

State of Alaska FY2004 Governor's Operating Budget

Department of Corrections

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Department Mission

To protect the public by confining, supervising, and rehabilitating offenders under the custody of the department.

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 expansion of regional correctional centers, maintaining high utilization of community residential center (CRC) beds.
- Supervise offenders on probation or parole commensurate with their risk and program needs, including neighborhood-based community supervision and treatment services and enhanced supervision of felony DWI offenders on probation.

Performance measures for these goals include:

- Maintain inmate populations within the maximum capacity of each institution;
- Minimize the number of major incidents;
- Increase probation and parole supervision of offenders through monitoring, treatment and accountability programs.

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

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 under the Department's supervision;
- Continue in-prison residential treatment programs for offenders who have chronic substance abuse problems;
- Expand substance abuse treatment capacity in communities for offenders mandated to receive treatment;
- Use principles of community justice, improve corrections-based victims' services.

Performance measures for these goals include:

- Increase community capacity for the provision of substance abuse treatment services for offenders;

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 staff.

Performance measures for these goals include:

- Expand the management information system to include programmatic data reporting.

Key Department Issues for FY2003 – 2004

POPULATION MANAGEMENT – The Department will address population management by continuing implementation of its long-term population plan including:

- Introduction of legislation to expand regional correctional centers.

- Expansion of offender transition and reentry capacity.

SUBSTANCE ABUSE TREATMENT INITIATIVE – The Department will work with the Department of Health and Social Services and the Mental Health Trust to build community capacity to provide a continuum of substance abuse treatment services for those offenders mandated to receive the treatment.

MANAGEMENT INFORMATION SYSTEM – Efforts will continue to develop specific modules and to provide training and support to staff in their use.

Major Department Accomplishments in 2002

- NEW OFFENDER TRACKING AND INFORMATION SYSTEM (OTIS) came on-line replacing OBSCIS. The Offender Trust Accounting (OTA) system came on-line replacing HOFA
- NEW ANCHORAGE JAIL – Construction was completed and the jail opened on time and within budget. The facility is already filled to capacity.
- STANDARDS AND ACCREDITATION INITIATIVE – Anvil Mountain Correctional Center, Fairbanks Correctional Center and Ketchikan Correctional Center have become accredited by the American Correctional Association (ACA).
- PROBATION AND PAROLE OFFENDER CLASSIFICATION SYSTEM – Completed revisions to improve risk management of offenders in the community. Internationally recognized tools (Level of Service Inventory – Revised) and Static 99 now form the standards.

Governor's Key Department-wide Performance Measures for FY2004

Measure:

Maintain inmate populations within both system and institution specific emergency capacity.

Alaska's Target & Progress:

The target continues to be maintaining the inmate population within both system and institutional-specific emergency capacities. In FY2002, the Department experienced a dramatic housing shortage for the first time since November 1999 and the trend has continued into 2003.

Benchmark Comparisons:

The final Cleary Court Order required that the offender population not exceed the Departments total and institutional emergency bed capacity during any 10-day period. The Department continues to comply with this standard through inter-institutional transfers and community placements.

Background and Strategies:

The crime rate in Alaska has decreased overall by 23% since 1995. Initial bookings into the jails have decreased accordingly. However, the number of offenders in custody continues to increase due to tougher sentencing laws, increased enforcement and limited pre-sentencing options. The department is following the Population Management Plan submitted to the court in 2000. Through the efforts of opening the new jail, contracting for beds in Arizona, expanding utilization of Community Residential Centers (CRCs), electronic monitoring and home furlough, the department has succeeded in keeping the system under 100% capacity and in decreasing the amount of time individual institutions are at overcapacity.

Measure:

Minimize the number of major incidents.

Alaska's Target & Progress:

The target is to have no major incidents. During FY2001 there were two major incidents in the state institutions. During FY2002 there were no major incidents.

Benchmark Comparisons:

The State experienced one major incident in FY1995, zero from FY1996 to FY2000, two in FY2001, and zero in FY2002.

Background and Strategies:

The Department's mission includes providing for public safety through operation of safe and secure institutions. We are proud of our safety record. It is anticipated that basing operations on best correctional practices - established by national standards and departmental policies and procedures will ensure that our safety record continues.

Measure:

Increase probation and parole supervision of offenders through increased monitoring and accountability programs.

Alaska's Target & Progress:

The FY 2002 department-wide average monthly supervision caseload was 4778; the annual number of pre-sentence reports was 1241. General supervision caseloads per Probation Officer (P.O.) over the benchmark were:

- Anchorage, 5 of 14 caseloads exceed 90 medium/maximum offenders (these P.O.'s do not write pre-sentence reports.)
- Nome, 1 of 1 caseload exceeds 90 medium/maximum offenders (this P.O. does write pre-sentence reports.)

