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STATE OF ALASKA  
THE LEGISLATURE

POUCHY - STATE CAPITOL  
JUNEAU, ALASKA 99811  
907-465-3800

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Mary Van Nimwegen

V. NESS

3/14/90

# HOUSE COMMITTEE REPORT

(7)

Date Referred: February 12, 1990

FURTHER REFERRALS:

JUDICIARY

Date of Committee Action: 3/14/90

The HEALTH, EDUCATION, & SOCIAL SERVICES Committee considered: HB 544

HOUSE BILL NO. 544 PRESUMPTIVE SENTENCING

"An Act authorizing the Department of Corrections to establish alternative sentencing and related programs for prisoners."

RECOMMENDATIONS:

- be replaced with \_\_\_\_\_  the same title
- have attached amendment(s)  a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(s):  
(Dept)

APPROVES PREVIOUS: (Date/Dept)

- fiscal impact \_\_\_\_\_  fiscal note(s) \_\_\_\_\_
- zero fiscal note \_\_\_\_\_  zero fiscal note(s) \_\_\_\_\_
- zero with analysis \_\_\_\_\_  zero fn/analysis \_\_\_\_\_

SIGNING DO PASS:

SIGNING:  
(Check approp. column)

Do Not Pass No Rec Amend

\_\_\_\_\_  
\_\_\_\_\_  
*Mr. Shredley*  
*Stromfahy*  
*Red Jace*  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

SIGNING: (Check approp. column)	Do Not Pass	No Rec	Amend
<i>J. Ellis</i>			

*J. Ellis*  
\_\_\_\_\_  
Chairman's Signature

# STATE OF ALASKA THE LEGISLATURE

POUCH Y STATE CAPITOL  
JUNEAU, ALASKA 99811  
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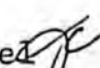
## LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

March 10, 1990

SUBJECT: House Bill 544 -- sectional analysis

TO: Representative Niilo Koponen  
ATTN: Drena McIntyre

FROM: Jack Chenoweth  
Legislative Counsel 

The measure directs the commissioner of corrections to initiate and carry out alternative sentencing practices in lieu of imprisonment and to provide training and counseling programs in addition to those now operated or provided by that department.

The range of alternative sentencing options contemplated by the measure is spelled out in bill section 4, offering a definition of the term. The general characteristics of alternative sentencing involve the prisoner's being free of institutional incarceration as well as the constraints associated with placement in a correctional restitution center or furlough assignment. Suggested alternative sentencing options explicitly identified in this section of the measure include home arrest and enforced detention.

The key alternative sentencing provision is bill section 3, adding a new section to AS 33.30. The section spells out the permissible elements of an alternative sentencing program, allowing the commissioner to establish the program by agency regulation. Under AS 33.30.096(a), to qualify for alternative sentencing, the commissioner must first determine that "with reasonable probability, a prisoner can live under reduced supervision without violating the law" or any conditions imposed to regulate the prisoner's personal conduct. That determination is to be made with reference to the four factors identified in that subsection; before placing the prisoner in an alternative sentencing venue, the commissioner must consider all factors identified in that subsection. Additionally, in allowing assignment to an alternative sentencing venue, AS 33.30.096(b) defines the minimum safeguards that the commissioner must impose.

Representative Niilo Koponen

Page 2

May 10, 1990

One portion of the amendment made by bill section 1 and the amendment made by bill section 2 are technical conforming changes, included in recognition of the alternative sentencing option that are set out in proposed AS 33.30.096.

Bill section 1 also incorporates, as a new duty imposed on the commissioner of corrections, the responsibility to provide training and counseling programs to persons who have been committed to the commissioner's custody.

JC:mi  
wkmi6/052

# The Complex Case of Costly Corrections

By Julie Lays

One out of every 420 Americans is behind bars today—at a staggering price. Can we afford to be tough on crime?

Julie Lays is an assistant editor of State Legislatures.

After Oklahoma state Senator John McCune, a 20-year legislative veteran, advocated early release of some non-violent inmates to ease the costly prison overcrowding problem in Oklahoma, he was defeated in the next election.

McCune, once the Senate's expert on prisons, acknowledged that support for alternatives to incarceration is viewed by many as being "soft on crime." "It cost me my seat," he said.

