

1/16/08

TO

1/17/08

CRIME

SUMMIT

Evidence-Based Policy Options
**To Reduce Prison Construction,
Criminal Justice Costs, and Crime Rates**

**Senate Judiciary Committee
Juneau, Alaska
January 16, 2008**

Steve Aos

Assistant Director

Washington State Institute for Public Policy

Phone: (360) 586-2740

E-mail: saos@wsipp.wa.gov

Institute Publications: www.wsipp.wa.gov

Washington State Institute For Public Policy

Created by the 1983 Washington Legislature

Mission: carry out non-partisan research on projects assigned by the legislature or the Institute's Board of Directors

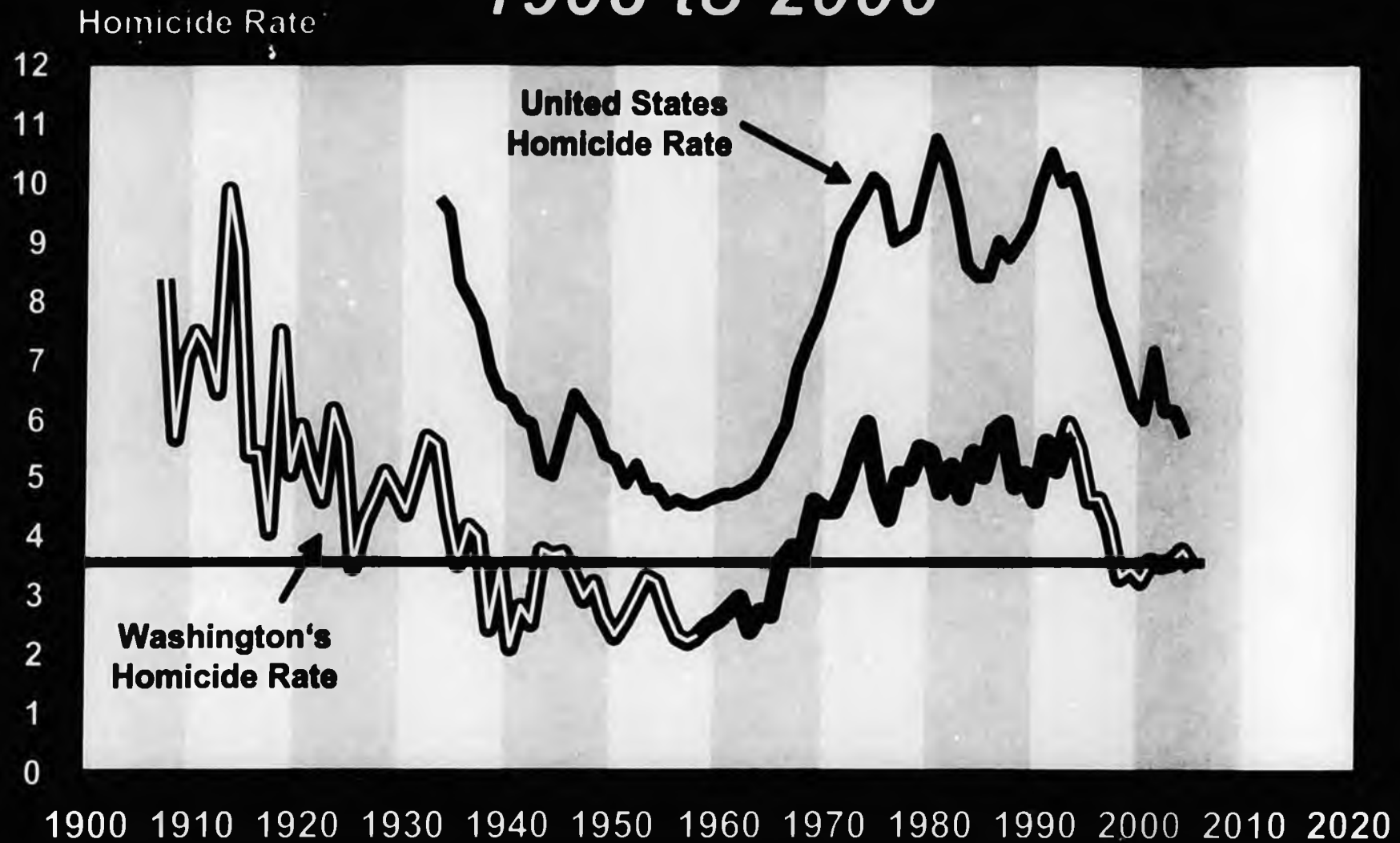
Topics

- 1. What Works? What's Economic?**
- 2. Results from Our 2006 Study & 2007 Washington Legislative Action**

The "Take Home" Message?

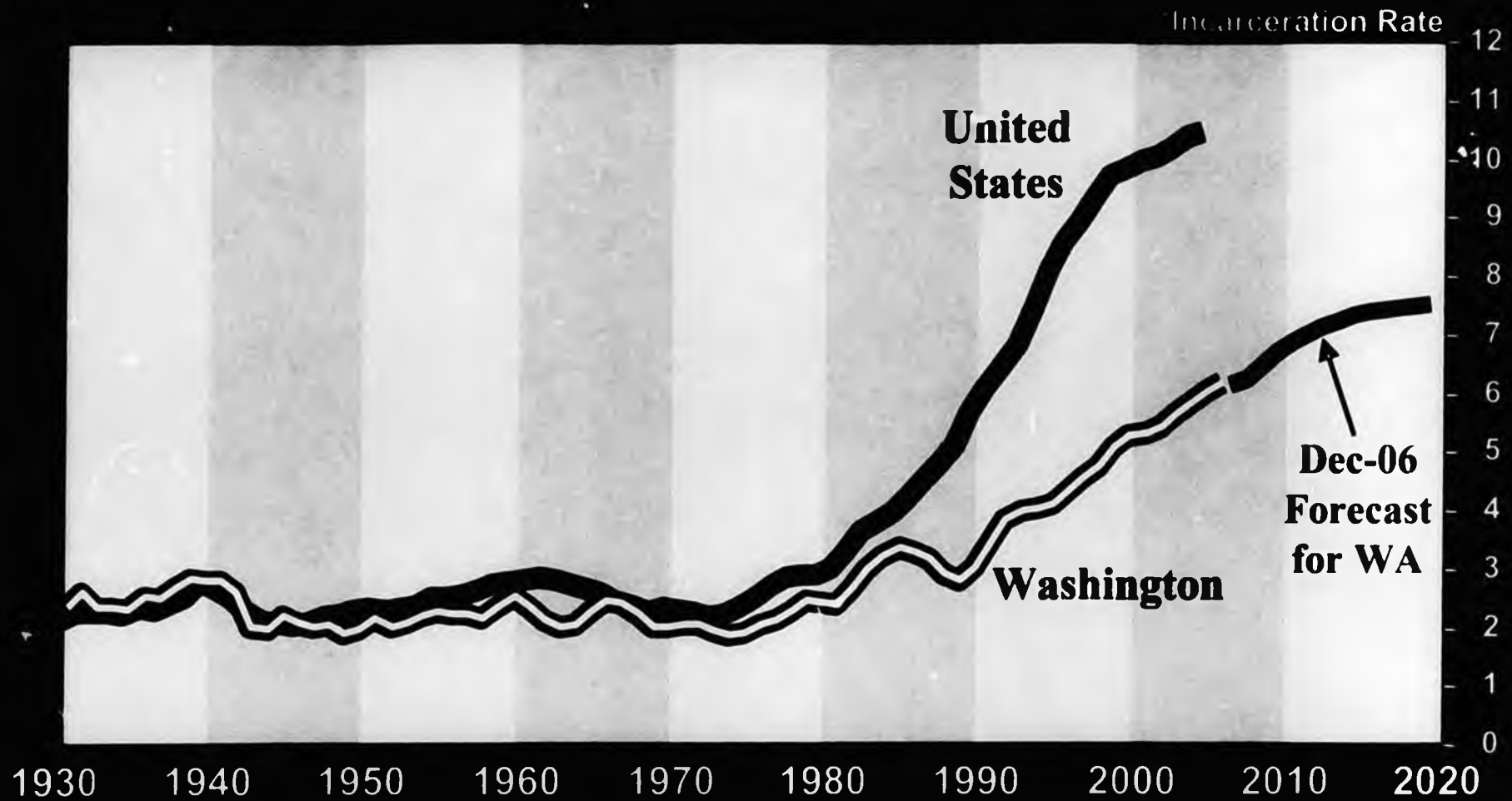
**The "Magic" of
Compound Interest!**
(Small gains, over time, matter a lot)

Homicide Rates: 1908 to 2006



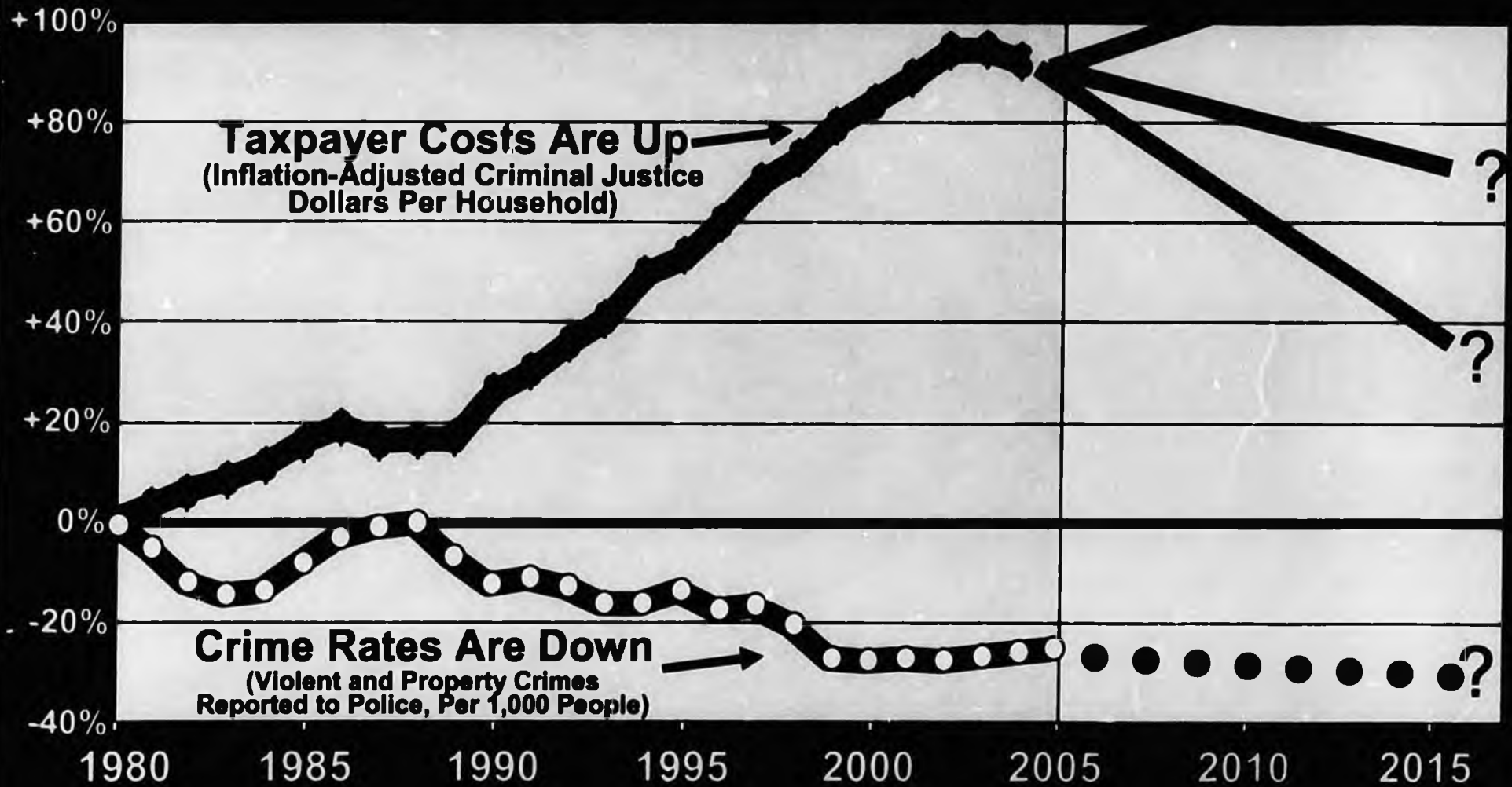
*Homicide rate defined as the number of deaths caused by homicide per 100,000 population

Adult Prison Incarceration Rates: 1930 to 2005



The incarceration rate is defined as the number of inmates in state prisons per 1,000 18- to 49-year-olds in Washington or the United States.

Crime Rates and Taxpayer Costs



© Data from Zedner, 2010, p. 100

2005 Legislative Direction (LSSB 6094)

- ✓ **“Study options to stabilize future prison populations.”**
- ✓ **“Study the net short-run and long-run fiscal savings to state and local governments of implementing...**
 - **evidence-based treatment human service and corrections programs and policies, including prevention and intervention programs,**
 - **sentencing alternatives,**
 - **and the use of risk factors in sentencing.”**
- ✓ **“Project total fiscal impacts under alternative implementation scenarios.”**

We published our report in October, 2006

Our Research Approach

3 Steps

1. What works & what doesn't?

- ✓ **We located 571 rigorous (comparison group), real world evaluations of adult and juvenile corrections programs, & prevention**

2. What are the economics of each option?

- ✓ **We estimated the taxpayer and crime victim benefits and costs to people in Washington**

3. How would alternative “portfolios” affect future prison demand, spending, & crime?

- ✓ **We assessed market potential & developed Current Level, “Moderate” & “Aggressive” portfolios**

“Evidence-Based” Public Policy Levers to Affect Crime

- ✓ **Prisons/Jails**
- ✓ **Police**
- ✓ **Programs**

All three cost money (no free lunch)

All three can be effective (or ineffective)

Therefore, → Portfolio

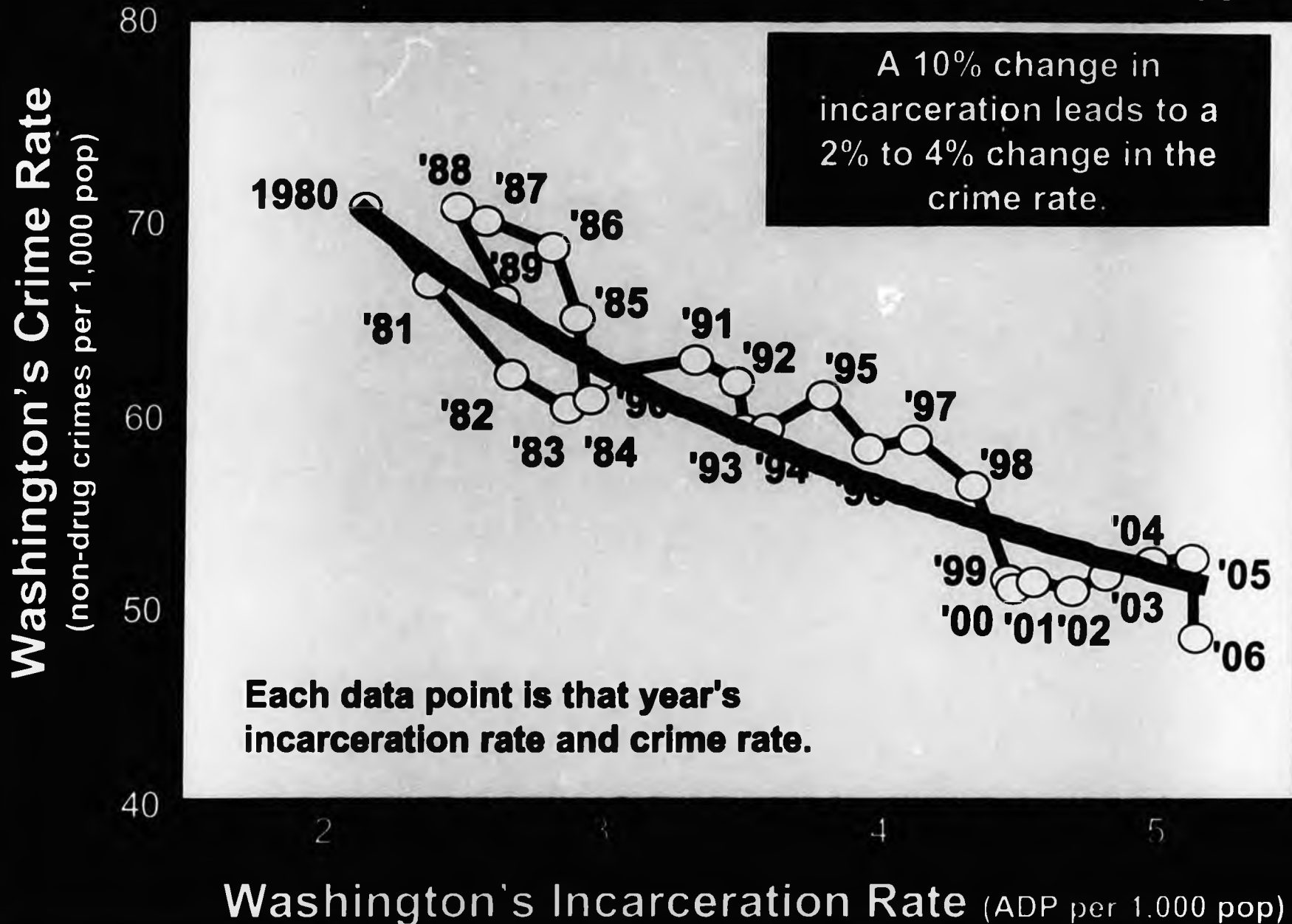
Slide 9

W2

demand for eb, market developing to meet it.
WSIPP, 5/23/2005

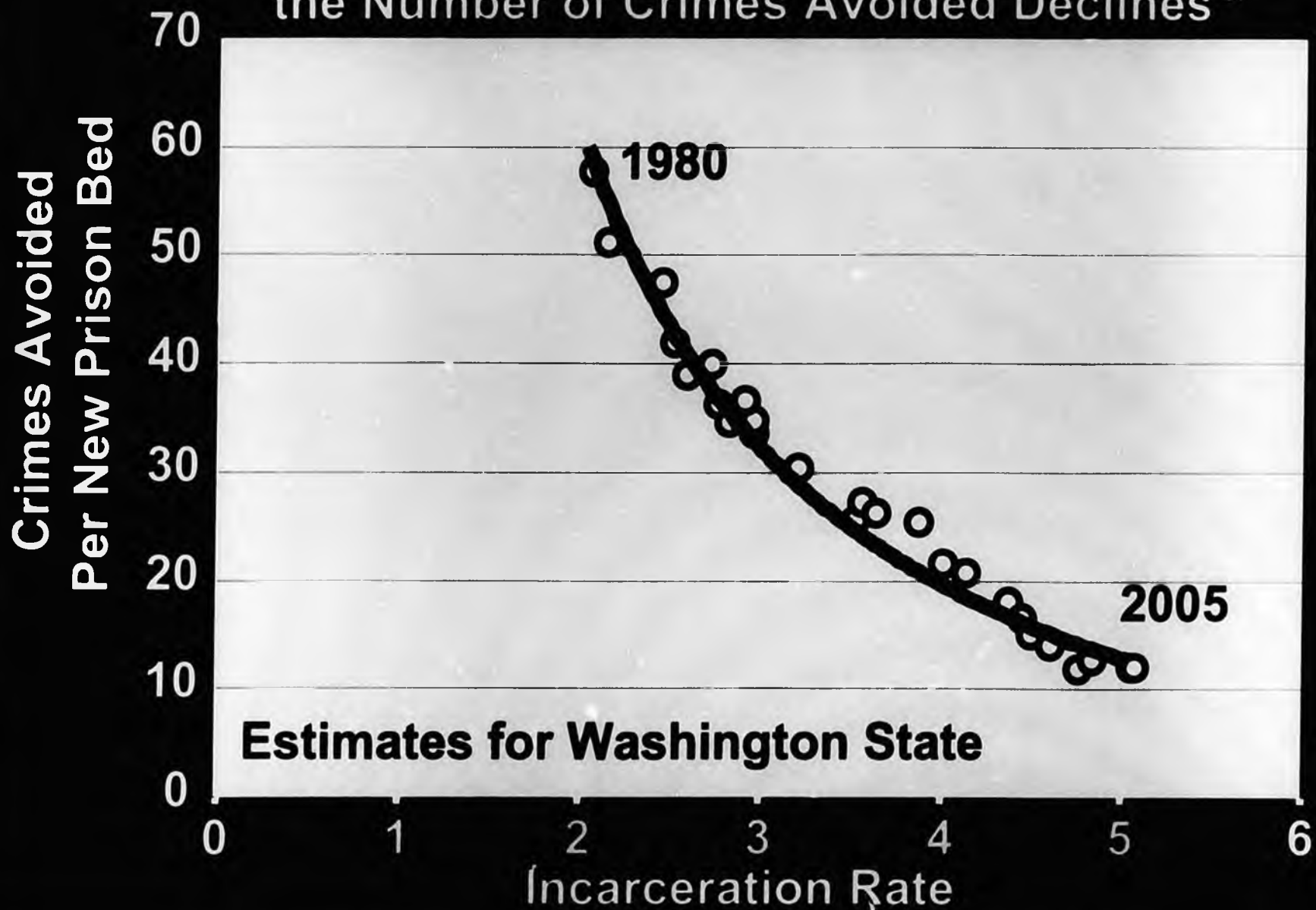
Prison Economics 101:

Does Prison Affect the Crime Rate?



Prison Econ 102. Diminishing Returns:

As Incarceration Rates are Raised,
the Number of Crimes Avoided Declines



Slide 11

s8

talking generally about bc, but specifically following our recipe
saos, 5/13/2005

Our "Consumer Reports" List

1. What Works?

2. What Doesn't?

3. What Are the Benefits & Costs?

Exhibit 4 Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Program	% Change	Cost	Benefit	Net Benefit	Net Cost
Programs for People in the Adult Offender System					
Vocational education in prison	-9.0% (4)	\$6,114	\$6,808	\$1,182	\$13,736
Intensive supervision treatment-oriented programs	-18.7% (11)	\$6,318	\$6,396	\$7,124	\$11,663
General education in prison (basic education or post-secondary)	-7.0% (17)	\$6,325	\$5,398	\$962	\$10,668
Cognitive-behavioral therapy in prison or community	-4.3% (28)	\$5,868	\$4,748	\$105	\$10,798
Drug treatment in community	-9.3% (8)	\$6,133	\$6,488	\$574	\$10,064
Correctional industries in prison	-5.8% (4)	\$6,360	\$4,488	\$417	\$6,438
Drug treatment in prison (therapeutic communities or outpatient)	-4.7% (20)	\$6,133	\$4,308	\$1,604	\$7,838
Adult drug courts	-4.0% (87)	\$4,366	\$4,705	\$4,333	\$4,787
Employment and job training in the community	-4.3% (18)	\$2,373	\$2,366	\$400	\$4,366
Electronic monitoring to offset jail time	0% (9)	\$0	\$0	\$870	\$870
Sex offender treatment in prison with aftercare	0% (23)	\$0	\$0	\$12,585	\$12,585
Intensive supervision surveillance-oriented programs	-20.0% (1)	\$18,020	\$15,116	n/a	n/a
Washington's Dangerousness/Mentally Ill Offender program	-4.5% (9)	\$2,481	\$2,868	n/a	n/a
Drug treatment in jail	0% (22)	\$0	\$0	n/a	n/a
Domestic violence education/cognitive-behavioral treatment	0% (9)	\$0	\$0	n/a	n/a
Jail diversion for mentally ill offenders	0% (11)	\$0	\$0	n/a	n/a
Life Skills education programs for adults	0% (4)	\$0	\$0	n/a	n/a
Programs for Youth in the Juvenile Offender System					
Multidimensional Treatment Foster Care (v. regular group care)	-22.0% (3)	\$61,828	\$32,915	\$6,945	\$77,798
Adolescent Diversion Project (for lower risk offenders)	-19.9% (8)	\$24,328	\$18,208	\$1,913	\$46,823
Family Integrated Transitions	-13.0% (1)	\$30,708	\$19,502	\$9,665	\$40,546
Functional Family Therapy on probation	-16.9% (7)	\$19,529	\$14,817	\$2,325	\$31,831
Multisystemic Therapy	-10.5% (10)	\$12,865	\$9,822	\$4,284	\$18,213
Aggression Replacement Training	-7.3% (4)	\$8,887	\$6,658	\$597	\$14,080
Teen Courts	-11.1% (5)	\$6,907	\$4,238	\$936	\$9,208
Juvenile boot camp to offset probation time	0% (14)	\$0	\$0	-\$8,077	\$8,077
Sex offender cognitive-behavioral treatment	-10.2% (5)	\$32,515	\$8,377	\$33,084	\$7,828
Restorative justice for low-risk offenders	-8.7% (21)	\$4,828	\$3,320	\$880	\$7,087
Interagency coordination programs	-2.6% (15)	\$3,084	\$2,308	\$205	\$5,186
Juvenile drug courts	-3.5% (15)	\$4,232	\$3,187	\$2,777	\$4,822
Regular surveillance-oriented parole (v. no parole supervision)	0% (2)	\$0	\$0	\$1,201	-\$1,201
Juvenile intensive probation supervision programs	0% (3)	\$0	\$0	\$1,588	-\$1,588
Juvenile wilderness challenge	0% (10)	\$0	\$0	\$3,085	-\$3,085
Juvenile intensive parole supervision	0% (10)	\$0	\$0	\$6,460	-\$6,460
Scared Straight	+8.8% (10)	-\$4,286	-\$8,253	\$58	-\$14,667
Counseling psychotherapy for juvenile offenders	-18.9% (6)	\$23,128	\$17,308	n/a	n/a
Juvenile education programs	-17.5% (3)	\$41,181	\$28,153	n/a	n/a
Other family-based therapy programs	-12.2% (12)	\$18,008	\$11,231	n/a	n/a
Team Child	-10.8% (2)	\$6,758	\$4,131	n/a	n/a
Juvenile behavior modification	-8.2% (4)	\$18,271	\$12,238	n/a	n/a
Life skills education programs for juvenile offenders	-2.7% (3)	\$6,441	\$4,081	n/a	n/a
Diversion prog. with services (v. regular juvenile court)	-2.7% (20)	\$1,441	\$1,034	n/a	n/a
Juvenile cognitive-behavioral treatment	-2.6% (8)	\$3,123	\$2,37	n/a	n/a
Court supervision vs. simple release without services	0% (8)	\$0	\$0	n/a	n/a
Diversion programs with services (v. simple release)	0% (7)	\$0	\$0	n/a	n/a
Juvenile intensive probation (as alternative to incarceration)	0% (5)	\$0	\$0	n/a	n/a
Guided Group Interaction	0% (4)	\$0	\$0	n/a	n/a
Prevention Programs (crime reduction effects only)					
Nurse Family Partnership-Mothers	-58.2% (1)	\$11,531	\$8,181	\$5,409	\$14,283
Nurse Family Partnership-Children	-18.4% (1)	\$8,832	\$4,922	\$733	\$12,822
Risk education for low income 3 & 4 year olds	-14.2% (8)	\$8,145	\$4,844	\$593	\$12,198
Seattle Social Development Project	-18.6% (1)	\$1,605	\$4,341	n/a	n/a
High school graduation	-10.4% (1)	\$1,738	\$2,851	n/a	n/a
Guiding Good Choices	-9.1% (1)	\$570	\$2,082	n/a	n/a
Parent-Child Interaction Therapy	-3.7% (1)	\$268	\$764	n/a	n/a
Program types in need of economic assessment & implementation research					
Programs targeting more at-risk populations in the adult offender system					
Case management in the community for drug offenders					
COBA (Faith-based supervision of sex offenders)					
Day fine (compared to standard probation)					
Domestic violence courts					
Faith-based programs					
Intensive supervision of sex offenders in the community					
Medical treatment of sex offenders					
Medical treatment of sex offenders in the community					
Regular parole supervision vs. no parole supervision					
Restorative justice programs for lower risk adult offenders					
Therapeutic community programs for mentally ill offenders					
Work release programs (from prison)					
Programs targeting more at-risk populations in the juvenile offender system					
Dialectical Behavior Therapy					
Increased drug testing (on parole) vs. minimal drug testing					
Juvenile curfews					
Juvenile day reporting					
Juvenile job programs					
Juvenile standards committees					
Mentoring in juvenile justice					

Evidence-Based Programs: Selected Results

	Change In Crime (# of EB Studies)	Benefits Minus Costs (per-person, life cycle)
<u>Adult Offenders</u>		
Adult Drug Courts	-8.0% (57)	\$4,767
Education Prgs., Prison	-7.0% (17)	\$10,669
Drug Tx in Prison (TC or out-patient)	-5.7% (20)	\$7,835
Cog-Behavioral Treatment	-6.3% (25)	\$10,299
ISP: surveillance	-0.0% (23)	-\$3,747
ISP: treatment	-17.1% (11)	\$11,563
Electronic Monitoring	-0.0% (9)	\$870
<u>Juvenile Offenders</u>		
Functional Family Thpy.	-15.9% (7)	\$31,821
Family Int. Transitions	-13.0% (1)	\$40,545
Aggression Repl. Trng.	-7.3% (4)	\$14,660
MDT Foster Care	-22.0% (3)	\$77,798
<u>Prevention</u>		
Pre-School* (low income)	-14.2% (8)	\$12,196
Nurse Family Partnership*	-36.3% (2)	\$27,105

Results for Three Example Portfolios of Evidence-Based Options

Prison Supply & Demand in Washington: 2008 to 2030



Taxpayer Summary Statistics

	Current Level	Moderate	Aggressive
Annual cost of portfolio	\$41 million	\$63 million	\$85 million
Long-run net taxpayer benefits	\$1.1 billion	\$1.7 billion	\$2.4 billion
Benefit-to-cost ratio	\$2.45	\$2.55	\$2.60
Return on investment	24%	27%	28%
Crime Rate in 2020 (2005 rate = 52)	48	48	49

Reducing Crime and Taxpayer Costs

- ✓ **COMPREHENSIVE & LONG-TERM ...**
Adult offender programs and *juvenile* offender and *prevention* programs need to be in the portfolio.
Compound Interest: Small gains, over time, matter a lot.
- ✓ **ASSESSMENT ...**Use formal assessment tools to align the right criminal justice resource with the right offender.
- ✓ **STATE & LOCAL EFFORTS ...**Fiscal and policy coordination is vital for many adult, juvenile, and prevention options.
- ✓ **PROGRAM ACCOUNTABILITY ...**It's critical to implement programs with quality control ("*Starbucks*")
- ✓ **EXPERIMENT ...**Try some non "evidence-based" approaches as well; evaluate the results rigorously

October 2006

EVIDENCE-BASED PUBLIC POLICY OPTIONS TO REDUCE FUTURE PRISON CONSTRUCTION, CRIMINAL JUSTICE COSTS, AND CRIME RATES[‡]

Current long-term forecasts indicate that Washington will need 6 to new prisons by 2020 and possibly another prison by 2030. Since a typical new prison costs about \$250 million to build and \$45 million a year to operate, the Washington State Legislature expressed an interest in identifying alternative "evidence-based" options that can: a) reduce the future need for prison beds, b) save money for state and local taxpayers, and c) contribute to lower crime rates.

The 2005 Legislature directed the Washington State Institute for Public Policy (Institute) to report by October 2006, whether evidence-based and cost-beneficial policy options exist.

If economically sound options are available, then the Legislature also directed the Institute to project the total impact of alternative implementation scenarios.¹

This report describes our results to date. We begin by providing background information on historic and projected incarceration rates in Washington, as well as a history of crime rates and fiscal costs of the criminal justice system. We then describe the process we use to determine if evidence-based and economically sound options exist and we present our findings. This is followed by our projections of the impact of alternative implementation scenarios. We conclude by discussing some implications of the findings and next steps. For technical readers, appendices begin on page 18 and describe our research methods and results in greater detail.

Original authors: Chris Aoki, Maria Miller, and Elizabeth Diller. 2006. *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. Olympia: Washington State Institute for Public Policy.

Summary

Under current long-term forecasts, Washington State faces the need to construct several new prisons in the next two decades. Since new prisons are costly, the 2005 Washington Legislature directed the Washington State Institute for Public Policy to project whether there are "evidence-based" options that can:

- reduce the future need for prison beds,
- save money for state and local taxpayers,
- contribute to lower crime rates.

We conducted a systematic review of all research evidence we could locate to identify what works, if anything, to reduce crime. We found and analyzed 528 rigorous comparison-group evaluations of adult corrections, juvenile corrections, and prevention programs, most of which were conducted in the United States. We then estimated the costs and benefits of many of these evidence-based options. Finally, we projected the degree to which alternative "portfolios" of these programs could affect future prison construction needs, criminal justice costs, and crime rates in Washington.

