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To: Lacey Sanders, Legislative Finance Division

Date: December 1, 2015

Re: HB0072Z requested 2016 Recidivism Reduction Plan

2016 RECIDIVISM REDUCTION PLAN

I. Background

In February 2015, a workgroup composed of agency leaders from the Departments of Corrections, Health and Social Service, Labor and Workforce Development, the Alaska Court System, the Alaska Housing Finance Corporation and the Alaska Mental Health Trust Authority issued the *2015 Recidivism Reduction Plan: Cost--Effective Solutions to Slow Prison Population Growth and Reduce Recidivism*. That Plan recommended 20 different strategies to accomplish these goals. Among those strategies, it recommend that leadership from the three branches of government invite the Pew Public Safety Initiative, Justice Reinvestment Project to provide Alaska policymakers with free technical assistance. The purpose of this technical assistance was to identify the factors driving Alaska's prison population growth. Then, with an understanding of those factors, Pew would provide information about proven evidence--based strategies aimed at reducing Alaska's 3% annual prison population growth rate.

In conjunction with the 2016 Recidivism Reduction Plan, the Alaska Department of Corrections (ADOC) has been developing its Alaska Prisoner Reentry

¹ Prepared by Carmen Gutierrez, under contract with the Alaska Mental Health Trust Authority, and under the direction of the Recidivism Reduction Workgroup members named above.

Initiative Framework (AK PRI). The ADOC launched the Alaska Prisoner Reentry Initiative in November 2014 with a vision that every returning citizen released from prison will have the tools and support needed to succeed in the community.

The AK PRI Framework focuses on assisting inmates from their first day of incarceration to address their criminogenic risks/needs to reduce their risks for reoffense. The ADOC does this by administering the Level of Service Inventory-- Revised (LSI--R) risk assessment tool on every inmate sentenced to serve 30 days or more. The LSI--R is a proven risk assessment tool that identifies needed institutional rehabilitative programming and outlines which risks and needs, if left unaddressed, pose a risk of reoffense. With the benefit of the LSI--R, the ADOC is able to develop a reentry plan in conjunction with the receiving community's reentry coalition that identifies the appropriate levels of community supervision. To date, the ADOC is working with community based reentry coalitions in Anchorage, the Mat--Su Valley, Fairbanks and Juneau. The Alaska Mental Health Trust Authority (AMHTA) has funded reentry coalition coordinators in each of these communities to facilitate the continued collaborative efforts between the ADOC, the Department of Health and Social Services (DHSS), the Department of Labor and Workforce Development (DOLWD), and the Alaska Housing Finance Corporation (AHFC).

In April 2014, the Alaska Legislature passed SB64 and signed into law by then Governor Parnell. SB 64, in part, created the Alaska Criminal Justice Commission. The Commission consists of 13 members, including one Alaska Native leader and one victim's rights advocate. Its term is limited, ending on July 1, 2017. By statute, the Commission is required to evaluate and make recommendations to improve Alaska's criminal justice laws and practices, keeping in mind the goals of enhancing public safety, offender rehabilitation, victim restitution and reducing costs.

On April 1, 2015, Governor Bill Walker, Senate President Kevin Meyer, Speaker of the House Mike Chenault, Attorney General Craig Richards, then Chief Justice Dana Fabe, then Corrections Commissioner Ron Taylor and then Chair of the Alaska Criminal Justice Commission, Alex Bryner, signed a letter inviting a team of experts

from the Pew Public Safety Initiative's Justice Reinvestment Project to come to Alaska to help the state identify the factors driving Alaska's prison population growth and help it develop a proven evidence-based strategy to slow Alaska's prison population growth, or to cut it by 15 or even 25%.

In June 2015, the Pew and the Alaska Criminal Justice Commission began its work. It is expected that by mid-December 2015, the Alaska Criminal Justice Commission, informed by Pew's technical assistance, will submit a comprehensive package of substantive criminal justice reforms for executive and legislative branch consideration. Some of these reforms will come with a fiscal component.

The Cost of Doing Nothing ²

In the last two decades the incarcerated population in Alaska's unified jail and prison system expanded at four times the rate of the resident population. The state's annual 3% rate of prison population growth continues. The ADOC's spending is up 60% over the last two decades. In FY 14, it had an operating budget of \$327 million, excluding capital expenditures. Absent further reforms, the prison population is projected to grow 27% or 1,1416 beds in 10 years, costing the state at least \$169 million. By 2017, the population will exceed current hard-bed capacity requiring the opening of the currently closed Pt. MacKenzie Facility. It is estimated that by 2018 the prison population will exceed expanded capacity necessitating out-of-state incarceration of Alaska's inmates. The projected \$169 million includes the costs of reopening Pt. MacKenzie and paying for the transportation and contracting costs of out-of-state prison beds. If policy-makers decide to keep prisoners in Alaska, building another prison like the Goose Creek Correctional facility opened in 2012 would likely cost double.