Yet the increasingly high costs of corrections are causing prudent lawmakers to realize how "getting tough

on crime" is tough on the state budget. More stringent law enforcement, higher conviction rates and longer sentences are making already crowded prisons and jails even worse. The expense of building new prisons, as well as such operating costs as health care, salaries, food, clothing and security devices, continues to increase.

"The cost of operating the nation's prisons and jails has tripled during the past decade," says James Austin, director of research for the National Council on Crime and Delinquency. "Many states are now seeing that escalating prison budgets threaten to curtail vital services for health, education and transportation. Unless there is a significant reversal in these trends, prisons will continue to be the growth industry for most states. We are simply punishing beyond our means."

Nationwide, the prison and jail population has doubled in the past decade. There are about 600,000 prisoners in state facilities today—that is one of every 420 Americans—the highest rate in the Western world. State spending for corrections continues to grow at a faster rate than total state spending.

According to the Criminal Justice Institute, 68.4 percent of American prisons are operating above capacity, 36.7 percent are operating above 125 percent capacity, 21.7 percent above 150 percent, and 1.7 percent above 200 percent. In fact, at least 37 states are now under court orders to reduce prison overcrowding. This leads many lawmakers to assume the solution lies in building new prisons. But it is an expensive solution.

A new 500-bed prison typically costs between \$15 million and \$60 million. According to the *Corrections Compen-*



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dium, depending on the type (low, medium or maximum security) and the location of the prison, new prison beds can cost between \$3,500 and \$116,000 to construct. The average cost is about \$42,000 per bed.

In North Carolina, the largest prison construction program in the state's history is under way—the construction of 2,554 beds and facilities at a cost of \$29.3 million. In Michigan they're building 19 new prisons. "There's no bigger growth industry in the last two years in Michigan than the corrections department," said Senator Jack Welborn. Alabama has spent \$90 million in the last five years for prison construction; that translates into almost \$1,000 per Alabama family per year. "Texas needs to build 25,000 beds immediately," says the mission statement of the Texas Department of Cor-

rections, "and then one prison every eight months to infinity" to keep up with the incarceration rates. And California estimates it will take up to \$6 billion worth of construction to solve its prison and jail crowding crises.

"This is craziness," said Senator Sue Wagner, referring to her state of Nevada, which has the highest incarceration rate in the country. "I can't believe the citizens of my state want to build a new prison every time we legislators get together in Carson City."

While building prisons is costly, keeping them going is even more expensive. Prisons are complete, miniature communities that provide health care, vandal-proof shelter, food, water and sewer, recreation and employment all in a secure environment. "Construction costs are only a traction of the

operating costs of prisons," said Tennessee Senator Bill Richardson. Keeping an inmate in prison usually runs between \$10,000 and \$39,000 a year. In some states costs are far higher.

And if you think more liberal use of the death penalty would save money, think again. According to Jonathan Gradess, executive director of the New York State Defenders Association, the cost of life imprisonment for 40 years is around \$602,000 while the expense of a model New York capital case across the first three levels of review—the trial and penalty phase, the appeal and the review in the U.S. Supreme Court—is about \$1.8 million. He agrees with Justice Thurgood Marshall's statement of 15 years ago: "When all is said and done, there can be no doubt that it costs more to execute a man than to keep him in

## Ways to Cut Costs Are Already in Motion

### • *Intensive Probation.*

Georgia's intensive probation program, a model for projects in several other states, began in 1982. Costs are controlled by keeping certain non-violent offenders out of state prisons, sentencing them instead to intense probation that requires five face-to-face contacts per week with a surveillance officer, 132 total hours of mandatory community service work, mandatory employment, a weekly check of arrest records, and routine and unannounced alcohol and drug testing. Offenders spend six to 12 months in the program followed by a year on regular probation. Most have committed property or drug-related offenses. The program costs an average of \$1,600 per offender per year compared to \$9,000 to incarcerate one inmate.

### • *House Arrest.*

Florida has led the way in this area, but many states are beginning to see the benefits of such programs. The North Carolina General Assembly appropriated \$253,000 last year to expand the electronic house arrest program, whose first-year funding was \$65,000.

