



Management Capacity

Many of the stakeholders in your project will probably represent social service providers, community organizations, and faith-based groups. These are organizations with a mission and a commitment to serve people, and they will be critically important to the success of the program.

Equally important will be the capacity to manage the financial and operational issues that will be part of the organization structure. As you review the issues discussed in this guide, it will be obvious that this program contains all the elements of a business venture along with the service delivery aspects of a social program. The management challenges will be demanding. Without solid operational practices, accountability, and sound financial management, the program can quickly run into difficulty.

Neither side should be sacrificed for the other. Service providers are a necessary and essential component; so is a strong management structure. Coordinated strategic planning beginning in the startup phase of the program will provide a guide as the program develops.



Checklist

This list is a reminder of what to include as you prepare to develop a housing program for ex-offenders.

Leadership Issues

- Do the leaders have the commitment to operate and promote the program?
- Do the leaders have the experience to operate the program successfully?
- Do the leaders have a proven track record?

Stakeholders

- Have the outreach efforts been successful in identifying stakeholders and bringing them together?
- Have sufficient time and effort been invested in ensuring that stakeholders have a commitment to the program?

Financial Issues

- Is there a financial plan that includes an operating budget, an accounting system, and a long-range financial development guide?
- Has long-term funding been obtained that will sustain the program over time?

Replication Issues

- Can this program design be readily replicated in other communities?
- Would the stakeholders be willing to share operating information and train others interested in replicating the design?

Reporting Systems and Monitoring

- Is there a management information system designed to collect relevant data for essential program planning and management use? Does the system include the following elements?
 - Monitoring tool for the program.
 - Evaluation instrument for short- and long-term performance.

- Reporting process for stakeholders and funding sources.
- Experience-based report—what works and what doesn't.
- Communication plan.

Built-In Evaluation

- Has an evaluation element been included in the program design?



Case Study

Harriet's House, Raleigh, North Carolina

Harriet's House,⁴ a faith-based facility providing reentry services in Raleigh, North Carolina, is an example of a project that demonstrates many of the issues and concepts discussed in this housing guide. Harriet's House is based on strong community collaborative agreements among groups and individuals with shared goals and a strong sense of mission. The faith community has provided leadership for the project through a collaboration of 10 congregations representing a multiracial, multiethnic population.

The mission of Harriet's House is a straightforward statement of its purpose: *To strengthen low-wealth families and neighborhoods using a community economic development strategy that includes—helping families in transition; providing economic opportunities such as home ownership, job creation, and business development; providing affordable housing; and encouraging the spiritual well-being of the families and communities we serve.*

Harriet's House posed its challenge as a question: *How should reentry programs be integrated into low-resource neighborhoods (often the very, or similar, neighborhood the person lived in before entering prison)?* This is a complex question that cannot be answered by a single group. It requires many dedicated partners. The answer comes in a multilevel strategy that involves not only the people being served but also the community, faith groups, government agencies, and volunteers.

The primary goals of the Harriet's House strategy are to:

- Reduce recidivism.
- Assist mothers in regaining custody and care of their children.
- Help women obtain and maintain permanent, safe, and affordable housing.

- Help women obtain and maintain (living wage) employment.
- Help women return to the community and adopt a positive and responsible lifestyle.

The tasks associated with these goals represent a comprehensive set of progressive services including:

- An intensive wraparound case management system.
- Budgeting, credit, debt management, and savings assistance.
- Peer support, parenting classes, and Alcoholics Anonymous and Narcotics Anonymous meetings.
- Employment planning and support.
- Permanent affordable housing.

Challenges, issues, and threats to the success of Harriet's House include the following:

- Neighborhoods have limited resources.
- Initiatives like Harriet's House are new and still emerging.
- Drugs and prostitution continue to be prevalent, which can lead to a return to the old, negative behavior.
- Parole violations are common.
- Employment choices are limited.
- Housing inventory is limited—substandard housing is prevalent.
- NIMBY-ism (not in my backyard) views exist.

