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Alaska Results First Initiative

Adult Criminal Justice Program Benefit Cost Analysis

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Contents

Executive Summary

In 2015, Alaska's community of criminal justice policymakers, practitioners, and researchers committed to partnering with the Pew-MacArthur Results First Initiative (RF Initiative) to develop comprehensive and rigorously derived estimates of the benefits and costs of the state's adult criminal justice programs. All three branches of Alaska's state government supported Alaska's application to join the RF Initiative. With this strong support, Alaska became the 19th jurisdiction to partner with the RF Initiative. The Alaska Justice Information Center (AJiC) at the University of Alaska Anchorage was tasked with coordinating Alaska's RF Initiative, data collection, executing all preliminary data analyses as well as deriving Alaska-specific estimates using the RF benefit cost model, and dissemination of the initiative's results.

Why undertake such an initiative? Two reasons. First, Alaska's adult criminal justice system costs – and the state's correctional costs, in particular – have exploded in recent decades. Since 1995, Alaska's adult correctional costs have increased by an estimated 160 percent. Second, Alaska's recidivism rates have remained persistently high. Approximately two out of every three offenders released from Alaska prisons will return within three years, according to the Alaska Criminal Justice Commission. These two features of the Alaska adult criminal justice landscape – exploding costs and persistently high recidivism – suggest that Alaska is not getting much return for its substantial investments in criminal justice programs. But, is such a suggestion accurate? To what extent are Alaska's adult criminal justice programs performing to expectation and providing adequate levels of return? The goal of Alaska's RF Initiative was to provide answers to these and other questions.

AJiC adapted the RF model to Alaska using a three-phase compile-cost-compare process. The compile process involved developing a program inventory of the state's investment in adult criminal justice programs, and identifying the programs to be included in Alaska's RF model. The cost phase monetized the costs and benefits of each program included in the model. Finally, in the compare phase, the RF model was used to produce a ratio of programmatic benefits to programmatic costs for these programs. This benefit cost ratio is a monetary measure of return on investment.

Importantly, the RF process is not a direct evaluation of Alaska's adult criminal justice programs. Rather, it is an economic model that estimates the benefits and the costs of Alaska adult criminal justice programs using a combination of national and state-specific data.

Program Inventory

Within the context of Alaska's RF Initiative, the term program inventory refers to the procedures and criteria used for compiling the state's roster of adult criminal justice programs.

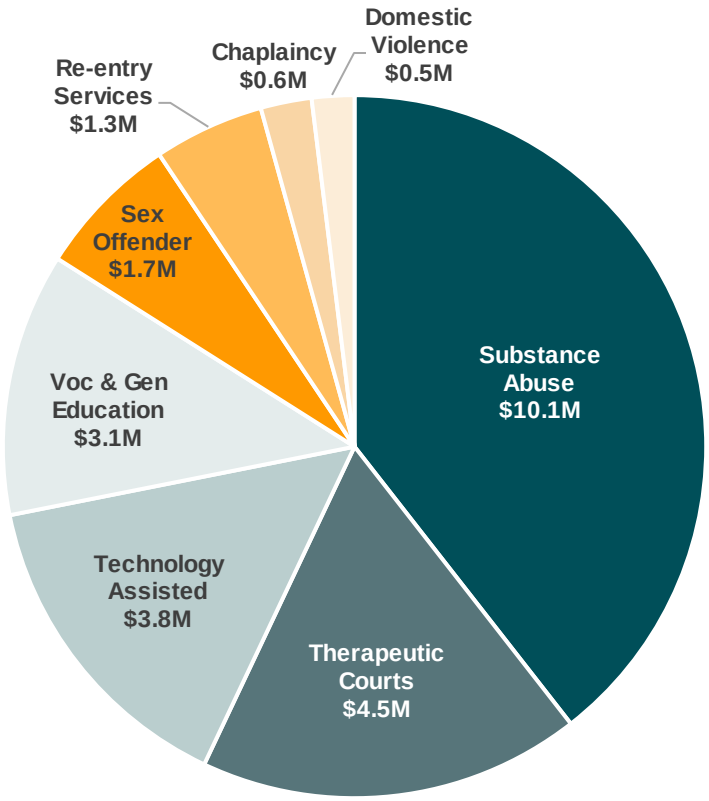
Alaska's RF adult criminal justice program inventory was a collaborative effort of the Alaska RF Programs Working Group and AJiC. Members of the working group identified and provided descriptive, budgetary, and participant data about programs overseen by their organizations. AJiC facilitated and coordinated the group's efforts, and collected, consolidated, and analyzed the program data provided.

The primary goal of the program inventory was to identify evidence-based programs to be entered into the RF model. Secondary goals were to identify and describe the full range of adult criminal justice programs in Alaska, and to estimate the annual costs of those adult criminal justice programs that were funded wholly, or in part, by the State of Alaska.

Key Findings

The state's investments in adult criminal justice programs total approximately $25.5 million annually to state agencies. The table below breaks out the investment into eight program groupings (explained in Chapter 2).

Figure 2-1. Distribution of Annual State Funding by Program Category



We were able to conduct benefit cost analyses on 19 programs. These Alaska's RF model programs accounted for 82.3 percent ($21.0 million) of the state's total investment in adult criminal justice programming ($25.5 million).

An additional 7.7 percent ($2 million) was allocated to programs identified in the evidence base but for which robust effect sizes could not be computed or where the evidence was not about recidivism. Taken together, 90 percent of the funds allocated by the state to adult criminal justice programs ($23.0 million out of $25.5 million) were for programs backed by evidence.

Programmatic Costs

In order to derive benefit cost ratios for Alaska's adult criminal justice programs, AJiC and its criminal justice agency partners had to first estimate incremental, per-participant program costs that excluded fixed costs such administrative overhead. AJiC staff worked closely with program managers and coordinators to identify the appropriate expenditures, and to obtain the most detailed expense and treatment data available. AJiC was able to derive Alaska-specific cost estimates for 17 of the 19 programs included in the Alaska RF model. Cost estimates for the other 2 programs were based on Washington data.

Key Findings

Annual per-participant program marginal costs ranged from $404 for the PsychEd program to $30,577 for the felony DUI court.

Programmatic Benefits: Baseline Recidivism

The RF model calculates the monetary benefits of an adult criminal justice program based on its expected effect on recidivism. Benefits are determined by estimating future criminal justice system administration costs and future costs to victims that are avoided due to recidivism reduction.

To establish baseline recidivism parameters, we first identified groups of offenders (cohorts) similar to participants in Alaska RF programs and then determined their pattern of new convictions (recidivism) over time. Alaska RF cohorts consisted of convicted offenders discharged from Alaska Department of Corrections (DOC) facilities in 2007. A total of nine offender cohorts were selected. AJiC tracked the recidivism of each cohort for a period of eight years.

Within the model, recidivism is defined as any new criminal offense that results in a conviction.

Four recidivism parameters were calculated for use in the RF model: cumulative recidivism rate, hazard rate, most serious recidivism offense, and average number of trips through the criminal justice system. Each parameter was computed for each of the seven RF crime categories: homicide, felony sex offense, felony robbery, felony assault, felony property, felony drug and other, and misdemeanor.

Key Findings

Cumulative recidivism rates were highly variable, depending on offender cohort. For example, the highest cumulative recidivism rate observed was that of the domestic violence cohort. More than 7 out of 10 members of this cohort were reconvicted of at least 1 new criminal offense (any offense) within 8 years following release from a DOC institution. In contrast, the lowest cumulative recidivism rate observed was that of the sex offense cohort. Approximately 5 out of 10 members of this cohort were reconvicted of at least 1 new criminal offense (any offense) within 8 years following release from prison.

In general, the risk of recidivism is highest in the first year following release from prison, and declines in a linear fashion after 3 years. However, there is considerable variability across offender cohorts.

For all but 1 offender cohort, the most serious recidivism offense during the follow-up period was most likely a misdemeanor. In most cohorts, misdemeanors accounted for approximately 45 percent to 65 percent of most serious recidivating offenses. The percentage was even higher for the sex offender (69.1%) and DV (87.1%) cohorts.

Programmatic Benefits: Recidivism Costs

Within the RF framework, the benefits of Alaska's adult criminal justice programs are measured in two ways: (1) avoided future criminal justice system administration costs, and (2) avoided future victimization costs.

With respect to criminal justice system administration costs, the Alaska RF model required four parameters: the average cost of an arrest (policing cost), the average cost of adjudication (prosecutors, public defenders, courts), the average annual cost of incarceration, and the average annual cost of community supervision. Each of these criminal justice system administration costs was estimated for each of seven RF crime categories. Importantly, although all convictions incur arrest and adjudication expenses, not all result in incarceration or community

supervision. Therefore, the Alaska RF model also required estimation of the probability of resource use, and the average duration of resource use for incarceration and community supervision.

Except for adjudication costs, which were based on adjusted Washington state costs, all other criminal justice system administration system estimates were based on Alaska-specific data. Costs to victims were based on national data on tangible victim costs and jury awards for intangible costs.

Key Findings

Average criminal justice system costs were $287,712 for an offender convicted of homicide. They were $2,612 for someone whose most serious conviction was a misdemeanor.

The value of an avoided conviction for an offender previously convicted of a felony (any type) was estimated to be between $115,755 and $150,694. Estimated victimization costs varied widely, depending on crime type.

Benefits: Recidivism Reduction Percentage

The monetary value of recidivism reduction based on the expected recidivism reduction percentage expected by the program. This percentage reduction is applied to the baseline recidivism pattern for the Alaska cohort similar to participants in the program. The cost of the avoided offenses is the monetary benefit due to the program's effect on recidivism.

Key Findings

Overall, Alaska offers adult criminal justice programs with impressive recidivism reduction effects. Notably, the expected percentage recidivism reduction for community-based sex offender treatment was 32.4 percent. Eight programs, including all the therapeutic courts were expected to reduce recidivism between 20.0 percent and 26.3 percent. All but 4 of the 19 modeled programs were expected to reduce recidivism by more than 10 percent.

Benefit Cost Ratio

The benefit cost ratio (program benefits divided by program costs) should be thought of as **future benefits relative to current costs**. It is a measure of a program's efficiency with respect to delivering recidivism reduction.

Importantly, a program's benefit cost ratio is not fixed. It can be improved by increasing program benefits, by decreasing program costs, or both. Benefits can be increased modifying features to allow match to a more effective program, or by targeting the program to a cohort with a more costly pattern of recidivism.

Three factors contributed to higher per person program costs for multiple programs: where the program is delivered, whether the program operated at capacity, and its contract structure. Changes in these areas would reduce average per person costs and improve a program's benefit cost ratio.

Key Findings

The benefit cost ratios for Alaska's 19 RF model programs ranged from $23.80 for PsychEd to ($0.13) for Community BIPs. (See table on the next page.)

Fourteen programs had benefit cost ratios ranging from $1.08 to $23.80. A ratio of greater than $1 means that programs generated monetary benefits exceeding costs.

Four programs had benefit cost ratios ranging from $0.34 to $0.80. A ratio greater than zero but less than $1 means the program generated positive return with tangible monetary benefits, but the return was not equal to

the amount invested. All programs in this range were highly effective with respect to recidivism reduction, but they were costly to deliver.

One program, had a benefit cost ratio of -$0.13. A ratio less than zero indicates a negative return.

The table below shows Alaska RF model programs ranked by benefit cost ratio (on the left) and by expected recidivism reduction percentage (on the right). It is meant to give the range of results for these two key measures.[1] The table is explained in more detail in Chapter 6. (See Appendix C for an explanation of program identifiers and names.)

Table 6-2. Comparison of Program Ranks: Benefit Cost Ratio versus Expected Recidivism Reduction

6-2a. 'Ranked by benefit cost ratio

Rank	Report ID	Alaska program name	Benefit cost ratio
1	SAP-1	PsychEd	$23.80
2	VGE-1	General Ed.	$10.58
3	VGE-2	Vocat. Ed.	$7.11
4	SX-1B	SOTX-community (FY17)	$6.33
5	SAP-3	IOPSAT-DD	$4.89
6	SAP-2	IOPSAT-prison	$4.87
7	SX-1A	SOTX-community (FY15)	$4.43
8	SAC-2	PACE	$3.07
9	TA-1	EM-sentenced *	$3.03
10	SX-2	SOTX-prison outpatient	$2.38
11	SAP-4	RSAT	$1.97
12	SAC-3	ASAP	$1.51
13	SAC-1B	IOPSAT-community (FY17)	$1.32
14	TC-4	Felony Drug Court *	$1.22
15	TC-5	Mental Health Courts *	$1.16
16	SAC-1A	IOPSAT-community (FY16)	$1.08
17	TC-3B	Hybrid Courts as Drug Courts *	$0.80
18	SX-3	SOTX-prison TC	$0.72
19	TC-3A	Hybrid Courts as DUI Courts *	$0.69
20	TC-2	Felony DUI Courts *	$0.60
21	TC-1	Misd. DUI Court *	$0.34
22	DV-1	Community BIPs	($0.13)

6-2b. 'Ranked by expected recidivism reduction

Rank	Report ID	Alaska program name	Average recidivism reduction
1(t)	SX-1B	SOTX-community (FY17)	32.4%
1(t)	SX-1A	SOTX-community (FY15)	32.4%
3(t)	TC-4	Felony Drug Court	26.3%
3(t)	TC-3B	Hybrid Courts as Drug Courts	26.3%
5	VGE-1	General Ed.	23.4%
6	VGE-2	Vocat. Ed.	21.9%
7	SAC-2	PACE	21.8%
8	TC-5	Mental Health Courts	20.6%
9	TC-1	Misd. DUI Court	20.2%
10(t)	TC-3A	Hybrid Courts as DUI Courts	20.0%
10(t)	TC-2	Felony DUI Courts	20.0%
12(t)	SX-2	SOTX-prison outpatient	17.7%
12(t)	SX-3	SOTX-prison TC	17.7%
14(t)	SAP-3	IOPSAT-DD	17.4%
14(t)	SAP-2	IOPSAT-prison	17.4%
16	SAP-1	PsychEd	15.2%
17	SAP-4	RSAT	11.9%
18	SAC-3	ASAP	8.9%
19	TA-1	EM-sentenced	3.2%
20(t)	SAC-1B	IOPSAT-community (FY17)	2.5%
20(t)	SAC-1A	IOPSAT-community (FY16)	2.5%
22	DV-1	Community BIPs	-0.7%

(t) indicates tied rank.

Using the Results First Findings

Benefit cost ratios should be considered alongside evidence of a program's effectiveness and within the context of state budget allocations for adult criminal justice programs overall —not just the ones in the model. Managers of state funds can use RF findings at a number of levels. Policymakers, who allocate funds in broad categories, can get a portfolio-like sense of adult criminal justice program investment. They can compare the number of

[1] The table shows 22 programs. This is because 3 programs were modeled twice, for reasons explained in Chapter 6. For purposed of this overview, the "A" versions (as denoted in the report id) can be ignored. The "B" versions did not change the main findings.

evidence-based programs and range of effectiveness and efficiency ratings delivered in their allocations to agencies. Agency staff can use results to make tactical decisions about the programs within their budget allocation.

The Alaska RF results provide a decision-making *tool* not a decision-making *rule*. Reducing recidivism is a strategic goal for the state. A program's expected impact on recidivism—an evidence-based finding provided by the model—must be considered alongside the benefit cost ratio. As well, other strategic needs that impact the program must be considered. Detailed findings can be used to improve program efficiency and/or identify more effective programs.

The Alaska RF model provides policymakers with a tool for analyzing the potential monetary effectiveness of programs being considered for addition to current adult criminal justice programming. What-if analysis based on Alaska's costs and recidivism patterns of Alaska offenders can be used to estimate the level of recidivism reduction that might be achieved with programs that are not currently in our program inventory. It is also possible to compute a break-even point for an evidence-based program to be implemented in Alaska.

Underutilized program capacity increases a program's per person cost and lowers its benefit cost ratio. At the other extreme, programs that operate with higher demand than available capacity prevent future avoided costs from being realized. Several effective and efficient programs have higher demand than current capacity, notably, sex offender programs. The state can maximize future avoided costs while supporting recidivism reduction, by correcting barriers that prevent maximum deployment of such programs to all eligible participants.

Model estimates could be improved at the **program level**, by collecting and compiling data with research and evaluation in mind, and at the **policy level**, by establishing a program and culture of rigorous program evaluation and assessment, and institutionalize a paradigm of continual process improvement.

Chapter 1
Introduction

In the spring of 2015, Alaska became the 19th jurisdiction to partner with the **Pew-MacArthur Results First Initiative (RF Initiative)**. The initiative, a joint effort of The Pew Charitable Trusts and the John D. and Catherine T. MacArthur Foundation, assists jurisdictions with the implementation of an innovative and complex return on investment model. The analytic tools and technical assistance provided by RF help jurisdictions develop comprehensive estimates of the benefits and costs of public programs.

This report presents the results of implementing the RF approach to adult criminal justice programs in Alaska. Specifically, it provides a roadmap to the process developed to identify Alaska's evidence-based adult criminal justice programs and to apply the **RF benefit cost model (RF model)** to these programs. **Evidence-based programs** are ones whose level of effectiveness is supported by rigorous, credible research.

Because of the wealth of information collected, the report provides not only a benefit cost analysis of programs in Alaska's RF model, it also provides information that can be used to strengthen existing programs, to calculate potential returns on alternative programs, and to address strategic gaps in Alaska's current adult criminal justice programming.

Bringing the Pew-MacArthur Results First Initiative to Alaska

Alaska has a persistent problem with growth in its corrections population and recidivism. Since the mid-1980s, Alaska's correctional population has increased 221 percent, from an average daily population of 1,798 in 1984 to an average daily population of 5,773 in 2016. This is more than four times the overall rate of population growth (51.3 percent) over the same time. The number of adults living in Alaska increased from 363,937 in 1984 to 550,448 in 2016.

While the number of people incarcerated has grown, there's been little to suggest that prison is effective. An estimated two-thirds of those released from an Alaska Department of Corrections (DOC) facility will be readmitted within three years.[2] The growth in prison population and high recidivism is expensive. The daily cost of care to house one inmate is approximately $150 per day in an Alaska DOC facility or roughly $54,000 per inmate per year.[3]

With growing pressure on Alaska's state budget, the governor, Alaska Legislature and Alaska Court System supported Alaska's application to join the RF Initiative. The objective of the RF Initiative is to encourage states to be good stewards of public monies by developing policies and investing in programs that rigorous research has shown to be effective. The RF model is viewed as a promising approach to assist the state's criminal justice policymakers in making fiscally sound decisions regarding investment in programs to reduce recidivism.

In 2015, the Alaska Mental Health Trust Authority and Alaska Legislature provided funding to establish the Alaska Justice Information Center (AJiC). As its initial project, AJiC was tasked with coordinating Alaska's RF Initiative.[4]

A critically important piece of the AJiC concept is to *actively* seek input and guidance from leaders who are engaged in Alaska's crime and justice policy arena. To that end, an AJiC Steering Committee was established so that AJiC's

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[2] Alaska Criminal Justice Commission (2015). (See References, page 52.)

[3] Daily cost of care estimate provided by Alaska Department of Corrections, September 2017.

[4] More broadly, AJiC's mission is to compile, analyze, and report justice data for policymakers and practitioners in order to improve public safety, increase justice system accountability, and reduce recidivism.

work from day one would be directed toward the most pressing crime and justice issues facing the state. The steering committee included representatives from the following: Alaska Mental Health Trust Authority, Alaska Division of Legislative Finance, Alaska Judicial Council, Department of Corrections (DOC), Department of Health and Social Services (DHSS), Department of Law (DOL), Department of Public Safety (DPS), First Alaskans Institute, Office of the Governor, and the Public Defender Agency.

The steering committee provided important guidance and support for AJiC's efforts, in particular, enabling a collaborative approach across the agencies involved. To that end, the steering committee created three technical working groups, each focused on an aspect of the RF model (Appendix A). The depth of experience among the members of these working groups made it possible to adapt the RF model to the intricacies of Alaska's criminal justice system and allowed AJiC to access detailed information about Alaska's adult criminal justice programs, criminal justice costs, and patterns of recidivism in Alaska.

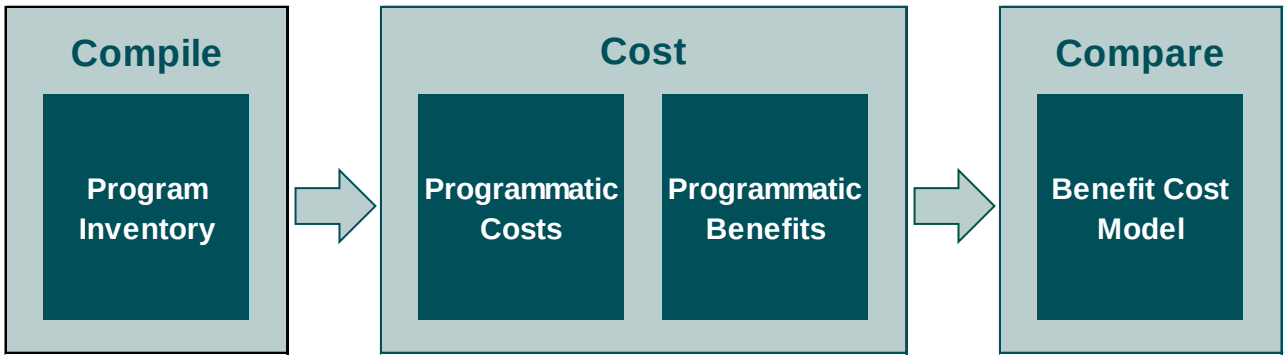
Working group members were the first point of contact for identifying agency-specific data required for the model, and vetted the estimates derived from these data before they were presented to the steering committee. AJiC staff facilitated and coordinated each group's efforts, and worked closely with RF technical assistance staff to produce the parameters required by the model, and to interpret model results.

Benefit Cost Analysis Purpose and Process

Benefit cost analysis is a type of economic analysis that compares the benefits and costs of policies and programs using dollars as a common measure of return. The RF model for adult criminal justice is an analytic method that assesses the costs associated with each adult criminal justice program, and the benefits to the state and crime victims achieved through recidivism reduction. Benefits from recidivism reduction include avoided criminal justice system administration costs (policing, courts, and corrections), as well as avoided costs imposed on crime victims.

AJiC adapted the RF model to Alaska using a three-phase **compile-cost-compare** process (depicted in Figure 1-1). The **compile phase** involved developing a program inventory of the state's investment in adult criminal justice programs, and identifying the programs to be included in Alaska's RF model. The **cost phase** monetized the costs and benefits of each program included in the model. In the **compare phase**, the RF model produced a ratio of programmatic benefits to programmatic costs for these programs. This *benefit cost ratio* is a monetary measure of return on investment.

Figure 1-1. Alaska Results First Process: The Three Cs — *C*ompile, *C*ost, *C*ompare



Importantly, the RF process is not a direct evaluation of adult criminal justice programs. Rather, it is an economic model that estimates the benefits and the costs of these programs using a combination of national and state-specific data. In Alaska's RF model, baseline recidivism patterns for program participants are based on actual patterns for Alaska offenders like those in the program. The impact of an evidence-based program on reducing

recidivism was estimated based on national data on scientifically rigorous studies of similar programs. The monetary value of the recidivism reduction was estimated using a combination of Alaska data (costs of criminal justice system administration) and national data (costs of criminal victimization). This monetary benefit was compared to actual Alaska-specific program costs to obtain a measure of the return on investment for the program.

Organization of Report

This report is intended to serve as a resource for policymakers, agency directors, and program managers as they continue in their efforts to develop evidence-based policies that reduce costs and improve the effectiveness of Alaska's adult criminal justice system.

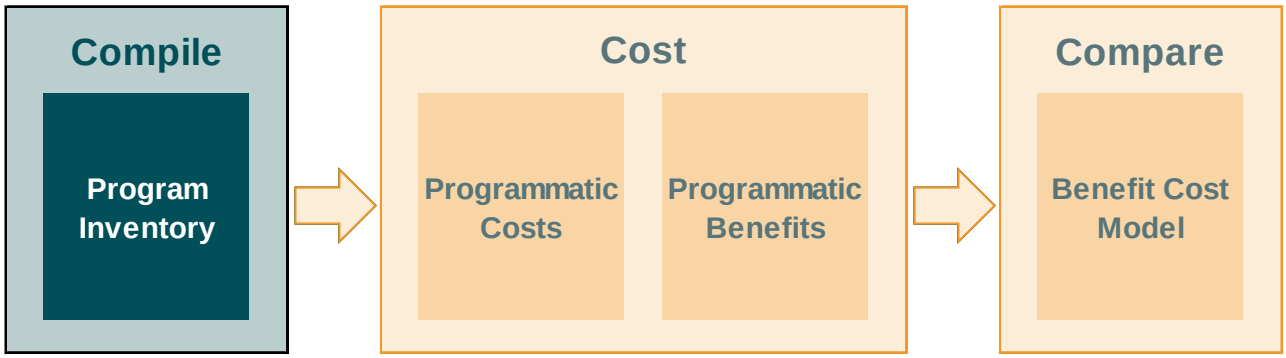
The main body of the report is structured to take the reader step-by-step through the Alaska RF process.

- **Part I (Compile)** consists of a single chapter (2) describing the process of compiling Alaska's adult criminal justice program inventory and matching programs to the national evidence base. The chapter culminates with identification of the 19 programs included in Alaska's RF model and the percentage recidivism rate that can be expected from these programs.
- **Part II (Cost)** includes 3 chapters, each focusing on a specific aspect of the costing exercise undertaken. Chapter 3 describes the process for estimating programmatic costs and presents results for the programs in Alaska's RF model. Chapters 4 and 5 describe the data and processes used to monetize programmatic benefits.
- **Part III (Compare)** consists of a single chapter (6) that explains and presents the main result of the RF model, the benefit cost ratio for the programs in Alaska's RF model.

An epilogue (Chapter 7) explores how the information unearthed by Alaska's process and additional tools provided by the RF model may be used to improve the effectiveness of Alaska's current offerings and to guide future investment in adult criminal justice programming.

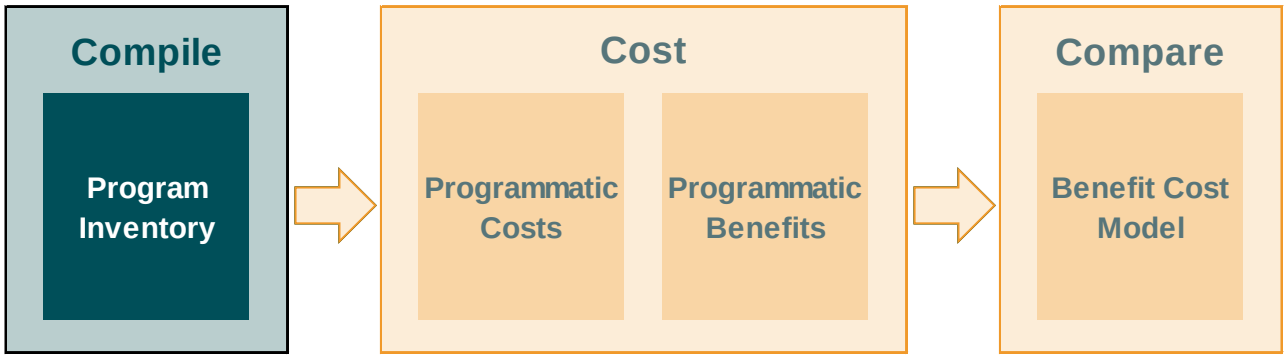
Additional details about the process and results are provided in 14 appendices.

PART I
Compile



Chapter 2

Alaska's Adult Criminal Justice Program Inventory



This chapter describes both the processes and outcomes of Alaska's RF **program inventory**, a general term used by RF Initiative sites across the country to denote the procedures and criteria used for compiling a jurisdiction's roster of adult criminal justice programs. Some key findings from Alaska's program inventory include:

- A total of 54 adult criminal justice programs were identified.
  - Approximately two-thirds (66.7%; n=36) of Alaska's adult criminal justice programs were funded wholly, or in part, by the state.
  - More than half (59.3%; n=32) of Alaska's adult criminal justice programs were matched to programs that have been scientifically evaluated.
  - More than 8 out of 10 of Alaska's adult criminal justice programs that were matched to the evidence base (81.3%; n=26) were funded wholly, or in part, by the state.
  - A third of Alaska's adult criminal justice programs (35.2%, n=19) met criteria for inclusion in Alaska's RF model.
- The state's investments in adult criminal justice programs total approximately $25.5 million annually.
  - An estimated 90 percent of the funds allocated by the state to adult criminal justice programs ($23 million) were for programs identified in the evidence base.
  - Programs included in Alaska's RF model accounted for 82.3 percent ($21.0 million) of the state's total investment in adult criminal justice programming ($25.5 million).

What is a program?

For the purposes of the Alaska RF program inventory, a **program** is defined as an intervention (whether a program or a practice) that is implemented to affect a discrete, well-defined outcome. For adult criminal justice, this includes such outcomes as: reducing recidivism, life skills development, decreasing substance abuse, and enhancing parenting skills. Adult criminal justice programs may include academic, cognitive, and vocational education, re-entry and faith-based services, post-conviction jail diversion programs, and adult prison programs.

Process Overview

The Alaska RF adult criminal justice program inventory was a collaborative effort of the Alaska RF Programs Working Group and AJiC. Members of the Programs Working Group were tasked with identifying and providing descriptive, budgetary, and participant data about the adult criminal justice programs overseen by their

organizations. AJiC facilitated and coordinated the group's efforts, and collected, consolidated, and analyzed the program data provided by Programs Working Group members.

The primary goal of the program inventory was to identify evidence-based programs to be entered into the RF model. Secondary goals were to identify and describe the full range of adult criminal justice programs in Alaska, and to estimate the annual costs of those adult criminal justice programs that were funded wholly, or in part, by the state[5].

The Alaska program inventory was compiled in three phases: (1) identifying the programs, (2) collecting budgetary data for each, and (3) matching to the evidence base in order to determine each program's level of effectiveness. A description and results of each of these phases follows.

Phase One: Identifying Alaska's Adult Criminal Justice Programs

AJiC staff conducted a public domain search to assemble the initial listing of Alaska adult criminal justice program names, program descriptions, and oversight agencies. An agency-specific listing was then provided to each Programs Working Group member for review and agency-specific vetting. AJiC's initial listing of Alaska adult criminal justice programs included more than 300 entries.

The initial program inventory was refined through several iterations of collaborative review. Some programs included in the initial compilation were removed (e.g., programs no longer offered); some programs that were not included in the initial program listing were subsequently added to the inventory; some programs included in the initial listing that were determined to be elements of a single program were consolidated (e.g., specific vocational training courses); and some programs included in the initial listing that were discovered to be multiple offerings of the same program were combined (e.g., batterer intervention programs). After several iterations of this refinement process, **the final Alaska RF adult criminal justice program inventory included 54 programs**. (See Appendix C.)

Phase Two: Collecting Budgetary Data for Adult Criminal Justice Programs

In the second phase, the focus shifted from identifying and describing Alaska's adult criminal justice programs to estimating their overall budget allocations. This was done in close consultation and collaboration with Programs Working Group members, as well as additional representatives of the state agencies responsible for each program. In some cases, program cost data were collected directly from contracted service providers. Whenever possible, budget figures for a specific program included in the inventory were provided by a Programs Working Group member employed by the designated oversight agency.

AJiC staff consolidated the budget data. When agency and/or service provider budget items did not directly align with the program inventory, *professionally informed estimates* were solicited from agency representatives, program staff, or service providers possessing detailed knowledge of a program's budget and day-to-day operations.

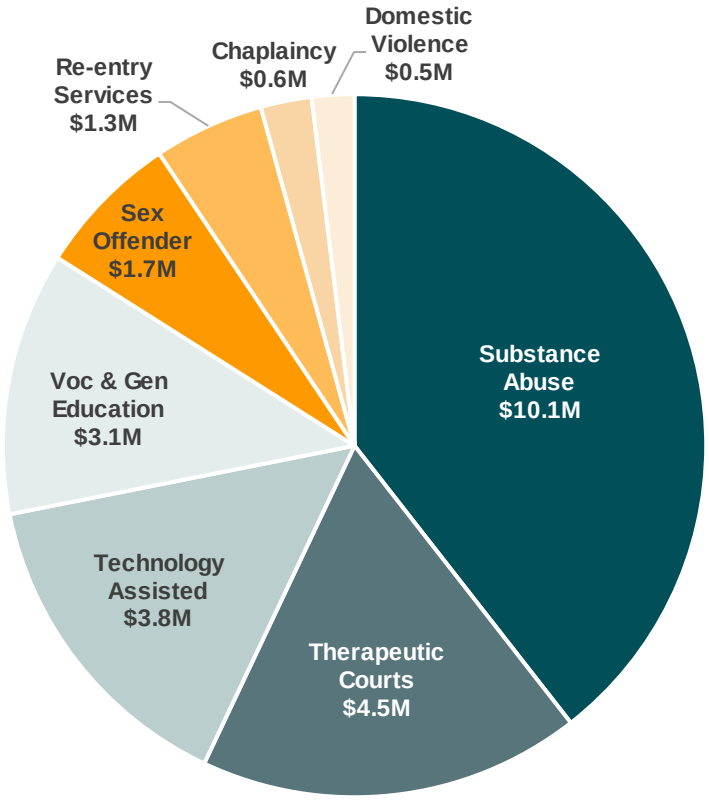
Based on these budgetary data, AJiC estimated that approximately $25.5 million in state funds were allocated annually to the 54 adult criminal justice programs in the program inventory.

To facilitate presentation of results, programs were put into eight programmatic groupings: chaplaincy, domestic violence, re-entry services, sex offender programs, substance abuse, technology-assisted supervision, therapeutic courts, and vocational and general education (Figure 2-1). Four programmatic groupings accounted for 84 percent ($21.5 million) of Alaska's annual budget ($25.5 million) for adult criminal justice programming: substance abuse, therapeutic courts, technology-assisted supervision, and vocational and general education. Of

[5] Only programs that were at least partially funded via a direct allocation in the state's budget were included in Alaska's RF model.

the remaining $4 million in state funds, an estimated $1.7 million was directed to sex offender programs, $1.3 million to re-entry services, $0.6 million to chaplaincy services, and $0.5 million to domestic violence programs.

Figure 2-1. Distribution of Annual State Funding by Program Category



Phase Three: Matching Adult Criminal Justice Programs to the Evidence Base

With the Alaska RF program inventory finalized, the next step was to match programs to the evidence base in order to determine each program's level of effectiveness. The RF Initiative provided two resources to assist with completion of this step.

The first was an online resource called the RF Clearinghouse Database (Clearinghouse).[6] This database is a "clearinghouse of clearinghouses" that provides detailed program evaluation summaries from a number of program evaluation databases.[7] Within the Clearinghouse, programs with the highest rating were coded green, programs with the second-highest rating were coded yellow, programs for which there was no evidence of effects were coded gray, programs showing mixed effects were coded blue, and programs demonstrating negative effects were coded red.

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[6] This tool is publicly available at: http://www.pewtrusts.org /en/multimedia/data-visualizations/2015/results-first-clearinghouse-database.

[7] All of the Alaska RF program matches that were made using the RF Clearinghouse Database utilized three evaluation databases: the CrimeSolutions.gov database, the What Works in Reentry Clearinghouse, and the National Registry of Evidence-based Programs and Practices.

The second resource was a summary of **RF Adult Criminal Justice programs (RF programs)**. Each represents multiple evaluations of similar programs whose effectiveness was established using Washington State Institute for Public Policy (WSIPP) evaluation standards and meta-analytic results. The summaries include WSIPP's description of each program (Appendix B), along with RF descriptions of interventions, treatment groups, and similarities in the studies included in each program.

With detailed descriptions of Alaska's adult criminal justice programs in-hand, AJiC searched the Clearinghouse for potential matches. Matches were identified based on program features such as curriculum and structure, the locus of treatment, and eligible participants. AJiC matched 30 of the 54 adult criminal justice programs included in the program inventory to interventions that had been evaluated and given a rating in the Clearinghouse. Two additional programs could not be matched to the Clearinghouse, but were matched to RF program descriptions. **Altogether, 32 (59.3%) of Alaska's adult criminal justice programs were matched to these two evidence bases.** Table 2-1 details the matching results for these programs.

Table 2-1. Evidence Base Effectiveness Ratings, Alaska Adult Criminal Justice Programs

See Table 2-2 and Appendix C for explanation of program identifiers and names.

Program	Effectiveness rating[a]
Domestic Violence	
DV-1 Community BIPs	No evidence of effects
Reentry Services	
RE-2 APIC	2nd highest
RE-3 IDP+	Highest
RE-4 Partners Reentry	2nd highest
Substance Abuse	
SAC-1 IOPSAT-community	Highest
SAC-2 PACE	2nd highest
SAC-3 ASAP	No evidence of effects
SAC-4 24/7	2nd highest
SAC-5 Continuing Care	Highest
SAC-6 Alcohol & Drug Info. School*	2nd highest
SAP-1 PsychEd	Highest
SAP-2 IOPSAT-prison	Highest
SAP-3 IOPSAT-DD	Highest
SAP-4 RSAT	Highest
SAP-5 12-Step Recovery Meeting	Highest
Sex Offender	
SX-1 SOTX-community	2nd highest
SX-2 SOTX-prison outpatient	2nd highest
SX-3 SOTX-prison TC	2nd highest
Technology Assisted Supervision	
TA-1 EM-sentenced	2nd highest
TA-2 Ignition Interlock Device (IID)*	Highest
Therapeutic (Specialty) Courts	
TC-1 Misd. DUI Court	2nd highest
TC-2 Felony DUI Courts	2nd highest
TC-3 Hybrid Courts	Highest
TC-4 Felony Drug Court	2nd highest
TC-5 Mental Health Courts	2nd highest
Vocational and General Education	
VGE-1 General Ed.	2nd highest
VGE-2 Vocat. Ed.	Highest
VGE-3 New Path High School*	2nd highest
VGE-4 Post-Secondary Academic Service*	2nd highest
VGE-7 Parenting: Active Parenting	Highest
VGE-8 Parenting: InsideOut Dad	2nd highest
VGE-9 Ilisagvik College Vocat. Courses*	Highest

a. Effectiveness ratings based on Results First Clearinghouse Database.

* indicates not funded by State of Alaska

Programs in Alaska's Results First Model

Not all programs matched to evidence could be included in Alaska's RF model. Only programs with dedicated program-specific funding and evidence sufficient to determine a reliable recidivism reduction effect were modeled.

