

LEGISLATIVE FINANCE-HOUSE / SENATE FINANCE COMM. FILES 8879

HB 491 cont. - HB 497 1977 1977 537 128

Table 35a

Number of Original Cases  
(Felony Cases on PROMIS, 1984-1987\*)

by Location and Offense

Alaska Judicial Council, 1990

<u>Statewide</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	
Robbery I	81	81	69	48	
Sex. Assault I	238	169	141	129	
Sex. Abuse I	113	143	150	120	
Sex. Abuse II	164	184	149	140	
Burglary I	280	278	276	258	
Burglary II	302	323	236	240	
Theft II	517	420	443	354	
MICS III & IV	447	425	417	471	
Assault II & III	577	578	494	505	
All Offenses	3,730	3,557	3,352 •	3,177	(13,816)
Anchorage, All	1,203	1,190	1,106	1,039	
Fairbanks, All	651	535	506	456	
Southeast, All	497	432	475	437	
Bush, All	639	645	597	574	
Southcentral, SW, All	778	808	718	716	

\*These numbers represent the total cases on the PROMIS system. Of the 13,816 cases shown on these tables, about one-third (34%) were screened out by prosecutors. That is, no case was filed in court against that defendant. About 9,119 cases were filed in court during these years.

Table 35 b  
Number of Original Cases  
 All Filed Felony Cases 1984-1987

By Offense and Location

Alaska Judicial Council, 1990

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Robbery I</u>				
Anchorage	55	46	32	26
Fairbanks	12	16	16	3
Southeast	3	3	3	2
Bush	2	3	5	3
Southcentral, SW	8	13	12	11
Statewide**	81	81	69	48
<u>Sexual Assault I</u>				
Anchorage	74	45	39	38
Fairbanks	25	16	9	18
Southeast	21	24	12	13
Bush	72	55	62	34
Southcentral, SW	41	27	19	24
Statewide	238	169	141	129
<u>Sexual Abuse I</u>				
Anchorage	44	57	36	36
Fairbanks	16	19	21	17
Southeast	10	12	15	12
Bush	13	24	37	28
Southcentral, SW	29	26	39	24
Statewide	113	143	150	120
<u>Sexual Abuse II</u>				
Anchorage	41	43	35	28
Fairbanks	26	24	17	20
Southeast	24	26	19	28
Bush	33	48	34	36
Southcentral, SW	40	40	44	26
Statewide	164	184	149	140

Table 35 b (continued)

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Burglary I</u>				
Anchorage	90	91	69	82
Fairbanks	63	40	31	40
Southeast	27	30	43	22
Bush	55	44	66	56
Southcentral, SW	44	67	64	48
Statewide	280	278	276	258
<u>Burglary II</u>				
Anchorage	90	86	85	74
Fairbanks	58	64	25	38
Southeast	30	43	16	30
Bush	68	54	46	49
Southcentral, SW	51	71	58	46
Statewide	302	323	236	240
<u>Theft II</u>				
Anchorage	161	136	135	119
Fairbanks	122	80	101	86
Southeast	68	45	57	36
Bush	44	44	42	29
Southcentral, SW	113	108	103	80
Statewide	517	420	443	354
<u>MICSIII &amp; IV</u>				
Anchorage	110	163	149	147
Fairbanks	54	51	55	45
Southeast	112	47	105	101
Bush	42	57	44	45
Southcentral, SW	128	107	63	133
Statewide	447	425	417	471
<u>Assault II &amp; III</u>				
Anchorage	190	176	171	155
Fairbanks	95	82	59	53
Southeast	51	74	65	66
Bush	129	134	91	119
Southcentral, SW	109	111	106	109
Statewide	577	578	494	505

\*\*The statewide totals on these tables are not the same as the total number of offenses in each column because of a small number of cases are handled by the Department of Law's Office of Special Prosecutions and Appeals (OSPA). The OSPA cases are included in the statewide totals but not in the case count for each individual location.

Table 35 c

Number of Original Cases  
(Felony Cases On PROMIS, 1984-1987)

Percentage Distribution by Type of Offense

	<u>1984</u>		<u>1985</u>		<u>1986</u>		<u>1987</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
<u>Violent Offenses</u>								
Anchorage	334	(27.8%)	294	(24.7%)	284	(25.7%)	253	(24.4%)
Fairbanks	144	(22.1%)	128	(23.9%)	107	(21.1%)	76	(16.7%)
Southeast	77	(15.5%)	93	(21.5%)	86	(18.1%)	77	(17.6%)
Bush	173	(27.1%)	163	(25.3%)	132	(22.1%)	151	(26.3%)
Southcentral, SW	151	(19.4%)	147	(18.2%)	154	(21.4%)	167	(23.3%)
Statewide	869	(23.3%)	817	(23.0%)	747	(22.3%)	719	(22.6%)
<u>Sexual Offenses</u>								
Anchorage	195	(16.2%)	174	(14.6%)	131	(11.8%)	124	(11.9%)
Fairbanks	86	(13.2%)	71	(13.3%)	62	(12.3%)	59	(12.9%)
Southeast	73	(14.7%)	84	(19.4%)	64	(13.5%)	67	(15.3%)
Bush	168	(26.3%)	174	(27.0%)	172	(28.8%)	150	(26.1%)
Southcentral, SW	134	(17.2%)	120	(14.9%)	129	(18.0%)	99	(13.8%)
Statewide	646	(17.3%)	612	(17.2%)	550	(16.4%)	491	(15.5%)
<u>Property Offenses</u>								
Anchorage	447	(37.2%)	467	(39.2%)	440	(39.8%)	418	(40.2%)
Fairbanks	317	(48.7%)	230	(43.0%)	225	(44.5%)	226	(49.6%)
Southeast	188	(37.8%)	167	(38.7%)	168	(35.4%)	146	(33.4%)
Bush	208	(32.6%)	201	(31.2%)	201	(33.7%)	177	(30.8%)
Southcentral, SW	297	(38.2%)	352	(43.6%)	297	(41.4%)	261	(36.5%)
Statewide	1,457	(39.1%)	1,410	(39.6%)	1,332	(39.7%)	1,217	(38.3%)
<u>Drug Offenses</u>								
Anchorage	152	(12.6%)	176	(14.8%)	163	(14.7%)	157	(15.1%)
Fairbanks	59	(9.1%)	54	(10.1%)	60	(11.9%)	46	(10.1%)
Southeast	116	(23.3%)	49	(11.3%)	114	(24.0%)	103	(23.6%)
Bush	43	(6.7%)	59	(9.1%)	47	(7.9%)	45	(7.8%)
Southcentral, SW	129	(16.6%)	109	(13.5%)	66	(9.2%)	135	(18.9%)
Statewide	493	(13.2%)	445	(12.5%)	443	(13.2%)	482	(15.2%)

Table 25  
Filed Conviction Rates  
 All Filed Felonies, 1984-1987

Alaska Judicial Council, 1990

Anchorage/Fairbanks/Juneau

<u>Offense Type</u>	<u>8/15/74- 8/14/75</u>	<u>8/15/75- 8/14/76</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	57%	43%	83%	75%	60%	79%
Sex. Assault I	35%	40%	62%	55%	62%	52%
Sex. Abuse I	53%	67%	65%	71%	76%	75%
Sex Abuse II	[100%]	[75%]	71%	62%	66%	62%
Burglary I	53%	47%	73%	75%	68%	79%
Burglary II	69%	55%	71%	68%	76%	82%
Theft II	45%	52%	48%	41%	68%	75%
MICS III & IV	49%	36%	50%	56%	64%	66%
Assault II & III	45%	37%	57%	58%	58%	67%
All Offenses	49%	44%	59%	62%	66%	72%

Statewide

<u>Offense Type</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	78%	78%	60%	74%
Sex. Assault I	62%	56%	73%	54%
Sex. Abuse I	62%	67%	69%	66%
Sex Abuse II	71%	63%	75%	72%
Burglary I	63%	74%	62%	72%
Burglary II	66%	60%	69%	73%
Theft II	47%	44%	61%	70%
MICS III & IV	50%	48%	62%	62%
Assault II & III	62%	63%	63%	72%
All Offenses	58%	60%	65%	68%

Table 32

Incidence of Pleas Associated  
with Reduced or Dismissed Charges\*  
All Filed Felony Cases 1984-1987

Alaska Judicial Council, 1990

<u>Statewide</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	32%	12%	15%	29%
Sex. Assault I	18%	16%	36%	29%
Sex. Abuse I	19%	24%	26%	27%
Sex. Abuse II	24%	15%	18%	19%
Burglary I	14%	19%	19%	19%
Burglary II	12%	11%	17%	14%
Theft II	12%	11%	16%	20%
MICS III & IV	6%	11%	14%	23%
Assault II & III	27%	28%	29%	40%
All Offenses	16%	17%	20%	25%
<u>Anchorage</u>				
Robbery I	40%	6%	13%	48%
Sex. Assault I	18%	9%	36%	10%
Sex. Abuse I	18%	26%	25%	33%
Sex. Abuse II	16%	6%	22%	19%
Burglary I	29%	21%	26%	24%
Burglary II	30%	23%	25%	20%
Theft II	16%	8%	23%	23%
MICS III & IV	16%	14%	15%	24%
Assault II & III	39%	35%	37%	55%
All Offenses	24%	21%	25%	30%

\* This table shows the percentage of cases in which a defendant pled guilty or nolo, and the plea was associated with either a reduction in the level of the most serious arrest charge or a dismissal of one or more charges between the time of filing and the disposition of the case.

Table 32 (continued)

Incidence of Pleas Associated  
with Reduced or Dismissed Charges\*  
All Filed Felony Cases 1984-1987

Alaska Judicial Council, 1990

<u>Fairbanks</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	0%	8%	0%	[ 0%]
Sex. Assault I	7%	[ 13%]	[ 0%]	[ 67%]
Sex. Abuse I	25%	25%	[ 0%]	8%
Sex. Abuse II	[ 44%]	[ 9%]	[ 0%]	[ 0%]
Burglary I	5%	0%	5%	4%
Burglary II	0%	2%	5%	4%
Theft II	8%	4%	12%	5%
MICS III & IV	3%	9%	5%	8%
Assault II & III	8%	26%	19%	22%
All Offenses	7%	10%	9%	8%
 <u>Southeast</u>				
Robbery I	—	[ 67%]	[100%]	[ 0%]
Sex. Assault I	8%	17%	[ 17%]	[ 71%]
Sex. Abuse I	[ 11%]	36%	[ 22%]	30%
Sex. Abuse II	0%	13%	18%	42%
Burglary I	19%	19%	18%	29%
Burglary II	4%	3%	29%	14%
Theft II	13%	17%	8%	27%
MICS III & IV	0%	3%	16%	38%
Assault II & III	23%	27%	33%	21%
All Offenses	10%	16%	20%	30%

Table 32 (continued)

Incidence of Pleas Associated  
with Reduced or Dismissed Charges\*  
 All Filed Felony Cases 1984-1987

Alaska Judicial Council, 1990

<u>Bush</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	[50%]	[50%]	[50%]	—
Sex. Assault I	22%	18%	38%	39%
Sex. Abuse I	30%	31%	41%	29%
Sex. Abuse II	39%	27%	7%	16%
Burglary I	6%	22%	12%	21%
Burglary II	5%	10%	4%	9%
Theft II	6%	0%	19%	8%
MICS III & IV	11%	14%	9%	21%
Assault II & III	18%	24%	16%	33%
All Offenses	17%	17%	17%	26%

Southcentral, SW

Robbery I	[29%]	[17%]	[11%]	[ 0%]
Sex. Assault I	23%	25%	[67%]	[ 0%]
Sex. Abuse I	17%	0%	25%	27%
Sex. Abuse II	26%	13%	25%	0%
Burglary I	3%	23%	23%	15%
Burglary II	9%	6%	16%	16%
Theft II	9%	20%	13%	30%
MICS III & IV	2%	9%	15%	12%
Assault II & III	30%	25%	27%	40%
All Offenses	15%	17%	22%	22%

Table 26 a

Trial Rate  
All Filed Felony Cases 1984-1987  
Statewide

Alaska Judicial Council, 1990

<u>Statewide</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	13%	28%	22%	11%
Sex. Asslt. I	31%	21%	10%	26%
Sex. Abuse I	12%	16%	15%	15%
Sex. Abuse II	13%	11%	5%	8%
Burglary I	5%	7%	8%	6%
Burglary II	3%	5%	3%	5%
Theft II	5%	5%	4%	4%
MICS III & IV	5%	7%	6%	6%
Assault II & III	11%	9%	8%	8%
All Offenses	10%	10%	8%	8%

Table 26 b

Trial Rate  
All Filed Felony Cases 1984-1987  
Anchorage

Alaska Judicial Council, 1990

<u>Anchorage</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	13%	21%	23%	9%
Sex. Asslt. I	33%	26%	9%	46%
Sex. Abuse I	15%	22%	20%	29%
Sex. Abuse II	11%	17%	6%	6%
Burglary I	6%	8%	9%	8%
Burglary II	3%	3%	5%	12%
Theft II	3%	6%	3%	7%
MICS III & IV	8%	8%	8%	4%
Assault II & III	8%	8%	7%	7%
All Offenses	11%	11%	9%	10%

Table 26 c

Trial RateAll Filed Felony Cases 1984-1987  
Fairbanks

Alaska Judicial Council, 1990

<u>Fairbanks</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	9%	50%	25%	[ 0%]
Sex. Asslt. I	13%	[38%]	[33%]	[ 0%]
Sex. Abuse I	17%	25%	[13%]	15%
Sex. Abuse II	[11%]	0%	[25%]	[11%]
Burglary I	3%	16%	35%	11%
Burglary II	5%	12%	0%	0%
Theft II	6%	6%	4%	0%
MICS III & IV	3%	3%	10%	27%
Assault II & III	12%	15%	22%	25%
All Offenses	11%	14%	15%	12%

[ ] indicate fewer than 10 cases in this category

Table 26 d

Trial RateAll Filed Felony Cases 1984-1987  
Southeast

Alaska Judicial Council, 1990

<u>Southeast</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	--*	[33%]	[ 0%]	[ 0%]
Sex. Asslt. I	25%	6%	17%	14%
Sex. Abuse I	[11%]	0%	[22%]	0%
Sex. Abuse II	19%	7%	9%	5%
Burglary I	13%	6%	4%	5%
Burglary II	4%	3%	0%	0%
Theft II	2%	0%	8%	9%
MICS III & IV	3%	3%	1%	4%
Assault II & III	8%	8%	9%	10%
All Offenses	8%	5%	6%	5%

\* "--" means no cases in this category

Table 26 e

Trial Rate  
All Filed Felony Cases 1984-1987  
Bush

Alaska Judicial Council, 1990

<u>Bush</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	[50%]	[30%]	[50%]	[ 0%]
Sex. Asslt. I	35%	18%	8%	15%
Sex. Abuse I	10%	8%	5%	12%
Sex. Abuse II	22%	9%	0%	16%
Burglary I	6%	3%	3%	3%
Burglary II	5%	3%	8%	3%
Theft II	0%	6%	6%	0%
MICS III & IV	15%	14%	3%	6%
Assault II & III	12%	6%	5%	6%
All Offenses	14%	10%	7%	6%

Table 26 f

Trial Rate  
All Filed Felony Cases 1984-1987  
Southcentral, Southwest

Alaska Judicial Council, 1990

<u>Southcentral, SW</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Robbery I	[14%]	[17%]	[11%]	[25%]
Sex. Asslt. I	36%	33%	[ 0%]	[ 0%]
Sex. Abuse I	6%	14%	18%	8%
Sex. Abuse II	4%	17%	0%	0%
Burglary I	0%	0%	0%	3%
Burglary II	0%	2%	0%	0%
Theft II	9%	4%	2%	0%
MICS III & IV	2%	7%	7%	4%
Assault II & III	15%	10%	7%	2%
All Offenses	8%	8%	5%	6%

Table 26 g

Trial Rate  
All Filed Felony Cases 1984-1987

By Offense and Location

Alaska Judicial Council, 1990

<u>Offense</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Robbery I</u>				
Anchorage	13%	21%	23%	9%
Fairbanks	9%	50%	25%	[ 0%]
Southeast	--	[33%]	[ 0%]	[ 0%]
Bush	[50%]	[30%]	[50%]	[ 0%]
Southcentral	[14%]	[17%]	[11%]	[25%]
Statewide	13%	28%	22%	11%
<u>Sex Abuse I</u>				
Anchorage	15%	22%	20%	29%
Fairbanks	17%	25%	[13%]	15%
Southeast	[11%]	0%	[22%]	0%
Bush	10%	8%	5%	12%
Southcentral	6%	14%	18%	8%
Statewide	12%	16%	15%	15%
<u>MICS III &amp; IV</u>				
Anchorage	8%	8%	8%	4%
Fairbanks	3%	3%	10%	27%
Southeast	3%	3%	1%	4%
Bush	15%	14%	3%	6%
Southcentral	2%	7%	7%	4%
Statewide	5%	7%	6%	6%

