educational background, a significantly higher ( $p = .05$ ) proportion of Caucasians (52 percent)

than either Native Alaskans (17 percent) or Blacks (35 percent) had at least a Bachelor's degree. All of the central administrative

staff responding were Caucasian.

Corrections staff reported the following age distribution:

Age	Number	Percent
21-25	33	14
26-30	70	29
31-40	71	30
41-50	45	19
51-60	17	7
Over 60	3	1
	239	100%

As might be expected, age is directly and significantly associated ( $p = .001$ ) with length of time employed by the Alaska Division of Corrections: the older the staff member, the longer has been his or her association with the Division.

The following table summarizes, by age group, the proportions of respondents who: 1) have at least a Bachelor's degree; 2) consider their chances of promotion to be good or very good; and, 3) who feel that their co-workers are either satisfied or very satisfied with their jobs.

Age	Bachelor's Degree	Good/Very Good Promotion Chances	Co-Workers Satisfied With Job
21-25	42%	62%	73%
26-30	50%	55%	59%
31-40	56%	40%	50%
41-50	40%	50%	60%
51-60	64%	47%	77%
Over 60	33%	33%	67%

The group from 31 to 40 years of age, which makes up the largest proportion of staff, thus has a relatively higher proportion of well-educated persons the majority of whom feel that their chances of promotion within the Division are not good, and fully half of whom feel that their co-workers are dissatisfied or very dissatisfied with their jobs. Therefore, it is not surprising

that a larger proportion among this age group is considering leaving the Division of Corrections:

Age	Percent Considering Leaving
21-25	31%
26-30	34%
31-40	44%
41-50	27%
51-60	29%
Over 60	67%

It is unfortunate that a larger proportion of staff in this productive age range as compared to others appear to be dissatisfied with their choice of a career in corrections.

#### Education and Training

About 15 percent of respondents reported that they were currently enrolled in school. Eighty percent of those reported that the subject matter of the class was job-related and/or that they were taking the class to aid in getting a promotion or changing jobs within the Division.

The proportion of respondents reporting various amounts of formal education or training in each of seven job-related areas is summarized below (see next page).

Staff were asked to evaluate whether the preservice and/or on-the-job training they received in 22 specific areas related to corrections prepared them well, adequately, inadequately or poorly for their present positions. If they had not received training in an area, or did not consider it necessary for their present position, staff could so indicate, and thus not evaluate the training in that area. Following (see page ) are the results of this evaluation; the subject areas are listed in descending order of the relative proportions of staff who reported receiving no training in the area. The second column summarizes the percent of staff who said training in the area was not needed for their present position. The third column

contains the percentages of those receiving needed training in the areas who found that the training prepared them either inadequately or poorly for their present position. The final column is the remainder of those receiving training who felt that their training prepared them adequately or well.

In general, it appears that in those areas where the largest proportion of the staff received training, the highest levels of satisfaction with the training were reported (see the last five subject areas listed). However, in other areas where fewer staff reported receiving training, a higher proportion of those who did receive training evaluated it as inadequate or poor in preparing them for their present position. There are also several subject areas, knowledge of which most staff apparently felt were necessary to their work (see low percentages in second column), but in which a high proportion of staff reported receiving no training. These areas include public relations, crisis intervention and management, human relations, counseling and communication skills; in nearly all of these areas, over one-third of those who did receive training reported it to be inadequate or poor. It must be noted that the question on the survey did not refer only to Division-sponsored training, so this should not be viewed as solely a critique of the Division's training of staff, but rather as a needs assessment by staff outlining areas in which they feel need more adequate training to function in their present positions.

	<u>Adminis- tration</u>	<u>Institu- tional Security</u>	<u>Law Enforce- ment</u>	<u>Proba- tion/ Parole Casework</u>	<u>Coun- sel- ing</u>	<u>Teaching</u>	<u>Research/ Planning</u>
None	52%	33%	58%	59%	26%	56%	56%
Less than 6 months	20%	42%	17%	18%	17%	12%	20%
6-11 months	7%	10%	4%	6%	9%	5%	6%
1-2 years	5%	3%	6%	6%	12%	8%	8%
More than 2 years	16%	12%	15%	11%	36%	29%	10%

Respondents also reported the amount of work experience they had had in each of these areas:

None	45%	16%	66%	62%	23%	56%	61%
Less than 6 months	11%	9%	7%	7%	7%	15%	11%
6-11 months	4%	9%	2%	3%	8%	5%	8%
1-2 years	10%	16%	4%	7%	12%	10%	6%
More than 2 years	30%	50%	21%	21%	50%	14%	14%

Just 30 percent of respondents received pre-service training prior to taking their current position, but fully 88 percent reported having some on-the-job training for their present position. Among those groups, about twelve percent of those with preservice training said that it was not at all useful, while only three percent said their on-the-job training was not at all useful.

Subject Area	No Training	Training Not Needed	Training Inadequate or Poor	Training Adequate or Good
Research and/or Planning	43	14	58	62
Investigative techniques	41	12	50	50
Supervision of volunteers	38	18	27	73
Public relations	37	3	34	66
Riot control	37	15	47	53
Crisis intervention	34	3	49	51
Human relations	33	2	35	65
First aid	32	5	26	74
Counseling	31	2	36	64
Firearms	30	30	27	73
Organizational management skills	30	9	34	66
Self defense	29	5	48	52
Administrative report writing	26	7	28	72
Interpersonal communications skills	26	1	29	71
Offender assessment and classification	25	9	27	73
Legal rights of inmates	25	5	40	60
Transportation and movement of inmates outside institutions	22	8	28	72
Disciplinary procedures for offenders	19	9	18	82
Search and seizure of contraband	18	2	18	82
Supervision of others	14	2	15	85
Division policies and procedures	13	1	23	77
Institutional security	12	6	18	82

In fact, the Division has recently acted to begin to increase the amount of training offered in some of these areas, most notably in communications and institutional organization. Thus, findings of the survey and recommendations offered later should be seen as reinforcing trends already apparent within the Division.

#### Staff Morale

The final type of questions included on the survey are indications of the attitude of staff toward their jobs and the Division. Some of the results have previously been summarized, but they are here discussed in greater detail.

Staff were asked how often they participated in decision-making which affected their jobs:

	#	%
Never	23	9
Seldom	74	30
Often	79	32
Very Often	72	29
	248	100%

They were also asked what they felt their chances for promotion were:

	#	%
Very poor	62	25
Poor	62	25
Good	80	33
Very Good	41	17

Another question asked respondents to estimate how satisfied their co-workers were with their jobs.

	#	%
Very dissatisfied	18	7
Dissatisfied	81	33
Satisfied	141	58
Very satisfied	6	2
		60

A final attitudinal question asked whether the staff members were considering leaving the Division of Corrections.

Yes	#88	36%
No	#154	64%

Other less direct, behavioral indicators of the staff members' morale and commitment to their work were also included on the survey, but results must be cautiously interpreted due to the highly skewed nature of some of the response distributions. One behavioral indicator of morale often used is absenteeism. Only three percent of respondents reported that they were absent more than once in an average month due to illness.

The attitudinal indicators of staff morale show associations which might be expected. The crosstabulation of promotion chances with job satisfaction (of co-workers) estimates shows the following pattern, significant at  $p = .001$ . In the table (on the following page), the upper figure in each cell is the number of staff, and the lower figure is the percent this number is of the total number of respondents.

### Job Satisfaction

<u>Promotion Chances</u>	<u>Very Dissatisfied</u>	<u>Dissatisfied</u>	<u>Satisfied</u>	<u>Very Satisfied</u>
Very Poor	6 2%	25 10%	28 12%	-
Poor	5 2%	29 12%	26 11%	2 1%
Good	2 1%	20 8%	56 23%	1 1%
Very Good	5 2%	5 2%	28 12%	3 1%

Total N=241

Thus, a total of 26 percent of respondents both felt their promotion chances were poor (at best) and think their co-workers are relatively dissatisfied with their jobs, while 37 percent thought their chances of promotion are at least good and that their co-workers are relatively satisfied.

One factor which may contribute to perceived dissatisfaction is the level of employee participation in decisions affecting their work.

Numbers in the table should be read as in the one immediately preceding.

<u>Frequency of Decision-making Participation</u>	<u>Very Dissatisfied</u>	<u>Dissatisfied</u>	<u>Satisfied</u>	<u>Very Satisfied</u>
Never	3 1%	12 5%	8 3%	-
Seldom	5 2%	36 15%	31 13%	1 1%
Often	3 1%	19 8%	55 23%	2 1%
Very Often	7 3%	14 6%	45 18%	3 1%

Total N=244

Thus, only 16 percent of respondents who never or seldom participated in such decisions through their co-workers are relatively satisfied, while 43 percent of those who often or very often participate in decisions affecting their work also feel their co-workers to be satisfied (or very satisfied) with their jobs. This association is significant at  $p = .01$ .

Finally, of course, the majority of staff who are considering leaving the Division also feel their co-workers are dissatisfied (63 percent), while most of those who aren't considering leaving also feel that their co-workers are relatively satisfied (74 percent).

In a December, 1978 memorandum to the DHSS Commissioner, the Division of Corrections reports that the staff termination rate of the Correctional Officer series has decreased about 17 percent in the past two years, from 33 to 16 percent. Since staff turnover rates are often used as an indicator of organizational morale, this decrease in terminations, if maintained over a period of several years, logically would seem to indicate a gradual improvement in staff morale. This improvement can in turn be traced to the Division's efforts to:

1. Provide more and better staff training.
2. Provide more detailed policies, procedures and performance standards for staff.
3. Enhance upward mobility opportunities for qualified staff.

4. Improve working conditions through;

- a. Limiting staff workloads (providing adequate numbers of staff to perform necessary functions).
- b. Lowering the level of personal risk to which individual staff are exposed.

Achievement of the first and third objectives are discussed further in this section. The other objectives are addressed throughout the plan as policies, procedures, workloads, programs and facilities are discussed. All recommendations are consistent with the Division's own stated goals, and with actions taken to date to implement them.

### Staff Training

A vigorous training program--pre-service, in-service, and on-the-job--has long been recognized within the field as a hallmark of a professional corrections organization and as essential to efficient, and effective administration. However, correctional agencies have traditionally been granted low priority within state government budgets. Thus, few corrections systems receive sufficient funds to provide even for basic services and needs, with the result that personnel training programs are all too often regarded as an unaffordable luxury, left unfunded or given

\* Adapted in large part from the aforementioned memorandum.



only token funding. Alaska has in the past been no exception; in recent years, as much as 50 percent of the funding available for corrections staff training has been in the form of grants rather than state budget appropriations.

However, in recent years much interest has been focused on the need for training of corrections staff, particularly institutional corrections officers. The Grant Jury appointed to investigate the Division of Corrections in 1975 noted:

"We found a high school diploma or its equivalent and four years of paid work experience to be the only requirements to qualify as a correctional officer. Present training, after hiring, is minimal or non-existent. Because Alaska statutes do not designate correctional officers as a "peace officer" they are not trained in the use of weapons, or allowed to carry weapons on duty. There is no self-defense training. Distinctive uniforms are not issued in some institutions. Institutional manual procedures are being bent or ignored.

"One of the most hazardous duties of a correctional officer is the transportation of prisoners. At present, this is being performed too often by inexperienced officers. Many violate manual procedures by not transporting prisoners under restraint. Too often only one officer is assigned to transport several prisoners. The lack of proper training and violations of

manual procedures are resulting in escapes and opportunities for escape."

In November 1975, a technical assistance team from the American Justice Institute, Sacramento, California, funded by the Law Enforcement Assistance Administration, made a number of recommendations to the Governor's Task Force on Corrections affecting the classification of prisoners, security, and the training of correctional staff. The team urged that "Division-wide training and staff development be placed in high priority," including the assignment of a training officer to Divisional headquarters and one to each institution, an 80-hour orientation course for each new employee, and 24 hours of training per year for all personnel.

The Governor's Task Force then recommended that the Division of Corrections:

"....establish a new training program for its officers utilizing the State Trooper's Academy in Sitka. The training program at the Academy should be at least two weeks in duration and should thoroughly instruct the Correctional Officer in safety measures which are necessary in the performance of their duties."

In 1976 the Governor's Commission on the Administration of Justice formulated standards and goals for the state's criminal justice system. In the area of correctional personnel training the Commission stated:

"By 1977, a training staff, which would function as a training team,

should be created in the Division of Corrections including a Chief of Training position and four training officers. The majority of the staff should be stationed in one location, preferably in Anchorage due to the availability of resources. Each of the four training officers should develop curriculum for a specialty area such as counseling, security, or hardware training.

A member of the training staff should initially be stationed in Sitka to work on curriculum development at the Academy, act as liaison with the State Troopers, and be available to provide information for police officers training at the academy.

By 1977, the Division of Corrections should establish a training program utilizing the Trooper's Academy in Sitka, the Criminal Justice Center, and other state-wide educational resources, and should provide a minimum of 80 hours of training for each new correctional employee and a minimum of 40 hours of training per employee per year thereafter. The Division of Corrections should establish sufficient relief positions to enable employees to be away from their jobs to participate in these training courses."

According to the 1978 Criminal Justice Plan developed by the Governor's Commission on the Administration of Justice, the Division of Corrections has under consideration a staff development policy with these objectives:

1. Within the first 60 working days of employment, each employee will successfully complete 50 hours of systematic field in-service orientation training.
2. All new employees at the recruit level will attend an appropriate training academy for their job classification where they will receive a minimum of 240 hours of concentrated training in the policies, procedures, theories and hardware techniques necessary in their career field. Successful completion of this academy will be a requirement for continued employment.
3. New employees above the recruit level will, within the first year of employment, be required to attend a formal training program appropriate to their position and career field for a minimum of 40 hours training in the policies, procedures, theories, and hardware techniques necessary in their career field. Successful completion of this training will be a requirement for continued employment.
4. All top and middle managers will receive a minimum of 40 hours of executive development training every two years, including management techniques, correctional theories and practices, criminal justice interface, and professional/technical training.
5. All permanent staff members will receive a minimum of 40 hours

per year of field in-service training relevant to their career fields.

6. A program of discretionary training will be established to sponsor individual staff members for specialized training.

The second objective was implemented with the opening of the corrections academy at Sitka on April 5, 1976, and so far over 90% of the correctional officers of the Division have received this training. A three-week course for probation officers at the academy has also been developed, and two classes have been held. In the past, classes for probation officers have been postponed for lack of funds.

A preliminary proposal to provide for the in-service training of correctional officers is currently under study by the Division. Further action to carry out the entire six-point policy will depend, presumably, on the availability of funds and the orderly phasing-in of the proposal's components. Additional positions for the Division will also be required, as the Governor's Commission on the Administration of Justice has pointed out, to relieve employees in order that they might participate in training.

#### National Standards

In August 1977 the Commission on Accreditation for Corrections of the American Correctional Association, issued a Manual of Standards for Adult Correctional Institutions. Under the section on Training and Staff Development, the most pertinent standards are as follows:

4090. Written policy and procedure provide that all new employees receive 40 hours of orientation prior to job assignment and an additional 40 hours of training during the first year of employment; provisions acknowledge and give credit for prior training received.

4091. Written policy and procedure provide that all employees continue to receive a minimum of 40 hours of training each year after the first year.

4092. Written policy and procedure provide that all employees who work in direct and continuing contact with inmates receive 80 additional hours of training in their first year of employment and 40 additional hours each year thereafter. This training covers, at a minimum, security procedures; supervision of inmates; report writing; inmate rules and regulations; rights and responsibilities of inmates; fire and emergency procedures; first aid; communications skills; special needs of minorities, women and ex-offenders; and problem-solving and guidance.

4097. All personnel authorized to use firearms are trained in weaponry on a continuing, in-service basis, and are required to qualify annually.

4098. All security and custodial personnel are trained in approved methods of using physical force to control inmates where necessary.

4103. The budget includes funds for reimbursing staff for additional time spent in training, or for replacement personnel when training occurs on the job.

4104. The training and staff development program uses the resources of other public and private agencies, private industry, colleges and libraries.

Other standards cover such matters as the supervision of training programs, the qualifications of trainers, training of administrative and managerial staff, institutional advisory training committees, specialized training for personnel who work with inmates in disciplinary detention and administrative segregation and with special needs inmates, the further education of employees, library and reference services, and space and equipment for training, and the annual evaluation of all training programs.

The ACA's Manual of Standards for Adult Probation and Parole Field Services also suggests training guidelines for community corrections staff. The standards quoted here are not prescriptive, permitting the high degree of flexibility necessary in designing training for staff who are usually highly educated prior to being employed in the corrections field.

3065. Written policy and procedure require an initial orientation for all new employees immediately upon reporting for work.

3066. All staff members receive a minimum of 40 hours of relevant training and education annually.

3067. In-service education and training programs are planned and

developed jointly by the agency and appropriate city, county, state and federal agencies, colleges, and universities, and community organizations.

3068. Written policy and procedure encourage and provide for employees to continue their education and training.

3069. The agency provides administrative leave for employees attending professional meetings, seminars and similar work-related activities, and reimburses employees for expenses connected with these activities.

#### Staff Training Issues

In considering the future of corrections staff training, several issues must be resolved. Given that the Division, in order to comply with both state guidelines and nationally recognized standards, must eventually provide a full continuum of orientation, in-service and on-the-job training to its employees, there are many questions concerning the most appropriate type of training for each staff member. The content of training needed varies with the level of education of the staff member, the amount of work experience he or she has had in the corrections field, and the type of responsibilities his or her job entails.

Two issues closely related to the character of training offered are the location of the state-wide training academy, and the residential vs. non-residential approach to corrections staff

training. The future role of the academy in providing both in-service and orientation training to all levels of corrections staff must be carefully considered in resolving these issues.

Attaining an appropriate balance between use of in-house correc-

#### Training Content:

Since it has been perceived that correctional officers were most urgently in need of training, the Academy curriculum has been most highly developed in the area of correctional officer training. A detailed syllabus has been developed which totals 223.5

Divisional procedures	106.0 hours
Emergency treatment trauma	35.5 hours
Criminal law	14.0 hours
Physical fitness	24.5 hours
Self-defense	12.0 hours
Correctional officers' basic field procedures	25.0 hours
Human relations	6.5 hours

The Division has recently expanded this core curriculum to include additional hours of training in human relations, interpersonal communications, philosophy and goals of corrections, the criminal justice system, and drugs and the institution.\*

During the time they are at the Academy, trainees are provided with a distinctive uniform. On Monday mornings a physical inspection is made of academy areas, trainee rooms, personal grooming, and the uniform and shoes worn by trainees. Trainees are responsible

tions training staff and tapping outside training resources must also be considered. Maximal use of such external resources can help to stretch the limited corrections training budget.

hours over the six-week period of each correctional officer class, which usually numbers between 20 and 25 trainees. In most of the training sessions already conducted, the time has been allocated as follows:

for the housekeeping of academy areas and personal rooms.

With the Academy, the Division of Corrections has obviously made a thorough and ambitious effort to implement the basic and orientation training of correctional officers.

\* This action was in part a response to technical assistance given in May 1978 through the National Institute of Corrections.

In many respects the academy meets or exceeds recognized standards for this training. This achievement can be built upon to obtain maximum benefits to the Division, the state of Alaska, and correctional personnel.

The existing curriculum provides new officers with much of the basic knowledge needed to perform their duties. Its primary emphasis is on security, self-defense techniques, firearms training, the use of various reporting forms, and rules and regulations. It has until quite recently been seriously deficient in the other kinds of knowledge that personnel will need in beginning a new career in a very difficult field in which they will deal with complex problems of human behavior.

The need for training in such areas of self defense and firearms is unquestionable; it is a long recognized responsibility for corrections agencies to provide such training. However, most officers will spend their entire careers in corrections without having a physical encounter with an inmate and without having to fire a shot. On the other hand, they will be dealing with a wide variety of human personalities on a daily basis. They thus should be given extensive instruction in understanding interpersonal relationships, in communication skills, and in the problems of offenders. Equally important, having chosen corrections as a career field, they should be taught about its history and development, the various theories that have been presented to account for criminal

behavior, and the kinds of methods and programs that have been essayed over the years in attempting to rehabilitate persons convicted of crime. These issues should not be outweighed by security-oriented instruction in the curriculum. An unbalanced focusing on security issues may unintentionally convey the implicit message that institutional security is much more important than inmate rehabilitation. In fact, institutional security can also be greatly enhanced if the line staff are adept at interpersonal communications with inmates, which is often regarded as solely a "treatment" skill.

The orientation curriculum can be streamlined so as to provide increased instruction in human relations skills without reducing the level of essential security training. There are several aspects of the current Academy-based curriculum which could easily be deferred until an individual's job assignment renders specialized on-the-job training appropriate. These include methods of computing good time for offenders; filling out statistical reports, client billing forms and financial ledgers; and use of the Alaska Judicial Information System. By the elimination of subjects for which there is no immediate need, or which might be taught more profitably at another time by other methods, more time can be made available for teaching new officers material which will give them insights into the people with whom they will be dealing and into the history, theories and goals of the field of work they have chosen as a career.

The Division is to be commended on its recognition of the need to add such topics to its orientation training syllabus for correctional officers. Hopefully, this shift in emphasis toward a more balanced training in essential security and program methods foreshadows a renewal of interest in offender reformation and reintegration.

Basic training for probation and parole officers is also conducted at the Academy, although to date only two classes have been held,

which were comprised primarily of staff who have been with the Division for some years. Some planned classes have had to be postponed due to lack of funds. In addition, because of the limited numbers of probation and parole staff and their distribution around the state, it is much more difficult to provide relief personnel for them when they are absent from their duties in order to undertake training.

The probation and parole officers' course is three weeks in duration. The syllabus includes a total of 113 instructional hours made up as follows:

Divisional procedures	26 hours
Criminal law	19 hours
Cross-cultural awareness	6½ hours
Counseling programs	30 hours
Probation officers basic field procedures	16 hours
Physical fitness and defense tactics	15½ hours

Although the curriculum for probation and parole staff focuses much more (proportionately) on the human relations aspects of their job responsibilities, some concern has been expressed regarding the content and appropriateness of this training package. Some experienced officers felt that they were already fully qualified in such subject matter as that covered by Divisional procedures and criminal law. Others felt that it was inappropriate to give physical fitness and self-defense training to personnel who had been sedentary for many years. Still others felt that the curriculum, with its emphasis on security, was inappropriate to the treatment aspects of the probation/

parole officer's role.

A further concern is the pragmatic value and feasibility of providing such Academy training for new community corrections staff. Inasmuch as there are relatively few probation/parole staff statewide (as compared to institutional staff), it is likely that there would be too few new staff entering at any one time to make periodic, regularly scheduled classes economically or practicably feasible. It is not advisable to postpone initial in-service training until a sufficient number of new employees have accumulated, since their training should begin with their entry on duty. A further

consideration is the fact that presumably the new community corrections staff member, in order to qualify for employment in this specialized position, already has a background of education and training in preparation for this career field which is seldom the case with new correctional officers.

Therefore, for probation officers, it would appear more practical to develop an on-the-job or in-service training program which would commence upon entry on duty, this training to be supplemented by a number of annual or semi-annual seminars or refresher courses for groups of officers. These seminars and refresher courses should be set forth in an annual training plan based upon training needs as perceived by central office officials, probation supervisors, and probation officers themselves.

In fact, the probation and parole manual assigns responsibility to the Regional Administrators for conducting pre-service training for new employees, and on a regular schedule as needed, in-service training for all employees. This training includes: (1) Alaska statutes affecting criminal justice and rules of children's procedure, (2) manual interpretation, (3) State, Department and Division nomenclature orientation, (4) available resources for treatment or placement of offenders, (5) all types of report writing and line staff administrative requirements, (6) Parole Board policy manual, (7) minimum supervision standards, and (8) counseling and therapeutic techniques.

All top and middle managers are to have at least 40 hours a year of executive development training. New staff members are to have at least 40 hours of orientation training during their first six months of employment, and at least 60 additional hours of training during the first year. After the first year, all staff members are to receive at least 40 hours of additional training each year. Responsibility for developing this on-the-job and in-service program is assigned to the Division training supervisor in the central office, while implementation is the duty of the Regional Administrators in conjunction with the Division supervisor. These requirements as they relate to hours and types of training, comply fully with the aforementioned standards of the Accreditation Commission. In actual practice, however, this staff development program for probation and parole staff would appear to require more focusing of resources in order to implement it completely.

The use of on-the-job training for new correctional officers is of course also essential. The Division of Corrections has developed a proposal for the on-the-job training of correctional officers which contains these elements:

1. A staff development officer at the central office to supervise the training program.
2. A training officer (presumably part-time) in each institution to supervise the training program.



3. A field in-service training manual for correctional officer trainees, Parts I and II, for on-the-job training.

a. Part I is to be initiated immediately upon the trainee's entry on duty in the Division and prior to participation in the corrections academy training program.

b. Part II is to be completed following the trainee's participation in the corrections academy course.

4. The use of Field Training Officers to provide on-the-job instruction to trainees in Part I and Part II.

5. Training records.

a. A weekly progress report to be filled out by the field training officer on each trainee.

b. A field training record providing a check list of topics to be explained by the field training officer and to be demonstrated by the trainee at a satisfactory level of knowledge.

c. A final trainee evaluation report to be filled out by the field training officer for entire period of trainee's assignment to the field training officer.

d. A final evaluation report to be completed by the shift supervisor.

6. The development of a Field Training Officers Instructional Manual.

7. Each trainee is to be credited with 20 hours of certified training upon satisfactory completion of Part I, and 30 additional hours upon completion of Part II.

Obviously the Division of Corrections has put much thought and effort into the development of a comprehensive program. However, institutions must continue to function while this training is being done, and there are many practical impediments to the conduct of this type of in-service training as ideally envisioned.

The position of staff development officer at the central office is fully warranted. It should be filled by a person with extended correctional experience who is qualified to plan and supervise system-wide training programs. However, the establishment of institutional training officer positions presents real difficulties in Alaska. Too often, in other systems, institutional training officers are called upon to perform a wide variety of extraneous tasks which conflict with their training duties. The schedules of training officers are normally flexible; therefore, when someone is needed to conduct a tour or to run an errand, the training officer is likely to be called upon. When training is only a part-time assignment, this practice can be aggravated. None of the existing Alaska institutions is large enough to warrant a full-time training officer. A solution could be the assignment of field training staff on a regional rather than an institutional basis; at current

staffing levels, two trainers would suffice for the South Central region, and one in each of the other two areas of the state would complete the field training staff complement. In this way, the difficulties associated with part-time status could be avoided, and the responsibilities of field trainers expanded to all classes of correctional employees (not just correctional officers).

As conceived in the Division's proposal, on-the-job training for new correctional officers is extremely comprehensive and structured. This could prove quite frustrating to field training officers and trainees alike, and may be unnecessary to ensure quality of training. There is also room for a great deal of subjectivity within the structured requirements, particularly in the weekly progress reports. Items on which trainees are to be rated by training officers as needing improvement or acceptable include:

- works toward a common end with others
- supports superiors
- contributes to good morale
- self-confidence
- common sense
- is consistent in temperament

Items such as these are extremely difficult to rate with any reasonable degree of objectivity or fairness. In the interaction of personalities a rating scheme of this kind presents much potential for unfounded judgements, and even abuse. Trainees can, however, appeal evaluations by training staff if they disagree.

It is essential that the trainee be assigned to the correctional academy as early as possible after his or her recruitment, preferably at the outset of his or her employment. Understandably, the Division has been using the Academy to catch up on training needs, with the result that officers with many months or years of work experience have been sent to the Academy for training. This backlog of basic training should shortly be completed, and thereafter it should be possible to have classes made up exclusively of new officers who are sent to the academy as soon as possible after they have been hired. Hopefully, this academy orientation and instruction will serve, among other objectives, partly to inoculate new officers against picking up unfortunate habits and attitudes to which they may be exposed subsequently.

The formal materials developed so far by the Division for the Academy are really intended for purposes of basic and orientation training for new employees, both correctional officers and probation/parole officers. No formal materials have been developed for the continued in-service training of regular personnel, except for the semi-annual agility and firearms testing of correctional officers. However, selected probation personnel do meet from time to time for in-house seminars and conferences.

The physical agility performance test involves a 100-yard pursuit run, emergency situation victim



drag, handgun stability evaluation, inside takedown, crossover break-away, and door block. The first three are to be completed within the time allotted; the second three must be completed as instructed. If an officer fails any one of these events, he or she has failed the entire performance evaluation. Consequences of failure are loss of eligibility for promotion or merit raises. A second failure leads to remedial training, while a third failure could mean termination from employment. Although it is reasonable to expect correctional officers to maintain good health, the Division's early retirement provisions would presumably ensure that by the time correctional officers can no longer meet the jobs' physical requirements, they will be retired. In this light, the proposed agility performance proposal appears excessive. The agility test should be replaced by semi-annual refresher courses in the various holds and use of firearms. This type of periodic training would be much more acceptable to correctional officer personnel, and in the long run, more productive.

According to American Correctional Association standards, all correctional personnel should have at least 40 hours of training annually; these standards apply to both correctional officers and probation officers. For institutional personnel who work in direct contact with inmates, an additional 40 hours annually are prescribed. In-service training, in the form of

in-house seminars and refresher course as well as outside workshops, conferences and educational programs, is especially appropriate for administrative and management staff.

An annual in-service training plan has been developed by the Division to cover the training of all classes of personnel. However, there is not sufficient funding to ensure its full implementation. In this connection, it should be pointed out that the Academy training for correctional officer trainees exceeds American Correctional Association standards as to the number of hours of training required during the first year. The standards prescribe a total of 160 hours, in contrast to the Academy course total of 240 hours.\*

Reducing the length of the academy orientation course would free some staff time and some funds which could then be applied to in-service training on an annual basis for employees who have completed their first year of employment.

Specialized in-service training programs such as the one recently funded for personnel who operate

\* Of 34 corrections agencies employing 75-149 adult corrections officers each, only 12 percent, or 4 agencies, reported offering them 240 or more hours of entry-level training. For all agencies surveyed (196), the mean duration of such training was 107 hours (The National Manpower Survey of the Criminal Justice System, LEAA, September, 1978).

rural detention and holding facilities should be encouraged whenever staff time and funds permit. This program in particular can help encourage consistent quality of corrections services and compliance with standards across the state. Joint training of corrections personnel and staff of other agencies and programs would also provide much-needed interface between corrections and other human services, especially mental health, drug and alcohol treatment and social services.

University of Alaska, classroom space is not available unless college credit hours are purchased, although the University does offer a large library and audio-visual resources, as well as the Criminal Justice Center faculty and resources, for use by corrections staff.

