

# **State of Alaska FY2002 Governor's Operating Budget**

Department of Corrections

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**Department Mission**

To protect the public and encourage offender rehabilitation through humane, safe, and cost-effective confinement and supervision. The department will respect the rights of victims and recognize the dignity inherent in all human beings as it pursues this mission. (Modified from Legislative Version)

**Department Goals and Strategies**

1. MANAGE OFFENDERS IN A WAY THAT PROTECTS PUBLIC SAFETY.

To do this, the Department will:

- Continue to implement its long-range population management plan to prevent overcrowding in the in-state correctional facilities, including maintaining high utilization of community residential center (CRC) beds, and expanding the use of alternatives to incarceration, such as electronic monitoring and CRC Supervision (home furlough) programs.
- Recruit, hire, and train staff for the new Anchorage jail, scheduled to open in the spring of 2002;
- Supervise offenders on probation or parole commensurate with their risk and program needs, including neighborhood-based community supervision services and enhanced supervision of felony DWI offenders on probation; and
- Implement the Department's community jail initiative.

Performance measures for these goals include:

- Maintaining inmate populations within the maximum capacity of each institution;
- Minimizing the number of major incidents;
- Opening the new Anchorage jail on schedule in the spring of 2002; and
- Increasing probation and parole supervision of offenders through increased monitoring and accountability programs.

2. PROVIDE SERVICES AND PROGRAMS THAT AFFECT POSITIVE CHANGE, STRUCTURE OFFENDER TIME, AND FACILITATE SUCCESSFUL REINTEGRATION OF OFFENDERS INTO SOCIETY.

To do this, the Department will:

- Work cooperatively with the Mental Health Trust Authority and the Boards to provide services to the beneficiaries who are in the Department's custody or under the Department's supervision;
- Continue in-prison residential treatment programs for offenders who have chronic substance abuse problems;
- Implement and expand the Department's Youthful Offender Initiative;
- Using principles of community justice, improve corrections-based victims' services.

Performance measures for these goals include:

- Increase substance abuse (alcohol and other drug) interventions for offenders;
- Increase education services for offenders in institutions.

3. PROVIDE EFFECTIVE CORRECTIONAL ADMINISTRATION THROUGH STRATEGIC PLANNING, TRAINING, QUALITY ASSURANCE, AND THE USE OF AUTOMATION AND NEW TECHNOLOGIES.

To do this, the Department will:

- Continue to implement and refine the Department's management information system;
- Implement the Department's strategic health care plan;
- Provide training, including victims' services training, for all staff.

Performance measures for these goals include:

· Expand the management information system to include medical, clinical, inmate accounting, and programmatic data.

### **Key Department Issues for FY2001 – 2002**

**CONSTRUCTION OF A NEW ANCHORAGE JAIL AND A PRISON AT FORT GREELY-** Department staff continue to be involved on a daily basis in the planning and construction of a new Anchorage Jail. This year, the Department must recruit, hire, and train staff for the facility, as well as adopt operational policies for the facility. The Department is also continuing its planning for an 800 bed prison at Fort Greely.

**PRISON AND JAIL OVERCROWDING -** Alaska's institutions can only hold 2,786 inmates, forcing the state to send 800 inmates out-of-state. Furthermore, the daily average number of inmates imprisoned in Alaska continues to increase (from 3,337 in FY 94 to 4,151 in FY 99 to 4,261 in FY 00). The department will address this by continuing to implement its long-term population management plan. Part of this is the governor's statewide regional expansion plan in which the next expansion would be the regional jails in Bethel and Fairbanks.

**YOUTHFUL OFFENDER INITIATIVE -**Juvenile offenders, between the ages of 15 and 22, currently account for more than 16% of the department's in-state institutional population. The Department must secure proper staffing for its Spring Creek Youthful Offender Unit and also develop and implement a plan for youthful pretrial felons.

**COMMUNITY CORRECTIONS' FELONY DWI ACCOUNTABILITY INITIATIVE -** The department will establish specialized caseloads for Probation Officers trained in managing the risk DWI offenders present to the safety of our communities.

**STANDARDS AND ACCREDITATION INITIATIVE -** Anticipating that it will soon be relieved of court-monitoring, the Department is continuing to develop its own initiative to ensure that its institutions continue to operate in a safe and secure manner. Toward this end, the department is seeking accreditation by the American Correctional Association (ACA) for its institutions.

