

MINUTES

MONTANA HOUSE OF REPRESENTATIVES  
51st LEGISLATURE - REGULAR SESSION

SUBCOMMITTEE ON INSTITUTIONS

Call to Order: By Rep. William Menahan, on January 31-,  
1989, at 8:00 a.m.

ROLL CALL

Members Present: All

Members Excused: None

Members Absent: None

Staff Present: Taryn Purdy, Associate Fiscal Analyst

Announcements/Discussion: Hearing - Corrections Division  
Women's Corrections

Curt Chisholm, Director, Dept. of Institutions explained the corrections division and the program areas. Within those budgets some critical problems will surface relative to the management of the corrections programs. Corrections Division Administration is a \$3.8 million program, but within that budget request are two key program components. The first is funding for their field services who supervise the large probation and parole case loads they are currently facing. The second key program component is the management for the pre-release center bed capacity of approximately 120 beds, 95 of which they contract for with three privately operated pre-release centers, which are in Great Falls, Billings and Butte. One pre-release center is managed by the department which has a 25 bed capacity.

Tape 1A 77

Dan Russell, Administrator, Corrections Division, gave out two handouts, Exhibits 1 and 2, an organization chart and a list of each correctional facility with its design and emergency capacity.

The corrections division was established in 1975 as a result of a major reorganization in the Dept. of Institutions. It is the division's mission to develop and provide integrated corrections programs for adult offenders.

Special emphasis is placed upon community supervision whenever possible while providing individualized treatment for each offender requiring institutionalization. There are three major components of corrections in Montana; Montana State Prison for male adult offenders which has a design capacity of 754 inmates with an emergency capacity of 1028 and a current population of 1050 inmates; the Women's Correctional Center on the Warm Springs campus at Montana State Hospital, which has a design capacity of 30, with an emergency capacity of 45, and a current population of 47; Swan River Forest Camp in the Swan Valley with a design capacity of 50 and an emergency capacity of 54. Current population is 47 and it should be up to capacity shortly.

The second major component of the community corrections division are the pre-release centers in Great Falls, Billings and Butte operated by private non-profit corporations with a capacity of 95. There are two additional pre-release centers, one in Missoula for men and one in Billings for women which are state operated programs. There are a total of 132 pre-release center beds. There are 39 probation and parole officers in 17 communities, four regional supervisors, and 10 clerical staff.

The last component is the central office. There are 9 FTE in their office to provide support services and assistance to all correctional institutions.

Tape 1A 158

#### CORRECTIONS DIVISION ADMINISTRATION

James Pomroy, Chief, Community Corrections Bureau, spoke on pre-release centers and how they grew out of a concept of half-way houses. The first ones in Montana were established in Missoula and Billings. In 1982 those became strictly pre-release centers to relieve prison overcrowding and offer some programming to people on their way out of prison. The Great Falls and Butte pre-release centers were established as a result of Special Session II, also on a non-profit basis.

The purpose of pre-release is to provide individuals who are nearing parole or discharge from Montana State Prison employment opportunities, educational opportunities, social opportunities, and counseling. Probation is a diversionary program in lieu of prison. They have 2700

people in Montana who are on probation at this time. People can leave prison either by parole or discharge. Most people leave the prison under parole supervision which is handled by their field services. If the person is a viable candidate they will first exit the prison through a pre-release center. The total population for probation and parole as of December 31, 1988 was 3200 individuals. A large portion of the officers' and counselors' time is providing pre-sentencing investigations for the district courts. They also look at the chance of keeping the individual working under close supervision.

Tape 1A 237

Sen. Fred Van Valkenburg from Senate Dist. 30 referred to the report to the Governor prepared by the Criminal Justice Corrections and Advisory Council. This advisory council was appointed by the Governor after the last legislative session. This Council was to look at the entire criminal justice system and present to the Governor recommendations as to how to avoid further building at the state prison. Twelve recommendations were prepared by the council. Their conclusion was they couldn't affect the situation at the prison with any particular recommendation, but rather that they needed to look at a number of things in total that would make a substantial impact on the continuing growth of the prison. He mentioned two proposals which are not in the executive budget which they feel are important and contribute to the over-all ability to avoid unnecessary construction. Recommendation #2 recommends that 8 persons per year be diverted into the pre-release centers throughout the state. He stated there are 2 available beds going unfilled now.