All of the alternatives to the Sitka location which have been under consideration are located in the Anchorage Bowl area. The advantages of transferring the Corrections Academy to the Anchorage area, as cited by the CJPJ study, include:

1. A wealth of community resources are available for the enrichment of the academy curriculum.
2. Accessibility of Anchorage area correctional facilities and personnel, as well as other DHSS agencies, would offer additional and inexpensive opportunities for in-service training, at little cost.

3. Training staff of the Academy would not be isolated, as they are at Sitka, from the facilities of the Division, and the mainstream of Alaska corrections.
4. There would be less disruption to the personal lives of a majority of the trainees (64% of the corrections personnel potentially eligible for Academy training live and work in the Anchorage area).

Although the present location of the Academy has some advantages, including relatively good physical facilities and the capability to share resources of the State Trooper's Academy, the disadvantages of the Sitka location are reflected in the reasons that relocation to Anchorage is being considered (listed above).

In choosing between the Alaska Pacific University option and the present academy location, cost-effectiveness is a further consideration, beyond those factors already listed above. The single most influential consideration in assessing relative cost-benefits of the two options is whether Academy training must be residential in nature. If it can be conducted on a non-residential basis, then location in the Anchorage area will obviously be less costly in the long run, since the majority of potential trainees already reside in the Anchorage vicinity, so that room, board and transportation costs could be greatly reduced.

Some staff of the Division of Corrections have contended that since informal, intragroup learning and shared communication is a very valuable aspect of staff training, residential training must continue to be the preferred method. They further assert that residential training is essential to building a strong professional group identity that encompasses the entire organization, and that a non-residential approach is incompatible with "an academy program where attendees must spend three to six weeks in intensive skill oriented training that requires periodic evening training and regular study hours." Proceeding, therefore, on the assumption that residential training is essential, the Division conducted a cost comparison between the APU location and Sheldon Jackson College, and concluded that:

1. The annual travel cost differential between the Sitka and Anchorage locations is \$9,125 (Sitka being the more expensive). This is based on conducting four classes averaging 25 attendees each; all 25 would travel to Sitka, while only 10 (40%) would have to travel to Anchorage.
2. The cost for housing and meals for a residential program for 20\* persons for 21 weeks in Sitka would be \$76,440. This was compared to the costs of housing 10 persons for 21 weeks in the Anchorage areas, assuming that they would reside in hotels at \$55 average per diem; this cost would be

\$80,850, or \$4,410 more than the Sitka cost.

3. The operating cost for a totally residential 21-week training program for 30 attendees at APU is estimated at \$124,680 (for room, board, recreation and classroom and office space), while equivalent services at Sheldon Jackson cost \$105,600. Even adding the estimated travel costs, the resulting cost differential is approximately \$10,000 (Sitka being less expensive).

Based primarily on these points, the Division analysis concludes that "there is no cost effectiveness advantage to relocating the Correctional Academy to Alaska Pacific University."

However, the crucial question still appears to be whether residential training is preferable to non-residential. None of the recognized standards even mention it, and few states provide it. In fact, shared dormitory residency is not necessarily vital to creating a strong professional identity; such a Division-wide identity could likely be formed during classroom hours. And it is not clear that residing in one's home rather than in a dormitory would interfere more with attendance at

\* It is not clear why a class size of 25 persons was not used, as it was in calculating travel costs. If this figure is used, then the Sitka cost is \$95,955, or \$14,700 more than total Anchorage per diem costs. This would seem to be a more valid comparison.

evening classes or with study habits. Certainly there can be a great deal of valuable informal, intragroup learning outside of the classroom, but it is questionable that shared dormitory residency is the only means of obtaining it, and, beyond this, whether it is worth the substantial additional cost of totally residential training.

A more thorough cost comparison would thus seem to require an analysis of the relative cost of 1) A residential training program at Sitka; 2) A residential training program at APU; 3) A non-residential training program at APU. In addition, other costs beyond room, board, travel, and space rental should be considered, including staff costs, trainee relief staff costs, relocation equipment needed, and staff relocation costs. The costs associated with relocation would of course be one-time expenditures.

The CJPA cost analysis included such a comparison, based on allowing every staff member to attend one annual training session, and thus on year-round operating costs (as opposed to 21 weeks only). The Division's alternative figures are included here. In addition, updated cost figures for APU room, board, recreation and classroom space, calculated based on a budget prepared for the Division by APU during November, 1978, have been included (the recent APU budget was based on a 21-week residential schedule, so figures were modified to reflect full-year operation).

(see chart on next page)

1. Based on staff of Training Officer I, II, III and Clerk Typist III.
2. Based on one Training session per year for each professional staff member.
3. The figures in the main columns are based on travel days only for eligible institutional staff. The Division's modified figures, under "Alternative Cost", assume that 80% of travel will occur on weekends, when no relief is necessary.
4. Purchase costs for training equipment, weapons, etc. now available at Sitka.
5. Based on each professional employee having two dependents, and maximum state moving allowance.
6. Sitka meal costs recalculated by Division to reflect 21-week operation only; the alternative meal costs for APU residential based on recently estimated \$47,880 cost for 21 weeks converted to 52-week operation.
7. Sitka housing and classroom costs recalculated by Division to reflect 21-week operation only; alternative APU residential costs based on recent estimates of \$57,330 for housing for 21 weeks, \$18,720 for classrooms and offices for 12 months, and \$750 for recreation for 21 weeks.

	<u>Sitka Residential</u>	<u>Alt. Cost</u>	<u>APU Residential</u>	<u>Alt. Cost</u>	<u>APU Non-Residential</u>	<u>Alt. Cost</u>
Staff Salaries <sup>1</sup>	\$113,730		\$109,710		\$109,710	
Trainee Travel <sup>2</sup>	\$ 68,678		\$ 21,940		\$ 21,940	
Trainee Relief Staff Cost <sup>3</sup>	\$ 25,518	\$5,024	\$ 8,151	\$2,120	\$ 8,151	\$2,120
Relocation Equipment Required <sup>4*</sup>			\$ 20,000		\$ 20,000	
Staff Relocation Expense <sup>5*</sup>			\$ 24,104		\$ 24,104	
Meal Cost <sup>6</sup>	\$198,576	\$78,600	\$148,932	\$119,700	\$121,716	
Housing and Classroom Costs <sup>7</sup>	\$ 59,400	\$53,900	\$120,000	\$163,920	\$ 63,750	
Total One Time Costs*			\$ 44,104	\$ 44,104	\$ 44,104	\$44,104
Annual	\$465,902	\$319,932	\$408,733	\$417,390	\$325,267	\$319,236

Thus, it is apparent that although the one-time initial cost of relocating the training academy could be avoided by retaining it at its present location, the annual operating costs of an APU non-residential program are at least equivalent to, if not substantially below, the cost of a residential program at Sitka. Therefore, operating a residential program at Sitka is not less costly than operating a non-residential (for 60% of trainees) program at APU. Taking into account the other programmatic advantages to be obtained by relocating in Anchorage, (see previous discussion) the additional initial relocation expense could be readily justified.

In order to offer a broader scope of training services, it will be necessary to provide the Division with funds to contract for instructional services with a variety of outside specialists. The Division's permanent staff complement cannot and should not be expected to offer specialized training in all areas of corrections management and service delivery; they should focus their efforts on instruction in their areas of expertise, and obtain outside specialists in other areas on contract as needed. This is especially true for in-service training of management and probation and parole staff, as well as youth services staff. Such enrichment of the training curriculum can most readily be accomplished if the Division's training program is located in the Anchorage area.

No matter where training occurs, in order to ensure that it is

effective, sufficient relief staff to allow trainees the opportunity to focus without interruption on their training curriculum should be made available. The problem of lack of relief staff has been particularly critical with probation/parole officers, since each officer is individually responsible for a caseload of clients (unlike correctional officers), and if a crisis occurs involving a client, the probation/parole officer is likely to be called upon to intervene regardless of whether he or she is in training at the time. However, if the mode of probation/parole staff training is shifted, as previously recommended, from a three-week residential orientation training to shorter (e.g., one week or less) in-service, non-residential training sessions this problem is likely to occur less frequently. Management staff training can be accomplished through similar short in-service training sessions. Correctional institutions should have sufficient relief staff to operate without requiring correctional officers in training to supervise inmates.

In summary, relocation of the Division of Corrections' Training Academy from Sitka to the Alaska Pacific University campus has several programmatic advantages, and would not generate higher operating costs if the APU program were operated on a non-residential basis for all but trainees from outside the Anchorage area. Although there would be initial relocation costs, the long-range benefits of such a move are also quite substantial, including closer proximity to the mainstream of Alaska's corrections

services, lessened disruption of trainees' personal lives, and greater access to a range of training resources beyond the Division's own permanent staff complement. Two prerequisites for relocating thus seem to be the Division's willingness to initiate the non-residential approach to corrections training which renders the APU location economically feasible, and the availability of funds to cover relocation expenses.

#### Training Staff:

The Academy is currently staffed by three training officers, who are fully qualified in the institutional security and inmate supervision aspects of the curriculum. In addition, there is a Staff Development and Training Officer at the central office in Juneau. The Academy's permanent staff is often supplemented by a number of outside speakers who are experts in the various subject areas represented in the curriculum. The staff has permanent office space at the Academy.

The composition of the permanent staff, as well qualified as they are, carries an implicit message to the new correctional officers of the Division: that security considerations are all that matter in the performance of their assigned duties. As stated previously, the importance of security is not questioned. However, as with the development of the curriculum, the role of security in the selection of academy staff should not be given such total emphasis as to obscure the fact that it is also important in the

operation of correctional facilities to develop a humane atmosphere and to deliver a variety of services to confined clients. While it is true that most of the state's correctional facilities do not at present offer much in the way of treatment programs, hopefully this will not remain the case. In the development of the needed institutional programs, the support of correctional officer personnel will be essential. The composition of the academy staff therefore should reflect an appropriate balance between the security and programmatic aspects of a correctional officer's work.

The use of contractual arrangements to provide supplemental training staff resources for corrections should be fully funded. Due to the wide variety of training needs, expertise in a broad range of human services, planning and management fields should be available as part of the Division's training resources. This breadth of training can be economically achieved only through contracting with outside individuals or groups on an as-needed basis; it is not feasible for the Division to hire permanent personnel to provide all necessary training. The present training staff are best equipped to provide orientation training in the area of institutional security, use of firearms, self-defense and physical fitness. Although they should also be prepared to train new correctional officers in principles of institutional programs and services for inmates, specialized training in the human services aspects of corrections may best be obtained through contracting with external

training resources.

The participation of personnel from other sectors of the criminal justice system in the corrections training program should be encouraged. Close cooperation with Public Safety personnel has already been achieved, but there is a need for greater involvement of the Parole Board, the judiciary and even the Department of Law, particularly with regard to in-service training for community corrections and management staff. In addition, other sectors of the Department of Health and Social Services can offer valuable perspectives for corrections training; in particular, the Divisions of Mental Health and Social Services and the State Office of Alcoholism and Drug Abuse should be encouraged to continue to participate in the training of corrections employees.

#### Summary of Training Recommendations:

##### 1. Correctional Academy

- a) The Academy should be moved to the campus of Alaska Pacific University preferably by the beginning of fiscal year 1980.
- b) The Academy should be non-residential, except for Division of Corrections employees who are not residents in the Anchorage area.
- c) The Academy should have a permanent instructor staff of three positions, who should be qualified in the area of programs for inmates as well as institutional security.

d) The curriculum of the Academy should give due emphasis to the security requirements of correctional employment, but should also reflect the importance of institutional rehabilitation and community reintegration programs.

e) Trainee correctional officers should be assigned to the Academy for basic training as soon as possible after entry on duty in the Division. The training course should be reduced to 160 hours, as suggested by the ACA Accreditation Commission's standards.

f) The Academy should also be used for in-service training of various classes of employees who have completed their first year of employment. This training would take the form of short-term seminars, conferences, and refresher courses.

g) Basic training courses for trainee correctional officers and in-service training programs conducted at the Academy for permanent employees should make maximum use of other training resources available in the Anchorage area.

##### 2. Annual Training Plan

a) The Division's staff development officer should continue to prepare an annual training plan, in consultation with representatives of the central office, adult institutions and community corrections, and youth services.

b) This plan should include Academy training for new correctional officers, on-the-job training of new probation/parole officers and other classes of specialized



employees, and the in-service training and educational agencies outside the Division, based upon the funds budgeted and appropriated for these purposes.

### 3. Advisory Training Committee

a) Prior to FY 1980, the Division of Corrections should form an advisory training committee composed of representatives of the Division, the academic community, appropriate agencies of state government, and the private sector. The Division has submitted a policy proposal to develop such a committee.

b) Nominations to the committee should be made by the Director of the Division of Corrections to the Commissioner of Health and Social Services, who will have final appointment authority.

c) The committee, on an annual basis, should review the curriculum of the Corrections Academy, on-the-job training programs, and the in-service training program as submitted by the Division of Corrections.

d) The Committee should submit its recommendations and suggestions to the Director of the Division of Corrections, who should report to the Commissioner of Health and Social Services as to the actions he or she may take as to these recommendations and suggestions.

### 4. On-the-job Training

a) Newly employed correctional officers, prior to the availability of spaces in the Academy basic training course, should be assigned to institutional duties under the direction and instruction

of experienced correctional officers. Upon return from the Academy, trainees should similarly be assigned to duties under experienced officers until their on-the-job training has totaled approximately three months. During this time trainees should be rotated through the various institutional posts manned by correctional officers, the length of time on each post to be based upon the relative complexity of the duties. Officers supervising trainees on these posts should prepare an evaluation report on each trainee at the completion of each assignment to a post. The evaluation should be based on an assessment of the trainee's performance of the specific duties of the post. The new Field Training Manual of the Division should accomplish much of this.

b) Newly employed institutional employees in other categories of employment--administrative officers, instructors, counselors, maintenance--should be assigned to on-the-job training under experienced employees in the category for which employed, for periods of time related to the complexity of the duties as may be spelled out in the annual training plan prepared by the Division. If an institution does not have an experienced employee in the position for which the new employee was hired, the new employee should be assigned for an appropriate period of time to an institution which does have an experienced person to provide instruction and training.

c) Newly employed probation/parole officers should be assigned initially to Division offices staffed by two

or more experienced officers, for on-the-job training under the supervision of the office head. The supervisor should insure that the new officer receives instruction and training in the variety of duties which characterize the work of probation officers. For those who will eventually be assigned to bush areas, this period of training in a multi-employee probation office should be supplemented by a further period of training in a bush office with an experienced officer.

### 5. In-Service Training

a. The annual training plan developed by the Division of Corrections should provide for the in-service training of permanent employees, including (1) 40 hours for correctional officers, (2) 40 hours for probation/parole officers, (3) 40 hours for other institutional employees who work in direct contact with inmates, and (4) 40 hours for administrative and managerial staff.

b. The in-service training of permanent correctional officers should include at least semi-annual refresher training in self-defense tactics and the use of firearms.

c. In-service training for all categories of employees should take the form of periodic in-house seminars, conferences and refresher courses, supplemented by participation in seminars, conferences, and education outside the Division for selected employees.

d. The content of in-service training programs will depend on the training needs of the various categories of correctional employees, as assessed annually through consultations of the Staff Development and Training Officer with Division staff and such views of the Advisory Training Committee as may be adopted.

### 6. Legislation and Funding

a. Legislation should be submitted to the state legislature for authority and funds which will enable the Division to hire personnel to cover positions when the incumbents are absent for training purposes. This additional personnel increment should be equal to 10 percent of the Division's authorized personnel spaces.

b. The legislature should appropriate sufficient funds to support all corrections staff training necessary to comply with national standards. Most programs now supported by grant funds (totalling nearly 50% of the current annual corrections training expenditures) should be instated as permanent and essential parts of the state corrections budget. Adequate funds should also be appropriated for contractual training services.

### Corrections Career Ladder

The Division of Corrections has developed a tentative proposal for a corrections career ladder for adult institutional employees. At present most duties and job

functions at the institutions are performed by personnel in two major categories, Correctional Officer I (line) and Correctional Officer II (shift supervisor). The proposal points out:

"There is, however, a wide variety of functions which must be performed in order to operate each institution. In the past, and at present, these functions have been assigned in a rather haphazard, random manner with little thought given requirements, skills, and training needed to perform a particular function. A system of this type tends to confuse its personnel, and offer no incentives for performing more responsible tasks."

The Technical Assistance Team of the American Justice Institute, in its report to the Governor's Task Force on Corrections in November 1975 recommended that the "Division of Corrections set out immediately to review its personnel and organizational structure with the goal of improving its ability for internal staff development." Specifically, the team recommended:

- "1. The development of a middle-management structure. No position exists for line staff to gain the experience and training needed for management level positions within the Division.
2. Correctional Officers' position series should be five steps:
  - C.O. 1 - Line Officer
  - C.O. 2 - Line Officers working critical positions

- C.O. 3 - Shift Supervisors
- C.O. 4 - Administrative Officer
- C.O. 5 - Institution Training Officer
- Assistant Superintendent
- Superintendent

This conforms to the standard corrections format of: Officer, Sergeant, Lieutenant, Captain, Associate Superintendent and Superintendent."

The Governor's Task Force on Corrections, pointing out that under the current system "a person starting out as Correctional Officer Trainee would have virtually no chance of moving through the ranks to the top of the organization," recommended two new additional classifications of Correctional Officer.

The Governor's Commission on the Administration of Justice, in the document, "Standards and Goals for Criminal Justice," in 1976 made these recommendations:

"7.2.2. By 1977, the Division of Corrections should establish permanent positions under paraprofessional job classes structured to provide upward mobility into professional positions.

7.2.3. The Division of Corrections should develop and utilize all available resources in creating a series of career ladders to help attract and retain qualified employees. Some of the resources to be considered are:

- a. Student intern positions, such as work study and University Year for Action;
- b. Comprehensive Employment Training Act;

- c. Anchorage Community College Associate Degree in corrections and other community colleges throughout the State;
- d. Members of correctional volunteer programs;
- e. Native non-profit corporations, NAACP, and other non-profit minority and women's organizations."

The Commission on Accreditation for Corrections, under the sponsorship of the American Correctional Association, does not directly address career ladder issue in its Manual of Standards for Adult Correctional Institutions issued in August 1977. However, these standards in the Personnel section of the Manual are pertinent to the issue:

"4055. Written personnel policies and procedures require the selection, retention and promotion of all personnel on the basis of merit, specified qualifications and competitive examinations.

DISCUSSION: All job qualifications and hiring policies should be examined with the assistance of equal employment specialists from outside the agency. Employment qualifications should be demonstrably related to the skills required to perform the work. Tests should not be culturally based. To permit selection from a larger pool of applications, every effort should be made to remove artificial barriers to employment.

4059. Written policy outlines experience and education substitutes for position qualifications.

DISCUSSION: In cases where a person is highly qualified by reason of experience but does not possess the academic training required by the job description, a substitution of experience should be permitted. The experience must be directly related to the position sought. Similarly, there are cases where education may be substituted for experience.

4076. Heads of departments of the institution are qualified professionals in their fields.

DISCUSSION: The fields of education, theology, recreation, social work, library science, medicine, dentistry and psychology require specific preparation to achieve professional status. Staff working in these fields in the institution should be qualified by such standards.

4077. Where the institution uses paraprofessionals, written policy and procedure establish career lines for their advancement and provide guidelines for staff supervision of paraprofessional personnel.

DISCUSSION: Many tasks can be accomplished by persons not having previous professional training or experience. Institution training programs and adequate supervision can ensure that these tasks are accomplished competently. The use of paraprofessionals conserves resources and allows professional personnel more time to accomplish tasks for which they are best qualified.

4081. Written policy and procedure

specify that the institution does not depend solely upon promotion from within the organization.

DISCUSSION: Any individual with the required education, experience and background should be eligible to enter the institution at the level at which the person is qualified. While the institution's personnel policies should emphasize promotion from within, they also should provide for lateral entry from within and across jurisdictions to obtain the best qualified persons to fill positions."

#### The Division's Proposal

The Division proposes the establishment of a "component organizational staffing system" made up of "self-contained functional units," for the provision of security and treatment functions of an institution. The major components are listed as:

"1. The security force work shift, composed of as many subsections as necessary to adequately supervise the institution.

2. The institutional security component composed of three work shift components and led by a manager for all institutional security programs (Correctional Captain - Security).

3. The treatment component, composed of two subsections, one for education and vocational training, and one for prisoner counselling, led by a manager (Correctional Captain - Treatment) for all institutional programs for prisoner treatment opportunities.

4. The institutional component, composed of each of the three previous subcomponents."

The advantages of this proposal are said to be:

1. This organizational structure standardizes both operational functions and the order of succession to authority. All institutions would have the same basic structure, differing only in the number of assigned staff and the specific types of positions authorized to meet their specific responsibilities. (For example, the 6th Avenue Annex in Anchorage, with no facilities for educational or vocational programs, would have a very limited treatment staff composed only of counselors. On the other hand, Eagle River, with an extensive educational, vocational and therapeutic programs, would have an expanded treatment staff.)

2. The component organizational structure is flexible enough to meet current as well as future needs.

a) A whole subcomponent may be shifted from one institution to another without any major changes in function.

b) Permanent increases in staff can be accomplished through enlarging the authorization for entry level positions (correctional officers), with no need to increase the more highly paid first line supervisory or middle management positions.

c) If a new facility is constructed and a dramatic increase in staffing is necessary, the

management staff from established facilities could be laterally shifted to the new facility.

d) The proposal would also permit the use of three staff members to cover each 24-hour position instead of the 5.2 persons authorized by the Division of Personnel and Labor Relations. (This would be done by the development of a middle management structure under which senior staff members at the next lower level can substitute for senior staff on regular days off, sick leave, or annual leave.)

Charts prepared by the Division reflect: (1) a security force work shift component made up of a correctional lieutenant, two correctional sergeants, four correctional officers and two sergeants at the next lower level, and six correctional officer trainees; (2) an institutional security component made up of three such work shift components and administered by a Correctional Captain for treatment, two correctional treatment officer II's, a correctional treatment officer I, and two correctional educational officers (one vocational and one academic); and (4) the institutional component, made up of the institutional security and treatment components, plus support staff.

Under this proposal the career ladder for correctional officers, the steps would apparently be:

1. Correctional Officer trainee (range 12)
2. Correctional Officer (range 14)
3. Correctional Sergeant (range 15)
4. Correctional Staff Sergeant (range 17)

5. Correctional Lieutenant (range 18)
6. Correctional Captain (range 19) Security
7. Assistant Superintendent (range 20)
8. Superintendent (range 21)

There is a separate treatment staff career ladder, which contains the following steps:

1. Correctional Treatment Officer I (range 15)
2. Correctional Education Officer (range 17) - Academic - Vocational
3. Correctional Treatment Officer II (range 18)
4. Correctional Captain for Treatment (range 19)

However, the draft proposal states that the plan would add "three professional levels (Sergeant, Lieutenant, Captain) to the existing correctional officer series, with nine sub-classifications within these levels." (The sub-classifications presumably include the Correctional Education Officer for academic and vocational training in the treatment component; such specialized positions within the Sergeant class as senior floor officer, special tactics officer, transportation officer, and projects officer in the security components; the staff sergeant in charge of support clerical staff; and the two types of Correctional Captain positions for security and treatment).

It is every difficult to develop a career ladder system, as the

Division proposes, which would fit the present uses of Alaska's correctional institutions as well as the future uses as may be adopted under this master plan. Most of Alaska's institutions are not designed or programmed to carry out their present purposes at even a minimal level. When a presentence institution and an institution for sentenced inmates are built in the Anchorage area--construction which is long overdue--the roles of the other institutions will change markedly. All of the Division's present institutions, with the exception of the 6th Avenue Annex presently hold substantial numbers of sentenced felons. None, with the exception of Eagle River and Palmer, are suitable for this purpose, without considerable renovation.

As far as treatment programs are concerned, Ketchikan and Nome have none worthy of the name, and no suitable space for them. Juneau and Fairbanks have a range of rudimentary programs, but with no discernible pattern of structure, nor are these institutions physically designed to make suitable provision for treatment programs. The Anchorage Annex has no program of any kind, and 3rd Avenue serves only as a temporary stopping point until the Division determines where the sentenced prisoner will go. Ridgeview's program is hampered by lack of staff and facilities. Eagle River has an elaborate treatment program, but it lacks balance due to the absence of an organized work program, a deficiency shared with all the other institutions, with the exception of Palmer. The latter, with its relatively balanced work

and treatment programs, serves its present purposes well, although it has been underutilized. (See section on institutional programs for more detailed descriptions and recommendations.)

In view of all these factors, the Division's proposed "component organizational staffing system" could not presently be applied across-the-board in Alaska's institution, nor was it apparently intended to be.

When a new institution for sentenced inmates is constructed in the Anchorage area, it will most likely serve as an institution for felons with relatively lengthy sentences from throughout the state, as well as for felons sentenced from the Anchorage region. It would also serve as the reception and classification center for the complex of facilities in the Anchorage area used for housing and treatment of minimum and medium security inmates--Eagle River, Palmer and the replacement for Ridgeview (which could be part of the new institution itself). The other regional institutions would then revert to more limited use for purposes of pretrial detention and regional inmates with shorter sentences. Under these circumstances, the rigid standardization inherent in the "component organizational staffing system" would be inappropriate.

The military structure of the organizational "components", with its captains, lieutenants and sergeants, may be appropriate for security functions. However, it would be completely inappropriate for the treatment function.

Institutional treatment programs should be staffed by persons professionally qualified in their respective fields--education, vocational training, counseling.\* They should not wear uniforms and their professional orientation and functions are such that they could not be adapted easily to a military command structure. It should also be assumed that correctional industries will be established in the Alaska Corrections system, centered at the new institution and including supporting or auxiliary elements at Eagle River, Palmer and Juneau and Fairbanks. The operation of an efficient industrial establishment involving these facilities would similarly be unsuitable for a military command structure.

While the Division's proposal asserts that the organizational component system would provide flexibility, in that entire components could be shifted from one institution to another, this does not appear to be realistic excepting in a crisis situation. Employees assigned to a component may not wish to be shifted to another institution, particularly if it means leaving the area in which they reside. Also, the different roles of the institutions, and their differing requirements for security personnel or treatment personnel, both at present and in the future, render it unlikely that either partial or total components could be shifted from one institution to another. Further, in the interests of good personnel administration, employees should be assigned to the various institutions on an individual basis, and allowed some choice in the matter. This would

provide more flexibility in the use of personnel than the proposed organizational component system.

The need for transferring entire components from one institution to another, as indicated in the proposal, would appear to be remote. If an emergency situation arises in which one institution needs to augment its forces temporarily, personnel could be drawn from the other institutions on the basis of their immediate availability. Nor does the organizational component system seem to have any applicability if, as stated in the career ladder proposal, a new institution is built and needs to be staffed. The personnel staffing pattern of any new institution should be carefully worked out at the time the new facility is being planned, and in preparation for its activation, the best qualified persons both from within the system and in the community should be selected. It would be inappropriate and contrary to the best interests of the Division to transfer entire staff components from existing institutions to a new facility.

The proposed organizational component system would handicap the basic and in-service training of correctional officers. In the interests of training and staff development, both new and permanent officers should be rotated from one position to another, and from one shift to another. The proposed organizational component system would apparently inhibit this capability.

\* The Division's proposal does recommend at least a Bachelor's degree in a related field as a minimum entry requirement for these positions.



It is unclear how the proposal would make it possible to cover 24-hour 7-day positions by three persons rather than the 5.2 authorized by the Division of Personnel and Labor Relations.\* The 5.2 formula is relatively standard among correctional systems across the country. While it would be possible, as the proposal indicates, to use personnel at the next lower level to fill in for senior staff while they are on days off, sick leave, or annual leave, this would not seem to affect the overall personnel requirement. This would be the case unless the proposal contemplates leaving other positions or duties unmanned during these situations, in which event the orderly operation of the institution would be compromised.

For the most part, the proposed 7-step or 9-step career ladder, from correctional officer trainee through superintendent, would appear to be satisfactory for the correctional officer series. However, it should be pointed out that the upper level positions would not be comparable across the institutions. The top management position at Eagle River or Juneau is much more complex and requires a much higher degree of management capability than would the same position at Nome or Ketchikan. This has been recognized by the Division in its assignment of Superintendent positions to the larger institutions and Assistant Superintendents to the smaller ones. Furthermore, the positions of assistant superintendent should not be reserved for security personnel; program personnel should be given equal consideration for these positions. Under the

Division's proposal, of course, program personnel would be considered "correctional officer" personnel and thus part of the proposed career ladder, but this paramilitary classification of program personnel is functionally and professionally inappropriate.

#### Corrections Career Ladder Recommendations

For the correctional officer series, the Division's proposed job titles can be adopted:

Captain - Officer in charge of the institution's entire security complement.

Lieutenant - Officer in charge of a security shift.

Sergeant - an experienced officer assigned to the more difficult posts.

Correctional Officer - A line officer who has completed his or her probationary period.

Correctional Officer Trainee - Entry Level.

\* The Division's proposal apparently presumes that such positions at the line level will still require 5.2 persons, but that an overall average staff requirement would be three staff per position.

It is recommended that an officer progress from trainee to sergeant within the institution where he or she entered on duty, except for transfers occasioned by reduction or increases in staff needs, or for personal reasons. However, for promotions beyond the rank of sergeant, the principle should be adopted of requiring a transfer to another institution. In other words, upward mobility in three bottom ranks would be within the institution; beyond that, it would be within the entire corrections system. Of course, because of differences in size and programs in the various institutions, there will be variances in the top most level to which someone could be promoted within a given institution, as there now are.

Although the positions of Assistant Superintendent and Superintendent appear only on the correctional officer career ladder chart, these positions should not be reserved for employees drawn from the security force. Security personnel should compete for these position with other supervisors and department heads from the areas of education and vocational training, counseling and casework, administration, and correctional industries from all of the various institutions of the Division, even if these types of positions are removed from the correctional officer series as recommended.

The adoption of the principle of requiring transfer to another institution to attain supervisory levels beyond Sergeant has a number of advantages:

1. It would require the employee chosen for supervisory ranks

to be competent not only in the institution in which he or she was employed but also for comparable responsibilities elsewhere in the system.

2. It would prevent the development of undue favoritism within an institution, and circumvent the formation of the cliques that inevitably develop within institutions where all promotions are made in-house.
3. It would provide promising employees valuable training and experience in a variety of situations for successively greater responsibilities.
4. It would help to prevent institutions from becoming static operations, resistant to and intolerant of change, a condition which often characterizes institutions where the personnel spend their entire careers in one setting and thus may more easily become fixed and complacent in their habits and attitudes.
5. The system would be more fair to all Division employees, enabling all qualified personnel to be considered for supervisory and management positions wherever they occur in the system.

