

# Alaska Department of Corrections Reentry Programs Overview

Senate Finance Subcommittee



STATE OF ALASKA

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## The Offender Reentry Program (P & P 818.01)

Based on best practices research, the Department of Corrections (DOC) developed the Offender Reentry Program (ORP) for the purpose of reducing recidivism.<sup>1</sup> The ORP is a comprehensive three-phased approach to offender management and reentry services to address prisoners' criminogenic needs – their barriers to behavioral change and successful transition and reentry. The DOC implemented the ORP in December 2011.

To identify the rehabilitation programs that would most effectively address a prisoner's identified risk-factors, the department reviewed scientific studies done over the past 20 years and identified the prisoner treatment programs shown to be most effective at reducing recidivism. These evidence-based programs focus on criminogenic needs – risk factors for criminal behavior. These risk factors refer to the individual's characteristics and circumstances prognostic of increased risks for future criminal activity.

These criminogenic needs include:

1. Anti-social, pro-criminal attitudes, beliefs, values and cognitions.
2. Anti-social associates and pro-social isolation.
3. Anti-social personality disorder and temperament including:
  - a. Weak socialization,
  - b. Impulsivity, risk taking,
  - c. Aggressiveness, hostility and anger, and
  - d. Weak decision-making and problem solving.
4. Low levels of educational, vocational and financial achievement.
5. Family factors including poor quality personal relationships, lack of mutual caring, no accountability and lack of anti-criminal expectations.
6. Substance abuse or dependency.

The DOC uses the Level of Service Inventory-Revised (LSI-R) needs assessment and other assessment screening instruments to identify the offender's risk factors in the following areas:

1. Substance Abuse
2. Anger Management
3. Criminal Thinking
4. Education
5. Vocational Interests
6. Sexual Deviancy issues
7. Reentry

This risk-assessment tool is the foundation for developing the individualized Offender Management Plan (OMP) used, in part, to guide intervention and program referrals to institutional programs.

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<sup>1</sup> Implemented as DOC Policy and Procedure 818.01 and attached as Appendix A.

Phase I of the Offender Reentry Program consists of screening, assessment and referral for un-sentenced and sentenced offenders who score above a minimum risk assessment. For short term prisoners an initial assessment and referral is made to rehabilitative programs as indicated. For sentenced felons only, identified as medium to high risk, an individualized Offender Management Plan is completed based upon the LSI-R results including the appropriate referrals for rehabilitative services. The OMP does not apply to misdemeanor-sentenced offenders or felony offenders who receive a probationary sentence. The LSI-R, however, is performed for all probationers under supervision of the Division of Parole and Probation.

The Offender Management Plan is an individualized plan to address the offender's programming and reentry needs. It addresses specific criminogenic needs that are barriers to behavioral change and successful transition and reentry. The OMP, based on the comprehensive screening and assessment, includes referrals into appropriate program(s). It also includes a preliminary reentry plan.

Phase II includes programming for sentenced felons who score above minimum risk.

One of the greatest programming needs is substance abuse treatment. Currently, the DOC has the treatment capacity to provide substance abuse treatment in prison for up to 1,000 prisoners.

This phase also includes release planning. The goal of the DOC is to create an Individual Reentry Plan (IRP) three months before the prisoner is released from custody. The institutional probation officer will then be responsible for sending the IRP to the field probation officer no later than 30 days prior to the prisoner's release.

The IRP will be a specific plan developed prior to the release of the offender. It will address the needs and resources of the prisoner to aid in successful community transition. Each plan will be individualized and cover employment, housing, aftercare services, family reintegration/support, positive social support, finances, legal obligations, transportation, medical, as well as other basic needs that have been identified.

### **DOC Substance Abuse Treatment Programs**

1. Life Success Substance Abuse Treatment (LSSAT): A cognitive behavioral, minimum three months out-patient treatment program.
  - In 8 of our 12 institutions.
  - Capacity 800 offenders per year
2. Residential Substance Abuse Treatment (RSAT): A Residential/Intensive Inpatient Treatment program using a cognitive behavioral approach. Minimum of six months participation required.
  - Hudson, Colorado HCC Facility
  - Eagle River HMCC

- o RSATS have ability to provide services to over 140 offenders per year.
3. Continuing Care: Community based aftercare program designed to complement the offender's custodial treatment. Length of program and program requirements dependent on individual needs.
    - o Anchorage
    - o Fairbanks
    - o Combined ability to provide services to over 280 offenders per year.

