

## **OVERVIEW**

The purpose of AHFC's Tenant-Based Rental Assistance Program (TBRA) for former prisoners is to divert prisoners from experiencing homelessness after release, provide access to stable housing and decrease the rate of recidivism amongst participants. The program is funded by the HUD HOME Investment Partnerships Program.

The first month after a prisoner is released is a vulnerable period during which the risk of becoming homeless and/or returning to criminal involvement is high. Yet, in most communities to which individuals return after incarceration, accessible and affordable housing can be in short supply. The 2010 Homeless Offender Survey queried 1,270 incarcerated inmates and probationers; almost 40 percent of those surveyed reported being homeless at least once prior to their incarceration. Individuals that have experienced homelessness prior to incarceration may be predisposed to experiencing homelessness again, particularly after release from incarceration.

Alaska has experienced rapid growth in its prison population over the last decade. With no change in policies, the number of Alaska inmates is likely to double by 2030, from 5,300 to 10,500. (ISER, 2009) In 2007, the State of Alaska Department of Corrections (DOC) recognized the need to change its focus to address the fact that 66 percent of those released back to the community return to a correctional facility within three years of release. The State of Alaska recognizes that the successful reentry of prisoners is a critical component of the State's public safety and corrections mission. Failure—which often means homelessness, unemployment, returning to or falling into addiction, often a new crime and a new victim, and ultimately re-incarceration—results in a costly waste of public resources and diminished public goodwill. The burden of this failure has a significant impact on our State's budget, Alaska communities and those former prisoners and their families struggling to succeed in society.

However, it is beyond the mandate of the DOC to provide housing, employment and supports to former prisoners. Other State entities must dedicate resources and direct initiatives to former prisoners in order to reduce the rate of recidivism in Alaska. Since 2009, Alaska Housing Finance Corporation (AHFC) has committed federal HOME dollars and state matching funds to providing rental assistance to former prisoners.

## **INNOVATION**

The AHFC TBRA program is an innovative partnership between AHFC and DOC. AHFC not only acts as the State's HOME Participating Jurisdiction, but as the statewide Public Housing Authority. The fact that AHFC administers both the HOME Program and the Housing Choice Voucher Program enabled AHFC to quickly respond to the recommendations made by the Alaska Prisoner Reentry Task Force and target resources towards providing rental assistance to former prisoners utilizing existing systems.

Parole/ probation officers initiate the referrals to the DOC Director of Probation and Parole who screens, selects and refers TBRA applicants to AHFC. AHFC processes the referral in accordance with the HOME TBRA program rules using AHFC's existing Housing Choice Voucher administrative infrastructure. The probation and parole officers act as a point of contact for the household, landlord and the AHFC Public Housing staffs. TBRA is offered throughout Alaska in eleven locations. Individuals that are on DOC probation or parole that will lease-up in the HOME/ Housing Choice Voucher service area are eligible to apply.

## **REPLICABILITY**

AHFC will be replicating this program and expanding the TBRA offerings to other target populations. Notably, AHFC will be partnering with the State of Alaska Office of Children Services (OCS) to provide TBRA to youth aging out of foster care. Similar to the partnership with DOC, OCS' Regional

Alaska Housing Finance Corporation (AHFC)  
Tenant-Based Rental Assistance (TBRA) for Former Prisoners

Independent Living Specialists will initiate referrals to the program, act as the point of contact to the household, landlord and Public Housing staffs. OCS Regional Independent Living Specialists will provide ongoing case management to participants of the program.

This program can be easily replicated by other HFAs who have the ability to partner with other State departments and public housing authorities. The Memorandum of Agreement (MOA) between DOC and AHFC is provided as an attachment. The MOA formalizes the partnerships, establishes responsibilities and assigns accountability.

### **RESPOND TO A STATE HOUSING NEED**

Over the last decade, Alaska has experienced rapid growth in its prison population. 66 percent of those released from prison are back in a correctional facility within three years. The presumption with initiating a TBRA program targeting former prisoners was that individuals and households that are stably housed would be less likely to return to prison. This has proven to be the case. Since program inception in 2009, only 12 percent of TBRA participants have gone off the program due to re-incarceration (as opposed to 66 percent that return amongst all released prisoners).

The Alaska Prisoner Reentry Task Force was created by the Criminal Justice Work Group in February 2010 and endorsed by Governor Sean Parnell. One of the recommendations made by the Alaska Prisoner Reentry Task Force in the Five-Year Prisoner Reentry Strategic Plan was to “improve former prisoners’ access to affordable housing”. As a member of the Task Force, AHFC created the TBRA program targeted to former prisoners. If former prisoner are provided access to affordable housing options and avoid returning to homelessness, the rate at which these individuals returned to prison may also be reduced. This has proven to be the case so far amongst TBRA participants.

### **MEASURABLE BENEFITS TO TARGET POPULATION/ ACHIEVE STRATEGIC OBJECTIVES**

Housing stability: Since program inception in 2009, 53 percent of those served with TBRA remained in housing for at least six months. Since rate of recidivism amongst former prisoners is the highest within the first six months after release, these outcomes suggest that TBRA the households’ situations are stabilizing when they have access to housing.

Reducing the Rate of Recidivism: Since program inception in 2009, 12 percent of those served with TBRA went off the TBRA program due to probation/parole violations. This is compared to the 66 percent that reportedly return to prison within three years of release.

Criminal History and Good Tenancy are not Mutually Exclusive: Former prisoners often experience a blanket presumption of guilt often used by public and private landlords to automatically preclude them from being considered good tenants. These presumptions have not proven to be accurate amongst TBRA participants. Since program inception in 2009, only 4 percent of households have been issued a “Notice to Vacate” from a landlord. These numbers demonstrate the lower-than-anticipated risk associated with housing this population.

### **PROVEN TRACK RECORD OF SUCCESS IN THE MARKETPLACE**

TBRA participants are leasing up at the same rate as AHFC’s Housing Choice Voucher holders. It appears that there are an adequate number of willing landlords that are willing to rent to former prisoners at this time. This may be due in part to the involvement of the probation and parole officers in the lease-up process as well as the efforts made by the local reentry homeless coalitions to recruit and educate landlords.

### **BENEFITS OUTWEIGH COSTS**

The average annual TBRA subsidy for a household is \$6,732; it costs the State of Alaska \$49,800 per year, per person to incarcerate someone. By stably housing former prisoners with TBRA, AHFC can divert individuals from reentering the prison system.

### **EFFECTIVE USE OF RESOURCES**

The TBRA program has the potential to save the State of Alaska a substantial amount of money each year by diverting individuals that are most likely to return to jail to stable housing. The net savings of having a household on the TBRA program as opposed to the cost of incarceration is \$43,068 per year, per person.

In addition, the TBRA program is streamlined into AHFC existing processes. The Public Housing Division administers the program utilizing the existing resources and administrative structure in place for the Housing Choice Voucher Program.

Administrative costs are restricted to the costs incurred by the AHFC Public Housing Division to issue the TBRA coupons.

### **EFFECTIVELY EMPLOYED PARTNERSHIPS**

The TBRA program is provided due to the ongoing partnership between the AHFC Planning Department, the AHFC Public Housing Division and the State of Alaska Department of Corrections.

The AHFC Planning Department administers the HOME Program on behalf of the State of Alaska. The Planning Department acts as the conduit between all partners and ensures that the referrals continue to come in from DOC staff and the probation and parole officers. In addition, the AHFC Planning Department monitors the TBRA program to ensure it is administered in accordance with the HOME regulations.

The DOC screens, selects and refers households to the program. In addition, the probation/ parole officers act as a point of contact for the household. The probation/parole officers assist the household with finding a unit and make referrals to community based service organizations when applicable.

The AHFC Public Housing Division conducts the final income and eligibility determination with each household and conducts a briefing class for TBRA participants and their DOC probation/parole officers. TBRA processes and procedures are streamlined between with the Housing Choice Voucher program as much as possible.

### **SUMMARY**

AHFC's TBRA program design utilizes existing state resources and infrastructure. AHFC and DOC have cultivated an ongoing, working partnership; this is a vital feature of the program design.

### **ATTACHMENTS (VISUAL AIDS)**

**Attachment A- PARTNERSHIPS---** Memorandum of Agreement (MOA) between AHFC and DOC

**Attachment B- REPLICABILITY---** DRAFT MOA between AHFC and OCS

**Attachment C- BENEFITS OUTWEIGH COSTS---** ISER Research Summary: The Cost of Crime

**Attachment D- RESPOND TO STATE HOUSING NEED---** Excerpts from Alaska's Five-Year Prisoner Reentry Strategic Plan 2011-2016

**Attachments E- RESPOND TO STATE HOUSING NEED---** 2010 DOC Homeless Offender Survey

## **Amendment #1 to the TBRA Memorandum of Agreement (MOA)**

This document amends the MOA between the Alaska Housing Finance Corporation (AHFC) and the Department of Corrections (DOC) for the use of Tenant Based Rental Assistance (TBRA) signed in October 2009. The purpose of this Amendment is to modify a clause in the original MOA, under Scope of Work- DOC, and to add requirements applicable to “Round 2” funding.

AHFC shall make additional funding available to TBRA, referred to as “Round 2”, for the purpose of serving eligible individuals regardless of whether or not the individual has a disability.

### **Scope of Work- DOC**

The following paragraph is deleted in its entirety:

“DOC may request an extension to the number of months of assistance provided to a household. The request must be submitted to AHFC in writing no later than ten business days prior to the expiration of the TBRA assistance contract.”

The following paragraph is added in place of the above deleted paragraph:

DOC must request an extension to the number of months of assistance provided to a household and notify AHFC of a decision to not renew a household’s assistance. DOC requests for extensions and notifications of non-renewals must be submitted to AHFC in writing within ten business days of AHFC’s request for information regarding a household’s TBRA term.

In addition to the terms and conditions in the MOA, the following conditions apply to TBRA Round 2:

### **Scope of Work –AHFC**


- Available Funding. AHFC will notify the DOC TBRA Coordinator when TBRA coupons are available. Coupons are available for persons under DOC community supervision regardless of whether or not the individual has a disability; eligible applicants must remain under DOC community supervision for the term of TBRA. The number of coupons that AHFC makes available is contingent on the following factors:
  - Program utilization
  - Program effectiveness
  - Program demand
  - Available funding and TBRA program allocations in the HCD Annual Action Plan
- Funding Level. Coupons will be made available for DOC referrals for a maximum of 24 months.

### Scope of Work –DOC

- DOC will appoint a DOC TBRA Coordinator to handle the administrative oversight as specified in the MOA including:
  - Submittal of quarterly reports;
  - Maintain and manage the waitlist in accordance with the AHFC approved Waiting List procedures;
  - Make referrals to AHFC; and
  - Ensure the Selection Committee meets, at a minimum, quarterly.
- To the greatest extent feasible, DOC will assign the same DOC Point of Contact for all TBRA households located in a TBRA geographic area.
- DOC will refer individuals who will remain under DOC community supervision for the term of TBRA.
- DOC will conduct, at a minimum, monthly home visits to TBRA participants.


All parties agree to and will abide by the provisions stated above.

#### Alaska Housing Finance Corporation

By   
Name & Title:  
Daniel R. Fauske  
CEO/Executive Director

Date 8-10-10

#### Department of Corrections

By   
Name & Title:  
Joseph Schmidt  
Commissioner

Date 8/27/10

**Memorandum of Agreement (MOA)**  
between Alaska Housing Finance Corporation and  
the Department of Corrections

This constitutes a Memorandum of Agreement between Alaska Housing Finance Corporation (AHFC) and the Department of Corrections (DOC) whereby AHFC shall provide tenant-based rental assistance (TBRA) to persons with disabilities referred by DOC.

AHFC shall administer the TBRA Program vouchers in accordance with HOME Investment Partnerships Program (HOME) tenant-based rental assistance regulations set forth at 24 CFR Part 92.

**Nomenclature**

AHFC TBRA vouchers may only be used in the TBRA Service Area. The TBRA Service Area encompasses the geographical areas that are generally no more than 50 road miles from an AHFC Public Housing field office. However, under no circumstances may an AHFC TBRA voucher originate in or transfer to the Municipality of Anchorage. AHFC TBRA Vouchers may be used in the following areas:

- Fairbanks: City of Fairbanks, North Star Borough, City of North Pole, Fox and Ester
- Homer: City of Homer, Anchor Point, Happy Valley, Ninilchik, to the end of East End Rd, and south of mile 135 of the Sterling Highway
- Juneau: City and Borough of Juneau
- Ketchikan: Ketchikan Gateway Borough, North and South Tongass
- Kodiak: City of Kodiak, including Bells Flats and Island Lake areas
- Petersburg: City of Petersburg
- Sitka: City of Sitka
- Soldotna: Soldotna, Sterling, Kenai, North Kenai, Nikiski, Kasilof, and north of mile 135 of the Sterling Highway
- Valdez: City of Valdez
- Wasilla: Palmer, Wasilla, Sutton, Big Lake, Butte, Houston, Willow and the Sunshine Senior village at mile 98.3 of the Parks Highway
- City of Wrangell

AHFC TBRA vouchers will be available to Persons With Disabilities. For the purposes of this MOA, Persons With Disabilities are:

- Persons with disabilities as defined by the Census Bureau. The Census Bureau defines a disability as difficulty in performing functional activities (seeing, hearing, talking, walking, climbing stairs and lifting and carrying a bag of groceries), activities of daily living (getting into and out of bed or a chair, bathing, getting around inside the home, dressing, using the toilet, and eating), or other activities relating to everyday tasks or socially defined roles. A person with a severe disability is completely unable to perform one of these activities or tasks and/or needs personal assistance.

- Persons with alcohol and/or substance abuse disorders
- Persons with HIV/AIDS
- Alaskan Mental Health Trust (AMHT) beneficiaries

### Scope of Work - AHFC

AHFC shall make available \$300,000 in TBRA assistance for units eligible under the Housing Choice Voucher Program. Funds must be fully expended no later than 3 years from the date of AHFC signature on the MOA. AHFC may amend this date if it is in the best interest of the HOME and TBRA program.

Throughout the terms of this agreement, AHFC shall notify DOC when funds are available to allocate to eligible TBRA household(s).

AHFC shall ensure staff is consistent in administration of the TBRA program, applicable regulatory requirements, and HUD directives regarding the TBRA program, including HUD-required contracts and other forms. The PHA's local discretionary policies adopted in the PHA's administrative plan apply to TBRA vouchers, unless such local policy conflicts with the requirements of the HUD-TBRA vouchers.

AHFC may update its operations on a periodic and recurring basis according to the most recently published HUD information as it relates to income guidelines, fair market rents, payment standards, subsidy standards, annual adjustment factors, total tenant payment calculations, and utility allowance schedules as applicable. AHFC will show proof of such updates in the AHFC participant files.

AHFC shall provide TBRA vouchers to Persons With Disabilities, that are otherwise eligible, that are at or below 60 percent of the area median income. Tenants receiving rental assistance that reduces the tenant's rent payment to thirty percent of income are not eligible for the TBRA program.

AHFC shall provide TBRA as funding permits. AHFC may commit a minimum of six months or maximum of twelve months of initial assistance based on a determination of need by DOC. Assistance may be renewed based on a determination of need by DOC.

TBRA security deposit assistance is available under this MOA, and the amount of the TBRA security deposit assistance may not exceed the equivalent of two month's rent for the unit. A participant may only receive security deposit assistance once. AHFC shall provide this assistance based on a determination of need by DOC.

In any case where assistance under Section 8 of the United States Housing Act of 1937 becomes available to a TBRA recipient, AHFC will qualify the recipient for tenant selection preferences to the same extent as when they received the TBRA.

AHFC shall assign a Housing Program Specialist to serve as a point of contact for all TBRA participant families in the TBRA Service Area.

Once the household has been referred to AHFC, AHFC will screen each adult household member for any prior AHFC program participation. If the household member owes AHFC money, AHFC will immediately contact the DOC. AHFC agrees to enter into a Repayment Agreement with this household prior to their receipt of a voucher. The household must remain current on their Repayment Agreement to retain their housing assistance.

AHFC shall screen each adult household member to ascertain if anyone is subject to a lifetime registration requirement on a state sex offender registry. AHFC cannot offer or provide rental subsidy to any household member with such a requirement. If such a prohibition is found, AHFC will immediately contact the DOC for resolution.

AHFC shall provide each household an individual briefing session once the household has met income and screening eligibility. AHFC will give each household a complete overview of program responsibilities and additional TBRA program requirements. AHFC will issue the voucher and provide a copy to the DOC.