Opportunities to address these issues include:

- Developing a housing, employment, and services strategy.

- Providing intensive services.
- Providing opportunities for people to live on their own.
- Helping women learn personal living skills.
- Pacing ex-offenders' return to parenting until they have adjusted to being self-reliant.
- Adopting an intergenerational approach.
- Celebrating successes—family reunions, sisterhood retreats.

Harriet's House has divided its program into four phases so that the process is easier to manage. Recognizing that an early start will be important to its success, the program actually begins before phase I officially starts. The first contact is 3 months before release when the woman is referred by a prison social worker. (The woman must have custody of her children and have no charges of child abuse against her.) The referral is followed by an initial intake, which includes a face-to-face interview and a psychological assessment. A letter of acceptance is issued, and on the release date, a case manager or a parole/probation officer will transport the woman from the facility to Harriet's House.

Phase I: Supervised Living (First 6 Months)

During this phase, which is called clustered community living, the women live together in shared, supervised living quarters. A case manager works with them onsite, and they are expected to:

- Seek employment.
- Begin a budgeting program.

- Obtain a general equivalency diploma (GED) or acquire new skills through vocational rehabilitation or job training.
- Participate in mental health counseling, substance abuse treatment sessions, and parenting group classes.
- Fulfill random urine screens and curfew checks. Begin weekend visits with children, resulting in longer visits.

Phase II: Transitional Living (6–12 Months)

During this phase, the children are more involved in the total process:

- Women live in a clustered community, but in their own unit with their children under their supervision.
- Children are reunited with their mothers and are participating in community activities, attending and thriving in school, and attending family and individual counseling sessions as necessary.
- A housing analysis is conducted to determine the best type of permanent housing for independent living.
- Monthly housing inspections are conducted during this phase with random urine testing and case management continuing.

Phase III: Community Living (6 Months)

In this phase, the women are much more independent but still receiving support:

- Women have secured permanent, affordable housing.

- Women are living independently in permanent housing units, fully employed.
- Women are still connected to the support system but with decreasing case management.
- Women, now fully employed, learn to navigate within peer networks and the community.

Phase IV: Aftercare (6 Months)

The women are now in permanent housing. They are monitored in all areas of previous phases. The women in this phase should be managing all areas such as:

- Finances (paying rent on time, maintaining a savings account).
- Parenting.
- Staying “clean” and sober.
- Maintaining employment.

The current capacity of Harriet’s House operation limits its services to no more than 14 families each year, with the average residency period of 18 months.

Program administrators carefully track the successes in the program so that adjustments can be made where needed.

Year to date served: 64 women, 117 children

Recidivism: 5 arrests, 6 reconvictions (8–10 or 12 percent)

Number placed in permanent housing: 46 (77 percent)

Number employed: 50 (83 percent)

Homeowners: 4

The need for more slots is obvious, and Harriet's House is ready to respond when additional funding is available.

Harriet's House receives funding and support from various sources, including:

- HUD.
- North Carolina Department of Correction.
- Local churches.
- Corporations.
- Foundations.
- Individuals.

Longer term reentry issues identified by Harriet's House are:

- Providing access to resources for rehabilitation in the neighborhood.

- Developing permanent affordable housing in the neighborhood.
- Developing nonresidential interventions to assist men and women as they return to their neighborhood of origin.
- Creating economic opportunities and developing employment strategies in the neighborhood.
- Strengthening family and personal networks already present in the neighborhood.

Additional information about Harriet's House is available by contacting:

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Case Study

The Fortune Society, New York, New York

The Fortune Society⁵ is a large nonprofit organization that has been delivering services to and advocating on behalf of men and women within the criminal justice system since 1997. Its broad range of services has been developed over time in response to its clients' needs. It has collaborated with other agencies to obtain the best available services, and when service gaps have been identified, it has developed its own delivery system. The wraparound services include extensive counseling, GED preparation, skills training, job search assistance, job coaching, and myriad other services.