**4. FY10 Performance Measures (2years out):**

	Count	Returned	Recidivism Rate*
FY2010 Control Group	2077	1203	57.92%
Participated in and Completed Program	334	122	36.53%

*\*Percent of offenders returning to incarceration within two years of discharge*

**5. FY11 Performance Measures (1 year out):**

	Count	Returned	Recidivism Rate*
FY2011 Control Group	1877	692	36.87%
Participated in and Completed Program	421	38	9.09%**

*\*Percent of offenders returning to incarceration within one year of discharge.*

*\*\*The majority of these individuals have been out of custody for one year or less. The recidivism rate will rise. Given these results, it appears the state is on the road to match or exceed the 9 to 12% national average for recidivism reduction.*

For more information on DOC's substance abuse treatment programs see Appendix A.

**Core Education Curriculum**

1. GEDs (General Education Development) diplomas issued:

<b>FY08</b>	<b>182</b>
<b>FY09</b>	<b>239</b>
<b>FY10</b>	<b>247</b>
<b>FY11</b>	<b>254</b>

2. CAP (Criminal Attitudes Program): A cognitive behavioral course (6 to 16 weeks in duration) designed to assist offenders with altering their criminal attitudes and behaviors. Number of graduates:

<b>FY 10</b>	<b>106</b>
<b>FY 11</b>	<b>463</b>

3. Since 2000, the Spring Creek Correctional Center Youth Offender Program has been located at Spring Creek Correctional Center. It's a high school

program run by the Kenai School District for offenders between the ages of 16 and 22-years of age. The number of high school diplomas awarded since inception:

Academic Yr.	Graduates
2001	9
2002	32
2003	8
2004	18
2005	10
2006	9
2007	23
2008	14
2009	12
2010	13
2011	18

The high school program is slated to move to the Anchorage Correctional Complex to be run by the Anchorage School District with its first class starting in the Fall, 2012. It will have capacity to house 32 inmates/students.

4. Parenting Program: A program that provides practical and innovative ways to help overcome the physical and psychological challenges that incarcerated parents face both inside and outside of prison. The number of graduates:

FY 10	339
FY 11	393

5. Prisoner Reentry Program: Utilizing the Alaska Reentry manual, inmates prepare for reintegration and transition back into the community.
  - i. In FY 11 411 inmates completed the program.

### Vocational Educational Programs

Some of the vocational programs offered at various DOC institutions are listed below. For a comprehensive list of every program offered at each institution, see Appendix B.

- Alaska Department of Environmental Conservation Safe Food Handler program
- Alaska Marine Safety Association (AMSEA) marine survival and drill conductor training
- Welding
- CPR/First Aid
- Small engine repair
- NCCER Carpentry Core Curriculum and Level 1 Carpentry
- Monitor Heater Maintenance & Repair

- Animal Skin Sewing
- Commercial Driver’s License Coursework
- Small Business Basics
- Mine Safety
- Computer Training (Microsoft Office Specialist)
- Building Trades (construction and building maintenance)
- Special Pet Obedience Training
- Wise Up Money Management Course
- Commercial Driver’s License Coursework
- Apprenticeship programs (Carpentry, Culinary, Electrical, and Plumbing)

### Faith Based Reentry Programs

1. Transformational Living Community (TLC): This is a multi-phase, intensive 12-18 month program that is designed to provide a spiritual based approach to correctional rehabilitation. The inmates live together in a supportive community environment and are expected to embrace personal accountability, responsibility, and commitment to change in all aspects of their life.

The number of inmates completing:

FY10	36
FY11	44

2. Alpha reentry program (started January 2011 at Wildwood Correctional Center) Participants in this Christian-based program are enrolled in various classes designed to foster spiritual growth, accountability and personal responsibility as well as moral and character development. Aside from infrastructure use, no state funds are used to run this program. Additionally, these courses focus on the issues of preparing for release and are designed to better equip prisoners for their return to community life. Prisoners are also matched with a mentor from the community who will work with them once per week during the pre-release phase to be a role model and a source of support and encouragement during incarceration and upon release to the community. To date eight graduates have been released with one rearrested.
3. Chaplaincy core services: The goal of these services is to provide opportunities for prisoner reformation through religious programs, spiritual counseling, and pastoral care. All religious activities and programs are provided on a volunteer participation basis. Specific services include worship services, pastoral care and counseling, crisis intervention, death notifications, hospital/medical visitation, segregation visitation, religious literature distribution, and critical incidents stress management.