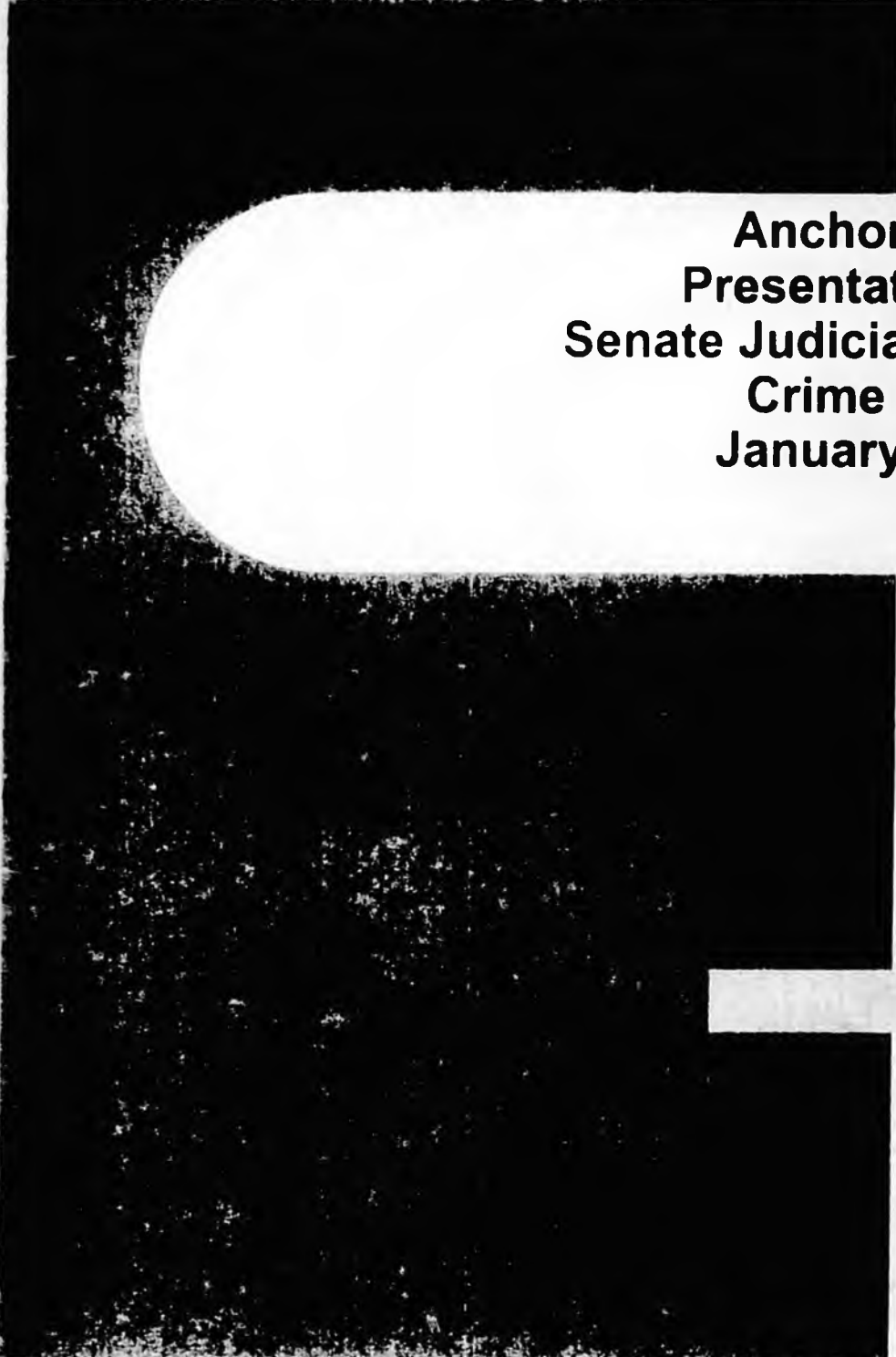
We find that some evidence-based programs can reduce crime, but others cannot. Per dollar of spending, several of the successful programs produce favorable returns on investment. Public policies incorporating these options can yield positive outcomes for Washington.

We project the long-run effects of three example portfolios of evidence-based options: a "current level" option as well as "moderate" and "aggressive" implementation portfolios.

We find that if Washington successfully implements a moderate-to-aggressive portfolio of evidence-based options, a significant level of future prison construction can be avoided, taxpayers can save money, and crime rates can be reduced.


Institute
Publications:
www.wsipp.wa.gov

Thank You!

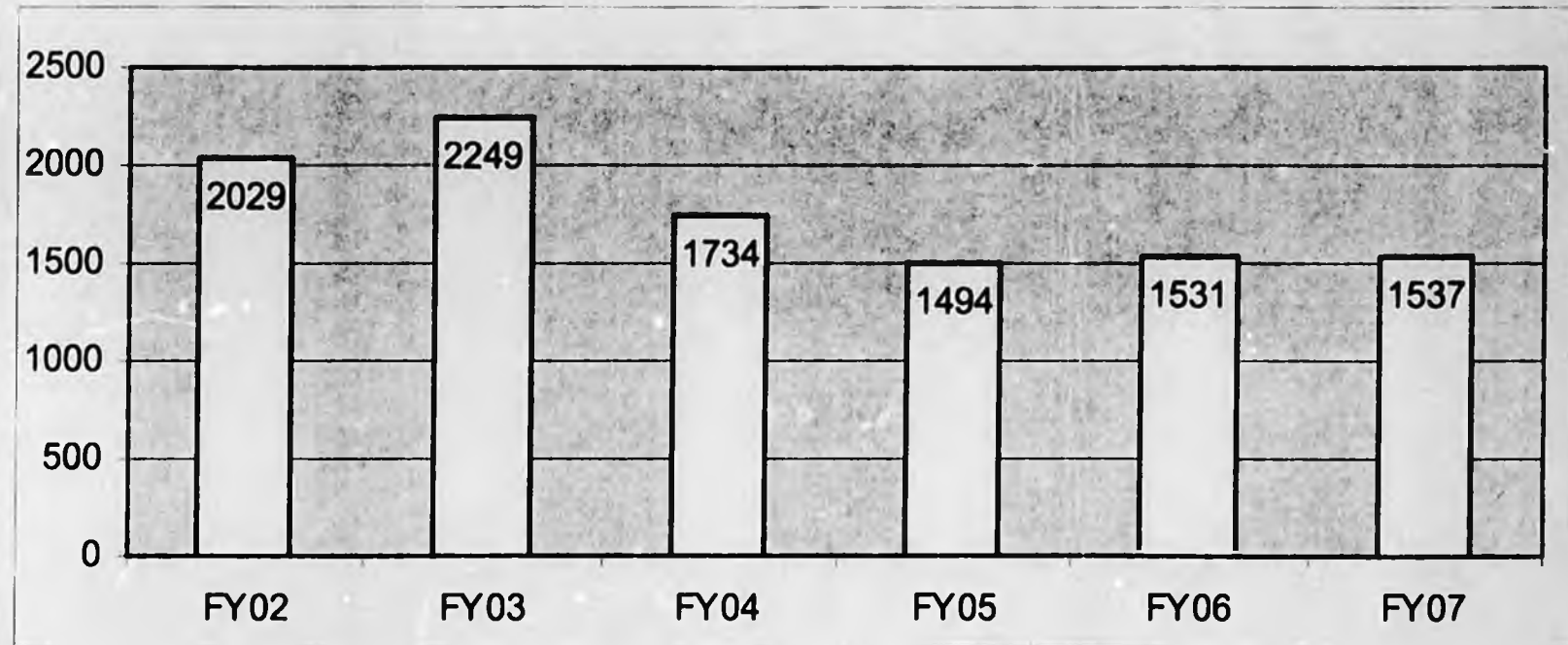


**Anchorage DJJ
Presentation for the
Senate Judiciary Committee's
Crime Summit
January 17, 2008**

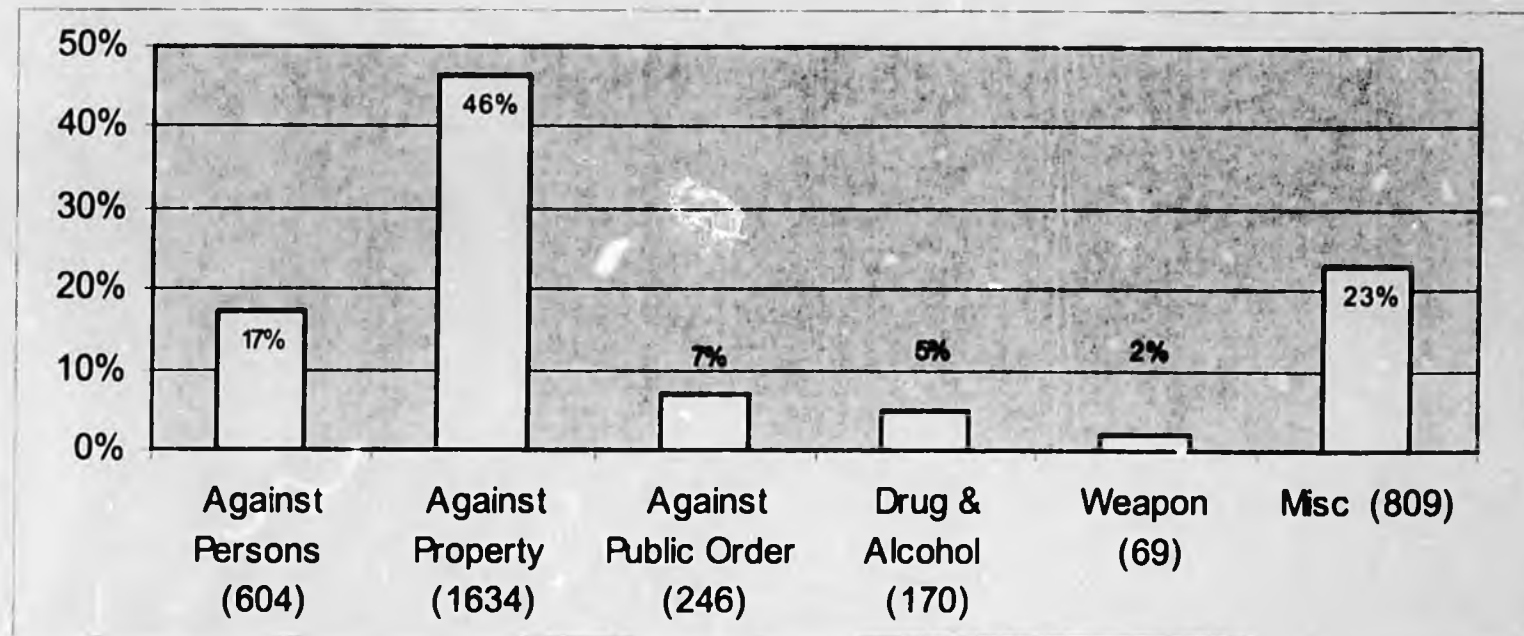
The Mission of the Division of Juvenile Justice is to hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime.



Unduplicated # of juveniles referred to Anchorage DJJ FY06 & FY07

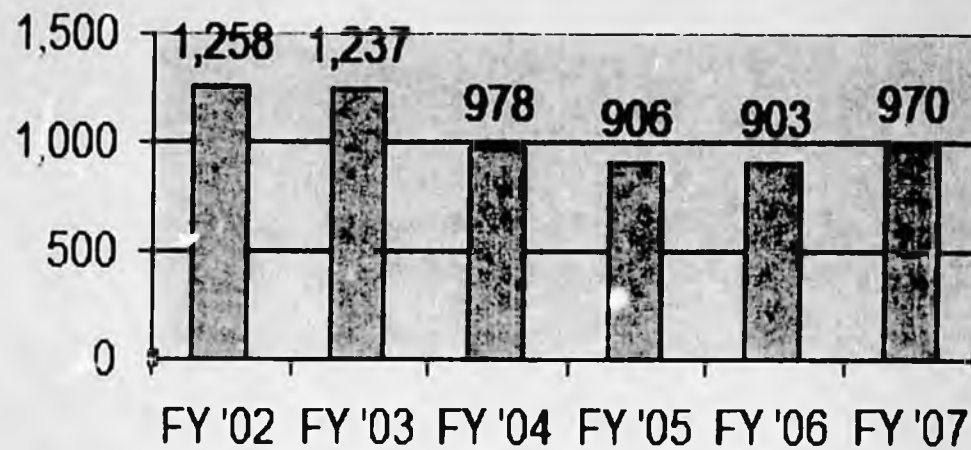


Charges by Type for Anchorage DJJ referrals FY07



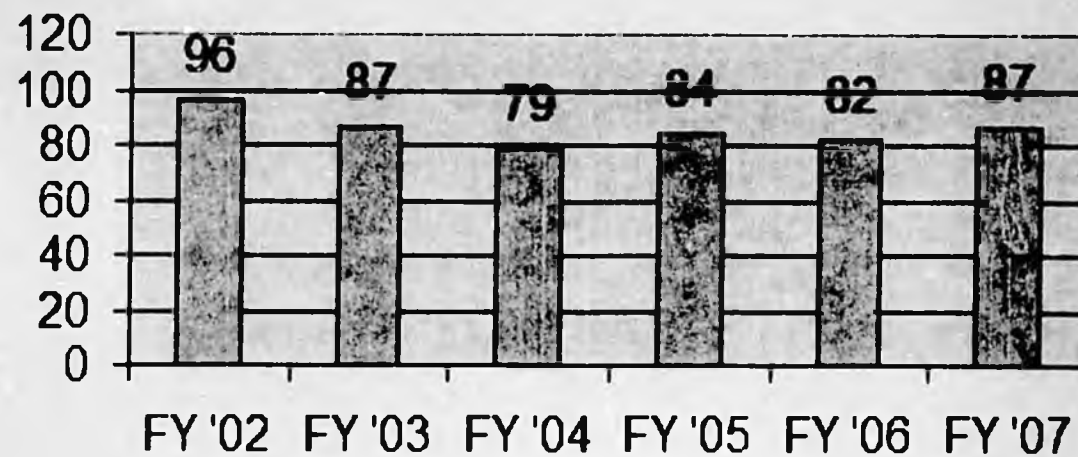
MYC Detention Admissions FY02-FY07

MYC Detention Admissions
FY '02- FY '07

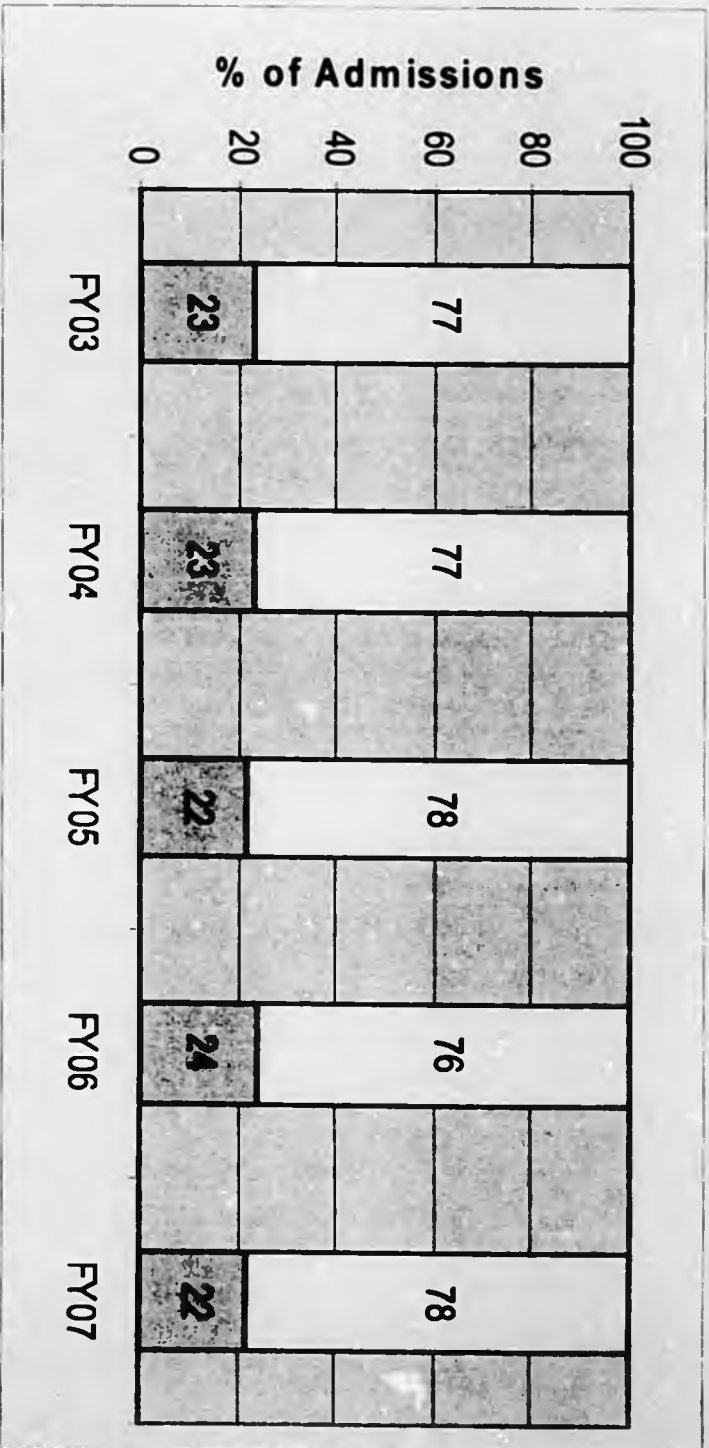


MYC Program Admissions FY02-FY07

MYC Program Admissions FY '02- FY '07



Gender Differences in MYC Detention Admissions FY03 - FY07



How many juveniles have a Mental Health Diagnosis?

FY07 DSM IV Breakdown of Juveniles



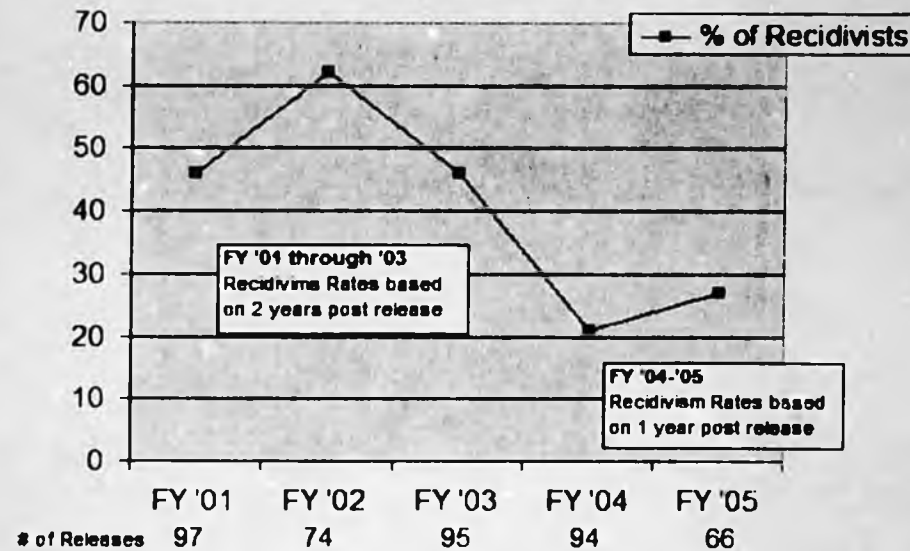
NO Diagnosis
54%



Primary
Diagnosis
46%

Recidivism Rates of Institutionalized youth at MYC FY01 – FY05

**McLaughlin Youth Center Recidivism Rates
2000-2005**



Successes

- **Partnerships**
 - Making a Difference Program
 - Anchorage Youth Court
 - Reclaiming Futures
 - Anchorage School District
 - Anchorage Police Department
 - Juvenile Justice Working Group
 - Tri-Borough Anti-Gang and Violence Policy Team
 - Disproportionate Minority Contact Committee

Successes

- Partnerships, continued
 - Tribal Youth Reentry Effort, with Alaska Native Justice Center
 - Boys and Girls Club
 - Mentoring Program with Big Brothers/Big Sisters and UAA
 - Job Readiness Skills taught in collaboration with Boys & Girls Club, Anchorage School District, WIA
 - Alaska Mental Health Trust grant

Successes

- **Evidence Based Interventions**
 - Cognitive Behavioral approach
 - Aggression Replacement Training
 - Clinically supervised, research based substance abuse curriculum
 - Performance Based Standards (PbS)
 - Strength Based Programming
 - Transitional Services Unit

Challenges

- Community based resources for special populations, including youth with domestic violence issues, sexual offending issues, youth with identifiable mental health disorders and substance abuse issues
- Resources to proactively respond to youth identified as high risk to offend
- Aging facility in need of significant repair and renovation
- Funding for sufficient facility staffing levels

Senate Judiciary Testimony

Greetings Honorable Senators

Overall the Alaska State Troopers continue to see an increase in calls for service of all types, especially white collar crimes, computer and identity theft type crimes, domestic violence calls, and property crimes. This of course can be attributed in part to population growth and the education of the criminally inclined regarding computers and the internet. It can also be attributed in part to the inefficiency of our system. Of course, Alaska is still number one for over 10 years in the UCR Forcible Rape category. The definition of that category does not include all of Alaska's sexual assaults or sexual abuse of minors, as our statutes are more broad than the UCR definition of the category. This would, if it could, make us even higher than number one. We are also seeing many more Search And Rescues's. In 2007 we responded to 721. That is about 2 per day. SAR's are very time consuming and expensive in manpower, effort and money. These will likely continue to increase due to greater access to the wilderness, more tourists, more citizens without proper training or precautions and the proliferation of big boy outdoor toys.

AST continues to make significant illegal drug and alcohol cases every day. There are many interdictions at the airport and mail facilities. There is still plenty of work in this area of criminality which is of course the basis for several of our other social and criminal problems that affect urban and rural Alaska. This is an excellent restriction point that diminishes downstream work and problems.

AST does very well in three areas;

- 1) Very complicated and very serious crimes like homicides and sexual assaults. And you may have noticed that our cold case squad has recently been very successful in a number of cases. These are examples of being able to devote the needed time to a case.
- 2) Immediate response to emergencies and calls for service; and
- 3) Search and rescue.

AST faces significant challenges in four areas as far as quantity and quality of work is concerned:

- 1) Investigative and follow up capabilities from uniformed patrol such as on DV's, burglaries, and injury MVC's (motor vehicle collisions). Troopers make an immediate response and then make another immediate response to the next call, one right after the other. So we do well on the immediate response, but we do terrible on follow-up. It is completely analogous to an emergency room triage situation, but whereas the ER Doc or a nurse will return, we do not have the time in many cases to get back to the initial patient for follow-up or referral in a timely manner. (Mention the "Anatomy of a Call for Service. Many people do not understand how complicated a call for service can be and that it is usually not completed in one visit.)

- 2) Judicial services, prisoner transportation and court security- the amount of work in this area just continues to increase as more courtrooms are added and population increases. There are almost 10,000 un-served arrest warrants in the state. Here is a copy of the Frontiersman which has a listing of over 2100 arrest warrants in the Mat-Su Valley and Glennallen. This type of problem causes the system to move in fits and starts rather than smooth production of work and services.
- 3) Lack of investigative services for felony crimes such as white collar crimes (we have three white collar investigators in ABI), identity theft, internet crimes and property crimes-not to mention SA's /SAM's.
- 4) Presence on Alaska's Highways. Right now, unless we are working using grant funds, AST does not have a dedicated highway safety plan that significantly modifies aggressive and poor driver behavior in order to prevent or diminish collisions. AST also does not have an adequate presence to check on drivers during poor weather conditions on many stretches of highway. Our current response is to conduct highway traffic law enforcement when we have no calls for service to answer or we have no follow-up to finish. In other words, almost never. We conduct highway patrol when we are on our way to another call for service, not as a directed task.

There are two areas where I have significant concerns for the safety of our troopers:

- Single rural troopers answering serious calls by themselves and
- Judicial services/court security officers.

AST still, along with law enforcement around the country, faces significant challenges with recruitment and retention. Law enforcement just does not seem to be as attractive a career to these recent generations. AST has been able to fill authorized positions, but not as quickly as we would like. After this next academy and lateral hire interval, we will be close to having all the authorized positions filled. It took approximately three years to make a net gain of 3 positions, and this includes the 19 out of the last academy that are still in field training. We suffered through several recent years of high numbers of separations and we anticipate approximately 12 to 15 retirements and separations per year in the coming years. We are in the process of conducting a staffing study to determine hiring and staffing needs for the next five years. The average experiential age of a trooper is @7.5 years and this drops every year. AST had an exceptional recruitment year in 2007 and was able to graduate 19 AST and 3 AWT in the last academy. This is not holding true for 2008 so far.

Although there have been some significant upgrades to APSIN in the last few years that include a more modern operating system and greater interoperability, AST is approx 25 years behind where we should be on the technology front. An example of a success in this area is ALEISS, wherein agencies across the state share information via their records management systems. AST is a user but not a contributor because we, the state police do not have an electronic records management system. Adequate and current technology could significantly impact our work in a positive way (i.e., more work output with the same number of personnel and faster response to the public). Our technology support

staff is significantly under-resourced. The public does not understand and cannot comprehend how backward AST is regarding technology. This provides inadequate and antiquated services to the public because of our outdated business processes, i.e. citizens should be able to report on-line and receive copies of reports on-line rather than an in-person request that may require two trips to AST.

Many of AST facilities are seriously out-of-date. Although there has been significant progress in recent years to provide new trooper housing which is extremely helpful in the recruiting efforts, this does not address the aged, dilapidated, and expensive business and office structures. We also do not have adequate regional shooting ranges. Confidence in your professional abilities, be it with your weapons or with your interview techniques helps to lower the number of complaints and lawsuits.

With these problems and the youthfulness of our work force, will begin to see even more citizen's complaints; lawsuits for a myriad of reasons from excessive force to inadequate response; and orders from the court to show cause as to why AST did not produce those services that are mandatory by law (show the newspaper from the Frontiersman with all the warrants in B Detachment). As this increase in dissatisfaction grows, AST will spend more time in self-examination and internal investigations to explain the shortcomings. This will create a negative feedback spiral, which will impact employee morale and citizen services and eventually recruitment and retention.

The answer to these problems is not necessarily to throw money at them. In fact, an unplanned infusion of money or capital could divert resources away from priorities. More importantly, the answer is to develop a plan for infrastructure replacement and upkeep, staying apace with current technology, and adding personnel in the correct areas at the correct time. In other words, we need to improve services according to a well-thought out business plan that is coordinated with other division and agency plans based upon common priorities.

At AST we have a new 10-year plan in place that will guide us in making two five-year plans. We will focus on four areas simultaneously: 1) Services, 2) Internal Capability, 3) External Relations and 4) Growth. The fourth one, Growth, does not necessarily mean an increase in personnel or costs, but rather planned development according to increases in populations or changes in the business of public safety. It also means "development" as in a maturation of the agency which includes succession planning and employee training. And it means "development" as in systemic inter-relations and interoperability using current and modern business practices, technology, and services. AST will be working on two fronts, internal and external. Internally, we will be focusing on our main assets, our employees. Externally, we will be trying to modernize our facilities and our business practices. This means we must be more communicative so we can educate and inform all our partners and the public we serve as to what our problems and our plans are. All this leads to better services.

The best thing that could happen to AST is to be able to run our operation in a prospective manner rather than a reactionary manner. We need to be planning for 5 years

in to the future. That also gives us the capability to adjust or correct our course if necessary to fit in with system-wide priorities. Right now we operate our infrastructure in a mostly "break-fix" manner and our annual operating plans and budgets can be upset by one major disaster or lawsuit. In our current budget proposal and 10-year plan, you will see that AST is working to provide some factual assessment of our technology, our facilities, and our manpower capabilities. When we get that information, we want to look forward with it.

To be successful in these endeavors, we need to cause you the legislature and the public to look at us in a different manner. The need for law enforcement will never go away, but the need and the cost can be diminished if it is efficient and effective. AST can be neither, if current practices continue. Now is the time to think of your public safety agency as an investment. We could actually save the state money on many of the social ills facing us if we were able to run AST in a pragmatic, business-like manner. Government should seldom take over individual or familial responsibilities, but there are many out there who would victimize others if they thought there were no consequences. We need to make those consequences believable and real.

The best thing that could happen to the Alaska criminal justice system is for it to be thought of in a global and systemic manner. The disparate parts of the system need to be integrated and standardized and to do that; we need system-wide oversight and direction. For example, there is the capability out there to create a technological system that has the accounting ability to determine how much work product moves from one part of the system to the other, what program was productive and what was not, which employees are productive and which are not, and subsequently which agency is productive and which is not. Right now it is very difficult to hold any agency or part of an agency responsible for anything because they can always look to the inefficiency of the system as their excuse. There should be a formalized Criminal Justice System governance committee, with appropriate subcommittees, such as technology, that is mandated to plan, organize and provide deliverables such as goals, schedules, and issue focus at least five years out in to the future. This would give the system underneath the direction that is sorely needed for planning.

I know that this looks like a daunting task with unimaginable amounts of money required, but that is just not so. We need a system-wide focus and tenacity on priorities and we need to look at the timing of this solution in terms of decades. This cannot be fixed overnight or just with money. It needs to be fixed with planning that requires incremental and affordable change. That requires a clear goal and a clear direction. The goal is easy: we need a balanced, coordinated, and up-to-date criminal justice system. The direction is forward, one step at a time. The impediment to all this is in our collective head not our pocketbook.



**Fairbanks Police Department's Report to Council, January 21, 2008
With Statistical Summary for the 2007 Calendar Year**

Personnel/Staffing Update

Commissioned Hires: The Fairbanks Police Department was budgeted for forty-four (44) commissioned personnel in 2007. We operated through the majority of the year with forty-three officers, due to retirement/resignations and subsequent replacements. We have begun the 2008 year at one under our authorized strength of forty-four (47) positions, with one candidate currently in the pre-hire process. Of our current officers, one (1) is our federally-funded *Weed-and-Seed* position, four (4) are reimbursed through our Alaska Highway Safety Office (AHSO) grant, and our Drug Investigator assigned to ABADE is reimbursed through Byrne/JAG funds. Of our currently-filled 46 positions, two are currently undergoing their initial field-training.

Crime Statistics- January 1st through December 31st, 2007

	2001	2002	2003	2004	2005	2006	2007	% Change From Prior Year
Homicide	3	2	4	2	3	1	5	--
Sexual Assault	60	45	48	54	56	68	42	-38%
Robbery	31	35	41	45	69	47	42	-10%
Aggravated Assaults	67	216	245	152	195	154	179	+16%
Other Asslts	1896	1678	1597	1394	1260	770	744	-3%
Burglary	224	233	268	230	243	306	248	-19%
Theft	990	999	1163	1133	1263	1285	987	-23%
Vehicle Theft	206	136	136	153	224	165	164	0%
Total UCR Index Crimes	3477	3344	3502	3163	3313	2796	2411	-14%

Homicides reported within city-limits were high in 2007 relative to recent years. However, given such a small sample-size, one or two incidents (such as the double-murder that we began the year with) can grossly inflate the average of two or three such incidents that we normally experience. Aggravated assaults were the only other major UCR crime category in which we experienced a measurable increase (16%) in 2007. As noted in previous reports to Council, a significant portion of these assaults are attributable to domestic violence situations, where either a weapon is used, or serious injuries such as strangulation occur.

Other serious crimes-against-persons, to include sexual assaults and simple assaults, were down from 2006 levels, with a significant reduction in reported sexual assaults. We have also seen a measurable reduction in our area property-crime, with reductions in both the number of burglaries and the number of reported thefts. Incidents of vehicle theft remained relatively constant from 2006.

Order Maintenance and Safety

TITLE 47 – We responded to a total of **237** incapacitated subjects during the month of November. In December we responded to **286**. For the entire year of 2007, we responded to a total of **3117** calls of incapacitated subjects. This represents a **48% increase** in the number that we handled in 2006, and represents the highest number we've dealt with in the past seven years. As has been discussed through the year, FPD was burdened with a considerable increase in the number of our pick-up/transport in early 2007, as FNA's CSP program efforts were phased-out. During the height of the summer months, as the Downtown Association's replacement CSP program struggled to receive funding and full-staffing, FPD continued to carry this burden. During the fall of 2007, the Downtown Association's program showed a steady increase in their number of pick-ups relative to FPD. In November the CSP responded to 238 such calls, and in December they responded to 209 calls. This equates to a respective share of 50% and 48%, a significant improvement over earlier months! It would appear that CSP services are now "leveling out." At present staffing levels, I don't believe they will be able to achieve the 65% relative-share of calls that we experienced under a fully-staffed FNA program.

Domestic Assault

Response to domestic and family violence in Fairbanks continued to present a problem of significant magnitude for our Department in 2007. The amount of domestic violence calls that the Fairbanks Police Department responded to in the month of November was **77**, dropping in the month of December to **60** calls, which is somewhat unusual for the holiday period. **19 arrests** for domestic-violence related cases were experienced in the month of November, followed by **29 arrests** in the month of December. In total, **360 arrests** were made by F.P.D. for domestic-violence related calls in 2007, representing a 12% reduction from 2006 arrest levels. Reports of domestic assaults in progress, service of protective orders, subsequent arrests, and investigations for violations of protective orders and/or offender's conditions-of-release consume a significant amount of patrol resources. In 2007 the Fairbanks Police Department responded to a total of **855** domestic-violence related calls.

Traffic

As we entered 2006, F.P.D. was successful in obtaining a significant grant through the Alaska Highway Safety Office (AHSO) to fund and equip a dedicated DUI/Traffic Enforcement Unit. This two-man unit was put into place in May of 2006, and continued to be staffed and funded through 2007. Working in conjunction with our regular complement of patrol officers, and utilizing additional AHSO directed-enforcement programs, we have produced significant results in this area:

- **DUI & DWSOL** – There were **50 DUI & Refusal** arrests made in November and December of 2007, and **18 DWSOL** (Driving with a Suspended/Revoked License) arrests. 2007 saw a total of **375 arrests** for DUI/Refusal, representing a 26% increase over “pre-implementation” efforts. Additionally, there were a total of **168 arrests** for driving with a revoked or suspended license in 2007.
- **CITATIONS** – There were **453** citations issued during the months of November and December, with a total of **4,287** citations issued in 2007. Additionally, our officers issued **257** citations for Minors Consuming Alcohol. We have already put the (new) third member of our Traffic Unit in place for 2008, and will install the fourth member once our first new-hire is out of field-training.
- **INCREASED STAFFING FOR 2008**- As noted previously, our 2008 Highway Safety grant will allow us to place two (2) additional traffic officers in our unit this coming year. Sgt. Matt Soden has already been put in place as the third member, performing both traffic enforcement and field-supervision duties. The fourth member will be put in place as soon as one of our new-hires completes FTO training and is deployed into patrol.