The cost of this recommendation is approximately \$233,000 for the biennium.

Recommendation #4 calls for the addition of 10 new probation and parole officers and a small additional support staff. That has one of the greatest immediate cost impacts on the legislature as it will cost \$750,000 over the biennium.

He stated that about 43% of new admissions result from revocations of probationers and parolees. It is absolutely necessary that new probation and parole officers are added in order to guarantee the public additional safety.

Rep. Menahan asked what the average case load was and it is 81 per officer.

Tape 1A 418

Rep. Peterson stated she thought 39 parole officers is not enough. Rep. Grady asked if the 43% returning is an increase and Mr. Pomroy stated it was not. These are people who have received a suspended sentence in lieu of prison. If they don't straighten out it is not considered a new crime.

Sen. Harding asked Sen. Van Valkenburg about intensive supervision and what type of offenders they are talking about. He stated in the Billings pilot program they have concentrated on drug offenders because the money that was available came from the federal anti-Drug effort. There are also a group of offenders beyond the drug offenders who would be appropriate for placement on intensive supervision. They don't propose to limit it to non-violent offenders.

Mike Ferriter from the Billings Pre-Release Center spoke on intensive supervision. People are screened to meet their criteria. Potential candidates have to have a history of drug or alcohol abuse or the present crime has to do with drugs. A judge looks at an individual and can divert him from going to prison and place him in the center. This will decrease the population at the prison and aid the taxpayer by giving the individual a job. They also have clients directed to them from the parole board because of the intensified supervision. Mr. Ferriter explained the monitoring system which is attached to the offender. This system is connected to a computer via telephone. Contacts are made by the parole officers in addition to the telephone monitor. Tests are also made to assure the officers that the individuals are drug and alcohol free. The program is two-fold, security and tax reduction.

Tape 1B 17

Sen. Harding stated it sounded like a marvelous program but wanted to know what holds these people to this program. Mr. Ferriter said it is the threat of going back to prison.

Rep. Grady mentioned the sex offender and is the program fool-proof so he won't commit that crime again. Mr.

Ferriter stated that they cannot say it will be fool-proof but the intensified supervision with the monitor gives the officers a good contact. The offender is also given mental health treatment.

Rep. Peterson asked if they do personality tests on these people. Mr. Ferriter stated they usually don't. They look at the risk and needs assessment.

Sen. Aklestad asked if there is some way to put other people on this program rather than drug or alcohol related. Mr. Ferriter stated the grant allows them to purchase the computer and monitoring equipment. Many offenders have this problem so they are not hard to find. Statistics indicate most have the problem anyway. Sen. Aklestad asked about the cost of the monitor and how it compares to leasing. Each monitor, or packet is \$1500 and the computer is \$17,000. The complete cost is \$65,000. They are not sure how much the leasing cost is. As the program expands they will consider leasing.

Rep. Peterson asked if the people had gone through a drug or alcohol abuse program prior to coming to their pre-release program. Mr. Ferriter answered that because of the nature of the grant there are counselors, support groups and eventually AA meetings.

Mr. Russell stated this will be a modified request the committee will be addressing and will be a part of the budget.

#### WOMEN'S CORRECTIONS

Tape 1B 304

Steve MacAskill, Superintendent, Women's Correction Center, stated the program was begun in 1982 at Warm Springs in response to an increasing Montana incarcerated population and decrease in availability of out-of-state beds. They classify people and place them according to minimum or maximum security. Once classified in their program they make a real effort to develop an idea of needs, both short term and long range. They have a responsibility to provide for the care and custody of their population and that includes a bed to meals etc. They also provide rehabilitative or reintegrating programming. Basically, they are dealing with a population of extremely dependent

individuals, not capable of thinking or acting on their own. There has been a high percentage of drug and alcohol abuse. There are many who are parents and family counseling is given to help them become better parents. Educational and vocational training is given to those who do not have high school or GED diplomas. These programs have been extremely successful. They also have active spiritual programs and volunteer groups come in for bible groups.