## Sex Offender Management Program

### 1. Polygraph testing

Fiscal Year	FY 07	FY 08	FY 09	FY10	FY11
# of offenders participating	52	247	208	402	442
# of new sex assault convictions	-	1	1	1	1

- Data shows that probation officers are intervening before the commission of new sexual assault offenses.
- During FY11, the use of polygraph examinations expanded statewide to all Probation/Parole Offices that supervise sex offenders.

### 2. Community based treatment:

- DOC increased sex offender treatment slots statewide by 15% by adding new providers and increasing contracts with existing providers. As a result, unlike previous years, upon release from custody a sex offender is able to immediately access community-based treatment.
- DOC increased the number of offenders that pay for their own treatment by 10% statewide.
- DOC contracted with a provider to obtain substance abuse treatment for cognitively disabled sex offenders.

### 3. Performance Measures:

- DOC began a state wide data collection project to track sex offenders released to the community to monitor recidivism rates.

## Reentry Housing Programs – DOC Collaborations

### Partners for Progress

Partners for Progress, a private non-profit organization, was created in 1998 to collaborate with the Alaska judicial system, social service agencies and treatment providers to support the development of therapeutic courts and therapeutic justice initiatives statewide.

Since 2009, Partners has collaborated with the DOC to use AHFC grant funds to provide temporary housing assistance for homeless individuals released from prison on felony probation. Managed in collaboration with DOC probation officers, and a number of public service community non-profit entities, Partners' Homeless Assistance Reentry Program (HARP) has provided temporary housing and housing-related assistance to over 200 individuals.



## AHFC's Tenant Based Rental Assistance Program

In 2009, AHFC and the DOC agreed to provide Tenant Based Rental Assistance (TBRA) to DOC prisoners with disabilities who were being released from correctional facilities. This program started with an initial \$300,000 budget funded under the state's HOME Investment Partnerships Program and is available to former prisoners throughout Alaska where AHFC has public housing offices -- excluding Anchorage and Bethel. The DOC screens and selects eligible households and refers these individuals to AHFC for final approval and processing. TBRA provides eligible households with rental assistance for a minimum of six months up to a maximum of one year. With additional funding this program could be expanded to Anchorage.

In 2010, DOC and AHFC expanded their agreement to include another \$300,000 in TBRA for former offender under community supervision, regardless of disability. As of this writing, 31 TBRA leases have been executed (12 in Fairbanks, 4 in Juneau, 1 in Sitka, 2 in Ketchikan, 2 in Kodiak, 3 in the Mat-Su Valley, and 7 in Kenai). 14 households are currently shopping for units.

## Behavior Health Reentry Programs

### Institutional Discharge Project Plus (IDP<sup>+</sup>)

The IDP<sup>+</sup> program targets felony prisoners with a psychotic disorder who are being released to probation or parole in Anchorage communities. Two DOC mental health clinicians, in conjunction with a probation officer and other community behavioral health or other identified agency representatives, develop a treatment and monitoring plan for the releasing prisoner. The current caseload for one clinician is 50 and 27 for the other who recently started in the position. Because there are only two clinicians assigned to this program, it is limited to Anchorage. The caseload per clinician should not exceed 30 individuals.

Although the IDP<sup>+</sup> program as a whole has not been formally evaluated by an outside entity, DOC internally tracks outcome data on participants. The sample study found that of those who completed the program, 15 percent recidivated after one year. This is in comparison with the state recidivism rate of 38 percent after one year.

There are several program components key to a participant's success and to ensuring public safety, including but not limited to:

1. A trained mental health clinician working actively and collaboratively with probation and community service agency staff to develop, monitor, and adjust community release plans for probationers and parolees that address treatment services and appropriate housing;
2. A reduced probation caseload to compensate for individual mental health, substance abuse, and other complexities that are inherent to participants of this reentry program; and,

3. The ability to respond quickly if an individual is having problems with the release plan or if a community agency has concerns about the individual's compliance with the release plan.

### **Assess, Plan, Identify and Coordinate (APIC)**

This program, based on a national evidence-based model, links offenders with mental illness reentering the Alaskan communities of Anchorage, Fairbanks, Juneau and the Mat-Su Valley with needed community services to ensure public safety and success for the individual. This program is available to both felony and misdemeanor offenders who are in custody at the time of referral.