Of the 32 Alaska programs matched to evidence, six were self-pay or volunteer-run programs provided at no cost to the state. For three programs, the evidence was not about recidivism; for another five, the evidence was

insufficient to determine an effect size. DOC's community continuing care substance abuse treatment program, was modeled as a cost component of several primary treatment programs. Some programs were excluded for multiple reasons. For example, evidence for 12-step programs relates to relapse, not recidivism, and the program is volunteer-run with no cost to the state.

In all, 19 of the 54 (35.2%) of programs identified in Alaska's program inventory were included in the model. **These programs accounted for 82.3 percent of the state's direct investment in adult criminal justice programming.**

Table 2-2 lists the programs in Alaska's RF model. The hybrid therapeutic court operates as both a drug and DUI court. Because sufficiently rigorous evaluations of hybrid courts have not been conducted, AJiC modeled this program twice, once as a drug court and once as a DUI court. (See Appendix C for additional detail.)

Table 2-2. Programs in Alaska's Results First Model, by Department

Report ID	Short name	Program name
Alaska Court System (Therapeutic Courts)		
TC-1	Misd. DUI Court	Anchorage Municipal DUI Wellness Court
TC-2	Felony DUI Courts	Felony DUI Wellness Courts
TC-3	Hybrid Courts	Hybrid Therapeutic Courts
TC-4	Felony Drug Court	Anchorage Felony Drug Wellness Court
TC-5	Mental Health Courts	Coordinated Resources Project/Mental Health Courts
Department of Public Safety (DPS) via Council on Domestic Violence and Sexual Assault (CDVSA)		
DV-1	Community BIPs	Community Batterer Intervention Programs (BIPs)
Department of Corrections (DOC)		
SAC-1	IOPSAT-community	Community Intensive Outpatient Substance Abuse Treatment (IOPSAT)
SAC-2	PACE	Probation Accountability with Certain Enforcement (PACE)
SAP-1	PsychEd	Psycho-educational Substance Abuse Services (PsychEd)
SAP-2	IOPSAT-prison	Intensive Outpatient Substance Abuse Treatment Services (IOPSAT-Prison)
SAP-3	IOPSAT-DD	Intensive Outpatient Dual Diagnosis Substance Abuse Treatment Services (IOPSAT-DD)
SAP-4	RSAT	Residential Substance Abuse Treatment (RSAT)
SX-1	SOTX-community	Community Outpatient Sex Offender Treatment
SX-2	SOTX-prison outpatient	Outpatient Sex Offender Treatment (incarcerated males)
SX-3	SOTX-prison TC	Residential Sex Offender Treatment (prison therapeutic community)
TA-1	EM-sentenced	Electronic Monitoring (sentenced, post-prison)
VGE-1	General Ed.	General Education
VGE-2	Vocat. Ed.	Vocational Education
Department of Health and Social Services (DHSS)		
SAC-3	ASAP	Alcohol Safety Action Program (ASAP)

Note: The report identifier and shortened version of the program name are used throughout the report; see Appendix C for additional program information. The identifier begins with two or three letters denoting the programmatic grouping for the program: domestic violence program (DV); substance abuse treatment delivered in the community (SAC); substance abuse treatment delivered in prison (SAP); technology assisted supervision (TA); therapeutic court program (TC); and vocational and general education (VGE).

Recidivism Reduction

Programs included in Alaska's RF model were matched to RF programs (Appendix B). The main purpose of matching the programs was to establish the expected effectiveness of Alaska's RF model programs.[8] This was

[8] The average expected recidivism reduction percent is based on the effect size for the matching program modeled over an 8-year follow-up period (see Chapter 3).

necessary because scientific evaluations of Alaska programs of sufficient methodological rigor have not been conducted. By contrast, RF programs are based on national data from multiple evaluations that have been combined using complex meta-analytic techniques to determine a program's effectiveness.

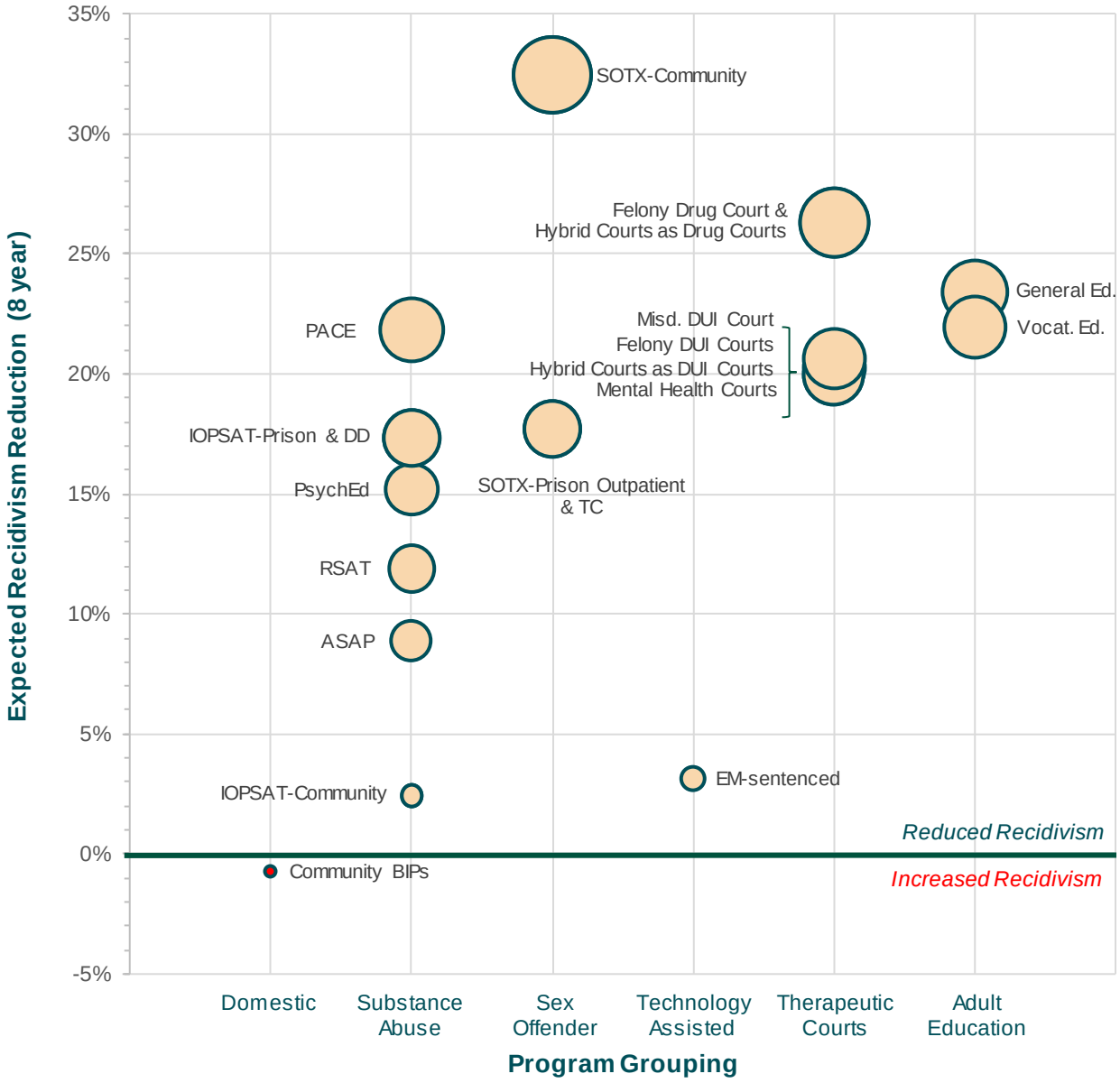
Most programs in Alaska's RF model were matched to programs that are expected to reduce recidivism. The expected recidivism reduction for these programs ranged from 2.5 percent to 32.4 percent. One program had an expected recidivism reduction of *negative* 0.7 percent, very close to zero.

Figure 2-2 (see next page) provides a graphical view of the results, organized by programmatic grouping. Each bubble represents individual programs in the grouping. The size of the bubble illustrates the magnitude of the program's expected recidivism percent reduction, shown on the y-axis. A negative reduction means that the program increases, rather than decreases, recidivism. The corresponding bubble is shown in red. The region above 0 percent contains programs that *reduce recidivism*; the region below 0 percent contains the one program that the evidence shows as *increasing recidivism*.

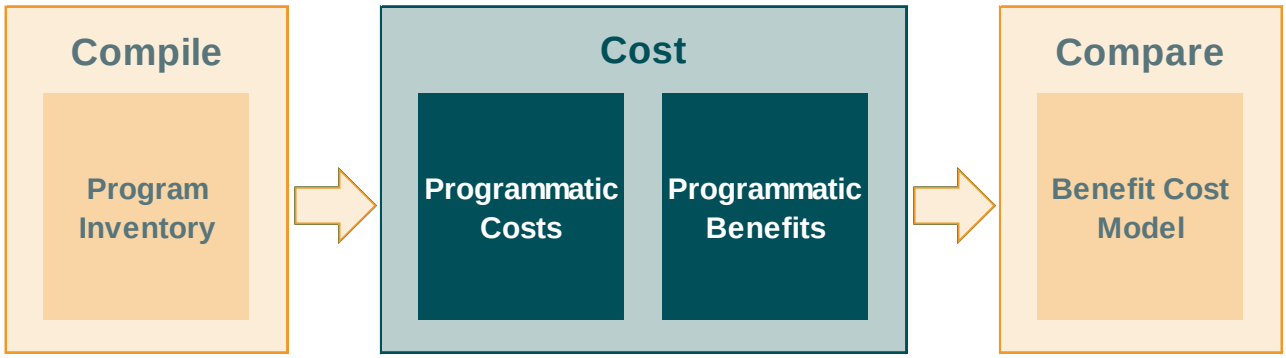
Overall, Alaska offers adult criminal justice programs with truly impressive recidivism reduction effects. Notably, expected recidivism reduction for community-based sex offender treatment programs and therapeutic drug courts is over 25 percent. Most other programs in Alaska's RF model are expected to reduce recidivism by over 10 percent. Nonetheless, there is wide variability. Appendix D provides additional detail.

Finally, it should be noted that expected recidivism reduction is just one factor in determining programmatic benefits. Part II of this report addresses cost issues.

Figure 2-2. Expected Percent Recidivism Reduction (8 year): Adult Criminal Justice Programs

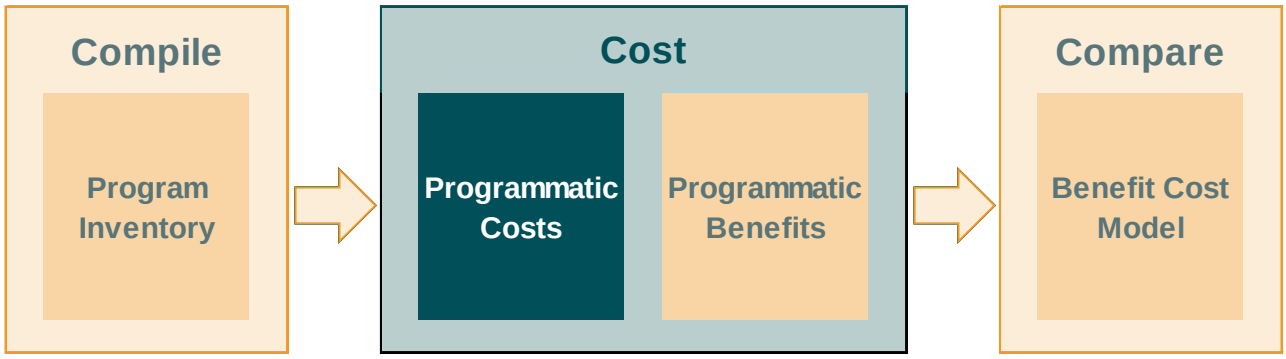


PART II
Cost


Compile
Program Inventory
Cost
Programmatic Costs
Programmatic Benefits
Compare
Benefit Cost Model

Chapter 3

Programmatic Costs



This chapter describes the process for estimating average costs of Alaska's RF model programs. Some key findings were:

- Average program duration and per participant marginal costs were estimated for 19 programs:
  - Alaska-specific expense and participant data were used to estimate costs for 17 programs.
  - Estimates were based on Washington data for 2 programs.
- The process exposed the need to report additional expense and participant data to allow for more accurate estimates of ongoing programmatic costs.

What sources of funding were considered?

In the RF model, program costs may be based on total program costs or only state-funded costs, depending on the primary objective and intended users of the benefit cost analysis. The objective for the Alaska RF working groups was to deliver a return on investment tool (the benefit cost ratio) that allows state budget decision-makers to compare Alaska's **direct investment** in adult criminal justice **programs** that have been evaluated with respect to recidivism reduction. In other words, the focus was on *investment in programs rather than individuals.* To that end, only costs that were directly allocated by the state legislature to state agencies for adult criminal justice programs were included. Federal or other grant money;[9] Medicaid and other health care reimbursements;[10] other state funding; and self-pay or matching funds *were not included*.

Process Overview

The RF model computes average program costs based on estimates of the annual average **per participant program marginal cost** (PPPM) and the **average program duration**. The PPPM is defined as the average cost

[9] For example, the state budget includes funding for batterer intervention programs. The funds are allocated to the Council on Domestic Violence and Sexual Assault, part of DPS. CDVSA provides the services through grantees who are required to provide 25% matching funds as part of their contract. Only program costs covered by the DPS/CDVSA grant were included. Additional funds required to run the programs may exceed the required match, and may include self-pay, private, and other public grant sources.

[10] Offloading program costs (e.g., by using Medicaid services) improves a program's benefit cost ratio. From a state budget investment perspective, of two otherwise equivalent programs, the one with offloaded costs will appear a better investment. Relying solely on marginal costs to decide if a program should offload costs is not appropriate, as there may be very good reasons why these costs,

of adding one additional participant to an ongoing program. Whereas the first round of budgetary data collection (Chapter 2) was focused on identifying state funds directly allocated to adult criminal justice programs, the goal of this second round was to obtain expense data with enough granularity to develop incremental, per-participant program costs. By definition, fixed costs such as administrative overhead were excluded, and the average cost was based on units of treatment delivered rather than on number of participants served.

AJiC staff worked closely with program managers and coordinators to identify the appropriate expenditures, and to obtain the most detailed expense and treatment data available. Estimates of average annual PPPM costs and program duration were then reviewed with program managers and relevant agency staff before they were entered into the model.

Average Program Duration and Per Participant Program Marginal Costs

Obtaining data to estimate program duration and PPPM costs proved challenging because program expense and participation data is maintained to meet operational needs of program managers and contracted agencies who deliver the services, not for the purposes of estimating PPPM costs.[11] Nonetheless, AJiC was able to derive Alaska-specific cost estimates for all but two programs. For general education (VGE-1) and vocational training (VGE-2), we relied on RF model defaults for the matching programs. These were based on the Washington state model.

Where participant level data were available (e.g., for DOC substance abuse programs), we computed average program duration as the average time from entry to discharge for all participants in a program, regardless of completion status. In other cases, we used the prescribed program duration or relied on estimates provided by the program managers.

Table 3-1 shows the average program duration and average total PPPM cost for programs in Alaska's RF model. (Full program names are given in table 2-2 on page 15). Program expenditures were based on fiscal year 2015 for all but DOC substance abuse treatment which began utilizing a new program in 2016.[12] Three programs were modeled twice, shown as A and B versions of the program. We felt it was important to model the impact of two changes made at the start of 2017: SAC-1A included costs of all community IOPSAT sites operating in 2016; SAC-1B excluded expenses for sites that were closed at the end of that fiscal year. Similarly, delivery of community sex offender treatment was contractually changed at one site. The model for SX-1A included all expenses from 2015; the model for SX-1B excluded those that were eliminated in the 2017 delivery model. The B-versions of both programs more accurately reflect the program costs going forward. Finally, as explained in the previous chapter, hybrid therapeutic courts were modeled as Drug and as DUI courts (TC-3A and TC-3B, respectively). This affected the expected impact on recidivism but not the program costs.

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should not or cannot, be offloaded. Hypothetical models of marginal costs with and without offloaded costs were provided directly to impacted programs.

[11] For example, expenses were combined across several programs operated at the same site by the same provider, perhaps by the same therapist, making it difficult to estimate the total to each program. Similarly, monthly participation totals are inadequate to estimate average program duration which require participant level data regarding program entry and discharge.

[12] Final 2016 expense data became available in time to be used in the final version of the model.

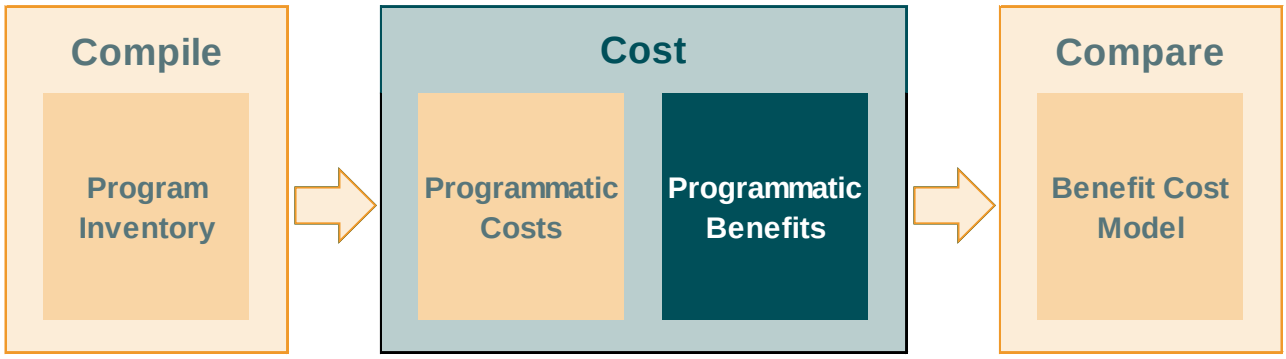
Table 3-1. Average Duration and Per Person Marginal Program Cost

Report ID	Short name	Duration (years)	Cost (total)	Budget Year
DV-1	Community BIPs	<1	$1,729	2015
SAC-1A	IOPSAT-community (FY16 sites)	<1	$1,654	2016
SAC-1B	IOPSAT-community (FY17 sites)	<1	$1,352	2016
SAC-2	PACE	1.3	$5,171	2015
SAC-3	ASAP	1	$1,271	2015
SAP-1	PsychEd	<1	$404	2015
SAP-2	IOPSAT-prison	<1	$1,901	2016
SAP-3	IOPSAT-DD	<1	$1,893	2016
SAP-4	RSAT	<1	$3,223	2016
SX-1A	SOTX-community (FY15 delivery model)	1.5	$7,018	2015
SX-1B	SOTX-community (FY17 delivery model)	1.5	$4,909	2015
SX-2	SOTX-prison outpatient	2	$7,137	2015
SX-3	SOTX-prison TC	2	$23,675	2015
TA-1	EM-sentenced	1	$1,605	2015
TC-1	Misd. DUI Court	1.5	$18,300	2015
TC-2	Felony DUI Courts	1.5	$30,577	2015
TC-3A	Hybrid Courts as DUI Courts	1.5	$26,620	2015
TC-3B	Hybrid Courts as Drug Courts	1.5	$26,620	2015
TC-4	Felony Drug Court	1	$17,316	2015
TC-5	Mental Health Courts	1.1	$11,416	2015
VGE-1	General Ed.	1	$1,180	2015
VGE-2	Vocat. Ed.	1	$1,644	2015

Notes: Program duration is entered as 1 if less than one year. Estimates for VGE programs were based on Washington state; others are Alaska.

Chapter 4

Programmatic Benefits: Baseline Recidivism



The RF model calculates the monetary benefits of an adult criminal justice program based on its expected effect on *recidivism*. Benefits are determined by estimating future criminal justice system administration costs and future costs to victims that are avoided due to recidivism reduction.

The processes for monetizing program benefits are presented in two chapters. This chapter explains how baseline recidivism was calculated, including how the recidivism groups (cohorts) and the follow-up period were determined. Chapter 5 focuses on costs associated with recidivism.

Baseline recidivism patterns were computed over an 8-year follow-up period for nine cohorts, all selected from a list of convicted offenders released from DOC custody in 2007. Key results were:

- In each of the 8-year follow-up periods, sex offenders had the lowest cumulative recidivism rate (20.3% in the first year; 53.8% by year 8) and the domestic violence cohort had the highest rate (40.6% in the first year; 75.2% by year 8).
- For all but the DUI felon cohort, the most serious recidivating offense was most often a misdemeanor; for the DUI felon cohort it was a felony drug or other offense.

How was recidivism defined and measured?

Recidivism was defined as a new offense committed during an 8-year follow-up period and resulting in a criminal conviction. Four aspects of recidivism were included in the model: (1) a cumulative recidivism rate (the cohort's recidivism rate for the entire follow-up period), (2) a hazard distribution (timing to re-offense), (3) crime probability (the most serious recidivating offense over the follow-up period), and (4) trips (the number of times each person in the cohort entered the criminal justice system during the follow-up period).

Process Overview

To establish baseline recidivism parameters, it was necessary to identify groups of offenders similar to participants in Alaska RF programs and to establish the pattern of new convictions for the cohort over a designated follow-up period. Importantly, **whereas the program match was based on national data, baseline recidivism patterns were based on Alaska cohorts** — specifically, convicted offenders discharged from an Alaska DOC facility in 2007.

The tasks associated with determining baseline recidivism patterns were undertaken as a collaborative effort between the Recidivism and Resource Use Working Group and the Alaska Justice Information Center (AJiC). The primary goals related to recidivism were:

(1) to identify the cohorts required by the model (mandatory cohorts);

(2) to identify additional cohorts based on program participants (optional cohorts); and

(3) to compute the recidivism parameters required by RF model for each cohort identified.

The working group resolved issues related to identifying mandatory cohorts that met model requirements within Alaska's unified criminal justice system. They made recommendations regarding additional cohorts that were most important to Alaska from a policy standpoint. The Steering Committee approved five cohorts, including the two mandatory and three optional cohorts (sex offender, DUI, and DV), and a follow-up period beginning with offenders discharged from DOC custody in 2007.

AJiC worked with program managers to fine-tune the recommended cohorts so that all Alaska RF model programs could be mapped to a cohort that adequately represented participants in these programs. This led to a more efficient technical process for creating cohorts from DOC discharge records and DPS criminal history data, and allowed flexibility in responding to stakeholder concerns that arose. AJiC was responsible for computing all recidivism parameters, guided by the RF technical assistance team.

Baseline recidivism analysis was conducted in three phases: (1) mapping Alaska's penal code to RF crime categories, (2) selecting cohorts for Alaska's RF model programs, and (3) estimating baseline recidivism patterns for each cohort. A description and results of each phase follow.

Phase One: Mapping Alaska's Penal Code to Results First Crime Categories

The RF model identifies seven crime categories: homicide; felony sex offense; robbery; felony assault; felony property; felony drug and other; and misdemeanor. (See Table 4-1 for definitions of each of these categories). Because separate recidivism parameters are calculated for each of the seven crime categories in the RF model, Alaska's penal code was mapped according to each RF crime category.

Table 4-1. Results First Crime Categories with Descriptions

Crime category		General description
1	**Homicide**	Capital and non-capital homicide; manslaughter
2	**Sex offense**	Sexual assault and abuse; sexual physical or psychological harm; attempt to harm, including sexual photography; forcing prostitution
3	**Robbery**	Traditional robbery; home invasion burglary; burglary with weapons in occupied building
4	**Felony assault**	Physical harm against person; attempting physical or psychological harm; kidnapping; child abuse or neglect; domestic violence
5	**Property**	Larceny; theft of property; car-jacking; property destruction; arson; fraud; embezzlement; counterfeiting; racketeering and organized crime schemes; corruption and white collar crime; some environmental crime
6	**Drug & other**	Drug possession; drug trafficking; DUI; weapons offenses; criminal procedure offenses; crimes against state; some official misconduct; crimes against animals; trespassing; public order
7	**Misdemeanor**	All misdemeanors

Note: Categories 1 to 6 are felony offenses; category 7 includes all misdemeanors.

RF crime categories are linked to criminal justice system resource use and to victimization costs, so the offenses were mapped to the categories that best reflect the associated costs. For example, a sexual assault was placed into

the RF felony sex offense category, but the offense of failing to register as a sex offender fell into the RF felony drug and other category. The reason for this distinction is that a sexual assault is associated with much higher resource use and victimization costs whereas the resource use and victimization costs of a failure to register offense are more closely aligned with offenses in the RF felony drug and other category.

Phase Two: Selecting Cohorts for Alaska Results First Model Programs

The overall goal for this phase was to identify groups of Alaska offenders released from DOC custody (cohorts) that would be tracked through the state's criminal history files to establish a baseline pattern of recidivism for Alaska's RF model programs. Before cohorts could be identified, it was necessary to decide how many years an individual would be tracked to see if they had reoffended. This is known as the follow-up period.

Selecting a Recidivism Follow-Up Period

RF recommends that jurisdictions use at least a 5-year follow-up period for the recidivism analyses, far longer than the 2 to 3 years typically used in recidivism studies. Most states have used between 5 and 10 years for their RF analyses. There are both advantages and disadvantages to using a long follow-up period.

There are two main advantages of a longer follow-up period. First, the longer the follow-up period, the more likely that a program offered today would not have been available to offenders at the start of the follow-up period. From a statistical viewpoint, this increases the likelihood of modeling a pure program effect because the cohort's recidivism rate is more likely to resemble that of offenders who have not received the treatment in question. Secondly, a longer follow-up period increases the chance of observing the full range of offenses — number and type — committed by the cohort, allowing a more reliable projection of the program's monetary benefits.[13]

Using a longer follow-up period, however, also has disadvantages. It increases that chances that significant changes have occurred that could make it more difficult to obtain recidivism information, or that impact the validity of the estimates derived from the RF model. For example, radical changes to data collection systems may preclude older data from being accessed. Statutory changes and/or appellate decisions may have significant impact on criminal law, leading to validity concerns.

The Recidivism and Resource Use Working Group determined that 2007 was the earliest date for which reliable data could be collected, taking into account changes in data collection systems, criminal law, and population changes that could impact the validity of the data. The working group recommended, and the steering committee approved, the maximum follow-up possible, based on when DPS criminal history records are finalized for a given fiscal year. The timing of the final analyses allowed an **8-year follow-up** period. Recidivism was tracked for individuals in the cohorts from release in 2007 forward through 2015.

RF Model: Mandatory and Optional Cohorts

The RF model requires two non-overlapping "mandatory cohorts," both comprised of convicted felons.[14] The first is a general adult prison cohort, consisting of adults released from prison to the community during a calendar or fiscal year with no pending jail sentence following release. The second is a general adult probation cohort, consisting of all adults starting probation during the same calendar or fiscal year. In addition, jurisdictions may track additional (optional) cohorts that are deemed of particular policy relevance.

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[13] This is because the length of the recidivism analysis is the same as the length of time that future recidivism reductions are projected.

[14] The requirement of non-overlapping groups of felons allows for a valid comparison of the financial impact of locus of treatment for programs that may be delivered in a prison versus those delivered in a community setting.

The purpose of the cohorts is to establish baseline recidivism patterns for groups of individuals similar to those served by specific programs. The mandatory cohorts are used to model general programs that are not restricted by offense or demographic criteria (e.g. substance abuse treatment). General programs, however, may be offered only in prison or only in the community, and their effectiveness may depend on the setting.[15] Consequently, baseline patterns must be established for two general cohorts, differentiated by where they are likely to receive treatment. In the RF model, these are the mandatory prison and probation cohorts.

Alaska's unified corrections system, coupled with how probation and parole are administered in Alaska, created some challenges with respect to defining the two RF mandatory cohorts in a manner that prevented overlap. First, in Alaska's unified correctional system, there is no distinction between jail and prison[16]. Thus, it is impossible to tell if an individual released from a particular DOC facility has served a "prison" sentence. Second, in nearly all other jurisdictions probation and parole are managed separately, with probation being a sentence in lieu of jail or prison, and parole being reserved for post-incarceration supervision for individuals who receive a prison sentence. In Alaska probation and parole are practically indistinguishable. Convicted felons may be sentenced to probation in lieu of prison; however, they are also frequently given sentences of supervised probation following a period of incarceration. Furthermore, it is not uncommon for convicted felons released from Alaska prisons to be paroled, and then transitioned to supervised probation. In some cases, individuals are technically on probation and on parole simultaneously. Finally, it is worth noting that in Alaska misdemeanor probation is unsupervised; probation caseloads are comprised only of felons. In sum, whereas in most other jurisdictions the two mandatory RF cohorts are relatively easy to distinguish on their face, in Alaska those released from prison and those beginning a term of supervised probation overlap a great deal.

The Recidivism and Resource Working Group established a 120-day incarceration period to differentiate offenders likely to be included in prison-based versus community-based programs. Offenders convicted of a felony were assigned to the prison or community supervision cohort based on the length of incarceration preceding their first release from a DOC institution in 2007.

Once criteria for the mandatory cohorts were established, the working group considered optional cohorts. In line with the RF process recommendation, the working group initially worked to identify cohorts of particular policy relevance in Alaska. The working group had extensive discussions about which additional cohorts might be most appropriate for Alaska given the inventory of adult criminal justice programs that exist in the state and their participant populations. Suggestions were made for a general misdemeanor cohort, as well as low, medium and high-risk cohorts.[17] Because Alaska does not have programs specifically targeted at these populations, however, these ideas were dropped. There was also a strong desire to include a Mental Health Trust beneficiary cohort; however, it was not possible to reliably identify such a cohort from the data available. The working group recommended three offense-based cohorts: sex offender, domestic violence (DV), and DUI cohorts. These were approved by the AJiC Steering Committee.

Cohort Creation: Refining Cohorts to Match Alaska Program Participants

In the RF process, once cohorts are defined, the cohorts are matched to the types of programs offered in the jurisdiction. The benefit cost ratio result for a program depends on the baseline recidivism pattern of the cohort on which it is modeled. Thus, our first priority was to identify cohorts that could most accurately represent

[15] For example, intensive outpatient substance abuse programs offered in prison have a greater impact on recidivism than the same program offered in the community.

[16] In most jurisdictions, "jails" are run by local governments (cities and counties) for offenders serving shorter sentences and for pretrial detainees. "Prisons" are run by state governments for offenders serving longer sentences, typically for felony convictions.

[17] The suggestion was to use age as a proxy for recidivism risk, since risk level is not available in the 2007 release data on which the cohorts were based.

participants in the model programs, particularly for those serving populations of high policy relevance. We initially assigned the approved (policy-relevant) cohorts to programs, then refined the cohort selection criteria so that, to the best of our ability, they were consistent with program criteria for inclusion and so that most serious offense distributions of the assigned cohorts matched that of 2015/2016 program participants.[18] Like the program inventory process, this involved extensive collaborative work with program managers and other agency staff with the requisite detailed knowledge about the programs. When necessary, a new cohort was created[19] or random samples were drawn (from eligible offenders) to force the required distribution. The task required several iterations, resulting in more cohorts than were originally defined by the working group, but there was more buy-in from the stakeholders and the result had greater validity for policy-driven programs.

Ultimately, using DOC data on convicted offenders released in 2007, and demographic and criminal history data provided by DPS, AJiC created nine baseline cohorts. The cohorts' offense and demographic profiles, and duration of incarceration met either program eligibility criteria or profiles of participants in specific Alaska program.

Of the nine cohorts, three were **general cohorts,** differentiated by the severity of offense and duration of incarceration associated with an offender's *first* release from DOC custody in 2007. These cohorts were used to model baseline recidivism for general programs not targeted to specific types of offenders. The general cohorts were (1) the prison cohort, (2) the probation (community supervision) cohort, and (3) the prison "mix" cohort.

Four cohorts were based on offense and demographic **program eligibility criteria** for specific programs. These included: (4) sex offender, (5) felony DUI, (6) misdemeanor DUI, and (7) drug offense cohorts.

The final two cohorts were **behavioral (offense) proxy** cohorts, created to match the distribution of most serious offenses by participants in two programs for which eligibility criteria status of offenders could not be determined. The two cohorts were the (8) mental health offense profile and (9) domestic violence.

Table 4-2 summarizes the criteria used to create each cohort. In all cases, only offenders incarcerated for an original offense were considered. Appendix E provides additional information on Alaska statutes that were used to determine eligibility for specific cohorts. Appendix G provides the distribution of most serious offense during the qualifying release 2007.

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[18] Appendix E lists Alaska statutes that were used to define cohort eligibility; Appendix F compares the distribution of most serious offense at release to that of current program participants.

[19] For example, DOC substance abuse programs delivered in prison were initially matched to the prison cohort, a felon-only cohort. However, although over 90% of participants in other substance abuse programs are felons, the PsychEd program includes a larger percentage of offenders whose most serious offense is a misdemeanor. The prison mix cohort was added to match the most serious offense distribution of sentenced participants in the PsychEd program: 75 percent felony and 25 percent misdemeanor. (See Appendix F.)

Table 4-2. Cohorts in Alaska's Results First Model

Name	Participant selection criteriaa	N	Programs modeled on cohort
Prison (GT120)	• Stay associated with a felony conviction • Incarcerated for more than 120 days	1,081	SAP-2 IOPSAT-prison SAP-3 IOPSAT-DD SAP-4 RSAT TA-1 EM-sentenced VGE-1 General Ed. VGE-2 Vocat. Ed.
Probation (LTE120)	• Stay associated with a felony conviction • Incarcerated for less than or equal to 120 days	1,279	SAC-1 IOPSAT-community SAC-2 PACE
GT120 Prison Mix	• Incarcerated for more than 120 days • 900 (75%) randomly selected from offenders whose stay was associated with a felony conviction; 300 (25%) from those whose stay was associated only with misdemeanors[b]	1,200	SAP-1 PsychEd
Sex Offender	• Stay associated with a sex offense (excluding failure to register as a sex offender) • Male offender	197	SX-1 SOTX-community SX-2 SOTX-prison outpatient SX-3 SOTX-prison TC
Felony DUI	• Stay associated with a felony DUI conviction • Offender had at least one prior DUI conviction	353	TC-2 Felony DUI Courts TC-3A Hybrid Courts as DUI Courts
Misdemeanor DUI	• Stay associated with a misdemeanor DUI conviction • No felony offense associated with this stay • Offender had at least one prior DUI conviction	533	SAC-3 ASAP TC-1 Misd. DUI Court
Drug Court	• Stay associated with a felony alcohol or drug offense • Stay NOT associated with an unclassified or A-level felony, a homicide or an offense involving drug distribution[c]	527	TC-3B Hybrid Courts as Drug Courts TC-4 Felony Drug Court
Mental Health Proxy	• Random sample drawn to match most serious offense distribution found among FY15 Mental Health Court participants	5,000	TC-5 Mental Health Courts
Domestic Violence Proxy	• Stay associated with a DV-associated statute[d] • Male incarcerated for less than or equal to 120 days	2,325	DV-1 Community BIPs

a. All cohorts were based on offenders discharged from DOC facilities during 2007, after an incarceration stay for an original criminal offense. Offenses associated with the incarceration stay were used to qualify the offender for a cohort. (See Appendix E for more detail.)
b. The 75% felon and 25% misdemeanor mix was based on the distribution of offenders in the PsychEd program.
c. Based on rules set for the Anchorage Wellness court.
d. Based on analysis of offenses with DPS DV conviction flag in a DPS 2012 arrest conviction data set. (See Appendix E.)

Phase Three: Estimating Baseline Recidivism Patterns for Each Cohort

The RF model utilizes four measures of recidivism: (1) cumulative recidivism — the percent of offenders who were convicted for a new criminal offense during the follow-up period; (2) hazard rate — the risk for a reconviction during any given year in the follow-up period; (3) most serious recidivating offense during the follow-up period; and (4) average trips by most serious offense. These four baseline parameters were computed for each Alaska cohort using an 8-year follow-up period. The results are summarized below, with additional detail provided in Appendix H.

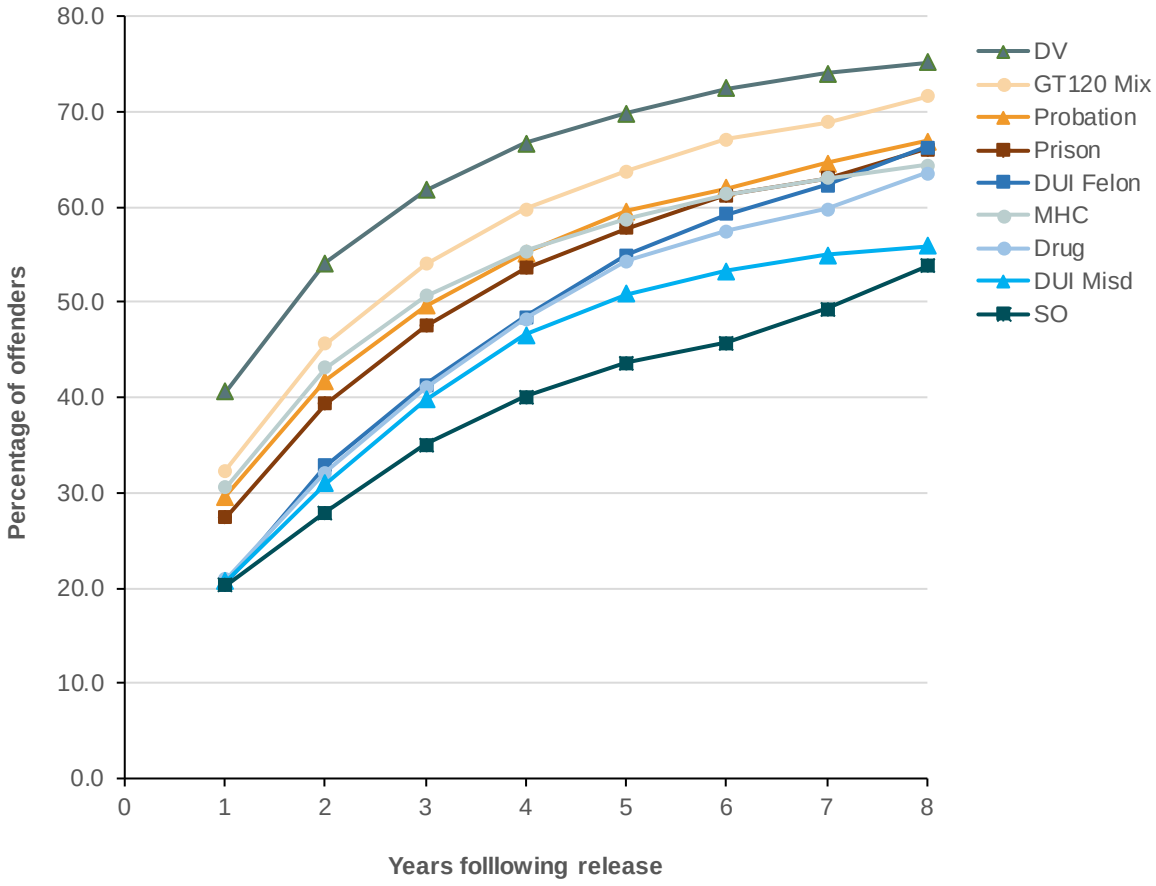
8-year Cumulative Recidivism Rate

The 8-year cumulative recidivism rate for the cohorts ranged from 53.8 percent for the sex offender cohort, to 75.2 percent for the DV cohort after 8 years. As shown in Figure 4-1, the cumulative recidivism rate differs across

the cohorts at every point in the follow-up period, and generally reflects the same relative order at any specific year.