This transfer policy would involve some additional relocation expense to the Division, but a substantial proportion of the transfers would likely involve the several Anchorage-area institutions and therefore little or no expense in connection with reassignment from one institution to another. In any event, the potential benefits to the system more than outweigh the possible costs.



Some qualified personnel may not wish to transfer from one community to another in order to obtain a promotion, and occasionally, under the proposed system, this may mean that an otherwise highly qualified employee may remain at a position level lower than he is capable of performing. On the other hand, the proposed system would obtain personnel for successively higher supervisory and management levels who have a commitment both to a corrections career and to the Division. In any case, the choice would remain with the individual.

To implement this proposal, the Division of Corrections should make an annual estimate of the number of transfers required to fill supervisory and management vacancies, the proportion of these that will require movement of household goods and families, and make sufficient provision for these costs in its annual budget request.

Although the majority of the Division's employees work in adult correctional institutions, it is imperative that career ladder structures be developed for other classes of correctional employees as well. The Division's efforts have to date been focused on the Correctional Officer series, due in part to their proportionately larger numbers within the Division. It is anticipated that the Division's training and development unit will develop a career ladder for probation/parole personnel as well. This new career ladder should accommodate the proposed new functions of adult community services, and should recognize the proposed organizational split of youth services from

adult probation and parole. In addition, the same principle of transfer to obtain advancement to successively higher supervisory and management levels should apply insofar as is possible to these other classes of personnel. Lateral transfer among the three major service units (adult institutions, adult community services and youth services) should be encouraged for qualified and interested staff. The current institutional career ladder proposal provides for this already.

In development of new career ladders, other principles should be incorporated:

1. Flexibility to permit lateral entry at any level from outside the system.
2. The use of paraprofessionals (particularly for the supervision of clients in the probation/parole system), with Division policy encouraging and providing opportunities for them to obtain the training and education necessary to advance to professional status.
3. Position descriptions permitting a reasonable degree of substituting experience for educational requirements, or educational for experience requirements (as now provided for in the institutional career ladder proposal).

Finally, it should be recognized that even under the best career ladder system that can be devised, some personnel will not advance beyond the journeyman level. Some will not take advantage of educational and training opportunities needed to qualify for

promotion, some will not demonstrate sufficient competence, and some may not be interested in advancement. However, the system that is adopted should provide upward mobility for qualified and motivated personnel, on a fair and equitable basis.

# criminal justice decision- making<sup>9</sup>

## CRIMINAL JUSTICE DECISION MAKING

### SENTENCING AND PRETRIAL RELEASE DECISIONS

Although each is in a separate branch of government, the corrections system is really the instrument of the courts. The courts determine the sentences of offenders and the corrections system carries them out. The effective use of a corrections system is therefore highly dependent on the quality of sentencing.

Imprisonment is the most serious and most costly of the sentencing alternatives. If the courts send more offenders to prison than belong there, institutional resources are strained and wasted, and the quality of services and treatment for all imprisoned persons deteriorates--in the end too much of the public's money must be expended on the construction and operation of institutions. On the other hand, if persons are placed on probation who belong in prison, the corrections system cannot provide the degree of protection to which the public is entitled.

More fundamentally, an inconsistent and inappropriate use of sentencing alternatives compromises the social objective of even-handed justice. If offenders perceive that the sentencing process is inadequate, a considerable handicap is placed on the corrections system in trying to reconcile offenders to the expectations and standards of our society. Offenders, like most persons, are more likely to respond constructively when they feel they are being treated fairly.

Sentencing is an extremely difficult process, and it is understandable that disparities are more or less characteristic of the process in most jurisdictions. The causes of crime are numerous and vary widely in their configuration from one offender to another. The circumstances of particular crimes also differ greatly from one situation to another. Therefore, total uniformity of sentences cannot be the answer. Mandatory sentences, (also called "presumptive" or "determinate") under which a legislatively defined crime receives a legislatively stated penalty and all discretion is removed from the courts, may be among the most disparate of all sentences in their actual application to individuals, even though the intended purpose of such a structure is the elimination of disparity. Historically, where mandatory sentences have been implemented on any significant scale, prosecutors, juries and judges have often been forced to find ways to circumvent them; the result is inevitably inequitable.

Parole was once regarded as a method of correcting sentencing inequities. But when examined, parole has also been found to be unfair and inconsistent, based as it has been on guesses as to the future behavior of offenders. As a consequence, offenders have frequently been required to undergo both an inequitable sentencing process and an inconsistent parole process. Parole in most jurisdictions still follows the traditional practice. In a few jurisdictions, parole has been abolished or substantially eliminated from the criminal justice process. Elsewhere a recent trend has been to apply a set of weighted

guidelines to the parole decision-making process in order to bring about some degree of consistency. It would appear, however, that if this method has merit, it ought to be used initially, at the time of sentencing, i.e., the sentence ought to be fair to begin with. If this objective could be achieved, the parole process would then be unnecessary.

Sentencing has been studied at some length in Alaska, and many of the usual indications of disparity have been identified. Lacking, however, is a detailed examination on a statewide basis of comparable cases handled by individual judges. Therefore, sufficient data does not exist to conclude that the judges vary among themselves in the disposition of reasonably similar cases. But under the current system it would not be unusual if they did, even with a most conscientious effort to be fair and evenhanded.

Aside from sentencing decisions, there is one other decision in which the court system prevails which has a direct effect upon corrections: pretrial release. The policies and practices of the courts determine which defendants will be released pending trial and which of them will be detained in corrections facilities. Thus, the courts largely determine the size of the unsentenced prisoner population detained in Alaska's corrections facilities. As has been documented elsewhere in this plan, both the criteria used to assess defendants' eligibility for pretrial release and the speed with which such release is effected can have a substantial impact on the size of the average daily prisoner population. Although the Division of Corrections can aid the court system in developing

a comprehensive pretrial release program through offering prompt assessment services and supervision for selected releasees, the decision ultimately rests with the court, and the consequences must be borne by the Division's institutions and community services.

#### Organization of the Courts:

A detailed description of the Alaska Court system may be found elsewhere, particularly in the Alaska Criminal Justice Plan; enough information is included here to put the operation of the courts in perspective as it relates to the corrections system.

The system has three levels: Supreme, Superior and District. The Supreme Court has jurisdiction over appellate matters on a statewide basis; under a 1969 statute, it may review sentences. It also has the authority to establish and promulgate rules governing practice and procedure in criminal cases. The Superior Court is the trial court of general jurisdiction with original jurisdiction in all criminal matters. The District Court has jurisdiction over all state misdemeanor violations and violations of ordinances or political sub-divisions; the court may also issue warrants and act as examining magistrate in arraignments in criminal procedures.

Magistrate posts have been created in rural areas where full-time District Court judges are not required, and are also used in metropolitan areas to handle routine matters that would otherwise have to be handled by District Courts. Magistrates may

give a judgment of a conviction upon a plea of guilty to any state misdemeanor, and they may hear, try and enter judgment in state misdemeanors if the defendant agrees in writing to trial by magistrate. The magistrate may also hear municipal ordinance violations without the consent of the defendant, and impose sentence. In felony preliminary examinations, the magistrate may set, receive, or forfeit bail, and bind persons over the Superior Court, as does a District Court. Further, the magistrate may issue warrants of arrest, summonses and search warrants.

There are four judicial districts in Alaska. The First Judicial District covers southeastern Alaska, the panhandle. The Second Judicial District includes northwest Alaska and the North Slope region. The Third Judicial District embraces the Aleutian Chain, the Bristol Bay region, the Greater Anchorage area, the Matanuska Valley, the Kenai Peninsula, Kodiak, and the Prince William Sound-Copper River region. The Fourth Judicial District is located in interior Alaska, centering on Fairbanks.

As of June 1, 1977, there were eight superior court judges in Anchorage, four in Fairbanks, two in Juneau, and one each in Bethel, Kenai, Ketchikan, Kodiak, Nome, and Sitka. There were seven District Court judges in Anchorage, four in Fairbanks, and one each in Bethel, Homer, Juneau, Ketchikan, Nome, Valdez, and Wrangell. There were ten high-volume magistracies, one each in Barrow, Delta Junction, Glenallen, Haines, Kenai, Kotzebue, Palmer, Seward, Sitka, and Tok, and 44 low-volume

magistracies at selected locations in all judicial districts, primarily rural areas. In 1976, of 16,893 misdemeanor complaints in District Courts, 12,075 or 71.5% were convicted and sentenced. Of 1,380 felony complaints in District Courts, 653, or 48.3% were dismissed, and 543 or 40.2% turned over to the Superior Courts at some stage in the proceedings; the remainder were reduced to misdemeanors or held for proceedings in the District Courts. Of 874 indictments in Superior Courts, 538, or 61.8% were eventually convicted and sentenced.

While the subject of rural corrections is discussed elsewhere in this report, the Alaskan Criminal Justice Planning Agency indicates that although the Alaska Court System "continues to strive toward a successful accommodation of both rural and urban judicial needs....much remains to be done," and the "basic decision has yet to be made whether 'city justice' is to be brought to rural Alaska; whether rural Alaskans are to be brought to the cities for resolution of disputes (or for detention); or whether a truly hybrid system can be developed that will be both fair and workable."

In 1975, under a grant of LEAA funds, the Court system established conciliation boards in six rural Native villages. These boards are intended to "provide villages with an alternative for handling relatively minor disputes and problems according to local norms and cultural perceptions, in lieu of formal court proceedings." In 1977 in addition to minor civil disputes, the six boards heard and disposed of 39 cases involving

misdemeanor infractions. At present the Court system is evaluating the effectiveness of these boards, for the feasibility of their extension to other rural communities. The Alaska Judicial Council is also exploring the feasibility of adapting the idea to metropolitan areas.

The Alaska Criminal Justice Planning Agency's plan states that the pre-trial services of the Alaska court system in Anchorage (the only formal pretrial release program in the state) makes about 125 bail and indigency investigations a month--the same background information is apparently used by the judges in considering both bail or pretrial release eligibility and the eligibility of defendants for public counsel. The plan points out that although there are 600 to 700 misdemeanor and felony arraignments per month in Anchorage, less than 200 of them are interviewed and investigated for pretrial release purposes. Also, only Anchorage and Fairbanks have any capability for preparing bail investigation reports, while resources elsewhere are inadequate for this purpose.

The plan suggests that the feasibility of establishing night courts in the major urban areas should be explored, a proposal that among other things may reduce the number of persons detained awaiting arraignment. The plan indicates that currently there are "few procedures for judges and magistrates to be 'on call' for decisions with regard to the setting of bail, except in the cases of traffic offenses and minor misdemeanors," and states further that many persons arrested

for felonies are held in custody pending arraignment and pretrial release decisions. In fact, since the ACJPA plan was published, a 24-hour "on call" magistrate program was recently initiated in Anchorage; this effort has had a salutary effect on the size of the average daily presentence population.

#### Issues in Pretrial Release

The effectiveness of pretrial release procedures is a direct concern of the corrections system, influencing as it does the number of persons who must be held in jail pending trial. In March 1975, the Alaska Judicial Council issued a study, Bail in Anchorage, which describes the process and summarizes statistical data for 1973. This initial report is based on a comprehensive statistical analysis of all Anchorage Superior Court (felony) case files opened during 1973. Further reports of the Judicial Council are anticipated to analyze particular problems and points of controversy in the bail process. The study states that if the defendant is arrested without a warrant at or near the scene of the crime, or within a short time afterward, the police immediately contact an "on duty" judge and advise him of the arrest and charge. The judge fixes the amount and any other conditions for bail. Most defendants do not secure release at the time of their arrest, and for them their first appearance before the judge also serves as a bail hearing. According to the study, in 1973 Alaska Pretrial Services interviewed only 56 percent of the felony defendants in Anchorage, although this figure increased to

an estimated 95 percent in 1974. The study's data base consisted of 720 cases representing 588 individual defendants. Bail profiles were designed for each of these 588 defendants. Statistical analysis indicated that about 85 percent of the 1973 Anchorage felony cases were released on bail during 1973, which compares favorably with the national average pretrial release rate. Of the 507 defendants released pending trial, 76 of them, or 15 percent, were subsequently remanded to custody. Forty of them, or 8 percent of all released defendants, were charged with having committed a new offense while on bail. Twenty-two, or 4 percent, failed to appear at some stage of the court proceedings.

The major findings of this initial report are summarized as follows:

#### 1. Bail Releasees

--A higher percentage of felony defendants secured pretrial release in Alaska than the percentage estimated nationally.

--No particular type of bail release (own recognizance, unsecured bond or secured money bail) resulted in a statistically significant higher or lower rate of recidivism.

--Of the 225 defendants required to post a secured money bail before their release, seven percent were rearrested and charged with a new crime. Of the 241 defendants released OR, on an unsecured bond, or with a percentage-cash bond to the court, eight percent were rearrested and charged with a new crime.

--Seventy percent of those defendants remanded for a new crime were charged with the same or a similar crime the second time.

--Sixty-five percent of those defendants remanded for a new crime were subsequently released a second time, and 73 percent of this subsequently released group were remanded again. Nineteen of 588 defendants accounted for all of the "repeat-recidivists" on bail.

#### 2. Defendants Remaining in Custody Throughout Process

--A disproportionate percentage of Blacks and Native Alaskans did not secure pretrial release.

--A disproportionate percentage of defendants charged with violent crimes did not secure release; and a disproportionate percentage of defendants charged with drug offenses did secure release.

--Sixty percent of defendants remaining in custody never received a bail hearing after bail was originally set at or before arraignment.

--Eighty-five percent of defendants remaining in custody qualified for public defender services, and six percent of defendants remaining in custody had private counsel.

--Sixty-eight percent of defendants remaining in custody ultimately were convicted, compared with a 67 percent conviction rate for all defendants during 1973.

The study cautions the reader "not to extrapolate and draw conclusions beyond the range of the information and analysis of this Report..." pending further analysis of data.

In Alaska, during 1973, according to the report, 95 percent of the defendants accused of felony offenses were arrested, taken into custody, and introduced into the bail process; the police issued a summons in only five percent of the felony cases filed. This is a significant finding in light of the relatively high cost of booking and detaining a defendant prior to being released pretrial as compared to the issuance of a summons or citation in the field. This points to a need to explore more fully the potential for expanded use of summons in felony cases as an alternative to arrest and booking. The same type of screening which takes place for ROR consideration can in many instances be performed by law enforcement officers in the field, thus enabling the avoidance of transportation, booking and detention costs consistent with public safety needs.

The bail study concludes with observations of the inadequacy of data collection in the Alaska criminal justice system and recommendations for future research, commenting in this connection:

"The magnificent irony of the record-keeping bureaucracies of police, courts and corrections is that none of these agencies have information systems designed to analyze their substantive effectiveness in fulfilling their respective responsibilities in the criminal justice process.

That is to say, each agency maintains files designed primarily to measure internal operational and management efficiencies in the mechanical administration of the agency's function. None of the agencies have information systems specifically designed to capture a meaningful body of information about the accused defendant from earlier stages in the process, or to retrieve substantial feedback about the accused defendant from later stages in the process, such that the respective functions of law enforcement, adjudication and disposition might be improved from knowledge of where they are working at cross-purposes, or where no agency is functioning effectively."

As recommended under the section on adult community services, this plan recommends that legislation should be undertaken to create a uniform pretrial release procedure for Alaska, incorporating these features:

1. A uniform criteria for eligibility for pretrial release.
2. Screening of all pretrial release candidates by corrections' community services personnel (and/or trained volunteers).
3. Community investigations of potential releasees by community services staff.
4. Pretrial release recommendations to the courts and district attorneys made by community services staff.

5. Community supervision of selected persons granted pretrial release by corrections' community services personnel.

6. Procedures and criteria for dropping or indefinitely suspending charges for persons who perform satisfactorily on pretrial release.

#### Issues in Sentencing

The ACJPA plan cites the "lack of uniform criteria by which decisions with regard to sentencing are made," and refers to the March 1975 study of the Alaska Judicial Council, Sentencing in Alaska, which identified disparities in sentencing. The plan states the need for uniform guidelines to eliminate these disparities. Apparently the Alaska Court system intends to develop an "Alaska Judges Sentencing Manual" when the resources to undertake its preparation can be obtained. The plan further asserts that:

"Alternatives to conventional sentencing practices have not been fully explored and documented in Alaska. There is a distinct lack of information on the feasibility and cost-effectiveness of victim and community restitution programs. Restitution to victims is piecemeal, handled on an individual basis. There is currently no information available to show the extent of victim restitution as a condition of sentences on a statewide basis. Nor is there any information or data available to demonstrate

the effectiveness of victim restitution efforts in Alaska."

With respect to those issues directly affecting the corrections system, the plan identifies these problems:

- "56. There is a lack of uniform sentencing guidelines and criteria on a cross-jurisdictional basis.
- "57. Bail investigative reports are prepared in a limited number of cases and the feasibility of expanding the bail investigative function to other areas of the state besides Anchorage and Fairbanks should be explored.
- "58. There is a lack of uniform criteria by which bail decisions are made.
- "59. Alternatives to conventional arrest, booking and pretrial detention practices have not been formally explored by law enforcement and adjudicative agencies.
- "64. There has been a general lack of experimentation with juvenile and adult diversion programs. Documentation of the results of diversion programs that have been tried in Alaska have been generally inconclusive with regard to improvement of system effectiveness.

The Alaska Judicial Council's March 1975 study, Sentencing in Alaska, also provides helpful insights into the sentencing problem. However, the data covers only the year 1973, and may be somewhat out-of-date now.



Also, the study covers primarily Anchorage, Fairbanks and Juneau (with some cases from Kenai, Kodiak, Bethel and Ketchikan). However, from the standpoint of corrections, the study covers the great majority of offenders who enter the system, since Division of Corrections data indicate that about two-thirds of the probationers and parolees and three-fourths of the committed offenders come from these three communities.

The study outlines the current sentencing procedure, which occurs at a sentencing hearing, at the end of which the judge imposes the penalty. Under current procedure the judge may place an offender immediately on probation for up to five years, or he or she may impose a jail term but "suspend" its execution, also placing the defendant on probation. The judge may impose any conditions of probation that he or she feels are necessary.

Under an alternative procedure, the judge may suspend the imposition of sentence for a stated period, subject to the defendant's good behavior. The defendant's status is similar to probation but is not usually accompanied by probation officer supervision. If the defendant successfully completes the prescribed period, no sentence will be imposed, and the conviction may even be expunged. But if the suspension is revoked for some reason, the judge imposes a sentence, which can be for any term that could have been imposed originally and not necessarily the term of time for which the sentence was

suspended. This differs from a formal probation revocation, under which the term of suspended execution of probation automatically becomes the term of the jail sentence.

The current criminal code authorizes ranges of sentences and/or fines for offenses, and judges may not impose sentences exceeding the statutory maximums. However, except in murder or rape cases, they may go below the statutory minimum. For any type of sentence issued, judges are required to state their reasons. This is a standard indeterminate sentencing model, which permits a wide latitude for judicial discretion.

Felony defendants may appeal their sentence on the grounds that they are excessive only when the sentences exceed one year. The State may appeal any sentence on the grounds of leniency, but the sentence cannot be changed. The review decision is only advisory, for the future guidance of judges in similar cases. Relatively few sentences are appealed.

During the time of the Judicial Council study, judges had the statutory authority to determine the amount of time the defendant had to serve before becoming eligible for parole, a period not to exceed one-third of the sentence imposed. Since mid-1974, however, there has been a statutory requirement that a defendant must serve at least one-third of the imposed sentence before becoming eligible for parole, although the judge may fix a period exceeding one-third of the sentence. A 1978 statute has further changed many of the above sentencing and

parole provisions, as will be detailed below.

The study's data indicated, predictably, that the vast majority of all defendants were male; the female defendant population was only 9%, compared to a national average of female defendants of 15% (but in Alaska, unlike the rest of the country, males in the general population slightly outnumber females). The majority of the defendants were Caucasian; however, even though the general population in the three areas was 85 to 90% Caucasian, the defendant population was only 60% Caucasian. On the other hand, Native Alaskans were over-represented in the defendant population. Although the relative general population in Anchorage was 3.8% Native Alaskans, in Fairbanks 4%, and in Juneau 18%, their representation in the defendant population was 17%, 24%, and 31% respectively. However, many of these defendants came from more rural areas surrounding the three communities. The number of Blacks in the defendant and general populations was too small for any valid comparison. The majority of all defendants were 25 years of age or younger, and more than one-third of them were under the age of 22.

The study found that those convicted of felonies were predominantly male, under 26 and Caucasian. Fifty percent had no prior arrest record, and 75 percent were represented by a public defender. Findings further indicate that the Alaskan Native population was more likely to be sentenced to incarceration than any other group. However, Natives were more likely to have shorter jail terms than other ethnic groups.

Of all those convicted, 40 percent received immediate probation, 55 percent received sentences to incarceration, and five percent were fined or received some other sanction. Sanctions varied according to sex, age, race and crime type.

The study points up the significance of a prior record on the sentence imposed. The data indicated that defendants with no prior record were less likely to go to jail, and those with a prior record were more likely to get a sentence of more than one year. With progressively more serious records, a higher percentage of defendants received relatively long sentences. However, an examination of cases indicated that other factors were also influential.

The study dealt only briefly with fines and restitution. Fines and restitution orders were issued mostly in conjunction with jail or probation terms. In Anchorage and Fairbanks about 25 percent of the defendants received fines or restitution orders, compared to 44 percent in Juneau. Restitution orders were more often associated with property, especially check and fraud, offenses. Less than a third of the fines were for more than \$500, with the higher fines usually being associated with violent or drug offenses. Fines tended to be higher in Juneau than in the other two communities.

The report concludes with a recommendation that studies of this kind be continued, with refinements in the process of collecting interagency information and more extensive collection.

of data. For comprehensiveness, these future studies should also attempt to make comparisons of sentence outcomes in reasonably similar cases. Cases should be selected on the basis of similarities in (1) backgrounds, including criminal history, and (2) the circumstances of the offense. They need not be selected on the basis of similarities in pretrial negotiations, whether they were represented by a private attorney or the public defender, or whether they were released pretrial. The latter are variables to which differences in sentences can be related on the basis of the data collected and analyzed. Particular effort should be made to compare the sentencing practices of the individual judges in substantially similar cases.

Another of the Alaska Judicial Council's studies, the "Preliminary Report on Alaska Felony Sentencing Patterns: A Multi-variate Statistical Analysis", issued in April 1977, contributes further background information on the sentencing process. The study is based on a review of "substantially every felony sentence rendered in Alaska between 1974 and August 1976, totalling over 860 felony counts against 683 defendants."

The study observes that the Supreme Court of Alaska requires the trial courts, in the sentencing process, to consider such social objectives as:

"rehabilitation of the offender into a non-criminal member of society, isolation of the offender from society to prevent criminal conduct during the period of confinement, deterrence of the

offender himself after his release from confinement or other penological treatment, as well as deterrence of members of the community who might possess tendencies toward criminal conduct similar to that of the offender, and community condemnation of the individual offender, or in other words, reaffirmation of societal norms for the purpose of maintaining respect for the norms of themselves."

The difficulty of balancing these objectives is reflected in the study's comment:

"...the sentencing judge may weigh and consider the circumstances and gravity of the particular criminal act, the nature and extent of the defendant's previous criminal record, his or her personal, social, economic and family circumstances, along with a host of other factors. Faced with very general and often conflicting legal standards, and an extremely broad framework of relevancy under which virtually any circumstance concerning the criminal act and the defendant's background may conceivably be deemed pertinent to the disposition, the sentencing process invites a high degree of subjectivity, especially in the matter of selecting which facts to weigh heavily and which to discount. Inevitably, the judgment will in some measure reflect the background, training attitudes and values of the different individuals who are required to do the judging."

The mean sentence length for violent felonies was 45.4 months, for

burglary, larceny and receiving and concealing 8.6 months, for fraud, forgery and embezzlement 14.4 months, for drug offenses 11.7 months, for sex offenses 22.3 months and for other offenses 10.2 months. The mean was not computed for kidnappings and murders because of the inappropriateness of averaging life sentences with lesser terms.

For the purposes of the study, judges were assigned to one of three categories: strict, lenient and "other". However, the study cautions the reader not to read too much into these categories:

"...using the example of 'strict' and 'lenient' judges, the most that can be reliably concluded is that during the preceding two years, in some crime categories, defendants appearing before the group of judges labelled 'strict' would receive substantially longer sentences than similarly situated defendants appearing before the group of judges classed as 'lenient.' What cannot be determined is the strictness or leniency impact of individual judges within the group..."

The text points out that there were other factors as well that "may have affected leniency or strictness in an unknown manner."

Summarizing this study, several major factors were found to affect length of sentences. For crimes in each of four major categories, the following are the most significant findings:

1. The offense of which the defendant was convicted was strongly related to the length

of the sentence throughout the analysis.

2. Similarly, the defendant's criminal history had a strong and positive relationship to sentence length in all four categories.

3. The effect of multiple convictions was greater with regard to violent felonies than for burglary, larceny and receiving and concealing. But the existence of unrelated pending charges, for which defendants had not yet been tried and convicted, also meant longer sentences, more so for violent felonies than for fraud, forgery and embezzlement.

4. For violent felonies and drug felonies, a "strict" judge was associated with longer sentences. But for burglary, larceny, fraud, forgery and embezzlement, a "lenient" judge meant shorter sentences. In this connection, the study suggested that this was perhaps the most significant factor in sentence length, but "by and large this effect is on the strict side, rather than the reverse."

5. For violent felonies and fraud, forgery and embezzlement, the unemployment of defendants prior to prosecution was associated with longer sentences.

6. For burglaries, larcenies, and fraud, forgery and embezzlement, the use of an alias was associated with an increase in sentence length.

7. The defendant's age, income, education level, and occupation

were not generally related to sentence length, with some exceptions, particularly in drug cases.

8. A history of drug dependence was a significant factor in fraud, forgery and embezzlement offenses, but not for drug cases. But being an alcoholic was a factor in drug cases.

9. The defendant's marital status, the number of his dependants, his juvenile court record, and his type of military discharge, if any, were not significantly related to sentence length for any of these crime categories.

The Judicial Council cautions that none of the study's findings are final and should not be regarded or interpreted as such. However, at a minimum, the study appears to suggest the need to analyze the sentencing practices of individual judges to determine if in fact significant differences do exist, and if so, the basis for those differences.

In July 1975, Alaska's Attorney General issued a policy prohibiting plea bargaining by all district attorneys and assistants. Thereafter the Alaska Judicial Council was given a grant by the National Institute of Law Enforcement of the Law Enforcement Assistance Administration to evaluate the effects of the policy change. The findings of the Judicial Council are noteworthy, not only as to the direct results of the new policy, but also as to observed sentencing practices.

On May 1, 1977, the Judicial Council issued an "Interim Report on the Elimination of Plea

Bargaining." The Plea Bargaining Project compared data for the year immediately preceding the policy's effective date (August 15, 1974 to August 14, 1975)--which it designated Year One--with the data for the year immediately following that date (August 15, 1975 to August 14, 1976)--which it designated Year Two. The jurisdictions studied were Anchorage, Fairbanks and Juneau. The study used both interview and survey techniques and the initial statistical data is based on an analysis of 23,000 misdemeanor cases filed during Year One and Year Two. The major preliminary findings are:

--a significant majority of respondents agreed that sentence bargaining had been virtually eliminated.

--as expected, the number of trials have substantially increased in both District and Superior Courts. The increase in District Court trials averaged 72.4 percent for the three locations.

--contrary to the expectation that under the new policy more defendants would plead not guilty and therefore require trials which would slow the system down, findings indicated that District Court disposition times actually declined significantly in all three locations for misdemeanor cases (although the rate of guilty pleas increased slightly.) For felonies, the disposition times decreased in Anchorage and Juneau, and increased in Fairbanks.

--for Year One, the average active sentence for misdemeanors admitted to at arraignment was 7 days, and remained the same even for those who had to be convicted following a full trial. But for Year Two the average active time for guilty pleas at arraignment decreased from seven days to six days, while those cases that went to trial received average sentences of 22 days.

--interview and survey results indicated that judicial participation in pre-plea sentencing discussions has been virtually eliminated.

The preliminary report cautions that all findings should be regarded as tentative and subject to further analysis in the second year of the study.

For the purposes of this master plan, only the material in the Council's preliminary report having to do with the effect of plea bargaining on sentencing is summarized. This data shows that during the second year the average defendant charged with a misdemeanor (whether he or she pled guilty or not guilty) received a more severe sentence. During this period the net fine paid increased by 13.6 percent and the net amount of active time increased by 71.4 percent. Further, proportionately fewer people received sentences in which no jail time was imposed (and the number who had all of the imposed fine suspended decreased very slightly).

However, the preliminary report was inconclusive as to whether the new plea bargaining policy directly resulted in the increasing

severity of average sentences in misdemeanor cases.

In 1978, the Judicial Council issued a summary of the findings of the Plea Bargaining project following a second year of work, which are summarized below:

--the fact that a criminal offense was charged in Fairbanks rather than in Anchorage or Juneau had more to do with its disposition than almost any other factor considered.

--in either year, a Fairbanks defendant was less likely to have his case rejected for prosecution; he was more likely to be convicted; and he was far more likely to have been convicted as a result of a trial rather than a guilty plea, especially if he was charged with a violent crime.

--an Anchorage defendant was more likely to have his case rejected for prosecution; he was least likely to be convicted; and he was not likely to go to trial.

--a Juneau defendant's case had about the same chance of rejection as the Anchorage defendant's. Once accepted for prosecution, the charges against him were disposed of more quickly than in the other cities, but almost certainly not at trial. Conviction rates in Juneau were similar to those in Fairbanks; both were somewhat higher than in Anchorage.

The Council's summary indicated that "statistically, the most important effects of the policy change occurred in changing sentencing patterns." The findings included:

1. Defendants who did not plead guilty but went to trial were more likely to receive a jail sentence than probation.

2. According to the study, the strongest effects of the policy chance seemed to appear in Class 3 (property) offenses, "the largest group of cases (about one-third of all charges in each year). A defendant charged in this class was more likely to be convicted, and once convicted, even the "low risk" defendants (those with only one charge against them, or with no prior record, or charged with a less serious offense) were more likely to go to jail. "Interviews support this finding that at least some of the less serious offenders are the ones suffering the brunt of the policy's impact."

3. During the second year, conviction rates did not increase significantly, but the chances of a defendant going to jail for 30 days or more did increase significantly. Also, other things being equal, the length of sentence given for some types of offenses increased.