Dan Russell introduced the pre-release center directors: Dave Armstrong, Billings; Sue Wilkins, Missoula; Chris Christaens and Bill Sykes from Great Falls; and Mike Thatcher from Butte.

Jim Pomroy spoke on the women's pre-release center in Billings, the purpose of which is to integrate and put into practice in the community the changes they have made in an incarcerated setting under a very close 24 hour supervision. The pre-release opportunity is in a community where there are all sorts of resources where they can address specific problems.

Tape 1B 700

Sen. Harding asked if these women have any other families. Mr. MacAskill stated they do have some family contact but usually not husbands or boy friends.

Rep. Peterson asked if the population is growing and Mr. Russell stated there is rapid growth. By fiscal year 1991 there would be 79 female inmates in the system, including the pre-release center. Mr. Russell also stated that when the population reaches 49, as it is expected to do at the end of the week, they will contract for jail space.

Rep. Grady asked if the return percentage follows through with the women. Mr. MacAskill said about 10% have returned. Sen. Harding asked if there was just the one pre-release center and Mr. Russell stated there is just one and it represents 20% of the capacity for women. Rep. Menahan stated that what it means is that women are involved in more violent crimes than before.

Tape 2A 50

According to Mr. Russell, funds for miscellaneous jails has to be available for them to go to the maximum

security jails if they need to for the more difficult offenders or to handle the over-flow. They are looking at these situations now. Rep. Menahan stated the long range building committee is looking at the old forensics unit on the Warm Springs campus. Mr. Chisholm stated this has been recommended as a place for the over-flow. It could cost \$80,000 to retro-fit before they can use it for the women.

Sen. Harding asked what kind of training they have to have to manage these pre-release centers. Mr. Russell stated that three of them are operated by non-profit organizations and they have to have the same training with human behavior etc. that the state owned institutions have.

Rep. Peterson stated they are in the business of correction but somewhere along the line they should be thinking about intervention. Is there a pattern or something the schools should be doing. Rep. Menahan stated it should start with elementary. Education is possibly the answer according to Mr. Russell, based on the experiences of North Dakota and Minnesota.

Chris Christeans, director of the Great Falls pre-release center, and Bill Sykes, a member of the board, spoke in favor of the executive funding for the pre-release centers. Dave Armstrong, director of the Alpha House pre-release center in Billings, also spoke in support of increased funding for the pre-release centers.

## ADJOURNMENT

Adjournment At: 10:00 a.m.

  
REP. WILLIAM MENAHAN, Chairman

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*exhibit 1*

*18*

DEPARTMENT OF INSTITUTIONS  
SUPPLEMENTAL REQUESTS  
FY89

MONTANA DEVELOPMENTAL CENTER GENERAL FUND	\$294,669
MONTANA STATE HOSPITAL CANTEEN ACCOUNT	\$ 42,076
MONTANA STATE PRISON CANTEEN ACCOUNT	\$181,616
CENTRAL OFFICE MEDICAL GENERAL FUND	\$ 48,360

Exhibit 2

BUDGET STATUS REPORT

PROGRAM 47 CORRECTIONS MEDICAL

DECEMBER 1988

RESPONSIBILITY CENTER:	PREVIOUS FY BUDGET	CURRENT FY BUDGET	CURRENT BIENNIUM BUDGET	SBAS YTD BIENNIUM	PROJECTION BIENNIUM	SURPLUS (DEFICIT)
SWAN RIVER FOREST CAMP	\$16,044	\$16,044	\$32,088	\$25,131	\$32,929	(\$841)
MEN'S CORRECTIONS	\$4,452	\$4,452	\$8,904	\$15,884	\$19,513	(\$10,609)
WOMEN'S CORRECTIONS	\$44,325	\$44,325	\$88,650	\$93,457	\$127,028	(\$38,378)
MONTANA STATE PRISON	\$793,345	\$772,725	\$1,566,070	\$1,035,863	\$1,564,603	\$1,467
TOTAL	\$858,166	\$837,546	\$1,695,712	\$1,170,334	\$1,744,072	(\$48,360)