Figure 4-1. Cumulative Recidivism Rates (2007–2015)

Recidivism was defined as any new criminal offense that resulted in a conviction.



The cumulative recidivism rate indicates the timing for the first offense committed during the follow-up period that resulted in a new criminal conviction. Although over half of the offenders in each cohort recidivated during the follow-up period, the cumulative recidivism rate for the DV cohort exceeded 50 percent by the second year. For sex offenders this rate was not reached until the eighth year. For all the other cohorts, the 50 percent cumulative recidivism rate occurred between year 3 and year 5.

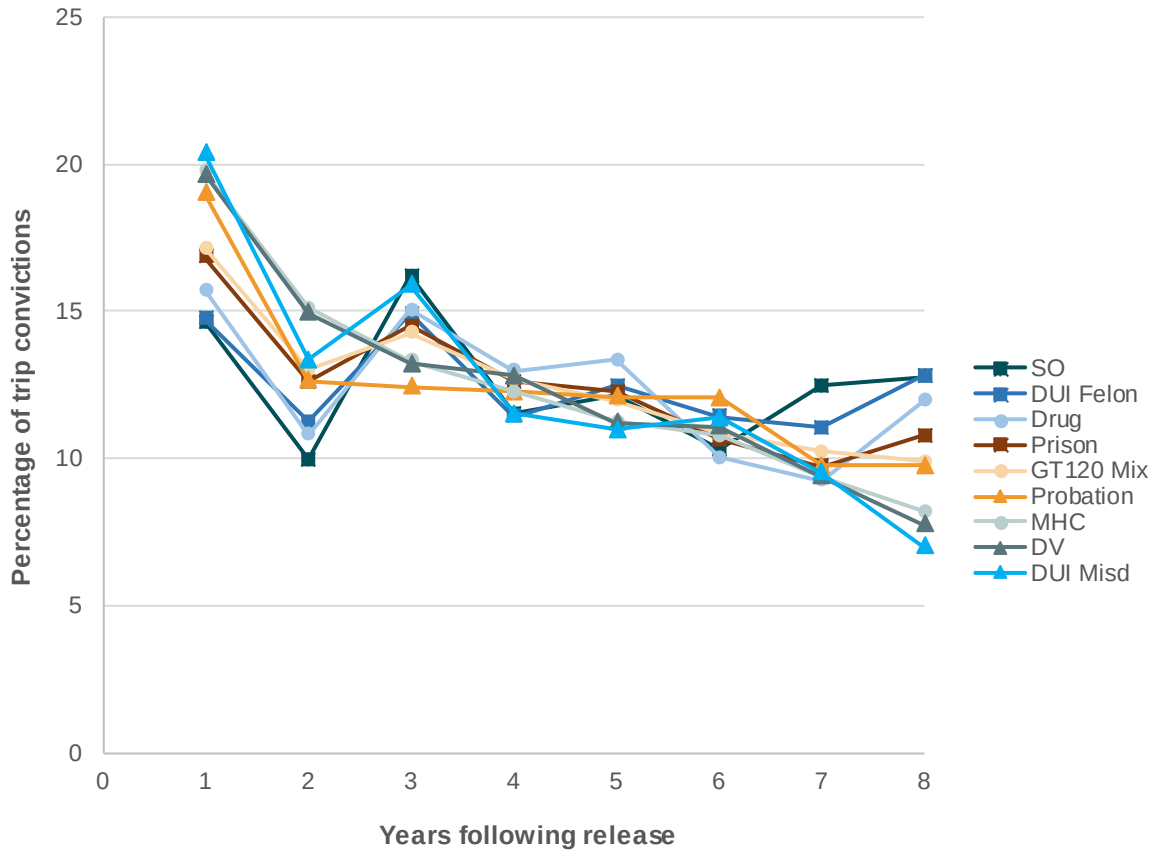
Hazard Rate

The hazard rate is defined as the risk of conviction for an original offense in a given year. It is based on the total number of reconviction trips during the follow-up period. The proportion of that total that occur in a given year is the hazard rate for that year.[20] This measure provides another indication of the timing of reconvictions (see Figure 4-2). In general, the risk of re-offense is highest in the first year, meaning that across all cohorts, a higher percentage of reconvictions occur in the first year than in any other given year. As well, across all cohorts, there

[20] The total number of reconviction trips is divided by the number of reconviction trips that occurred in each year of the follow-up period to obtain the hazard rate for that year. If timing didn't matter, the hazard rate would be the same for each year. For an 8-year follow-up period, this would be 12.5% (i.e., 100% divided by 8).

is a linear decline in recidivism risk; however, there is more year-to-year variability in some cohorts than in others. (See Appendix H.)

Figure 4-2. Hazard Rates (2007–2015)



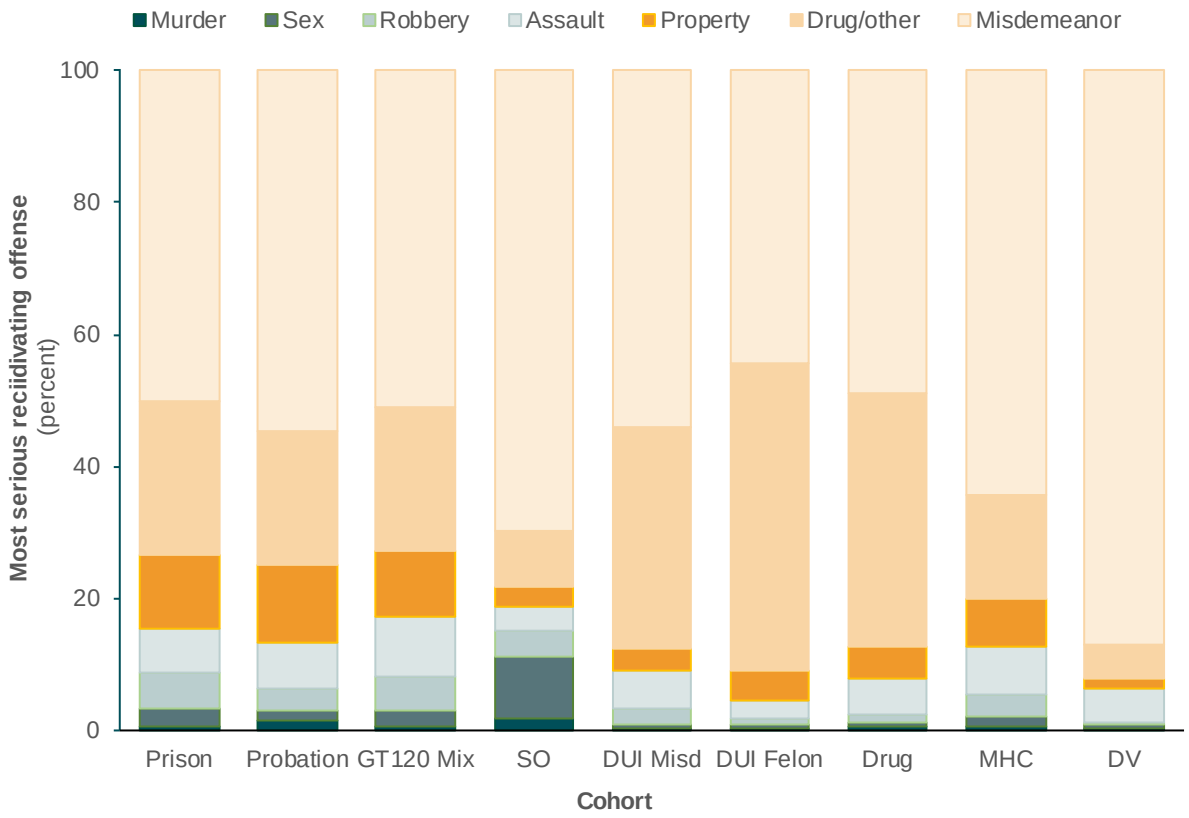
Most Serious Recidivating Offense

For each offender who recidivated during the follow-up period, the most serious crime category for reconvictions was identified. The distribution for each cohort is shown in Figure 4-2. For all but the felony DUI cohort, the most serious recidivating offense was most commonly classified as a misdemeanor, accounting for up to 87.1 percent of recidivating offenses (DV cohort). For the DUI felon cohort, felony drug and other offenses edged out misdemeanors as the most serious offense during the follow-up (46.6% vs. 44.4%, respectively), possibly because for this cohort, any DUI offense would be classified as a felony.[21]

[21] For both DUI cohorts, 40% of most serious offenses for a reconviction trip involved a DUI.

Figure 4-3. Most Serious Recidivating Offense (2007–2015)

Recidivism was defined as any new criminal offense that resulted in a conviction.



Even within offense-based cohorts, offenders who recidivate did so across the entire range of crime categories.[22] This was particularly striking with sex offenders who were unlikely to be reconvicted of another felony sex offense. Not only were they the least likely to recidivate (Figure 4-1), but misdemeanors accounted for 69.8 percent of their most serious recidivating offenses (second only to DV offenders). Nonetheless, 9.4 percent of most serious recidivating offenses were felony sex offenses. Felony sex convictions were seen in all the cohorts, but account for less than 2 percent of most serious recidivating offenses for other cohorts.

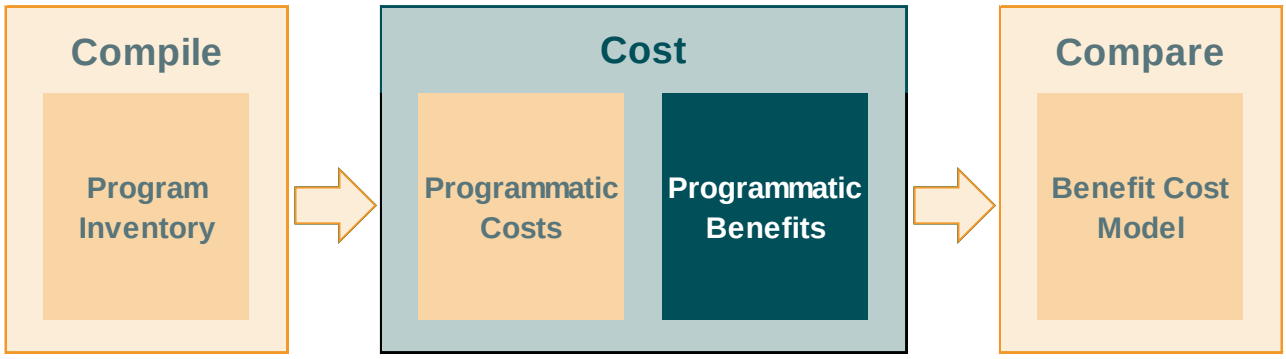
Average Trips by Most Serious Offense

This parameter is the average number of trips that resulted in conviction (convicted trips) during the follow-up period based on the most serious conviction. For example, within the prison cohort, this number ranged from 2.89, for offenders whose most serious recidivating offense was a felony sex crime, to 5.25 for those with felony assault. Overall, the minimum average was 1.00 (Drug cohort, with sex crime as most serious recidivism), and the maximum was 8.67 (Sex offender cohort, with felony property as the most serious recidivism). See Appendix for complete details.

[22] A more detailed analysis, beyond the scope of this document, suggested an interesting exception: 60 percent of DV offenders who recidivated committed another DV offense. A third of these offenses were assaults, most commonly assault in the fourth degree (AS11.41.230). This analysis is consistent with anecdotal reports of DV offense patterns.

Chapter 5

Programmatic Benefits: Avoided Future Costs



This chapter focuses on the cost of recidivism. Recidivism is defined as a criminal conviction on a new offense charge. We identified criminal justice system costs and costs to victims associated with a criminal conviction. The chapter also summarizes the process used to estimate the average "trip cost" of a conviction for each RF crime category. Some key findings include:

- The average annual incremental cost of adding one person to prison was estimated at $15,144:
  - The probability of incarceration ranged from 1.0 for a person convicted of homicide to .70 for someone convicted of a misdemeanor.
  - Among those incarcerated, the average years of incarceration ranged from 7.82 years for a person convicted of homicide to .12 years for someone convicted of a misdemeanor.
- The average marginal cost of a trip through the system ranged from $7.9 million for an offender convicted of homicide ($.3 million in criminal justice system administration costs; $7.6 million in costs to victims) to $2,612 for a misdemeanor conviction (all in criminal justice system administration costs).

What is included in the cost of a conviction?

The average cost of a conviction is defined as the average cost of a trip through the criminal justice system plus the average cost to victims. Criminal justice system administration costs include costs for arrests (police), adjudication (prosecutors, courts, and public defenders), incarceration, and community supervision. Costs to victims include both tangible costs, such as lost property and wages, and intangible costs, such as pain and suffering. Both victim costs and criminal justice resource costs depend on the crime category of the offense committed.

Process Overview

One of the key advantages to using the RF model is the ability to populate the model with *jurisdictionally specific data*, so that the model's outputs more accurately reflect both the costs and benefits of Alaska's adult criminal justice programs.

The Alaska model used the RF model defaults for tangible and intangible victim costs across the seven RF crime categories. These were based on national data on tangible victim costs and jury awards for intangible costs compiled in 2010.

With respect to criminal justice system administration, the model for Alaska required entry of four resource cost estimates for each of the seven RF crime categories: the average cost of an arrest (police), the average cost of

adjudication (prosecutors, courts, and public defenders), the average *annual* cost of incarceration, and the average *annual* cost of community supervision. AJiC staff worked with the Resource Costs Working Group to derive Alaska specific costs for these resources. Where it was not possible to do so, AJiC staff adjusted the model defaults, which were based on Washington state data compiled by the Washington State Institute for Public Policy (WSIPP), to reflect differences in Alaska's costs.

Although all convictions incur arrest and adjudication expenses, not all result in incarceration or community supervision. Consequently, the model also required estimation of the probability of resource use and the average duration of resource use for these two resources. The average per trip cost for incarceration and community supervision can be computed by applying these figures to the respective annual cost.

The average cost of a trip through the system for each of the seven RF crime categories is the sum of the average trip costs for each of the four criminal justice system resources for that crime category.[23] The average trip cost for a conviction includes the associated average cost to victims of that crime type.

Resource Cost Estimates in Alaska's Results First Model

The RF model required the use of *marginal costs*. Marginal (or incremental) per-person cost refers to the costs associated with the addition of one more person to a process. For our purposes, the processes are the four major points of offender contact in Alaska's adult criminal justice system: arrest, adjudication, incarceration, and community supervision. (Appendix I explains why marginal costs are used and how they are computed.)

With the assistance of the DOC and DPS, AJiC developed marginal cost estimates for arrest (police), incarceration, and community supervision (probation/parole). The marginal cost per arrest (police) was estimated at $1,123; **annual** marginal costs for prison were estimated at $15,144, and $1,229 for post-prison community supervision (probation/parole).

It was not possible to obtain Alaska-specific costs for adjudication (courts, prosecution and public defense); consequently, these were estimated from the corresponding Washington state costs, by applying the average ratio of Alaska to Washington costs for arrests, incarceration and community supervision. In contrast to the marginal costs for arrest, marginal costs for adjudication vary greatly, ranging from $241 for misdemeanor and non-violent felony categories, to $182,742 for homicide. The marginal costs for incarceration and community supervision are *annual costs*; to estimate the marginal cost of these resources for a specific crime category, the probability and average duration of use for that crime category must be determined.

Table 5-1 shows the resource costs entered into Alaska's RF model. Because of Alaska's unified criminal justice system, incarceration costs were entered as prison costs in the model. Jail costs were entered as 0 and are not listed in the table.

[23] For example, the average cost of a trip through the criminal justice system for a felony property conviction involves adding average costs for: (1) an arrest, (2) adjudication of a felony property offense, (3) incarceration for a felony property conviction, and (4) community supervision for a felony property conviction.

Table 5-1. Resource Costs Summary, by Results First Crime Category and Resource Type

	Results First crime categories						
Resource type	Murder	Felony sex	Robbery	Felony assault	Felony property	Felony drug & other	Misdemeanor
Criminal justice system administration							
Police (per arrest)	$1,123	$1,123	$1,123	$1,123	$1,123	$1,123	$1,123
Courts (per conviction)	$182,742	$22,510	$11,831	$5,849	$241	$241	$241
Prison (per year)	$15,144	$15,144	$15,144	$15,144	$15,144	$15,144	$15,144
Adult post-prison (per year)	$1,229	$1,229	$1,229	$1,229	$1,229	$1,229	$1,229
Victimization							
Tangible costs (per victim)	$567,639	$4,745	$5,950	$12,023	$2,027	$0	$0
Intangible costs (per victim)	$6,497,488	$169,294	$8,975	$18,567	$0	$0	$0

Note: Court costs include prosecutors and defenders. Prison and adult post prison are annual costs per average daily population. Victim costs are present value per victim based on national data (2010).

Alaska Specific Probability of Resource Use and Duration of Resource Use

The cost estimates for prison and community supervision resources are annual averages. To determine the average resource cost per conviction trip, it was necessary to estimate the likelihood that prison and community supervision resources would be used and the average duration of their use across the seven RF crime categories. AJiC worked in collaboration with the Recidivism and Resource Use Working Group to derive these estimates.

The *probability of prison use* ranged from 1.0 for a person convicted of homicide, to .70 for a person convicted of a misdemeanor.[24] The average *number of years of prison use*[25] and the *number of years of community supervision*[26] are shown in Table 5-2 below. (See Appendix J for full results.)

Table 5-2. Resource Use Parameters: Numbers of Years of Resource Use by Results First Crime Category and Resource Type

	Results First crime categories						
	Violent crimes				Property, drug & other		
Resource type	Murder	Felony sex	Robbery	Felony assault	Felony property	Felony drug & other	Misdemeanor
Adult prison	7.82	3.20	1.40	0.91	0.76	0.87	0.12
Adult community supervision	3.00	3.19	1.70	1.83	1.62	1.55	0.00

Average Marginal Trip Cost for a Criminal Conviction

In the RF model, estimates of resource costs are combined with jurisdictionally specific resource use parameters to arrive at an overall estimate of the *per-person costs* of a convicted trip through the criminal justice system for

[24] AJiC estimated probability of prison use and probability of post-prison community supervision based on criminal conviction data for 2013 and 2014 supplied by DPS.

[25] Based on data provided by DOC for offenders discharged from a DOC institution in 2013 or 2014.

[26] Based on data supplied by DOC for offenders completing probation or parole in 2013 or 2014.

each of the seven RF crime categories. Table 5-3 shows the average costs of an additional criminal conviction of the designated type, broken out by costs to the state and those borne by victims.

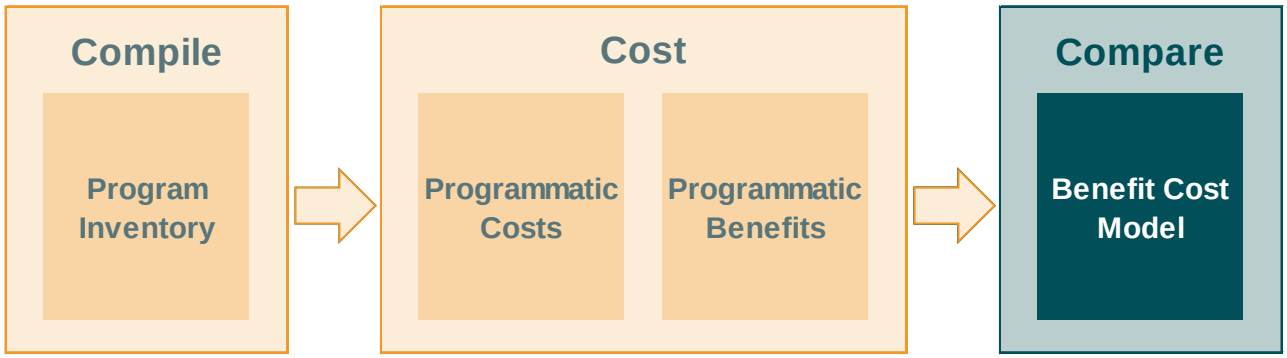
Table 5-3. Average Trip Cost for a Conviction by Results First Crime Category

	Results First crime categories						
	Violent crimes				Property, drug & other		
Per convicted trip	Murder	Felony sex	Robbery	Felony assault	Felony property	Felony drug & other	Misdemeanor
Criminal justice system administration	$287,712	$71,328	$33,617	$19,184	$11,265	$13,490	$2,612
Victimization	$7,612,736	$1,196,432	$47,441	$161,509	$11,117	$0	$0
Total costs	**$7,900,449**	**$1,267,760**	**$81,058**	**$180,693**	**$22,382**	**$13,490**	**$2,612**

Note: Costs are present value using the 2015 model year.

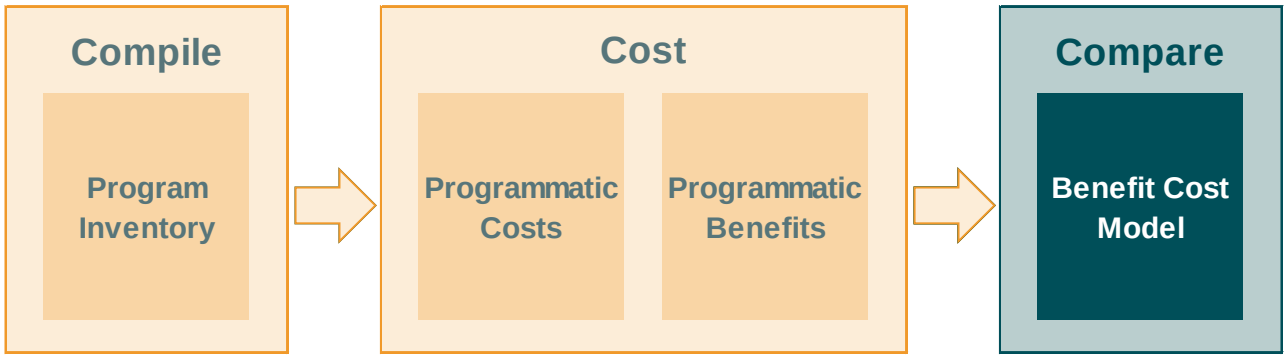
Once these average costs are known, it is possible to apply them to the pattern of recidivism for a group of offenders. The result is the average cost of a conviction for that group of offenders, in other words, the average cost of recidivism for the cohort. This idea is discussed in the final chapter, with results shown in Appendix K.

PART III
Compare



Chapter 6

Benefit Cost Analysis



This chapter presents the **benefit cost ratio** for each program in Alaska's RF model and discusses how the ratio should be interpreted. Some key results:

- Of the 19 programs in Alaska's RF model, all but one produced positive returns:
  - 14 programs generated monetary benefits exceeding costs
  - 4 programs generated positive return with tangible monetary benefits, but not equal to the amount invested
- A program's benefit cost ratio can be improved by:
  - increasing benefits (e.g., program elements or participants); or by
  - decreasing costs (e.g., capacity, contracting/procurement); or by
  - a combination of both.

What is a benefit cost ratio?

A benefit cost ratio (benefits divided by costs) is a monetary metric for assessing return on investment. Our interest is in program benefits relative to costs. For the purposes of RF, benefits consist of two quantities, both of which are future-oriented: avoided future criminal justice administration costs, and avoided future victimization costs. Costs are comprised of the per-participant costs for each adult criminal justice program examined. Thus, benefit cost ratios should be thought of as **future benefits relative to current costs**.

Process Overview

In the RF model, a program's benefits are defined as the criminal justice system administration costs and costs to victims that are avoided due to recidivism reduction attributed to the program.

Program benefits depend on (1) cohort selection, because this determines the baseline recidivism pattern and associated costs; and (2) the RF Adult Criminal Justice (ACJ) program match, because the scientifically derived effect size for the program is used to model the revised recidivism pattern and associated costs.[27] The difference

[27] Appendix L provides a table of Alaska's RF model programs, with the RF program and the Alaska cohort to which they were matched.

in costs associated with the baseline recidivism pattern and the revised recidivism pattern are the avoided costs due to recidivism reduction.

The RF model computes the benefit cost ratio for a program in three conceptual steps: First, the expected percent recidivism reduction is applied to the baseline recidivism pattern to derive a pattern of avoided recidivism — crimes that didn't happen because the program was effective. Second, the marginal cost of a conviction for each RF crime category is applied to the pattern of avoided recidivism, yielding a **marginal per person avoided cost** due to the program's expected recidivism reduction percentage**.** Third, this avoided cost (the marginal per person program benefit) is divided by the per person marginal cost to obtain the benefit cost ratio.

Programs that provide an alternative to incarceration have an additional monetary benefit beyond that of avoided costs due to recidivism reduction: the avoided costs of incarceration for the current offense.[28] Six programs in the Alaska RF inventory provide an alternative to offenders who would otherwise be incarcerated: electronic monitoring and the five therapeutic court programs. AJiC estimated the average avoided incarceration cost directly due to program participation,[29] and added it to the marginal per person avoided cost due to recidivism reduction. This more complete estimate of the marginal per person program benefit was then divided by the per person marginal cost to obtain the benefit cost ratio for these six Alaska programs.

How Does One Interpret a Benefit Cost Ratio?

The figure below is meant to guide interpretation of the benefit cost ratios. It includes a colored graphic with green on the top, yellow in the middle, and red on the bottom. This graphic provides a familiar dashboard reference corresponding to specific benefit cost ratio ranges: green is "good"; yellow is "warning"; and red is "alert".

Figure 6-1. A Dashboard for Interpreting the Benefit Cost Ratio

Ratio greater than 1.0

- Benefits exceed costs
- *Example:* 3.07 ⟶ $1 investment by state produces $3.07 of benefits

Ratio of 1.0

- "Break even"
- $1 invested by state produces a return of $1 of benefits

Ratio greater than 0.0, but less than 1.0

- Positive return with tangible monetary benefits, but not equal to amount invested
- *Example:* 0.80 ⟶ $1 investment by state produces $0.80 of benefits

Ratio of 0.0

- No return on investment

Ratio less than 0.0

- Negative return
- State investment lost, plus additional costs produced
- *Example:* -0.13 ⟶ $1 investment by state lost, and an additional $0.96 in costs incurred

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[28] These costs are an example of comparison costs, costs that would be incurred if the program were not in place.

[29] Offenders who are approved for the EM program serve the remainder of their incarceration sentence on EM, hence the average duration for the program is the same as the time that would have been spent in prison. For therapeutic courts, AJiC estimated the time that would have been spent in prison based on the average incarceration days for each RF crime category, weighted by the distribution of most serious offenses among 2015 court program participants.

Benefit Cost Ratio Results

Figure 6-2 provides an overview of the benefit cost ratio for the programs entered into the Alaska model. The results are organized by programmatic grouping on the x-axis, with the bubbles representing individual programs in that grouping. The chart is similar to that used earlier to show the programs' expected percent recidivism reduction (Figure 2-2), but here the size of the bubble illustrates the magnitude of benefit cost ratio, which is also shown on the y-axis.

Figure 6-2. Benefit Cost Ratios by Program Grouping

The green line represents "break even," or a benefit cost ratio of $1.00, meaning that for every dollar of investment the state sees $1 in benefits. The red line represents $0 in benefits, or "no return on investment." These two lines break the graphic into three regions: Programs above the green line produce benefits that exceed costs. Programs between the green and red line produce positive, tangible future monetary benefits; however, these benefits do not exceed current costs. Finally, programs below the red line produce negative results. In other words, programs in this region produce additional future costs beyond the initial program investment.

Table 6-1 shows benefit cost ratios for the 19 programs (3 modeled twice) that were included in Alaska's RF model.[30] The list provides an ordered ranking of programs according to their estimated benefit cost ratios. DOC's PsychEd program is at the top, with an estimated benefit-to-cost ratio of $23.80, which is to say that for every dollar the state invests in that program, it is expected to return $23.80 in benefits (avoided future criminal justice system administration and victimization costs).

Table 6-1. Alaska Results First Model Programs Ranked by Benefit Cost Ratio

Rank	Report ID	Alaska program name	Benefits	Cost	Benefit cost ratio
1	SAP-1	PsychEd	$9,614	$404	$23.80
2	VGE-1	General Ed.	$12,481	$1,180	$10.58
3	VGE-2	Vocat. Ed.	$11,696	$1,644	$7.11
4	SX-1B	SOTX-community (FY17 delivery model)	$31,072	$4,909	$6.33
5	SAP-3	IOPSAT-DD	$9,250	$1,893	$4.89
6	SAP-2	IOPSAT-prison	$9,250	$1,901	$4.87
7	SX-1A	SOTX-community (FY15 delivery model)	$31,072	$7,018	$4.43
8	SAC-2	PACE	$15,864	$5,171	$3.07
9	TA-1	EM-sentenced *	$4,856	$1,605	$3.03
10	SX-2	SOTX-prison outpatient	$16,973	$7,137	$2.38
11	SAP-4	RSAT	$6,350	$3,223	$1.97
12	SAC-3	ASAP	$1,917	$1,271	$1.51
13	SAC-1B	IOPSAT-community (FY17 sites)	$1,791	$1,352	$1.32
14	TC-4	Felony Drug Court *	$21,194	$17,316	$1.22
15	TC-5	Mental Health Courts *	$13,246	$11,416	$1.16
16	SAC-1A	IOPSAT-community (FY16 sites)	$1,791	$1,654	$1.08
17	TC-3B	Hybrid Courts as Drug Courts *	$21,194	$26,620	$0.80
18	SX-3	SOTX-prison TC	$16,973	$23,675	$0.72
19	TC-3A	Hybrid Courts as DUI Courts *	$18,256	$26,620	$0.69
20	TC-2	Felony DUI Courts *	$18,212	$30,577	$0.60
21	TC-1	Misd. DUI Court *	$6,177	$18,300	$0.34
22	DV-1	Community BIPs	($229)	$1,729	($0.13)

* Asterisked programs provide an alternative to incarceration. Benefits include the incremental incarceration costs without the program.

In summary, 16 of the 22 model estimates (14 of 19 programs) fell *above* the "break-even" line, meaning that program benefits exceeded program costs. Five of the 22 model estimates (4 of 19 programs) fell in between the "break-even" line and zero, indicating positive monetary returns, but those returns were not equal to the amount of investment. Only 1 of 22 model estimates (1 of 19 programs) fell below the red line, but the amount was within rounding error of zero, indicating that the program was expected to produce neither positive monetary return, nor additional future expenses.

Of note: Programs that were modeled twice fell into the same region either way: the ratios did differ, but not enough to impact the big picture.

[30] The reason for modeling twice were as follows: (1) Hybrid therapeutic courts operate both as DUI and as drug courts. They were modeled both ways. (2) A more cost-effective option for delivery of the SOTX-community program was implemented at the start of FY17. Program costs were adjusted to account for these changes. (3) The IOPSAT community program was modeled with the sites corresponding to the 2016 budget, and with the reduced sites that remained in 2017.

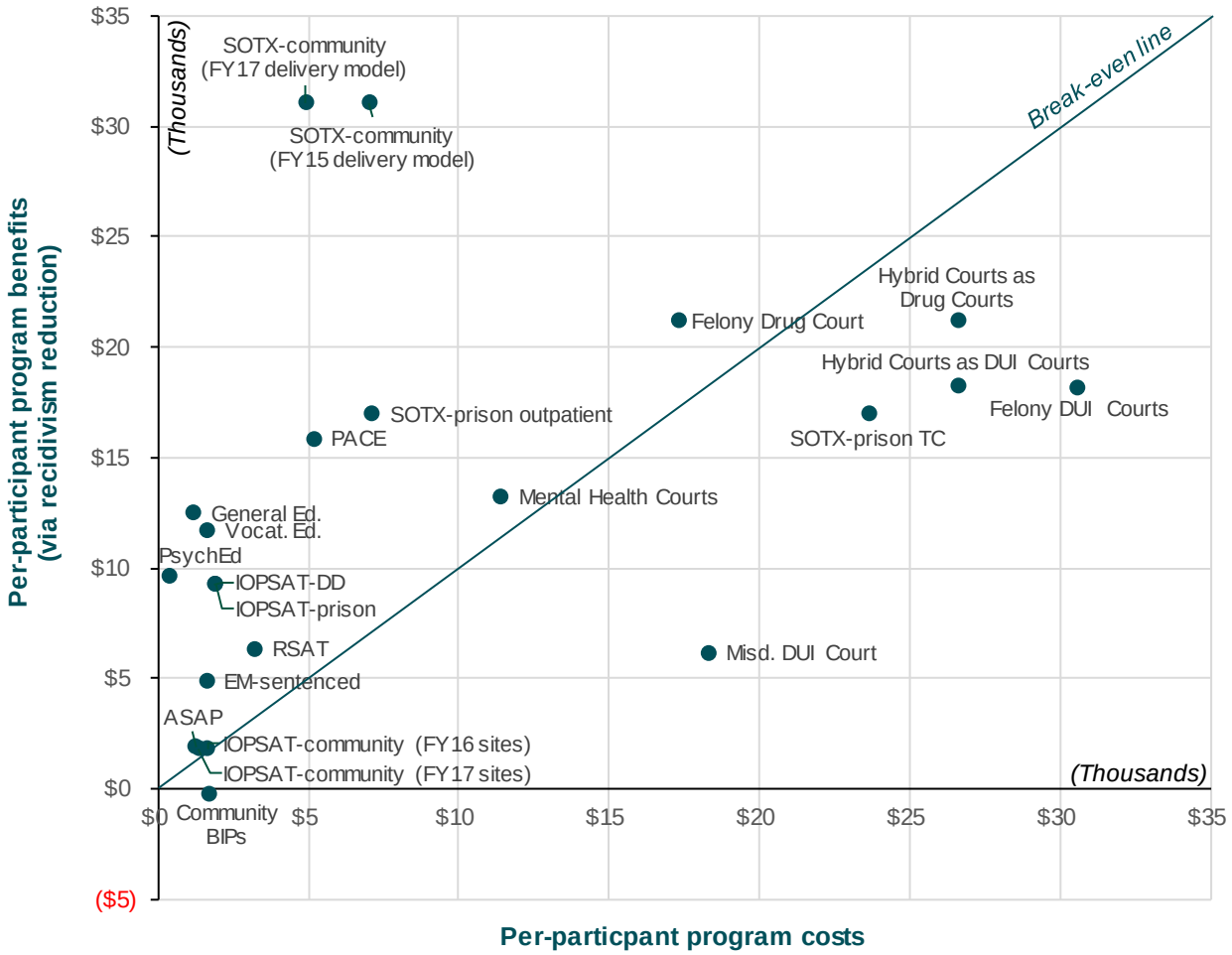
Appendix M provides a more detailed summary of the benefit cost analysis for each of the programs modeled.

Benefits versus Costs

A benefit cost ratio has the advantage of being a single number which allows programs to be compared on a single return on investment measure. The difficulty, however, is that the benefit cost ratio represents a relationship between two numbers, and therefore, it can be difficult to understand.

Figure 6-3 provides an alternative view of the same information, but shows both the per-participant benefits and costs. The y- or vertical axis depicts the per-participant program *benefits* for each adult criminal justice program. This number ranges from -$5,000 to $35,000. The x- or horizontal axis represents the per participant *costs* for each adult criminal justice program. The values on this axis range from $0 to $35,000.

Figure 6-3. Benefits versus Costs



Each program's *location* on the graph reflects its values on each axis. For example, the Mental Health Court's per-participant program costs are $11,416, and its per participant benefits are $13,426. The program's benefits exceed its costs, so the program is positioned above the *break-even line.* In the ideal, programs want to land to the left and above the break-even line.

The graph in Figure 6-3 is useful in that it not only allows one to see each program's estimated costs and benefits — and how those values produce each program's estimated benefit cost ratio — it also provides one with a sense of *how far* programs falling to the right and below the break-even line have to go to get to "break even" or better.

In summary, it is important to remember that the benefit cost ratio is composed of two separate numbers: per-participant program costs and per-participant program benefits. There is variability in both of these numbers — that is, per-participant costs vary widely across programs, as do per-participant program benefits.

Improving a Program's Benefit Cost Ratio

A program's benefit cost ratio is not fixed. It can be improved by increasing program benefits, by decreasing program costs, or both.

Increasing Program Benefits

A program's benefits depend both on the effect size of the RF program to which it is matched, and the baseline recidivism rate of the cohort to which the expected percentage recidivism reduction is applied. Changing the program in a way that allows it to match a more effective program might be possible, but requires analysis of other programs that have been scientifically evaluated to determine a suitable course of action.

Another way to improve the program's monetary benefit is to target the program to participants with a more costly pattern of recidivism, thereby increasing the avoided costs due to expected recidivism reduction. (See appendix K). To illustrate this idea, consider the felony DUI courts and misdemeanor DUI courts programs. As DUI courts, both have the same level of effectiveness with respect to recidivism reduction. However, the recidivism patterns for the DUI felon and DUI misdemeanor cohorts differed, with the DUI misdemeanor cohort having a lower 8-year cumulative recidivating rate and a higher proportion of most serious recidivating events being misdemeanor convictions. Because the misdemeanor DUI cohort's reoffending was less costly, recidivism reduction for the misdemeanor DUI courts program produced lower avoided costs.[31]

Decreasing Program Costs

Alaska's vast geography and low population density impose challenges for service delivery, especially in rural areas. In general, programmatic costs in Alaska are higher than the defaults included in the model, which are based on Washington state data. As expected, we found that average programmatic costs varied widely depending on where a program was delivered in Alaska, with the same program having a higher cost in more rural areas.

As part of the program costing process, AJiC staff explored factors beyond geography that might explain differences in per person program marginal costs. Two factors stood out: whether a program operated at capacity and its contract structure.