As The Fortune Society worked with larger numbers of people returning from incarceration, it became obvious that housing for this population was a basic need that was not being met. Without adequate housing, the goal of successfully reentering society was a nearly insurmountable task. A safe and secure place to live becomes a prime stability factor for people rebuilding their lives. Housing may be one of the most important issues for ex-offenders reentering society, but it also may be the hardest problem to solve. The issues associated with providing housing can be overwhelming, but The Fortune Society has demonstrated that it can be done and in the process has provided a model for others to follow.

Planning Phase

Although The Fortune Society has a long and successful history of serving people involved with the criminal justice system, it had never operated a housing program and never even owned property. It also lacked experience in obtaining funds and negotiating terms for capital projects. Recognizing the difficulty of the task it was about to undertake, The Fortune Society began a comprehensive planning process involving its board of directors, staff members, clients, and volunteers. It hired two organizational psychologists to facilitate the sessions and assist in defining a vision and a blueprint for the future. The consultants advised the group that other issues had to be worked out first.

Management and Leadership

Management, leadership, and trust issues had to be resolved if The Fortune Society was to grow from a small organization under the direction of a hands-on executive director to a large, expanding, and dynamic organization. This was a difficult and stressful time with weekly meetings often filled with heated and emotional discussions facilitated by the consultants.

Partly because of financial restraints, this consultant phase of the process ended. The group continued to meet on its own, ultimately hiring another consultant to bring closure to the strategic planning process. The outcome of this process was a plan for a transformed management structure, a change in its culture, and priorities for the next 5 years.

Property Search

After reviewing clients' needs, the board of directors agreed that The Fortune Society should search for property suitable for housing a significant number of ex-offenders. The organization began working with a real estate company in New York City. During the search process it toured more than 20 properties, although it found the one it wanted about halfway through the search. The organization continued to look to be certain it had the best possible site for the project. The property it selected is located at 140th and Riverside Drive, known in the West Harlem community as "the Castle."

The castle-style structure was built in 1913. Although New York City later acquired the property to convert it for institutional use, it sat vacant for 43 years. After so many years of neglect, the

building was essentially a shell that had been used by vagrants and was a place for drug activity. Despite the sad appearance of the property, when The Fortune Society had the building professionally evaluated, it was declared structurally sound.

The Castle

The Fortune Society purchased the property for \$1.28 million, making a downpayment of \$380,000 and obtaining a mortgage from Fleet Bank for the remaining \$900,000. Now the task was to develop a design for the project and procure funding.

The Fortune Society board made some significant decisions during this entire process. It decided to keep its downtown location operational as well as developing the Castle property so that it could serve a citywide population. It also decided to develop a service center in the Castle and build housing facilities on the lot adjacent to it.

Fundraising

It quickly became clear that obtaining funds for the service center was going to be much more difficult than raising funds for housing. As the organization obtained funds for housing from the State, it could see that grant deadlines were going to bring new pressures. In addition, the low-income housing tax credits it had received would expire if it did not provide the housing by a certain time.

In reviewing these issues, the board made a decision to divide The Fortune Academy Residence and Service Center into two phases, with the residence component being the first phase and the

construction of the service center the second. The board saw definite advantages to this plan: (1) construction estimates indicated that rehabilitation of the Castle would cost no more than new construction; (2) the light, air, and space in the Castle were much superior to those on the adjoining site; (3) it was better not to build a new structure next to a vacant shell of a building; and (4) it immediately addressed the community's concern and The Fortune Society's promise to save and rehabilitate the Castle as a stabilizing element in the neighborhood.

Program Design

As well as advantages, there were also new obstacles with the change to a phased project. The Castle did not have as much space available for housing as the planned new building; however, The Fortune Society was able to develop a new design that would meet the needs. In the new design, emergency housing accommodations are dormitory style instead of shared apartments. The "phased-permanent" apartments are a mix of single and double occupancy rather than all single units as originally planned, although the new design actually provides more housing for phased-permanent residents than originally planned.