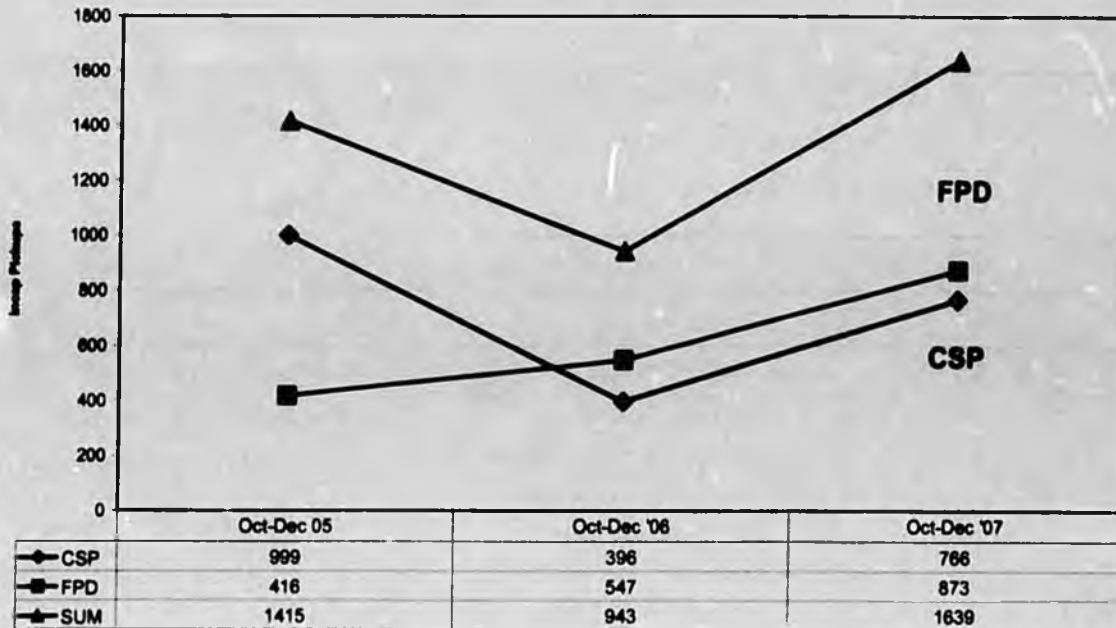
Other Items of Interest:

- **WEED AND SEED:** While our federally-funded *Weed-and-Seed* program experienced some starts and stops in 2006, placement of Cathy Persinger as the full-time Site Coordinator through United Way has led to sustained, coordinated action throughout 2007. Working in close coordination with Cathy, our assigned *Weed-and-Seed Officer*- Alana Malloy- has led multiple investigations and community collaborations in the area. The four sub-committees under the program- law enforcement, community policing, neighborhood restoration/revitalization, and substance-abuse/treatment are all working together to initiate positive change in our designated “footprint” area.
- **DEPARTMENT ACCREDITATION:** After completing an exhaustive review of Department policy, procedures, and overall operations, our application for accreditation to the *Alaska Law Enforcement Agency Accreditation Commission* (ALEAAC) was submitted in November of 2007. We are now awaiting ALEAAC’s assignment of an assessment-team, who will travel to Fairbanks to conduct an on-site assessment of FPD operations in 2008.

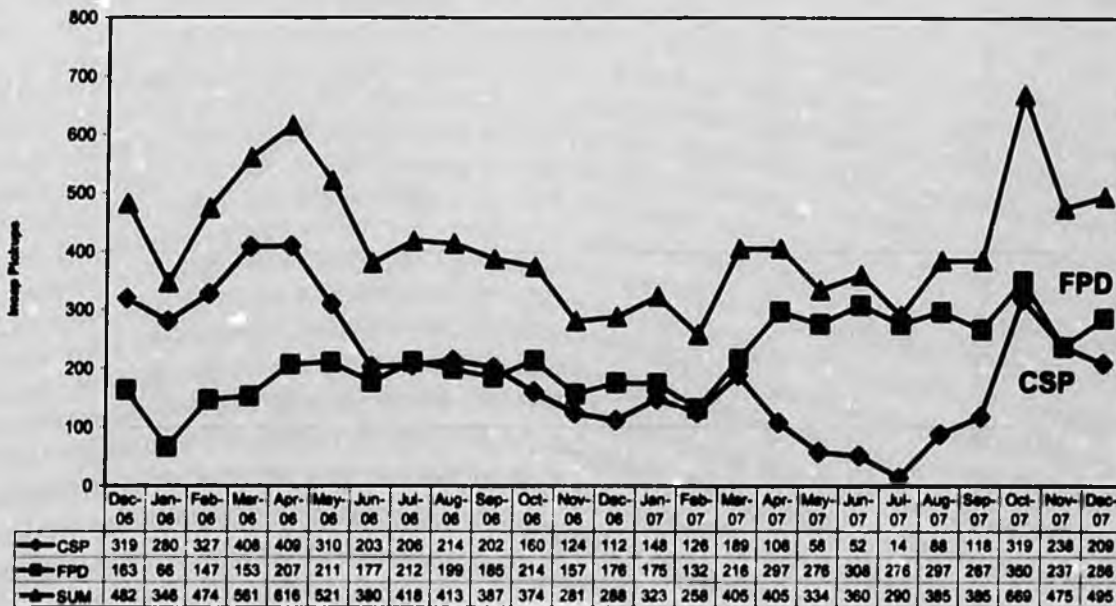
- **CONTINUED STRATEGIC PLANNING:** Last year I worked with my command-staff on the development of a three-year strategic plan, which guided our department's operations in 2007. As we enter 2008, we will revisit the plan, integrating the feedback that we receive from the City's *citizen-review committee* as we continue our "three-years out" planning process.
- **LEADERSHIP TRANSITION:** One significant component of our Department's strategic plan addressed planned leadership development and transition. The first such major instance addressed was the replacement of our Investigations Unit Supervisor, Lt. Dusty Johnson. Pre-planning and advance-training allowed for the successful transition into this critical position by Lt. Dan Welborn in July of 2007. Following this model, Deputy Chief Brad Johnson has now been selected and slated for attendance at the FBI National Academy for the Fall 2008 session.
- **ANNUAL REPORT:** Our Department's comprehensive *Annual Report* is slated for completion and distribution in March of 2008. City residents have placed a significant emphasis on accountability in government operations. This report provides us with opportunity to reflect information in three critical areas:
 - Current department structure, resources, and focus of operations
 - Current community crime statistics, as well as operational statistics
 - Goals and objectives for future operations
- **INCREASED FOCUS ON PROPERTY-CRIME IN 2008:** While we've seen an appreciable drop in both burglaries and thefts between 2006 and 2007, we are committed to make a significant impact on area property-crime in 2008. By directing additional investigative resources through the formation of a dedicated "Property Crimes Unit" in our Investigations Division, having our bolstered traffic presence and other patrol officers work in close coordination with this unit, and by working to form an inter-agency task force with AST, we want to send the clear message that those offenders who commit property crimes in the City of Fairbanks will be caught and prosecuted.

GOLDEN HEART PROJECT DATA- RESPONSE TO CHRONIC INEBRIATES IN FAIRBANKS FOR 2007

Off The Street



Off The Street



Fairbanks Population, Crime, and Police Staffing

A report to the City of Fairbanks Public Safety Commission by Chief Daniel Hoffman

October 10th, 2006

PART ONE: CITY POPULATION

The City of Fairbanks serves as the seat of government for the surrounding North Star Borough, which comprises a total population of 87,650 residents. As the center of commerce and distribution-hub for all of Interior Alaska, with multiple highways leading in and out of the City, it can reasonably be argued that the "effective population" of the City is somewhat greater than the 31,182 residents which reside within City limits. One only need to look at a comparable sized city such as Juneau- nearly identical in size to the City of Fairbanks, but removed from the road system and without a surrounding large Borough population, to see the exceptional differences in crime in these respective communities.

In order to compare "apples to apples," however, we are forced to evaluate our City from its reported size of 31,182 residents- even though we are obviously dealing with a larger effective population. Additionally, there are those in the community who would argue that the population of Fort Wainwright- our residential Army base that actually falls within our City limits- should be excluded from this population estimate. I don't believe that such exclusion makes inherent sense, and should be immediately dismissed for the following reasons:

- 1.) Despite the fact that Fort Wainwright has its own military police to deal with purely military matters, the Fairbanks Police Department is frequently called to investigate reported crimes on the base, particularly when civilians are involved.
- 2.) The population base comprising the residential component of Fort Wainwright is made up of largely young men, in the statistically highest age-group for those who are likely to engage in criminal activity. One only need to look at the reported assaults, sexual assaults, disorderly conducts, DUI's, etc. that the Fairbanks Police Department deals with on a weekly basis to see that our inclusive military population has a significant impact on crime and disorder in Fairbanks.
- 3.) Perhaps most importantly, the Uniform Crime Report (U.C.R.) statistics that are used for comparison-purposes in this report *reflect only those crimes that are reported to and handled by the Fairbanks Police Department*. Calls for service and military-on-military reports that are handled on-Post by the Fort Wainwright military police are not accounted for and/or included in City of Fairbanks crime statistics.
- 4.) Lastly, the argument that Fort Wainwright should be excluded due to the fact that F.P.D. officers don't routinely patrol the bases' residential neighborhoods is completely moot. Due to the heavy call-volume and demands for service that we currently respond to, our own City residential neighborhoods do not receive random, proactive patrols either.

PART TWO- COMMUNITY CRIME LEVELS

How, then, does crime in the City of Fairbanks compare with other similar communities? This question was posed to the U.A.F. Justice Department in 2005; they were tasked with finding truly "comparable communities" elsewhere in the United States- those being defined as a central cities of 30,000 to 45,000 residents, surrounded by a larger borough or county population comprising a total of 80,000- 100,000 residents. These communities are listed in Table 1 below, with the City of Fairbanks included at the bottom of the table.

Table I.- CENTRAL CITIES SURROUNDED BY LARGER BOROUGH POPULATIONS

<u>State</u>	<u>County</u>	<u>Population</u>	<u>City</u>	<u>Population</u>
Washington	Cowlitz	96,189	Longview	35,741
Texas	Angelina	81,492	Lufkin	33,162
Texas	Bowie	90,248	Texarkana	35,199
Georgia	Floyd	94,009	Rome	35,303
Georgia	Lowndes	95,787	Valdosta	45,059
Georgia	Whitfield	89,461	Dalton	30,341
Alabama	Lauderdale	87,515	Florence	35,852
Michigan	Midland	84,615	Midland	42,175
West Virginia	Wood	87,100	Parkersburg	32,100
Virginia	Albemarle	88,726	Charlottesville	39,162
Wisconsin	Manitowac	81,864	Manitowac	34,080
Illinois	Vermillion	82,786	Danville	33,106
Tennessee	Bradley	91,196	Cleveland	37,368
Arkansas	Garland	92,141	Hot Springs	36,770
New York	Chemung	89,984	Elmira	30,336
Alaska	North Star	87,650	Fairbanks	31,182

(Source: <http://quickfacts.census.gov/qfd/index.html>)

After these communities were identified, the respective numbers of reported criminal offenses for each community (using 2005 U.C.R. data) were quantified, and compared with the crime experienced in Fairbanks. The results of this comparison are listed on the following page under Table #2.

Table 2: COMPARATIVE CRIMES FOR SIMILAR-SIZED COMMUNITIES

City	Homicide	Sex Assault	Robbery	Agg. Assault	Burglary	Theft
Longview	1	12	37	150	910	2511
Lufkin	1	21	39	139	483	1596
Texarkana	6	27	68	308	645	2135
Rome	6	13	67	352	624	1972
Valdosta	3	24	101	170	600	2489
Dalton	0	4	42	149	285	1426
Florence	0	15	42	109	304	1241
Midland	0	18	4	51	14	830
Charlottesville	1	20	71	211	195	1229
Manitowac	0	8	6	28	176	888
Cleveland	3	10	30	267	452	1518
Hot Springs	3	18	80	291	915	3246
Average	2	15.8	48.9	185.4	477.8	1756.75
Fairbanks	3	56	69	195	243	1263

As is plainly evident, the City of Fairbanks experiences a higher number of crimes than the average City in all serious "crimes-against-persons" categories. This finding in itself is somewhat alarming, as the population-average for the cited communities is **36,684** residents. At the low end of the population range with only 31,182 residents, Fairbanks experiences an equivalent or higher number of actual crimes than most of these somewhat larger communities. More alarming are the sexual-assault statistics, which in Fairbanks show a staggering amount in excess of three times the numbers reported in comparable communities.

Lastly, while there have been significant concerns expressed over the amount of property-crime occurring in Fairbanks, we are actually doing better than many of the other cited communities. When adjusted on a per-capita basis, the City of Fairbanks is experiencing 7.8 burglaries per 1000 residents, whereas the other communities are averaging 13 burglaries per 1000 residents. Similarly, Fairbanks experiences 40.5 thefts per 1000 residents, whereas the average for the other communities was 48 thefts per 1000 residents.

Before moving on to examinations of comparable police-staffing, I would like to briefly revisit the community of Juneau, with its nearly identical population size of 32,000 residents. As was referenced in the introduction, one would expect to see a relatively lesser amount of crime in our Capital City, given the fact that they have no outlying population affecting their residence-base. However, the true disparity in crime in our respective communities is significant, as expressed in Table 3.

Table 3.- Fairbanks vs. Juneau 2005 U.C.R. Crime Statistics

<u>Crime</u>	<u>Fairbanks</u>	<u>Juneau</u>	<u>% Difference</u>
Homicide	3	0	--
Sexual Assault	56	30	+86%
Aggravated Assault	195	89	+119%
Simple Assault	1260	433	+190%
Robberies	69	14	+392%
Burglaries	243	125	+94%
Larceny	1263	1124	+12%
Auto Theft	224	47	+376%

Clearly, there is a significant difference in the amount of crime experienced in Juneau versus that of Fairbanks. Inclusive in the above assault statistics- and another effective barometer of the relative difference in the use/demand on police resources- is the relative difference in domestic violence in our respective communities. In 2005, the Juneau Police Department responded to 458 incidents of reported domestic violence, while the Fairbanks Police Department responded to 902 such calls.

With crime alarmingly higher than our nearest base of comparison in Alaska, and significantly higher in serious crimes-against-persons categories than other comparable communities in the lower 48, one would expect that the Fairbanks Police Department would be staffed at levels comparably higher- or at the very least equivalent to- the police staffing in these other communities in order to effectively address the serious crime issues that we face. Unfortunately, this is not the case.

PART THREE- COMPARATIVE POLICE STAFFING

Every year, the Federal Bureau of Investigation evaluates and quantifies the number of sworn, full-time police personnel servicing a given jurisdiction. These numbers are expressed as a ratio, (i.e. # of officers per 1000 residents) and are further broken-down according to geographic regions and community size/types.

In the F.B.I.'s *CRIME IN THE UNITED STATES* for 2004, the most recent year completed, it was found- for city/municipal police departments- the nationwide average for police staffing is **2.3 sworn officers per 1000 residents**. This number varies by region, with the Northeast having the highest ratio at 2.7 officers per 1000 residents, and the Western U.S. having the lowest average at 1.7 officers per 1000 residents. Cities that fell within the size-range of Fairbanks (25,000- 49,999 residents) had an average of **1.8 sworn officers per 1000 residents**.

Examining these numbers, it is clearly evident that the City of Fairbanks falls well below national- and even regional- averages. Our current authorized-strength of 43 sworn officers for a City of 31,182 equates to a ratio of **1.38 officers per 1000 residents**. If the City of Fairbanks were staffed at the national average, we would have seventy-one officers serving our community.

Even at the regional average of 1.8, Fairbanks should have a minimum of fifty-six officers serving our City, an increase of thirteen additional officers over what we have currently. This, of course, presupposes that we would staff the "national average" to deal with "average crime rates." As has already been explicitly shown, our crime-rates are significantly above average, and would thus suggest staffing-levels that should exceed these averages as well.

Returning to the aforementioned U.A.F. study of "comparable communities" in the lower-48, I've taken the liberty of listing the eight communities with the smallest populations- those closest to the City of Fairbanks. Table 4 (below) shows the number of full-time, sworn officers employed by each of these respective cities.

Table 4- Police Staffing

City	Population	Homicides	Sex Assaults	Robberies	Agg Assaults	Burglaries	Thefts	# of Police	Police/1000 residents
Longview	35,741	1	12	37	150	910	2511	56	1.56
Lufkin	33,162	1	21	39	139	483	1596	73	2.21
Texarkana	35,199	6	27	68	308	645	2135	80	2.27
Rome	35,303	6	13	67	352	624	1972	98	2.78
Don	30,341	0	4	42	149	285	1426	89	2.93
Florence	35,852	0	15	42	109	304	1241	90	2.51
Manitowac	34,080	0	8	6	28	176	888	63	1.84
Hot Springs	36,770	3	18	80	291	915	3246	99	2.69
Fairbanks	31,182	3	56	69	195	243	1263	43	1.37

Once again, it is plainly evident that while our crime compares with, and/or exceeds that experienced in comparable communities, the number of police which are staffed to address these problems are much greater in other communities, sometimes exceeding a 100% difference.

One other topic in this area that needs to be dealt with on a factual basis: that of assisting agencies and concurrent jurisdictions. When discussing police staffing and public-safety needs in the City of Fairbanks, some residents will ask whether or not the Alaska State Troopers, University Police, etc. are being included in this mix. They are not, nor should they be.

As has been previously stated, all of the U.C.R. Crime Statistics (and- by inference- the comparative workload put upon the Fairbanks Police Department) that have generated these comparisons are *those crimes which have been reported to-and handled by- the City of Fairbanks Police Department within our City limits.* While the Alaska State Troopers

technically share concurrent jurisdiction within the City, the reality is that their staffing situation is as comparatively bad or worse than ours, and they are tasked with covering all unincorporated areas within the Fairbanks North Star Borough, as well as extending South to Delta Junction and Cantwell, and North to Coldfoot, Manley, etc. As such, their resources are directed solely towards those areas outside of our City limits. Similarly, the University Police Department does not exercise law enforcement activity within City limits. In this respect, our City can truly be viewed as somewhat of an "island" within the much larger Borough, where all reported crime within the City is handled by the Fairbanks Police Department.

Returning once again to Juneau, it would be reasonable to assume that a City with far less crime, and far less impact of a surrounding population, would put considerably less resources toward policing. It turns out that the opposite is true; in 2006 the City of Juneau staffed eighteen additional police and police-support positions over that of Fairbanks, funding a budget of \$10.9 million dollars vs. Fairbanks' \$6.59 million dollar budget for police and central dispatch. (A 65.4% difference)

CONCLUSIONS

In 1971, before pipeline construction even began, the City of Fairbanks staffed 49 sworn officers and 25 civilian support personnel to service its (then) population of 18,600 residents, who experienced a total of 878 UCR Part-1 Crimes. By contrast, in 2005 the City was staffed with only 41 sworn officers and 16.5 civilian support personnel to service our population of 31,182 residents, experiencing a total of 2053 UCR Part-1 Crimes.

I have been criticized in the past for failing to stress that the City Police shrank to an all-time low of 33 sworn officers in the early 1990's, and that perhaps I should place greater emphasis on the fact that we have indeed grown somewhat from that point. As a City Police Officer who was actually working the streets during those years in the early 90's, I can personally attest to the fact that we were indeed operating at "crisis levels" during that time, under truly dangerous conditions. I believe that our citizenry would be shocked to know how much serious crime was going completely unaddressed during this period.

While I am indeed thankful that we have grown from that dismal period of Fairbanks history, I don't believe our citizens should be either proud or content with the fact that we have only managed to climb back to the point where we find ourselves today. We have grossly insufficient investigative resources to follow up on serious crimes, a complete lack of resources to follow up on property-crime, and patrol-staffing which barely allows for daily call-to-call response, with no staffing available for proactive, preventative measures.

Through daily and weekly conversations with all manner of individuals, business representatives, and community-groups, I receive overwhelmingly consistent feedback that indicates our citizenry desires- and often demands- a "full service" police agency. In addition to addressing serious crimes-against-persons, our community expects aggressive traffic enforcement, timely and comprehensive follow-up investigation on property crime, drug interdiction, and

preventative patrol with directed crime-prevention efforts. The Fairbanks Police Department will always be committed to providing the best service possible with whatever resources are provided. However, it is somewhat unrealistic for our community to expect that we can deliver full-service in all of the above-mentioned areas. We are currently staffed at levels significantly under the norm for comparable communities, and must deal with a crime rate that is far above the norm for a community of our size.

Returning to the minimum cited averages for "average cities" in the Western U.S., and forgetting for the moment that we have "above average" crime rates to deal with, staffing to meet these minimal averages would increase our Department by thirteen sworn positions over our present complement. To take the *extremely conservative* road and even cut this number in half, the addition of seven officers (bringing us to a total of 50 total sworn) would allow for the formation of a two-person property-crimes unit in our Investigations Division, the addition of two sexual-assault investigators, and three additional patrol officers to bolster existing shifts.

Even at these numbers, I don't believe that our staffing could be deemed sufficient. However, we somehow need to start taking measured, incremental steps towards providing the basic police services that are wanted- and needed- by the citizens we serve. I am hopeful that our Public Safety Commission will consider this assessment, and work with our elected representatives to address this most serious issue.

--End--

Memorandum of Agreement: Multi-Agency Justice Integration Consortium (MAJIC)

1. Purpose

The Consortium is formed to help agencies more efficiently share complete, accurate, timely information with each other in order to enhance the performance of the criminal justice system as a whole.

2. Need for Agreement

- ◆ For the justice system to be effective, all branches and levels of government must share critical information at key decision points;
- ◆ Without a unified strategy, information sharing efforts are undermined by mistaken assumptions, incompatible approaches, and wasteful redundancy;
- ◆ No single entity has the authority, resources or knowledge to impose information sharing on other agencies;
- ◆ Because of complex political, organizational, geographical, policy, procedural, and technological challenges and the constitutional separation of powers, we need a formal organizational structure to coordinate information sharing;
- ◆ The events of September 11, 2001 underscore the need to broaden and accelerate information sharing efforts. The 9-11 Commission's Executive Summary concluded:

Across the government, there were failures of imagination, policy, capabilities, and management.

3. Shared Principles

- ◆ We see a need for innovation and creativity in planning and developing integration technology;
- ◆ We value the work being done at the national level to develop functional, process, information, and technical standards for information sharing;
- ◆ We believe that decision making by consensus is the best way to achieve integration;
- ◆ We acknowledge the Constitutional independence of parties charged with public protection and administration of justice, but to operate effectively, each must cooperate with others;
- ◆ We recognize the need to protect the confidentiality of investigatory and deliberative processes to ensure effective operation of the justice system;
- ◆ We also recognize that public access to records declared open by law can help citizens obtain services more efficiently and help ensure accountability for the justice system;
- ◆ We understand the need to keep our information and systems secure and to protect the privacy, due process, and other rights of citizens under the United States and Alaska Constitutions;
- ◆ We seek opportunities to collaborate and cooperate with justice-related organizations at all levels of government to enhance the performance of the system as whole.

Memorandum of Agreement: Multi-Agency Justice Integration Consortium (MAJIC)

4. Scope of Agreement

We agree that justice information sharing can best be improved by working together to

- ✓ Identify processes, standards, models, tools and "best practices" that have been proven effective in real-world applications; and
- ✓ Share operational, technical, and project management resources to achieve agreed upon objectives.

Nothing in this agreement grants the Consortium the authority to

- ✓ Impose rules or standards on any agency;
- ✓ Commit the resources of any agency;
- ✓ Create, change, use, or disseminate information other than as authorized by law.

5. Participating Agencies

A government agency or organization that exchanges information with an Alaska criminal justice agency may enter into this Agreement. By signing the Agreement, the agency commits to:

- ✓ **Appoint an employee to serve as the agency's liaison** to the Consortium and carry out the responsibilities described below; liaisons can be administrators, managers, practitioners, or information technology staff – all are equally welcome because cross-disciplinary involvement is an asset to integration;
- ✓ **Review and vote on proposed amendments** to this Agreement.

A participating agency may withdraw from the Consortium at any time by sending written notice to the Consortium Administrator.

6. Agency Liaison Responsibilities

- ✓ **Serve as the agency's policy, business, and information technology point of contact** for Consortium activities;
- ✓ **Assist the Consortium with projects involving the agency**; for matters outside the liaison's expertise or authority, conduct the necessary research or provide the appropriate referral to ensure a timely response;
- ✓ **Keep appropriate personnel within the agency informed** of Consortium activities and convey agency concerns to the Consortium.

Memorandum of Agreement: Multi-Agency Justice Integration Consortium (MAJIC)

7. Consortium Steering Group

Agency liaisons willing to perform additional duties will form a Steering Group to:

- ✓ **Meet biweekly** to improve communications and knowledge transfer between agencies and disciplines; Steering Group meetings are open to all agency liaisons and other employees of Consortium member agencies;
- ✓ **Identify and endorse information sharing standards** that maximize reusability and compatibility while minimizing conflicts and customization;
- ✓ **Develop a strategic plan** identifying needs and opportunities to improve information sharing;
- ✓ **Solicit, evaluate, prioritize and provide assistance for justice integration projects;** assistance may include sponsorship, endorsement for a funding request, project management, JIEM documentation, other technical assistance, or referral to other resources;
- ✓ **Charter project teams** to implement or assist in implementing approved data exchange projects;
- ✓ **Develop a repository of "as is" and "to be" information exchange documentation for reference and analysis,** using SEARCH's Justice Information Exchange Model (JIEM); the repository will include information about laws/rules/policies, forms, and constraints/conditions affecting data exchanges;
- ✓ **Participate in state, regional and national forums to share knowledge** of current tools, best practices, and lessons learned, as resources allow.

8. Consortium Administrator

The Alaska Court System will appoint an employee to perform these administrative duties:

- ✓ **Chair and distribute agendas for bi-weekly Steering Group meetings;**
- ✓ **Administer Alaska's Justice Information Exchange Model (JIEM)** in coordination with SEARCH, the organization that maintains the JIEM database;
- ✓ **Maintain a Consortium library** including this Agreement; contact information for Consortium liaisons and Steering Group members; meeting minutes; strategic plans; project proposals; project files; reference materials, and other publications;
- ✓ **Keep Consortium liaisons and other interested persons informed** of Steering Group meetings, strategic planning, project proposals, projects, and other activities.

**Memorandum of Agreement:
Multi-Agency Justice Integration Consortium (MAJIC)**

9. Signature and Appointment of Agency Liaison

I am authorized to enter into this Agreement on behalf of my agency/organization. I appoint the person named below to serve as the agency's liaison.

Signature _____ Date _____

Name/Title of Official _____

Agency/Organization _____

Liaison Name/Title: _____	
Division/Section/Office: _____	
Phone: _____	Fax: _____
Mail: _____	
E-Mail: _____	
_____	_____
Consortium Liaison Signature	Date



ALASKA'S MULTI-AGENCY JUSTICE INTEGRATION CONSORTIUM

Helping agencies more efficiently share complete, accurate, timely information in order to enhance the performance of the criminal justice system as a whole.

www.aisac.state.ak.us/maaic

	<u>Liaison/Title</u>	<u>Member Agency/Organization</u>	<u>Joined</u>
1	Diane Schenker Integrated Justice Mgr	Alaska Court System	08/27/04
2	Maxine Andrews Program Manager	Nat'l Law Enforcement & Corrections Technology Center NW	09/07/04
3	Scott Purden Chief Investigator	Alaska Dept. of Administration, Public Defender Agency	09/14/04
4	Alan McKelvie Director	University of Alaska Justice Center, Statistical Analysis Center	09/15/04
5	John McConnaughy Prosecutor	Municipality of Anchorage, Prosecutor's Office	09/15/04
6	John Rockwell Data Systems Supervisor	Anchorage Police Department	09/22/04
7	Susan McKelvie Research Analyst	Alaska Judicial Council	09/24/04
8	Lu Woods CRIMES Coordinator	Alaska Dept. of Law, Criminal Division	09/24/04
	Carl Gonder Research Analyst	Alaska Dept. of Transportation, Program Development	11/05/04
10	Greg Browning Chief, Juneau Police Dept.	Alaska Association of Chiefs of Police	12/03/04
11	Donna White, Director Probation/Parole	Alaska Dept. of Corrections	12/10/04
12	Kerry Hennings Driver Services Supervisor	Alaska Dept. of Administration, Division of Motor Vehicles	04/08/05
13	Jim Stanton Probation Officer II	Alaska DHSS, Div. of Behav Hlth/ASAP	04/11/05
14	Dave Salmon JOMIS Manager	Alaska DHSS, Division of Juvenile Justice	06/10/05
15	Jana Goff Criminal Justice Technician	Alaska DHSS, Div. of Public Health, AK Background Check Pgm	09/13/05
16	Dan Boone Chief Investigator	Alaska Dept. of Revenue, Permanent Fund Division	09/14/05
17	Chris Thomas Research Analyst	Alaska Dept. of Transportation, Alaska Highway Safety Office	12/20/06
18	Colonel Audie Holloway Director	Alaska Dept. of Public Safety, Alaska State Troopers	03/28/07
19	Jonathan O'Quinn Program Manager	Alaska Division of Elections	08/31/07
20	Carrie Longoria SAFETY LINKS Program Mgr	Municipality of Anchorage, Health & Human Services	01/11/08

A stylized map of Alaska is shown in the background, composed of several black and white rectangular blocks of varying sizes that form the outline of the state. A small white silhouette of the state of Alaska is centered above the main title.