4. Such factors as race, sex and employment status affected the length of sentence for some types of offenses independent of other factors, although this cannot be attributed directly to the existence or non-existence of plea bargaining.

The data produced by the Plea Bargaining Project must be regarded as indicating a need for more uniform and consistent sentencing practices in Alaska courts. While many of the factors shown to add to the length of sentences are a legitimate basis

for such action, others are not. Race, the marital status of the defendant, the identity of the judge, the use of a private attorney as compared to an appointed attorney, and the particular location of the court are all factors that should not influence the type, or relative severity or leniency, of the sentences imposed.

#### Recommendations from Other Sources

In the 1976 Standards and Goals for Criminal Justice document, the Governor's Commission on the Administration of Justice found that there was a lack of uniformity in sentencing practices in Alaska, and commented:

"If individual human beings are allowed to act with almost unlimited discretion over a wide range of fact situations and in the absence of any guidelines, it would be unusual if the results were not disparate. It is difficult to blame judges for behaving as independent human beings under the circumstances."

The Commission set as a goal the enactment of legislation providing general guidelines for sentencing, but with enough discretion to enable the trial judge "to do justice in the individual case." The Commission recommended an immediate study of such sentencing proposals as (1) determinate sentencing as outlined by Fogel, (2) flat sentences, (3) presumptive sentencing, (4) mandatory sentences graduated in severity for recidivists, (5) abolishing the Parole Board, and (6) other possible revisions of the present system.

The Commission urged that a number of elements be incorporated into the sentencing process:

1. Research should be done to assist the legislature in setting basic average sentences for each statutory offense.

2. The basic average sentence should then serve as a point of departure in determining the appropriate penalty that should be applied to the specific individual before the court.

3. In addition to the basic average sentence, the potentially aggravating and mitigating factors pertaining to each crime should be decided upon and clearly articulated.

4. The enacting legislation should require judges to sentence within the guidelines (average sentences adjusted by aggravating/mitigating factors) unless unusual circumstances are present which would lead to a real injustice should the guidelines be applied.

5. All persons before the court for sentencing on their first offense of a non-violent nature should be presumed entitled to probation treatment, together with any appropriate conditions.

6. All sentences should be certain (presumably no parole), with one day of "good time" to be granted for each day served in accordance with institutional rules. Whether or not the prisoner participates in rehabilitation programs should not affect the award of good time or his or her release date.

7. The state should consider the establishment of sentencing panels in multiple-judge courts, to discuss individual cases to assist the trial judge in determining the appropriate sentence. The trial judge would retain full responsibility for selecting the sentence.

The Commission encouraged maximum use of diversion and restitution in sentencing, stating:

"Resources should be devoted to experimentation in developing effective diversionary rehabilitation programs for adults, but these programs should function in conjunction with the traditional court processes such as deferred imposition of sentence. Where the district attorney's office employs the alternative of "deferred prosecution" (with or without diversionary programs) the reasons for this election in place of other alternatives should clearly appear in the case file."

Restitution was envisioned as being initiated through pilot projects, which could include "arbitration; conciliation with the victim following which restitution in a mutually agreed upon amount could be ordered by the court as a condition of probation; or community services as an alternative to incarceration." These projects would be evaluated as a basis for changing court rules.

In the area of pretrial release the Commission set as goals:

"Decisions to physically detain alleged offenders will be revised at the judiciary level in the following manner:



1. Denial of bail for dangerous offenders.
2. On-duty or on-call judicial officers available during evenings and weekends to set bail amounts.
3. Decrease the significance of wealth in obtaining pretrial release, and increase information available to judges for O.R. (own recognizance) release.
4. Encourage the use of summons in lieu of arrest in misdemeanor cases."
3. More people should become involved in diversionary programs; Division of Corrections staff as well as other public and private agencies.
4. Restitution and community service as alternatives to incarceration or in conjunction with incarceration, should be utilized more frequently.
5. There should be a more restrained use of discretion in all sectors of the criminal justice system beginning with the police and including the prosecutor, the judge, the classification process, determination of good time, and the parole board.
6. Prior verified police contacts should be considered routinely by the sentencing judge and remain in the presentence report prepared by the Division of Corrections. The disparity in the admissibility of this information should be removed. (i.e., some judges are not allowing into evidence information that the Alaska Supreme Court says should be considered). This was viewed as an administrative matter that the courts should handle internally."

In implementing recommendations the Commission spelled out the basic procedures and features of the system that it had in mind, including judicial conferences to help bring about greater uniformity in bail practices and the expansion of the pretrial program "to provide the court with full and accurate bail information within 48 hours of a person's detention." The Commission also urged the adoption of administrative guidelines encouraging law enforcement agencies to use citations and summons in lieu of arrest in misdemeanor cases.

The report of the Statewide Conference on Incarceration and Re-entry Alternatives held in Anchorage during January 1978 made somewhat similar sentencing recommendations:

- "1. More offenders should be sent to institutions for short-term 'shock' sentences.
2. Multiple offenders should be given longer sentences as the result of their continued criminal activity.

#### The Revised Criminal Code

In response to all of the aforementioned studies and recommendations, the Alaska legislature in 1978 enacted a new criminal code, which is scheduled to take effect January 1, 1980. This code directly affects the sentencing process, and therefore the corrections system. The primary aim of the Code is to increase equity in sentencing while

also protecting the public from and punishing multiple offenders. In this regard, the Code is quite consistent with the philosophy of corrections outlined in the first chapter of this plan. In order to assess its impact on the corrections system, the sentencing provisions of the Code must be analyzed in light of the types of offenders who are committed to the custody of the Division of Corrections. This section thus provides a brief summary of the Code, and discusses a method of estimating the impact of the Code on the size of the sentenced inmate population. This type of impact estimate must form the basis for future correctional facility planning for the state of Alaska.

For purposes of sentencing, the Code classifies all offenses--excepting murder in the first and second degree and kidnapping--on the basis of their seriousness, considering type of injury characteristically caused or risked by commission of the offense and the culpability of the offender. These are the categories:

Class A felonies - conduct resulting in serious physical injury or a substantial risk of serious physical injury to a person.

Class B felonies - conduct resulting in less severe violence against a person than class A felonies, aggravated offenses against property interests, or aggravated offenses against public administration or order.

Class C felonies - conduct serious enough to deserve felony classification but not

serious enough to be classified as A or B felonies.

Class A misdemeanors - less severe violence against a person or against property interests, less serious offenses against public administration or order, or less serious offenses against public health and decency than felonies.

Class B misdemeanors - minor risk of physical injury to a person, minor offenses against property interests, minor offenses against public administration or order, or minor offenses against public health and decency.

Violations - involving conduct inappropriate to an orderly society but which do not denote criminality in their commission.

The classification of each felony and misdemeanor is indicated in the section of the Criminal Code which defines it. The Code states that "the attainment of reasonable uniformity in sentences can best be achieved through a sentencing framework fixed by statute as provided in this chapter." It directs the court, in imposing sentences, to consider:

- "(1) the seriousness of the defendant's present offense in relation to other offenses;
- (2) the prior criminal history of the defendant and the likelihood of his rehabilitation;
- (3) the need to confine the defendant to prevent further harm to the public;



(4) the circumstances of the offense and the extent to which the offense harmed the victim or endangered the public safety or order;

(5) the effect of the sentence to be imposed in deterring the defendant or other members of society from future criminal conduct; and

(6) the effect of the sentence to be imposed as a community condemnation of the criminal act and as a reaffirmation of societal norms."

The legislation authorizes the court, except as the chapter may otherwise provide, to use a number of sentencing alternatives, which may be imposed singly or in combinations. It states that the court may:

"(1) impose a fine when authorized by law and as provided in sec. 35 of this chapter;

(2) order the defendant to be placed on probation under conditions specified by the court which may include provision for active supervision;

(3) impose a definite term of periodic imprisonment;

(4) impose a definite term of continuous imprisonment;

(5) order the defendant to make restitution as provided by sec. 45 of this chapter;

(6) order the defendant to carry out a continuous or periodic program of community work as provided in sec. 35 of this chapter;

(7) suspend execution of all or a portion of the sentence imposed as provided in sec. 80 of this chapter;

(8) suspend imposition of sentence as provided in sec. 83 of this chapter."

The Code directs the court to impose a sentence of imprisonment when (1) the defendant deserves to be imprisoned, considering the seriousness of his or her present offense and his or her prior criminal history, and imprisonment is equitable considering sentences imposed for other offenses and other defendants under similar circumstances; (2) imprisonment is necessary to protect the public from further harm by the defendant, or (3) a sentence of lesser severity has been imposed in the past and proven ineffective in deterring the defendant. The court is also authorized to "invoke any authority conferred by law to order a forfeiture of property, suspend or revoke a license, remove a person from office, or impose any other civil penalty."

The Code sets forth sentencing procedures, authorized fines for classifications of offenses, restitution procedure, enforcement of fines and restitution, and community work order provisions. The court is authorized to "modify or reduce a sentence at any time during a term of imprisonment if it finds that conditions or circumstances have changed since the original sentencing hearing such that the purpose of the original sentence is not being fulfilled." However, the sentence may not be reduced

to the point where the term of imprisonment "is less than the minimum or presumptive sentence required by law for the original sentence."

The Code prescribes maximum terms for all offenses, and requires minimum presumptive terms for all repeat felons (convicted of a felony within seven years prior to the current convictions), according to the class of offense committed. These presumptive terms may be adjusted if factors in aggravation or mitigation, as listed in the Code, are present. For Class A, B and C felonies, where the prescribed presumptive term is four years or less, "the court may decrease the presumptive term by an amount as great as the presumptive term for factors in mitigation or may increase the presumptive term up to the maximum term of imprisonment for factors in aggravation." Where the presumptive term is more than four years, the same rule applies as to increasing the presumptive term up to the maximum but for factors in mitigation the court may decrease the presumptive term "by an amount as great as 50 percent of the presumptive term." Such increases or decreases must be based on "the totality of the aggravating or mitigating factors." The Code lists a total of fourteen possible aggravating factors and twelve potential mitigating factors.

In addition, the Code indicates that for Class A, B and C felonies, where the court finds that a manifest injustice would result from failure to consider relevant aggravating or mitigating factors not listed specifically in the Code, or from imposition of the pre-

sumptive term, whether or not adjusted for aggravating or mitigating factors, it may refer the case to a three-judge panel for sentencing.

The parole of eligible prisoners who are considered good risks and who have served at least one-third of their sentences (or in the case of a life sentence, 15 years) is authorized. However, to be eligible, a prisoner must have a sentence of more than 180 days and not be imprisoned as a recidivist class A, B or C felon. The Code also provides that prisoners convicted of first degree murder, second degree murder and kidnapping may not be released on parole until they have served at least the prescribed minimum term of imprisonment. Each prisoner who has observed the rules of the institution is entitled to one day off his or her term of imprisonment for every three days of "good time."

For the corrections system, the consequences of the new Criminal Code would appear to be the substantial reduction in the use of parole, and a probable increase in the average time served and therefore an increase in prisoner population. Whether the legislation will succeed in minimizing sentence disparities is uncertain pending actual experience. The new system is complex and there would appear to be a potential for differences among the judges in balancing the factors in aggravation and in mitigation and in translating their evaluations into measures of time affecting the length of the presumptive terms. In addition, first felony offenders, who make up a majority of those convicted of felonies, will still

be sentenced indeterminately.

The impact of the revised Criminal Code on the sentenced inmate population of Alaska has been estimated using data from the Moyer Associates survey of sentenced inmates. Two assumptions have been made in estimating the impact of the new Criminal Code:

1. That the major change in sentencing practices effected by the Code will have impact upon those felony offenders who have committed one or more prior felonies (i.e., first offenders will continue to be sentenced substantially as they are now, while presumptive terms and elimination of parole will change sentencing of recidivists).
2. That offenders currently serve, on the average, about 47 percent of their total sentence before being released (Alaska Parole Board estimate, based on actual case files kept by the DOC and the Board).

From the survey of all Alaska sentenced inmates (including those federally housed) conducted on August 9, 1978 (results of which are detailed in the institutional services chapter), several data items relevant to estimating the Code's impact on this sentenced inmate population can be extracted:

1. The inmates' actual current sentence lengths.
2. The inmates' current offenses.
3. The number of prior felony convictions for each inmate.

Even though the inmates' offenses are not defined as Class A, B or C felonies (since they were all sentenced under the old Code), it is possible to reclassify current offense categories into the three new classes using the definitions provided in the new Code. Then each group of inmates committing Class A, B or C felonies can be further subdivided into those with no prior felony convictions, one prior felony, or two or more prior felonies.\* For each of the resulting nine inmate groups, an average current sentence length can then be calculated. Using the estimate that inmates serve an average of 47 percent of their sentence prior to being released, the average length of stay in prison of these nine inmate groups can also be estimated.

Finally, this current average stay, can be compared to the average length of stay of each of these inmate groups which could have been expected had they been sentenced

\*The new Code's seven-year limit on considering prior felony convictions (i.e., any occurring more than seven years prior are not to be counted) was not utilized, since this information was not uniformly available. However, due to the relative youth of the majority of inmates (74 percent under 30 at sentencing), this is not seen as a serious flaw in methodology.

under the new Code.\* The difference between these two average lengths of stay can be assumed to be an estimate of the potential impact of the new Code's sentencing provisions on the average daily population of Alaska's correctional institutions, since:

Average Daily Inmate Population =

Annual Number X Average Length  
of Admissions of Stay (in months)  
12 Months

If annual admissions are assumed to be a constant, then the change in average length of stay is directly related to the size of the average daily population.

Using the logic described here, the following conclusions can be drawn:

1. The current average length of stay of sentenced felons (excluding murderers) is 36 months.
2. The minimum average length of stay of sentenced felons (a conservative estimate of impact) may rise to 62 months under the revised criminal code.

The accompanying table summarizes all of the data supporting these conclusions. In addition, the survey indicated that fully 56 percent of sentenced Alaska inmates had been convicted of at least one prior felony and that 58 percent of these had committed of offenses classifiable as Class A felonies. Therefore, it should not be surprising that the Code, which focuses on presumptive sentences for such offenders, has

a dramatic impact on the sentenced inmate population.

The difference in average lengths of stay represent a 72 percent increase in the sentenced inmate average length of stay (ALS) attributable to the new Criminal Code. Since sentenced felons (excluding murderers) represent 86 percent of the total sentenced population, the ALS of the total sentenced population would rise by 62 percent. Finally, the ALS of the total inmate population would increase from 41 percent to 47 percent, given that sentenced inmates are from two thirds to three quarters of the total average daily population (ADP).

\* Due to lack of data, as well as lack of precise quantitative guidelines in the new Code, potential aggravating/mitigating factors were not taken into account in individual cases. It is assumed here that over a large number of offenders (as in this sample), the effect of applying aggravating and mitigating factors to presumptive sentences will balance out. Therefore, it was assumed that all of the current sentenced recidivist felon inmates would have received the minimum presumptive sentence (prescribed for their offense class and criminal history) had they been tried under the new Criminal Code, and further, that they all would have received the maximum amount of good time credit (thus decreasing this minimum sentenced served by one-fourth). This then could be construed as a minimum average length of stay under the new Code.

Sentenced Inmate Group	A Number of Inmates ( from Survey)	B Percent Of Total Inmates	C Average Length Of Sentence, Current Code (in months, from survey)	D Average Length Of Stay Current Code (47 Percent Of C)	E Person-Months Served Current Code (AxD)	F Average Length Of Stay, New Code*	G Person-Months Served, New Code (AxF)
<u>Class A Felons</u>							
No Prior Felonies	105	26	83 Mos.	39 Mos.	4,095	39 Mos.	4,095
One Prior Felony	42	11	74	35	1,470	90	3,780
Two or More Prior Felonies	85	22	127	60	5,100	135	11,475
<u>Class B Felons</u>							
No Prior Felonies	51	13	28	13	663	13	663
One Prior Felony	21	5	41	19	399	36	756
Two or More Prior Felonies	49	12	68	32	1,568	54	2,646
<u>Class C Felons</u>							
No Prior Felonies	18	5	42	20	360	20	360
One Prior Felony	7	2	38	18	126	18	126
Two or More Prior Felonies	17	4	52	24	408	27	459
TOTAL	395	100%			14,189		24,360
* Assumes no change in sentencing of first offender inmates. $\frac{14,189}{365}=36$ Month ALS $\frac{24,360}{365}=62$ Month ALS							

The total ADP would thus grow by the same percent as the total ALS, that is, 41 to 47 percent.

The capacity requirements for correctional institutions thus could increase substantially over the next several years due to implementing the revised Criminal Code. The cost implications of this increased inmate population, both in capital and operating expenditures, are significant (discussed in detail in the adult institutions section of the plan.) The source of the population increase can be traced directly to the longer average length of stay which is likely to result from enacting the new Code. Thus, it would appear that although some of the Governor's Commission on the Administration of Justice goals may have been achieved by this new Code, particularly those related to limiting judicial and Parole Board discretion, the unintended consequence of enacting the revised Criminal Code may well be to inflate the sentenced inmate population of Alaska's correctional institutions to extraordinarily high levels.

#### Proposed Sentencing Options

As previously noted, the existence of sentence disparities in Alaska should not be used as a basis for criticizing the judiciary. With the wide latitude of discretion permitted by the present system, it would be quite surprising if disparities did not result; no other jurisdictions with similar sentencing systems have been able to avoid them. Judges are trained

and experienced in the evaluation of documentary material and verbal arguments, and undoubtedly the sentencing disparity problem would be even greater if sentencing determinations were left to any other group of public officials without the same training and experience. However, this is not to say that even judicial sentencing cannot be improved.

Concerning the benefits of sentencing reform, Norval Morris, Dean of the University of Chicago Law School, had these comments at a recent conference on determinate sentencing:

"What then, can properly be expected from sentencing reform? The journey will not be short and there may be unfortunate detours through legislatively fixed sentences, but in the longer run we can reasonably expect a small reduction of crime and juvenile delinquency and, of at least equal importance, we can also reasonably expect the emergence of a principled, even-handed, effective yet merciful Common Law of Sentencing, consistent with human rights and freedoms, competent to the deterrence of crime, the adumbration of minimum standards of behavior and the better protection of society against its in-group predators."\*

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\* Proceedings of the special conference on Determinate Sentencing June 2-3, 1977, Boalt Hall School of Law, University of California, Berkeley.

Clearly Morris sees sentencing reform as essential to the development of a "principled, even-handed" approach to punishment, even though such guidelines may not reduce institutional populations.

Alaska's revised Criminal Code is a comprehensive attempt at sentencing reform which, unfortunately, may not go far enough to eliminate sentencing disparity, and which also may go too far in imposing lengthy sentences on recidivist felons. Undoubtedly, the factors in aggravation and in mitigation identified by the statute are already considered by the judges in one way or another during the sentencing process. The new Criminal Code organizes and identifies these factors in a much more systematic manner, but given the inevitable difference between individual judges, some could be expected to give more weight to particular factors than would others. The statute does not provide a mechanism for relating the balance of mitigating and aggravating factors to specific adjustments--the particular number of months or years--that should be made in the presumptive terms. However, the Alaska court system should be able to accomplish this administratively as it implements the new Code.

If after the new Code takes effect, the projected increase in prison population begins to occur, there may be methods of mitigating this problem without interfering with goals of sentencing equity and just punishment which are the foundation of the Code. The simplest approach would be to shorten the relatively lengthy presumptive terms for recidivist felons. The first step toward

this action would appear to be very similar to that recommended by the Governor's Commission, i.e., that a study be conducted to determine the basic average length of stay of the various categories of sentenced inmates as sentenced under the old code (since it is the average length of stay, not solely the average sentence, which determines population levels). These average stays could then be used as a partial basis for setting new presumptive, equitable terms for sentenced offenders.

The proposed federal criminal code, Senate Bill 1437, could also be used as a conceptual model for drafting revised sentencing provisions for Alaska. This proposed code is based on the creation of a Sentencing Commission, which would function as an authority separate both from the legislature and the judiciary. The Commission, using the best available objective research combined with considerations of equity and just punishment, would develop sentencing guidelines, similar in concept to guidelines now used in the federal paroling process (and by some states.)

Such guidelines usually consist of a matrix, under which the most common crimes are vertically listed in four or five categories, from least to most serious; horizontally, the matrix demarcates four or five categories of risk, from the most favorable to the least favorable. Where a given category of crime intersects with a given category of risk the grid indicates a customary range of time to be served, and the prisoner has to serve a period of time falling into that range before he or she can be released. In developing a

sentencing matrix, it is also likely that a Sentencing Commission would wish to weight the various aggravating and mitigating factors as set forth in Alaska's new Criminal Code and relate them to adjustments in presumptive terms, specifically measured in terms of months or years to be added or subtracted. As now provided by the Code, the judge should give reasons for the term he or she imposes. The Criminal Code could be amended to allow the defendant to appeal the sentence when it exceeds the guidelines, and allowing the State to appeal when the sentence is less than the guidelines provide. The sentencing guidelines should also specifically encourage the maximal use of such sentencing alternatives as probation, restitution and community service orders. While the Division of Corrections can facilitate this through providing comprehensive pre-sentence reports, the judiciary must take the initiative in using these alternatives to their fullest.

As other groups in Alaska have recommended, the Alaskan court system should consider the establishment of periodic sentencing seminars, where judges and other public officials and invited experts may discuss sentencing issues and work toward some degree of consensus as to their resolution. Also worthy of consideration is the recommendation that in the multiple-judge courts of Anchorage, Fairbanks and Juneau--which together do most of the sentencing in Alaska--advisory panels of judges be established to meet as often as needed to discuss individual cases and exchange views as to the

sentences that should be imposed, with the sentencing judge retaining responsibility for determining the ultimate sentence. Both recommendations have long been in use in a number of other jurisdictions, including the federal. These periodic seminars could be the first step toward the development and implementation of sentencing guidelines. Until such guidelines are established, the periodic judicial seminars could provide a continuing means of avoiding sentencing disparity.

While it is not appropriate at this time to recommend the abolishment of the Alaska Parole Board, this action ought to be considered at such time in the future as the new Criminal Code and the adoption of sentencing guidelines by the Alaskan courts have brought about a sufficient degree of consistency and fairness in sentencing as to make the parole process obsolete. The subsequent section in fact presumes the continued existence of the Parole Board, and suggests ways to improve its functioning.

Implementing any sentencing reform requires the highest level of cooperation between the judiciary, the legislature, law enforcement, and the Division of Corrections. Corrections alone cannot hope to improve Alaska's sentencing or pretrial release practices; only with the cooperation of the other decision-makers involved can true and lasting improvements be achieved. In the relationship between corrections and the courts, corrections planning necessarily must become criminal justice system planning as well.



#### PAROLE DECISION-MAKING

Parole policies and practices have as direct an effect on corrections as do court actions in pretrial release and sentencing decisions. Parole policies determine, within statutory and judicially determined limits, the length of time a sentenced inmate serves in prison, and the type of conditions that are imposed on his or her parole. The criteria used by the Alaska Parole Board in its decision-making shape the manner in which the Division of Corrections utilizes its institutional and community supervision resources.

As previously stated, if a sentencing guidelines model is adopted, eventually the need for parole as a means of adjusting for sentencing disparities may well disappear, and at this point it will become necessary to consider the statutory abolishment of parole decision-making. However, one must differentiate between paroling decisions and the reintegrative services offered by the Division of Corrections to parolees. Such "parole" services should not be discontinued; whether releasees are released through Parole Board action or at the end of a sentence determined by statute and guidelines, most will continue to require some type of "depressurization" to help them adjust to life in their home communities. Prerelease programs operated by the Division, such as work release and furlough, will become even more critical if parole is abolished. At this juncture, it may also prove to be necessary to statutorily provide for some portion of the

end of every sentence to incarceration to be served under community supervision (similar to the mandatory release law now in effect).

However, it is not likely that parole decision-making will be abolished in Alaska in the near future, since such a step would require a thorough reexamination of the revised Criminal Code, and concerted efforts to develop a guidelines matrix for sentencing decisions which could eliminate the need for Parole Board sentence adjustments. In addition, all inmates sentenced under old sentencing statutes will continue to be eligible for parole for some time to come. Therefore, given that the Parole Board will continue to function in Alaska for the foreseeable future, it is important that the Parole Board's policies and practices are consistent with the state's overall corrections philosophy, and that the Board is provided with sufficient resources and authority to efficiently accomplish its responsibilities. This section describes the current operations of the Board, comparing it with ACA standards, and suggests actions which could be taken to improve the Board's functioning and to enhance coordination between the Board and the Division of Corrections.

Operations of the Alaska Parole Board have attracted limited attention in recent years; the controversy which has surrounded other criminal justice decision-making areas (especially sentencing and correctional

classification) has been largely absent from Alaska's parole decision-making process. Although nationally the fairness of parole decision-making has come under attack from many sources (inmates, corrections agencies, the courts, researches), this has not been echoed in Alaska. This may in part be due to the fact that Alaska's Parole Board has observed the controversies in other parts of the nation, and has reacted with efforts to prevent such conflicts before they arise. In examining the Board's operations, as this section will illustrate, it is apparent that in most respects it meets or even exceeds national standards for adult paroling authorities. In addition, the Board received a grant from the National Institute of Corrections in 1978 to develop a parole guidelines model for Alaska, and work on this task has already commenced. In general, there seems to be a desire to professionalize the operations of the Board, so as to further ensure that decisions will be made in accordance with court requirements and national standards.

#### ORGANIZATION OF THE PAROLE BOARD

For the most part parole decision-making in most jurisdictions in the United States remains in the traditional pattern, dependent upon the judgments of individual board members augmented only by due process procedures imposed by the courts. This is also presently the situation in Alaska. The Alaska Parole Board is composed of 5 part-time members appointed by the Governor for staggered terms of 4 years; as of July 1, 1978 they are paid \$50 a day plus travel expenses when on official

business. The Board is administratively located in the Department of Health and Social Services, but is separate and apart from the Division of Corrections. It has a staff of 3 persons: an Executive Director, a Parole Board Officer, and a clerk. The office is located in Juneau.

The Board has jurisdiction over parole release, rescissions and revocations. The Parole Board is also responsible for processing mandatory release violators. The Board's Executive Director, in addition to performing the administrative work of the Board, is an advisor to the Governor's Executive Clemency Advisory Board and handles administrative duties for the Advisory Board, including investigations and recommendations.

The Board meets every three months at the institutions in Anchorage, Fairbanks and Juneau. At Anchorage hearings are held at Eagle River, and eligible applicants from Third Avenue, Sixth Avenue and Nome are transported to Eagle River for personal appearances. Hearings are also held at Ridgeview and Palmer. At Juneau, The Board also hears the cases of eligible applicants from Ketchikan, who are transported there for this purpose. Every six months two board members or one board member and one staff member travel to federal institutions, to conduct hearings for Alaska prisoners boarded in those institutions. At each institution counselors prepare reports for the use of the Board, assist inmates in the preparation of applications, counsel inmates, and work with community services offices in connection with

arrangements for releases on parole.

#### OPERATIONS OF THE BOARD

The board hears about 300 cases annually, although there may be a considerable variation in number by quarter, from about 60 to 100 or more. On the average, prisoners serve nearly half of their terms before being released on parole. While perhaps half of the applications (the proportion varies by quarter) are denied or continued for future consideration at their initial hearings, approximately two-thirds are eventually granted parole. At any one time there are about 200 offenders on parole, throughout the state.

Under current law prisoners serving more than an 180-day sentence must serve one-third of their maximum sentences (for lifers, 15 years) before becoming eligible for parole; however, the court can increase this one-third minimum up to the maximum sentence length. Under the new sentencing law, to become effective January 1, 1980, only first-time felony offenders will be eligible for parole consideration within the above limits. Under the new code, good time is computed at a ratio of one day off the sentence for every three served with good conduct.

As a result of parole hearings the Board may issue one of three alternative decisions in individual cases: (1) parole denied with no provision for further review (under which the prisoner will serve his full time minus good time), (2) parole granting deferred and a date set for a future review, or (3) a grant of parole to an approved release plan.

The work of the Board can perhaps best be examined by reviewing the recommended standards of the ACA's Accreditation Commission and comparing them with actual practice in Alaska. The organization of the Alaska Board is generally consistent with these recommendations of the "Manual of Standards for Adult Parole Authorities", which indicate that the Board should have full statutory authority for parole decision-making, it should be autonomous, it should be administratively independent of field services, and it should have the authority to impose general and specific parole conditions. The last recommendation in this section, which permits the use of hearing examiners, is not applicable to Alaska due to the relatively small workload in comparison to other states, excepting where the Board uses parole administrative staff for preliminary revocation hearings.

As suggested by the ACA Commission, the Alaska Board "has power to grant or deny parole and does not serve merely as an advisory body to another official or agency." The Board also "has the statutory power to cause the arrest of parolees and the power to revoke parole," and it has "the statutory power to secure prompt and full information... from institutional staff, parole field staff, and those responsible for the administration of part-way programs, such as halfway houses and furloughs" (although it should be noted that under current practice the use of

halfway houses and furloughs in Alaska is very minimal). The recommendation that written policy should set forth "the roles, functions, duties and responsibilities of the hearing examiners" is implemented in Alaska to the extent that Parole Board staff may conduct preliminary revocation hearings.

The Alaska Board does not have the "statutory power to discharge from parole" which is recommended by the ACA standards. It does have the authority to discharge parolees from supervision, but they must remain in parole status until the end of their terms, minus earned good time.

The seven ACA standards on planning and coordination are only partially implemented in Alaska. The Board does not have "a written set of long-range goals and policies which are developed continuously and reviewed annually..." and does not "document the existence of practical and specific plans to move toward the realization of these long-range goals and policies." The Board does participate "through the agency of which it is a part... in criminal justice planning efforts," but it does not "meet at least annually with representatives of relevant criminal justice agencies... to develop means of coordinating programs, to undertake joint planning, and to agree on means of implementing and evaluating such plans." Nor do members of the Board "meet at least semi-annually with the directors of institutions from which parolees are granted and/or with the head of the jurisdiction's correctional agency" for the same purpose. A mechanism of this kind seems

particularly appropriate and necessary.

The standards recommend similar meetings of Board members with field service staff, but in Alaska this is not done on any formal basis. Also, Board members are to "visit all institutions and a representative sample of the partway facilities in their jurisdiction at least annually, specifically for the purpose of gaining first-hand information about the operations and programs in these facilities from both staff and inmates/residents." The Alaska Board does meet on a quarterly basis at several institutions, but these meetings are exclusively for the purpose of holding hearings.

The last standard states that there should be "documentation that the parole authority promotes and enhances communication with field parole staff through such means as visits, conferences, and seminars at field parole offices." The Executive Director of the Alaska board does visit field offices from time to time to provide advice and some measure of training, although this interaction is limited due lack of time on the part of the Director.