Table 28

Active Prison Rate by Type of Offense

Convicted Offenders, 1984-1987  
Percentage Distributions

Alaska Judicial Council, 1990

<u>% Active Prison</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Statewide				
Violent	73%	75%	78%	80%
Property	66%	62%	60%	58%
Sex	82%	83%	83%	85%
Drugs	68%	54%	55%	54%
All Offenses	71%	69%	68%	67%
Anchorage				
Violent	78%	70%	80%	83%
Property	68%	63%	58%	54%
Sex	84%	84%	84%	86%
Drugs	77%	56%	59%	67%
All Offenses	75%	67%	67%	66%
Fairbanks				
Violent	51%	63%	66%	74%
Property	60%	40%	39%	49%
Sex	68%	62%	60%	68%
Drugs	48%	26%	27%	50%
All Offenses	59%	50%	48%	56%
Southeast				
Violent	61%	78%	73%	80%
Property	63%	57%	60%	65%
Sex	84%	92%	74%	97%
Drugs	65%	50%	59%	48%
All Offenses	67%	68%	63%	68%
Bush				
Violent	79%	87%	83%	81%
Property	72%	77%	72%	76%
Sex	89%	86%	90%	91%
Drugs	59%	71%	52%	52%
All Offenses	77%	82%	78%	79%
Southcentral, SW				
Violent	76%	76%	80%	75%
Property	70%	67%	79%	62%
Sex	79%	86%	85%	71%
Drugs	73%	62%	71%	45%
All Offenses	73%	74%	78%	65%

Table 34

Mean Sentence Length in Months  
Convicted Offenders with Active Time

Most Serious Offense, 1984 - 1987 By Offense and Location

Alaska Judicial Council, 1990

<u>Statewide</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Robbery I</u>				
Class A (Pres. is 60 or 84 months*)	63	92	121	62
<u>Sex Assault I</u>				
Unclass (Pres. is 96 or 120 months*)	107	83	97	165
<u>Sex Abuse Minor I</u>				
unclass. (Pres. is 96 or 120 months*)	88	107	96	83
<u>Sex Abuse Minor II</u>				
Class B (No pres. for 1st offense)	31	27	26	35
<u>Burglary I</u>				
Class B (No pres. for 1st offense)	26	26	31	29
<u>Burglary II</u>				
Class C (No pres. for 1st offense)	18	17	19	19
<u>Theft II</u>				
Class C (No pres. for 1st offense)	18	14	13	16
<u>MICS III &amp; IV</u>				
Classes B & C (No pres. for 1st offense)	15	22	18	17
<u>Assault II and III</u>				
Classes B & C (No pres. for 1st offense)	18	16	19	18

\* Notes on this table regarding presumptive sentences apply only to first felony offenders. Variations in mean sentence by year are affected by variations in the prior records of offenders, as well as by aggravating and mitigating factors, and other sentencing criteria.

# Alaska State Legislature



Legislative Research Agency

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January 31, 1990

## MEMORANDUM

TO: Representative Peter Goll

FROM: Judy Brakel<sup>AB</sup> and Maria Gladziszewski<sup>MG</sup>  
Legislative Analysts

RE: Incarceration and Alcohol Consumption Rates  
Research Request 90.213

You asked this agency to obtain comparative statistics about incarceration and alcoholism (or alcohol consumption) rates in Alaska. Specifically, you were interested in comparing rates of incarceration and alcoholism/alcohol consumption in Alaska with other states and nations. Attached are five tables and four figures containing the information requested.

### Incarceration Rates

Table 1 and Figure 1 show the number of prisoners serving sentences of more than one year per 100,000 residents as of December 31, 1987. Alaska ranks fourth among fifty states in the rate of sentenced prisoners. Table 2 and Figure 2 show the number of all prisoners in state and federal custody on December 31, 1987. Alaska ranks first among fifty states in the rate of prisoners in custody on December 31, 1987. Alaska data for this category, however, are inflated because the Alaska data include jail as well as prison inmates. Data from most other states do not include persons held in jails and, therefore, generally do not include those awaiting trial or serving short sentences.<sup>1</sup>

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<sup>1</sup>Table 1 provides a more accurate comparison across state prison systems by counting only those persons serving sentences of one year or more, rather than simply comparing the number of people in prison on a given day (as in Table 2). The National Council on Crime and Delinquency (NCCD) has attempted to correct for the same problem by distinguishing between imprisonment rate (the number of persons in prison on a given day) and incarceration rate (including persons in prison and in jail and juveniles in custody). See Attachment A, a short article from NCCD's *Focus*, that shows Alaska as first in imprisonment rate (as does Table 2) but third in incarceration rate (Table 1 ranks Alaska as fourth in number of sentenced prisoners).

Table 3 and Figure 3 include U.S. prisoners under state and federal jurisdiction on December 31, 1986 and the average number of prisoners in four European nations (Finland, Denmark, Sweden, and Norway) per 100,000 resident adults. Prisoners per 100,000 adults in the U.S. were obtained using numbers of persons over age 16; Denmark, Finland and Sweden rates were obtained using numbers of persons over age 15; Norway rates were obtained using numbers of persons over age 14. Figure 3 includes the top and bottom five states, the U.S. average, and the four European nations.

#### Alcohol Consumption Rates

Table 4 and Figure 4 show alcohol consumption rates for the U.S., Alaska and foreign countries. Table 5 shows state and U.S. total per capita alcohol consumption rates based on the population aged 14 and older. The per capita rates in Table 4 are based on total population and are, therefore, lower than those in Table 5. Per capita consumption rates can be misleading when used across cultures. In Ireland and Japan, for example, women traditionally abstain from drinking.

#### Alcoholism Rates

Estimates of the prevalence of alcoholism are based on different definitions of alcoholism and different methodologies from state to state. Thus there is no comparable data on a state-by-state or national basis.

The Alaska State Office of Alcoholism and Drug Abuse (SOADA), provided the following estimates of "problem drinkers" and "alcoholics." "Alcoholics" are a subset of "problem drinkers" (i.e. the numbers are not additive).

Alcoholics and Problem Drinkers in Alaska  
Estimated numbers and % of population age 18 or older<sup>2</sup>

	<u>1985</u>	<u>%</u>	<u>1987</u>	<u>%</u>
Problem drinkers	40,837	11.0	40,391	10.9
Alcoholics	13,670	3.7	N/A	

The problem drinker statistics for Alaska were estimated based on the Marden formula; the alcoholic statistics were estimated using the Jellinek formula. Both formulas have disadvantages which are particularly severe in the Alaskan

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<sup>2</sup>Source: *The Impact of Alcohol and other Drug Abuse in Alaska*, State Office of Alcoholism and Drug Abuse, Juneau, Alaska 1989, p.3.

situation. The Marden formula is based on demographic data and established risk factors determined in 1972. National patterns of risk may not be characteristic of Alaska's culturally pluralistic population. The method also tends to systematically underenumerate racial and ethnic minorities.

The Jellinek formula is based on deaths due to liver cirrhosis. The limitations of this method are exacerbated when used on a population as small as Alaska's, which has only about 40 such deaths per year.

The data below are from a study by the National Institute of Alcohol Abuse & Alcoholism based on a 1979 national survey of adult drinking practices. They show that 5.79% of the U.S. population age 18 and older in 1985 were alcoholics. This is higher than the estimate of Alaska alcoholics shown above, and is more likely indicative of differences in estimating techniques than of true relative alcoholism rates for the U.S. and Alaska. Note that in these national statistics "alcoholics" should not be considered a subset of "problem drinkers."

Alcoholics and Alcohol Abusers in the United States  
Number and % of the population 18 years or older<sup>3</sup>

	<u>1985</u>	<u>%</u>
Alcohol abusers	7,183,162	3.97
Alcoholics	10,459,153	5.79
Total	17,642,315	9.76

\* \* \* \* \*

We hope you find this information useful. If you need additional information, please contact this agency.

Attachments

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<sup>3</sup>Source: Gerald D. Williams, D.Ed. et al, "Demographic Trends, Alcohol Abuse and Alcoholism, 1985-1995," *Alcohol Health and Research World*, Vol. II, No.3, Spring 1987. pp.81.

TABLE 1: Rate (per 100,000 resident population) of Sentenced Prisoners  
in State and Federal Institutions on December 31, 1987

RANK	STATE	1987 POPULATION ESTIMATE	SENTENCED* PRISONERS PER 100,000
1	District of Columbia	622,000	905
2	Nevada	1,007,000	432
3	Louisiana	4,461,000	346
4	South Carolina	3,425,000	344
5	ALASKA	525,000	339
6	Delaware	644,000	326
7	Alabama	4,083,000	307
8	Arizona	3,386,000	307
9	Oklahoma	3,272,000	296
10	Georgia	6,222,000	282
11	Maryland	4,535,000	282
12	Florida	12,023,000	265
13	Michigan	9,200,000	259
14	Mississippi	2,625,000	256
15	North Carolina	6,413,000	250
16	Kansas	2,476,000	233
17	California	27,663,000	231
18	Texas	16,789,000	231
19	New York	17,825,000	229
	UNITED STATES AVERAGE	220,843,000	228
20	Arkansas	2,388,000	227
21	Ohio	10,784,000	219
22	Missouri	5,103,000	218
23	Virginia	5,904,000	217
24	Oregon	2,724,000	200
25	Indiana	5,531,000	192
26	Wyoming	490,000	190
27	New Jersey	7,672,000	177
28	New Mexico	1,500,000	174
29	Illinois	11,582,000	171
30	South Dakota	709,000	160
31	Tennessee	4,855,000	156
32	Kentucky	3,727,000	147
33	Montana	809,000	147
34	Colorado	3,296,000	145
35	Connecticut	3,211,000	144
36	Idaho	998,000	144
37	Hawaii	1,083,000	141
38	Pennsylvania	11,936,000	136
39	Washington	4,538,000	134
40	Wisconsin	4,807,000	126
41	Nebraska	1,594,000	123
42	Utah	1,680,000	110
43	Maine	1,187,000	106
44	Massachusetts	5,855,000	102
45	Iowa	2,834,000	101
46	Rhode Island	986,000	100
47	Vermont	548,000	91
48	New Hampshire	1,057,000	81
49	West Virginia	1,897,000	77
50	Minnesota	4,246,000	60
51	North Dakota	672,000	57

\* NOTE: Sentenced prisoners are those serving sentences of more than one year.

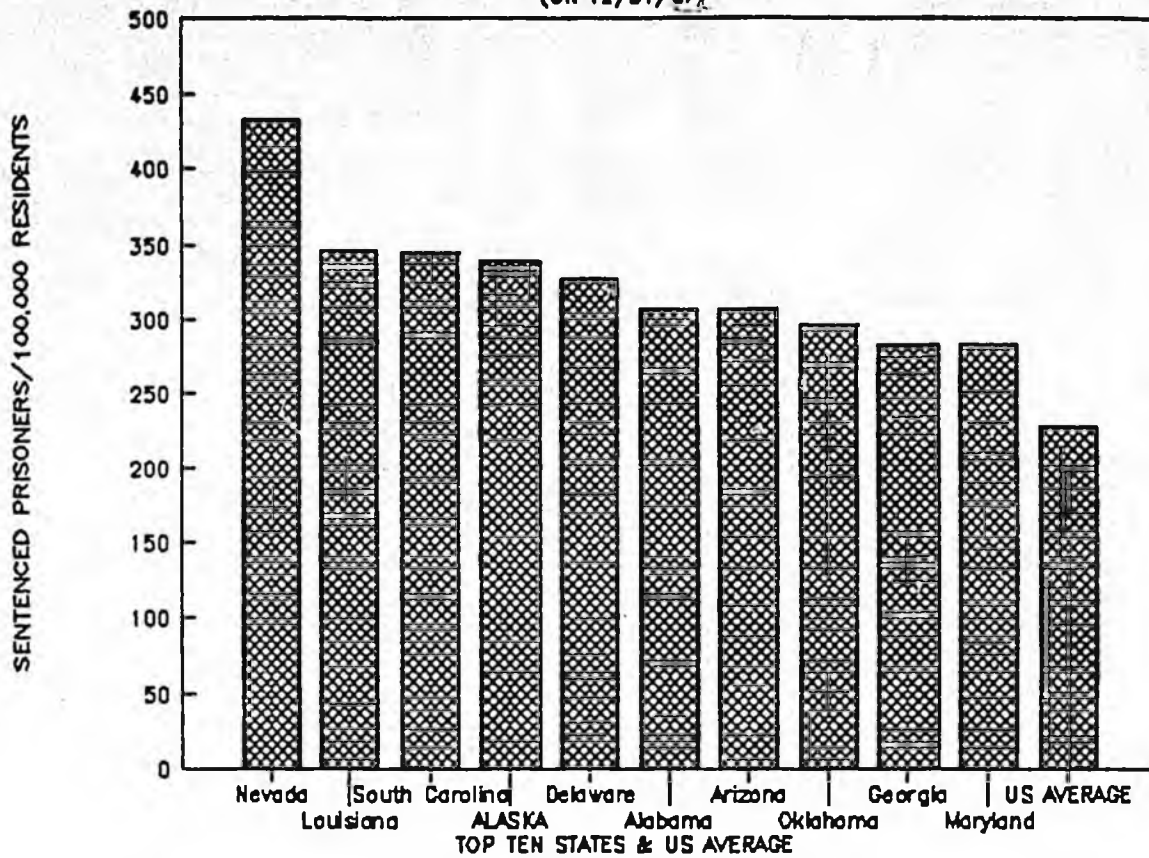
Source: U.S. Department of Justice, Bureau of Justice Statistics,  
Sourcebook of Criminal Justice Statistics--1988 (Tables 3.117 and 6.32).

Prepared by the Legislative Research Agency, January 1990 (90.213A)

FIGURE 1

PRISONERS SERVING 1+ YEAR SENTENCES

(ON 12/31/87)



Source: U.S. Department of Justice, Bureau of Justice Statistics, Sourcebook of Criminal Justice Statistics--1988 (Tables 3.117 and 6.32)

Prepared by the Legislative Research Agency, January 1990 (90.213A)

Table 2: Rate (per 100,000 resident population) of Prisoners Under Jurisdiction of State and Federal Correctional Authorities on December 31, 1987

RANK	STATE	1987 POPULATION ESTIMATE	NUMBER OF PRISONERS UNDER STATE & FEDERAL JURISDICTION	RATE PER 100,000 RESIDENTS
1	District of Columbia	622,000	7,645	1,229
2	ALASKA*	525,000	2,528	482
3	Delaware*	644,000	2,939	456
4	Nevada	1,007,000	4,434	440
5	South Carolina	3,425,000	12,664	370
6	Louisiana	4,461,000	15,375	345
7	Arizona	3,386,000	10,948	323
8	Alabama	4,083,000	12,827	314
9	Georgia	6,222,000	18,575	299
10	Maryland	4,535,000	13,467	297
11	Oklahoma	3,272,000	9,639	295
12	Florida	12,023,000	32,445	270
13	North Carolina	6,413,000	17,218	268
14	Mississippi	2,625,000	6,880	262
15	Michigan	9,200,000	23,879	260
16	California	27,663,000	66,975	242
17	Connecticut*	3,211,000	7,511	234
18	Kansas	2,476,000	5,781	233
19	Texas	16,789,000	38,821	231
	UNITED STATES AVERAGE	220,843,000	510,822	231
20	New York	17,825,000	40,842	229
21	Arkansas	2,388,000	5,441	228
22	Virginia	5,904,000	13,321	226
23	Ohio	10,784,000	23,653	219
24	Missouri	5,103,000	11,146	218
25	Hawaii*	1,083,000	2,268	209
26	Oregon	2,724,000	5,482	201
27	Indiana	5,531,000	10,827	196
28	Wyoming	490,000	916	187
29	New Mexico	1,500,000	2,710	181
30	New Jersey	7,672,000	13,662	178
31	Illinois	11,582,000	19,850	171
32	South Dakota	709,000	1,133	160
33	Tennessee	4,855,000	7,624	157
34	Kentucky	3,727,000	5,471	147
35	Montana	809,000	1,187	147
36	Colorado	3,296,000	4,808	146
37	Rhode Island*	986,000	1,428	145
38	Idaho	998,000	1,435	144
39	Vermont*	548,000	759	139
40	Pennsylvania	11,936,000	16,267	136
41	Washington	4,538,000	6,131	135
42	Nebraska	1,594,000	2,086	131
43	Wisconsin	4,807,000	6,097	127
44	Maine	1,187,000	1,328	112
45	Utah	1,680,000	1,874	112
46	Massachusetts	5,855,000	6,268	107
47	Iowa	2,834,000	2,851	101
48	New Hampshire	1,057,000	867	82
49	West Virginia	1,897,000	1,461	77
50	North Dakota	672,000	430	64
51	Minnesota	4,246,000	2,546	60

\* Data for Alaska, Connecticut, Delaware, Hawaii, Rhode Island and Vermont include jail and prison inmates (including persons awaiting trial or serving short sentences).

