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Social Services and Corrections: Some Impressions of the North Slope Borough of Alaska

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Summary

Justice services formerly provided by the State of Alaska to residents of the North Slope Borough have been withdrawn in recent years. For example, there is no longer either an Alaska State Trooper or a Divisions of Corrections probation officer based in the borough capital, Barrow. This report presents observations and recommendations addressing the borough government's questions about the planning and development of borough correctional services, relations with the North Slope Borough Department of Public Safety, Alaska Court System, Alaska Division of Corrections, and Inupiat University (later known as Iñisaġvik College), issues related to alcohol offenders, probation services, and other issues related to borough correctional services.

SOCIAL SERVICES AND CORRECTIONS:
SOME IMPRESSIONS OF THE NORTH
SLOPE BOROUGH OF ALASKA



JUSTICE CENTER

**University of Alaska, Anchorage
Anchorage, Alaska**

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Prepared for the

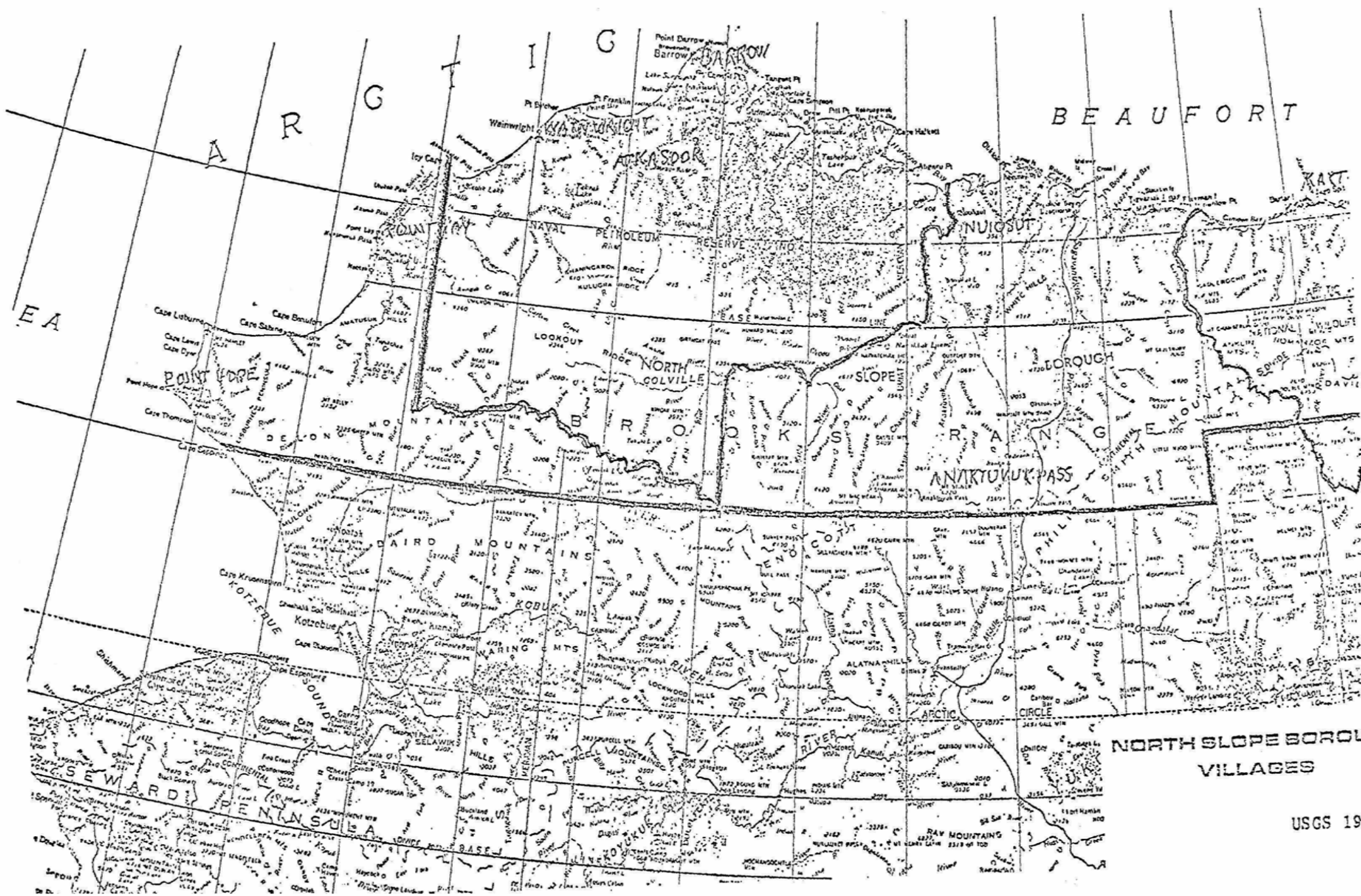
Department of Health and Social Services
North Slope Borough
Barrow, Alaska