Wyoming is experimenting with a house arrest program at a start-up cost of only \$30,000. It's Surveil-

lance and Tracking of Offenders Program (STOP) places non-violent property offenders under house arrest monitored by special electronic devices, allowing them to leave home only to go to work or to pre-approved appointments. Governor Mike Sullivan said the cost of STOP is \$14 a day compared with \$35 a day in the state prison.

### • *Sentencing Guidelines.*

Chase Riveland, director of the Washington Department of Corrections, estimates that sentencing guidelines have saved his state the cost of three new prisons. Some \$30 million has also been returned to the general fund. In fact, the guidelines have been so successful in reducing prison populations that Washington can rent cells to other states, housing their inmates for \$60 per day, per cell. The program is expected to bring the state \$20 million between 1987 and 1989.

### • *Prison Industries.*

In California the Prison Industry Authority, which employs more than 5,000 inmates, says it saves taxpayers \$17 million annually in housing and program costs. By 1991 this savings is projected to increase to \$55 million.

In Minnesota, between 5 percent

and 10 percent is deducted from inmates' wages if they earn more than \$50 every two weeks, allowing the corrections department to transfer up to \$100,000 each year to the Public Safety Department's Crime Victims Reparations Board. The funds are used to pay such victims' costs as medical bills, counseling expenses, funeral expenses, support for dependents and loss of wages.

In Illinois, prisoners have been trained in the removal of asbestos and have begun to remove the material from correctional facilities. Correctional Industries Superintendent Robert Orr projects the cost of using the inmates for one building at \$150,000, compared to an estimate of \$300,000 to \$500,000 if a private contractor did the work.

Best Western International, a non-profit association of hotel and motel owners, installed and paid for a computerized telephone reservation system in a minimum-security facility near Phoenix, Ariz. The company trains inmates and pays them the same wages as other agents. Prisoners get to keep a third of their pay, a third goes to the state to offset the cost of incarceration, and a third goes to a trust fund set up for inmates being released.

—Julie Lave

## Annual Cost of Sentencing Options (Exclusive of Construction Costs)

Option	Annual Cost
Routine probation	\$ 300- 2,000
Intensive probation	\$1,500- 7,000
House arrest	
Without electronics	\$1,350- 7,000
With telephone call-back system	\$2,500- 5,000
With passive electronic monitoring	\$2,500- 6,500
With active electronic monitoring	\$4,500- 8,500
Local jail	\$8,000-12,000
Local detention center	\$5,000-15,000
State prison	\$9,000-20,000

*Source: Joan Petersilia in Expanding Options for Criminal Sentencing, Santa Monica, Calif.: The RAND Corporation, November 1987*

prison for life."

Prisons are assailing state revenues. In Ohio, the corrections budget increased 16.5 percent last year while the general budget grew only 4 percent. Texas general budget grew by 6.8 percent, its corrections budget by 33.8 percent. California's operating budget for the department of corrections reached \$1.2 billion in 1985 and is expected to hit \$3 billion by 1990. According to Greg Schmidt, chief consultant to the California Senate Judiciary Committee, the department of corrections has become "California's version of the Defense Department."

In 1987, according to the Census Bureau, the 50 states spent more than \$11.7 billion on corrections, including \$9.3 billion for current operations and \$1.4 billion for construction.

One reason corrections costs are taking up a bigger portion of the general state budget is that state aid for local corrections programs is now the fastest growing category of state aid to local government. Total state spending for corrections was \$11.7 billion in 1987; local aid is 8 percent of all state corrections expenditures. In fiscal 1987, states provided \$932.5 million in aid to local governments. This represents nearly four times as much corrections aid as was provided in 1980.

Of course, state corrections aid to local governments varies tremendously from state to state. In five states—Connecticut, Delaware, Hawaii, Rhode Island and Vermont—all corrections expenditures are made by the state government. Nineteen states did not offer local aid in 1987. In the remaining states there are wide differences in how

specific responsibilities are allocated. For example, some states house state prisoners in local jails but in other states they must be housed in state prisons. In many states use local jails to house state prisoners without fully reimbursing the local governments.