² The referenced data comes from a Pew Justice Reinvestment Initiative presentation to the Alaska Criminal Justice Commission on August 2, 2015.

Legislative Intent

At the conclusion of the 2015 legislative session, the legislature passed the FY 16 operating budget, HBoo72Z, with legislative intent requiring identified state agencies to continue to collaborate for the purpose of reducing criminal recidivism. This intent language provides the following:

LEGISLATIVE INTENT RELATING TO REDUCING ALASKA RECIDIVISM.

(a) It is the intent of the legislature that the Department of Corrections, Department of Health and Social Services, Department of Labor and Workforce Development, Alaska Mental Health Trust Authority, Alaska Housing Finance Corporation, Alaska Criminal Justice Commission, and Alaska Court System continue to work collaboratively to implement a recidivism reduction plan using evidence--based practices for the purposes of slowing the state's three percent rate of prison population growth and reducing the state's 63 percent recidivism rate.

(b) The state agencies identified in (a) of this section shall consult with Alaska Native tribes, Alaska regional nonprofit organizations, and tribal nonprofit organizations, or their designees, at all stages of the development and implementation of the plan, with the purpose of reducing the overrepresentation of Alaska Native people in the Alaska prison system and to prevent recidivism of Alaska Native people.

(c) The state agencies identified in (a) of this section shall work together with the Alaska Native organizations to:

- (1) analyze the state's criminal justice data to identify the factors driving the state's rate of prison population growth;*
- (2) identify evidence--based or promising practices that will address each of those factors; and*
- (3) outline a plan for the implementation of each proposed practice that*
 - (A) identifies the proposed service or treatment program;*
 - (B) identifies the number of inmates or returning citizens to be served;**and*

(C) includes, beginning in fiscal year 2017, a five--year, phased--in outline of the proposed programs and services, and the cost for each fiscal year.

(d) The implementation plan must include effectiveness and efficiency measures addressing, but not limited to:

(1) recidivism rates and the cost for each client served under current practices and programs;

(2) recidivism rates and the cost for each client served under proposed practices and programs;

(3) quality assurances;

(4) fidelity to the model assurances; and

(5) projected savings to the State of Alaska.

(e) The draft implementation plan under this section shall be delivered to the office of management and budget (OMB) by September 30, 2015, so the plan can be considered for inclusion in the Governor's fiscal year 2017 budget and legislative proposals. The final implementation plan shall be delivered to the legislature by January 22, 2016.¹

The goal of this Recidivism Reduction implementation plan is to recommend proven evidence--based recidivism reduction strategies and lay out the cost for each over the next five fiscal years. The primary work of the Alaska Criminal Justice Commission, on the other hand, is to identify strategies that will slow the rate of prison population growth without compromising public safety. This Plan should be seen as working hand--in--glove with the work of the Commission, not in lieu of.

II. WORKING WITH ALASKA NATIVE LEADERS

CIRI Vice--President, Gregory Razo, is a Commissioner on the Alaska Criminal Justice Commission (ACJC) and is now serving as ACJC Chair. He is also an Alaska Federation of Natives (AFN) board member. AFN President, Julie Kitka wrote the following: "The Alaska Federation of Natives (AFN) has made the [disproportionate representation of Alaska Native people in ADOC and their recidivism rate] a top tier priority to assist. AFN's membership includes all the ANCSA Regional Corporations,

¹ This document is intended to serve as the final implementation plan unless additional information is requested.

all the Regional Tribal Associations, ANCSA Village corporations and federally--

recognized tribes. AFN views this project as vital to the future of modern Alaska. This is an opportunity to more effectively use limited resources and more effectively reduce recidivism. Over the years, AFN has sponsored Bush Justice conferences to focus on the impacts of justice systems on our Native population. The high rates of recidivism have been with us too long and have seemed intractable. This new look at more effective strategies is very important.”

A member of the Alaska Native Justice Center will chair the Alaska Native Focus Group for the AK PRI.

A November 2015, ADOC data compilation regarding Alaska Native recidivism in 2012 shows the absolute necessity of this partnership:

- Alaska Natives make up 37% of the ADOC’s adult prison population yet comprise, including minors under age 18, 15% of the state’s population.³
- Of all the Alaska Natives released, 70.05% were convicted of non-violent offenses.
- Yet, Alaska Natives are more likely to recidivate. 74.64% of all released non-violent Alaska Native felons are returning to incarceration.