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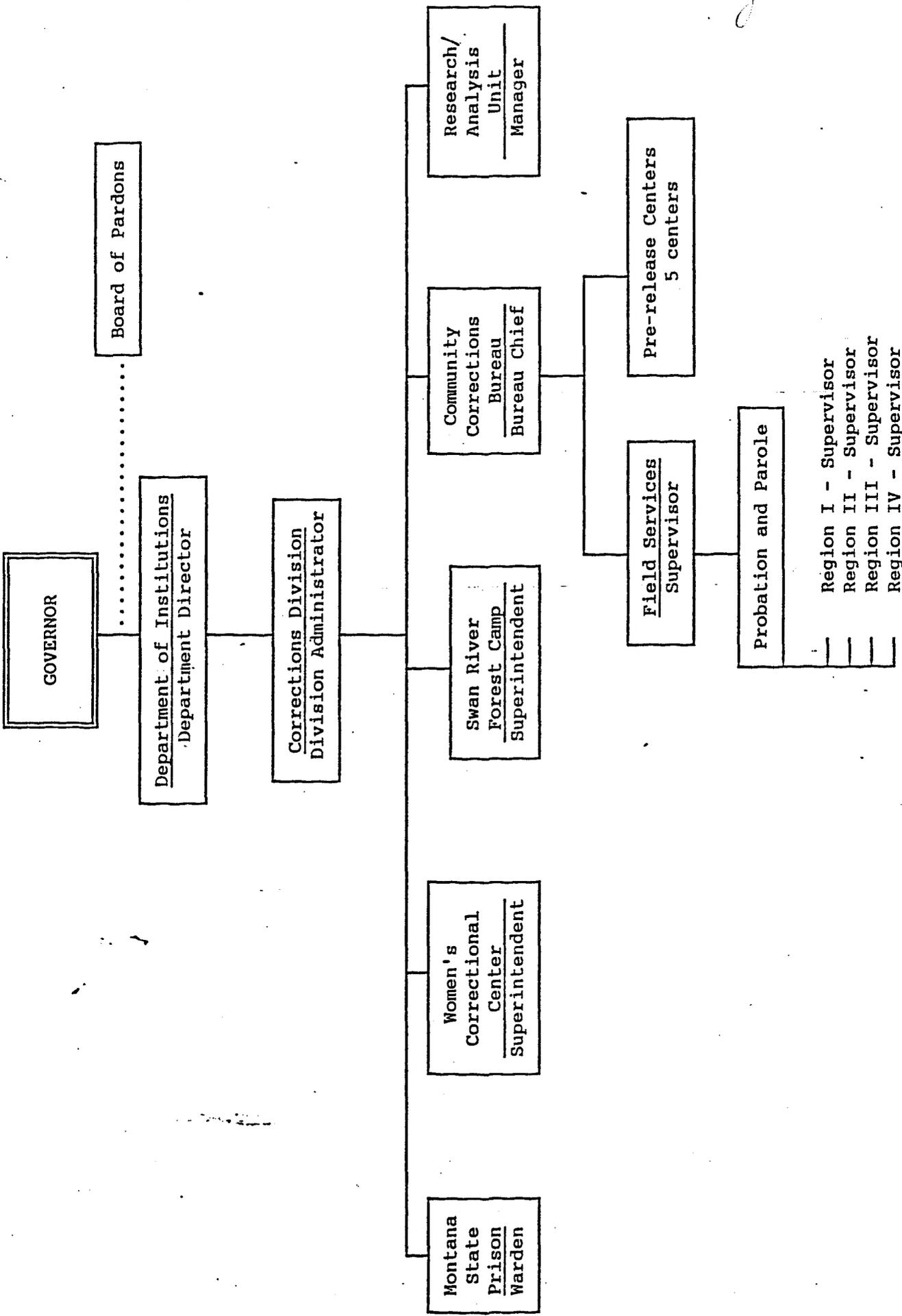