Alaska Felony Process: 1999

February 2004

**Handout – Judiciary Committee Presentation
April 2, 2004**

**Alaska Judicial Council
1029 W. 3rd Ave., Suite 201
Anchorage, AK 99501
(907) 279-2526 www.ajc.state.ak.us**

Figure 2
1999 Alaska Population Compared to
Charged Felons, by Ethnicity

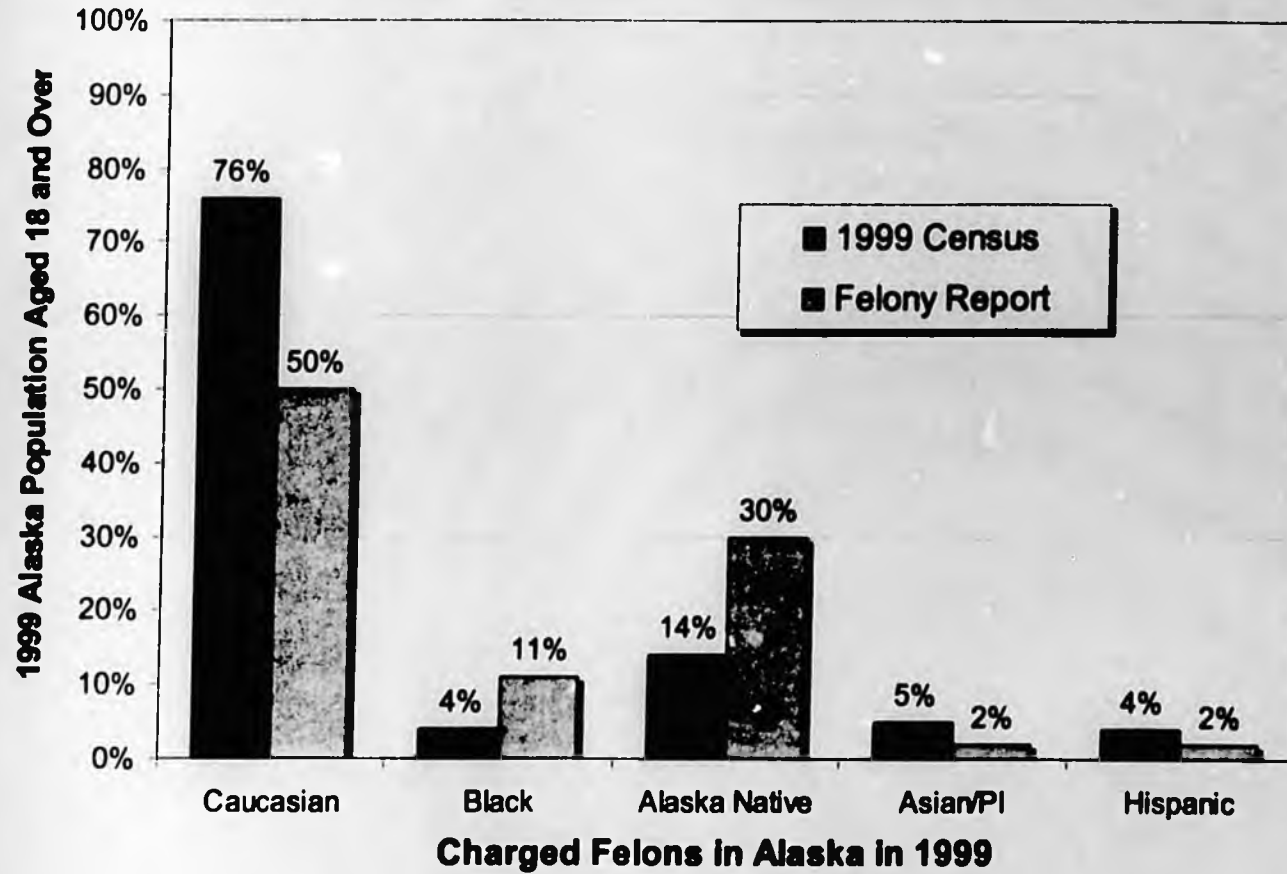


Figure 5
Percentage of Charged Felony Defendants Who Were Alaska Native by Offense Type

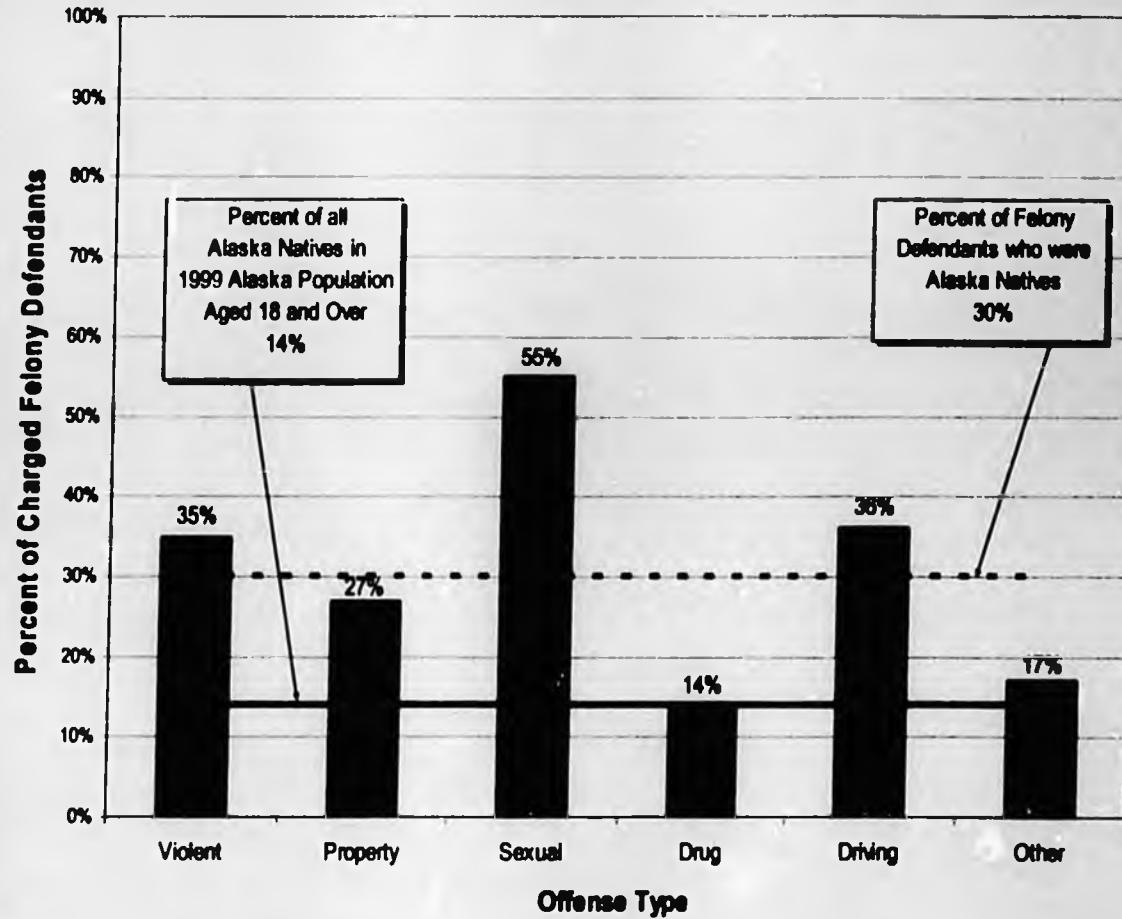


Table 16
Distribution of Alcohol, Drug and Mental Health Problems by Location

Location	Defendants in this Location with Alcohol Problems		Defendants in this Location with Drug Problems		Defendants in this Location with Mental Health Problems	
	N	%	N	%	N	%
Anchorage	500	54%	412	44%	267	29%
Fairbanks	163	63%	119	46%	74	29%
Juneau	69	78%	48	54%	47	53%
Southcentral	261	64%	197	48%	122	30%
Southeast	105	71%	77	52%	43	29%
Other (mainly rural)	374	76%	184	37%	111	23%
Statewide	1,472	63%	1,037	45%	664	29%

Figure 6
Distribution of Charged Felony Defendants
by Prior Criminal Convictions

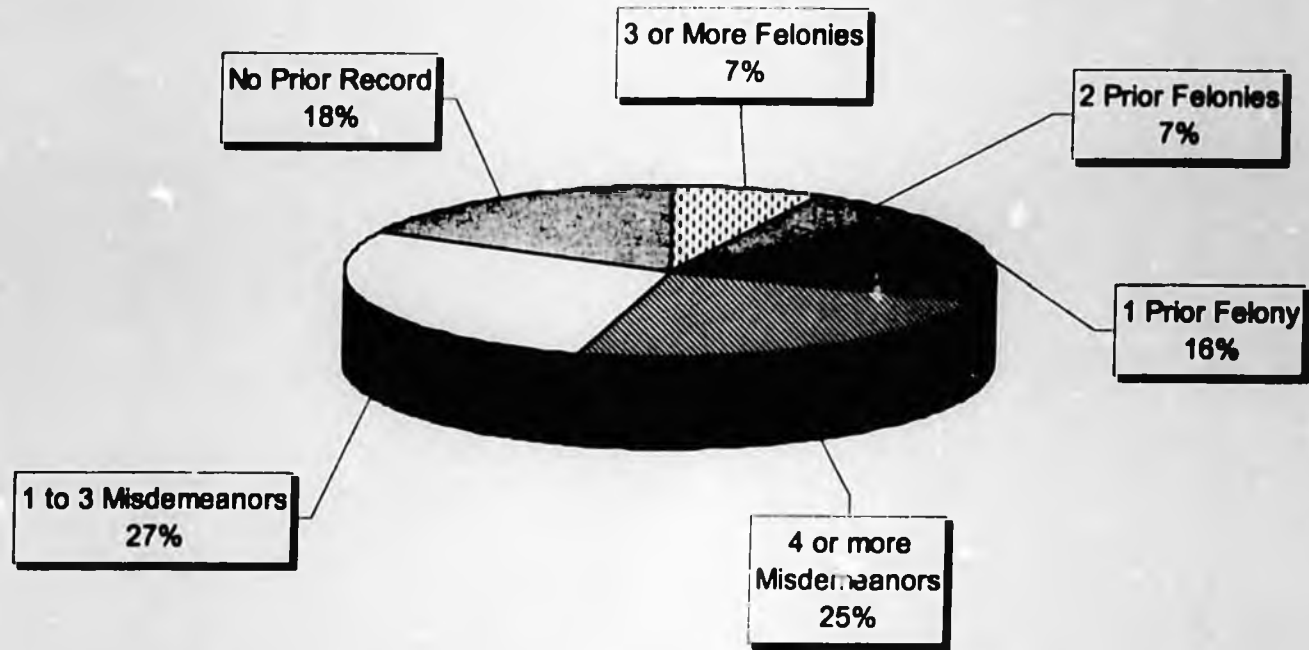


Figure 10
Single Most Serious Charged Offenses
by Class of Offense
N=2,331

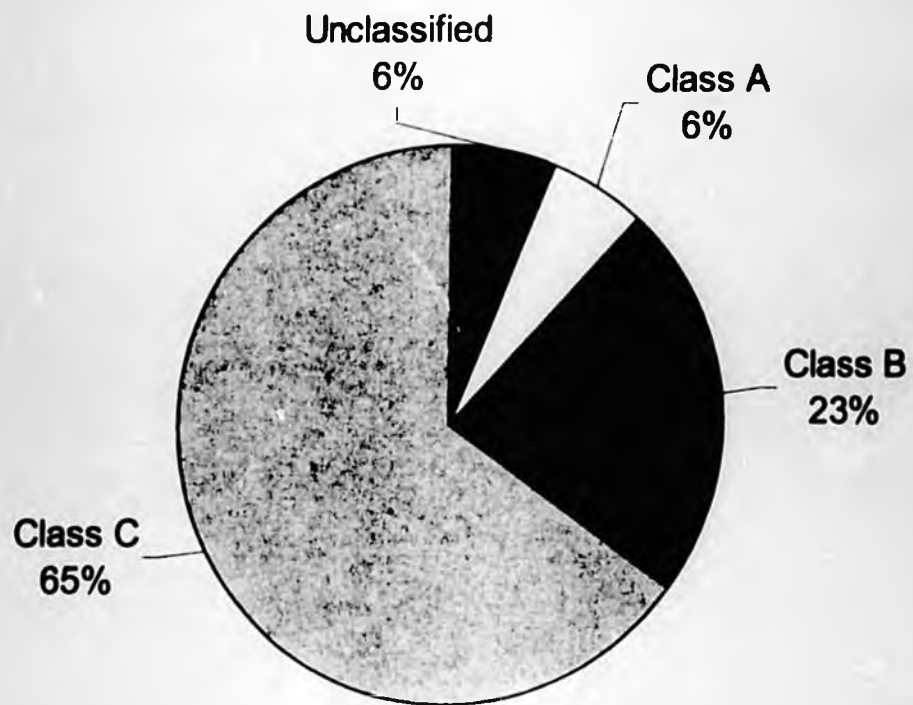


Figure 12
Most Serious Charged Offenses
by Type of Offense

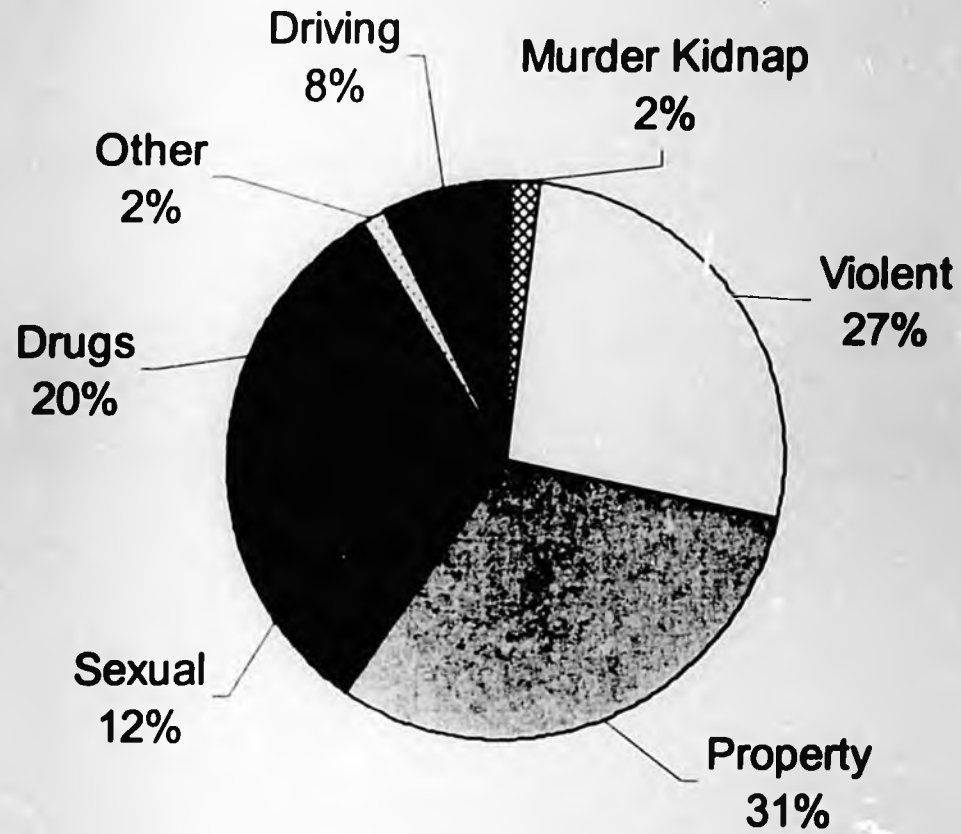


Figure 13
Case Dispositions for All Defendants
(N=2,331)

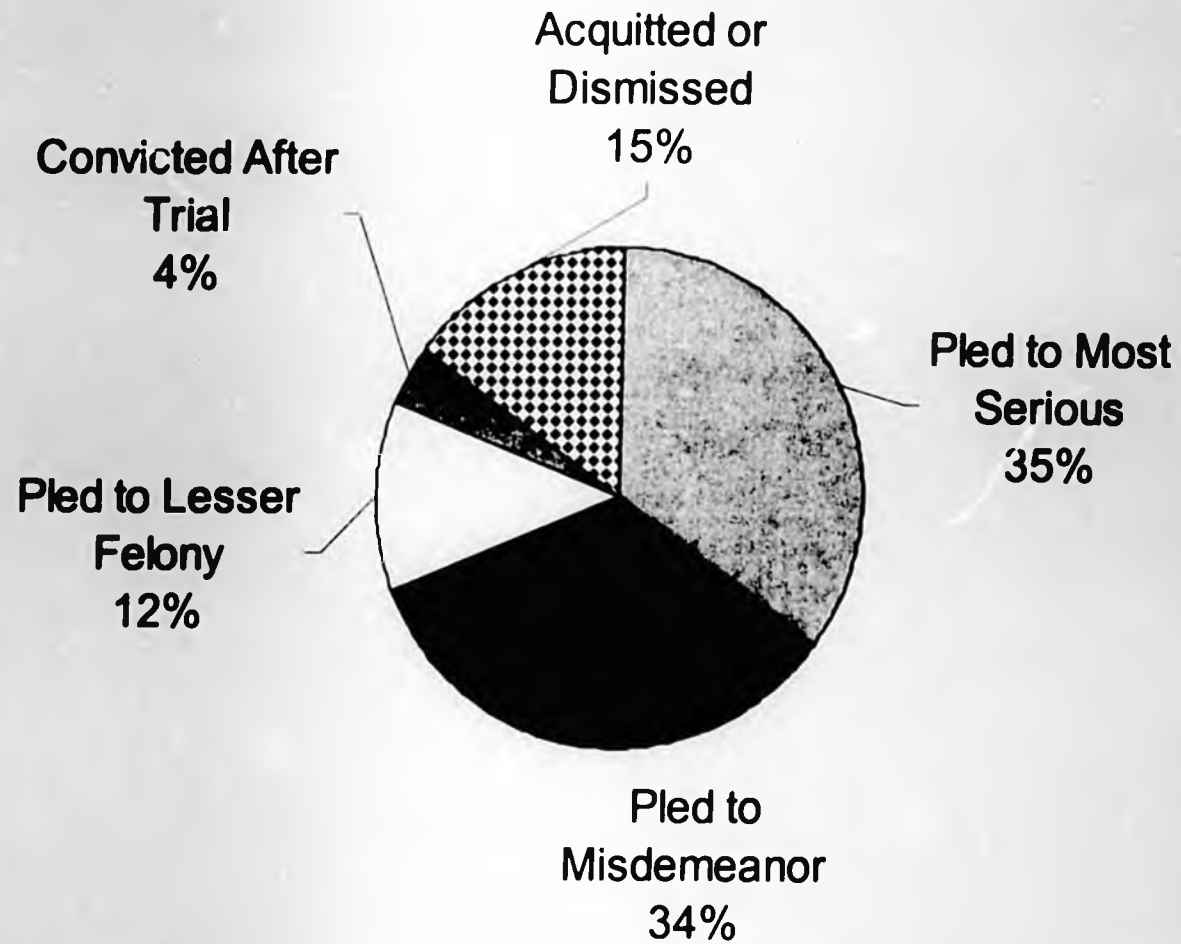


Figure 11
Single Most Serious Final Offenses
by Class of Offense
N=2,331

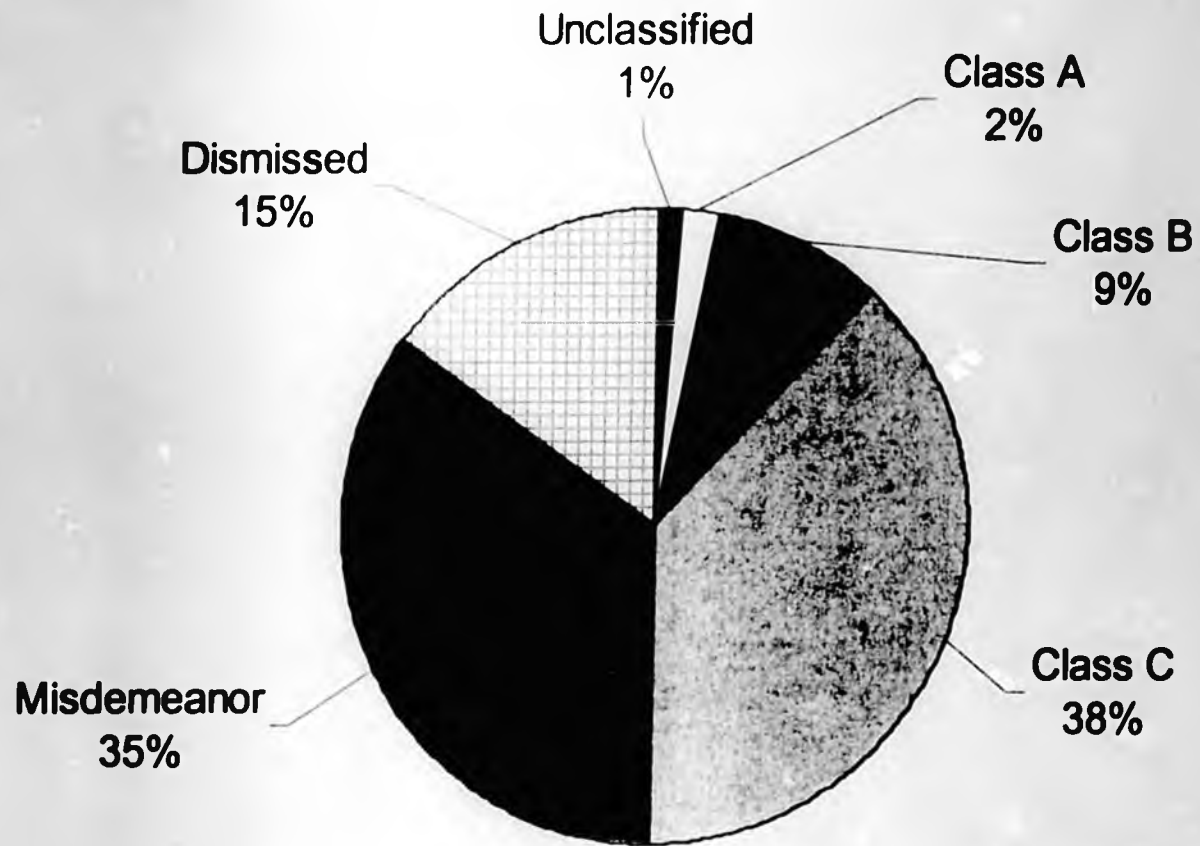
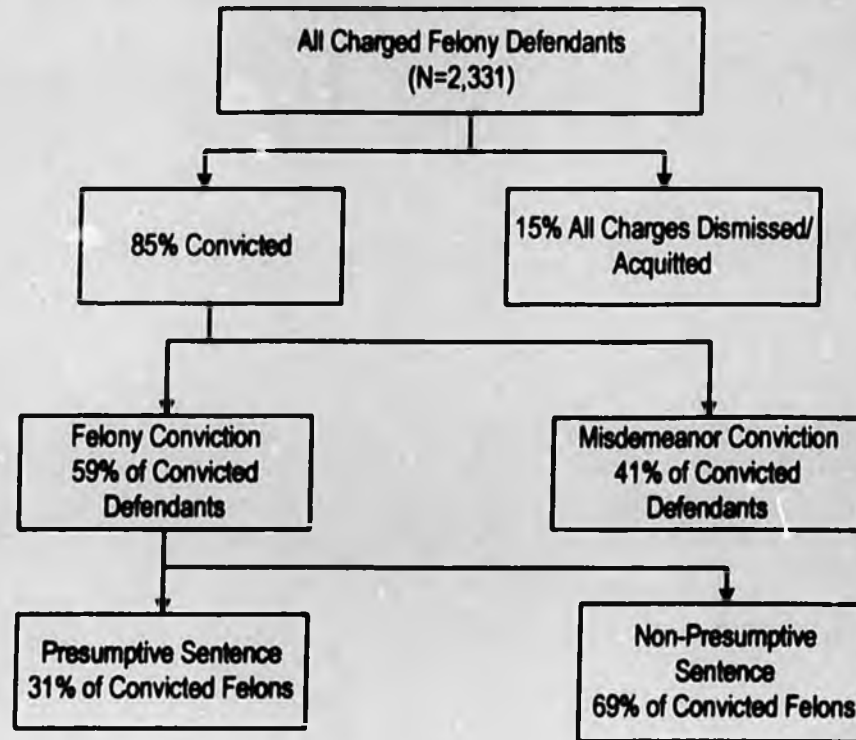


Chart 2

Distribution of Non-Presumptive and Presumptive Sentences Among Convicted Defendants



- 18% convicted of felony subject to presumptive sentence
- 41% convicted of felony subject to non-presumptive sentence
- 41% convicted of misdemeanor
- 82% of convicted defendants subject to non-presumptive sentence

Table 11
Change in Percentages of Felony Defendants
Convicted of Most Serious Charged Offense from 1984-1987 to 1999
Selected Offenses

Most Serious Charge	Class of Charged Felony Offense	Change in Percentage of Felony Defendants Convicted of Most Serious Charge From 1984-1987 to 1999
Sexual Assault 1	Unclassified	72% reduction
Burglary 1	Class B	62% reduction
Assault 1	Class A	56% reduction
MICS 3	Class B	51% reduction
Assault 2	Class B	50% reduction
Sexual Abuse of Minor 1	Unclassified	43% reduction
Criminal Mischief 2	Class C	39% reduction
Sexual Abuse Minor 2	Class B	30% reduction
Robbery 1	Class A	28% reduction
Forgery 2	Class C11	20% reduction
Theft 2	Class C	18% reduction
Burglary 2	Class C	11% reduction
Sexual Assault 2	Class B	9% reduction
Assault 3	Class C	3% reduction
MICS 4	Class C	12% increase

Table 12
Change in Percentages of Felony Defendants
Convicted of Misdemeanors from 1984-1987 to 1999
Selected Offenses

Most Serious Charge	Class of Charged Felony Offense	Change in Percentage of Defendants Convicted of Misdemeanors From 1984-1987 to 1999
Sexual Assault 1	Unclassified	314% increase
Forgery 2	Class C	167% increase
Sexual Abuse Minor 1	Unclassified	150% increase
Burglary 1	Class B	91% increase
Burglary 2	Class C	50% increase
Assault 1	Class A	44% increase
Sexual Abuse Minor 2	Class B	44% increase
Theft 2	Class C	40% increase
Criminal Mischief 2	Class C	25% increase
Assault 2	Class B	20% increase
MICS 3	Class B	13% increase
Robbery 1	Class A	no change
Assault 3	Class C	no change
MICS 4	Class C	14% reduction
Sexual Assault 2	Class B	2% reduction

Figure 8
Distribution of Sentences in Presumptive Sentencing Cases
All Offenses Combined

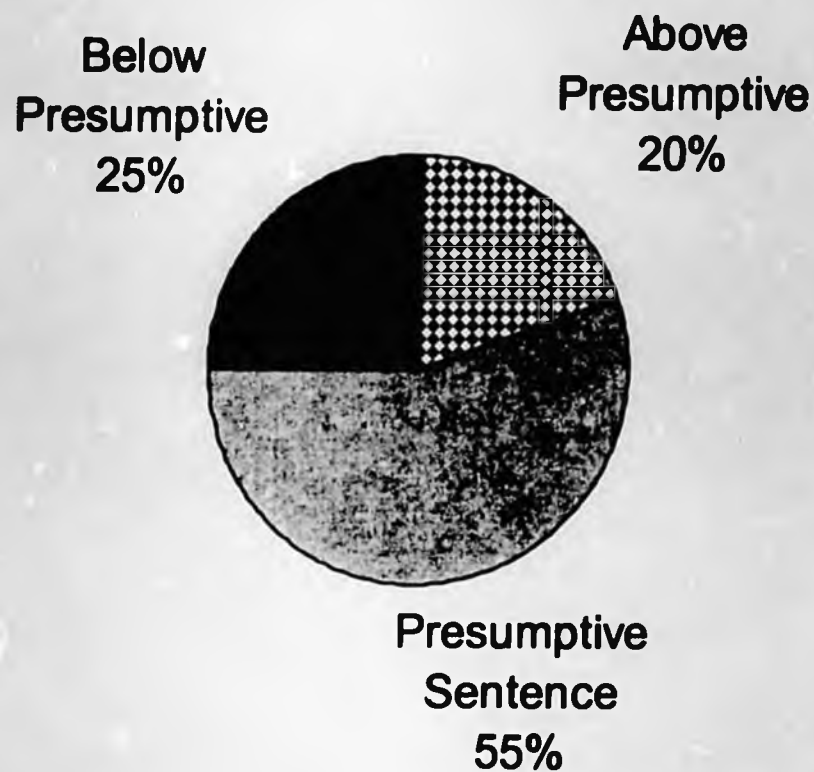


Table 21
Felony Convictions Relative to the Number of Reported Crimes
and Arrests
for State Courts Nationally (1998) and Alaska (1999)

Offense	Uniform Crime Reports Alaska		Arrests as percent of reports	Estimated No. of Alaska felony convictions	For 100 reports		For 100 arrests	
	No. Of Crimes reported to the police	No. of adults arrested			No. of felony convictions		No. of felony convictions	
					Estimated Alaska	U.S.	Estimated Alaska	U.S.
Rape	517	112	22%	38	7	12	34	45
Robbery	566	140	25%	71	13	9	51	44
Aggravated Assault	2,773	935	34%	236	9	8	25	16
Burglary	3,787	294	8%	101	3	4	34	41

Table 22
Comparison of Felony Convictions in Alaska
with State Courts Nationwide by Type of Offense

Most serious conviction offense	Felony convictions in state courts nationwide		Felony convictions in Alaska	
	Number	Percent	Number	Percent
All Offenses Combined	927,717	100%	1,152	100%
Violent Offenses	164,584	18%	405	35%
Property Offenses	283,002	31%	301	26%
Drug Offenses	314,626	34%	259	23%
Weapon Offenses	31,904	3%	19	2%
Other Offenses	133,601	14%	168	15%

Table 23
Alaska Felony Sentences Compared to
Sentences in State Courts Nationwide, by
Incarceration versus Probation

Most serious conviction offense	State courts nationwide Percent of felons sentenced		Alaska Percent of felons sentenced	
	Incarceration	Probation	Incarceration	Probation
All Offenses Combined	68%	32%	85%	15%
Violent Offenses	78%	22%	97%	3%
Property Offenses	65%	35%	75%	25%
Drug Offenses	68%	32%	70%	31%
Weapon Offenses	66%	34%	95%	5%
Other Offenses	63%	37%	98%	2%

Table 25
Alaska Felony Sentences Compared to Sentences Imposed
in State Courts Nationwide by Mean Sentence Length for Felons
Sentenced to More Than One Year of Incarceration

Felony Offense	Mean Sentence Length for Felons Sentenced to More than One Year of Incarceration (Single Felony Offense)	
	State Courts Nationwide	Alaska
All Offenses Combined	51 months	44 months
Violent Offenses	82 months	58 months
Property Offenses	41 months	34 months
Drug Offenses	45 months	30 months
Weapon Offenses	38 months	45 months
Other Offenses	39 months	27 months

ACTUAL TIME SERVED

- **Nationwide, convicted felons sentenced to more than one year in prison by state courts serve 47% of time imposed for All Offenses Combined.**
- **In Alaska, 71% of convicted felons who were sentenced to more than one year in prison received a presumptive or mandatory minimum sentence requiring them to serve at least two-thirds of their sentence.**
- **Nationally, 29% of the adult correctional population under state supervision was incarcerated. Seventy-one percent were on probation or parole.**
- **In Alaska, 44% of the correctional population was incarcerated and 56% was on probation or parole.**
- **Among the fifty states, Alaska had the sixth highest percentage of incarcerated defendants among its adult correctional population.**

SUMMARY

- **Offenders charged with a felony were much more likely to receive a sentence of incarceration in Alaska whether convicted of a felony or misdemeanor.**
- **Convicted felons sentenced to incarceration on a single felony offense were likely to have shorter sentences in Alaska.**
- **Convicted felons in Alaska were more likely to be convicted of more than one felony offense, subjecting them to additional incarceration.**
- **Convicted felons in Alaska sentenced to more than one year in prison probably served substantially more of the time imposed than similarly situated offenders in other states.**

Criminal Recidivism in Alaska

Alaska Judicial Council

January 2007

Judicial Council Staff:

Teresa White Carns, Senior Staff Associate
Susan McKelvie, Research Analyst
Larry Cohn, Executive Director

Institute for Social and Economic Research:
Dr. Stephanie Martin

Contact:

Alaska Judicial Council
1029 West Third Avenue, Ste. 201
Anchorage, Alaska 99501
Phone: (907) 279-2526
Email: lcohn@ajc.state.ak.us

Criminal Recidivism in Alaska

Alaska Judicial Council

January 2007

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Alaska Judicial Council
1000 West 12th Avenue, Suite 200
Anchorage, Alaska 99501
Phone: (907) 261-2222
www.alaskajudicialcouncil.org

Alaska Judicial Council
1000 West 12th Avenue, Suite 200
Anchorage, Alaska 99501
Phone: (907) 261-2222
www.alaskajudicialcouncil.org

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Recidivism in Alaska

Executive Summary

How well does Alaska's criminal justice system work to protect the public? What works best? What needs improvement? Can less costly alternatives more effectively promote public safety? Knowing what happens after offenders serve their sentences can help answer these questions.

This report by the Judicial Council is the first general study of recidivism in Alaska. It describes the percentages of offenders who were re-arrested, had new court cases filed, were re-convicted, or remanded to custody for new offenses or for probation or parole violations. The report shows how soon after release these events occurred, and what factors were most closely related to an increased chance that offenders would be involved again in the criminal justice system. The Alaska Department of Health and Social Services funded the report.

The Council followed 1,934 offenders, all of whom were charged with at least one felony in 1999 and convicted. Of those, 59% were convicted of a felony, and 41% of a misdemeanor. This report focuses on the 1,798 offenders who had been out of custody for at least three years after they had served their sentence. The Council found that within three years after release from their sentence on the 1999 offense:

- 66% of all offenders in the sample had been re-incarcerated at least once, for a new offense or a probation or parole violation.
- 59% were arrested at least once for a new offense.

Recidivism rates during the three-year period by demographic factors and type of offense (see Parts 3 and 6)

- The likelihood that an offender would be re-arrested was affected by the type of offense for which the offender was convicted in 1999: 67% of Property offenders were re-arrested, as compared to 61% of Driving offenders, 60% of Violent offenders, 52% of Drug offenders, and 39% of Sexual offenders.
- The factors most closely related to increased recidivism were the offender's age, and indigent status (indigent offenders were those who qualified for public attorney representation in 1999).
- An offender's ethnicity (if Native), prior criminal history, alcohol, drug and mental health problems were other factors that increased the chance of re-arrest.

Types and seriousness of new convictions (see Part 4)

- Youthful offenders, males and those previously convicted of a Violent offense were more likely to commit a new offense at a more serious level than their 1999 offense.
- Most offenders who were convicted of a new offense were convicted of an offense of the same or lesser seriousness level than their 1999 conviction. Offenders with alcohol or drug problems in 1999 were less likely than others to be convicted of a more serious offense. An offender's indigency or mental health problems were not related to conviction on a more serious offense.
- Sexual offenders were the least likely to commit the same offense again; those previously convicted of Driving offenses were the most likely to commit the same offense again.

Timing of recidivism (see Part 5)

- Offenders were arrested for most of their new offenses within the first year after release, particularly during the first six months after release.

Part 1

Measures of Recidivism

The Council looked at four measures of recidivism for offenders charged with a felony filed in calendar 1999, and convicted of a felony or misdemeanor.¹ They were:²

- Re-arrests of the offender (using Department of Public Safety data).
- New court cases filed against the offender (using data from Alaska Court System).
- Re-convictions of the offender (using Department of Public Safety data).
- Remands to incarceration of the offender, which included remands for new arrests, and for probation and parole violations (using Department of Corrections data).³

These sources chosen for data are standard sources of information about criminal justice events for specific offenders.⁴ Similar databases are used by all fifty states to report information and conduct statistical analyses. Therefore, the Council's data on recidivism can be compared more easily to data from other jurisdictions.

As in other jurisdictions, reports such as this one rely on criminal justice record repositories that probably understate the actual level of re-arrests and re-convictions.⁵ Although many recidivism reports use only one or two of these measures, the Council has chosen to use all four. Three of the four: re-arrest, new cases filed, and remands to custody do not reflect proven criminal behavior.

¹ The Alaska Judicial Council reported data about these offenders and their 1999 offenses in ALASKA FELONY PROCESS: 1999, published in February 2004. It is available at the Judicial Council web site, www.ajc.state.ak.us under "Publications." All 2,331 defendants (about two-thirds of all persons charged with a felony offense in 1999) included in the 1999 report were charged with at least one felony. The offenders in the present report were those who were convicted of at least one offense, felony or misdemeanor, and who met other criteria for selection (e.g., still alive). The Alaska Department of Health and Social Services funded the report.

² Each measure of recidivism refers to the period of three years after the offenders' releases from custody following their convictions on the 1999 offenses. Each measure includes only in-state recidivism. Resources did not allow the Council to obtain data about offenders' possible out-of-state arrests, court cases and convictions.

³ These measures of recidivism overlap substantially. The most inclusive measure of an offender's subsequent contacts with the criminal justice system is remands to custody.

⁴ P. Langan and David Levin, "Recidivism of Prisoners Released in 1994," Bureau of Justice Statistics (BJS), June 2002, Reference number NCJ 193427. This report served as a model for the Council's report. It contained data about recidivism for offenders in other states.

⁵ The police agency making the arrest or the court disposing of the case and recording the conviction may not send the notifying document to the repository. Even if the document is sent, the Department of Public Safety may not be able to match the person in the document to the correct person in the database, or may not enter the new information. The court system data had fewer identifying numbers than did data from the other agencies, making it more time-consuming to match individual offenders to their cases. The Department of Corrections provided computerized databases from its former data collection system (Offender Based Corrections Information System, or OBSCIS) and its current system (Offender Tracking Information System, or OTIS). Council staff worked carefully to account for any overlapping information that appeared in both systems. However, the Council did not have enough information to determine whether the remands were for new offenses or for probation or parole violations.