by

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June 4, 1980



Preface

The North Slope Borough, with its governmental headquarters located at Barrow, represents the northernmost "localized" governmental body in Alaska and therefore the United States. Because of its northern location many researchers and consultants are impressed and speak at great length about the vast arctic region, the cold temperatures, the long winter season and the long summer day. Some of the more contemporary efforts addressed toward explaining the changing economic situation on the Arctic North Slope of Alaska have focused on the oil wealth and the potential for additional discoveries and development of gas and oil reserves still to be found in the area. Local Borough officials and the citizens of Barrow, however, are already familiar with the physical and economic environments but are faced with both social service and public safety issues which are relatively new and perhaps somewhat unfamiliar.

The State of Alaska has over the past few years, withdrawn some of its formerly provided services. For example, there is no longer an Alaska State Trooper based in Barrow. Neither is there a State Division of Corrections Probation Officer who is Barrow-based as in the past. Borough government officials are debating whether, when the State of Alaska withdraws its provision of services, the Borough can and should develop its own governmental resources and services to replace or displace those not offered by the State. If local taxes, local decisions, local facilities and local policies and procedures are to be encouraged, that is if

local responsibility is to be encouraged, shouldn't local authority also be recognized since responsibility without authority may be meaningless? What authority does the Borough have to offer social and public safety services? Should the State contribute funds to the Borough in an effort to encourage local control?

These and other questions resulted in a request to the Justice Center of the University of Alaska, Anchorage for an assessment of the Borough's dilemma, and advice for future planning efforts to be pursued by the North Slope Borough government officials.

At the invitation of Ms. Carol Morris, Corrections Counselor for the North Slope Borough Department of Health and Social Services, a visit was made to Barrow in late May for the purpose of becoming familiar with the local policymakers and their problems, ideas and tentative plans for the future chiefly in regard to the provision of correctional services. This report is the result of impressions garnered during that visit.

Someone once remarked that "an expert" was defined as a person from out-of-town or out-of-state. It is important to state clearly that the experts in this case are the local people who live and work in Barrow and the remaining North Slope Borough area. The local people can probably define their problems, needs and solutions and should continue in these pursuits. It is not unreasonable, however, to ask for an outside impression, opinion, or recommendation from others with certain expertise in a given occupational or professional field but with the understanding that

the "outsider" is much less of an expert in local affairs and that local officials and citizens will have to make the decisions that they can literally live with.

This report represents impressions which are submitted in relationship to a strong belief in local autonomy.

Footnotes have purposely been avoided and in place, a bibliography has been offered so that those wishing material for use in planning activities might pursue their interests further in the original sources. The Appendix provides Memoranda relevant to issues discussed in the body of this report.

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I.

INTRODUCTION

A site visitation to Barrow was completed over a three-day period from May 19 through May 21, 1980 for the purpose of responding to a request for assistance from the North Slope Borough Department of Health and Social Services. The Borough maintains one personnel position, established for a correctional counselor function, and provides limited local correctional services to local citizens.

The Borough's Department of Public Safety is overseeing the construction of a new building which will become the headquarters for Department staff, provide for office space and training needs, and provide nine cells for the detention of men, women and/or children evaluated as needing a jail environment for short periods of time. The two Departments had not coordinated their interests in planning the new facility nor had advanced planning addressed the best use of the present jail which will be vacated by the Public Safety staff when the new building has been completed. The Court had also been left out of the planning process.

This set of circumstances is neither new nor unusual in locations throughout Alaska, and indeed throughout the United States. Too often, one agency of the criminal justice system takes action or formulates policies or practices with little or no regard to the impact of those decisions on the other justice agencies. More police officers may be hired and trained in order

to make a law enforcement agency more proficient in preventing crime, deterring, apprehending and convicting criminals. But there is often no parallel expansion in the number of judges to hear more cases, or more jail cells or probation officers to house and work with new numbers of offenders.

