

ALASKA LEGISLATURE COMMITTEE FILES 1987-1988 8672
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INTRODUCTION

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Section II, Running Toward Success will report on the adult Alaskan prisoner and his criminal and anti-social behavior as a teenager. The study will also reveal weaknesses in the juvenile justice system and offer extensive recommendations for positive change.

In order to understand the scope of the problem, a philosophical look at the paradox that is Alaska is the best beginning.

Alaska is a land of extremes; extremes of cold, of dark, of daylight, of desolation; of inordinate beauty and wealth beyond the wildest of dreams.

Drawn by the great riches brought about by major oil discoveries, families and businessmen came to Alaska to build their personal and corporate fortunes. Governmental services also increased drastically due to the influx of the great wealth into public coffers.

The Alaska government has had at its disposal millions/billions of dollars over the past ten years. After all state bills and taxes are paid, enough money is left over to give every man, woman, and child in the state \$500.00 or \$1,000.00 each and still have seven billion extra dollars in a rainy

day account. Shouldn't many of the thorny social problems plaguing less wealthy states be solved with these resources and the financial ability to attract highly skilled people in every field from all over the nation?

In the past ten years just such an experiment evolved. And while much has been positive, disquieting questions have also surfaced.

Why, with all this wealth and promise are so many Alaskan young people so troubled?

Why are the children of Anchorage running four times more frequently than the national average for a city our size?

Why were more than 7,000 Anchorage school kids suspended in a two year period?

Why did Anchorage high school students use cocaine three times more frequently than their national counterparts?

In addition, why does this tiny population of less than half a million people produce a mushrooming prison system that ranks fourth in the nation per capita?

How will they affect the future of Alaska? Are today's children of the streets the people destined to increase the prison population by a projected 500 percent by the year 1990?

Can Alaska reverse the tragedy of Running Toward Prison to Running Toward Success?

Many of Alaska's children are standing at a crossroad. For most, the future offers the very best of times; but for too many, it portends the very worst of times.

ARE KIDS ALSO VICTIMS OF THE SYSTEM?

Each year approximately 1,200 youth come into contact with the state and local services system for runaway and troubled youth. There are estimated to be about 300 throwaway youth in Anchorage each year. There are approximately 600 youth annually in Anchorage who are chronic runaways. (27)

Child abuse, alcohol and drug abuse or addiction, and increased numbers of runaways have severely affected the system. Even though significant efforts have been made by the legislature, through additional funding for child abuse programs as well as passage of child protection laws, the problems are out-running the solutions.

The state, by current law, cannot physically control kids. Further, in some cases, kids in serious trouble who will not cooperate or do not have guardians are prioritized down and often "thrown away" by the very system mandated to protect them.

Case: Linda, age 17, had been living on the street since age 13. She was severely drug and alcohol addicted. She was declared a Child in Need of Aid (CINA). While in the custody of the state she was arrested several times and placed in foster homes, McLaughlin, drug rehabilitation, and Alaska Psychiatric Institute. At the time of her last court date she was living with a known drug pusher and had no visible means of support. The court remanded her to her own custody on the petition of social services.

Case: Billy, age 15, had no living relative in the state. He was in the custody of social services as a CINA. Billy

CORRECTION

**THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY**

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had a history of severe physical and sexual abuse as well as drug and alcohol addiction. After a series of unsuccessful placements the state was relieved of responsibility by the court at the request of social services. Because the court upheld the petition to drop guardianship arbitrarily, he now has no legal guardian and a minor cannot legally act on his own behalf nor can any adult act for him. This means that nobody can legally sign him into school, sign for employment, or sign for his medical records. In December, six months after the court release of custodial responsibility, Billy was found under a stairwell living in a box.

**EVEN LITTLE KIDS CAN FALL
THROUGH THE CRACKS IN THE STATE SYSTEM**

Case: Lonny, age 11 was reported on the run and found in a crash pad. Lonny had not attended school in over three months and had been expelled. He had a history of five prior arrests and six prior runaway incidents. This little four foot ten inch runner's parent is drug and alcohol addicted. Physical abuse in the family is suspected. Police turned the youth over to social services. He was again returned home. Two days later he ran again.

Case: Jason, age 11 was found in a crash pad with several young adults involved in sex and alcohol. Police took Jason into custody. He had not attended school for months. Jason's history revealed that he had a prior record for shoplifting and had been living in the streets for three weeks. He was returned home by social services.

The cases listed are a few of the extreme but increasingly typical examples of the breakdown in the "System" that

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becomes an unwilling accessory to the creation of juvenile offenders and ultimately adult criminals.

THE "KIDDIE COPS," WHO ARE THEY AND WHAT MAKES THEM TICK?

Child exploitation, like any profitable business today, utilizes expertise and technology as tools of the trade. As a result, law enforcement agencies and officials are beginning to identify the need for specialists in the field.

In the Anchorage Police Department for example, there are different but connecting groups of officers who work with kids who are victims and/or kids who commit crimes. These groups consist of street cops, juvenile officers, and detectives working sexual abuse and exploitation cases.

In this report the concerns of Officers Chapman, Warner, Feichtinger, and Lacey are profiled.

THE COPS ON THE STREET

The typical "kiddie cop" (a term used by fellow policemen) is an officer who takes a personal interest in and has a special talent for working with juveniles.

Even though there is often an adversarial relationship between street kids and the police, some kids develop an uncanny intuition about cops who really care about them personally.

Preston Chapman, an A.P.D. patrol officer, is one of the most visible and dedicated examples of kiddie cops in Anchorage.

He is the kind of cop that arrests the kids then spends hundreds of off-duty hours helping them "get their acts together" and work out their problems. In interviews with street kids about their relationships with patrol cops, Officer Chapman's name comes up regularly. They say "he's tough but he's fair . . . and he is everywhere."

In a recent interview with Officer Chapman we invited him to share his perspective and concerns about the problems he encounters nightly with the kids on the street.

"It just seems like there is a whole other world going on with the kids that most people don't suspect.

"It is really hard to pick up kids time after time. You get to know them and can cite their records and the trouble they've been into. You see their crimes get progressively worse. You get so you can almost pick out the ones who will eventually become victims and the kids who will grow up to commit more serious and violent crimes. Far too many of them are just a tragedy waiting to happen."

Sergeant Steve Warner, head of A.P.D.'s Child Sexual Abuse Unit is the ranking expert in incest cases and is credited with more incest arrests and convictions than any other officer in Anchorage. Incest is a form of child exploitation that contributes heavily to runaway and criminal behavior.

"Kids who grow up in incestuous relationships are at-risk for running when they become teenagers. Incest abuse often starts at an early age and is long term, averaging five years. Children are trapped in this abuse until they are old enough to look for options. Usually the only two options open to them are to tell someone about the abuse or to run. Young victims will rarely report directly to police about what has happened and often find it difficult to talk to adults. The child may tell a peer and then the peer will involve an

adult or they run. Incest victims on the street are also more vulnerable to further exploitation."

THE SPECIALIZATION OF CHILD EXPLOITATION POLICE WORK

The 1977 Federal Child Exploitation Act required a direct involvement by the federal government in certain child prostitution and pornography cases as well as training and support for state and local agencies.

In May 1983 twenty-seven experts from across the nation were selected by the F.B.I. to meet at the training facilities at Quantico, Virginia to form the base of expertise. The F.B.I. established a criteria for law enforcement officers chosen for this highly specialized and sensitive field. They stressed the ability to legally define cases of sexual exploitation involving children and interpret evidence into workable cases. Equally important, officers had to be so personally committed that they were capable of sensitive interaction with emotionally damaged children who have been betrayed by adults.

Anchorage Police Officer Frank Feichtinger, one of the original detectives chosen by the F.B.I., is considered a national role model for officers in exploitation case work.

Frank Feichtinger has been a police officer in Anchorage for ten years. He also worked as a Youth Counselor at McLaughlin Youth Center on two occasions. He and his wife Jackie were foster parents for delinquent boys. Feichtinger also participated in a great many activities involving delinquent and neglected children in this community. For the past three years he was assigned to the investigation of cases involving

the sexual abuse of minors. He is recognized as an expert witness in the sexual abuse of children in the Superior Courts in three judicial districts. In addition, Feichtinger has prepared and conducted training for police officers, counselors, university students, citizen groups and district attorneys in the field of exploitation of minors in the state of Alaska. He has also conducted training classes for police investigators and other professionals on the national level. Feichtinger serves as a consultant to the National Center for Missing and Exploited Children. Feichtinger was chosen Alaska Lawman of the Year for 1985. He is a graduate of Rutgers University with a degree in Political Science. Feichtinger also served as a commissioned officer in the United States Army and the Alaska Army National Guard for thirteen years.

John Rabun, Deputy Director of the National Center for Missing and Exploited Children stated "Officer Feichtinger is representational of the F.B.I. criteria of the dedicated, well educated, and committed individuals desperately needed in child exploitation work,"

Officer Feichtinger was requested to provide his perspective on the interaction between agencies in cases involving exploited children and juvenile crime.

"Dear Mrs. Hall:

"You asked if I would note my perception of the problems involving juveniles in the Anchorage area and how I feel about the way in which these problems are currently being addressed. Obviously this is a very broad subject area that could be expounded upon at considerable length. I will try to provide for you my perceptions in brief format. If there is a need to document or explain at greater length cause and effect factors behind these perceptions I am prepared to do so using my personal

experience, studies conducted on a local, state and national level and documented information I have gained in working police cases involving juveniles over the past ten years.

"I do wish to state that the perceptions provided in this letter are my personal views and do not necessarily reflect to any degree the views or position of my current employer, the Anchorage Police Department.

"Anchorage does have a juvenile problem that is of considerable magnitude and to which there is no easy answer. I have many times been asked if the problem with juveniles in Anchorage is less than that experienced by communities of similar size in other places in the United States. In my opinion our problem is of at least as great a magnitude if not greater than other similar communities. The very nature of our population, in that it is more transient with less established community roots, coupled with the fact that most people in Anchorage are from somewhere else, has given our community a greater than normal proportion of broken families, single parent families and families with social problems. Families in this community are often isolated to a greater degree than most other similar sized communities in the United States, and sociologically this means greater problems. My experience is consistent with this conclusion.

"There are many different agencies within our community that deal with children who are having problems. These consist of private organizations that independently or in contact with the State or Municipality deal with children experiencing a wide variety of problems e.g. poor home situations, runaway behavior, drug and alcohol problems and neglect. Public agencies such as the Division of Family and Youth Services, the police, and the Department of Health and Social Services are also tasked with various aspects of the problem. Add to this large number of different organizations the Anchorage School District with some 40,000 plus students and the medical community and you see what appears to be a tremendous apparatus available to help children in the community. There exists, however, a major problem in that communication and direction between this multitude of agencies is almost non-existent. Many factors are at play that cause this problem, not the least of which is professional jealousy, competition for contracts, real or imagined rules of confidentiality and significant

differences in ideologies. Delinquent and problem children are not developed overnight. In almost every case we find a long history of problems starting when the child was very young and continuing to a point where behaviors are exhibited that can no longer be ignored. In almost every case we see repetitive contacts with a magnitude of different agencies, none of which communicated effectively with each other to find an effective long-range solution for the child. Instead, often all that occurs is a band-aid type solution that works for the open wound but does nothing about the situation that would produce the problem to begin with. As such the child often continues on a destructive course until the next - and usually more serious - open wound occurs. Most children will begin their lives as trusting little individuals. As things turn sour in their lives they expect some type of cure to be effected by those persons in their lives whom, by virtue of their adult and official status, are those who can understand and "fix" those complicated things children do not yet understand or comprehend. Each time a child turns to one of these figures, receives at best a band-aid, and then returns to a problem still not solved, that trust is eroded. Take a large pot and put into it large numbers of these type of contacts over a ten year period of a child's developmental life, mix in the influences of other adults who introduce and encourage the child in drug or alcohol use, harmful sexual activity, inflict emotional and physical abuse and essentially victimize the child and then ask why the pot holds a consistently delinquent or problem child that is almost impossible to reach.

"The most important change that needs to take place is to establish a network of communication and effort amongst agencies, public and private, that are charged with dealing with child welfare. This must be done through a formalized and mandated structure that is frequently carefully scrutinized by persons not directly involved in the agencies involved. To do this, the band-aid attitude must change and if this change will not come from within the existing systems it must be forced by persons outside of the system. There exist established programs in other states and on the national level, some of which you are familiar with, that can provide a framework for this kind of cooperation and sharing of resources and expertise.

"There are no inexpensive solutions to the problem of child welfare. In my years in Anchorage I have consistently seen a reluctance on the part of governments, local and state, to spend money for child care and child assistance. There seems to be a pervasive attitude amongst government officials that the problem will go away on its own. It will not. A problem child's difficulties are not solved when they are expelled from school. They are not solved when they are arrested for a crime or put in a shelter for two days where they receive little care and no counselling and then placed back with the family where the problems were caused to begin with. A child's problems with an abusive parent are not over when the parent is charged with a crime. Yet this is the attitude that we, as a community, consistently take. There is very little alternative care available to children of our community and children need to be cared for by someone. The problem doesn't go away because the child is living on the run and therefore not a financial burden to the facility that is supposed to be taking care of him. There needs to be emphasis placed on alternative child care facilities to meet the needs of the hundreds of children in this community that literally have no home. This is not an inexpensive proposition. There also needs to be a capability of agencies to follow the welfare of the children they are dealing with, which means more staff to accomplish this function. Every agency that presently deals with children, public and private, needs to be examined closely to determine (1) Are they doing what they are mandated to do? (2) Do they have the staff to adequately address their mandate? (3) Are they coordinating and dealing with other agencies also involved in the child's welfare? (4) Are they following through with the care that they are providing or at least insuring that some other agency or facility is (example: if a child is expelled from school, is the school checking to determine if the Division of Family and Youth Services is doing anything to find out why this child cannot perform in school)? (5) Do they have adequate capability for child care, i.e. are there enough available foster homes, shelters, beds, etc.? Most importantly, is there a mechanism in place to make sure that children in trouble aren't falling through the cracks of the bureaucratic shuffle? If the answers to all these questions are not satisfactory, and believe me they are not, then the money needs to be spent to give agencies the mandate and capability to carry through their mandate. This will be expensive and probably will not generate the kind of rewards that

constructing a new office building will, but the investment in the future of this state will be far greater than the building of any structure. People do not become obsolete.

"Specifically, the question comes up, what do we need? In my opinion, as a minimum, we need:

"A capability within the public school system to provide services directly or by referral for children who are "problems". Schools will frequently be the first to see a child's problems and if dealt with immediately the solution may be easier. Suspending or expelling a fifth grader who has no parent at home to go to or an abusive or neglectful one who only makes the problem worse is not the answer.

