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village on their way home to lower villages after drinking in Bethel. Residents, however, were taken to the Council and warned, fined or jailed depending upon the number of times they had been arrested.

All suburban villages did not integrate village police into their legal process. For example, the troopers reported that P.C., village policeman from Napaskiak, had never worked after attending the training.

"Napaskiak has (a) fairly high crime rate and their Council is very weak, requesting a Trooper for very minor violations which could be handled within the village." (1972 Report, 20)

And all village police were, themselves, not prepared to take on the task of being the single visible fixture of state law in the village.

C.M., trainee from Lower Kalskag, took basic and advanced training in policework. "He did a good job for approximately one and a half years, then became drunk one night in January and shot a man with a service revolver and was arrested. J.C. from the same village served as village policeman for a month at which time he got drunk one night and assaulted a man and was arrested and has not worked since then." (1972 Report, 11)

Upriver Villages

Upriver villages fared far worse than suburban villages. The Crooked Creek trainee (population 54, 145 miles east of Bethel) quit his job due to lack of pay. The constable from Sleetmute

(population 106, 170 miles east of Bethel) handled no cases, due to his "lack of initiative (and) due to the fact that the village has a very weak council." (1972 Report, 12)

The Grayling trainee (population 97, 160 miles north of Bethel) was fired by the Council who stated he was doing nothing (1972 report, 12). The Shageluk trainee (population 157, 150 miles north of Bethel) cut down the crime problem, but in Holy Cross (population 187, 120 miles north of Bethel), trainee J.A. "admitted he was scared to do anything on numerous occasions, due to the violent nature of the people." He resigned. Trainee D.W. "admits that when it looks like there may be violence in the village, he goes upriver and stays until it is over or the Trooper arrives to investigate the results of whatever violence took place." (1972 Report, 13) Holy Cross's council was reported to be very weak and one that gave little support to its police.

Coastal Villages

Few coastal villages reported problems for the policeman to handle. Kongiganak (population 180, 68 miles south of Bethel) reported on two minor problems, loose dogs (which the trainee shot) and a road sign destroyed. No drinking problems were reported for the first six months of 1973 (1972 Report, 18).

The 353 resident village of Kipnuk, 95 miles southwest of Bethel, reported no cases of police activity from its trainee. "His ability is hard to evaluate (said the report) due to the fact there has been no reported problem there in at least a year

and a half. The village is fairly large and it is unknown why there seems to be no crime, unless his influence and being there affected this" (1972 Report, 17-18).

The single Eskimo village where violence was reportedly high was Hooper Bay (population 558, 155 miles west of Bethel). One trainee was found to have an extreme drinking problem. The council recommended that he not attend advanced training and he resigned. The second trainee reported that he received very little help from the Council and he was afraid to do much on many occasions due to inadequate equipment and size sufficient to defend himself in violent situations (1972 Report, 16).

Case reports for the village indicate six arrests for assault and battery, four for disorderly conduct, one arrest for furnishing liquor to a minor, one for minor consuming, one arrest for larceny and one for drunk in public. Short jail sentences (from 8 - 45 days) from the local magistrate and Bethel district court resulted in eight cases with warnings by the police in the rest.

Overall, lack of education, and lack of pay plagued this initial attempt to introduce alcohol control by village police into the villages. But of underlying significance was the level of problems encountered by village police. These problems ran the gamut from severe problems in upriver villages and Hooper Bay to virtually no problems at all in a cluster of coastal Eskimo villages.

Where the police were most effective, they found support in strong councils. The councils, in turn, were prepared to deal with alcohol-related conduct before it had turned violent because these communities were also prepared to do so. Both the councils and police were capable of intervening while problems were still minor ones.

What rationale developed to allow for successful intervention into the drinking behavior of other persons? It appears that policing at the village level was successful where both constables and councils shared with the community - both drinkers and non-drinkers - a belief that intervention before violence occurred was appropriate.

Without this shared attitude, the Native policeman was required to endure violent responses to his new role without reinforcement by village councils.

In upriver villages and in Hooper Bay, this shared attitude was not present. Encounters between police and citizens were often violent. In suburban villages with strong councils, police could intercede and constrain drinking persons.

Did this developed attitude toward alcohol control fly in the face of traditional attitudes regarding intervention into the business of another?

It did not, because it developed from the same perceived separation of the drunk and sober person into two distinct individuals. Just as the drinking person could anticipate that he

would not be blamed for his acts while intoxicated so, also, could the policeman deal with the intoxicated person in a way that he would not deal with that same person while sober without being blamed when he sobered up.

But what of punishments that followed from village councils? This response was made logical and appropriate because village councils used their forums not merely to fine or jail, but also to discuss with defendants the probable consequences of their drinking behavior (Hippler and Conn, 1975). Although state law, in its tolerance of alcohol traffic, was seemingly blind to the links between liquor use and violence, the spelling out of probable consequences was very much the substance of council hearings. Fines and (to a limited extent) jail terms were, finally, symbolic connections between the council system and the state system of justice that theoretically supported police and council activity.

A final source of support for village alcohol control, where it functioned with village police, was town activity. What villages attempted to do, with the direct support of state police, was to emulate alcohol control of towns, experienced by any villager who drank in public in Bethel.

In short, some suburban villages were able to develop a combined approach of council and police reaction to alcohol problems that had its logic both in town legal policy and in prevalent perceptions of alcohol-induced behavior that had developed within the Eskimo culture.

It is not surprising that for many villages, this new direction in alcohol control was hard or even impossible to carry out. It required, first, a policing role by a fellow resident new to village experience. It required some re-definition of council activity in a realm of problems that councils had been able to avoid in an earlier period by excluding liquor from their villages. But it is important to recognize that many elements of earlier approaches to deviance were retained.

The village process of policing was personalized in a way that town policies were not. For example, council officers who drank were subjected to very severe punishment. Also, because they were council members, the approach was targeted to persons who had problems when drinking and not to every person who drank. Persons arrested were not viewed as mere drunks but as whole personalities. It could be argued that the flavor of council activity was closer to that of alcohol counselors of another era than of courts.

District Court Judge Guinn of Bethel recognized this personalized aspect of council justice. She often sought to involve councils in the disposition hearings of defendants brought to her court from the villages (Guinn interview, 1978). Many state police also recognized this aspect of council justice and worked with village councils on village problems.

And what of the coastal villages where no problems were apparent to village police or troopers? These villages were still capable of approaching alcohol-related problems at their

point of origin by discouraging possession and use of liquor by residents both in the villages and in town, even without support of Alaska law.

One can argue that a combination of Moravian influence, transportation difficulties and more general lack of contact with Bethel economic and social life assisted in this process. Whatever the reason, these coastal villages were not dependent upon Alaska law or its agents, be they troopers or village police. They did not have to compromise their original position on alcohol use as did villages closer to Bethel. Not until the late stages of the 1970's were these villages forced to seek legal assistance for drug and alcohol problems and come to grips with the limits placed upon them by Alaska law.

Bethel Police Practice

Bethel police employed different practices to control drinking behavior in their town. Practices shifted from year to year. What has been consistent is the practice of constraining persons who drank in public or possessed liquor in public by either holding them overnight in the jail or transporting them to a sleep-off (treatment) center.

Wet Years

1971

In 1971 Bethel police arrested persons for being drunk in public but employed a state sanctioned policy of allowing defendants to "waive" their right to a judicial appearance after spending a night in jail. Protective custody was used only for

potential suicides or mental cases.

Lodging was provided to town and village women who wanted to escape bad drinking situations in the permanent or semipermanent dwellings during fishing season.

The city drunk-in-public ordinance was used with fines of \$25.00 the common result. By late summer a small sleep-off center was available. Arrests usually occurred at a local bar, the Bethel Marina, or the sleep-off center itself, when persons annoyed other people.

1972

In 1972 the direction of alcohol control shifted. Arrests for disorderly conduct were common. Sentences were usually suspended. The DIP-waiver policy was abandoned by early August. The state decriminalized drunk in public (and private) in October, 1972.

1973

In 1973 there was not, as yet, protective custody as a device. Drunk-in-public had disappeared. Disorderly conduct arrests usually drew sentences of a day in jail, but longer sentences were meted out for those with seven or eight prior arrests.

Dry Years

1974-1975

In 1974 protective custody was used heavily from January to August, along with transport to the sleep-off center. In 1975, with the sleep-off center closed due to budgetary problems,

"protective custody" for adults and "minor consuming" for minors were the nearly exclusive remedies. Disorderly conduct was used to keep persons in jail for one night.

1976-1977

In 1976 protective custody was used very infrequently, along with the treatment center. In 1977, a local ordinance prohibiting possession of an open bottle in public was added to the arsenal. (See discussion below.)

In the next section we will examine accident rates during wet and dry periods. However, police practices varied during wet periods and during the long dry period of 1974-1977. There was, for example, less police activity in 1973 in the realm of alcohol control than in any other year studied, this due to the uncertainty created by decriminalization of drunk in public statutes. One can argue that police activity was at its height in 1977 when the ordinance was used extensively.

Neither 1973 nor 1977 were "good years" for accidents. Could it be that either too little or too much police activity in the realm of alcohol control can have adverse results? Since that activity is focused upon Bethel as the locus of liquor purchase, could it be that too much police activity directed at public drinking drives up accidents in areas not as susceptible to alcohol control by police, e.g., the villages and the rivers and trails to the villages and private residences in town and village? On the other hand, the absence of police intervention for any purpose also seems to create difficult situations.

What can be said with certainty is that wet/dry comparisons in towns are certain to be misleading unless some description of police activity in these same years is included and considered in the equation. Since police practice is a possible realm of policy change, this subject merits a much more thorough analysis. It will be the subject of later papers in this series.

Analysis of Town-Village Relationships

In order to discover the relevance to villages in the region of Bethel's decision to be dry from 1974-1977, after its wet period in 1972-1973, we examined accident records and police docket sheets, focusing upon location of the accident or crime and residence of the victim and/or defendant. Indian Health Service records for the Bethel region provide the location of accidents in in-patient records and designate the kind of accident. Table 7. We were also interested in the interplay of the sleep-off center alternative and police practice on accident rates throughout the period. We focused on 1977 as a target year in several instances because various kinds of data could be read together.

It must be emphasized that this detailed statistical work remains in a preliminary state.

In-Patient Accidents

Graph 1 indicates a drop in serious accidents from their 1972-1973 levels when Bethel went dry in 1974, although an increase in 1975 and in 1977 in Bethel and an increase in 1976 and 1977 in the villages is indicated when the town and 57 vil-

lages are compared.

The increase in Bethel is not extreme when population change is taken into account (see Graph 2). Bethel did not again reach accidents equal to 2% of its population after it went dry. The "blip" in 1975 may well relate to the fact that the sleep-off center was closed during part of the year and police fell back upon protective custody.

Graph 3 includes only nearby, suburban villages. Some residents of these nearby villages are frequent visitors to the sleepoff center. From 1972 until 1976 one observes a drop in numbers of serious accidents.

Graph 4 includes villages which lie within an entirely different cluster. These primarily upriver Athabascan villages show no correlation with Bethel figures. Their source of liquor is an upriver town and their residents rarely spend time in the sleep-off center. Arrests, however, are processed in Bethel.

Graph 5 includes yet another cluster of coastal villages which appear to have little or no contact with troopers, Bethel police nor the sleep-off center. Transportation and communication problems and strong religious influence against drinking also are factors in the drinking patterns of these persons. No apparent correlation between Bethel's dry or wet status seems apparent.

Thus, one can argue that wet and dry status has its impact first on Bethel, and second on those villages in its "suburbs,"

but little or no impact upon either upriver villages or coastal villages.

The number of accidents are, of course, very small. But the reduction of serious accidents in six suburban villages when Bethel went dry is fairly persistent over time (see Table 1). The same cannot be said for the coastal or upriver clusters (see Tables 1A and 1B).

Drawing upon all available data (trooper records, municipal booking sheets and sleep-off statistics) it appears that suburban villages have regular contact with Bethel, town-based alcohol control measures throughout the year (Table 2), while coastal villages (Table 3) show infrequent contact. Note the use of protective custody in 1975 and the bottle ordinance in 1977.

That Bethel's alcohol control procedures have an impact on surrounding villages as well as Bethel residents is indicated by a survey of frequency of use of the treatment center by town and village residents.

Table 4 indicates that only three villages of the twelve with greatest contact by population, Nightmute, Mekoryuk and Newtok, are more than 40 miles from Bethel. The same relationship between closeby villages is reflected in percentages of Bethel arrests (on misdemeanors including the open bottle ordinance) and protective custody is reflected in Table 5. Only Quinhagak is more than 50 miles from Bethel.

Table 4 also accounts for the percentage of use of the treat-

ment center by individuals. Even when repeat visits are accounted for, the number of persons who use (or are transported to) the treatment center are significant among town and "suburban" village populations.

Twenty-nine percent of the Bethel adult population as individuals went to the center more than at least once in 1977. The average number of contacts per individual was 3.4.

About 12% of the individual adults of the surrounding villages visited or were taken to the shelter (see Table 6).

When one considers that more than half of the town and village population are minors, the significance of the sleep-off treatment center as a control alternative becomes apparent.

Trooper Arrests

Table 5 suggests that trooper arrests did not occur with greatest frequency in any of the villages which have access to and use the treatment center. They occurred in villages which have (or had) sources of liquor other than Bethel. Hooper Bay had, in 1977, a resident bootlegger supplied with an aircraft. Goodnews Bay looked to Platinum, a nearby village, for liquor. The two other listed villages were supplied then, as now, from Red Devil and are part of the upriver cluster mentioned above.