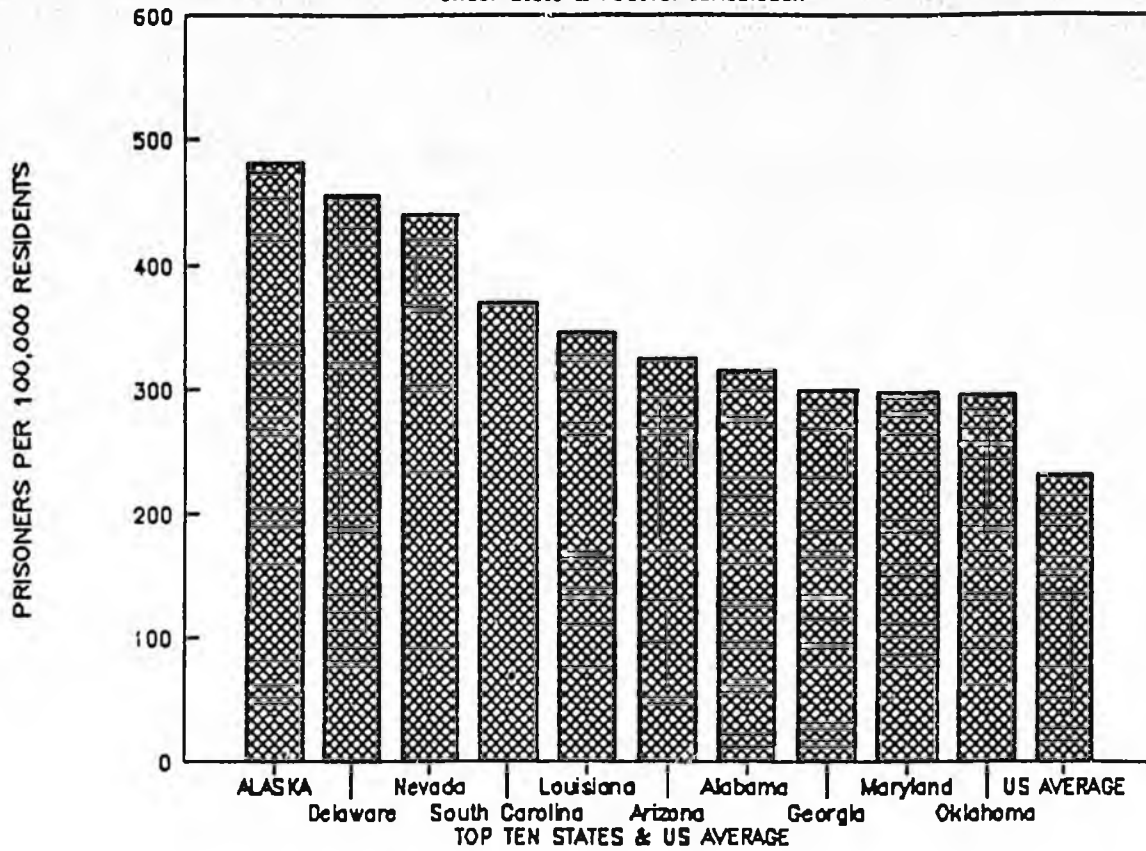
Source: U.S. Department of Justice, Bureau of Justice Statistics,  
Sourcebook of Criminal Justice Statistics--1988 (Tables 3.117 and 6.35)

Prepared by the Legislative Research Agency, January 1990 (90.2138)

FIGURE 2

### NUMBER OF PRISONERS ON 12/31/87\*\*

Under State & Federal Jurisdiction



\* Data for Alaska, Connecticut, Delaware, Hawaii, Rhode Island and Vermont include jail and prison inmates (including persons awaiting trial or serving short sentences).

Source: U.S. Department of Justice, Bureau of Justice Statistics,  
Sourcebook of Criminal Justice Statistics--1988 (Tables 3.117 and 6.35)

Prepared by the Legislative Research Agency, January 1990 (90.2138)

TABLE 3: Rate (per 100,000 adult population) of Prisoners in Fifty States and Four European Nations

RANK	STATE	1986 POPULATION OVER 16	PRISONERS UNDER THE JURISDICTION OF STATE & FEDERAL AUTHORITIES (12/31/86)	PRISONERS PER 100,000 ADULTS*
1	District of Columbia	504,000	6,618	1,313
2	ALASKA**	378,000	2,460	651
3	Nevada	750,000	4,551	607
4	Delaware**	492,000	2,833	576
5	South Carolina	2,550,000	11,676	458
6	Louisiana	3,302,000	14,300	433
7	Oklahoma	2,506,000	9,708	387
8	Maryland	3,493,000	13,326	382
9	Alabama	3,071,000	11,710	381
10	Arizona	2,507,000	9,434	376
11	Georgia	4,594,000	16,992	370
12	North Carolina	4,913,000	17,698	360
13	Mississippi	1,916,000	6,747	352
14	Florida	9,359,000	32,237	344
15	Texas	12,287,000	38,534	314
16	Michigan	6,982,000	20,742	297
17	California	20,647,000	59,484	288
18	Virginia	4,527,000	12,930	286
19	Kansas	1,885,000	5,345	284
20	New York	13,946,000	38,449	276
21	Connecticut**	2,532,000	6,905	273
22	Ohio	8,243,000	22,463	273
23	UNITED STATES AVERAGE	185,249,000	500,564	270
24	Hawaii**	807,000	2,180	270
25	Missouri	3,910,000	10,309	264
26	Arkansas	1,803,000	4,701	261
27	Indiana	4,203,000	10,175	242
28	Wyoming	368,000	861	234
29	Oregon	2,093,000	4,770	228
30	New Mexico	1,084,000	2,416	223
31	Illinois	8,849,000	19,456	220
32	Tennessee	3,705,000	7,591	205
33	South Dakota	531,000	1,081	204
34	Idaho	724,000	1,448	200
35	New Jersey	6,030,000	12,020	199
36	Washington	3,442,000	6,603	192
37	Kentucky	2,840,000	5,288	186
38	Montana	613,000	1,111	181
39	Rhode Island**	777,000	1,358	175
40	Nebraska	1,217,000	2,044	168
41	Vermont*	418,000	697	167
42	Pennsylvania	9,400,000	15,201	162
43	Utah	1,100,000	1,776	161
44	Wisconsin	3,665,000	5,736	157
45	Colorado	2,499,000	3,804	152
46	Maine	908,000	1,316	145
47	Iowa	2,191,000	2,777	127
48	FINLAND***			122
49	Massachusetts	4,668,000	5,636	121
50	West Virginia	1,477,000	1,472	100
51	New Hampshire	799,000	782	98
52	DENMARK***			96
53	North Dakota	510,000	421	83
54	Minnesota	3,234,000	2,462	76
55	SWEDEN***			75
56	NORWAY***			70

NOTES:

- \* "Adults" for U.S. data are persons over age 16; "adults" in Denmark, Finland, and Sweden are persons over age 15; "adults" in Norway are persons over age 14.
- \*\* Data for Alaska, Delaware, Hawaii, Rhode Island and Vermont include jail and prison inmates (including persons awaiting trial or serving short sentences).
- \*\*\* Data from Denmark, Finland, Norway and Sweden are average number of prisoners (not prisoners in custody on 12/31/86).

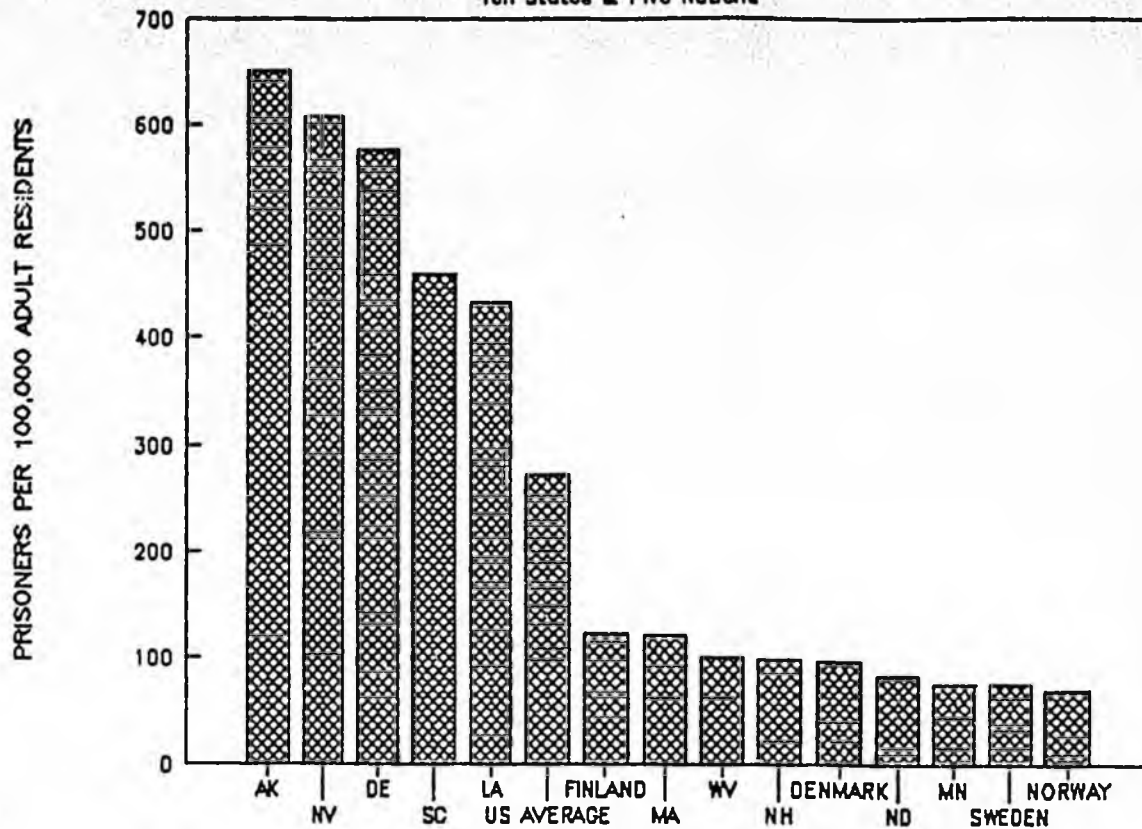
Sources: U.S. Bureau of the Census, Statistical Abstract of the United States--1988 (Table No. 26)  
 U.S. Department of Justice, Bureau of Justice Statistics,  
 Sourcebook of Criminal Justice Statistics--1988 (Table 6.34).  
 Yearbook of Nordic Statistics--1988 (Edited by the Nordic Statistical Secretariat)

Prepared by the Legislative Research Agency, January 1990 (90.213C).

FIGURE 3

NUMBER OF PRISONERS IN 1986

Ten States & Five Nations



NOTES:

- \* "Adults" for U.S. data are persons over age 16; "adults" in Denmark, Finland, and Sweden are persons over age 15; "adults" in Norway are persons over age 14.
- \*\* Data for Alaska, Delaware, Hawaii, Rhode Island and Vermont include jail and prison inmates (including persons awaiting trial or serving short sentences).
- \*\*\* Data from Denmark, Finland, Norway and Sweden are average number of prisoners (not prisoners in custody on 12/31/86).

Sources: U.S. Bureau of the Census, Statistical Abstract of the United States--1988 (Table No. 26)  
 U.S. Department of Justice, Bureau of Justice Statistics,  
 Sourcebook of Criminal Justice Statistics--1988 (Table 6.34).  
 Yearbook of Nordic Statistics--1988 (Edited by the Nordic Statistical Secretariat)

Prepared by the Legislative Research Agency, January 1990 (90.213C).

TABLE 4: 1985 PER CAPITA ALCOHOL CONSUMPTION

RANK	LOCATION	PER CAPITA ETHANOL CONSUMED (gallons)
1	France	3.5
2	Portugal	3.4
3	Luxemburg	3.4
4	Spain	3.1
5	Italy	3.0
6	Hungary	3.0
7	Switzerland	2.9
8	East Germany	2.8
9	ALASKA	2.8
10	Belgium	2.7
11	West Germany	2.7
12	Austria	2.6
13	Denmark	2.6
14	Czechoslovakia	2.4
15	New Zealand	2.4
16	Australia	2.3
17	Argentina	2.3
18	Bulgaria	2.3
19	Netherlands	2.2
20	UNITED STATES	2.1
21	Canada	2.1
22	Romania	2.1
23	United Kingdom	1.8
24	Poland	1.8
25	Finland	1.7
26	Yugoslavia	1.6
27	Ireland	1.6
28	Greece	1.6
29	Russia	1.5
30	Japan	1.5
31	Chili	1.5
32	Cyprus	1.5
33	Sweden	1.4
34	South Africa	1.1
35	Norway	1.1
36	Iceland	1.0
37	Uruguay	1.0
38	Venezuela	0.8
39	Colombia	0.7
40	Peru	0.4
41	Brazil	0.4

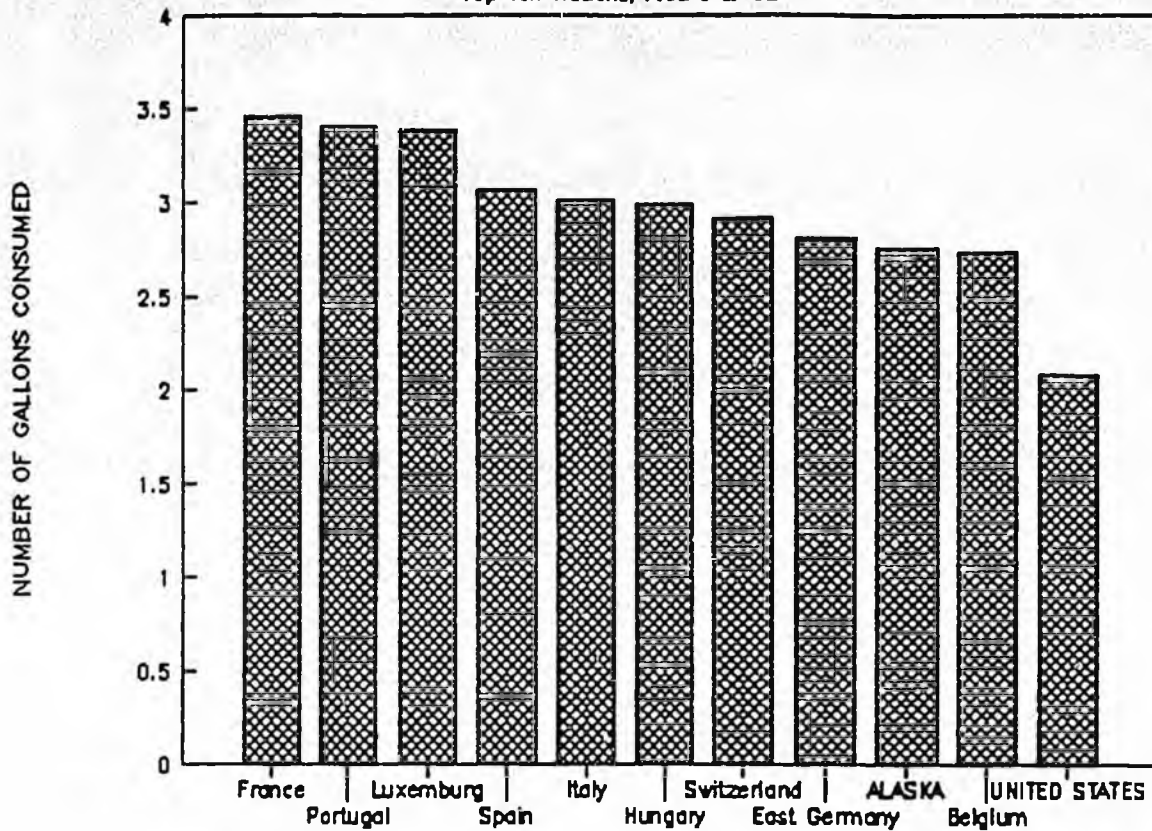
Sources: The Bottom Line on Alcohol in Society, Vol. 9, No. 1, October 1988  
 (from data provided by Produktschap voor Gedistilleerde Dranken)  
 Alaska per capita data calculated from Apparent Per Capita Alcohol Consumption:  
 National, State and Regional Trends, 1977-85 (U.S. Department of Health and Human  
 Services, Alcohol, Drug Abuse, and Mental Health Administration)

Prepared by the Legislative Research Agency, January 1990 (90.213)

FIGURE 4

1985 PER CAPITA ALCOHOL CONSUMPTION

Top Ten Nations, Alaska & US



Sources: The Bottom Line on Alcohol in Society, Vol. 9, No. 1, October 1988  
(from data provided by Produktschap voor Gedistilleerde Dranken)  
Alaska per capita data calculated from Apparent Per Capita Alcohol Consumption:  
National, State and Regional Trends, 1977-85 (U.S. Department of Health and Human  
Services, Alcohol, Drug Abuse, and Mental Health Administration)

Prepared by the Legislative Research Agency, January 1990 (90.213)

Table 5.