"We need to look more strongly at alternatives instead of building more prisons," says Parker Evatt, a member of the South Carolina House of Representatives for 13 years and now the commissioner of the South Carolina Department of Corrections. "Our prison system is growing by about 800 people per year. That's a new prison every year. Let's look at more home arrest, intensive probation, restitution centers, halfway houses and parole and probation. Let's really use electronic monitoring instead of playing with it."

Are these alternative programs cheap? No. Are they cheaper than incarceration? Usually. For example, Georgia has a number of alternative programs—from basic probation to intensive probation and home confinement to "boot camp" for young convicts—that range in daily costs from 75 cents to \$36.50 per person. The cost of keeping an inmate in a Georgia prison is estimated at \$36.85 per day.

Intensive probation supervision is one alternative being tried in 40 states. Most programs require community service, periodic checks of local arrest records, curfews or house arrest, random drug and alcohol testing, restitution to victims, employment and payment of a probation fee.

Home arrest, often using electronic monitoring devices, is another strategy being used in at least 50 different loca-

tions. Home arrest allows non-violent criminals to be incarcerated in the homes rather than in premium prison cells. If they leave home without permission, the electronic anklets bracelets will report that to the police.

Sentencing guidelines have been used successfully in a couple of states not only to standardize penalties but also to reduce costs. The guidelines are based on a grid that coordinates specific offense with the criminal record. The systems ensure that cost-prison space is reserved for truly dangerous criminals, while the non-violent offenders are subject to a variety of alternative punishments.

Can states save money through inmates' labor? Most states operate prison industries, which can take at least three different forms: production of such things as desks and license plates, for use directly by government; use of prisoner labor for prison maintenance; and private sector jobs with prison walls.

Forty-eight states and the federal prison system have more than 50,000 prisoners working in prison industries producing more than \$860 million annual sales, mainly to federal, state and local governments and non-profit organizations. About 10 percent of inmates work in prison industries.

A major benefit of prison industries is that they are usually self-supporting or even if they are not, they are less expensive than alternative inmate services such as vocational training, basic education. In some states, inmates' wages, which averaged about \$3 a day in 1986, have deductions made to reimburse the corrections department for a portion of the cost of the inmate's incarceration, to contribute to financial support of their families, or to pay into victims' compensation funds. In addition, 16 states have experimented to a lesser degree with private-sector prison industries which inmates work for a private employer operating within the prison. Inmate may earn the minimum wage and contribute relatively large amounts of costs of their incarceration.

With new prisons needed everywhere to keep up with the "lock 'em up" philosophy prevalent today, something is going to have to give. Until public accepts alternatives to incarceration as legitimate punishment, legislators will be faced with tough decisions.

# N C C D FOCUS

THE NATIONAL COUNCIL ON CRIME  
AND DELINQUENCY

JULY 1988

## Ranking the Nation's Most Punitive and Costly States

By James Austin, Ph.D. and Marci Brown

### HIGHLIGHTS

This issue of NCCD FOCUS represents the second annual "Ranking the Nation's Most Punitive States." The United States, now with more than 625,000 inmates in prison, has long been recognized as a country that imprisons a large portion of its population. Since 1980, the nation's imprisonment rate has nearly doubled.<sup>1</sup> Presently, over 40 states are under some form of litigation related to crowding or unconstitutional conditions of confinement.

This surge in the number of inmates has been interpreted by some as an indication of a more punitive attitude toward the crime problem that characterizes the politics of contemporary criminal justice. Punitive attitudes have traditionally been cited as the reason certain states and regions have higher imprisonment rates than the nation as a whole.

As states respond to the pressure of overcrowding, more attention is being paid to comparing states in terms of their use of other forms of control in addition to prisons. And, states are also concerned with the high costs of these systems. State and federal prison population data, the most obvious means of calculating comparative imprisonment rates, reflect only a single component of a jurisdiction's correctional system and exclude other far-reaching forms of incarceration and control, including jails, juvenile facilities, and parole and probation.

For these reasons, the domain of prison control must be evaluated in relation to, and in many cases as overlapping with,

the control exercised by other correctional control systems. This has become all the more obvious in recent years, as many states, facing crisis situations in their prisons, have placed many offenders in a wide variety of non-prison correctional settings.