"The Division of Family and Youth Services needs a mandate to care for all children who need care, not those who happen to fall into some kind of neat category. Example: if a non-family member is providing a "crash pad" for 14 year old run-aways, this needs to be a social type responsibility as well as a law enforcement responsibility.

"The Division of Family and Youth Services needs to have adequate alternative homes. If the child's problems cannot be solved within their family, somehow a family must be provided. Forcing the child back into an abusive or neglectful situation because of lack of alternative care facilities only increases the likelihood of more serious problems.

"Alternative child care must be "quality care" that is carefully examined and evaluated. Warehousing only increases problems. Good child care is not cheap because qualified people are needed and qualified caring people don't come free.

"There needs to be a facility where children who need help can go and where they will get it. If a child has run away from home because of abuse, they will not go to the police on their own or to any other official agency. If there was a well publicized government run "home" the child could go to where qualified staff can investigate

the child's problem and then be able to refer the child to the agency that can help in an advocate kind of way, many problems might be addressed sooner and with greater success. This facility needs as a minimum, temporary bedspace.

"Juvenile Probations need enough staff so that they can actively check the situations of their charges. There are innumerable cases where probation officers aren't aware that a child is living in an abusive or harmful situation because they have no capability to physically check on their clientele. Probation's capability must be extended so that effective guidance can be given. Presently we can only monitor a little. Monitoring without direction is almost useless so direction must be provided as well. Probations also needs adequate alternative care facilities. If children cannot make it in their homes because of the nature of the home environment it does no good to send them back there.

"Juvenile corrections must have the capability to detain children charged with serious crimes, at least temporarily. If a child is arrested for a burglary at 3:00 a.m., placing that child in a poorly supervised shelter from which he can freely run is a poor alternative to temporary incarceration. In addition, turning a child loose after a fourth burglary arrest to live in the same placement he was at when committing the burglaries only insures that the child will commit more burglaries. The juvenile corrections system is presently so over-committed that only those children who have committed the most serious and repeated offenses are treated. This is a real smoking gun approach that is counter-productive.

"Police need to be mandated to take a pro-active approach to juvenile problems. The adults in our community that actively victimize children create a multiple of considerable magnitude on the child endangerment scale.

"It is not enough to wait in an office for someone to complain. An active approach to determine what the juvenile crime problems are and then doing something about it is needed. If, when a child runs from home there is no one waiting to further victimize him like a

bunch of vultures descending on a wounded mouse, things would be a lot better. A can-do type approach needs to replace the "its your fault" approach and to do this, positive direction and mandate is needed.

"I hope this will be helpful to you in your efforts to determine the problem involving minors in our community. In my many years as a police officer, and in my countless dealings with minors and young adults who have run afoul of the law I have learned, if nothing else, that there is a long history in each person that leads to their difficulties with the law. If someone had taken the time and money to intervene sooner it would probably have prevented tremendous State expenditure to arrest, try, convict and put in prison this person. If we truly want to cut down our prison populations and save the high cost of this kind of action, we need to spend a little more money earlier in people's lives. Children need adult guidance, support and love and without it they will not nurture and will not develop into the kind of citizens we expect them to be. If they do not receive this support, guidance and love from their families then the community must provide it in a comprehensive sort of way or the end result is greater victimization of the community and higher costly prison populations.

Frank Feichtinger"

The breakdown of the present conditions within the social services, law enforcement, and juvenile justice systems would be more understandable or even expected given the increasing scope of the problem locally and nationally had Alaska's monetary and human resources been less abundant. The frustrations expressed by Officer Feichtinger are timely. Ironically, a great many of these same warnings appear in the following letter written exactly ten years ago by then-Sergeant Wade Lacey of the Anchorage Police Department.

**Municipality
of
Anchorage**



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GEORGE M. SULLIVAN,
MAYOR

ANCHORAGE POLICE DEPARTMENT

July 2, 1976

Marroyce Hall
Chairman
People for Better Education
Anchorage, Alaska

Dear Ms. Hall:

In response to your request for our views on how the present juvenile system is functioning, and what changes we would propose, I am including the following observations and suggestions. These suggestions are not complete but they do provide some insight into the problem that law enforcement agencies face and attempt to cope with.

Status offenders are rapidly becoming a major problem in the Anchorage Area. Many juveniles are living away from home without their parents permission. Because of the present laws, police departments, social agencies and the juvenile courts are helpless to prevent or correct these situations. These juveniles are becoming involved in criminal offenses and placing themselves in positions that are detrimental to their morals and welfare, and yet our "system" is helpless to correct these faults. In the meantime, many parents are attempting to seek assistance from all available agencies but are unable to get any help because of current laws and attitudes. It should be kept in mind that, even though the parents have lost all control over their children, and are unable to obtain needed assistance, the parents are still responsible for their childrens' actions.

I would submit the following suggestions for consideration. Lower the juvenile age from 18 years to 16 years. Juveniles today are much more sophisticated and are committing much more serious offenses than several years ago. A large percentage of our major crimes are being committed by juveniles in the 16-18 year group. If society is going to protect juveniles from being responsible for their own actions, then society owes it to the citizen to protect them from the criminal juvenile offender.

Another alternative would be to provide adequate social services and agencies to identify and work with families as a whole. Too much attention is devoted to the rights and needs of the juvenile and parents are ignored. It is necessary that both the juvenile and parents be considered when counseling or other social therapy is recommended.

People for Better Education

July 2, 1976

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I would suggest the laws be changed to bring back parental control within the home. Today's attitudes and thinking by many well-meaning groups are weakening the family structure. This trend should be reversed.

Juvenile offenders that commit serious crimes against persons and property should have their names and addresses made public. I believe that society has a right to know who these offenders are. I don't feel, however, that all juvenile offenders should have this information released, the criteria being, should society have to protect itself from a particular type of offender such as a rapist or burglar.

Establish a local ordinance to enable police officers to take CHINS (children in need of supervision) into custody and place them under supervision until subsequent contact by the proper agency. Keep in mind that many run-aways are leaving the foster homes they are now being placed in. I maintain that if a juvenile is going to be counseled and steps taken to place this child in the proper environment, the first step is to ensure that this juvenile will be available for this evaluation. In many instances that is not the case today. There are many more issues that could be addressed, such as the role of the juvenile court, probation officers, institutions, etc.; however, with the emphasis on juvenile diversion and rehabilitation rather than on punishment, deterrents to delinquency behavior are rapidly disappearing.

I strongly feel that one of the primary goals of a police department is to divert juvenile offenders from the court systems. However, without the necessary support from other agencies in the community, this approach is a failure as the attached documents will support.

Many supporting agencies do an excellent job, but fail in their role because of lack of staff and funds. Some are restricted, as are parents, because of some laws pertaining to juveniles. Also, I don't feel that the schools fulfill their responsibilities in the role they play in identifying and preventing problem behavioral patterns. More training and specialization is needed by law enforcement agencies.

The problems are many and I don't feel that there are any certain solutions. It will take community involvement by many citizens before any progress is made toward lowering the juvenile problem we face in Alaska. Politics, money, personnel, attitudes, philosophies - all play roles in the system. There are as many solutions as there are children, and until such time as we begin to do what is in the best interest of each individual child and parent; based on each individual case; our juvenile problem will continue to grow.

Sincerely,

Wade C. Lacey

Sergeant Wade Lacey
Juvenile Bureau
Anchorage Police Department

W1/bh

In the ten years that have passed between the Feichtinger interview and the Lacey letter, the solutions have remained the same and the magnitude of the problem has increased dramatically. (Enclosures to the Lacey letter are appended as Appendix A.)

THE ADULT CRIMINAL PROFILE

To understand the significance of juvenile experiences when evaluating the criminal actions that end in long term incarceration, it is necessary to investigate and profile the arrest background of the adult criminal. (Report to the Nation on Crime and Justice U.S. Department of Justice, Bureau of Statistics). (23)

Who is the "typical" offender?

Most crimes are committed by males ages 18 to 20. Half of all persons arrested for UCR Index Crimes are youths under age 20 and four-fifths are males. (13)

Knowing about offenders' backgrounds tells us about their lives, not necessarily why they commit crime.

While turbulent home life, lack of family ties, and poor education are frequently present in the backgrounds of offenders, these factors may or may not contribute to crime. Some theories suggest that some of these factors are symptoms of maladjustment as a criminal behavior. Clearly, most persons who share these factors in their backgrounds are not criminals.

A high number of offenders come from unstable homes.

Research shows a higher incidence of unstable homes among delinquents than among nondelinquents. State prison inmates are more likely than not to have grown up in a home with only one parent present or to have been raised by relatives or on state care.

A high number of offenders were sexually abused.

Criminal behavior has many antecedents. One variable under study as an antecedent is that of childhood sexual abuse. The data prospectively from a known sexually abused murderer group and retrospectively from a runaway population and sexual murderer group suggest that without intervention, children who are sexually abused are at high risk for long term outcome behaviors of anxiety, fears and phobias, depression, suicide attempts, interpersonal problems, somatic complaints, autoerotic behavior and deviant sexual interests as well as delinquent and criminal behaviors. (17 and 21)

Most offenders are not married.

Among jail and prison inmates --

* About half have never been married and another 20% are divorced or separated.

* 20% are married (vs. 47% of the comparable U.S. population).

Most inmates have dependent children.

More than half have children, almost all of them under age 18. More than a third have three or more children.

The level of education reached by jail and prison inmates is far below the national average.

These data over-represent street criminals as opposed to white-collar criminals; only about 40% of all jail and prison inmates have completed high school.

* Fully 6% of all prisoners have no schooling or only kindergarten. Their rate of incarceration is more than 3 times that of high school dropouts, the group with the next highest incarceration rate.

* College graduates have an extremely low incarceration rate. (6 and 11)

Incarceration rate (per 1,000
U.S. males age 20 - 29)

No school/kindergarten	259
1 - 7 years	83
8th grade	70
9 - 11 years	46
12th grade	11
13 - 15 years	6
16 or more years	1

Relatively few offenders are career criminals.

Many studies have shown that only a small group of any criminal subset is repeat offenders. The Wolfgang Philadelphia studies found that for males born in 1958, 23% of those with one or more arrests could be defined as chronic offenders. The proportion of chronic offenders was higher for nonwhite males (11%) than for white males (4%) and for nonwhite females (2%) than for white females (1%). (28)

Probability of arrest increases with each subsequent arrest.

Long term studies show that once a person is arrested, the likelihood of further arrest increases with each subsequent arrest. Wolfgang's Philadelphia data revealed the following probabilities of rearrest for young men:

*33% of the entire group had one arrest.

*53% with one arrest went on to a second arrest.

*62% of those with two arrests went on to a third.

*71% of those with three arrests went on to a fourth.

Once a youth had gotten beyond the third crime, the likelihood of further criminality remained at about 71%. (28)

Career criminals, though few in number, account for most crime.

Even though chronic repeat offenders (those with five or more arrests by age 18) make up a relatively small proportion of all offenders, they commit a very high proportion of all crimes. The evidence includes data for juveniles and adults, males and females, and for urban and rural areas. In Wolfgang's Philadelphia study, chronic offenders accounted for 23% of all male offenders in the study, but they had committed 61% of all the crimes. Of all crimes by all members of the group studied, chronic offenders committed:

* 61% of all homicides

* 76% of all rapes

* 73% of all robberies

* 65% of all aggravated assaults (28)

Repeat offenders commit a disproportionately large number of street crimes in urban areas.

persons who had four or more arrests in a five year period represented 24% of all arrests during this period.

Repeat criminality is not limited to urban settings.

Polk's study of a nonmetropolitan Pacific Northwest county showed that there is a very high likelihood of adult arrest among boys who have a delinquency charge by age 18. (20)

Chronic violent offenders start out and remain violent.

Violent offenders typically begin their criminal careers by committing violent crimes as juveniles. The 1958 Wolfgang Philadelphia study, for example, shows a high probability of violent recidivism. That is, the more injury-offenses the youths committed, the more likely they were to commit further injury-offenses. For males --

26% of the entire group had one violent offense

34% of this group went on to a second violent offense

43% of the three-time violent offenders went on to a fourth violent offense.

For males, the probability of subsequent offenses continues to increase as the number of offenses rises at least up through six offenses, given five prior offenses. For females who were three-time offenders, the data also show a higher probability of a fourth violent offense, and of a fifth violent offense, given four. (28)

Prior criminal behavior is one of the best predictors of future criminality.

Age at first contact with police (arrest or otherwise) is also very important. Research shows that youths whose first police contact occurred in their early teens had a greater number of future police contacts than those whose first contact was later. (22) Graphic presentation of age-specific arrest appended as Appendix B.

ALASKA PRISON POPULATION

Thus far, this report has dealt with conditions that contribute to criminal and anti-social behavior. The following material will explore Alaska's adult criminal histories and the common linkage between the generational patterns of the two populations.

Alaska, the largest state in the union with the smallest population, ranks fourth in the nation per capita with 2,141 prisoners incarcerated and 2,606 individuals on probation or parole. In addition, almost 200 prisoners are housed outside of the state of Alaska. The Alaska prison population has almost tripled in the past five years.

The average operating cost to the people of Alaska for each prisoner is \$82.49 per day, or \$30,108.85 per year. If capital costs are included that figure rises to approximately \$45,000.00 per year per prisoner.

Four percent of the inmates in adult corrections are still teenagers. Youthful offenders, ages 19 through 24, represent the largest age grouping of prisoners, with 30% of the total prison population in this category. (6)

Violent Offenders Account for 61% of the Alaska Prison Population.

The majority of Alaska's prisoners, 25%, was incarcerated for sexual assault, with 12% for murder, 9% assault, 9% substance abuse, the remainder for property crimes.

60% of Alaska's prisoners are not native to Alaska: 56% were born in other states, 4% in other countries.

ALASKA PRISONER POPULATION

ALASKA POPULATION

WHITE:	<u>54%</u>	<u>77%</u>	
NATIVE	<u>34%</u>	<u>16%</u>	
BLACK:	<u>9%</u>	<u>3.4%</u>	
OTHER:	<u>3%</u>	<u>3.6%</u>	(6)

WHO ARE ALASKA'S PRISONERS?

The study, Running Toward Prison/Running Toward Success, includes background research on adult prisoners in the Third Judicial District.

The Third Judicial District encompasses the corrections facilities in Palmer, Anchorage and Kenai, housing over half of Alaska prisoner population. About one-fourth of the prisoners chose to participate in this study. This sampling totalled 351 individuals currently incarcerated.

We were cautioned by the Department of Corrections that prisoners who were functionally illiterate would not volunteer because they could not read or understand the questions. Further, two additional categories would not be reflected, those prisoners incarcerated pretrial, and Alaskan prisoners currently serving in federal or state prisons outside the State. This population includes many of the multiple and serial murderers and other hardcore long-term prisoners.