Who are taken by the police to the treatment (sleep-off) center?

While names of persons are confidential, because Bethel

police in 1977 usually arrested intoxicated persons on the open bottle ordinance prior to transporting them to the sleepoff center, we were able to compare village persons arrested but not transported, with those who were later transported to the sleep-off center. The latter group were all arrested for reasons of alcohol control.

The first group of village persons arrested for serious offenses had an average age of 27 years; for those arrested for minor offenses the average age was 26.7.

What is surprising, then, is the average age of village persons arrested and transported (then or later) to the center. The average age for major offense arrests was 26, but the average age for persons arrested for minor offenses (usually the open bottle ordinance) was 40.9 years.

It appears, then, that the target population for enforcement of the open bottle ordinance and alcohol control generally is substantially older than the average Native person in the region. He or she is a member of the generation which came of age in 1959 when liquor laws changed.

During the first six months of 1977, 318 individual Bethel residents were booked into the Bethel jail by state or local police. In the same period, 180 villagers were booked.

The division between those whose "experience" included the sleep-off (treatment) center from the town and the villages is the following:

Of 318 Bethel residents arrested in the first six months of 1977, 139 (or 43%) were taken to the treatment center. Of 180 villagers, 95 (or 53%) were taken to the center. What these statistics suggest is that over half of the villagers were arrested for drink-related offenses such as the bottle ordinance, minor consuming or curfew and nearly as many townspeople had the same experience prior to transport to the center.

An additional 32 of 85 (or 38%) village persons arrested, but not taken to the treatment (sleep-off) center, were arrested only for ordinance, curfew or minor consuming violations. Many of these persons were youngsters who could not officially be transported to the treatment center.

An additional 84 of 179 persons (or 47%) of townspeople arrested but not transported to the center were also arrested exclusively for these drink-related offenses.

What this suggests is that in 1977 Bethel police could have transported all but a fraction of the persons they arrested to a sleep-off center. That many were not transported reflects the vigilant enforcement of the open bottle ordinance, the failure of many persons to post the bail at the station house and, most importantly, the absence of useful alternative facilities for juveniles.

It could be argued that use of the ordinance had a negative impact on alcohol control and caused persons who might otherwise have availed themselves of transport to the treatment center to

avoid police contact.

Although prosecutors in 1977 described professional bootlegging in Bethel as a major cause of the upsurge in liquor-related problems (including accidents), the use of arrests by the police may have contributed, as it encouraged persons to take purchased liquor to a spot secure from law enforcement, but, perhaps, more dangerous to the drinker and his companions.

Village Officials and Town Drinking - 1977

Both council members and village police face extraordinary ordinary personal challenges when they confront drinking problems.

Village policemen are often the same age and, more than this, close acquaintances with problem drinkers. Each policeman must confront severe social pressure to join into binge drinking. His family may also face harassment.

Council members, also, must stand apart from drinking if they provide the single base of authority for controlling liquor in the village.

It is sometimes asserted anecdotally that both village police and councilmen go to the town to "let off steam" and drink when their jobs restrict them socially in the village.

Yet neither assertion seems to withstand close investigation.

Of 137 persons trained as village police in the Bethel region, only 15 were transported to the Bethel sleep-off center

in 1977. Of these, 11 were transported in a single instance only. Only three had numerous contacts with the sleep-off indicative of a serious alcohol problem. None were arrested on ordinance violations.

More significant, only two of fifteen with a 1977 contact (each with a single contact) were participants in trooper training programs in 1974 or thereafter. The others were probably no longer village police after 1974. It further suggests both careful selection of village police as the position became the cornerstone of village alcohol control and improved professionalization of village police by the troopers (Angell, 1978).

Persons capable of withstanding very strong social pressures seem to have been selected as village police or trained to withstand pressure.

Councilmen also seem to be selected with an eye toward personal control over alcohol. A single councilman from each of eight villages had a single contact with the sleep-off center in Bethel during 1977. In only one small suburban village was more than one councilman transported to the sleepoff center, in that case three councilmen, two with multiple contacts throughout 1977.

These exceptional cases then suggest very careful selection of village leadership and very strong personal control by both council members and police as they grapple with alcohol problems.

Epilogue

By 1980 several themes in the interplay of law with liquor control had taken hold in Bethel which could have been anticipated by longterm observers.

First, when former Trooper Constable Rogers was arrested on Bethel's open container ordinance, he sought the assistance of a former public defender (now in private practice) to challenge the ordinance (Tundra Drums, July 31, 1980:1).

The ordinance makes open bottles an infraction subject to civil fines. However, persons who cannot make bail (the civil fine) are often held overnight to await arraignment. Arrests on the open container ordinance often are followed by transportation to the sleep-off treatment center if the arrested person bails himself out of jail.

Rogers' attorney filed a brief which challenged the city's ordinance. It argued that police should release persons charged when persons are sober and agree to appear before the court. The ordinance does not speak of intoxication (a provision describing intoxicated persons was amended out of existence when arguments were made several years ago that it was unconstitutional).

While Rogers' attorney argued that the ordinance did not validate arrests, but legitimized merely the issuance of summons, the city police chief stated that arrests occurred automatically when persons were seen with open containers in public whether the person was intoxicated or not (Tundra Drums, 1980:12).

The confrontation was defused when the city attorney decided not to prosecute Rogers. However, the incident suggests how the increasing sophistication of Eskimo residents and the increasing availability of private attorneys will affect legal acts undertaken by city and village officials and the state legislature that are of dubious validity.

Throughout this paper, conditions and practices by legal agents in the bush have been described which must be characterized as "extra-legal" and not entirely legal. These practices have depended upon consensual agreements among village residents and an absence of attorneys who would challenge them.

However, Rogers is typical of many younger Eskimos who are sophisticated in American legal doctrine and not prepared to sacrifice individual rights to general community interests. They are also capable of soliciting active support from the tiny, but emerging, private bar in rural Alaska.

This marked change in the capacity and propensity of rural citizens to challenge legal practices of dubious legality will certainly affect recent amendments to state liquor legislation passed on by the 1979-1980 session of the Alaska State Legislature. The new statute allows villagers to vote to prohibit the importation of alcoholic beverages into their villages.

By October 22, 1982 Alcohol Beverage Control Board records showed that twenty of fifty-seven villages in the Yukon-Kuskokwim Delta had voted in favor of a ban on importation and sale of

liquor pursuant to Alaska Statutes 4.11.986 (amended 1981) and 4.11.500 (amended 1981).

Forty-six villages in the state have approved this option.

Six villages which approved the ban have been termed "coastal villages" in this paper, a designation which refers less to their geographic location than to their strong internal liquor controls. These are: Kipnuk, Kongiganak, Kotlik, Tununak, Tuntutuliak and Togiak.

Six villages which approved the ban are termed "suburban villages" because of their especially close connection to Bethel. These are Akolmiut, Atmautuaq, Kwethluk, Napakiak, Quinhagak, and Tuluksak.

An additional eight villages in the delta approved the ban. These are Alakanuk, Cheforak, Emmonak, Mekoryuk, Platinum, St. Mary's, Scammon Bay and Fortuna Ledge.

Two villages termed "upriver" villages addressed the ban through a referendum. Red Devil, site of an upriver liquor store, rejected it. Grayling had a tie vote (Alcohol Beverage Control Board, 1982).

The new statute, which very well reflects requests by villages for authority to make their communities legally dry, has provided further impetus for towns such as Bethel to reconsider their own ban on sale of liquor within the city limits.

In July, 1980, the Bethel City Council appeared prepared to

initiate a petition to be signed by at least 35% of the votes cast in the last city election (130 votes) to allow the community, under revised state statutes, to operate a community owned liquor store (Tundra Drums, July 31, 1980: 1).

Proponents of the petition argued, as in previous years, that the store would offer competition for bootleggers in Bethel and the region and raise money for city services.

One councilman noted:

[Y]ou cannot deny that being dry has not been functioning the way it was intended to. It worked fine the first year, but by the second and third dry year a very sophisticated criminal element was established in town, and now have set up residences in villages to keep the supply of bootleg liquor flowing heavier than ever" (Tundra Drums, July 31, 1980:12).

The Bethel police chief reported that 14 bootlegging arrests had been made in the first seven months of 1980 (id.).

Left unstated in these discussions was the impact of the change on the quantity of liquor likely to flow into the satellite villages. The threat to the villages was put to rest when the referendum failed. Nonetheless, transportation and communications continue to improve, allowing sales from Bethel, and even from Anchorage, to be completed with far greater ease than in years previous.

Conclusion

The practices and policies requested by villagers in the years immediately following statehood may not be useful remedies

in 1982 and in the future as rural and urban Alaska become more integrated by transportation and communication and as the legal culture of rural Alaska comes to more closely reflect the legal culture of urban Alaska.

If this is the case, rural Alaskans will have to look for means other than legal means to control drinking and drinking behavior. Alternatives within the realm of education and treatment must be developed in villages as well as in towns.

So also must villages regain the political authority necessary to define and control drinking behavior, an authority lost when the working relationship with outside law enforcement disappeared in the early 1960's.

Forty-six villages see the new alcohol law as the necessary remedy.

One hopes they are correct.

FOOTNOTES

1 Indian Health Service records provide an alternative to crime statistics where victims are more likely to be flown into the regional hospital than are defendants likely to be arrested or crimes likely to be reported. There are, however, qualifications to this statement. While the location of the accidents is certain, the cause of the accident may or may not have been noted. Those accidents noted as alcohol-related appear to be no more than a sample of those which were in fact alcohol-related as noted by the attending physician. Thus accidents arranged in graph form in this paper include all accidents. Table 8 profiles the accidents as they were recorded by fiscal year. We reorganized this data into calendar years for the graph. Table 7 provides the breakdown of Bethel inpatient accidents by categories of causation. There is also in this data, the danger of double-counting when more than one diagnosis is given. Double-counts were eliminated in the development of graphs.

We use these figures to view trends from year to year and not to measure alcohol-related violence in absolute terms. Since hard data collection in rural situations has been a bedeviling experience for many a researcher, we hope that this attempt to view "crime" through hospital records will be treated with sympathy.

2 Krauss notes that 1965 was, in fact, a pivotal year in that suicides among natives doubled. The problem of suicide centered around Alaska Natives in their teens and early twenties and was more common in towns than in villages (Krauss, 1977:2).

We shall return to the relevance of serious accidents to tracking the problem of alcohol use and control in the town and villages dependent upon Bethel in our survey of the 1970's.

3 Still, transportation, with the advent of the snow machine, had improved between Bethel and nearby or "suburban" villages during winter months and summer traffic by boat was steady.

4 This preventative approach was the mainstay of village conciliation (or problem) boards employed eight years later. See Conn, 1981.

5 Indian Reorganization Act, Act of June 18, 1934, 48 Stat. 984, 25 USC 461 et seq.

6 Chapter 11 of the 1915 session laws of the Alaska Territorial Legislature (amended 1917) provided for village self-government, including local ordinances enforced through a municipal magistrate. This power was eliminated when the state court system was centralized at statehood.

Tribal authority derived from court decision and federal statute was not closely examined in the period under study. On this subject, see Conn and Garber, 1981.

7 LEAA refused to fund such training for councils, however, arguing that they were not legal authorities (Nix Interview: 1980).