III. FACTORS DRIVING ALASKA’S PRISON POPULATION GROWTH ⁴

Total Prison Population

- Alaska’s prison population grew 27% in the last decade.
- Growth was seen in all inmate categories:
 - Pretrial population up 81%;
 - Sentenced population up 14%; and
 - Supervision violator population up 15%.
- More than half of Alaska’s prison inmates are incarcerated for nonviolent offenses or supervision violations.

³ According to the ADOC 2014 offender profile found at: http://www.correct.state.ak.us/admin/docs/Final_2014_Profile.pdf, page 6 & 10, & according to 2014 US Census Quick Facts found at <http://quickfacts.census.gov/qfd/states/02000.html>

⁴ This analysis of ADOC data was conducted for the Alaska Criminal Justice Commission by the public safety performance project of The Pew Charitable Trusts and presented to the Alaska Criminal Justice Commission on June 18, 2015.

Pretrial Inmate Population

- The number of pretrial defendants has increased 81% in the last decade
- Half of pretrial defendants are detained on nonviolent charges, including misdemeanors.
- Fewer defendants are being admitted pretrial, but those admitted are staying longer.

Sentenced Inmate Population

- The number of sentenced offenders increased 14% in the last decade.
- The most growth was seen in the number of violent and nonviolent felony offenders.
- Felony offenders are staying for longer period of time, especially alcohol, public order, and sex offenders.

Supervision Violator Population

- The number of supervision violators in prison grew 15% in the last decade.
- More offenders are entering prison both pre- and post-revocation than ten years ago, but staying for shorter periods of time.
- On average, supervision violators are staying in prison 33 days unsentenced and 106 days post-revocation.

IV. Evidence Based or Promising Practice that Address each of those Factors.

A. Pretrial Inmates

The Alaska Criminal Justice Commission, having received months of technical assistance from the Pew Justice Reinvestment Initiative, will be making recommendations to the legislature and executive branch in early January 2016. The Recidivism Reduction Workgroup has decided to defer to the work of the Alaska Criminal Justice Commission given the mandate and direction the Commission received from both the legislature and executive branch.

B. Sentenced Inmate Population

The Alaska Criminal Justice Commission with months of technical assistance from the Pew Justice Reinvestment Initiative will be making recommendations to

the Alaska legislature and executive branch in early January 2016. This Recidivism Reduction Workgroup has decided to defer to the Commission's work given the mandate and direction it has received from both the legislature and executive branch.

C. Supervision Violator Population

The Alaska Criminal Justice Commission, with months of technical assistance from the Pew Justice Reinvestment Initiative, will be making recommendations to the legislature and executive branch in early January 2016. The 2016 Recidivism Reduction Plan (Plan) is intended to augment the work of the Commission by reducing the recidivism rate of releasing medium classified inmates. It is further intended to support the ADOC's work under its Alaska Prisoner Reentry Initiative (AK PRI).

2016 Recidivism Reduction Implementation Plan Summary

Beginning in FY 17, the Workgroup intends to collaboratively provide needed services to returning citizens such as assistance with housing, employment and ongoing mental health/substance abuse to a cohort of newly released medium classified inmates.⁵

Under ADOC's AK PRI, this cohort will release into the community with a reentry plan that identifies their risks for reoffending and their needs, if addressed, that will likely reduce the returning citizen's risk of re-offense. The Workgroup will track which of these releasing inmates receives services from the re-entry service providers. A second control group of similarly situated medium classified inmates will also be identified. Members of the cohort will be followed

⁵ The Alaska Court System (ACS), as one of the named members of the Workgroup under the legislative intent language, is wholly supportive of the state's efforts to review current practices and to identify ways to reduce recidivism. The court system supports the Criminal Justice Commission's collection and review of data, and appreciates that the plan listed below will involve commitment and work by a number of affected entities. The ACS does not, however, take any particular policy position on the Commission's recommendations or report, the ADOC's Prisoner Reentry Initiative, or the implementation of the plan, as described in the remainder of this document. As is its practice, the ACS is specifically taking a neutral position on this document, in recognition of the constitutional policy-making roles of the legislative and executive branches.

and data collected on the duration and type of services received and the number of arrests, if any, that occur during the first, second and third year. The purpose of this analysis is to determine to what extent the returning citizens who receive services experience improved reentry outcomes over the outcomes of those who do not.