Typically, services were contracted at a fixed annual cost that covered up to a specified amount of treatment delivery. The percentage of the treatment capacity (based on the contract limit) that was utilized impacted the per person cost, since the full contract expense must be paid regardless of the amount of treatment delivered. Operating a program so that the full contracted capacity is utilized minimizes its per person marginal costs and

[31] In addition, therapeutic courts provide an alternative to incarceration, so a portion of their benefits were due to the avoided costs of incarceration for the original qualifying offense. This cost was much lower for misdemeanants, who comprise 100% of the misdemeanor DUI cohort, than for the mix of felony offenders comprising the felony DUI cohort. In combination, and despite the same level of program effectiveness and its lower programmatic costs, the misdemeanor DUI court had a lower benefit cost ratio than the felony DUI court.

maximizes its benefit cost ratio. As well, negotiating contracts that are based on actual usage or eliminating services at sites with very low demand would also improve costs, but may not be feasible or desirable.

Recidivism Reduction and Benefit Cost Ratio

The RF model provides an estimate of a program's expected percent recidivism reduction as well as its benefit cost ratio. The first measure answers the question of how well the program meets the goal of recidivism reduction; the second answers the question of how efficiently it does so, in monetary terms. Importantly, a program may be effective but inefficient, or efficient but only moderately effective. Table 6-2 shows Alaska's RF model programs ranked both by their benefit cost ratio and by their expected percentage recidivism reduction.

Table 6-2. Comparison of Program Ranks: Benefit Cost Ratio versus Expected Recidivism Reduction

6-2a. 'Ranked by benefit cost ratio

Rank	Report ID	Alaska program name	Benefit cost ratio
1	SAP-1	PsychEd	$23.80
2	VGE-1	General Ed.	$10.58
3	VGE-2	Vocat. Ed.	$7.11
4	SX-1B	SOTX-community (FY17)	$6.33
5	SAP-3	IOPSAT-DD	$4.89
6	SAP-2	IOPSAT-prison	$4.87
7	SX-1A	SOTX-community (FY15)	$4.43
8	SAC-2	PACE	$3.07
9	TA-1	EM-sentenced *	$3.03
10	SX-2	SOTX-prison outpatient	$2.38
11	SAP-4	RSAT	$1.97
12	SAC-3	ASAP	$1.51
13	SAC-1B	IOPSAT-community (FY17)	$1.32
14	TC-4	Felony Drug Court *	$1.22
15	TC-5	Mental Health Courts *	$1.16
16	SAC-1A	IOPSAT-community (FY16)	$1.08
17	TC-3B	Hybrid Courts as Drug Courts *	$0.80
18	SX-3	SOTX-prison TC	$0.72
19	TC-3A	Hybrid Courts as DUI Courts *	$0.69
20	TC-2	Felony DUI Courts *	$0.60
21	TC-1	Misd. DUI Court *	$0.34
22	DV-1	Community BIPs	($0.13)

6-2b. 'Ranked by expected recidivism reduction

Rank	Report ID	Alaska program name	Average recidivism reduction
1(t)	SX-1B	SOTX-community (FY17)	32.4%
1(t)	SX-1A	SOTX-community (FY15)	32.4%
3(t)	TC-4	Felony Drug Court	26.3%
3(t)	TC-3B	Hybrid Courts as Drug Courts	26.3%
5	VGE-1	General Ed.	23.4%
6	VGE-2	Vocat. Ed.	21.9%
7	SAC-2	PACE	21.8%
8	TC-5	Mental Health Courts	20.6%
9	TC-1	Misd. DUI Court	20.2%
10(t)	TC-3A	Hybrid Courts as DUI Courts	20.0%
10(t)	TC-2	Felony DUI Courts	20.0%
12(t)	SX-2	SOTX-prison outpatient	17.7%
12(t)	SX-3	SOTX-prison TC	17.7%
14(t)	SAP-3	IOPSAT-DD	17.4%
14(t)	SAP-2	IOPSAT-prison	17.4%
16	SAP-1	PsychEd	15.2%
17	SAP-4	RSAT	11.9%
18	SAC-3	ASAP	8.9%
19	TA-1	EM-sentenced	3.2%
20(t)	SAC-1B	IOPSAT-community (FY17)	2.5%
20(t)	SAC-1A	IOPSAT-community (FY16)	2.5%
22	DV-1	Community BIPs	-0.7%

(t) indicates tied rank.

The program with the highest return on investment is not necessarily the one with the highest impact on recidivism. For example, PsychEd, a prison-based program directed at offenders with a need for less intensive substance abuse treatment, produced the highest benefit cost ratio. Its expected recidivism reduction percentage of 15.2 percent, was about half that for the program ranked highest on this measure. When combined with low program costs and a cohort with high recidivism costs, the moderate effectiveness produced a high return.

Conversely, programs with moderate return on investment, may have a high impact on reduction. For example, community-based sex offender treatment (SX-1A and SX-1B) had the highest expected recidivism percentage, yet produced only a modest return on investment even with the more efficient FY17 delivery model (SX-1B).

Chapter 7

Using Alaska's Results First Model to Inform Strategic Adult Criminal Justice Programming

This chapter discusses the implications of RF findings for Alaska's current adult criminal justice programs, and considers how the Alaska's RF model could be used to derive a more strategic, policy- and evidence-based approach to future adult criminal justice programming in the state. The chapter closes with a few policy considerations.

Key conclusions:

- State funds are allocated to agencies in an "area of focus" rather than to individual programs. Agencies determine program investments within these budget allocation areas. RF findings can assist different levels of decision-makers in optimizing investment in adult criminal justice programs.
    - Looking across agency and budget allocation lines provides a high level view of the relative level of evidence-based programming, program effectiveness, and efficiency provided by different budget allocations lines.
    - Comparing results within a budget allocation area can help agency staff make tactical decisions regarding the mix of programs within their budget allocation.
- The Alaska RF results provide a decision-making *tool* not a decision-making *rule*.
    - Although reducing recidivism is a primary goal of criminal justice programs, a benefit cost analysis is just one tool for assessing whether programs are meeting Alaska's strategic needs.
    - Detailed findings can be used to improve program efficiency and/or identify more effective programs.
- The Alaska RF model provides policymakers with a tool for analyzing the potential monetary effectiveness of programs being considered for addition to current adult criminal justice programming.

Decision-making tool, not decision-making rule—what does this mean?

RF findings are intended to be used as a decision-making tool, not a decision-making rule. This point can be understood in multiple ways: First, a program's benefit cost ratio cannot be the only thing considered when evaluating investment in an adult criminal justice program. Second, RF findings are more than just the benefit cost ratio; the detailed information produced by the Alaska's RF processes can be used to improve the return on investment of existing programs. Third, the Alaska RF model is itself a tool that can be used to inform strategic decisions about future program investments.

Using the Benefit Cost Findings to Inform Current Program Investment

The benefit cost ratio measures a program's efficiency in attaining the goal of recidivism reduction. We first show how the benefit cost ratio might be used by different levels of decision-makers to inform investment. We then briefly consider other important strategic goals that should not be forgotten when using this valuable tool.

Comparing investment using the benefit cost ratio

The benefit cost ratio allows comparison of the return on investment for Alaska's RF model programs. However, state funds are typically allocated to agencies to address an area of focus, not usually for an individual program

as defined in the RF model. An allocation may support multiple programs of varying degrees of effectiveness and efficiency with respect to recidivism reduction, including programs that could not be modeled. The information on the next page can be used by different levels of decision-makers to compare investment *across* and *within* budget allocation areas.

Table 7-1 identifies all state-funded programs in Alaska's program inventory within the state budget line that provides funding. In some cases, the allocation may not be entirely related to adult criminal justice programs.

This view allows high level observations to be made about allocation areas. For example:

- The state's investment in therapeutic courts is mostly in highly effective, evidence-based programs. These programs produce positive, but relatively low returns.
- The state's investment in DOC substance abuse programs is all invested in evidence-based programming with positive return on investment. Interestingly, programs delivered to offenders while incarcerated are more effective and produce better return than those delivered while under community supervision.
- The portion of investment in sex offender management programs that is directed to treatment for male offenders is highly effective, with moderate monetary returns.
- Several areas of investment have a more mixed bag of evidence-based and non-evidence-based programs, and some areas of investment have no programs with sufficient evidence to determine a return.

Looking at the range of outcomes within an allocation may be particularly useful for agency staff responsible for managing that allocation. Detailed RF findings can inform alternative strategies for more efficient delivery of current programs, as discussed in Chapter 6.

Table 7-1. Funded Programs by Benefit Cost Ratio within Alaska Budget Allocation Area

Appropriation/allocation may support more than the programs listed.

Budget agency	FY15 appropriation	Allocation	Report ID	Alaska program name	Benefit cost ratio	Average recidivism reduction
ACS	Therapeutic courts	Therapeutic courts	**TC-4**	**Felony Drug Court ***	$1.22	26.3%
			TC-5	**Mental Health Courts ***	$1.16	20.6%
			TC-3B	**Hybrid Courts as Drug Courts ***	$0.80	26.3%
			TC-3A	**Hybrid Courts as DUI Courts ***	$0.69	20.0%
			TC-2	**Felony DUI Courts ***	$0.60	20.0%
			TC-1	**Misd. DUI Court ***	$0.34	20.2%
			TC-6	**Anchorage Veterans Court**	na[a]	no evid.
DHSS	Behavioral health	Alcohol Safety Action Program[b,c]	**SAC-3**	**ASAP**	$1.51	8.9%
			SAC-4	**24/7**	na[a]	some evid.
			RE-4	**Partners Reentry Center**	na[a]	some evid.
DHSS	Behavioral health	Community Action Prevention and Intervention (CAPI) grants[d]	**DV-4**	**Family Wellness Warriors**	na[a]	no evid.
DOC	Recidivism reduction grants	Recidivism reduction grants[c]	**RE-4**	**Partners Reentry Center**	na[a]	some evid.
DOC	Inmate health care[e]	Behavioral health	**RE-2**	**APIC**	na[a]	some evid.
			RE-3	**IDP+**	na[a]	some evid.
DOC	Inmate health care[e]	Domestic violence program	**DV--3**	**BIPs (prison based)**	na[a]	no evid.
DOC	Inmate health care[e]	Sex offender management program	**SX-1B**	**SOTX-community (FY17)**	$6.33	32.4%
			SX-1A	**SOTX-community (FY15)**	$4.43	32.4%
			SX-2	**SOTX-prison outpatient**	$2.38	17.7%
			SX-3	**SOTX-prison TC**	$0.72	17.7%
			SX-4	**Outpatient SOTX (prison femal**	na[a]	no evid.
			TA-3	**Polygraph Testing**	na[a]	no evid.
DOC	Inmate health care[e]	Substance abuse treatment program	**SAP-1**	**PsychEd**	$23.80	15.2%
			SAP-3	**IOPSAT-DD**	$4.89	17.4%
			SAP-2	**IOPSAT-prison**	$4.87	17.4%
			SAP-4	**RSAT**	$1.97	11.9%
			SAC-1B	**IOPSAT-community (FY17)**	$1.32	2.5%
			SAC-1A	**IOPSAT-community (FY16)**	$1.08	2.5%
DOC	Offender habilitation	Education programs	**VGE-1**	**General Ed.**	$10.58	23.4%
			RE-1	**Alaska Reentry Course**	na[a]	no evid.
			VGE-5	**Anger Management**	na[a]	no evid.
			VGE-6	**Criminal Attitudes Program**	na[a]	no evid.
			VGE-7	**Parenting: Active Parenting**	na[a]	other
			VGE-8	**Parenting: Inside Out Dad**	na[a]	other
DOC	Offender habilitation	Vocational education programs	**VGE-2**	**Vocat. Ed.**	$7.11	21.9%
DOC	Population management	Electronic monitoring	**TA-1**	**EM-sentenced ***	$3.03	3.2%
DOC	Population management	Institution Director's Office	**CS-1**	**Chaplaincy Core Services**	na[a]	na[a]
DOC	Probation & parole	PACE	**SAC-2**	**PACE**	$3.07	21.8%
DPS	CDVSA	Domestic Violence/Sexual Assault	**DV-1**	**Community BIPs**	($0.13)	-0.7%

a. Program could not be modeled: no evidence, some evidence (Clearinghouse but not RF match), or evidence is not about recidivism.
b. Indigent fund for 24/7 was set up under this allocation by SLA 2014 SB64; otherwise the 24/7 program is self-pay.
c. In FY16, CAPI was consolidated into Prevention & Early Intervention grants (along with other allocations).
d. Partners Reentry Center is an FY16 program covered by allocations to DOC and DHSS. A portion of the DOC allocation noted is RSA'ed to DHSS for this contract. Another portion is allocated to DHSS under the ASAP allocation line. The ASAP program than routes their portion to the contract.
e. In FY16, renamed to Health and Rehabilitation Services.

Benefit cost ratio: tool rather than rule!

A program's benefit cost ratio must be considered within the context of other strategic goals and requirements for delivery of adult criminal justice programs in Alaska.

First, it must be remembered that the primary purpose of state-funded programs in Alaska's adult criminal justice program inventory is to reduce recidivism. Consequently, a program's expected recidivism reduction must be considered *along with* its benefit cost ratio before an appropriate recommendation can be made regarding investment in the program. For example, therapeutic courts are extremely effective with respect to recidivism reduction – all are expected to reduce recidivism by over 20 percent; however, their benefit cost ratios are all fairly low. In such cases, more detailed examination of ways to make the programs more cost effective (such as those discussed in chapter 6) can explored.[32] Focusing solely on the benefit cost ratio would be at odds with the state's need to reduce recidivism.

Second, the benefit cost ratio must be considered within the broader context of the state's responsibilities to all its citizens. Alaska has an obligation to deliver criminal justice services throughout the state. Alaska's geography is a challenge, impacting not just the basic cost structure, but limiting the ability to negotiate a level of treatment aligned with program capacity. While program demand and alternatives for reducing delivery costs at costly sites must be explored,[33] it may be the case that costs exceed benefits for some highly effective community-based programs.

Third, no model can provide a complete picture of the benefits of a program. Recidivism reduction may be just one program goal. Other desirable outcomes may be undervalued. For example, the scientific evidence suggests that Mental Health Courts are highly effective both in reducing recidivism and in reducing psychiatric symptoms. To the extent that psychiatric symptoms incur costs to the state and to society beyond those linked to crime, reduction in such symptoms should result in future avoided costs that are not captured in the current model.[34]

In short, the benefit cost ratio, while a valuable indicator of a program's return on investment, cannot be used as the only measure of a program's value, monetary or otherwise.

Using the Results First Model to Inform Future Investment

The Alaska RF model can be used to model *hypothetical* versions of programs that do not currently exist in Alaska's program inventory, but for which credible effect sizes are available.[35] A what-if analysis for such a program based on an Alaska cohort would yield an estimate of the recidivism reduction percentage that would be expected if a similar program were implemented in Alaska. Importantly, the benefit cost ratio would reflect Alaska-specific criminal justice administration costs; it could be based either on default model program costs or an Alaska-specific estimate. It would also be possible to compute the break-even point for the program to be implemented in Alaska.

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[32] AJiC staff created a tool based on the data collected for the program costing process to allow modeling the impact of specific changes on the per person marginal costs to therapeutic courts programs.

[33] Services are contracted by the organizations and programs responsible for delivering the service. Multiple programs provide or refer offenders to community-based substance abuse treatment. To the extent that different programs operate in the same community, a highly speculative idea is to explore leveraging service contracts across programs within a geographic area.

[34] As well, the RF model reports effect sizes indicating that DUI courts reduce recidivism on DUI offenses specifically, at about the same level as for recidivism in general. This is noteworthy because although, in general, recidivating offenses were not closely associated with the original offense category, DUI offenders were more likely than others to be convicted of another DUI offense.

[35] In particular, this includes all RF programs described in Appendix B, not just those with Alaska exemplars.

The following discusses three ways in which the model may be used to inform future investment in evidence-based programs that could fill gaps in Alaska's current adult criminal justice program inventory: (1) Identify individual programs of interest; (2) Compare programs or solutions; and (3) Fine-tune investment across a program family.

Evaluating Investment Opportunities

Table 7-2 on the next page shows all RF Adult Criminal Justice programs, including those without Alaska exemplars, organized by the cohort to which they might be applied.[36] The information provided can be used to identify programs that might address strategic gaps in Alaska's current program offerings, or ones that could be directed to cohorts where the value of avoiding a conviction is high. (See Appendix K.) Once such potential opportunities were identified, an initial what-if assessment could be conducted.

As well, the model can be used to support approaches that may not be included as individual programs in Alaska's program inventory. For example, the evidence base suggests that cognitive behavior therapies (CBT) are effective at reducing recidivism when applied to a variety of problems, with higher effectiveness found for "name-brand" programs (e.g., Moral Reconation Therapy) compared to generic programs. Several of the programs in Alaska's program inventory[37] include cognitive behavior therapy components, but they could not be modeled separately. As a what-if exercise, AJiC staff ran the model on the "name brand" version of CBT programs, using a per person program cost based on Washington state data, but with Alaska adult criminal justice resource costs. The expected recidivism percentage reduction rates were about 10.5 percent. The benefit cost ratio was $13.52 for the Alaska's prison cohort, and $17.72 for the Alaska's community supervision cohort. These figures suggest that using "name-brand" CBT components is a cost-effective strategy for reducing recidivism. Additional analysis could determine the relative return for "name-brand" versus generic programs.

[36] Not all evidence-based programs are effective!

[37] For example, Alaska's batterer intervention programs often components beyond those in the core Duluth curriculum. Some include Bringing Peace to Relationships, a Moral Reconation Therapy program.

Table 7-2. Results First Adult Criminal Justice Programs, with and without Alaska Exemplars (by cohort)

Programs with Alaska exemplars			Programs with no Alaska exemplars
Results First program name	Report ID	Alaska program name	*Results First* program name
General and substance abuse programs for incarcerated offenders (Alaska prison and prison"mix" cohorts)			
Outpatient/non-intensive drug treatment (prison)	SAP-1	PsychEd	Correctional industries in prison
Inpatient/intensive outp drug treatment (prison)	SAP-2	IOPSAT-prison	Employment and job assistance (prison)
Inpatient/intensive outp drug treatment (prison)	SAP-3	IOPSAT-DD	Employment and job assistance (post-prison)
Therapeutic communities chem dependent (prisor	SAP-4	RSAT	Housing supports for offenders returning to the community
Correctional ed. (basic or post-secondary) in priso	VGE-1	General Ed.	Therapeutic communities ...co-occuring disorders
Vocational education in prison	VGE-2	Vocat. Ed.	Work release
General and substance abuse programs for offenders supervised in the community (Alaska probation cohort)			
Inpatient/intensive outp drug treatment (community	SAC-1	IOPSAT-community	Intensive supervision (surveillance & treatment)[a]
Case management: swift and certain	SAC-2	PACE	Intensive supervision (surveillance only)[b]
			Outpatient/non-intensive drug treatment (community)[c]
			Supervision with risk need & responsivity principles
			Therapeutic communities for chemically dependent (community)
General programs (Alaska prison, probation, and prison"mix" cohorts)			
			Cognitive behavioral therapy[d]
			Methadone vs. no treatment/detox
			Naltrexone vs. no treatment/detox
			Restorative justice conferencing
General alternatives to incarceration (Alaska prison cohort)			
Electronic Monitoring (parole)	TA-1	EM-sentenced	Day reporting centers
Alternatives to incarceration for DUI and drug offenders (drug and DUI cohorts)			
Case management: not swift and certain	SAC-3	ASAP	Electronic monitoring (probation)[e]
DUI courts	TC-1	Misd. DUI Court	
DUI courts	TC-2	Felony DUI Courts	
	TC-3	Hybrid Courts	
Drug Courts	TC-4	Felony Drug Courts	
Alternatives to incarceration for mental health offenders			
Mental health courts	TC-5	Mental Health Courts	Jail diversion for offenders with mental illness (post-booking)
Programs for sex offenders			
Sex offender treatment (community)	SX-1	SOTX-community	
Sex offender treatment (prison)	SX-2	SOTX-prison outpatient	
Sex offender treatment (prison)	SX-3	SOTX-prison TC	
Programs for domestic violence offenders			
Domestic violence perpetrator treatment (Duluth)[a]	DV-1	Community BIPs	

a. Program has no effect on recidivism.
b. SAC-4 24/7 Alcohol and Controlled Substance Monitoring program matched on features, but used on pre-trial population not included in RF ACJ progams.
c. Alcohol and Drug School matched but could not be modeled because it is self-pay.
d. CBT programs are components of some Alaska programs but w ere not modeled separately.
e. This version of EM w as begun in Alaska after the model w as completed.

Comparing Options

Alaska's RF model may be used to compare related programs or responses to a problem.

For example, DOC's Prisoner Re-entry Task Force focused on exploring programs that reduce recidivism through improved housing, employment and/or educational opportunities. Multiple re-entry programs were

identified in Alaska's program inventory (Appendix C), but none met the criteria for inclusion in Alaska's RF model. The list of RF programs without Alaska exemplars includes two variations of *Employment and job training assistance*. Both include programs intended for incarcerated individuals, but in one (designated prison), program services began while the offender was still incarcerated; in the other (designated post-prison), all assistance was provided after release. Running the benefit cost analysis on both programs against Alaska's prison cohort, and using default program costs (based on Washington State) allows an estimation of the relative return on the two versions. The prison version provided a higher expected percentage recidivism reduction (29.7% vs. 9.2%) and a better benefit cost ratio ($34.30 vs. $10.59).[38] With these numbers, a recommendation might be made to further explore one, both or neither option.

A more complex example relates to two types of programs offering community supervision for substance abusing offenders: *Intensive supervision programs* focus on providing higher level of community supervision than what is normally given (e.g., substance testing, house arrest, electronic monitoring). *Case management* programs focus on identification and coordination of services needed by the offender. From an evidence standpoint, it is interesting that on its own, neither approach is particularly effective. Some intensive supervision programs require (and may provide) treatment services. Those that do are highly effective with respect to recidivism reduction; those that do not, are not. Similarly, case management programs are differentiated by how they deal with violations of program requirements: Those that use a swift and certain sanctions approach are highly successful; others have relatively low effectiveness. In other words, the evidence suggests that highest effectiveness can be attained when both public safety (intensive supervision) and offender criminogenic needs (case management) are addressed,[39] while low to no effect is seen by focusing on just one objective. More detailed modeling might be a first step in exploring how to improve Alaska's current programs in these areas to align with the evidence.

Fine-tuning Investment in Program Family Offerings

Benefit cost analysis is oriented to evaluation of individual programs, however, the model can be used fine-tune investment across a related family of programs to align with the evidence-base. This is illustrated by considering how the model might be used to explore the overall investment profile for DOC's substance abuse treatment program allocation (Table 7-1).

The evidence base distinguishes substance abuse programs based on 3 levels of drug treatment: non-intensive outpatient, intensive outpatient, and therapeutic community; and 2 loci of treatment: prison or community-based. This results in 6 variants, each with different effectiveness ratings. DOC substance abuse programs were matched to 4 of the 6 variants. The model could be used to estimate the impact of the missing programs.

Additionally, dual diagnosis prison-based treatment may be offered to offenders who are diagnosed with both a mental health and a substance related disorder. Alaska's intensive level program (IOPSAT) has both a regular and a dual diagnosis (DD) version, but the therapeutic community program (RSAT) does not have the DD option. Interestingly, the evidence suggests that a hypothetical RSAT-DD program would have a greater impact on recidivism reduction than the basic RSAT program. The model could predict the impact for Alaska.

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[38] The expected impact of the programs on recidivism is valid for Alaska. Assuming that the ratio of program costs for the two versions is the same in Alaska as in Washington, the result accurately reflects the relative benefit of the two options. To better approximate the benefit cost ratio for Alaska, each could be adjusted by a general index of Washington vs. Alaska costs.

[39] Alaska's program inventory included exemplars of three of the four variants: ASAP is a case management, not swift and certain program. PACE is a case management, swift and certain program. The 24/7 program matched intense surveillance, no treatment program features, but could not be included in the model because it is used on a pre-trial population. There was no Alaska exemplar of intensive surveillance with required treatment.

Finally, in contrast to the non-intensive and intensive outpatient versions, both of which have a higher effectiveness when delivered in prison, residential therapeutic community level treatment has a higher effect size outside the prison. The model could be used to explore the possibilities.

Additional Policy Considerations

We learned a number of important considerations from the process and from presenting findings to stakeholders. These recommendations will be helpful, in addition to the RF results, when working to make sound investments in Alaska's adult criminal justice programs.

Capacity: Several effective and efficient programs have higher demand than current capacity, notably, sex offender programs. The state can maximize future avoided costs while supporting recidivism reduction, by correcting barriers that prevent maximum deployment of such programs. Care must be taken, however, not to enroll participants who do not match the target populations.

Fidelity: Programs must be delivered with fidelity so that their expected recidivism reduction percentage is realized. Support may be needed to implement and provide ongoing monitoring.

Evidence-based alternatives to current programs: The Clearinghouse can be used to explore alternatives to existing programs that did not meet the evidence-standard required to be modeled. [40] If the alternative corresponds to a RF ACJ program, a what-if analysis can be conducted to determine the program cost that would be needed to achieve a break-even return in Alaska.

Alaska-specific assessments: Most state-funded programs that were not included in the RF model operate with some evidence of effectiveness.[41] As well, anecdotal reports suggest that some Alaska programs (e.g., BIPs) are more effective in Alaska than what has been found in national studies.[42] To increase model coverage and improve its accuracy, consideration should be given to prioritizing Alaska-specific evaluation of programs.

Contracts: There may be potential for criminal justice agencies to increase program performance through more rigorous contracting requirements in the RFP/solicitation process. A variety of Alaska programs are provided through contracts with community-based vendors. A possible action is to examine the current contracting process and the network of contracted providers to find opportunities to improve and incentivize the delivery of evidence-based programs and fidelity, and/or outcome monitoring through contracts.

Barriers to program improvements: There may be limited ability to pilot program alternatives due to existing laws or regulations. For example, per state regulation, the Duluth core must be included in BIP programs certified by DOC. Changes that allow greater flexibility in program delivery are needed in order to pilot and evaluate alternatives.

Improved model estimates (data collection): Model estimates could be improved at the program level by collecting and compiling data with research and evaluation in mind. Where programs are delivered by external vendors, negotiation of these data could be part of the RFP/contracting process.

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[40] However, not all Clearinghouse programs are backed by sufficient evidence to be modeled.

[41] Most state-funded programs that were not included in the RF model were nonetheless matched to ones with the first highest (green) or second highest (yellow) rating in the Clearinghouse. The issue was not lack of evidence *per se*, but lack of *multiple* rigorous evaluations that are required to apply the meta-analytic techniques used to produce a reliable estimate of program effectiveness that is required for benefit cost computation.

[42] Projected recidivism reduction outcomes using the RF model are projections based on the program evaluation literature and are not direct assessments of the outcomes Alaska programs are currently achieving.

Closing Comment

The results presented in this report, reflect AJiC staff's best effort to combine state-of-the art scientific methodology and scientific evidence, as embodied in the RF model, with the collective knowledge of those who know Alaska's programs best. We trust that the collaborative process of engagement yielded findings that will lead to more effective and more cost-effective adult criminal justice programs in Alaska.

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Appendices

Appendix A

AJiC Steering Committee and Working Group Structure

AJiC Steering Committee

Mike Baldwin, Alaska Mental Health Trust Authority
Steve Williams, Alaska Mental Health Trust Authority
Kelly Cunningham, Division of Legislative Finance
Susanne DiPietro, Alaska Judicial Council
Karen Forrest, Department of Health and Social Services
Kelly Howell, Department of Public Safety
Natasha McClanahan, Office of the Governor (now at DOC)
Liz Medicine Crow, First Alaskans Institute
John Skidmore, Department of Law
Quinlan Steiner, Public Defender Agency
Dean Williams, Commissioner of Corrections

The AJiC Steering Committee created three technical working groups (described below) who were responsible for addressing areas of the RF model that required state-specific analysis. Each group provided expertise related required at different points during the first two phases of Alaska's RF process (Figure 1-1).

Programs Working Group

Mike Baldwin, Alaska Mental Health Trust Authority
Michelle Bartley, Alaska Court System
Diane Casto, Department of Corrections
Susanne DiPietro, Alaska Judicial Council
Lauree Morton, Council on Domestic Violence and Sexual Assault
Tony Piper, Department of Health and Social Services

The Programs Working Group provided expertise regarding criminal justice programs that are currently funded by the State of Alaska. The key tasks supported by this working group were: (1) Developing an inventory of adult criminal justice programs currently funded by the state; (2) Matching programs to the Results First Clearinghouse Database; and (3) Estimating the marginal or incremental costs of the programs that could be included in Alaska's RF model.

Recidivism and Resource Use Working Group

Teresa Carns, Alaska Judicial Council
Susanne DiPietro, Alaska Judicial Council
Mike Matthews, Department of Corrections
Kathy Monfreda, Department of Public Safety
Lu Woods, Department of Law

The Recidivism and Resource Use Working Group provided expertise related to Alaska-specific baseline recidivism patterns, and to how adult criminal justice resources are used in relation to Results First crime categories. The key tasks supported by this working group included: (1) Mapping the state penal code to the seven RF crime categories; (2) Determining the number of follow-up years to track recidivism; (3) Determining

the appropriate offender cohorts to include in the model (based on program participants); and (4) Identifying and providing access to the data needed to compute recidivism parameters, probability of resource use by crime category, and average number of years of use per resource (prison, parole, probation) required by the RF model.

Resource Costs Working Group

Dave Blaisdell, Department of Law
Kelly Cunningham, Division of Legislative Finance
Kelly Howell, Department of Public Safety
Quinlan Steiner, Public Defender Agency
April Wilkerson, Department of Corrections

The Resource Costs Working Group provided expertise regarding the costs of criminal justice resources used at each of the major points of offender contact across Alaska's criminal justice system (i.e., police, courts, and corrections). The key task of this working group was estimating the marginal, per-person cost of criminal justice system resources for: arrests, convictions, incarceration, and community supervision.

Pew-MacArthur Results First Technical Assistance Team

Catherine An
Ashleigh Holand
Michael Wilson
* Gary Vanlandingham
* Stanford Turner
* Sarah Wittig Galgano
* Emlyn Struthers

* *No longer with Pew-MacArthur.*

AJiC Staff

Brad Myrstol, Ph.D., Director
Araceli Valle, Ph.D., Research Professional
* Karin Thomas, M.S., Research Professional
* Tristian Monterastelli, M.P.P., Research Professional

* *No longer with AJiC.*

Appendix B
Results First Adult Criminal Justice Program Descriptions

Unless noted otherwise, the following describe programs available in the Results First cloud-based model as of June 2016. The descriptions summarize the studies that were included the Washington State Institute for Public Policy (WSIPP) meta-analyses that were used to determine the average effect size of each program in the RF model. Alaska RF programs were matched based on detailed information regarding these studies.

Note: Asterisked programs are ones that were matched to one or more programs in Alaska's RF Program Inventory.

* **Case management: not swift and certain for substance abusing offenders (Other case management for substance abusing offenders).** This broad category includes studies using a case management approach to offender supervision and transition from incarceration. A variety of case management models (e.g., brokerage or intensive) are included within this category. The primary goals of case management are to improve collaboration between correctional and treatment staff and to increase participation in substance abuse treatment. This category **excludes** studies that are based on the "swift and certain" approach.

*** Case management: Swift and certain/graduated sanction case management for substance abusing offenders.** "Swift and certain sanctions" is a strategy of supervision for substance-abusing offenders for offenders who violate the terms of supervision. Most of the studies included in this category also describe the use of graduated sanctions—sanctions that increase in severity—with continued violation behavior.

Cognitive behavioral therapy (high and moderate risk). Cognitive behavioral therapy (CBT) emphasizes individual accountability and teaches offenders that cognitive deficits, distortions, and flawed thinking processes cause criminal behavior. For this broad grouping of studies, CBT was delivered to adults in either an institutional or community setting and included a variety of "brand name" programs (Moral Reconation Therapy, Reasoning and Rehabilitation, and Thinking 4 a Change). Studies that evaluated CBT delivered specifically as sex offender treatment were excluded.

* **Correctional education in prison.** This broad category of programs is delivered to persons in prison, and typically consists of classes for offenders in Adult Basic Education, General Educational Development preparation, and post-secondary education.

Correctional industries in prison. Correctional industries are prison jobs where offenders earn a wage for their work. In this broad grouping of programs, industries can include private sector, non-profit or institutional support jobs.

Day reporting centers. Day Reporting Centers (DRC) are non-residential facilities that are used as a form of intermediate sanction for offenders. DRCs have three primary goals: (1) enhancing supervision and surveillance of offenders, (2) providing treatment directly or through collaboration with community treatment programs, and (3) reduce jail and prison crowding. Day reporting centers differ in their implementation but generally require offenders to attend the facility for multiple hours each week for supervision and other programming such as counseling, educational courses, employment training, and referrals for additional services. The day reporting programs included here typically lasted for 3 months and required clients to report to the center every weekday.

*** Domestic violence perpetrator treatment (Duluth based model, updated 8/17).** The most common treatment for domestic violence offenders is a group-based treatment developed in the 1980s in Duluth, MN. Similar to 25 other states, Washington's legal standards for DV treatment require treatment to be group-based and incorporate elements of the Duluth model. The treatment approach assumes that domestic violence "…is

a gender-specific behavior which is socially and historically constructed. Men are socialized to take control and to use physical force when necessary to maintain dominance."[1]

* **Drug courts (adult).** While each drug court is unique, they all share the primary goals of reducing criminal recidivism and substance abuse among participants. Drug courts use comprehensive supervision, drug testing, treatment services, and immediate sanctions and incentives in an attempt to modify the criminal behavior of certain drug-involved defendants.

* **DUI courts.** The DUI court model is similar to the drug courts in place in many states, though with the more focused purpose. The objective of these courts is to change behavior of offenders, addressing their reliance on alcohol and eliminating the resulting impaired driving. The courts are generally collaborative efforts with courts, law enforcement, and health/human services departments that address the multiple facets of alcohol reliance, impaired driving, and public safety. Nationwide, there were 526 DUI/DWI (Driving While Intoxicated) courts in 2008, an increase from 396 the year before and 42 in 2003.

* **Electronic monitoring (parole).** A computer-based tracking device electronically monitors the location of an offender. Electronic monitoring devices are either radio frequency or Global Positioning System (GPS) units. Offenders are generally required to remain at home except for approved activities such as work, school, or treatment. Electronic monitoring is used for probationers, parolees, or pre-trial defendants and can be used in lieu of, or in addition to, confinement. The use of electronic monitoring varies from lower to higher risk offenders. Parole and probation populations have been placed into two separate effect-sizes in order to reflect the statistically significant difference in effectiveness. The effect size for this program grouping reflects evaluation of electronic monitoring for offenders released after completing a prison sentence.

  Electronic monitoring (probation). A computer-based tracking device electronically monitors the location of an offender. Electronic monitoring devices are either radio frequency or Global Positioning System (GPS) units. Offenders are generally required to remain at home except for approved activities such as work, school, or treatment. Electronic monitoring is used for probationers, parolees, or pre-trial defendants and can be used in lieu of, or in addition to, confinement. The use of electronic monitoring varies from lower to higher risk offenders. Parole and probation populations have been placed into two separate effect-sizes in order to reflect the statistically significant difference in effectiveness. This effect size for this category reflects evaluation of electronic monitoring for pre-trial offenders and for those whose sentence does not include a prison stay.

  Employment & job training assistance during incarceration. Employment and job training programs teach job preparedness and skills that are necessary for the workplace, such as effective job searches, applications, and resumes. Some programs may specifically address barriers to employment for convicted offenders. Two sub-groupings of programs were reported. For this grouping, employment and job training assistance first began during incarceration and continued upon re-entry into the community.

  Employment & job training assistance in the community. Employment and job training programs teach job preparedness and skills that are necessary for the workplace, such as effective job searches, applications, and resumes. Some programs may specifically address barriers to employment for convicted offenders. Two sub-groupings of programs were reported. For this broad grouping of studies, employment and job training assistance was delivered in the community; however a few programs began just prior to an offender's release from incarceration.

  Housing supports for offenders returning to the community. This set of studies evaluated the effects of providing housing supports and case management to offenders at risk of homeless upon re-entry into the community. WSIPP excluded halfway houses where offenders were technically in the custody of the state.

[1] Ganley (1996).

* **Inpatient/intensive outpatient drug treatment (community).** This grouping of programs includes inpatient or intensive outpatient treatment services that were delivered to offenders who were supervised in the community.

* **Inpatient/intensive outpatient drug treatment (incarceration).** This grouping of programs includes inpatient or intensive outpatient treatment services that were delivered to offenders during incarceration.

* **Intensive supervision (surveillance only).** In this broad grouping of programs, intensive supervision probation/parole (ISP) emphasizes a higher degree of surveillance than traditional supervision in the community. The average number of face-to-face monthly contacts for studies included in our meta-analysis was 12. ISP could be delivered in lieu of incarceration, as a conditional release from incarceration in the form of parole, or as a probation sentence. Conditions of supervision vary across the studies, but some characteristics include urinalysis testing, increased face-to-face or collateral contacts, or required participation in treatment. Two sub-groupings reflect different effect sizes for programs that require participation in treatment versus those that do not. **These programs did not require participation in treatment**.

  Intensive supervision (surveillance & treatment). In this broad grouping of programs, intensive supervision probation/parole (ISP) emphasizes a higher degree of surveillance than traditional supervision in the community. The average number of face-to-face monthly contacts for studies included in our meta-analysis was 12. ISP could be delivered in lieu of incarceration, as a conditional release from incarceration in the form of parole, or as a probation sentence. Conditions of supervision vary across the studies, but some characteristics include urinalysis testing, increased face-to-face or collateral contacts, or required participation in treatment. Two sub-groupings reflect different effect sizes for programs that require participation in treatment versus those that do not. **These programs required participation in treatment**.

  Jail diversion for offenders with mental illness (post-booking programs). Jail diversion programs redirect mentally ill offenders from traditional criminal justice pathways to mental health treatment programs. The level of treatment afforded to mentally ill offenders can range from referrals to more substantial programs that integrate the criminal justice system and community-based providers in treating and monitoring offenders. Jail- and court-based diversion programs typically offer probation, deferred prosecution, or withdrawal of charges in lieu of incarceration for mentally ill offenders; these lesser punishments are often, although not always, dependent on treatment attendance. This review focuses on post-arrest or post-booking diversion programs, which are jail- or court-based programs; it does not include mental health courts or pre-arrest programs such as Crisis Intervention Teams, which were both reviewed separately.