AHFC shall issue TBRA vouchers to eligible households for a 30 day calendar period. If the household has been unable to locate an owner willing to participate or for other reasonable cause is not able to utilize the voucher within the 30 day calendar period, AHFC may grant an extension at the request of DOC.

AHFC cannot assist households with actual selection of a dwelling unit. The responsibility to identify acceptable units will rest solely with DOC staff and the DOC community provider. AHFC will provide families with a listing of resources that are available to all Housing Choice Voucher (HCV) participants.

AHFC shall review the prospective lease to determine that it is consistent with the Request for Tenancy Approval form and program regulations. AHFC may negotiate a reasonable rent when a proposed unit's rent exceeds other comparable units in the area. AHFC will not negotiate other favorable terms related to security deposits, lease terms, or lease provisions.

AHFC shall conduct Housing Quality Standards (HQS) inspections and complete reports as required in the AHFC Administrative Plan. AHFC shall conduct yearly HQS inspections as required under the regulations. AHFC may also conduct interim HQS inspections as deemed necessary by AHFC.

AHFC shall maintain complete individual files on each household as required in the AHFC Administrative Plan.

AHFC shall provide resources as it pertains to the administration of the tenant-based rental subsidy. AHFC will not provide individual case management in matters outside the scope of the administration of the rental subsidy.

AHFC shall notify the DOC immediately if the household is failing to fulfill their household obligations as verified by AHFC. AHFC shall copy DOC point of contact on all correspondence and the DOC TBRA Program Coordinator on any adverse actions associated with the TBRA assisted household.



AHFC must approve DOC's written applicant selection criteria and waiting list procedures. In addition, AHFC must approve subsequent changes to these criteria.

### **Scope of Work - DOC**

The DOC shall provide all outreach and intake services to locate and engage participants for the program. TBRA vouchers will be made available to Persons With Disabilities.

DOC shall screen potential TBRA voucher candidates for violent, criminal, or drug-related activity. AHFC agrees to mitigate circumstances related to these behaviors and allow admittance to the TBRA Program provided the DOC has addressed these activities in its offender management plan.

DOC shall assign a DOC TBRA Program Coordinator to oversee administrative issues connected with this project. In addition DOC will assign a point of contact for each of the TBRA participant families. DOC must notify AHFC of a change in the point of contact.

DOC shall refer TBRA eligible households to AHFC for the issuance of vouchers. The DOC shall refer all households in a written form provided by AHFC. The form will be maintained in the participant file.

Throughout the term of this agreement, DOC shall refer TBRA eligible households to AHFC within 60 days of notification from AHFC that funds are available to allocate to an eligible household(s).

DOC shall assist all participants with completing and submitting all necessary documents needed by AHFC to secure and maintain their TBRA voucher.

The DOC will assist the participant with identifying resources and completing paperwork related to the move-in process and all related requirements of the program, as needed.

If the household has been unable to locate an owner willing to participate or for other reasonable cause is not able to utilize the voucher within the 30 day calendar period, DOC may request an extension from AHFC.

The DOC agrees to provide services to all TBRA participants on the program as outlined below:

1. Screening of potential applicants in accordance with TBRA program preferences.
2. Written applicant selection criteria to determine whether they meet the TBRA program participation criteria established by DOC and approved by AHFC.
3. Coordinating treatment and supportive services to potential TBRA program participants based on the determination of need by DOC, if needed, prior to AHFC issuance of rental vouchers.
4. Providing housing search assistance to TBRA participants with rental vouchers.

5. Ongoing supervision that includes identifying the social service and medical needs of TBRA participants and ensuring that each referral receives ongoing case management, health service referrals, and other supportive services based on a determination of need by DOC throughout this initiative.
6. Maintaining records and providing information for evaluation purposes, as required by HUD and AHFC.

DOC shall notify AHFC immediately if there is a change in circumstances that may impact tenancy of a TBRA participant.

DOC shall develop and maintain written tenant selection criteria and waiting list procedures and submit to AHFC for approval. DOC will maintain records that indicate that the AHFC approved selection criteria and waiting list procedures have been adhered to.

DOC shall make a determination of need for the length of voucher assistance. DOC may commit a minimum of six months or maximum of twelve months of initial voucher assistance. DOC will make a determination of need for security deposit assistance. TBRA security deposit assistance is provided as a grant and the amount of HOME security deposit assistance may not exceed the equivalent of two month's rent for the unit. DOC will consider other available resources when making a determination of need.

DOC may request an extension to the number of months of assistance provided to a household. The request must be submitted to AHFC in writing no later than ten business days prior to the expiration of the TBRA assistance contract.

DOC shall submit a quarterly progress report, in a format agreed upon by both DOC and AHFC, one month following the end of each calendar year quarter.

### **AHFC and DOC**

AHFC and DOC shall fully cooperate in the overall management and success of the TBRA initiative. AHFC and DOC shall respond promptly to inquiries from all parties involved, especially when the participant's activity is affecting their housing.

TBRA households are not eligible to port their housing assistance outside the TBRA Service Area. TBRA households are eligible to transfer their housing assistance within the TBRA Service Area.

AHFC and DOC agree that in order for a household to transfer, the following is required:

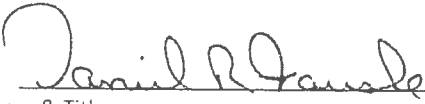
1. A certification by DOC to AHFC that the household is in good standing and eligible to transfer.
2. A certification from AHFC to DOC that the household is in good standing with their obligations under the TBRA Program.

3. The transfer must be to a unit within the AHFC TBRA Service Area.

All parties agree to protect the confidentiality of all program participants. AHFC and DOC agree to maintain documentation pertaining to each household's authorization for the release of information and the use of confidential information in compliance with program requirements and applicable law.

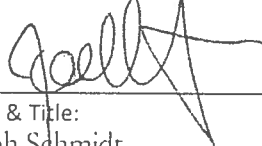
All parties agree to and will abide by the provisions stated above.

**Alaska Housing Finance Corporation**

By   
Name & Title:  
Daniel R. Fauske  
CEO/Executive Director

Date 10-8-09

**Department of Corrections**

By   
Name & Title:  
Joseph Schmidt  
Commissioner

Date 10/22/09

## **Memorandum of Agreement (MOA)**

between Alaska Housing Finance Corporation and  
the Department of Health and Social Services, Office of Children's Services

This constitutes a Memorandum of Agreement between Alaska Housing Finance Corporation (AHFC) and the Department of Health and Social Services, Office of Children's Services (OCS) whereby AHFC shall provide tenant-based rental assistance (TBRA) to youth aging out of foster care referred by OCS.

AHFC shall administer the TBRA Program coupons in accordance with HOME Investment Partnerships Program (HOME) tenant-based rental assistance regulations set forth at 24 CFR Part 92.

### **Nomenclature**

AHFC HOME funded TBRA coupons may only be used in the TBRA Service Area. The **TBRA Service Area** encompasses the geographical areas that are generally no more than 50 road miles from an AHFC Public Housing field office. However, under no circumstances may an AHFC TBRA coupon originate in or transfer to the Municipality of Anchorage. AHFC TBRA Coupons may be used in the following areas:

- Fairbanks: City of Fairbanks, North Star Borough, City of North Pole, Fox and Ester
- Homer: City of Homer, Anchor Point, Happy Valley, Ninilchik, to the end of East End Rd, and south of mile 135 of the Sterling Highway
- Juneau: City and Borough of Juneau
- Ketchikan: Ketchikan Gateway Borough, North and South Tongass
- Kodiak: City of Kodiak, including Bells Flats and Island Lake areas
- Petersburg: City of Petersburg
- Sitka: City of Sitka
- Soldotna: Soldotna, Sterling, Kenai, North Kenai, Nikiski, Kasilof, and north of mile 135 of the Sterling Highway
- Valdez: City of Valdez
- Wasilla: Palmer, Wasilla, Sutton, Big Lake, Butte, Houston, Willow and the Sunshine Senior village at mile 98.3 of the Parks Highway
- City of Wrangell

In the event that other funding becomes available to provide and support a TBRA program in Anchorage, AHFC and OCS agree to administer the funds in accordance with the terms and conditions set forth in this MOA.

AHFC TBRA coupons will be available to youth aging out of the foster care system that are participants in OCS's Independent Living Program at the time of initial referral to AHFC for TBRA. For the purposes of this MOA, **Youth Aging Out of Foster Care** are:

- No longer in OCS custody; and

- Have not resumed custody; or
- Have no intention of resuming custody in the next twelve (12) months

### **Scope of Work - AHFC**

AHFC shall make available \$300,000 in TBRA assistance for units eligible under the Housing Choice Voucher Program. Funds must be committed to eligible households within one (1) year and be fully expended no later than three (3) years from the date of AHFC signature on the MOA. AHFC may amend this date if it is in the best interest of the HOME and TBRA program. AHFC may allocate additional funding to this program based on outcomes, expenditures and utilization.

Throughout the terms of this agreement, AHFC shall notify OCS when funds are available to allocate to eligible TBRA household(s).

AHFC shall ensure staff is consistent in administration of the TBRA program, applicable regulatory requirements, and HUD directives regarding the TBRA program, including HUD-required contracts and other forms. The PHA's local discretionary policies adopted in the PHA's administrative plan apply to TBRA coupons, unless such local policy conflicts with the requirements of the HUD-TBRA coupons.

AHFC may update its operations on a periodic and recurring basis according to the most recently published HUD information as it relates to income guidelines, fair market rents, payment standards, subsidy standards, annual adjustment factors, total tenant payment calculations, and utility allowance schedules as applicable. AHFC will show proof of such updates in the AHFC participant files.

AHFC shall provide TBRA coupons to Youth Aging Out of Foster Care, that are otherwise eligible, that are at or below 60 percent of the area median income. Assistance will be terminated for participant households whose incomes are determined to exceed 80 percent of the area median income. Tenants receiving any other rental assistance that already reduces the tenant's rent payment to thirty percent of income are not eligible for the TBRA program.

AHFC shall provide TBRA as funding permits. AHFC may commit twelve months of initial assistance based on a determination of need by OCS. AHFC may renew assistance twice, for an additional twelve month term each time, if 1) the TBRA participant family remains in compliance with the TBRA family obligations, and 2) AHFC determines that the family is eligible to continue to receive TBRA.

TBRA security deposit assistance is available under this MOA, and the amount of the TBRA security deposit assistance may not exceed the equivalent of two month's rent for the unit. A participant may only receive security deposit assistance once. AHFC shall provide this assistance based on a determination of need by OCS.

In any case where assistance under Section 8 of the United States Housing Act of 1937 becomes available to a TBRA recipient, AHFC will qualify the recipient for tenant selection preferences to the same extent as when they received the TBRA.

AHFC shall assign a Housing Program Specialist to serve as a point of contact for all TBRA participant families in the TBRA Service Area.

Once the household has been referred to AHFC, AHFC will screen each adult household member for any prior AHFC program participation. If the household member owes AHFC money, AHFC will immediately contact OCS. AHFC agrees to enter into a Repayment Agreement with this household prior to their receipt of a coupon. The household must remain current on their Repayment Agreement to retain their housing assistance.

AHFC shall screen each adult household member to ascertain if anyone is subject to a lifetime registration requirement on a state sex offender registry. AHFC cannot offer or provide rental subsidy to any household member with such a requirement. If such a prohibition is found, AHFC will immediately contact the OCS for resolution.

AHFC shall provide each household an individual briefing session once the household has met income and screening eligibility. AHFC will give each household a complete overview of program responsibilities and additional TBRA program requirements. AHFC will issue the coupon and provide a copy to the OCS.

AHFC shall issue TBRA coupons to eligible households for a 30 day calendar period. If the household has been unable to locate an owner willing to participate or for other reasonable cause is not able to utilize the coupon within the 30 day calendar period, AHFC may grant an extension.

AHFC cannot assist households with actual selection of a dwelling unit. The responsibility to identify acceptable units will rest solely TBRA coupon holder and OCS staff. AHFC will provide families with a listing of resources that are available to all Housing Choice Voucher (HCV) participants.

AHFC shall review the prospective lease to determine that it is consistent with the Request for Unit Approval form and program regulations. AHFC may negotiate a reasonable rent when a proposed unit's rent exceeds other comparable units in the area. AHFC will not negotiate other favorable terms related to security deposits, lease terms, or lease provisions.

AHFC shall conduct Housing Quality Standards (HQS) inspections and complete reports as required in the AHFC Administrative Plan. AHFC shall conduct yearly HQS inspections as required under the regulations. AHFC may also conduct interim HQS inspections as deemed necessary by AHFC.

AHFC shall maintain complete individual files on each household as required in the AHFC Administrative Plan.

AHFC shall administer tenant based rental subsidy in accordance with applicable regulations and AHFC policy. AHFC will not provide individual case management in matters outside the scope of the administration of the rental subsidy.

AHFC shall notify the OCS immediately if the household is failing to fulfill their household obligations as verified by AHFC. AHFC shall copy OCS Regional Independent Living Specialist on

all correspondence and the OCS TBRA Program Coordinator on any adverse actions associated with the TBRA assisted household.

AHFC must review OCS's written applicant selection criteria and waiting list procedures and any subsequent changes to these criteria.

AHFC must review any materials (notices, letters, etc.) that OCS intends to distribute to potentially eligible youth for recruitment, marketing and informational purposes. AHFC will provide OCS with programmatic flyers that should be made available to all members of the target population.

### **Scope of Work - OCS**

The OCS shall provide all outreach and intake services to locate and engage participants for the program. TBRA coupons will be made available to Youth Aging Out of Foster Care. OCS must provide adequate referrals to the program so that the funds can be committed to eligible households within one (1) year from the date of AHFC signature on the MOA.

OCS shall assign an OCS TBRA Program Coordinator to oversee administrative issues connected with this project. In addition, OCS will assign a Regional Independent Living Program Specialist (RIL) to serve as the point of contact for each TBRA participant family. If the RIL does not reside in the same community as the TBRA participant family, OCS may assign a local OCS staff member to assist with the family's TBRA placement and retention. OCS must notify AHFC of a change in the RIL.

Housing related services will be integrated into the Regional Independent Living Specialist's job duties. When possible, the RIL will intervene and provide assistance to TBRA participants to resolve matters related to retaining and maintaining tenancy.

OCS will incorporate the TBRA referral and screening process into OCS discharge planning procedures.

OCS shall refer TBRA eligible households to AHFC for the issuance of coupons. The OCS shall refer all households in a written form provided by AHFC. The form will be maintained in the participant file.

Throughout the term of this agreement, OCS shall refer TBRA eligible households to AHFC in order to ensure that TBRA allocations are fully utilized on an annual basis, or until all potentially eligible households have been referred to the program, whichever occurs first.

OCS shall assist all participants with completing and submitting all necessary documents needed by AHFC to secure and maintain their TBRA coupon.

The OCS will assist the participant with identifying resources and completing paperwork related to the move-in process and all related requirements of the program, as needed.

If the household has been unable to locate an owner willing to participate or for other reasonable cause is not able to utilize the coupon within the 30 day calendar period, the family may request an extension from AHFC.

The OCS agrees to provide services to all TBRA participants on the program as outlined below:

1. Screening of potential applicants in accordance with TBRA program preferences.
2. Written applicant selection criteria to determine whether they meet the TBRA program participation criteria established by OCS and reviewed by AHFC.
3. Coordinating education, employment and supportive services to potential TBRA program participants based on the determination of need by OCS, if needed, prior to AHFC issuance of rental coupons.
4. Providing housing search assistance to TBRA participants with rental coupons.
5. Ongoing supervision for the term of the TBRA assistance that includes identifying the social service and medical needs of TBRA participants and ensuring that each referral receives ongoing case management, health service referrals, self-sufficiency planning, education and training referrals, and other supportive services based on a determination of need by OCS throughout this initiative.
6. Maintaining records and providing information for evaluation purposes, as required by HUD and AHFC.

OCS shall notify AHFC immediately if there is a change in circumstances that may impact tenancy of a TBRA participant.

OCS shall develop and maintain written tenant selection criteria and waiting list procedures and submit to AHFC for review. OCS will maintain records that indicate that the AHFC has reviewed the selection criteria and waiting list procedures and that they have been adhered to. If OCS determines that a household is not eligible to receive TBRA, OCS must notify that household in writing informing them of the reason for their ineligibility. OCS must provide a copy of this notification to AHFC.

OCS will make a determination of need for security deposit assistance. TBRA security deposit assistance is provided as a grant and the amount of HOME security deposit assistance may not exceed the equivalent of two month's rent for the unit. OCS will consider other available resources when making a determination of need.