Remands may reflect violations of conditions of probation or parole (for example, no drinking) that are not criminal behavior, or they may be a remand because the offender was arrested for a new offense.⁶ The fourth measure, new convictions, shows only criminal behavior that has been proven in court, whether by a plea from the defendant or conviction after trial. Re-arrests, new cases filed, and remands are useful to understand the frequency with which the criminal justice system had new contacts with offenders.

⁶ In addition, an offender may be arrested for a new offense and a violation of probation simultaneously. In these cases, prosecutors may decide to drop the new offenses charged and prosecute the offender only on the probation violation.

Part 2

Characteristics of the Offenders

The offenders who had been out of custody for at least three years after their 1999 offense had the following characteristics.⁷

A. Demographics

Of the offenders released from incarceration after their 1999 offense:

- 83% were male.
- 52% were Caucasian.
- 33% were Alaska Native or American Indian.
- 11% were Black.

B. Type of 1999 offenses

Among released offenders:

- 26% were convicted in 1999 of Violent offenses (assaults, robbery).
- 31% were convicted in 1999 of Property offenses (burglary, thefts, frauds).
- 9% were convicted in 1999 of Sexual offenses (sexual assaults, sexual abuse of a minor, various levels of seriousness).
- 16% were convicted in 1999 of Drug offenses (mainly possession and sales).
- 6% were convicted in 1999 of Other offenses (e.g., weapons, public order, perjury, escape, etc.).
- 12% were convicted in 1999 of Driving offenses (drunk driving, refusals to take tests, eluding, etc.).⁸

C. Class of 1999 offenses

- 41% of the 1999 convicted offenders were convicted of a misdemeanor as their single most serious offense, and 59% were convicted of a felony.⁹

⁷ Some of the offenders convicted in 1999 were not included in this report. Twelve had died, and thirty-one who had appeared twice in the 1999 report were used only once in this report. The remaining group of 1,934 offenders included forty-eight offenders who were still incarcerated in November 2005 when the Council began its research. They had been convicted of assaults, homicides, robberies, sexual offenses, and a handful of other serious offenses. The still-incarcerated offenders were not part of the analysis.

⁸ Other driving offenses included Driving While License Suspended, Revoked or Invalid; Leaving Scene of Accident; Failure to Render Assistance; and Reckless or Negligent Driving.

⁹ Data from ALASKA FELONY PROCESS: 1999, *supra* note 1. This is one of the most important differences between the BJS report, *supra* note 4, and the Judicial Council review, *supra* note 1. The BJS report looked at a sample of all offenders released from prisons in 1994. Those offenders had been convicted of felonies and a few serious misdemeanors and had sentences of one year or more. The Judicial Council sample had been charged with

Part 3
Recidivism rates three years after release
according to demographic and other characteristics¹⁰

A. Type of 1999 offense

The likelihood that an offender would be re-arrested was affected by the type of offense for which the offender was convicted in 1999.

- More Property offenders were re-arrested (67%), when compared to 61% of Driving offenders, 60% of Violent offenders, 52% of Drug offenders, and 39% of Sexual offenders.
- Offenders previously convicted of a Sexual or a Drug offense had a much smaller likelihood of being arrested for a new offense, having a new case filed, being re-convicted during the first three years following release or being remanded to custody.
- Persons convicted in 1999 of Property offenses were the most likely to recidivate, by any of the measures used.
- Offenders who used a weapon in the 1999 case recidivated at about the same rate as the offenders who did not use a weapon.

B. Location of 1999 offense

The Council did not find any significant differences in recidivism between offenders in urban areas and those in rural areas.

C. Offender characteristics¹¹

Specific characteristics of the offenders were related to each of the four measures of recidivism. An offender's age, ethnicity (if Native), economic status (indigent offenders were those who qualified for public attorney representation in 1999), prior criminal history, alcohol, drug and mental health problems were among the factors tied to a greater chance of re-arrest. Men were more likely to be remanded to custody than women.

1. Age of offender at release

- The youngest offenders, between the ages of 17 and 24, had the highest rates of recidivism.
- Offenders from the ages of 25 to 44 also had higher rates of each measure of recidivism.
- At age 45 and older, the recidivism rates dropped substantially.

felonics in 1999 but often were convicted of misdemeanors. The Judicial Council group, as a whole, probably consisted of a much different mix of serious and less-serious offenders, when compared to the BJS report.

¹⁰ The analysis in Parts 3 through 6 was based on 1,798 offenders who were released from incarceration of their 1999 offense at least three years prior to the analysis. Tables for each of the following sections are in Appendix B, Tables.

¹¹ All of the findings in section C on offender characteristics were statistically significant, unless noted.

2. Ethnicity

In this report, 52% of offenders were Caucasian, 33% were Native/Indian, 11% were Black, and 3% were Asian/Pacific Islander.¹²

- Alaska Native/American Indian and Black offenders were the ethnic groups most likely to be rearrested. In both groups, 66% had a new arrest within three years after release on the 1999 offense. Of the Caucasians, 55% were rearrested within the first three years after release. Fewer Asian/Pacific Islanders, 35%, were rearrested.¹³
- Alaska Natives/American Indians had a 62% re-conviction rate in the three years following release on the 1999 offense. Blacks had a 61% re-conviction rate, and the Caucasian re-conviction rate was 50%. For Asian/Pacific Islanders the re-conviction rate was 33%.
- All of the groups had more remands to custody than re-arrests, new court cases, or re-convictions. Alaska Native offenders were remanded to custody at a 75% rate at some time during the first three years after release on their 1999 offense. Black offenders had a 73% remand rate and 61% of Caucasian offenders were remanded to custody at least once. Asian/Pacific Islanders had a 45% remand rate.

3. Indigent offenders

One indicator of an offender's socioeconomic status at the time of the 1999 offense was whether an attorney had been appointed for the offender at public expense.¹⁴ Offenders had to meet specific guidelines to show that they could not afford to employ their own attorneys. Their lack of ability to afford an attorney indicated that they had less income and fewer resources than offenders who used a private attorney to represent them in their 1999 cases.

- 63% of the offenders who were indigent in 1999 were re-arrested, compared to 41% of offenders who used a private attorney in 1999.
- 61% of the offenders who were indigent in 1999 had at least one new court case filed during the three years after release, compared to 40% of those with a private attorney.
- 59% of the offenders who were indigent in 1999 had at least one new conviction, compared to 35% of those who had a private attorney in 1999.
- 70% of the offenders who were indigent in 1999 were remanded to custody at least once during the three years after release, compared to 47% of the offenders with private attorneys.

¹² Only 1% were Hispanic

¹³ The number of Asian/Pacific Islanders (N=52) in this data set was small, but enough for some analysis.

¹⁴ Information about the offenders' incomes was not consistently available from any source.

4. Number of prior convictions in 1999

Among all of the offenders, 19% had no prior record of criminal convictions at the time of their 1999 felony case, and no record of any new arrests after the 1999 charge(s).

- In general, the more prior convictions that an offender had in 1999, the greater the likelihood that the offender would be rearrested during the three years after the release from the 1999 sentence.¹⁵
- 70% of Alaska 1999 offenders with four or more prior misdemeanor (but no felony) convictions were rearrested during the three years following their release, compared to an overall 59% re-arrest rate for all of the offenders in the sample.
- Offenders with one prior felony conviction in 1999 were rearrested at a rate of 64%. Of those with two prior felony convictions in 1999, 80% were rearrested within three years.
- Offenders with four or more prior misdemeanors, or with any number of prior felonies were very likely to have a subsequent remand to custody.

5. Alcohol problem indicators¹⁶

Two-thirds, 68%, of all of the offenders had an indication of an alcohol problem.

- 62% of offenders with an alcohol problem in 1999 were re-arrested during the first three years after release, compared to 54% who did not have an alcohol problem.
- 59% had a new case filed, compared to 53% who had no alcohol problem,
- 57% of offenders with an alcohol problem in 1999 were re-convicted during the first three years after release, compared to 50% without a problem.
- 70% of offenders with an alcohol problem were remanded to custody at least once during the first three years after release, compared to 57% of offenders without an alcohol problem.

6. Drug problem indicators

Of all of the offenders in this sample, 48% had an indicator of a drug problem.

- 62% of the offenders with a drug problem indicator were re-arrested in the first three years after release, compared to 57% of those without.
- 60% of those with a drug problem had new cases filed, compared to 55% of those without.
- 57% had new convictions in the first three years, compared to 53% of those without a drug problem.

¹⁵ *Supra*, BJS, note 4 at p. 10. The BJS Report made a similar finding, saying, "the longer the prior record, the greater the likelihood that the recidivating prisoner will commit another crime soon after release."

¹⁶ Sec Appendix A, Methodology, for detailed information about how alcohol, drug and mental health problems were identified.

- 72% of the offenders with a drug problem were remanded to custody at least once in the three years following release, compared to 60% of those without a drug problem.¹⁷

7. Mental health indicator

Of the offenders in this group, 29% had data indicating a mental health problem.

- 65% of those with a mental health problem had at least one re-arrest after release on the 1999 conviction, compared to 57% who had no mental health problem.
- 63% of these offenders had a new case filed, compared to 55% without.
- 61% of these offenders had a new conviction, compared to 52% without.
- 76% of these offenders were remanded to custody, compared to 62% of the offenders without a mental health problem.

8. Gender

Of the offenders in this group, 17% were women and 83% were men.

- 60% of the men, and 57% of the women were rearrested during the first three years after release.
- 58% of the men and 53% of the women had new cases filed against them in the court.
- 55% of the men and 53% of the women had a new conviction.
- More men (67%) than women (60%) were remanded to custody at least once during the three years following release on their 1999 offense.

¹⁷ The differences between offenders with a drug problem indicator and those without were significant, except for the differences in convictions. There was no statistically significant difference in re-convictions between the two groups.

Part 4

Types and seriousness of new convictions

A. Types of new convictions

Within the first three years of their release, 864 released offenders were convicted of new offenses.¹⁸ The Council compared the type of new offense with the type of offense committed by the offender in 1999 to see how often repeat offenders committed the same type of offense. The Council found that:

- 28% of the persons who were convicted of a Driving offense in a 1999 case had at least one new Driving conviction during the first three years after their release on the 1999 offense.
- 23% of the persons who were convicted of an "Other" offense in a 1999 case had at least one new "Other" conviction.¹⁹
- 23% of the persons who were convicted of a Property offense in a 1999 case had at least one new Property conviction.
- 22% of the persons who were convicted of a Violent offense in a 1999 case had at least one new Violent conviction.
- 7% of the persons who were convicted of a Drug offense in a 1999 case had at least one new Drug conviction.
- 3% of the persons who were convicted of a Sexual offense in a 1999 case had at least one new Sexual conviction.

The data showed that:

- Sexual offenders were the group least likely to be convicted of the same type of offense that they were convicted of in the 1999 sample.
- Driving offenders were the group most likely to be convicted of the same type of offense that they were convicted of in the 1999 sample.
- Driving offenders were eight times more likely to have a new Driving conviction than Sexual offenders were likely to have a new Sexual conviction.
- Most offenders, no matter what their 1999 conviction, were more likely to be convicted of a new Driving offense than of any other type of offense.²⁰

¹⁸ Some offenders were convicted of more than one type of new offense.

¹⁹ New offenses in the "Other" category included escape, perjury, alcohol-related offenses (e.g., bootlegging), prostitution, obstruction of justice, and weapons offenses. There were too few of any specific type of offense to make a new category, and the offenses could not be categorized in any of the other five groups.

²⁰ 28% of Driving offenders were convicted of new Driving offenses, along with 28% of Property offenders, 24% of violent offenders, 19% of Drug offenders, 14% of Sexual offenders and 21% of Other offenders. Sexual offenders were most likely to be convicted of a new "Other" offense (16%), and Other offenders were most likely to be convicted of a new "Other" offense (23%).

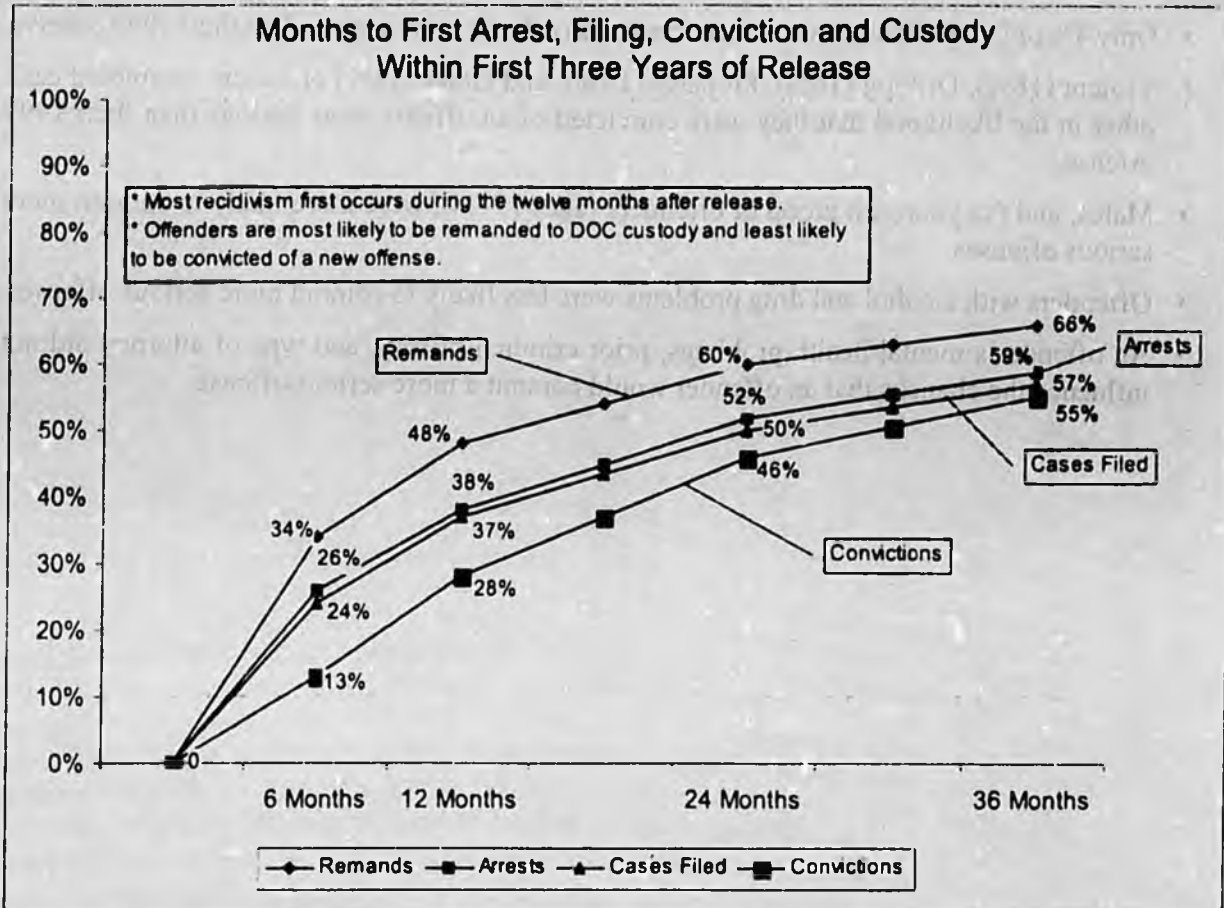
B. Seriousness of new convictions, compared to 1999 conviction

Most offenders who were convicted of a new offense after release from their 1999 case were convicted of an offense that was less serious, or of the same seriousness, as their earlier offense. Seriousness was defined by class of offense. Alaska's laws include Unclassified (the most serious offenses), Class A, Class B, Class C felonies, and Class A and B misdemeanors.

- No Sexual offenders were convicted of any offense more serious than their 1999 offense.
- Only 4% of Drug offenders were convicted of an offense more serious than their 1999 offense.
- Violent (18%), Driving (16%), Property (15%), and Other (14%) offenders resembled each other in the likelihood that they were convicted of an offense more serious than their 1999 offense.
- Males, and the youngest group of offenders (ages 17-24), were more likely to commit more serious offenses.
- Offenders with alcohol and drug problems were less likely to commit more serious offenses.
- An offender's mental health problems, prior criminal history, and type of attorney did not influence the chances that an offender would commit a more serious offense.

Part 5 Timing of Recidivism

The Judicial Council established the release date for each offender in its sample, and then determined how many arrests, cases filed, convictions, and remands to custody the offender had at different times after that release date. This showed how soon after release the offender came into contact with the justice system.



Alaska Judicial Council Recidivism Study

November 21, 2006

A. Re-arrests

- The longer an offender was released without being re-arrested, the less likely that the offender would ever be re-arrested. These data were consistent with national studies that showed that offenders were most likely to be rearrested for new offenses soon after their release from a previous incarceration.²¹

²¹ BJS, *supra* note 4, at p. 3.

- Within the first six months after release, 26% of the offenders had been arrested at least once.²² This represented about two-fifths or 43% of all of the re-arrests during the three years after release.
- Within the first year, 38% of the offenders had been re-arrested at least once. This represented 65% of all the re-arrests during the three years after release.²³
- After two years, 52% of the offenders had been re-arrested at least once. This represented 88% of all of the re-arrests during the three years after release. The great majority of re-arrests had occurred by the end of two years after arrest.
- After three years, 59% of the offenders had been arrested at least once.

B. Other measures: new cases filed, new convictions, remands to custody

The pattern of recidivism was similar for the other measures: new cases filed in court, new convictions, and remands to custody. Remands to custody were the most frequent form of recidivism. Remands to custody occurred because of arrest or conviction on a new offense, and they also occurred because an offender violated conditions of release on probation or parole.

- Within the first six months after release, 34% of the offenders had been remanded to custody at least once.²⁴ This was 52% of all of the remands that occurred during the first three years.
- Within the first year after release, 48% of the offenders had been remanded to custody at least once. This was 73% of all of the remands that occurred during the three years after release.
- After three years, 66% of the offenders had been remanded to custody at least once.

²² Within the first month after release, 6% of the offenders had been re-arrested, and at the end of three months, 15% had been re-arrested.

²³ Similarly, in the BJS report about two-thirds of the recidivism occurred during the first year. *Supra* note 4, at p. 3.

²⁴ Within the first month after release, 8% of the offenders had been remanded to custody, and within the first three months, 21% had been remanded.

Part 6

Factors that affected the likelihood that an offender would commit new offenses or go back to jail

Many factors affected the likelihood that an offender might commit new offenses or go back to jail. Part 3 of this report looks at the effects of these factors one at a time. However, these factors overlapped. Multivariate analysis was used to distinguish among the effects of these factors. For example, the Council found that younger offenders were more likely to be rearrested. Indigent offenders also were more likely to recidivate. Multivariate analysis²⁵ isolates and measures the effect of a single factor such as age, while taking into account other facts known about the offender such as indigency.²⁶

A. Factors related to more recidivism

An offender's age and economic status were the most important factors affecting an offender's chance of coming back to the justice system. The next most important factors affecting an offender's chance of returning to the justice system were whether the offender had a mental health, alcohol, or a drug problem; whether the offender had a criminal history prior to 1999;²⁷ and whether the offender was an Alaska Native. Each factor was related to a greater likelihood of recidivism. They all increased recidivism by about the same amount.

The data showed that:

- Being indigent increased the chance of being remanded to custody, being re-arrested, having a new conviction, or having a new case filed by about 50%.
- The younger the offender, the more likely to return to the justice system when compared to older offenders. Eighteen-year-olds were 81% more likely to recidivate than were 45 year-olds.

B. Factors related to less recidivism

- Offenders whose 1999 convictions were more serious were less likely to return to the justice system.²⁸
- Asian-Pacific Island offenders were less likely to have a re-arrest, a new case filed or a new conviction.
- Offenders whose 1999 felony charges resulted in conviction of a Sexual offense were among the least likely to be re-arrested, have new cases filed, be re-convicted, or return to custody.

²⁵ The type of multivariate analysis used in this report is survival analysis.

²⁶ Tables for this section are in Appendix B. The tables show the effects of each of the important factors, for each of the recidivism measures: re-arrests, new cases filed, new convictions, and remands to custody.

²⁷ Prior criminal histories were categorized as 1) no prior convictions; 2) 1-3 prior misdemeanor convictions; 3) 4 or more prior criminal convictions; 5) 1 prior felony; 6) 2 prior felonies; 3) 3 or more prior felonies.

²⁸ Offenses were categorized (in descending order of seriousness) as Class A felonies, Class B felonies, Class C felonies, and misdemeanors. None of the offenders convicted of Unclassified felonies had been released for as much as three years after serving their sentence for the 1999 offense.

- **Offenders convicted of a Drug offense in 1999 were less likely to have a new case filed, or be remanded to custody, but they had about the same chance as other offenders of having a re-arrest, or of being re-convicted.**

If all offenders received the same treatment, there would be no difference in the rate of re-arrest or re-conviction. The fact that offenders convicted of a drug offense in 1999 were less likely to have a new case filed, or be remanded to custody, but they had about the same chance as other offenders of having a re-arrest, or of being re-convicted, suggests that the judicial council's data could be helpful in developing a more effective treatment program for offenders convicted of a drug offense.

The findings of this study are consistent with the findings of other studies. For example, a study by the Department of Corrections in Alaska found that offenders convicted of a drug offense in 1999 were less likely to have a new case filed, or be remanded to custody, but they had about the same chance as other offenders of having a re-arrest, or of being re-convicted.

Offenders are much more likely to be re-arrested or re-convicted during the first year after release than in subsequent years. This suggests that treatment programs may be most effective if they focus on the first year after release. The fact that offenders convicted of a drug offense in 1999 were less likely to have a new case filed, or be remanded to custody, but they had about the same chance as other offenders of having a re-arrest, or of being re-convicted, suggests that treatment programs may be most effective if they focus on the first year after release.

Offenders who are convicted of a drug offense in 1999 are more likely to be re-arrested or re-convicted during the first year after release than offenders who are convicted of a drug offense in other years. This suggests that treatment programs may be most effective if they focus on the first year after release.

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Part 7 Summary

If all offenders received life sentences, there would be no recidivism. This would maximize public safety but would exact prohibitive social and economic costs. Policymakers need to make decisions on how best to use available resources to promote public safety. Prison is the most expensive choice. Can the criminal justice system increase public safety, have fewer crimes and fewer victims, and save money at the same time? Information about recidivism helps policymakers answer these questions and make effective decisions. The findings in this report suggest different ways that the Judicial Council's data might be helpful. For example:

- Two-thirds of all offenders in this sample returned to the Department of Corrections custody within three years of their release. Over half of all offenders were re-arrested, had a new case filed, or had a new conviction within three years. This level of recidivism suggests that current practices need reexamination. Many offenders are more likely to re-offend than before they entered the justice system.
- Offenders are much more likely to re-offend or be remanded to custody during the first year after release, and especially during the first six months. Using existing resources for "re-entry" programs may be a cost-effective way to reduce recidivism by helping offenders to adjust to the expectations of employers, treatment providers, and others with whom they must interact. Re-entry programs can also deal with offenders' treatment needs, and help them find safe, sober housing.
- Indigent offenders and offenders who commit property crimes are more likely to recidivate. Shifting resources from prisons to community-based institutions may be a more effective and less costly way to reduce recidivism by these offenders.
- The higher recidivism rates for offenders with alcohol, drug or mental health problems may suggest that treatment or some other alternative to incarceration might be a more effective long term response that ultimately provides greater public safety.²⁹
- Lower recidivism rate for some types of offenses and offenders (e.g., older offenders; drug offenders; offenders with no prior convictions) may suggest that some offenders could be safely incarcerated for shorter periods of time, or that they could serve the public through monitored community service.
- The recidivism data in this report may serve as a baseline to which data about particular programs, like therapeutic courts, may be compared. Baseline data may be useful in the context of evaluating treatment programs, electronic monitoring programs, re-entry programs, and other criminal justice initiatives.³⁰

²⁹ Aos, Miller and Drake, *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*, October 2006, Washington State Institute for Public Policy. Exhibit 4, page 9, shows a variety of treatment and monitoring programs nationally, many of which have been shown to reduce recidivism and to be cost effective.

³⁰ The Judicial Council plans to use this baseline recidivism data immediately in a report about the effectiveness of three felony therapeutic courts; the Anchorage felony drug and DUI courts, and the Bethel Therapeutic Court. In 2005, the Council published a report showing that recidivism for participants, especially

Within the limits of its resources, the Council can answer more detailed questions about its recidivism data. Those using the data may wish to have more detail about groups of offenses or offenders. The Council will respond to those questions as completely as possible.

graduates, in these courts, was lower than recidivism by comparison groups (EVALUATION OF THE OUTCOMES IN THREE THERAPEUTIC COURTS, Alaska Judicial Council, April 2005; available at the Council's web site, under "Publications" at www.ajc.state.ak.us.) The Council has collected new data with a longer period in which to track recidivism for participants in these therapeutic courts. It will use the baseline data from this report to help assess the effectiveness of the three therapeutic courts.

With the limited data available, it is difficult to draw any firm conclusions about the
relationship between the two variables. The data suggest a positive correlation, but the
evidence is not strong enough to support a causal relationship.

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The following table shows the results of the experiment. The data indicate that the
relationship between the two variables is positive. The correlation coefficient is
0.75, which is a strong positive correlation. The data also show that the
relationship is not linear, but rather follows a curve.

Appendices

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Appendix A Methodology

This Appendix describes the procedures that the Judicial Council used to create the database and carry out the analysis for this report.

Sample

The Council published *Alaska Felony Process: 1999*, using data from a sample of about two-thirds of the defendants for whom 1999 felony charges were filed (a total of 2,331 defendants included in the report). For the present report, the Council used the 1,963 offenders of that group who were convicted of at least one charge. A number of offenders did not meet the criteria for further review, and were excluded.³¹ The 1999 offenders came from all of the state's superior court sites.

Data about release and subsequent recidivism

The Department of Public Safety, the Department of Corrections, and the Alaska Court System provided access to current data sets that contained information about the 1999 offenders. The format of each data set varied from agency to agency.³²

Release dates

The Council first established a release date for each offender. The release date was defined, for this report, as the first date after the offender's sentencing date on which the Department of Corrections movement files showed the offender as out of custody. For some offenders, the release date and the sentencing date were the same, because the offenders did not spend any additional time in custody after sentencing (although they may have spent time in custody before sentencing). Forty-eight offenders were still in custody on November 17, 2005 (having not been released from custody since they began to serve their sentence for the 1999 offense), the cutoff date for data collection on this report, and are not included in the analysis. The Council identified 1,798 defendants who were released from incarceration at least three years prior to the Council's analysis.

Recidivism: Department of Corrections

After Council staff first reviewed the Department of Corrections data to establish the release date for each offender in the sample, staff looked for the first remand to custody after the release date, and recorded it. Staff counted the total number of remands to custody for any reason – new

³¹ Twelve offenders had died before the November 17, 2005 date used for the cutoff point for cases included in this report, and were not considered.

Some defendants had two distinct felony cases filed against them during calendar year 1999. If the first felony case had been sentenced before the second felony case was filed, the second felony in 1999 was treated as a unique new offender for purposes of the earlier report. For the present report, the offender was characterized by the first felony case filed, and the second felony case was treated as a re-conviction.

³² More detailed information is available from the Judicial Council.

arrest, probation violation, or parole violation – after the release date, and recorded the number. The Department of Corrections database did not have enough information to describe the reasons for remands.

Recidivism: Department of Public Safety

The Department of Public Safety provided the Council with a database that included only the offenders' arrests and convictions on or after the date of release. Information for each offender included the charges arrested and convicted, and the dates of arrest and conviction. For each offender staff recorded the date of the first arrest for any reason after the release date, the total number of charges and arrests after the release date, the date of the first conviction after the release date, and the total number of convicted charges and cases after the release date.

Recidivism: Alaska Court System

The Alaska Court System provided a database that included all of the cases in its system. From this larger data set, the Council extracted the information about the offenders in its sample. Council staff used the release date established from the Department of Corrections data to determine the date of the first charge(s) filed after the offenders' releases, the number of charges and number of cases filed, the date of the first conviction after the release date, and the number of charges and cases convicted.

New recidivism database

From its existing database of the 1999 offenders, and information from each of the three agencies, the Council created a recidivism database. The database included details about the offenders in 1999 (ethnicity, date of birth, gender, type of attorney, type of offense, alcohol, drug and mental health problems³³ and information about the offender's convictions and sentences), and the information described above from each of the cooperating agencies. This new database was used for the analyses described in this report.³⁴

³³ See ALASKA FFLONY PROCESS: 1999, *supra* note 1, pages 64-65. Indicators of an alcohol problem included: under the influence of alcohol at the time of offense; two or more prior convictions in which alcohol use was an element of the offense; conditions of probation that involved substance abuse treatment; conditions of probation that restricted alcohol use; identification of an alcohol problem by Department of Corrections; and a history of alcohol treatment.

Indicators of a drug problem included: under the influence of drugs at the time of the offense; one or more prior convictions involving an illicit drug; substance abuse treatment as a condition of probation; identification of a drug problem by the Department of Corrections; and a history of drug-related arrests or past drug treatment.

Indicators of a mental health problem came primarily from the Department of Corrections, who reviewed every defendant in the 1999 report, and reported whether their records showed indications of mental health issues. Court files may also have described mental health problems.

³⁴ The Council also created a separate database with information about therapeutic court participants in the Anchorage Felony DUI and Drug Courts and the Bethel Therapeutic Court. A separate report about recidivism for those groups is also available from the Council.

Analyses and report

The Council used a federal report as the model for its analysis so that Alaska data could be placed, to the extent possible, in a national context.³⁵ The Institute for Social and Economic Research at the University of Alaska conducted the analysis for the Council. Statistical techniques used included bivariate analyses (cross-tabulations) and survival (multivariate) analyses. The Council also conducted some bivariate analyses in-house.

The Council prepared this report about the data and analyses. Results of significance tests and greater detail about the data and methods are available by contacting the Council.

³⁵ P. Langan and David Levin, "Recidivism of Prisoners Released in 1994," BJS, June 2002, Reference number NCJ 193427.

Appendix B Tables

Part 3 Tables

Recidivism rates during the three-year period according to demographic and other characteristics

Part 3. Section A. Type of Offense/Three Year Recidivism				
Type of 1999 Offense	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
Violent offenses	60%	59%	56%	65%
Property offenses	67%	65%	61%	70%
Sexual offenses	39%	36%	35%	63%
Drug offenses	52%	48%	48%	57%
Other offenses	62%	63%	57%	66%
Driving offenses	61%	59%	56%	73%
Overall	59%	57%	55%	66%

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Part 3. Section C. Table 1 Age at Release/Three Year Recidivism				
Age	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
17-24 years	67%	66%	62%	73%
25-29 years	59%	56%	53%	64%
30-34 years	60%	58%	57%	67%
35-39 years	61%	59%	56%	68%
40-44 years	58%	55%	54%	67%
45-49 years	39%	39%	37%	46%
50-54 years	39%	39%	37%	45%
55 and older	31%	31%	27%	42%
Total	59%	57%	55%	66%

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Part 3. Section C. Table 2 Ethnicity of Offenders/Three Year Recidivism				
Ethnicity	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
Caucasian	55%	53%	50%	61%
AK Native/Am. Indian	66%	63%	62%	75%
Black	66%	67%	61%	73%
Asian/Pacific Islander	35%	37%	33%	45%
Total	59%	57%	55%	66%

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**Part 3. Section C. Table 3
Indigent Offenders/Three Year Recidivism**

Indigency Status	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
Offenders with a Private Attorney in 1999	41%	40%	35%	47%
Offenders with a Public attorney (PD or OPA) in 1999 (Indigent)	63%	61%	59%	70%
Total	59%	57%	55%	66%

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**Part 3. Section C. Table 4
Prior Record in 1999/Three Year Recidivism**

Number of prior convictions in 1999	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
No prior convictions	46%	44%	40%	51%
1-3 prior misd. convictions	56%	55%	51%	63%
4 or more prior misd. convictions	70%	68%	66%	79%
1 prior felony conviction	64%	63%	61%	72%
2 prior felony convictions	80%	78%	77%	86%
3 or more prior felony convictions	74%	71%	71%	78%
Total	59%	57%	55%	66%

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**Part 3. Section C. Table 5
Alcohol Problem Indicators/Three year Recidivism**

Alcohol Problem	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
No Alcohol Problem	54%	53%	50%	57%
Had an Alcohol Problem	62%	59%	57%	70%
Total	59%	57%	55%	66%

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**Part 3. Section C. Table 6
Drug Problem Indicators/Three Year Recidivism**

Drug Problem	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
No Drug Problem	57%	55%	53%	60%
Had a Drug Problem	62%	60%	57%	72%
Total	59%	57%	55%	66%

Alaska Judicial Council Recidivism Report

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Part 3. Section C. Table 7
Mental Health Situation of Offender/Three Year Recidivism

Mental Health Situation	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
No Mental Health Problem	57%	55%	52%	62%
Had a Mental Health Problem	65%	63%	61%	76%
Total	59%	57%	55%	66%

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Part 3. Section C. Table 8
Gender of Offender/Three Year Recidivism

Gender	Re-arrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
Male	60%	58%	55%	67%
Female	57%	53%	53%	60%
Total	59%	55%	55%	66%

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Part 5 Table
Timing of recidivism

Cumulative percentages of released offenders who recidivated

Time after Release	Rearrested (DPS)	New Case Filed (Court)	Re-convicted (DPS)	Remands to Custody (DOC)
One month	6%	5%	2%	8%
Six months	26%	24%	13%	34%
One year	38%	37%	28%	48%
Two years	52%	50%	46%	60%
Three years	59%	57%	55%	66%

Alaska Judicial Council Recidivism Report

January 2007

Part 6 Tables
Multivariate Analysis

Survival Analysis Table/Chance of Re-arrest (DPS)		
Variable	Comparison group	Increased chance of re-arrest
Indigent in 1999	Private attorney in 1999	50%
Alcohol problem in 1999	No alcohol problem in 1999	25%
Alaska Native	Caucasian	24%
Mental health problem in 1999	No mental health problem, 1999	20%
Drug problem in 1999	No drug problem in 1999	19%
Level of criminal history		19% more, for each increase in severity level
Age		18 year-olds are 81% more likely to be re-arrested than 45 year-olds
Violent offense	Property offenses	14% less chance of re-arrest
Class of conviction		18% less chance of re-arrest for each level of more serious offense
Asian/Pacific Islander	Caucasian	34% less chance of re-arrest
Sexual offense	Property offenses	35% less chance of re-arrest

Alaska Judicial Council Recidivism Report

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Survival Analysis Table/Chance of New Case Filed (Court)		
Variable	Comparison group	Increased chance of new case filed in court
Indigent in 1999	Private attorney in 1999	45%
Alaska Native	Caucasian	22%
Alcohol problem in 1999	No alcohol problem in 1999	21%
Drug problem in 1999	No drug problem in 1999	20%
Level of criminal history		18% more, for each increase in severity level
Mental health problem in 1999	No mental health problem, 1999	15%
Age		18 year-olds are 81% more likely to have a new case filed than 45 year-olds
Violent offense	Property offenses	14% less chance of new case filed
Drug offense	Property offenses	19% less chance of new case filed
Class of conviction		18% less chance of new case filed for each level of more serious offense
Asian/Pacific Islander	Caucasian	34% less chance of new case filed
Sexual offense	Property offenses	44% less chance of new case filed

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January 2007

Survival Analysis Table/Chance of New Conviction (DPS)		
Variable	Comparison group	Increased chance of new conviction (DPS)
Indigent in 1999	Private attorney in 1999	52%
Alaska Native	Caucasian	24%
Alcohol problem in 1999	No alcohol problem in 1999	24%
Black	Caucasian	21%
Level of criminal history		19% more, for each increase in severity level
Drug problem in 1999	No drug problem in 1999	18%
Mental health problem in 1999	No mental health problem, 1999	15%
Age		18 year-olds are 81% more likely to be re-convicted than 45 year-olds
Class of conviction		21% less chance of new conviction for each level of more serious offense
Asian/Pacific Islander	Caucasian	37% less chance of new conviction
Sexual offense	Property offenses	42% less chance of new conviction

Alaska Judicial Council Recidivism Report

January 2007

Survival Analysis Table/Chance of New Remand to Custody (DOC)		
Variable	Comparison group	Increased chance of new remand to custody (DOC)
Indigent in 1999	Private attorney in 1999	50%
Alaska Native	Caucasian	44%
Drug problem in 1999	No drug problem in 1999	35%
Mental health problem in 1999	No mental health problem, 1999	26%
Male	Female	25%
Black	Caucasian	22%
Alcohol problem in 1999	No alcohol problem in 1999	20%
Level of criminal history		19% more, for each increase in severity level
Age		18 year-olds are 81% more likely to be remanded than 45 year-olds
Sexual offense	Property offenses	22% less chance of new remand
Drug offense	Property offenses	22% less chance of new remand

Alaska Judicial Council Recidivism Report

January 2007

^{Allison}
Hollis/Bill/~~Gindy~~

Re: Legislative Reseach Report of 55% decrease in Alcoholism treatment funding since 2002.