57% of the prisoners participating reported that they had run away or left home before the age of 15. The youngest was 8 years old at the time he left home.

60% of these prisoners were involved in severe family problems as juveniles.

72% had delinquency problems in school.

76% stated they had committed criminal acts while still minors.

75% of the prisoners reported they had used alcohol and 61% reported they had used drugs while still teenagers.

The 351 individuals surveyed indicated they were responsible for parenting 240 children.

Almost half of the adult prisoners responding stated they had spent time in state juvenile facilities and/or correctional institutions. Further, those prisoners responding indicated that as juveniles, they had been in state custodial placement or incarceration for a total of 891 times.

WHAT DO ADULT PRISONERS SAY ABOUT THEIR JUVENILE EXPERIENCES THAT LED THEM TO PRISON?

More than 250 responses were received in answer to this question. Answers encompassed the spectrum, including chilling statements like "Kill all the pigs and norks." Most answers, however, appeared to be real attempts to reflect on decisions that ended in prison and to identify that first turn in the road that led to the locked jail cell.

Taken as a whole, their answers provide a mosaic of the real problems that are causing society to grope for new ways to change their patterns.

Most of the responses revealed regret over circumstances in the family. The next highest group targeted the use of alcohol and drugs. Loneliness, lack of self worth, and inappropriate peer groups threaded a pattern through many of the answers.

Some of the replies submitted in response to the question, "What do you believe could have been done when you were a juvenile that would have helped you stay out of prison and become a more productive person?"

"Been pulled from home and put in a foster home. If someone would have believed me when I told police what was happening instead of stepfather. Back then all I needed was someone who cared, someone I could call my friend, someone I could trust to talk to."

"Some kind of love or attention, parents not drinking. Who knows to late now?"

"Maybe visit a prison on the inside, maybe a scary experience would help, a tough prison."

"Not letting me do as I please and punish me when I did wrong. But not physical abuse."

"More exposure to religion at an early age. Better sexual education, from the purely physical to more on the moral values of sexuality."

"I think that having proper sex education and drug and alcohol prevention classes."

"To be able to say my feelings and not stuff them."

"Seek help on being abused. To have known about sexual abuse back then and got some counselling."

"Nothing, as I chose the situations and acts myself."

"Not such an early sexual experience or start. Better communication with parents and friends. Not moving so much or so often. More religious contact. Not having my sisters sexually abused by my dad by either no divorce or

bringing it up to dad that I knew. Having Mom around through puberty."

"Counselling. And by not putting a juvenile in a place where there are older boys that teach the ropes and other bad habits in life."

"Stay out of drinking I've been in jail when I use to drink."

"Learn about the law. Stay out of trouble. Don't deal with drugs & drinking. Also should had keeping going to school and have a good nature life. Also have more skills in something I'm good at working on. Also experience life & nature. Life ain't easy anymore getting worst everyday and different."

Additional responses appended as Appendix C.

(Prisoner responses typed as submitted.)

In reviewing the prisoners' responses in light of recommendations it became evident that changes in the way parents treat children and re-establishing societal expectations of parenting is a necessary long term goal. In the short term, however, we must address the second most frequent cause of crime mentioned . . . juvenile involvement in drugs and alcohol. While alcohol is the most prevalent abused substance and creates a complex problem because of the legal/illegal status, another relatively new and frightening menace, Crack, threatens to eclipse the health problems and criminal activities attributed to alcohol abuse.

CRACK! A CLEAR AND PRESENT DANGER

Crack, a highly addictive form of cocaine, is expected to create an epidemic of health risks and crime nationally. After a four year decline, New York reported a 9.1% increase in crime. Seattle crime rates rose 18.3 percent the first six months this year. Crack is now accounting for one-half

to two-thirds of the cocaine sales in Dallas, Detroit and Philadelphia.

Street kids, high school kids, and drug experts are reporting crack is beginning to show up in Alaska.

Called the drug pusher's dream, crack can be bought by school kids with allowances and lunch money and is more addictive than heroin. (5, 9, and 10)

HOW BAD IS CRACK, REALLY? One drug enforcement officer responded this way: "If I had to choose between my kid doing crack or taking a chance with AIDS I'd have to think about it for a long time."

CONCLUSION

Despite ten years of wealth and prosperity, Alaska is experiencing a significant increase in the population of runaway teenagers and adult criminals. A large percentage of prisoners currently incarcerated as adults were involved in criminal activities as juveniles. A comparison of lifestyles of current runaway and street kids with those of adult prisoners as juveniles substantiate a direct cause and effect correlation between the two populations.

Neglectful parents, poor education, sexual exploitation and anti-social behavior are often common life experiences that lead to juvenile delinquency, violence and adult criminal behavior.

Drugs and alcohol play an ever expanding role in the lives of teenagers as well as criminals. It is difficult for the ordinary citizen to perceive the magnitude of the Alaska drug market. Narcotics enforcement experts estimate the amount of cocaine flowing north to Alaska to be 50 to 100 kilos each month. Using 50 kilos (or 110 pounds) as an example, that amount computes out to one-half million "lines," or more than one "line" each month for every man, woman, and child living in the state of Alaska.

Not only is drug abuse suspected to be higher than the national average, Alaskans rank fourth nationally in alcohol consumption. Widespread substance abuse creates just a few of the problems beginning to seriously effect the case load capabilities of law enforcement, juvenile justice, and social services, as well as the prison system.

While much of this report is devoted to identifying and analyzing reasons why so many of Alaska's youths are in trouble, Section II is optimistically entitled Running Toward Success because there are positive workable solutions.

Alaska is uniquely suited to experiment with solving some of these problems. First, with the exception of the three major cities, the state of Alaska has responsibility for law enforcement. Second, over half the population of the state lives in one city. Third, Alaskans are separated by thousands of miles from the rest of the country.

The solutions are not going to be easy. These problems will not be solved simply by throwing money at them. It is going to require the same single-minded dedication that built the pipeline and rebuilt Alaska after the 1964 earthquake. The protection of kids must become just as important to the future of Alaska as the permanent fund and they must be protected as diligently. This is going to require a united and cohesive private, corporate, and state effort. With that in mind we present our recommendations.

Recommendations

LEGISLATIVE

PROBLEM: Additional priorities and funds are needed to increase pro-active drug enforcement against individuals who deal drugs to juveniles.

PROBLEM: Every year millions of dollars worth of property is seized nationally in drug raids. The funds are forfeited back to the federal government if the state makes no provision to claim it.

RECOMMENDATION: Enact Alaska legislation enabling the use of funds collected from forfeiture of assets of convicted drug dealers to be assigned to a fund to be used specifically for enforcement against traffickers who provide drugs to children and youth.

PROBLEM: Some laws designed for the protection of children are harmful, ambiguous and destructive. For example, juveniles are automatically remanded to adult court if they commit a traffic or game law offense, but they are treated like children if they commit violent or property crimes.

Example: If a juvenile is arrested for killing an animal illegally, he is charged as an adult. If he is arrested for murder his juvenile rights come into play, he will not stand trial (unless waived) or be found guilty of a crime.

RECOMMENDATION: Complete restructuring of juvenile laws to provide balance between protection of the minor, and the right to reasonable protection of the community as well as a realistic deterrent to serious criminal behavior. (11)

RECOMMENDATION: Legislation should be passed to allow for automatic waiver of 16 and 17 year olds with an unclassified felony offenses to be tried as adults. (12)

LEGISLATIVE

PROBLEM: Some cases involving drugs, child prostitution, and exploitation also involve criminal conspiracy, a crime in 49 other states. Alaska is the only state in the union that does not have a conspiracy law.

RECOMMENDATION: Passage of a state criminal conspiracy law that will provide an important tool for Alaska law enforcement in dealing with sophisticated crimes. (2)

PROBLEM: Backlog of child sexual abuse court cases. It does little good for police to arrest an exploiter if the prosecutorial case loads are backed up in the justice system or if there is no room in a jail cell or if there is no treatment for the individual and he comes back into the community a more proficient criminal than when he went into the justice system. (18)

RECOMMENDATION: Prioritize and fund adequate prosecutors and staff and facilities.

PROBLEM: State and local law makers sometimes enact legislation they perceive to be in the best interest of children and families without hearing from those individuals in agencies who actually work hands-on with cases. Information sifted through the brass sometimes bears little resemblance to actual problems in the field. Further, the administration sometimes hand-picks individuals to represent their positions to testify at hearings. A better informational balance is required for law makers to make workable, accountable, and informed decisions.

RECOMMENDATION: Request both positive and negative approaches from people who actually work cases and ensure that state and local employees are free from retribution if they disagree with a problematical approach to problem solving in their fields of expertise.

LEGISLATIVE

PROBLEM: Because juvenile cases* are secret there is no procedural review on handling.

RECOMMENDATION: A professional Board of Review is needed for review of questionable handling of juvenile cases. The board would be comprised of professionals in related fields and appointed by the Governor, the House and Senate and Alaska Chiefs of Police. Cases would be presented blind for procedural review only.

PROBLEM: In most cases juvenile offenders detained for treatment by Division of Family and Youth Services (DFYS) are not required to be evaluated by a psychologist or psychiatrist prior to release. Presently, the staff has the responsibility to approve the release of offenders.

RECOMMENDATION: All juvenile offenders need to have been evaluated and approved for release by a psychological professional trained in predicting dangerous and/or criminal behavior.

PROBLEM: Most institutionalized juvenile offenders have poor post-release placement. Many times the only placement is with their abusive family or a temporary foster home.

RECOMMENDATION: The first year after being released from a placement such as McLaughlin Youth Center (MYC) is the most crucial for continued counseling and monitoring. Use of a post-treatment placement or "half-way house" has been demonstrated to decrease crimes and to integrate the juvenile into the community. (19)

* A case is any situation where a child comes in contact with any public agency because of need.

LEGISLATIVE

PROBLEM: Caseloads for many staff personnel of McLaughlin who apply therapy are so heavy that they cannot effectively administer and provide necessary counseling.

RECOMMENDATION: Additional staffing, particularly with the at-risk juveniles, is essential to curb future criminal behavior.

PROBLEM: Numbers of juvenile offenders detained and institutionalized at MYC increased in 1983. A concomitant increase of assaults, out of control behavior and destruction of state property was recorded.

RECOMMENDATION: A mandatory limit of detained and institutionalized juveniles must be made to ensure the integrity and safety of treatment at MYC. If this is impossible more staffing is needed to increase contact hours. (Experts submitted a study in 1976 identifying the need for a secure detention unit for 100 boys and 20 girls by 1984. There are currently beds for 30 boys and 10 girls.)

PROBLEM: Often hard-core juveniles who have committed felony offenses do not perceive themselves as criminals because society and the legal system give them the message that breaking the law is not CRIME until they reach age 18.
(16)

RECOMMENDATION: Publish the names of juveniles guilty of committing violent or repetitive crimes; rape, assault, murder, and property crimes such as robbery, burglary, and extortion.

RECOMMENDATION: Review workable and appropriate punishment/rehabilitation concepts in other states. (19)

LEGISLATIVE

PROBLEM: The numbers of juveniles who rape and molest have increased. While DFYS has some minor treatment interventions for juvenile molesters and rapists, no treatment programs have been established to decrease these offenses when the adolescents are released from DFYS. (8)

RECOMMENDATION: Establish a comprehensive treatment program. Several programs outside Alaska have clearly demonstrated a significant decrease in molestation and rapes after release. (i.e. The Sex Offender Therapy Program in Snoqualmie, Washington or The Hennepin County Home School In Minnetowka, Minnesota.)

PROBLEM: Juveniles do not take crime seriously. The state's criteria of "the least restrictive environment" is not always the most productive answer.

RECOMMENDATION: Develop sentencing guidelines to set up specific punishments for crimes committed by minors such as those for adult offenders, One state, Washington, has adopted such guidelines. (19)

PROBLEM: Law Enforcement is not presently allowed to fingerprint or photograph youths under age 18. Juveniles arrested on suspicion of murder have no fingerprints or photographs on file.

RECOMMENDATION: Juveniles 13 or older arrested for criminal offenses should be photographed and fingerprinted, limited to official use only. (Hawaii).

LEGISLATIVE

PROBLEM: Inefficient coordination between law enforcement and juvenile parole involving cases of juveniles on probation for serious felony offenses. (14)

RECOMMENDATION: Juveniles on probation should be entered into the Alaska Crime Information Computer (A.C.I.C.) allowing officers to remand the juvenile into custody of health and social services.

LEGISLATIVE/ADMINISTRATIVE

PROBLEM: The juvenile system deals informally with crimes committed by minors. With the exception of the more serious crimes, juveniles are generally not formally arrested by APD. Often, unless a juvenile is spotted in the act of committing a crime, the officer will not actively pursue or arrest a juvenile. This attitude, according to APD personnel was brought about in a large part by the way DFYS handles juveniles. Due to crowded conditions and lack of staffing at MYC, unless a juvenile has been arrested for a major offense he/she are either placed in a non-secure shelter on a temporary basis or placed with relatives or another adult. This perceived revolving door at McLaughlin Youth Center creates an indifferent attitude on the part of many officers resulting in few juvenile arrests. (Legislative Audit, March 1986). (15)

RECOMMENDATION: Realistically address the problem of housing and retaining juveniles in trouble.

RECOMMENDATION: Re-establish strict guidelines on handling crimes committed by juveniles who would be charged as misdemeanor and felony offenses if committed by an adult. Adopt guidelines for uniform reporting.

LEGISLATIVE/ADMINISTRATIVE

PROBLEM: Repetitive behavioral problems are not identified in a cohesive manner. Agencies do not consistently work together to solve juvenile problems early on. If a youth is in trouble with the school, law enforcement, parents, social services, and the community, it is important to find out early if he has a problem, if he is the problem, or both. He will not just go away. He will spend 24 hours every day doing "something" somewhere.

RECOMMENDATION: Adoption of a concept SHODI, Serious Habitual Offender/Drug Involved Program, developed by the Justice Department, Office of Juvenile Justice and Delinquency Prevention.

"SHODI is an excellent instrument for overcoming inter-agency turfing wars and early identification of kids who need help. The juvenile Serious Habitual Offender Drug Involved program (SHO/DI) is a law enforcement information and case management initiative for police schools, probation, prosecutors, social services, and corrections authority. SHODI enables the juvenile justice system to give additional focused attention to juveniles who repeatedly commit serious crimes with particular attention given to providing relevant case information for more informed sentencing dispositions.

"The program is based on the realization that the application of a more systematic approach and data gathering analysis planning and service delivery will increase the effectiveness of the juvenile justice system in dealing with serious juvenile crime. The SHODI approach is therefore a system wide effort to deal with the problem of criminal behavior among juveniles." (24)

PROBLEM: Sexually abused juveniles often act out rage and aggression by acts of criminal behavior against the community. (25)

RECOMMENDATION: Develop and fund adequate treatment programs for re-orienting and rehabilitating street kids who have been sexually abused.