The governmental officials in Barrow have/had an outstanding opportunity to deal with this problem imaginatively but may have missed it and fallen into the pattern of isolated agency planning found too often elsewhere.

In order to cope with the possible lack of inter-agency coordination and planning, informal discussions were held during the site visitation with the various justice officials who are located in Barrow. These officials included:

North Slope Borough:

Elise Patkotak, Director, Department of Health and
Social Services

Carol Morris, Corrections Counselor, Department of
Health and Social Services

Dan Zinn, Director, Department of Public Safety

Jeanne Gilbreth, Records, Department of Public Safety

Conrad Bagne, Borough Attorney

State of Alaska:

Mike Jeffery, Alaska Legal Services

Charlotte Brower, Magistrate

Nancy Bowens, Clerk of the Court

Private:

Bob Harcharek, Director, Postsecondary Education,

Inupiat University of the Arctic

A post-visit discussion was held with Annie Brower, Field Representative, Social Services, Inupiat Community of the Arctic Slope, while attending the Governor's Commission on the Administration of Justice meeting at Kodiak on May 28th.

Other representatives of the Borough's Department of Health and Social Services, and Department of Public Safety, as well as the Clinical Social Worker at the Federal Public Health Facility in Barrow were introduced.

One is left with the definite impression that all of these individuals are caring and competent persons who are highly motivated to find solutions to developing social and justice problems in the community of Barrow, and beyond, to the villages spread over the North Slope Borough. This paper is based only upon professional impressions of a local government attempting to define its duties.

II.

CORRECTIONAL SERVICES WITHIN THE NORTH SLOPE BOROUGH:

THE PROBLEM

Daniel Glaser in 1971 prepared a paper for Project STAR of the American Justice Institute. The paper, entitled "Changes in Corrections During the Next Twenty Years," included the following definition:

"Broadly construed, corrections encompasses every action taken to alter the behavior of a person accused of delinquency or crime, if it is directed at reducing the probability that he will commit further offenses."

Glaser's definition focuses on (1) actions taken; (2) the altering of behavior; (3) and persons accused of delinquency or crime, etc. He does not distinguish between corrective actions taken by the police, by the courts, by correctional or other social service agencies. Neither does he believe that action must await conviction in order to be effective.

Present Correctional Practices

Within the boundaries of the North Slope Borough, an area of 88,000 square miles, where people are being detained, arrested, charged and convicted much the same as elsewhere in rural areas of the United States, there is a problem that is somewhat unique to rural Alaska. Persons sentenced to incarceration are routinely transported 540 miles to the south by commercial air carrier to Fairbanks for completion of the judicial commitment. The offender

is accompanied by an official representative of the justice system, lodged in the State Correctional Center at Fairbanks where he/she completes the sentence, and then is given a return ticket for air transportation home. This expensive procedure is sometimes known as "jet justice" or "airplane therapy" and is hardly what Glaser had in mind in his definition of corrections.

To attempt to fix responsibility for this justice system mechanism, its roots being found in the history of the development of Alaska with its vast geographic areas, tremendous climatological differences, and lack of social service and public service resources, would be meaningless. Certainly the people of Barrow and the North Slope Borough are not to be blamed for this traditional practice since they have had to respond to State governmental justice agencies who have had responsibility for establishing operating policies and procedures in these matters.

But the times have changed from the days of the Alaska Territory, from the early Statehood period, and from the time a decade ago when huge oil and gas deposits were discovered on the North Slope of Alaska. The citizens of the Arctic North Slope Borough now have a tax base which will enable them to at least partially address their own public safety and social service needs.

A New Public Safety Building

As an example of this progress, the Borough has commissioned the design and construction of a new Public Safety Building now being built in the city of Barrow, a community with a population of approximately 7500 persons. This building was initially to have met the needs of several public safety and social service providers.

It had been understood among some Barrow officials and by other justice officials across the state that a new correctional center was being designed which would meet the needs of the North Slope Borough, and perhaps permit local offenders convicted of relatively minor offenses to serve their time at or near their homes.