The major findings of this report are:

- The nation's use of prisons, jails, probation and parole continues to grow at record levels. More than one out of every 100 persons are under the control of the criminal justice system.<sup>3</sup>
- Washington, D.C., ranks number one in all forms of punishment and criminal justice expenditures. Despite an enormous investment in criminal justice agencies, policy makers have recently chosen the nation's capitol as the site for further investment in more incarcerative policies.
- The South continues to have the highest regional imprisonment rate and the highest total control rate. However, the West, fueled by dramatic increases in California, has the highest regional total incarceration rate (including jails and juvenile facilities, as well as prisons).
- In 1987, it cost each man, woman, and child \$211 per year to fund state and local criminal justice systems. This figure compares with \$95 in 1979.
- There is a strong correlation between rates of criminal justice expenditures and crime rates. States that spend the most on criminal justice have the highest crime rates. Despite a continuing increase in expenditures for criminal justice agencies and in the

use of formal punishment, crime rates continue to escalate.

### IMPRISONMENT VS. TOTAL INCARCERATION RATES

The most commonly used gauge of the punitive nature of a state or geographic region is the imprisonment rate. This rate typically refers to the number of persons in prison on a given day, per 100,000 state population. Southern states have historically had the highest levels of imprisonment in the country, which has been interpreted by some experts as reflecting the conservative political and social values of that region.

Table 1 shows the rates of imprisonment for the 50 states and Washington, D.C. Among the 15 states with the highest rates of imprisonment, 11 were Southern states (including Washington, D.C.) The table also shows that the Southern region had the highest imprisonment rate followed by the West, Midwest and Northeast. Among the 15 states with the lowest rates of imprisonment, seven states were in the Northeast and six were in the Midwest.

Overall, state rankings for imprisonment varied little from last year's report, which used 1986 data. However, a few states showed significant increases or decreases in their imprisonment rate between 1986 and 1987. Interestingly, Washington, D.C., which has the highest imprisonment rate in the nation, increased its imprisonment rate from 1,078.4 in 1986 to 1,197.4 per 100,000 in 1987. Alaska is second with a rate of 481.5 per 100,000 and replaced