There are 18 beds available for emergency housing in a dormitory setting with each client having private storage space that can be locked. Throughout the facility, privacy and security for the clients and their possessions are important. Newly arrived residents begin in the emergency housing where they remain as long as necessary, sometimes a few weeks, usually less. At this time, they receive counseling and evaluation to help determine their needs and their individual abilities and hopes.

"Phased permanent" describes The Fortune Society program model, meaning permanent for this phase of the client's life with the ultimate goal being independent living for each one, but not moving them out to homelessness. Each apartment has its own bathroom, and the larger phased-permanent apartments have their own kitchenettes. The residents live from 6 to 18 months in phased housing while they also receive support services including substance abuse treatment, HIV/AIDS services, independent living skills training, education, career development, counseling, and family services.

During this time, residents are expected to work and/or attend training approximately 35 hours a week. They also perform community service 10 hours a week. Some of the classes are offered at the Castle; however, because of the lack of space most offerings are not onsite.

The Fortune Society wanted its program to be inclusive. The entrance requirements are simple: the person must be a homeless released prisoner who poses no current threat of violence and is interested in and appropriate for services being provided. The Fortune Society has high expectations once the person becomes a resident, but not high entrance requirements. The Fortune Society describes this as "low threshold, high expectation, and high support."

Capital Funding

The Fortune Society had no prior experience in funding a capital project; therefore, it sought the best professional help it could find. Most of the grant proposals submitted were funded. The following list describes the various funding sources for the project.

- **New York State Homeless Housing and Assistance Program (HHAP).** The first grant applied for was through HHAP. This funding totals almost \$4.3 million and is in the form of an interest-free 30-year loan. HHAP will continue to monitor the project over the 30-year period. If The Fortune Society continues to provide housing for homeless individuals, the entire principal of the loan will be forgiven. The HHAP loan got The Fortune Society more than halfway to its overall budget of \$7.8 million including more than \$700,000 in predevelopment costs.
 - **New York State Division of Housing and Community Renewal (DHCR).** DHCR was the second major source of capital funding. DHCR distributes Federal tax credits to organizations that provide low-income housing. The Fortune Society applied for these tax credits and received an award for \$1.6 million. Ten years of tax credits are provided up front to The Fortune Society during a syndication process. The syndicator, the Enterprise Social Investment Corporation, has become The Fortune Society's limited partner on the project and will monitor the project to ensure viability for the entire 10-year period covered by the tax credits. The Fortune Society has set aside \$647,000 of the \$1.4 million in an operating reserve account to help ensure project success by covering any budget deficits and paying for emergencies.
 - **U.S. Department of Housing and Urban Development (HUD).** HUD provided The Fortune Society with \$1.2 million in additional funding over 3 years, of which \$300,000 was to be used to rehabilitate the facility. The other \$900,000 was to pay for housing and supportive services for HIV-positive individuals. This grant was later modified so that all \$1.2 million was available for operating the facility and providing supportive services.
 - **Historic Tax Credits.** The Castle is a beautiful structure with an almost 100-year history. One of the organization's goals was to restore the building as close as possible to its original state; however, the tight budget did not allow for the cost of historic restoration, for example, replacement of the slate roof, custom windows, and repair of damaged terra cotta decoration. The Fortune Society applied for historic tax credits through the New York State Office of Parks, Recreation and Historic Preservation and the U.S. National Park Service and received \$972,000 to restore the exterior of the building to historic preservation standards. In 2003, the organization received an award from the New York Landmarks Conservancy for the renovation of the building.
 - **Capital Campaign.** The last part of securing capital funds has been one of the most difficult. The Fortune Society enlisted the assistance of a well-known capital funding organization that donated its valuable guidance to develop a plan to raise the final \$1 million. With gifts from its trustees, its donor base, and others, there is only \$150,000 remaining toward its goal.
- The capital campaign was extremely challenging for The Fortune Society, which had no established experience in these efforts. It does not have a traditional fundraising board with one-third of its members mandated in the bylaws to be ex-offenders. The population that The Fortune Society serves does not have a large constituency of support; nevertheless, the end goal is in sight.