* **Mental health courts.** Mental health courts, modeled after other therapeutic courts (e.g., drug courts, DUI courts), divert offenders with mental health issues from incarceration to treatment in the community. These courts utilize mental health assessments, individualized treatment plans, intensive case management, and judicial monitoring to provide participants with the resources needed to avoid criminal behavior while improving public safety. In some courts, charges are dropped with successful completion of the program. Programs can vary in length sometimes up to 24 months.

  Methadone vs. no treatment/detox (crime only). Methadone is a synthetic drug that is, used as a substitute drug in the treatment of morphine and heroin addiction. The effects of methadone treatment vs. no treatment/detox were examined in terms of their effect on recidivism only.

  Naltrexone vs. no treatment/detox (crime only). Naltrexone is a synthetic drug that is used chiefly in the treatment of heroin addiction. The effects of naltrexone treatment vs. no treatment/detox were examined in terms of their effect on recidivism only.

  Outpatient/non-intensive drug treatment (community). This broad category includes less intensive treatment modalities delivered in the community. These treatments were generally less intensive outpatient, group counseling, drug education, and relapse prevention.

* **Outpatient/non-intensive drug treatment (incarceration).** This broad category includes less intensive treatment modalities delivered during incarceration. These treatments were generally less intensive outpatient, group counseling, drug education, and relapse prevention.

  Restorative justice conferencing (new, 3/17). Restorative Justice Conferences are face-to-face meetings typically with the victim and the offender and a professionally trained mediator. Conferences may also include other supporting persons or community members to resolve the harm done by the offender. Conferences can take place during incarceration, before sentencing, but after a guilty plea, as a diversion program, or during re-entry.

* **Sex offender treatment (incarceration).** Sex offender treatment for offenders in confinement is typically delivered in a separate therapeutic environment. Therapeutic components for this broad group of studies included cognitive behavioral treatment, individual and group counseling, psychotherapy, behavioral therapy, and aversion therapy.

* **Sex offender treatment (community).** The studies of sex offender treatment in the community include broad therapeutic components such as cognitive behavioral treatment, individual or group counseling, psychotherapy, behavioral therapy, and aversion therapy. Supervision is a key aspect of the treatment in these studies.

  Supervision with Risk-Need-Responsivity principles (high and moderate risk). For this broad grouping of programs, supervision of adult offenders utilizing "Risk Need Responsivity" (RNR) principles was included in this analysis. The risk principle pertains to interventions commensurate with an offender's risk for re-offense. The need principle targets offender's criminogenic needs such as anti-social attitudes or substance abuse. The responsivity principle refers to interventions geared toward the offender's individual abilities and motivation level. Supervision using RNR principles focuses on high to moderate risk offenders and interventions are either cognitive behavioral or social learning techniques. The officer uses motivational interviewing to engage the offender and supervision is based on a behavioral or contingency management style.

Therapeutic communities for chemically dependent offenders (community). Therapeutic communities are the most intensive form of substance abuse treatment. These residential living units are highly structured using a hierarchical model among peers within the community. Offenders gain responsibility as they progress through the stages of treatment. Depending on the level of dependency and the program, therapeutic communities can range from 6 to 18 months. In this grouping, the therapeutic community is located outside the prison setting.

* **Therapeutic communities for chemically dependent offenders (incarceration).** Therapeutic communities are the most intensive form of substance abuse treatment. These residential living units are highly structured using a hierarchical model among peers within the community. Offenders gain responsibility as they progress through the stages of treatment. Depending on the level of dependency and the program, therapeutic communities can range from 6 to 18 months. In this grouping, the therapeutic community exists as a separate unit within the prison.

  Therapeutic communities for offenders with co-occurring disorders. Therapeutic communities are the most intensive form of substance abuse treatment. This meta-analysis included only therapeutic communities for offenders with co-occurring substance use and mental disorders. These residential living units are highly structured using a hierarchical model among peers within the community. Offenders gain responsibility as they progress through the stages of treatment. Depending on the level of dependency and the program, therapeutic communities can range from 3 to 12 months.

* **Vocational education in prison.** Vocational education programs delivered in prison involve instruction for a specific trade, occupation, or vocation such as welding, auto repair, building maintenance, and graphic arts.

The primary goal of vocational education is to help offenders develop marketable job skills upon release to the community. Certificates or college credit can be earned for some vocational programs.

Work release. Work release programs are a form of partial confinement that enables certain offenders to serve all or a portion of their prison/jail sentence in a residential facility while employed in the community.

Appendix C

Alaska's Adult Criminal Justice Program Inventory

This appendix describes the 54 programs in Alaska's Adult Criminal Justice program inventory. The inventory is organized into eight programmatic groupings that are useful for considering state investment directed toward specific criminogenic needs or offense types:

- Chaplaincy Services (CS);
- Domestic Violence (DV);
- Re-entry Services (RE);
- Substance Abuse:

Community-based programs (SAC);
Prison-based programs (SAP);

- Sex Offender (SX);
- Technology Assisted Supervision (TA);
- Therapeutic Courts (TC); and
- Vocational and General Education (VGE).

Chaplaincy Services (CS)

Programs in this category support the spiritual and religious needs of incarcerated individuals, and provide opportunities for engagement in faith-based communities that support reformation in key areas of criminogenic need such as substance abuse, family dysfunction, anti-social attitudes, values, and associations. All of these programs are voluntary.

There is only one state-funded program in this group. Some unfunded programs that utilize DOC facilities were included in the program inventory; however, the list of unfunded programs is not comprehensive.

- 8 chaplaincy services programs were identified.
- Approximately $0.6M in state funds were allocated to 1 program; the rest were not state-funded.
- No programs were matched to evidence.
- No programs could be included in Alaska's RF model.

Table C-1a. Chaplaincy services included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
—	None could be modeled.						

Table C-1b. Chaplaincy services that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
CS-1	**Chaplaincy Core Services**	DOC	NA	No match.
The goal of **Chaplaincy Core Services** is to provide opportunities for prisoner reformation through religious programs, spiritual counseling, and pastoral care. All religious activities and programs are provided on a volunteer participation basis. Specific services include worship services, pastoral care and counseling, crisis intervention, death notifications, hospital/medical visitation, segregation visitation, religious literature distribution, and critical incidents stress management.				
CS-2	*** Alpha Ministries Re-entry**	DOC/ACM	NA	No funding; no match.
Participants in this Christian-based program are enrolled in various classes designed to foster spiritual growth, accountability and personal responsibility as well as moral and character development. Additionally, these courses focus on the issues of preparing for release and are designed to better equip prisoners for their return to community life. Prisoners are also matched with a mentor from the community who will work with them once per week during the pre-release phase to be a role model and a source of support and encouragement during incarceration and upon release to the community.				
CS-3	*** Bible Ministry Institute**	DOC/ACM	NA	No funding; no match.
This is a 4-year bible certification program from The Urban Ministry Institute (TUMI).				
CS-4	*** Faith Wing**	DOC/ACM	NA	No funding; no match.
This is a short term 6-month faith-based residential program that provides inmates an opportunity to live in a positive, supportive, spiritual-based community environment with an emphasis on spiritual growth, personal responsibility, and accountability.				
CS-5	*** God Behind Bars**	DOC/ACM	NA	No funding; no match.
This program provides a digitally-delivered church weekly to the institutions. The service comes from the fifth largest church in the U.S. Central Christian Church in Henderson, NV. The program is a high-energy, well- scripted service that is designed to reach “the halted”. God Behind Bars also conducts a Celebrate Recovery substance abuse program and a Meet You at the Gate Reentry program. This program is funded by the faith-based community and all equipment is donated to the institution for addition usage.				
CS-6	*** Kairos**	DOC/ACM	NA	No funding; no match.
This program addresses the spiritual needs of prisoners. Kairos volunteers go into prisons to pray and share meals and fellowship with inmates on a one-to-one basis. The first visit is a three-day event, during which time the team teaches a short introductory course on Christianity. Subsequent visits are monthly half-day reunions with the prisoners over a twelve-month period.				
CS-7	*** MentorNet**	DOC/ACM	NA	No funding; no match.
This program utilizes community volunteers as mentors working on a one-to-one basis with inmates who have volunteered for the program. It is designed to be an intensive level of mentoring in which the mentors meet once per week with the inmate they are assigned to, including upon release from the institution. The focus is on spiritual formation, guidance, role modeling, encouragement, and accountability.				
CS-8	*** Transformational Living Community**	DOC/ACM	NA	No funding; no match.
The **Transformational Living Community (TLC)** is a multi-phase, intensive 12–18 month program designed to provide a spiritual-based approach to correctional rehabilitation. The inmates live together in a supportive community environment and are expected to embrace personal accountability, responsibility, and commitment to change in all aspects of their life.				

* Asterisked programs receive no direct state funds.

Domestic Violence Programs (DV)

The inventory contains two distinct types of programs that deal with domestic violence and its effects. Family Wellness Warriors is a program focused on issues of domestic violence, abuse, and neglect among Alaska Native and American Indian populations. The Department of Health and Social Services provides grant funding to the Southcentral Foundation in support of this program.

Batterer Intervention Programs (BIPs) deliver domestic violence education to offenders in both prison and community settings. State funding is through grants from the Council on Domestic Violence and Sexual Assault (CDVSA), an entity within the Department of Public Safety. The program inventory includes all DOC approved BIPs, including those not funded through CDVSA grants.

BIPs in Alaska are required to utilize the core Duluth-based curriculum[1]. Although many of the programs in Alaska augment their offerings with cognitive-behavioral elements, they must be classified as Duluth per the RF model. Consequently, the program inventory does not differentiate the programs beyond the core programming and the location of delivery (prison- or community-based).

- 4 domestic violence programs were identified.
- Approximately $0.5M in state funds were allocated to 3 programs; 1 was unfunded.
- 43.6 percent of state-allocated funds were to 1 program that was matched to evidence and included in Alaska's RF model.

Table C-2a. Domestic violence programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal Cost	Benefit cost ratio	Average recidivism reduction
DV-1	**Community BIPs**	CDVSA	318	($229)	$1,729	($0.13)	-0.71%

Batterer Intervention Programs (BIPs) are part of a larger system of accountability for men who choose violence or the threat of violence to gain control over their intimate partners. BIPs deliver education intended to promote behavioral changes for participants that increase victim safety and offender well-being. Alaska regulations require that BIP programs utilize the core Duluth curriculum; in some cases, this core has been supplemented with elements from cognitive behavioral therapy and other evidence-based approaches. Programs in this grouping are offered to offenders while on community supervision.

Table C-2b. Domestic violence programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
DV-2	*** DOC-approved BIPs (unfunded)**	CDVSA	NA	No direct state investment.

These are DOC-approved **Batterer Intervention Programs (BIPs)** are listed on the CDVSA web site, but they do not receive funding from CDVSA.

[1] This approach assumes that domestic violence "is a gender-specific behavior which is socially and historically constructed. Men are socialized to take control and to use physical force when necessary to maintain dominance" (Ganley, 1996). Treatment emphasizes educational components such as the power and control wheel, the cycle of domestic violence, models of healthy relationships, and challenges to a male privileged society.

Table C-2b. Domestic violence programs that could not be modeled (continued)

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
DV-3	**BIPs (prison-based)**	CDVSA	30	No match -- only community based programs have been evaluated.
Prison-based Batterer Intervention Programs (BIPs) are delivered to incarcerated offenders, but have the same features as the community-based BIPs. The Duluth curriculum forms the basis of the course, although CBT and other evidence-based modules have been added to some.				
DV-4	**Family Wellness Warriors Initiative**	DHSS	NA	No match.
The purpose of the **Family Wellness Warriors Initiative** is to equip organizations and individuals to effectively address the spiritual, emotional, mental, and physical effects of domestic violence abuse and neglect. The initiative targets the Alaska Native and American Indian populations of Alaska to restore wellness to the Alaska Native community, addressing all forms of violence through a comprehensive, holistic approach.				

Re-entry Services (RE)

This category encompasses programs intended to facilitate a successful transition to the community after a period of incarceration. The category includes both general programs and ones focused on meeting the needs of specific categories of offenders, for example, individuals diagnosed with serious mental illness.

Alaska's re-entry programs focus on connecting offenders to services based on need, rather than providing a particular type of service (e.g., housing assistance). Alaska's re-entry programs focus on connecting offenders to services based on need, rather than providing a particular type of service (e.g., housing assistance). To the extent that evidence exists for re-entry programs, it tends to be about the impact of providing specific services. It was not possible to match Alaska programs to evidence about a single type of re-entry service.

- 7 re-entry services programs were identified.
- Approximately $1.3M in state funds were allocated to 4 programs; 3 were unfunded.
- 2 programs were matched to evidence, accounting for 34.7 percent of allocated funds.
- None could be included in Alaska's RF model.

Table C-3a. Re-entry services programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
—	None could be modeled.						

Table C-3b. Re-entry programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
RE-1	**Alaska Reentry Course/ DOL Reentry Program**	DOC	760	No match.
Training to prepare inmates for reintegration and transition back into the community is provided in partnership with DOL. Based on location, the program may be completely provided by a DOL instructor or may utilize the Alaska Reentry manual.				
RE-2	**APIC**	DOC	650 referrals; 500 served.	Insufficient evidence.
The **Assess, Plan, Identify and Coordinate (APIC)** program provides reentry planning and transitional services to mentally ill and mentally disabled incarcerated offenders to reduce recidivism and increase successful reentry into the community upon release from DOC facilities. APIC services are limited by the availability of providers. In addition to contracted providers in Anchorage, Juneau, Fairbanks, Mat-Su and Kenai, the program began support for fee for service providers in FY15.				
RE-3	**IDP+**	DOC	caseload is 70–80 per clinician	Insufficient evidence.
Started in 1994 by ADOC and the Division of Mental Health and Developmental Disabilities, the **Institutional DIscharge Project Plus (IDP+)** seeks to reduce recidivism by providing individualized treatment supervision and case management services to to mentally ill felons with a psychotic disorder who are being released to probation or parole in Anchorage. An ADOC mental health clinician, in conjunction with two DOC mental health probation officers and other community behavioral health or other identified agency representatives, develops a treatment and monitoring plan for the releasing prisoner.				

Table C-3b. Re-entry programs that could not be modeled (continued)

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
RE-4	**Partners Reentry Center**	DHSS	varies by service	No match — Programs that provide menu of services are not included in RF programs.
	The **Partners Reentry Center** is funded via a grant from DHSS to support returning citizens who have been released from incarceration in Anchorage. Services include substance abuse treatment, mental health treatment, sober housing, employment assistance, and other anciliary programing.			
RE-5	*** ACM Transitional Homes In Anchorage**	DOC/ACM	NA	No funding; no match.
	Alaska Correctional Ministries operates two re-entry residential homes in Anchorage. Services include case management, food, clothing, transportation, mentor match, counseling, group mentoring, relapse prevention and life skills classes.			
RE-6	*** Alaska Native Justice Center Adult Re-entry Program**	DOC	NA	No funding; no match.
	The Adult Reentry Program assists participants in developing greater self-esteem, responsible attitudes, positive new habits and conditioning to successfully transition into the community and reduce the rate of re-offending. This program is intended for individuals who are 180 days pre- and post-release in the Municipality of Anchorage service area. Pre-release services are offered at Hiland Mountain Correctional Center and Palmer Correctional Center.			
RE-7	*** Success Inside and Out Program**	ACS	100	No funding; no match.
	Professionals from the community offer female inmates scheduled for release from Hiland Mountain Correctional Center their time and expertise to provide practical guidance on finding jobs, housing, and transportation; continuing their education; handling finances; and maintaining personal health. Inspirational keynote addresses are offered throughout the day. During lunch, a fashion show highlights appropriate dress in the workplace.			

* Asterisked programs receive no direct state funds.

Substance Abuse Programs (SA)

Just as alcohol and drugs are implicated in much crime in Alaska, programs designed to treat substance abuse and addiction permeate all phases of the state's adult criminal justice system, and include state-funded, volunteer-run, and self-pay programs.

Individuals entering DOC custody undergo substance screening, assessment, and referral, independent of their specific criminal offense. The DOC substance abuse treatment family of programs comprise programs at several levels of need, both in prison and in the community. Volunteer-run 12-step recovery programs are available within DOC facilities.

The Alcohol and Drug School, and Alcohol Safety Action Programs provide alternatives to incarceration for misdemeanant DUI offenders. The 24/7 Alcohol and Controlled Substance Monitoring program is primarily used for pretrial release; whereas the Probation Accountability with Certain Enforcement (PACE) program is focused on offenders at high risk of violating substance related probation conditions.

- 11 substance abuse programs were identified.
- Approximately $10.1M in state funds were allocated to 9 programs; 2 were unfunded.
- All 11 programs were matched to evidence.
- 96.1 percent of state-allocated funds was to 7 programs that were included in Alaska's RF model.

Table C-4a. Substance abuse programs (community-based) included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
SAC-1A	**IOPSAT-community (FY16 sites)**	DOC	334	$1,791	$1,654	$1.08	2.45%
SAC-1B	**IOPSAT-community (FY17 sites)**	DOC	NA	$1,791	$1,352	$1.32	2.45%
DOC's **Intensive Outpatient Substance Abuse Treatment Program (IOPSAT)** is an ASAM level 2.1 Intensive Outpatient Substance Abuse (IOPSAT) Program providing 16–20 weeks of intensive treatment to offenders who assess as needing this level of care. The program is an evidence-based cognitive behavioral health program that is effective for offenders with a substance related addictive disorder. The curriculum may be gender specific depending on the location where the service is rendered. Community IOPSAT is offered to offenders sentenced to community supervision.							
SAC-2	**PACE**	DOC	404, all probation in FY15	$15,864	$5,171	$3.07	21.82%
The **Probation Accountability with Certain Enforcement (PACE)** program, which is closely modeled after a successful program in Hawaii (HOPE), requires the immediate imposition of a sanction for certain types of probation violations — primarily those involving drug or alcohol use. The program, begun in 2010, now includes courts in Anchorage, Palmer, Juneau, Kenai, Fairbanks, and Bethel.							
SAC-3	**ASAP**	DHSS	6,235 adults	$1,917	$1,271	$1.51	8.89%
The **Alcohol Safety Action Program (ASAP)** provides substance abuse screening, case management and accountability in order to increase accountability, reduce recidivism, reduce the amount of resources spent, and increase safety in the community. The program is now restricted to Title 28 referrals; however, at the time of the analysis it included DWI and other alcohol/drug related misdemeanor cases.							

Table C-4b.Substance abuse programs (prison-based) included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
SAP-1	**PsychEd**	DOC	Estimated 690	$9,614	$404	$23.80	15.20%
DOC's **Psycho-educational Substance Abuse Services (PsychEd)** program is a 6-week ASAM level 0.5 early intervention program. The Department contracts with Akeela, Inc. to provide this service to offenders who screen as needing some level of substance abuse intervention. This program is ideal for offenders who are incarcerated for a short duration of time, i.e., typically unsentenced offenders.							
SAP-2	**IOPSAT-prison**	DOC	548	$9,250	$1,901	$4.87	17.35%
DOC's **Intensive Outpatient Substance Abuse Treatement Program (prison)** is the same as the community IOPSAT program (SAC-1), but is provided to incarcerated offenders.							
SAP-3	**IOPSAT-DD**	DOC	45	$9,250	$1,893	$4.89	17.35%
DOC's **Intensive Outpatient Dual Diagnosis Substance Abuse Treatment (IOPSAT-DD)** is an ASAM level 2.1 IOPSAT program offering 24 weeks of intensive treatment. This is an evidence-based cognitive behavioral health program that is effective for offenders with both a mental health and a substance-related addictive disorder. This service is rendered by a qualified mental health clinician to offenders needing this level of care.							
SAP-4	**RSAT**	DOC	357	$6,350	$3,223	$1.97	11.91%
The **Residential Substance Abuse Treatment (RSAT)** Program is 6–8 months in duration and meets the ASAM 3.5 level of care requirements. This is an evidence-based cognitive behavioral health program and is shown to be effective for offenders with a substance related addictive disorder. It is provided to offenders who assess as needing this level of care. The curriculum may be gender specific depending on the location where the service is rendered. RSAT uses a highly structured modified therapeutic community approach.							

Table C-4c. Substance abuse programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
SAC-4	**24/7 Alcohol and Controlled Substance Monitoring**	DHSS	150 new per month	Insufficient evidence with pretrial participants (AK's primary use).
24/7 Alcohol and Controlled Substance Monitoring is a tool to assist the criminal justice system with accurate pre-release information, provide innovative programs and services as tools to judicial officers for pretrial release decisions.				
SAC-5	**Community Continuing Care Program (CC)**	DOC	Estimated 560	Included as component cost for primary treatment programs.
DOC's **Community Continuing Care Program (CC)** (formerly known as aftercare) is an ASAM level 1.0 Outpatient Substance Use Treatment Program. This is an evidence-based cognitive behavioral health program that is effective for offenders who have recently completed a primary care substance use treatment program. It is provided to those whose most recent discharge summary (within 6 months) recommends a continuation of services in a community setting. (The program is separately budgeted but is treated as a component cost for DOC's primary substance abuse treatment programs.)				
SAC-6	*** Alcohol & Drug Info. School**	DHSS	NA	Self-pay, no state allocation.
The **Alcohol & Drug Information School** is a self-pay program offering alcohol and drug education courses in order to reduce alcohol/drug use for first-time DWI and minor consuming offenders and others convicted of other alcohol/drug offenses.				
SAP-5	*** 12-Step Recovery Meeting**	DOC	NA	No direct allocation; ES is for relapse.
12-Step Recovery Meeting consists of Alcoholics Anonymous and Narcotics Anonymous meetings led by community volunteers. These meetings are premised upon a set of guiding principles that outline a course of action for recovery from substance related addictions.				

* Asterisked programs receive no direct state funds.

Sex Offender Programs (SX)

This category describes a cohesive set of program elements utilizing a containment model that incorporates extensive psychosocial assessment and residential treatment beginning several years prior to release from custody, followed by outpatient treatment with supervision by specially trained and dedicated probation officers. Polygraph testing is used in prison as part of the assessment and as part of supervision during the probation/parole period to more accurately assess risk of recidivism and to tailor treatment accordingly.

- 5 sex offender programs were identified.
- Approximately $1.7M in state funds were allocated to these 5 programs.
- 86.3 percent of state-allocated funds was to 3 programs that were matched to evidence and included in Alaska's RF model.

Table C-5a.Sex offender programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
SX-1A	**SOTX-community (FY15 delivery)**	DOC	388 male, long waitlist	$31,072	$7,018	$4.43	32.44%
SX-1B	**SOTX-community (FY17 delivery)**	DOC		$31,072	$4,909	$6.33	32.44%
Community-based Outpatient Sex Offender Treatment is a cognitive behavioral therapy program with relapse prevention. Therapists lead groups of 8–10 male offenders with post-release treatment mandated by court or parole board. Group and individual therapy specific to female sex offenders has similar goals and is also based on cognitive behavioral techniques.							
SX-2	**SOTX-prison outpatient**	DOC	41	$16,973	$7,137	$2.38	17.72%
The Outpatient Sex Offender Treatment for incarcerated males is intended for low and medium-risk non-violent convicted male sex offenders housed with the general prison population. A visiting therapist employs cognitive behavioral and relapse prevention techniques in group and individual sessions to help offenders identify criminogenic needs, and provide skills and tools for dealing with high risk situations that lead to re-offending.							
SX-3	**SOTX-prison TC**	DOC	38, long waitlist	$16,973	$23,675	$0.72	17.72%
The **Residential Sex Offender Treatment Therapeutic Community** is a 2-year program, intended for high risk and violent convicted sex offenders. It operates as a therapeutic model within Lemon Creek Correctional Center. Individual and group evidence-based cognitive behavioral therapy and relapse prevention techniques are used to lower an offender's risk to re-offend. The program has a capacity of 24 participants at a time.							

Table C-5b. Sex offender programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
SX-4	**Outpatient SOTX (prison females)**	DOC	3	No match -- programs for women have not been evaluated.
This **Outpatient Sex Offender Treatment program for incarcerated women** offers group and individual therapy specific to female sex offenders. A visiting therapist utilizes cognitive behavioral techniques aimed at relapse prevention.				
SX-5	**SO Assessment**	DOC	60, long waitlist	No match.
Sex offender assessments consist of the latest validated risk scoring instruments, personality tests, IQ tests and mental health screening tools. The information from the assessments is used to help monitor and provide the appropriate level of care for the offender. Assessment is prioritized for high risk offenders who will be released without prison-based treatment.				

Technology Assisted Supervision (TA)

This category includes programs that emphasize the use of technology to support community supervision and to reduce recidivism.

- 3 technology assisted supervision programs were identified.
- Approximately $3.8M in state funds were allocated to 2 programs; the other was unfunded.
- 2 programs (1 unfunded) were matched to evidence, accounting for 90.1 percent of the funds allocated.
- 90.1 percent of the state-allocated funds was to 1 program that was included in Alaska's RF model.

Table C-6a.Technology assisted supervision programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
TA-1	**EM-sentenced**	DOC	2,290	$4,856	$1,605	$3.03	3.15%

Electronic Monitoring (EM) allows inmates who meet certain conditions to serve time at home. Inmates can maintain employment, access community-based treatment, perform community work service, address medical issues, and attend religious functions. There is a weekly cost associated with the program. The version of the program in the model (EM-sentenced) is a post-prison program for offenders who apply and are accepted to serve up to the last three years of an incarceration sentence on EM.

Table C-6b. Technology assisted supervision programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
TA-2	*** Ignition Interlock Device (IID)**	DOC	NA	Self-pay; no state allocation.

Ignition Interlock Devices (IID) are mandated by state law. Courts must require anyone who is convicted of DUI to equip any motor vehicle the person operates with an ignition interlock device after the person regains the driving privilege. Minimum of 6 months on first conviction, 12 months upon second conviction and 18 months for third conviction. Criminal sanctions exist for circumventing or tampering devices.

TA-3	**Polygraph Testing**	DOC	365	

Polygraph Testing for paroled sex offenders, as part of the sex offender containment model, is used to obtain information about the offender that he or she would otherwise likely keep secret. The polygraph exam is integrated into the supervision practices to verify that the offender is being truthful and his or her potential for re-offense is accurately evaluated and mitigated.

* Asterisked programs receive no direct state funds.

Therapeutic Courts (TC)

Therapeutic courts provide substance abuse or mental health treatment as an alternative to incarceration for specific substance-related offenses or to specific offenders, for example veterans or those with mental illnesses. Treatment is supervised by a collaborative team made up of a supervising judge, district attorney, defense counsel, probation officer, and/or a substance abuse or mental health treatment provider. Each court deals with a specific type of offense and/or offender.

- 6 categories of therapeutic court programs were identified.
- Approximately $4.5M in state funds were allocated to these programs.
- 98.3 percent of state-allocated funds were to 5 programs that were matched to evidence and included in Alaska's RF model.

Table C-7a.Therapeutic courts programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
TC-1	**Misd. DUI Court**	ACS	47	$6,177	$18,300	$0.34	20.24%
The **Anchorage Municipal DUI Wellness Court** helps misdemeanant defendants who want to overcome addiction to alcohol and who want to achieve lifetime sobriety. The courts are jail diversion programs, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.							
TC-2	**Felony DUI Courts**	ACS	110	$18,212	$30,577	$0.60	19.97%
Several **Felony DUI Wellness Courts** help felony defendants who want to overcome addiction to alcohol and who want to achieve lifetime sobriety. The courts are jail diversion programs, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.							
TC-3A	**Hybrid Courts as DUI Courts**	ACS	31	$18,256	$26,620	$0.69	19.97%
TC-3B	**Hybrid Courts as Drug Courts**	ACS	31	$21,194	$26,620	$0.80	26.31%
Hybrid Therapeutic Courts help felony defendants who want to overcome addictions to alcohol and drugs and who want to achieve lifetime sobriety. The therapeutic court is a jail diversion program, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.							
TC-4	**Felony Drug Court**	ACS	34	$21,194	$17,316	$1.22	26.31%
The **Anchorage Felony Drug Wellness Court** helps felony defendants who want to overcome addiction to drugs and who want to achieve lifetime sobriety. The Wellness Court is a jail diversion program, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.							
TC-5	**Mental Health Courts**	ACS	277	$13,246	$11,416	$1.16	20.63%
The **Coordinated Resources Project (CRP)** provides three voluntary "therapeutic" or "problem solving" courts located within the Anchorage, Juneau, and Palmer District Courts. Also known as **Mental Health Courts**, they hear cases involving individuals with mental disabilities who are charged with misdemeanor or low-level felony offenses. The courts divert people with mental disabilities charged with criminal offenses from incarceration and into appropriate community treatment and services to prevent further contacts with the criminal justice system.							

Table C-7b. Therapeutic court programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
TC-6	**Anchorage Veterans Court**	ACS	54	No match.

The **Anchorage Veterans Court** is a specialized court designed to facilitate the rehabilitation of eligible veterans who are charged with criminal offenses. The court provides judicial monitoring coupled with alternative sentencing plea agreements to help eligible veterans succeed with their own rehabilitation and return to a productive law-abiding lifestyle. The goal is to reduce crime and its costs to society.

Vocational and General Education

This category encompasses academic, pro-social, and vocational training courses within DOC facilities. Academic programs include basic adult education with GED preparation, as well as self-pay post-secondary courses. Participation in all courses is voluntary, but is available to anyone expected to be in DOC custody for the duration of the course. Pro-social courses, such as anger management, are also open to all, but priority is given to offenders with sentencing conditions requiring attendance. Gender-specific parenting courses round out the pro-social offerings. Various vocational training courses and certifications are offered to prepare inmates for post-release employment opportunities. Contracts with service providers are awarded annually for specific courses based on budget availability and local interest. Industrial courses are taught in conjunction with Department of Labor instructors.

- 10 programs were identified.
- Approximately $3.1M in state funds were allocated to 6 programs; 4 were not directly funded.
- 7 programs (1 unfunded) were matched to evidence, accounting for 76.0 percent of the allocated funds.
- 58.3 percent of the state-allocated funds was to 2 programs that were included in Alaska's RF model.

Table C-8a.Vocational and general education programs included in Alaska's *Results First* model

ID	Alaska program name	Oversight agency/ department	Participants served	Benefits	Marginal cost	Benefit cost ratio	Average recidivism reduction
VGE-1	**General Ed.**	DOC	1939	$12,481	$1,180	$10.58	23.41%
Adult General Education includes adult basic and secondary education courses: instruction in reading, writing, and computational skills below the ninth-grade leveL (ABE), English as a Second Language (ESL), classes and testing leading to a GED, preparation to take the written portion of the Class A or B commercial license test, CPR/First Aid certification, and Infectious Diseases Education (Sex Ed) .							
VGE-2	**Vocat. Ed.**	DOC	5096	$11,696	$1,644	$7.11	21.94%
Vocational Education is provided via contracts for specific courses awarded annually based on total vocational services budget and local facility interest/availability. Industrial courses are taught in conjunction with the DOL, and may include the following: Alaska Department of Conservation Safe Food Handler Program, Alaska Sea Food Worker Card ($10 fee paid by inmate), AMSEA Marine Survival and Drill Conductor Training, Animal Care Vocational Certification, AK DOL-approved Apprenticeship Programs, Commercial Driver's License (CDL) coursework, Confined Space Entry Certification, Culinary Arts, Field Safety and OSHA, Flagger Certification, Forklift, HAZWOPPER Certification, Industrial Health and Safety for construction trades, KeyTrain and WorkKey, NCCER Courses, OSHA 10 Training, Small Engine Repair, Water Treatment (UAF), Weatherization Course (NCCER complement).							

Table C-8b. Vocational and educational programs that could not be modeled

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
VGE-3	*** New Path High School**	DOC	NA	No direct allocation
Facilitated by the Anchorage School District, this program provides services that include ongoing needs assessment, daily academic support, high school education programming, academic counseling, and transitional services for reintegration into the community. The goal of the program is to provide a segregated environment where students between the ages of 16 and 24 are given the opportunity to earn their high school diploma and gain the skills necessary to succeed upon release.				

* Asterisked programs receive no direct state funds.

Table C-8b. Vocational and educational programs that could not be modeled (continued)

ID	Alaska program name	Oversight agency/ department	Participants served	Reason for non-inclusion
VGE-4	*** Post-Secondary Academic Service**	DOC	NA	No direct allocation
This service allows inmates access to college-level academic classes, which may include correspondence classes, at their own expense. Remedial instruction, on-site tutorial assistance, and supplemental instruction is provided.				
VGE-5	**Anger Management**	DOC	567	No match
The purpose of this course is to understand anger and recognize early warning signs of anger before it is out of control. This course provides intervention strategies that have been proven to be effective in the management of anger.				
VGE-6	**Criminal Attitudes Program (CAP)**	DOC	1,174	No match
This is a cognitive behavioral course (6 to 16 weeks in duration) designed to assist offenders with altering their criminal attitudes and behaviors. The course focuses specifically on the attitudes, values, beliefs, and rationalizations conducive to criminality. Course material is presented using a variety of instructional techniques (lectures, discussions, movies, homework, and role-plays).				
VGE-7	**Parenting: Active Parenting**	DOC	1,285, both programs	Evidence not about recidivism
Parenting classes are offered that provide pracical and innovative ways to help overcome the physical and psychological challenges that incarcerated parents face both inside and outside of prison. The women's program is based on the Active Parenting curriculum (Hiland Mountain Correctional Center only).				
VGE-8	**Parenting: InsideOut Dad**	DOC	1,285, both programs	Evidence not about recidivism
The parenting program for men utilizes the InsideOut Dad curriculum that can be tailored to meet very basic to advanced needs. It can be implemented in a group or in a one-on-one setting.				
VGE-9	***Ilisagvik College Vocat. Courses**	DOC	196	No direct allocation
The **Ilisagvik College Vocational Courses (ILC)** program is a career and technical education partnership through Ilisagvik Vocational College that allows women incarcerated at Hiland Mountain Correctional Center to take unlimited college credit courses for a nominal fee, with the balance of tuition covered by a Career and Technical Education (CTE) grant. ILC uses the NCCER curriculum and offers several Construction Trade Certificate programs, and Construction. Additional funds are provided through a Carl Perkins Non-Traditional Occupation (NTO) grant.				
VGE-10	***Computer Instruction**	DOC	NA	No match
Coursework covered by Microsoft Office Specialist (MOS) grant, including Computer Information and Office Systems Training, Computer Instruction courses, and Microsoft Office Specialist Cerification.				

* Asterisked programs receive no direct state funds.

Appendix D

Alaska Results First Model Programs by Average Recidivism Reduction

Table D-1. Alaska Results First Model Programs by Average Recidivism Reduction

Report ID	Alaska program name[a]	Results First Adult Criminal Justice Program Match[b]	Average recidivism reduction
SX-1	SOTX-community	Sex offender treatment (community)	32.4%
TC-3B	Hybrid Courts as Drug Courts	Drug courts	26.3%
TC-4	Felony Drug Court	Drug courts	26.3%
VGE-1	General Ed.	Correctional education in prison	23.4%
VGE-2	Vocat. Ed.	Vocational education in prison	21.9%
SAC-2	PACE	Case management: Swift and certain…	21.8%
TC-5	Mental Health Courts	Mental health courts	20.6%
TC-1	Misd. DUI Court	DUI courts	20.2%
TC-2	Felony DUI Courts	DUI courts	20.0%
TC-3A	Hybrid Courts as DUI Courts	DUI courts	20.0%
SX-2	SOTX-prison outpatient	Sex offender treatment (incarceration)	17.7%
SX-3	SOTX-prison TC	Sex offender treatment (incarceration)	17.7%
SAP-2	IOPSAT-prison	Inpatient/intensive outpatient drug treatment (incarceration)	17.4%
SAP-3	IOPSAT-DD	Inpatient/intensive outpatient drug treatment (incarceration)	17.4%
SAP-1	PsychEd	Outpatient/non-intensive drug treatment (incarceration)	15.2%
SAP-4	RSAT	Therapeutic communities for chemically dependent offenders (incarceration)	11.9%
SAC-3	ASAP	Case management: Not swift and certain…	8.9%
TA-1	EM-sentenced	Electronic monitoring (parole)	3.2%
SAC-1	IOPSAT-community	Inpatient/intensive outpatient drug treatment (community)	2.5%
DV-1	Community BIPs	Domestic violence perpetrator treatment (Duluth-based models)	-0.7%

a. See Appendix C for full program name and description.

b. See Appendix B for Results First Adult Criminal Justice Program descriptions.

Appendix E

Alaska Statutes Used to Determine Cohort Eligibility

This appendix lists the statutes and municipal codes that were used to determine cohort eligibility for offense-based cohorts.

Alcohol and Drug Offenses

A DUI offense was identified by the Alaska statutes and DMV codes in the table below, or by the associated offense descriptions. This allowed inclusion of cases that reflected municipal codes or those for which the offense code was missing. Inclusion in the felony versus the misdemeanor DUI cohort depended on the degree of the offense, rather than the specific statute. As well, first time DUI offenders were excluded.

Table E-1. DUI Offenses

Offense code	Description
AS 28.35.030	Driving under influence
AS 28.35.032	Refusal to submit to chemical
A-01	Driving while intoxicated
	DWI
A-12	Refuse to submit to chemical test
	Fel refuse breath TS
	Refuse breathalyser

Drug court criteria were based on offense restrictions imposed by the Anchorage Wellness court.

1. Excluded offenders convicted of an unclassified or A-level felony, a homicide, or an offense involving drug distribution. Drug distribution was defined by the following Alaska state statutes:

Table E-2. Drug Offenses

Offense code	Description
AS 11.71.010	Misconduct involving a controlled substance in the first degree
AS 11.71.020	Misconduct involving a controlled substance in the second degree (repealed 2016)
AS 11.71.030	Misconduct involving a controlled substance in the second degree (amended 2016)
AS 11.71.040	Misconduct involving a controlled substance in the third degree (amended 2016)
AS 11.73.010	Manufacture or delivery of an imitation controlled substance

2. Offenders with a convicted felony alcohol or drug offense, who had not been excluded by the previous criteria, were included in the cohort.

Sex Offenses

Felony and misdemeanor sex offenses were identified by the Alaska statutes in the tables below. In addition, AS 11.41.300 (Kidnapping—Injury or sexual) was considered a sex offense if "sex" was included in the offense description.