LEGISLATIVE/ADMINISTRATIVE

PROBLEM: Child protection cases are currently prioritized down by agencies because resources for child placement are limited.

RECOMMENDATION: Review current laws addressing Child in Need of Aid and delinquent child statutes. Laws must be strictly enforced and adequate funding and monitoring provided. Wherever the state and local government has reason to be involved. The juveniles must be protected from damage from the very system in place to help them.

PROBLEM: Delinquent youth often commit many criminal offenses before their problems are seriously addressed by the system.

RECOMMENDATION: Children out of control must, at some reasonable point be placed in a corrective and protective environment. No child should be allowed to live in the streets. (24)

PROBLEM: Children under the supervision of welfare parents sometimes receive less than adequate care. Some welfare parents now collect money on children while they run and live in the streets and haven't been in a classroom in years. (For example, of the 2,642 students processed through the court system in 1982, 560 were not attending or registered in any school.)

RECOMMENDATION: Child welfare recipients should receive funds based on at least minimal accountability for the protection, schooling, and welfare of their children.

LEGISLATIVE/ADMINISTRATIVE

PROBLEM: Research indicates that administrators sometimes attempt to subvert or disregard the will and the intent of the law makers if legislation is not popular with them. (While this is a common problem in many government bodies, strict monitoring must be maintained when children and the safety of the public are involved.)

RECOMMENDATION: Strengthen accountability of legislative intent in program implementation.

LEGISLATIVE/ADMINISTRATIVE/COMMUNITY

PROBLEM: Inadequate facilities for child placement and monitoring of group, transitional, and foster care homes.

RECOMMENDATION: Restructure handling of care facilities, prioritize monitoring, additional support care staff and foster parents. Restructure realistic control guidelines for handling of troubled youth in care settings.

LEGISLATIVE/ENFORCEMENT

PROBLEM: Many local police departments do not currently follow standardized investigative guidelines for missing children cases.)

RECOMMENDATION: Adopt missing children investigative guidelines developed by the National Center for Missing and Exploited Children.

LEGISLATIVE/ENFORCEMENT

PROBLEM: Runaway and missing cases are not always reported to other state and local law enforcement agencies.

RECOMMENDATION: Passage of missing persons clearinghouse legislation. (The computerized Missing Persons Information Clearinghouse legislation was introduced but did not pass last session. The bill would require all enforcement agencies to report missing persons to Alaska troopers for computerization.) (1)

RECOMMENDATION: Develop programs for networking within the trooper detachments and municipal police departments to track runaway, missing, or exploited children in addition to sharing information concerning illegal juvenile activities. (In Anchorage, repeat runner information is not currently noted or compiled.) (14)

PROBLEM: According to an extensive study published in the Journal of Juvenile Law, Volume VI entitled "Sexual Psychotherapy and Child Molesters, The Experiment that Fails," the majority of sex offenders will never be "cured." Many others will require long and intensive treatment.

RECOMMENDATION: Continue mandatory sentencing for child molesters. Provide long term intensive treatment as needed. (21)

PROBLEM: Drug/alcohol abuse by Alaska's teens is among the highest in the nation. The ASD survey reported 36 percent of the seniors using cocaine as compared to 12 percent for the national group. (3)

RECOMMENDATION: Adopt a pro-active approach to drug enforcement at the juvenile level. Get the pusher before he gets to the kids. Create juvenile drug enforcement positions in liaison with METRO Drug Unit and the Child Exploitation Law Enforcement Unit.

LEGISLATIVE/ENFORCEMENT

PROBLEM: Sexual abuse has been identified as a significant contributing factor to subsequent delinquent behavior.

RECOMMENDATION: Approach the problem of adults who are exploiting children from a dollar saving perspective. For example, the average male adult abuser will sexually exploit five children in a one year period. Fifty percent of the male juveniles so affected will act out in a violent or delinquent manner. The actual dollar costs saved by arresting the adult male abuser early becomes very evident. (25)

LEGISLATIVE/ENFORCEMENT/COURT

PROBLEM: Only 8 out of 100 persons arrested nationally for offenses against children received prison sentences of more than one year. Cases of adults who sexually exploit children, in some instances, are not prioritized by law enforcement and prosecutors due to the heavy case loads and lack of manpower.

RECOMMENDATION: Prioritize implementation and necessary manpower for statewide Child Exploitation Law Enforcement units and prosecutors.

LEGISLATIVE/ENFORCEMENT/COMMUNITY

PROBLEM: Although eleven percent of the total population of juveniles in Anchorage has been identified as at-risk of running, community members often believe the problem does not exist until they are impacted on a personal level. (27)

RECOMMENDATION: Realize that the community must share the problem because of the far reaching ramifications. A renewed coordinated effort must be developed between the private sector, service organizations, press and government agencies. The leadership must approach the potential for the future protection of children with the same determination they do the protection of the permanent fund for Alaska's future. This change must be inclusive. It will require commitment, money, and a reorganization of the current service structures.

LEGISLATIVE/COURT

PROBLEM: Research indicates that in revolving door juvenile criminal cases inconsistent and subjective disposition of offenses is not unusual. (16)

RECOMMENDATION: "Juvenile offenders should be held accountable by the courts. The primary focus of the juvenile court for the disposition of serious chronic or violent juvenile offenders should be accountability. Dispositions of such offenders should be proportionate to the injury done, and the compatibility of the juvenile and the prior record of any adjudication. The National Council of Juvenile and Family Court Judges recognizes that the principal purpose for the juvenile justice court system is to protect the public. For chronic offenders, violent offenders and juveniles who commit serious crimes, the public is best protected by holding them accountable for crime, restricting their liberty as necessary and assigning consequences appropriate to the injuries done."

LEGISLATION/SCHOOL/COMMUNITY

PROBLEM: The Anchorage School District suspended 733 elementary school and 6,316 high school students for truancy or criminal or disruptive behavior (school years 1984-85 through 1985-86). School anti-social behavior usually precedes serious criminal problems. (4)

PROBLEM: A large percentage of adult and juvenile criminals are illiterate. Education must be a primary goal for at-risk youths.

RECOMMENDATION: Disruptive school behavior and truancy should equate to more school, not less, and certainly not expulsion. One punishment "deterrent" appropriate to any age of individual is a sentence to learn something constructive. A quick look at the student's report card will usually reveal the amount of time and the subject he should be sentenced for inappropriate schoolroom behavior. A Truant And Offender Saturday Classroom Program should be initiated for all ages.

LEGISLATIVE/COURT

PROBLEM: Children out of school - truant, expelled, suspended - spend too much time in the streets and are at risk of becoming runaways. (22)

RECOMMENDATION: Strongly recommend that the community and school district utilize the truancy law and in-district suspension as a means to keep the child off the streets and in school.

LEGISLATIVE/PARENTS

PROBLEM: Although drug abuse experts appearing on the ABC Network, "Good Morning America" reported 25% of all fourth graders in the nation have been offered illegal drugs, families often do not learn about involvement of children in drug and criminal activity until it becomes a lifestyle or the child runs.

RECOMMENDATION: Parents and the community must realize that any youth is susceptible to involvement. Become familiar with and pay attention to behavioral changes. Educate family members on the dangers of street life and drug involvement.

PROBLEM: Straight kids/street kids involvement with illegal drug and alcohol parties.

RECOMMENDATION: Parents must know where their children really are at all times. Know the friends and the parents of the friends and work together to set fair and reasonable guidelines. Pressure local law makers and enforcement officers to put a stop to illegal drug and alcohol parties and to notify parents of children involved.

LEGISLATIVE/PARENTS

PROBLEM: Children on heavy drugs are often physically abusive to family members. Parents are confused about their rights when the juvenile resorts to violent behavior.

RECOMMENDATION: Do not hesitate to call the police if violence occurs.

> If behavioral changes become evident, log changes and action taken.

> Contact school and other adults responsible for your child, requesting information on any behavioral changes out of the home environment.

> Review laws on family violence. It is against the law for juveniles to assault parents, as it is against the law for parents to physically assault juveniles.

PROBLEM: Laws concerning the rights of parents are not realistic in light of the problems created by violent behavior resulting from drug involvement.

RECOMMENDATION: One solution to balancing the right of parents to protect the child against dangerous activities as well as other members of the family in explosive and violent situations lies in fine tuning child and family laws, such as the Domestic Violence law. Action taken by courts and social services should not be counter-productive to the families involved.

ENFORCEMENT/COMMUNITY

PROBLEM: There is a need for the community and police to work more closely together on cases of juvenile runaways.

RECOMMENDATION: Form a community/police partnership runaway prevention project. Adopt the Indianapolis Runaway Plan. In 1982 Indianapolis found all its missing and runaway children. (26)

ENFORCEMENT/COMMUNITY

PROBLEM: Bush native youth run a high risk of sexual exploitation and drug and crime involvement when they run or move to Anchorage.

RECOMMENDATION: Increase bush child safety education and native leadership support of service groups like "The Stranded Rural Alaskans."

RECOMMENDATION: Petition support through RATNet for more prevention programming to the bush communities.

PROBLEM: Shoplifting is the entry level crime for many straight kids as well as street kids.

RECOMMENDATION: Publicize the problem, utilizing public information methods such as the excellent anti-shoplifting media campaign sponsored several years ago by Anchorage business leaders.

RECOMMENDATION: The Juvenile Anti-Shoplifting Program (JASP) should be more widely utilized as a preventive education tool, as well as a first offense diversion program.

PROBLEM: Forty-four percent of Alaska's teenagers surveyed regularly use alcohol.

PROBLEM: In up to 90 percent of the child abuse cases in the state of Alaska alcohol is a significant factor.

PROBLEM: Fifty-five percent of all crime in Alaska has been determined to be alcohol-related. An additional seven percent alcohol and drug related. (7)

RECOMMENDATION: Approach the problem of juvenile drug/alcohol abuse and criminal activity with alcohol involvement from the same perspective as Alaska's approach to drunk driving - a public menace that has been measurably reduced by the cooperation of the public, media, and law makers.

ENFORCEMENT/COMMUNITY

PROBLEM: Runaway kids in the streets learn crime.

RECOMMENDATION: Appropriate curfew laws must be enforced by parents and law enforcement. Children and youth must be kept off the streets after hours for their own safety as well as the safety of the community.

ENFORCEMENT/SCHOOL/COURT

PROBLEM: Some of the reasons for suspension and expulsion include larceny, weapons, possession of dangerous materials, use, and suspected sale of drugs and alcohol.

RECOMMENDATION: Close alliance should be established between the police, courts and schools. The court, school and the police should cooperate in developing and implementing policies to deal with problems of delinquency. There is a pressing need to examine relationships between a student's abilities, inclinations and performance, classroom curriculum, school attendance and delinquency. (24)

ENFORCEMENT/SCHOOL/COMMUNITY

PROBLEM: Drug abuse is on the increase in the juvenile population. Concerned parents, students, and community need tools and directional leadership.

RECOMMENDATION: Adopt model drug abuse projects for schools. (List of organizations appended as Appendix D.)

RECOMMENDATION: Recommend increasing officers in school programs for crime prevention.

Research effectiveness of programs like the Boise, School Resource Officer (each junior and senior high school assigned officers as well as three assigned to prevention in the elementary system).

ENFORCEMENT/COMMUNITY/PARENT

PROBLEM: Juvenile crime is usually progressive, with anti-social behavior often beginning at a very early age. (13 and 19)

RECOMMENDATION: If we are to solve the problem of juveniles Running Toward Prison, prevention must start early while crimes and anti-social behavior are still a big deal to the kid. Give kids as few rules as possible but enforce those rules that we give them. Teach young children to respect the law: "If you do the crime you do the time."

PROBLEM: Lack of coordination in community support systems for organizations concerned about the juvenile crime and runaway problem.

RECOMMENDATION: A task force comprised of representatives from each of the community service organizations, Chamber, Soroptomists, Rotary, etc. The task force would coordinate and network projects for needy juveniles or throwaways as a support group to social services and enforcement agencies. Most of these agencies have been involved with youth and juvenile crime prevention projects and some have expressed need for coordinated action and direction.

ENFORCEMENT/ADMINISTRATIVE

PROBLEM: Lack of cooperation between departments and agencies dealing with children's cases and needs.

RECOMMENDATION: Require sign-off and real participation by appropriate agencies of the Child Sexual Abuse Agreement for Alaska intended to ensure interaction and cooperation on sexual abuse cases requiring coordination among the agencies.

ENFORCEMENT/ADMINISTRATIVE

PROBLEM: Borderline problem kids are often revolving door offenders who become involved in minor illegal activities that grow progressively more serious.

RECOMMENDATION: Develop a municipal Youth Court for small offenses committed by kids (truancy, vandalism, mischief, etc.) Ensure that creative sentencing is appropriate to the lesson society wishes the child to learn. Restitution, special assignments, additional school work, trash detail, grafitti scrubbing, ice chipping, etc. must be carried out to "the letter of the law" and ensure that manpower is available to oversee activities. Additionally, to cut out the pride factor of being busted and being "bad," creative messages on work jackets like "I am working at getting my act together" would help get the point across. Early handling could take the hero worship out of being "bad" and getting arrested. Community organization volunteers could be utilized to work with this project.

The Youth Court For Juvenile Offenders, Terrytown, New York Youth Court is described reported in the F.B.I. Bulletin. (12)

PROBLEM: Institutionalized juvenile offenders have escaped from MYC or other supposedly secure placements, and efforts to apprehend are sometimes ineffective. This includes dangerous and at-risk juveniles.

RECOMMENDATION: DFYS and APD have an ethical and a legal responsibility to apprehend escaped juveniles. Additional staff, planning, and coordination efforts with police are only a few of the possible resources to draw from.

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RECOMMENDATION: DFYS and APD have an ethical and a legal responsibility to apprehend escaped juveniles. Additional staff, planning, and coordination efforts with police are only a few of the possible resources to draw from.

ADMINISTRATIVE

PROBLEM: Comprehensive statistics for juvenile recidivism by DFYS are inadequate or not documented.

RECOMMENDATION: Statistics for all juvenile crimes must be kept to demonstrate the true prevalence of these crimes and to show treatment intervention effectiveness.

PROBLEM: Youth with a history of non-documented violence are often ignored and pushed through the system. Because of the heavy case load, decisions are made at the institutional level to accelerate some youths through the system without regard for the needs of the youth or the safety of the community.

RECOMMENDATION: A complete evaluation of a juvenile's needs must be assessed as well as DFYS' ability to respond to treatment for those needs. DFYS must be held accountable for effective intervention.