V. THE PLAN FOR IMPLEMENTATION

A. Background

In CY 2014, the ADOC released 2,532 medium classified inmates into Alaska's communities. The ADOC categorized these released inmates into the following identified geographical locations within the state:

| Community | Anchorage | Matsu | Fairbanks | Juneau | Rest of State |
|----------------------------|-----------|-------|-----------|--------|---------------|
| # of Medium Class. Inmates | 1090 | 328 | 252 | 105 | 757 |

As to those medium classified inmates released in 2014, the ADOC does not know the criminogenic needs of these individuals. As a result of the passage of SB64, however, the ADOC is now required to administer the LSI--R risk assessment tool on all inmates sentenced to serve 30 days or more in prison.

The LSI--R is a risk assessment tool used by ADOC to identify an inmate's high--risk criminogenic factors. Criminogenic factors are offender attributes that are directly linked to that individual's criminal behavior.⁶ It is now universally accepted that an effective correctional approach should target criminogenic needs in the development of a comprehensive case plan that starts while the individual is incarcerated and continues through the community supervision phase. This is the approach taken by the ADOC's Alaska Prisoner Reentry Framework Initiative.

There are eight criminogenic risk and need factors:⁷

⁶ *The Psychology of Criminal Conduct*, 5th Ed., D.A. Andrews and James Bonta, p. 48.

⁷ *The Psychology of Criminal Conduct*, 5th Ed., D.A. Andrews and James Bonta, p. 55.

1. History of Antisocial Behavior

- a. Risk indicators include: Antisocial activities exhibited at an early age in and out of the home and/or in school, arrest at an early age, multiple run-ins with the law and general disregard of the terms of probation.
- b. **Need:** Focus should be on the dynamic need, (nothing can change the past) by, "building on new noncriminal behaviors in high-risk situations and build self-efficacy for beliefs supporting reform." ⁸

2. Antisocial personality pattern

- a. **Risk indicators include:** "Impulsive, adventurous pleasure seeking, generalized trouble (multiple persons, multiple settings), restless aggressive, spiteful, jealous, callous disregard for others." ⁹
- b. **Need:** Focus on the dynamic need including weak self-control, weak anger management skills, and poor problem-solving skills.

3. Antisocial Cognition

- a. **Risk indicators include:** "Attitudes, values, beliefs, rationalizations, and a personal identity that is favorable to crime." ¹⁰
- b. **Special indicators:** Identifying with criminals, animosity and defiance toward law and justice, rationalizations that justify criminal behavior, belief that crime pays.
- c. **Need:** Focus on the dynamic need to reduce antisocial thinking and feeling.

4. Antisocial Associates or Social Support for Crime

- a. **Risk indicators include:** "Includes the association with pro-criminal others and relative isolation from anti-criminal others." ¹¹

⁸ Id.

⁹ Id.

¹⁰ Id.

¹¹ Id.

- b. **Need:** Focus on the dynamic need of reducing association with pro-criminal types and putting that energy towards building associations with anti-criminal types.

5. Family/Marital Circumstances

- a. **Adult Risk and Youth Risk indicators include:** "Poor quality of the relationships (parent-child, spouse-spouse); inconsistent rules, low expectations, lack of parental monitoring and neutrality regarding criminal behavior." ¹²
- b. **Need:** Focus on the dynamic need to develop a strong nurturing and caring relationship in combination with strong monitoring and supervision.

6. School/Work

- a. **Risk indicators include,** "Low levels of performance and involvement and low levels of rewards and satisfactions." ¹³
- b. **Need:** Focus on the dynamic need to enhance performance, rewards and satisfaction.

7. Leisure/Recreation

- a. **Risk indicators include,** "Low levels of involvement and satisfactory in anti-criminal leisure pursuits." ¹⁴
- b. **Need:** Focus on the dynamic need to enhance involvement in anti-criminal activities that result in increased rewards and satisfaction.

8. Substance Abuse

- a. **Risk indicators include,** problems with alcohol and/or drugs.
- b. **Need:** Focus on the dynamic need to reducing substance abuse. Reduce personal and interpersonal supports for substance-oriented behavior and find alternatives to substance abuse.

¹² Id.

¹³ Id.

¹⁴ Id.

Pinpointing the high-risk criminogenic factors and tailoring a program based on those factors is proven to reduce recidivism.