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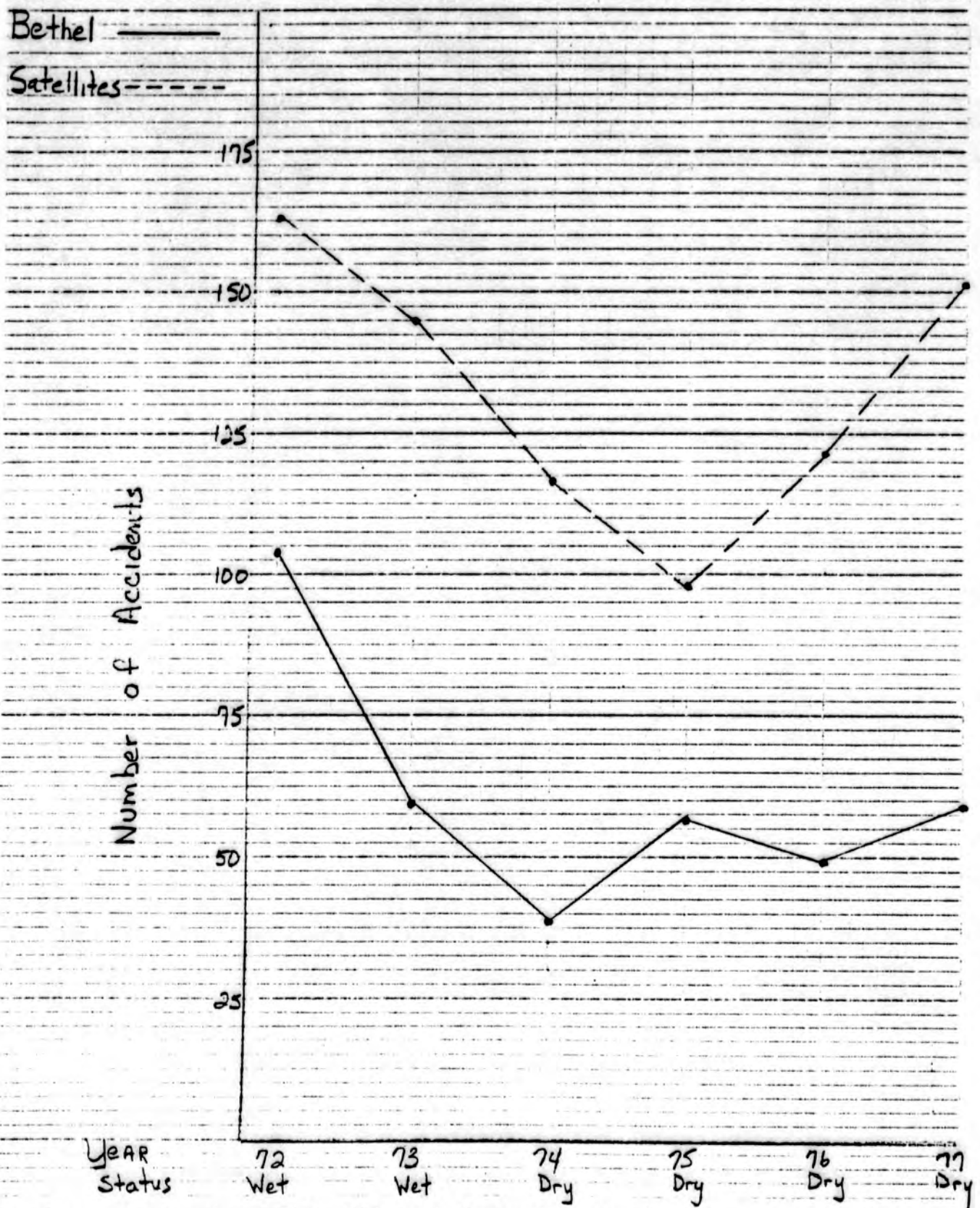
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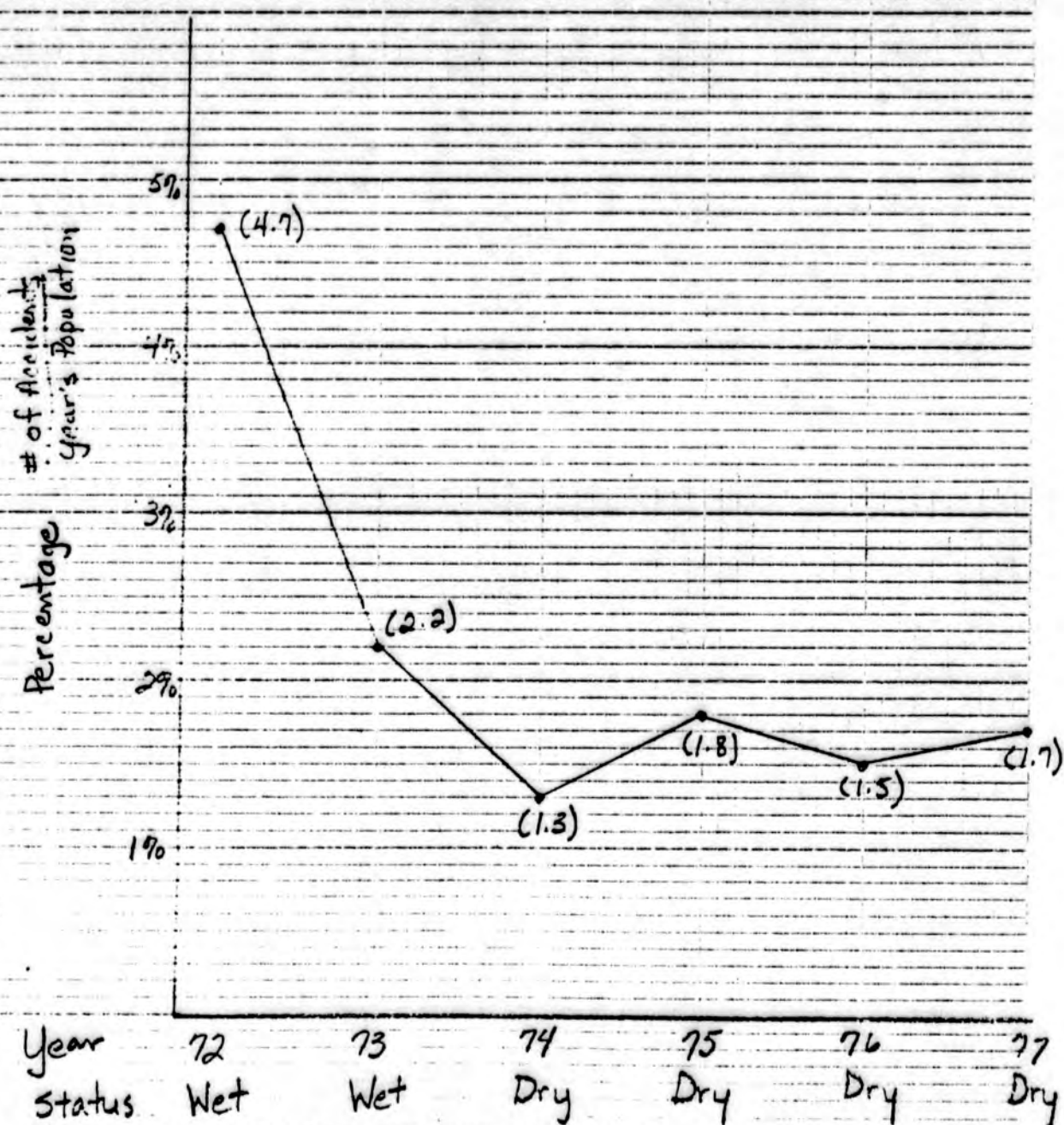
GRAPH 1
 BETHEL ACCIDENTS RESULTING IN HOSPITALIZATION
 Revised 1/8/79



Source: Department of Health and Human Services,
 Alaska Area Native Health Service,
 Inpatient Reporting system, Report 2E.

GRAPH 2
 BETHEL ACCIDENTS RESULTING IN HOSPITALIZATION
 Revised 1/9/79

Percentage Figure = $\frac{\text{No. of Accidents That Year}}{\text{Population That Year}}$

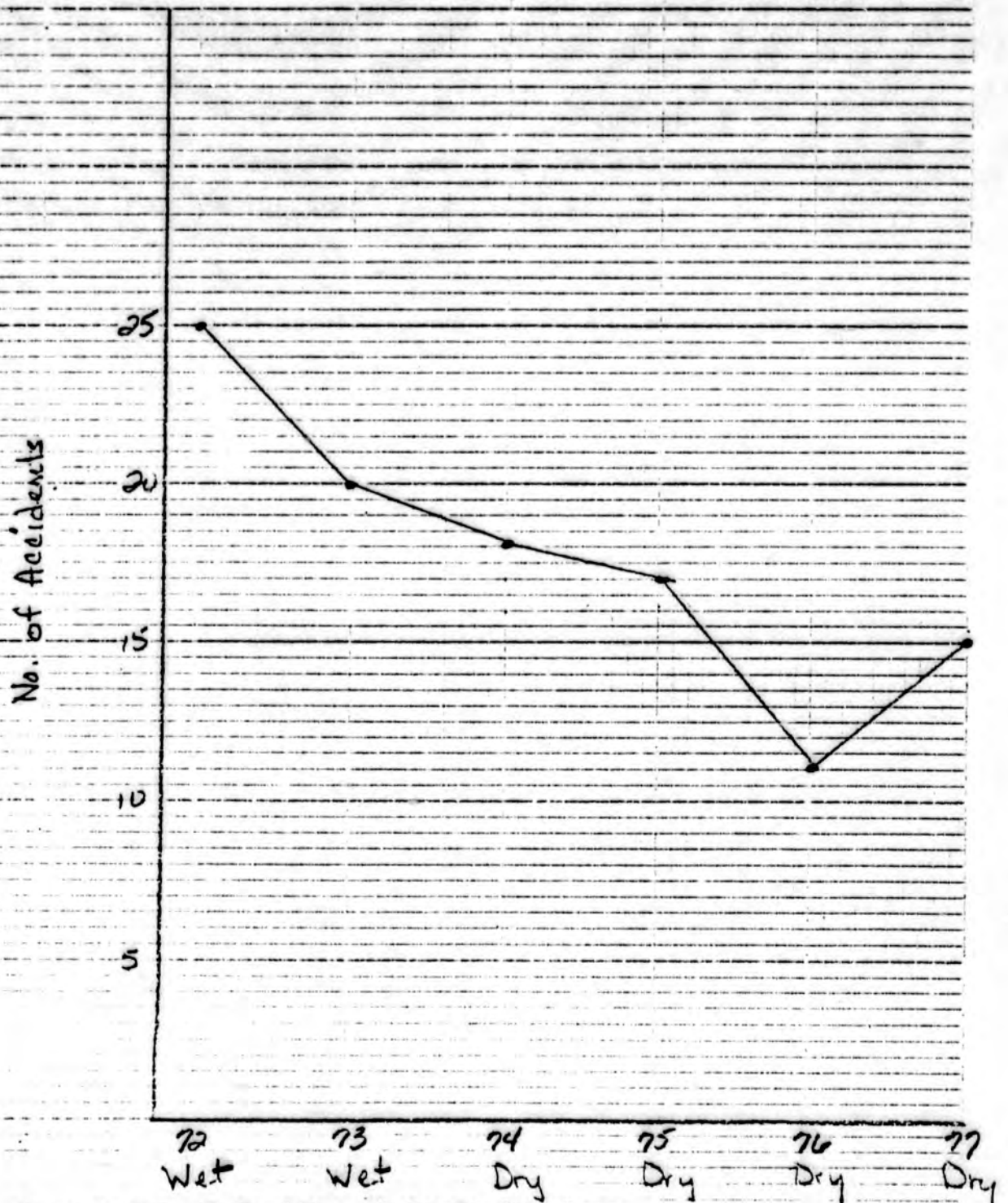


Source: Department of Health and Human Services,
 Alaska Area Native Health Service,
 Inpatient Reporting system, Report 2E.

GRAPH 3

TOTAL ACCIDENTS RESULTING IN HOSPITALIZATION

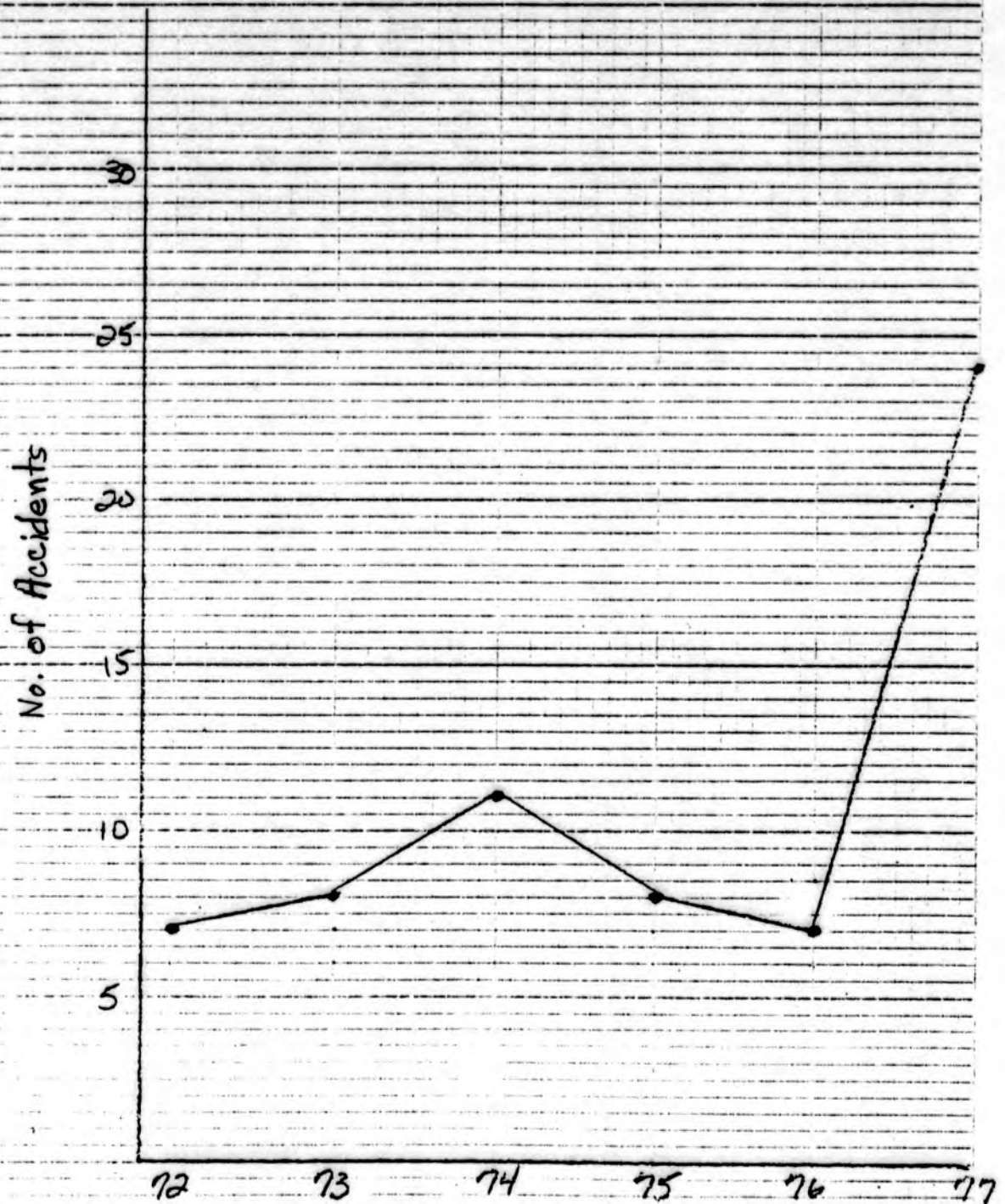
Akiakchak, Akiak, Kwethluk,
Napaskiak, Nunapitchuk, Tuluksak
(Suburbs)



Source: Department of Health and Human Services,
Alaska Area Native Health Service,
Inpatient Reporting system, Report 2E.