Jeff Jesse says there are Potentially wrong numbers in the Legislative Report showing decrease in Alcoholism Treatment funding since 2002.

The report, based on calculations by DHHS (Angela Salerno) says funding's decreased by 55%. Jeff Jesse is double checking the Department's numbers. The decrease may be lower, but there's been a decrease, and a loss of treatment beds.

And most importantly, here are vastly inadequate 30 and 60 day residential treatment facilities for those who are willing to undergo treatment. Jeff would confirm that.

Sarah's proposed to add some money – about \$7 million this year but \$2 million doesn't go top treatment – it goes to advertise to stop underage drinking.

There are inadequate treatment sr.vice to get enough people into the wellness courts.

LEGISLATIVE RESEARCH REPORT

DECEMBER 7, 2007



REPORT NUMBER 08.066

FUNDING FOR TREATMENT OF ALCOHOLISM AND SUBSTANCE ABUSE IN ALASKA

PREPARED FOR REPRESENTATIVE LES GARA

BY TIM SPENGLER, LEGISLATIVE ANALYST

You asked for information about state and federal funding for alcohol and substance abuse treatment programs in Alaska.¹ Specifically you wanted to know the funding these programs received each year from 2000 until the present.

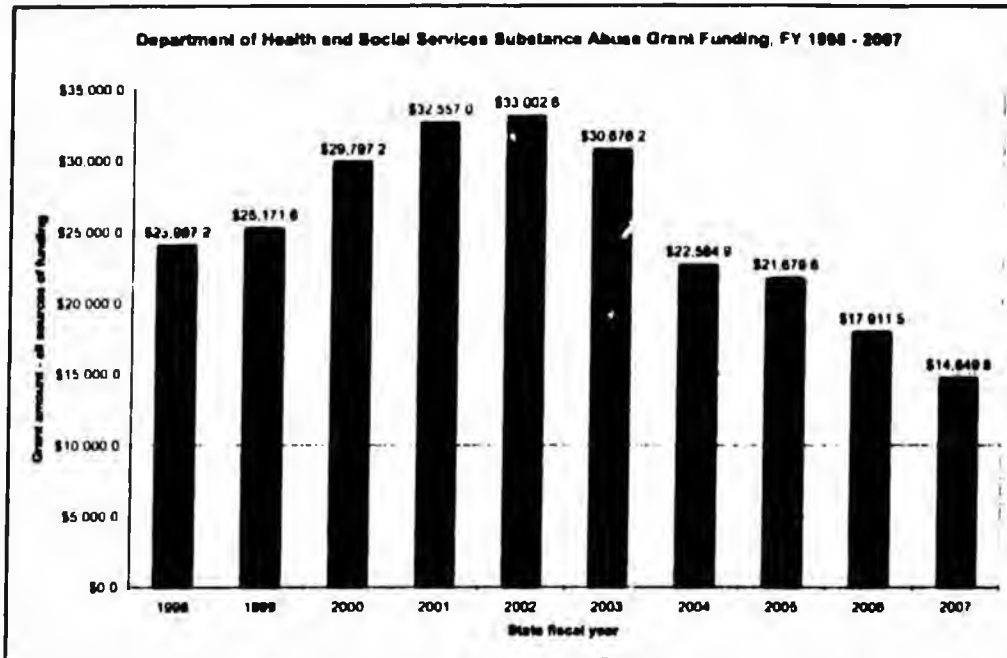
The Alaska Mental Health Board (AMHB) and the Advisory Board on Alcoholism and Drug Use (ABADA) are the state agencies charged with planning and coordinating behavioral health services funded by the State of Alaska. According to Angela Salerno, Advocacy Coordinator for both boards, funding for substance abuse treatment programs has declined significantly in the last years.²

Since 2002, funding has dropped over \$18 million or approximately 55%, although behavioral health advocates point out that the need for services continues to grow. Table 1 shows annual substance abuse grant funding from FY 1998 through FY 2007. This table was taken from the AMHB and ABADA's *2007 Legislative Priorities* packet which was distributed to legislators early in 2007.³

¹ We looked at funding sources that flow through the State of Alaska. Some Native organizations, such as the Southcentral Foundation and the Alaska Native Tribal Consortium, receive federal or corporate funding which would not be reflected in this report. Certain municipalities and other organizations may receive funding not funneled through the state as well. C.W. Floyd, with the Health and Human Service Policy and Planning section, Municipality of Anchorage (MOA), related that the MOA receives some federal grants, most significantly from the Bureau of Indian Affairs and the Bureau of Justice. This grant money is used almost exclusively in addressing the issue of public inebriates rather than substance abuse treatment. Mr. Floyd expressed concern regarding the lack of resources available to provide basic detoxification services, as well as on-going substance abuse treatment, in the Anchorage area. This issue is likely even more problematic in other parts of the state. C.W. Floyd is available at (907) 343-4641.

² Angela Salerno can be reached at (907) 465-4765

³ According to Ms. Salerno, the AMHB and ABADA do not have data differentiating how funding is distributed between alcohol and drug treatment programs.



Notes: This table reflects money flowing through the State of Alaska, it does not reflect federal money that goes directly to local governments or entities outside the state budget process
 Sources: 2007 Legislative Priorities, Alaska Mental Health Board and Advisory Board on Alcoholism and Drug Use

The usual funding sources for substance abuse treatment are the federal government, the Mental Health Trust Authority, and, in previous years, general fund/mental health (GF/MH) dollars. The lion's share of treatment funding, however, now comes from revenue generated from the alcohol tax.⁴ The alcohol tax stemmed from 2002 legislation sponsored by Representative Lisa Murkowski which increased the excise tax on alcoholic beverages by 7.5 cents per drink. Representative Murkowski wrote in her sponsor statement that she intended that the funds generated with this tax

would help provide revenue needed for the expanded treatment, therapeutic courts, diversion programs and other initiatives now under consideration in the Legislature.⁵

What has occurred, according to Ms. Salerno, is that instead of augmenting GF/MH dollars with this revenue, the Legislature has replaced GF/MH funds with revenue from the alcohol tax.

A major factor to consider when looking at the diminishing funding for substance abuse treatment is the role Medicaid plays in the Department of Health and Social Services (DHSS). Traditionally, Medicaid serves poor families or those receiving federal disability benefits. Due to federal restrictions, however, Medicaid will not pay for substance abuse treatment for most people. In FY

⁴ For FY 2007, approximately 75% of the funding for substance abuse treatment came from the alcohol tax.

⁵ Representative Lisa Murkowski introduced House Bill 225 in 2001, which passed into law as Chapter 116 SLA 02. This legislation amended several subsections of AS 43.60.

2003, DHSS, in an effort to maximize federal dollars available to provide health and behavioral health services, significantly increased its Medicaid program. As the department has come to rely more on Medicaid, GF grant funding has decreased substantially.⁶ Therefore, while emphasizing Medicaid may have been a fiscally sound decision for the use of state funds, it has been to the detriment of substance abuse treatment grants, according to Ms. Salerno.

We include as Attachment A, a copy of the AMHB and ABADA's *2007 Legislative Priorities*, which outlines the boards' positions including how reduced grant money available to providers, coupled with the continued need for substance abuse treatment statewide, has created a severe shortfall of treatment options for those in need of such services. Ms. Salerno would be happy to provide additional information regarding how the shrinking substance abuse treatment budget hinders the deliverance of services in the state. She also suggests Health and Social Services Planner Carol Greenough as an experienced and knowledgeable source of information on substance abuse treatment issues, including its budgetary complexities.⁷

I hope you find this information to be useful. Please do not hesitate to contact us if you have questions or need additional information.

⁶ Funding for "formula programs"—of which Medicaid is the largest, increased from 65% of the DHSS budget in FY 2002 to 73% in FY 2007. At the same time, general fund grant funding for the department decreased from 12.4% of the budget to 6.5%. AMHB and ABADA, *2007 Legislative Priorities* packet, p.4.

⁷ Carol Greenough is the AMHB and ABADA's primary "numbers" person. Ms. Greenough is currently out of the office but can be reached in January 2008 at (907) 465-3278

Attachment A

**Alaska Mental Health Board
Advisory Board on Alcoholism and Drug Abuse
2007 Legislative Priorities**

**Alaska Mental Health Board
Advisory Board on Alcoholism and Drug Abuse**

2007 Legislative Priorities

The Alaska Mental Health Board (AMHB) and the Advisory Board on Alcoholism and Drug Abuse (ABADA) are statutorily authorized Governor's advisory boards charged with planning and oversight of the State of Alaska's behavioral health system. Through our mandate to plan, coordinate, evaluate, advise and advocate, we work to ensure a comprehensive, effective and accountable system of prevention and treatment for all Alaskans, especially those with mental illness and drug addictions.

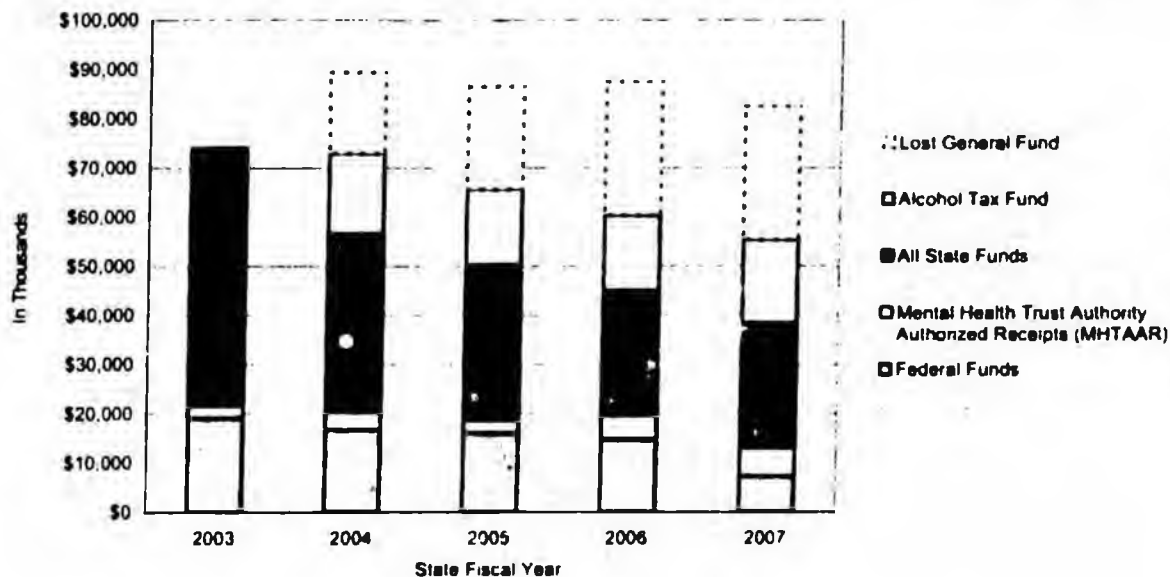
Our legislative priorities promote a strong and responsive system of behavioral health services:

- The *Alcohol and other Drug Abuse Treatment and Prevention Fund (ADTP)* is used to supplement, not supplant general funds. Alcohol taxes placed in the ADTP (over \$17 million annually) must be used to increase capacity in the behavioral health service system, not to replace general funds (pg. 2).
- FY '08 GF/MH funding for alcohol abuse prevention and treatment services will increase by 50% over the FY '07 budget. Funding for prevention and treatment has not kept pace with community need (pg. 3).
- The State of Alaska will invest GF/MH dollars in behavioral health services. Increasing reliance on Medicaid and shrinking GF grant funding is leaving Alaska without the resources needed to prevent or treat behavioral health problems *before* they become chronic and disabling (pg.4).
- Needy Alaskans will retain their current access to Medicaid-funded behavioral health services. Any changes to the Medicaid program must be evidence-based and promote wellness, allow for continued availability of a full range of health care services and keep Medicaid affordable for low-income recipients (pg.5).
- Residential and home and community based options to "Bring the Kids Home" will reach the desired capacity. We must maintain our progress in building the behavioral health treatment capacity needed to serve Alaska's children close to home (pg.6).
- A GF/MH increment for Peer Operated/Directed Services will be included in the final FY '08 operating budget. Peer operated services are cost-effective and proven successful (pg.7).
- Substance abuse treatment, such as the Residential Substance Abuse Treatment model (RSAT), will be offered in all correctional facilities in Alaska. Behavioral health treatment capacity in prisons is critical to halting recidivism and will save the State of Alaska millions of dollars (pg 8).
- The *Alaska Housing Trust* is established within the Alaska Housing Finance Corporation. The proposed Alaska Housing Trust will develop permanently affordable housing, provide supportive services that prevent homelessness, and act as a catalyst to pull together other funding sources to move Alaskans into permanent homes (pg 9).

Millions of Dollars Earmarked for Substance Abuse Prevention and Treatment Are Not Being Used for the Intended Purpose by the Legislature

- In 2002, the 22nd Alaska Legislature passed HB 225 that increased the excise tax on alcoholic beverages by 7.5 cents per drink. The legislation, sponsored by Representative Lisa Murkowski, also created the Alcohol and Other Drug Treatment and Prevention Fund (ADTP) into which 50% of all alcohol taxes are now deposited.
- Each year, approximately \$17 million in alcohol taxes are deposited in the ADTP. With "carry over" from previous years, the fund is expected to hold over \$20 million in FY 07.
- In her sponsor statement, Representative Murkowski wrote that the fund "would help provide revenue needed for the expanded treatment, therapeutic courts, diversion programs and other initiatives now under consideration in the Legislature."
- But the Legislature has not expanded prevention and treatment services by adding ADTP dollars to General Fund/Mental Health dollars (GF/MH). Instead they took away GF/MH and replaced it with ADTP. The result? **No net increase for prevention and treatment.**
- In 2003, the cost of alcohol and drug abuse to Alaska's economy was estimated to be \$738 million in lost productivity, accidents, health care, criminal justice and public assistance.*
- In 2005, 18% of all adults and 21% of those between 18-24 reported binge drinking.**
- **If the ADTP fund was used as intended, to supplement, not supplant GF/MH spending, in FY 07, the State of Alaska would have an additional \$20 million for treatment and prevention of alcoholism and substance abuse. Supplement, don't supplant!**

General Funds for Behavioral Health Services Lost Due to Supplantation with Alcohol Tax Fund



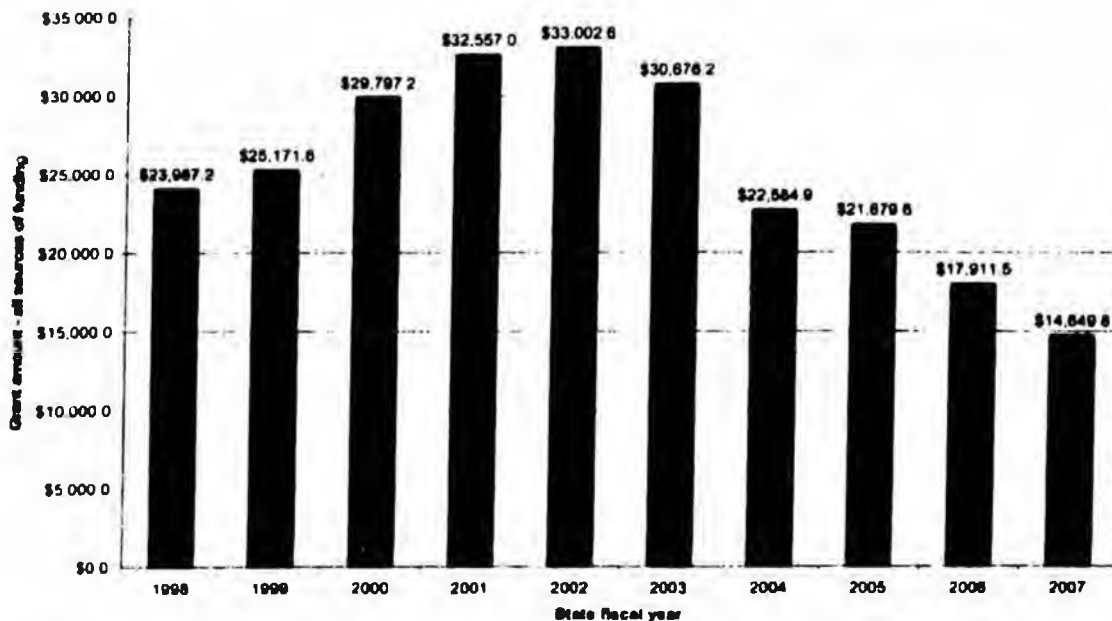
*Economic Costs of Alcohol and Other Drug Abuse in Alaska. (2005) McDowell Group

**Alaska Behavioral Health Risk Factor Survey 2004/2005 Annual Report. State of Alaska, DHSS

State Funding for Substance Abuse Prevention and Treatment Not Keeping Pace with Community Need

- In 2004, approximately 38,000 Alaskans age 12 and over either abused or were dependent on alcohol.*
- In 2005, 18% of all adults and 21% of those between 18-24 reported binge drinking.**
- In Alaska, 79% of newly incarcerated inmates were actively abusing or dependent on alcohol or other substances in the year before their incarceration.
- Children in alcohol-abusing families are almost four times more likely to be maltreated, and 10 times more likely to be neglected; 81% of all reports of harm against Alaska children involve substance abuse.
- In 2003, the cost of alcohol and drug abuse to Alaska's economy was estimated to be \$738 million in lost productivity, accidents, health care, criminal justice and public assistance.***
- Between FY 2002 and FY 2007, state funding for substance abuse treatment dropped by 56.2% or \$18.6 million.
- In 2004, over 35,000 Alaskans who needed treatment for alcohol abuse could not receive it.*
Medicaid does not cover most substance abuse treatment.
- Just three years ago, GF appropriations for prevention and treatment of substance abuse were 50% higher than today. Increase GF appropriations to at least the FY 2005 level. Alaska cannot afford to ignore the costs of substance abuse to the state and to Alaskan families.

Department of Health and Social Services Substance Abuse Grant Funding, FY 1998 - 2007



*National Survey on Drug Use and Health, 2003 and 2004 SAMHSA Office of Applied Studies

**Alaska Behavioral Health Risk Factor Survey 2004/2005 Annual Report State of AK, DHSS

***Economic Costs of Alcohol and Other Drug Abuse in Alaska 2005. McDowell Group

Shrinking GF Dollars for Behavioral Health Services Increases Costs to the State and to the People of Alaska

- The state has two primary sources of funding for behavioral health services: Medicaid and state General Fund dollars (GF). Medicaid serves poor families and those that are receiving federal disability benefits. GF dollars are granted to private service providers to fund community-based mental health and substance abuse prevention and treatment programs for those not eligible for Medicaid such as single men aged 22 to 64.

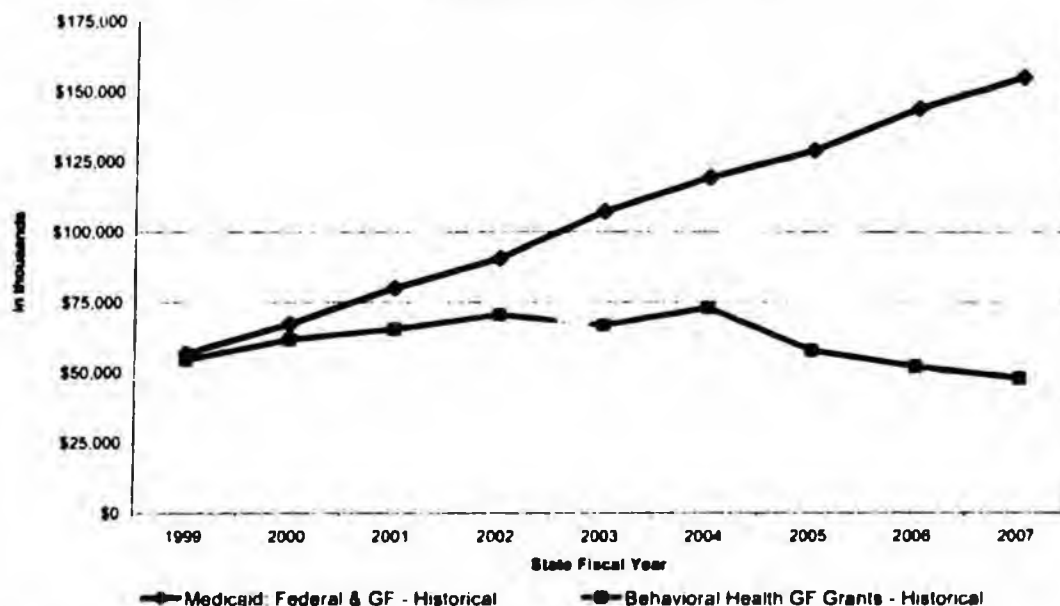
- In FY03, in order to maximize the amount of federal dollars available to provide health and behavioral health care services, the Department of Health and Social Services (DHSS) made the decision to “refinance” with significant increases in the state’s Medicaid program. As a result, state spending for “formula programs” (the largest of which is Medicaid) increased significantly – from 65% of the DHSS budget in FY02 to 73% of the budget in FY07.

- Because of this growing reliance on Medicaid, and the growing costs, GF grant funding was cut by 22% and decreased from 12.4% of the DHSS budget to 6.5% of the budget. **The impact? Between FY02 and FY07, grant funding for substance abuse treatment dropped by 56% (\$18.6 million) and over 35,000 Alaskans who needed help in recovering from substance abuse could not get it because treatment was not available.**

- Increasing reliance on Medicaid and shrinking GF grant funding is leaving Alaska without the resources needed to prevent or treat behavioral health problems *before* they become chronic and disabling and *before* the individual becomes eligible for Medicaid.

- **The state must deliver adequate GF funded behavioral health services to provide prevention, early intervention and community-based services, treat Alaskans cost-effectively, and in turn, curb the use of Medicaid.**

**Appropriations for Behavioral Health Services*
Medicaid and GF Grants**



* Data based on legislative appropriations. Actual funding may vary due to changes in DHSS allocations.

The Medicaid Program Provides Access to Behavioral Health Care for Thousands of Alaskans and Must Remain Accessible and Affordable

- Every year, over 15,000 Alaskans use Medicaid to access the behavioral health care services that allow them to work, care for their families or stay as independent as possible in the community.
- General Fund spending for the Medicaid program has increased significantly, from \$145 million in FY2000 to \$384 million in FY07. Factors contributing to this growth include increased utilization of Medicaid to “refinance” health and behavioral health services, the addition of Denali KidCare, the growing cost of health care, an aging population and the lack of access to health insurance. **Alaska ranks 43rd among the states in the number of adults covered by employer sponsored health insurance.***
- Recent federal initiatives give the state new authority over Medicaid eligibility, the types of services available and the cost of Medicaid to recipients. **Choices available to the State of Alaska can make Medicaid unaffordable, restrict the types of services available or even make certain groups ineligible.** The effect on families, children and people with disabilities will depend heavily on the decisions made by state policymakers.
- Medicaid revenue is crucial to a growing health care sector of the Alaskan economy that employs over 36,000 Alaskans. In addition to supporting jobs that remain in-state, Medicaid revenue is essential to the survival of community-based health care services on which all Alaskans rely.
- **Any changes to the Medicaid program must be evidence-based and promote wellness, allow for continued availability of a full range of behavioral health services and keep Medicaid affordable for low-income recipients.**

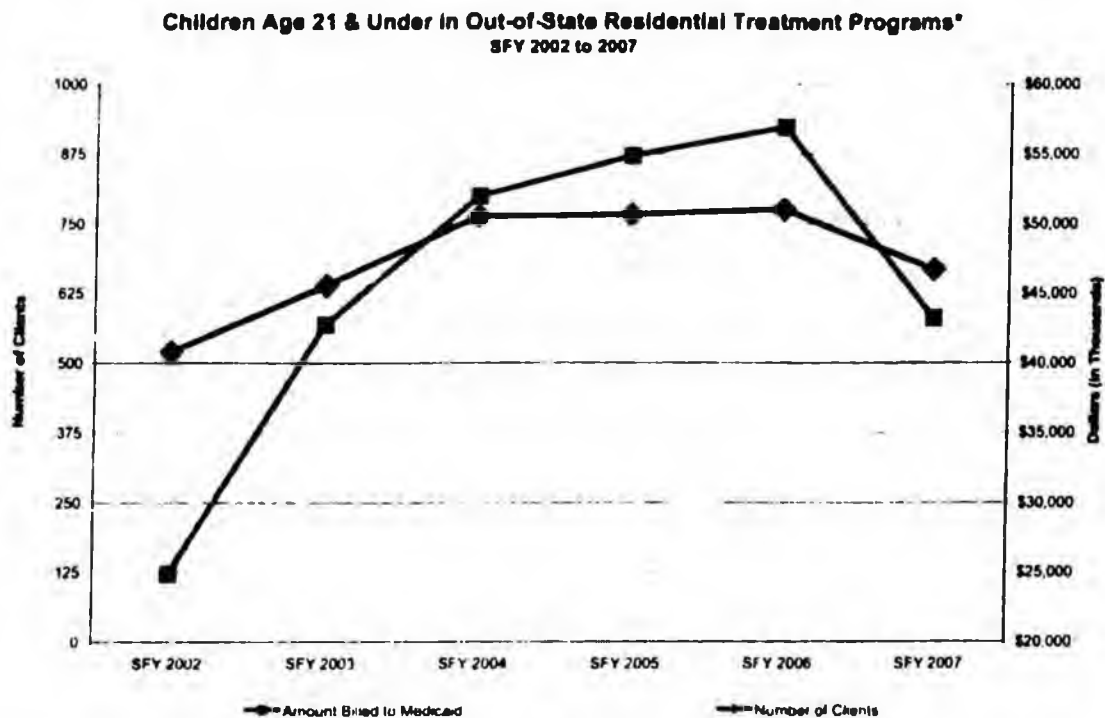
Number of Behavioral Health Medicaid Beneficiaries, FY 2005	General mental health services	Inpatient psychiatric services	Residential psychiatric treatment centers	TOTAL
Children	6,909	1,211	1,014	9,134
Adults	2,139	0	0	2,139
Elderly	196	5	0	201
Disabled children	392	103	75	570
Disabled adults	3,461	18	8	3,487
TOTAL	13,097	1,337	1,097	15,531

Source: DHSS MMIS-JUCE

*Urban Institute and Kaiser Commission on Medicaid and the Uninsured, 2006

Bring the Kids Home Initiative Successful: Work Turns to Building Additional Prevention, Treatment Close to Home

- Since the start of the "Bring the Kids Home" initiative in 2005, 13% fewer kids are in out-of-state psychiatric placement, and Medicaid costs for this type of care have fallen by \$13 million. With four months of FY07 data, trends point to success for this initiative.
- Alaska is building capacity to care for kids in-state. Capital and operating investments of over \$19 million from the Department of Health and Social Services (DHSS), the Alaska Mental Health Trust Authority (AMHTA) and the Denali Commission have built additional community treatment beds, group homes and outpatient services. The greater availability of home and community-based services is encouraging prevention, earlier intervention and better outcomes for kids and their families.
- The BTKH partners should protect and sustain their investment in bringing and keeping kids home. The AMHTA Trustees approved over \$2 million in MTAAR for FY 08 and recommend that the legislature appropriate an additional \$3.1 million GF/MH for home and community-based services and capital match. Maintaining this proven effective initiative to keep kids home saves money, and better serves the needs of Alaskan families.



* Numbers for SFY 2007 and 2008 data are extrapolated. Data available in STAMS includes claims paid from 11/1/06 through 10/31/2008.

Peer-Provided Behavioral Health Services Proven Effective

- **Research has proved the effectiveness of peer provided services.** Consumer-operated programs such as drop-in centers, case management programs, outreach programs, businesses, employment and housing programs, and crisis services are a growing part of the behavioral health consumer movement. Research conducted by the U.S Department of Health and Human Services, Substance Abuse and Mental Health Services (SAMHSA) shows that consumers are satisfied with peer provided services and that programs met their objectives - people participate in peer provided services because they work.
- **Peer provided services prevent re-hospitalization.** An evaluation of the New York Association of Psychiatric Rehabilitation Services (NYAPRS) *Peer Bridger Project* found that re-hospitalization rates during a two year period decreased from 60% to 19%, an improvement of 41% for individuals who were recipients of peer provided case management services. The study examined benefits of peer services including temporary relief from social isolation often experienced by people who are hospitalized and the ability to share with each other wisdom and survival skills necessary for the process of recovery.
- **Peer provided services foster independence.** 70% of self-help groups report their members stay out of the hospital, hold a job and are living more independently and assuming more responsibility. (Rosenthal, H., *Testimony Regarding the Results of the Research Study of the New York City Involuntary Outpatient Commitment Pilot Program*, December 16, 1998).
- **Peer provided services are cost-effective.** Clifford Thurston, one of a growing number of consumers nationwide who is working for a managed care organization, has made the following statement about drop in centers: "The bottom line is that these programs are being funded because they're cost-effective. They reduce hospitalizations and get people back to work." (*Technical Assistance Guide on Consumer-run Drop-in Centers*, National Mental Health Consumers' Self-Help Clearinghouse).
- **The Alaska Mental Health Board and Advisory Board on Alcoholism and Drug Abuse have long been supportive of these proven and growing services.** Empirical evidence supports the social framework of peer-to-peer recovery services, and the federal Substance Abuse and Mental Health Services Administration (SAMHSA) has asserted that peer-operated services promote resiliency and facilitate recovery. In response, SAMHSA has granted millions of dollars to peer operated programs including \$2.5 million in FY 06.
- **The State of Alaska should support peer provided services with GF/MH dollars.** These demonstrated effective services have a legitimate place in the continuum of services provided by the state. The legislature should appropriate sufficient funding to allow these programs to prove their worth to the people of Alaska.