Exhibit 2

LRBP ADDENDUM

Corrections Total Jurisdiction Capacity

Montana State Prison:

<u>Unit</u>	<u>Design Capacity</u>	<u>Emergency Capacity</u>
Max	96	96
Close Unit III	96	96
Close Unit II	96	192
Close Unit I	96	144
Unit A	96	132
Unit B	96	144
Unit C	96	144
Reception	42	50
Dairy Dorm	30	52
Miscellaneous	<u>10</u>	<u>10</u>
	754	<u>-32*</u>
		1028

\*reserved for detention, death row, protective custody.

Women's Correctional Center:

<u>Design Capacity</u>	<u>Emergency Capacity</u>
30	45

Swan River Forest Camp:

<u>Design Capacity</u>	<u>Emergency Capacity</u>
50	54

Pre-release Centers:

Alternatives, Inc.

<u>Design Capacity</u>	<u>Emergency Capacity</u>
30	30

Butte Pre-release Center

<u>Design Capacity</u>	<u>Emergency Capacity</u>
35	35

Great Falls Pre-release Center

<u>Design Capacity</u>	<u>Emergency Capacity</u>
30	30

Missoula Life Skills Pre-release Center

<u>Design Capacity</u>	<u>Emergency Capacity</u>
25	25

Billings Life Skills Center for Women

<u>Design Capacity</u>	<u>Emergency Capacity</u>
12	12

Institutional Total

<u>Design Capacity</u>	<u>Emergency Capacity</u>
834	1127

Pre-release Total

<u>132</u>	<u>132</u>
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System Total

966	1259
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Great Falls Pre-Release Services Inc.

# TRANSITION CENTER

*Exhibit 3*

1019 15th St. N.  
Great Falls, MT 59401  
Mailing Address  
Drawer 337  
Black Eagle, MT 59414  
(406) 727-0944

**PURPOSE:** Pre-Release Centers provide a positive readjustment to community living subsequent to institutional confinement. The Center is a nonsecure, minimum security facility, which promotes employment, education, family relations, citizen participation and stability on the part of the inmates. Those who successfully complete the program are economically stable, live free of chemical dependency, and are capable of living constructive lives.

**NEW PROGRAMS:**

**DYNAMICS OF PERSONAL LEADERSHIP (DPL)** is a program centered around Goal Setting, and since it started February 1, 1988, there has not been a single resident return to prison who successfully completed the program and paroled, or discharged.

**JAIL ALTERNATIVE** - The Jail Alternative Program was developed to alleviate selected offenders from having to spend time in the City/County jails. This program assists with keeping costs of maintaining jails down and to aid in dealing with the associated overcrowding conditions. Since most DUI are employed, they are required to pay the cost of their incarceration. Thus, society's will is served, but not taxed.

RESIDENT STATISTICS:	FY 89 thru' 12/31/88	FY 88	FY 87
AVERAGE DAILY POPULATION:	28	28	25
RESIDENT DISCHARGES:	7	13	9
PAROLES:	9	22	30
GROSS WAGES PAID BY RESIDENTS:	\$82,623.00	\$181,473.00	\$156,312.00
TAXES PAID BY RESIDENTS:	\$16,525.00	\$30,246.00	\$26,052.00
FAMILY SUPPORT PAID BY RESIDENTS:	\$6,442.00	\$16,214.00	\$6,000.00
BOARD & ROOM PAID BY RESIDENTS:	\$18,199.00	\$39,302.00	\$29,080.00
SAVINGS ACCUMULATED BY RESIDENTS UPON PAROLE OR DISCHARGE:	\$16,954.89	\$41,808.76	\$24,067.78
NUMBER OF RESIDENTS GRADUATING FROM PROGRAM:	32	54	48