Operations Funding

A campaign to raise funds for operations was conducted simultaneously with the capital campaign. The challenge for The Fortune Society was to ensure that the needs of the clients and the

agency's vision would drive the program rather than the funding sources assuming that role. It was important that they obtain "cross funding," thereby ensuring that no single agency would control the program. Having flexibility built into the program design meant that the organization had the ability to have broad entry requirements, making it possible to open its doors to more homeless ex-offenders.

With three separate grants from HUD, certain categorical groups were covered, for example, HIV-positive people, substance abusers, and people with disabilities. A grant from the State of New York was specifically targeted for providing services for homeless people in the winters of 2003 and 2004. Other grants from Federal, State, and local funding sources in addition to foundation grants and donations from community supporters have provided the base from which The Fortune Society operates.

Community Relations

Although fundraising, both for the operating budget and for the capital improvements, was very challenging, the most difficult task for the organization was establishing good relationships with the community. The NIMBY (not in my backyard) factor was very strong. The neighbors did not want ex-offenders moving into their area, and some of them raised vocal protests. The community had been negatively impacted over the years by crime. They feared the project would be just another false start.

The Fortune Society hired a community relations consultant to advise them on how to work with

the community. It made presentations at different community meetings to dispel rumors and explain its plans. It also invited the neighborhood residents to visit its other sites to see the programs it provided. Representatives from The Fortune Society began attending six community meetings each month. That practice has continued to the present time. The organization has also made the space at the Castle available for neighborhood gatherings.

Gradually the mood has changed. The Fortune Society listened to the community and responded to concerns that were raised, which demonstrated that it cared about the neighborhood and intended to stay. The most difficult and sustained challenge to the project came from the neighborhood resistance, but with patience and perseverance The Fortune Society has made friends and gained supporters. It recognizes that gaining neighborhood acceptance and support is an ongoing process that it will have to continue.

The Future

The Fortune Society is still developing the Castle site, evaluating both process and outcomes. It intends to continue adding to the program and services offered. Further, it wants to share the lessons learned and help others follow and expand on the model created at the Castle.

Additional information is available from:

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Notes

1. The guide was prepared by Pat Gilbert under contract with the Executive Office for Weed and Seed, Office of Justice Programs.
2. Definitions of Homeless Individual and Chronic Homelessness: **Section 11302. General definition of homeless individual** (*pursuant to McKinney-Vento Act—Revised*); (a) In general, for purposes of this chapter, the term “homeless” or “homeless individual or homeless person” [1] includes: (1) an individual who lacks a fixed, regular, and adequate nighttime residence; and (2) an individual who has a primary nighttime residence that is (A) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); (B) an institution that provides a temporary residence for individuals intended to be institutionalized; or (C) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.
3. Chronic Homelessness (*as adopted by HUD, the U.S. Department of Health and Human Services, and the Veterans Administration*): An unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more or has had at least four episodes of homelessness in the past 3 years.
4. Description adapted by Pat Gilbert, who served as a consultant to the Executive Office of Weed and Seed (EOWS) in preparing this guide.
5. Condensed by Pat Gilbert from the full-length description of The Fortune Society’s housing program as posted on the EOWS Web site at www.ojp.usdoj.gov/eows.

Alaska Department of Corrections

Division of Administrative Services



2012 Offender Profile

<http://www.correct.state.ak.us/administrative-services/>

Mission Statement

The Alaska Department of Corrections enhances the safety of our communities. We provide secure confinement, reformatory programs, and a process of supervised community reintegration.