**NEW MANAGEMENT INFORMATION SYSTEM (MIS) -** The department continues to seek alternative fund sources to expand the development of and provide for long-term operational support of the new MIS.

**HEALTH CARE INITIATIVE --** The Department is completing implementation of its strategic health care initiative, which refocuses on the ambulatory care model for the delivery of physical health care services to prisoners.

### **Major Department Accomplishments in 2000**

**CLEARLY PROGRESS -** In FY2000, the court reduced the scope of monitoring in the Cleary class action by ending the monitoring of women statewide and the population in House One at Spring Creek. In August 2000, the Department filed its motion to terminate the class action litigation under AS 09.19.200 (Alaska's Prison Litigation Reform Act).

**RESIDENTIAL SUBSTANCE ABUSE TREATMENT (RSAT) PROGRAM FOR MEN -** The Wildwood Correctional Center Men's Residential Substance Abuse Treatment (RSAT) Program was brought on line in FY 2000. It is a twelve-month program for male inmates needing intensive substance abuse treatment.

**SERVICES FOR VICTIMS -**The department continued its commitment to community justice by partnering with other criminal justice and victims' service agencies to establish local Victims' Advisory Committees in six communities throughout the state. These committees work together with the goal of improving corrections related services to victims on both the state and local level.

**ANCHORAGE JAIL CONSTRUCTION -** The Department has continued its successful partnership with the Municipality of Anchorage to construct a new 400 bed jail, scheduled to open in spring 2002. The project has met every benchmark to date and is on-time and under-budget. Significant soil contaminants were uncovered during site excavation work. By working with the Department of Transportation and Public Facilities and Department of Environmental Conservation, the Department of Corrections and the Municipality of Anchorage have identified

alternative funding sources for the remediation of these contaminants so that the project budget is not impacted by these unforeseen difficulties.

STRATEGIC HEALTH CARE INITIATIVE - The Department evaluated the inmate medical program and initiated a multi-year process to refocus services to be consistent with community ambulatory care practice. This includes enhanced utilization review and cost control efforts, uniform medical records, and improved nursing procedures.

## Key Performance Measures for FY2002

**Measure: Maintain inmate populations within the emergency capacity of each institution.**  
*(Not yet addressed by Legislature.)*

**Current Status:**

Since November 1999, in-state institution populations have remained below their emergency capacities with a few exceptions.

**Benchmark:**

The final order in Cleary, nearly a decade ago, required the Department to bring its population under emergency capacities established in the class action lawsuit. The Department has been working to comply since then.

**Background and Strategies:**

Due to increased state population, more criminal enforcement and longer sentences, the State's prison population has increased. The Department has developed and implemented a long-term plan. In FY2000, the court reduced the scope of monitoring in the Cleary class action by ending the monitoring of both women and the population in House One at Spring Creek. In August 2000, the Department filed its motion to terminate the class action litigation under AS 09.19.200 (Alaska's Prison Litigation Reform Act).

**Measure: Minimize the number of major incidents.**  
*(Not yet addressed by Legislature.)*

**Current Status:**

Since 1995, there have been no major incidents in Alaska's in-state institutions.

**Benchmark:**

The State has established its own benchmark by not having any major incidents for many years now.

**Background and Strategies:**

Maintaining in-state institutions below their emergency capacities and ensuring an adequate number of properly trained staff are critical components to preventing major incidents. As the State attempts to respond to decreasing revenues, it is important to ensure that we do not compromise public safety.

**Measure: Increase probation and parole supervision of offenders through increased monitoring and accountability programs.**  
*(Not yet addressed by Legislature.)*

**Current Status:**

The FY 2000 department-wide average monthly supervision caseload was 4,492; the annual number of pre-sentence reports was 1512. General supervision caseloads per Probation Officer;

Anchorage, 9 of 14 exceed 90 medium/maximum offenders  
Palmer, 3 of 4 exceed 100 medium/maximum offenders  
Fairbanks, 3 of 8 exceed 90 medium/maximum offenders

**Benchmark:**

- Establish optimal monthly caseloads of a Probation Officer who is not preparing pre-sentence reports at 70-75 offenders.

- Establish optimal monthly caseloads of a Probation Officer who is preparing pre-sentence reports at 60-65 offenders.
- Establish optimal monthly specialized caseloads of a Probation Officer for DWI, Sex Offender and Mental Health cases at 45-50 offenders.

**Background and Strategies:**

The number of offenders on probation/parole during the last three fiscal years has increased by 939 felons, primarily in the Anchorage, Palmer and Fairbanks areas.