If requested by AHFC, OCS shall submit a progress report(s) to AHFC, in a format provided to OCS by AHFC. In addition, OCS will provide AHFC with statistical information about the target population such as the number of youth participating in OCS's Independent Living Program and the community of residency.



Prior to distribution, OCS will submit any materials to AHFC for review (notices, letters, etc.) that OCS is intending to distribute to potentially eligible youth. OCS will make available AHFC-provided programmatic flyers to members of the target population.

### AHFC and OCS

AHFC and OCS shall fully cooperate in the overall management and success of the TBRA initiative. AHFC and OCS shall respond promptly to inquiries from all parties involved, especially when the participant's activity is affecting their housing.

TBRA households are not eligible to port their housing assistance outside the TBRA Service Area. TBRA households are eligible to transfer their housing assistance within the TBRA Service Area.


AHFC and OCS agree that in order for a household to transfer, the following is required:

1. A certification by OCS to AHFC that the household is eligible to transfer.
2. A certification from AHFC to OCS that the household is in good standing with their obligations under the TBRA Program.
3. The transfer must be to a unit within the AHFC TBRA Service Area.

All parties agree to protect the confidentiality of all program participants. AHFC and OCS agree to maintain documentation pertaining to each household's authorization for the release of information and the use of confidential information in compliance with program requirements and applicable law.

All parties agree to and will abide by the provisions stated above.

#### Alaska Housing Finance Corporation

By   
Name & Title:  
Daniel R. Fauske  
CEO/Executive Director

Date 6-26-12

#### Department of Health and Social Services

By \_\_\_\_\_  
Name & Title:  
William J. Streur  
Commissioner

Date \_\_\_\_\_





# RESEARCH SUMMARY

Institute of Social and Economic Research  
University of Alaska Anchorage • January 2009  
R.S. No. 71

## THE COST OF CRIME: COULD THE STATE REDUCE FUTURE CRIME AND SAVE MONEY BY EXPANDING EDUCATION AND TREATMENT PROGRAMS ?

By Stephanie Martin and Steve Colt

Alaska's prison population is among the fastest-growing in the U.S., with five times more inmates in 2007 than in 1981. Spending for the state justice system has nearly doubled since 1981—but the crime rate has dropped only about 30%.

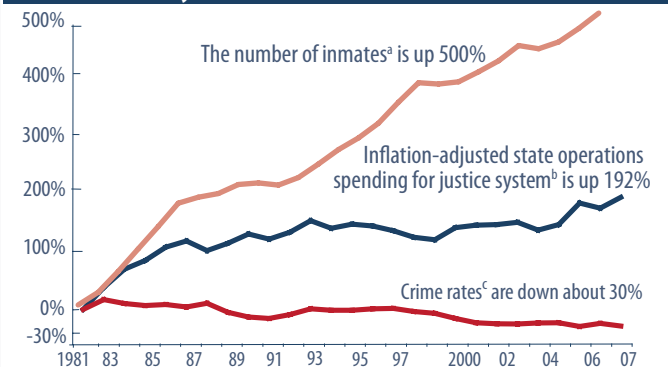
Here's the dilemma for the state, given the pattern shown in Figure 1: what can it do to hold down the number of inmates and stem the rising costs—while at the same time keeping the public safe and using tax dollars effectively?

Senator Hollis French asked ISER to project growth in the number of Alaska inmates and the associated costs—and then evaluate whether the state could reduce that growth by expanding intervention and prevention programs for people already in prison or at risk of ending up there. Alaska currently spends about \$17 million a year for such programs, but they aren't available to many of those who might benefit from them.

There are a wide range of such programs. But it is programs for adults who are already in prison or jail that have the most potential to save money and reduce crime in the next 20 years. That's because they can reach the most people.

We know that without any intervention, about two-thirds of those who serve their sentences and are released commit new crimes. Stopping at least some of them from committing more crimes would not only help improve public safety but also reduce growth in both the number of inmates and in spending.

**Figure 1. Percentage Changes in Alaska Crime Rate, Spending for Justice System, and Number of Inmates, 1981-2007**



<sup>a</sup>Inmates in prisons, jails, and halfway houses

<sup>b</sup>Spending for Departments of Corrections, Public Safety, and Law; court system; Division of Juvenile Justice; Public Defender Agency; and Office of Public Advocacy. Does not include capital spending or payment on debt.

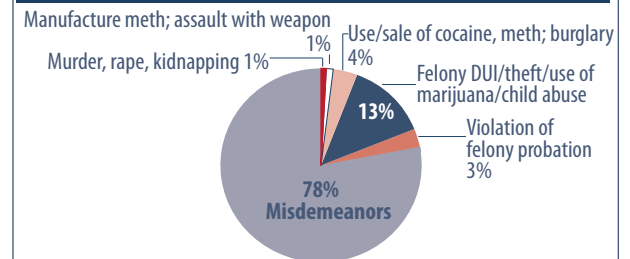
<sup>c</sup>Rates per 100,000 for murder, rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft.

Sources: U.S. Department of Justice; state budget documents; Alaska Department of Corrections

Also, most of those released committed misdemeanors (Figure 2). Those who commit the most serious crimes serve long sentences and make up a small share of those released in any given year.

To analyze which programs have the most potential to reduce crime and save the state money, we worked with the Alaska Criminal Justice Working Group and the Washington State Institute of Public Policy. That institute did a similar analysis for Washington state and provided us with data it collected from program evaluations nationwide (see back page). What did our study show?

**Figure 2. Who Gets out of Jail or Prison in Alaska?**  
(Total Releases, 2002-2007: 82,339)



Source: Alaska Department of Corrections

• With no change in policies, the number of Alaska inmates is likely to double by 2030, from 5,300 to 10,500.

• If the state spent an additional \$4 million a year to expand programs it already has, the prison population in 2030 might be 10% smaller than projected—about 1,050 fewer inmates.

• The state would spend about \$124 million for expanded programs through 2030 but would avoid \$445 million in costs—a savings of \$321 million. It would save money by incarcerating fewer people and by delaying prison construction costs. (Figures 3 and 8).

• Education and substance-abuse treatment programs—in prison, after prison, and instead of prison—save the state two to five times what they cost and reach the most people. Programs for teenagers are also very effective at reducing crime and saving money, but they reach fewer people.

**Figure 3. Potential Effects, Costs of, and Savings from Expanded Prevention or Intervention Programs**

### Immediate Costs

\$17 million: Current annual state spending on programs  
\$4 million: Additional spending every year to expand programs

### Long-Term Effects on Prison Population



By 2030, expanded programs could keep 1 in 10 people out of prison who would otherwise be there

### Long-Term Savings (2009-2030)

Cost of expanded programs\* \$124 million  
Avoided inmate costs and delayed prison construction costs\* \$445 million  
Savings: \$321 million

\*Assumes 2% annual inflation through 2030

## WHY CONSIDER EXPANDING PROGRAMS?

In 1980, 2 in 1,000 Alaskans were behind bars; today that share is approaching 10 in 1,000. The sharp increase started in the 1980s, when the state government began collecting large oil revenues. The state used some of that money to expand police agencies, courts, and other parts of the criminal justice system statewide. Also in the 1980s, it made sentencing for the most serious felonies more uniform and stiffened sentences.

The crime rate in Alaska has declined since the 1980s. But the number of Alaskans in prisons, jails, and halfway houses has increased much faster, as have costs for the state justice system. Alaska's prisons are full, and the 1,500-bed prison scheduled to open in 2012 is projected to be full soon after it opens.

Locking people up is expensive, whether their crimes are major or less serious. Alaska spends on average \$44,000 a year per inmate in prisons, jails, and halfway houses. Adjusted for inflation, that's actually less than in the 1980s—but it's still a lot (Figure 4).

Studies in other states have shown that some intervention and prevention programs can help cut both costs and crime, either by keeping people who have served their sentences from committing new crimes after they're released, or preventing some people from going to prison in the first place.

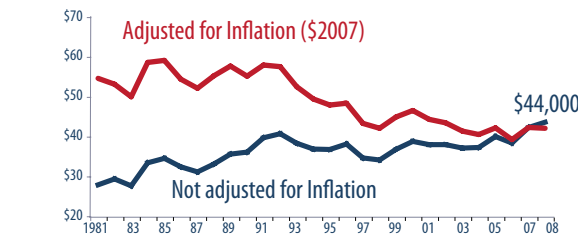
## WHAT PROGRAMS DID WE ANALYZE?

The Alaska Criminal Justice Working Group gave us a list of programs to analyze. We looked for programs with the biggest potential payoff for the state—those that could reduce growth in both numbers of inmates and in spending for corrections, at a reasonable cost for the state.

Alaska already has a number of programs in place, and we found that expanding some of those would be most cost-effective. Table 1 lists the programs in our final analysis. As a guideline for what was a "reasonable" expansion, we used 10% to 20% of the eligible people not already served—except for very small programs that can't easily be expanded that much.

These programs would serve inmates, at-risk juveniles, and young children. They are all intended to reduce future crime in some way. Programs that treat substance-abuse or mental health disorders have been shown to reduce recidivism—and as Figure 5 shows, almost all current inmates have those disorders.

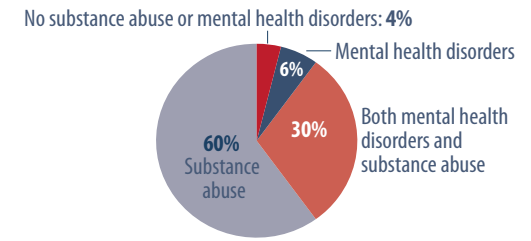
**Figure 4. Annual State Costs Per Inmate,\* 1981-2008**  
(In Thousands of Dollars)



\*Average cost of incarcerating people in prisons, jails, and halfway houses.

Source: Alaska Department of Corrections

**Figure 5. How Many Alaska Inmates Have Substance Abuse or Mental Health Disorders?**



Sources: Alaska Department of Corrections; Alaska Mental Health Trust

**Table 1. Current Size and Potential Expansion of Intervention and Prevention Programs<sup>a</sup>**

Programs	Currently serve	Reasonable expansion	Potentially eligible (2008)
<b>Prison-based programs</b>			
Education (adult basic; vocational)	More than 1,000	500	Almost all inmates (4,500)
Substance-Abuse (residential; intensive outpatient)	Close to 500	500	90% of inmates (approximately 4,000)
Sex-offender treatment <sup>b</sup>	0	50	10% of 500 eligible inmates
<b>Transition from prison</b>			
Transition for inmates with mental health disorders (Institutional Discharge Project)	70	100	36% of inmates (1,600)
<b>Alternatives to Incarceration</b>			
Mental health, drug, alcohol courts; electronic monitoring; residential substance-abuse treatment	500	500	Approximately 5,000 <sup>c</sup>
<b>Juvenile offenders</b>			
Aggression replacement training; family therapy; residential treatment; institutional transition	Approximately 500	1,000	Approximately 3,000
<b>Prevention</b>			
Head Start for 3- and 4-year olds from low-income families <sup>d</sup>	3,025	450	Approximately 8,000 <sup>e</sup>

<sup>a</sup>Programs included in our final analysis are those for which we found evidence that expansion would have significant pay-offs for the state at a reasonable cost. We evaluated additional programs not included here, either because there wasn't sufficient evidence to assess their effectiveness or because they weren't feasible to implement in Alaska at this time.

<sup>b</sup>To effectively reduce crime, sex offender treatment programs need to be offered in both prison and the community. Treatment is currently available only in the community, so the number served in prison is currently zero—but there are proposals to add treatment in prison.

<sup>c</sup>People facing low-level charges and with substance-abuse problems.

<sup>d</sup>Head Start is a federal program, but the state supplements federal money and Governor Sarah Palin has proposed additional state funding.

<sup>e</sup>We assume all children from families with up to double the poverty-level income would be eligible.

We looked at but excluded other programs from our final analysis. The criminal justice working group decided that a few programs, while effective elsewhere, wouldn't be feasible to implement in Alaska at this time. For other programs, there wasn't enough available evidence to judge how effective they were in saving money or reducing crime, or the available evidence showed them to be largely ineffective.

## How Do the Programs Compare?

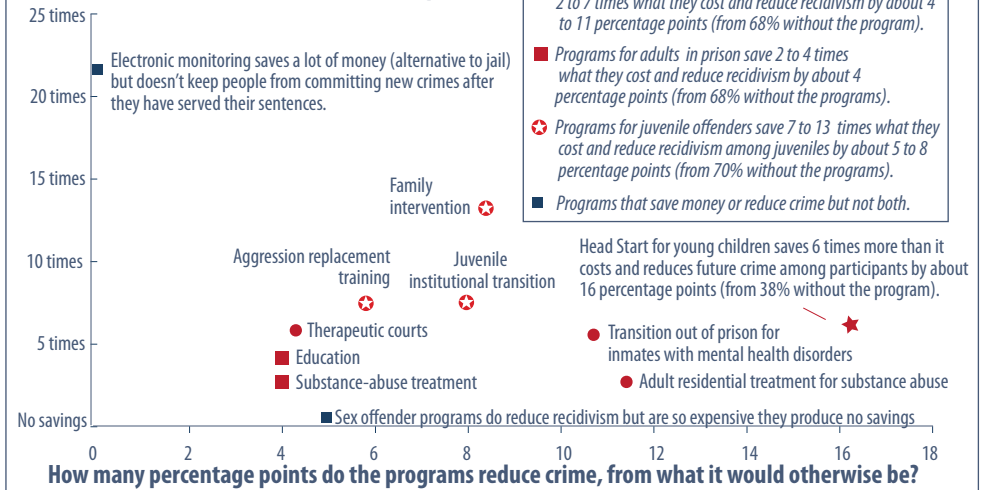
As Figure 3 (front page) shows, expanding programs to serve more of the eligible people would save the state about \$321 million and reduce the projected number of inmates 10% by 2030. Figures 6 and 7 show how the various programs contribute to costs, savings, and reductions in the number of Alaskans behind bars.

- *Education and substance-abuse treatment programs for inmates save two to four times what they cost, reduce recidivism by about four percentage points, and can reach the most people.*
- *Intervention programs for juveniles who have committed crimes are very effective at saving money and reducing recidivism, but they serve a much smaller number of people.*
- *Programs that set up transition services for inmates with mental-health disorders coming out of prison are among the most effective—but they can't readily be expanded to serve the many people who could benefit from them.*
- *Alternatives to prison for some people charged with lesser offenses save the state money right away, and almost all reduce recidivism. The exception is electronic monitoring, which is inexpensive but hasn't been shown to reduce future crime.*

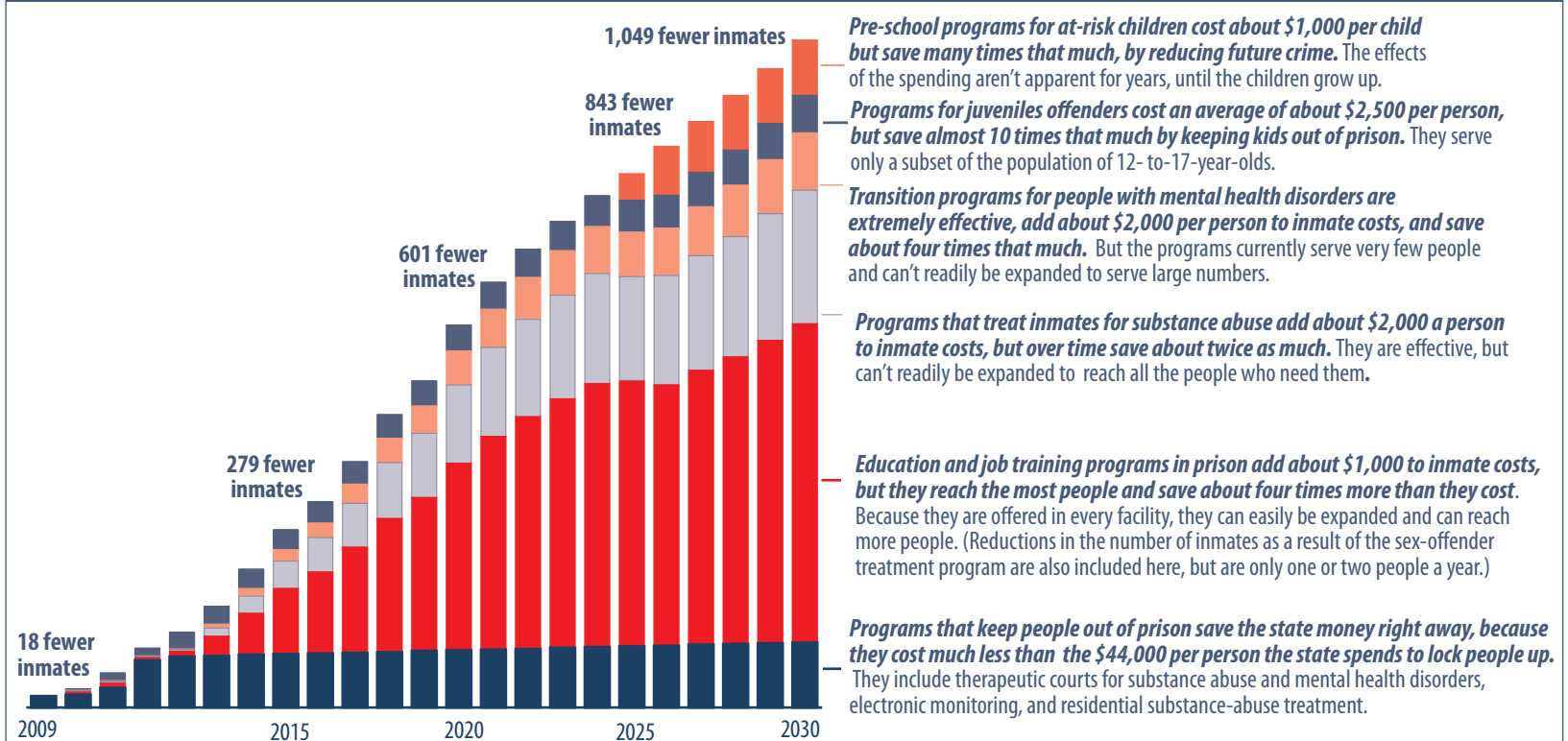
- *Treatment programs for sex offenders do reduce crime, but they are very expensive and so don't save the state money.*
- *Programs that prevent future crime by helping very young at-risk children are the most effective. But the effects of spending for those programs aren't apparent until many years later.*

**Figure 6. How Effective Are Various Programs at Saving Money and Reducing Crime?**

### How much more does the state save than it spends?



**Figure 7. How Would Expanding Specific Programs Contribute to Reducing Growth in Numbers of Inmates?**





## CONCLUSION

In conclusion, Figure 8 shows how Alaska's corrections system got where it is and where it's likely to go—if intervention and prevention programs are kept at their current levels, and if the most effective programs are expanded to serve more of the eligible people.