## Apparent Alcohol Consumption for States, Census Regions and United States, 1985

[Volume and ethanol in thousands of gallons, per capita consumption in gallons, based on population age 14 and older.]

	Beer			Wine			Spirits			All Beverages		
	Volume	Ethanol	Per Capita	Volume	Ethanol	Per Capita	Volume	Ethanol	Per Capita	Ethanol	Per Capita	U.S. Decile
AL	74,669	3,360	1.06	4,241	547	.17	5,161	2,121	.67	6,028	1.90	9
AK	14,316	644	1.68	1,719	222	.58	1,426	584	1.53	1,452	1.78	1
AZ	92,902	4,181	1.67	8,836	1,140	.46	6,071	2,495	1.00	7,816	3.12	2
AR	42,775	1,925	1.03	1,902	245	.13	2,635	1,083	.58	3,253	1.75	10
CA	618,879	27,850	1.32	127,454	16,442	.78	52,198	21,543	1.02	65,745	3.12	2
CO	83,760	3,769	1.47	9,931	1,281	.50	7,330	3,013	1.18	8,063	3.15	2
CT	66,089	2,974	1.14	10,219	1,318	.50	7,634	3,138	1.20	7,430	2.84	4
DE	16,324	735	1.46	1,591	205	.41	1,585	652	1.30	1,591	3.16	2
DC	17,295	778	1.49	4,184	540	1.03	3,087	1,269	2.42	2,587	4.94	1
FL	309,001	13,905	1.47	29,720	3,834	.41	26,710	10,978	1.16	28,717	5.04	3
GA	122,507	5,513	1.17	9,276	1,197	.25	11,602	4,768	1.01	10,378	2.43	7
HI	29,195	1,314	1.59	2,638	340	.41	1,762	724	.88	2,378	2.83	3
ID	22,479	1,012	1.35	2,091	270	.36	1,287	529	.71	1,810	2.42	7
IL	280,361	12,616	1.38	26,351	3,399	.37	21,759	8,943	.98	24,658	2.72	5
IN	120,742	5,433	1.25	7,399	954	.22	7,645	3,142	.72	9,530	2.19	8
IA	66,596	2,997	1.31	2,516	325	.14	3,192	1,312	.57	4,633	2.02	9
KS	50,287	2,263	1.17	2,291	295	.15	2,982	1,225	.64	3,784	1.96	9
KY	70,041	3,152	1.07	3,077	397	.13	4,723	1,941	.66	5,490	1.86	10
LA	103,059	4,638	1.35	7,240	934	.27	7,188	2,954	.86	8,526	2.49	6
ME	26,786	1,205	1.29	2,399	310	.33	2,135	877	.94	2,392	2.56	6
MD	104,036	4,682	1.31	10,073	1,299	.36	9,926	4,080	1.14	10,061	2.81	4
MA	139,030	6,256	1.30	18,922	2,441	.51	14,150	5,816	1.21	14,513	3.01	3
MI	209,576	9,431	1.30	17,922	2,312	.32	16,758	6,888	.95	18,630	2.58	5
MN	96,422	4,339	1.31	8,088	1,043	.31	8,561	3,519	1.06	8,901	2.68	5
MS	53,805	2,421	1.21	1,583	204	.10	3,557	1,462	.73	4,087	2.04	9
MO	118,877	5,349	1.33	8,120	1,047	.26	7,461	3,066	.76	9,463	2.36	7
MT	22,933	1,032	1.60	1,633	211	.33	1,377	566	.88	1,809	2.81	4
NE	39,110	1,760	1.40	2,100	271	.22	2,298	944	.75	2,975	2.37	7
NY	33,439	1,505	1.96	5,008	646	.84	4,070	1,673	2.18	3,824	4.99	1
NH	35,661	1,605	1.99	3,307	427	.53	4,354	1,789	2.21	3,821	4.73	1
NJ	161,540	7,269	1.18	26,510	3,420	.55	16,224	6,668	1.08	17,357	2.81	4
NM	41,621	1,873	1.70	3,043	393	.36	2,065	849	.77	3,114	2.83	4
NY	369,214	16,615	1.14	55,483	7,157	.49	34,515	14,186	.98	37,958	2.62	5
NC	123,214	5,545	1.09	10,671	1,377	.27	9,397	3,862	.76	10,783	2.13	8
ND	15,687	706	1.33	773	100	.19	1,233	507	.96	1,312	2.48	7
OH	259,933	11,697	1.37	16,855	2,174	.25	12,206	5,017	.59	18,888	2.20	8
OK	59,596	2,682	1.04	3,031	391	.15	4,242	1,744	.68	4,816	1.87	10
OR	59,293	2,668	1.25	9,159	1,181	.55	4,017	1,651	.77	5,501	2.57	6
PA	294,804	13,266	1.37	15,449	1,993	.21	15,250	6,268	.65	21,527	2.22	8
RI	24,880	1,120	1.40	3,161	408	.51	2,006	825	1.03	2,352	2.94	3
SC	73,966	3,328	1.26	5,098	658	.25	6,341	2,606	.99	6,592	2.49	6
SD	14,800	666	1.22	744	96	.18	1,244	511	.94	1,273	2.34	8
TN	94,415	4,249	1.11	4,819	622	.16	6,269	2,577	.67	7,447	1.94	9
TX	470,081	21,154	1.68	29,132	3,758	.30	22,383	9,200	.73	34,111	2.70	5
UT	22,656	1,020	.90	1,335	172	.15	1,467	603	.53	1,795	1.58	10
VT	14,217	640	1.49	1,837	237	.55	1,138	468	1.09	1,344	3.13	2
VA	149,715	6,737	1.46	10,646	1,373	.30	8,880	3,650	.79	11,760	2.55	6
WA	94,676	4,260	1.22	16,097	2,076	.59	7,419	3,049	.87	9,386	2.68	5
WV	38,080	1,714	1.11	1,585	204	.13	1,570	645	.42	2,563	1.66	10
WI	153,493	6,907	1.82	9,338	1,205	.32	9,718	3,994	1.05	12,106	3.19	1
WY	13,221	595	1.56	725	94	.25	958	394	1.03	1,082	2.84	3
Regions												
N. East	1,132,221	50,950	1.25	137,286	17,710	.43	97,406	40,034	.98	108,694	2.66	
N. Cent.	1,425,883	64,165	1.37	102,494	13,222	.28	95,057	39,068	.83	116,455	2.48	
South	1,922,580	86,516	1.33	137,869	17,785	.27	135,256	55,590	.85	139,891	2.46	
West	1,149,369	51,722	1.37	189,669	24,467	.65	91,446	37,584	1.00	113,773	3.02	
U.S. Total	5,630,054	253,352	1.33	567,318	73,184	.38	419,165	172,277	.90	498,813	2.62	

Source: Robert Laforge, et al, Surveillance Report #7, Apparent Per Capita Alcohol Consumption: National, State and Regional Trends, 1977-85, U.S. Dept. of H&SS, Alcohol, Drug Abuse and Mental Health Admin., Wash.D.C., 1987, p. 12.

# FOCUS

THE NATIONAL COUNCIL ON CRIME  
AND DELINQUENCY

JULY 1988

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

By James Austin, Ph.D. and Marci Brown

### HIGHLIGHTS

This issue of NCCD FOCUS represents the second annual "Ranking the Nation's Most Punitive States." The United States, now with more than 625,000 inmates in prison, has long been recognized as a country that imprisons a large portion of its population. Since 1980, the nation's imprisonment rate has nearly doubled.<sup>2</sup> Presently, over 40 states are under some form of litigation related to crowding or unconstitutional conditions of confinement.

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

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

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

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

The major findings of this report are

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

use of formal punishment, crime rates continue to escalate.

### IMPRISONMENT VS. TOTAL INCARCERATION RATES

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

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

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

Table 1: Imprisonment vs. Incarceration Rates

RANK	State	1987 Population*	1987 Prisoners	Imprisonment Rate <sup>1000</sup>	RANK	State	1987 Persons in Jails	Jail Rate <sup>1000</sup>	1987 Juveniles in Custody	Total Incarceration Rate <sup>1000</sup>
1	D C	823	1,448	1,797.8	1	D C	1,076	269	411	1,487
2	Alaska	529	2,528	481.5	2	Nevada	1,076	269	411	1,487
3	Delaware	548	2,931	535.1	3	Louisiana	18,369	270	1,000	1,270
4	Nevada	887	4,434	499.9	4	Alaska	1,076	269	411	1,487
5	South Carolina	3,429	12,646	369.0	5	California	60,881	210	16,112	1,722
6	Louisiana	4,461	15,173	340.1	6	Arizona	3,177	81	1,010	1,091
7	Arizona	3,389	10,948	323.2	7	South Carolina	3,429	81	1,010	1,091
8	Alabama	4,095	12,877	315.2	8	Florida	24,887	204	2,816	3,020
9	Georgia	4,222	10,357	299.8	9	Delaware	548	270	1,000	1,270
10	Maryland	4,222	10,357	299.8	10	Georgia	4,222	152	1,328	1,480
11	Illinois	12,023	12,023	100.0	11	Alabama	4,095	103	1,010	1,113
12	Florida	12,023	12,023	100.0	12	Washington	4,095	103	1,010	1,113
13	South Carolina	3,429	12,646	369.0	13	Tennessee	18,369	103	1,010	1,113
14	Mississippi	4,025	6,031	150.2	14	Oklahoma	2,374	103	1,010	1,113
15	Michigan	4,200	22,870	545.1	15	Texas	22,413	110	2,471	2,581
16	California	27,462	68,975	251.3	16	Virginia	7,978	111	1,111	1,222
17	Louisiana	4,474	5,881	131.5	17	New Jersey	10,117	111	1,111	1,222
18	Connecticut	3,211	5,511	172.0	18	New York	22,413	111	1,111	1,222
19	Texas	16,789	18,821	112.2	19	Michigan	4,200	111	1,111	1,222
20	New York	17,825	40,062	224.9	20	North Carolina	5,280	111	1,111	1,222
21	Arkansas	2,188	5,403	247.0	21	Kansas	1,916	111	1,111	1,222
22	Virginia	7,978	1,111	139.1	22	Ohio	8,727	111	1,111	1,222
23	Ohio	10,784	1,111	103.0	23	Alaska	1,076	111	1,111	1,222
24	Missouri	5,181	1,111	213.0	24	Oregon	2,468	111	1,111	1,222
25	Illinois	12,023	1,111	9.2	25	Mississippi	1,010	111	1,111	1,222
26	Oregon	2,474	1,111	44.9	26	Indiana	4,710	111	1,111	1,222
27	Indiana	5,311	1,111	209.0	27	New Mexico	1,410	111	1,111	1,222
28	Wyoming	490	460	94.1	28	Wyoming	490	111	1,111	1,222
29	New Jersey	7,972	1,111	139.1	29	Illinois	12,023	111	1,111	1,222
30	New Mexico	1,410	1,111	78.8	30	Missouri	2,034	111	1,111	1,222
31	Illinois	12,023	1,111	9.2	31	Kentucky	4,095	111	1,111	1,222
32	South Dakota	1,109	1,111	100.1	32	Washington	4,095	111	1,111	1,222
33	Tennessee	4,025	1,111	27.6	33	Colorado	3,177	111	1,111	1,222
34	Iowa	2,990	1,111	37.2	34	Wisconsin	5,250	111	1,111	1,222
35	Kentucky	3,727	1,111	298.1	35	Pennsylvania	12,197	111	1,111	1,222
36	Montana	809	1,111	137.3	36	Connecticut	3,211	111	1,111	1,222
37	Colorado	3,296	4,808	146.5	37	South Dakota	1,109	111	1,111	1,222
38	Rhode Island	788	1,111	140.9	38	Maine	412	111	1,111	1,222
39	Vermont	248	1,111	448.0	39	Iowa	2,990	111	1,111	1,222
40	Pennsylvania	11,536	1,111	9.6	40	Hawaii	610	111	1,111	1,222
41	Washington	4,095	1,111	27.1	41	Maine	412	111	1,111	1,222
42	Massachusetts	4,095	1,111	27.1	42	Iowa	2,990	111	1,111	1,222
43	Wisconsin	4,025	1,111	27.6	43	Massachusetts	4,095	111	1,111	1,222
44	Utah	1,400	1,111	79.4	44	Utah	1,400	111	1,111	1,222
45	Nebraska	1,400	1,111	79.4	45	Maine	412	111	1,111	1,222
46	Massachusetts	4,095	1,111	27.1	46	New Hampshire	807	111	1,111	1,222
47	Iowa	2,990	1,111	37.2	47	Rhode Island	788	111	1,111	1,222
48	New Hampshire	807	1,111	137.6	48	Minnesota	3,108	111	1,111	1,222
49	West Virginia	1,887	1,111	58.9	49	West Virginia	1,887	111	1,111	1,222
50	North Dakota	672	1,111	165.3	50	Vermont	248	111	1,111	1,222
51	Nebraska	4,248	2,540	60.0	51	North Dakota	248	111	1,111	1,222
<b>REGION</b>					<b>REGION</b>					
<b>SOUTH</b>		81,883	221,392	264.2	<b>WEST</b>		83,320	187.8	19,093	422.7
<b>WEST</b>		49,689	111,719	224.8	<b>SOUTH</b>		117,735	140.4	12,375	422.8
<b>MIDWEST</b>		39,518	111,393	281.6	<b>NORTHEAST</b>		36,113	111.8	6,225	309.8
<b>NORTHEAST</b>		39,271	88,802	226.3	<b>MIDWEST</b>		52,675	88.5	11,948	295.1
<b>TOTALS</b>		261,389	533,309	219.1	<b>TOTALS</b>		309,843	217.1	33,503	368.4

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

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

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

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

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

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

Connecticut, on the other hand, moves down to a rank of 36 for total incarceration compared to a rank of 18 for imprisonment. Similar declines for other states, such as Hawaii, Rhode Island and Vermont, simply reflect that they also have consolidated jail and prison systems.