B. Proposal for the FY 2017 Recidivism Reduction Workgroup Plan

1. **ADOC Role:** Beginning in FY 2017, the ADOC will:
 - a. Continue to implement the Alaska Prisoner Reentry Framework by:
 - i. supporting and working with the Community Reentry Coalitions currently existing in Anchorage, the Mat-Su Valley, Fairbanks, and Juneau;
 - ii. working with additional communities that want to start Reentry Coalitions; and
 - iii. requiring institutional staff and community probation officers to continue to work with Community Reentry Coalitions to ensure a seamless transition from prison to community.
 - b. Identify medium classified inmates who will be released, the date of their release, the community to which they will be released, and the criminogenic risks/needs that should be addressed in their reentry plan.
2. **DHSS Role:** Beginning in FY 2017, the DHSS will:
 - a. identify the mental health and substance abuse services it is able to provide to these medium classified inmates. These services include:
 - i. *24/7 monitoring or other electronic monitoring approach, e.g. Soberlink*

| | |
|--|------|
| Annual enrollment: | 1400 |
| Monthly enrollment | 125 |
| Daily participation: | 300 |
| Estimated 45-48% Indigent=\$40-41,000 per month (each additional person cost an average of \$294.11 per month) | |

DHSS had approximately **1400 enrollments** in the past 12 months, averaging **120 new** participants per month. DHSS has an average daily participation of approximately **300 individuals** statewide. It has

been paying for 85% of all participants at a cost of approximately \$75,000 per month. With a new criteria for indigent funding, stricter guidelines for drug testing and reduced drug testing, it should be able to reduce the indigent funding to \$41,000 per month with limited growth in the program. This would keep it under the \$500,000 per year. Soberlink cost more than the BAC testing that we currently use but could be used instead of the facial recognition devices that are currently used.

ii in-patient (residential) substance abuse treatment Indicate the potential for

1) and increase in residential service at Akeela

- $6 \times 365 \times 160.00 = 360,000$ or $280,000(80\%)$ 24 clients per year
and

2) site the potential of a non--grantee provider standing up services and what 6 more beds would look like/cost if they did so.

- $6 \times 365 \times 160.00 = 360,000$ or $280,000(80\%)$ 24 clients per year

iii out-patient substance abuse treatment

Additional individuals accessing treatment as a result of Medicaid Expansion include:

| | | |
|------------------------|------------|-----------------|
| ARO ASAM Level 1.0 = | 170 | 2.0 = 65 |
| SCRO ASAM Level 1.0 = | 10 | 2.0 = 2.5 |
| NRO ASAM Level 1.0 = | 66 | 2.0 = 12.5 |
| TOTAL ASAM Level 1.0 = | 246 | 2.0 = 80 |

Cost Level 1.0 = 545,136 2.0= 177,280

This represents 50% of the non-grantee providers current capacity.

iv referral to Partner's Reentry Center if DHSS is still funding that program

DHSS provides \$500.000 to the Partners for Progress Reentry Center to pay for services such as substance abuse, cognitive behavioral treatment, and support services. This is a year-- to--year contract with RSA funds from DOC for FY16.

It currently is contributing \$500. Per year (thru an RSA from DOC).

Vivitrol/Naltexrone shots

– If awarded the MAT grant, expansion of OTP services may include working with DOC to identify individuals who meet criteria for the Vivitrol injection, with the hope of providing an injection 30 days before and a subsequent injection at discharge. In addition, it's goals would include access to treatment within 30 days of re-entry into the community to ensure these clients would receive intake and begin treatment.

Other areas of OPT Expansion Treatment may include:

- *Expansion of Vivitrol to other qualifying Alaskans through community public health clinics, targeting individuals who have not been successful with daily OTP treatment requirements for methadone, sub Oxone, buprenorphine treatment.*

b. The number of individuals to whom it is able to provide each service to.

These numbers are embedded in a.

c. The cost of each service per individual

These numbers are embedded in a.

d. The department's approach for a five-year phased-in expansion of these services.

Phase 1) analyze the needs of the substance abuse treatment and recovery system in Alaska including moving services from grants into Medicaid and implementing meaningful change in the Chemical Dependency Certification (CDC) process,

Phase 2) implement 1115 Waiver for IMD exclusion for substance abuse treatment and

Phase 3) implement capacity management reform for substance abuse treatment and recovery services in Alaska.