In connection with all of the foregoing recommendations regarding planning and coordination, it is essential to point out that the Board's less-than-perfect compliance with these standards is due primarily to lack of sufficient staff to carry out all these activities. Moreover, it is frequently difficult for part-time Board members to find time to attend the quarterly

institutional hearings, let alone participate in supplementary meetings, visitations, conferences and seminars as recommended by the standards.

The Manual's section on administration and budget has 15 standards, the implementation of which in Alaska is also impeded by the organization of the Board and the lack of adequate staffing. The Board does have a "clearly defined budget" but is not a system "which allows it to weigh the costs of the various functions carried out and thereby plan effectively for the wise allocation of resources". However, the operation of the Board cannot be said to be so elaborate as to require a system of this kind.

The standards provide that the Chairman of the Board should be responsible for the preparation of the budget, that Board members and staff participate in this process, and that the Chairman participates in budget hearings. In Alaska, all of these functions are carried out by the Executive Director, who is not required to consult with the Chairman of the Board members (although such communication usually does occur). The Board does not have the staff needed to carry out "the variety of administrative tasks which are required of it," and while its "space and equipment" is adequate for the present number of staff, the space and equipment, as well as the staff, are not sufficient to meet the requirements of an "effective and efficient processing of the authority's business."

One of the standards recommends that "all current procedures and policies of the parole authority are written and available for public review." The Board does have two manuals which set forth procedures and policies, but these manuals have been modified and supplemented over the years by a variety of memoranda, which are not readily available for public review. As recommended in another standard, the Board does have "skilled legal assistance" available through the Attorney General's office, but it shares this attorney with the Division of Corrections, and occasionally other state agencies as well. The standards stress that "with present-day demands on parole authorities, sufficient and effective legal staff must be available on a continuous basis"; therefore, it is essential that the responsibility of the Assistant Attorney General assigned to work with the Board be clearly defined.

The Board is in general compliance with the standard recommending that the staff be covered by a merit system. However, the staff is not large enough that the recommendations providing for the grouping of tasks, for clear lines of demarcation between administrative personnel, and a supervision ratio of six to one, have any significant relevance.

The Board only recently drafted "a manual of administrative procedures which specifies the operating procedures of the parole authority's administrative staff." The standards also recommend that "all employees of the parole

authority attend staff meetings at least quarterly, where they participate in shaping policies which affect their work." The staff is so limited in numbers and works so closely together that it can virtually be said that they are in continuous staff meeting. The last standard, recommending at least 40 hours of training annually for "all staff who relate to offenders in either a decision-making or a supervisory capacity" would appear to apply to the Executive Director and the Parole Board Officer, but under current circumstances these two persons simply do not have time for this training, nor does the Board have the funds.

The ACA Commission makes a number of recommendations affecting the appointment of Parole Board members:

- members should be chosen through a statutorily or administratively defined system, with explicitly defined criteria, which results in the merit appointment of parole authority members.

- at least two-thirds of the members of the parole authority should have at least a B.A. or B.S. degree in one of the social or behavioral sciences or related fields.

- at least two-thirds of the members should have at least three years experience in a responsible criminal justice or juvenile justice position, or equivalent experience in a relevant profession, such as law or clinical practice.

- both sexes are represented among parole board members, as well as members of the racial and ethnic

groups which are represented significantly in the population of the jurisdiction.

- members of the parole authority do not seek or hold partisan elected office while a member of the authority.

- positions on the parole authority are full-time.

- tenure is no less than 5 years.

- if a fixed term of office is used, the terms of the members are staggered.

- salaries of parole board members are comparable to those paid judges of courts of general jurisdiction (or highest trial court).

- the Board consists of no less than three members.

In Alaska there is no merit system for the appointment of parole board members, nor any statutory requirement as to education and experience. There is a woman on the Board, and the major ethnic groups are represented. The statute does not prohibit members from seeking elective office. The five Board positions are part-time, and tenure is for four years, on a staggered basis. The salary rate, for the time worked, is not comparable to that of a Superior Court judge (which averages about \$200 per day statewide). Obviously, to meet accepted standards, some changes in the method of appointment and status of the Board members are warranted.

The standards also provide for the designation of one of the members as the Chairman, with the

responsibility for coordinating the work of members, acting as official spokesperson for the Board, directing the work of staff, and involving colleagues and staff in the formulation of policy. In Alaska, the Board does have a Chairman, who functions chiefly in that capacity at parole hearings. Due to the part-time status of the Board's members, the other functions are carried out by the Executive Director.

Three other standards, relating chiefly to hearing examiners are not currently applicable to Alaska. However, the last of these, which recommends that Parole Board members receive at least 40 hours of relevant training and education annually, is not in effect in Alaska. Again, considering the part-time status of members and the difficulty they have in finding time even for parole hearings, it would not be feasible to comply with this standard under current circumstances.

The first standard in the ACA Manual relating to management information systems recommends that the Parole Board have "available to it an organized system of information retrieval and review, which is part of an overall research capacity." The discussion on this standard states:

"A parole authority can neither chart new policies, control the applications of old ones, nor even be aware of their consequences without an organized system of information retrieval and review. Not only is such a system important in terms of controlling applications of policy, but also in providing

a base for evaluating different kinds of policy options. It is crucial that parole authority members have competent research personnel who are available to work with them in designing data to be collected and interpreting results."

Three other standards also recommend that the Parole Board should (1) maintain parole outcome measures, such as those developed by the Uniform Parole Reports, (2) receive at least quarterly summaries of the population characteristics and statuses of inmates in the correctional institutions and part-way programs from which paroles are granted, and (3) receive at least quarterly summaries of the population characteristics and statuses of parolees under supervision.

The Board does collect data on parolees, and has available to it the statistics prepared and analyzed by the research staff of the Division of Corrections. But the system is not as elaborate, as organized, nor as structured as the Accreditation Commission's standards call for. The Board itself does not have the staff and resources to develop and operate an information-gathering system on the scale recommended.

The limitations of the Board in this respect also impede its ability to comply with the standard recommending that the Board "receives management information from the institutions and field authorities pertinent to parole policy, that it puts aside regular time for study of this information, and that the authority demonstrate that management

information is considered and acted upon where appropriate." The Board does comply to some extent with the standard recommending that it "or the larger agency of which it is part collaborates with criminal justice and human service agencies in programs of information gathering, exchange, and standardization." As a participant since 1976 in the Uniform Parole Reports program sponsored by the National Council on Crime and Delinquency Center, the Board has enacted the standard recommending that "the parole authority or the larger agency of which it is a part participates in national data collection efforts."

The Board does not have a research capability, but as it moves to carry out its parole guidelines project under the National Institute of Corrections grant, the recommendations of the Accreditation Commission in its section on research would appear to apply. The completion and adoption of the proposed guidelines would implement the recommendation that "statistical and research data are used by parole authority members in decision-making and policy development," as well as the recommendation that "parole authority members participate with researchers in shaping the nature of data to be gathered, the form of its presentation, and the types of questions which are to be addressed." The Commission recognizes that "it is impractical for a parole agency to carry out

internally all research needed," and recommends that in addition to internal research, the parole authority "permits, encourages, and utilizes...research conducted by outside professionals." The Board, as a matter of course, recognizes the principle of the last standard in this research section, which states that "the privacy and interests of offenders, their families and other persons" should be safeguarded.

The Board has substantially implemented the standards in the section on scheduling and information. One of the Board's manuals sets forth "the criteria which are employed...in its decision-making," but whether or not these criteria "are specific enough to permit consistent application to individual cases" is questionable. The fact that the Board applied to the National Institute of Corrections for a grant to develop parole guidelines would suggest to the contrary. However, once developed and adopted, the guidelines would fulfill this recommendation.

In Alaska, offenders are not "scheduled automatically for hearing and review by the parole authority when they are first legally eligible for parole consideration, or within one year after being received in a correctional institution." Offenders must apply for parole, but this requirement would not appear to violate the intent or spirit of this recommendation. Similarly, although Alaska procedure differs, the Board's practice would appear to be consistent with the recommendation that:



"At the first hearing, the parole authority sets a tentative release date. If circumstances prevent the setting of a tentative release date at the first hearing, a subsequent hearing is held within one (1) year for the purpose of setting a tentative release date. In any event, the parole authority gives reasons in writing for any deferral of decision."

At the first hearing, the Board may deny a parole, with no further review, set a date for a future review, or grant a parole to an approved release plan. It also gives the applicant the reasons for a denial of parole or deferral of a decision until a future review date; these reasons are stated in writing and are specific and clear.

A further standard provides that "inmates are not held beyond tentative release dates once fixed, except upon a hearing by the authority at which time the reasons for deferral of parole are articulated in writing." This standard would appear to apply to Parole Boards which fixed advanced parole dates early in the term of sentence; this is not the practice in Alaska. Delays in releasing Alaska prisoners granted parole are infrequent and usually consistent with the standard's observation that "temporary delays may be required because of circumstances surrounding a specific release plan or situation."

The standard providing that "inmates are released earlier than initially anticipated, according to law and in

conformity with the authority's previously established and written criteria" would not appear to be fully applicable to Alaska. The Board may authorize a release earlier than scheduled for various reasons, but not as a result of "the behavior of the inmate in a work-release program, particularly meritorious efforts while in the institution, or a mutually agreed upon program contract." However, one of the Board's manuals does provide that applicants at initial hearings may present "the goals they hope to achieve while incarcerated, and the approximate length of time it will take to achieve them." This would appear to carry out the substance of the Commission's recommendation.

The Board does have "available in writing information about an offender's prior history, his current situation, events in his case since any previous hearing, information about the inmate's future plans, and relevant conditions in the community." Also, the materials in the Board's case files "are appropriately classified, organized, and identified according to the authority's established procedures." However, it does not appear that these materials "are clearly identified as to source, verification and confidentiality," although the Board's instructions as to their preparation include these considerations.

The Board is in substantial compliance with the recommendation that "in those cases which in the opinion of parole authority members require an

examination and opinion by psychiatrists or psychologists, certified members of the appropriate professions are available for such examination and review." For example, under Alaskan law, an offender convicted of lewd and lascivious acts towards a child cannot be parole "until the paroling authority receives a report from a reputable psychiatrist stating the mental condition of the person and stating that the person was under observation while confined in prison." It is the Board's policy that it will not review the case of an applicant who has not been seen by a psychiatrist, and at the time of the hearing the Board must have available to it a recent psychiatric report and a parole progress report in which appropriate attention has been given to this consideration.

The final recommendation in this section states that "the parole authority and the agency of which it may be a part have a written policy regarding the confidential nature of individual case information, and have promulgated specific rules as to the persons who may have access to such information, and the staff who are responsible for the release of that information." While the Board apparently does not have a written policy of this kind, it is reflected in section 302 of the proposed institutional manual of the Division of Corrections. Inasmuch as the Division has custody of the primary case files, the proposed regulation and its detailed procedures would appear to conform to the Commission's recommendation.

The practice of the Board are reasonably consistent with most of the Accreditation Commission's recommendations in the section on hearings. However, the Board's practice does not conform to the Commission's recommendation that "the person conducting the hearing records and preserves a summary of the major issues and findings in the hearing." In this connection the Commission comments:

"It is essential that a record of the events of the hearing be kept for the purpose of subsequent review. It is particularly important for future hearings to be able to review the record of a hearing, and have an awareness of the issues which had been raised previously. The use of dictating equipment is quite appropriate for this purpose."

The Board does not record the hearing or prepare a summary. However, during the hearing, notes are taken.

The Board's practice is generally consistent with the Commission's recommendations on conditions of parole.

However, the Board's practice is in conflict with one standard in this section which recommends that "general conditions for release which apply to all parolees and mandatory releases under supervision are limited to requirements that a parolee observe the law, maintain appropriate contact with the parole system, and notify the parole agency of



changes in residence." The Board's general conditions for parolees and mandatory releasees are rather numerous. However, in view of the trend toward increasing litigation in the corrections field, the Board's practice can be supported. Offenders should be fully advised of the rules and regulations that will be expected of them, so that they cannot charge that the correctional authority failed to inform them. Another standard in this section recommends that "the offender is given an opportunity to present his or her views to the parole authority about specific parole conditions which may be imposed on him or her." While this process is not formally reflected in written policy or procedure, it is informally carried out during the course of the hearing.

The Board's policies and procedures are for the most part in compliance with the standards in the manual on arrest and revocation. These standards discuss procedures for issuance of arrest warrants, use of pretrial release for arrested parolees, the timing and nature of preliminary hearings, and revocation procedures.

However, state law does not permit compliance with the recommendation that "in reimprisonment of the parolee, the parole authority's written policies provide for credit to the parolee for time served on parole in the community," with the Commission noting in this respect:

"Careful review of individual cases is required in reaching the decision on provision of credit to the parolee for time served in the community

when the parolee is reimprisoned for a parole violation. Written policy should state specific criteria for allowing or disallowing credit for time served in the community."

In Alaska, when parole is revoked, the parolee loses all credit for the time spent on parole, and he or she must serve the remainder of his term, less good time credits.

The Parole Board does not have the statutory authority to implement either of the two ACA recommendations concerning discharge from parole. The first of these provides that "The parole authority uses its power to provide both release from active parole supervision, and to grant complete discharge to offenders," with the comment:

"The powers to provide for no active supervision and the discharge of offenders are essential to the parole authority. These powers should be employed frequently. It is both uneconomical, and an unnecessary intrusion in the lives of offenders, to continue active supervision when it is no longer required. It is important that parole authorities look for opportunities to use means other than active parole supervision in individual cases."

The other standard suggests that parolees are not continued under active supervision after two years unless, consistent with the parole authority's written policy, good reasons exist to show that such continued supervision is

required," with the comment:

"There is evidence that the number of violations of parole decline after the first two years under supervision. There is also a tendency for parole systems to continue to exercise active supervision over cases when there is no longer a necessity to do so. A policy should exist stating that continued active supervision of an individual after two years under supervision requires a specific affirmative justification."

Alaska statutes do authorize the Board to adopt rules and regulations for discharge from supervision but do not provide for complete discharge from parole statutes. Under the Board's written policy a parolee may petition the Board for a conditional discharge from parole supervision. The parolee must discuss this request with the supervising parole officer, and receive a favorable recommendation from that officer. The Board hears these requests at its regularly scheduled quarterly meetings, and to be considered, the parolee must usually have served at least one year on parole with satisfactory performance. If the parolee is granted early discharge from supervision, he or she is no longer supervised but remains under the jurisdiction of the Board until his or her sentence expiration date, less good time. If the unsupervised parolee violates the conditions of parole, his or parole may be revoked; alternatively if it is later determined that he or she requires parole supervision, the parolee may be reinstated to active supervision for the

remainder of his or her sentence. Thus, many cases not actively supervised remain on the paper caseload of the Board, some for many years; this may in part account for the relatively high percentage of murder convictees observed among parolees (see survey data).

The Parole Board is not sufficiently staffed to carry out as fully as might be desirable the remaining four recommendations of the Accreditation Commission, related to public legislative relations:

- The parole authority provides evidence of a public information program, which includes the development and distribution of information about the authority, its philosophy and operations.
- The parole authority publishes a report, at least biennially, which conveys the major work of the authority, and describes trends in parole release, revocation and discharge, along with similar information.
- The parole authority has a written policy which assures that accurate and timely information on cases is disseminated to the public (including written policy as to who is to provide such information and how it is to be provided).
- The parole authority maintains regular liaison with appropriate legislative committees, during at least each regular session of the legislature, for the purpose of offering advice and opinions on appropriate

legislative matters.

The Board does not collect basic information and data concerning its operations, but these are not analyzed and presented in the structured and systematic way apparently contemplated by these standards. However, when requested to do so with reference to particular issues, the Executive Director of the Board does work closely with appropriate legislative committees.

#### Summary of Recommendations

As can be seen from the foregoing, the Alaska Parole Board is doing nearly all that it can within its current capabilities and limitations to operate a professionally competent parole authority. With some organizational changes and minor increases in staff it can do even better. However, the relatively small size of the Alaskan corrections system--in terms of the number of prisoners and parolees--will continue to dictate some compromises with the recommendations of the Accreditation Commission. The present status of the Alaska Parole Board presents an excellent base upon which to build, and it would appear highly desirable to undertake those additional steps which would improve the professional capability and efficiency of the Board.

For professional decision-making and operations, the Parole Board should be reorganized. While the current members of the Board are doing as well as can be expected under the circumstances that exist, the members are

reportedly hard-pressed to find time for their parole duties since Parole Board business requires 40 to 60 days annually of a member's time and there is an excessive turnover among members. Also, while under the current structure, the overburdened Executive Director is capably directing the work of the Board with its limited resources, the arrangement under which he in effect must perform the duties that normally would be assigned to the Board Chairman is somewhat awkward. Alaska should have a professionally qualified and structured board.

It is therefore recommended that legislation be enacted providing that:

- a. the Alaska Board of Parole be composed of three full-time members.
- b. appointments be made by the Governor from a panel of candidates submitted by the Commissioner of Health and Social Services, preferably with the aid of an inter-governmental committee.
- c. candidates for appointment to the Board should have a background of education and experience in the social or behavioral sciences, criminal justice, the law or clinical practice.
- d. the Board should represent the major ethnic and minority groups found in Alaska.
- e. the salary of Board members should provide adequate compensation for their work.

- f. the Board members should be located in Juneau.

- g. the Governor should designate one of the members as Chairman, who would serve as the operational head of the Board.

The caseload of the Parole Board is not sufficient to require the then full-time members of the Board to spend all of their time in parole decision-making. However, under the direction of the Chairman there are numerous other essential activities that could more than occupy their available time: (1) formulation of Parole Board policy, (2) budget preparation, (3) development of manuals (administrative, rules and regulations), (4) coordination with other criminal justice agencies, (5) public information and liaison, (6) their own training and the training of Parole Board and parole field services personnel, (7) review of appeals, and (8) information-gathering visitations to the facilities, both institutional and community-based, of the Division of Corrections.

The staff of the Board should be reorganized and augmented. With the Chairman directing the work of the Board, the position of Executive Director should be reconstituted as that of Staff Director, reporting directly to the Chairman. Another administrative assistant should be appointed, making a total of two, and the clerical staff increased to a total of 3. These personnel would assist the members of the Board in carrying out their respective responsibilities, as assigned by the Chairman. The

additional staff would make it possible for the Board to undertake tasks that are not now within its capabilities, particularly in the areas of research, report preparation, manual preparation and updating, and the increasingly detailed procedures that are being imposed upon modern paroling authorities. It is essential that the staff be enlarged, even if Board members are full-time appointees.

The Board should also have an Assistant Attorney General assigned to assist in the formulation of its policy and procedure, to review legal issues raised in individual cases, and to provide advice to Board members to assure that its work is carried out in accordance with the Constitution, as reflected in the mandates of the U. S. Supreme Court, and with the laws of the State of Alaska. The Attorney General's office presently provides such services, but it would be desirable for one AAG to be assigned to work exclusively with the Parole Board and the Division of Corrections. Parole boards elsewhere are becoming more heavily involved in litigation, as parole policies, rules and regulations are challenged in the courts, and such a designation would help to ensure that the assigned AAG would have sufficient time to work both to minimize such litigation and to facilitate the handling of litigation when actions are filed against the Board.

With the appointment of a full-time three-member Board, hearing procedures should be changed to

provide for parole grant and revocation hearings to be conducted by a two-member panel of Board members, composition of the panels alternating among the three members as directed by the Chairman; at present hearings are attended by three to five members of the Board. Also, one of the members should be designated to conduct the hearings; at present, the Executive Director of the Board performs this function. Preliminary hearings should be conducted by a single Board member.

All hearings--parole, parole rescission, parole revocation--should be recorded. This can be done electronically. The recordings need not be transcribed, but should be filed for availability in connection with appeals and litigation. At the conclusion of the hearing in individual cases, a Board member should dictate a short summary of the proceedings according to a format prescribed by the Board. These summaries should be transcribed by Board staff, and made a part of Parole Board records.

With a three-member Board, it is not possible to establish a procedure for considering an appeal by members who were not involved in the decision being appealed from. However, as a compromise the appeal should initially go to the Board member who was not a part of the two-member panel who made the decision. This member should be authorized to deny the appeal on his or her own signature. However, if he or she feels there are grounds for a different decision, the appeal

may be sent to the other two Board members together with the recommended decision and reasons for it, and if one of these members concurs, the original decision will be changed as recommended. If neither concurs, the original decision would stand and the appeal would be denied.

The adoption of a parole guidelines or matrix system similar to that in use in the federal system, Oregon and Michigan should be considered a long-range effort. Guidelines in use elsewhere cannot be applied to the Alaska prisoner population without considerable modification and research. While the guidelines in use in various jurisdictions have some common elements, the prisoner population differs in some respects from one jurisdiction to another, and this would particularly appear to be the case in Alaska. For example, guideline models usually includes a factor taking into consideration whether the offender was unemployed at the time of his crime or for a period of time prior to the crime. In Alaska, it would seem that the unemployment of a native offender who resides in a remote area in a subsistence economy would not have the same significance as unemployment would for a Caucasian in an urban area.

To develop a guidelines model in Alaska will require extended research into the decisions made by the Board in the past, and a trial run and an in-depth evaluation for a period of time on a sample of the Alaskan

prisoner population, prior to adoption for the entire sentenced prisoner population. Also, if experience elsewhere is repeated in Alaska, a guidelines system would require more detailed procedures and more personnel, and may not necessarily bring about more satisfaction with the parole decision-making process on the part of the prisoners, the criminal justice community, or the legislature. Because of the more structured decision-making imposed by guidelines, a higher volume of appeals and litigation is an inevitable consequence.

Finally, because of the statistical basis of guidelines which are applied to categories of prisoners with given matrix scores, their predictive capability is far from perfect. That is, some prisoners with poor scores may in fact be good risks, and on the other hand, some prisoners with scores indicating they are good risks will fail. Therefore, the guidelines should be used as an aid to decision-making and should not entirely replace the discretion of Board members. In active practice, parole guidelines cannot guarantee equity in parole procedures -- they are, however, the most promising means of improving the existing system. The Board should prepare and keep up-to-date a manual of policy, rules and regulations, and an administrative manual. The staff has recently completed a first draft; if staff is added as recommended, they will be able to keep this manual up-to-date. In this connection legislation should be enacted to make the Board subject to the provisions of the Alaska Administrative Procedures Act, so that its

proposed rules, regulations and procedures can be published and comment elicited from interested parties, prior to final consideration and adoption of rules, regulations and procedures by the Board.

Legislation should also be considered, as recommended by the Accreditation Commission, to allow the Board to give parolees whose paroles have been revoked credit on their sentence for time served on parole between the date of release from an institution and the date of arrest for a violation of parole conditions.

The Board should be authorized by legislation to discharge from parole status at any time after two years (for persons with sentences of more than ten years) parolees who in the judgement of at least two members of the Board have so conducted themselves that they are unlikely to become again involved in violations of the law. Affirmative decisions should be made administratively, without the necessity for a hearing. However, when in the judgement of at least two members of the Board, discharge from parole should be denied, a hearing should be granted the individual parolee.

Consideration should also be given to legislation, and/or changes in Parole Board procedure, under which the Board would conduct initial hearings, in the case of prisoners with maximum sentences of five years or less, within four months of their commitment. At these hearings, a presumptive release date should be set

either by parole or by mandatory release (the latter in effect a denial). Prisoners with maximum terms of more than five years would be heard at least a month prior to the completion of their minimum terms, also for the purpose of setting a presumptive release date, either by parole or by mandatory release, setting an effective date of parole, or setting a future date for a reconsideration hearing.

Where presumptive release dates have been set, the case should be reviewed administratively by a Parole Board member two to three months prior to the presumptive release date, to determine whether the conditions of the presumptive release date have been satisfied. Upon the basis of his or her findings, the member should be authorized to approve the parole date, advance or retard the parole date for good cause, or refer the case to a two-member panel for a rescission hearing at the next regularly scheduled quarterly meeting of a panel at the institution where the offender is confined.

The actual provisions of a proposal of this kind should be much more detailed. However, under this general procedure prisoners would be much more aware of their parole status than they presently are during the course of their confinement. Also, the Division of Corrections, with a similar awareness of prisoners' parole status, would be in a more informed position to make decisions concerning the prisoner such as custody classification

and assignment to community-based programs (halfway houses, furloughs and work, educational or vocational training release). It would give the prisoner, the Division of Corrections, and the Parole Board a mutual understanding of what would be expected of the offender during his or her imprisonment, and could facilitate joint programming and release preparation programming decisions.

A mechanism should be established within the Department of Health and Social Services to assure that the Board of Parole and the Division of Corrections function under a common correctional philosophy and policy. At present there appears to be some difference in the goals of these two organizations. As indicated in other sections of this master plan, for example, the Division of Corrections makes virtually no use of the community-based programs that are useful for pre-parole testing and preparation. Also, the Board has a very limited role in training parole supervision personnel, other than the occasional participation of the Executive Director. Joint meetings of Division of Corrections and Parole Board personnel should be established on a regular basis, to evaluate programs affecting parole readiness and to work out procedures under which, for example, the Parole Board may, in its decisions in individual cases, require that applicants be sent to halfway house or prerelease center for a period of time before the parole date becomes effective. Such considerations involve the use of personnel and funds of both agencies, and management policies and decisions affecting them should be worked out on a mutual basis.

**CONTINUED**

**6 OF 7**



# Alaska Adult Releasee Survey

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Justice System Planning and Architecture

One E. Wacker Dr.  
Chicago, Illinois 60601  
(312) 822-9480

- 1** Identifier: Enter number, name or any similar designation for each individual.
- 2** State: Enter code for subject's state of residence (see accompanying list).
- 3** City of Residence: Enter code for subject's city of residence (see accompanying list). If subject is not a resident of Alaska, place an "X" in the column.
- 4** Sex: Enter appropriate code for each subject.
- 5** Ethnic: Enter only one code for each subject.
- 6** Ever Married: Code "yes" if individual at time of commission of the instant offense was or ever had been legally married. Documented common law relationships of at least seven years duration should be counted as equivalent to legal marriage.
- 7** Date of Birth: Enter month (01 through 12) and year (e.g., 51 not 1951) of subject's birth.
- 8** Residence at Intake: Enter number of years and/or months (01 through 12) subject had lived in residence at intake. If subject had no permanent residence, enter "0000".
- 9** Phone in Residence: Enter appropriate code for each subject. If subject had no permanent residence, record code "3" (no residence).
- 10** Resided with Parents and/or Spouse at Intake: Enter appropriate code for each subject.
- 11** Employment at Intake: Enter appropriate code for each subject. Use "not in labor force" for those not actively seeking work, e.g., students, homemakers or the physically ill or disabled.
- 12** School Status at Intake: Enter appropriate code for each subject. "School" includes vocational training programs
- 13** Level of Education Attained: Write in the level completed by subject at intake. Grade 12 includes GED certificate holders. Grade 14 is two years of college, grade 16 is four years of college, and 17 and above is graduate or professional school.
- 14** Friend or Relative Expected at Arraignment: Enter appropriate code for each subject. Code "yes" only if subject expected (or expects) a friend or relative to be at his or her arraignment.
- 15** Current Offense: Enter the code for the offense with which the subject is (was) charged using codes from the accompanying list. If subject is (was) charged with more than one offense, enter only the single most serious offense.
- 16** Serious Institutional Misconduct: Code "yes" only if, during incarceration for instant offense, the subject (a) has been guilty of major misconduct, that is, homicide, assault, intimidating or threatening behavior, sexual assault, fighting (not self-defense), inciting to riot or strike, rioting or striking, possession of dangerous contraband, or escape and attempt to escape; and/or (b) was placed in administrative segregation for disciplinary reasons.
- 17** Custody Level Classification: Enter the code for the last custody level in which subject was classified prior to release from the facility.
- 18** Prior Record:
  - First arrest before 15th birthday: Enter the appropriate code for each subject.
  - Number of prior misdemeanor convictions: Write in total number of prior misdemeanor convictions, including those resulting in probation and those resulting in incarceration; e.g., write in "14" for 14 prior misdemeanor convictions. Exclude all traffic violations excepting driving while intoxicated. If subject has no prior misdemeanor convictions, write in "00".
  - Number of prior felony convictions: Write in total number of prior felony convictions, including those resulting either in probation or incarceration. If subject has no prior felony convictions, write in "00".
  - Reported juvenile felony: Code "yes" only if subject, before his/her 17th birthday, has at least one reported arrest or petition filed for behavior which would constitute a felony for an adult.
- 19** Drug Use:
  - Drug abuse problem: Code "yes" only if subject at time of instant offense was addicted to or a chronic user of any non-prescribed controlled substance other than marijuana or alcohol.
  - Alcohol abuse problem: Code "yes" only if subject at time of instant offense was addicted to or a chronic user of alcohol.
- 20** Date of Intake: Write in the hour (to the nearest hour, using 01 through 12 for 1 a.m. to 12 noon, and 13 through 24 for 1 p.m. to 12 midnight), month (01 through 12), day and year on which the subject was booked into this facility for current confinement. For example, 5 p.m., June 15, 1978 would be coded as 17 06 15 78.
- 21** Date of Adjudication: Enter the month (01 through 12), day and year on which a court decision regarding guilt or innocence was reached. If adjudication has not occurred, place an "X" across the columns.
- 22** Date of Release: Write in the hour (as described above for date of intake) month, day and year on which the subject was released from this facility.
- 23** Means of Release: Enter only one code for each subject. (If survey is being completed with subjects who have not been released, place an "X" in this column.)
  - Code (01) Charges dismissed: Use this code for subjects on whom charges were dismissed.
  - (02) Cash bond: Use this code for subjects who posted a surety bond through a private bonding agent.
  - (03) Cash bond to court: Use this code for subjects who posted a surety bond directly with the court.
  - (04) Release on own recognizance: Use this code for subjects released without bond on their promise to appear in court (ROR).
  - (05) Conditional release: Use this code for subjects released, but only on certain conditions, e.g., not to leave the country.
  - (06) Supervised ROR: Use this code for subjects released on their own recognizance who are supervised by a third party (professional or non-professional) to ensure their appearance in court.
  - (07) Diversion program: Use this code for subjects whose prosecution, adjudication, or sentencing is deferred or suspended to enable them to avoid further processing in the criminal justice system through either "good behavior" or participation in a program.
  - (08) Acquitted or found not guilty: Use this code if subjects are acquitted at the time of adjudication.
- (09) Placed on probation: Use this code for subjects convicted of an offense and placed on probation for the remainder of their sentence.
- (10) Placed on parole: Use this code for subjects convicted of an offense and placed on parole for the remainder of their sentence.
- (11) Paid fine: Use this code for subjects released after payment or partial payment of fine.
- (12) Completed sentence: Use this code for subjects released at the termination of their sentence to incarceration.
- (13) Transfer to other state facility: Use this code for subjects transferred to other state correctional facilities.
- (14) Transfer to federal or military authority: Use this code for federal or military subjects released to federal or military authorities and/or facilities.
- (15) Transfer to drug or alcohol treatment facility: Use this code for subjects transferred to a drug or alcohol detoxification and/or treatment facility, or similar facility.
- (16) Other Specify: Use this and subsequent codes (16, 17, 18, etc.) for subjects who leave the jail through any other means (e.g., transfer to medical/psychiatric facility). Attach a note explaining all such added categories.
- 24** Legal Status at Release: Enter appropriate code for each subject:
  - (01) prearrestment
  - (02) released at arraignment
  - (03) post arraignment awaiting trial
  - (04) released by court (fined, acquitted, etc.)
  - (05) awaiting appeal
  - (06) awaiting sentence
  - (07) serving sentence
  - (08) completed sentence
  - (09) Other-Specify: Use this and subsequent codes (10,11,12,etc.) for subjects having any other legal status at release. Attach a note explaining all such added categories.
- 25** Date Filled Out: Enter the month, day and year on which the information for each subject was recorded.