Table 1: Imprisonment vs. Incarceration Rates

Rank	State	1987 Population*	1987 Prisoners	Imprisonment Rate***	Rank	State	1987 Persons in Jail**	Jail Rate***	1987 Juvies in Custody	Total Incarceration Rate****
1	D.C.	622	7,448	119.6	1	D.C.	1,674	269.1	413	513.0
2	Alaska	513	2,528	491.3	2	Nevada	1,025	191.1	482	470.3
3	Delaware	600	2,831	471.8	3	Louisiana	10,300	230.8	1,028	360.6
4	Wyoming	1,007	6,636	660.3	4	Alaska	0	0	170	313.6
5	South Carolina	3,425	12,066	352.2	5	California	60,802	219.7	14,712	313.1
6	Louisiana	4,461	15,375	344.7	6	Arizona	5,137	131.7	1,019	305.1
7	Arkansas	1,386	20,948	151.2	7	South Carolina	3,675	107.3	715	297.9
8	Alabama	4,003	12,827	320.5	8	Florida	24,002	204.6	2,911	293.7
9	Georgia	6,222	18,375	295.3	9	Delaware	0	0	169	281.6
10	Maryland	6,525	19,467	297.8	10	Georgia	9,504	132.7	1,330	272.8
11	Mississippi	3,272	9,695	296.6	11	Alabama	4,326	105.9	804	269.8
12	Florida	12,023	32,445	269.9	12	Maryland	4,805	100.0	1,032	229.6
13	North Carolina	6,413	17,249	269.0	13	Tennessee	10,514	216.5	1,038	325.0
14	Mississippi	2,425	6,831	281.8	14	Oklahoma	2,734	83.55	446	301.0
15	Michigan	9,200	25,879	280.9	15	Texas	23,653	139.4	2,421	300.3
16	California	27,063	68,975	254.1	16	Virginia	7,738	111.0	1,156	281.4
17	Kansas	2,476	5,881	237.3	17	New Jersey	13,187	110.8	1,997	274.9
18	Connecticut	3,211	7,511	233.9	18	New York	25,694	112.9	2,226	274.5
19	Texas	16,789	38,021	226.1	19	Michigan	8,347	92.90	1,016	272.2
20	New York	17,025	40,842	239.1	20	North Carolina	5,380	85.89	812	265.3
21	Arkansas	2,388	5,141	215.9	21	Kansas	1,914	77.30	674	242.1
22	Virginia	5,904	12,321	208.8	22	Ohio	8,729	80.94	7,126	274.7
23	Ohio	10,704	22,240	207.6	23	Arkansas	1,462	62.99	249	221.4
24	Missouri	5,103	10,357	202.9	24	Oregon	2,469	70.63	592	213.4
25	Kentucky	2,543	2,748	107.7	25	Mississippi	1,018	38.78	355	212.5
26	Oregon	2,724	5,482	201.2	26	Indiana	4,710	85.13	1,320	204.8
27	Indiana	5,531	10,827	195.8	27	New Mexico	1,428	95.2	491	204.3
28	Wyoming	490	940	191.8	28	Wyoming	377	76.93	173	204.1
29	New Jersey	7,472	14,642	195.1	29	Illinois	12,416	108.8	1,930	207.8
30	New Mexico	1,500	2,848	190.3	30	Missouri	2,834	55.92	815	200.5
31	Illinois	11,582	22,050	190.4	31	Kentucky	4,406	125.9	607	200.1
32	South Dakota	709	1,335	188.3	32	Washington	5,201	114.3	1,134	274.5
33	Tennessee	6,035	11,424	189.3	33	Colorado	1,793	115.0	503	274.2
34	Idaho	998	1,882	188.5	34	Wisconsin	3,750	110.6	484	258.7
35	Kentucky	3,727	7,471	200.5	35	Pennsylvania	13,195	110.5	1,103	256.1
36	Montana	809	1,187	146.7	36	Connecticut	0	0	227	241.6
37	Colorado	3,244	4,808	148.2	37	South Dakota	294	41.66	228	233.7
38	Rhode Island	906	1,319	145.6	38	Montana	412	50.82	228	225.8
39	Vermont	510	759	148.8	39	Idaho	630	67.12	117	223.3
40	Pennsylvania	11,936	17,267	144.6	40	Hawaii	3	0	149	223.2
41	Washington	4,534	6,331	139.6	41	Nebraska	1,174	75.65	274	221.7
42	Delaware	1,394	2,584	185.3	42	Iowa	2,736	66.54	427	212.4
43	Wisconsin	4,007	6,001	149.8	43	Massachusetts	4,740	80.95	212	191.1
44	Utah	1,450	2,188	150.9	44	Utah	1,064	67.45	217	188.8
45	Maine	1,187	1,328	111.9	45	Maine	572	48.18	216	178.1
46	Massachusetts	3,855	6,138	159.2	46	New Hampshire	887	76.34	126	178.3
47	Iowa	2,834	2,841	100.2	47	Rhode Island	0	0	105	155.6
48	New Hampshire	1,037	867	83.7	48	Minnesota	3,106	75.15	501	166.8
49	West Virginia	1,697	1,461	86.0	49	West Virginia	1,134	60.83	161	145.3
50	North Dakota	672	470	69.9	50	Vermont	3	0	15	141.2
51	Minnesota	4,246	2,366	55.7	51	North Dakota	245	36.45	60	110.7
<b>REGION</b>										
<b>SOUTH</b>		83,685	221,592	264.7	<b>WEST</b>		83,320	147.6	19,999	432.7
<b>WEST</b>		49,699	111,719	224.8	<b>SOUTH</b>		117,735	100.4	15,335	422.0
<b>MIDWEST</b>		59,534	111,395	186.6	<b>NORTHEAST</b>		36,115	111.6	6,125	100.0
<b>NORTHEAST</b>		59,277	68,903	116.4	<b>MIDWEST</b>		57,475	68.5	11,940	205.1
<b>TOTALS</b>		263,380	533,309	201.1	<b>TOTALS</b>		309,845	127.3	33,503	363.6

\* Population in thousands

## CORRECTIONS

**Introduction:** Stiffer criminal penalties continue to be the policy preference of the public and elected officials at all levels for dealing with problems such as drunken driving, drug abuse, and abuse of spouses, children, and the elderly. This attitude is being reflected in state laws on criminal penalties, the devotion of resources to prosecution and courts, and in the attitudes of judges, juries, and parole commissions. A predictable result has been a sharp and continuing increase in the number of people in jails and state and federal prisons, despite little change in the crime rate. The impact on state and local government is compounded by the continuing escalation of standards for correctional institutions being imposed by litigation and state acceptance of federal court consent decrees.

The results add up to double-digit increases in state corrections budgets and are felt indirectly in pressures for states to increase aid to local governments and local taxing authority to deal with their financial pressures. Along with parallel double-digit increases in Medicaid, the results explain why state executive branch officials are having difficulties in producing balanced budgets for FY 1991 without recommending tax increases.

There is nothing politically exotic about expanding correctional systems. The costs create penalties in what can be allocated to more popular causes such as education and tax relief. Construction of new capacity often triggers local "not-in-my-backyard" opposition. Neither prisoners and their families nor prison employees are noticeably grateful to state officials for building additional prison capacity. Having a larger population in prison tends to frustrate achievement of other social policies, such as reducing dependency in single parent families and providing a workforce for economic development. And it hasn't produced a noticeable decline in crime rates.

As a result, there is some backlash against proposals to add to prison capacity. This has delayed prison construction programs in some states, but not generally derailed them. It has encouraged adoption of programs designed to limit prison population by alternatives such as community corrections, alternative sentencing, and early release. Officials of many states have been reluctant to dip very far into these alternatives, but comparative state statistics on incarceration rates and increases in prisoners suggest that some states are much more successful at limiting prison populations than others.

**Demands for Correctional Space Strain Capacity and Budgets:** The states are continuing to experience an explosion of the number of

bonding, but the calculation excludes the annualization of operating costs incurred for only a part of the year this year and the new debt service costs appearing from past decisions to bond prison construction.) Combined with sharp increases in Medicaid and the costs of meeting inflation in other programs, the corrections increases are a large part of the cause of inflexibility in choices confronting state budget officials for FY 1991.

**Prison Population Growth By State:** The states vary considerably in the prisoner growth they experienced in the past year. The data are shown as Table 1.

TABLE 1: PERCENTAGE CHANGE IN PRISON POPULATION, JULY OF 1988 AND 1989

RANK	STATE	PCT.	RANK	STATE	PCT.	RANK	STATE	PCT.
1	RHODE ISLAND	38.07	18	FLORIDA	13.02	34	ARIZONA	7.72
2	SOUTH DAKOTA	26.9	19	VIRGINIA	12.8	35	ARKANSAS	7.1
3	WEST VIRGINIA	25.3	20	MISSOURI	12.7	36	WASHINGTON	7.1
4	COLORADO	22.6	21	PENNSYLVANIA	12.2	37	VERMONT	7.0
5	CONNECTICUT	19.6	22	MONTANA	11.7	38	NEW MEXICO	6.6
6	SOUTH CAROLINA	15.8	23	INDIANA	11.6	39	NEBRASKA	5.8
7	MISSISSIPPI	15.6		NAT'L. AVG.	11.4	40	HAWAII	5.6
8	IDAHO	15.4	24	OKLAHOMA	11.3	41	LOUISIANA	5.6
9	NEW YORK	15.1	25	ALABAMA	11.2	42	WYOMING	5.5
10	KENTUCKY	15.0	26	OREGON	11.2	43	GEORGIA	5.4
11	CALIFORNIA	14.9	27	DELAWARE	10.9	44	MAINE	4.8
12	IOWA	14.9	28	NEW JERSEY*	10.8	45	ALASKA	4.0
13	MICHIGAN	14.9	29	MASSACHUSETTS	10.0	46	KANSAS	2.6
14	UTAH	14.9	30	ILLINOIS	9.8	47	TEXAS	2.0
15	NEVADA	14.5	31	MINNESOTA	9.1	48	NORTH CAROLINA	0.3
16	NEW HAMPSHIRE	13.1	32	MARYLAND	8.4	49	NORTH DAKOTA	-0.4
17	OHIO	12.1	33	WISCONSIN	8.1	50	TENNESSEE	-1.5

\*PARTIALLY ESTIMATED

There is no obvious explanation for the rankings shown on the table. Prosperous and less prosperous states, agricultural and industrial states, states with rapid population growth and with stagnant populations, and states within regions are scattered throughout the rankings. The lack of an obvious demographic or economic explanation suggests that state policy choices may be causing the differences.

The diversity among states in one-year growth is mirrored by diversity in the percent of state population in prison, shown on Table 2. Eleven states are more than 50% different from the national average. In Nevada, there is a potential explanation in residents of other states who come to the state to gamble, but no obvious explanation for South Carolina's position. The nine states 50% or more below the national average are predominantly Northeastern states, where a lesser number of persons in prime crime-committing ages helps explain the diversity. But some regional patterns are apparent. Former Confederate states are in the top half, excepting Tennessee which is 36th. Agricultural and Northeastern states tend to dominate the bottom half.

Besides adult corrections, states face the growing costs for probation and parole. From the end of 1986 to the end of 1987, there was an increase of 6% in probationers and an 11% increase in adults on parole. There has also been a double-digit increase in juvenile offenders in custody by state and local officials.

**Crime and Corrections:** Despite considerable research, the relationship between crime experienced by citizens and imprisonment remains a mystery. At one point, many believed that prisons would be the site for "rehabilitation," so that time in prison would cure crime because prisoners would learn how to live better -- to be honest, to perform in regular jobs, etc. Another theory more prominent in some circles is that the exposure to correctional institutions and those who live there actually encourages criminal behavior, so that sanctions short of prison are to be preferred.

The relationship between crime and corrections is so tenuous that what to expect from the two tables on crime incidence which follow isn't obvious. One alternative is that incarceration rates should be highest where the crime rates are highest and that growth in prison populations should be found in the same states where crime is growing most rapidly. Another alternative is the reverse -- that the states that are demonstrably the toughest on crime, as indicated by willingness and ability to put people in prison, would be those with the lowest crime rate.

Table 3 compares the states in crime rates -- the number of major crimes reported to police related to total population.

TABLE 3: TOTAL FBI INDEX CRIMES REPORTED TO POLICE PER 100,000 POPULATION, 1988

<u>RANK</u>	<u>STATE</u>	<u>NO.</u>	<u>RANK</u>	<u>STATE</u>	<u>NO.</u>	<u>RANK</u>	<u>STATE</u>	<u>NO.</u>
1	FLORIDA	8,938	17	OKLAHOMA	5,589	34	VERMONT	4,240
2	TEXAS	8,018	18	UTAH	5,578	35	ARKANSAS	4,220
3	ARIZONA	7,471	19	SOUTH CAROLINA	5,412	36	VIRGINIA	4,177
4	WASHINGTON	7,113	20	NEW JERSEY	5,295	37	INDIANA	4,150
5	OREGON	7,059	21	RHODE ISLAND	5,204	38	NEBRASKA	4,140
6	CALIFORNIA	6,636	22	CONNECTICUT	5,098	39	IOWA	4,077
7	NEW MEXICO	6,606	23	MASSACHUSETTS	4,991	40	IDAHO	3,973
8	NEVADA	6,453	24	ALASKA	4,922	41	WISCONSIN	3,972
9	GEORGIA	6,327	25	KANSAS	4,880	42	WYOMING	3,967
10	NEW YORK	6,310	26	NORTH CAROLINA	4,862	43	MISSISSIPPI	3,593
11	COLORADO	6,178	27	MISSOURI	4,845	44	MAINE	3,578
12	MICHIGAN	6,084	28	DELAWARE	4,799	45	NEW HAMPSHIRE	3,334
13	HAWAII	5,989	29	OHIO	4,645	46	PENNSYLVANIA	3,176
14	LOUISIANA	5,761	30	ALABAMA	4,562	47	KENTUCKY	3,135
15	MARYLAND	5,705	31	TENNESSEE	4,469	48	NORTH DAKOTA	2,728
	NAT'L. AVG.	5,664	32	MINNESOTA	4,315	49	SOUTH DAKOTA	2,581
16	ILLINOIS	5,621	33	MONTANA	4,267	50	WEST VIRGINIA	2,239

Nationally, there were 5,664 such reported crimes per 100,000 population or almost six major crimes in 1988 for each 100 people in the

Virginia being the best example. These states tend to have low and decreasing crime rates and low incarceration rates that are increasing more slowly than the national average. Table 5 suggests the absence of relationships in other states by showing the rankings for selected states.

TABLE 5: RANKINGS OF SELECTED STATES ON CRIME AND INCARCERATION MEASURES  
MOST RECENT YEARS AVAILABLE

<u>STATE</u>	<u>AMOUNTS</u>		<u>CHANGE</u>	
	<u>CRIME</u>	<u>INCARCERATION</u>	<u>CRIME</u>	<u>INCARCERATION</u>
FLORIDA	1	12	5	18
NEVADA	8	1	22	15
GEORGIA	9	13	1	43
RHODE ISLAND	21	38	34	1
TEXAS	2	22	11	47
SOUTH CAROLINA	19	2	6	6
ARIZONA	3	7	10	34
WASHINGTON	4	41	20	36
CALIFORNIA	6	14	17	11
NEW YORK	10	15	2	9
ILLINOIS	16	28	12	30
NEW JERSEY	20	23	26	28
MASSACHUSETTS	23	43	4	29
NORTH CAROLINA	26	18	7	48
PENNSYLVANIA	46	35	27	21

The table denies many potentially expected relationships. Crime increases are associated with sharp increases in people in prison in New York and South Carolina, but Rhode Island led the nation in adding prisoners but was 34th in increasing crime. The states with the four highest crime rates have incarceration rates ranging from seventh to 41st. The two states with the highest incarceration rates are eighth and 19th in crime rates. While much more refined statistical techniques could be applied to these data to produce more sophisticated results, the bottom line is apparent -- the relationship between crime and punishment among the states isn't close.

**Causes of the Correctional Explosion:** One clear reason for the sharp increase in correctional populations is the increase in commitments to prison for crimes which aren't even included in the traditional crimes (e.g., murder, burglary, and robbery) that are included in the crime index. Chief among these is drugs. For example, 31% of the people expected to be sent to prison in Massachusetts this year are headed there for drug charges, up from 5% ten years ago. Part of this may be related to an underlying phenomenon of incidence of drug offenses and the extent offenders are successfully prosecuted. But part is what the corrections commissioner calls "a more conservative philosophy by the judiciary in dealing with those who are charged with drugs."

operating costs associated with opening new prisons, becomes what Oregon's Governor Goldschmidt has called "the gorilla that will eat the budget." A less picturesque perspective is provided by Florida's governor, who is trying to maintain a no-new-tax posture, a strong law and order stance, and a major concern with improving education in the face of rising enrollments. He has publicly expressed the concern that Florida simply can't be building both prisons and schools in large numbers.

**The Alternatives:** The pressure of higher costs has focused attention on whether it might be possible to use alternatives short of, and cheaper than, imprisonment in state institutions for some offenders and whether some sentences might be shorter. This is the focus of approaches developed by the National Conference of State Legislatures ("The Complex Case of Costly Corrections," State Legislatures, February 1989 and the study cited below), and the Council of State Governments (e.g., entire issue of The Journal of State Government, March/April 1989).

Minnesota and Washington are worthy of attention because they both rank relatively low in incarceration rates -- lower than would be expected from examining their crime rates, their demographic and economic circumstances, or the rates of neighboring states with similar characteristics. Both place more emphasis than most states in keeping non-violent offenders out of the state prison system. Minnesota, since 1973, has had a policy that encourages, and helps pay for, keeping minor offenders in county jails and community service jobs and sentencing guidelines that mandate local handling of people convicted of property crimes. Washington pursues similar policies, including a strong emphasis on psychological treatment and relatively short jail sentences, rather than prison, for sex offenders. The National Conference of State Legislatures (1050 17th St., #2100, Denver CO 80265) in State Legislatures and Corrections Policies: An Overview (1989) gives these two states credit for "a more efficient use of limited resources, a better ability to foresee and plan for problems in the system, and a reduction in sentencing disparities, while still heeding the public's demand for public safety and appropriate punishments."

"Community corrections" offers a comprehensive collection of alternatives. Examples are bills passed in Texas this year and in Michigan last year. These are designed to target groups of offenders for local punishment in lieu of state corrections, with an emphasis on reducing the strong incentives for local officials simply to shift prisoners, and their costs, to state penitentiaries. This typically involves increasing state support of the local alternatives, as discussed in detail with state-by-state statistics in NCSL's State Aid to Local Governments for Corrections Programs, but the approach is totally inapplicable in the smaller states, such as Delaware and Hawaii, that already pay essentially all corrections costs at the state level. Nationally, about 65% of those costs are defrayed by state governments, with percentages as low as 57% in Florida and Texas, 54% in Oregon, 53% in California, 51% in Pennsylvania, and 47% in Nevada.