GRAPH 4

ACCIDENTS RESULTING IN HOSPITALIZATION
Crooked Creek, Grayling, Holy Cross,
Shageluk, Sleetmute, Stony River
(Upriver)



Source: Department of Health and Human Services,
Alaska Area Native Health Service,
Inpatient Reporting system, Report 2E.

GRAPH 5
ACCIDENTS RESULTING IN HOSPITALIZATION
Kipnuk, Kongiganak, Kwigillingok
(Coastal Villages)

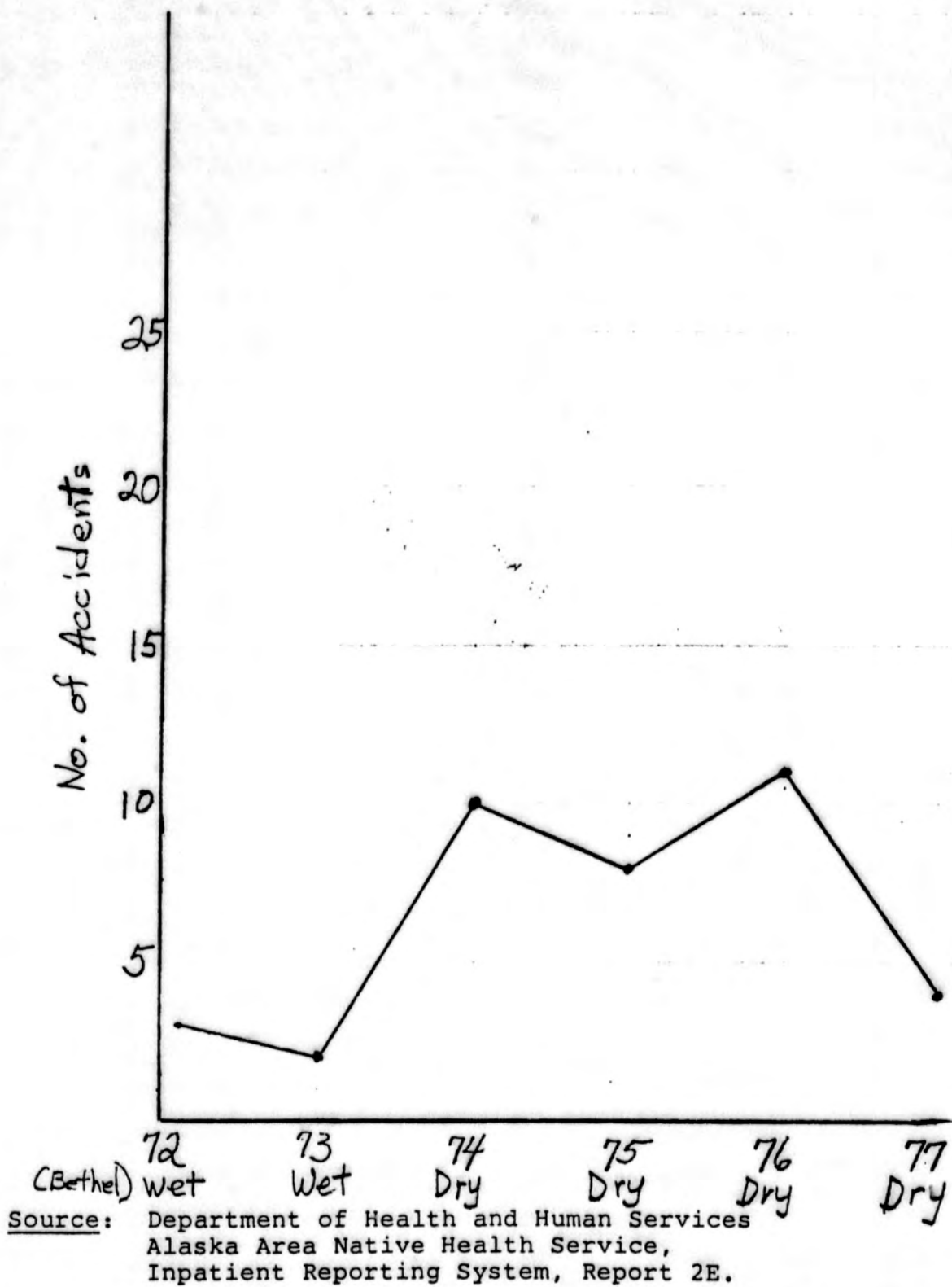


TABLE 1
 Serious Accidents 1972-1978
 Suburban Villages

	Akiachak	Akiak	Kwethluk	Napaskiak	Nunachuk	Tuluksak	Total
1972	6	1	9	4	3	2	25
1973	5	4	5	3	2	1	20
1974	3	1	5	4	2	3	18
1975	6	2	5	2	1	1	17
1976	2	2	4	1	1	1	11
1977	7	2	1	2	2	3	17
1978	2	2	8	1	1	1	15

TABLE 1A
Accidents
Coastal Villages

	Kongiganak	Kipnuk	Kwigillingok	Total
1972	0	1	2	3
1973	1	1	0	2
1974	1	3	6	10
1975	3	3	2	8
1976	2	5	4	11
1977	0	3	1	4
1978	3	0	0	3

(Corrected November 23, 1982.)

TABLE 1B
Accidents
Upriver Villages

	Crooked Creek	Grayling	Holy Cross	Shageluk	Sleetmute	Stony River	Total
1972	1	0	1	2	2	2	8
1973	2	0	4	1	1	0	8
1974	0	3	4	1	2	1	11
1975	0	1	1	2	4	0	8
1976	2	2	1	1	1	0	7
1977	2	2	7	0	9	4	24
1978	5	1	2	2	4	0	14

None for Red Devil

TABLE 2

ALL POLICE & SLEEP-OFF CONTACTS--VILLAGE & TOWN

		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NAPASKIAK	1972	-	-	-	-	-	-	-	-	B	X	X	-
	1973	T	X	-	-	-	-	-	-	-	-	-	-
	1974	-	-	-	-	-	-	-	X	X	X	X	X
	1975	X	X	X	X	X	PCTB	(5PC)T	(3PC)	(3PC)	(3PC)	PC B	X
	1976	X	X	(3B)	X	X	X	X	X	X	X	PC	B
	1977	"0"	X	"0"	(3B)"0"	"0"	5"0"	5"0"T	X	3"0"T	2"0"	"0"B	2B
	Sleepoff	2	6	5	4	15	8	7	10	8	6	6	3
NUNAPITCHUK	1972	-	-	-	-	-	-	-	-	T	X	X	-
	1973	X	BB	-	-	-	-	-	-	-	-	-	-
	1974	-	-	-	-	-	-	-	X	X	X	X	X
	1975	X	X	B	X	PC	(3PC)	(8PC)T	(4PC)T	(3PC)T	X	X	3PC
	1976	X	B	X	X	PC	X	X	X	X	M	X	T
	1977	X	M("0")	(2"0")B	X	X	(2"0")	(4"0")RC M	"0"	(2"0")	X	X	(3M) (2"0")
	Sleepoff	4	5	8	5	2	8	6	17	1	2	2	7

X = no contact
 (-) = no data
 T = trooper arrest
 PC = protective custody
 B = Bethel arrest
 "0" = bottle ordinance violator
 M = minor consuming in Bethel

TABLE 3

ALL POLICE & SLEEP-OFF CONTACTS--VILLAGE & TOWN (A COASTAL VILLAGE)

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
1972	-	-	-	-	-	-	-	-	X	X	X	-
1973	X	X	-	-	-	-	-	-	-	-	-	-
1974	X	X	X	X	X	X	X	M	X	X	X	X
1975	X	X	X	X	X	2PC	PC	X	X	T	T	X
1976	X	X	X	X	X	X	X	X	B	X	X	X
1977	X	X	X	X	X	X	X	"0"	X	BB	X	X
Sleepoff	1	X	2	X	X	X	2	1	1	2	3	8

X = no contacts

(-) = no data

T = trooper arrest

PC = protective custody

B = Bethel arrest

M = minor consuming in Bethel

TABLE 4
SLEEP OFF CENTER CONTACTS - 1977

Miles from Bethel	Village	No contacts/Population	Yearly contacts Population	Percentage of individual use	Average Monthly contacts	Contacts Per Person
	Bethel	1601/3409	47%	29%	133	4.7
18	Kwethluk	273/590	46	12	23	
25	Akiachuk	156/354	44	12	12	
35	Tuluksak	82/202	41	12	6.8	
12	Napaskiak	80/210	38	17	6.7	
4	Oscarville	18/53	34	13	1.5	
150	Mekoryuk	58/184	32	12.5	4.8	
24	Akiak	43/165	26	13	3.6	
98	Newtok	31/124	25	13	2.6	
18	Napakiak	69/276	25	13	5.8	
105	Nightmute	29/123	24	9	2.4	
25	Nunapitchuk	67/325	21	12	5.6	
40	Eek	32/195	16	9	2.6	
	Quinhagak	58/395	15	7	4.8	
	Sleetmute	17/121	14	7	1.4	
	Toksook Bay	43/317	14	7	3.6	
	Hooper Bay	73/590	12	8	6.1	
	Tununak	37/299	12	7	3.1	
	Holy Cross	24/212	11	4	2.0	
	Scamnon Bay	21/193	11	7	1.8	
	Tuntutuliak	24/225	11	8	2.0	
	Kwigillingok	20/229	9	4	1.6	
	Lower Kalskag	15/195	8		1.3	
	Mt. Village	40/513	8		3.3	
	Chevak	34/447	8		2.8	
	Marshall	16/214	7		1.3	
	Kongigonak	14/200	7		1.2	
	Kasigluk	21/309	7		1.8	
	Crooked Creek	7/107	7		.6	
	Shageluk	10/169	5		.8	
	Kipnuk	19/351	5		1.6	
	Atmauthlak	8/169	5		.7	
	Goodnews Bay	9/248	4		.8	
	Grayling	8/189	4		.7	
	Kotlik	10/284	4		.8	
	Pilot Station	13/301	4		1.1	
	Pitka Point	3/84	4		.3	
	Russian Mission	7/158	4		.6	
	Alakanuk	13/527	3		1.1	
	Aniak	10/323	3		.8	
	Chefornak	6/192	3		.5	
	Upper Kalskag	4/164	2		.3	
	Emmonak	13/545	2		1.1	
	Anvik	1/87	1		.08	
	Chautbaluk	1/113	1		.08	
	Sheldons Pt.	1/136	1		.08	
	Togiak	1/419	.002		.08	
	Red Devil	0/35	0		0	
	Napaimute	0/43	0		0	
	Lime Village	0/26	0		0	
	Stony River	2/74	3			

TABLE 5

VILLAGES RANKED BY FREQUENCY OF OCCURRENCE
TO RATIO OF POPULATION
1977

<u>Miles from Bethel</u>	<u>Trooper Arrests</u>	<u>Occurrence/ Population. (%)</u>
115	1) Goodnews Bay	5.38
150	2) Shageluk	2.78
160	3) Grayling	2.25
155	4) Hooper Bay	2.03
	<u>Bethel Arrests</u>	
12	1) Napaskiak	2.75
24	2) Akiak	2.37
18	3) Kwethluk	2.00
35	4) Tuluksak	1.64
	<u>Protective Custody</u>	
35	1) Tuluksak	2.20
25	2) Nunapitchuk	1.85
18	3) Napakiak	1.54
70	4) Quinhagak	1.45