Commissioner's Letter



The mission of the Department of Corrections is to enhance the safety of our communities while providing secure confinement, reformatory programs, and a process of supervised community reintegration.

I am pleased to make this profile available online. This report is based on our best information and serves as a snapshot of a typical day. Data comes from our Alaska Corrections Offender Management System (ACOMS), and is meant to give a general summary of Alaska's offender population. ACOMS went live in May of 2010 and will provide even more accurate and timely data than previously.

The 2012 Offender Profile – which encompasses many hours of research and calculation on the part of department staff – serves as a valuable tool for our department in the successful accomplishment of our mission.

A handwritten signature in black ink, appearing to read "John E. ...".

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Questions regarding data in this report may be e-mailed to: Michael.Matthews@alaska.gov

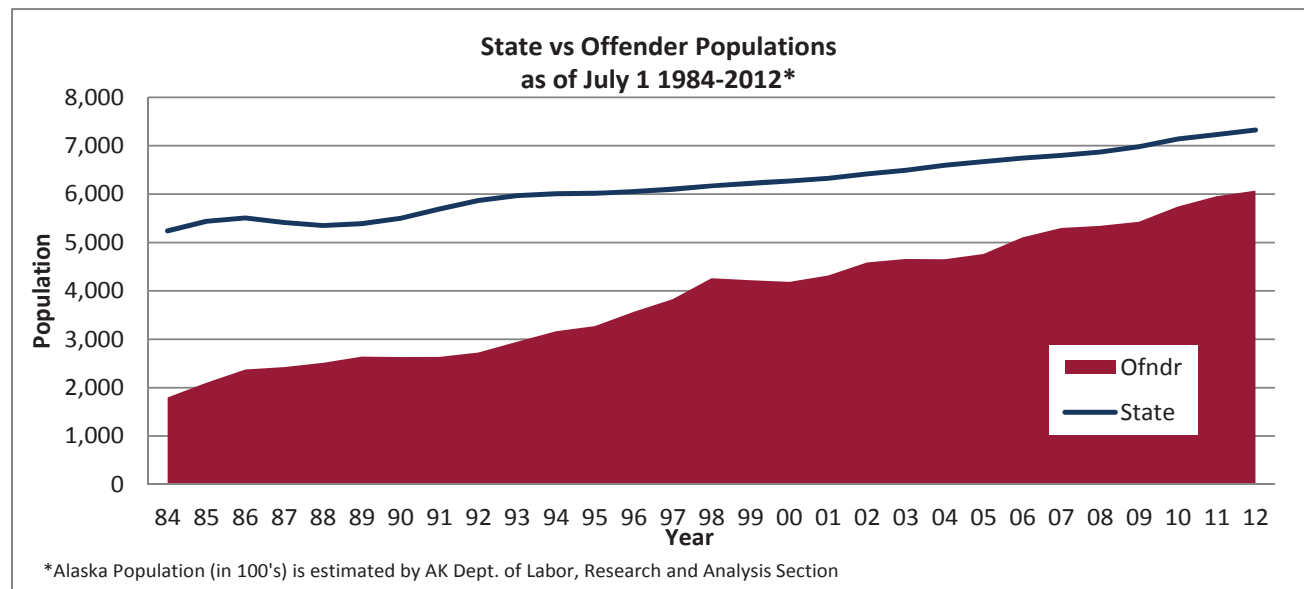
Trends

Notes:

Count and admissions data include information about all offenders under the jurisdiction of the State of Alaska who are entered into the ACOMS database.

Count information consists of monthly averages of daily counts; incarcerated offenders not entered into the ACOMS database when a count was tallied were not included.

Admissions data includes all criminal admits (except transfers) for all offenders.