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5

facility		location				
Anchorage Correctional Center		3rd Avenue, Anchorage				
		operating capacity				
		69				
pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA		N.A.		
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg.,T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp.basic care	ACA				
24.	Medical/Women - spec. needs	ACA		N.A.		
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev.train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				

Anchorage Correctional Center, 3rd Avenue

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA				
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

facility		location	
Anchorage Correctional Center Annex		Anchorage	
		operating capacity	94
pg.	standard topic	source	compliance factor
			.25 .50 .75 1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA	
2.	Room Size - 60 s.f. & 80 s.f.	ACA	
3.	Room Env. - T., light, vent.	ACA	
4.	Dorm Env. - space light & vent.	ACA	
5.	Dayroom - Dining	APHA	
6.	Staff - proximity	ACA	
7.	Co-ed - equal access to prog.	ACA	N.A.
8.	Recreation - range & access.	ACA	
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA	
10.	Recreation - outdoor drainage	APHA	
11.	Recreation - gym/aud./sh./mus.	ACA	
12.	Visiting - wtg., T., D.F., Tel.	APHA	
13.	Visiting - policy & procedures	ACA	
14.	Attorney Interview - conf.	ACA	
15.	Telephone - access pol. & proc.	ACA	
16.	Dining - light, vent., clean	APHA	
17.	Dining - normalization	ACA	
18.	Property - stor., control policy	ACA	
19.	Shower - 1:15	ACA	
20.	Medical - ade. fac. & personnel	APHA	
21.	Medical/Dental - basic health serv	ACA	
22.	Medical/Dental	APHA	
23.	Medical/Dental - comp. basic care	ACA	
24.	Medical/Women - spec. needs	ACA	N.A.
25.	Accident - prevention	APHA	
26.	Hair Care - approp. facility	APHA	
27.	Hair Care - services avail.	ACA	
28.	Noise - min. unnecessary	APHA	
29.	Food Service - OSHA	ACA	
30.	Food Service - acc. prev. train.	ACA	
31.	Food Preparation - 7 - 9 s.f.	APHA	
32.	Food Preparation - compl.	APHA	



Anchorage Correctional Center Annex, Anchorage

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA				
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

facility

Fairbanks  
Correctional  
Center

location

Fairbanks

operating  
capacity

160

pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg., T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp. basic care	ACA				
24.	Medical/Women - spec. needs	ACA				
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev. train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				



## Fairbanks Correctional Center, Fairbanks

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA				
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

## facility

Eagle River  
Correctional  
Center

## location

Eagle River

operating  
capacity

81

pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA		N.A.		
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg., T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp. basic care	ACA				
24.	Medical/Women - spec. needs	ACA		N.A.		
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev. train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				

Eagle River Correctional Center, Eagle River

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA				
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

facility		location	
Juneau Correctional Center		Juneau	
		operating capacity	115
pg.	standard topic	source	compliance factor
			.25 .50 .75 1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA	
2.	Room Size - 60 s.f. & 80 s.f.	ACA	
3.	Room Env. - T., light, vent.	ACA	
4.	Dorm Env. - space light & vent.	ACA	
5.	Dayroom - Dining	APHA	
6.	Staff - proximity	ACA	
7.	Co-ed - equal access to prog.	ACA	
8.	Recreation - range & access.	ACA	
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA	
10.	Recreation - outdoor drainage	APHA	
11.	Recreation - gym/aud./sh./mus.	ACA	
12.	Visiting - wtg., T., D.F., Tel.	APHA	
13.	Visiting - policy & procedures	ACA	
14.	Attorney Interview - conf.	ACA	
15.	Telephone - access pol. & proc.	ACA	
16.	Dining - light, vent., clean	APHA	
17.	Dining - normalization	ACA	
18.	Property - stor., control policy	ACA	
19.	Shower - 1:15	ACA	
20.	Medical - ade. fac. & personnel	APHA	
21.	Medical/Dental - basic health serv	ACA	
22.	Medical/Dental	APHA	
23.	Medical/Dental - comp. basic care	ACA	
24.	Medical/Women - spec. needs	ACA	
25.	Accident - prevention	APHA	
26.	Hair Care - approp. facility	APHA	
27.	Hair Care - services avail.	ACA	
28.	Noise - min. unnecessary	APHA	
29.	Food Service - OSHA	ACA	
30.	Food Service - acc. prev. train.	ACA	
31.	Food Preparation - 7 - 9 s.f.	APHA	
32.	Food Preparation - compl.	APHA	

Juneau Correctional Center, Juneau

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA				
46.	Construction - codes,f.res.,san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power -essent.services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm,suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec.,A.C.,ade.,U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed.,st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

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facility		location	
Ketchikan Correctional Center		Ketchikan	
		operating capacity	26
pg.	standard topic	source	compliance factor
			.25 .50 .75 1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA	
2.	Room Size - 60 s.f. & 80 s.f.	ACA	
3.	Room Env. - T., light, vent.	ACA	
4.	Dorm Env. - space light & vent.	ACA	
5.	Dayroom - Dining	APHA	
6.	Staff - proximity	ACA	
7.	Co-ed - equal access to prog.	ACA	N.A.
8.	Recreation - range & access.	ACA	
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA	
10.	Recreation - outdoor drainage	APHA	
11.	Recreation - gym/aud./sh./mus.	ACA	
12.	Visiting - wtg.,T., D.F., Tel.	APHA	
13.	Visiting - policy & procedures	ACA	
14.	Attorney Interview - conf.	ACA	
15.	Telephone - access pol. & proc.	ACA	
16.	Dining - light, vent., clean	APHA	
17.	Dining - normalization	ACA	
18.	Property - stor., control policy	ACA	
19.	Shower - 1:15	ACA	
20.	Medical - ade. fac. & personnel	APHA	
21.	Medical/Dental - basic health serv	ACA	
22.	Medical/Dental	APHA	
23.	Medical/Dental - comp.basic care	ACA	
24.	Medical/Women - spec. needs	ACA	N.A.
25.	Accident - prevention	APHA	
26.	Hair Care - approp. facility	APHA	
27.	Hair Care - services avail.	ACA	
28.	Noise - min. unnecessary	APHA	
29.	Food Service - OSHA	ACA	
30.	Food Service - acc. prev.train.	ACA	
31.	Food Preparation - 7 - 9 s.f.	APHA	
32.	Food Preparation - compl.	APHA	



Ketchikan Correctional Center, Ketchikan

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA		N.A.		
45.	Haz/Mat - control policy & proc.	ACA		N.A.		
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

facility		location				
Nome Correctional Center		Nome				
		operating capacity 25				
pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg.,T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp.basic care	ACA				
24.	Medical/Women - spec. needs	ACA				
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev.train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				

## Nome Correctional Center, Nome

33.	Food Storage - proper area	APHA			
34.	Food Storage	ACA			
35.	Laundry - adequacy	APHA			
36.	Laundry - daily exchange	ACA			
37.	Laundry - personal use	ACA			
38.	Keys - control policy	ACA			
39.	Firearms - handling fac.	ACA			
40.	Perimeter - movement control	ACA			
41.	Perimeter - Surveillance	ACA			
42.	Entry - designation	ACA			
43.	Control - central location	ACA			
44.	Tools - control policy & proc.	ACA			
45.	Haz/Mat - control policy & proc.	ACA	N.A.		
46.	Construction - codes, f.res., san.	APHA			
47.	Accessibility - handicapped	ACA			
48.	Electrical - code compl.	APHA			
49.	Service/Utilities - ade.	APHA			
50.	Emergency Power - essent. services	APHA			
51.	Emergency - light, power, comm.	ACA			
52.	Fire - res., encl., egress	APHA			
53.	Life Safety	ACA			
54.	Fire Safety - alarm, suppression	APHA			
55.	Fire Safety - " "	APHA			
56.	Fire Safety - " "	APHA			
57.	HVAC	APHA			
58.	Heating - range	APHA			
59.	Heating - 72 min. cap.	APHA			
60.	Heating - elec., A.C., ade., U.L.	APHA			
61.	Water - H.C., test.	ACA			
62.	Water - stnds compl., fire prot.	APHA			
63.	Water - reg. compl.	ACA			
64.	Plumbing - natl. standards	APHA			
65.	Plumbing - D.F./cup	APHA			
66.	Drainage - ade. flood plain	APHA			
67.	Waste - stor., disposal	ACA			
68.	Wastes - san. stor.	APHA			
69.	Wastewater - fed., st. standards	APHA			
70.	Sanitation/Health - surfaces	ACA			
71.	Sanitation/Health - local codes	ACA			
72.	Sanitation/Health - general	ACA			

## facility

Ridgeview  
Correctional  
Center

## location

Anchorage

operating  
capacity

27

pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg., T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp. basic care	ACA				
24.	Medical/Women - spec. needs	ACA				
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev. train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				



Ridgeview Correctional Center, Anchorage

33.	Food Storage - proper areas	APHA			
34.	Food Storage	ACA			
35.	Laundry - adequacy	APHA			
36.	Laundry - daily exchange	ACA			
37.	Laundry - personal use	ACA			
38.	Keys - control policy	ACA			
39.	Firearms - handling fac.	ACA			
40.	Perimeter - movement control	ACA			
41.	Perimeter - Surveillance	ACA			
42.	Entry - designation	ACA			
43.	Control - central location	ACA			
44.	Tools - control policy & proc.	ACA			
45.	Haz/Mat - control policy & proc.	ACA			
46.	Construction - codes,f.res.,san.	APHA			
47.	Accessibility - handicapped	ACA			
48.	Electrical - code compl.	APHA			
49.	Service/Utilities - ade.	APHA			
50.	Emergency Power -essent.services	APHA			
51.	Emergency - light, power, comm.	ACA			
52.	Fire - res., encl., egress	APHA			
53.	Life Safety	ACA			
54.	Fire Safety - alarm,suppression	APHA			
55.	Fire Safety - " "	APHA			
56.	Fire Safety - " "	APHA			
57.	HVAC	APHA			
58.	Heating - range	APHA			
59.	Heating - 72 min. cap.	APHA			
60.	Heating - elec.,A.C.,ade.,U.L.	APHA			
61.	Water - H.C., test.	ACA			
62.	Water - stnds compl., fire prot.	APHA			
63.	Water - reg. compl.	ACA			
64.	Plumbing - natl. standards	APHA			
65.	Plumbing - D.F./cup	APHA			
66.	Drainage - ade. flood plain	APHA			
67.	Waste - stor., disposal	ACA			
68.	Wastes - san. stor.	APHA			
69.	Wastewater - fed.,st. standards	APHA			
70.	Sanitation/Health - surfaces	ACA			
71.	Sanitation/Health - local codes	ACA			
72.	Sanitation/Health - general	ACA			

facility		location	
Barrow Jail		Barrow	
		operating capacity	
		4	
pg.	standard topic	source	compliance factor
			.25 .50 .75 1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA	
2.	Room Size - 60 s.f. & 80 s.f.	ACA	
3.	Room Env. - T., light, vent.	ACA	
4.	Dorm Env. - space light & vent.	ACA	
5.	Dayroom - Dining	APHA	
6.	Staff - proximity	ACA	
7.	Co-ed - equal access to prog.	ACA	
8.	Recreation - range & access.	ACA	
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA	
10.	Recreation - outdoor drainage	APHA	
11.	Recreation - gym/aud./sh./mus.	ACA	
12.	Visiting - wtg.,T., D.F., Tel.	APHA	
13.	Visiting - policy & procedures	ACA	
14.	Attorney Interview - conf.	ACA	
15.	Telephone - access pol. & proc.	ACA	
16.	Dining - light, vent., clean	APHA	
17.	Dining - normalization	ACA	
18.	Property - stor., control policy	ACA	
19.	Shower - 1:15	ACA	
20.	Medical - ade. fac. & personnel	APHA	
21.	Medical/Dental - basic health serv	ACA	
22.	Medical/Dental	APHA	
23.	Medical/Dental - comp.basic care	ACA	
24.	Medical/Women - spec. needs	ACA	
25.	Accident - prevention	APHA	
26.	Hair Care - approp. facility	APHA	
27.	Hair Care - services avail.	ACA	
28.	Noise - min. unnecessary	APHA	
29.	Food Service - OSHA	ACA	
30.	Food Service - acc. prev.train.	ACA	
31.	Food Preparation - 7 - 9 s.f.	APHA	
32.	Food Preparation - compl.	APHA	N.A.

Barrow Jail, Barrow

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA		N.A.		
45.	Haz/Mat - control policy & proc.	ACA		N.A.		
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

facility

Bethel Jail

location

Bethel

operating capacity

18

pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg., T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp. basic care	ACA				
24.	Medical/Women - spec. needs	ACA				
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev. train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				

## Bethel Jail, Bethel

33.	Food Storage - proper areas	APHA			
34.	Food Storage	ACA			
35.	Laundry - adequacy	APHA			
36.	Laundry - daily exchange	ACA			
37.	Laundry - personal use	ACA			
38.	Keys - control policy	ACA			
39.	Firearms - handling fac.	ACA			
40.	Perimeter - movement control	ACA			
41.	Perimeter - Surveillance	ACA			
42.	Entry - designation	ACA			
43.	Control - central location	ACA			
44.	Tools - control policy & proc.	ACA		N.A.	
45.	Haz/Mat - control policy & proc.	ACA		N.A.	
46.	Construction - codes, f.res., san.	APHA			
47.	Accessibility - handicapped	ACA			
48.	Electrical - code compl.	APHA			
49.	Service/Utilities - ade.	APHA			
50.	Emergency Power - essent. services	APHA			
51.	Emergency - light, power, comm.	ACA			
52.	Fire - res., encl., egress	APHA			
53.	Life Safety	ACA			
54.	Fire Safety - alarm, suppression	APHA			
55.	Fire Safety - " "	APHA			
56.	Fire Safety - " "	APHA			
57.	HVAC	APHA			
58.	Heating - range	APHA			
59.	Heating - 72 min. cap.	APHA			
60.	Heating - elec., A.C., ade., U.L.	APHA			
61.	Water - H.C., test.	ACA			
62.	Water - stnds compl., fire prot.	APHA			
63.	Water - reg. compl.	ACA			
64.	Plumbing - natl. standards	APHA			
65.	Plumbing - D.F./cup	APHA			
66.	Drainage - ade. flood plain	APHA			
67.	Waste - stor., disposal	ACA			
68.	Wastes - san. stor.	APHA			
69.	Wastewater - fed., st. standards	APHA			
70.	Sanitation/Health - surfaces	ACA			
71.	Sanitation/Health - local codes	ACA			
72.	Sanitation/Health - general	ACA			

facility		location				
Kenai Jail		Kenai				
		operating capacity				
		14				
pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg.,T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA		N.A.		
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA		N.A.		
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA		N.A.		
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA		N.A.		
21.	Medical/Dental - basic health serv	ACA		N.A.		
22.	Medical/Dental	APHA		N.A.		
23.	Medical/Dental - comp.basic care	ACA		N.A.		
24.	Medical/Women - spec. needs	ACA		N.A.		
25.	Accident - prevention	APHA		N.A.		
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev.train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				



## Kenai Jail, Kenai

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA		N.A.		
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA		N.A.		
45.	Haz/Mat - control policy & proc.	ACA		N.A.		
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA		N.A.		
68.	Wastes - san. stor.	APHA		N.A.		
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

## facility

Kodiak Jail

## location

Kodiak

operating  
capacity

22

pg.	standard topic	source	compliance factor			
			.25	.50	.75	1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA				
2.	Room Size - 60 s.f. & 80 s.f.	ACA				
3.	Room Env. - T., light, vent.	ACA				
4.	Dorm Env. - space light & vent.	ACA				
5.	Dayroom - Dining	APHA				
6.	Staff - proximity	ACA				
7.	Co-ed - equal access to prog.	ACA				
8.	Recreation - range & access.	ACA				
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA				
10.	Recreation - outdoor drainage	APHA				
11.	Recreation - gym/aud./sh./mus.	ACA				
12.	Visiting - wtg., T., D.F., Tel.	APHA				
13.	Visiting - policy & procedures	ACA				
14.	Attorney Interview - conf.	ACA				
15.	Telephone - access pol. & proc.	ACA				
16.	Dining - light, vent., clean	APHA				
17.	Dining - normalization	ACA				
18.	Property - stor., control policy	ACA				
19.	Shower - 1:15	ACA				
20.	Medical - ade. fac. & personnel	APHA				
21.	Medical/Dental - basic health serv	ACA				
22.	Medical/Dental	APHA				
23.	Medical/Dental - comp. basic care	ACA				
24.	Medical/Women - spec. needs	ACA				
25.	Accident - prevention	APHA				
26.	Hair Care - approp. facility	APHA				
27.	Hair Care - services avail.	ACA				
28.	Noise - min. unnecessary	APHA				
29.	Food Service - OSHA	ACA				
30.	Food Service - acc. prev. train.	ACA				
31.	Food Preparation - 7 - 9 s.f.	APHA				
32.	Food Preparation - compl.	APHA				

Kodiak Jail, Kodiak

33.	Food Storage - proper areas	APHA				
34.	Food Storage	ACA				
35.	Laundry - adequacy	APHA				
36.	Laundry - daily exchange	ACA				
37.	Laundry - personal use	ACA				
38.	Keys - control policy	ACA				
39.	Firearms - handling fac.	ACA				
40.	Perimeter - movement control	ACA				
41.	Perimeter - Surveillance	ACA				
42.	Entry - designation	ACA				
43.	Control - central location	ACA				
44.	Tools - control policy & proc.	ACA				
45.	Haz/Mat - control policy & proc.	ACA		N.A.		
46.	Construction - codes, f.res., san.	APHA				
47.	Accessibility - handicapped	ACA				
48.	Electrical - code compl.	APHA				
49.	Service/Utilities - ade.	APHA				
50.	Emergency Power - essent. services	APHA				
51.	Emergency - light, power, comm.	ACA				
52.	Fire - res., encl., egress	APHA				
53.	Life Safety	ACA				
54.	Fire Safety - alarm, suppression	APHA				
55.	Fire Safety - " "	APHA				
56.	Fire Safety - " "	APHA				
57.	HVAC	APHA				
58.	Heating - range	APHA				
59.	Heating - 72 min. cap.	APHA				
60.	Heating - elec., A.C., ade., U.L.	APHA				
61.	Water - H.C., test.	ACA				
62.	Water - stnds compl., fire prot.	APHA				
63.	Water - reg. compl.	ACA				
64.	Plumbing - natl. standards	APHA				
65.	Plumbing - D.F./cup	APHA				
66.	Drainage - ade. flood plain	APHA				
67.	Waste - stor., disposal	ACA				
68.	Wastes - san. stor.	APHA				
69.	Wastewater - fed., st. standards	APHA				
70.	Sanitation/Health - surfaces	ACA				
71.	Sanitation/Health - local codes	ACA				
72.	Sanitation/Health - general	ACA				

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facility		location	
Kotzebue Jail		Kotzebue	
		operating capacity	9
pg.	standard topic	source	compliance factor
			.25 .50 .75 1
1.	Sleeping - 60 s.f. & 75 s.f.	APHA	
2.	Room Size - 60 s.f. & 80 s.f.	ACA	
3.	Room Env. - T., light, vent.	ACA	
4.	Dorm Env. - space light & vent.	ACA	
5.	Dayroom - Dining	APHA	
6.	Staff - proximity	ACA	
7.	Co-ed - equal access to prog.	ACA	
8.	Recreation - range & access.	ACA	
9.	Recreation - 30 s.f.; sh., T., D.F.	APHA	
10.	Recreation - outdoor drainage	APHA	
11.	Recreation - gym/aud./sh./mus.	ACA	
12.	Visiting - wtg., T., D.F., Tel.	APHA	
13.	Visiting - policy & procedures	ACA	
14.	Attorney Interview - conf.	ACA	
15.	Telephone - access pol. & proc.	ACA	
16.	Dining - light, vent., clean	APHA	
17.	Dining - normalization	ACA	
18.	Property - stor., control policy	ACA	
19.	Shower - 1:15	ACA	
20.	Medical - ade. fac. & personnel	APHA	
21.	Medical/Dental - basic health serv	ACA	
22.	Medical/Dental	APHA	
23.	Medical/Dental - comp. basic care	ACA	
24.	Medical/Women - spec. needs	ACA	
25.	Accident - prevention	APHA	
26.	Hair Care - approp. facility	APHA	
27.	Hair Care - services avail.	ACA	
28.	Noise - min. unnecessary	APHA	
29.	Food Service - OSHA	ACA	
30.	Food Service - acc. prev. train.	ACA	
31.	Food Preparation - 7 - 9 s.f.	APHA	
32.	Food Preparation - compl.	APHA	



33.	Food Storage - proper areas	APHA			
34.	Food Storage	ACA			
35.	Laundry - adequacy	APHA			
36.	Laundry - daily exchange	ACA			
37.	Laundry - personal use	ACA			
38.	Keys - control policy	ACA			
39.	Firearms - handling fac.	ACA			
40.	Perimeter - movement control	ACA			
41.	Perimeter - Surveillance	ACA			
42.	Entry - designation	ACA			
43.	Control - central location	ACA			
44.	Tools - control policy & proc.	ACA		N.A.	
45.	Haz/Mat - control policy & proc.	ACA		N.A.	
46.	Construction - codes,f.res.,san.	APHA			
47.	Accessibility - handicapped	ACA			
48.	Electrical - code compl.	APHA			
49.	Service/Utilities - ade.	APHA			
50.	Emergency Power -essent.services	APHA			
51.	Emergency - light, power, comm.	ACA			
52.	Fire - res., encl., egress	APHA			
53.	Life Safety	ACA			
54.	Fire Safety - alarm,suppression	APHA			
55.	Fire Safety - " "	APHA			
56.	Fire Safety - " "	APHA			
57.	HVAC	APHA			
58.	Heating - range	APHA			
59.	Heating - 72 min. cap.	APHA			
60.	Heating - elec.,A.C.,ade.,U.L.	APHA			
61.	Water - H.C., test.	ACA			
62.	Water - stnds compl., fire prot.	APHA			
63.	Water - reg. compl.	ACA			
64.	Plumbing - natl. standards	APHA			
65.	Plumbing - D.F./cup	APHA			
66.	Drainage - ade. flood plain	APHA			
67.	Waste - stor., disposal	ACA			
68.	Wastes - san. stor.	APHA			
69.	Wastewater - fed.,st. standards	APHA			
70.	Sanitation/Health - surfaces	ACA			
71.	Sanitation/Health - local codes	ACA			
72.	Sanitation/Health - general	ACA			

# institution evaluation summary

facility		Palmer Correctional Center	location	Palmer, Alaska			
			operating capacity	60			
pg.	standard topic	source	compliance factor				
			.25	.50	.75	1	
1.	Sleeping - 60 s.f. & 75 s.f.	APHA					
2.	Room Size - 60 s.f. & 80 s.f.	ACA					
3.	Room Env. - T., light, vent.	ACA					
4.	Dorm Env. - space light & vent.	ACA					
5.	Dayroom - Dining	APHA					
6.	Staff - proximity	ACA					
7.	Co-ed - equal access to prog.	ACA	N/A				
8.	Recreation - range & access.	ACA					
9.	Recreation - 30 s.f.; sh.,T.,D.F.	APHA					
10.	Recreation - outdoor drainage	APHA					
11.	Recreation - gym/aud./sh./mus.	ACA					
12.	Visiting - wait, toilet, water, ph	APHA					
13.	Visiting - policy & procedures	ACA					
14.	Attorney Interview - conf.	ACA					
15.	Telephone - access pol. & proc.	ACA					
16.	Dining - light, vent., clean	APHA					
17.	Dining - normalization	ACA					
18.	Property - stor., control policy	ACA					
19.	Shower - 1:15	ACA					
20.	Medical - ade. fac. & personnel	APHA					
21.	Medical/Dental - basic health serv	ACA					
22.	Medical/Dental	APHA					
23.	Medical/Dental - comp.basic care	ACA					
24.	Medical/Women - spec. needs	ACA	N/A				
25.	Accident - prevention	APHA					
26.	Hair Care - approp. facility	APHA					
27.	Hair Care - services avail.	ACA					
28.	Noise - min. unnecessary	APHA					
29.	Food Service - OSHA	ACA					
30.	Food Service - acc. prev.train.	ACA					
31.	Food Preparation - 7 - 9 s.f.	APHA					
32.	Food Preparation - compliance	APHA					

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395 =

33.	Food Storage - proper areas	APHA					
34.	Food Storage	ACA					
35.	Laundry - adequacy	APHA					
36.	Laundry - daily exchange	ACA					
37.	Laundry - personal use	ACA					
38.	Keys - control policy	ACA					
39.	Firearms - handling fac.	ACA					
40.	Perimeter - movement control	ACA					
41.	Perimeter - Surveillance	ACA					
42.	Entry - designation	ACA					
43.	Control - central location	ACA					
44.	Tools - control policy & proc.	ACA					
45.	Haz/Mat - control policy & proc.	ACA					
46.	Construction - codes, f.res., san.	APHA					
47.	Accessibility - handicapped	ACA					
48.	Electrical - code compliance	APHA					
49.	Service/Utilities - adequate	APHA					
50.	Emergency Power - essent. services	APHA					
51.	Emergency - light, power, comm.	ACA					
52.	Fire - res., encl., egress	APHA					
53.	Life Safety	ACA					
54.	Fire Safety - alarm, suppression	APHA					
55.	Fire Safety - alarm, suppression	APHA					
56.	Fire Safety - alarm, suppression	APHA					
57.	Heating - range	APHA					
58.	Heating - 72° min. cap.	APHA					
59.	Heating - elec., A.C., ade., U.L.	APHA					
60.	Water - H.C., test	ACA					
61.	Water - stnds compl., fire prot.	APHA					
62.	Water - reg. compl.	ACA					
63.	Plumbing - natl. standards	APHA					
64.	Plumbing - D.F./cup	APHA					
65.	Drainage - ade. flood plain	APHA					
66.	Waste - stor., disposal	ACA					
67.	Wastes - san. stor.	APHA					
68.	Wastewater - fed., st. standards	APHA					
69.	Sanitation/Health - policy	ACA					
70.	Sanitation/Health - codes	ACA					
71.	Sanitation/Health - local codes	ACA					
72.	Sanitation/Health - general	ACA					

# FACILITY PROGRAM

 Inmate  
Capacity 400

## 1. Administration and Public Access

Executive Administration.....	3,810
Custody Administration.....	1,750
Communications.....	1,180
Staff Training and Assembly.....	2,720
Classification and Case Management.....	2,326
Intake and Reception.....	1,620
Visiting.....	5,375

## 2. Inmate Services

Industry.....	18,650
Education and Vocational Training.....	8,360
Recreation.....	13,050
Religious.....	1,970

## 3. Physical and Mental Health

Physical Health.....	4,810
Mental Health.....	1,260

## 4. Living Units

Units.....	48,450
Medical.....	1,750
Psychiatric.....	3,225
Reception and Orientation.....	3,445
Administrative Segregation.....	

## 5. Support and Maintenance

Food and Support Services.....	19,430
Engineering and Maintenance.....	4,440
Transportation.....	2,040
Laundry.....	2,040

## 6. Security

Perimeter Security and Access.....	
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Sub Total.....	156,701	1.25	189,626
Contingency.....			
Total.....		*	

$$* \text{ Overall Efficiency (est)} = \frac{\text{Net SF}}{\text{Gross SF}} =$$

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area	Executive Administration	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Superintendent					250	1
Secretary					120	
Waiting					200	
Conference					500	
Toilets				M & F	AR	
Institution Reception & Switchboard					80	
Central Lobby & Waiting					400	2
Public Toilets					AR	
Business Manager					180	
Clerk-Steno Pool				8 @ 60	480	
Central File Room					600	
Vault					200	
Tape Storage					AR	
Data Processing Equip.					AR	
Reproduction Room (Xerox & Mimeograph)					160	
Mail & Packaging Room					200	
General Storage					200	
Toilets					AR	
Multi-Purpose Room					240	

Totals					3810	
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#### Notes:

1. Private Toilet.
2. Shared with inmate & visitors' entry.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area	Custody Administration	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Custody Administrator (Assistant Superintendent)					200	
Clerk Typist		2			AR	1
Security Coordinator					150	
Shift Coordinator		5		5 @ 120	600	
Assistant Correctional Supervisors					AR	
Correctional Officers					AR	
Training Officer					---	2
Communications						3
Key Shop & Control					180	
Armory					200	
General Storage					180	
Evidence Storage					120	
Investigator					120	
Security						4

Totals					1750	
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#### Notes:

1. Central clerk-steno pool.
2. See staff training and assembly.
3. See communications.
4. See security.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Communications					
Communication Center				240	
Security Vestibule				60	
Communications Supervisor				120	
Equipment Room: Recording System Institution TV Telephones Radio CCTV Intercom Paging Emergency Power & Electric Unlocking Perimeter Surveil- lance Monitoring Fire Control Mech. Equipment Monitors				500	1
Equipment Service Room				120	
Storage				100	
Toilet				40	

Totals				1,180	
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#### Notes:

1. Switchboard at Reception Desk, back-up at Communication Center.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Staff Training & Assembly					
Training Officer			2 @ 120	240	
Clerk Typist				---	1
Classrooms					2
Resource Center (Library & Reference)				600	3
Audio Visual Storage				180	
Muster/Locker Area with toilets & showers			Male & Female	1400	
Staff Lounge/Coffee & Vending Machines				300	

Totals				2720	
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#### Notes:

1. Central clerk-steno pool.
2. Use classrooms in resident education center.
3. Carrels - 6 @ 24.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area Classification & Program Management	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Institution Program and Classification Director				200	
Secretary				100	
Waiting & Toilet				AR	
Conference Room				450	
Interview & Testing			2 @ 80	160	
Classification & Case Management Supv.				140	
Psychological Counselors	3		@ 120	360	3
Classification Officer			one at each housing unit	---	
Placement Officer				120	
Records Supervisor				120	
Records Clerks	2		@ 80	160	
Clerk Typists	4		@ 80	320	
Carrels			4 @ 24	96	
Central Files					1
Reproduction Equip.					2
Staff Toilets				AR	
General Storage				100	

Totals				2326	
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#### Notes:

- 1 & 2. Adjacent to Executive Admin.
3. Located in Mental Health Unit.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area Intake & Reception	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Auto Sally Port			2 Vehicles	640	1
Control Office				120	
Holding			2 @ 70	140	
I.D. Center				120	2
Photo Fingerprint					
Search & Shower				120	
Property Storage				300	
Clothing Issue				80	
Interview & Records Check				100	
Medical Exam				---	3
Dental Exam				---	3
Orientation Housing			24 Residents		5
Control Vestibule					
Control Office					
Staff Toilet					
Interview & Testing					
Storage					
Janitor Showers					
Individual Rooms			24 @ 70		
Day Room			24 @ 35		
Exercise Yard					4

Totals				1620	
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#### Notes:

1. Fenced area.
2. Depending upon equipment, dark room not required.
3. Located in physical health unit.
4. Separate exercise yard of 3,000 sq. ft.
5. Floor space counted in living units.



Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Administration and Public Access

Area Visiting	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Central Visiting					
Entrance Lobby & Waiting	100		@ 5	500	1
Public Toilets			Male & Female	AR	
Visitors' Lockers			100 - 12x12x24	100	
Metal Detector				25	
Observation & Control				120	
Secure Vestibule		1		160	
Secure Visiting Booths			12 @ 30	360	
Attorney Interview Room			3 @ 80	240	2
Meeting Multi-Purpose Rm				250	3
Central Visiting (Contact)	200		200 @ 15	3000	
Children's Play Room				300	
Vending Machines				100	
Outside Visiting				2000	4
Visiting Room Toilets				AR	
Resident Shakedown				80	
Resident Waiting Vestibule				140	
Totals				5375	

#### Notes:

1. Share with central lobby.
2. Also used as visitor holding and shakedown room.
3. This room could be larger if it is used for classification hearings.
4. Secure outside visiting area adjacent to central contact visiting.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Inmate Services

Area	Industry	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Industry Manager/ Shop Supervisor					200	
Clerk Typist				2 @ 80	160	
Conference Room with Coffee Bar				12 @ 25/person	300	
Cost Accountant					120	
Shop Supervisors				120/superv.	AR	1
Office Expansion				50% of total	AR	2
Files					250	
Xerox					100	
Storage					120	
Waiting & Toilets				Male & Female Toilets	400	
Janitorial				2 @ 60	AR	
Control Station						
Shakedown with Metal Detector						
Resident Toilets						
Hypothetical Shops						
Furniture					4000	3
Tire Recap					4000	3
Decals/Stickers					3000	3
Highway Signs					5000	3
Storage					1000	3
Totals					18,650	

#### Notes:

1. One supervisor or foreman for each separate shop function.
2. Future industry growth will require purchasing agent, salesperson, industrial engineer, planner analyst, industry manager and assistant accountant.
3. Square foot estimates must be based on specific industry shop programs.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

Inmate Services

Area	Education	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Education Director/Office (Academic, Vocation, Library and Recreation)					120	
Clerk Typist					80	
Files					100	
Xerox					30	
Storage					100	
Waiting & Staff Toilets				2 @ 60	120	
Conference Room with Coffee Bar					260	
Counseling Rooms				2 @ 80	160	
Academic Instructors					80	
Vocational Instructors					80	
Book Store & Supplies					250	
Class Rooms		12	3	40 SF/Person	1440	
Class Rooms		30	2	40 SF/Person	2400	
Resident Toilets				2 @ 100	200	
Totals					5420	

Notes:

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

Inmate Services

Area	Education and Vocational Training	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Multi-Media Center						
Librarian					100	1
Clerk/Files					100	
Resident Help						2
General Library Stacks					2000	
Legal Library Stacks					200	
Music Library					40	
Records						
Tapes						
Storage:						
General					100	
Visual Aids					60	
Audio Equipment					40	
Study Tables					200	
Carrels		6			100	
Totals					2940	

Notes:

1. Librarian to also manage staff training library and resource center.
2. As required.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Inmate Services

Area Education and Vocational Training	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
<u>Vocational Shops</u> (Hypothetical)					
Carpentry Shop			AR	1	
Electrical Shop			AR		
Plumbing Shop			AR		
Refrigeration Shop			AR		
Welding Shop			AR		
Sheetmetal Shop			AR		
Machinist Shop			AR		
Automotive Shop			AR		
Body & Fender Shop			AR		
Small Engines Shop			AR		
Printing Shop			AR		
Furniture Shop			AR		
Upholstery Shop			AR		
Food Services			AR	2	
Classrooms				3	
Resident Toilets					

Totals					
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#### Notes:

1. Shops will require an instructors office, tool storage and materials storage.
2. Cooking and baking classes located in kitchen.
3. Use classrooms in education center.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

### Inmate Services

Area Recreation	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
<u>Multi-Purpose</u>					
Recreation Suprv./Office	2	1	2 @ 80	160	1
Music Instructor/Office		1		100	
Arts & Crafts Instructor					
Regulation Basketball and Gym Court-50'x84'				6500	
Retractable Bleachers			for 200	1200	
Concert Stage with Projection Screen				---	2, 4
Stage Dressing Rooms				---	
Stage Storage				---	
Projection Room				80	
Athletic Equipment Storage & Issue				600	
Locker Room 50 Lockers	2 @ 25		15 SF/occupant	750	
Toilets			2 @ 120	240	
Showers/Drying			2 @ 120	240	
Towel Issue & Return				400	
Weight Room				450	
Music Room			30 @ 35 SF	1050	
Instrument Storage				120	
Practice Room	3			360	
Visitor's Toilets			2 @ 100	200	
Arts & Crafts Room	20		20 @ 30 SF/occup.	600	3

Totals				13,050	
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#### Notes:

1. Multi-purpose center to be shared with recreation.
2. Provision for lighting control and PA system.
3. For pottery, leather, textiles, drawing, painting, etc.
4. Optional stage used for plays, band concerts, religious services.

Project \_\_\_\_\_

Inmate Capacity \_\_\_\_\_

Inmate Services

Area Religious	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Chaplain/Office Conf.	1			180	1
Counseling Room				80	
Receptionist/Secretary with waiting room				200	
Chapel, Multi-Denominational					
Nave			seating 100	1000	1
Sanctuary (pulpit & lectern)				250	
Confessional				40	
General Storage				100	
Toilets (Male & Female)			2 @ 60	120	
Totals				1970	

Notes:

1. Chaplains offices and chapel can be included in the multi-purpose center. The gym could be used for religious services.

Project \_\_\_\_\_

Inmate Capacity \_\_\_\_\_

Physical and Mental Health

Area Physical Health	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Lobby					
Resident Waiting & Sick Call			15 @ 20	300	
Resident Toilet			2 @ 60	120	
Control/Receptions (Typist)				100	
Medical Administration					
Reception/Secretary				260	
Health Services Director				160	
Medical Unit Records				120	2
Core Complex					
Nurses' Station	3		60/wk.stat.	180	
Records				60	
Controlled Medication				80	
Pharmacy & Pharmacy Stores				120	
Clean & Soiled Linen				160	
Laboratory				120	
Central Supplies & Sterilization				120	
Staff Toilet & Changing Area with Shower				460	
X-Ray & Developing Room				200	
Emergency Room				400	1
Business Office/with Secretary & Clerk				140	3
Totals				3100	

Notes:

1. Direct access to emergency vehicle entrance.  
2. Center/Medical unit file storage.  
3. For physician, dentist, psychiatrist and psychologist.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

Physica and Mental Health

Area Physical Health	Occupants Per Area	No.of Areas	Area Requirements	Net S.F.	Notes
<u>Medical Services</u>					
Multi-purpose Exam Rooms		2	@ 120 each	240	1
Physician & Physicians Assistant Offices				180	3
Dentists & Dental Tech- nicians Office				180	3
Dental Operatory		2	@ 120 each	240	2
Dental Lab & X-Ray Devel.				80	
Staff Conference Room and Library	20	1	20 SF/occup.	400	
<u>Residential Area (Infirmary)</u>					
Individual Rooms	1	14	@ 80 SF		5
Activity & Visiting Tub Room			@ 35 SF		4
Control Room					
<u>Dietary Center</u>					
Kitchen-Pantry				160	
Food Cart Storage				30	
Janitor				60	
General Storage & Oxygen				140	
Totals				1710	

- Notes:
1. With sink, changing room, one equipped for eye,ear,nose,throat exams and one for EEG & EKG.
  2. One equipped with X-Ray.
  3. Secretary shared with Mental Health professionals.
  4. With access for exterior activitiy.
  5. Each with toilet and shower.
  6. Floor space counted in living units.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

Physica and Mental Health

Area Mental Health	Occupants Per Area	No.of Areas	Area Requirements	Net S.F.	Notes
Lobby					1
Medical Administration Area					1
Core Complex					1
<u>Medical Offices</u>					
Staff Conference & Library					1
Psychologist	3	3	@ 80 each	240	3
Staff Offices	9	1	@ 25 SF/occ.	450	
Group Meeting Room	10	1	@ 25 SF/occ.	250	
Testing & Counseling Rm	2	2	80 each	160	
Staff Toilets	2		M&F @ 80 each	160	
<u>Housing Unit</u>					
One Reception & Orienta- tion Housing Unit			for 24 residents		4,5,9
One Administrative Segre- gation Housing (maxi- mum security) Unit			for 24 residents		4,5,7,9
Outside Recreation			2 @ 2200 SF		6
<u>Female Housing</u>					
Dietary Center					8
					1
Totals				1260	

- Notes:
1. Shared with Physical Health.
  2. With access for exterior activity.
  3. Secretary shared with physician and dentist.
  4. See Living Units, Typical Residential Unit.
  5. Special high security hardware considerations.
  6. Separate outside recreation for each special housing unit.
  7. Padded cells (2).
  8. See Living Units.
  9. Floor space counted in living units.



Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Living Units

Area	Units	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
<u>Typical Residential Unit</u>						
Resident Rooms	1	24	70 SF/Room	1,680	1	
Showers				80		
Janitor				35		
Activity Space			@ 35 SF/occup.	840		
TV Room	12		@ 15 SF/occup.	180		
Control Station	1 - 2	1		120	2	
Staff Toilet				30	2	
Staff Office				80	2	
Counseling Office		1		80		
General Storage				120		
Meeting Multi-purpose Rm	6	1		140		
Linen & Housekeeping				60		
Total: One housing unit				3445		
Total: 13 Housing Units				@ 24 Residents/unit	98,450	
<u>Medical Housing</u>					1,750	3
<u>Psychiatric Housing</u>				AR		
<u>Reception &amp; Orientation Housing</u>					3,225	4
<u>Administrative Segregation</u>					3,445	4
<u>Female Housing</u>					5,167	5
Totals					56,870	

- Notes:
1. Rooms equipped with sink and toilet.
  2. Shared between two 24-resident units
  3. See Physical Health
  4. See Mental Health
  5. Two units, one 24-resident unit, one 12-resident unit  
Administrative segregation and orientation

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area	Food and Support Services	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Food Service Manager						120 4
Clerk						80
Staff Toilet & Locker						100 2
Resident Toilet & Locker						300 3
Linen and Uniform						120
Janitorial						120
Cart Wash & Storage						160
Trash & Garbage						160
Food Preparation						500
Meat						
Vegetables						
Cooking & Baking						2000
Dish Washing						300
Scullery						200
Storage Areas:						
Utensils						120
Pots & Pans						100
Knives (Locked)						40
Bakery						200
Dry Goods						2000 4
General						100
Weight Scales						80 4
Totals					6800	

- Notes:
1. Food service to the special housing units and infirmary to be provided by cart.
  2. Manager, clerk and 3 chefs.
  3. Inmate help 40.
  4. Access for delivery from exterior.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area Food and Support Services	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Refrigerated Storage:					
Meats			34° -36° - 2 @ 150	300	4
Vegetables			34° -36° - 2 @ 150	300	4
Freezer			10°	300	4
Dairy			35°	120	4
Grain, Cereal, Bakery			34° -36°	200	
Serving Line				260	
Tray Assembly				100	
Dining Room			150 @ 15	2250	
Inmate Toilet				100	
Resident Commissary					
Canteen Manager				40	
Sales Display Area				500	2
Resident Lounge				600	1
Barber Shop					
Barber Chairs			3 @ 100	300	3
Storage				40	
Toilet				80	

Totals				5490	
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### Notes:

1. 6 payphones for inmate use.
2. To include magazines, tobacco products, personal hygiene articles, candy and snacks, ice cream, etc.
3. Barber shop to share lounge with commissary.
4. Access for delivery from exterior.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area Food & Support Services	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Central Stores					
Warehouse Manager				120	
Clerk Typist & Files				200	
Warehouse Clerk				80	1
Toilet				40	
Loading Dock				300	
General Storage				6000	2
Sensitive Storage (secure)				400	

Totals				7140	
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### Notes:

1. Inmate assistance as required.
2. All institution storage: clothing, canteen, dry food stores, physical plant, office equipment, laundry, etc.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area Engineering & Maintenance	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Physical Plant Manager				120	
Drafting & Blueprint Storage				120	
Clerk and Files				100	
Maintenance Personnel:					
Plumber				500	1
Carpenter				1000	1
Electrician				500	1
Painter				500	1
Metal Worker				500	1
Mason				500	1
Groundskeeper				600	1
<u>Central Plant</u>					2

Totals				4440	
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Notes:

1. Work area and tool storage, inventory items located in central stores.
2. Utilities as required for sewage disposal, well water, and electrical power generation. (emergency power generator)

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area Transportation	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
<u>Garage</u>					
Garage Manager				100	
Mechanic				300	1
Toilet				40	
Lockers				100	
Stalls for Four Vehicles:				1200	
Lift Stall					
Mechanic Stall (2)					
Wash Stall					
Parts Storage				300	
Service Island				AR	
Fuel Pumps, Air & Water					

Totals				2040	
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Notes:

1. Tool storage.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Support and Maintenance

Area Laundry *	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
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Manager/Office				100	
Receiving/Sorting Soiled Laundry				250	
Machine Room				1000	
Sorting/Mending				250	
Clean Storage/Issue				200	
General Storage				80	
Toilet				40	
Janitor				40	
Mechanical Equipment				80	

Totals				2040	
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### Notes:

\* Laundry may be contracted a private agency or assumed by another state agency with existing capabilities.

Project \_\_\_\_\_  
Inmate Capacity \_\_\_\_\_

## Security

Area	Perimeter & Access	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
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Visitor Parking					AR	2
Staff Parking					AR	2
Pedestrian Sally Port					AR	
Vehicle Sally Port					800	1
Perimeter Security Systems						3
SEE CUSTODY						
SEE VISITING						

Totals					---	
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### Notes:

1. For maintenance, fire protection equipment, resident intake.
2. Outside of perimeter security.
3. To be determined.

Area	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Multi-purpose/Library				250	1
Kitchen/with Freezer				200	4,5
General Storage & Dry Foods				250	
Vestibule				60	
Laundry Room & Linen Storage				140	
<u>Residential Area</u>					
Resident Rooms	1		50 @ 70 SF/Rm	3500	2
Day Space			50 @ 35 SF/inmate	1750	
Showers				40	
Janitor				35	
Control Station				AR	
Indoor Activity (weight room)				300	
<u>Residential Area</u> (swing space)					
Resident Rooms - Female			6 @ 70 SF	420	
Day Space			6 @ 35 SF	210	
Shower				35	
Resident Rooms - Juvenile			2 @ 70 SF	140	
Day Space				140	
<u>Mechanical Room</u>					
Outside Exercise				250	
			3000		
<u>Totals</u>					
				7580	
			Total x 1.25	14,800	

- Notes:
1. For inmate education, counseling, etc.
  2. Modules should be for 10 residents each to provide for greater classification capability.
  3. Modules separated from main residential area to provide for female housing and short term holding for juveniles.
  4. Resident dining in day space or multi-purpose room.
  5. Service deliveries made to kitchen vestibule.



Area	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Janitor/Supplies				80	
Interview Room				80	
Multipurpose Court Room (Arraignment Court/Justice of the Peace)			500 SF	AR	
Judge's Chambers			160 SF	AR	
Intake & Reception					
Auto Sally Port				400	
Large Evidence Storage				200	
Intake Holding:					
Multi occupancy	6	1		120	
Single occupancy	2	1	70 SF ea.	140	
Medical Exam				140	1
Search & Shower				80	2
Property Storage				80	
I.D. Center Photo/Print				40	
Visting					3
Vestibule				80	
Secure Visiting			4 @ 30	120	
Attorney Interview			2 @ 60	120	
Vistor Waiting				200	
Totals				1880	

- Notes:
- 1. Exam table, sink with counter space, medication storage and issued.
  - 2. Clothing issue if required.
  - 3. Located near communications center for visual control.

Area	Occupants Per Area	No. of Areas	Area Requirements	Net S.F.	Notes
Superintendent				160	1
Secretary/Files				180	2
Waiting/Lobby			Vending Machines	300	
Toilets			Male & Female	120	3
Central Files				200	
Bookkeeper				100	
Clerk Typist				80	
Reproduction Equipment				80	
Storage				100	
Multi-Purpose/Conf.				300	4
Staff Toilets & Locker Rm.			Male & Female	400	5
Staff Offices			@ 100 SF ea.	AR	
Armory				40	
Evidence Storage				100	
Communication Room:	1			140	6
Switchboard					
CCTV					
Radio/dispatch (police, fire, ambulance)					
Intercom/Paging					
Commercial Security					
Communications Storage and Telephone Switching gear				80	
Totals				2380	

- Notes:
- 1. Chief of local law enforcement.
  - 2. Receptionist.
  - 3. Public & visitors.
  - 4. Staff lounge & coffee room.
  - 5. Deputies & investigators.
  - 6. Centrally located for maximum visual surveillance of public entry, secure intake area and residential units. Post occupied 24 hrs./day.

# Standards:

- 1 standard** Single cells shall provide a minimum of 60 sq. ft., 8 ft. ceiling, and 500 cu. ft. per person, and where dormitories are permitted, a minimum of 75 sq. ft., 10 ft. ceiling, and 600 cu. ft. per person.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 62

- 2 standard** There is one inmate per room or cell, which has a floor area of at least 60 square feet, provided inmates spend no more than 10 hours per day locked in, exclusive of counts; when confinement exceeds 10 hours per day, there are at least 80 square feet of floor space.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4142

- 3 standard** Each room or cell has: Toilet facilities; Lighting of at least 20 footcandles, which is both occupant- and centrally controlled; Circulation of at least 10 cubic feet of fresh or purified air per minutes; Hot and cold running water, unless there is ready access to them; Acoustics that ensure noise levels that do not interfere with normal human activities; Bunk, desk, shelf,

hooks or closet space, chair or stool; and Natural light.

**source** Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4143

- 4 standard** Where used, dormitories house no more than 50 inmates each, and have: at least 10 cubic feet of fresh or purified and recirculated air per minute for each person occupying the dormitory; (60 square feet/in.; 8 ft. ceiling; 20 ftc.)

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4144

**5 standard** Day rooms shall provide space equal to at least 50 per cent of the cells and dormitories; dining areas 9 to 12 sq. ft. per inmate; classrooms 25 sq. ft. per inmate.

**source**

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 62

**6 standard**

Staff offices are located so that they are readily accessible to inmates and there is a minimum of physical barriers separating inmates from staff.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4145

**7 standard**

In co-educational institutions, male and female inmates have equal access to all programs and activities. Male and female inmates should be encouraged to participate equally in all institution programs and activities. There should be no discrimination in work assignments.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4309

**8 standard**

Written policy and procedure grant inmates access to recreational opportunities and equipment, including when the climate permits, outdoor exercise. Exercise and recreation are essential to good health. The institution should provide inmates a well-designed and comprehensive recreation program. Special effort should be made to provide daily physical exercise for those inmates in restricted living units.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4289

**9 standard**

Indoor areas shall include day rooms providing a minimum of 30 square feet per inmate having access to the day room and preferably 35 square feet. The recreation areas shall have ready access to showers, toilet and lavatory facilities, and sanitary drinking fountains or single service drinking cups.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p.70

**10 standard**

Outdoor recreation areas shall be level, except for drainage needs, and maintained so as to be well drained.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 70

**11 standard**

Facilities should include an outdoor recreation area; a gymnasium with seats for spectators; an auditorium with stage equipment; game rooms and games such as table tennis, shuffle-board, chess, checkers, cards, etc.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4424

**12 standard**

Facilities for the public should include an adequate waiting room, toilet facilities, a sanitary drinking fountain and a public telephone booth.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 71

**13 standard**

Written policy and procedure grant inmates the right to receive visits, subject only to the limitations necessary to maintain institutional order and security.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4305

**14 standard**

Written policy and procedure exist to assist inmates in making confidential contact with attorneys and their authorized representatives; such contact includes, but is not limited to, telephone communications, uncensored correspondence and visits.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4282

**15 standard** Written policy and procedure provide for inmate access to the telephone. Sufficient telephone facilities should be provided to permit reasonable and equitable access to all inmates, except those in reception units and disciplinary detention. All long distance calls should be made collect.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4349

**16 standard**

A dining room of adequate size to meet the needs of the number of people to be served shall be provided. It shall be well lighted and ventilated and kept immaculate.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 95

**17 standard** Written policy specifies that meals are served under conditions that minimize regimentation. Cafeteria facilities are preferable to inmate waiter service. The dining area should provide normal group eating facilities and conversation should be permitted during dining room hours.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4233

**18 standard** Written policy and procedure govern the control and safeguarding of inmate personal property. It is essential that an accurate inventory is made of each inmate's personal property and that such property is handled carefully, stored securely and is available if required.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4366

**19 standard** There are sufficient bathing facilities in the housing areas to permit inmates to shower at least three times per week. Although bathing practices in institutions will vary by availability of facilities and custodial considerations, frequent bathing is essential for hygienic living conditions. (Min: 1 shower to 15 inmates).

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4251

**20 standard**

Adequate facilities and personnel should be provided for the care of inmates and arrangements made for their treatment and care.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 72

**21 standard** The institution provides inmates the medical and dental services needed to maintain basic health. Adequate medical and dental care is essential. Health care services within the institution should be comparable to those available to the general public. Chronic and convalescent cases should receive continuous care.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4253, 4288

**22 standard** #2  
The institution fulfills the right of inmates to basic medical and dental care. Health care services should be comparable in quality to those available to the general citizenry of the state in which the institution is located.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections

**23 standard**

Every correctional institution should have as a component of its medical care facilities, a Dental Health Facility.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 38

**24 standard** In institutions for women, there are medical services to meet the special health care needs for women. Obstetrical, gynecological, abortion, family planning, health education and child placement services should be available as needed.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4273

## 25 standard

The same principles of injury prevention that apply to any institution, plant, or home shall apply to a correctional institution.

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 64

## 26 standard

There are hair care services available to inmates. The institution should provide facilities so that inmates can obtain hair care services on a regular basis. Inmate or civilian barbers should be available.

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4252

## 27 standard

Barbering shall be done in a separate location, designed and equipped for that purpose, which is maintained in a clean and sanitary condition. Construction, light, heat, plumbing, hot and cold water, ventilation, space, fixtures and toilet facilities shall be given bactericidal and fungicidal treatment after each patron use.

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 75

## 28 standard

The structures, floors, walls, ceilings, mechanical and other equipment, doors and gates should be designed to minimize unnecessary noise and vibration, especially during rest hours.

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 65

## 29 standard

Facilities and equipment used by food service personnel meet established safety and protection standards and requirements. Food service facilities and equipment should meet all standards and requirements set by the Federal Occupational Safety and Health Act and state and local codes.

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4235

## 30 standard #2

be trained in accident prevention, first aid, use of safety devices, floor care, knife storage and use of fire extinguishers. They should attend regular meetings to discuss accident prevention and analyze major accidents to prevent recurrence.

### source

## 31 standard

The Kitchen area shall be 7 to 9 sq. ft. including storage, receiving, dishwashing and toilet facilities; refrigeration 1/4 to 1/2 cu. ft. and freezer .1 to .3 cu. ft. per meal served, plus 1 cu. ft. per 50 to 75 half pints of milk. All food service and food vending, planning, design, equipment, construction, operation and maintenance of all food processing,

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 62, 66

## 32 standard #2

manufacturing plants and storage facilities, milk plants, slaughtering and meat cutting, and food canneries, should be in compliance with applicable federal, state and local requirements.

### source

## 33 standard

Food storage areas shall be such as to ensure proper preservation of all foods in order to prevent food wastage and spread of food borne diseases.

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 94

## 34 standard

When the program provides for food service, all foods are properly stored at the completion of each meal.

### source

Manual of Standards for Adult Community Residential Services  
Commission on Accreditation for Corrections, 2114



**35 standard** There are sufficient laundry services to provide daily clothing exchange for all inmates. Laundry services should be managed so that inmates receive clean clothing daily and so that clothes are not damaged or lost. The collection, storage and exchange of both clothing and linens should be accomplished hygienically.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4249

**36 standard** Laundry facilities are available for inmates' personal use. These could include tubs, household-type washing machines, electric irons, etc. In addition to its central laundry facilities, the institution should have available facilities to permit inmates to wash personal clothing.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4250

**37 standard** Adequate facilities or services for the processing, handling, storage and transportation of soiled linen and clothing and clean linen and clothing should be provided.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 68

**38 standard** Written policy and procedure govern the control and use of keys.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4174

**39 standard** The institution has facilities for the safe unloading and reloading of firearms.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4173

**40 standard** The institution's perimeter is secured by an appropriate means that ensures that inmates remain within the perimeter and that intruders remain outside the perimeter.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4151

**41 standard** There is a plan for surveillance of all areas adjacent to the perimeter of the institution.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4152

**42 standard** Pedestrian and vehicular traffic should enter and leave at designated points in the perimeter.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4157

**43 standard** The institution maintains a control center to ensure order and security.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4158

**44 standard** Written policy and procedure govern the control and use of tools.

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4175

## 45 standard

Written policy and procedure govern the control and use of all flammable, toxic and caustic materials.

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4176

## 46 standard

Construction materials meeting the standards and specifications of nationally recognized building codes as applicable to any institutional building shall be considered acceptable for jails and prisons. Such materials shall retain their fire resistiveness, be suitable for that purpose, and shall be kept in a sound, clean and sanitary condition.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 53

## 47 standard

Barrier free accessibility for the handicapped shall be provided.

### source

## 48 standard

All electrical wiring shall conform to the Underwriters Electrical Code for materials, installation and workmanship. All electrical equipment shall be grounded. All automatically controlled equipment shall be equipped for manual override.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 58

## 49 standard

Municipal services and utilities are usually under competent management and regulatory surveillance thereby assuring safe and adequate essential services. In their absence the institution shall provide the service and be properly staffed and equipped to maintain it.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 52

## 50 standard

Alternative sources of power should be readily available and adequate to maintain power to essential services and lighting to vital areas.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 59, 60

## 51 standard

The institution has equipment necessary to maintain essential lights, power and communications in an emergency.

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4185

## 52 standard

Fire fighting apparatus, facilities and alarms shall be adequate, readily available and meet, as applicable, the "grading Schedule for Municipal Fire Protection" for Water Supply, Fire Department, Fire Service Communications and Fire Safety Control.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 54

## 53 standard

The facility complies with the regulations of the state or local fire safety authority, whichever has primary jurisdiction over the agency. (in any event).....the requirements of the NFPA Life Safety Code, 1976 Edition, shall apply.

### source

Manual of Standards for Adult Community Residential Services, 2067  
Commission on Accreditation for Corrections

## 54 standard

1) All construction and finishes shall be fire-resistant and fabrics and drapes fire-retardant treated. 2) Chutes, shafts, stairs, kitchens, boiler rooms, incinerator rooms, paint and carpenter shops shall have fire-resistant enclosures. 3) Passageways, doors and stairs shall be of proper width, marked, kept

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 63

**55 standard** <sup>#2</sup> clear, enclosed, and compartmented as required. Flammable liquids require proper storage. 4) Automatic sprinklers are required in chutes, soiled linen areas, trash and storage rooms and automatic extinguishers in kitchen hoods, shops and storage areas. 5) Fire hydrants, hoses, and standpipes shall be operable and fire

**source**

**56 standard** <sup>#3</sup> extinguisher number, type, location, condition and recharge data satisfactory. 6) Fire detection systems shall be provided in the boiler room, kitchens, laundry, garage, paint, and carpenter shops and the internal fire alarm system shall be connected to the fire department or station.

**source**

**57 standard** The heating, electricity and air conditioning (central and unit) should be designed to meet the demand load likely to be imposed under the climatic, structural, and operating conditions existing, and with sufficient standby emergency power to maintain essential services.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 57

**58 standard** The following 'realistic', though not ecologically conservative, guidelines shall be used for the control of interior environments:

1. Summer comfort zone 66 - 75 degrees (f) effective temperature
2. Winter comfort zone 63 - 71 degrees (f) effective temperature

**source**

**59 standard** The heating equipment shall be capable of maintaining an indoor temperature of at least 72 degrees (F) when the outdoor temperature is at the average minimum temperature for the coldest month in the area where located.

**source**

**60 standard** The heating, electricity and air conditioning (central and unit) should be designed to meet the demand load likely to be imposed under the climatic, structural, and operating conditions existing, and with sufficient standby emergency power to maintain essential services. All heating, electrical and air conditioning equipment shall be approved by Underwriters Laboratory.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 57, 58, 60

**61 standard** The water supply meets all applicable laws and regulations of the governing jurisdiction. Where a public water supply is available, it should be used. Where a public water supply is not available, the well or wells should be approved by the state authority responsible for this function. Water samples from

**source**

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4239

**62 standard** <sup>#2</sup> an approved well should be tested at the state laboratory of hygiene or at a state-approved laboratory at least annually. This standard should apply to both drinking and waste water. The institution should have both hot and cold running water available to inmates.