TABLE 6
"Treatment Center Data" 1977
Individuals Per Month

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total Indiv.	Pop.	Total Contacts	Individual Percent	Contact Per Person
Akiachuk	11	12	7	13	8	7	9	16	5	6	6	4	42	354	156	12	3.7
Akiak	1	4	4	1	2	2	6	0	4	4	2	4	22	165	43	13	1.95
Alakanuk													9	527	13	2	1.4
Aniak													6	323	10	2	1.7
Anvik													1	87	1	1	1
Atrouthluk													8	169	8	5	1
Bothal	91	85	81	85	103	125	121	97	60	70	46	66	469	3409	1601	29	3.4
Chofornak													5	192	6	3	1.2
Chenuk	2	1	5	6	3	1	0	0	2	2	2	3	21	447	34	5	1.6
Chantbaluk													1	118	1	1	1
Crkd. Creek	2	0	0	0	0	0	1	0	1	1	0	3	4	107	7	4	1.7
Eek	3	2	2	2	0	0	2	8	3	4	0	1	18	195	32	9	1.8
Eronak	1	1	2	0	0	0	3	0	0	0	2	1	9	545	13	2	1.4
Goodnews B.													9	248	9	4	1
Grayling				1					2	2	1	1	4	189	8	2	2
Holy Cross													9	312	24	4	2.7
Kaper Bay	2	6	8	12	4	1	2	2	10	12	3	1	47	596	73	8	1.6
Kasikluk													7	306	21	2	3
Kipruk	0	0	0	1	0	3	3	1	1	0	1	1	7	351	19	2	2.7
Kongigonak	0	0	2	5	1	1	3	2	0	0	0	0	11	200	14	6	1.2
Kotlik													4	284	10	1	2.5
Kwethluk	15	25	15	16	11	18	26	13	4	8	10	12	67	597	273	12	4.07
Kuyallingok	1	1	2	0	0	0	1	1	1	1	2	3	10	229	20	4	2
Line Vige.													0	26	0	0	0
Loc. Kalskag													11	216	16	5	1.5
Marshall													23	184	58	12.5	2.5
Mokoryuk	3	6	8	2	0	4	2	4	2	2	2	2	16	513	40	3	2.5
Mt. Village													0	43	0	0	0
Napainute	7	5	6	7	4	8	5	5	4	5	2	2	37	276	72	13	1.95
Napakiak	2	5	6	3	8	8	10	5	5	6	7	2	36	210	80	17	2.2
Napaskiak	7	2	2	2	2	1	2	2	2	2	1	3	16	124	31	13	1.9
Nowtok	0	0	4	4	0	0	1	4	3	2	1	2	11	123	29	9	2.6
Nightmute	6	7	7	5	2	9	8	11	1	1	2	6	40	325	67	12	1.7
Nunapitchuk	0	0	1	1	0	1	4	2	2	2	1	1	7	53	18	13	2.6
Oscarville													8	301	13	3	1.6
Pit. Stat.													1	81	3	1	3.0
Pitka Pt.													0	35	0	0	0
Quirbagak	5	2	3	2	1	8	7	4	5	5	4	1	28	395	63	7	2.14
Red Devil													0	35	0	0	0
Russian Msn.	2	1	0	0	2	0	0	0	0	0	1	0	5	153	7	3	1.4
Scarron Bay	0	2	0	1	1	1	0	2	1	0	5	1	14	193	21	7	1.5
Shageluk	2	0	1	0	1	0	0	0	1	1	2	0	6	157	10	4	1.7
Sheldons Pt.													0	136	1	0	0
St. Mary's													12	415	14	3	1.2
Sleetmute	3	1	1	1	3	0	2	2	0	0	0	1	9	161	17	7	1.9
Stony River													1	74	2	1	2.0
Togiak													2	414	1	0	0
Toksook Bay													21	317	43	7	2.1
Tuluksak	1	6	4	0	2	4	4	4	4	3	3	4	23	202	49	12	2.1
Tuntutuliak	2	4	2	1	2	3	2	2	2	2	3	2	17	225	31	8	1.82
Tununak	4	0	2	6	1	0	6	7	3	2	0	1	21	299	37	7	1.8
Upper Kalskag													14	164	19	9	
McGrath													2				

TABLE 7: Residents of Bethel - Accidents which Required Hospitalization

	Wet June 71 May 72	Wet June 72 May 73	Wet/Dry June 73 May 74	Dry June 74 May 75	Dry June 75 May 76	Dry 1/2 76 Year
Alcoholism	83	72	33	45	24	33
Accidents Injury	131	86	66	84	56	75
Alcohol related accidents	36	19	3	30	4	15
Purposeful Injury	44	44	25	13	20	39
Accidental Falls	51	42	33	22	18	33
Accident - sharp in- strument or firearms	28	21	21	15	17	16
Total External Injury	352	258	201	144	190	215

* From Department of Health & Human Service AANHS. Inpatient Report System 2E.
Includes duplicated diagnoses in accident data - offered for trend analysis only.
wet = liquor store plus bars in Bethel dry = sale is prohibited within city limits
sleep-off ceased in 1975

TABLE 8: Inpatient Accidents*

		Wet June 71 May 72	Wet June 72 May 73	Wet/Dry June 73 May 74	Dry June 74 May 75	Dry June 75 May 76	Dry 1/2 76 Year
Alcoholism	Bethel	70.3% 83	59% 72	55.9% 33	72.6% 45	51.1% 24	62.3% 33
	Satellites	29.7% 35	41% 50	44.1% 26	27.4% 17	48.9% 23	37.7% 20
	Total	118	122	59	62	47	53
Accidents	Bethel	37.5% 131	33.3% 86	30.4% 66	37.8% 84	30.3% 56	35.4% 75
	Satellites	62.5% 218	66.6% 172	69.6% 151	62.2% 138	69.8% 129	64.6% 137
	Total	349	258	217	222	185	212
Alcohol Related Accidents	Bethel	72% 36	48.7% 19	21.4% 3	88% 30	20% 4	65% 15
	Satellites	14% 14	51.3% 20	78.6% 11	12% 4	80% 16	35% 8
	Total	50	39	14	34	20	23

* From Department of Health & Human Service AANHS. Inpatient Report System 2E.
 Includes duplicated diagnoses in accident data - offered for trend analysis only.
 wet = liquor store plus bars in Bethel dry = sale is prohibited within city limits

APPENDIX 1

Henry Evon of Kwigillingok -- they are serviced by Ray Christenson, contracted by Wien. Service was good at first but is poor now. Ray Christenson carries more passengers, than mail. A letter sometimes takes three months to go from Bethel to Kwigillingok. His wife mailed some tupperware from Bethel in October of this year and still has not received it. In November, he ordered some baby food, it all came frozen. In September, he ordered some linoleum, it arrived in Bethel in October and he received it on January 26, 1973. Also he thought Wien should be consistent in their rates. His Example was that his wife and little boy flew from Kwigillingok to Bethel, they were told the little boys fare would be \$13.50, half of an adult fare, they were charged \$16.50 when they arrived in Bethel.

Mark Tom of Newtok -- the mail service is slow, they are supposed to get serviced once a week, but if the weather is bad, or during the spring or fall, they have to wait weeks. They are serviced by Christenson, contracted out by Wien. They should be serviced more than once a week, they have emergencies just as any other village. He also said that the charter services were double charging them. You pay for the plane to take you out to the village, and if someone from the village wants to come back, they also have to pay.

John Paul of Kipnuk -- mail and freight service is bad. Last September his wife bought some things and they got there in

January of this year. The pop was frozen, produce was rotten. In December 1971, he ordered a table and some linoleum, in February 1972, he received the linoleum (all bent out of shape) and also the table top, but to this day he has not received the legs to the table. In December 1971, he bought a round trip ticket to Chicago from Wien, and he has not received the ticket or his money back. He has the receipt.

Dick Kiunya of Kongigonak -- they have no airport, in the summer they land on the lake, and winter its wherever they can. They are supposed be serviced by Christenson, contracted out by Wien, twice a week but he gets behind. Christenson has twelve villages to service, and he carries more passengers than mail. They have also had freight damage by the Wien cargo employees. Wien never follows their schedule, he feels that Wien needs help, just too much freight and mail to handle. He also feels that the charter services will take a white person before they will a Native.

Joe Pavilla, Kwigillingok Postmaster of 19 years -- he agrees with Dick Kiunya that Wien needs help, and the only schedule that Wien has is on paper, they don't follow it at all. He also said that when Christenson first got the contract service was real good, but now Christenson carries more passengers than mail.

Raphael Murran of Hooper Bay -- talking about Wien airlines he said,

1. Freight is broken and suit cases are lost,
2. They should have help for the older people that can't speak English,
3. They

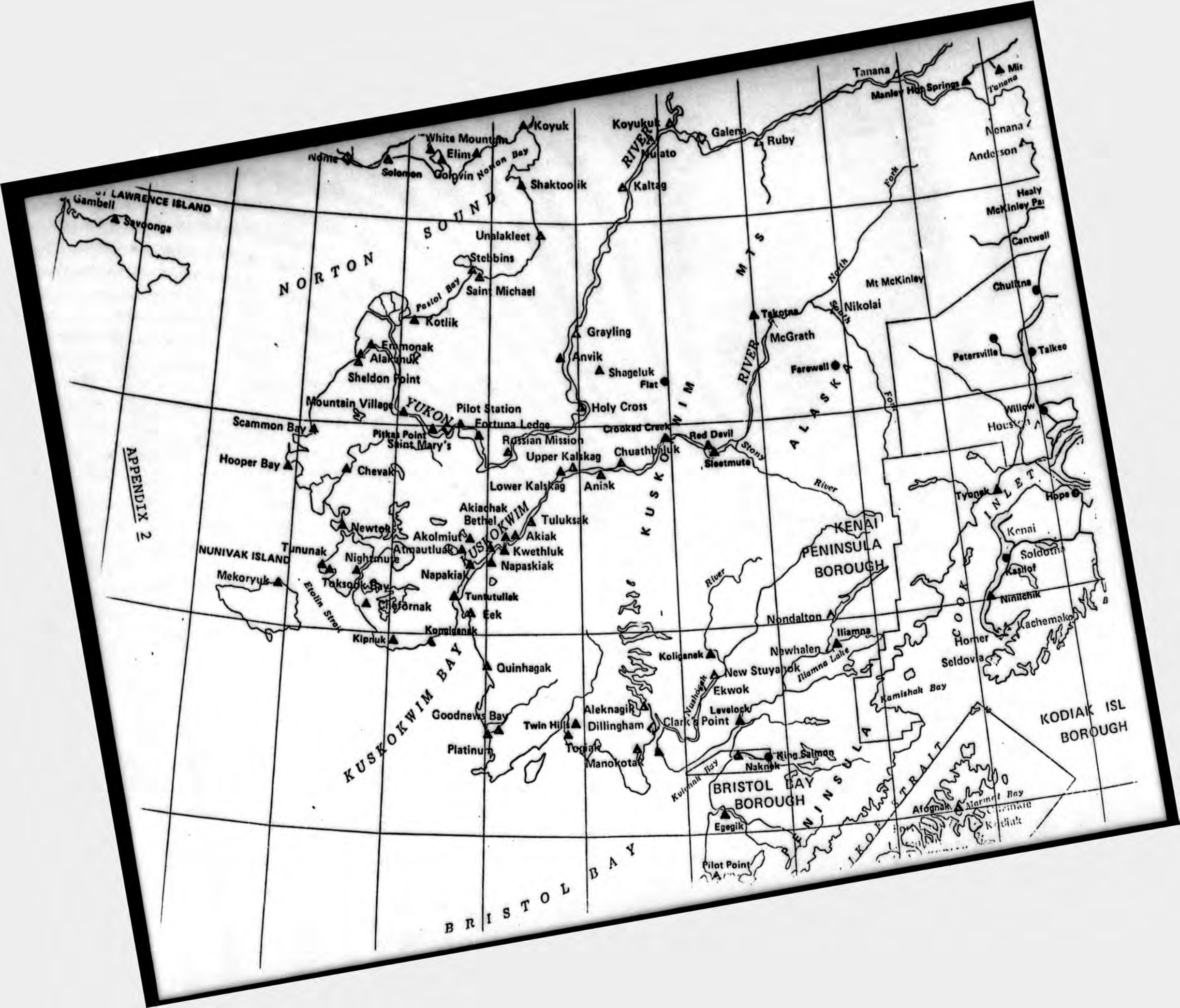
should have infant care when having to wait at an airport (milk, diapers, etc.) 4. That if a person is late, he misses out even if the plane is not full, and 5. The reservation system is not honored.

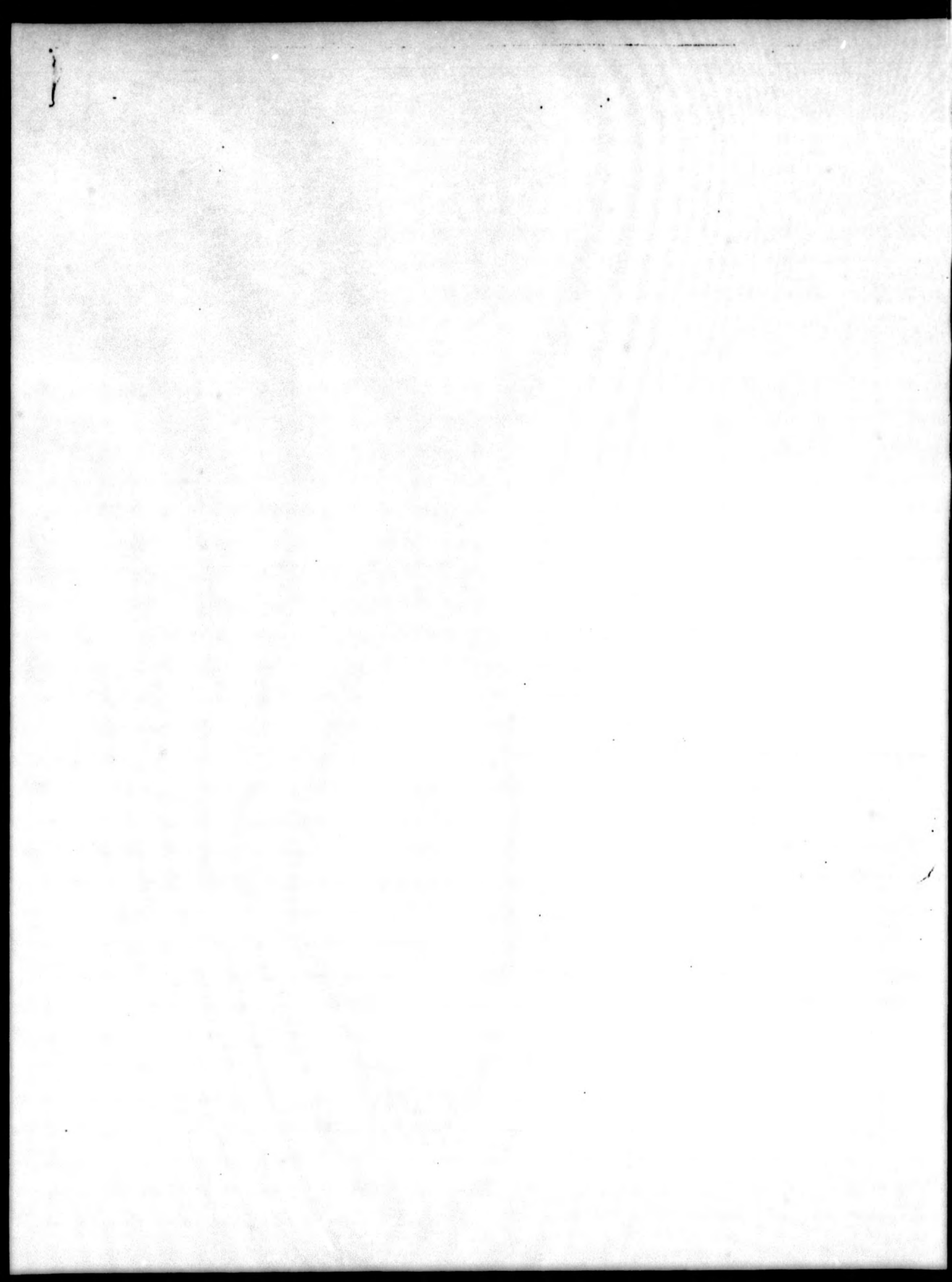
David O. David of Kwigillingok -- serviced by Christenson, contracted by Wien. The mail service was good at first, but has slacked off considerably. He thinks freight is being held up in Anchorage as well as in Bethel. He has also had damaged items by Wien. Another operator is definitely needed.