In fact, the new two story building will have three-fourths of its space dedicated to the administrative functions of the North Slope Department of Public Safety and space for nine cells for the temporary detention of accused offenders. It is clearly not a correctional center and in fact may be found unconstitutional as a jail immediately upon completion for the singular reason that juveniles who may be detained there will not be held out of the sight and hearing of adult offenders.

A second design problem of major proportion relates to the placement of the jail cells on the second story of the new building. Intoxicated persons whether or not they are merely detained (detainees might be held elsewhere in the community) or whether they are intoxicated persons accused of crimes, or thirdly, belligerent or difficult-to-manage persons, will have to be requested, coerced, or forced, up the stairs. This design will subject the offender-citizen as well as personnel of the Department of Public Safety to accusations of improper behavior and perhaps serious physical injury.

A third problem relates to the correctional function to be carried out within the building. With an excellent opportunity for the citizens of Barrow to design a building to meet their

correctional needs for several years to come, a great deal more thought could have been given to correctional space. Here was a rare opportunity to provide program space for juvenile boys and girls and adult men and women accused of crimes and delinquent acts, and perhaps convicted of relatively minor offenses, in a new building in the center of the seat of Borough government and close to family members and friends, employers, and local social service providers. Nine cells will not permit much more than temporary detention of adults awaiting arraignment or speedy trials, that is unless the Borough is willing to risk the potential for lawsuits, brought by, or on behalf of, those incarcerated there, due to its physical shortcomings.

The building is apparently well designed for the administrative (primarily policing) needs of the Department of Public Safety and perhaps will serve well that Department's growth in the coming years. If a new direction in correctional planning, based on local control, the development of local correctional and social service programs and the therapeutic advantages of keeping family and friends in close proximity, is to be taken, then perhaps the building should be redesigned or remodeled during construction.

If one were to compare the present space allocated to administrative functions of the Department of Public Safety in its existing location with the administrative space planned in the new building, it is obvious that tremendous growth has been anticipated for public safety functions without including correctional space needs. It is probably unproductive to attempt to find fault

or to place blame for poor planning. But it may not be too late to correct some of the serious deficiencies. This issue will be addressed in the recommendation section of this report.

The Alcohol Offender

The alcohol offender presents a special problem anywhere. Both police and correctional agency personnel have had to deal reluctantly and usually ineffectively with the intoxicated person whether he or she is in Barrow, Fairbanks, Anchorage or elsewhere around the United States. The North Slope Borough Department of Public Safety has adopted procedures which appear to be humane. That is, current policies recommend that only those persons who have committed a law violation, are likely to, or who may be a danger to him or herself or others, should be placed in "protective custody." Those who are "incapacitated by alcohol," e.g., unconscious or have serious impairment of judgment or physical mobility, may be detained in custody. There is an emphasis on taking merely intoxicated persons home if no serious repercussions are anticipated by the officer.

Apparently the Department of Public Safety does not plan to house intoxicated or incapacitated persons in the new building and has recommended that the old jail (the one presently in use) be utilized for holding these persons. Further, it seems that the Public Safety Department may want the Department of Health to assume responsibility for these persons. The Department of Health is not staffed for, nor does it appear ready to assume that responsibility.

New Directions

The Department of Health and Social Services presently offers, through the correctional counselor position, impressive juvenile intake services similar, or perhaps superior to those offered in Fairbanks, Anchorage or elsewhere in the State by the State Division of Corrections. A close working coordination is maintained between the Borough's intake counselor and Public Safety Department personnel as well as between the counselor and the State Magistrate and the Clerk of the Court. In fact, it appears that the Public Safety Officers routinely alert the correctional counselor to all juvenile cases as they occur and depend upon the counselor for dispositional advice and assistance. This close working relationship is exemplary and in fact is one of the best court-public safety-corrections relationships in the State of Alaska. It should be encouraged to continue and should be used as a model elsewhere in the state.

The Department of Health and Social Services is considering the development of a store-front counseling service for youth which would be open evenings and weekends. The proposal is for a centrally located place, "preferably a house, where kids could come by and, in an informal manner, talk about their problems. Paid counselors would be primarily responsible with volunteers to assist." The proposal includes a philosophical foundation, a brief description of the program, training, extension to rural villages, future planning, and funding plans via a grant proposal.

This sort of thinking indicates a positive effort to grapple imaginatively with local problems based on local needs and resources and should be encouraged and expanded upon.