Although long waiting lists preclude all but the most serious offenders from being included in Alaska's sex offender programs, the programs themselves are appropriate for any sex offenders. Consequently, 12 offenders convicted of misdemeanor sex offenses were included in the cohort.

Table E-3. Felony Sex Offenses

Offense code	Description
missing	Sex assault 1-3; Sex Abuse minor 1-2.
AS 11.41.410	Sex Assault 1
AS 11.41.420	Sex Assault 2
AS 11.41.425	Sex Assault 3
AS 11.41.434	Sex Abuse of Minor 1
AS 11.41.436	Sex Abuse of Minor 2
AS 11.41.438	Sex Abuse of Minor 3
AS 11.41.450	Incest
AS 11.41.452	Online enticement of a minor
AS 11.41.455	Exploitation of a minor
AS 11.41.458	Indecent Exposure 1
AS 11.61.123	Indecent viewing or photography; (in data,"indecent exposure 2")
AS 11.61.125	Distribute child pornography
AS 11.61.127	Possess child pornography
AS 11.61.128	Distribute indecent material to minors
AS 11.66.110	Sex trafficking 1
AS 11.66.120	Sex trafficking 2
AS 11.66.130	Sex trafficking 3

Table E-4. Misdemeanor Sex Offenses

Offense code	Description
AS11.41.427	Sex Assault 4 (misd)
AS11.41.440	Sex Abuse of Minor 4 (misd)
AS11.41.460	Indecent Exposure 2 (misd)
AS11.61.116	Sending explicit images of minor (misd)
AS11.66.135	Sex trafficking 4 (misd)

Offenses Associated with Domestic Violence

DPS records include a DV conviction flag that is set only for guilty convictions. An offense profile for DV offenders was created based on all arrests with convictions in 2012. An analysis of the offense codes that were associated with this flag were used to create a list of DV-associated offenses that could be used as a proxy to create a DV cohort based on offenders released from DOC in 2007.

The table below lists the offense codes that were used to create the DV cohort based on the analysis. Note that over half of offenses flagged as DV violations were associated with a single statute (misdemeanor assault 4, AS11.31.230). The top 10 statutes coded with DV violations accounted for close to 90 percent of these violations and are flagged in the table below. As well, offenses with an "assault" description were included.

Table E-5. Offenses Associated with Department of Public Safety DV-Conviction Flag

Offense code	Description	% for top 10
AMC 8.05.030	Domestic violence (Anchorage municipal code)	
AMC 8.30.110	Violating a DV restraining order (municipal code)	
AMC8.10.010	Assault (municipal code)	**13.6%**
AMC8.20.010	Criminal mischief (municipal code)	1.3%
AS11.41.200	Assault 1	
AS11.41.210	Assault 2	
AS11.41.220	Assault 3	**5.3%**
AS11.41.230	Assault 4	**51.8%**
AS11.41.250	Reckless endangerment	1.5%
AS11.41.434	Sexual abuse of a minor 1	
AS11.41.436	Sexual abuse of a minor 2	1.2%
AS11.41.438	Sexual abuse of a minor 3	
AS11.41.440	Sexual abuse of a minor 4	
AS11.41.410	Sexual assault 1	
AS11.41.420	Sexual assault 2	
AS11.41.425	Sexual assault 3	
AS11.41.427	Sexual assault 4	
AS11.41.450	Incest	
AS11.46.320	Criminal trespass 2	1.1%
AS11.46.484	Criminal mischief 4	4.9%
AS11.56.740	Violating a DV protective order	7.1%
AS11.61.120	Harassment 2	1.8%
CBJ 42.30.60	Violating a DV restraining order (municipal code)	
CBJ42.10.010	Assault (municipal code)	
CBJ42.10.020	Reckless endangerment (municipal code)	

Appendix F

Cohort Validity: Most Serious Offense Distribution Check

When program data were available, the most serious offense distribution of FY15 program participants and their matching cohort were compared, to check that programs were modeled on cohorts whose offense profile was similar to that of program participants.

DUI and Drug Court Programs and Cohorts

The misdemeanor DUI court does not accept participants with a felony conviction. The most serious offense for 100% of offenders in the Misdemeanor DUI cohort was a misdemeanor.

The distribution of most serious offenses for participants in the DUI felony court in FY15 closely matched that of the Felony DUI cohort, as shown in table F-1.

Table F-1. Therapeutic Court Program Participant vs. Cohort Most Serious Offense Distribution

	TC-2: Felony DUI Courts		TC-4: Felony Drug Court		TC-5: Mental Health Courts	
Most serious offense	FY15 program participants	2007 Felony DUI cohort	FY15 program participants	2007 Drug Court cohort	FY15 program participants	2007 Mental Health Proxy cohort
Murder	—	0.0%	—	0.0%	—	—
Felony sex	—	0.0%	unknown[a]	0.8%	—	—
Felony robbery	0.9%	0.3%	unknown[a]	1.5%	1.4%	—
Felony assault	2.7%	2.3%	unknown[a]	15.0%	8.5%	8.5%
Felony property	1.8%	3.1%	unknown[a]	8.0%	7.0%	7.0%
Felony drug/other	93.6%	94.3%	unknown[a]	74.8%	3.8%	4.0%
Misdemeanor	0.9%	0.0%	—	0.0%	79.3%	80.5%

a. All drug court program participants had a felony drug or alcohol offense. However, the most serious offense could be anything but murder.

Offense distributions were not available for FY15 participants in hybrid and drug court programs. To be included, participants must have been convicted of a felony drug or alcohol offense. However, participants may be convicted of other offenses as well, with the exception of murder. Table F-1 shows the distribution of for the Drug Court cohort.

Mental Health Court Offense Profile Cohort

No data is maintained in DOC or DPS files that allow identification of someone eligible for this cohort. The cohort was based on a sample of 5000 offenders released from DOC custody in 2007, with numbers selected to match the distribution of most serious offenses among FY15 Mental Health Courts participants. These numbers are shown below:

Domestic Violence Offense Profile Cohort

A list of DV-associated offenses was created based on DPS conviction arrest data for 2012 (see Appendix E). As well, a distribution of most serious offenses for offenders with a DV-flagged conviction was created.

Creation of the proxy cohort was intended as a two-step process. First, offenders released from DOC in 2007 with convictions for DV-associated offenses were identified. Second, a sample to match the distribution of most serious offenses for DV offenders would be drawn. Table F-2 shows the distribution after the initial step. It was so close to that found in the DPS data that no additional sampling was required.

Table F-2. 2012 DPS Conviction Arrest Data vs. DV Cohort

Most serious offense	2012 DPS domestic violence convictions		DV behavioral profile cohort	
	Freq.	Percent	Freq.	Percent
Murder	7	0.3%	4	0.2%
Felony sex	65	2.3%	34	1.5%
Robbery	6	0.2%	25	1.1%
Felony assault	178	6.4%	223	9.6%
Felony property	17	0.6%	17	0.7%
Felony drug & other	19	0.7%	27	1.2%
Misdemeanor	2,500	89.5%	1,995	85.8%
Total	**2,792**	**100.0%**	**2,325**	**100.0%**

Cohorts Used to Model DOC Substance Abuse Programs

Because DOC substance abuse programs (PsychEd, IOPSAT, IOPSAT-DD, RSAT) are available to anyone needed the designated level of care, these programs were initially modeled on the two mandatory cohorts based on the locus of treatment (prison or community-based). Overall, 93.5 percent of prison-based and 94.9 percent of community-based DOC substance abuse program participants in FY16 were felons.

Concerns arose about whether the prison cohort accurately reflected the PsychEd program participants. The SAP-1 PsychEd program, is a 6-week early intervention substance abuse program. Unlike the other prison-based programs which are comprised almost exclusively of *sentenced* felons, the SAP-1 PsychEd program, 73.1% of offenders were *unsentenced*. More importantly, in terms of differences in recidivism patterns and their associated costs, only 77.1 percent of sentenced and 88.5 percent of unsentenced participants in the PsychEd program were felons. The Prison Mix cohort comprised of 25 percent misdemeanants and 75 percent felons was created to better approximate the offense distribution of sentenced participants in this program.

Appendix G

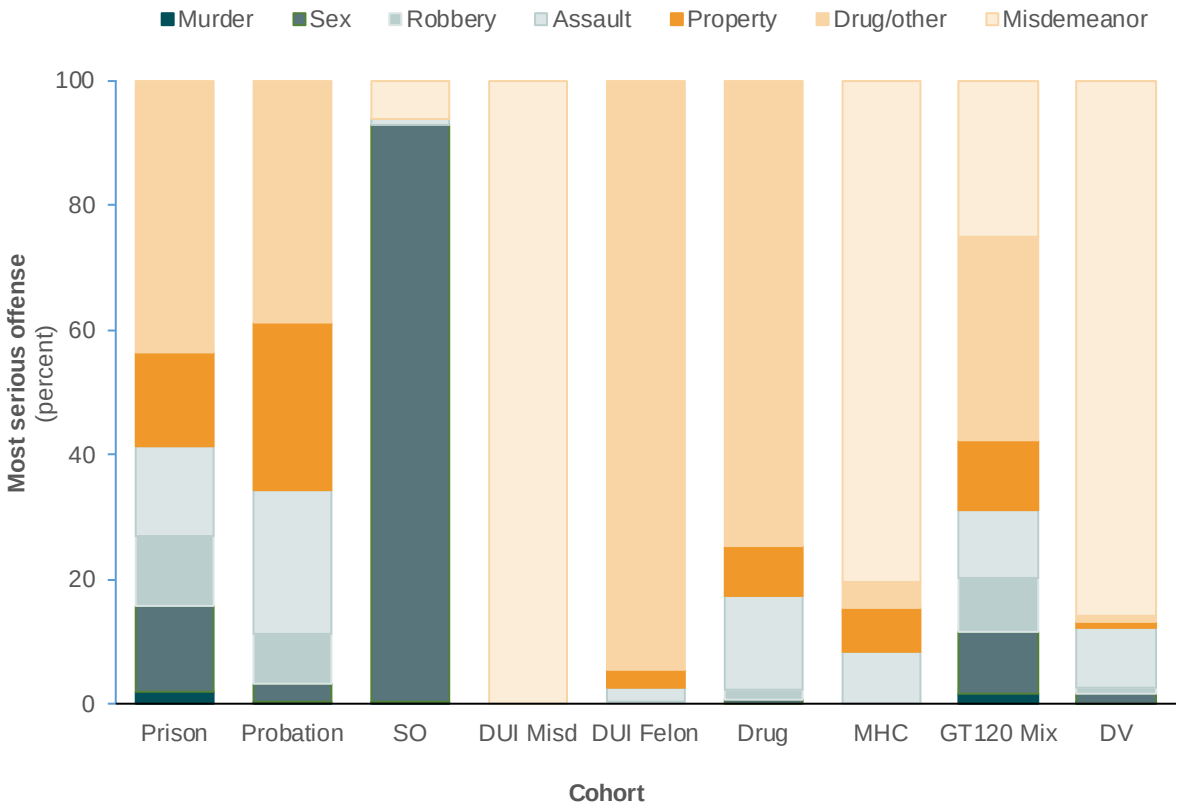
Most Serious Offense Distribution: 2007 Qualifying Release

Table G-1. Cohort Comparison: Most Serious Offense Associated with Qualifying 2007 Release

Percentage of offenders

Category	Prison (N=1,081)	Probation (N=1,279)	SO (N=197)	DUI Misd (N=533)	DUI Felon (N=353)	Drug (N=527)	MHC (N=5,000)	GT120 Mix (N=1,200)	DV (N=2,325)
Murder	2.13	0.47	0.51	0.00	0.00	0.00	0.00	1.67	0.17
Sex	13.51	2.89	92.39	0.00	0.00	0.76	0.00	10.00	1.46
Robbery	11.29	7.82	0.00	0.00	0.28	1.52	0.00	8.58	1.08
Assault	14.34	23.14	1.02	0.00	2.27	14.99	8.50	10.75	9.59
Property	15.17	26.74	0.00	0.00	3.12	7.97	7.00	11.25	0.73
Drug/other	43.57	38.94	0.00	0.00	94.33	74.76	4.00	32.75	1.16
Misdemeanor	0.00	0.00	6.09	100.00	0.00	0.00	80.50	25.00	85.81

Figure G-1. Most Serious Offense Associated with Stay Ending in 2007 Release



Appendix H
Cohort Baseline Recidivism Tables

Recidivism was defined as any new criminal offense committed during the follow-up period that resulted in a conviction. Technical violations and non-criminal offenses were excluded.

Note: Tables show raw percentages. Cumulative and hazard rates were parameterized prior to model entry.

Table H-1. Cohort Comparison: Cumulative Recidivism Rates

Percentage of offenders

Recidivsm by year	Prison (N=1,081)	Probation (N=1,279)	GT120 Mix (N=1,200)	SO (N=197)	DUI Misd (N=533)	DUI Felon (N=353)	Drug (N=527)	MHC (N=5,000)	DV (N=2,325)
1	27.38	29.55	32.33	20.30	20.64	20.40	20.87	30.54	40.60
2	39.32	41.75	45.67	27.92	30.96	32.86	32.07	43.14	54.11
3	47.46	49.65	54.00	35.03	39.77	41.36	40.99	50.60	61.76
4	53.56	55.12	59.75	40.10	46.53	48.44	48.20	55.38	66.67
5	57.82	59.58	63.75	43.65	50.84	54.96	54.27	58.68	69.81
6	61.24	62.00	67.08	45.69	53.28	59.21	57.50	61.38	72.43
7	63.00	64.58	68.83	49.24	54.97	62.32	59.77	63.02	74.02
8	66.05	66.85	71.58	53.81	55.91	66.29	63.57	64.38	75.18

Table H-2. Cohort Comparison: Hazard Rates

Percentage of trip convictions

Recidivsm by year	Prison (N=2,291)	Probation (N=2,697)	GT120 Mix (N=3,053)	SO (N=321)	DUI Misd (N=756)	DUI Felon (N=570)	Drug (N=878)	MHC (N=11,395)	DV (N=7,556)
1	16.85	19.02	17.13	14.64	20.37	14.74	15.72	19.75	19.65
2	12.61	12.64	13.00	9.97	13.36	11.23	10.82	15.11	14.94
3	14.49	12.42	14.25	16.20	15.87	14.91	15.03	13.30	13.22
4	12.61	12.27	12.68	11.53	11.51	11.40	12.98	12.27	12.80
5	12.27	12.09	11.96	12.15	10.98	12.46	13.33	11.23	11.20
6	10.65	12.05	10.87	10.28	11.38	11.40	10.03	10.76	11.06
7	9.73	9.75	10.22	12.46	9.52	11.05	9.23	9.35	9.38
8	10.78	9.75	9.89	12.78	7.01	12.81	11.96	8.21	7.74

Table H-3. Cohort Comparison: Most Serious Recidivating Offense

Percentage of offenders

Category	Prison (N=714)	Probation (N=855)	GT120 Mix (N=859)	SO (N=106)	DUI Misd (N=298)	DUI Felon (N=234)	Drug (N=335)	MHC (N=3,219)	DV (N=1,748)
Murder	0.70	1.40	0.70	1.89	0.34	0.43	0.60	0.56	0.40
Sex	2.52	1.52	2.33	9.43	0.67	0.43	0.60	1.65	0.46
Robbery	5.60	3.39	5.12	3.77	2.35	0.85	1.19	3.20	0.46
Assault	6.72	6.90	9.20	3.77	5.70	2.99	5.37	7.39	5.15
Property	11.06	11.81	9.78	2.83	3.36	4.27	5.07	7.27	1.49
Drug/other	23.39	20.47	22.00	8.49	33.56	46.58	38.21	15.63	4.92
Misdemeanor	50.00	54.50	50.87	69.81	54.03	44.44	48.96	64.31	87.13

Table H-4. Cohort Comparison: Average Trips by Most Serious Offense

	Prison	Probation	GT120 Mix	SO	DUI Misd	DUI Felon	Drug	MHC	DV
Murder	3.80	3.33	3.50	3.00	2.00	8.00	4.50	4.44	3.43
Sex	2.89	2.77	2.70	2.20	1.50	1.00	2.00	3.11	2.38
Robbery	3.75	4.07	4.23	4.00	5.29	5.00	4.75	4.52	3.75
Assault	5.25	3.54	5.58	2.75	3.65	4.00	3.28	4.93	3.68
Property	4.20	4.61	3.98	8.67	4.70	2.70	5.12	4.96	3.31
Drug/other	2.83	2.87	3.15	4.22	2.32	2.29	2.36	3.55	2.41
Misdemeanor	2.84	2.84	3.25	2.73	2.32	2.37	2.43	3.17	4.50

Appendix I
Marginal Costs — A Brief Explanation

A marginal (or incremental) per-person cost refers to the costs associated with the addition of one more person to a process.

Why use marginal costs? Why not use average costs? Whereas average costs include fixed costs (such as rent, utilities, and central administration), marginal costs do not[1]. Results First uses marginal costs instead of average costs because marginal costs better reflect the impact of criminal justice programs and their effects on recidivism. This is because even the most effective and impactful programs are not expected, at least in most circumstances, to produce changes in fixed costs. However, even relatively modest reductions (or increases) in the recidivism rate do have measurable budgetary impacts on agencies in the form of short- and long-term marginal costs such as supplies, travel, overtime, food, clothing, medical care, certain contractual expenses, and at certain threshold levels or tipping points, agency staffing.

There are two methods for deriving marginal costs: (1) the top-down method, and (2) the bottom-up method. While the latter method tends to produce more accurate resource cost estimates, it requires detailed operational data that is often not readily available and requires intensive data collection. For inter-organizational processes like those in the criminal justice system, the bottom-up method of resource cost calculation is especially difficult. The top-down method, on the other hand, can also produce good estimates of resource costs and it is simpler to execute. This is because there are fewer data points to compile, and the data required for a top-down calculation are more often available as they are routinely compiled and tracked by criminal justice agencies. However, the top-down method does produce estimates with less precision in comparison to the bottom-up approach.

We will use a brief example using Alaska probation data to illustrate the concept of marginal costs and to demonstrate how a top-down calculation can be conducted (see Exhibit I).

[1] Fixed costs remain constant over a period of time and are not affected by changes in workload. For example, fixed costs include: rent, utilities, central administration (human resources, fiscal, legal, etc.), debt service, and equipment (Henrichson & Galgano, 2013).

Exhibit I. Example of Top-Down Method for Calculating Long-Run[a] Marginal Costs: Probation[b]

For probation services, we are setting out to determine the cost of adding *one more probationer* for one year. The most significant costs (but not the only cost) associated with additional probationers are the costs of hiring new probation officers (POs). Importantly, the cost of a new probation officer is what is referred to as a "step-fixed" cost; it is not a true variable cost that changes with each additional probationer. Instead, the cost of hiring an additional probation officer is a step-fixed cost because new probation officers are hired only when probationer caseloads exceed a certain threshold.

The calculation begins with an overall budget figure: the annual cost for new probation officers and their supplies:

$1,388,433[c] annual cost

In order to determine the per-person cost of hiring a *new probation officer*, the total number of probation officers hired in the preceding fiscal year had to be determined:

20 new officers

To derive the per-person cost of hiring a *new probation officer*, the first total ($1,388,433) is divided by the second total (20 POs):

$69,421 cost of new PO

In order to calculate the per-person cost of adding a *new probationer*, the typical caseload of probation officers in the preceding fiscal year had to be determined:

61 typical caseload

To derive the per-person cost of adding a new probationer for one year, the per-person cost of hiring a new probation officer ($69,421) is divided by the typical caseload of probation officers (61):

$1,138 is the per-person cost of each additional probationer.

This is an example of the top-down method of estimating the per-person cost of adding a probationer. Importantly, this is a step-fixed (or long-run marginal) cost estimate. The estimate arrived at – $1,138 per probationer – is incurred only when the threshold of 61 probationers is exceeded, since that is when a new probation officer is hired. When probationers are simply added to existing caseloads, the per-person cost is much lower. In addition, it is also likely that the $1,138 figure is a somewhat conservative estimate because some supply costs directly related to the addition of new probationers were excluded (for example, portable breath test supplies and urine screen kits).

Notes

a. *Long-run marginal costs* include variable and step-fixed costs (such as salary). Short-run marginal costs include only
b. The data used in this example were provided by DOC for the Anchorage probation office.
c. This total includes: starting salary, wages, and benefits for new probation officers, and the per-person cost of the probation officer academy for each new probation officer hired.

Appendix J
Adult Criminal Justice Resource Use Parameters

Since the marginal cost for prison and community supervision resources are entered as annual averages in the RF model, probability and duration of resource use parameters had to be computed for these resources for each Results First crime category. These estimates are shown in tables J-1 and J-2 below.

The *probability of prison use* ranged from 1.0 for a person convicted of homicide, to .70 for a person convicted of a misdemeanor. Community supervision reflects conditional probabilities. For example, the probability of community supervision (post prison) is the conditional probability that an offender receives community supervision after completing a sentence of incarceration. The *probability of post-prison community supervision* ranged from .94 for a person convicted of a felony sex crime, to .49 for a person convicted of a felony property offense. The *probability of supervision without prison* was 1.0 for felons, since all felons who do not go to prison receive community supervision, and 0 for misdemeanants as DOC does not provide community supervision for misdemeanants.

Table J-1. Probability of Resource Use, by Results First Crime Category

	Results First crime categories						
	Violent crimes				Property, drug & other		
Resource type	Murder	Felony sex	Robbery	Felony assault	Felony property	Felony drug & other	Misdemeanor
Adult prison	1.00	0.99	0.96	0.96	0.82	0.89	0.70
Adult community supervision (no prison)	1	1	1	1	1	1	0
Adult community supervision (post prison)	0.68	0.94	0.62	0.75	0.49	0.55	0.00

AJiC also estimated the number of years of prison use[1] and the number of years of community supervision,[2] shown below. However, it was not possible to estimate number of years of community supervision only for those with no sentence of incarceration. The community supervision estimates shown below were entered as the post-prison parameters; and 0 was entered for community supervision (no prison). This means that the Alaska RF model underestimates community supervision resource costs by a small amount[3].

Table J-2. Number of Years of Resource Use, by Results First Crime Category

	Results First crime categories						
	Violent crimes				Property, drug & other		
Resource type	Murder	Felony sex	Robbery	Felony assault	Felony property	Felony drug & other	Misdemeanor
Adult prison	7.82	3.20	1.40	0.91	0.76	0.87	0.12
Adult community supervision	3.00	3.19	1.70	1.83	1.62	1.55	0.00

[1] Based on data provided by the Alaska DOC for offenders discharged from a DOC institution in 2013 or 2014.

[2] Based on data supplied by the Alaska DOC for offenders completing probation or parole in 2013 or 2014.

[3] The impact is small since only a small proportion of offenders receive community supervision without a sentence of incarceration: 1 minus the adult prison probability reported in table J-1 for each of the six felony categories, and 0 for the misdemeanor category.

Appendix K

Value of an Outcome — Avoiding a Conviction

In the benefit-cost ratio computation, benefits are avoided costs. These avoided costs are estimated by applying the average adult criminal justice system administration costs and average victim costs to the pattern of avoided crimes due to recidivism reduction expected from participation in the program. In the same way, the average resource and victim costs can be applied to the baseline recidivism pattern for a cohort. The computation provides an estimate of the total costs, to the state and to victims, of a typical offender going back through the system on a new criminal offense that results in conviction (i.e., the cost of recidivism as defined within the RF model). The cost can be interpreted as the value of avoiding recidivism (i.e., a new criminal conviction).

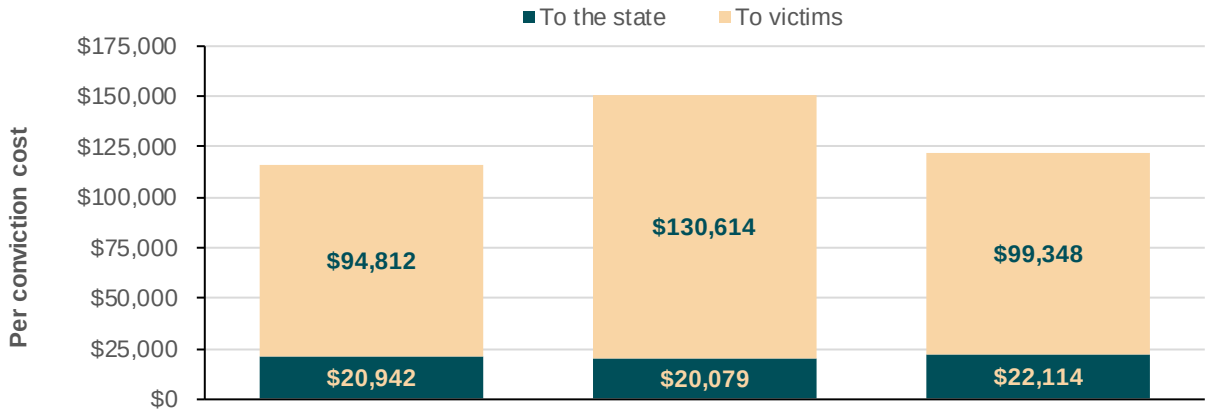
Figure K-1 shows the value of avoiding a conviction computed for the three general cohorts in Alaska's RF model: the all-felony prison and probation cohorts, and the prison "mix" cohort comprised of 75 percent felons and 25 percent misdemeanants. These data suggest that the value of avoiding a recidivism for a felony offender in Alaska is between $115,755 and $150,694.[1]

For example, for the prison cohort, each avoided future conviction produces an estimated average of $115,755 in monetary benefits. Approximately 81.9 percent of these benefits ($94,812) are attributable to avoided costs that would otherwise be borne by crime victims due to such things as lost wages, medical expenses, and pain and suffering. The remaining monetary benefits of each avoided future conviction for this population would accrue to the state via avoided future criminal justice system administration costs.

The value of an avoided conviction is a way of thinking about the future costs of 'doing nothing'. As seen in Figure K-1, doing nothing has future cost implications for the state, and is particularly costly to victims. The value of avoiding a conviction provides useful data for policymakers to consider.

Figure K-1. Alaska Results First Model: Value of Avoiding a Conviction

Cost of a convicted criminal offense by cohort



	Prison (GT120)	Probation (LTE120)	Prison Mix (GT120)
Total benefits	$115,755	$150,694	$121,461
Baseline recidivism (8-year)	66.1%	66.9%	71.6%

Note: Benefits reflect avoided criminal justice administration costs costs **to the state** and **to victims** due to tangible and intangible victimization costs.

[1] A more precise estimate overall estimate of the cost of recidivism could be computed using data in Alaska's model. As well, estimates for each of Alaska's cohorts were computed, but require additional interpretation beyond the scope of this document, and so they are not reported.

Appendix L

Programs Matched to Results First Program and Alaska Cohort

The following table identifies the Results First Adult Criminal Justice (RF ACJ) program (Chapter 2) and the Alaska cohort (Chapter 4) matches for programs in Alaska's RF model. Programs matched to the same cohort have the same baseline recidivism patterns; those matched to the same RF ACJ program have the same expected recidivism percent reduction.

Table L-1. Alaska Programs Matched to Results First Adult Criminal Justice Programs and Alaska Cohorts

Report ID	Alaska program name	Results First program match	Average recidivism reduction	Alaska cohort	Baseline cumulative recidivism
DV-1	Community BIPs	Domestic violence perpetrator treatment (Duluth-based model)	-0.7%	DV Offense Profile	75.2%
SAC-1A	IOPSAT-community (FY16 sites)	Inpatient/intensive outpatient drug treatment (community)	2.5%	Probation (LTE120)	66.9%
SAC-1B	IOPSAT-community (FY17 sites)	Inpatient/intensive outpatient drug treatment (community)	2.5%	Probation (LTE120)	66.9%
SAC-2	PACE	Case management: Swift and certain for substance abusing offenders	21.8%	Probation (LTE120)	66.9%
SAC-3	ASAP	Case management: Not swift and certain…	8.9%	DUI Misd	55.9%
SAP-1	PsychEd	Outpatient/non-intensive drug treatment (incarceration)	15.2%	GT120 Mix	71.6%
SAP-2	IOPSAT-prison	Inpatient/intensive outpatient drug treatment (incarceration)	17.4%	Prison (GT120)	66.1%
SAP-3	IOPSAT-DD	Inpatient/intensive outpatient drug treatment (incarceration)	17.4%	Prison (GT120)	66.1%
SAP-4	RSAT	Therapeutic communities for chemically dependent offenders (incarceration)	11.9%	Prison (GT120)	66.1%
SX-1A	SOTX-community (FY15 delivery model)	Sex offender treatment (community)	32.4%	Sex Offenders	53.8%
SX-1B	SOTX-community (FY17 delivery model)	Sex offender treatment (community)	32.4%	Sex Offenders	53.8%
SX-2	SOTX-prison outpatient	Sex offender treatment (incarceration)	17.7%	Sex Offenders	53.8%
SX-3	SOTX-prison TC	Sex offender treatment (incarceration)	17.7%	Sex Offenders	53.8%
TA-1	EM-sentenced	Electronic monitoring (parole)	3.2%	Prison (GT120)	66.1%
TC-1	Misd. DUI Court	DUI courts	20.2%	DUI Misdemeanor	55.9%
TC-2	Felony DUI Courts	DUI courts	20.0%	DUI Felon	66.3%
TC-3A	Hybrid Courts as DUI Courts	DUI courts	20.0%	DUI Felon	66.3%
TC-3B	Hybrid Courts as Drug Courts	Drug courts	26.3%	Drug	63.6%
TC-4	Felony Drug Court	Drug courts	26.3%	Drug	63.6%
TC-5	Mental Health Courts	Mental health courts	20.6%	MHC Offense Profile	64.4%
VGE-1	General Ed.	Correctional education in prison	23.4%	Prison (GT120)	66.1%
VGE-2	Vocat. Ed.	Vocational education in prison	21.9%	Prison (GT120)	66.1%

Appendix M

Benefit-Cost Analysis: Detailed Return on Investment Results by Program

This appendix provides detailed return on investment results for Alaska's 19 evidence-based adult criminal justice programs, three of which were modelled twice. Benefit cost analysis is a type of economic analysis that guides informal budgetary decisions by comparing the benefits and costs of programs and policies using dollars as a common measurement.

The main results are presented in the table below, followed by a one page detailed summary for each program. As a reminder, marginal costs are used. These are defined as the incremental cost of providing the program for one additional participant for the average duration of the program.

Table M-1. Alaska Results First Adult Criminal Justice Program Results

Agency	Alaska program group	Report ID	Alaska program name	Benefits	Cost	Benefit cost ratio	Average recidivism reduction
CDVSA	DV	**DV-1**	**Community BIPs**	($229)	$1,729	($0.13)	-0.7%
DOC	SA-Comm	**SAC-1A**	**IOPSAT-community (FY16 sites)**	$1,791	$1,654	$1.08	2.5%
DOC	SA-Comm	**SAC-1B**	**IOPSAT-community (FY17 sites)**	$1,791	$1,352	$1.32	2.5%
DOC	SA-Comm	**SAC-2**	**PACE**	$15,864	$5,171	$3.07	21.8%
DHSS	SA-Comm	**SAC-3**	**ASAP**	$1,917	$1,271	$1.51	8.9%
DOC	SA-Prison	**SAP-1**	**PsychEd**	$9,614	$404	$23.80	15.2%
DOC	SA-Prison	**SAP-2**	**IOPSAT-prison**	$9,250	$1,901	$4.87	17.4%
DOC	SA-Prison	**SAP-3**	**IOPSAT-DD**	$9,250	$1,893	$4.89	17.4%
DOC	SA-Prison	**SAP-4**	**RSAT**	$6,350	$3,223	$1.97	11.9%
DOC	Sex Offender	**SX-1A**	**SOTX-community (FY15 delivery model)**	$31,072	$7,018	$4.43	32.4%
DOC	Sex Offender	**SX-1B**	**SOTX-community (FY17 delivery model)**	$31,072	$4,909	$6.33	32.4%
DOC	Sex Offender	**SX-2**	**SOTX-prison outpatient**	$16,973	$7,137	$2.38	17.7%
DOC	Sex Offender	**SX-3**	**SOTX-prison TC**	$16,973	$23,675	$0.72	17.7%
DOC	Tech Assist	**TA-1**	**EM-sentenced ***	$4,856	$1,605	$3.03	3.2%
Crts	Therapeutic Courts	**TC-1**	**Misd. DUI Court ***	$6,177	$18,300	$0.34	20.2%
Crts	Therapeutic Courts	**TC-2**	**Felony DUI Courts ***	$18,212	$30,577	$0.60	20.0%
Crts	Therapeutic Courts	**TC-3A**	**Hybrid Courts as DUI Courts ***	$18,256	$26,620	$0.69	20.0%
Crts	Therapeutic Courts	**TC-3B**	**Hybrid Courts as Drug Courts ***	$21,194	$26,620	$0.80	26.3%
Crts	Therapeutic Courts	**TC-4**	**Felony Drug Court ***	$21,194	$17,316	$1.22	26.3%
Crts	Therapeutic Courts	**TC-5**	**Mental Health Courts ***	$13,246	$11,416	$1.16	20.6%
DOC	Voc/Ed	**VGE-1**	**General Ed.**	$12,481	$1,180	$10.58	23.4%
DOC	Voc/Ed	**VGE-2**	**Vocat. Ed.**	$11,696	$1,644	$7.11	21.9%

* Benefits for asterisked programs include saved costs by offenders being diverted from incarceration.

The average recidivism reduction percentage is determined by applying the program's effect size over the entire follow-up period for all but the Electronic Monitoring program. Although EM has a fairly high effect size, the effects fall off quickly. Consequently, the RF model applied the effect only in the first two years, and assumed there was no impact to recidivism for the remaining years of the model. This had the impact of reducing the overall benefits of this program.

DV-1.
Community Batterer Intervention Programs (BIPs)

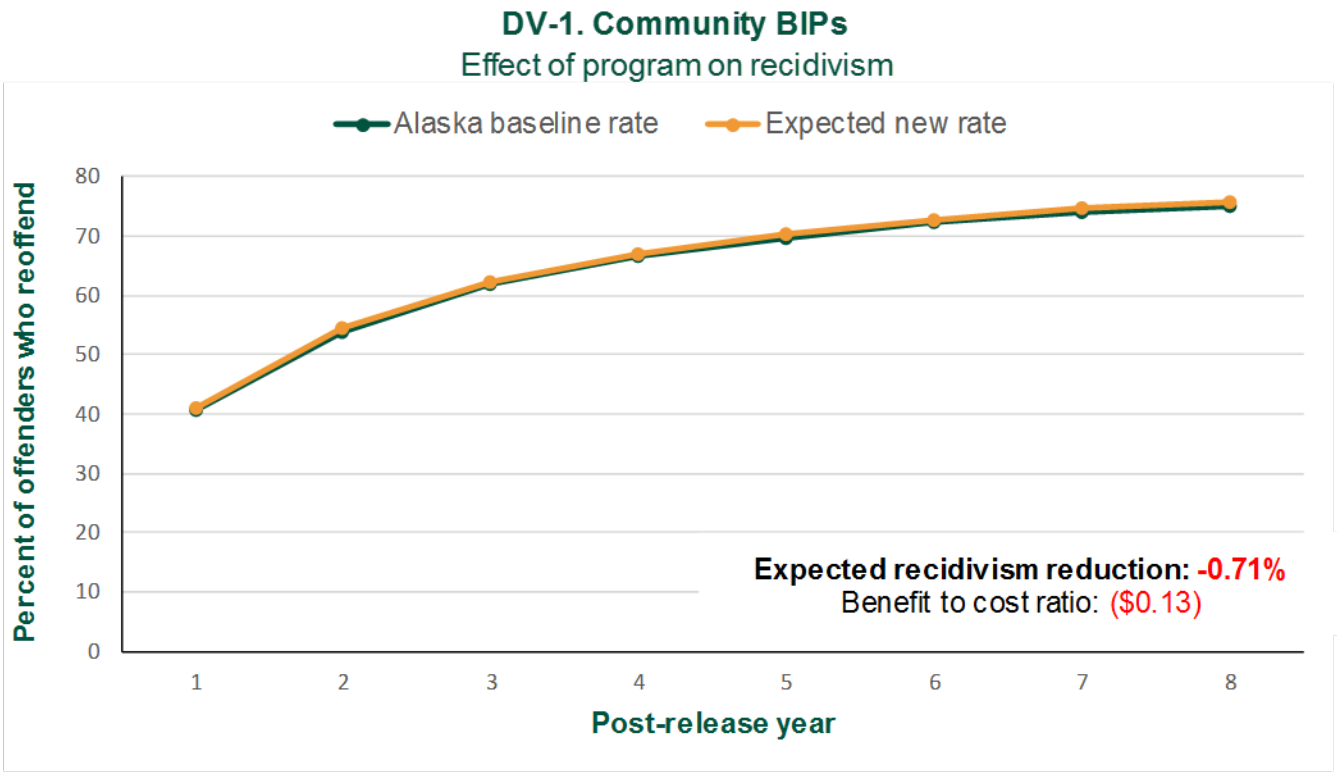
Program Description

Community BIPs are part of a larger system of accountability for men who choose violence or the threat of violence to gain control over their intimate partners. BIPs deliver education intended to promote behavioral changes for participants that increase victim safety and offender well-being. Alaska BIP programs are required to use the core Duluth curriculum; in some cases, this core has been supplemented with elements from cognitive behavioral therapy and other evidence-based approaches. Programs in this grouping are offered to offenders while on community supervision.

ROI Results Summary

BIPs yields ($229) in benefits for each participant. The negative benefit is due to an expected negative percent reduction in recidivism (i.e., a projected increase) due to the program. The total cost for one participant is $1,729. The benefit cost ratio for BIPs is -0.13 (-$229/$1,729). This means that for every dollar invested in the program, Alaska can expect to spend an additional $0.13 due to additional victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program is expected to *increase* recidivism by approximately 0.7 percent.



Benefits	($229)
Cost	$1,729

SAC-1A.
Community Intensive Outpatient Substance Abuse Treatment Program (IOPSAT FY16 sites)

Program Description

DOC's **IOPSAT-community (FY16 sites)** program is an ASAM level 2.1 Intensive Outpatient Substance Abuse (IOPSAT) Program providing 16–20 weeks of intensive treatment to offenders who assess as needing this level of care. The program is an evidence-based cognitive behavioral health program that is effective for offenders with a substance related addictive disorder. The curriculum may be gender specific depending on the location where the service is rendered. Community IOPSAT is offered to offenders sentenced to community supervision.