Table 1: Imprisonment vs. Incarceration Rates

Rank	State	1987 Population*	1987 Prisoners	Imprisonment Rate***	Rank	State	1987 Persons in Jails**	Jail Rate***	1987 Juveniles in Custody	Total Incarceration Rate****
1	D.C.	622	7,448	1,197.4	1	D.C.	1,074	269.1	418	1,533.0
2	Alaska	323	2,328	481.5	2	Nevada	1,923	91.1	462	419.3
3	Delaware	864	2,931	435.1	7	Louisiana	10,300	230.0	1,028	598.6
4	Nevada	1,507	6,634	440.3	4	Alaska	0	0	178	513.4
5	South Carolina	1,425	12,664	369.8	5	California	60,802	219.7	24,312	513.1
6	Louisiana	4,461	15,373	344.7	6	Arizona	5,137	151.7	2,038	505.1
7	Arizona	3,386	20,948	323.3	7	South Carolina	1,875	107.2	715	497.9
8	Alabama	4,083	12,827	314.2	8	Florida	24,603	204.6	2,311	493.7
9	Georgia	6,232	18,575	298.5	9	Delaware	0	0	168	481.6
10	Maryland	4,335	13,467	297.0	10	Georgia	9,504	152.7	1,358	473.0
11	Oklahoma	3,272	9,639	294.6	11	Alabama	4,328	105.9	404	459.0
12	Florida	12,023	32,443	269.9	12	Maryland	4,985	109.9	1,032	439.6
13	North Carolina	6,413	17,249	269.0	13	Tennessee	10,314	116.5	1,058	395.0
14	Mississippi	2,823	6,831	242.2	14	Oklahoma	2,734	83.55	446	391.0
15	Michigan	9,200	23,879	259.6	15	Texas	23,433	139.6	2,421	385.3
16	California	27,663	66,975	242.1	16	Virginia	7,738	111.0	1,456	381.4
17	Kansas	2,476	5,881	237.5	17	New Jersey	13,107	170.8	1,997	374.0
18	Connecticut	3,211	7,511	233.9	18	New York	23,694	129.9	2,326	374.3
19	Texas	16,789	38,821	231.2	19	Michigan	8,547	82.90	2,816	365.5
20	New York	17,425	40,842	229.1	20	North Carolina	5,380	83.49	812	362.1
21	Arkansas	2,388	5,463	227.9	21	Kansas	1,914	77.10	474	342.1
22	Virginia	5,904	13,321	225.6	22	Ohio	8,729	80.94	1,126	344.7
23	Ohio	10,784	24,240	224.8	23	Arkansas	1,982	82.99	249	321.4
24	Missouri	5,103	11,357	222.6	24	Oregon	2,488	40.63	592	313.4
25	Hawaii	1,283	1,288	209.4	25	Mississippi	1,038	18.76	335	312.5
26	Oregon	2,724	5,482	201.2	26	Indiana	4,710	85.15	1,320	304.8
27	Indiana	5,331	10,827	195.8	27	New Mexico	1,428	95.2	491	304.5
28	Wyoming	480	440	191.8	28	Wisconsin	377	76.93	179	297.0
29	New Jersey	7,672	13,662	178.1	29	Illinois	12,016	108.0	1,810	294.5
30	New Mexico	1,500	2,648	176.5	30	Missouri	2,834	95.82	815	294.5
31	Illinois	11,382	19,850	171.4	31	Kentucky	4,066	125.9	407	289.1
32	South Dakota	709	1,135	160.1	32	Washington	5,281	118.3	1,134	276.5
33	Tennessee	4,853	7,824	157.0	33	Colorado	3,793	115.0	503	276.2
34	Idaho	998	1,482	148.5	34	Wisconsin	5,750	119.6	484	258.7
35	Kentucky	3,727	5,471	146.8	35	Pennsylvania	19,195	110.3	1,103	256.1
36	Montana	809	1,187	146.7	36	Connecticut	0	0	227	241.0
37	Colorado	3,284	4,808	145.9	37	South Dakota	294	41.66	328	235.8
38	Rhode Island	986	1,429	144.9	38	Montana	412	50.92	117	223.3
39	Vermont	548	759	138.5	39	Idaho	610	63.22	117	223.3
40	Pennsylvania	11,916	16,267	136.3	40	Hawaii	0	0	149	221.2
41	Washington	4,518	6,131	135.1	41	Nebraska	1,174	53.65	274	221.7
42	Wyoming	1,594	2,086	130.9	42	Iowa	2,736	66.54	427	212.6
43	Wisconsin	4,807	6,001	124.8	43	Massachusetts	4,740	83.95	212	191.1
44	Utah	1,880	1,888	112.4	44	Utah	1,068	48.16	214	178.1
45	Maine	1,187	1,328	111.9	45	Maine	572	76.34	124	170.3
46	Massachusetts	5,855	6,238	108.5	46	New Hampshire	807	0	105	155.4
47	Iowa	1,834	2,063	101.0	47	Rhode Island	0	0	105	144.8
48	New Hampshire	1,257	867	82.0	48	Minnesota	3,106	13.15	181	144.8
49	West Virginia	1,897	1,461	77.0	49	West Virginia	1,134	30.83	141	143.3
50	North Dakota	872	430	64.0	50	Vermont	0	0	15	141.2
51	Minnesota	4,246	2,546	60.0	51	North Dakota	243	36.45	69	120.7
<b>REGION</b>					<b>REGION</b>					
SOUTH		81,885	221,592	264.2	WEST		81,320	87.6	19,945	432.9
WEST		49,694	111,719	224.8	SOUTH		117,735	40.4	13,335	422.8
MIDWEST		39,338	111,093	186.6	NORTHEAST		36,115	11.6	9,225	125.0
NORTHEAST		50,277	88,903	176.8	MIDWEST		52,675	68.5	11,948	293.1
<b>TOTALS</b>		<b>243,189</b>	<b>533,309</b>	<b>219.1</b>	<b>TOTALS</b>		<b>329,845</b>	<b>127.3</b>	<b>53,303</b>	<b>168.6</b>

\* Total population in thousands  
 \*\* Average daily jail populations for 1987 are estimates drawn from published reports and phone calls to individual state officials  
 \*\*\* Per 100,000 total population (1987), as reported in the 1987 UCR  
 \*\*\*\* Number of persons in prison, jail, and juvenile facilities per 100,000 total population (1987)  
 • In the states of Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont, which maintain combined prison and jail systems, all inmates are accounted for in the prison figures

Nevada as the state with the highest imprisonment rate. However, Alaska's high ranking is misleading as its prison figures include persons awaiting trial or serving short sentences. In most other states these inmates are counted in jail populations.