Total Offender Population Based on Daily Averages - January 2010 to December 2012
Includes all Offenders in all Facilities (In-State CC's, Out-of-State CC's, EM, and CRC's)

| Month | 2010 | | | 2011 | | | 2012 | | |
|-----------|--------|-------|-------|--------|-------|-------|--------|-------|-------|
| | Female | Male | Total | Female | Male | Total | Female | Male | Total |
| January | 580 | 5,010 | 5,590 | 708 | 5,110 | 5,818 | 732 | 5,125 | 5,857 |
| February | 598 | 5,092 | 5,690 | 716 | 5,170 | 5,886 | 757 | 5,212 | 5,970 |
| March | 633 | 5,052 | 5,685 | 721 | 5,154 | 5,875 | 735 | 5,264 | 6,000 |
| April | 678 | 5,032 | 5,710 | 711 | 5,205 | 5,916 | 753 | 5,238 | 5,992 |
| May | 673 | 5,036 | 5,709 | 730 | 5,252 | 5,982 | 742 | 5,218 | 5,962 |
| June | 661 | 5,010 | 5,671 | 754 | 5,234 | 5,988 | 740 | 5,180 | 5,922 |
| July | 655 | 5,043 | 5,698 | 760 | 5,217 | 5,977 | 758 | 5,201 | 5,961 |
| August | 678 | 5,123 | 5,801 | 762 | 5,247 | 6,009 | 760 | 5,228 | 5,989 |
| September | 690 | 5,156 | 5,846 | 764 | 5,293 | 6,057 | 764 | 5,261 | 6,026 |
| October | 656 | 5,249 | 5,905 | 760 | 5,317 | 6,077 | 741 | 5,308 | 6,050 |
| November | 672 | 5,186 | 5,858 | 753 | 5,250 | 6,003 | 779 | 5,330 | 6,111 |
| December | 642 | 5,115 | 5,757 | 721 | 5,176 | 5,897 | 749 | 5,201 | 5,951 |
| Daily Avg | 651 | 5,092 | 5,743 | 738 | 5,219 | 5,957 | 762 | 5,309 | 6,072 |

Total Admissions - January 2010 to December 2012
Includes all Offenders in all Facilities (In-State CC's, Out-of-State CC's, EM, and CRC's)

| Month | 2010 | | | 2011 | | | 2012 | | |
|-----------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| | Female | Male | Total | Female | Male | Total | Female | Male | Total |
| January | 674 | 2,104 | 2,778 | 904 | 2,401 | 3,305 | 875 | 2,129 | 3,004 |
| February | 616 | 1,867 | 2,483 | 831 | 2,006 | 2,837 | 805 | 2,044 | 2,849 |
| March | 769 | 2,136 | 2,905 | 944 | 2,384 | 3,328 | 874 | 2,201 | 3,075 |
| April | 805 | 2,279 | 3,084 | 940 | 2,444 | 3,384 | 889 | 2,218 | 3,107 |
| May | 827 | 2,341 | 3,168 | 909 | 2,461 | 3,370 | 938 | 2,274 | 3,212 |
| June | 805 | 2,336 | 3,141 | 943 | 2,274 | 3,217 | 900 | 2,125 | 3,025 |
| July | 851 | 2,427 | 3,278 | 914 | 2,407 | 3,321 | 913 | 2,261 | 3,174 |
| August | 816 | 2,481 | 3,297 | 966 | 2,334 | 3,300 | 921 | 2,393 | 3,314 |
| September | 773 | 2,299 | 3,072 | 902 | 2,244 | 3,146 | 850 | 2,216 | 3,066 |
| October | 828 | 2,423 | 3,251 | 822 | 2,375 | 3,197 | 869 | 2,243 | 3,112 |
| November | 688 | 2,141 | 2,829 | 773 | 1,980 | 2,753 | 870 | 2,089 | 2,959 |
| December | 720 | 2,102 | 2,822 | 840 | 2,087 | 2,927 | 824 | 2,063 | 2,887 |
| Total | 9,172 | 26,936 | 36,108 | 10,688 | 27,397 | 38,085 | 10,528 | 26,256 | 36,784 |