1997 Average monthly caseload statewide: 3553  
1998 Average monthly caseload statewide: 4132  
1999 Average monthly caseload statewide: 4388  
2000 Average monthly caseload statewide: 4492

As the number of offenders on probation/parole continues to increase, it will become necessary to increase the number of probation officers providing supervision.

Caseloads over the benchmark standard for supervision make it more difficult to protect public safety.

**Measure: Increase Substance Abuse (Alcohol and Other Drug) Interventions for Offenders.**

*(Not yet addressed by Legislature.)*

**Current Status:**

On October 16, 2000 the Men's Residential Substance Abuse Treatment (RSAT) program opened at Wildwood Correctional Center. The 42-bed in-prison long term residential treatment program is currently filled to capacity with a waiting list of 30 offenders.

In Alaska, the Women's Residential Substance Abuse Treatment (RSAT) program opened Nov. 1, 1998. It is an in-prison long-term residential treatment program. As of Sept. 30, 2000, 131 women have been admitted to this intensive level of care. Currently there is no wait list for this program.

**Benchmark:**

Many jurisdictions are showing success, measured by reduced recidivism, by implementing in-prison residential treatment programs that address addiction issues in conjunction with life skills and behavioral changes.

**Background and Strategies:**

Many chronically addicted offenders who have a history of substance abuse related crimes need the services of a 6-12 month residential treatment program that addresses addiction issues in conjunction with life skills and behavioral changes. Without such intervention, they inevitably return to their substance abuse and criminal behavior. In order to improve substance abuse interventions for offenders, the Department is striving to increase the number of offenders participating in RSAT programs while incarcerated.

**Measure: Increase education services for offenders in institutions.**

*(Not yet addressed by Legislature.)*

**Current Status:**

The Alaska DOC has improved education services for offenders in three areas during FY 2000: women's vocational programming, secondary and special education for youthful offenders.

Vocational training for female offenders now includes programs in horticulture, building trades and computer operations. 111 women enrolled in classes in these areas.

Corrections and the Department of Education and Early Development jointly offered training for school district and correctional educators on federal and state special education requirements. Agreements for service delivery are in place for each facility.

In FY 2000, the Department collaborated with the Kenai Peninsula School District to implement a comprehensive education program for youthful offenders at the Spring Creek Youthful Offender Program. Three full-time teachers were employed to provide academic and special education programs.

**Benchmark:**

Although scientifically based research in the area is limited; there is some indication of a positive relationship between correctional education and post-release success. Negative behavior within the correctional system also may be impacted by such participation.

**Background and Strategies:**

In 1990, the Correctional Education Association estimated that 75% of adult American inmates were illiterate. Other researchers estimate the average reading level to be at or below the fifth grade and that more than half of all prison inmates has not finished high school. Limited studies conducted on Alaskan inmates indicate that the adult inmates and the youthful offenders experience these same limitations, including the need for special education services.

Educational services are severely limited within the Department's institutions. In FY 2000, the Department became a federal sub-grantee of a distance learning program. The department hopes to increase educational offerings in the areas of adult basic education, GED preparation, life skills and pre-release preparation through this program. The Department will also continue to coordinate with other state and local agencies to improve the quality and quantity of educational services.

**Measure: Expand the Management Information System to include medical, clinical and programmatic data.**  
*(Not yet addressed by Legislature.)*

**Current Status:**

The new system replacement core information modules for tracking and monitoring offenders in Institutions and Community Corrections will be implemented during the second quarter of FY 2001.

**Benchmark:**

The essential elements of the medical, clinical and programmatic data expansion will be operational in the new Management Information System by June 30, 2002.

**Background and Strategies:**

The Department has recognized its need for more accurate data to track recidivism and for other data driven functions. To this end the Department has been working since 1995 toward the development and implementation of the new core management information system.