We found that the state could both reduce the number of Alaskans in prison or jail and save considerable money over the next 20 years, by adding about \$4 million a year to the \$17 million it currently spends to keep people from returning to prison—or prevent them from ever going there at all.

Spending more for these programs even as oil prices and state revenues are falling may not seem like a good idea. But Alaska also needs to look to the future—and over time the benefits of strategically expanding those programs that reduce crime and keep more Alaskans out of prison far outweigh the costs.

## METHOD OF ANALYSIS

Our job was to assess whether specific programs could reduce long-term state spending for corrections by reducing growth in the number of inmates. As a starting point, we needed evaluations of how effective various programs are at reducing future crime.

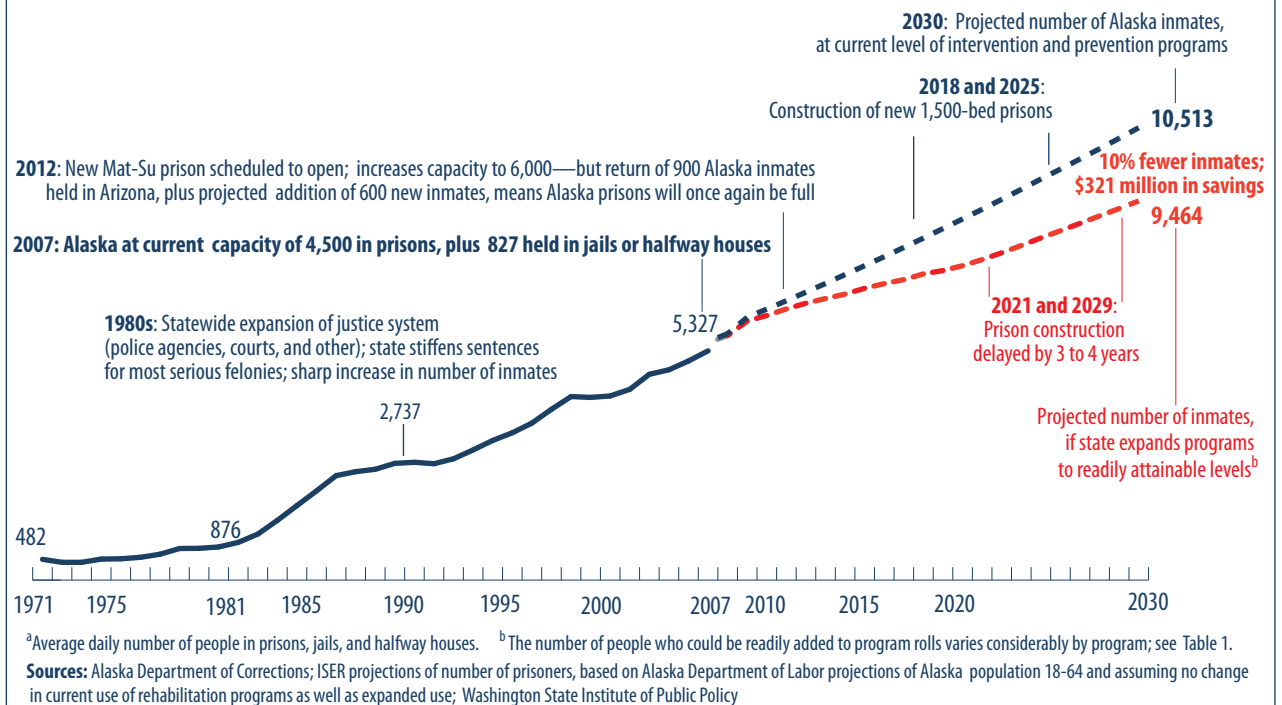
But except for some of the therapeutic court programs, most programs in Alaska have not been rigorously evaluated. Therefore, we used results of a Washington state assessment that systematically reviewed 571 program evaluations from around the country.

To be included, evaluations had to have carefully designed control groups, replicable results in multiple settings, and long-lasting effects. This method is evidence-based public policy, which merges research and practice. It is similar to clinical trials in medicine. Keep in mind that this is a new field, and only about 10% of programs in place nationwide have been evaluated at this standard.

With data from rigorous evaluations, the Washington State Institute of Public Policy created a model that estimated the effects of programs on recidivism—and then combined those results with a cost-benefit analysis to estimate the long-term effects on state spending and inmate populations.

We combined the institute's estimates of recidivism with Alaska data on program costs, eligible groups, and state population to estimate long-term effects on crime and state spending.

**Figure 8. Average Number of Alaska Inmates,<sup>a</sup> 1971-2007, and Projected Number, 2008-2030**



The authors thank the members of the Alaska Criminal Justice Working Group for their help in identifying programs to evaluate and for comments on drafts of this publication. The Alaska Legislature funded this group in 2007 and authorized the Alaska Judicial Council to act as its staff.

The group is chaired by a justice of the Alaska Supreme Court and Alaska's lieutenant governor. Other members include top policy-makers from the departments of Corrections, Public Safety, Health and Social Services, and Law, as well as the Alaska Mental Health Trust Authority; the heads of the Alaska Public Defender Agency and the Office of Public Advocacy; the administrative and deputy directors for the Alaska Court System; the executive director of the Judicial Council, the U.S. attorney, and Anchorage's police chief.

This group meets monthly to talk about long-term justice issues, as well as to resolve any inter-branch issues that come up among the many agencies and organizations that deal with aspects of Alaska's justice system.

The authors also thank Elizabeth Drake and Steve Aos of the Washington State Institute of Public Policy for developing the methods and models we used and for helping us apply them to Alaska. For more information go to [www.wsipp.wa.gov](http://www.wsipp.wa.gov).

This research summary and many other publications on a wide range of topics are available on ISER's Web site:

[www.iser.uaa.alaska.edu](http://www.iser.uaa.alaska.edu)

# **Alaska Prisoner Reentry Task Force**

## **Five-Year Prisoner Reentry Strategic Plan, 2011 - 2016**

**"The country was built on the belief that each human being has limitless potential and worth. Everybody matters. We believe that even those who have struggled with a dark past can find brighter days ahead. One way we act on that belief is by helping former prisoners who've paid for their crimes -- we help them build new lives as productive members of our society. . . . the work of redemption reflects our values.**

**The bill I'm signing today, the Second Chance Act of 2007, will build on work to help prisoners reclaim their lives. In other words, it basically says:  
We're standing with you, not against you."**

President George W. Bush's remarks on signing the  
Second Chance Act, April 9, 2008

**"Given the importance of prisoner re-entry to the overall well being of our communities, I will be watching with great interest the work of the Alaska Prisoner Re-entry Task Force. I look forward to receiving the Task Force's recommendations regarding Alaska's five-year strategic re-entry plan."**

Governor Sean Parnell, March 25, 2010  
Letter to Chief Justice Walter Carpeneti and Attorney General Dan Sullivan

**March 2011**

## Executive Summary

Alaska's Five-Year Prisoner Reentry Strategic Plan, 2011-2016, (5-Year Plan) sets forth a plan for new and more effective strategies to reduce recidivism and make our communities safer. The first of its kind, this 5-Year Plan is the culmination of the work undertaken by the Alaska Prisoner Reentry Task Force, created by the Criminal Justice Work Group in February 2010 and endorsed by Governor Sean Parnell. It sets forth a seamless set of best practices aimed at reducing the number of adult offenders who return to custody, whether for a new crime or for a violation of probation or parole.

It was prompted in large measure by unsettling criminal justice data: 95 percent of prisoners are eventually released from prison in Alaska; more than 289 convicted felons were released into Alaska's communities each month in 2009 and subsequently, two out of three prisoners returned to custody within three years of their release. Alaska's recidivism rate is far too high, both in terms of the human and financial costs. It further reflects that Alaskans' criminal justice dollars could be better spent.

Over the last decade, Alaska has experienced rapid growth in its prison population. Until quite recently, Alaska's prison growth tracked with other states. By 2009, however, other states had begun to examine what was driving this growth and had begun to adopt new policies and practices that were more cost-effective and produced better outcomes. In 2009, for the first time in 38 years, the U.S. prison population contracted rather than grew; 26 states *reduced* their prison populations. Alaska was not among them. Instead, it was one of eight states with the highest increase in the rate of growth. Alaska has the 11<sup>th</sup> fastest growing prison population in the United States. Since 2005, Alaska's prison population has grown by approximately 200 inmates per year. From 1982 through 2007, Alaska has experienced a 152 percent increase in its prison population. In 2009, 1 out of 36 Alaskans was under the jurisdiction of the Alaska Department of Corrections (ADOC), up from 1 out of 90 in 1982.

Incarceration is expensive. As of January 2011, it costs the state \$49,800 per year (or \$136.00 per day) to incarcerate one prisoner. In the Spring of 2012, the new Goose Creek Correctional Center will open with 1,536 beds. This prison is costing the state approximately \$250 million to build and will cost approximately \$50 million per year to operate. If Alaska fails to change its current criminal justice practices, given its current rate of prison growth, the state will be required to build new prisons at ever increasing costs both to construct and operate.

This 5-Year Plan identifies the strategies currently in place to help former prisoners successfully integrate back into their communities. The most successful efforts

currently in place, although with very limited capacity, work with the mentally ill leaving prison. Today, the ADOC also provides substance abuse treatment to approximately 1000 prisoners per year of the 5600 who are currently incarcerated. ADOC is working to expand its educational and vocational education programs making them available to an increasing number of prisoners. It recently developed a reentry program for prisoners with one year or less to serve, with the goal of encouraging them to start thinking about safe housing, employment and continued community support for their behavioral health needs.

The reality, however, is much more needs to be done. In Alaska there is a paucity of affordable housing and when such housing is available, individuals with criminal convictions are not eligible. Additionally, many felons are precluded from employment by virtue of statutes, regulation and policies that make it impossible for people with felony convictions to work. The extent of these barriers to employment is unknown at this time without a full inventory being conducted.

Alaska currently does not have the capacity to provide substance abuse treatment to the many Alaskans who require such treatment both within and without the criminal justice system. This is because there is both insufficient funding for these programs throughout the state and insufficient trained and qualified providers. The faith-based mentor programs would benefit from additional state support. Citizens from the faith community provide much of the mentorship required to help newly released prisoners turn away from the negative influences that lead back to prison. Without the stabilization that comes from access to housing, employment, sober/mental health and positive peer supports, individuals do what they do best -- revert back to old patterns.

Too many individuals charged with misdemeanor crimes cycle in and out jail and prison. When underlying problems are left unaddressed, the criminal behavior can escalate from petty offenses to felony offenses. Many of these individuals have behavioral health needs that are not being addressed under our current approach. The state should consider new approaches that divert non-violent offenders from jail and prison to, where appropriate, making treatment as much a focus as punishment.

The courts and the ADOC have determined that the containment model for managing sex offenders is appropriate in virtually every sex offender crime. That being the case, and assuming this model does indeed reduce recidivism, more certified state providers are required to manage this population both in the prisons and in Alaska's communities. Far too many sex offenders upon release from custody are on a long waiting list for this treatment. Furthermore, these offenders have the most difficult time finding housing and employment. The result is that sex offenders end up in homeless shelters or camps making it very difficult for them to comply with state registration laws and making it difficult for probation and parole officers to supervise them in the community.

Recent national public polling clearly demonstrates the public's willingness to entertain new approaches that address the underlying causes of crime to reduce the



rate of incarceration and lower recidivism. The public's embrace of rehabilitation and successful reentry has helped the efforts of policymakers, even in "tough on crime" states such as Texas. These states are beginning to move away from a strict focus on incarceration and toward alternatives that will actually reduce crime and recidivism and promote successful offender reintegration .

Alaska has the capacity to turn the curve and reduce its rate of prison growth and recidivism by exploring alternatives to prison for individuals who have committed non-violent offenses primarily because of substance abuse and/or mental health issues. There are less expensive means to reaffirm societal norms and show community condemnation than prison sentences that cost the state \$136.00 per day or \$49,800 per year per prisoner.

Alaska must first identify the factors that have contributed to its rapid rate of prison growth. Once those factors have been identified, policymakers should then identify proven best practices approaches to address those factors in a more cost-effective manner that does not compromise public safety. As shown in other states, such an approach is Alaska's best chance for reducing its prison rate growth. At the same time, the ADOC should continue to expand its substance abuse, educational and vocational education programs with the goal of changing the hearts and minds of those incarcerated in its institutions. With this tandem approach, the state has the best chance to improve public safety, create healthier communities and divert criminal justice dollars to more proactive statewide endeavors.

Alaska's commitment to addressing the challenges presented by its prison growth and high recidivism rate is evidenced by the significant collaborative efforts that have gone into developing policy and practice solutions to criminal justice issues in Alaska. It is beyond the mandate of the ADOC to provide housing, employment, sober/mental health and positive peer supports to newly released prisoners. With the ADOC's decision to implement rehabilitative programming in its institutions and its commitment along with many other state and local agencies, tribal organizations, non-profits and concerned citizens to work collaboratively to improve prisoner reentry outcomes, Alaska is demonstrating its commitment to reduce recidivism and thereby improve public safety and the health of Alaska's communities.

## **Five-Year Strategic Plan Recommendations (2011-2016)**

### **1. Continue the collaborative process.**

State and local agencies, non-profits, local partners and concerned citizens are involved in a number of collaborative processes that address the shared goal of reducing criminal recidivism. These efforts should be encouraged by the Executive Branch, Legislature, Courts and other policymakers whenever possible. Collaboration increases accountability and the ability of state and local governments and community organizations to deploy resources effectively on the same population.

As part of this continued collaborative process, an existing workgroup should be charged with ongoing tracking and identification of the specific factors contributing to recidivism, and Alaska's rapid prison population growth. Without identification of these factors, policymakers will be less successful in selecting the best practices to reduce recidivism and slow Alaska's prison growth.

### **2. Expand the ADOC's institutional substance abuse treatment programs.**

The ADOC currently operates the Residential Substance Abuse Treatment (RSAT) and Living Substance Success Substance Abuse Treatment (LSSAT) substance abuse treatment programs in its institutions. These programs have the capacity to provide treatment to approximately 1,000 prisoners per year of the more than 5,600 prisoners incarcerated. The ADOC is in the process of evaluating these programs. Those programs, or program elements, shown to be effective should be expanded. Those shown to be less effective should be modified to increase effectiveness or replaced with more promising programming.