SCHOOL/COMMUNITY

PROBLEM: Discipline problems, anti-social school behavior, and truancy are often first indicators of troubled, abused, and delinquent children. In the two school years of 1984-86 the Anchorage School District recorded 6,316 suspensions in high school and 733 in elementary school.

RECOMMENDATION: The impact of school response on delinquency should be researched. Research is necessary to assist in the formulation of court and community policy; truancy enforcement, compulsory school laws, crimes in school, poor education, and frustrated learning experiences. It is vital to know how curriculum tracking or its absence in elementary and secondary schools affects delinquency. Included in the research should be a program of study designed to determine why some schools and some administrators are successful in keeping truancy and serious delinquency low, while others are not.

SCHOOL/COMMUNITY

PROBLEM: Often school administrators, student bodies and parents are concerned about drug and alcohol problems, but lack organization or direction to attack the problem.

RECOMMENDATION: Drug/school programs. Adopt additional drug abuse community programs that have proven successful for other communities, an example is, Atlanta's North Side School Project.

- (1) A Guide for Effective State Laws to Protect Children, Selected State Legislation, National Center for Missing and Exploited Children
- (2) Anchorage Crime Commission Report, 1985
- (3) Anchorage School District Drug Survey, 1983
- (4) Anchorage School District Discipline Report Summary, 1984-1985
- (5) Annual Drug Report 1985, Alaska State Troopers
- (6) Annual Report 1985, Alaska Department of Corrections
- (7) Annual Report to the Legislature 1985, Office of Alcoholism and Drug Abuse, Department of Health and Social Services
- (8) Burgess, Ann Wolbert, "Child Pornography and Sex Rings"
- (9) "Crack, a Dangerous Way to Take an Old Drug", Anchorage Daily News, July 6, 1986
- (10) "Crack Emerges as Drug of Choice", Anchorage Times, June 2, 1986
- (11) Crime in Alaska 1985, Department of Public Safety
- (12) FBI Bulletin, Youth Court for Juvenile Offenders, June, 1986
- (13) Hindelang, MJ, "Variations in Sex-Race-Age Specific Incidence Rates of Offending"
- (14) Illinois State Enforcement Agencies to Recover Children (I-SEARCH), Report 1986
- (15) "Juvenile Crime Statistics," Report on the Department of Health and Social Services, Division of Family and Youth Services, March 25, 1986
- (16) Juvenile Rights vs. Society; Achieving a Balance, National Council of Juvenile and Family Court Judges
- (17) Lewis, D.O., "Violent Juvenile Delinquents Psychiatric and Abuse Factors"

- (18) Longoria, Kerry, S.T.A.R., "Case for the Retention of Presumptive Sentencing of Sex Offenders," 1986
- (19) "One More Chance," Rand Corporation for Office of Juvenile Justice
- (20) Polk, K., "Maturation Reform and Rural Delinquency"
- (21) Prager, Irving, "Sexual Psychopathy and Child Molesters: The Experiment Fails"
- (22) Profile of Jail Inmates, Bureau of Statistics, U.S. Department of Justice
- (23) Report to the Nation on Crime and Justice, U.S. Department of Justice, Bureau of Statistics, October 1983
- (24) SHO/DI Program, Serious Habitual Offenders/Drug Involved Program, Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice
- (25) Statistical Progression of Sexually Abused Male Juveniles into Criminal Behavior, Alaska Juvenile Crime Commission Report 1984
- (26) "The City that Finds its Missing Children," Readers Digest, April 1984
- (27) Wasserman, Paul, "Runaway and Homeless Youth, Final Assessment, September 1985
- (28) Wolfgang, "Delinquency and Birth Cohort"

Interviews and inquiries included: Experts in field of child delinquency, law enforcement, drug enforcement, child exploitation, education, drug counseling, social services and corrections, as well as teenagers, street kids, and parents.

Interviews and correspondence included in Section II of this study: Officer Chapman, Officer Feichtinger, Sergeant Lacey and Sergeant Warner.

Appendix

CASE HISTORIES OF TEENAGERS 1976 ARE THESE YOUTH FILLING OUR PRISON TODAY?

Male / 17 Years old

Dates / Type Contact

6-15-72 Larceny from Building
 6-14-73 Truant/Runaway
 8-28-73 Truant/Runaway
 9-19-73 Shoplifting
 10-12-73 Suspicious Person
 11-8-73 Burglary
 1-18-74 Extradition for Jurisdiction
 6-29-74 Stolen Vehicle
 8-3-74 Larceny from Auto
 7-15-74 Lost and Found Property
 8-30-74 Burglary
 9-08-74 Burglary
 8-31-74 Burglary
 9-6-74 Burglary
 8-16-74 Larceny from Auto
 8-18-74 Larceny from Auto
 6-25-74 Burglary
 8-12-74 Burglary
 8-12-74 Burglary
 8-15-74 Burglary
 8-8-74 Burglary
 8-1-74 Burglary
 3-7-76 Traffic Violation
 4-30-76 Escape/Wanted Person
 4-21-76 Homicide

Female / 16 years old

Dates / Type Contact

1-13-76 Larceny from Building
 1-13-76 Larceny from Building
 3-30-76 Assault & Battery
 5-10-76 Assault & Battery
 5-10-76 Juvenile Incident
 5-11-76 Assault & Battery

Male / 12 Years old

Dates / Type Contact

9-11-75 Runaway
 9-18-76 Vandalism
 9-30-76 Runaway
 9-30-75 Burglary
 10-30-75 Burglary
 4-29-76 Juvenile Incident

Male / 13 Years Old

Dates / Type Contact

2-3-75 Runaway
 6-19-75 Vandalism
 2-12-75 Larceny
 3-10-76 Burglary
 3-8-76 Larceny
 2-12-76 Larceny

Male / 12 Years old

Dates / Type Contact

8-1-73 Vandalism
 9-3-73 Vandalism
 9-28-74 Shoplifting
 4-14-75 Burglary
 8-28-75 Retention Found Property
 2-4-76 Shoplifting
 2-4-76 Shoplifting
 2-4-76 Shoplifting
 2-4-76 Shoplifting
 3-5-76 Incurable Juvenile
 4-16-76 Larceny/Bike
 4-28-76 Vandalism
 3-31-76 Runaway

Male / 16 Years old

Dates / Type Contact

10-23-72 Truant/Runaway
 9-23-72 Discharge Firearm
 9-19-71 Shoplifting
 9-19-71 Shoplifting
 4-27-73 Larceny from Building
 1-25-74 Burglary
 3-24-74 Burglary
 9-16-74 Possession Narcotics for Sale
 10-18-74 Runaway
 10-15-74 Shoplifting
 2-5-75 Involved Robbery
 4-25-75 Traffic Violation
 5-8-75 Accident with Injury
 5-21-75 Larceny from Building
 12-23-75 Larceny/Auto Accessories
 12-23-75 Burglary
 12-23-75 Larceny/Auto Accessories

Male / 17 Years old

Dates / Type Contact

2-27-75 Traffic Violation
 3-16-76 Burglary
 6-3-75 Embezzlement
 6-3-75 Possession and Sale of Drugs
 10-8-75 Disturbance
 2-4-76 Burglary

Male / 17 Years old

Dates / Type Contact

1-14-76 Vandalism
 3-26-75 Burglary
 7-10-75 Larceny
 2-4-76 Burglary

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Male / 16 Years old	Male / 17 Years old
Dates / Type Contact	Dates / Type Contact
11-18-73 Shoplifting	5-7-72 Juvenile Incident
8-13-74 Larceny	7-27-72 Vandalism
10-24-74 Possession & Sale-Drugs	9-24-73 Stolen Vehicle
3-6-75 Larceny from Vehicle	7-28-74 Curfew Violation
3-6-75 Possession & Sale-Drugs	8-15-74 Curfew Violation
3-6-75 Curfew Violation	8-28-74 Burglary
5-30-75 Larceny/Bike	11-29-74 Hit and Run
1-8-75 Larceny from Vehicle	1-4-75 Traffic Violation
11-19-75 Hit & Run/Driver	1-8-75 Larceny from Coin Machine
3-9-76 Larceny from Vehicle	3-6-76 Robbery

Male / 18 Years old	Male / 15 Years old
Dates / Type Contact	Dates / Type Contact
12-7-74 Bombing	8-22-75 Runaway
1-7-75 Larceny from Building	10-3-75 Larceny
1-24-75 Possession & Sale-Drugs	10-3-75 Larceny
1-30-75 Runaway	10-3-75 Larceny
3-31-75 Larceny from Vehicle	10-29-75 Suspicious Person
4-11-75 Traffic Violation	12-26-75 Incurrigible
6-1-75 Minor on Premises	5-5-76 Runaway
6-17-75 Burglary	5-26-76 Assault & Battery
7-2-75 Burglary	4-7-75 Forgery
7-7-75 Burglary	4-25-75 Forgery
9-8-75 Disturbance	10-29-75 Disturbance
9-21-75 Curfew Violation	10-29-75 Disturbance
11-18-75 Shoplifting	11-21-75 Disturbance
11-20-75 Shoplifting	1-6-76 Burglary
1-28-76 Burglary	1-10-76 Disturbance
1-28-76 Larceny from Vehicle	
5-13-76 Disturbance	
5-13-76 Traffic Violation	

Male / 16 Years old	Male / 16 Years old
Dates / Type Contact	Dates / Type Contact
4-23-76 Disturbance	5-12-75 Curfew
4-29-76 Robbery	7-15-74 Drugs
4-30-76 Burglary	8-28-74 Burglary
4-30-76 Burglary	11-29-74 Hit and Run
	12-15-74 False Alarm
	1-8-75 Larceny from Coin Machine
	6-1-75 Stolen Vehicle
	5-7-76 Robbery

Male / 13 Years old	Male / 16 Years old
Dates / Type Contact	Dates / Type Contact
2-75 Runaway	3-75 Family Disturbance
6-75 Vandalism	5-75 Larceny from Building
2-76 Larceny	9-75 Vandalism
3-76 Burglary	9-29-75 Stolen Vehical
2-76 Larceny	1-71 Burglary
2-76 Larceny	4-72 Burglary

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Male / 12 Years old	Male / 16 Years old
Dates / Type Contact	Dates / Type Contact
10-31-75 Trespassing	8-22-73 Juvenile Incident
11-17-75 Robbery	10-8-73 Vandalism
11-17-75 Suspicious Person	10-18-73 Arson
3-2-76 Juvenile Incident	7-8-75 Larceny
4-26-76 Burglary	8-29-75 Sale of Drugs
11-25-74 Burglary	11-18-75 Purse Snatching
12-17-74 Larceny	5-12-73 Larceny from Building
4-26-75 Vandalism	5-23-73 Shoplifting
5-5-75 Shoplifting	10-13-73 Disturbance
6-18-75 Larceny	10-12-73 Assault & Battery
7-8-75 Larceny	2-21-76 Burglary
8-18-75 Burglary	3-19-76 Larceny
9-26-75 Juvenile Incident	4-25-76 Suspicious Person
10-26-75 Burglary	6-11-76 Burglary

Male / 17 Years old	Female / 17 Years old
Dates / Type Contact	Dates / Type Incident
10-72 Shoplifting	7-73 Runaway
2-73 Burglary	5-74 Runaway
2-74 Aggravated Assault	8-74 Leaving Scene of Accident
4-74 Larceny from Building	4-75 Runaway
5-74 Accident with Injury(Driver)	5-75 Runaway
11-74 Juvenile Incident	6-75 Runaway
2-75 Assault & Battery	7-75 Runaway
3-75 Disturbance	9-75 Assault & Battery
7-75 Trespassing	6-76 Possession Narcotics for Sale

Male / 16 Years old	Male / 16 Years old
Dates / Type Contact	Dates / Type Contact
7-17-71 Larceny	8-74 Burglary
8-21-73 Larceny/Bike	8-74 Runaway
9-14-73 Juvenile Incident	12-74 Runaway
1-1-74 Vandalism	3-75 Burglary
3-1-74 Larceny from Building	6-75 Burglary
5-21-74 Vandalism	8-75 Accident with Injury(Driver)
2-13-75 Shoplifting	8-75 Stolen Vehicle
2-13-75 Shoplifting	10-75 Larceny/Auto Accessories
2-13-75 Shoplifting	1-76 Suspicious Person
6-19-75 Larceny/Bike	4-76 Juvenile Incident
7-7-75 Burglary	
2-19-76 Larceny from Vehicle	

Male / 16 Years old	Male / 17 Years old
Dates / Type Contact	Dates / Type Contact
7-7-74 Juvenile Incident	3-9-72 Curfew
10-23-74 Aggravated Assault	10-3-76 Larceny
1-2-75 Runaway	3-29-76 Stolen Vehicle
1-6-75 Larceny	3-29-76 Larceny from Vehicle
7-22-75 Shoplifting	4-18-76 Larceny
8-2-75 Stolen Vehicle	4-29-76 Shoplifting
8-2-75 Curfew	5-5-76 Larceny
11-6-75 Burglary	
1-24-76 Burglary	

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Male / 15 Years old	Male / 15 Years old
Dates / Type Contact	Dates / Type Contact

10-3-74	Vandalism
8-2-75	Stolen Vehicle
8-2-75	Curfew Violation
9-2-75	Fraud
1-24-76	Burglary

11-12-75	Carrying Concealed Weapon
3-26-76	Possession and Sale-Drugs
4-6-76	Larceny
4-7-76	Burglary
1-22-76	Burglary

Male / 14 Years old	Male / 16 Years old
Dates / Type Contact	Dates / Type Contact

8-5-75	Burglary
3-16-76	Runaway
3-16-76	Burglary
2-D-76	Burglary
4-26-76	Burglary

9-1-74	Larceny
9-15-74	Larceny
9-15-74	Leaving Scene of Accident
10-19-74	Runaway
11-4-75	Burglary

Male / 12 Years old	Male / 12 Years old
Dates / Type Contact	Dates / Type Contact

1-25-75	Shoplifting
4-24-75	Juvenile Incident
5-7-75	Larceny from Building
5-10-75	Shoplifting

7-21-75	Malicious Mischief
7-18-75	Burglary
8-5-75	Burglary
8-7-75	Larceny
8-6-75	Burglary

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GRAPHIC PRESENTATION OF AGE-SPECIFIC ARREST RATES, 1965-1983

This appendix was designed to visually represent historical changes in arrest rates for individual age groups. An age-specific arrest rate refers to the annual number of arrests made per 100,000 persons of a prescribed age or ages. In the following three-dimensional graphs, arrest rates are presented on the vertical axis. The two horizontal axes display calendar years 1965-1983 and age. The height of the graphic surface represents the arrest rate. Surface peaks denote the age group and year when arrest rates were highest.