In summary then, the problem as it relates to correctional services shows signs of poor past planning and coordination and yet, somewhat ironically, there are excellent examples of positive efforts to improve the planning and inter-agency coordination processes. The new Public Safety Department building has apparently caused local officials to re-examine their needs and resources, their inter-agency coordination and their services to the local community and the greater Borough area. For this reason alone the new building may be viewed as worthwhile. Public buildings are not frequently built and when they are they must be carefully planned to provide public services for many years. Perhaps it is not too late to rethink the purposes of the under-construction building or to consider the alternatives..

III.

THE COURT AND OTHER POINTS OF VIEW

Court Services

The North Slope Borough of Alaska is served by a resident State Court Magistrate and a Clerk of the Court. Other judicial services are administered from the regional State court offices located over 500 miles away in Fairbanks. While individuals facing serious felony charges and waiting trial and those sentenced to various terms of incarceration are routinely transported with escort via commercial airlines to Fairbanks from Barrow, likewise does the Court respond in reverse to judicial needs in Barrow. That is, when a felony crime is to be tried in Barrow, it is typical procedure for the Judge, prosecutor, and defense attorney to fly to Barrow, conduct the trial, and return again to their normal duty stations in Fairbanks, another form of Alaska airplane justice perhaps with a newly sentenced prisoner close behind.

This mechanism may or may not be the best use of resources, perhaps a subject for a more lengthy study, but it does represent how judicial services are provided beyond the level of the Magistrates' Court. In any case the local resident Magistrate knows the area and people well and is perceptive to the needs of the local community and the more rural villages. Since the cases processed by the Magistrate are primarily minor ones it is perhaps easy to overlook the significance of the services offered by this officer of the court. Many of the minor criminal cases and/or juvenile cases can be and are handled expeditiously and with a

humanitarian emphasis toward prevention of repeat offenses or escalation to more serious ones.

The Magistrate seems concerned and involved with community officers and is aware of the potential to provide greater and better services close by or within the local community for those who commit criminal or delinquent infractions. As correctional services are improved it is likely that the Magistrate will utilize the new resources in an effort to retain as many youngsters and minor adult offenders as close to home as possible.

The court is in need of new or better facilities also but this is a state government problem which must be addressed through the Court System administration. It would be conceivable that a combined justice system facility might be designed to meet the needs of the court, corrections and police but land is scarce in Barrow, building costs are high, at least three agencies and two different governments would all have to agree to work together which may make the concept very difficult to develop.

In any case, the local Magistrate appears to be the hub of the justice wheel in North Slope justice activities. Police activities are monitored, citizen attitudes are measured, and community resources are evaluated by the Magistrate. Because this is the case, the Magistrate should play an important part in planning for the future of the North Slope justice services and would be essential to successful development of new programs, policies and procedures.

A Local University

Inupiat University of the Arctic is a small independent non-profit institution of higher education and is located in the City of Barrow. The University offers a postsecondary assistance program, associate and baccalaureate degrees and several certificate of proficiency programs. These offerings are directed toward the unique postsecondary educational needs of the citizens of the North Slope Region of Alaska. The University is seeking to become a public institution under the jurisdiction of the North Slope Borough government.

In April of 1980, through a cooperative effort between the Borough's Department of Public Safety and the Inupiat University, a small booklet entitled "Legal Terms You Should Know" was published. A unique feature of this booklet is that half is printed in the English language and, when turned upside down and reversed, the other half can be read in Inupiaq, and "it is both a dictionary and a checklist of your basic legal rights." This and other similar projects will provide good examples which cooperative efforts can produce in order to meet the needs of Borough officials, but more importantly to meet the public education needs of local citizens.

The Inupiat University is also a potential resource for educational advancement, skill development or improvement and for the provision of forums for discussion and planning of important social issues. It might be a resource for the training and education of volunteers in corrections, of foster home parents, of big brother-big sister experiments each directed at assisting young people and adults with their problems in the local area.

Legal Resources

The North Slope Borough has neither a State Public Defender nor a State Prosecutor stationed within its boundaries. In Barrow, however, there are two attorneys who are employees of the Alaska Legal Services Corporation, and at least one Borough attorney. While none of these professionals handle criminal or delinquency cases, they are attuned to the needs of the community, the Slope and its citizens. All appear to favor the development of local resources which would enhance the opportunity for local people to receive assistance at or near their places of residence. The attitude seems to be unanimous that all but the most serious juvenile and adult offenders should be provided with local social and correctional services, the most serious still being eligible for a transfer to the larger state correctional system.