### **3. Expand Probationer Accountability with Certain Enforcement (PACE).**

Implemented by a collaborative team, (probation, courts, law, defense and local police and state troopers), the Anchorage PACE pilot project has demonstrated sufficient success to warrant expansion to other judicial districts where core team members are committed to following the model with fidelity, and are able to implement an initial pilot project without additional state resources. Further, this model should be implemented with parolees immediately upon their release from custody.

### **4. Expand the Electronic Monitoring Program (EMP) in the Mat-Su Valley.**

Operating in seven communities statewide, the EMP has proven to be a cost-effective system of monitoring offenders in the community without

compromising public safety. Information on EMP participant outcomes in Alaska indicates significant reductions in recidivism, as well as immediate savings in incarceration costs.

The Mat-Su Valley EMP cannot be expanded beyond its current capacity without additional state resources: one probation officer, a criminal justice technician and other infrastructure supports. With this expansion, the Mat-Su Valley could accommodate 60 more qualified offenders who would otherwise occupy a prison bed and not be supporting themselves and their families.

**5. Improve the state's ability to collect, analyze and disseminate criminal justice data.**

- a) Alaska should continue to work with the National Governors' Association to obtain technical assistance to help the state to identify and fill in gaps in its data collection systems and improve training and supervision of state employees responsible for data collection, entry and analysis.
- b) The ADOC should seek technical assistance to improve its ability to collect and report on a more comprehensive set of data elements.
- c) The state should investigate establishing an entity that would aggregate criminal justice data across agency lines. This entity would be responsible for producing reports that would provide the context and foundation for policy decisions throughout the state.

**6. Improve former prisoners' access to affordable housing.**

- a) Address the blanket presumption of guilt often used by public and private landlords to automatically preclude individuals with criminal records from being considered as tenants.
- b) As suggested by AHFC CEO/Executive Director Dan Fauske at the last Alaska Council on the Homeless meeting (12/1/10), convene a high level workgroup with a member from AHFC, The Trust, the ADOC, DHSS, and real estate owners and developers to discuss how Alaska may increase the statewide stock of available and affordable housing.
- c) Improve housing information available in the state's 211 system.
- d) Increase the use of subsidized housing programs, recognizing that these programs cost substantially less than incarcerating a recidivist at \$136.00 per day or \$49,800 per year.

**7. Promote, where appropriate, the employment of newly released prisoners and facilitate the creation of job opportunities that will benefit communities.**

- a) Better educate employers about financial incentives for hiring felons such as the Federal Bonding Program and Work Opportunity Tax Credit program.
- b) Determine which industries and employers are willing to hire people with criminal records and encourage job development and placement in those sectors.
- c) Use probation and parole officer or third-party intermediaries to assist employers with the supervision and management of employees.
- d) The ADOC should ensure that its institutional educational and training programs are consistent with those offered by state Job Centers.
- e) The ADOC and the Department of Labor and Workforce Development should work together to provide apprenticeship programs both within and without ADOC institutions.

**8. Improve the ADOC's ability to identify and provide for the behavioral health needs of its inmates.**

- a) Implement a statewide, on-line health record database system that is standardized and would allow entry of specific types of information pertaining to an offender's health, mental health, and substance abuse screening and treatment.
- b) Assess the ability for the ADOC and DHSS to electronically share specifically identified and pertinent information from individual databases (i.e. AK AIMS)
- c) Increase the staff capacity of ADOC to manage the APIC and IDP<sup>+</sup> programs for offenders reentering Alaskan communities.
- d) Work with APIC community providers to enhance their workforce and program capacity to treat and support offenders reentering communities (i.e. peer supports/mentoring).

**9. Reduce the number of misdemeanor offenders cycling in and out of jails.**

- a) Identify the laws, rules, policies and practices that lead to the incarceration of individuals who pose no substantial risk to public safety.
- b) Expand prosecutorial diversion programs for misdemeanor offenses.
- c) Expand the ADOC Electronic Monitoring Program for misdemeanants.
- d) Make good use of halfway house stays by assessing sentenced misdemeanants for behavioral health and criminogenic risks and needs.

- e) Make good use of halfway house placements by screening sentenced misdemeanants for behavioral health and criminogenic risks and needs and assessing and referring for services as appropriate.
- f) Expand therapeutic courts and other problem-solving courts for misdemeanants such as the Mental Health and Addiction Therapeutic Courts, Operating Without License (OWL) Courts, and Anchorage adjudication/disposition courts.

**10. Expand Treatment Services and Housing Options for Sex Offenders.**

- a) Determine the effectiveness of the sex offender treatment programs offered by the ADOC with appropriate performance measures.
- b) Upon substantiation of their effectiveness, increase the ADOC institutional sex offender treatment program capacity.
- c) Increase the number of state approved community sex offender treatment providers.
- d) Create a sex offender treatment program for women.
- e) Expand the Y-K Delta sex offender treatment model to other communities that need and will embrace the program.
- f) Remove counterproductive residential restrictions on housing.

**11. By order of the Governor, require all state agencies to:**

- a) Inventory state employment restrictions related to criminal offenders. Consolidate this information in a unified document specifying restricted occupations and the substance and nature of the restrictions making relevant information readily accessible to the public.
- b) Analyze the necessity of these restrictions to public safety, identify possible mechanisms to provide relief from the restrictions (time limitations/waivers), and amend and simplify as appropriate.
- c) Compile baseline data on:
  - i. The number of people affected by restrictions,
  - ii. The number of jobs that are restricted,
  - iii. The impact of relief mechanisms.

**12. Expand state support for the ADOC chaplaincy program.**

- a) Expand the mentoring program including the number of volunteer-mentors, recognize the need for better screening, training and supervision of mentors.
- b) Support the efforts of the State Chaplain and Alaska Correctional Ministries (ACM) to develop the Healing Communities model in Alaska.

Building this model will bring more support and mentors to those in prison and coming home.

- c) Support the hiring of state-paid chaplains for the prisons. The volunteer chaplaincy efforts are laudable, but the role is too important and carrying too many responsibilities to be left to under-paid staff hired by ACM and volunteers.
- d) Support the continued expansion of programs such as prison Transformational Living Communities and the transitional community residences.

## **Part I**

### **Introduction**

The 5-Year Plan of the Alaska Prisoner Reentry Task Force focuses on the goal of reducing recidivism. For each prisoner who successfully returns home, fewer Alaskans are victimized, the former prisoner becomes a productive citizen and healthier families and communities result. Equally important, this individual is not occupying an expensive prison bed.

The plan is designed to provide policymakers, people working in the criminal justice system and interested citizens with a single resource that provides a baseline overview of the ADOC's current outcomes and the ADOC's new framework intended to promote successful prisoner reentry. It also describes ADOC's institutional and community based rehabilitative programs and the collaborative work it is performing with its state and community partners to improve prisoner reentry outcomes.

Part I of the 5-Year Plan explains the reasons the ADOC and other state and community partners are working to reduce criminal recidivism and what's at stake for Alaska should policy makers choose to ignore this issue. Chapters 1 through 5 discuss the ADOC's constitutional and statutory role in the state's criminal justice system, the rate of Alaskan prison growth, and the impact prison growth has had on our families, communities and the state at large. Basic information about the ADOC operations and its plan for inmate management, reentry and community transition is also included as is the work of the many entities seeking the same improved prisoner reentry outcomes. As a whole, Part I describes the ADOC, the other stakeholders in reentry efforts and in the context of current prisoner reentry efforts, lays the foundation for the 5-Year Plan described in Part II.

Part II discusses some of the most pressing hurdles facing prisoners upon reentry: housing, employment and access to behavioral health services. Chapters 7 through 9 discuss each of these issues and each chapter outlines a goal, the history of the problem and the specific best practice strategies for achieving the stated goal. Chapter 10 discusses the rehabilitation and reentry challenges imposed by the large number of misdemeanor offenders cycling in and out of Alaska's prisons. Solutions are proposed on how to intervene with this offender population. Chapter 11 discusses the challenges facing sex offenders in obtaining court ordered treatment, the need to expand the availability of treatment and how the lack of stable housing impacts the ability of probation officers to supervise these offenders. Chapter 12 discusses the collateral consequences of criminal convictions. There are numerous state and local laws, regulations, policies and practices that make it all but impossible for many people with criminal convictions to find a living wage job, housing and obtain safety-net benefits. Lastly, Chapter 13 discusses the important work being done by our faith-

based communities both within and without the state prison system and the developing evidence that shows these efforts result in improved reentry outcomes.

This 5-Year Plan does not contemplate handouts for those who choose not to abide by State law, but rather supports policy decisions that offer a hand-up and an opportunity for a second chance. By doing so, the State will improve its prospects for successful prisoner reentry and thereby promote healthier Alaskan families and communities.

This 5-Year Plan is not a static document, but rather one that outlines a set of goals with measureable strategies to be accomplished within the next five years. With the achievement of the goals outlined herein, new goals and strategies will be built on the successes and lessons learned through the implementation of this 5-Year plan.



## Chapter One

### Prisoner Rehabilitation and Reentry: Why Should We Care?

#### A. The Purpose of Alaska's Five-Year Prisoner Reentry Strategic Plan

The ADOC's approach to successful prisoner reentry is not a single program, but rather a philosophy central to its culture and its way of doing business. This approach is aimed at turning former prisoners into productive and law-abiding community members. The strategy is built on documented evidence shown to improve reintegration-related outcomes. It begins upon admission to prison and continues through incarceration, release, community supervision and ultimately the unsupervised and successful reintegration into the community.

The State of Alaska recognizes that the successful reentry of prisoners is a critical component of the State's public safety and corrections mission. Failure—which often means homelessness, unemployment, returning to or falling into addiction, often a new crime and a new victim, and ultimately re-incarceration—results in a costly waste of public resources and diminished public goodwill. The burden of this failure has a significant impact on our State's budget, Alaska communities and those former prisoners and their families struggling to succeed in society.

Incarceration impacts the state's economy in a number of ways: the diversion of state funds from other public projects, the social and financial costs to children of incarcerated parents and the impact to the economy when wage earners are no longer financially productive. Recent research shows that the growing number of male offenders convicted of felony crimes has greatly impacted the national GDP (gross domestic product). Using Bureau of Justice Statistics data, researchers estimated that in 2008, the United States had between 12 and 14 million ex-offenders of working age. As will be discussed in Chapter Twelve, because a prison record or felony conviction greatly lowers an ex-offender's prospects in the labor market, researchers estimated that this large population lowered the total male employment rate in 2008 by 1.5 to 1.7 percentage points. In GDP terms, these reductions in employment cost the U.S. economy between \$57 and \$65 billion in lost output.<sup>1</sup> In 2009, the number of Alaskan prisoners, both men and women, between the ages of 20 and 54 was 4,089.<sup>2</sup>

The ADOC cannot by itself fulfill its reentry mission. Acknowledging this, it recognizes and accepts its critical leadership role in improving prisoner reentry outcomes and reducing recidivism. Successful reintegration requires a collaborative strategy developed out of a partnership among the state criminal justice agencies from the

---

<sup>1</sup> Ex-offenders and the Labor Market, John Schmitt and Kris Warner, November 2010. found at: <http://www.cepr.net/documents/publications/ex-offenders-2010-11.pdf>

<sup>2</sup> The ADOC 2009 Offender Profile, <http://www.correct.state.ak.us/corrections/index.jsf>

ADOC, state and local police, courts, prosecutors, defense attorneys, to other state agencies such as the departments of Health and Social Services, Labor, Education, the Alaska Mental Health Trust Authority, the Alaska Housing Finance Corporation, and the Alaska State Legislature. Equally important to this effort is the ability of these state agencies to coordinate with local governments, tribal councils, and community partners such as the Alaska Native Justice Center, Partners for Progress, Akeela, Inc., Nine Star, and United Way to name a few of the many that offer resources and services needed for successful prisoner reentry.

Alaska's commitment to collaboration is evidenced by collaborations already put in place. This plan reflects the coordinated efforts of state and local agencies, community organizations and committed individuals working together toward the common goal of creating a statewide prisoner reentry strategy that addresses Alaska's unique reentry challenges caused by its geographical vastness and cultural diversity.

Alaska is not the first state to develop a coordinated recidivism reduction strategy, nor the first to have its state corrections agency adopt recidivism reduction as part of its mission. Given the country's high rates of recidivism and the ever-growing costs of incarceration, criminal justice policymakers nationwide have embarked on a major reexamination of their criminal justice systems with the goal of improving prisoner reentry outcomes. During the past decade, and in spite of a cynical and unproductive "nothing works" attitude that developed in 1976 by Dr. Martinson,<sup>3</sup> an array of community-based, state, and federal efforts were launched specifically designed to provide effective and innovative responses to the myriad challenges presented by prisoners being released from incarceration. Research related to, and evaluation of these efforts resulted in a much better understanding of what does, and does not work. As a result, today we know far more about effectively preparing prisoners for release. We have new evidence of what works to reduce recidivism, the importance of correctional systems adopting evidence-based practices and an understanding that corrections alone cannot provide the desired results or solve the numerous challenges facing newly released prisoners. It is on this evidence that our strategies are based.

## **B. Cost-Effective Justice: What's at Stake for Alaska?**

Operating a prison system is a costly proposition, not just for Alaska, but for all 50 states and the federal government. The ADOC FY 2011 operating budget is estimated to be \$258 million. Alaska is currently in the midst of constructing a \$250 million, 1536 bed, minimum to medium custody facility with an estimated annual operating budget of \$50 million—offset by the \$20 million currently spent to house 1000 prisoners in

---

<sup>3</sup> The Psychology of Criminal Conduct, D.A. Andrews & James Bonta, The Martinson "Nothing Works" Debate, pgs 319-324 (4<sup>th</sup> Ed. 2006).

Hudson, Colorado— in the Mat-Su Valley. Given the growth in the State's prison population, there is uniform agreement that the state requires this new facility. Proof of the need is housing prisoners in an out-of-state private prison due to insufficient bed space in Alaska. One purpose of this plan is to advance new approaches that, if embraced by the state's policymakers, may avoid the need to construct additional new prisons within the next ten years.

This is an opportune time for Alaska to reevaluate current criminal justice practices to determine if it is receiving good value for the dollar spent. As measured by the state's recidivism rate—two out of three prisoners return to custody within the first three years of their arrest—good value is not being achieved. Thus, the state is now beginning to examine its current practices, learn from what other states have done to achieve more cost-effective results and determine if proven best practices would improve outcomes, reduce recidivism and build strong families and healthier communities.

Other states have performed a cost-benefit analysis of their criminal justice systems and found their citizens were receiving a poor return on the dollar spent. Given the rapidly increasing costs of their prison systems and their high rates of recidivism, these states set out to employ more cost-effective and smarter approaches to criminal justice.<sup>4</sup> Texas is an excellent success story that is instructive on the cost-effective changes that can be made while at the same time improving public safety.

### **C. The Texas Experience**

In 2007, the famously “tough on crime” Texas legislature took dramatic, bipartisan action to control crime and corrections costs. This initiative was led by Republican Jerry Madden who was appointed by the majority leader as Chairman of the Corrections Committee. The then speaker of the house instructed Rep. Madden to develop new approaches to slow Texas' rapid prison growth. “Don't build new prisons. They cost too much”.<sup>5</sup> With that directive in mind, Rep. Madden, an engineer, gathered the data and the facts to develop a systematic approach to breaking the cycle of crime.

At the start of 2007, the state's corrections department projected a shortfall of 17,000 prison beds over the next five years and recommended the construction of 4,000 new beds at a cost of more than \$900 million. Texas legislators requested assistance from the Pew Center on the States' Public Safety Performance Project and its partner, the Council of State Governments Justice Center (CSG), to identify options to avert prison growth while protecting public safety.

---

<sup>4</sup> Among these states are Kansas, Arizona, Alabama, Nebraska, North Carolina, and Texas.

<sup>5</sup> Anchorage Daily News editorial, *Be tough, be smart*, September 19, 2010.

Based on their nonpartisan research and the menu of policy options they prepared, the 2007 legislature approved a plan that provided an historic investment of over \$241 million in treatment and diversion facilities and substance abuse treatment services, both behind prison walls and in community-based programs.<sup>6</sup> With these and other measures, the legislative package successfully averted all of the previously planned prison beds through 2012.<sup>7</sup> While the legislation authorized funding for three of the eight prisons originally requested, the dollars for them may be tapped only if the community corrections plan fails to erase the bed shortfall.