3. AHFC Role: Beginning in FY 2017, AHFC will:

- a. identify the housing related services it is able to provide to these medium classified inmates. These services are:

- i. **Tenant based rental assistance (TBRA)** – 83 households are currently being served under this program. The cost per household is on average \$9,492 per year. Internal AHFC analysis shows a 30% drop in recidivism from receiving 2–year assistance after release. The program is currently funded with federal funds. The state could appropriate additional funds to leverage this program and increase the success rate statewide. Approximately, 100 households can be assisted per \$1M program funds. During SFY 2016, another federal program was used to expand TBRA – Reentry into Anchorage (\$190,000) AHFC expects that to continue SFY2017–22.
- ii. **Homeless Assistance Program (HAP)** – Annually, the HAP assists 410 returning citizens. The cost per individual averages \$113 per month. The program is currently funded with state funds. Expansion of the program would allow AHFC to serve more people and reduce the number of incarcerated persons who experience homelessness. An additional 800 people could potentially be served per \$1M program funds added for this purpose.
- iii. **Ready to Rent Program** – is a training program that helps people understand the landlord–tenant relationship, what is expected of a tenant, application skills, budgeting, basic maintenance and how to take care of a rental unit. The curriculum has been adopted with the ADOC as part of pre–release planning and AHFC has facilitated the training amongst non–profit service providers.

b. Criminogenic need addressed: 4 and 7 as listed above

4. The DOLWD: Beginning in FY 2017, the DOLWD will provide the following services:

- a. Identify the community–based employment related services it is able to provide to these medium classified inmates. These services include:
 - i. Employment after Incarceration Workshops in Job Centers
 - ii. Job Search and Career Planning Services in Job Centers

- iii. Fidelity Bonding program available to employers
- iv. Work Opportunity Tax Credit available to employers
- v. Funding for job training to overcome skill deficiencies as appropriate
- vi. Referrals to Alaska Job Center partners programs that support employment and self sufficiency
 - Provide job training and placement services inside correctional facilities, expanding job search and career planning services that already are available in Job Centers:
 - Pre--release workshops coordinated with DOC Education Coordinators for individuals scheduled for release at Lemon Creek, Wildwood, Goose Creek, Hiland, and Fairbanks.
 - Job Center staff participate in Justice Fabe's annual "Success Inside and Out" event at Hiland Mountain correctional center providing job search and career planning information to transitioning inmates.
 - WorkKeys work skills assessment (WorkKeys is a commonly used skills assessment recognized by many employers).
 - Deliver Seafood Industry Orientation programs for inmates at Hiland and Goose Creek.
 - Work with seafood processing employers to continue expanding work release and post--release employment in processing facilities.
 - Provide GED courses in coordination with ADOC. (ADOC provides Adult Basic Education instruction through a grant from DOLWD). One of the major goals of this instruction is to increase the GED attainment rate in the correctional facilities.) In some cases DOLWD is transferring surplus computers to DOC institutions so inmates can access the new GED course that must be taken on a computer.
 - Coordinate with the Alaska Apprenticeship Training Coordinators Association to expand pre--apprenticeship programs based on

successful Ironworker and Operating Engineer programs.

Additionally, the ADOC was awarded a STEP grant from DOLWD for continued implementation of this activity based upon the success of the pilot cohorts with both programs.

b. Criminogenic need addressed: 4, 6, and 7.

5. The AMHTA: Beginning in FY 2017, the AMHTA will continue to support with funding:

- a. Community Reentry Coalition Coordinators
- b. Funding the Alaska Criminal Justice Information Center
- c. Recidivism Reduction Plan Coordinator

6. The Alaska Criminal Justice Commission (ACJC) staffed by the Judicial Council (AJC):

- a. Since Spring 2015, the ACJC has been working with the Pew Public Safety Project, Justice Reinvestment Initiative to identify the factors driving Alaska's prison population growth. The purpose of this effort is to either stop the growth of Alaska's prison population and/or explore options that will reduce the prison population by either 15 or 25 percent using proven, evidence--based practices that do not compromise public safety. The ACJC expects to make its recommendations to the legislature and executive branch by January 2016.
- b. Beginning in FY 2017, the Alaska Judicial Council (AJC) will work with the other named departments and the Alaska Criminal Justice Information Center to design, organize, and implement an outcome comparison study to determine whether recidivism outcomes for those who received services differed from those who did not. The effectiveness of this study will depend on the ability of the named departments and the re--entry service providers to consistently and completely document whether and when members of the study cohort accessed services, which services they accessed, and how long the services were provided. The AJC and the Justice Information Center will further collaborate on how to include information about these programs in the

Results First cost-benefit analysis, so that the Results First model can be used to conduct a cost-benefit analysis of this approach.

C. Effectiveness and Efficiency Measures

Current Recidivism Rate, Goal and Costs

The ADOC's most recent analysis finds that the state's recidivism rate is 62.94 percent.¹⁵ The recidivism rate for medium classified inmates released in calendar year 2014 is 49.67%. Given an almost 50% rate of recidivism in just one year, these 2014 medium classified reentrants are on track to meet or exceed the state's average recidivism rate of 63%.