The goal of the program is to link individuals to community treatment services, and medication and to secure government benefits to which they are entitled. The APIC program has funding available to pay community agencies under an APIC contract for services up to 90 days before release for release planning and for direct treatment services up to 60 days after release with the possibility of extension in certain cases. This allows time to obtain federal Social Security Administration and Alaska Division of Public Assistance benefits, if eligible, and for services to be provided at a more intense level to aid reentry. Through this program, the DOC has succeeded in securing social security disability (primarily SSI) benefits for all DOC applicants in this program, referring participants to needed community-based support services which has resulted in reduced recidivism rates for this population.

Although the APIC program as a whole has not been formally evaluated by an outside entity, the DOC internally tracks outcome data on participants. In FY10, data on 143 participants in the program showed the following:

1. 100 percent of the participants had been connected to identified community treatment providers on release from a DOC facility;
2. 89 percent of the participants had an admission for services intake within 10 days of release from a DOC facility;
3. 55 percent of the participants were released from a DOC facility to supervised or supported housing, and 39 percent into non-supervised housing; and,
4. As of June 30, 2010, 59 percent of those who completed the program prior to March 31, 2010 had not been re-incarcerated.

There are several program components that are essential to a participant's success and ensuring public safety, including but not limited to:

1. Having dedicated DOC staff to assist the identified offenders develop an entry plan;
2. Establishing connections and to identify community services prior to the offenders release;
3. Facilitating a "warm transition" or hand-off of the offender to the community service(s) provider;
4. Ensuring medication regimes for identified offenders are not disrupted during the reentry transition; and,

5. Having 60 days or more for identified cases of DOC and case coordination to ensure the offender is connected and receiving identified community treatment services and supports.

### **DOC Discharge Incentive Grant for Housing and Related Supports**

DOC and the Department of Health and Social Service, Division of Behavior Health coordinated Trust funds to provide transitional housing and supports to 53 individuals with complex mental disorders in FY10 and again in FY11. Each agency managed a portion of the funds to assist these individuals to successfully transition from jail/ prison to a community setting.

DOC reported FY11 length of stay and recidivism data that included the number of jail days in the 12 months prior to Trust funded housing placement, the number of days while in Trust funded housing, and the number of days in jail in FY11 after Trust funded housing ended. The program is proved to reduce jail bed days and clearly demonstrates that housing contributes strongly to beneficiary success and a reduction in legal recidivism.

The DOC Discharge Incentive Grant improved beneficiary quality of life, enhanced participation in beneficiary participation in community based treatment, improved personal and public safety, and showed dramatic reduction in legal recidivism.

## **Probation Initiatives**

### **Probationer Accountability with Certain Enforcement (PACE)**

1. Background:
  - Under the leadership of DOC, the PACE pilot program began in Anchorage Superior Court in July 2010.
  - The goal is to provide swift, certain and proportionate sanctions to 70 high risk felony probationers who violate court ordered conditions of probation
  - The program required the collaboration and cooperation among courts, law enforcement, prosecution, defense and DOC.
2. Results of Alaska Judicial Council 9/16/11 Preliminary Evaluation
  - PACE appears to be successful at reducing positive drug tests.
  - Nearly two-thirds of the PACE probationers were free of any positive drug tests during their first three months on PACE.
  - In contrast, prior to their enrollment in PACE, only one-fifth of those probationers were free of positive drug tests.

- These outcomes pattern the results achieved by the original Hawaii HOPE program.
3. PACE Expansion:
- Fairbanks PACE Misdemeanor Domestic Violence Pilot Project is just starting.
    - Will use a risk-assessment tool to identify the higher risk misdemeanor offender
    - The goal is through formal probation supervision to hold DV misdemeanor offenders accountable for completion of their court ordered conditions of probation.
  - Palmer Superior Court started felony probationer PACE on March 7<sup>th</sup>.

### Sobriety 24/7

On July 23, 2011, Partners for Progress started a 24/7 sobriety test site in Anchorage. The program was modeled on the successful program developed in South Dakota and adapted for Alaska by a multi-agency committee headed by Chief Mark Mew. The program is a system for assuring the daily sobriety of offenders, twice a day, seven days per week, who otherwise may be incarcerated because of their potential danger to the public. The probationer pays \$2.00 per test.

Sobriety 24/7 is currently being used by the Municipality of Anchorage for first time misdemeanor offenders with alcohol related Domestic Violence, Assault, Child Abuse and Neglect charges.