To date, tapping these dollars has not been necessary. According to Rep. Madden, who spoke at the Cost-Effective Justice Forum held in Anchorage in September 2010, the Texas prison population completely leveled off as a result of these initiatives. No shortfall in capacity is predicted until 2013, when the system may need a relatively small number of prison beds compared to the previously predicted need for eight prisons. Moreover, following the adoption of these reforms, Texas' crime rate did not increase, but continued to fall.

#### **D. The Alaska Prisoner Reentry Task Force**

Alaska's commitment to addressing the challenges presented by its prison growth and high recidivism rate is evidenced by the significant collaborative effort that has gone into developing recent policy and practice solutions to criminal justice issues.

In 2007, the legislature funded the Alaska Judicial Council to staff the Criminal Justice Work Group (CJWG) to collaborate on ways to improve Alaska's criminal justice system.<sup>8</sup> The CJWG is currently co-chaired by the Chief Justice of the Alaska Supreme Court and the state's Attorney General. The CJWG membership includes state commissioners from the state Departments of Corrections, Health and Social Services, Public Safety, Education, and the Alaska Mental Health Trust Authority, Alaska Court System and other high level representation from a broad range of state agencies that either directly participate in or are impacted by the state's criminal justice system.<sup>9</sup>

---

<sup>6</sup> The Texas plan focused on five areas: parole, probation, diversion for drunken driving offenders, school programs to cut the prison pipeline for young offenders, and preschool programs that have a proven success record for keeping children in school and away from delinquent behavior.

<sup>7</sup> The Texas "justice reinvestment" approach was a dramatic turn in Texas' criminal justice policies. The state legislature committed to ensuring accountability and the continued success of these new measures. Accordingly, the Texas legislature established the Criminal Justice Legislative Oversight Committee to monitor and evaluate the implementation of the new policies and programs and to evaluate their impact on state prison populations.

<sup>8</sup> The AJC is mandated by the Alaska State Constitution to, among other things, conduct studies for the improvement of the administration of justice and report those findings and recommendations to the Supreme Court and to the legislature at least every two years.

<sup>9</sup> A roster of CJWG members is attached as Appendix A.

The CJWG has two committees, one of which is the Prevention and Recidivism Committee, chaired by the Commissioner of the ADOC. The second is the Efficiencies Committee chair by the Alaska Court System Administrator. The Prevention and Recidivism Committee is focused on identifying and monitoring cost-effective, evidence-based ways to prevent crime and reduce recidivism.

In February 2010, the CJWG with Governor Sean Parnell's approval, created the Alaska Prisoner Reentry Task Force (Task Force). The CJWG recognized that reducing Alaska's rate of recidivism would require the collaborative efforts of a broad range of state, local and community organizations as the challenges facing releasing prisoners were beyond the purview of the ADOC alone.

The mission of the Task Force is to reduce Alaska's recidivism rate and thereby improve public safety and the overall health of Alaska's communities. This will be accomplished by developing a coordinated and seamless set of policies and programming, from admission to prison through release from prison, that support the successful reintegration of prisoners into Alaska's communities.<sup>10</sup>

The Task Force membership includes a broad range of state, local and citizen members who are either stakeholders in developing solutions to reentry challenges or who represent a constituency impacted by the state's criminal justice system. The Task Force members have demonstrated a clear commitment to working collaboratively to reduce Alaska's recidivism rate.<sup>11</sup>

### **E. Developing Alaska's Five-Year Strategic Reentry Plan**

Since February 2010, the Task Force has worked to develop Alaska's 5-Year Plan. The purpose of the 5-Year Plan is to create a system of best practices aimed at reducing the number of adult offenders who return to custody. The task force identified eight key strategies for achieving this result:

1. Organizational/Cultural Change: Create an ADOC organizational and cultural environment that supports risk reduction and reentry work with offenders.
2. Employment: Increase the ability of former prisoners to obtain and sustain employment.
3. Housing: Increase the ability of former prisoners to be safely housed upon release.

---

<sup>10</sup> The Task Force Charter is attached as Appendix B.

<sup>11</sup> A list of Task Force members is attached as Appendix C.

4. Substance Abuse & Mental Health services: Increase the identification of those who need substance abuse treatment or other behavioral supportive services and improve access thereto.
5. Collateral consequences: Ensure that laws, regulations, policies and practices are rationally related to public safety and do not unduly hinder the successful reintegration and opportunities of people with criminal histories.
6. Community Corrections: Continue to enlist and engage the participation of other state agencies and stakeholders in the risk reduction and reentry plan.
7. Faith-Based Programs: Expand faith-based programs inside ADOC institutions and in the community.
8. Data and Evaluation: Develop a comprehensive system for the collection and evaluation of Alaska criminal justice data that will permit ongoing monitoring and evaluation of the risk reduction and reentry initiatives.

The ADOC, along with its state and community partners, is committed, through the adoption of cost-effective, evidence-based measures, to embrace its constitutional and statutory mandate to protect public safety and provide reformatory programs to Alaska's prisoners.

#### **F. Alaska State Prisoner's Constitutional and Statutory Right to Rehabilitation**

Article I, Section 12 of the Alaska State Constitution provides: "Criminal administration shall be based upon the following: the need for protecting the public, community condemnation of the offender, the rights of victims of crime, restitution from the offender, and *the principle of reformation.*"

The Alaska Supreme Court has interpreted "the principle of reformation" to mean that state prisoners in Alaska have a constitutional right to rehabilitation services. *Rust v. State*, 584 P.2d 38 (Alaska 1978). This right was clarified in the *Abraham v. State*, where court held that the defendant had a constitutional right, while in prison, to rehabilitative treatment for his alcoholism, as such treatment was the key to reforming his criminal behavior. *Abraham v. State*, 585 P.2d 526 (Alaska 1978).

Alaska state statute AS 33.30.011 (3) provides that the commissioner [for the ADOC] shall, for persons committed to his custody, establish programs, . . . that are reasonably calculated to

- (A) protect the public and the victims of crimes committed by prisoners;
  - i. create or improve occupational skills;
  - ii. enhance education qualifications;

# **DEPARTMENT OF CORRECTIONS**



## **2010 HOMELESS OFFENDER SURVEY**

**October 2010**

**Tim Lyden  
Standards Administrator**

## TABLE OF CONTENTS

<b>PART ONE: INTRODUCTION</b>	<b>3</b>
<b>PART TWO: DEMOGRAPHICS</b>	<b>4</b>
Table 1. Respondents by Location	4
Table 2. Profile of the Offender Homeless at Least Once	4
<b>PART THREE: CITY OF ARREST</b>	<b>5</b>
Table 3. Top Cities of Arrest by Homelessness Histories	5
Chart 1. Top Cities of Arrest: Offenders homeless at least once	5
<b>PART FOUR: HOUSING BEFORE ARREST</b>	<b>6</b>
Table 4. Housing Before Arrest by Homelessness Histories	6
<b>PART FIVE: RELEASE PLANS</b>	<b>7</b>
Table 5. Cities of Release: Offenders homeless at least once	7
Table 6. Housing upon Release: Offenders homeless at least once	7
Table 7. Housing Payment Plans After Release	8
Chart 2. Housing Payment Plans After Release	8
<b>PART SIX: DISABILITIES AND THE HOMELESS OFFENDER</b>	<b>9</b>
Chart 3. Percent of Respondents with Self-Reported Disabilities	9
Table 8. Disability and Homelessness Histories of Offenders	9
Chart 4. Percentage of Self-Reported Disabilities by Homelessness Histories	10
<b>PART SEVEN: SUBSTANCE ABUSE AND THE HOMELESS OFFENDER</b>	<b>11</b>
Chart 5. Percent of Respondents Reporting Substance Abuse Problems	11
Table 9. Self-Reported Substance Abuse Problems by Homelessness Histories	11
Chart 6. Percentage of Substance Abuse Problems by Homelessness Histories	12
Chart 7. Percent of Respondents Reporting Substance Abuse Arrests	13
Table 10. Substance Abuse Arrests by Homelessness Histories	13
Chart 8. Percentage of Substance Abuse Arrests by Homelessness Histories	13
<b>PART EIGHT: VICTIMS OF VIOLENCE AND THE HOMELESS OFFENDER</b>	<b>14</b>
Chart 9. Percent of Respondents Reporting as Victims of Violence	14
Table 11. Victims of Violence by Homelessness Histories	14
Chart 10. Percentage of Victims of Violence by Homelessness Histories	14
<b>PART NINE: HEAD TRAUMA AND THE HOMELESS OFFENDER</b>	<b>15</b>
Chart 11. Percent of Respondents Reporting Head Injury	15
Table 12. Head Trauma Offenders by Homelessness Histories	15
Chart 12. Percentage of Head Trauma Offenders by Homelessness Histories	15



## **PART ONE: INTRODUCTION**

### **Survey Participation**

- The 2010 survey marks the seventh time that the Department has participated in the collection of survey responses from offenders.
  - Initial efforts focused primarily on gathering data from institutional offenders.
  - The 2008 Department survey focuses exclusively on offenders under probation and parole supervision within Alaska communities.
  - The 2010 survey is the largest snapshot taken by the Department's looking at homelessness and its related factors.
- The following data compiles over 3300 responses representing nearly 30% of all offenders under supervision by the Alaska Department of Corrections.

### **Data Interpretation Principles Applied**

- Since homelessness cannot easily be determined by some kinds of housing responses provided, few results based upon questionable data are shown.
- The following tables and charts reflect a greater emphasis placed on the self-reported disclosures of the respondent's history of homelessness.
- Detailed analysis focused primarily on responses for those who fell within three groupings of homelessness:
  - Homeless at least once
  - Homeless four or more times in the past three years.
  - Homeless for more than twelve months before arrest
- Responses from these groups are not unique values. In other words, an individual respondent may have been homeless four or more times and for more than twelve months before arrest. That individual would be counted in each subset of the homeless.
- Data on homeless respondents is highlighted to try to identify characteristics and factors of those who might be classified as chronic homeless individuals. This information is shown in the final 4 parts of this report.

## PART TWO: DEMOGRAPHICS

This table both reflects the location of the offenders who participated in the survey and captures the magnitude of the responses to provide the most comprehensive information on the offenders to date.

**Table 1. Respondents by Location**

Facilities	Responses	Community Corrections	Responses	Probation & Parole Supervision	Responses	Unknown Location	Totals
Anchorage	254	Cordova Center	13	Anchorage	358	206	
Anvil Mountain	59	Fairbanks EM	27	Bethel	34		
Fairbanks	170	Glacier Manor	1	Dillingham	42		
Hiland Mountain	250	Glennwood Center	21	Fairbanks	274		
Hudson (Colorado)	97	Parkview Center	39	Juneau	22		
Ketchikan	52	Seaside Center	35	Kenai	152		
Lemon Creek	28			Ketchikan	42		
Mat-Su	26			Kodiak	52		
Palmer	276			Nome	18		
Pt. Mackenzie	6			Palmer	287		
Spring Creek	131			Sitka	9		
Wildwood	321						
Yukon-Kuskokwim	53						
Participant Subtotal	1723		136		1290	206	3355
Total Population	4590		987		5757		11334
Percent of Participation	37.5%		13.8%		22.4%		29.6%

**Table 2. Profile of Offenders Homeless at Least Once**

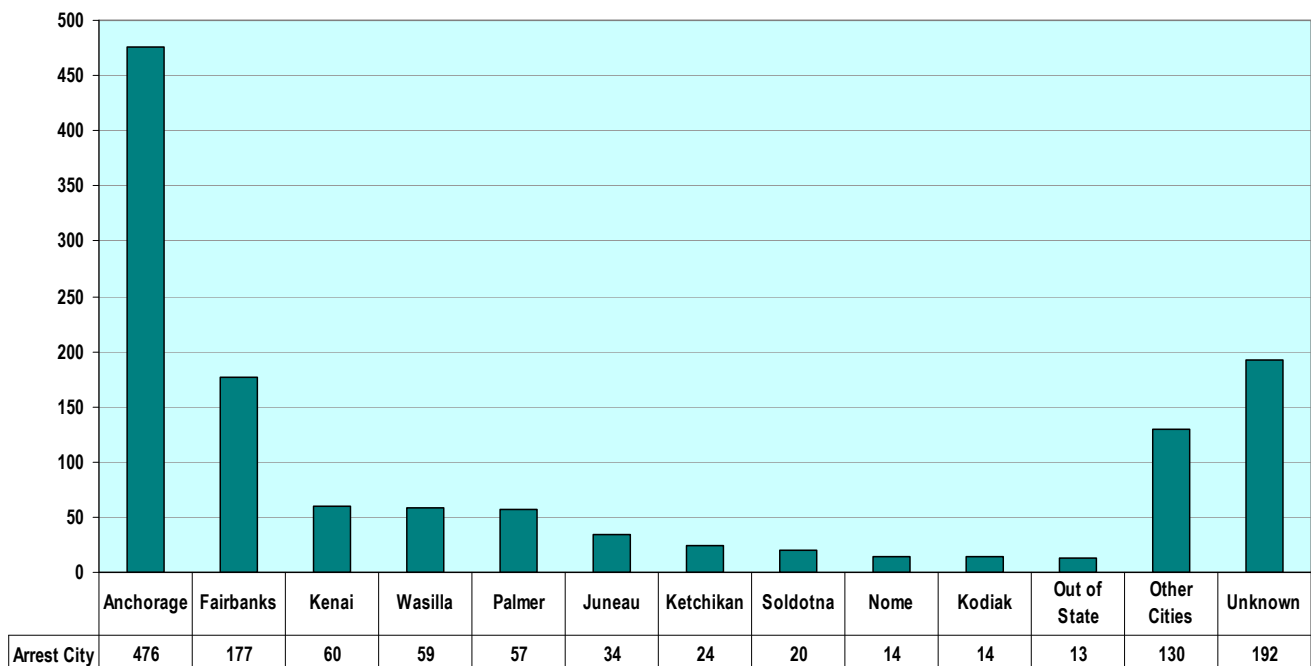
RESPONDENTS		FEMALE		MALE		UNKNOWN	
		#	%	#	%	#	%
		228	18.0%	1040	81.9%	2	0.2%
AGE	Average	28.0		34.07		31.5	
	Minimum	20		19		26	
	Maximum	60		79		37	
RACE	African-American	9	3.9%	84	8.1%		0.0%
	Alaska Native	70	30.7%	343	33.0%	1	50.0%
	American Indian	8	3.5%	19	1.8%		0.0%
	Asian, Pacific Islander	5	2.2%	28	2.7%		0.0%
	Hispanic	6	2.6%	34	3.3%		0.0%
	Other	9	3.9%	30	2.9%		0.0%
	Unknown	4	1.8%	20	1.9%		0.0%
	White/Caucasian	117	51.3%	482	46.3%	1	50.0%
MARITAL STATUS	Partnered with children	48	21.1%	221	21.3%	2	100.0%
	Partnered: no children	23	10.1%	68	6.5%		0.0%
	Single	143	62.7%	723	69.5%		0.0%
	Single with children	7	3.1%	1	0.1%		0.0%
	Unknown	7	3.1%	27	2.6%		0.0%
HOUSEHOLD SIZE	Average	2.06		1.59		2	
	Minimum	0		0		0	
	Maximum	20		6		4	

## PART THREE: CITY OF ARREST

Table 3: Top Cities of Arrest by Homelessness Histories

Arrest City	Homeless at Least Once	Homeless 4 or more times in last 3 years	Homeless 12 or more months before arrest
Anchorage	476	109	119
Fairbanks	177	33	38
Kenai	60	10	11
Wasilla	59	10	8
Palmer	57	9	10
Juneau	34		8
Ketchikan	24		3
Soldotna	20	3	4
Nome	14	2	
Kodiak	14		4
Out of State	13	1	3
Other Cities	130	25	26
Unknown	192	18	22
<b>Totals</b>	<b>1270</b>	<b>220</b>	<b>256</b>

Chart 1: Top Cities of Arrest: Offenders who have been Homeless at Least Once.



## PART FOUR: HOUSING BEFORE ARREST

**Table 4. Housing before arrest by Homelessness Histories**

Housing Before Arrest	Never Homeless	Homeless at least once	Homeless 4 or more times in last 3 years	Homeless 12 or more months
Assisted Living Facility	5	19	4	4
Group Home	9	14	2	3
In a motel	21	92	24	26
Mental Health Treatment Center/Hospital	1	7	1	1
Shelter/on the street	14	187	78	79
Substance Abuse Treatment Center	7	10	2	1
Unknown	142	69	28	24
With family	192	69	9	10
With family (permanent)	318	81	5	7
With family (temporary)	186	158	30	25
With friends	41	70	12	12
With friends (permanent)	48	32	4	5
With friends (temporary)	118	239	55	69
Your Own Apartment	467	240	14	26
Your Own Home	523	139	9	6
<b>Responses</b>	<b>2092</b>	<b>1426</b>	<b>277</b>	<b>298</b>
<b>Respondents</b>	<b>1986</b>	<b>1270</b>	<b>220</b>	<b>256</b>

The data in gray represents the responses where the Department of Housing and Urban Development (HUD) finds the homeless status of the respondent questionable. Offenders who self-reported never being homeless but reported living in a motel or with friends contributes significantly towards the interpretation of homelessness.