Oscar Schnieder of Platinum -- Wien's freight, mail, and passenger service is bad and they will take whites before they will take the Natives.

Issac Hawk of Eek -- serviced by Christenson, contract by Wien. Same problems as the other villages, service is bad and the air service stops from October to December.

Don Kuku of Quinhagak -- they are supposed to have a plane come in three times a week, but its not always on schedule. The Christmas season is always the slowest. He thinks mail and freight should come before passengers.





Lloyd Cathman

PRELIMINARY DRAFT

An Analysis of Outpatient Accident Trends in
Two Dry Eskimo Towns as a Measure of
Alternative Police Responses to Drunken Behavior

By

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November, 1982

An Analysis of Outpatient Accident Trends in
Two Dry Eskimo Towns as a Measure of
Alternative Police Responses to Drunken Behavior

Introduction

Two rural Eskimo towns of 3,000 persons have banned the sale but not the use of alcoholic beverages in their communities. In the town of Bethel, police pick up intoxicated persons and transport them to a sleep-off and treatment center. In the town of Barrow, police take intoxicated persons into protective custody. Each town uses its police practice as an alternative to arrests for drunken behavior, decriminalized by the 1972 Alaska State Legislature. At least half of the adult population is picked up in each place.

The authors seek to measure the impact of these differing approaches on violence related to alcohol use by employing Indian Health Service data in lieu of poorly maintained police data.

Accident victims in the towns of Barrow and Bethel are treated for outpatient visits at the Native Service hospitals located within each town. Residents in the surrounding villages also rely on these two hospitals for outpatient treatment. An outpatient visit can consist of either a minor accident which does not require hospitalization, or an emergency room visit in which the victim is later hospitalized.

Differences exist between the number, causation and place of alcohol-related accidents when the Barrow region is compared to the Bethel region. Further differences can be observed by comparing these accident data to the statewide accident data which includes both urban and rural natives. A small portion of the differences might be attributed to idiosyncracies in recording practices between regions, however, certain trends in the data suggest that specifics of alcohol control mechanisms make an impact on how and where alcohol-related accidents occur in rural regions.

Since it may indicate a violation of criminal law, the accident category "Injury Purposefully Inflicted by Another" is analyzed in this report. This category accounted for a substantial percentage of

alcohol-related accidents in both the Barrow region (40%) and the Bethel region (41%). Purposefully inflicted injury, along with other categories such as environmental factors, accidental falls and poisoning are listed in Table 3.

We analyzed "Inside the Home" as a place of injury because of the magnitude of alcohol-related accidents that occur inside the home, and because the home as a place of alcohol related accidents has an implication on the usefulness of protective custody laws which limit police to public (not private) intervention of drunken behavior.

In the Barrow region, 42% of the alcohol related accidents occur inside the home. This is 14% higher than the statewide ratio of all alcohol related accidents that occur inside the home (Table 2). It is particularly higher than other places that set the scene for alcohol related accidents including outside the home, highway and street, recreation and public building (Table 4).

These data also indicate that the home is frequently a setting for interpersonal violence, especially in Barrow. Within the statewide accident data, 32% of all accidents, purposefully inflicted by another, occur inside the home. In the Barrow region, 56% of inflicted accidents occur inside the home - a figure that is 24% higher than the statewide native rate.

Several factors should be considered as making the home a setting for alcohol related accidents in the Barrow region. In the period covered by these data, the local option in Barrow prohibited the sale of alcoholic beverages, and no public drinking establishments existed. The town

police used a broad-based protective custody ordinance to keep the public areas clear of dangerously intoxicated persons. An intoxicated individual is jailed for 5-12 hours after being taken into protective custody. Protective custody laws do not provide for police intervention into private homes, although in some cases, police will respond to these requests in Barrow.

The legally dry status of Barrow, in addition to the approach to alcohol control by town police, may determine where drinking and violence occur. Liquor that is illegally purchased in the town of Barrow, or purchased legally from Fairbanks, can be safely consumed in private homes without fear of police intervention.

In Bethel, the dry policy has a similar affect of causing citizens to consume alcohol in private. The private domain is a haven for town residents and village residents with town relatives or acquaintances. Similar to Barrow region, the Bethel region has a higher incidence of home-based alcohol related accidents when compared to statewide data. However, these accident data indicate that the magnitude of this type of injury is not as severe in Bethel. In Bethel, the percentage of all accidents that occur inside the home was 14% lower than the incidence in Barrow. The incidence of alcohol related, purposefully inflicted injuries in the home was 9% lower in Bethel than in Barrow.

Police practice in Bethel is similar to Barrow and yet different. Police confiscate open bottles of alcohol in public and jail persons with bottles until civil fines are paid. Fines are usually paid immediately after confiscation of the bottle, and individuals are rarely jailed on this town ordinance. Bethel police do not use protective custody.

Instead, police convey dangerously intoxicated persons to the sleep-off center. The high level of transport of Bethel citizens to the sleep-off center (29 percent of all town residents were transported at least once in 1977) suggests that residents may be more inclined to solicit police intervention when domestic drinking occurs, and when the end result is transport to a sleep-off center - not incarceration of a friend or relative in the local jail.

Because protective custody replaced criminal law charges for being drunk in private as well as drunk in public, it has severely narrowed alcohol control practice where protective custody is the mainstay of alcohol control practice as it is in Barrow. Bethel's use of a second resource, a sleep-off center, may be one way to provide a useful avenue for increasing drinking controls within the home through acceptable police intervention into private drinking situations at the request of town residents.

Table 1

1978
NATIVE HEALTH SERVICE
ACCIDENTS TREATED ON AN OUTPATIENT BASIS

	TOTAL FIRST VISITS	OCCURRED INSIDE HOME
<u>STATEWIDE: All Native Service Units</u>		
Total All Accidents	15,827	2,751
Number of Alcohol Related Accidents	2,249	628
Total Accidents with Injury Purpose- fully Inflicted by Another	1,458	467
Number of Accidents with Injury Purposefully Inflicted that were Alcohol Related	858	305
<u>BARROW SERVICE UNIT: Servicing the Town and Surrounding Villages</u>		
Total All Accidents	1,471	391
Number of Alcohol Related Accidents	352	149
Total Accidents with Injury Purpose- fully Inflicted by Another	179	101
Number of Accidents with Injury Purposefully Inflicted that were Alcohol Related	141	81
<u>BETHEL SERVICE UNIT: Servicing the Town and Surrounding Villages</u>		
Total All Accidents	2,457	321
Number of Alcohol Related Accidents	251	82
Total Accidents with Injury Purpose- fully Inflicted by Another	162	74
Number of Accidents with Injury Purposefully Inflicted that were Alcohol Related	103	49

Data Source: Department of Health & Human Services, Alaska Area Native Health Service, On Request Report 16.

Table 3

1978
NATIVE HEALTH SERVICE
BARROW REGION SERVICE UNIT

OUTPATIENT ALCOHOL RELATED ACCIDENTS
CAUSE OF INJURY

<u>CAUSE</u>	<u>NUMBER</u>	<u>PERCENTAGE</u>
Injury Purposefully Inflicted by Another	129	40%
Accidental Falls	56	17
Motor Vehicle	48	15
Cutting and Piercing Instruments	33	10
Undetermined	18	6
Other	16	5
Animal Related, Not Stings	8	3
Suicide	6	2
Environmental Factors	4	1
Firearms	2	-
Machinery	2	-
Accidental Poisoning	1	-
Fires	<u>1</u>	-
TOTAL:	324	

Data Source: Department of Health & Human Services, Alaska Area Native Health Service, On-Request Report 14,

1978
NATIVE HEALTH SERVICE
ACCIDENTS TREATED ON AN OUTPATIENT

	<u>STATEWIDE*</u>	<u>BARROW**</u>	<u>BETHEL**</u>
Percentage of all Accidents that were Alcohol Related	14%	24%	10%
Percentage of all Alcohol Related Accidents that were Injury Purposefully Inflicted by Another	38%	40%	41%
Percentage of All Accidents that Occur Inside the Home	17%	27%	13%
Alcohol Related Accidents that Occur Inside the Home	28%	42%	33%
Percentage of all Injury Purposefully Inflicted Accidents, Alcohol Related that Occur Inside the Home	36%	57%	48%
Percentage of all Purposefully Inflicted Accidents that Occur Inside the Home	32%	56%	46%

- * This represents the statewide native population which includes all Native Health Service Units, Urban and Rural
- ** This represents the service unit region which includes the town and surrounding villages

Data Source: Department of Health & Human Services, Alaska Area Native Health Service, On-Request Report 14.

Table 4

1978
NATIVE HEALTH SERVICE
BARROW REGION SERVICE UNIT

OUTPATIENT ALCOHOL RELATED ACCIDENTS
PLACE OF INJURY

<u>PLACE</u>	<u>NUMBER</u>	<u>PERCENTAGE</u>
Home, Inside	139	42%
Home, Outside	75	23
Highway and Street	43	13
Not Specified	23	7
Recreation and Sport	17	5
Public Building	15	5
Other	5	2
Industrial Premise	4	1
School	1	-
Resident Institution	1	-
Farm, Ranch	<u>1</u>	-

TOTAL: 324

Data Source: Department of Health & Human Services, Alaska Area Native Health Service, On-Request Report 16.



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There is a strong relationship between alcohol and crime - The higher the alcohol consumption, the higher the crime rate - only 80% of offenders have been convicted at the time of commission of the offense
Alcohol and the Alaskan Offender

Judy Hill
Research Unit
Division of Corrections
August, 1975

This report has been prepared for use by the Standards and Goals Task Forces of the Division of Corrections and the Alaska Court System. It is an attempt to integrate material from several reports, and to isolate information concerning the impact of alcohol abuse on the correctional system.

Our data spans the five-year period from 1969 through 1974, permitting observations concerning the effects of the Uniform Alcoholism and Intoxication Act, which was passed in October, 1972. It also addresses the relationships between race, alcohol use and crime, and the relationship between alcohol use and violent crime.

The reports which have been reviewed are: Survey of Public Offenders: A Comparison of Ethnic Groups, published by the Office of Alcoholism in 1970; Misdemeanant Probation Project: Evaluation of First Year (1974); Sentencing Data, 1974; Recidivism, 1971-1974; and data from the population of the Eagle River Correctional Center (1975). Unfortunately, each of the reports employs a different data base, because they were prepared for specific administrative purposes. Taken together, however, they permit some inferences concerning the impact of alcohol abuse on the criminal justice system.

OVR/Office of Alcoholism Study (1969)

Data Base: In 1969, OVR conducted an interview survey of Alaskan offenders. Their sample included one-half of the total inmate population in 12 Alaskan state and city jails, and 3 federal prisons (Alaskan inmates only).

In 1970, the OVR data was re-analyzed by the Office of Alcoholism, with emphasis on questions regarding alcohol use. The Office of Alcoholism study included only sentenced Caucasian and Native adult males. In the sample of 173 who met these criteria, 99 (57%) were Native. Distribution of the various Native racial subgroups was similar to their distribution in the population of the state.

Results: Drunk in Public was the most frequent charge (36% of the total), accounting for 30% of Native and 16% of Caucasian charges. Natives accounted for 76% of Drunk in Public charges. Violent crimes accounted for 20% of Native and 36% of Caucasian sentences. The study did not investigate the relationship between drinking and violence. However, all respondents were asked whether they had been drinking at the time of their offense. Responses are shown in Table 1.