The current cost of incarceration per inmate per day is \$142.66.¹⁶ Under this Implementation plan, the Workgroup intends to provide some combination of service(s) to medium classified inmates depending on the results of their LSI-R risk/needs assessment. Some individuals may receive housing, employment, substance abuse and mental health services. Others may receive a smaller combination thereof.

The goal of this Implementation Plan is to reduce recidivism by 25% for the cohort receiving services. Instead of 1250 people returning to prison there would be roughly 938. Currently, we do not know how many "hard bed days" these recidivists have occupied in ADOC. What we do know, however, is that almost one-half of the individuals arrested on a petition to revoke probation stays in prison for more than 30 days.¹⁷ The daily cost to incarcerate the 1250 (roughly 50% who are currently rearrested) is \$177k. The cost to the state to incarcerate these inmates for 30 days or more is more than 5.3 million a month or 63 million a year. Should the strategies in this Implementation Plan succeed in reducing recidivism by 25% this would produce a 1.5 million dollar monthly savings in hard-bed incarceration or 18 million a year.¹⁸

¹⁵ Email from ADOC data analyst, Mike Matthews, November 17, 2015.

¹⁶ That rate is expected to drop to \$141.71, effective January 1, 2016.

¹⁷ Pew, August 2, 2015 presentation.

¹⁸ $938 \times .142 = 133k \times 30 \text{ days} = 3.9 \text{ million from } 5.3 \text{ million} = 1.5 \text{ million savings}$

At the time of this writing, the Workgroup cannot specifically identify how many medium classified returning citizens will receive some combination of the above--identified services. Nevertheless, for the cohort that does, the goal is to reduce that cohort's recidivism rate by at least 25%. When services first begin to be offered, the AJC and the Justice Information Center will identify the nature of the data to be collected in order to conduct recidivism reduction analysis and, additionally, if possible, a cost--benefit analysis of this approach as described above. With the assistance of the AJC and Justice Information Center the legislature will know whether or not the Implementation Plan achieved its reduction goal and the cost--benefit to Alaskans.

Evidence-based Practices Employed in this Implementation Plan

It is now widely acknowledged that electronic monitoring (EM) in lieu of incarceration many non--violent offenders, cognitive behavioral treatment, housing, employment, substance abuse and mental health services, when delivered in a coordinated manner to the property identified individuals, reduces recidivism. A February 2015, report published by the Washington State Institute for Public Policy's¹⁹ outlined the cost--benefit to citizens for these programs/services:

¹⁹ http://www.wsipp.wa.gov/ReportFile/1602/Wsipp_What-Works-and-What-Does-Not-Benefit-Cost-Findings-from-WSIPP_Report.pdf

| Program type | Total Benefits | Taxpayer Benefits | Non-Taxpayer Benefits | Costs | Benefits minus costs (net present value) | Benefit to cost ratio | Chance benefits will exceed costs |
|--|----------------|-------------------|-----------------------|-----------|--|-----------------------|-----------------------------------|
| EM (probation) | \$27,363 | \$6,691 | \$20,673 | \$1,102 | \$28,465 | n/a | 94% |
| Cognitive behavioral tx for high & moderate risk offenders | \$11,201 | \$2,884 | \$8,317 | (\$424) | \$10,777 | \$26.47 | 100% |
| Employment training/job assistance in the community | \$6,831 | \$1,568 | \$4,635 | (\$139) | \$6,064 | \$44.66 | 99% |
| Out-patient non-intensive drug tx in community | \$5,064 | \$1,368 | \$3,696 | (\$838) | \$4,226 | \$6.05 | 91% |
| Inpatient/intensive out patient tx in community | \$1,416 | \$481 | \$935 | (\$1,032) | \$384 | \$138 | 52% |

Housing Assistance: In addition to the services identified above, as reported in the 2015 Recidivism Reduction Plan, the AHFC’s Tenant Based Rental Assistance Program provides motivated probationers in need with \$700 a month in housing assistance.²⁰ With this housing assistance, these individuals recidivated at a 50 percent lower rate than the typical offender. During the year of this study, the state saved \$386,000 in costs associated with hard-bed incarceration. Additionally, another study showed that addressing post-release homelessness reduced recidivism by about 34%.²¹

Services Funneled through the Partner’s Reentry Center/ANJC (Anchorage) and through the Community Reentry Coalitions

²⁰ **2015 Recidivism Reduction Plan:** Cost-Effective Solutions to Slow prison Population Growth and Reduce Recidivism, February 2015, page 25.

²¹ *Homelessness and reentry*, CRIMINAL JUSTICE AND BEHAVIOR, Vol. 41, No. 4, April, 2014, 471-491.