Whether approached through an emphasis on community decisions or on state ones, such as length of sentences and early-release programs,

system. The obvious options are reducing or eliminating mandatory sentences (e.g., for residential burglary) or an early release program. But legislators who voted for such measures in the past have had those votes used against them in campaigns and are reluctant to appear soft on crime and interested in increasing criminal penalties as a way to deal with drug problems.

In Kansas, legislation reducing sentence length for many offenses helped lead to a one-time 7% decrease in inmates this summer, but the population is expected to resume its rise. Meanwhile, the system is trying to cope with about 6,000 prisoners and a court-imposed cap of 1,700 inmates at the state penitentiary which held as many as 2,400 this year. There is a comparable cap on another institution and a new cap of less than 1,300 to come into effect in 1991. The legislature has already taken many steps: (1) increased time off for good behavior, (2) a furlough program, (3) house arrests with electronic equipment, (4) boot camps, (5) a community corrections program in every county, (6) a state sentencing commission, which will presumably recommend shorter sentences for certain offenses, (7) several community residential centers for prisoners who have regular jobs, and (8) increased staffing for parole and probation. But Kansas legislators are reluctant to move too rapidly in these directions. In 1982, "Yorkie" Smith brutally murdered three local residents shortly after being paroled; last year, a paroled Kansas convict killed four persons; and some convicts have walked away from jobs they held while still under corrections custody. As the Senate President has commented: "If we have another Yorkie Smith, they are going to blame the Legislature for the actions we took to solve the problem, for the whole approach we've taken."

**Savings Through Improved Planning And Management:** Even if the number of prisoners is considered to be uncontrollable, there are many avenues of approach to reducing the costs of their incarceration. The most promising of these are based on taking a close look at the intensity, and thus cost, of supervision required of each type of inmate. The costs of prison construction and operations are considerably higher for persons held in maximum security facilities than those held in medium security facilities, which in turn are higher than those of confinement in minimum security facilities. There are substantial differences among states in how prisoners are classified, so moving prisoners to a lower classification is an alternative actively discussed in many states.

**Just Paying The Bill As An Alternative:** While budget pressures, if nothing else, have pushed state officials into consideration of the kinds of statistics presented in this issue, all of the discussion of alternatives to incarceration is built on the premise that there is something fundamentally wrong with what appears to be the prevailing public view.

There are substantial supporters of that view within state and federal governments. Their policy is that the criminal law system should be designed to work to protect citizens and prevent crime. From that perspective, the workload imposed on the correctional system is a by-product, but the basic policy should be to let the chips fall where they

overall situation is one of basic stability in the 1980s. Furthermore, demographic trends suggest that crime rates shouldn't be increasing. The percentage of the population that is in the prime crime-committing years is decreasing and is expected to continue to do so. But there are clearly other forces at work such as public attitudes on crime and punishment and the impact that the drug problem has had on the crime problem. The role of these factors in the past and extrapolation of past trends is leading corrections officials of many states to predict continuing increases in prison populations and to seek additional resources based on these projections.

In the context of setting state budgets, it is difficult to see situations that would cause a sharp turnaround in the growth of prison populations and the tendency to seek additional resources based on these projections. Such a turnaround might develop sooner or later. This possibility is being recognized in some states by decisions that permit the future contraction of prison capacity in the event that the prison population explosion abates. However, the possibility of turnaround is one factor, along with cost, that has encouraged "temporary" crowding of facilities in the past, without relief so far in the conditions presumed to be temporary.

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#### ENVIRONMENTAL PROTECTION

**State and Federal Roles:** Efforts by individual states to adopt environmental protection measures more stringent than federal ones are collected into the theme, "Without Leadership From Washington, The States Set The Environmental Agenda For The Nation," in Newsweek (Nov. 13):

A new age of environmental federalism has dawned. In a stunning switch, the states are no longer merely implementing federal standards but are setting the environmental agenda. Passing more -- and more -- stringent controls on pollution than Congress ever considered, states and cities are protecting ground water, recycling garbage, mandating "clean" fuels and reducing acid rain. Every state now regulates the emission of toxic chemicals into the air; the city of Philadelphia alone has set standards for 99 toxics, while the U.S. Environmental Protection Agency has issued only seven. The states are forging ahead on their own because Congress and the White House can't or won't champion meaningful environmental reform -- even on issues such as the greenhouse effect that have causes and consequences far beyond any state's borders.

The actions drawing the magazine's attention include: (1) tailpipe emission standards led by California, followed by Northeastern states, (2) low-volatility gasoline standards led by California and followed by federal rules, (3) mandatory recycling by local government with Minnesota and Oregon mentioned, (4) bans on chlorofluorocarbons by Vermont and municipalities in California and New Jersey, (5) acid rain limits by Wisconsin, Minnesota, and Massachusetts with federal legislation still pending, (6) requirements in Texas that publicly-owned vehicles convert

Sec. 44.19.569. PURPOSE. The purpose of the commission is to evaluate the effect of sentencing laws and practices on the criminal justice system and to make recommendations for improving criminal sentencing practices. In so doing, the commission shall consider

(1) statutes and court rules related to sentencing of criminal defendants;

(2) sentencing practices of the judiciary, including the use of benchmark sentences;

(3) alternatives to traditional forms of incarceration;

(4) the use of parole and probation in sentencing criminal defendants;

(5) the adequacy, availability, and effectiveness of treatment and rehabilitation programs;

(6) crime rates, including the rate of violent crime, in this state compared to other states;

(7) incarceration rates in this state compared to other states; and

(8) the projected financial impact of changes in sentencing laws and practices.

HOUSE BILL 491  
SENTENCING COMMISSION  
ANALYSIS

PERSONAL SERVICES: 117.5

Fiscal note assumes an Anchorage location of commission staff. "Request for New Position" forms are attached. Salaries shown are at STEP A for Fiscal Year 1991. Personal Services for subsequent years include a one-step merit increase for all positions.

TRAVEL: 18.5

Travel assumes six (6) annual commission meetings.

Anchorage: 4 Meetings

	\$	\$
Travel @ \$366/person x 3 people	= 1098	
Per Diem @ \$80/day x 2 days x 3 people	= 480	
Subtotal	= 1578	
4 meetings (x 4)		6312

Juneau: 1 Meeting

Travel @ \$390/person x 3 people	= 1170	
Per Diem @ \$80/day x 2 days x 3 people	= 480	

Administrative Staff Travel

Travel @ \$366/person x 3 people	= 1098	
Per Diem @ \$80/day x 2 days x 3 people	= 480	
Subtotal	= 3228	
1 Meeting (x 1)		3228

Fairbanks: 1 Meeting

Travel @ \$390/person x 3 people	= 1170	
Per Diem @ \$90/day x 2 days x 3 people	= 540	

Administrative Staff Travel

Travel @ \$232/person x 3 people	= 696	
Per Diem @ \$90/day x 2 days x 3 people	= 540	
Subtotal	= 2946	
1 Meeting (x 1)		2946

Additional Administrative Travel	=	6000
Includes legislative hearings and out-of-state travel to meet with sentencing experts.		

Travel Total	=	18,486
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Page two  
Sentencing Commission Analysis

CONTRACTUAL 73.9

Professional Services:

Services for programmer, sentencing analysts,  
statisticians, corrections specialists, and  
other related professionals 30,000

Communications:

Telephone (toll costs, base/local  
fixed costs, centrex network costs)  
\$700/mo x 12 months = 8400  
Telecopier charges \$20/mo x 12 mos. = 240  
Teleconference charges 6 @ \$450 = 2700  
Postage \$200/mo x 12 months = 2400  
13,740

Transportation:

Freight and express charges \$75/mo x 12 = 600

Advertising, Printing and Binding:

Advertising \$500 x 6 meetings = 3000  
Printing \$800 x 4 newsletters = 3200  
Annual Report = 7000  
Forms, misc. = 750  
13,950

Minor Repairs, Maintenance 1000

Rental for Space

Space requirement per Dept. of  
Administration standards.  
693.5 sq' x \$1.75 x 12 months 14,564

Contractual Total

SUPPLIES AND MATERIALS 5.0

Office and Library suppl. \$250/mo x 12 = 3000  
Data Processing Supplies 2000  
Total Supplies 5000

Page three  
Sentencing Commission Analysis

EQUIPMENT 16.0

Communication Equipment;

Phones 1800

Data Processing Equipment:

2 PC's and 1 lazer printer 6700

Furniture/Office Equipment:

Furniture/work stations equipment	=	5000	
(1) 5-Drawer lateral file cabinet	=	450	
Photocopier	=	2000	
			7450

Total Equipment 15,950

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
 Title: "An Act creating a sentencing  
 commission...."  
 Sponsor: Rules Committee  
 Requestor: Governor

Agency Affected: Office of the Governor  
 BRU: Commissions & Special Offices  
 Components: \_\_\_\_\_

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	117.5	120.5	124.7			
TRAVEL	18.5	18.5	18.5			
CONTRACTUAL	73.9	58.9	58.9			
SUPPLIES	5.0	5.0	5.0			
EQUIPMENT	16.0	0.5	0.5			
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>230.9</b>	<b>203.4</b>	<b>207.6</b>			

<b>CAPITAL</b>						
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<b>REVENUE</b>						
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**FUNDING:** (Thousands of Dollars)

GENERAL FUND	230.9	203.4	207.6			
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	<b>230.9</b>	<b>203.4</b>	<b>207.6</b>			

**POSITIONS:**

FULL-TIME	2	2	2			
PART-TIME	1	1	1			
TEMPORARY						

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: \_\_\_\_\_ Phone: \_\_\_\_\_  
 Division: \_\_\_\_\_ Date: \_\_\_\_\_

Approved by Commissioner: \_\_\_\_\_ Date: \_\_\_\_\_  
 Agency: \_\_\_\_\_

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

1.	POSITION TITLE Staff Attorney				RANGE/STEP 22/A	BARG. UNIT	PAGE/LINE	COV.	APPROV.	DISAPP
2.	TYPE OF POSITION PPT 1/2 time	STAFF MONTHS	RP NUMBER	PCN NUMBER	BRU PRIORITY	LOCATION	ELECTION DISTRICT	LEG.		
3.	CONTINUATION LEVEL				JUSTIFICATION:					
4.	TYPE OF EXPENDITURE				One half time attorney with approximately three years experience. Responsible for evaluating existing sentencing practices, reviewing policies in effect in other states and drafting legislation and regulations.					
	1	2	3							
	PERSONAL SERVICES									
5.	Salary		24,444							
6.	Benefits		7,734							
7.	Supplemental Benefits									
8.	Fixed Benefits									
9.	TOTAL PERSONAL SERVICES		01	32.2						
10.	Travel		02							
11.	Contractual		03							
12.	Commodities		04							
13.	Equipment		05							
14.	Other									
15.	TOTAL COST									
	RECEIPT CODE	FUNDING SOURCE								
16.		Federal Receipts 1002								
17.		G.F. Match 1003								
18.		General Funds 1004		32.2						
19.		I-A Receipts 1005								
20.		Program Receipts 1028								
21.		Other								
FOR B&M USE ONLY										
KEY NUMBER										

REQUEST FOR  
NEW POSITION

AGENCY Office of the Governor  
BRU Commissions and Special Offices  
COMPONENT \_\_\_\_\_

FY 91

Page \_\_\_\_\_ of \_\_\_\_\_  
Revised Date \_\_\_\_\_





**FISCAL NOTE**

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: "An Act creating a sentencing  
commission; and..."  
Sponsor: Rules Committee  
Requestor: Governor

Agency Affected: Office of the Governor  
BRU: Commissions and Special Offices  
Components: \_\_\_\_\_

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	140.0	144.9	149.7	155.0	160.4	
TRAVEL	39.1	39.1	39.1	39.1	39.1	
CONTRACTUAL	91.3	74.7	74.7	74.7	74.7	
SUPPLIES	6.2	6.2	6.2	6.2	6.2	
EQUIPMENT	28.2	5	5	5	5	
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>304.8</b>	<b>265.4</b>	<b>270.2</b>	<b>275.5</b>	<b>280.9</b>	

CAPITAL						
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REVENUE						
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**FUNDING: (Thousands of Dollars)**

GENERAL FUND	304.8	265.4	270.2	275.5	280.9	
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	<b>304.8</b>	<b>265.4</b>	<b>270.2</b>	<b>275.5</b>	<b>280.9</b>	

**POSITIONS:**

FULL-TIME	3	3	3	3	3	
PART-TIME						
TEMPORARY						

**ANALYSIS : (Attach a separate page if necessary)**

See attached analysis

Prepared by: Michael A. Nizich, Director Phone: 465-3616  
Division: Division of Administrative Services Date: 2/6/90

Approved by Commissioner: Garry Peska, Chief of Staff Date: 2/6/90  
Agency: Office of the Governor

**Distribution (by preparer):**

Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

Sentencing Commission  
Analysis:**PERSONAL SERVICES 140.0**

Fiscal note assumes Anchorage location of commission staff. Request for New Position forms are attached. Salary shown are step A for FY 91. Personal Services request for subsequent years includes a one-step merit increase for all positions.

**TRAVEL 39.1**

Travel assumes six annual commission meetings.

Anchorage: 4 meetings

travel @ 366/person x 5 people	=	1,830	
per diem @ 80/day x 3 days x 7 people	=	1,680	
four meetings @	=	3,510	= 14,040

Juneau:

travel @ 390/person x 11 people	=	4,290	
per diem @ 80 x 3 days x 12 people	=	2,880	

## Administrative staff

travel @ 366/person x 2 person	=	732	
per diem @ 90 x 3 days x 2 people	=	480	8,382

Fairbanks:

travel @ 390/person x 10 people	=	3,900	
per diem @ 90 x 3 days x 11 people	=	2,970	

## Administrative staff

travel @ 390/person x 2 people	=	780	
per diem @ 80 x 3 days x 2 people	=	540	8,190

Additional administrative travel: = 8,500

includes legislative hearings;  
out-of-state travel to meet with  
sentencing experts

**Total Travel: 39,112**

Sentencing Commission  
Analysis:

**CONTRACTUAL 91.3**

**Professional Services:**

Services for programmer, sentencing analysts,  
statisticians, corrections specialists, and  
other related professionals 35,000

**Communication:**

Telephone (toll costs, base/local  
fixed costs, centrex network costs)  
900/mo x 12 months 10,800  
Telecopier charges -- 25/mo x 12 months 300  
Teleconference charges -- 6 @ 450 2,700  
Postage -- 300/mo x 12 3,600 17,400

**Transportation:**

Freight and express charges -- 75/mo x 12 900

**Advertising, Printing & Binding:**

Subscriptions 75  
Advertising -- 6 meetings x 750 4,500  
Printing -- 6 newsletters x 800 each 4,800  
Annual report 10,000  
Forms, misc. 750 20,125

Minor Repair, Maintenance 1,200

**Rental for Space:**

Space requirement per Department of  
Administration standards:

693.5 SF x 2.00/SF x 12 months = 16,644

**Total Contractual: 91,269**

**SUPPLIES AND MATERIALS 6.2**

Office and library supplies, 350/mo x 12 = 4,200  
Data processing supplies = 2,000 6,200

Sentencing Commission  
Analysis:

**EQUIPMENT 28.2**

Communication Equipment:

Phones 1,800

Data Processing Equipment:

3 PCs with 1 lazer printer 16,000

Furniture/Office Equipment:

Furniture/work station equipment	=	7,500	
2 5-drawer lateral file cabinets	=	900	
Photocopier	=	2,000	15,850

Total Equipment: 28,200



1.	POSITION TITLE Project Assistant				RANGE/STEP 16/A	BARG. UNIT	PAGE/LINE	GOV.	APPROV.	DISAPP						
2.	TYPE OF POSITION PFT	STAFF MONTHS 12	RP NUMBER	PCN NUMBER	BRU PRIORITY	LOCATION Anchorage	ELECTION DISTRICT	LEG.								
3.	CONTINUATION LEVEL				JUSTIFICATION:											
4.	TYPE OF EXPENDITURE				Assist Exec. Director with sentencing analyses and reports. Maintain data base, data collection and compilation; prepare reports and analysis of sentencing patterns and effects of other sentencing factors; liaison with contractors.											
	1	2	3													
	PERSONAL SERVICES															
5.	Salary		32,580													
6.	Benefits		7,534													
7.	Supplemental Benefits															
8.	Fixed Benefits															
9.	TOTAL PERSONAL SERVICES	01		40.1												
10.	Travel	02		5.5												
11.	Contractual	03		3.0												
12.	Commodities	04		.8												
13.	Equipment	05		7.5												
14.	Other															
15.	TOTAL COST			56.9												
	RECEIPT CODE	FUNDING SOURCE														
16.		Federal Receipts 1002														
17.		G.F. Match 1003														
18.		General Funds 1004		56.9												
19.		I-A Receipts 1005														
20.		Program Receipts 1028														
21.		Other														
FOR B&M USE ONLY																
KEY NUMBER - - - - -																

REQUEST FOR  
NEW POSITION

AGENCY Office of the Governor  
 BRU Commissions and Special Offices  
 COMPONENT \_\_\_\_\_

Page 6 of 7  
 Revised Date \_\_\_\_\_

FY 91



**HB**

**491**

# SENATE FINANCE COMMITTEE REPORT

DATE: 5/2/90

FURTHER:

DATE TURNED INTO OFFICE: 5/6/90

The Finance Committee considered

CSHB 491 (Judiciary) am

"An Act creating a sentencing commission; and providing for an effective date."

and recommended:

replace with \_\_\_\_\_ CS  
 or adopt \_\_\_\_\_ SCS

CS HB 491 (Jud)

same title  
 new title  
 technical title change (HB only)

attached amendment(s)

\_\_\_\_\_ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to \_\_\_\_\_

ATTACHES NEW FISCAL NOTE(S):

Dept/Date:

fiscal note(s) \_\_\_\_\_

\_\_\_\_\_

zero fiscal note(s) SFC/GOV.