**Status of FY2001 Performance Measures**

	<i>Achieved</i>	<i>On track</i>	<i>Too soon to tell</i>	<i>Not likely to achieve</i>	<i>Needs modification</i>
• Maintained inmate populations within the emergency capacity of each institution.		X			
• Minimize the number of major incidents.		X			
• Increase probation and parole supervision of offenders through increased monitoring and accountability programs.					X
• Improve Substance Abuse (Alcohol and Other Drug) Interventions for Offenders.		X			
• Improve education services for offenders in institutions.		X			
• Expand the Management Information System to include medical, clinical and programmatic data.		X			

**Department Budget Summary by BRU**

*All dollars in thousands*

	FY2000 Actuals				FY2001 Authorized				FY2002 Governor			
	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds
<b>Formula Expenditures</b>												
None.												
<b>Non-Formula Expenditures</b>												
Administration & Operation	112,186.2	2,027.4	15,848.3	130,061.9	112,405.2	2,578.7	16,642.0	131,625.9	115,627.4	4,134.0	19,544.1	139,305.5
Community Residential Centers	13,962.9	831.3	4.1	14,798.3	12,479.0	1,717.8	1,585.0	15,781.8	12,479.0	1,717.8	1,585.0	15,781.8
Out of State Contracts	16,023.1	2,330.8	0.0	18,353.9	16,030.5	2,666.7	0.0	18,697.2	15,422.2	2,666.7	0.0	18,088.9
Point MacKenzie Alternative	2,119.4	0.0	0.0	2,119.4	2,154.4	0.0	0.0	2,154.4	2,157.6	0.0	0.0	2,157.6
Institutional Hsg	200.0	0.0	0.0	200.0	170.0	0.0	0.0	170.0	170.0	0.0	0.0	170.0
Food Services	0.0	0.0	0.0	0.0	0.0	96.1	0.0	96.1	0.0	96.1	0.0	96.1
Apprenticeship	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
VPSO Parole Supervision Program	82.0	0.0	0.0	82.0	95.0	0.0	0.0	95.0	95.0	0.0	0.0	95.0
<b>Totals</b>	<b>144,573.6</b>	<b>5,189.5</b>	<b>15,852.4</b>	<b>165,615.5</b>	<b>143,334.1</b>	<b>7,059.3</b>	<b>18,227.0</b>	<b>168,620.4</b>	<b>145,951.2</b>	<b>8,614.6</b>	<b>21,129.1</b>	<b>175,694.9</b>

### Funding Source Summary

*All dollars in thousands*

Funding Sources	FY2000 Actuals	FY2001 Authorized	FY2002 Governor
1002 Federal Receipts	5,189.5	7,059.3	8,614.6
1003 General Fund Match	129.6	129.6	129.6
1004 General Fund Receipts	136,938.7	136,591.0	141,094.8
1005 General Fund/Program Receipts	3,506.0	1,825.4	28.0
1007 Inter-Agency Receipts	9,258.9	8,168.6	8,183.7
1037 General Fund / Mental Health	3,999.3	4,264.8	4,698.8
1050 Permanent Fund Dividend Fund	2,146.8	2,929.0	3,281.3
1053 Investment Loss Trust Fund		523.3	
1059 Correctional Industries Fund	3,500.0	3,500.6	4,150.6
1061 Capital Improvement Project Receipts	484.3	556.8	221.4
1092 Mental Health Trust Authority Authorized Receipts	414.5	303.2	457.5
1108 Statutory Designated Program Receipts	47.9	313.2	2,214.8
1156 Receipt Supported Services		2,455.6	2,619.8
<b>Totals</b>	<b>165,615.5</b>	<b>168,620.4</b>	<b>175,694.9</b>

### Position Summary

Funding Sources	FY2001 Authorized	FY2002 Governor
Permanent Full Time	1,366	1,478
Permanent Part Time	4	3
Non Permanent	0	0
<b>Totals</b>	<b>1,370</b>	<b>1,481</b>

### FY2002 Capital Budget Request

Project Title	General Funds	Federal Funds	Other Funds	Total Funds
Facility Maintenance, Repair, Renewal, Replacement, and Renovation	1,000,000	0	0	1,000,000
Criminal Justice Management Information System Replacement	762,200	0	0	762,200
Replacement and Repair of Security Systems, and Life and Safety Equipment	500,000	0	0	500,000
Computer Network Hardware Replacement and Upgrade	185,000	0	0	185,000
Community Jails Facilities Maintenance, Repair and Renovation, and Life and Safety Equipment	0	100,000	0	100,000
Correctional Institutions Roof Repairs and Replacement	0	2,090,000	0	2,090,000
<b>Department Total</b>	<b>2,447,200</b>	<b>2,190,000</b>	<b>0</b>	<b>4,637,200</b>

*This is an appropriation level summary only. For allocations and the full project details see the capital budget.*

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## Overview of Departmental Budget Changes

### ANCHORAGE JAIL

- \$3,955.0 GF, \$230.0 Statutory Designated Receipts and \$15.0 Interagency Receipts to provide for start-up costs and partial year operations of the New Anchorage Jail.