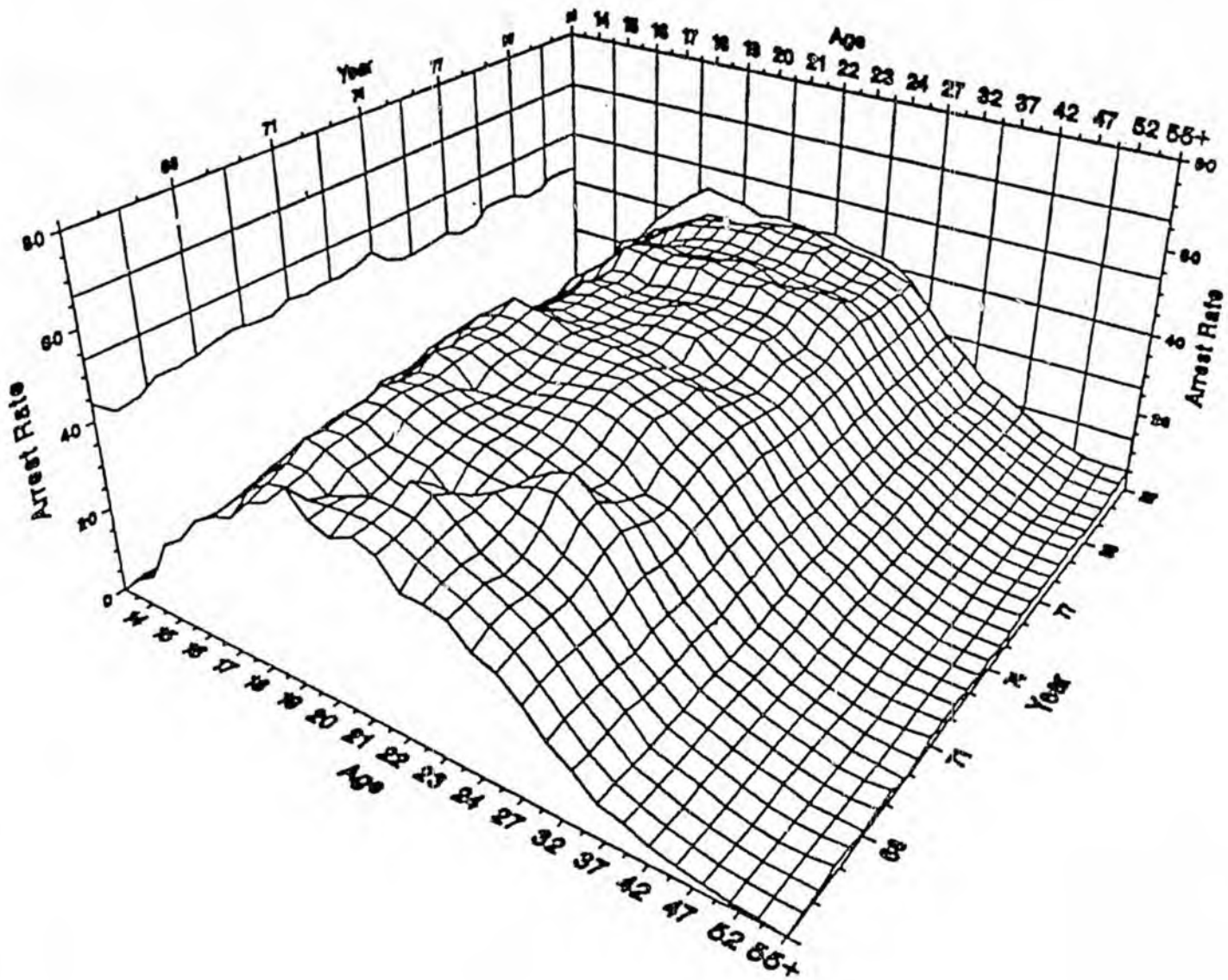
A three-dimensional graph was created for each of the eight Index crimes of murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. Since the vertical scale (arrest rate) differs in magnitude from one crime category to another, the

calibration associated with each crime differs. For this reason, when the general appearance of the surfaces of two categories of crime are compared, caution should be exercised in order to avoid false graphic impressions leading to invalid conclusions.

Arrest rate surfaces are projected on two vertical planes: the arrest rate/year plane and the arrest rate/age plane. The first projection describes the historical changes in the height of the peaks and the second indicates the age variations in the arrest rate.

This appendix addresses historical age-specific arrest rates from a graphic perspective. In a separate publication entitled *Age-Specific Arrest Rates, 1965-1983*, the rates used to construct the graphs are presented. Limited copies of this document are available from the national UCR Program.

rape



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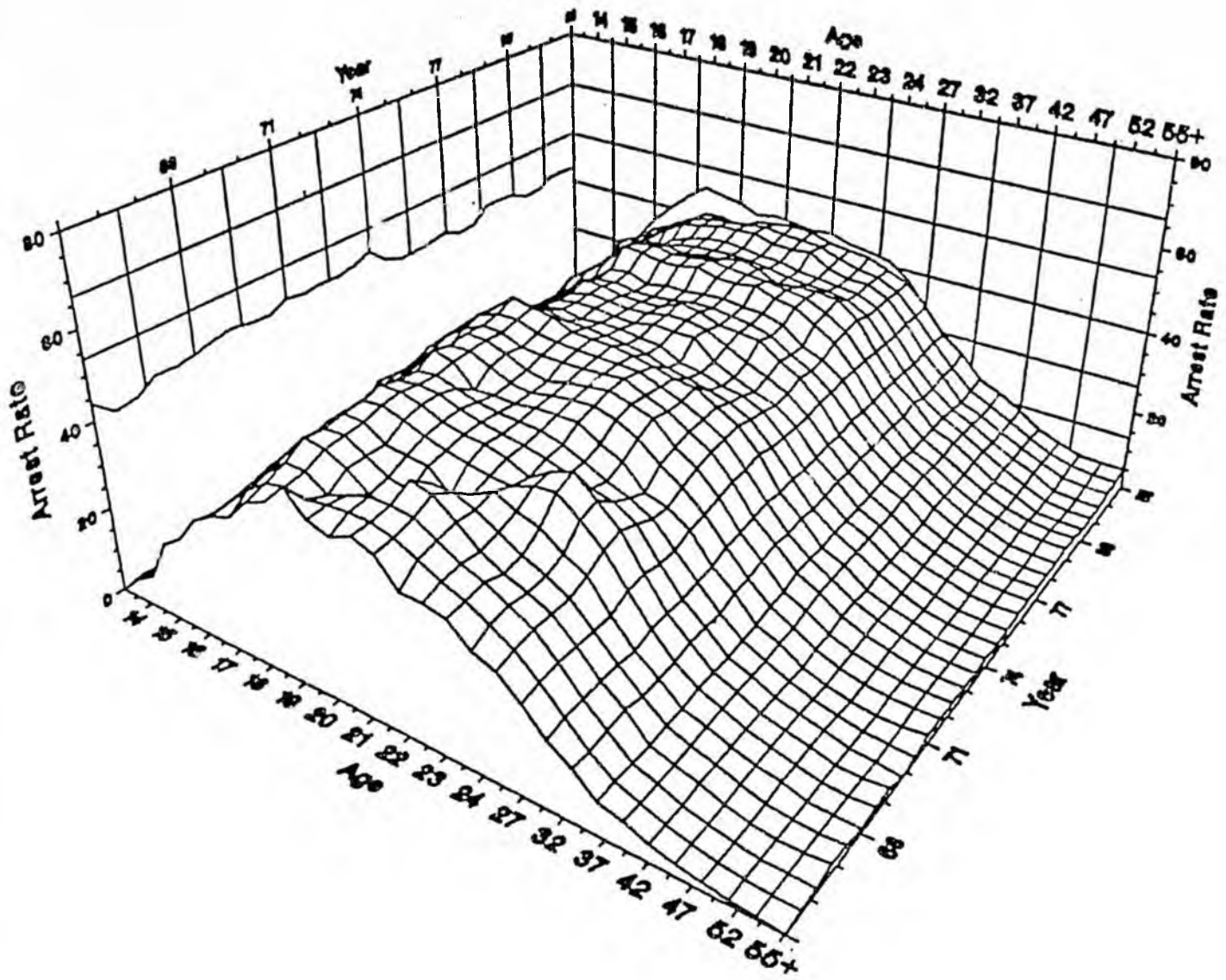
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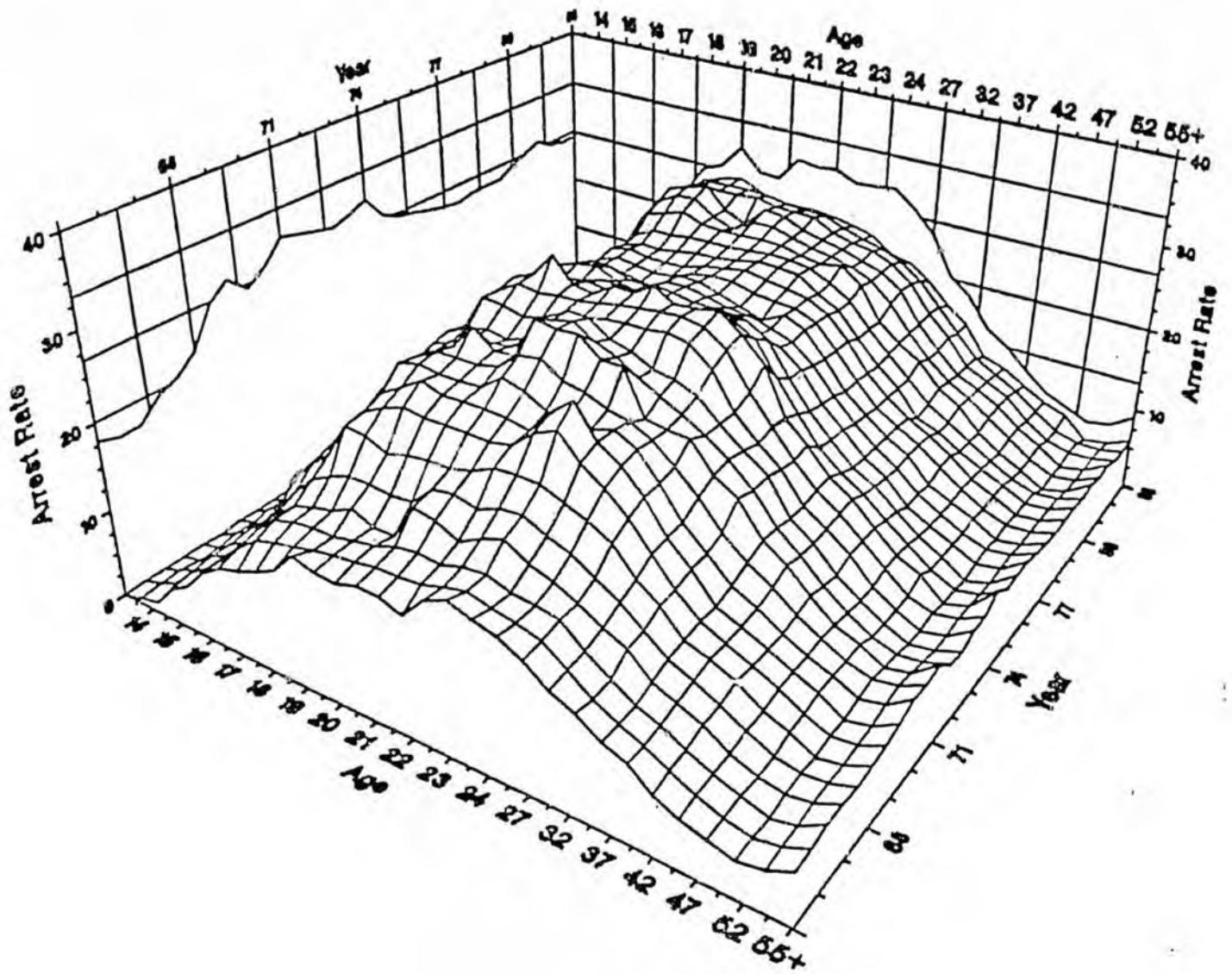
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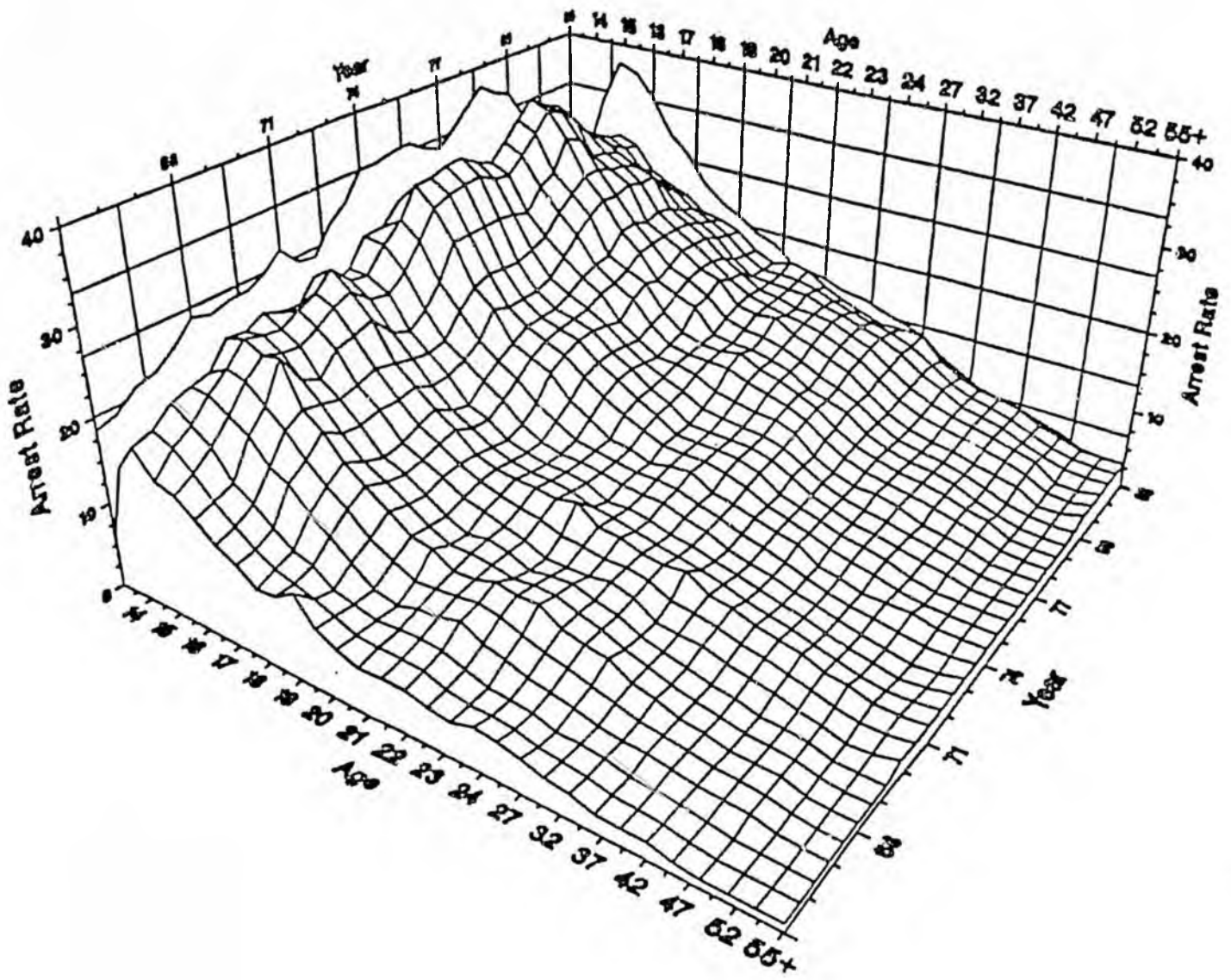
rape