IV.

STATE CORRECTIONAL SERVICES THEN AND NOW

Dr. John Angell in his report on rural justice issues, Alaskan Village Justice: An Exploratory Study (see bibliography in Appendix) succinctly describes the State of Alaska's responsibility for correctional services:

Alaska Statutes, Title 33, places on the state the responsibility for providing correctional services for all persons arrested for state offenses. In the most densely populated communities the state provides and staffs jail and correctional facilities. In some smaller communities the state contracts at a pre-arranged rate for the detention and supervision of prisoners in local detention facilities. Where no state facilities and no contractual arrangements exist, the policy of state agencies is to have guards in the local communities, and prisoners are held in makeshift cells, private homes, community halls, schools or other places until they can be moved by the state. Custody and treatment of all offenders convicted under state laws are handled by the Alaska Division of Corrections. (emphasis added)

As stated earlier, State Correctional authorities have traditionally preferred that their clientele be delivered to them in the more urban areas of the State than to provide resident services in "bush" Alaska. The State argues that it is expensive and difficult to hire qualified probation officers and send them to rural Alaska and yet State Troopers, Court Magistrates and small local police departments have found that services can and must be provided in rural areas and do provide the personnel for those services.

The probation officer position formerly located in Barrow was closed out a few years ago. The same is true of the former State Trooper position. Probation services are coordinated by

Borough officials, primarily the correctional counselor, with the office of the Regional Administrator for State Probation and Parole Services over 500 miles to the south in Fairbanks. This means that probationers or parolees who are under state sentences but may be living somewhere on the North Slope are supervised by probation officers in Fairbanks who must provide follow-up services by post card or letter and perhaps an occasional visit.

Earlier also the mechanism of dealing with persons sentenced to periods of incarceration was described. Until a recent change in policy by the administrators of the State Correctional Center at Fairbanks, it was probable that a person tried in Barrow and sentenced to as little as three to ten days in jail would be sent to Fairbanks to serve out his or her sentence in spite of the tremendous costs involved.

The Institutional System

Since statehood in 1959 and the formulation of first, the Alaska Youth and Adult Authority, later the Alaska Division of Corrections, state officials have had to focus attention on several inherited Territorial jails, the construction of new state correctional centers, and the remodeling and/or expansion of both. The State still utilizes outdated and totally inadequate jails left over from Territorial days which are located in Ketchikan, Nome and Third Avenue in Anchorage. New State correctional centers, built since statehood, include those at Fairbanks, Juneau, Palmer, Eagle River and the McLaughlin Youth Center in Anchorage. Other structures such as the Anchorage Correctional Annex and the

Ridgeview Center for women are leased from the Municipality of Anchorage and private owners respectively. Still other small local jails around the state provide space for holding state prisoners temporarily for which the local municipalities are paid, e.g., historically through either a yearly contract for services or on a flat rate per-man-per-day cost for reimbursement. Recently passed bond issues (and future ones) will permit the State to construct new, replacement, regional correctional centers at Ketchikan and Bethel and a new pre-trial detention facility in downtown Anchorage.

The statewide correctional population (incarcerated) doubled in approximate numbers from 400 in 1974 to 800 in 1979 and the State corrections institutional system is now full with the overflow of approximately 160 prisoners being housed under contract, in the lower 48 contiguous states, within the Federal Bureau of Prisons system. Because of these pressures the State still must focus its attention on creating adequate space in-state for the incarcerated population primarily located in the urban areas. Little time or money has been directed toward rural Alaska until recently.

With the intensive work completed on the Correctional Master Plan for the State of Alaska, an effort which required about three years of in-state and out-of-state work via consultants, experts and executive and legislative personnel, the Division of Corrections now has a blueprint or set of guidelines for future policy planning. Unfortunately the rural portion of the Master Plan was rejected by the oversight committee as being insufficient.

That is, the plan did not offer enough in the way of new or innovative direction for rural correctional services, but did provide a reasonable reiteration of what had already been done and been suggested to date.

A new planning body, the Rural Justice Policy Committee was appointed to develop a rough outline of a rural justice plan, circulate it widely for public comment, and finalize in a series of recommendations a plan which will be introduced to the legislature for that body's consideration. This project is now in the public comment solicitation phase.