Should the program continue to operate in Anchorage, it has potential to be a “Smart Justice” approach with DOC’s probationer and parolee population. Assuming its continued operation, the Parole Board is planning to use 24/7 Sobriety Program as a re-entry tool for parolees released from custody who need extra supervision regarding alcohol monitoring. A parolee could be placed on this program as a re-parole or discretionary early release tool to help aid in the transition from custody to the community. Additionally, a parolee could be placed on this program while in violation status after a preliminary hearing (similar to a bail hearing) while pending a final hearing (similar to a sentencing hearing). Lastly, this program could be used as an intermediate sanction as an alternative to incarceration.

There is also discussion of using the program with Anchorage PACE probationers who test positive for alcohol and are placed on monitoring in lieu of incarceration.

## FY13 Prisoner Reentry Initiatives

### Sex Offender Management Program: 350.0 UGF

Under the Governor’s DVSA Initiative, funding is requested to expand sex offender management in the following areas:

1. Bethel, \$150.0 UGF: Currently, sex offenders who complete residential treatment at the Tundra Center Community Residential Center (TCCRC) in Bethel have limited, if any, options for aftercare or community outpatient treatment. This increment would provide additional support and monitoring for those TCCRC graduates returning to their home villages, in turn lowering the risk of re-offending.
2. Mat-Su Area Third Judicial District, \$200.0 UGF: DOC is concerned that the majority of the state's 600 convicted sex offenders will be released with no tools or skills to minimize recidivism. To address this problem, funding is requested to expand the therapeutic residential sex offender treatment program currently in place at the Lemon Creek Correctional Center to the Mat-Su area (DOC has not yet identified which facility) for approximately 30 offenders.

### **Fairbanks Misdemeanor Domestic Violence PACE Program: \$200.0 I/A**

Under the Governor's DVSA Initiative, funding is requested to continue operation of this inter-agency PACE pilot program. The purpose of the pilot project is to place the most serious misdemeanor DV offenders on formal probation to ensure their accountability to adhere to court order conditions of probation.

### **Vocational Education Programs: 156.0 UGF**

Funding is requested to expand education support and services to increase the likelihood of employment of incarcerated individuals following release from prison. These funds would be used to expand existing DOC vocational services as well as implement programs in additional facilities.

## **The Alaska Prisoner Reentry Task Force Accomplishments**

- A. Completion of the State's first ever Five-year Prisoner Reentry Plan
- B. Actions steps accomplished under the plan to date:
  1. APSIN ID project: One of the 5 Year Plan goals is to develop the capacity to accurately track criminal justice data for the purpose of evaluation and statistical monitoring. One of the greatest obstacles to collecting and analyzing recidivism related criminal justice information is the lack of an offender common unique identifier. To overcome this obstacle, DPS, Courts, DOC and others have determined that the APSIN (Alaska Public Safety Information Network) ID be the common unique identifier. DPS has developed a web service that state agencies are able to use to query APSIN to obtain an individual's APSIN ID.
  2. The need for systems to improve the collection and analysis of criminal justice data is now a CJWG topic of discussion.
  3. Special Needs Housing Grant funds: The Alaska Council on the Homelessness approved the use of 1.6 million un-allocated housing grant funds for a prisoner transitional housing program. Alaska

Housing Finance Corporation is currently developing the RFP for this project.

4. With DOC support, The Returning Citizens' Center (RCC) in Anchorage continues. The RCC provides resume development, job search assistance, job readiness workshops, MOA food handling certification and resource referrals.
5. DOC added an additional IDP+ counselor.
6. DOC is in the process of implementing an electronic medical records system.
7. The Fairbanks PACE domestic violence (DV) program is being implemented to provide for formal supervision of higher risk DV offenders. Swift, certain and proportionate consequences will be imposed when probationers fail to comply with probation conditions.
8. The implementation of the Sobriety 24/7 program in cooperation with Partner's for Progress, Anchorage Court, APD, Municipal Prosecutor's office and the law firm of Gordon and Logue. If the qualified misdemeanor offender completes sobriety monitoring two times per day for six months his/her criminal charge is dismissed.
9. The American Bar Association identified all statutes and regulations that provide for a collateral consequence for criminal conviction for each of the 50 states. Alaska has 492 such statutes and regulations. A group is in the process of being formed for purposes of reviewing each statute and regulation to determine which provisions have a rational public protection purpose or has created some unnecessary barrier not related to a sound public safety purpose.
10. The Alpha Ministries mentoring program was implemented at the Kenai Wildwood institution.

## **APPENDIX A: POLICY AND PROCEDURE 818.01**

## **APPENDIX B: DOC Substance Abuse Programs Report**



## **APPENDIX C: DOC Institutional Programs and Services**