Table 1
Use of Alcohol at Time of Offense

	<u>Caucasian</u>	<u>Native</u>	<u>Total</u>
Drinking	64%	92%	80%
Not Drinking	36%	8%	20%

The difference between the two groups was statistically significant, with Natives highly more likely to have been drinking at time of offense ($\chi^2 = 19.34$, $p < .001$).

DOC Misdemeanant Probation Project (1975)

Data Base: As part of the evaluation of the LEAA funded Misdemeanant Probation Project, the DOC compared 152 Anchorage misdemeanants assigned by judges to probation, with 148 cases not assigned to the project. The comparison group consisted of the docket following each case assigned to the project; the comparison group was drawn to determine whether those assigned to probation were representative of the population of misdemeanants appearing in District Court.

Results: Table 2 shows type of offense for the Probation referrals and the Comparison group.

Table 2
Misdemeanant Offenses

	<u>Probation Referrals</u>		<u>Comparison Group</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Harm to Person	7	5	12	8
Property Theft/Damage	79	52	22	15
OMVI	14	9	33	22
Other Alcohol	11	7	30	20
Drugs (Sales, Posses.)	14	9	15	10
Traffic	7	5	16	11
Firearms	18	12	7	5
Other	<u>2</u>	<u>1</u>	<u>13</u>	<u>9</u>
	152	100	148	100

Table 2 shows that there are distinct differences in types of offense between those who are, and are not, referred to Probation. Most striking is the fact that 52% of Probation referrals are for offenses involving property theft or damage, while this category makes up only 15% of the Comparison group. Conversely, 42% of the Comparison group have charges of OMVI or other alcohol offenses, as compared to 16% of those assigned to Probation. This finding suggests efficient use of referral resources by District Court judges. The Borough Health Department DWI Program is designed to accept referrals from District Court. In fact, 34 clients (23%) of the Comparison group were referred to the Borough program.

The Comparison group is, in effect, a random sample of cases appearing in District Court; 42% of the offenses are alcohol-related. The dockets do not provide information concerning race of offenders, and there was no way to determine race. Those cases referred to Probation were, however, 74% Caucasian, 20% Native, and 6% Black.⁽¹⁾ If they are representative of the Comparison group, it appears that, as an offender population approaches the racial distribution of the state population, drunken driving assumes an important picture in contribution to total offenses. Data from a sentencing study (see below) support this finding.

(1) A study of sentencing in Alaska published by the Alaska Judicial Council (Cutler, 1975) shows that among 567 felony defendants appearing in Anchorage courts, 66% were Caucasian, 15% Native, 6% Black, and 13% Other or Unknown. Comparable information is not available for District Court, which is served by the Misdemeanant Probation project.

Statewide, 1973 felony defendants were 60% Caucasian, 17% Native, 6% Black, and 16% Other or Unknown.

DOC Sentencing Study (1974)

Data Base: In Fairbanks, Juneau and Ketchikan, data was recorded for all offenders sentenced to time in jail during the final six months of 1974. Information included race, age, sex, type of charge, and time to be served.

In Anchorage, the same information was obtained from Commitment and Release cards, for calendar year 1974.

Number of cases were: Fairbanks, 270; Juneau, 41; Ketchikan, 38; Anchorage (six months), 497, (full year) 1038.

Results: Table 3 shows selected characteristics of offenders included in this survey. The statewide population includes Anchorage sentences; the same group is included in the Anchorage one-year survey. Thus, the two groups overlap and cannot be compared; both populations are shown simply to demonstrate the similarity between sentencing for Anchorage and for Alaska (a similarity caused by the fact that Anchorage accounts for 59% of the statewide sample).

Table 3
 Characteristics of Statewide and Anchorage
 Sentenced Offenders

	Statewide* 6 mo. Sample (N= 846)	Anchorage 12 Months (N=1031)
<u>Race</u>		
% Caucasian	44%	48%
% Native	50%	46%
% Black	5%	6%
<u>Offense</u>		
% Alcohol-Related Charges	41%	37%
% Part I Offenses	20%	23%
<u>Length of Sentence</u>		
% 1-10 days	65%	60%
% 1 day to 1 yr.	95%	93%
More than 1 yr.	5%	7%

(*Includes 497 in Anchorage 6-month sample.)

In the statewide six-month sample, Natives received 50% of all sentences; Caucasians received 44%, and Blacks, 5%.

Alcohol-related charges (D.W.I., Drunk on a Roadway and Disorderly Conduct) accounted for 41% of all sentences. Within the alcohol-related group, Natives received 58% of the sentences, and 57% of the sentences for Part I crimes (those which the FBI describes as most serious, including all violent crime).

The cut-off point of one year sentences provides a rough approximation of the distinction between misdemeanors and felonies (although some plea-bargained felonies are included as misdemeanors when this classification is employed).

In the statewide sample, 6% of the Caucasians, 2% of the Natives and 9% of the Blacks received sentences of more than one year. The total number was 39, or 5% of the population.

In Anchorage, during the calendar year 1974, DWI was the most frequent offense (17% of all charges), followed by Drunk on a Roadway (10%) and Disorderly Conduct (10%). Twenty-three percent of all sentences were for Part I offenses.

For the purposes of this report, we looked more closely at three offense categories within the Anchorage data--OMVI, Drunk on a Roadway, and Disorderly Conduct. Table 4 shows incidence of each type of offense by race.

Table 4
Racial Distribution of Alcohol-Related Offenses

	Caucasian		Native		Total*	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
OMVI, DWI	137	67	66	20	203	38
Drunk on Roadway, Disorderly Conduct	<u>67</u>	<u>33</u>	<u>265</u>	<u>80</u>	<u>332</u>	<u>62</u>
	204	100	331	100	535	100

*11 Blacks have been omitted.

Natives account for 62% of alcohol-related⁽¹⁾ offenses; however, 80% of the alcohol charges against Natives were nuisance offenses (Disorderly Conduct, Drunk on a Roadway). Coincidentally, Natives committed 80% of the nuisance offenses. Two-thirds of the alcohol charges against Caucasians were for OMVI, and Caucasians committed two-thirds of the OMVI offenses⁽²⁾.

(1) The term "alcohol-related" refers to charges directly involving alcohol use, but does not include other offenses committed while drinking.

(2) Perhaps it will help in understanding this statement if the reader notes that the number of Caucasians and the number of OMVIs is the same, and that the number of Natives and the number of nuisance charges is the same. Pure coincidence, but very confusing.

An Alaska Supreme Court ruling in early 1975 indicates that the charge of Drunk on a Roadway may no longer be used to subvert the intention of the Uniform Alcoholism Act. We may therefore expect that, in the future, either fewer Natives will be sentenced, or there will be an increase in Disorderly Conduct charges.

DOC Recidivism Study (1975)

Data Base: In 1975, the Division of Corrections published its first recidivism study meeting standards set by the National Advisory Commission on Criminal Justice Standards and Goals.⁽¹⁾

Recidivism statistics are up-dated annually, and consist of a follow-up on all offenders who are released after serving 10 days or longer in custody of the Division of Corrections.⁽²⁾ Data is reported as cases; thus each release from correctional custody is counted as a "case", and a single individual may account for a number of cases.

(1) "Recidivism is measured by (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status."

Our data differs from these standards in that we can provide only corrections-to-corrections data. Thus, recidivism is measured from time of release to time of sentencing to Corrections custody. Suspended sentences, fines and court probation are not included.

The data does not include recidivism taking place outside Alaska.

(2) Data from the 1974 Sentencing Study, cited previously, indicates that those serving more than 10 days compose from 35-40% of total sentenced intake.

The base year for the recidivism study is 1971. In the process of conducting the study, data has been collected on a total of 4,314 adults released (after serving ten days or more) during the period 1971-1974.

Results:

a. Recidivism: The three year follow-up of adults released in 1971 showed a recidivism rate of 36%. Despite the decriminalization of Drunk in Public (in October 1972), 50% of recidivism was accounted for by those with alcohol-related charges. Within this group, 78% committed another alcohol-related offense.

Fifty-two percent of offenders released in 1971 were Natives; however, when compared with other racial groups, Natives accounted for 72% of recidivism.

Eighty percent of cases released from Corrections custody during 1971 had served short jail sentences only, without probation/parole services after release. This 80% of the population accounted for 98% of recidivism among 1971 releases.

b. Description of population: A side-product of the recidivism study was the collection of information on cases released from custody during the years 1971 through 1974. These data clearly demonstrate the impact of the Uniform Alcoholism Act (October 1972) on characteristics of those receiving sentences of ten days or longer.

Table 5 shows percentage of all cases which were alcohol-related over the four year period.

Table 5
Proportion of Offenses
Which Were Alcohol-Related

<u>Year</u>	<u>Alcohol Related</u>
1971	34%
1972	25%
1973	13%
1974	7%

There was a 38% decrease in number of alcohol-related offenses between 1971 and '72, a 49% decrease between '72 and '73, and a 1% decrease from 1973 to '74. (This suggests that the impact of the Uniform Alcoholism Act may have stabilized, and that we may expect to see around 120 cases annually sentenced to ten days or more for alcohol-related crimes.)

At the time of passage of the Uniform Alcoholism Act, it was widely observed that the charge of Drunk in Public was, de facto, discriminatory against the Native population. With passage of the Act, in 1972, it was anticipated that both numbers and proportion of Natives in correctional custody would decrease.

Table 6 addresses alcohol-related offenses only, showing distribution by race.

Table 6
Alcohol-Related Offenses by Race

	1971		1972		1973		1974	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Native	310	81	190	79	100	81	84	69
Caucasian	73	19	49	21	22	18	37	30
Black	1	0	0	0	1	1	1	1
	<u>384</u>	<u>100</u>	<u>239</u>	<u>100</u>	<u>123</u>	<u>100</u>	<u>122</u>	<u>100</u>

In numbers, there has been a 68% decrease in alcohol-related offenses over the four year period. (A 73% decrease for Natives, and a 49% decrease for Caucasians.) The contribution of each racial group to total alcohol offenses remained steady until 1974, when there was a decrease in the proportion committed by Natives, and a corresponding increase for Caucasians.

Table 7 shows racial characteristics of all cases released from 1971 through 1974, in percentages.

	Table 7 Race			
	1971 %	1972 %	1973 %	1974 %
Native	52	53	48	37
Caucasian	43	43	45	56
Black	4	3	6	5
Other, Unknown	<u>1</u>	<u>1</u>	<u>1</u>	<u>2</u>
	100	100	100	100

Since passage of the Uniform Alcoholism Act, the proportion of Natives has decreased, with a corresponding increase in proportion of Caucasians. It would be in error, however, to attribute this change entirely to the Uniform Act. As Table 8 makes clear, there has been an even more dramatic impact from the population influx which the state is experiencing.

Table 8
Race by Year for Sentenced Releases

	1971		1972		1973		1974	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Native	584	52	506	53	468	48	462	37
Caucasian	483	43	408	43	444	45	704	56
Black	41	4	33	3	55	6	64	5
Other, Unknown	<u>15</u>	<u>1</u>	<u>8</u>	<u>1</u>	<u>14</u>	<u>1</u>	<u>25</u>	<u>2</u>
	1123	100	955	100	981	100	1255	100

Clearly, the change in racial proportions which took place in 1974 is due largely to an increase in number of Caucasians in corrections custody.

Figure 1 portrays the percentage change in numbers of Caucasians and Natives released, using 1971 as a baseline year (zero on the scale).

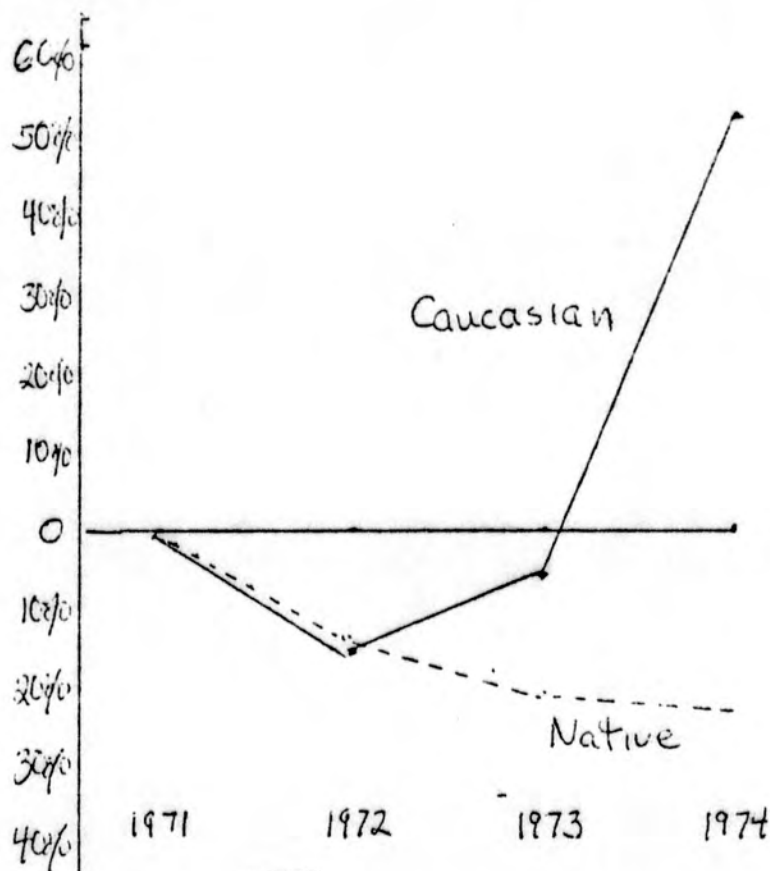


Figure 1: Annual percentage change in number of releases.