To correct for this bias, we created a "total incarceration rate" which includes prison and jail populations and juveniles in custody.<sup>4</sup> When the states are ranked according to this criterion, the West replaces the South as the nation's leader with a rate of 432.7 per 100,000. Nevada reassumes its number one state ranking, and D.C. continues to

have the highest rate of incarceration (four times the national average). California's dramatic increase in prison, jail and juvenile facility populations is the main reason the West has taken the lead in incarceration. Since the previous NCCD report, California added about 6,500 inmates to its prison population, more than 19,000 inmates to its jail population, and 2,100 children to its juvenile facilities.

When the total incarceration measure is compared to the imprisonment rate, significant changes occur among the states with respect to their national ranking. Tennessee, for example, moves from 33

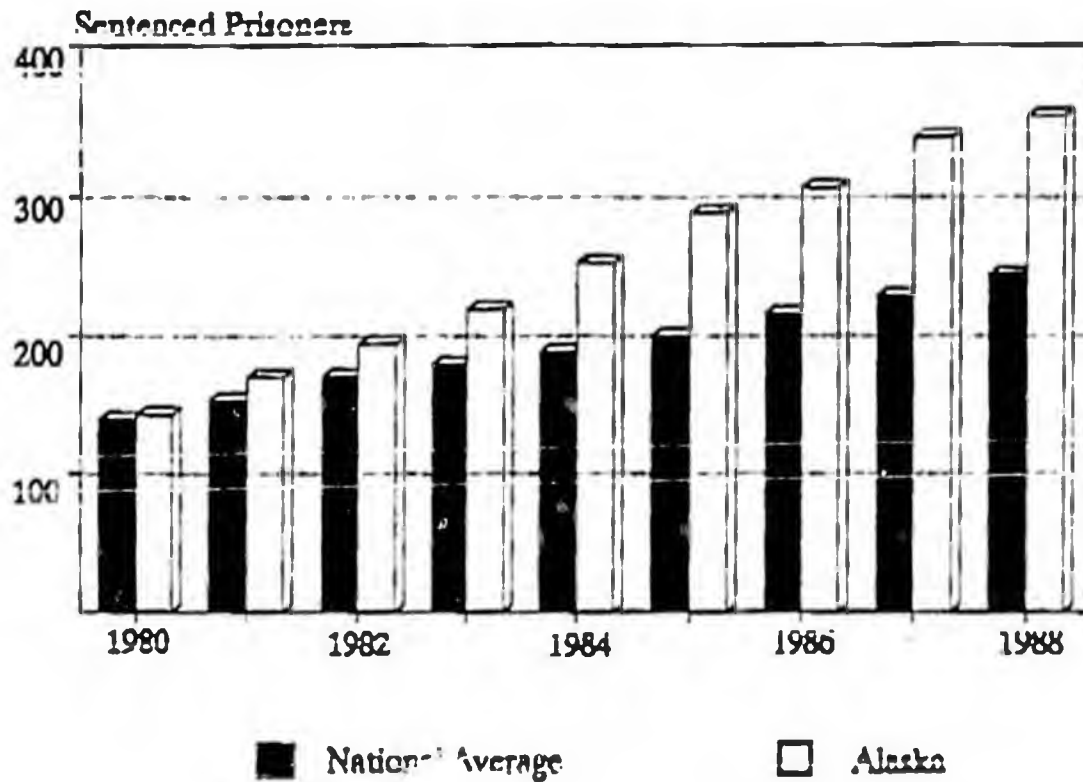
to 13 in total incarceration, in part because the state houses many state prisoners in local jails due to a consent decree restricting prison populations. The same phenomenon also explains increases in rankings for other states including New Jersey, Texas, and Louisiana.

Connecticut, on the other hand, moves down to a rank of 36 for total incarceration compared to a rank of 16 for imprisonment. Similar declines for other states, such as Hawaii, Rhode Island and Vermont, simply reflect that they also have consolidated jail and prison systems.