The strategy of providing certain services identified by the LSI--R assessment to returning citizens is not a new approach. Since at least 2009, the Alaska Native Justice Center (ANJC) has been doing just that. In 2010, Partners for Progress (PFP) received a Homeless Assistance Program (HAP) grant to initiate the first program of temporary housing assistance for returning citizens. The ADOC and PFP signed an agreement whereby probation officers referred eligible returning citizens to PFP for housing assistance. PFP elicited the assistance of ANJC, who provided case coordination and counseling, and Nine Star Education and Employment Services (Nine Star), who provided employment assistance.

In FY 2014, PFP through a competitive grant application process received a legislatively designated grant that made it possible to open the Partner's Reentry Center (PRC) in Anchorage, in cooperation with ANJC and Nine Star. Although LSI--R assessments results have not been available to all the individuals with whom the ANJC and PRC have worked, the ADOC's reentry probation officer has assisted both entities in matching services provided based on individual risks and needs. The PRC provides reentry services to individuals who have been incarcerated on a felony or misdemeanor offenders ordered to comply with the Alcohol Safety Action Program. PRC participants must comply with their conditions of probation and be willing to find employment within 30 days of release. PRC reentry services include:

- Employment Readiness
 - Linking reentrants with job openings
 - DOLWD Job Search Presentations & referrals to DOLWD MASST & Veterans programs
- Housing Assistance
 - Immediate/transitional housing
 - Assistance with finding permanent housing
 - Emergency rental assistance
 - Ready--to--Rent program (teaching individuals on how to become good tenants)

- Cognitive Behavioral Treatment

To date, the PRC has achieved positive outcomes for the returning citizens with whom it has assisted.

**Partner’s Reentry Center Statistics
October 1, 2013 through October 2015**

| | |
|--|-------|
| Total # of individuals served | 2,412 |
| Temporary housing placements | 804 |
| Long-term housing placements (at least 19 with children) | 84 |
| Assistance to avoid eviction (17 with children) | 86 |
| Total Reentrants housed | 974 |
| Reentrants who have received supportive services (bus passes, clothing vouchers, food cards, state IDs, etc) | 1,533 |
| Employers who have hired reentrants | 572 |
| Landlords willing to rent to reentrants | 101 |

On March 20, 2015, the Alaska Judicial Council released a memorandum regarding a brief recidivism analysis it performed on the PRC (hereinafter “AJC Analysis”). The analysis looked at 286 individuals who had been seen by the PRC from January 1, 2014 and September 30, 2014. These individuals’ names were then compared with ADOC data to determine arrests or remands into custody. This review showed that 60 percent of the PRC participants had no re--arrests or remands to custody during the study period. AJC Analysis, page 3.

Under the proposed strategy, FY 17 funding for housing, employment, housing assistance, and cognitive behavioral treatment for Anchorage reentrants would be funneled through the PRC, given its proven history of demonstrating positive outcomes. The PRC would provide immediate -- first night out -- temporary housing assistance, short--term case management and immediate employment assistance. This intake process, in combination with LSI--R scores and other individual risk--need information from the ADOC, makes it possible to invest state funding in a way that will maximize recidivism reduction. Referrals to ANJC and other experienced service providers can fit the level of service required for each individual to achieve a successful and lasting return to the community. Since more individuals

with a medium or higher level of risk are released in Anchorage than in any other community, the impact on statewide recidivism reduction is maximized.

Additionally, in FY 17 communities for which there is currently a Reentry Coalition with a Reentry Coordinator, the Reentry Coalitions would be responsible for the matching medium classified inmates with services available that matched the individual's risk/needs as identified in the LSI-R. As additional communities established Reentry Coalitions in subsequent fiscal years, funding for needed reentry services would be allocated according to the amounts budgeted by each individual stakeholder department.

VI. CONCLUSION

This Implementation Plan is intended to work hand-in-glove with the Alaska Criminal Justice Commission's soon-to-be released JRI recommendations. The Commission's focus is to develop evidence-based strategies to slow or reduce Alaska's prison population growth rate. This Implementation Plan's focus is to develop evidence-based strategies that reduce Alaska's 63% recidivism rate by matching medium classified inmate with the appropriate service that has been proven likely to reduce his/her risk of recidivism.

By and large, criminal justice expenditures are non-discretionary ones. Lawmakers enact criminal laws, law enforcement enforces those laws, the courts and state attorneys process and adjudicate offenders, and the ADOC imprisons those ordered to serve time. The state pays for this process one way or the other. The choice now is either continue with the failed and costly (human and dollar) practices of the past or invest today in evidenced-based proven approaches that reduce prison population, reduce recidivism and thereby build healthier and more economically viable communities.