**Addictions Treatment in Corrections:
Alaska Has the Opportunity to Provide Essential, Cost-effective Services**

- Research on Alaska's newly incarcerated prisoner population reveals the strong relationship between substance abuse and criminality: 91 % of the prisoners assessed had a substance use disorder some time in their lives, 79% in the last year severe enough to require treatment. *These rates are as high as or higher than any data previously reported in the scientific literature since standardized diagnostic studies of prisoners began two decades ago.*
- Over the last four years, funding for substance abuse treatment within correctional facilities operated by the Department of Corrections has decreased dramatically. Only three treatment programs for prisoners remain, two in Alaska and one in Arizona. These are Residential Substance Abuse Treatment programs (RSAT), one for men at Wildwood Correctional Center, one for women at Hiland Mountain Correctional Center and one for Alaska prisoner incarcerated in Arizona.
- RSAT is an intensive, six to 12 month program proven effective with high-risk offenders with lengthy criminal histories associated with substance abuse. When checked six-months following release into the community, 84% of the women graduates and 83% of the men graduates followed through with aftercare recommendations, and 88% percent of the women graduates and 93% of the men graduates remained drug free.
- While RSAT is a critical for substance abuse treatment of the offenders with lengthy criminal histories and the most serious addictions, it is not enough! The State of Alaska must invest in RSAT as well as a full continuum of services for those whose addictions are a contributing cause to their crimes.
- Even short-term treatment in prisons is crucial to cutting recidivism and will save the State of Alaska money. Research shows that the percent of former prisoners who reported any criminal activity declined by 60% after substance abuse treatment, and the average annual crime-related costs to society fell by \$8,611 per individual.**
- Now is the time to seize new opportunities for prisoner substance abuse assessment and treatment programs within the Department of Corrections. The State of Alaska must fund culturally appropriate and gender specific substance abuse treatment for inmates who need it, including special groups within the inmate population such as sex offenders and those dually diagnosed with mental illness and addictions.

* State of Alaska, Department of Corrections Women's evaluation, 2000, Men's evaluation, 2002

**Koenig, et al (1999) *National Treatment Improvement Evaluation Study* SAMHSA

Alaska Housing Trust Fund

- NEED:** Thousands of Alaskans Are Homeless
- 3,500 homeless on any given night, including 1,000 people in families with children
 - 4,000 households on waiting list for public housing program; most are families with children
 - 20,000 low-income households spend over half their income on housing, placing them at risk of homelessness

- PROBLEM:** Lack of Focus on Strategies to End Cycle of Homelessness
- Lion's share of housing assistance is provided by federal programs that are not adequately focused on the homeless problem
 - Current housing programs are poorly connected to supportive services (e.g., case management, tenant education) necessary to end cycle of homelessness

- STRATEGY:** The Alaska Housing Trust Fund
- Create special fund at Alaska Housing Finance Corporation (AHFC) using state general funds
 - Use fund for specific, strategic mission: develop housing for homeless families and families in danger of becoming homeless
 - Invest in permanently affordable housing—which means the housing will always be rented or sold at a cost low-income people can afford—through Community Land Trust models and other creative approaches
 - Provide supportive services that prevent homelessness and increase housing retention
 - Serve as catalyst to pull other funding sources together to move families out of homelessness
 - Encourage innovative ideas and entrepreneurial strategies

- BENEFITS:** To Families, Communities and All Alaskans
- Safe, stable, affordable housing promotes strong families—children are more successful in school, families have foundation to grow their dreams, seniors and persons with disabilities can live with independence and dignity
 - Home ownership promotes community stability—families are more invested in their neighborhoods and increase their civic participation
 - Moving people from homelessness to permanent housing reduces the amount of public funding they would otherwise use

- IMPLEMENTATION:** Accountability and Results
- Alaska Council on Homeless will develop annual housing trust fund plan, advise on allocation of fund resources, and report results annually

- SUPPORT:** Alaskans Agree
- A recent statewide public opinion survey found that 90% of Alaskans agree that it is only fair that everyone has access to a decent place to live, and 89% agree that we have a responsibility to help people who need a place to live.

For more information on the Alaska Housing Trust Fund, please visit www.mhtrust.org

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Family support efforts

FAMILY SUPPORT

Prevention

Community Plan for Addressing Substance Abuse and Delinquency

					Status	Resource	Community Measures
<p>Develop and support Family and Peer Navigators to work with substance-using youth and families and case teams</p> <p>Lead: Reclaiming Futures</p> <p>Agency Partners: Volunteers of America, Alaska Youth and Parent Network</p>	<p>Year 1 - 5: Number of kids served DJJ, VOA, UAA Justice Center</p> <p>Year 2 - 5: Reduction in relapse by substance using youth DJJ, VOA, UAA Justice Center</p> <p>Year 2 - 5: Client self-identified improvement DJJ, VOA, UAA Justice Center</p>	<p>Family Navigator(s) hired for RF</p> <p>Develop common training for Family Navigators as a norm</p>	<p>Development of active family/youth advisory group</p> <p>Reduction in rates of relapse by youth from rate of 1st year</p>	<p>Clear leadership role for Family/Youth Advisory Group</p> <p>Reduction in rates of relapse</p> <p>Reduction in rates of delinquency with substance use.</p>	<p>The Alaska Mental Health Trust Authority (AMHTA) has been approached with a multi-year grant for Volunteers of America (VoA) and Reclaiming Futures to establish a Family Navigator with development of pro-social supports. The grant has been submitted</p>	<p>Most fiscal resources have been identified through AMHTA and RF. Project proposal includes additional case management, administrative and incentives support – total budget estimate \$120,000 CP component: \$1,000</p>	
<p>Develop a family assessment center (FAC) available to all families (Including On-Base families).</p> <p>a. Could include "Welcome Wagon" concept to assist families in becoming engaged civically, socially, and culturally</p> <p>b. Should help navigate systems and agencies.</p> <p>c. Develop school assessments as one portal to the FAC</p> <p>d. Could include Family</p>	<p>Year 1 - 5: Usage of FAC (lead agency)</p> <p>Year 1 - 5: Improvement in Parenting skills (lead agency)</p> <p>Year 2 - 5: Client self-identified improvement. Should include demographic s, quality of</p>	<p>Location secured</p> <p>Plan created for center – including community outreach to design effort</p> <p>Agreements signed for shared and collocated staff by agencies</p> <p>FAC initiated by year 2</p> <p>By Year 2, develop</p> <p>By Year 2, develop peer-to-peer support for both youth and parents</p>	<p>FAC initiated</p> <p>Community liaisons for "Welcome Wagon" established – could be geographic or ethnic community.</p> <p>Increase in number of youth assessed</p> <p>Increase in use</p>	<p>Continuation of year 3 goals</p> <p>Diversified funding sources for sustainability identified and secured</p> <p>Reduction in youth substance use</p> <p>Reduction in youth delinquency</p> <p>Reduction in Child Abuse</p>	<p>The Prevention Subcommittee of the Tri-Borough Policy Team has adopted this as a priority and begun planning efforts. Strongly coordinated with the Community Justice Center and the Expulsion and Suspended Youth work groups of the Tri-Borough Policy Team. This work group has begun the process of identifying</p>	<p>The planning team envisions highest cost will be capital initially. It is important to configure the site appropriately – especially if sited with justice options that might be both adult and juvenile. A capital request related to this has been proposed to the city for the Community Justice Center. It is</p>	

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Family support efforts

<p>Planning e. Should consider Transportation issues for families in planning Lead: Assessment Center subgroup of the Policy Team; Michele Christanson</p>	<p>experience, knowledge of and use of services, frequency of visits (lead agency) Year 2 – 5: Changes in key categories in United Way Community Assessment (to be identified by Michele) By year 5: Reductions in Child Abuse By year 5: Reductions in Youth Violence By year 5: Increase in Graduation rates By year 5: Increase in School Engagement (reductions in suspension, expulsion and absences)</p>	<p>Integration with Community Justice Center and Expulsion/Suspension on school concepts</p>	<p>of FAC by clients Improvement in identified family parenting skills and attitudes</p>	<p>Increased Graduation rates Increased School Engagement</p>	<p>agency levels of collaboration and interest and have identified a preliminary list of partners and services to be located at a site. There was great deal of interest in contacted agencies in both involvement and collocation – need to connect with North Anchorage CITC/SCF/MOAA/United Way project and OCS Family to Family as well as Child Care Connection and Success by Six. Need to identify site</p>	<p>assumed that on-site services will not be new or duplicative, but will be provided through the location of existing staff and services at this location. Full resource costs not yet determined.</p>	
<p>Network with existing parent associations & providers to create a seamless continuum of resources in the most appropriate dominant written languages (should also take into account the On Base population). Could include Family</p>	<p>Year 1 – 5: Number of parenting books used, languages served MOA Year 2 – 5: Client self-identified use of books and</p>	<p>Parenting Guide in 6 primary languages distributed in Anchorage School District, and available to Kenai Peninsula & Matanuska-Susitna boroughs to revise/update</p>	<p>Parenting Guide will be available at Anchorage, Kenai Peninsula and Mat-Su school registrations and</p>	<p>At least 10 agencies, including United Way's 211 information and referral line, will have materials and website information in 5 dominant</p>	<p>This particular objective is part of the initial concept of the Family Assessment Center – which really is emphasizing strength-based assessment and referrals to services.</p>	<p>Recent report to Prevention Subcommittee of the TBAGYVPT indicates that book distribution is occurring at Title One schools. Muni. Indicated they are</p>	

Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Family support efforts

<p>Planning Lead: MOA DHS, Tri-Borough Policy Team</p>	<p>improvement in parenting skills MOA</p>	<p>contact lists accordingly for each community Representatives from Mat-Su and Kenai Peninsula boroughs will join the Family Support & Engagement Group to revise Parenting Guide resource contact lists for their communities Funding secured to expand distribution</p>	<p>agencies. Parenting Guide updated Resource updates continue Plan for assessment of parent involvement (showing increased awareness)</p>	<p>languages</p>		<p>developing evaluation measures to measure impact.</p>	
<p>Develop the Before and After School Support Network Lead: Child Care Connection</p>	<p>To be determined</p>	<p>To be determined</p>	<p>To be determined</p>	<p>To be determined</p>	<p>Survey developed and implemented at elementary schools. Group meets regularly.</p>	<p>To be determined</p>	

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Supportive adult relationships with youth

SUPPORTIVE ADULT RELATIONSHIPS

					Status	Resource	Community Measures
<p>Increase mentoring and the involvement of community in workplace sharing, Natural Helpers, and related areas of informal mentoring (through public presentations, media and other efforts – also see Mentoring Alliance goals below). a. Should include diverse representation b. Should include consistent training opportunities Lead: United Way, multiple agencies</p>	<p>Year 1 – 5: Increase in number of mentors (including measures of diversity) available BB/BS</p>	<p>Landscape of agencies that work in a formal or informal mentoring capacity identified Increase in number of relationships by agencies that support our kids Increase in number of neighborhood-based participants in coordinated trainings Increase in number of supportive adult/yr (1:1) relationships within neighborhoods Increase in diversity of representation of adults and youth in supportive relationships Increase in number of businesses providing opportunities for youth</p>	<p>Youth participants report increase in supportive relationships Increase in access to resources for programs and informal organizations Increase in access to resources by neighborhood activists, families Increase in # of trained mentors Greater retention of mentors and mentees, improved community attitude toward mentoring</p>	<p>Regular reporting of how mentors are utilized Measures of effectiveness Increase in volunteerism by participating youth Increase in pro-social and positive behaviors by participating youth Increase in graduation rates Continuation of prior year improvements</p>	<p>United Way has initiated an ad hoc media team effort to look at the overall plan (See Media section below). A media campaign is under development and parts of this are being unveiled.</p>	<p>Funding for background checks (for the continuum of youth supportive relationships) that follow the BB/BS model and for incentives for youth, families and supportive adults needs to be costed out and identified.</p> <p>Media campaign has been funded by UNited Way Board \$26,000 (additional \$15,000 in reserve). BB/BS is acting as the fiscal agent at no charge to the project.</p> <p>United Way has added \$20,000 for supporting continued leadership in the Mentoring Alliance and adding 200 "Bigs".</p>	
	<p>Year 1 – 5: Increase in number of available Natural Helpers and pro-social opportunities AYUC, RF, Mentoring Alliance agencies</p>				<p>Year 1 – 5: Improvement in broader community attitude towards volunteering to work with youth ASD Quarterly, McDowell Survey</p>		<p>Mentoring Alliance is exploring cost sharing for background checks, streamlining of recruiting efforts and has emphasized an active role in Thank a Mentor Day and Mentoring Month.</p>
	<p>Year 1 – 5: Increased coordination in, and number of public presentations to recruit (lead agency to be identified – AYDC?)</p>				<p>Year 1 – 5: Increased in available training for and use by mentors and natural helpers (lead agency to</p>		<p>Established 1000 new mentor goal for the coming year. 9 groups presently participating have ID a need for 700 mentors.</p> <p>Outreach to Begich Middle School (through First CME Community Development Center and other groups where mentors are being developed (Beau Bassett spearheading)</p>

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Supportive adult relationships with youth

	<p>be identified – AYDC?)</p> <p>Year 2 – 5: Increased graduation rates and reduction in dropouts for participating youth ASD, BB/BS</p>				<p>Groups involved: CASAs, PYLI, Boys and Girls Club, BB/BS, Covenant House, Nine Star, Volunteers of America, First CME Community Development Center, Camp Fire.</p>	
<p>Enhance the Mentoring Alliance and collaborative efforts between mentoring organizations (including the development of training opportunities)</p> <p>Lead: BBBS with United Way support Potential partners: Anchorage's Promise, multiple agencies, AYDC</p>	<p>Year 1 – 5: Increase number of agencies engaged in Mentoring Alliance AYDC, membership in Mentoring Alliance</p> <p>Year 1 – 5: Increase number of training opportunities available for agencies engaged in Mentoring Alliance AYDC, Mentoring Alliance, published list of training opportunities</p>	<p>Mentoring Alliance is operating Cooperative campaign to increase mentor pool</p> <p>Increase in number of programs participating in coordinated trainings at all levels</p> <p>Training needs assessment</p> <p>Training/speaker calendar with ratings and named trainers/speakers</p> <p>Shared community presentations</p> <p>Common recruitment form and screening process developed for continuum of mentoring</p> <p>Inventory collaborative efforts</p>	<p>All formal and informal mentoring organizations that participate use standard processes based on best practices</p> <p>Growth in Mentoring Alliance</p> <p>New training based on best practices</p> <p>Shared funding and resource opportunities</p>	<p>Organizations are participating in formal collaborations</p> <p>Continuation of prior year improvements</p>	<p>Mentoring Alliance continues to meet. Through K. Powers at United Way and S. Shea at BB/BS, a plan for activities has been initiated. Agencies have responded to a survey indicating mentor resource needs and ability to support mentoring efforts. Website was created and enhanced – leads to direct individual connection to agencies. Calls were made to all MA members. Strong connection to Thank A Mentor Day activities. JW Volunteer Center was updated with a number of mentoring opportunities.</p>	<p>Meeting and training opportunities need to be resourced. United Way and AYDC provided time and fiscal resources to support these efforts. AYDC and RF Communications committee are offering video and other resources for building the MA.</p> <p>Administrative support might be needed in the long run. AYDC is presently providing this.</p>

Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Youth development and meaningful opportunities for youth

MEANINGFUL OPPORTUNITIES FOR YOUTH

					Status	Resource	Community Measures
<p>Youth in Anchorage will be actively engaged in meaningful opportunities, including evidence-based after-school programs initially developed in target areas (recommended areas are presently focused on the North and East areas of Anchorage – identified school-based areas are East High and Begich Middle School) and civic volunteerism and leadership</p> <p>a. Youth should be involved in the planning process; including peer mentoring efforts</p> <p>b. Consider use of arts and sports programs</p> <p>c. Consider transportation barriers</p> <p>d. Consider reduction or elimination of fees for access and incentives for engagement.</p> <p>e. Family barriers – single parents, two-job households, sibling care, etc...</p> <p>Lead: United Way; Potential Partners: ASD, AK ICE, AYDC, Anchorage's Promise, CIS Pride Program, BBBS, BGC, Faith-based community, Parks & Rec.,</p>	<p>Youth opportunities group to develop</p>	<p>Pilot area identified for development of opportunities</p> <p>Complete and analyze coalition's community survey of youth in the pilot area</p> <p>Middle and high schools in pilot area fully engaged in internal youth asset-building programs (Change of Heart/Be the Change)</p> <p>Map community Focus groups and student Interviews</p> <p>Identify gaps</p> <p>Identify real geographic communities</p> <p>Increase in mentoring</p> <p>Increase in- and out-of-school programs</p> <p>Increase in participating youth connections to pro-social opportunities</p> <p>Increase in life skills of participating</p>	<p>Increase in no-cost and low cost opportunities</p> <p>Increase in awareness by community and youth</p> <p>Increase in involvement in community activities by youth</p> <p>Increase in youth leadership by participating youth</p> <p>Increase in Year 1 after-school involvement</p> <p>Show reduced involvement with substance use and delinquency by participating youth</p> <p>Show strong evaluation of after-school programs and increased geographic range of programming</p>	<p>Access through Internet for youth to find opportunities</p> <p>Apply pilot area strategies citywide</p> <p>Participating youth show increased graduation rates, improved school performance, community engagement, stronger pro social norms, reduced use of substances, reduced crime and delinquency</p> <p>Continue with Year 3 benchmarks/indicators</p>	<p>Meeting of Youth Opportunities group was greatly augmented through presentations at the AYDC and Juvenile Justice Working Groups. At meeting, catchments area was identified (reinforced Northeast neighborhoods EAST/Wendler Catchments); age to be served was confirmed (12- 18 with a focus secondarily on 18 – 21 around vocational opportunities); Definitions were resolved for "Meaningful" and "Opportunities" as was the distinction between "out of school" and "in-school" opportunities. Youth Council concept was developed.</p> <p>Group is seeking to define role and mission of youth council now and meets regularly. Meetings have been held at East High to</p>	<p>Need to have advisor for the Youth Council – must be staffed, may require new funding.</p>	

Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Youth development and meaningful opportunities for youth

<p>business Community</p>		<p>youth Survey and identify targeted areas for initial after-school programming identify evidence-based after-school programming Set baseline for system involvement of program youth Assess use of incentives for involvement</p>			<p>develop Youth Council. Discussions with community activists for how the Youth Council will work and resource needs. Discussions as to the charge to the Youth Council and its functionality were undertaken to ensure that a basic structure exists for the Youth Council. Polly, Mao and Chns can not do the staffing, but they will identify how to staff this as a subgroup. Use Mayor's Youth Advisory Commission as a focus group.</p> <p>Surveys developed by United Way in targeted areas may help define this goal more clearly. These have not yet been implemented. DMC Committee at its October 2007 meeting focused on prevention in targeted neighborhoods. Their Prevention plans, as they are developed, should include evidence-based after-school activities (developing evidence-based approaches is an integral part of</p>		
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Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Youth development and meaningful opportunities for youth

<p>Develop and maintain vocational education and pro-social employment opportunities for youth before entering the system and for youth in the system. a. consider transportation barriers to engagement Lead: ASD, DJJ, Boys and Girls Clubs, DMC Committee</p>	<p>To be determined</p>	<p>Inventory of baseline of vocational opportunities Identification of existing and development of new business and vocational partnerships (baseline)</p>	<p>Improved number of employment & vocational opportunities tracked Increase use of these opportunities by youth</p>	<p>Reductions in disproportionate contact in targeted areas Reductions in first-time offenses Improvements in job placement and retention of participating youth</p>	<p>DMC planning) DMC Committee - at its community meeting in October 2007 - identified that prevention efforts in targeted neighborhoods would be effective. They are currently developing prevention plans that should include Employment Opportunities. ASD reports on Voc Ed progress to the Intervention Subcommittee of the Tri-Borough Policy Team. The Community Justice subgroup of the Law Enforcement Subcommittee of the Tri-Borough Policy Team is also including a vocation education component. Mac Tossi's after school program is now including a process for measuring if the program has helped youth connect to employment Alaska Children's Services (ACS) SED project should also be reviewed. April job fare sponsored by DoL</p>	<p>Add Patrick from Department of Labor;</p>	
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Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Effective intervention efforts for substance use by youth

EFFECTIVE INTERVENTION: TRUANCY/DELINQUENCY Plan as Developed Prior to July 18 Gathering:

					Status	Resource	Community Measures
Develop effective truancy prevention programs, improve school engagement Lead: Master Hitchcock, Tri-Borough Policy Team, ASD, Juvenile Justice Working Group	Year 2 – 5: reduction in truancy and absences in middle school ASD Year 3 – 5: reduction in truancy and absences in High School ASD Year 2 – 5: Improved graduation rates ASD Year 2 – 5: reduced dropout rates ASD	Raised awareness of issue Data gathered Research complete Policy and practice changes recommended	Greater school engagement by formerly truant youth Reduction in truancy	Identifiable reduction in truancy Identifiable improvement in engagement	Statistics from ASD reveal importance of looking at excused and unexcused absences together. Workgroup has developed draft "focus" questionnaire to be used in interviewing teachers at staff meetings at each middle school site (proposed). These interviews begin in January. ASD collecting data on connection between middle school and high school truancy – looking for connections. Anchorage Youth Court will add questions to essays required by youth court diverted youth to ask how to address truancy.	No needs identified yet outside of the volunteer time to conduct focus groups. Once information is compiled, Best Practices are to be determined.	
Ensure at least 25 slots are available in an expelled/ suspended youth school program in Anchorage a. Ensure better communication of existing PERC (parents) cultural navigators at the ASD and provide support for these positions	Year 1 – 5: increased use of slots by youth ASD, DJJ, other lead partners Year 1 – 5: reduction in number of youth falling outside of present system ASD, DJJ	Fewer young people suspended, expelled, and involved in gang: Drop-out rate understood and tracked for program youth Increase in graduation rates for program youth Return of expelled or	Reduction in number of youth suspended, expelled, and involved in gangs Continuation of one year benchmarks	Continuation of one and three year benchmarks	The Suspension and Expulsion workgroup continues to meet. While the long-term goal appears to be developing a S&E school at the Family Assessment Center site, in the near term temporary locations have been	Rent for renting temporary site, eventual staffing issues. Fund issues to be determined in January 2008	

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: ~~Effective~~ intervention efforts for substance use by youth

<p>Lead: DJJ, MYC, ASD, Tri-Borough Policy Team</p>	<p>Year 1 – 5: self-identified improvement in participating youth Satisfaction surveys, pre post test – administered by lead agency</p> <p>Year 2 – 5: Improved graduation rates by program youth ASD</p> <p>Year 2 – 5: Improved job readiness and placement by program youth (Lead agency)</p>	<p>long-term suspended students to school</p>			<p>scouted. A proposal for funding a temporary location is pending workgroup approval in January. Research on causes for Expulsion and long-term suspension is also being developed with UAA Justice Center.</p>		
<p>*Determine level of interest in and, if there is interest, establish a Community Court/ Justice Center in area of concentrated crime as a pilot project for Anchorage Lead: U.S. Attorney's Office, Mt. View Comm. Council, Tri-Borough Policy Team, DJJ, Mt. View Weed and Seed</p>	<p>To be determined</p>	<p>Planning process is well advanced or complete</p>	<p>Review outcome data for court's first year Show decrease in violent crime in neighborhood</p>	<p>Three years of data compiled showing continued decreases in crime and recidivism rates</p>	<p>Met with Wellness Courts director for the Court System. Identified gaps to be served, confirmed interest in project and began to outline plan.</p> <p>This subgroup of the Tri-Borough Policy Team met December 12th and identified a need to provide for a research/coordinating person to complete a needs assessment based on the preliminary work done by the group and conversations with Center for Community Court Innovation. Plan now includes the Family Assessment Center, Expulsion and long-term</p>	<p>Research coordinator (possibly sourced through MOA Vista/Americorps); need for planning space. Technical Assistance has been offered through DAs Association and Center for Community Court innovation. Also approaching Weed and Seed for support.</p>	

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Effective intervention efforts for substance use by youth

					<p>suspension school, appropriate therapeutic components and employment and job readiness ideas.</p> <p>There is still a need for a broader community outreach process and reconnection with the court. These are scheduled to be initiated in late December. A plan for development should be completed by the end of January.</p>		
<p>Community Policing Lead: APD, Tri-Borough Policy Team</p>	To be determined	<p>SRO's, Expand Community Resource Division officers, regular "beats"</p>	To be determined	To be determined	<p>The workgroup will present to the Mt. View Community council at the Council's January 14th meeting. Both the concept of Community Policing and a challenge to the community to determine its desire for Community Policing will be addressed at the meeting.</p>	To be determined	
<p>Develop process for ensuring fair and equitable court petition and diversion use to ensure reduction in disproportionality Lead: DMC Subcommittee</p>	To be determined	<p>Identify target areas; target groups and levels of disproportionality. Identify Policy changes Secure professional Technical Assistance to identify evidence-based approaches to resolving disproportionality</p>	<p>Reduction in disproportionality noted</p>	<p>Reduction brings Relative Rate Index (RRI) down to acceptable levels.</p>	<p>A plan for DMC will be finalized in January 2008. Two of six identified goals were referred to other areas of the Plan -- the others include:</p>	To be determined	

Proposed Combined Plan on Youth Violence and Substance Use
Goal Area: Effective intervention efforts for substance use by youth

EFFECTIVE INTERVENTION: SUBSTANCE USE

					Status	Resource	Community Measures
Ensure that all youth who are assessed for mental health or substance use treatment services have immediate access to evidence-based services Lead: DJJ, Reclaiming Futures, VOA	Year 1 – 5: Number of youth assessed who show MH or SA who are referred to treatment, attend treatment, successfully complete treatment. DJJ at Intake, Volunteers of America, UAA Justice Center Year 1 – 5: Number of agencies using best practices. Interview Process	Treatment services assessments establish level of evidence-based treatment use and services universe Waitlist baseline is established	Treatment services assessment indicates all treatment services provided to youth are evidence-based Waitlists have been reduced Increase in percentage of referred youth who have immediate access Increase in treatment services	Continuation of 1- and 3-year benchmarks/indicators All referred youth have immediate access Increase in treatment services Sustainable funding through Community Plan	These services are provided by DJJ and VOA through Reclaiming Futures and grants from DJJ, AMHTA and Rasmuson Foundation. These funds expire June 30, 2009. These funds support a mental Health/Assessment position (VOA – Based at DJJ) and a Case worker. Demand will likely increase the position need by at least 1.5 FTE's by year 5. Recently released State report offers strong possibility for funding.	None identified yet, though planning for retaining this function must be undertaken now.	
Ensure that all youth entering the juvenile justice system are screened for substance use and mental health issues with a strength-based tool Lead: Reclaiming Futures, VOA	Year 1 – 5: Number of youth screened. DJJ State	All forms and protocols with the Division of Juvenile Justice are completed which establish this policy	All youth entering the juvenile justice system are receiving screening and, when appropriate, assessment for substance use and mental health issues	Continuation of Year 3 benchmarks/indicators	This is occurring nearly all of the time now at DJJ through RF. This should not entail any additional cost. The tool is a normed screening tool.	\$0	
Ensure that incentives for	Year 1 – 5: Number of youth and	Coordinated process for collecting and	Use of incentives shows increase	Continued improvement from	Reclaiming Futures has met with the		

Proposed Combined Plan on Youth Violence and Substance Use

Goal Area: Effective intervention efforts for substance use by youth

<p>youth and families to participate in treatment, and for professional staff to refer to and support treatment alternatives, are developed and maintained Lead: Reclaiming Futures, VOA</p>	<p>families receiving incentives; reduction in relapse of youth who receive incentives</p>	<p>distributing incentives is developed Coordinated needs assessment of incentives</p>	<p>in treatment involvement by youth improved collection and distribution</p>	<p>Year 3</p>	<p>Community Foundation to seek development of a broad incentives fund that would serve more than the incentive needs of the Reclaiming Futures effort. While the reaction from the Community Foundation was positive, this has not been further pursued. Reclaiming Futures continues to provide for incentives for its program population through Robert Wood Johnson Funds</p>		
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Proposed Combined Plan on Youth Violence and Substance Use

MEDIA CAMPAIGN

					Status	Resource	Community Measures
<p>*Create a media campaign to develop awareness of gang and youth violence issues and positive media images Lead: UAA Justice Center, U.S. Attorney's Office "Project Safe Neighborhoods", Tri-Borough Polic, Team, AYDC/RF, Mt. View Weed and Seed, Spirit of Youth Foundation, MOA</p>	<p>Year 1 – 5: Improved understanding of the scope of gang issues in the community; improved attitude about youth in general; greater self-identified engagement of adults with youth; changes in language used by media and increased positive profiles of youth in the mainstream media; improved numbers of positive youth stories in the media. ASD Quarterly survey, RF McDowell Survey; UAA Justice Center – for measuring news outlets</p>	<p>There will be a measurable increase in the community's positive perception of youth as measured in the McDowell Report Baseline for media language will be set and the project initiated by August 2008</p>	<p>Continued increase of community's positive perception. The beginning of a decrease in youth violence Increased public involvement as encouraged in campaign message Increase in frequency of positive language in the media and in stories reported.</p>	<p>Measurable improvement in all areas from 1 and 3 years.</p>	<p>The Tri Borough Policy Team Media Committee has completed basic identification of goals and objectives and is presently researching and preparing an RFP to retain a public relations firm to identify and develop the media campaign. Initial focus will be on Gang related issues, though part of future focus will also include improving media reporting and developing a stronger positive news approach. KTUU has agreed to begin to showcase positive youth stories as a result of contact from a media team partner. A proposed research contract with UAA for one component of this work – tracking media coverage of youth four times annually – has been provided to the Media Committee by the Justice Center. This and the retention of the</p>	<p>Proposed costs for tracking media reporting is approximately \$4,500.00 annually. UAA Justice Center is considering waiving indirect costs which would reduce this by approximately 34% or about \$1,500.00. Costs for media campaign are pending full review of proposal by a PR firm – the subgroup is seeking a low cost option.</p>	

Proposed Combined Plan on Youth Violence and Substance Use

					PR firm will have cost amounts associated with them.		
<p>*Maintain, coordinate and continue to develop strong media component to improve community commitment to mentoring and youth involvement Lead: AYDC, Reclaiming Futures</p>	<p>Year 1 - 5: Increase numbers of community individuals involved in mentoring and in other youth serving activities along the "mentoring continuum" (workplace availability, Natural Helpers, etc...) ASD Quarterly survey, RF McDowell Survey</p>	<p>Completion of community attitude survey to set benchmark Maintain and expand "Thank Your Mentor Day and Disability Mentoring Day" Continue "When You Were 15" campaign Calendar recognition opportunities Incentives for mentors Improved media coverage</p>	<p>Continuation of Year 1 benchmarks/indicators Improved community attitudes towards youth and mentoring</p>	<p>Continuation of 1- and 3-year benchmarks/indicators</p>	<p>Interviews continue for When You Were 15 campaign. United Way and BB/BS through Mentoring Alliance are taking on advertising and support for Mentoring Month and Thank Your Mentor Day.</p>	TBD	
<p>Develop Broad Community campaign that captures all of the activities of the various subgroups that are working with the Community Plan. This would include "branding" of initiatives, professional materials development, etc...</p>	<p>Year 1 - 5: Increased engagement of community in youth serving activities RF McDowell Survey; BB/BS measured increase for mentors; other Mentoring Alliance quantitative measures Year 1 - 5: increased engagement of community in youth serving activities</p>	<p>Campaign brand developed and integrated with all subgroups; media campaign initiated; Plan for free and paid media developed</p>	<p>Community knows and understands the Brand</p>	<p>Brand is perceived as an integral part of the community</p>	<p>Draft concept paper has been developed by United Way media staff. This will be submitted to a media company to try and help us determine costs for a low cost/ no cost media campaign.</p>	TBD	

LEGISLATIVE RESEARCH REPORT

DECEMBER 21, 2007



REPORT NUMBER 08.073

STATISTICS ON CRIME IN URBAN ALASKA, 2001-2007

PREPARED FOR SENATOR HOLLIS FRENCH

BY TIM SPENGLER, LEGISLATIVE ANALYST

You asked about crime statistics in urban Alaska. You requested information for 2001 through 2007, about Anchorage, Fairbanks, Kenai/Soldotna, Palmer/Wasilla as well as state wide numbers. Specifically, you wished to know statistics for each of the previous six years regarding the following:

- Murders
- Rapes/sexual assaults
- Felony assaults
- Robberies
- Violent crime totals
- Population of the above-mentioned cities
- Cost per year spent on incarcerated Alaskans with annual percentage increase
- The number of felony and misdemeanor filings and convictions in the Alaska Court System and the number of those convicted that were repeat offenders

We present data on violent crimes in Alaska during calendar year 2000 through 2005 in Table 1. More recent statistics are not available but, according to Kathryn Monfreda, Chief of the Criminal Records and Identifications Bureau for the Department of Public Safety, 2006 figures should be accessible in the near future.¹ Please note that by Uniform Crime Report (UCR) definition, sexual assaults in which the victim is a non consenting female are compiled in the Rape/Attempted Rape category. Sexual assaults in which the victim is male, or where no carnal knowledge occurs, are not reflected in this table. The UCR lists such crimes in a separate "sex offense" category.

¹Kathryn Monfreda can be contacted at (907) 269-5581

Table 1: Violent Crimes in Selected Alaska Communities, 2000-2005

Year	Crimes				
	Murder	Rape/Attempted Rape	Felony Assault	Robberies	Total Violent Crimes
Anchorage					
2000	11	195	974	346	1,526
2001	10	211	1,146	385	1,752
2002	18	254	1,066	382	1,722
2003	17	247	1,152	340	1,756
2004	14	264	1,497	319	2,094
2005	16	224	1,411	386	2,037
Fairbanks					
2000	2	59	109	39	209
2001	4	58	129	31	222
2002	2	38	214	33	287
2003	4	42	212	42	300
2004	2	46	134	47	229
2005	2	44	196	62	304
Kenai/Soldotna					
2000	0	3	75	3	81
2001	0	10	64	5	79
2002	1	8	57	6	72
2003	0	15	63	5	83
2004	0	12	40	2	54
2005	1	7	42	1	51
Palmer/Wasilla					
2000	0	1	91	9	101
2001	0	3	81	8	92
2002	0	4	106	8	118
2003	1	2	157	7	167
2004	0	2	128	7	137
2005	0	4	138	11	153
Statewide Totals					
2000	29	468	2,294	468	3,259
2001	39	479	2,548	496	3,562
2002	34	502	2,518	484	3,538
2003	43	575	2,638	442	3,698
2004	36	547	2,963	431	3,977
2005	32	524	3,040	531	4,127

Notes: Sexual assaults where the victim is a non-consenting female are compiled in the Rape/Attempted Rape category. Sexual assaults where the victim is a male, or where no carnal knowledge occurs, are not reflected in this table. The Uniform Crime Report lists such crimes in a separate 'sex offense' category. Violent crimes in this table fall under AS 11.41.