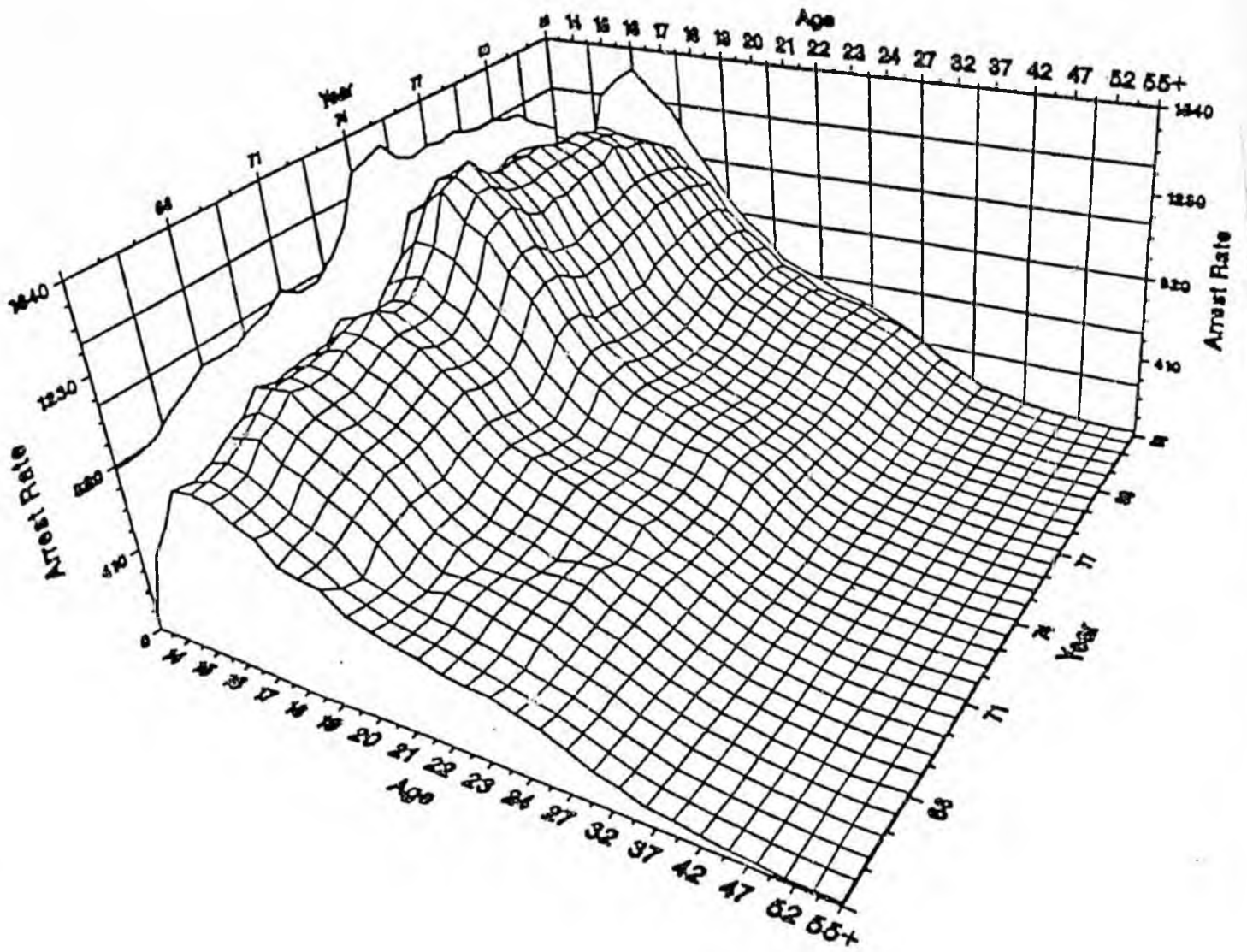
murder



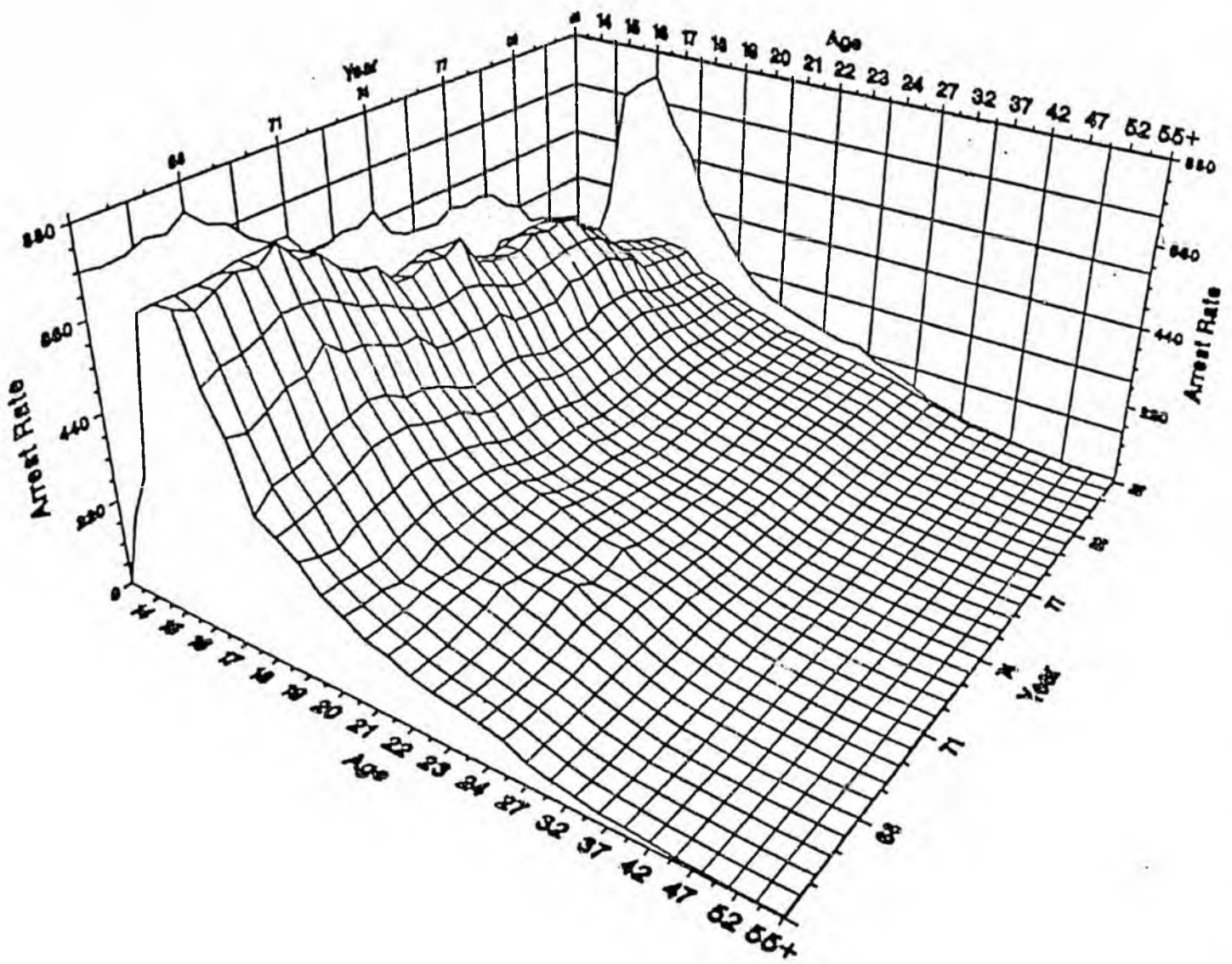
arson



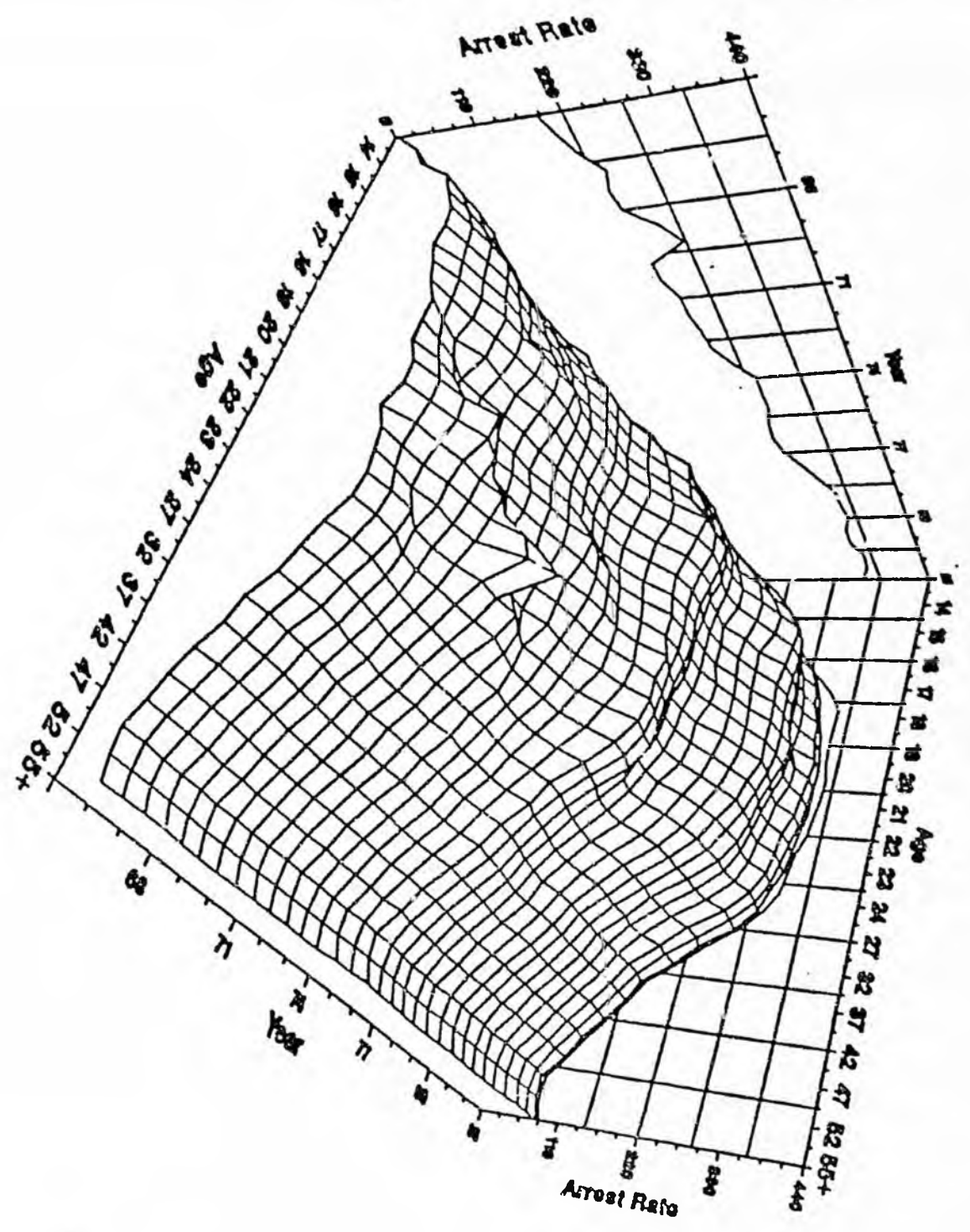
burglary



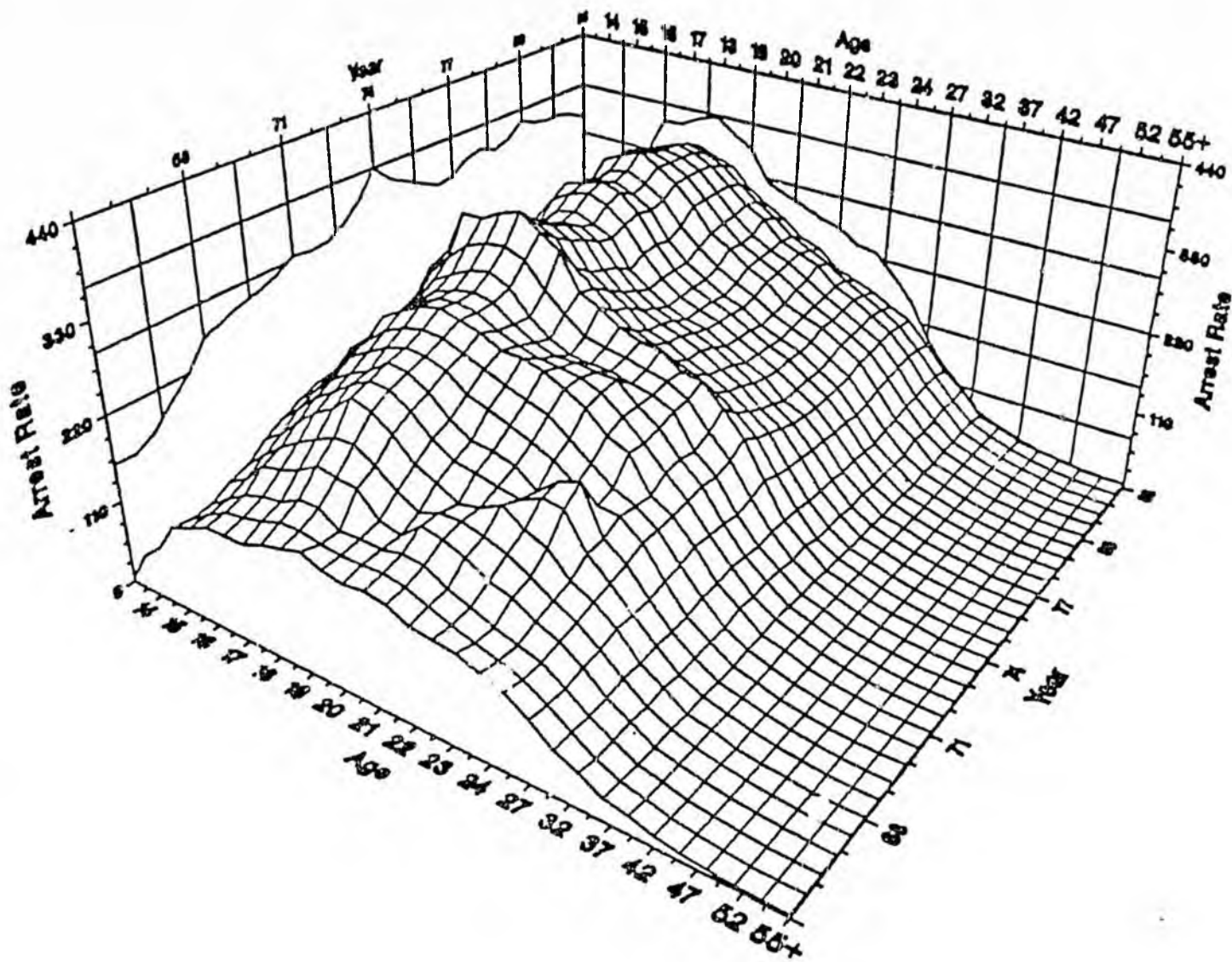
motor vehicle theft



aggravated assault



robbery



"Kill all the pigs and norks".