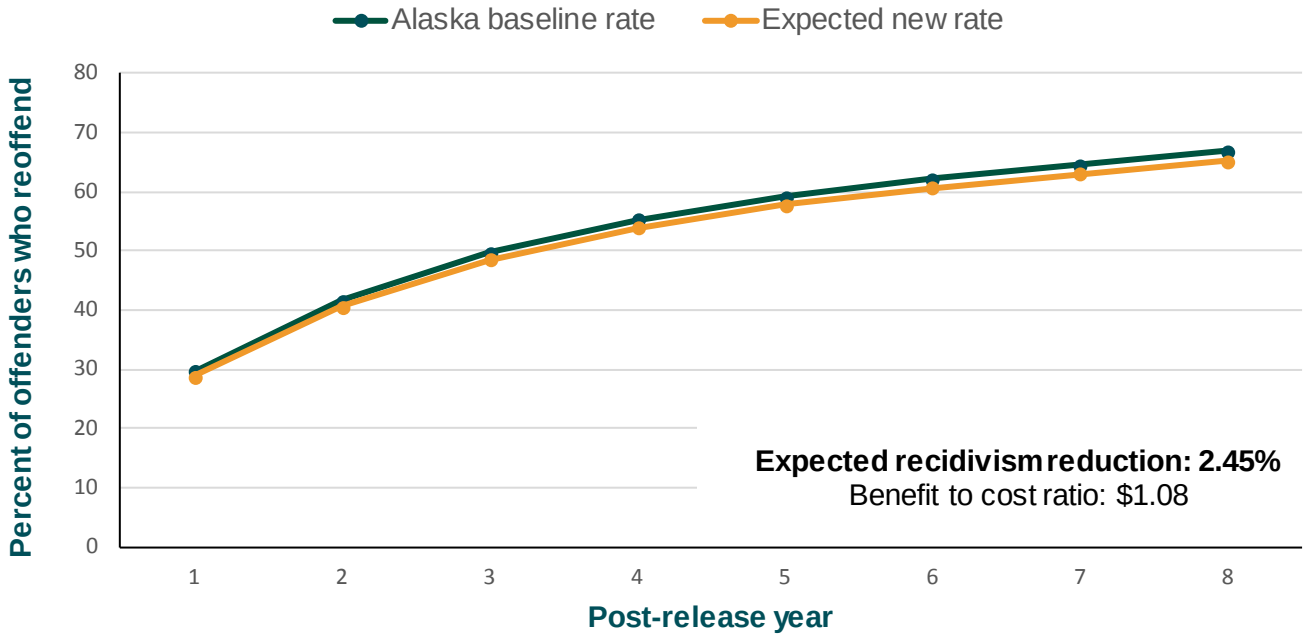
ROI Results Summary

IOPSAT (FY16) yields $1,791 in benefits for each participant. The total cost for one participant is $1,654. The benefit cost ratio for IOPSAT is 1.08 ($1,791/$1,654). This means that for every dollar invested in the program, Alaska can expect to see $1.08 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, IOPSAT's expected recidivism reduction is approximately 2.5 percent.

SAC-1A. IOPSAT-community (FY16 sites)

Effect of program on recidivism



Benefits	$1,791
Cost	$1,654

SAC-1B.
Community Intensive Outpatient Substance Abuse Treatment Program (IOPSAT FY17 sites)

Program Description

IOPSAT-community (FY17 sites) is the same program as SAC-1A on the previous page.

These results represent the FY16 cost structure excluding program sites that were closed at the beginning of FY17.

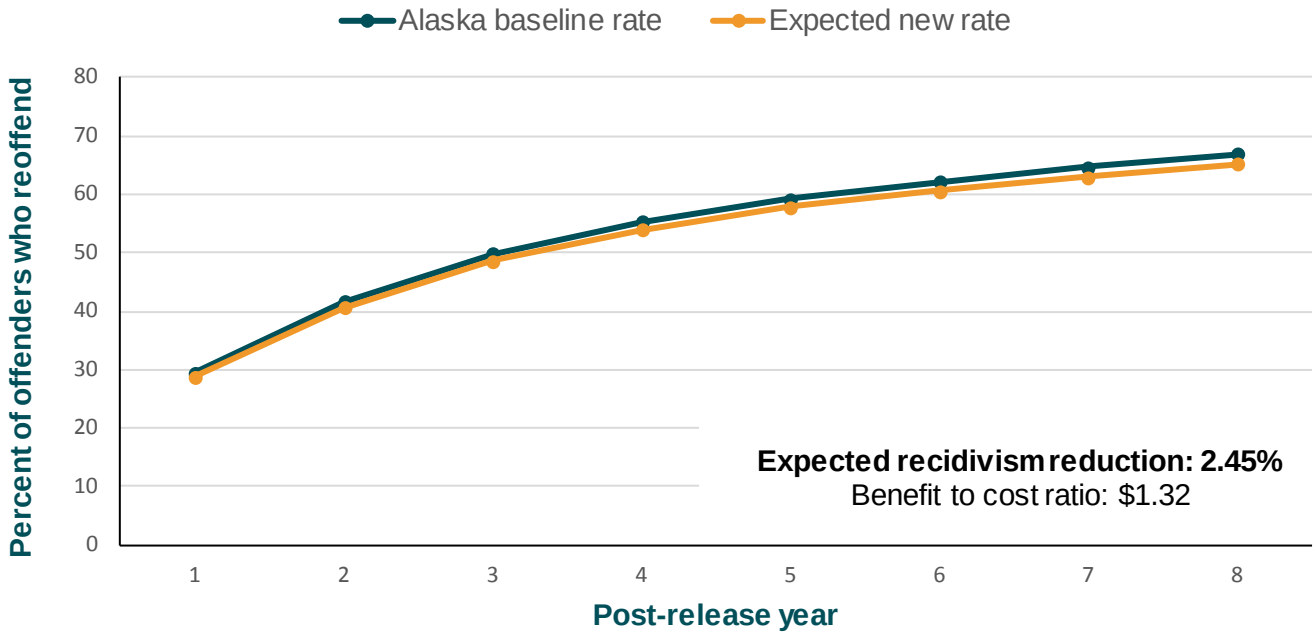
ROI Results Summary

IOPSAT (FY17) yields $1,791 in benefits for each participant. The total cost for one participant is $1,352. The benefit cost ratio for IOPSAT is 1.32 ($1,791/$1,352). This means that for every dollar invested in the program, Alaska can expect to see $1.32 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, IOPSAT's expected recidivism reduction is approximately 2.5 percent.

SAC-1B. IOPSAT-community (FY17 sites)

Effect of program on recidivism



Benefits	$1,791
Cost	$1,352

SAC-2.
Probation Accountability with Certain Enforcement (PACE)

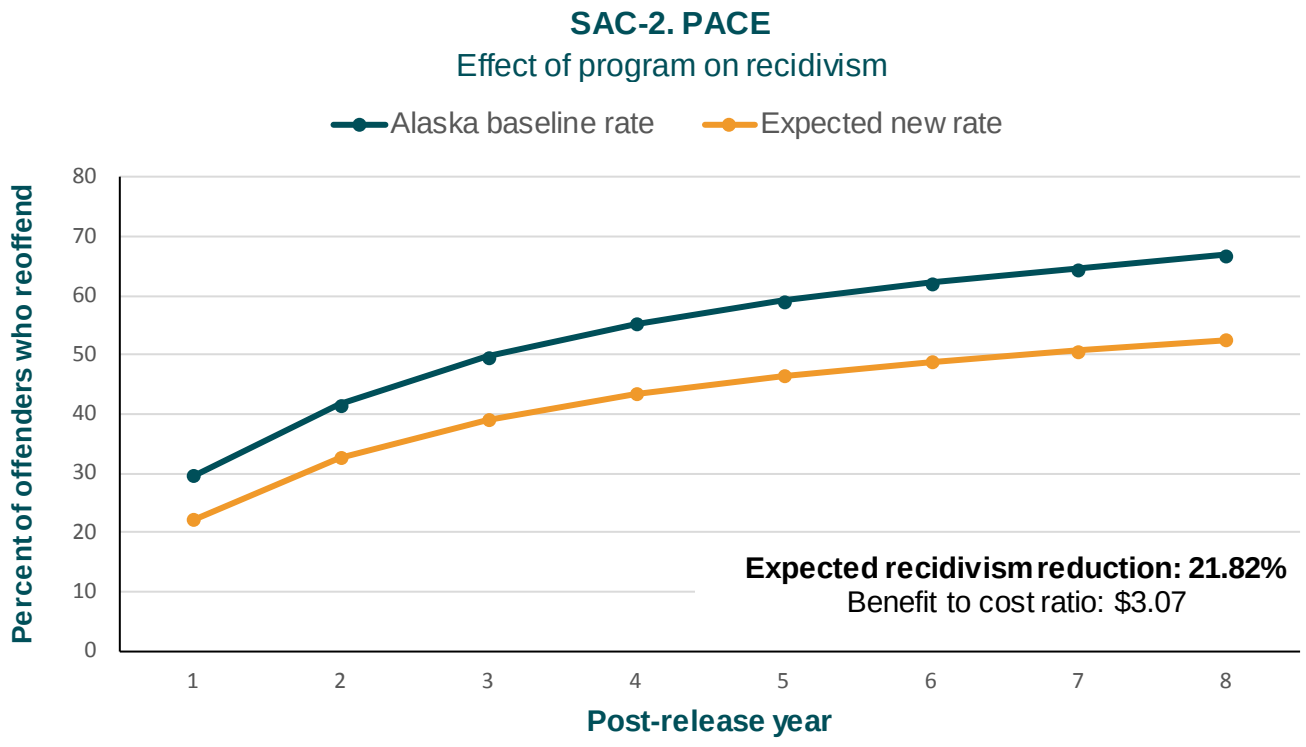
Program Description

The **PACE** program, which is closely modeled after a successful program in Hawaii (HOPE), requires the immediate imposition of a sanction for certain types of probation violations — primarily those involving drug or alcohol use. The program, begun in 2010, includes courts in Anchorage, Palmer, Juneau, Kenai, Fairbanks, and Bethel.

ROI Results Summary

PACE yields $15,864 in benefits for each participant. The total cost for one participant is $5,171. The benefit cost ratio for PACE is 3.07 ($15,864/$5,171). This means that for every dollar invested in the program, Alaska can expect to see $3.07 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, PACE's expected recidivism reduction is approximately 22 percent.



Benefits	$15,864
Cost	$5,171

SAC-3.
Alcohol Safety Action Program (ASAP)

Program Description

ASAP provides substance abuse screening, case management and accountability in order to increase accountability, reduce recidivism, reduce the amount of resources spent, and increase safety in the community. The program is now restricted to Title 28 referrals; however, at the time of the analysis, it accepted DWI and other alcohol/drug related misdemeanor cases.

ROI Results Summary

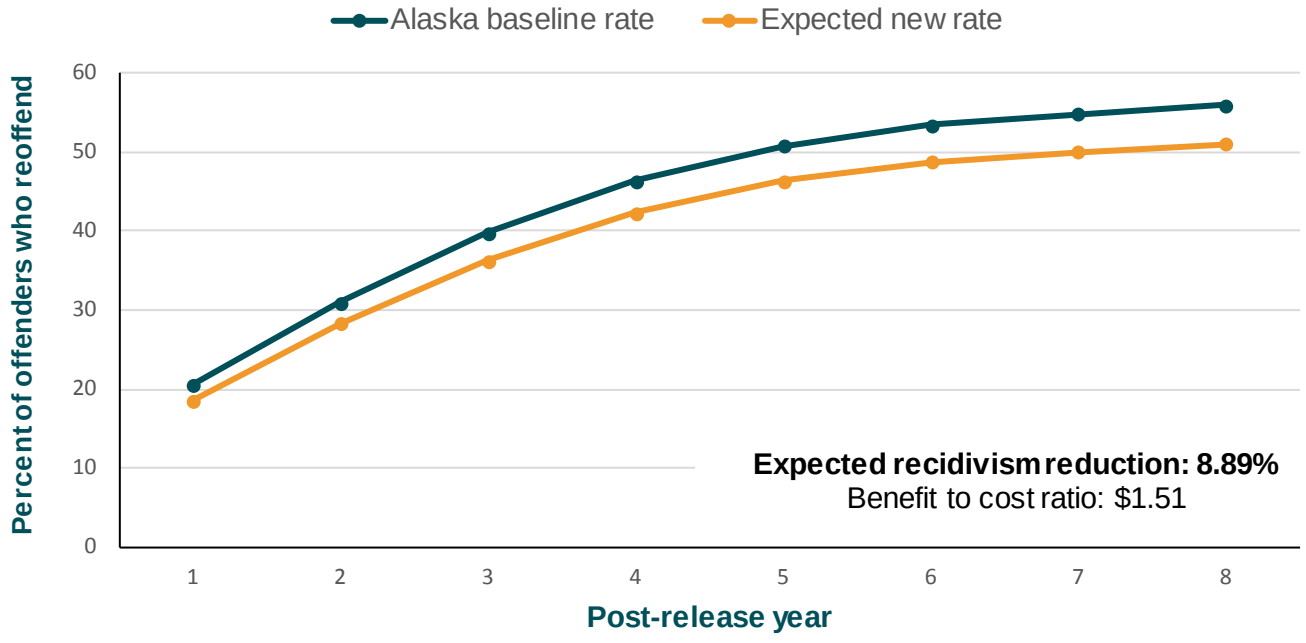
ASAP yields $1,917 in benefits for each participant. The total cost for one participant is $1,271. The benefit cost ratio for ASAP is 1.51 ($1,917/$1,271). This means that for every dollar invested in the program, Alaska can expect to see $1.51 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, ASAP's expected recidivism reduction is approximately 9 percent.

Note: These results do not apply to the Juvenile ASAP program.

SAC-3. ASAP

Effect of program on recidivism



Benefits	$1,917
Cost	$1,271

SAP-1.
Psycho-educational Substance Abuse Services (PsychEd)

Program Description

DOC's **PsychEd** program is a 6-week ASAM level 0.5 early intervention program. The Department contracts with Akeela, Inc. to provide this service to offenders who screen as needing some level of substance abuse intervention. This program is ideal for offenders who are incarcerated for a short duration of time, i.e., typically unsentenced offenders.

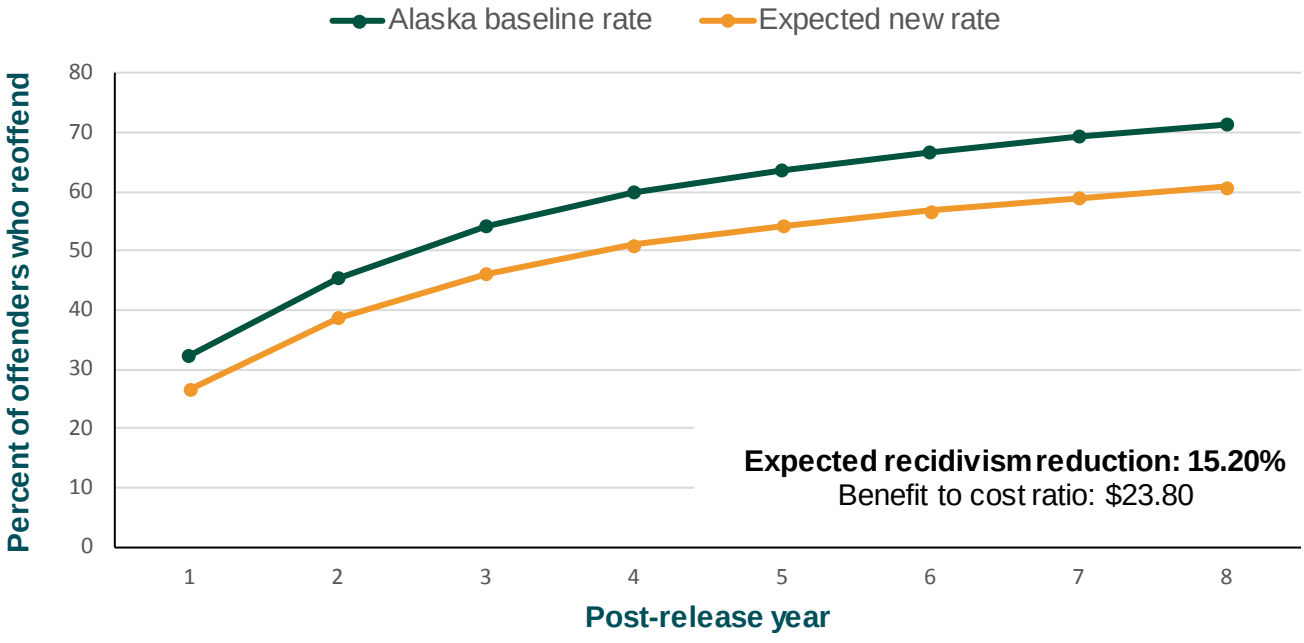
ROI Results Summary

PsychEd yields $9,614 in benefits for each participant. The total cost for one participant is $404. The benefit cost ratio for PsychEd is 23.80 ($9,614/$404). This means that for every dollar invested in the program, Alaska can expect to see $23.80 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, PsychEd's expected recidivism reduction is approximately 15 percent.

SAP-1. PsychEd

Effect of program on recidivism



Benefits	$9,614
Cost	$404

SAP-2.
Intensive Outpatient Substance Abuse Treatment (IOPSAT-prison)

Program Description

DOC's **IOPSAT-prison** program is the same as the community IOPSAT program (SAC-1), but is provided to incarcerated offenders.

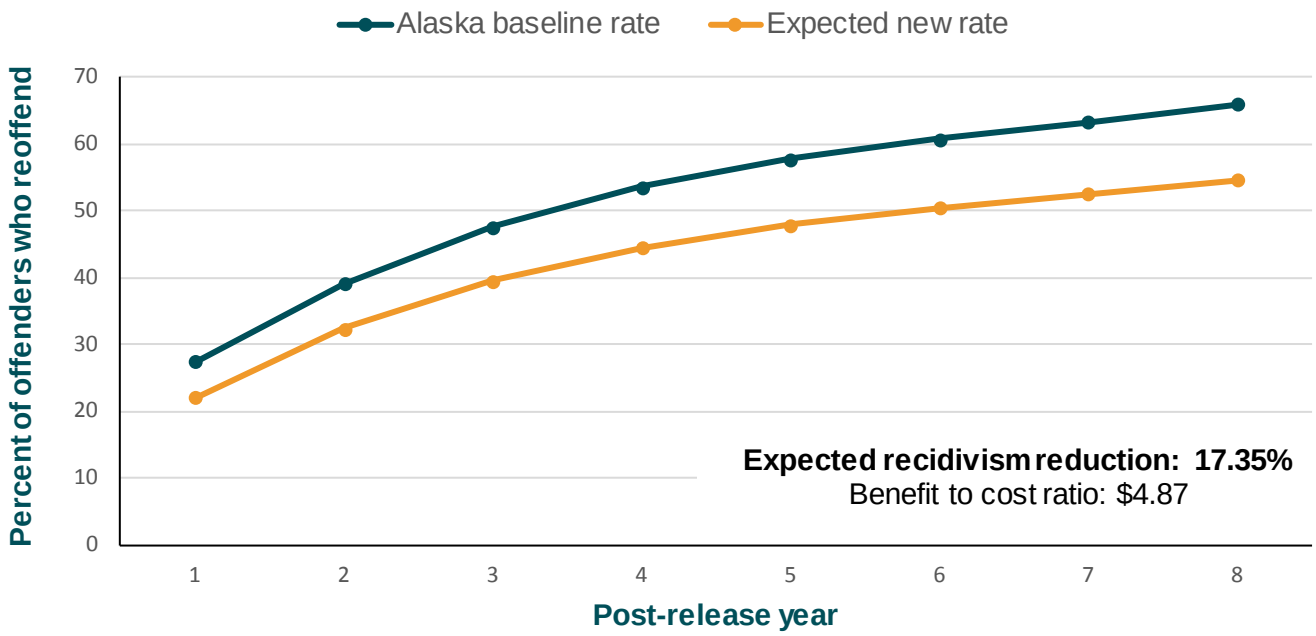
ROI Results Summary

IOPSAT yields $9,250 in benefits for each participant. The total cost for one participant is $1,901. The benefit cost ratio for IOPSAT is 4.87 ($9,250/$1,901). This means that for every dollar invested in the program, Alaska can expect to see $4.87 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, IOPSAT's expected recidivism reduction is approximately 17 percent.

SAP-2. IOPSAT-prison

Effect of program on recidivism



Benefits	$9,250
Cost	$1,901

SAP-3.
Intensive Outpatient Dual Diagnosis Substance Abuse Treatment (IOPSAT-DD)

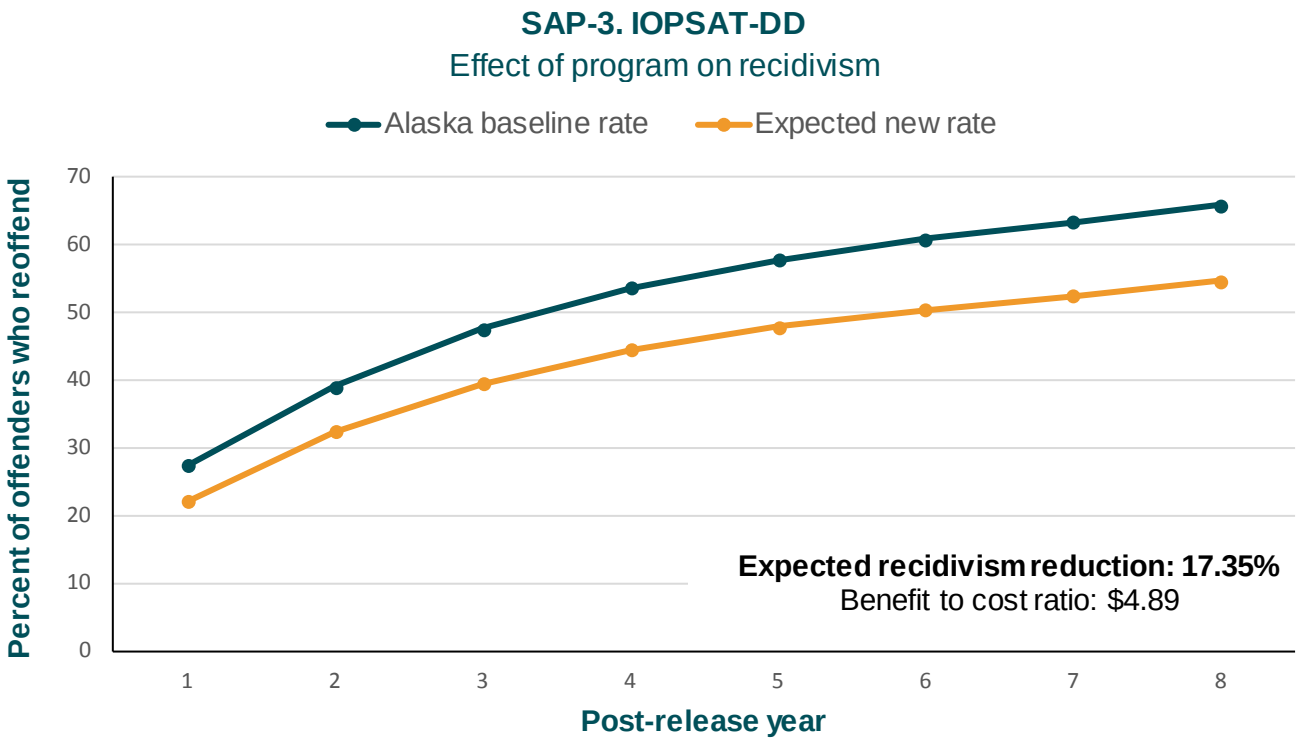
Program Description

DOC's **IOPSAT-DD** program is an ASAM level 2.1 IOPSAT program offering 24 weeks of intensive treatment. This is an evidence-based cognitive behavioral health program that is effective for offenders with both a mental health and a substance-related addictive disorder. This service is rendered by a qualified mental health clinician to offenders needing this level of care.

ROI Results Summary

IOPSAT-DD yields $9,250 in benefits for each participant. The total cost for one participant is $1,893. The benefit cost ratio for IOPSAT-DD is 4.89 ($9,250/$1,893). This means that for every dollar invested in the program, Alaska can expect to see $4.89 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, IOPSAT-DD's expected recidivism reduction is approximately 17 percent.



Benefits	$9,250
Cost	$1,893

SAP-4.
Residential Substance Abuse Treatment (RSAT)

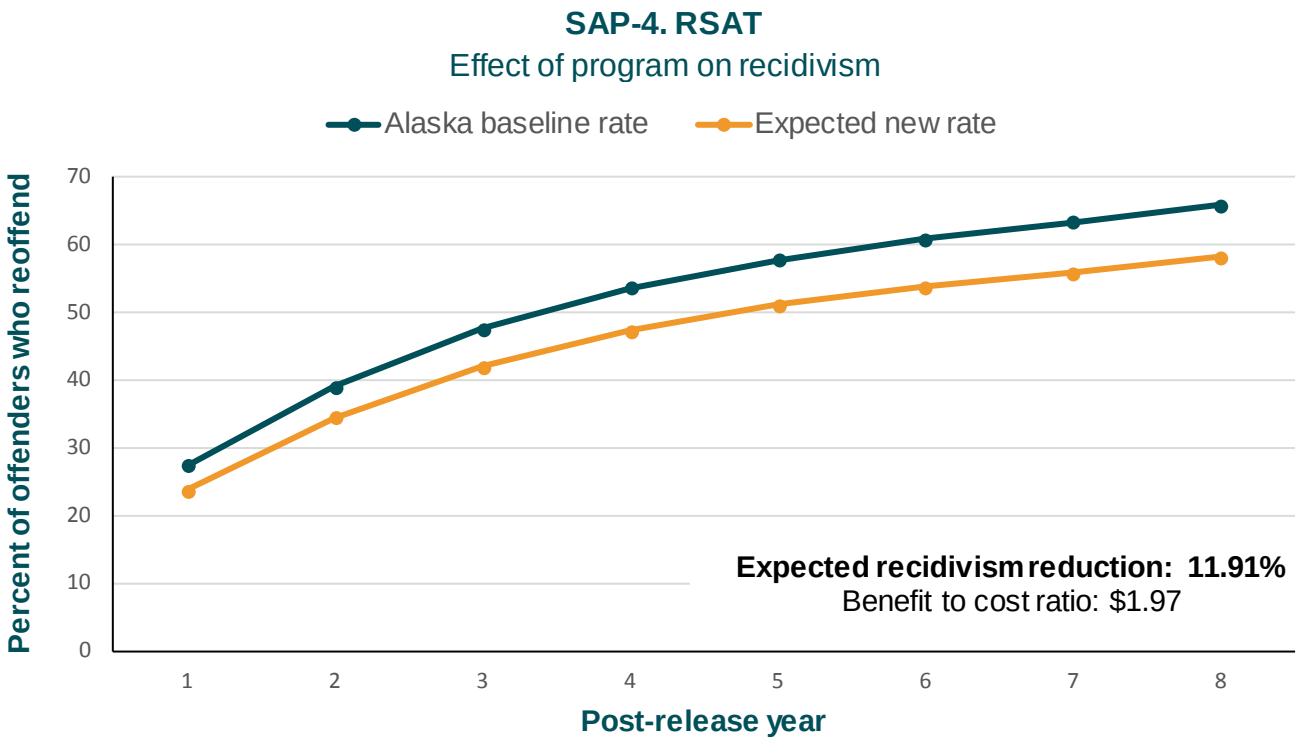
Program Description

The **RSAT** program is 6–8 months in duration and meets the ASAM 3.5 level of care requirements. This is an evidence-based cognitive behavioral health program and is shown to be effective for offenders with a substance related addictive disorder. It is provided to offenders who assess as needing this level of care. The curriculum may be gender specific depending on the location where the service is rendered. RSAT uses a highly structured modified therapeutic community approach.

ROI Results Summary

RSAT yields $6,350 in benefits for each participant. The total cost for one participant is $3,223. The benefit cost ratio for RSAT is 1.97 ($6,350/$3,223). This means that for every dollar invested in the program, Alaska can expect to see $1.97 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, RSAT's expected recidivism reduction is approximately 12 percent.



Benefits	$6,350
Cost	$3,223

SX-1A.
Community Outpatient Sex Offender Treatment (FY15 delivery model)

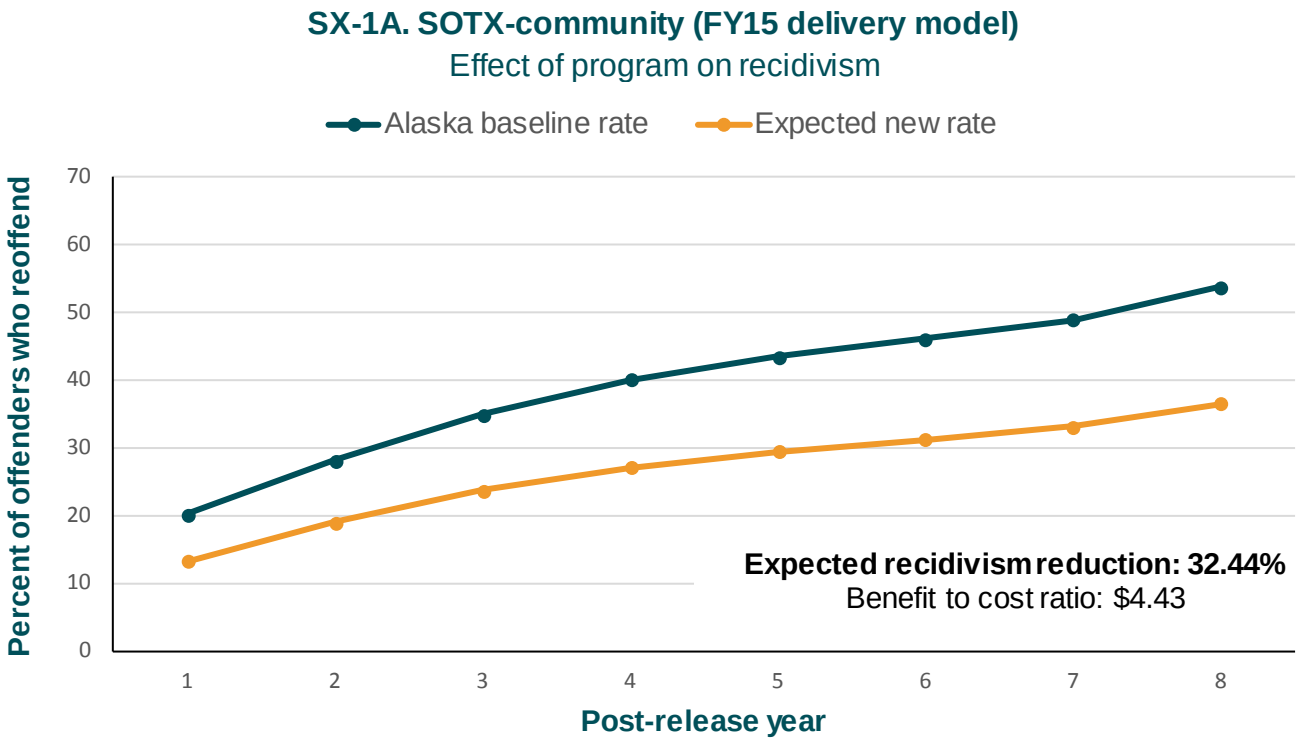
Program Description

SOTX-community (FY15 delivery model) is a cognitive behavioral therapy program with relapse prevention. Therapists lead groups of 8–10 male offenders with post-release treatment mandated by court or parole board. Group and individual therapy specific to female sex offenders has similar goals and is also based on cognitive behavioral techniques.

ROI Results Summary

Outpatient Sex Offender Treatment (FY15) yields $31,072 in benefits for each participant. The total cost for one participant is $7,018. The benefit cost ratio for Outpatient Sex Offender Treatment is 4.43 ($31,072/$7,018). This means that for every dollar invested in the program, Alaska can expect to see $4.43 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Outpatient Sex Offender Treatment's expected recidivism reduction is approximately 32 percent.



Benefits	$31,072
Cost	$7,018

SX-1B.
Community Outpatient Sex Offender Treatment (FY17 delivery model)

Program Description

SOTX-community (FY17 delivery model) is the same program as SX-1A on the previous page.

These costs estimate the expected cost savings from the changed delivery model implemented in the fall of 2016.

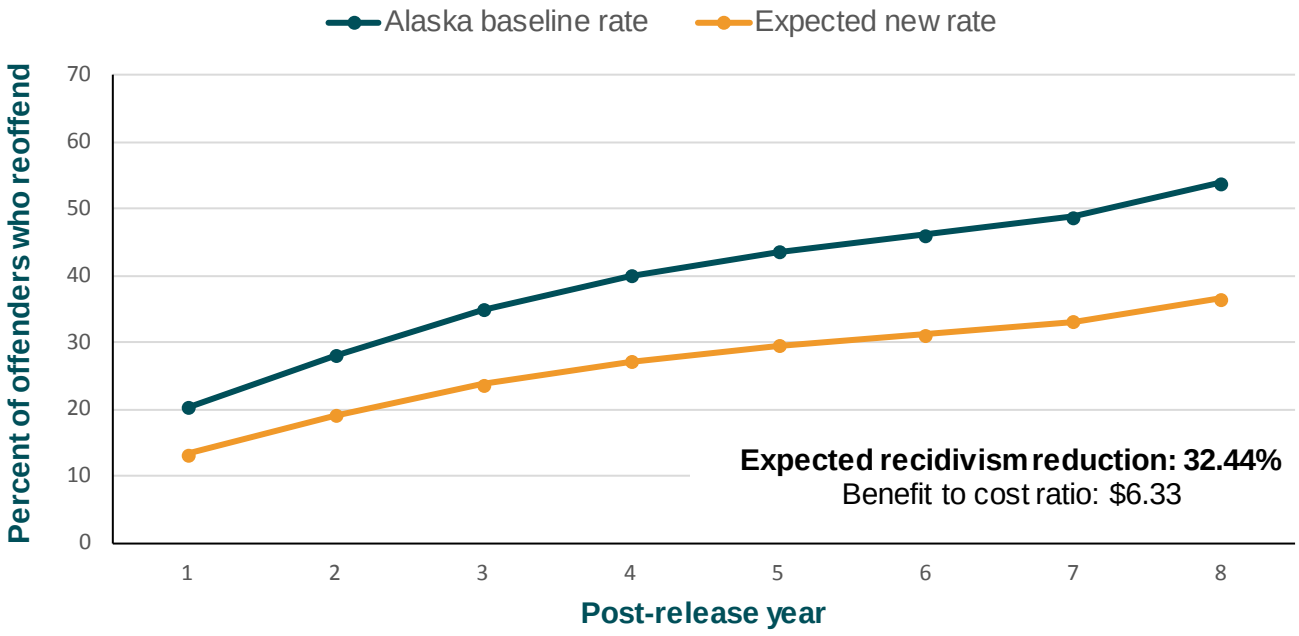
ROI Results Summary

Outpatient Sex Offender Treatment (FY17) yields $31,072 in benefits for each participant. The total cost for one participant to complete the program is $4,909. The benefit cost ratio for Outpatient Sex Offender Treatment is 6.33 ($31,072/$4,909). This means that for every dollar invested in the program, Alaska can expect to see $6.33 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Outpatient Sex Offender Treatment's expected recidivism reduction is approximately 32 percent.

SX-1B. SOTX-community (FY17 delivery model)

Effect of program on recidivism



Benefits	$31,072
Cost	$4,909

SX-2.
Outpatient Sex Offender Treatment (incarcerated men)

Program Description

The **SOTX-prison outpatient** program is intended for low and medium-risk non-violent convicted male sex offenders housed with the general prison population. A visiting therapist employs cognitive behavioral and relapse prevention techniques in group and individual sessions to help offenders identify criminogenic needs, and provide skills and tools for dealing with high risk situations that lead to re-offending.

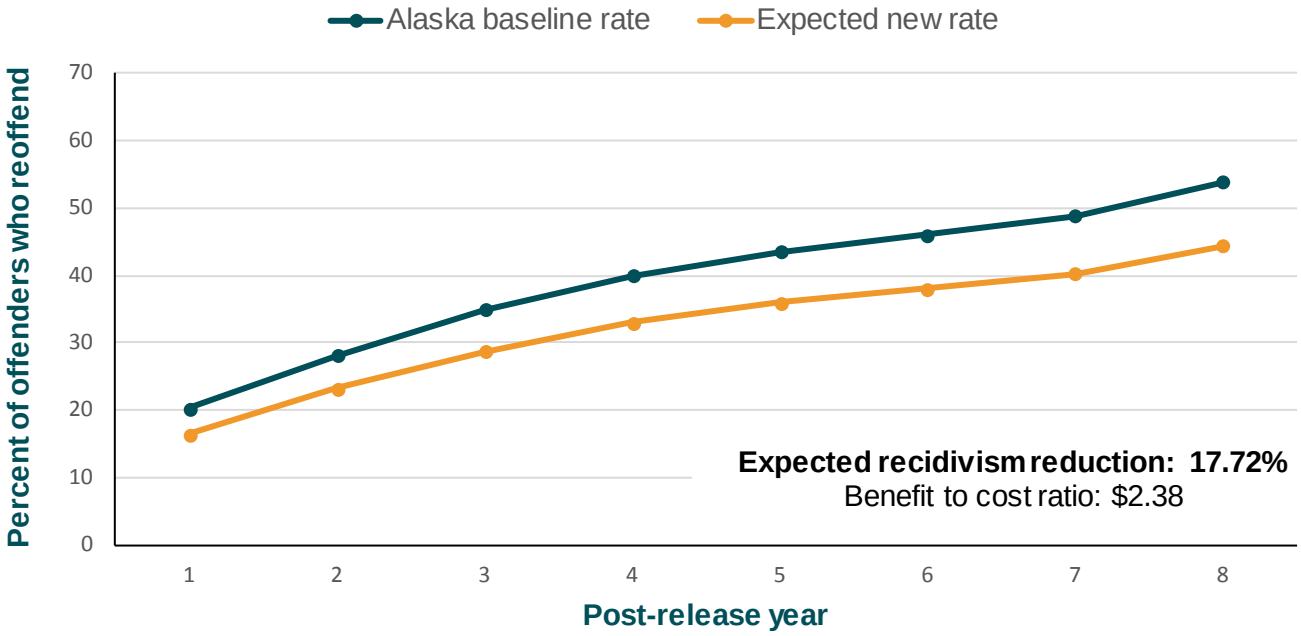
ROI Results Summary

Outpatient Sex Offender Treatment for incarcerated males yields $16,973 in benefits for each participant. The total cost for one participant is $7,137. The benefit cost ratio for Outpatient Sex Offender Treatment is 2.38 ($16,973/$7,137). This means that for every dollar invested in the program, Alaska can expect to see $2.38 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Outpatient Sex Offender Treatment's expected recidivism reduction is approximately 18 percent.