Benchmark Comparisons:

Based on Alaska caseload experience and information obtained from other areas:

- Establish optimal monthly caseloads of a Probation Officer who is not preparing pre-sentence reports at 70-75 offenders;
- Establish optimal monthly workload of a Probation Officer who is preparing pre-sentence reports at 8 to 10 reports;
- Establish optimal monthly specialized caseloads of a Probation Officer for DWI, Sex Offender, Substance Abuse, and Mental Health cases at 40 offenders.

Background and Strategies:

The number of offenders on probation/parole during the last five fiscal years has increased by 646 felons.

1998 Average monthly caseload statewide: 4132
1999 Average monthly caseload statewide: 4388
2000 Average monthly caseload statewide: 4492
2001 Average monthly caseload statewide: 4575
2002 Average monthly caseload statewide: 4778

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 education services for offenders in institutions.

Alaska's Target & Progress:

The target is to provide academic and vocational training services to improve offender successes upon release, transition and reentry into the community. The Department continues to improve academic and vocational services even though funding has not kept pace with growth in the inmate population.

- The education services for the Youth Offender Program at Spring Creek continues to grow and be successful.
- The Department adopted and began the use of a nationally recognized standardized assessment tools for educational placement.
- The Department successfully completed transition to GED 2002, no small feat.

Benchmark Comparisons:

- In FY01, the Youth Offender Program (YOP) had one offender complete his High School Diploma. In FY02, the first full year of operation, 29 of 39 offenders placed in the YOP achieved High School Diplomas and 6

achieved GEDs.

- Alaskan Institutions (CADC numbers not included)
 - In FY 00 there were 153 GEDs completed.
 - In FY 01 there were 152 GEDs completed.
 - In FY 02 there were 148 GEDs completed (the FY 02 numbers were expected to be lower due to the initiation of the new GED requirements on 01/01/02).

- In FY00 791 or 14.6% of all statewide ABE/GED students were inmates.
 - In FY01 842 or 15.9% of all statewide ABE/GED students were inmates.

- In FY00 138 or 11.6% of all statewide GEDs earned were inmates.
 - In FY01 147 or 11.4% of all statewide GEDs earned were inmates.

Background and Strategies:

The 2001 Three State Recidivism Study, conducted by the Correctional Education Association, studied 3,200 inmates released from Maryland, Minnesota and Ohio. Analysis of the data from this longitudinal study demonstrated a significantly lower recidivism rate on three different measures (re-arrest, re-conviction, re-incarceration) and that those who had attended school while incarcerated earned higher wages than those who had not.

The National Institute for Literacy has determined that only 51% of prisoners have completed high school or its equivalent, compared with 76% of the general population. Seventy percent of prisoners scored within the two lowest literacy levels and are not adequately equipped to perform such simple tasks as understanding a bus schedule. Inmates who have a high school diploma demonstrate lower basic skills than members of the general public with a high school diploma. Eleven percent of prisoners self-report having learning disabilities, compared with 3% of the general population. Limited studies conducted on Alaskan inmates indicate that the adult inmates and the youth offenders experience these same limitations, including the need for special education services.

Department Budget Summary by BRU

All dollars in thousands

	FY2002 Actuals				FY2003 Authorized				FY2004 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
Formula Expenditures	None.											
Non-Formula Expenditures												
Administration & Operation	120,387.7	2,761.8	16,565.4	139,714.9	141,148.8	3,445.6	20,634.9	165,229.3	148,293.9	3,451.1	26,180.5	177,925.5
Parole Board	475.8	0.0	0.0	475.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Community Residential Centers	13,236.7	1,201.9	1,876.7	16,315.3	13,647.9	0.0	1,885.0	15,532.9	0.0	0.0	0.0	0.0
Out of State Contracts	15,323.8	2,163.0	0.0	17,486.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Alternative Institutional Hsg	165.4	0.0	0.0	165.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
VPSO Parole Supervision Program	95.0	0.0	0.0	95.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Totals	149,684.4	6,126.7	18,442.1	174,253.2	154,796.7	3,445.6	22,519.9	180,762.2	148,293.9	3,451.1	26,180.5	177,925.5