Sources: Uniform Crime Reports, *Crimes Reported in Alaska 2000-2005*, Department of Public Safety, <http://www.dps.state.ak.us/statewide/UCR.aspx>

POPULATION

Table 2 shows the estimated population of selected cities in Alaska, for each year, from 2001 through 2006. The population figures for Kenai and Soldotna are combined as are those for Palmer and Wasilla. These figures do not reflect the entire population of the Kenai Peninsula Borough, the Fairbanks North Star Borough, or the Matanuska-Susitna, but only the specific cities requested.

Table 2. Populations of Selected Cities in Alaska, 2001-2006

Year	Anchorage	Fairbanks	Kenai/Soldotna	Palmer/Wasilla	State Totals
2001	264,902	29,523	10,682	10,098	632,241
2002	267,824	29,774	10,927	10,821	640,544
2003	273,024	28,924	11,130	11,640	647,747
2004	277,627	30,383	10,615	11,357	656,834
2005	277,980	31,071	10,562	11,621	663,253
2006	282,813	30,552	10,671	12,349	670,053
Change 2001-2006	6.8%	3.5%	-0.1%	22.3%	6.0%

Notes: Population estimates are as of July 1 of each year.
Sources: Alaska Department of Labor and Workforce Development, Population estimates.
<http://dms.labor.state.ak.us/?PAGEID=67&SID=171>

INCARCERATION COSTS

The cost of care for incarcerated Alaskans has risen in the last years. For example, in FY 2001 institutional care in the state cost \$111 a day, while in FY 2007 the cost was \$121 a day. Similar cost increases occurred in community residential centers, community jails, and for out of state incarceration. We include, as Attachment A, a detailed look at DOC costs for the last seven fiscal years, provided by Sharleen Griffin, Director of the Division of Administrative Services for the Department of Corrections (DOC).² This attachment also chronicles the state's rising overall expenditures on prisoner care. Based on the data provided by Ms Griffin, between FY 2001 and FY 2007, overall costs increased by more than \$45 million.

² Sharleen Griffin can be reached at (907) 465-3339

CONVICTIONS AND FILINGS IN COURT SYSTEM

The Alaska Court System (ACS) provided information on misdemeanors and felonies in Alaska between FY 2003 and FY 2007. The ACS is in the process of implementing a new system of court data management—CourtView Case Management System—which, according to Chris Christensen, Deputy Administrative Director for the ACS, currently reflects about 75% of total cases statewide.³ The courts which are presently using the CourtView system are Anchorage, Fairbanks, Palmer (which includes Wasilla and the entire Mat-Su Valley), Barrow, Kotzebue, Nome and Unalakleet. The ACS is continuing to add more communities to the CourtView system and will eventually capture data for the entire state.

Table 3 which follows, provides the total number of criminal case filings, both felony and misdemeanor, from FY 2003 through FY 2007 for courts which are using the CourtView case management system. The only urban communities you asked about which are not included here are Kenai and Soldotna. Wasilla and the entire Mat-Su Valley are included in the figures.

Table 3: Alaska Court System Criminal Case Filings

Felony						
Court District	Location	FY03	FY04	FY05	FY06	FY07
2	Barrow	58	58	64	65	66
	Kotzebue	180	199	236	198	176
	Nome	168	147	121	141	137
	Unalakleet	Felonies are reflected in Nome's figures				
3	Anchorage	1,249	1,838	2,203	2,440	2,884
	Palmer	435	600	563	537	542
4	Fairbanks	522	481	650	749	675
Total		2,612	3,323	3,837	4,130	4,480
Misdemeanor						
Court District	Location	FY03	FY04	FY05	FY06	FY07
2	Barrow	654	526	412	495	531
	Kotzebue	891	668	756	667	792
	Nome	908	799	700	730	871
	Unalakleet	172	130	106	97	35
3	Anchorage	11,944	11,388	10,119	11,107	11,115
	Palmer	2,170	2,873	3,006	2,967	2,836
4	Fairbanks	4,302	4,011	3,801	4,191	3,737
Total		21,041	20,395	18,930	20,254	19,917

Notes: The statistics provided are for the courts that are using the new CourtView case management system.

Sources: Chris Christensen, Deputy Administrative Director, Alaska Court System, (907) 264-8228

³ Chris Christensen can be reached at (907) 264-8228

The total number of convictions from FY 2003 through FY 2007 along with whether the perpetrator was a repeat offender is contained in Attachment B. The Alaska Court System provided this spreadsheet and it too reflects records from the communities using the new CourtView system. The number of total convictions has remained relatively consistent over the last five fiscal years. For each fiscal year, the spreadsheet displays the total number of felony and misdemeanor convictions, as well as the number of those committed by repeat offenders.

I hope you find this information to be useful. Please do not hesitate to contact us if you have questions or need additional information.

Attachment A

Department of Corrections, "Summary Data 2001-2007," December 2007

**Department of Corrections
Summary Data 2001 - 2007
Legislative Research Request**

EXPENDITURES	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007
Institutions	\$106,660,274	\$111,337,736	\$117,931,786	\$128,558,560	\$128,195,521	\$127,560,709	\$152,982,995
Community Residential Centers	\$15,353,842	\$16,058,820	\$16,963,077	\$16,073,156	\$16,154,514	\$16,131,486	\$16,292,227
Community Jails	\$4,895,604	\$4,898,265	\$5,124,121	\$5,125,927	\$4,841,163	\$4,685,003	\$5,766,749
Out of State Contractual	\$19,048,255	\$19,376,705	\$18,199,021	\$14,215,978	\$15,415,332	\$17,329,472	\$19,098,756
Pt. MacKenzie Rehab/Farm	\$2,199,545	\$2,236,441	\$2,408,312	See Note	See Note	See Note	See Note
TOTAL	\$148,157,520	\$153,907,987	\$160,626,317	\$163,973,621	\$164,606,530	\$165,706,670	\$194,120,727

% Increase in EXPENDITURES	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007
Institutions		4.20%	5.59%	8.27%	-0.28%	-0.50%	16.61%
Community Residential Centers		4.39%	5.33%	-5.54%	0.50%	-0.14%	0.99%
Community Jails		0.05%	4.41%	0.04%	-5.88%	-3.33%	18.76%
Out of State Contractual		1.70%	6.47%	-28.02%	7.78%	11.05%	9.26%
Pt. MacKenzie Rehab/Farm		1.65%	7.14%	See Note	See Note	See Note	See Note

Daily Cost of Care	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007
Institutions	\$111.89	\$114.7	\$113.31	\$113.69	\$110.08	\$107.42	\$121.60
Community Residential Centers	\$64.07	\$66.49	\$67.37	\$64.02	\$64.88	\$68.76	\$72.44
Community Jails	\$194.39	\$169.87	\$182.32	\$200.62	\$240.49	\$203.74	\$232.34
Out of State Contractual	\$64.83	\$65.54	\$65.18	\$60.20	\$60.15	\$62.93	\$66.02
Pt. MacKenzie Rehab/Farm	\$58.27	\$58.22	\$62.54	See Note	See Note	See Note	See Note

Mandays Served (Average)	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007
Institutions (Actual)	953,287	973,453	1,040,631	1,130,770	1,164,612	1,187,553	1,257,893
Comm. Residential Cntrs (Avg)	239,805	241,630	251,850	251,120	248,880	234,695	224,840
Community Jails (Avg)	25,185	28,835	28,106	25,550	20,130	22,995	24,820
Out of State Contractual (Avg)	293,825	295,650	279,225	236,155	256,200	275,210	289,445
Pt. Mac Rehab/Farm (Avg)	37,595	36,325	35,075	See Note	See Note	See Note	See Note

Increase in Mandays Served (Average)	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007
Institutions (Actual)		20,166	67,178	88,939	33,842	22,941	70,340
Comm. Residential Cntrs (Avg)		1,825	11,025	10,000	-2,240	-14,185	-9,655
Community Jails (Avg)		3,650	3,921	-3,635	-5,420	2,865	1,825
Out of State Contractual (Avg)		1,825	16,425	4,970	20,045	19,010	14,275
Pt. Mac Rehab/Farm (Avg)		730		See Note	See Note	See Note	See Note

Point MacKenzie was moved from the Division of Probation and Parole to the Division of Institutions in FY2004. Expense and Mandays are included in Institutions beginning in FY2004.

Attachment B

Alaska Court System, "Criminal Cases with Conviction and Percentage of
Convicted Cases with a Prior Conviction," December 2007

		Total	Felony	Misdemeanor			Total	Felony	Misdemeanor
Total		100%	100%	100%	Total		80,112	12,350	67,162
2003	Total	100%	100%	100%	2003	Total	16,584	1,907	14,677
	No Prior Conviction	41%	32%	42%		No Prior Conviction	6,877	619	6,258
	Prior Conviction	58%	66%	57%		Prior Conviction	9,660	1,275	8,385
	Prior Conviction Unknown	0%	0%	0%		Prior Conviction Unknown	47	13	34
2004	Total	100%	100%	100%	2004	Total	14,752	2,288	12,464
	No Prior Conviction	38%	31%	40%		No Prior Conviction	5,718	723	4,995
	Prior Conviction	60%	68%	59%		Prior Conviction	8,983	1,556	7,427
	Prior Conviction Unknown	0%	0%	0%		Prior Conviction Unknown	51	9	42
2005	Total	100%	100%	100%	2005	Total	14,977	2,624	12,353
	No Prior Conviction	37%	30%	38%		No Prior Conviction	5,551	801	4,750
	Prior Conviction	62%	69%	61%		Prior Conviction	9,362	1,813	7,549
	Prior Conviction Unknown	0%	0%	0%		Prior Conviction Unknown	64	10	54
2006	Total	100%	100%	100%	2006	Total	17,044	3,070	13,974
	No Prior Conviction	36%	27%	38%		No Prior Conviction	6,177	854	5,323
	Prior Conviction	63%	71%	61%		Prior Conviction	10,758	2,193	8,565
	Prior Conviction Unknown	0%	0%	0%		Prior Conviction Unknown	109	23	86
2007	Total	100%	100%	100%	2007	Total	16,755	3,061	13,694
	No Prior Conviction	35%	28%	36%		No Prior Conviction	5,868	870	4,998
	Prior Conviction	64%	71%	62%		Prior Conviction	10,796	2,179	8,617
	Prior Conviction Unknown	0%	0%	0%		Prior Conviction Unknown	11	12	0

Percentage of Convicted Cases with a Prior Conviction

Cases from the new CourtView courts (Anchorage, Palmer, and Unalakleet) were done using last name and date of birth. When either the name or date of birth in other than in the CourtView courts is not accurately reported, the case is not included in the last status of the case. Conviction more than once. The latest conviction for a case is provided in 2005. Conviction to Revoke Probation is not included in this report.

Offense Name, Barrow, and Unalakleet

When the case is marked as 'Prior Conviction Unknown' in the report, the case is marked as 'Prior Conviction Unknown' in the report.

Duplicate conviction dispositions were reported.

2007 Anchorage homicide rate reaches its highest in 11 years

Unusually, several '07 killings were random violent acts

By JAMES HALPIN

jhalpin@adn.com

(01/06/08 00:06:25)

A spike in violence made 2007 the deadliest year for Anchorage in more than a decade and the third bloodiest the city has seen in more than a quarter-century, according to police statistics.

Most of the 25 homicides involved risky behaviors like drinking, drugs or disputes over money or women, said Lt. Dave Koch, who heads the Anchorage police homicide unit. But not all of them. Several seem to have been random acts of violence, he said. A few, including the police shooting of a dangerous driver who smashed a stolen jeep into other cars, were determined to be justified or self-defense.

"The unusual trend I see is totally innocent strangers, and the average citizen, were more in danger," Koch said. "This year, we've got some true stranger killings, which are truly uncommon in Anchorage."

The usual weapon of choice was a gun, but the instruments of death also included knives, bare fists, a baseball bat and a frying pan.

The jump in homicides had the six Anchorage police homicide detectives working overtime, Koch said: "My guys are pretty well hustling just to keep up."

Koch, a 28-year Anchorage Police Department veteran, said the higher number this year is a "statistical fluke" and is in line with the normal ebb and flow of killings the city has seen through the years.

The 2007 list will tack on at least two more unsolved cases for detectives who are already actively investigating 16 cold cases dating back to 1999, he said. While six of last year's 25 homicides remain open investigations, forensics testing and reviews by the district attorney's office are pending on four cases in which suspects or "persons of interest" have been identified, Koch said.

But the deaths of Nickline Noatak, 37, and John Pezzenti, 55, appear to be "whodunit" deaths that continue to baffle police, he said.

"The answers are there," Koch said. "You track the leads as far as you can until the next homicide happens."

2007 Anchorage, Mat-Su homicide victims

(01/06/08 00:06:27)

Travis Moore, 23, and Ashlee Richards, 17

Killed: Jan. 1

Charged: Ryan Sanders, 24; two counts of first-degree murder, two counts of second-degree murder and tampering with physical evidence.

Weapon: .40-caliber handgun

Location: Apartment complex on Golden Street just east of Jewel Lake Road.

Circumstances: Sanders told police he had been in an altercation with his friend Moore over money, but that he thought it was resolved. Sanders told police Moore struck him in the face with an unloaded gun before Sanders grabbed his own handgun and started firing. Sanders said he didn't realize he was also firing at Richards.

WILLIAM OESTREICH, 45

Killed: Jan. 1

Charged: Keilan Ebli, 21; first-degree murder, sexual assault one and two and tampering with evidence.

Weapon: Knife

Location: 600 block East 16th Avenue

Circumstances: Prosecutors say Ebli was drunk after partying in his apartment near Sullivan Arena and raped a 17-year-old girl who had passed out there. Oestreich, who was with the girl's mother on New Year's Eve, came to the girl's aid when she called her mother for help the next morning. Oestreich hit Ebli over the head, prosecutors say, and neighbors broke up the fight. As Oestreich was leaving, Ebli, armed with a knife, ran after him and stabbed him multiple times, according to court documents.

Status: Trial scheduled the week of July 7.

DEBRA AUXIER, 46

Killed: Jan. 18

Charged: No one

Weapon: Not released by police

Location: 3200 block of Penland Parkway

Circumstances: Police have released few details about Auxier's death. She was assaulted, treated for her injuries and released from a hospital, but then died from the injuries about a week later.

Status: Police have identified a suspect and are awaiting a review of the case by the district attorney.

TERRY TUMBLESON, 52

Killed: Feb. 12

Charged: Todd Tix, 43; first- and second-degree murder.

Weapon: Handgun

Location: 1200 block Friendly Lane

Circumstances: Tix apparently thought Tumbleson was having an affair with his girlfriend, according to court documents. He may also have been on methamphetamines and delusional, court records indicate. Tix showed up at Tumbleson's home with a loaded handgun concealed in his backpack, and told Tumbleson that he was upset about a possible custody battle over the baby boy he recently had with his girlfriend, the charges say. Tumbleson was offering legal advice when Tix pulled out the gun and fired three times, prosecutors say.

Status: Trial scheduled to begin the week of Jan. 7.

DAVID HUBBARD, 36

Killed: Feb. 24

Charged: Rodney Averill, 30; second-degree murder and manslaughter, later dismissed.

Weapon: Gun

Location: Mush Inn

Circumstances: Witnesses said Hubbard, a convicted murderer in Washington state, lunged at Averill in Averill's hotel room and started to punch him, according to prosecutors. As the pair fell, witnesses said, they heard a gunshot. Averill called police and told them he had shot a man who broke in and tried to rob him.

Status: Charges against Averill were dropped when the investigation determined he was acting in self-defense.

KAWIKA SMITH-ABAS, 7 MONTHS

Attacked: March 2, died next day

Charged: Christian Abas, 21; second-degree murder and manslaughter.

Location: 300 block of West 33rd Avenue

Circumstances: Abas is accused of throwing his infant daughter into her crib, then violently shaking her when she wouldn't stop crying, according to court documents. The child was taken to Providence Alaska Medical Center, where she died the next day.

Status: Trial scheduled the week of April 21.

JENNIFER OLSON, 18

Killed: March 2

Charged: Nicholas Showers-Glover, 23; first- and second-degree murder, attempted first-degree murder, first- and third-degree assault, murdering an unborn child and manslaughter of an unborn child.

Weapon: Handgun

Location: San Juan Circle, near Boniface Parkway and East Sixth Avenue

Circumstances: Olson and her boyfriend, 22-year-old Kori Johnson, were lying in bed watching TV when Showers-Glover barged in and started shooting, police said. It remains unclear why he fired. Olson had learned days before that she was pregnant. Johnson was wounded but survived.

Status: Trial scheduled the week of March 14.

SHAWN REID, 34

Killed: March 21

Charged: No one. Lew Saeteurn, 25, killed himself after murdering Reid.

Weapon: Shotgun

Location: 3837 Campbell Airstrip Road

Circumstances: Saeteurn and his wife were divorcing. Reid, a co-worker, stayed overnight with the woman because she was concerned about her safety. Early the following morning, Lew Saeteurn returned to the home and shot Reid before killing himself, police say.

BRET ALDERIN, 46

Killed: March 22

Charged: Michael Delpriore, 26; two counts of first-degree murder and one count of first-degree assault.

Weapon: Gun

Location: 7000 block Weimer Street

Circumstances: Delpriore was visiting a home on Weimer Street just before 3 a.m. when he got

into an argument about a drug transaction, police say. Shots were fired. Alderin was killed and a woman inside the home was seriously injured.

Status: Trial scheduled the week of March 3.

JAMES BRINK, 30

Killed: May 20

Charged: Josiah Darroux, 24; first- and second-degree murder, and manslaughter.

Weapon: Shotgun

Location: East 42nd Avenue

Circumstances: Darroux was dating Brink's cousin. At a family barbecue, Brink accused Darroux of beating the woman, according to court documents. Darroux pulled a shotgun from the trunk of his car, pumped it once and fired at Brink but missed, police say. Brink put his hands out, open palmed, and walked toward Darroux, according to witnesses. Darroux pumped the gun again and shot Brink in the torso, according to court documents.

Status: Trial scheduled the week of Jan. 21.

DAVID IRVIN, 22

Killed: June 10

Charged: Dirkston Gonzales, 17; two counts of first-degree murder, two counts of second-degree murder, first-degree assault and burglary.

Weapon: Handgun

Location: 4500 block of DeArmoun Road

Circumstances: About an hour after a fistfight at a house party, a young man carrying a handgun forced his way into the home. Irvin confronted the armed teenager while his girlfriend and her sister, Stephanie Nilsson, 15, dashed to a bathroom. Police say the gunman, Gonzalez, forced his way toward the bathroom, where he shot Irvin and Nilsson. Nilsson survived.

Status: Trial scheduled the week of April 14.

ALLEN JONES, 27

Killed: June 27

Charged: Henry Ayagalria, 25; second-degree murder.

Location: 27th Avenue and Denali Street

Circumstances: Ayagalria and Jones were drinking heavily when Jones smoked the pair's last cigarette, leading to a fight, Ayagalria told police. An autopsy didn't locate any defensive injuries on Jones, indicating he was likely incapacitated and lying on the ground when he was beaten,

according to court records.

Status: Trial scheduled the week of Feb. 25.

MINDY SCHLOSS, 52

Killed: Aug. 3 or 4

Charged: No one

Weapon: Undisclosed

Location: Body found along Knik-Goose Bay Road

Circumstances: Schloss, a nurse, was last seen Aug. 3, and her vehicle was found several days later near Stevens International Airport. Her body was discovered in September in a wooded area off Knik-Goose Bay Road. The FBI later arrested Joshua Wade, 27, on federal bank fraud charges for using her ATM card to withdraw a total of \$1,000 from her bank account after she vanished. He has not been charged with her death.

Status: Crime lab results are pending.

DARNELL JONES, 22

Killed: Aug. 5

Charged: Nounphone "Kenny" Boutsyharath, 28; second-degree murder.

Weapon: Gun

Location: 64th Avenue and C Street

Circumstances: Police responding to multiple calls of a shooting near Wolfie's Bar at 3:27 a.m. Aug. 5 found four men with gunshot wounds. Police conducted interviews with witnesses and found Jones' body in a wooded area south of 64th Avenue. Boutsyharath was arrested about two months later.

Status: Trial scheduled the week of April 7.

NICKLINE NOATAK, 37

Killed: Aug. 14

Charged: No one

Weapon: Undisclosed

Location: Found at Mile 113 on the Seward Highway

Circumstances: A motorist driving south on the Seward Highway noticed Noatak's body lying under the guardrail at Mile 113 near the Potter weigh scales. Noatak did not have a permanent address but often stayed at the Brother Francis Shelter.

Status: An autopsy was inconclusive, and police are awaiting further lab work in hopes of determining what happened to Noatak. His case is listed as a homicide.

JAMES LALLY, 39 Killed: Sept. 23

Charged: Anthony Schmid, 38; first- and second-degree murder.

Location: 3504 W. 41st Ave.

Circumstances: The men were drinking and got into a fight, police said. Lally's wife told police the two started arguing in the kitchen. The brawl continued outside, where the men crashed through a deck railing. Schmid had his arm around Lally's neck in a chokehold and had to be pried off Lally, witnesses told police.

Status: Trial set for the week of July 14.

STEVEN DOUGLAS CALLAN, 56

Killed: Sept. 24

Charged: No one

Weapon: Handguns

Location: Carrs parking lot on Jewel Lake Road

Circumstances: Anchorage police officers Doug Fifer and John Bolen fired multiple shots at Callan after he refused to stop the stolen vehicle he was driving and began ramming police and privately owned cars in the Carrs grocery store parking lot near Jewel Lake Road. The passenger in Callan's vehicle, Jamie Smith, 33, was shot in the left arm during the confrontation and was treated and released from a hospital.

Status: District Attorney Adrienne Bachman reviewed the case and ruled the shooting justified.

JAMAAL BARRAS, 20

Killed: Sept. 29

Charged: David Anderson, 24, and Ariel Patrick, 23; first- and second-degree murder and first-degree assault.

Weapon: Baseball bat and broom handles

Location: Alley behind F Street Station

Circumstances: Patrick and Anderson told their girlfriends they had been robbed over drugs, and the women picked them up at the downtown bus station, according to court records. The four began prowling the streets until Anderson saw the people he said had robbed him. The women approached those men and said they wanted to buy drugs; the men agreed but said they needed to go into the alley to do it. Once in the alley, Patrick and Anderson beat Barras with a baseball bat and broom handles, police said.

Status: Patrick remains at large and may have fled the state, police said. Anderson's trial is scheduled to begin the week of April 28.

TERRY LEE JACKSON, 38

Killed: Oct. 20

Charged: Elmer Seetot, 22; second-degree murder and tampering with evidence.

Weapon: Frying pan

Location: 3200 block of West 69th Avenue

Circumstances: According to court documents, Seetot and Jackson were drinking together the night of Jackson's death. Seetot said he accidentally killed Jackson by hitting him in the head with a frying pan, then cut the body up and stuffed it in his grandmother's freezer to hide the evidence, according to court records.

Status: Trial scheduled to begin Feb. 19.

HOXIE NELSON, 45

Killed: Nov. 7

Charged: No one

Weapon: Knife

Location: 300 block of Lane Street

Circumstances: Nelson apparently came to a Mountain View apartment building with a woman and tried to force his way into one of the units, police said. The occupant stabbed him in the abdomen with a large knife, and Nelson stumbled outside the unit covered in blood. He died later at a hospital.

Status: The case appears to be self-defense and is being reviewed by the district attorney

BOYD HODGE, 47

Killed: Nov. 7

Charged: Justin Wayne Gardner, 23; second-degree murder, first-degree robbery and tampering with evidence.

Weapon: Rifle

Location: 2100 block of West 44th Court

Circumstances: A man and woman were seen running out of Hodge's West Anchorage home and into a waiting vehicle shortly after shots were fired. One of them appeared to have a rifle, according to witness statements. Police have released few details about the shooting.

Status: Gardner was arrested last week and made his first court appearance Thursday. Police are still seeking the unidentified woman.

DANA ANN WEASE, 43

Killed: Nov. 14.

Charged: No one

Weapon: Not disclosed by police

Location: Found in Turnagain Pass

Circumstances: Wease was last seen in Anchorage on Nov. 14. A family member who works with her told police Wease never showed up at work as scheduled that day. Her body was found several weeks later in Turnagain Pass. Police have released few details about their investigation.

Status: Police have identified a suspect and are awaiting lab results before deciding whether to file charges.

JASON WENGER, 27

Killed: Dec. 2

Charged: Christopher Erin Rogers Jr., 28; 22 counts of murder, attempted murder, assault, robbery, vehicle theft, cruelty to animals, and other charges.

Weapon: .357 revolver

Location: 4300 block of Lois Drive

Circumstances: Christopher Erin Rogers told police he shot Wenger during an attempted car-jacking while he was on the run for 26 hours following a machete attack on his father and his father's fiancée in Palmer. His father died in the attack and his father's fiancée was severely injured. Rogers shot two others in Anchorage during the violent rampage. Both survived the random shootings.

Status: Trial scheduled the week of Feb. 4.

JOHN PEZZENTI, 55

Killed: Dec. 3

Charged: No one

Weapon: Gun

Location: 15000 block of Francesca Drive

Circumstances: Pezzenti was found dead in his Hillside home. Police say he had a number of tense relationships, and that the slaying may have been drug related. They have released little else about their investigation, saying they don't want to compromise it.

Status: Detectives are interviewing people and awaiting forensics test results.

MAT-SU VICTIMS

AMAYJA MYRARI DUBIE, 8 WEEKS

Killed: Feb. 9

Charged: Kimberly Dubie, 31; criminally negligent homicide, manslaughter and second-degree murder.

Weapon: None

Location: 2900 block Alma Drive, Wasilla

Circumstances: The State Medical Examiner found the infant died of "positional asphyxia," or strangulation due to the position in which she sat. Kimberly Dubie, her mother, told Alaska State Troopers that she had been drinking at home when she placed the child in a car seat after feeding her. The mother told troopers she passed out and awoke around 10 a.m. to find the baby had died. Medics tried without success to revive the child. She was pronounced dead at Mat-Su Regional Medical Center. A blood test that day showed Kimberly Dubie had a .24 blood-alcohol content the morning her baby died. The legal limit for driving in Alaska is .08.

Status: Trial scheduled to begin Jan. 22.

STACEY JOHNSTON, 42

Killed: July 28

Charged: Frank Adams, 45; first- and second-degree murder, manslaughter and tampering with evidence.

Weapon: Unknown

Location: Chickaloon

Circumstances: Prosecutors say Adams beat Johnston to death in a cabin in Chickaloon where he and Johnston were staying. Johnston's body was discovered in the back seat of Adams' car near the South Peters Creek exit on the Glenn Highway, after Adams led Palmer police on a high-speed chase down the Glenn Highway.

Status: Trial scheduled to begin April 14.

KAYDENCE LEWINSKI, 6 MONTHS

Died: Nov. 18

Charged: Burton Naczi, 22; second-degree murder and manslaughter.

Weapon: None

Location: Wasilla

Circumstances: Stephanie Lewinski, Kaydence's mother, dropped the baby off with Naczi, her father, about 4:30 p.m. Nov. 16, according to a trooper's affidavit. When the mother returned for the child about 2:30 p.m. the next day, she and a friend noticed the child was severely bruised and took her to Mat-Su Regional Medical Center. The child had extensive bruising over most of her body, including her face, according to charging documents. After attempts to save her at Mat-Su Regional, she was airlifted to Providence Hospital in Anchorage, where she died. Naczi, after originally telling troopers and Lewinski that he had fallen down stairs with the child, said he shook the baby and threw her on a couch. He told troopers she became limp and unresponsive, according to charging documents.

Status: Awaiting a trial date.

CHRISTOPHER ROGERS SR., 51

Killed: Dec. 2

Charged: Christopher Erin Rogers Jr., 28; first-degree murder and attempted first-degree murder

Weapon: Machete

Location: Gunnysack Road, south of Palmer

Circumstances: According to troopers, the younger Rogers killed his father with a machete, and then slashed his father's fiancée, Elann Moren.

Status: Awaiting a trial date.

-- Compiled by James Halpin

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How to reach us

MIKE ZERCEY
Editorial page editor
257-4346
mzercey@adn.com

FRANK GERJEVIC
Editorial writer
257-4308
fgerjevic@adn.com

ROSEMARY SHIMOHARA
Editorial writer
257-4340
rshimohara@adn.com

LETTERS EDITOR
257-4547,
Fax: 258-2157
letters@adn.com

ADDRESS
Letters, ADN
Box 149001
Anchorage 99514

Daily News Opinion

COMPASS: *Points of view from the community*

We must prepare Alaska's prisoners for life outside walls

by **JANET McCABE AND KELVIN LEE**

This session, state legislators will be in the mood for change. New revenues offer opportunities to solve old problems. We hope legislators take a long view of the operating budget and remember that spending now to improve the cost-effectiveness of ongoing systems is a way of saving for the future.

The Department of Corrections is a case in point. Sixty-six percent of newly released prisoners will be returned to prison within three years, especially if they are young or indigent, and especially if they were incarcerated for a crime associated with alcoholism or drug addiction.

Recently the Alaska Judicial Council studied criminal recidivism in Alaska. The findings are grim: "Offenders are much more likely to re-offend or be remanded to custody during the first year after release, and especially during the first six months. Many offenders are more likely to re-offend than before they entered the justice system."

For a department mandated to reduce behavior, these are not cost-effective results.



McCabe

Alaska's constitution mandates prisoner "reformation." But there is a tendency to give up on this population. That was the case during Gov. Murkowski's administration.



Lee

and municipalities are closed. Those classified as felons — for example, a person with a third DUI — are ineligible for food stamps and Section 8 housing assistance.

In addition, most were put in prison because of crimes arising from their alcohol or drug addiction and/or mental illness. Many grew up never learning how to function successfully and lawfully.

Because of these realities Alaska's constitution mandates prisoner "reformation." But there is a tendency to give up on this population. That was the case during Gov. Frank Murkowski's administration, when Alaska's prison system was stripped of most addiction assessment, treatment and reformatory programs.

But the new administration recognizes that giving up is a poor choice. The Department of Corrections is analyzing systems and searching for funding to implement cost-effective reformation and re-entry programs.

This is a welcome change. Ninety-five percent of all prisoners are eventually released. Each new offense means new victims. Communities and neighborhoods with a high returning prisoner population also have higher rates of crime. Each re-incarceration costs the public an annual rate of \$44,000 per prisoner, in addition to large police and court system costs.

Within the court system, Alaska's therapeutic courts have demonstrated that reformation is achievable. However, doing so requires a long, intense and focused effort by all involved. Recidivism data for therapeutic court graduates show that this approach breaks the pattern for those who go through traditional incarceration.

If the Department of Corrections has the funding and the will to incorporate effective reformation measures for prisoners, a much greater number of addicted offenders could be reached.

Successful re-entry requires effective reformation programs in prison. Experience has shown that affordable housing and employment are critical. So is ready access to knowledgeable case coordinators who carefully balance assistance and coercion to provide a stable structure for prisoners restarting their lives outside. Agencies must provide consolidated services. There are excellent examples of successful One-Stop Re-entry Centers in other states.

Reformation of prisoners is both tough and smart. Let us hope the administration and the Legislature appreciate the extent of the effort required, and focus on long-term benefits.

Janet McCabe chairs Partners for Progress, a nonprofit that works to support therapeutic justice statewide. Kelvin Lee is an AmeriCorps volunteer with the Alaska Native Justice Center. He runs a re-entry program for men.

CROOKED CREEK TRADITIONAL COUNCIL

P. O. BOX 69

CROOKED CREEK, ALASKA 99575

PH: 907-432-2200

FAX: 907-432-2201

EMAIL:

FACSIMILE TRANSMITTAL SHEET

TO: Senator French FROM: Crooked Creek Traditional Council
COMPANY: DATE: ~~2-1-08~~ 2-4-08
FAX NUMBER: (907) 465-6595 TOTAL PAGES 2
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NOTES/COMMENTS:

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That has been what is happening for a long time.

This village has reams of documents on abuses - no one will listen -

**CROOKED CREEK TRADITIONAL COUNCIL
P. O. BOX 69
CROOKED CREEK, ALASKA 99581
PH: 907-432-2200
FAX: 907-432-2201
EMAIL:bbcc@starband.net**

1-31-08

Senator French,

RE; Crime Hearings;

We have had no reply from you so we don't know if you are listening;

Here is how law enforcement works in Western Alaska;

- 1. Somebody gets mad at somebody**
- 2. troopers are called**
- 3. If the troopers show up, the accused is arrested**
- 4. there is no investigation**
- 5. accused is put in jail in Bethel**
- 6. a public defender is assigned**
- 7. accused is told to plead "no contest"**
- 8. accused is always charged with some sort of felony**
- 9. accused is again urged and told to plead "no contest" "and all this will go away"**
- 10. now you have them in the system and they will never get out**

To quote some probation officers " natives are docile and easy to care for in jail, makes our job easier".

"we do not have to follow court orders, we can do what we want" and that statement is true, because we have proof of this happening. This Tribal Council has not been contacted or worked with by the probation department or any body else, the only contact has been on every violent person and that was the only one.

A 2 billion dollar industry is what the prison system has become in this state and our people are filling your jails, again, come see what we have, unlike the legal System, we do not have to lie.


**Evelyn Thomas
Crooked Creek Traditional Council**

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