SX-2. SOTX-prison outpatient

Effect of program on recidivism



Benefits	$16,973
Cost	$7,137

SX-3.
Residential Sex Offender Treatment (therapeutic community)

Program Description

The **SOTX-prison TC** program is a 2-year program, intended for high risk and violent convicted sex offenders. It operates as a therapeutic model within Lemon Creek Correctional Center. Individual and group evidence-based cognitive behavioral therapy and relapse prevention techniques are used to lower an offender's risk to re-offend. The program has a capacity of 24 participants at a time.

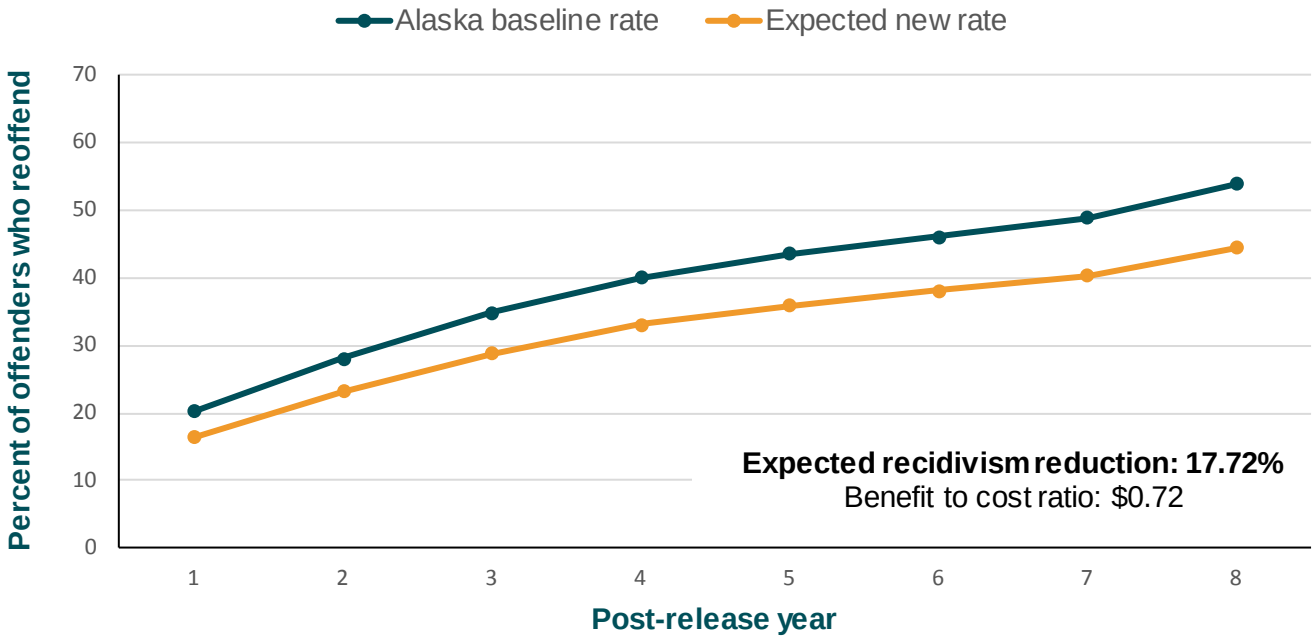
ROI Results Summary

Residential Sex Offender Treatment yields $16,973 in benefits for each participant. The total cost for one participant is $23,675. The benefit cost ratio for Residential Sex Offender Treatment is 0.72 ($16,973/$23,675). This means that for every dollar invested in the program, Alaska can expect to see $0.72 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Residential Sex Offender Treatment's expected recidivism reduction is approximately 18 percent.

SX-3. SOTX-prison TC

Effect of program on recidivism



Benefits	$16,973
Cost	$23,675

TA-1.
Electronic Monitoring (sentenced, post-prison)

Program Description

The **EM-sentenced** program allows inmates who meet certain conditions to serve time at home. Inmates can maintain employment, access community-based treatment, perform community work service, address medical issues, and attend religious functions. There is a weekly cost associated with the program. The version of the program in the model (EM-sentenced) is a post-prison program for offenders who apply and are accepted to serve up to the last three years of an incarceration sentence on EM.

ROI Results Summary

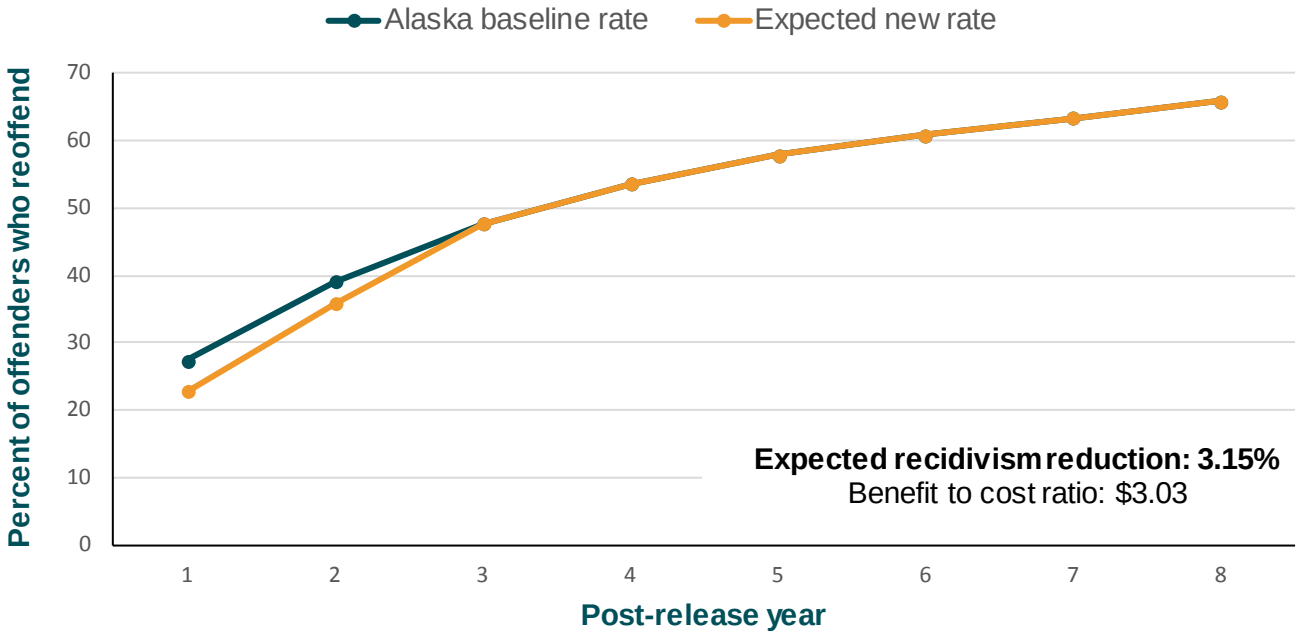
EM yields $4,856 in benefits for each participant. The total cost for one participant is $1,605. The benefit cost ratio for EM is 3.03 ($4,856/$1,605). This means that for every dollar invested in the program, Alaska can expect to see $3.03 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Electronic Monitoring's expected recidivism reduction is approximately 3 percent.

Note: The estimated recidivism reduction for this program decays to zero after year three. Benefits include $2,978 in costs saved by offenders being diverted from jail.

TA-1. EM-sentenced

Effect of program on recidivism



Benefits	$4,856
Cost	$1,605

TC-1.
Anchorage Municipal DUI Wellness Court

Program Description

The **Misd. DUI Court** helps misdemeanant defendants who want to overcome addiction to alcohol and who want to achieve lifetime sobriety. The courts are jail diversion programs, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.

ROI Results Summary

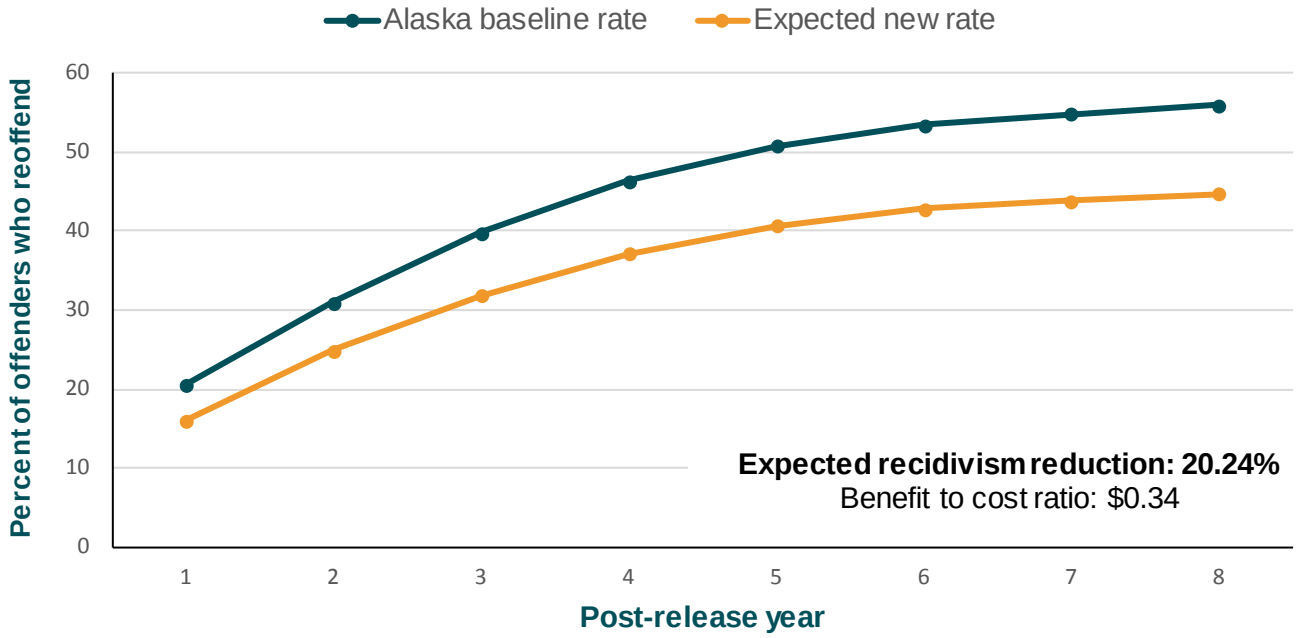
Anchorage Municipal DUI Wellness Court yields $6,177 in benefits for each participant. The total cost for one participant is $18,300. The benefit cost ratio for DUI Wellness Court is 0.34 ($6,177/$18,300). This means that for every dollar invested in the program, Alaska can expect to see $0.34 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 20 percent.

Note: Benefits include $1,817 in costs saved by offenders being diverted from jail.

TC-1. Misd. DUI Court

Effect of program on recidivism



Benefits	$6,177
Cost	$18,300

TC-2.
Felony DUI Wellness Courts

Program Description

Several **Felony DUI Courts** help felony defendants who want to overcome addiction to alcohol and who want to achieve lifetime sobriety. The courts are jail diversion programs, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.

ROI Results Summary

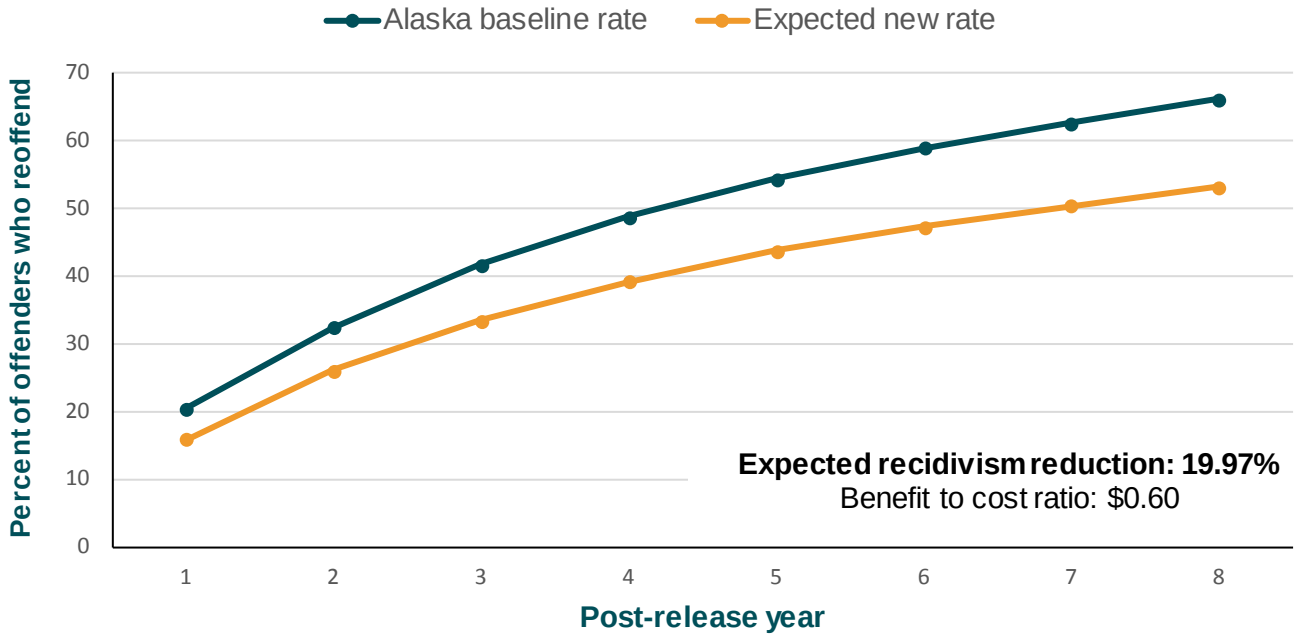
Felony DUI Wellness Courts yield $18,212 in benefits for each participant. The total cost for one participant is $30,577. The benefit cost ratio for Felony DUI Wellness Courts is 0.60 ($18,212/$30,577). This means that for every dollar invested in the program, Alaska can expect to see $0.60 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 20 percent.

Note: Benefits include $13,131 in costs saved by offenders being diverted from jail.

TC-2. Felony DUI Courts

Effect of program on recidivism



Benefits	$18,212
Cost	$30,577

TC-3A.
Hybrid Therapeutic Courts as DUI Courts

Program Description

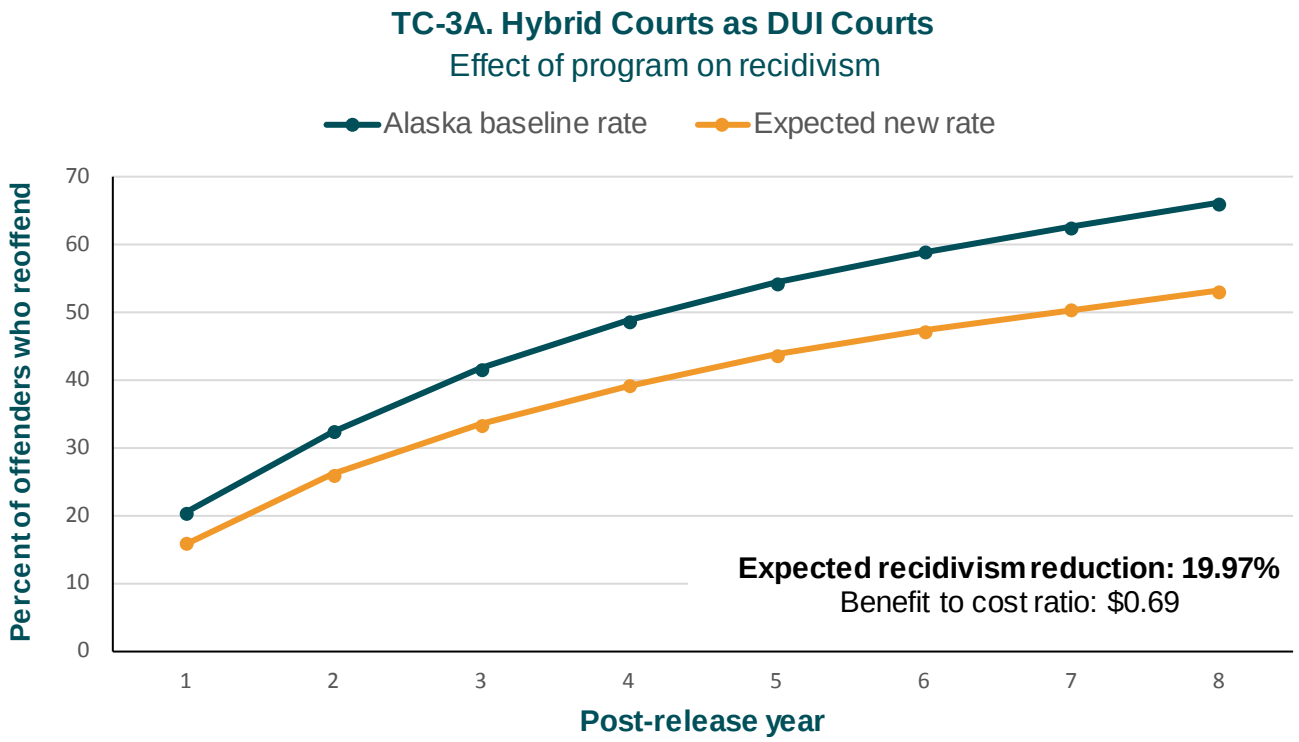
Hybrid Courts help felony defendants who want to overcome addictions to alcohol and drugs and who want to achieve lifetime sobriety. The therapeutic court is a jail diversion program, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.

ROI Results Summary

Hybrid courts are modeled as both DUI (TC-3A) and Drug (TC-3B) Courts. Hybrid Courts as DUI Courts yield $18,256 in benefits for each participant. The total cost for one participant is $26,620. The benefit cost ratio for Hybrid DUI Courts is 0.69 ($18,256/$26,620). This means that for every dollar invested in the program, Alaska can expect to see $0.69 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 20 percent.

Note: Benefits include $13,175 in costs saved by offenders being diverted from jail.



Benefits	$18,256
Cost	$26,620

TC-3B.
Hybrid Therapeutic Courts as Drug Courts

Program Description

This is the same program as TC-3A on the previous page.

ROI Results Summary

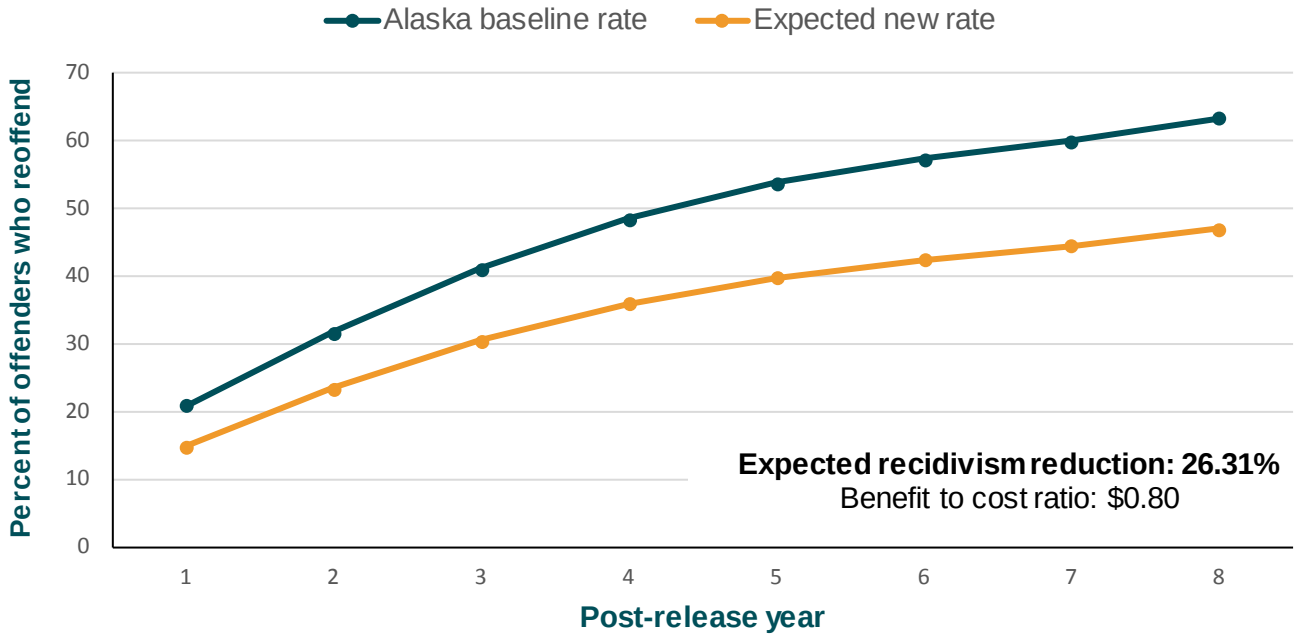
Hybrid courts are modeled as both DUI (TC-3A) and Drug (TC-3B) Courts. Hybrid Courts as Drug Courts yield $21,194 in benefits for each participant. The total cost for one participant is $26,620. The benefit cost ratio for Hybrid Drug Courts is 0.80 ($21,194/$26,620). This means that for every dollar invested in the program, Alaska can expect to see $0.80 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 26 percent.

Note: Benefits include $13,175 in costs saved by offenders being diverted from jail.

TC-3B. Hybrid Courts as Drug Courts

Effect of program on recidivism



Benefits	$21,194
Cost	$26,620

TC-4.
Anchorage Felony Drug Wellness Court

Program Description

The **Felony Drug Court** helps felony defendants who want to overcome addiction to drugs and who want to achieve lifetime sobriety. The Wellness Court is a jail diversion program, offering intensive substance abuse treatment and community supervision to support the participant's abstinence and recovery. Defendants reduce prison time and fines by adhering to a strict regimen of treatment and oversight.

ROI Results Summary

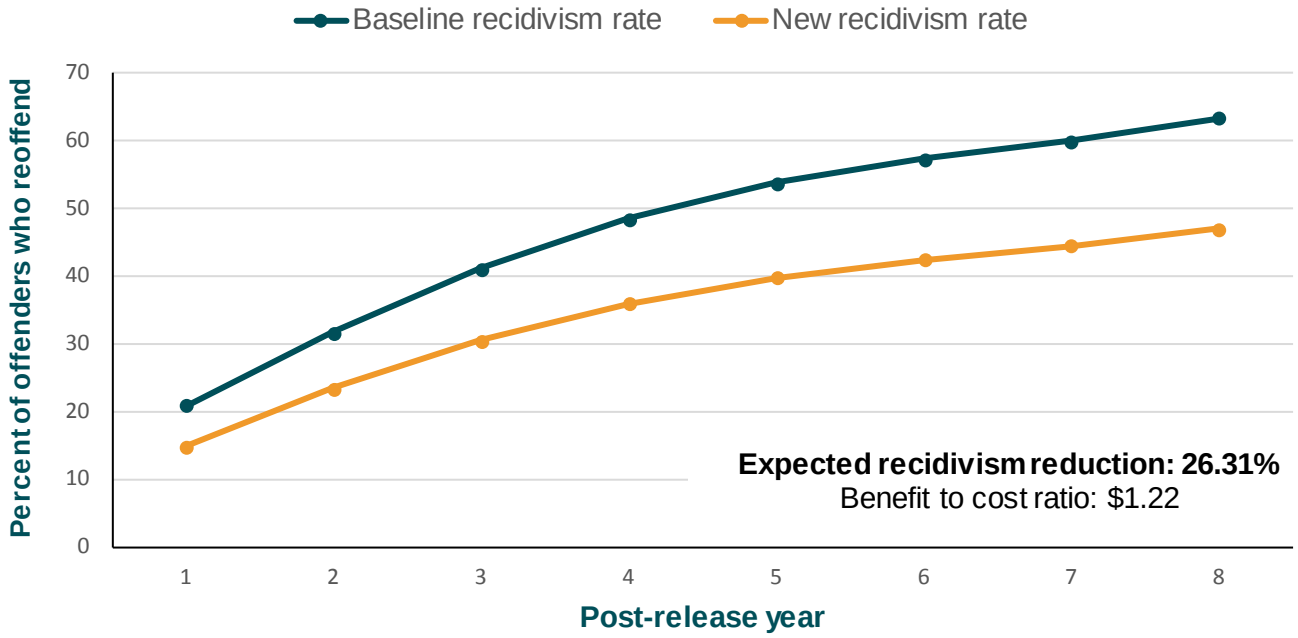
Anchorage Felony Drug Court yields $21,194 in benefits for each participant. The total cost for one participant is $17,316. The benefit cost ratio for Anchorage Felony Drug Court is 1.22 ($21,194/$17,316). This means that for every dollar invested in the program, Alaska can expect to see $1.22 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 26 percent.

Note: Benefits include $13,175 in costs saved by offenders being diverted from jail.

TC-4. Felony Drug Court

Effect of program on recidivism



Benefits	$21,194
Cost	$17,316

TC-5.
Coordinated Resources Project/Mental Health Courts

Program Description

The **Coordinated Resources Project (CRP)** provides three voluntary "therapeutic" or "problem solving" courts located within the Anchorage, Juneau, and Palmer District Courts. Also known as **Mental Health Courts**, they hear cases involving individuals with mental disabilities who are charged with misdemeanor or low-level felony offenses. The courts divert people with mental disabilities charged with criminal offenses from incarceration and into appropriate community treatment and services to prevent further contacts with the criminal justice system.

ROI Results Summary

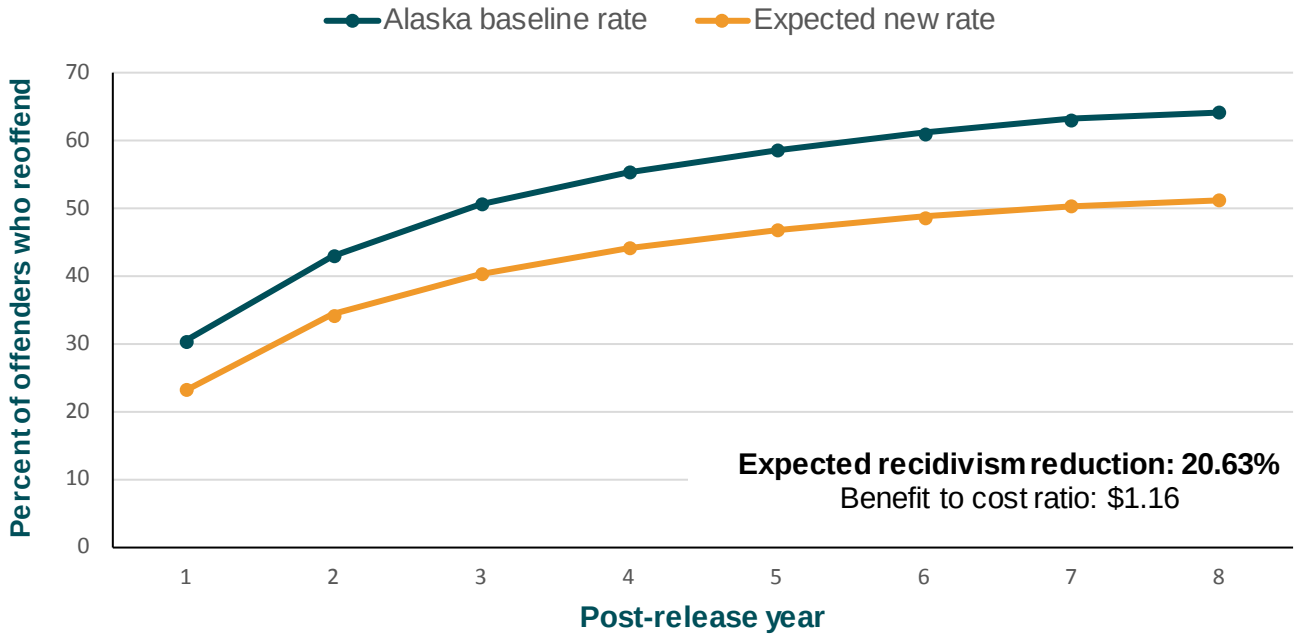
Mental Health Courts yield $13,246 in benefits for each participant. The total cost for one participant is $11,416. The benefit cost ratio for Mental Health Courts is 1.16 ($13,246/$11,416). This means that for every dollar invested in the program, Alaska can expect to see $1.16 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, this program's expected recidivism reduction is approximately 21 percent.

Note: Benefits include $4,210 in costs saved by offenders being diverted from jail.

TC-5. Mental Health Courts

Effect of program on recidivism



Benefits	$13,246
Cost	$11,416

VGE-1.
Adult General Education

Program Description

General Ed. includes adult basic and secondary education courses: instruction in reading, writing, and computational skills below the ninth-grade leveL (ABE), English as a Second Language (ESL), classes and testing leading to a GED, preparation to take the written portion of the Class A or B commercial license test, CPR/First Aid certification, and Infectious Diseases Education (Sex Ed) .

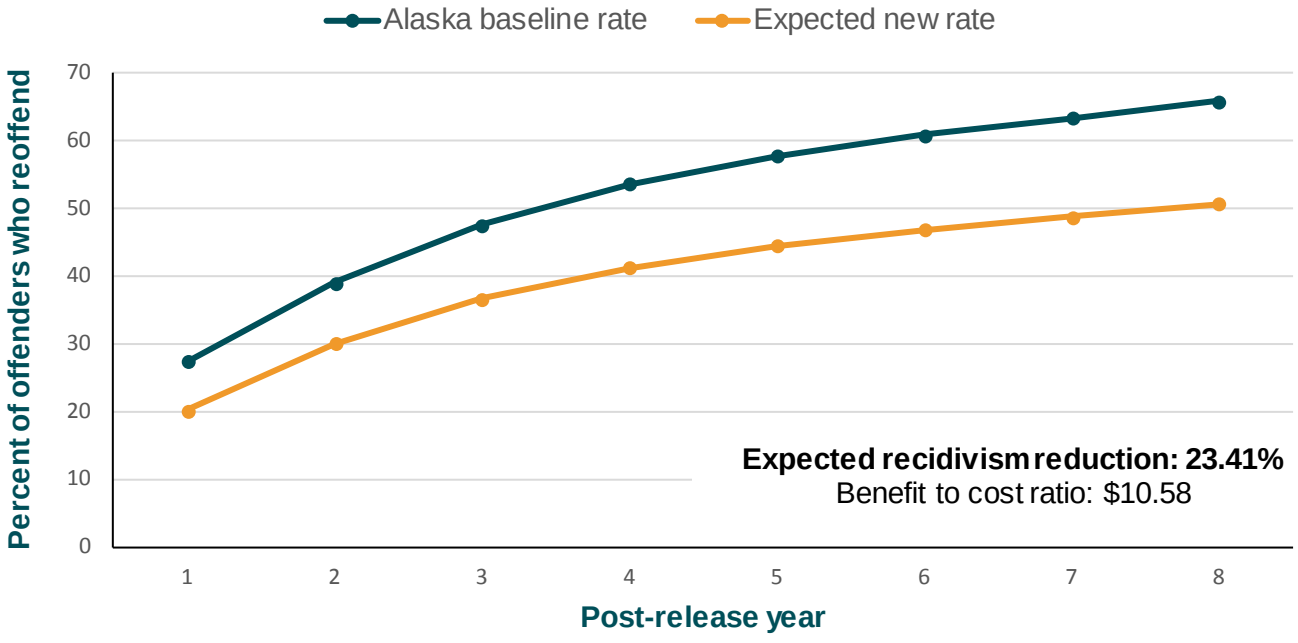
ROI Results Summary

General Education yields $12,481 in benefits for each participant. The total cost for one participant is $1,180. The benefit cost ratio for General Education is 10.58 ($12,481/$1,180). This means that for every dollar invested in the program, Alaska can expect to see $10.58 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, General Education's expected recidivism reduction is approximately 23 percent.

Note: Washington State Institute for Public Policy (WSIPP) annual per participant program costs were used.

VGE-1. General Ed.
Effect of program on recidivism



Benefits	$12,481
Cost	$1,180

VGE-2.
Vocational Education

Program Description

Vocat. Ed. is provided via contracts for specific courses awarded annually based on total vocational services budget and local facility interest/availability. Industrial courses are taught in conjunction with the DOL, and may include the following: Alaska Department of Conservation Safe Food Handler Program, Alaska Sea Food Worker Card ($10 fee paid by inmate), AMSEA Marine Survival and Drill Conductor Training, Animal Care Vocational Certification, AK DOL-approved Apprenticeship Programs, Commercial Driver's License (CDL) coursework, Confined Space Entry Certification, Culinary Arts, Field Safety and OSHA, Flagger Certification, Forklift, HAZWOPPER Certification, Industrial Health and Safety for construction trades, KeyTrain and WorkKey, NCCER Courses, OSHA 10 Training, Small Engine Repair, Water Treatment (UAF), Weatherization Course (NCCER complement).

ROI Results Summary

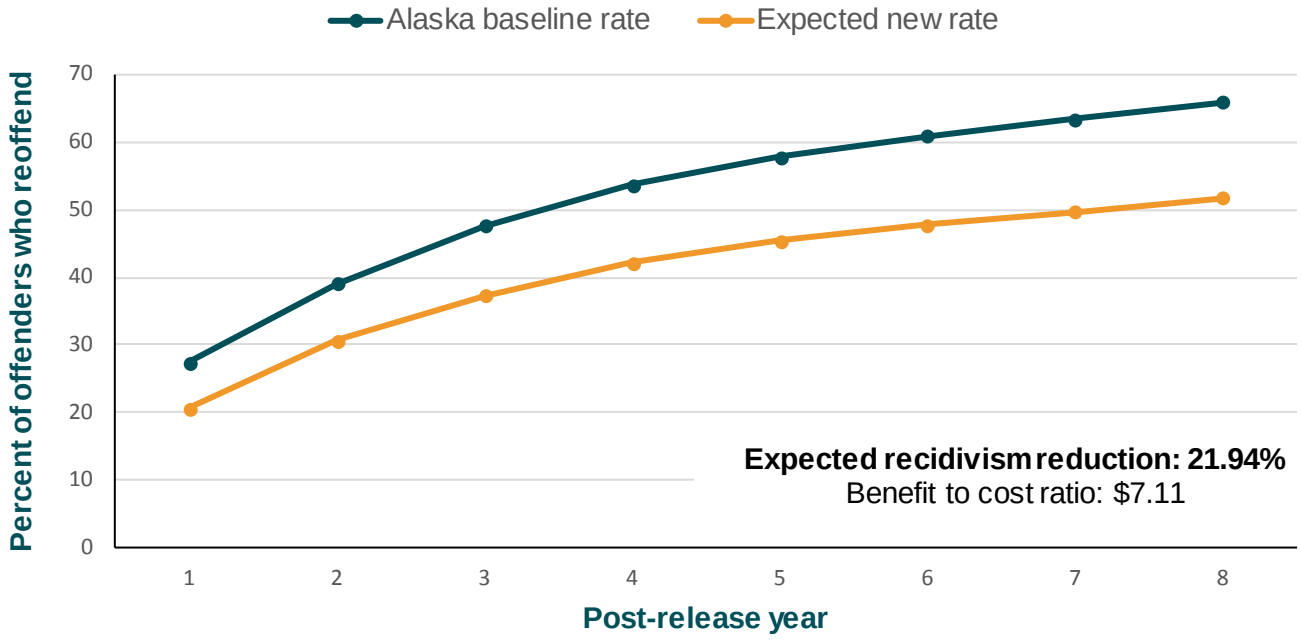
Vocational Education yields $11,696 in benefits for each participant. The total cost for one participant is $1,644. The benefit cost ratio for Vocational Education is 7.11 ($11,696/$1,644). This means that for every dollar invested in the program, Alaska can expect to see $7.11 in benefits due to avoided victimization and criminal justice costs.

The figure below shows the baseline eight-year cumulative recidivism rate for participants similar to those who may be eligible for this program (green line), and the expected eight-year offender recidivism rate (orange line). The x-axis depicts the number of years following release from DOC custody. The y-axis represents the cumulative percentage of offenders expected to reoffend at each post-release year. Overall, Vocational Education's expected recidivism reduction is approximately 22 percent.

Note: WSIPP annual per participant program costs were used.

VGE-2. Vocat. Ed.

Effect of program on recidivism



Benefits	$11,696
Cost	$1,644

Appendix N
Glossary of Terms

Acronyms for Alaska criminal justice agencies:

ACS	Alaska Court System
DOC	Department of Corrections
DPS	Department of Public Safety
CDVSA	Council on Domestic Violence and Sexual Assault
DHSS	Department of Health and Social Services

Benefit cost analysis: A type of economic analysis that guides informed budgetary decisions by comparing the benefits and costs of programs and policies. This tool presents long-term options and uses dollars as a common measurement.

Benefit cost ratio: Total benefits for one program participant divided by the total cost for one program participant. The ratio, reported as a monetary measure, represents the benefits due to avoided victimization and criminal justice costs for every dollar invested in the program.

Benefits: Avoided criminal justice administration and societal costs associated to adult criminal justice programs that are expected to reduce recidivism. For programs that provide an alternative to incarceration, the incremental cost of incarceration that is avoided due to the program was included as a benefit in Alaska's Results First Model.

Cohort: a group of people sharing a defining characteristic, usually a common experience. Alaska RF cohorts consisted of convicted offenders discharged from Alaska Department of Corrections facilities in 2007. The cohorts were further restricted based on demographic and offense criteria to allow matching to participants in Alaska's RF model programs.

Criminal justice administration costs: Costs to the state for arrest (policing cost), incarceration, adjudication (prosecutors, public defenders, courts) and community supervision.

Evidence-based program: Programs whose level of effectiveness is supported by rigorous, scientific research. Results First Adult Criminal Justice programs are ones backed by multiple studies, and for which a composite measure of effectiveness has been computed using meta-analytic techniques.

Per-participant marginal program cost PPPM): The average cost of adding one additional participant to an ongoing program.

Recidivism: For the purposes of Results First, recidivism was defined as any new criminal offense that was committed during the follow-up period and that resulted in a conviction. Technical violations and non-criminal convictions did not count.

Societal costs: Tangible and intangible costs associated to crime victims. Tangible costs include items such as lost wages and medical care. Intangible costs include emotional hardship, pain, and suffering. These estimates were based on national data.