Alaska Department of Corrections

# Trends in Alaska Corrections

## Rates of Incarceration \* National Average vs Alaska



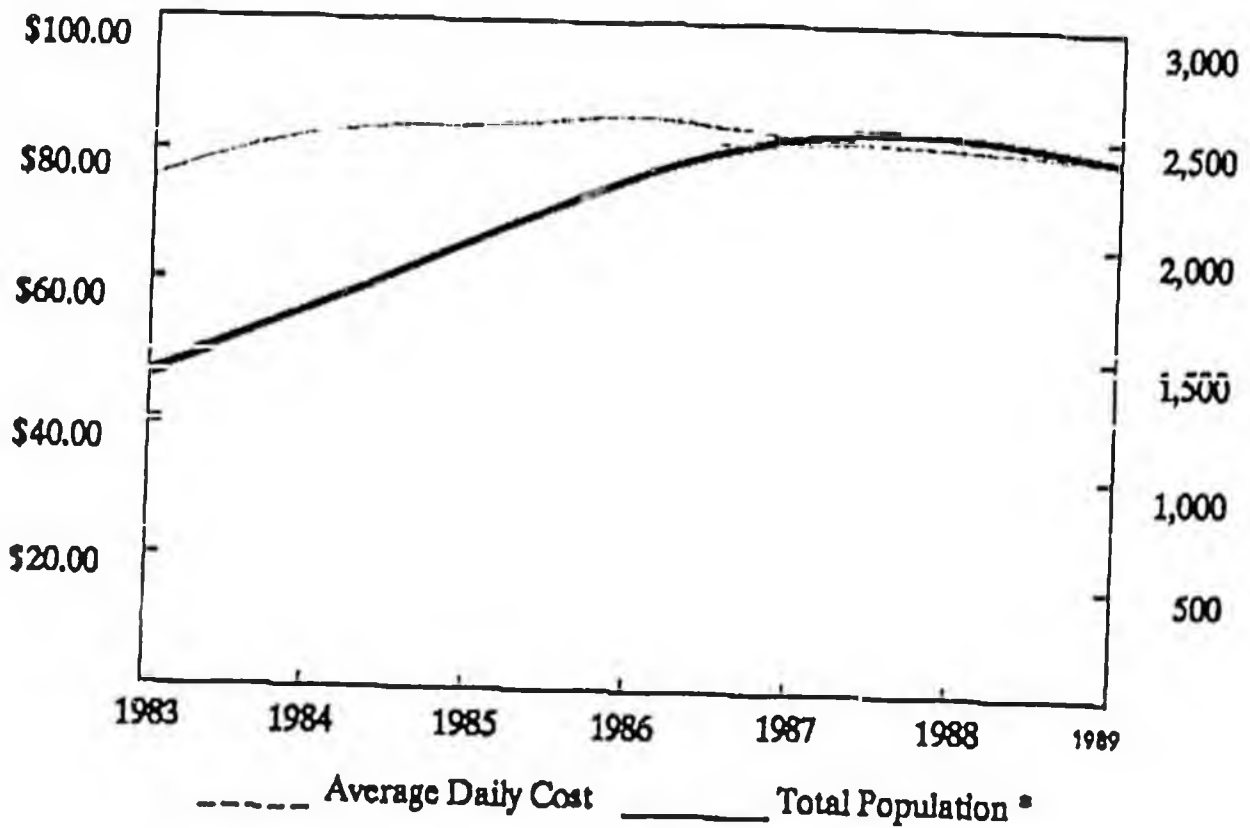
\* Rate per 100,000 resident population  
 Figures from Bureau of Justice Statistics, U.S.  
 Department of Justice

Department of Corrections

	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>FY 89</u>	<u>FY 90</u>
Number of Inmates	2,027	2,340	2,491	2,541	2,603	2,846
Number of Employees	993	1,003	999	1,150	1,269	1,277
Operating Budget	\$71,497.2	\$78,470.6	\$78,291.4	\$84,935.2	\$94,624.3	\$96,759.9

# Trends in Alaska Corrections

Population vs Cost of Supervision  
Fiscal Year 1983 - 1989



\* Total population on December 31st of each year