## PART FIVE: RELEASE PLANS

Table 5. City of Release (Offenders homeless at least once)

Housing City Upon Release	Homeless at least once	Homeless 4 or more times in last 3 years	Homeless 12 or more months before arrest
Anchorage	512	115	130
Fairbanks	168	26	37
Kenai	63	11	11
Palmer	54	12	10
Juneau	32	2	9
Wasilla	31	6	6
Ketchikan	19	0	0
Nome	15	2	2
Soldotna	11	4	4
Eagle River	9	3	1
Other Communities	72	8	9
Unknown	284	31	37
<b>Grand Total</b>	<b>1270</b>	<b>220</b>	<b>256</b>

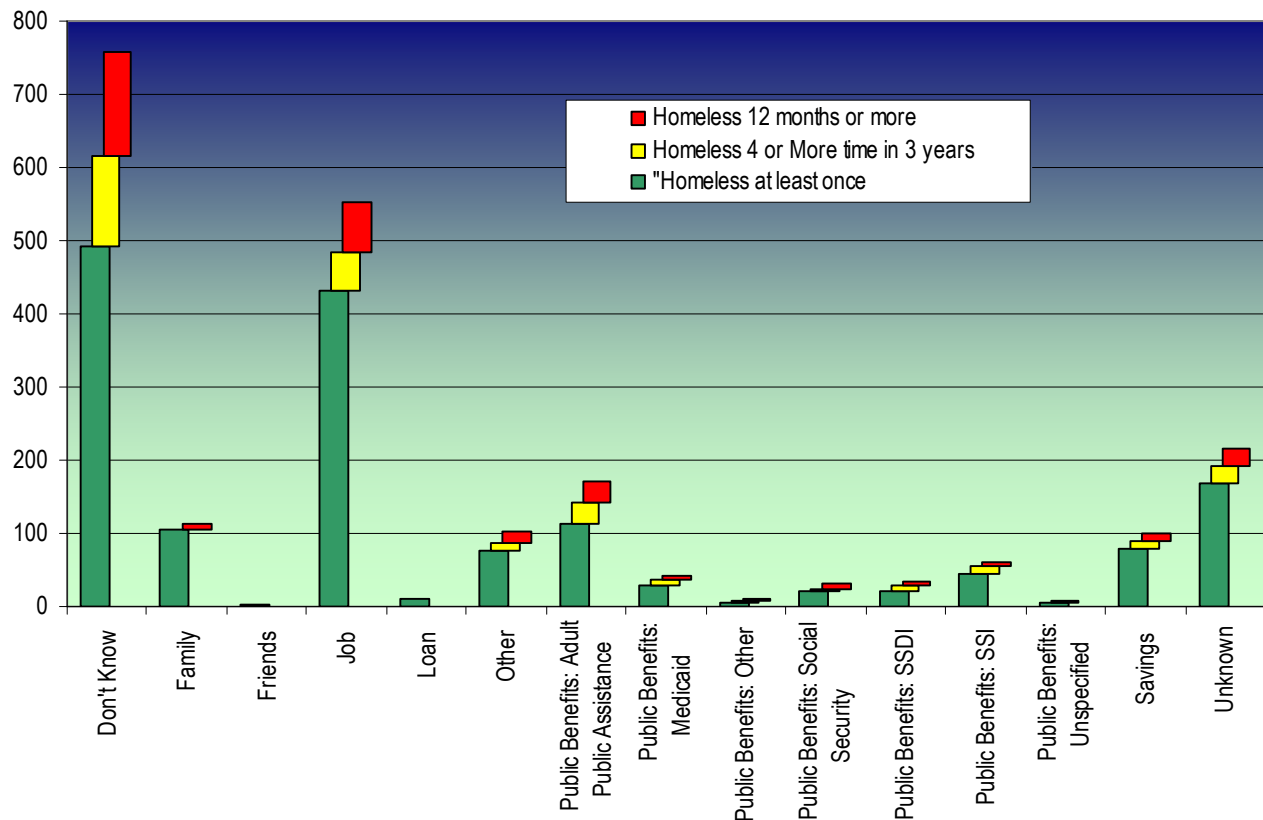
Table 6. Housing Plans upon Release (Offenders homeless at least once)

Housing After Release	Homeless at least once	Homeless 4 or more times in last 3 years	Homeless 12 or more months
Assisted Living Facility	23	2	7
Don't know yet	382	89	107
Group Home	16	3	2
In a motel	27		5
Mental Health Treatment Center/Hospital	8	2	2
Shelter/on the street	177	62	67
Substance Abuse Treatment Center	18	4	3
With family	64	7	6
With family (permanent)	62	5	2
With family (temporary)	126	18	21
With friends	23	6	1
With friends (permanent)	13	1	2
With friends (temporary)	94	22	18
Your Own Apartment	145	13	21
Your Own Home	118	7	9
Unknown	112	9	10
<b>Responses</b>	<b>1297</b>	<b>250</b>	<b>283</b>
<b>Respondents</b>	<b>1270</b>	<b>220</b>	<b>256</b>

**Table 7 . Housing Payment Plans After Release**

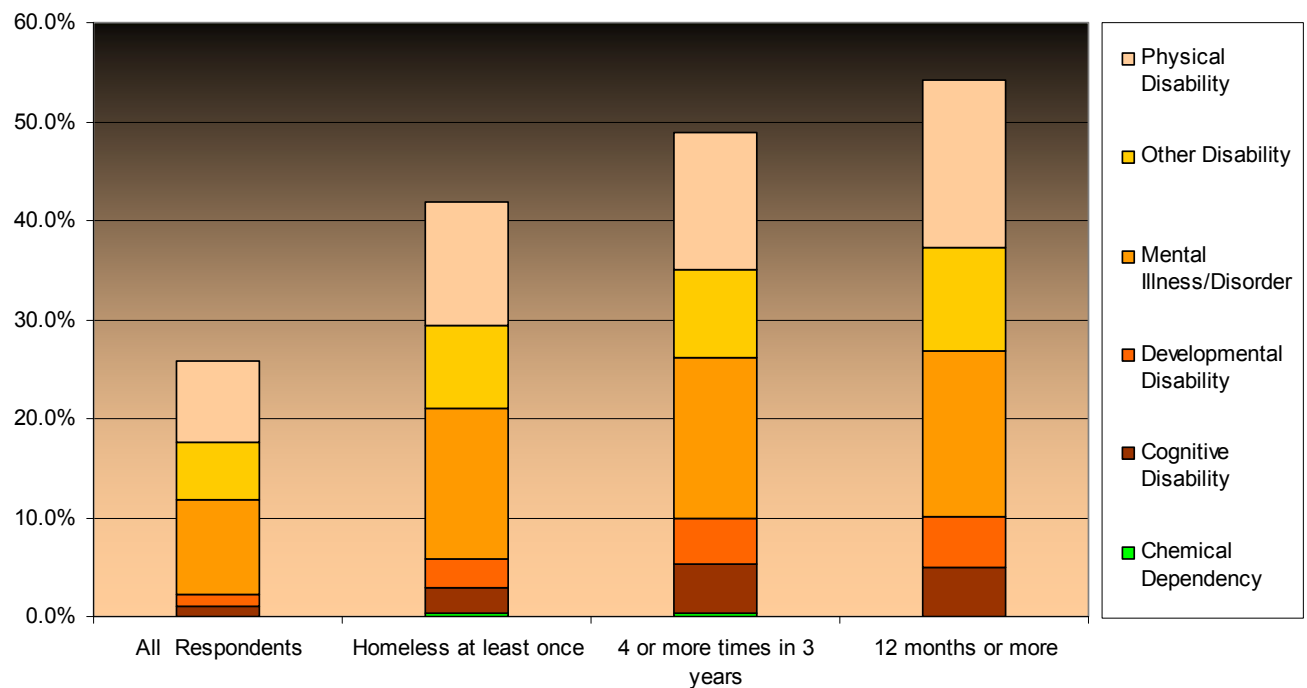
Housing Payment Plan (s)	Homeless at least once	Homeless 4 or more times in last 3 years	Homeless 12 months or more months
Don't Know	493	123	143
Family	104		8
Friends	2		
Job	431	53	69
Loan	10		1
Other	76	12	15
Public Benefits: Adult Public Assistance	113	29	28
Public Benefits: Medicaid	30	8	5
Public Benefits: Other	6	1	3
Public Benefits: Social Security	20	3	8
Public Benefits: SSDI	22	6	7
Public Benefits: SSI	45	9	6
Public Benefits: Unspecified	5	2	
Savings	78	11	10
Unknown	169	24	22
<b>Responses</b>	<b>1604</b>	<b>281</b>	<b>325</b>
<b>Respondents</b>	<b>1270</b>	<b>220</b>	<b>256</b>

**Chart 2. Housing Payment Plans After Release**



## PART SIX: DISABILITIES AND THE HOMELESS OFFENDER

**Chart 3. Percent of Respondents with Self-Reported Disabilities**



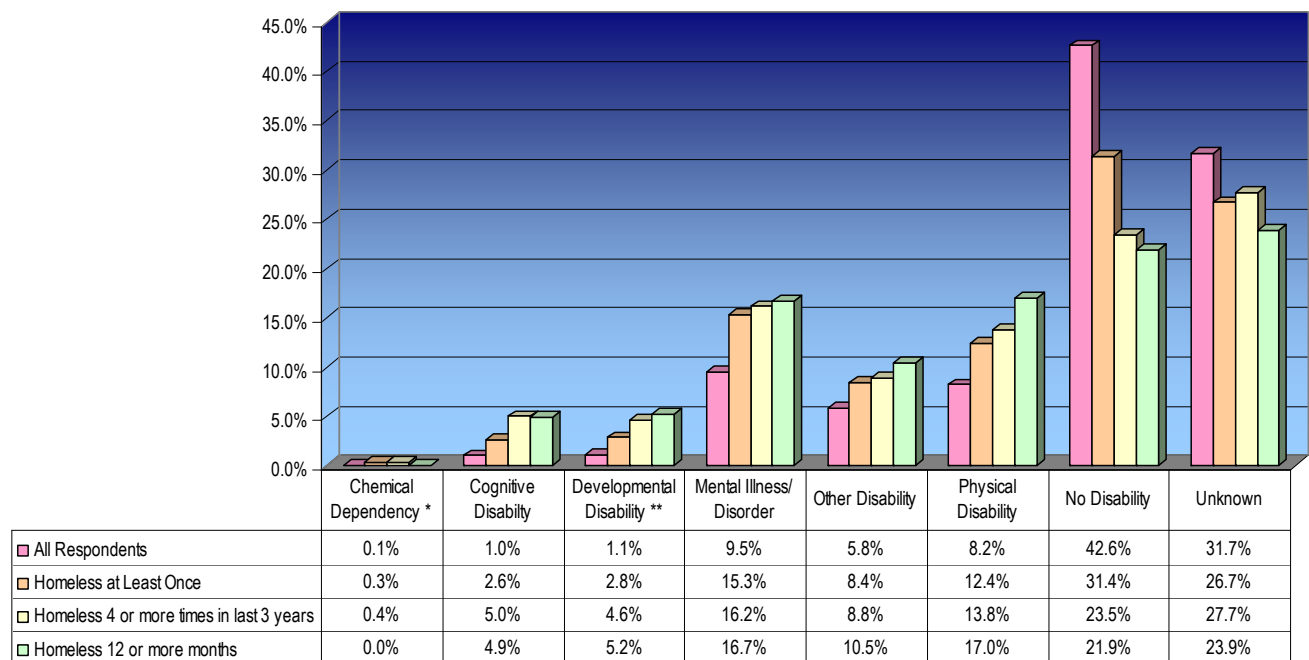
**Table 8. Self-Reported Disability and Homelessness Histories of Offenders**

Disabilities	All Respondents		Homeless at least once		4 or more times in 3 years		12 months or more	
	#	%	#	%	#	%	#	%
Chemical Dependency *	2	0.1%	4	0.3%	1	0.4%		0.0%
Cognitive Disability	35	1.0%	37	2.6%	13	5.0%	15	4.9%
Developmental Disability **	39	1.1%	40	2.8%	12	4.6%	16	5.2%
Mental Illness/ Disorder	328	9.5%	215	15.3%	42	16.2%	51	16.7%
Other Disability	199	5.8%	118	8.4%	23	8.8%	32	10.5%
Physical Disability	282	8.2%	174	12.4%	36	13.8%	52	17.0%
No Disability	1465	42.6%	441	31.4%	61	23.5%	67	21.9%
Unknown	1089	31.7%	375	26.7%	72	27.7%	73	23.9%
<b>Responses</b>	<b>3439</b>		<b>1404</b>		<b>260</b>		<b>306</b>	
<b>Respondents</b>	<b>3355</b>		<b>1270</b>		<b>220</b>		<b>256</b>	

\* Substance abuse and drug dependency responses recorded under chemical dependency.

\*\* Attention deficit disorder (ADD) and Attention deficit hyperactive disorders (ADHD) recorded under developmental disabilities.

**Chart 4. Percentage of Self-Reported Disabilities by Homelessness Histories**



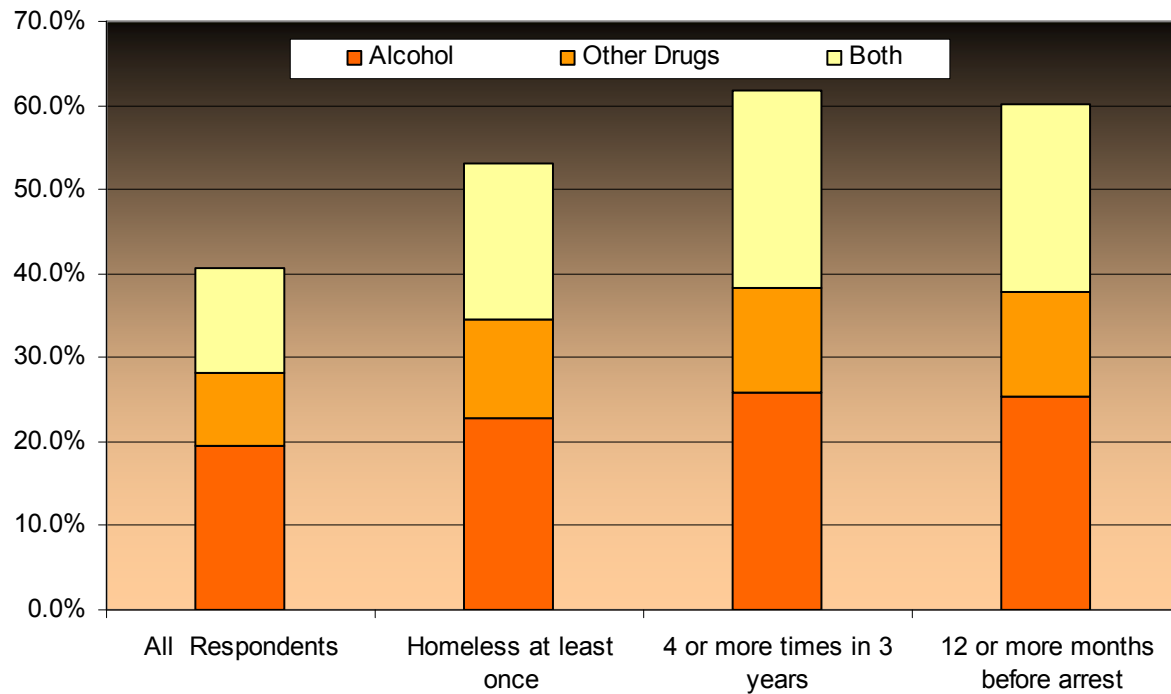
\* Substance abuse and drug dependency responses recorded under chemical dependency.

\*\* Attention deficit disorder (ADD) and Attention deficit hyperactive disorders (ADHD) recorded under developmental disabilities.