**source**

**63 standard** The wastewater treatment, facilities, operation, maintenance, safety, equipment, monthly reporting, and effluent quality shall meet federal and state standards. Sewers shall not become surcharged and cause overflow or bypass of the sewer system or treatment works.

**source**

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 56

**64 standard** Water, soil and waste lines, and plumbing fixture materials, design, installation and operation, including cross-connection and backflow control, should be in conformance with nationally accepted standards.

**source**

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 69

## 65 standard

Drinking fountains with diagonal jets, or single service drinking cups, shall be provided in each cell and in assembly areas.

### source

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 69

## 66 standard

Structures and facilities shall not be located in areas designated by the Corps of Engineers as flood plains. Areas that collect water shall be drained; culverts and ditches shall be adequate to prevent ponding, back-up or flooding.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 53

## 67 standard

The institution provides for waste disposal. Liquid and solid wastes should be collected, stored and disposed of in a manner that will avoid nuisance and hazards and protect the health and safety of inmates and staff.

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4244

## 68 standard

All refuse, containers and processing equipment shall be placed in a well-drained location maintained in a clean and sanitary condition. All garbage, and rubbish containing food wastes, shall, prior to disposal, be kept in leak-proof, non-absorbent containers which shall be kept covered with tight-fitting lids when filled or stored, or not in continuous use.

### source

American Public Health Association  
Standards for Health Services in Correctional Institutions, p. 57

## 69 standard

The water quality, quantity, source, treatment, storage, distribution and pressure shall meet federal and state standards, including sampling frequency, operator certification, operation, maintenance, monthly reporting on operation, watershed surveillance, cross-connection control, backflow prevention, and water system sanitary survey evaluation. The system shall be adequate to provide fire protection and shall be approved by the Fire Assurance Association.

### source

Standards for Health Services in Correctional Institutions,  
American Public Health Association, p. 55

## 70 standard

All floors, walls, ceilings, light fixtures, equipment and interior and exterior spaces shall be kept clean and in good repair. Cleaning equipment, supplies, labeling and facilities including service sinks and floor drains, and storage spaces shall be adequate for the tasks.

### source

## 71 standard

The facility complies with the sanitation and health codes of the local and/or state jurisdiction. (In any event)... Appropriate national codes and OSHA standards where applicable.

### source

Commission on Accreditation for Corrections, 2066  
Manual of Standards for Adult Community Residential Services


## 72 standard

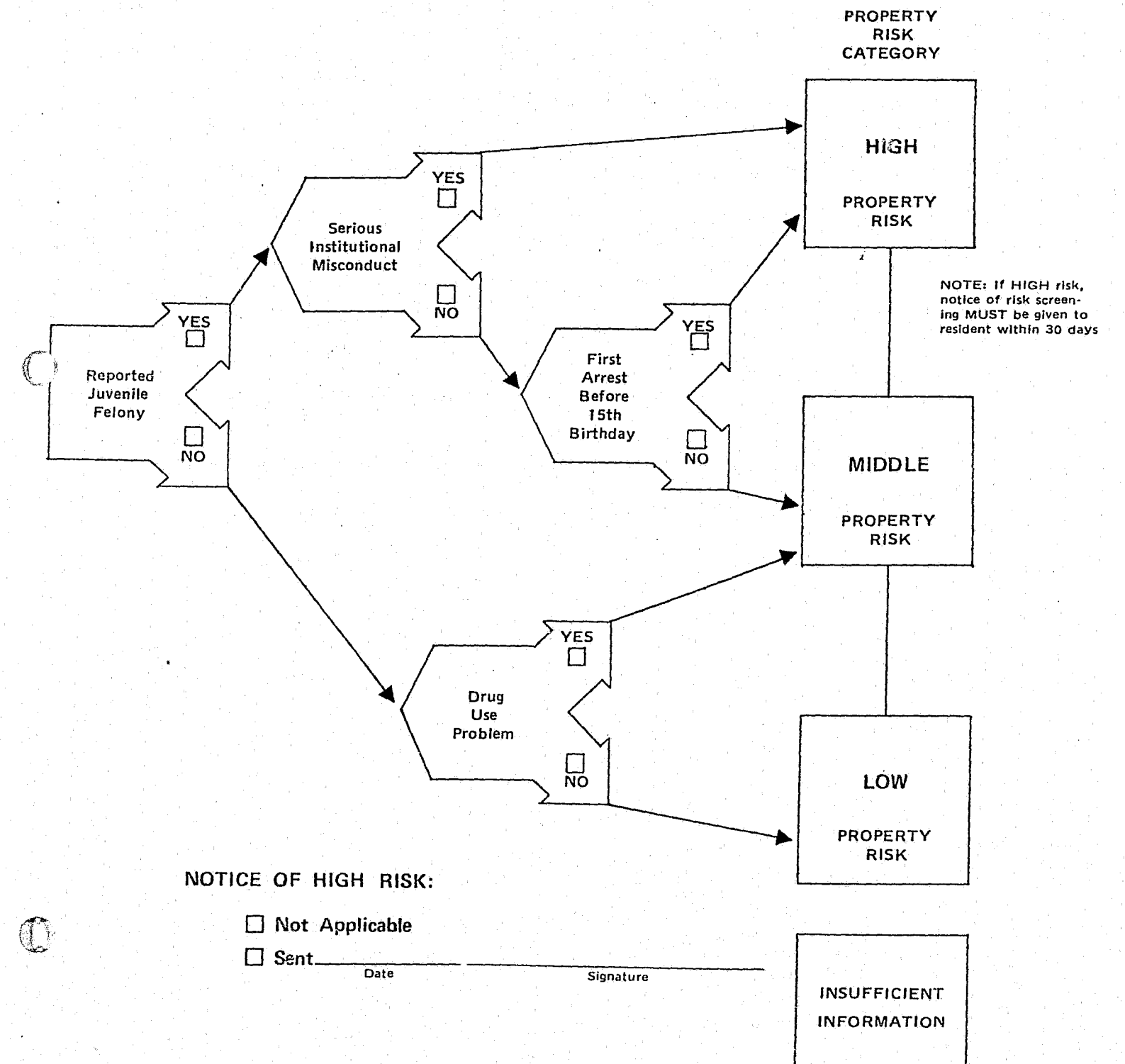
Written policy and procedure requiring a healthful environment for inmates include, but are not limited to: Single cell occupancy, or closely supervised multiple occupancy in dormitories; clean and orderly surroundings; toilet, bathing, handwashing and laundry facilities; lighting, ventilation and heating; compliance with all state and federal fire and safety regulations;

### source

Manual of Standards for Adult Correctional Institutions  
Commission on Accreditation for Corrections, 4287

## CSO-352 12/77

**INSTRUCTIONS:** Starting at left, check  "yes" or "no" at each item. This directs you to next item. When a risk category is reached at right, circle that category. If information is missing or conflicting, circle insufficient information box and refer to classification director. See definitions on reverse side.





## DEFINITIONS OF PROPERTY RISK CLASSIFICATION FACTORS

**1. Reported juvenile felony.** This variable is to be coded "yes" if the record indicates that the individual, before his 17th birthday, has a reported arrest or petition filed for behavior which would constitute a felony for an adult.<sup>2</sup>

**2. Serious misconduct or security segregation.** This variable will be coded "yes" if, during any sentence for which he is still serving, the resident has been a) found guilty of major misconduct which is nonbondable under current department-wide policy by the disciplinary hearing committee; that is, found guilty of homicide, assault, intimidating or threatening behavior, sexual assault, fighting,<sup>1</sup> inciting to riot or strike, rioting or striking, or possession of dangerous contraband, or escape, and attempt to escape; OR b) was placed in administrative segregation by the security classification committee. Involuntary segregation for the resident's own protection is not to be counted in this category; neither is segregation within R&CG only.

**3. First arrest before 15 years.** This variable is to be coded "yes" if the presentence report or police arrest record indicates that the individual was arrested for or had a petition filed for any criminal behavior prior to his 15th birthday.

**4. Drug use problem.** This variable shall be coded "yes" if and only if the individual, at or about the time of any offense on which he is now serving, was: a) addicted to any nonprescribed controlled substance other than marijuana or alcohol, or b) in chronic or sustained use of any nonprescribed controlled substance other than marijuana or alcohol. Occasional use is not to count, nor is addiction or sustained use which apparently terminated at least six months before the instant offense. It is recognized that this variable will be difficult to code, and information will often be lacking. The coder's best judgment, based on material present in the written record, must be the basis.

<sup>1</sup>If the hearing report clearly indicates that the individual was only reacting to attack and had no part in provoking the incident it should not be counted here.

<sup>2</sup>Incarceration or probation for criminal behavior will be taken as evidence of petition or arrest. Status offenses are not to be counted.

## MICHIGAN DEPARTMENT OF CORRECTIONS ASSAULTIVE RISK SCREENING SHEET

CSO-353 12/77

RESIDENT'S NAME		NUMBER
SCREENED BY	LOCATION	DATE

**INSTRUCTIONS:** Starting at left, check ☒ "yes" or "no" at each item. This directs you to next item. When a risk category is reached at right, circle that category. If information is missing or conflicting, circle insufficient information box and refer to classification director. See definitions on reverse side.

**ASSAULTIVE RISK CATEGORY**

**VERY HIGH ASSLT. RISK**

**HIGH ASSLT. RISK**

**MIDDLE ASSLT. RISK**

**LOW ASSLT. RISK**

**VERY LOW ASSLT. RISK**

**INSUFFICIENT INFORMATION**

**NOTE: If HIGH or VERY HIGH risk, notice of risk screening MUST be given to resident within 30 days.**

**Crime Description Fits Robbery, Sex Assault or Murder**

YES ☐ NO ☐

**Serious Institutional Misconduct**

YES ☐ NO ☐

**First Arrest Before 15th Birthday**

YES ☐ NO ☐

**Reported Juvenile Felony**

YES ☐ NO ☐

**Crime Description Fits Any Assaultive Felony**

YES ☐ NO ☐

**Ever Married**

NO ☐ YES ☐

**NOTICE OF HIGH OR VERY HIGH RISK:**

☐ Not Applicable

☐ Sent \_\_\_\_\_ Date \_\_\_\_\_ Signature \_\_\_\_\_

# DEFINITIONS OF ASSAULTIVE RISK CLASSIFICATION FACTORS

1. **Serving on robbery, sexual assault, or homicide.** This factor will be coded "yes" if the individual is now serving on and/or has not been discharged from sentence for a felony, the description of which indicates that; by any participant in the crime, there was either: a) the taking or attempt to take property or money by force or threat of force during personal confrontation, b) sexual assault or attempted sexual assault by force or threat of force, or c) death of a victim.

This determination is based on the best judgment of the person doing the coding after review of the investigator's description of the offense, and all other relevant information concerning the offense available. Because the offense of conviction is a result of plea bargaining and other factors not related to behavior during the incident, the coding in the study and, therefore, in its application is based on actual behavior so far as this can be determined from documentation normally available.

2. **Serious misconduct or security segregation.** This variable will be coded "yes" if, during any sentence for which he is still serving, the resident has been a) found guilty of major misconduct which is nonbondable under current department-wide policy by the disciplinary hearing committee; that is, found guilty of homicide, assault, intimidating or threatening behavior, sexual assault, fighting<sup>1</sup> inciting to riot or strike, rioting or striking, or possession of dangerous contraband, or escape, and attempt to escape; OR b) was placed in administrative segregation by the security classification committee. Involuntary segregation for the resident's own protection is not to be counted in this category; neither is segregation within R&GC only.

3. **First arrest before 15 years.** This variable is to be coded "yes" if the presentence report or policy arrest record indicates that the individual was arrested for or had a petition filed for any criminal behavior prior to his 15th birthday.

4. **Reported juvenile felony.** This variable is to be coded "yes" if the record indicates that the individual, before his 17th birthday, has a reported arrest or petition filed for behavior which would constitute a felony for an adult.<sup>2</sup>

5. **Serving on assaultive felony.** The individual shall be coded "yes" on this variable if the description of his behavior during the course of any felony on which he is now serving indicated that it involved harm or threat of harm to any person. This is defined as behavior constituted by any of the felonies listed below.

6. **Ever married.** This variable is to be coded "yes" if the individual, at the time of the commission of the instant offense, was or had ever been legally married. A commonlaw relationship of at least seven years duration shall be counted as equivalent legal marriage if it can be documented to the satisfaction of the coder.

<sup>1</sup>If the hearing report clearly indicates that the individual was only reacting to attack and had no part in provoking the incident it should not be counted here.

<sup>2</sup>Incarceration or probation for criminal behavior will be taken as evidence of petition or arrest. Status offenses are not to be counted.

## OFFENSES TO BE REGARDED AS ASSAULTIVE FOR PURPOSES OF RISK CLASSIFICATION

M.C.L. 750.316	Murder, First	M.C.L. 752.861	Careless Use of Firearms to Kill
750.317	Murder, Second Degree	750.479	Resisting, Obstructing Officer
750.91	Attempt to Murder	752.542	Incite, Take Part in Riot
750.321	Manslaughter	750.197C	Jail Break - Armed
750.324	Negligent Homicide	752.191	Felonious Driving
750.83	Asslt W/Intent to Commit Murder	750.85	Asslt W/Int to Rape
750.349	Kidnapping	750.158	Sodomy
750.82	Felonious Assault	750.333	Incest
750.84	Asslt W/Int Gr Bod Harm Less Murder	750.336	Indecent Liberties
750.89	Asslt W/Int to Rob & Steal Armed	750.338/338A/338B	Gross Indecency
750.87	Asslt W/Int to Commit Felony	750.339/340	Debauchery
750.479A	Driver Assault Police	750.341/342	Carnal Knowledge
750.88	Asslt W/Int to Rob & Steal Unarmed	750.520	Rape (Incl. Statutory)
750.136	Cruelty to Children	750.520b	Criminal Sexual Conduct, First Degree
750.529	Robbery Armed	750.520c	Criminal Sexual Conduct, Second Degree
750.530	Robbery Unarmed	750.520d	Criminal Sexual Conduct, Third Degree
750.205	Place Explosive By Prop W/Int Disch	750.520g	Asslt W/Int to Com Crim Sex Conduct
750.209	Place Off. Subst. W/Int to Injure	767.61A	Offense by Sexually Delinquent
750.210	Possession of Bomb	750.71-80	Arson*
750.211A	Explosive Devices, Use or Possess		

\*Except where the arson can clearly be established to have taken place only for purposes of fire and without risk to life or safety

Office Use Only

AP  
(1-8)  
080978  
(6-11)

Alaska Master Plan  
Adult Probation/Parole Survey  
conducted by  
Moyer Associates Incorporated  
One East Wacker Drive  
Chicago, Illinois 60601

Your Region \_\_\_\_\_  
(code number)  
Identifier \_\_\_\_\_

- STATE: \_\_\_\_\_ (12-13)
- CITY OF RESIDENCE: \_\_\_\_\_ (14-16)
- SEX: Male.....1  
Female.....2 (17)
- ETHNICITY: American Indian.....1  
Asian/Oriental.....2  
Black.....3  
Caucasian/White.....4  
Eskimo.....5  
Spanish Surname.....6  
Other.....7 (18)
- EVER MARRIED: Yes.....1  
No.....2 (19)
- DATE OF BIRTH: \_\_\_\_\_ (20-25)
- PROBATIONER: Yes.....1  
No...(skip to Question 9)....2 (26)
- If "yes" to Question 7, write in date of placement on probation and then skip to Question 15.  
DATE OF PLACEMENT ON PROBATION \_\_\_\_\_ (27-32)
- PAROLEE: Yes.....1  
No.....2 (33)
- MANDATORY RELEASEE: Yes.....1  
No.....2 (34)
- DATE OF SENTENCE TO PRISON: \_\_\_\_\_ (35-40)
- DATE OF PAROLE GRANT OR MANDATORY RELEASE: \_\_\_\_\_ (41-46)
- NUMBER OF TIMES CONSIDERED FOR PAROLE: \_\_\_\_\_ (47-48)
- SERIOUS INSTITUTIONAL MISCONDUCT: Yes.....1  
No.....2 (49)
- INTERSTATE COMPACT: Yes.....1  
No.....2 (50)
- ABSCONDER: Yes.....1  
No.....2 (51)
- CURRENT OFFENSE: \_\_\_\_\_ (52-53)

18. PERFORMANCE ON PROBATION/PAROLE/MANDATORY RELEASE:

No known violations.....1  
Occasional non-serious violations.....2  
Persistent non-serious violations.....3  
Serious violation.....4

(54)

19. MINIMUM SUPERVISION: Yes.....1  
No.....2

(55)

20. LIKELIHOOD OF SUCCESS ON PROBATION/PAROLE/MANDATORY RELEASE:

Definitely unsuccessful.....1  
Probably unsuccessful.....2  
Possibly unsuccessful.....3  
Possibly successful.....4  
Probably successful.....5  
Definitely successful.....6

(56)

21. PRIOR ARRESTS: Yes.....1  
No (skip to Question 27).....2

(57)

22. FIRST ARREST BEFORE 15th BIRTHDAY: Yes.....1  
No.....2

(58)

23. NUMBER OF YEARS SINCE LAST PRIOR ARREST: \_\_\_\_\_

(59-60)

24. NUMBER OF PRIOR MISDEMEANOR CONVICTIONS: \_\_\_\_\_

(61-62)

25. NUMBER OF PRIOR FELONY CONVICTIONS: \_\_\_\_\_

(63-64)

26. NUMBER OF PRIOR INCARCERATIONS: \_\_\_\_\_

(65-66)

27. REPORTED JUVENILE FELONY: Yes.....1  
No.....2

(67)

28. NUMBER OF ALIASES: \_\_\_\_\_

(68-69)

29. FAMILY CRIMINAL RECORD: Yes.....1  
No.....2

(70)

30. HISTORY OF OFIATE USE: Yes.....1  
No.....2

(71)

31. DRUG ABUSE PROBLEM: Yes.....1  
No.....2

(72)

32. ALCOHOL ABUSE PROBLEM: Yes.....1  
No.....2

(73)

33. YEARS OF EDUCATION COMPLETED:

No formal education.....1  
Grades 1 - 8.....2  
Grades 9 - 11.....3  
High School or GED certificate.....4  
Some college.....5  
Bachelor's degree.....6  
Some graduate or professional school.....7

(74)

34. CURRENT EMPLOYMENT STATUS:

Full-time.....1  
Part-time.....2  
Unemployed - looking for work.....3  
Not in labor force - not looking for work.....4

(75)

35. CURRENT SCHOOL STATUS:

Full-time.....1  
Part-time.....2  
Not in school.....3

(76)

36. MAJOR SOCIAL SERVICE NEED:

No social services needed.....01  
Alcohol treatment.....02  
Alternative residential placement.....03  
(e.g. halfway house)  
Drug treatment.....04  
Education/vocational training.....05  
Employment placement/counseling.....06  
Financial counseling/assistance.....07  
Individual counseling.....08  
Legal Aid.....09  
Marital/Family counseling.....10  
Medical/Dental services.....11

(77-78)

- End of Questionnaire -

Alaska Master Plan  
Corrections Staff Profile  
conducted by  
Moyer Associates Incorporated  
One East Wacker Drive  
Chicago, Illinois 60601

INSTRUCTIONS: For each question circle only one response, or fill in the blanks where appropriate.

1. What is your present position? (circle one response)
- Security staff - adult institution.....1
  - Administrative staff - adult institution.....2
  - Security staff - juvenile institution.....3
  - Administrative staff - juvenile institution.....4
  - Probation/Parole staff (administration or case worker).....5
  - Central Administrative staff.....6
  - Training staff .....7
  - Institutional program staff (e.g. teacher; counselor).....8 (6)
2. How long (in months and years) have you worked for the Alaska Division of Corrections?      /      (7-10)
- months      years
3. In total, how long (in months and years) have you worked in the field of corrections? Include both time worked for Alaska Division of Corrections and time worked elsewhere.
- /      (11-14)
- months      years
4. At which office or institution do you work? (circle one response).
- Central Office, Juneau.....01
  - Any probation/parole office.....02
  - Anchorage SCC.....03
  - Anchorage, Annex.....04
  - Eagle River SCC.....05
  - Fairbanks SCC.....06
  - Juneau SCC.....07
  - Ketchikan SCC.....08
  - McLaughlin Youth Center.....09
  - Palmer SCC.....10
  - Ridgeview SCC.....11 (15-16)
5. What is the highest level of school you have completed? (Circle ONE response)
- No formal education.....0
  - Grades 1-8.....1
  - Grades 9-11.....2
  - High school or GED certificate.....3
  - Some college.....4
  - Bachelor's degree.....5
  - Some graduate or professional school.....6
  - Graduate or professional degree.....7 (17)
6. Are you currently enrolled in school?
- Yes.....1
  - No (skip to Question 8).....2 (18)

7. Is the subject matter of this class related to your present job, or are you taking the class to help you get a promotion or to change jobs within the Department of Corrections.

Yes.....1  
No.....2

(19)

8. How much WORK EXPERIENCE have you had in each of the following areas? (Circle only ONE number for each item.)

	None	Less than 6 months	6 - 11 months	1 - 2 years	more than 2 years	
a. Institutional security	0	1	2	3	4	(20)
b. Probation/parole case work	0	1	2	3	4	(21)
c. Law enforcement	0	1	2	3	4	(22)
d. Counseling	0	1	2	3	4	(23)
e. Teaching	0	1	2	3	4	(24)
f. Administration	0	1	2	3	4	(25)
g. Research and/or planning	0	1	2	3	4	(26)

9. How much FORMAL TRAINING or EDUCATION have you had in each of these areas? (Circle only ONE number for each item.)

	None	Less than 6 months	6 - 11 months	1 - 2 years	more than 2 years	
a. Institutional security	0	1	2	3	4	(27)
b. Probation/parole case work	0	1	2	3	4	(28)
c. Law enforcement	0	1	2	3	4	(29)
d. Counseling	0	1	2	3	4	(30)
e. Teaching	0	1	2	3	4	(31)
f. Administration	0	1	2	3	4	(32)
g. Research and/or planning	0	1	2	3	4	(33)

10. Did you receive any pre-service training (before your job began) specifically for your present position?

Yes.....1  
No (skip to Question 13)....2

(34)

11. How much pre-service training did you receive for your present position?

Less than 4 weeks.....1  
4-6 weeks.....2  
More than 6 weeks.....3

(35)

12. In general, how useful do you think this training was?

Not at all useful.....1  
Only slightly useful.....2  
Somewhat useful.....3  
Very useful.....4

(36)

13. Have you received any on-the-job or in-service training specifically for your present position?

Yes.....1  
No (skip to Question 16)....2

(37)

14. How much on-the-job or in-service training did you receive for your present position?

Less than 4 weeks.....1  
4-6 weeks.....2  
More than 6 weeks.....3

(38)

15. In general, how useful do you think this training was?

Not at all useful.....1  
Only slightly useful.....2  
Somewhat useful.....3  
Very useful.....4

(39)

16. For each of the following areas, please indicate how well your training (pre-service and/or in-service) prepared you for your present position. If you received no training in an area, but feel you needed training in that area for your present position, circle 0. If you received training in an area specifically for your present position, but do not need it on your job, circle 5. Otherwise, circle 1 if the training prepared you very well, 2 if adequately, 3 if inadequately, and 4 if it prepared you very poorly.

	No Training	Very Well	Ade- quately	Inade- quately	Very Poorly	Not needed in Present Position	
a. Security techniques	0	1	2	3	4	5	(40)
b. Counseling	0	1	2	3	4	5	(41)
c. Use of firearms	0	1	2	3	4	5	(42)
d. First aid	0	1	2	3	4	5	(43)
e. Riot control	0	1	2	3	4	5	(44)
f. Organizational/ management skills	0	1	2	3	4	5	(45)
g. Alaska Division of Corrections policies and procedures	0	1	2	3	4	5	(46)
h. Crisis intervention	0	1	2	3	4	5	(47)
i. Self-defense	0	1	2	3	4	5	(48)
j. Investigative techniques	0	1	2	3	4	5	(49)
k. Human relations	0	1	2	3	4	5	(50)
l. Offender assessment and classification	0	1	2	3	4	5	(51)
m. Inmate legal rights	0	1	2	3	4	5	(52)
n. Offender disciplinary procedures	0	1	2	3	4	5	(53)
o. Public relations	0	1	2	3	4	5	(54)
p. Inmate transportation and movement outside of the institution	0	1	2	3	4	5	(55)
q. Offender supervision	0	1	2	3	4	5	(56)
r. Research and/or planning	0	1	2	3	4	5	(57)
s. Supervision of volunteers	0	1	2	3	4	5	(58)
t. Administrative report- writing	0	1	2	3	4	5	(59)
u. Search and seizure of contraband	0	1	2	3	4	5	(60)
v. Interpersonal communication skills	0	1	2	3	4	5	(61)

17. In your opinion, what are your chances for promotion within the Division of Corrections?

Very poor.....1  
Poor.....2  
Good.....3  
Very good.....4

(62)

18. How often do you participate in decision-making which affects your work?

Never.....1  
Seldom.....2  
Often.....3  
Very often.....4

(63)



19. On the average, how many hours per week do you work?

- 20 hours or less.....1
- 21-40 hours.....2
- 41-45 hours.....3
- 46-50 hours.....4
- 51-55 hours.....5
- 56-60 hours.....6
- More than 60 hours.....7

(64)

20. In an average month, how often are you absent from work due to illness?

- Less than once per month.....1
- 1-3 times per month.....2
- 4-6 times per month.....3
- more than 6 times per month.....4

(66)

21. When you work overtime is it on a voluntary basis?

- Yes.....1
- No.....2

(66)

22. Are you paid hourly or on salary?

- Paid hourly.....1
- On salary.....2

(67)

23. Are you considering leaving the Alaska Division of Corrections?

- Yes.....1
- No.....2

(68)

24. How satisfied do you think most of your co-workers are with their job?

- Very dissatisfied.....1
- Dissatisfied.....2
- Satisfied.....3
- Very satisfied.....4

(69)

25. What is your age in years?

(10-11)

26. What is your sex?

- Male.....1
- Female.....2

(12)

27. What is your ethnic background?

- American Indian.....1
- Asian/Oriental.....2
- Black.....3
- Caucasian/White.....4
- Eskimo.....5
- Spanish surname.....6
- Other.....7

(13)

- Thank you for your cooperation -

Office Use Only

AI  
(1-5)  
080978  
(6-11)

Alaska Master Plan  
Adult Sentenced Inmate Survey  
conducted by  
Moyer Associates Incorporated  
One East Wacker Drive  
Chicago, Illinois 60601

Institution \_\_\_\_\_

Identifier \_\_\_\_\_

1. STATE: \_\_\_\_\_

(12-13)

2. CITY OF RESIDENCE: \_\_\_\_\_

(14-16)

3. SEX: Male.....1  
Female.....2

(17)

4. ETHNICITY: American Indian.....1  
Asian/Oriental.....2  
Black.....3  
Caucasian/White.....4  
Eskimo.....5  
Spanish surname.....6  
Other.....7

(18)

5. EVER MARRIED: Yes.....1  
No.....2

(19)

6. DATE OF BIRTH: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_  
month day year

(20-25)

7. CURRENT OFFENSE: \_\_\_\_\_

(26-27)

8. PRIOR ARRESTS: Yes.....1  
No (skip to Question 14).....2

(28)

9. FIRST ARREST BEFORE 15th BIRTHDAY: Yes.....1  
No.....2

(29)

10. NUMBER OF YEARS SINCE LAST PRIOR ARREST: \_\_\_\_\_

(30-31)

11. NUMBER OF PRIOR MISDEMEANOR CONVICTIONS: \_\_\_\_\_

(32-34)

12. NUMBER OF PRIOR FELONY CONVICTIONS: \_\_\_\_\_

(35-36)

13. NUMBER OF PRIOR INCARCERATIONS: \_\_\_\_\_

(37-39)

14. REPORTED JUVENILE FELONY: Yes.....1  
No.....2

(40)

15. NUMBER OF ALIASES: \_\_\_\_\_

(41-42)

16. DATE OF SENTENCING: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_  
month day year

(43-45)

17. TYPE OF ADMISSION:  
New court commitment .....1  
Revocation of probation, technical.....2  
Revocation of probation, new offense.....3  
Parole violator, technical.....4  
Parole violator, new offense.....5

(49)

18. DATE OF ADMISSION: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_  
month day year

(50-55)

19. NUMBER OF DAYS SPENT INCARCERATED PRIOR TO SENTENCING:

20. DATE OF PAROLE GRANT:            /            /           

21. NUMBER OF TIMES CONSIDERED FOR PAROLE:           

22. PAROLE ELIGIBILITY DATE            /            /           

23. DATE OF PLACEMENT ON PROBATION:            /            /           

Blank (79)  
1 (80)  
DUP (1-5)

24. DATE SENTENCE EXPIRES:            /            /           

25. NUMBER OF DAYS OF GOOD TIME ACCRUED:           

26. CUSTODY LEVEL CLASSIFICATION:

Close.....1  
Maximum.....2  
Medium.....3  
Minimum.....4  
Trusty.....5

27. SERIOUS INSTITUTIONAL MISCONDUCT: Yes.....1  
No.....2

28. FAMILY CRIMINAL RECORD: Yes.....1  
No.....2

29. HISTORY OF OPIATE USE: Yes.....1  
No.....2

30. DRUG ABUSE PROBLEM: Yes.....1  
No.....2

31. ALCOHOL ABUSE PROBLEM: Yes.....1  
No.....2

32. PROGRAM PARTICIPATION:

None .....0  
Alcohol treatment.....1  
Counseling.....2  
Drug treatment.....3  
Education .....4  
Pre-release orientation .....5  
Vocational training.....6

33. YEARS OF EDUCATION COMPLETED:

No formal education.....1  
Grades 1-8.....2  
Grades 9-11.....3  
High school or GED.....4  
Some college .....5  
Bachelor's degree.....6  
Some graduate or professional school...7

34. SCHOOL STATUS AT INTAKE:

Full-time.....1  
Part-time.....2  
Not in school.....3

35. EMPLOYMENT STATUS AT INTAKE:

Full-time.....1  
Part-time.....2  
Unemployed-looking for work .....3  
Not in labor force - not looking for work...4

36. CURRENT WORK ASSIGNMENT: Yes.....1  
No.....2

37. VOCATIONAL TRAINING:

No vocational training .....0  
Mechanics .....1  
Food service .....2  
Office occupations .....3  
Basic building trades .....4  
Service occupations .....5  
Ancillary medical occupations .....6  
Other \_\_\_\_\_ 7  
specify

(26)  
(27)  
Blank (28-79)  
2 (80)

- End of Questionnaire -