\_\_\_\_\_

APPROVES PREVIOUS:

Dept/Date:

fiscal note(s) \_\_\_\_\_

\_\_\_\_\_

zero fiscal note(s) \_\_\_\_\_

\_\_\_\_\_

appropriation-no fiscal note

SIGNING DO PASS:

[Signature]

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

1. [Signature] NO PASS

co-chairs: Signatures and Recommendations

OTHER RECOMMENDATIONS:

[Signature] - No Rec.

[Signature] No Rec

[Signature] No Rec

2. [Signature] (No Rec)

**FISCAL NOTE**

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: Act creating a sentencing  
commission  
Sponsor: House Rules/Gov.  
Requestor: Senate Finance

Agency Affected: Office of the Governor  
BRU: Commissions & Special Offices  
Components: \_\_\_\_\_

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	0	0	0	0	0	0

<b>CAPITAL</b>	0	0	0	0	0	0
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<b>REVENUE</b>	0	0	0	0	0	0
----------------	---	---	---	---	---	---

**FUNDING: (Thousands of Dollars)**

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	0	0	0
<b>TOTAL</b>	0	0	0	0	0	0

**POSITIONS:**

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: Senator Rick Uehling, Co-chairman  
Division: Senate Finance Committee

Phone: 465-4821  
Date: May 6, 1990

Approved by Commissioner: \_\_\_\_\_  
Agency: \_\_\_\_\_

Date: \_\_\_\_\_

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

Adopted

Original sponsor(s): Rules/Governor

1 IN THE HOUSE BY THE JUDICIARY COMMITTEE  
2 SENATE CS FOR CS FOR HOUSE BILL NO. 491 (Judiciary)  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL  
6 For an Act entitled: "An Act creating a sentencing commission; and provid-  
7 ing for an effective date."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 44.19 is amended by adding new sections to read:

10 ARTICLE 16. SENTENCING COMMISSION.

11 Sec. 44.19.561. CREATION OF COMMISSION. The Alaska Sentencing  
12 Commission is established in the Office of the Governor.

13 Sec. 44.19.563. COMPOSITION. (a) The commission consists of 14  
14 members as follows:

15 (1) a person with a law enforcement background, appointed  
16 by the governor after considering nominations from the Alaska Peace  
17 Officers Association;

18 (2) two persons who are members of a crime victims advocacy  
19 or crime victims assistance organization, appointed by the governor;

20 (3) a person with an understanding of the concerns of  
21 Alaska Natives relating to the criminal justice system, appointed by  
22 the governor;

23 (4) a person with a background in criminal rehabilitation  
24 programs, appointed by the governor;

25 (5) a person with an academic background in criminal jus-  
26 tice issues, appointed by the governor after considering nominations  
27 from the dean of the School of Public Policy of the University of  
28 Alaska Anchorage;

29 (6) the commissioner of corrections or a deputy

- 1 commissioner of corrections designated by the commissioner;
- 2 (7) the commissioner of public safety or a deputy commis-  
3 sioner of public safety designated by the commissioner;
- 4 (8) the attorney general or the designee of the attorney  
5 general;
- 6 (9) the public defender or the designee of the public  
7 defender;
- 8 (10) the chief justice of the supreme court or another  
9 justice of the supreme court or a judge of the court of appeals desig-  
10 nated by the chief justice;
- 11 (11) a superior court judge designated by the chief justice;
- 12 (12) the senate president or another senator designated by  
13 the senate president; and
- 14 (13) the speaker of the house of representatives or another  
15 member of the house designated by the speaker of the house of repre-  
16 sentatives.

17 (b) The commission, by majority vote of the membership, shall  
18 elect a chair and other officers it considers necessary from among its  
19 membership to serve on a yearly basis.

20 (c) The term of office of a member appointed under (a)(1) - (5)  
21 of this section is three years. A vacancy shall be filled for the  
22 balance of the unexpired term in the same manner as original appoint-  
23 ments.

24 Sec. 44.19.565. COMPENSATION. Members of the commission serve  
25 without compensation, but are entitled to per diem and travel expenses  
26 authorized for boards and commissions under AS 39.20.180.

27 Sec. 44.19.567. MEETINGS. A majority of the members constitutes  
28 a quorum for conducting business and exercising the powers of the  
29 commission. The commission shall meet at the call of the chair, at

1 the request of the majority of the members, or at a regularly sched-  
2 uled time as determined by a majority of the members.

3 Sec. 44.19.569. PURPOSE. The purpose of the commission is to  
4 evaluate the effect of sentencing laws and practices on the criminal  
5 justice system, and to make recommendations for improving criminal  
6 sentencing practices. In so doing, the commission shall consider

7 (1) statutes and court rules related to sentencing of  
8 criminal defendants;

9 (2) sentencing practices of the judiciary, including the  
10 use of benchmark sentences;

11 (3) alternatives to traditional forms of incarceration;

12 (4) the use of parole and probation in sentencing criminal  
13 defendants;

14 (5) the adequacy, availability, and effectiveness of treat-  
15 ment and rehabilitation programs;

16 (6) crime rates, including the rate of violent crime, in  
17 this state compared to other states;

18 (7) incarceration rates in this state compared to other  
19 states; and

20 (8) the projected financial effect of changes in sentencing  
21 laws and practices.

22 Sec. 44.19.571. METHODOLOGY. In making recommendations, the  
23 commission shall

24 (1) solicit and consider information and views from a  
25 variety of constituencies in order to represent the broad spectrum of  
26 diversity that exists with respect to possible approaches for sentenc-  
27 ing criminals in the state; and

28 (2) base recommendations on the following factors:

29 (A) the seriousness of each offense in relation to

- 1 other offenses;
- 2 (B) the effect of an offender's prior criminal history
- 3 on sentencing;
- 4 (C) the need to rehabilitate criminal offenders;
- 5 (D) the need to confine offenders to prevent harm to
- 6 the public;
- 7 (E) the extent to which criminal offenses harm victims
- 8 and endanger the public safety and order;
- 9 (F) the effect of sentencing in deterring an offender
- 10 or other members of society from future criminal conduct;
- 11 (G) the effect of sentencing as a community condem-
- 12 nation of criminal acts and as a reaffirmation of societal norms;
- 13 (H) the elimination of unjustified disparity in sen-
- 14 tences; and
- 15 (I) the resources available to criminal justice system
- 16 agencies.

17 Sec. 44.19.573. POWERS AND DUTIES. To accomplish its purpose,

18 the commission may

19 (1) hire an executive director and additional administra-

20 tive staff as may be necessary to the commission's function, or place

21 the commission staff under the executive director of the Alaska Judi-

22 cial Council;

23 (2) select and retain the services of consultants whose

24 advice is considered necessary to assist the commission in obtaining

25 information;

26 (3) accumulate and compile information concerning sentenc-

27 ing practices; and

28 (4) recommend legislative and administrative action on

29 sentencing practices.

1           Sec. 44.19.575. ANNUAL REPORT AND RECOMMENDATIONS. The commis-  
2           sion shall submit to the governor and the legislature an annual report  
3           of its proceedings for the previous calendar year and shall submit  
4           recommendations for legislative and administrative action. Reports  
5           and recommendations required under this section shall be submitted no  
6           later than January 1 of each year.

7           Sec. 44.19.577. DEFINITION. In AS 44.19.561 - 44.19.577, "com-  
8           mission" means the Alaska Sentencing Commission established in AS 44.-  
9           19.561.

10          \* Sec. 2. TRANSITIONAL PROVISIONS. The initial appointments to the  
11          Alaska Sentencing Commission under AS 44.19.563, as added by sec. 1 of this  
12          Act, shall be made and the first meeting of the commission shall be con-  
13          vened by July 1, 1990. The first report required under AS 44.19.575, as  
14          added by sec. 1 of this Act, shall be submitted no later than January 1,  
15          1991.

16          \* Sec. 3. This Act is repealed June 30, 1993.

17          \* Sec. 4. This Act takes effect immediately under AS 01.10.070(c).

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

February 7, 1990

The Honorable Sam Cotten  
Speaker of the House  
Alaska State Legislature  
P.O. Box V  
Juneau, AK 99811

Dear Mr. Speaker:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill creating a sentencing commission.

Over the past decade, the prison population in Alaska has increased every year. In the period from 1980 to 1988, Alaska had the largest percentage increase in prison population, and the fourth highest rate of incarceration, of all 50 states. Disagreement exists over both the cause of the increase and the manner in which state government should respond to the expanding prison population.

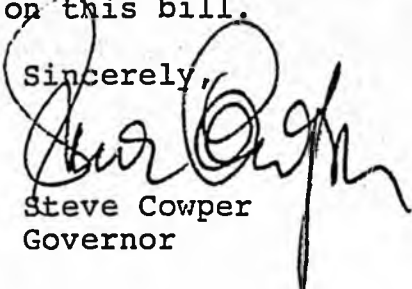
Based on research and data collected in other states, it is obvious that the increased rate of incarceration has not, and will not, solve the crime problem in Alaska. Neither will the development of intermediate and alternative sanctions, by itself, eliminate prison overcrowding. Building more prisons is one way to deal with expanding prison populations. However, with prison construction costs ranging from \$50,000 to \$100,000 per bed, the ultimate price of building more jails (which includes both real costs and the effect on our ability to pay for other important public needs) is formidable. A change in our sanctioning policy is the only real means of controlling ever-expanding prison populations.

This bill creates a commission composed of executive-, legislative-, and judicial-branch employees, as well as members of the public. The commission's job would be to review sentencing patterns and practices, as well as crime rates, and to make recommendations for long-term management

of Alaska's prison population. The legislation requires the commission to make annual recommendations for legislative and administrative action on sentencing laws.

I urge your favorable action on this bill.

Sincerely,



Steve Cowper  
Governor

STATE OF ALASKA  
1990 LEGISLATIVE SESSION

BILL VERSION: SCSCSHB 491  
PUBLISH DATE: (JLD) 5-2-90

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: "An Act creating a sentencing commission...."  
Sponsor: Rules Committee  
Requestor: Governor

Agency Affected: Office of the Governor  
BRU: Commissions & Special Offices  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	117.5	120.5	124.7			
TRAVEL	18.5	18.5	18.5			
CONTRACTUAL	73.9	58.9	58.9			
SUPPLIES	5.0	5.0	5.0			
EQUIPMENT	16.0	0.5	0.5			
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	230.9	203.4	207.6			
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND	230.9	203.4	207.6			
FEDERAL FUNDS						
OTHER						
TOTAL	230.9	203.4	207.6			

POSITIONS:

FULL-TIME	2	2	2			
PART-TIME	1	1	1			
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Prepared by: House Finance Committee Phone: 465-3727  
Division: Co-Chairman Ron Larson Date: 3/22/90  
Approved by Co-Chairman Lyman Hoffman Lyman Hoffman Date: 3/22/90  
Agency: \_\_\_\_\_

Distribution (by preparer):

Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

Changes in SCS CSHB 491 (JW)  
have no fiscal impact.  
This fiscal note is  
appropriate.

*CK*

page 1 of 7

*Same fiscal note for House Bill.*

HOUSE BILL 491  
SENTENCING COMMISSION  
ANALYSIS

PERSONAL SERVICES: 117.5

Fiscal note assumes an Anchorage location of commission staff. "Request for New Position" forms are attached. Salaries shown are at STEP A for Fiscal Year 1991. Personal Services for subsequent years include a one-step merit increase for all positions.

TRAVEL: 18.5

Travel assumes six (6) annual commission meetings.

Anchorage: 4 Meetings

	\$	\$
Travel @ \$366/person x 3 people	= 1098	
Per Diem @ \$80/day x 2 days x 3 people	= 480	
Subtotal	= 1578	
4 meetings (x 4)		6312

Juneau: 1 Meeting

Travel @ \$390/person x 3 people	= 1170
Per Diem @ \$80/day x 2 days x 3 people	= 480

Administrative Staff Travel

Travel @ \$366/person x 3 people	= 1098
Per Diem @ \$80/day x 2 days x 3 people	= 480
Subtotal	= 3228

1 Meeting (x 1)		3228
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Fairbanks: 1 Meeting

Travel @ \$390/person x 3 people	= 1170
Per Diem @ \$90/day x 2 days x 3 people	= 540

Administrative Staff Travel

Travel @ \$232/person x 3 people	= 696
Per Diem @ \$90/day x 2 days x 3 people	= 540
Subtotal	= 2946

1 Meeting (x 1)		2946
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Additional Administrative Travel	=	6000
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Includes legislative hearings  
 and out-of-state travel to  
 meet with sentencing experts.

Travel Total	=	18,486
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Sentencing Commission Analysis

CONTRACTUAL 73.9

Professional Services:

Services for programmer, sentencing analysts,  
statisticians, corrections specialists, and  
other related professionals 30,000

Communications:

Telephone (toll costs, base/local  
fixed costs, centrex network costs)  
\$700/mo x 12 months = 8400  
Telecopier charges \$20/mo x 12 mos. = 240  
Teleconference charges 6 @ \$450 = 2700  
Postage \$200/mo x 12 months = 2400  
13,740

Transportation:

Freight and express charges \$75/mo x 12 = 600

Advertising, Printing and Binding:

Advertising \$500 x 6 meetings = 3000  
Printing \$800 x 4 newsletters = 3200  
Annual Report = 7000  
Forms, misc. = 750  
13,950

Minor Repairs, Maintenance 1000

Rental for Space

Space requirement per Dept. of  
Administration standards.  
693.5 sq' x \$1.75 x 12 months 14,564

Contractual Total

SUPPLIES AND MATERIALS 5.0

Office and Library suppl. \$250/mo x 12 = 3000  
Data Processing Supplies 2000  
Total Supplies 5000

Sentencing Commission Analysis

EQUIPMENT 16.0

Communication Equipment;

Phones

1800

Data Processing Equipment:

2 PC's and 1 lazer printer

6700

Furniture/Office Equipment:

Furniture/work stations equipment  
(1) 5-Drawer lateral file cabinet  
Photocopier

= 5000

= 450

= 2000

7450

Total Equipment

15,950



1.	POSITION TITLE Executive Secretary				RANGE/STEP 12/A	BARG. UNIT	PAGE/LINE	GOV.	APPROV.	DISAPP
2.	TYPE OF POSITION PFT	STAFF MONTHS 12	RP NUMBER	PCN NUMBER	BRU PRIORITY	LOCATION	ELECTION DISTRICT	LEG.		
3.	CONTINUATION LEVEL				JUSTIFICATION:					
4.	TYPE OF EXPENDITURE			AMOUNT						
	1	2	3							
	PERSONAL SERVICES									
5.	Salary	24,864								
6.	Benefits	10,147								
7.	Supplemental Benefits									
8.	Fixed Benefits									
9.	TOTAL PERSONAL SERVICES	01	35.0							
10.	Travel	02								
11.	Contractual	03								
12.	Commodities	04								
13.	Equipment	05								
14.	Other									
15.	TOTAL COST									
	RECEIPT CODE	FUNDING SOURCE								
16.		Federal Receipts 1002								
17.		G.F. Hatch 1003								
18.		General Funds 1004		35.0						
19.		I-A Receipts 1005								
20.		Program Receipts 1028								
21.		Other								
	FOR B&M USE ONLY KEY NUMBER - - - - -									

Secretarial support to Sentencing Commission. Assist with coordination of Commission meetings, public hearings, travel arrangements, process fiscal and personnel documentation.

REQUEST FOR  
NEW POSITION

AGENCY Office of the Governor  
BRU Commissions and Special Offices  
COMPONENT \_\_\_\_\_

FY 91

Page 6 of 7  
Revised Date \_\_\_\_\_

CSHB 491 (JUD)  
HOUSE 3/23/90  
No. 2



HB

495

# HOUSE COMMITTEE REPORT

*File*

(11)

Date Referred: April 13, 1990

FURTHER REFERRALS:

Date of Committee Action: 4/24/90

The FINANCE Committee considered:

HB 495

HOUSE BILL NO. 495

APPROP: STATE LAND REFORESTATION FUND

"An Act making a special appropriation to the Department of Natural Resources for the state land reforestation fund; and providing for an effective date."