## PART SEVEN: SUBSTANCE ABUSE AND THE HOMELESS OFFENDER

**Chart 5. Percent of Respondents Reporting Substance Abuse Problems**

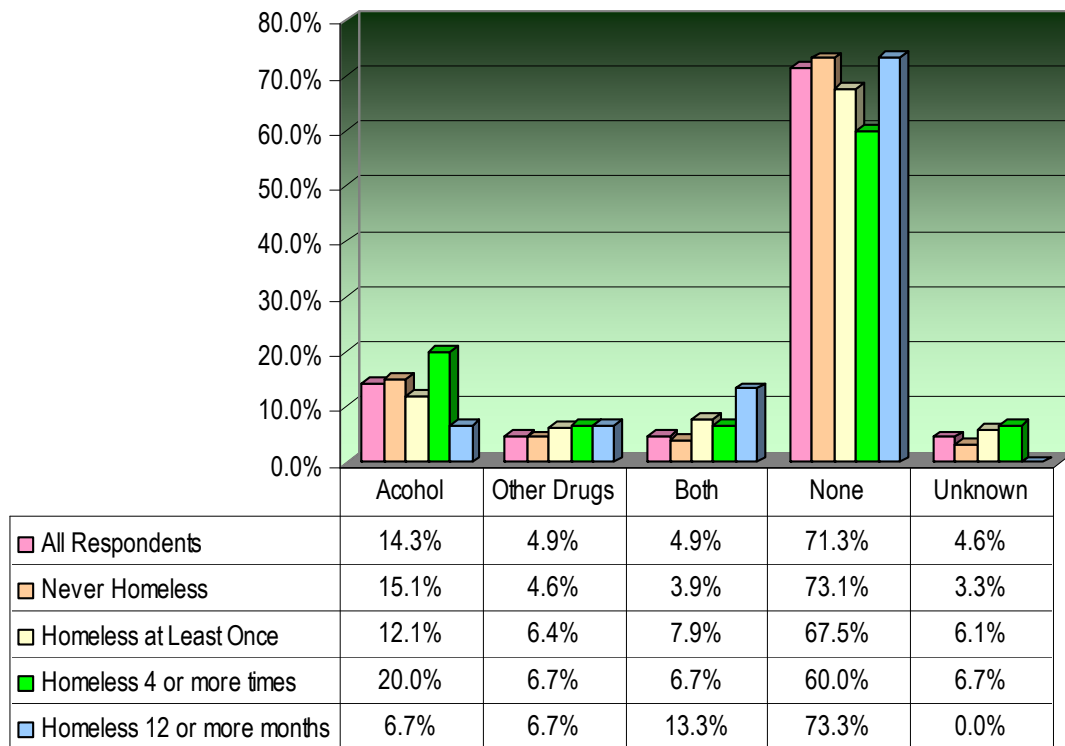


**Table 9. Self-Reported Substance Abuse Problems by Respondents**

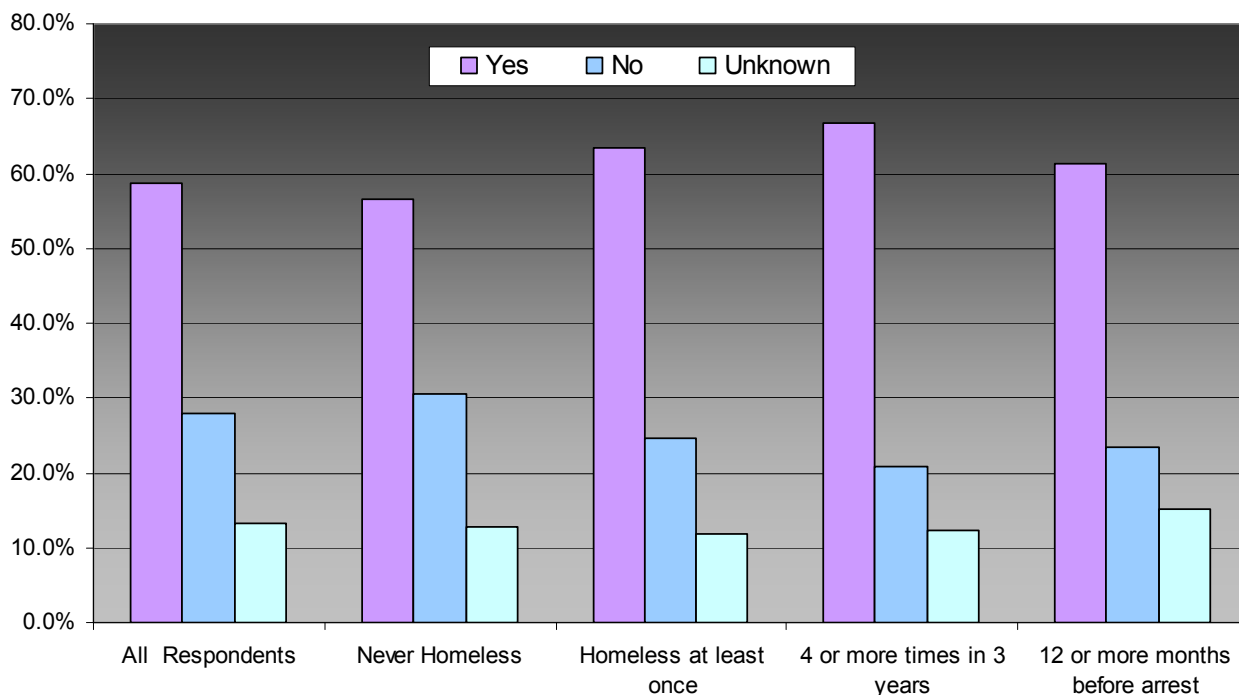
Substance Abuse Problems	All Respondents		Homeless at least once		4 or more times in 3 years		12 or more months before arrest	
	#	%	#	%	#	%	#	%
Alcohol	658	19.6%	288	22.7%	57	25.9%	65	25.4%
Other Drugs	287	8.6%	152	12.0%	27	12.3%	32	12.5%
Both	418	12.5%	235	18.5%	52	23.6%	57	22.3%
None	1773	52.8%	535	42.1%	72	32.7%	85	33.2%
Unknown	219	6.5%	60	4.7%	12	5.5%	17	6.6%
<b>TOTALS</b>	<b>3355</b>		<b>1270</b>		<b>220</b>		<b>256</b>	

Similar to the self-reporting of disabilities by respondents, it is likely that the incidence of substance abuse is underreported. The Arrestee Drug Abuse Monitoring (ADAM) Program, a three year study by the National Institute of Justice (NIJ) at the Sixth Avenue and Cook Inlet Pre-trial facilities, indicated in 2001 that ninety-two percent of male arrestees self-reported to be at risk for either abuse or dependence for either alcohol, or other drugs, or both.

**Chart 6. Percentage of Substance Abuse Problems by Homeless Histories**



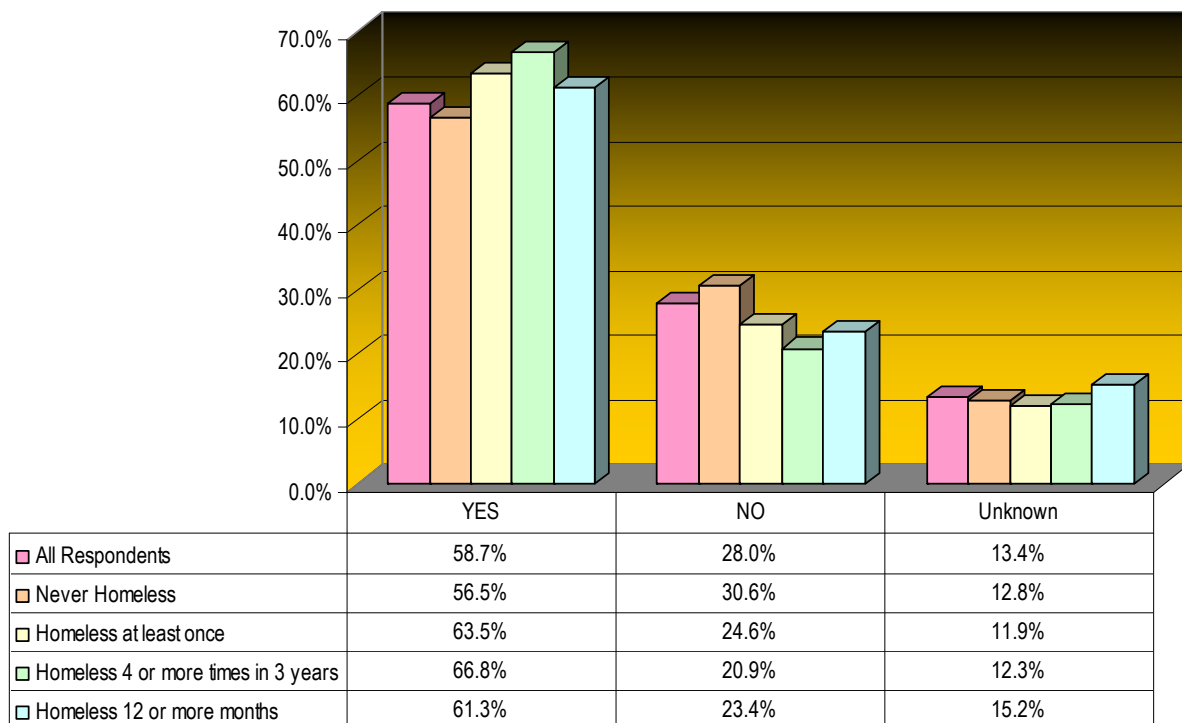
**Chart 7. Percent of Respondents Reporting Substance Abuse Arrests**



**Table 10. Substance Abuse Arrests by Homelessness Histories**

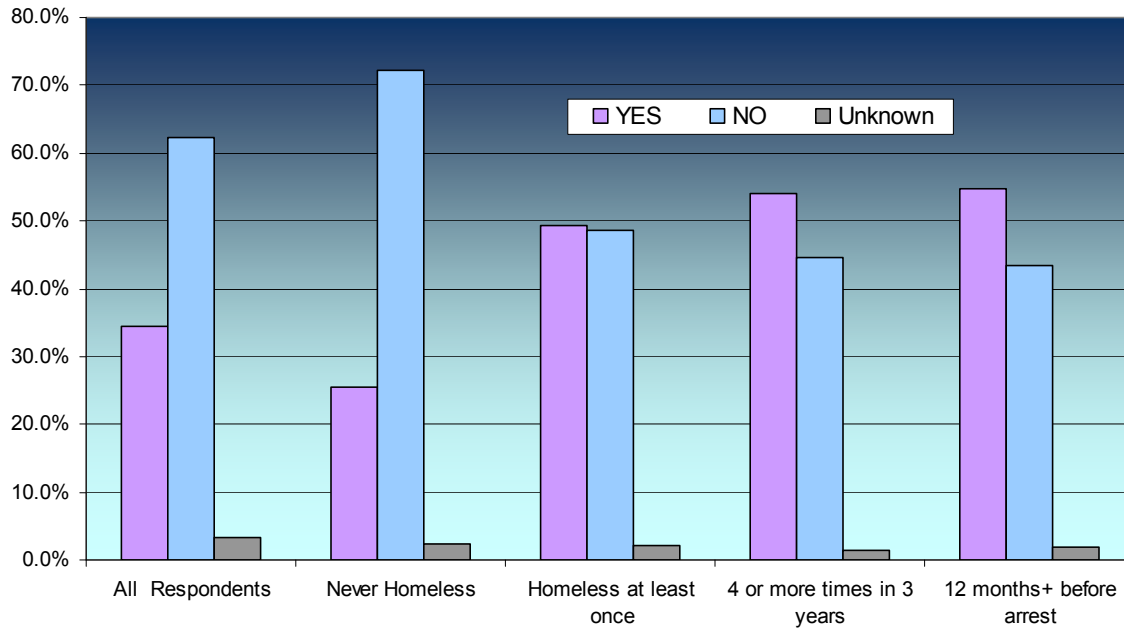
Substance Abuse Arrest (s)	All Respondents		Never Homeless		Homeless at least once		4 or more times in 3 years		12 or more months before arrest	
	#	%	#	%	#	%	#	%	#	%
YES	1969	58.7%	1123	56.5%	806	63.5%	147	66.8%	157	61.3%
NO	938	28.0%	608	30.6%	313	24.6%	46	20.9%	60	23.4%
Unknown	448	13.4%	255	12.8%	151	11.9%	27	12.3%	39	15.2%
TOTALS	3355		1986		1270		220		256	

**Chart 8. Percentage of Substance Abuse Arrests by Homelessness Histories**



## PART EIGHT: VICTIMS OF VIOLENCE AND THE HOMELESS OFFENDER

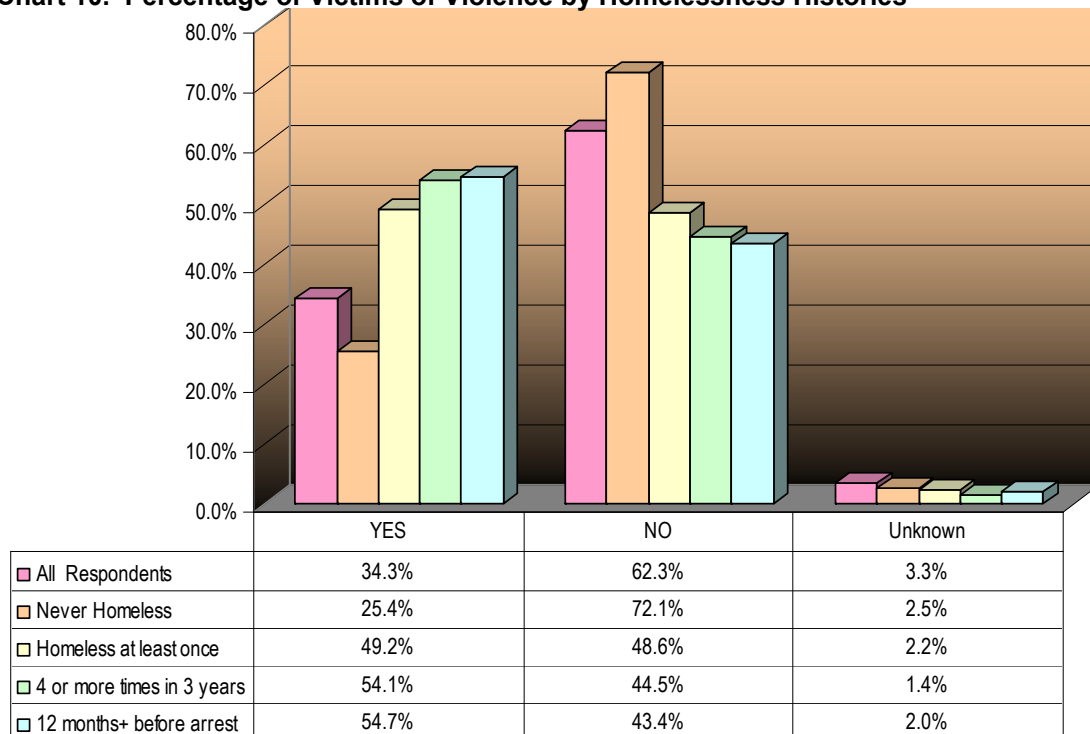
**Chart 9. Percent of Respondents Reporting as Victims of Violence**



**Table 11. Victims of Violence by Homelessness Histories**

Victim of Violence	All Respondents		Never Homeless		Homeless at least once		4 or more times in 3 years		12 months+ before arrest	
	#	%	#	%	#	%	#	%	#	%
YES	1152	34.3%	505	25.4%	625	49.2%	119	54.1%	140	54.7%
NO	2091	62.3%	1432	72.1%	617	48.6%	98	44.5%	111	43.4%
Unknown	112	3.3%	49	2.5%	28	2.2%	3	1.4%	5	2.0%
<b>TOTALS</b>	<b>3355</b>		<b>1986</b>		<b>1270</b>		<b>220</b>		<b>256</b>	

**Chart 10. Percentage of Victims of Violence by Homelessness Histories**



**Chart 11. Percent of Respondents Reporting Head Trauma**



**Table 12. Head Trauma Offenders by Homelessness Histories**

Head Injury	All Respondents		Never Homeless		Homeless at least once		4 or more times in 3 years		12 months+ before arrest	
	#	%	#	%	#	%	#	%	#	%
YES	1609	48.0%	805	40.5%	772	60.8%	133	60.5%	174	68.0%
NO	1632	48.6%	1121	56.4%	476	37.5%	84	38.2%	78	30.5%
Unknown	114	3.4%	60	3.0%	22	1.7%	3	1.4%	4	1.6%
<b>TOTALS</b>	<b>3355</b>		<b>1986</b>		<b>1270</b>		<b>220</b>		<b>256</b>	

**Chart 12. Percentage of Head Trauma Offenders by Homelessness Histories**