Funding Source Summary

All dollars in thousands

Funding Sources	FY2002 Actuals	FY2003 Authorized	FY2004 Governor
1002 Federal Receipts	6,126.7	3,445.6	3,451.1
1003 General Fund Match	129.4	129.6	128.4
1004 General Fund Receipts	143,258.1	150,123.8	143,576.3
1005 General Fund/Program Receipts	1,825.4	28.0	27.9
1007 Inter-Agency Receipts	8,668.5	8,309.5	8,461.9
1037 General Fund / Mental Health	4,471.5	4,515.3	4,561.3
1050 Permanent Fund Dividend Fund	3,615.1		
1059 Correctional Industries Fund	3,231.8	4,150.6	5,113.8
1061 Capital Improvement Project Receipts	213.9	217.1	222.5
1092 Mental Health Trust Authority Authorized Receipts	312.4	458.1	237.8
1108 Statutory Designated Program Receipts	55.4	1,965.8	2,465.8
1156 Receipt Supported Services	2,345.0	3,160.9	2,783.3
1171 PF Dividend Appropriations in lieu of Dividends to Criminals		4,257.9	6,895.4
Totals	174,253.2	180,762.2	177,925.5

Position Summary

Funding Sources	FY2003 Authorized	FY2004 Governor
Permanent Full Time	1,472	1,489
Permanent Part Time	3	3
Non Permanent	0	0
Totals	1,475	1,492

FY2004 Capital Budget Request

Project Title	General Funds	Federal Funds	Other Funds	Total Funds
Deferred Maintenance, Renewal and Replacement, Renovation and Repairs, and Miscellaneous Projects	2,000,000	0	0	2,000,000
Correctional Institutions Roof Repairs and Siding Replacement	1,455,000	0	0	1,455,000
Correctional Institutions Water System Repairs and Replacement	450,000	0	0	450,000
Department Total	3,905,000	0	0	3,905,000

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

Overview of Departmental Budget Changes

Inmate Health Care component - The Department of Corrections and the Department of Health and Social Services, Division of Medical Assistance (DMA) partnered in FY2003 to utilize Medicaid funds for the Disproportionate Share Hospital (DSH) program to assist with hospital expense for inmates. Subsequently, a letter from the Federal Medicaid program was sent to all States to advise them that Medicaid funds should no longer be used for health expenses of inmates. The partnership with DH&SS alleviated the funding shortfall for the current year hospitalization contract, but replacement funds will be necessary in FY2004. The medical segregation unit at the Anchorage jail will be staffed in FY 04 to reduce contractual medical costs to the department. Increased effort to collect medical reimbursement from third party insurance is expected to help alleviate health care costs. Implementation of a new policy of differential care for sentenced and unsentenced inmates will also occur in FY 04.

Correctional Industries Administration and Product Cost components – No GF funding is included in this component for FY 04. Legislation is necessary to allow state employee salaries to be paid from product cost revenues. The Mt. McKinley meat plant will no longer be run by the department.

Point MacKenzie Rehabilitation Program component - will use \$100,000.00 GF to assist in upgrading outdated equipment and obtaining additional farm equipment, which will allow increased production of livestock feed and consumable vegetables for the prisoner population. Immediate goals include placing more acreage into production and providing services to institutions throughout the year.

Classification and Furlough component - is being established as a means to absorb the projected increase in the prison population. All elements of the program are already in place and operational. Classification & Furlough will develop the mechanism and timeline for safe, efficient, and successful expansion of the existing programs. The new Classification and Furlough component will consist of; Classification, CRC Offender Supervision (CRC-OSP) and Electronic Monitoring (EM). The CRC Offender Supervision and Electronic Monitoring components have been combined in this new component. The Classification unit, previously in Transportation and Classification has also been included in this component.

Inmate Programs component– Sex offender and substance abuse programs will be refocused in FY 04. \$421,000 of sex offender treatment programs, which have been shown to be ineffective, will be stopped. \$1,163,200.00 million of substance abuse programs currently offered by the department will be curtailed with the emphasis placed on facilitating the use of program offerings from community based health organizations, Native Health providers, and 12 step programs.

Inmate Transportation component - has been established as a separate entity from the Classification unit. The Classification Unit is now part of the Classification and Furlough component. The Classification and Transportation component will no longer exist.

White Bison Project component - this component was discontinued in FY2003 as a result of funding shortfalls in the Department.

VPSO Parole Supervision Program component - funding was transferred to the Department of Public Safety in FY2003. The Department of Corrections and Public Safety continue the partnership to continue these services.

Community Residential Center funding is included in the Administration and Operations BRU.

Summary of Department Budget Changes by BRU

From FY2003 Authorized to FY2004 Governor

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2003 Authorized	154,796.7	3,445.6	22,519.9	180,762.2
Adjustments which will continue current level of service:				
-Administration & Operation	-2,577.5	5.5	2,601.1	29.1
Proposed budget decreases:				
-Administration & Operation	-4,896.0	0.0	559.5	-4,336.5
Proposed budget increases:				
-Administration & Operation	970.7	0.0	500.0	1,470.7
FY2004 Governor	148,293.9	3,451.1	26,180.5	177,925.5