Table 9 shows the percentage change figures on which Figure 1 is based.

Table 9
Annual Percentage Change

<u>Time Period</u>	<u>Native</u>	<u>Caucasian</u>	<u>Total</u>
1971 to 1972	13% decrease	16% decrease	15% decrease
1972 to 1973	8% decrease	9% increase	3% increase
1973 to 1974	1% decrease	59% increase	28% increase

Figure 1 and Table 9 show that changes in racial composition of releases are the product of an interaction between the Uniform Alcoholism Act, and the pipeline-generated population increase.

DOC Base Expectancy Data (1975)

Data Base: Anchorage area offenders are presently housed in the Annex prior to sentencing. Those receiving sentences of six months or less are sent to either the Third Avenue facility or to the Palmer Correctional Center. Those with longer sentences are held in the Special Treatment unit (maximum security) at Eagle River, pending classification to another institution or into the Eagle River Correctional Center program.

The Self Administered Base Expectancy is a modified version of an instrument found to predict parole outcome in California. It consists of a number of questions concerning the offender's criminal and social history, as well as questions involving drug and alcohol use. The questionnaires are anonymous; we have no way of verifying

information provided by inmates. The results, however, seem reasonable in the light of other data regarding alcohol use.

During the first year of operation of the Eagle River Correctional Center, 103⁽¹⁾ inmates in Special Treatment have completed the Base Expectancy. These offenders were grouped in terms of whether or not their crimes had involved violence.

Results: Of the 103 who completed the Base Expectancy, 56% were Caucasian, 27% Native and 17% Black.

Fifty-two percent had committed violent crimes; 84% reported that they had been drinking at the time of their most recent offense.

Tables 10 and 11 show the relationship of alcohol use and violent crime, according to racial distribution of offenders.

Table 10
Numbers Committing Violent and
Nonviolent Crimes, and Number Drinking

	Caucasian		Native		Black		Total	
	V. - Nonv.	N	V. - Nonv.	N	V. - Nonv.	N	V. - Nonv.	N
Drinking	25	22	13	12	8	7	46	41
Not Drinking	3	5	0	1	0	2	3	8
Unknown	2	0	2	0	1	0	5	0
	<u>30</u>	<u>27</u>	<u>15</u>	<u>13</u>	<u>9</u>	<u>9</u>	<u>54</u>	<u>49</u>

(1) Most of this group were Anchorage-area offenders. Eighteen, or 14% had been classified for the Eagle River program by institutions in other parts of the state, and were in Special Treatment awaiting acceptance by the Eagle River Classification Committee.

Table 11
Relationship of Alcohol Use
and Violence (Percent)

	<u>Caucasian</u>	<u>Native</u>	<u>Black</u>	<u>Total</u>
Violence, Alcohol	44%	46%	44%	44%
Violence, No Alcohol	5%	0%	0%	3%
Alcohol, No Violence	39%	43%	39%	40%
No Alcohol, No Violence	9%	4%	11%	8%
Unknown	3%	7%	6%	5%
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Tables 10 and 11 show that approximately half the crimes committed by Caucasians were violent; of the violent crimes, 89% were accompanied by alcohol use. Among Natives and Blacks, violence accounts for 46% and 44%, respectively, of crimes committed by each group. In these groups, 100% of violent crime took place when the offender had been drinking.

Table 12 summarizes the above data by showing the proportion of total offenses involving either violence or alcohol.

Table 12
Percentage of Offenses Involving
Violence or Alcohol Use

	<u>Caucasian</u>	<u>Native</u>	<u>Black</u>	<u>Total</u>
Violence	53%	54%	50%	52%
Alcohol Use	82%	89%	83%	84%

Tables 10, 11 and 12 show a clear relationship between alcohol use and crime -- both violent and nonviolent. They also show that the relationship is virtually independent of race.

The 103 Eagle River inmates were asked whether or not they had ever had a "serious" drinking problem. Responses are shown in Table 13.

Table 13
"Have you ever had a serious drinking problem?"

	Caucasian		Native		Black		Total	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Yes	27	47	21	75	3	17	51	50
No	<u>30</u>	<u>53</u>	<u>7</u>	<u>25</u>	<u>15</u>	<u>83</u>	<u>52</u>	<u>50</u>
	57	100	28	100	18	100	103	100

In the total population, there is a 50-50 split between those reporting a "serious" drinking problem and no problem. There are marked racial differences, however: 75% of Natives, 47% of Caucasians and 17% of Blacks report having had an alcohol problem.

When the Base Expectancy had been in use for some time, we added a question concerning drug use; responses are available from 64 offenders. Table 14 shows violent and nonviolent crimes, distributed according to both alcohol and drug use.

Table 14
Alcohol and Drug Use on Day of Offense
by Type of Crime

	Violent		Nonviolent		Total	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Alcohol only	19	58	8	26	27	42
Drugs only	1	3	13	42	14	22
Alcohol and Drugs	5	15	4	13	9	14
Neither	<u>8</u>	<u>24</u>	<u>6</u>	<u>19</u>	<u>14</u>	<u>22</u>
	33	100	31	100	64	100

Drug use figured in 36% of the offenses, and alcohol in 56%. (It has been suggested that there may be a tendency to under-report drug use, or to substitute alcohol use for drug use in reporting. There is no way to verify this suspicion.)

If our responses are accurate, there is a striking difference between alcohol and drug use in relation to violent crime. Alcohol use had occurred on the day of 73% of all violent crime, and 39% of nonviolent crime. Drug use had taken place in only 18% of violent crime, and in 55% of nonviolent crime. The use of both alcohol and drugs was equally associated with violent and nonviolent crime.

Twenty (31%) reported that they have, at some time, had a serious problem with drugs. Table 15 shows responses to this question, by race.

Table 15
"Have you ever had a serious problem with drugs?"

	Caucasian		Native		Black		Total	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Yes	13	35	2	13	5	42	20	31
No	<u>24</u>	<u>65</u>	<u>13</u>	<u>87</u>	<u>7</u>	<u>58</u>	<u>44</u>	<u>69</u>
	37	100	15	100	12	100	64	100

The tendency for each group to report drug problems reverses the findings for alcohol problems: 42% of Blacks, 35% of Caucasians and 13% of the Natives had experienced serious problems with drugs.

Finally, Table 16 shows number and percent of individuals reporting problems with both drugs and alcohol.

Table 16
 Serious Drug and/or Alcohol Problem
 (Self Report)

	Caucasian		Native		Black		Total	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Alcohol only	7	19	10	67	3	25	20	31
Drugs only	9	24	0	0	4	33	13	20
Alcohol <u>and</u> Drugs	4	11	2	13	1	8	7	11
Neither	<u>17</u>	<u>46</u>	<u>3</u>	<u>20</u>	<u>4</u>	<u>33</u>	<u>24</u>	<u>38</u>
	37	100	15	100	12	99	64	100

When reported alcohol and drug problems were combined, 11% of the group reported having had a problem with both alcohol and drugs; 31% with alcohol only, 20% with drugs only, and 38% reported that they had never had a problem with either. Two-thirds of the Natives, but a quarter or less of Caucasians and Blacks reported an alcohol problem: one-third of the Blacks, a quarter of the Caucasians and none of the Natives reported a drug problem. The three groups did not differ in terms of having had a problem with both alcohol and drugs. Almost half the Caucasians, one-third of the Blacks and one-fifth of the Natives reported no problems with either.

Summary and Conclusions:

In this paper, we have attempted to tie together a series of reports, all based on different population groups, but all dealing to some extent with the relationship between alcohol use and crime in Alaska.

I. Relationship between alcohol use and crime:

1. In a 1969 study of one-half the Alaskan residents in 15 state, city and federal jails, 80% reported that they had been drinking at the time of their offense; 36% had been charged with Drunk in Public.

2. In a 1974 random sample of District Court cases (misdemeanors), 42% of the charges were alcohol related (OMVI, Drunk on a Roadway, Disorderly Conduct).

3. In a 1974 study of all sentences received during a six-month period in major population centers, 41% of the sentences were for alcohol-related offenses. Thirty-seven percent of all sentences in Anchorage during 1974 were alcohol-related.

4. In a study completed in 1975, which traced recidivism in 1,123 individuals released from corrections custody in 1971, an overall recidivism rate of 36% was reported for the three-year period; 50% of recidivism was accounted for by those with alcohol-related offenses.

5. In a 1974-75 sample of 103 offenders with sentences of six months or more, 84% reported that they had been drinking on the day of the offense for which they were incarcerated. In a sub-sample of this group (the 64 who were tested after questions on drug use

had been added to the questionnaire), 42% reported that they had used alcohol on the day of the offense; 22% had used drugs, and 14% reported that they had used both alcohol and drugs.

II. Distribution of racial groups:

Table 17 shows racial distribution of five selected populations. The 1973 Alaska Workforce shows numbers of adults (age 16 and over) in the state population; 1973 statewide Felony Defendants represent the only data on race available from the Court System. The three remaining groups are from DOC data: the Sentencing, Recidivism and Base Expectancy Studies.

Table 17
Racial Distribution
of Selected Populations

	1. 1973 Alaska* Workforce (N=123,400)	2. Statewide** 1973 Felony Defendants (N=749)	3. July - Dec. 1974 Statewide Sentences (N=846)	4. 1974 Releases 10 days plus (N=1255)	5. 1974-1975 6 mo. plus (N=103)
Caucasian	84%	60%	44%	56%	55%
Native	11%	17%	50%	37%	27%
Black	2%	6%	5%	5%	17%
Other, Unknown	<u>3%</u>	<u>16%</u>	<u>1%</u>	<u>2%</u>	<u>0</u>
	100%	99%	100%	100%	99%

*1973 Alaska Workforce: Department of Labor, June, 1973.

**Alaska Judicial Council, Sentencing in Alaska (1975).

Although it includes both 1973 and 1974 data and several data bases, Table 17 permits some speculation regarding proportion of Natives within the system. Column 1 is an approximation of the adult population of the state, classified by race. Column 2 shows the percentage of each racial group represented among felony defendants, statewide, in 1973. (The relatively high rate of "unknowns" in this sample is unfortunate; however, the data indicates that Natives are over-represented in the felony defendant population. It is also unfortunate that similar data is not available from District Court, where most alcohol-related cases are processed.) Column 3 includes statewide sentences for 1974 (including all sentences, no matter how short), and the Native percentage increases markedly. Column 4, from the Recidivism study, includes only those with sentences of ten days or longer, and shows a reduction in proportion of Natives to total population. Column 5 is based on a group of offenders (mostly from the Anchorage area), with sentences of six months or more. Natives make up a still smaller proportion of this group, although the percentage of Natives is still more than twice the percentage in the adult population of the state.

This is very rough data; the groups are not strictly comparable, and our own data (see Table 8, this paper), indicates that 1973 Workforce figures may drastically underestimate the Caucasian population present in the state by 1974.

The data does suggest, however, that as sentence length increases (theoretically suggesting more serious offenses), the

proportion of Natives in the correctional population more closely approaches the proportion in the statewide population.

III. Impact of the Uniform Alcoholism Act (passed in October 1972):

The time span covered by this series of reports permits us to look at very similar populations before and after passage of the Uniform Act. In 1969, the decriminalization of Drunk-in-Public was only starting to be contemplated, but no changes had been made in the system. The OVR study conducted in that year consisted of a sample of one-half the sentenced adult male Alaskan offenders, including those serving only a day or two. At that time, 36% of all offenses were alcohol-related, and 57% of the offenders were Native.

In 1974, a DOC statewide survey of all sentences (one day or over) during a six month period showed that 41% of charges were alcohol-related, and 50% of offenders were Native.

Thus, when all sentences are considered, there is very little change in proportion of alcohol-related arrests, or of Natives in custody. This confirms the observations of booking officers in the jails, who have consistently claimed that, "Nothing has changed except that the people who used to be charged with Drunk in Public now come in for Disorderly Conduct or Drunk on a Roadway."

The Uniform Act has had an impact, however, and its effect is evident in data from the DOC Recidivism study, which includes only those sentenced for ten days or longer, thus eliminating approximately 60% of those booked into the jails. Within the longer-term group included in the Recidivism study, the percentage of offenses

which were alcohol-related was reduced from 34% of total 1971 offenses, to 25% of 1972, 13% of 1973, and 7% of 1974 offenses.

Among those with sentences of 10 days or more, the number of alcohol-related offenses decreased by 38% between 1971 and '72, 49% between 1972 and '73, and there was a 1% decrease between 1973 and '74, indicating that the number of alcohol-related charges may be stabilizing.

This data suggests that the major impact of the Uniform Alcoholism Act has been in reducing the number of offenders who receive sentences of more than ten days; there has been virtually no change in terms of alcohol-abusers serving very short sentences. Correctional centers are still serving as a primary resource for detoxification.

IV. Alcohol/Drug Use and Violent/Nonviolent Crime:

Data gathered as part of the program evaluation of the Eagle River Correctional Center provides further information concerning the relationship between alcohol use and crime. This is self-report data from a group of 103 inmates with sentences of six months or longer, awaiting classification in the maximum security unit of the Eagle River Correctional Center. These offenders completed a self-administered version of the California Base Expectancy, which includes items on alcohol and drug use. (Items concerning drug use were added after 39 individuals had already completed the Base Expectancy; drug use information is therefore available on 64 offenders.)