"Made me become involved with drug & alcohol classes instead of just being locked up and punished. Family therapy for all members, more sincere care from the courts and the state agency I was made to go to. They only wanted to force issues they didn't really care about me. After all if it wasn't for people getting in trouble. Then most of these people, counselors, probation officers, judges, prosecutors, jails, prisons, police, detectives, detention centers, parole officers, law makers, they all would be out of a job if they corrected the problems that the system involves. And we know they don't want to lose..."

"Although I had caring and determined parents, I believe that they lacked the psychological understanding that was needed in giving directions and daling with raising children to be productive citizens."

"Labotomy or death."

"Instill a greater appreciation for one's role as a member of society. Sociology is a teaching tool which can give a youngster an awareness of the systems which humans use to interrelate in a productive and non-violent manner."

"The best thing that would have helped me is to have the State agencies stay the hell of family problems. Public schools are too much like institutions and not education centers. Problem youth have enough pressures to deal with. They don't need added pressures to make them better students. They need positive practiced goals and much encouragement from good leaders Kids are being taught to rat on their own parents. What happened to loyalty to the family and not the state?"

"Don't know."

"I'm confident if I would of stayed away from drugs and followed my parents steps after they became Christians that I would of started a productive life earlier than starting one in jail."

"Shock therapy."

"Well, when I was a juvenile I always wanted help from other people that care and will love me. But living in the ghettos no one did like that. I always wanted a family that understand with care and loving in the house. But that was a wish--as you know wishes don't come true."

"Sell drugs. More prostitution. Sell hot cars, and go to Mexico and spend my money.....".

"By having a mother and father stay married and not get divorst."

"It would have been a great help to understand my feelings and to express myself assertively. I do not believe for a minute that just because I am in jail that I am no longer a productive person. With this type of mentality no wonder society is in the condition it is. There will never be any hope for a human being that has been in prison as there is this type of milstone around his neck. Think rehabilitation not condemnation."

"NOTHING".

"Parents could have been better educated so they could have dealt with me better. It may have helped to have more life skills films in school. Parents don't seem to understand alot of the problems young people go through and they don't know how to instruct children properly so educating parents would probably be the most effective way to nip it in the bud."

"N/A. Had a very nice pre-teen and teen years."

"More intellectual education in the home and additionally of the ways, good & evil of the world & most important, RESPONSIBILITY."

"More education about alcohol driving and its consequences."

"Had a better family life and better parents that wouldn't have dump in to to society alone."

"Been taken away from parent, grandparents, and adopted at young age or good psychiatric help during grade school."

"To be moved into this home with my mother and stepfather and sister. My sister is a very good person so I know that she was raised properly."

"Nothing."

"A good kick in the ass when I got out of line."

"To have a big brother."

"Staying in my family and staying out of drugs and alcohol and not watching television so much."

"Fix your corrupt system, eliminate crooked police officers, and quit making innocent people into criminals."

"N/A, no juvenile problems".

"Stay out of Alaska."

"Someone believe me."

"Don't know."

"I have no idea."

"If I though my answer would help even to some aspects-I would write an article. Sign--A good person in many ways than one

"Medicine, counselling, loving parents."

"Mever been in prison, left school and joined Army Air Corps at 16 yrs. Arrived in Alaska, 8 May 1948 with duffle bag and M1 rifle. Best thing for 17 year olds is join the military- they will grow up."

"McClauplin needs a better program."

"Have it up to adults who care for their community."

"Knowledge, understanding of alcohol & drug abuse, the effects it has on a person. An open line of communication w/family members. The importance of honesty w/oneself and others."

"To have a secure family and a healthy relationship. And to have parents that will guide you and not control you. And to support your decisions on the type of lifestyle that you like."

"Have a closer relationship with parents."

"My mother shouldn't have drank or had us at such a young age."

"Find someone more willing to take time to talk & understand. Better drug & abuse counselling. Listen to see what the kids want, think positive."

"The problem is not a juvenile nature."

"My DWI was directly involved w/my bad marriage & had nothing to do with my parents."

"My circumstances are different than most people in that I was not raised in this country. I came back from Europe when I was 18 with no knowledge of the drug culture. Had I had some experience or education I probably would not have gotten involved."

"Not have so many responsibilities. Have someone to talk to. Not be told how awful a person I was when I did mess up. Not to be allowed to move out of the house so early. Be allowed to be a child."

"Having people to talk to. Someone to depend upon. Having a direction in my life. Knowing I had some support. Basically a friend who would have understand me and what I was going through."

"Talking to people who had been incarcerated or in trouble with drugs or alcohol. If I could have pulled away from peer pressure. I feel alcohol is so socially acceptable that kids feel it's ok to use. I now realize that alcohol is a drug and it also poisons your system. I very much want to educate others (especially teenagers) about drugs & alcohol and plan on doing so while incarcerated and when I get out."

"I should have respected my parents for the discipline they imposed instead of becoming rebellious towards them and lawful authorities. Part of this rebellion included taking & using drugs, stealing, cutting school & part taking in acts of vandalism and violence. I wish I had stayed home."

"Have adults believe me and help me instead of telling me that I was a bad girl & should be thankful for the beautiful home I had instead of seeing the hell that was really going on."

"Maybe understanding and having someone I could of talked to. Possibly parents need more communication skills."

"Proper guidance on dealing emotionally with opposite sex. More encouragement to help with assertiveness & self esteem."

"I believe that if I had had an adult that could have recognized that there was something wrong going on with me."

"Me realizing my hardheadedness."

"Nothing. Alaska was too boring and all of my behavior was a product of being angry and wanting to everything I could out of everyone. Without having to give in return. My mistakes weren't forced behavior, it was how I chose to behave. In that frame of mind I could never have become a productive person."

"Nothing could have been done in the frame of mind I was in at the time. Too loaded all the time to realize I needed help."

"I could have been taught why, what, when and how about all of live in general and if I had not been around an alcoholic stepfather. And if I had been treated like a real person."

"More communication, more understanding from parents. From myself-a better understanding of the family structure. Simply more communication."

"Lost communication with family over years, due to deafness at age 18. Father was military pilot, was not home enough, due to missions he flew overseas, though a loving bond persisted in family it was deteriorating through my families severe alcoholism."

"Given me a million dollars, 30 beautiful blondes, and a gigantic sail boat to sail around the world and let no one bother me!"

"To know about dealing with your feeling and how to let them out and show em some way."

"Education on drugs & alcohol usage & effect."

"Mental health counselling."

"If my parents wouldn't have died on me at an early age I would not be a inmate now."

"I'm not sure but the people that I hung around had a lot to do with it."

"Job training."

"It's hard to determine, if I would of had a chance to grow up in a stable family it might of been different. I think if there was an adult that could of seen the problem at a young age, I wouldn't of gotten into so much trouble. If only there was someone around that understood how hard it was growing up in a violent family. It might have been different."

"Just think of anything to do to stay out of trouble."

"Listen to my parents--have better friends--don't use drugs or alcohol."

"My parents could have stayed together or at least handled to separation responsibility. The state could have provided some training andI could have realized what was really happening earlier in my life and taken on more responsibility. I hope this study helps young people of today not suffer similar hardships."

"In my case I do not feel anything could have been done better. I solely am responsible for being here, in spite of all the good in my life."

"Stay away from other persons and never listen to what they tell you to do and to be with my family for the rest of my whole life."

"More interesting parents and spending money."

"By recognizing my problems & admitting them and looking for help."

"Communication, no physical or mental abuse."

"I was raised in a military home, my father tore me down, I felt that there was little that I could do right. My fear was great. I feel open, honest conversation to be the most important tool. Raising a child with high self-esteem."

"If someone was there to communicate with."

"Have more things to do. Not moving around so much. Learn to speak to my parents."

"Believe in myself and get help from my friends or family."

"Had parents who listened, shared their selves with me & who were good role models for me. By the way, I didn't get in any trouble until I started drinking alcohol at age 36."

"A wholesome family life with good communication with mom and dad. Child neglect and viewing violence between parents leaving the feeling this was a "norm.....".

"If my mother could have stayed alive?"

"If my parents would have pay more attention and if there weren't physical & verbal & emotional abuse."

"Received counselling when it was seen our family had a crazy abusive lifestyle so I could have seen earlier my own destructive patterns."

"Have had more counselling and if my parents didn't drink."

"Could have talked with my parents."

"A more structured home life and activities."

"Listen to parents more and stay away from peer pressure."

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PRESENTATION TO THE LEGISLATURE/HOUSE HESS/FEBRUARY 24, 1987

Yvonne M. Chase, Director
Division of Family and Youth Services

The Division of Family and Youth Services is the state agency mandated to provide directly or to arrange, through contract, a wide range of client services which are designed to address neglect, abuse, and exploitation of children, youth, and adults, and delinquent behavior of youth.

The Social Services section of the Division of Family and Youth Services is legally mandated by state statute (47.17) to receive, investigate, and take necessary and appropriate action on reports of harm to children and adults, elder abuse, and detention of juveniles. The goal of the agency's action is to ensure the safety of the child or adult who has been reported to be in danger. Statewide, the division receives approximately 700 reports of harm to children each month. In addition to reports of harm, the agency receives 700 - 900 request per month for other services from individuals, families, agencies, and community members.

Family Services

Once a report of harm is made, the report is investigated to determine three things. First, has abuse or neglect occurred. Second, if so, is there danger of further harm. And, third, what must be done and by whom to prevent further harm to the victim. In the most serious cases in which the parent or caretaker cannot, or will not, assure a child's safety, the child must be removed from the home through emergency custody proceedings. Emergency removals occur in only approximately 10% of the situations report to the agency. Of all the reports of

harm to children received, approximately 1/3 reveal a family who will require ongoing service in order for the child to be protected.

Elder Abuse

The division is also legally mandated to investigate and to offer protection services to elderly person who are reported to have suffered from physical or economic harm by a caretaker.

Division Statistics

The divisions' statistic are divided into three major categories: Social Services, Youth Services, and Community Care Licensing.

For Social Services:

The number of individuals receiving Social Services rose
from 17,002 in FY 85
to 19,310 in FY 86

The number of children receiving Child Protective Services rose
from 7,702 in FY 85
to 9,222 in FY 86

The number of adults receiving Adult Protective Services rose
from 2,209 in FY 85
to 2,213 in FY 86

For Youth Services:

The average monthly client load for probation officers rose from 1,162 in FY 85 to 1,352 in FY 86 and increase of 16.4%.

1,995 individual detention admissions were made in state facilities, a 5.2% increase over FY 85.

163 individual admissions for state institutional treatment facilities, a 22% increase over FY 85.

Community Care Licensing:

The number of day care facilities, residential care facilities, and foster homes licensed by the division dropped from 1,951 to 1,680, a decrease of 14% from the prior year.

Abuse and Neglect

The prevention, intervention, and treatment of child abuse and neglect is a growing concern in Alaska as evidenced by the increase in referrals to the division, and the corresponding increase in identifying the service needs of these victims and families. Since 1978, the number of staff to provide needed services has increased on 66%, while the number of children receiving protective services increased by 222%. This increase in referrals is consistent with national trends: however, Alaska is among the top 10 states with the highest reporting ratio.

Abuse and neglect became a serious administrative concern in 1984 when client loads had grown to an overwhelming degree. Statewide, the division identified the need for 35 additional social workers in order to meet a standard of 50 clients per social worker. The administration and legislature responded to this critical need and 39 line and support positions were allocated to the division of FY 86.

The FY 87 revised budget has resulted in the need to maintain a vacancy rate of 16% in staff positions. The gains made in staff resources in FY 86 were cancelled! With the FY 87 revised budget, statewide client loads for individual social workers now average over 80 clients; and even without the required vacancies, 6.0 positions are now needed to meet the 50 client standard.

The FY 88 Governor's budget reinstates staff resources to the FY 87 authorized level and provides an increase in foster care; it is hoped that these two actions will maintain the essential protection services to prevent further harm to victims. However, preventive youth service funds for grants to private providers have been eliminated. With this level of funding for the Division of Family and Youth Services, the Department of Health and Social Services, other state agencies, and no funding for private providers for child abuse prevention services, long range solutions for the children and families will not occur.

This situation creates a compelling need to develop a rational and consistent basis to determine client loads, and to allocate the existing resources. In the next year, the division is committed to completing a

project for case management which will develop and provide the standard client assessment tools. These tools will assist in the identification of client risk, and what level of service is needed.

Youth Services

Those youths who are determined to require formal intervention are treated in one of three ways, depending on the type of court order:

1. First, they may remain in their own home while being supervised by a probation officer.
2. Second, they may be placed in either a foster home or residential care home while under the supervision of a probation officer.
3. Or third, they may be placed in a state youth facility.

Until 1981, the 41 detention and 92 treatment beds at McLaughlin served the entire state. Since that time, 38 new beds have been put on line -- 20 beds in Fairbanks, 10 in Nome, and 8 in Juneau at the Johnson Center.

There are two separate but related concerns facing Youth Services: resources and facility overcrowding.

Resource limitations are affecting the division in several ways. First and foremost, current year budget reductions are necessitating vacancies in probation officer positions. The Governor's FY 88 budget does not reinstate these reductions, and 15% of all authorized probation positions will remain unfilled next year.