### COMMUNITY JAILS

- Additional funds of \$400.0 are critical to address most of the Community Jails facilities to allow increased security and safety services for state prisoners housed locally. Despite five years of increased costs to the Communities, the State payments have not increased since 1995.

### INMATE PROGRAMS

- \$60.0 GF/MH will provide culturally relevant programming at Palmer, Hiland Mountain, Fairbanks, Wildwood, Spring Creek and Lemon Creek Correctional Center.
- Funds are required to support contract inmate substance abuse treatment (ISAT) providers across the state. \$226.0 GF/MH will be used to provide substance abuse education, assessment, and referral services at institutions statewide.
- MHTAAR Funds of \$60.2 for a centralized substance abuse assessment specialist who would work with correctional staff to assess inmates for the purpose of moving them to the program that they need.

### SIXTH AVENUE CORRECTIONAL CENTER

- \$70.0 general fund the continuance of two positions at the Anchorage Court House who operate the live scan finger print machine placed in the Court House in FY1999. Positions previously funded by RSA funds (federal pass-through) from the Department of Public Safety.

### CORRECTIONAL ACADEMY

- Statutory Designated Receipt authorization of \$75.0 is needed to pay the Municipality of Anchorage for the lease of the DOC Correctional Academy. These funds will be provided through receipts collected for housing offenders charged under municipal ordinances.

### DATA AND WORD PROCESSING

- \$550.0 Federal Funds (partially offset by a decrement of \$333.8 CIP) will be used for operational support provided to 34 LAN/WAN sites and staff support for the MIS.

### INMATE HEALTH CARE

- A decrement of \$30.0 MHTAAR Funds from FY01 mental health trust projects that will not carry forward.
- A Sub-Acute Care Unit (to treat up to 50 seriously mentally ill men) and a Juvenile Initiative at the Spring Creek Correctional Center will be funded with \$125.0 MHTAAR and \$126.3 GF/MH. Mental health programs need to be developed and implemented to meet this service area.

### CORRECTIONAL INDUSTRIES PRODUCT COST

- Correctional Industries Product Cost funds in the amount of \$650.0 will be used to purchase raw materials for the industries. The Program generates receipts from the sale of goods.

### INSTITUTION DIRECTOR'S OFFICE

- Additional Federal Receipts of \$959.0 for housing federal inmates will provide funding for an Assistant Director position in this component and the balance will be distributed to various institutions that will house these inmates.

### CORRECTIONAL FACILITIES

- General Fund Program Receipt authorization will be replaced with Statutory Designated Program Receipts for Municipal Manday Billings. (Combined Hiland Mountain; Cook Inlet; Fairbanks; Ketchikan; Lemon Creek; Mat-Su; Palmer; Sixth Avenue; and Wildwood Correctional Centers)

### ELECTRONIC MONITORING

- Increased Statutory Designated Receipt Authorization of \$110.0 will be utilized to expand the number of E.M. slots.

LEMON CREEK CORRECTIONAL CENTER

- Receipt Supported Service Fees of \$50.0 will be generated from local calls and a debit card program implemented by the contractor. These receipts will offset the monitoring costs of the program.

TRANSPORTATION AND CLASSIFICATION

- Additional Federal Receipts of \$41.0 for housing federal inmates will provide funding to bring vacancy factor to within tolerance for this component.

OUT OF STATE CONTRACTS

- Decrement (\$610.0 GF) savings from the return of 100 inmates the beginning of spring 2001 and an additional 100 inmates before year-end.

## Summary of Department Budget Changes by BRU

### From FY2001 Authorized to FY2002 Governor

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2001 Authorized</b>	143,334.1	7,059.3	18,227.0	168,620.4
<b>Adjustments which will continue current level of service:</b>				
-Administration & Operation	-1,615.1	5.3	1,950.7	340.9
-Out of State Contracts	1.7	0.0	0.0	1.7
-Point MacKenzie	3.2	0.0	0.0	3.2
<b>Proposed budget decreases:</b>				
-Administration & Operation	0.0	0.0	-363.8	-363.8
-Out of State Contracts	-610.0	0.0	0.0	-610.0
<b>Proposed budget increases:</b>				
-Administration & Operation	4,837.3	1,550.0	1,315.2	7,702.5
<b>FY2002 Governor</b>	<b>145,951.2</b>	<b>8,614.6</b>	<b>21,129.1</b>	<b>175,694.9</b>