**RECOMMENDATIONS:**

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

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

ATTACHES NEW FISCAL NOTE(S):  
(Dept)

APPROVES PREVIOUS: (Date/Dept)

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

**SIGNING DO PASS:**

**SIGNING:**  
(Check approp. column)

Do Not Pass    No Rec    Amend

<i>Ronald J. Larson</i> Larson	<i>Steve Rieger</i> Rieger		✓	
<i>Charles Swackhammer</i> Swackhammer	<i>Gene Ayff</i> Ayff		✓	
<i>Ray Brown</i> Brown				
<i>Koponen</i> Koponen				
<i>Ulmer</i> Ulmer				
<i>Barth</i> Barth				
<i>Shultz</i> Shultz				
<i>Phillips</i> Phillips				

*Lance Hoffman* Hoffman  
Chairman's signature  
*Ronald J. Larson* Larson

Introduced: 2/9/90  
Referred: Resources, and Finance

6-2137A

Funding Information: General Fund \$800,000  
Other Funds - 0 -  
\$800,000

BY REP. MENARD, Navarre, M.Davis, Larson, Boyer, *Sharp*

1 IN THE HOUSE

2 HOUSE BILL NO. 495

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act making a special appropriation to the Depart-  
7 ment of Natural Resources for the state land refore-  
8 station fund; and providing for an effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. The sum of \$800,000 is appropriated from the general fund  
11 to the Department of Natural Resources for the state land reforestation  
12 fund (AS 41.17.300).

13 \* Sec. 2. This Act takes effect July 1, 1990.

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**HB**

**497**

# HOUSE COMMITTEE REPORT

FILE

(11)

Date Referred: March 12, 1990

FURTHER REFERRALS:

Date of Committee Action: 4/6/90

The FINANCE Committee considered:

HB 497

HOUSE BILL NO. 497

MASTER TEACHER PROGRAM

"An Act relating to a master teacher program at state colleges and universities."

be replaced with CS HB 497 (HESS)  the same title  
 a new title

have attached amendment(s)

- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

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

ATTACHES NEW FISCAL NOTE(S):

- fiscal impact
- zero fiscal note - H. FIN. CMTE
- zero with analysis

APPROVES PREVIOUS:

- fiscal note(s) published: \_\_\_\_\_
- zero fiscal notes(s) published:  
3/12/90 / Education

SIGNING DO PASS:

SIGNING OTHER THAN DO PASS:  
(Do Not Pass, No Recommendation, Amend)

[Signature] Hoffman

[Signature] Swackhammer

[Signature] Brown

[Signature] KOPONEN

[Signature] Ulmer

[Signature] Wallis

[Signature] CARSON No Rec.

[Signature] PHILLIPS No Rec.

[Signature] RIDGER No Recommendation

[Signature]  
Chairman's signature

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_ Agency Affected: Education  
 Title: An Act relating to a master teacher program at state colleges and Universities BRU: Educational Finance & Support Services  
 Sponsor: Kuhina & Ellis Components: District Support  
 Requestor: HESS

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

**FUNDING:** (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS:**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS :** (Attach a separate page if necessary)

This bill has no fiscal impact

Prepared by: Marv Hakala Phone: 465-2800  
 Division: Commissioner's Office Date: 2/23/90

Approved by Commissioner: William G. Demmert Date: 2/23/90  
 Agency: Education

Distribution (by preparer)  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

Adopted

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_ Agency Affected: University of Alaska  
 Title: An Act relating to a Master Teacher BRU: UAA, UAF, UAS, PWSCC  
Program  
 Sponsor: Kubina, Ellis Components: \_\_\_\_\_  
 Requestor: House Finance Committee

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Prepared by: House Finance Committee Phone: 465-3727  
 Division: Co-Chairman Ron Larson Date: 4/6/90

Approved by Commissioner: Co-Chairman Lyman Hoffman Date: 4/6/90  
 Agency: [Signature]

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

Adopted

Original sponsor(s): REP. KUBINA, Ellis, C.Davis

1 IN THE HOUSE BY THE HESS COMMITTEE

2 CS FOR HOUSE BILL NO. 497 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to a master teacher program at state  
7 colleges and universities."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 14.40 is amended by adding a new section to read:

10 Sec. 14.40.095. MASTER TEACHER PROGRAM. (a) The teacher educa-  
11 tion programs at a state university or college may participate in the  
12 master teacher program. The purpose of the master teacher program is  
13 to bring skilled, experienced teachers to the university or college to  
14 work with student teachers who are enrolled in teacher education  
15 programs.

16 (b) Under the master teacher program, a university or college  
17 shall choose which school district to invite to participate in the  
18 program and may choose whether it wishes teachers with experience in  
19 teaching students in grade levels K - 3, 4 - 6, 7 - 8, or 9 - 12.

20 (c) A school district invited to participate in the program  
21 shall notify the teachers in the district of the opportunity offered  
22 by the university or college. The district shall ask for letters of  
23 interest and letters of recommendation from the teachers in the dis-  
24 trict. To be considered, a teacher must have had at least five years  
25 of teaching experience at the indicated school level within the past  
26 10 years.

27 (d) A committee of three local teachers, one local administra-  
28 tor, and one representative from the state university or college shall  
29 review the letters of interest and letters of recommendation,

1 interview candidates, and select the master teacher. The teacher  
2 members of the committee shall be appointed by the bargaining orga-  
3 nization representing teachers in the school district.

4 (e) The university or college participating in the master  
5 teacher program may accept the teacher selected by a school district  
6 and shall enter into a participation agreement with a master teacher  
7 accepted for the program. An appointment to the master teacher pro-  
8 gram begins on the date set out in the agreement and lasts for one  
9 year. The university or college shall grant the teacher appropriate  
10 academic standing.

11 (f) The university or college in which the master teacher is  
12 serving shall reimburse the school district from which the teacher  
13 comes for all costs of the teacher's compensation during the time the  
14 teacher is participating in the master teacher program.

15 (g) Unless it is otherwise agreed, a teacher returning to a  
16 school district from the master teacher program shall return to the  
17 position occupied by that teacher when the teacher's participation in  
18 the master teacher program began.

19 (h) Participation in the master teacher program is not an inter-  
20 ruption of the continuous service necessary to attain or retain tenure  
21 under AS 14.20.150, 14.20.155, or 14.20.160, and is not a break in  
22 service for retirement purposes. However, the time spent in the  
23 program may not be counted in determining when a teacher has suffi-  
24 cient service to enable the teacher to acquire tenure rights.

25 (i) The Board of Regents may adopt rules to implement this  
26 section.

27 (j) In this section

28 (1) "school district" means a municipal school district or  
29 a regional educational attendance area;

1                   (2) "university or college" means the University of Alaska  
2           Southeast, University of Alaska Anchorage, University of Alaska  
3           Fairbanks, and Prince William Sound Community College.

4       \* Sec. 2. Each university or college that participates in the master  
5 teacher program established by this Act shall report to the legislature by  
6 February 15, 1993, on the merits of the program.

# STATE OF ALASKA

## DEPARTMENT OF EDUCATION

STEVE COWPER, GOVERNOR

FEB 23 1990

GOLDBELT PLACE  
801 WEST 10TH STREET  
P.O. BOX F  
JUNEAU, ALASKA 99811-0500

February 27, 1990

The Honorable Eugene Kubina  
Alaska House of Representatives  
PO Box V  
State Capitol  
Juneau, Alaska 99811

Dear Representative Kubina;

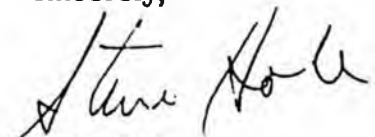
I have reviewed HB 497 with interest and believe the bill will benefit the education profession. I have referred the bill to staff for further study and will make sure that it comes to the attention of the State Board of Education.

Over the years, the education community has discussed initiating some type of master teacher program, so I suspect your bill will be met with some degree of enthusiasm. The Department and State Board have also discussed using Mt. Edgecumbe High School as a summer laboratory for the purposes proposed in your bill. You may want to consider a summer component for HB 497 since that is a time when teachers are not in the regular classroom. I will be happy to discuss this with you further if you wish.

I will pass on to Commissioner Demmert a copy of HB 497. The Commissioner will want to discuss this topic with an alliance he has formed with the university education deans.

Thanks for the opportunity to respond to the bill.

Sincerely,



Steve Hole  
Deputy Commissioner

MAR 08 1989



University of Alaska Southeast

Juneau • Ketchikan • Sitka

Office of the Chancellor

Juneau Campus

March 5, 1990

Representative Eugene Kubina  
P.O. Box V  
State Capitol  
Juneau, AK 99811

Dear Mr. Kubina:

Thank you for the opportunity to study and review the proposed educational bill to facilitate the utilization of master teachers in our state to improve and enhance teacher training. We believe this legislation would significantly enhance our university's resources to address the training of teachers to meet the diverse classroom needs of our state's public and private school systems at a minimum cost. Alaska's teachers require unique talents and traits that are not addressed in most teacher training programs. While the University of Alaska's Teacher Education programs strive to meet these unique needs, this proposed program would provide the essential linkage between the potential training resource qualified on the basis of successful experience in the field and the professional teacher training expertise of the university professor.

In the evaluation of the proposed legislation by our faculty and staff, two suggested revisions to the bill's language were made to strengthen the program. These suggestions include:

1. Modify Line 26, Section 1(c) of the bill to include at least five years of "Alaskan" teaching experience.
2. Modify Section 1(d) of the bill which describes the procedures for nomination and selection of the master teacher to the following: assign to the committee the responsibility for nominating candidates and add language to specify that the final selection of candidates be the responsibility of the university. I suggest this is necessary since the university will be responsible for supervising and evaluating the performance of the master teacher during the year he or she serves as a visiting university faculty member.

We believe this legislation represents the type of bold and creative approach required to provide the highest quality of classroom instruction at a time when the state is facing a decline in its financial resources.

Sincerely,

A handwritten signature in cursive script, appearing to read 'M. Lind'.

Marshall L. Lind  
Chancellor

ab

MAR 19 1990

# AFT ALASKA FEDERATION of TEACHERS

P.O. Box 201393 • Anchorage, Alaska 99520 • (907) 561-2650

MEMORANDUM

MARCH 14, 1990

TO: ALL MEMBERS OF THE ALASKA LEGISLATURE

FROM: *Nick Segich*  
NICK SEGICH, VICE PRESIDENT OF POLITICAL AFFAIRS

SUBJECT: HOUSE BILL 497

I am pleased to write in support of the Master Teacher Bill, HB 497. This legislation will provide great opportunities for our young people by developing new teachers "real world" knowledge in the profession. Teachers need and benefit from the experiences of veteran colleagues. This program will go a long way in equipping new educators to better meet the needs of children.

Educational reform is being demanded in all sectors of our society. Educators, parents and business leaders know that change is needed. The need for improved teacher training and enhancements cannot be understated. Throughout Alaska our members have been seeking methods of improving our system of education at the local level. This legislation is a small step, a sound step, in the right direction for our next generation of teachers and those they educate.

Please support this bill.

cc file



# UNIVERSITY OF ALASKA ANCHORAGE

3211 Providence Drive  
Anchorage, Alaska 99508

SCHOOL OF EDUCATION  
(907) 786-1771  
VAX ID: AYSOE  
FAX: 756-1749

March 12, 1990

Representative Eugene Kubina  
P.O. Box V  
State Capitol  
Juneau, Alaska 99811

Dear Representative Kubina:

On behalf of the School of Education at the University of Alaska Anchorage I wish to indicate support for your proposed HB 497.

The intent of the Bill is clearly consistent with efforts nation-wide to increase involvement of classroom teachers in education. It is an excellent model for accomplishing that goal. Students in the School of Education would benefit from such a resource. Teachers selected for this role would be welcome in the School of Education.

Increasing linkages between the School of Education and school districts is one of the main objectives of the School. We are increasing the involvement of school districts in our programs through the following methods:

1. School district personnel on Advisory Councils and search committees.
2. Increased use of classroom teachers and administrators as part of the School's adjunct faculty.
3. Increased efforts to exchange personnel and share personnel resources. In the last two years the School has worked with school districts to: (1) semester exchange between an elementary education professor and a 5th grade teacher from the Anchorage School District; (2) Use by the School District of School faculty for assistance in major curriculum revisions in Reading and Science; and increased use of classroom teachers as guest speakers and resources in teacher education classes.
4. Increased efforts to define and develop the role of "Host" teachers who assist with school pre-student teaching practicum students and students enrolled in the student teaching phase of our program.

H.B. 497 would result in an additional linkage between the School and local school districts. This is consistent with the five year goals of the School of Education at UAA. We strongly support the intent of this legislation.

Sincerely,

A handwritten signature in cursive script, appearing to read "Michael E. Carl".

MICHAEL E. CARL, Dean  
School of Education

cc: Don Behrend

MEC,mw



Office of the Chancellor  
(907) 474-7112

UNIVERSITY OF ALASKA FAIRBANKS

Fairbanks, Alaska 99775-0500

MAR 27 1990

March 21, 1990

Representative Eugene Kubina  
Alaska State Legislature  
P.O. Box V  
Juneau, Alaska 99811

Dear Representative Kubina:

Thank you for introducing HB-497--a program to draw upon master teachers from school districts by colleges and universities. I am hopeful that we will see some version of this bill passed this session.

This year, the University of Alaska Fairbanks entered into a similar pilot program with the Fairbanks North Star Borough School District (FNSBSD), and our experience with the program has been extremely positive and has lead us to believe that continuing activity is necessary and desirable. Ms. Sue Yerian, from the Fairbanks North Star Borough School District, is our master teacher this year. Her position is jointly financed by funds pulled together from our own Department of Education (UAF), the school district (FNSBSD), and my office. This was the only way we could finance the program to make it happen this year. Thus, a continuing base of support is necessary to assure continuity of the program.

I would like to comment on two sections of the bill. In Section 1(a), teacher education is offered only by the three universities and not by Prince William Sound Community College which, by designation, cannot offer courses beyond the 200 level. Thus, you may wish to modify this portion of the bill.

In Section 1(d), there may be minor problems with the committee "selecting" the master teacher. The committee is appropriate, but I believe they would be "nominating" the master teacher. Usually, in hiring for University faculty, the cognizant department within the University (in this case the respective education departments) would need to be involved in approving and inviting the master teacher to serve as a member of the faculty for a period of time. Thus, changing the word "select" to "nominate" on line one, page two of this section would cure any internal problems.

Based on our experience with the program, I believe it benefits both the University and the school district. In terms of the University, we are able to bring into our classrooms an individual who is experienced on the day-to-day firing line and is able to contribute a substantial dose of reality to our future teachers. In the case of the school district, the resident practitioner, in preparing for and teaching the University courses, undergoes a substantial refresher which encourages the individual to think through the approaches he/she utilizes in the classroom. As a result, Ms. Yerian expects to go back to her district with an even greater set of skills than the substantial talent she brought to us a year ago.

Representative Kubina  
March 21, 1990  
Page 2 of 2

I strongly endorse HB497. It is a good program which will yield excellent results. If there is anything I can do to help facilitate the bill through the process, please feel free to call upon me.

Sincerely yours,

A handwritten signature in cursive script that reads "Patrick J. O'Rourke".

Patrick J. O'Rourke, Chancellor  
University of Alaska Fairbanks

PJOR/clb

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: "An Act Relating to a Master Teacher Program."  
Sponsor: Kubina, Ellis  
Requestor: House Hess

Agency Affected: University of Alaska  
BRU: UAA, UAF, UAS, PWSCC  
Components: \_\_\_\_\_

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	175.0	175.0	175.0	175.0	175.0	175.0
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>175.0</b>	<b>175.0</b>	<b>175.0</b>	<b>175.0</b>	<b>175.0</b>	<b>175.0</b>
<b>CAPITAL</b>						
<b>REVENUE</b>						

**FUNDING:** (Thousands of Dollars)

GENERAL FUND	175.0	175.0	175.0	175.0	175.0	175.0
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS:**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS :** (Attach a separate page if necessary)

The average teacher in the Fairbanks North Star Borough School District is paid \$44.1 per year. Assuming 3 master teachers are selected each year the reimbursement for teacher costs to school districts by the University will be \$175.0 annually.

Prepared by: Marsha Hubbard Phone: 474-7593  
Division: Statewide Budget Office Date: 3/9/90

Approved by ~~Commissioner~~ XXXXXX Brian Rogers Date: 3/9/90  
Agency: University of Alaska

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