The Probation System

In Territorial days U. S. Marshalls would tour all ports of call up and down the Alaska coast during the summer season and collect miscreants who would work off short penalties aboard ship and at local towns and villages along the route. They would be dropped off back at home, when the appropriate work or time period had been served.

In Alaska's urban centers today the probation/parole system mechanism is much like that to be found anywhere in the nation, with some degree of specialization in the largest cities. That is, separate intake officers, pre-sentence investigators, juvenile units and so on may be utilized.

In rural areas probation services become more sparse. The Division of Corrections stations probation/parole officers in Bethel and Nome and probation aides in Bethel and Kotzebue, of the more remote rural locations. Probation services are supervised by three Regional Administrators located in Fairbanks,

Anchorage and Juneau with smaller offices located elsewhere in Southeastern and Southcentral Alaska.

According to the Correctional Master Plan, Corrections should be emphasizing the development of a community correction concept which will include the probation and parole functions and will expand screening and diversion possibilities so that many now incarcerated and those who may be in the future can be directed to less secure settings such as halfway houses or community treatment centers. Still, the Master Plan and legislative requests to date have not adequately addressed the need for rural services. The Rural Justice Policy Committee's work holds promise for addressing this need. The Committee is considering the creation of justice system generalist who would be recruited from and trained for rural justice and/or corrections services of several types in combination, e.g., rural jails, rural probation aide or officer, intake officer and parole supervisor as well as providing certain services for the Alaska State Troopers, the Court System and perhaps some paralegal work. Intensive planning between the officials of the State justice agencies and local law enforcement officers, magistrates and local governments and citizens will be required.

V.

THE FUTURE OF BOROUGH CORRECTIONAL SERVICES:

THE PLANNING PROCESS

It will be essential that officials who are responsible for developing programs and policies which will enhance the delivery of justice services within the North Slope Borough meet and plan together. Effective planning in the justice field must by its very nature cross agency lines. The "client" whether he or she be an adult or juvenile, or predelinquent, delinquent or convicted is processed by the same major justice system components; that is, police, courts, and corrections. There is nothing to prohibit any of these agencies of justice, whether city, borough or state, from developing their own resources and programs. But the best efforts which seem to be the most beneficial are those where the greatest interagency coordination and cooperation exists.

Too often an agency will develop plans, funding, programs, and/or policies in isolation from the needs and resources of the other agencies, or other levels of government. The one thing that the justice "system" does have in common is that the system processes the same individual through its various mechanisms as though on a conveyor belt. The "client" may enter the system and be processed through the police mechanism, past various legal personnel, through to the court processes and on to the correctional apparatus where eventually he or she will be processed out at the other end of the conveyor system. Of course, there are other "belts" which may divert an individual off of the main

system to other programmatic resources or back to the original environment.

These other resources must be developed if change from traditional practices is to be developed within the North Slope Borough, and there are several indications that initial planning for this change is taking place. What is apparently lacking, and therefore most needed, is interagency coordination.

Necessary Information

Good planning requires that an analysis of what presently exists is completed and evaluated. In order to evaluate it is essential to have good measurements. In this case the Borough will need to know how many people are processed by the several justice agencies, what kind of cases they represent, and what dispositions have resulted. Compilation of numbers of cases and types will provide information on space and programmatic needs not just for "institutional" planning but for development of community based resources and programs.

Records from the Department of Public Safety can indicate how many arrests take place, the nature of crimes or delinquent acts, the number of persons booked into custody and how long these people stay. Court records can be compared to Public Safety records and the resultant information used for comparison and to determine court dispositions. Correctional records should indicate informal (unofficial) and formal numbers of cases and dispositions. Records should also indicate how many and for how long North Slope citizen offenders are sent away to be housed and/or supervised by the State Division of Corrections in Fairbanks or elsewhere.

From this basic data the planning process can move to an initial needs assessment in an effort to outline both space and programmatic needs for correctional services. Local planners will have to decide whether an expanded effort should be undertaken to provide preventative counseling services, pre-trial and post-trial services and for which individuals or classifications of delinquents and adult offenders. A basic issue would be the need or desire for retaining as many local residents as close to their homes as possible, for the service of sentences perhaps up to one year in length, and the provision of local services to these persons.

Significant Persons

It is also essential that the principal officials now responsible for the provision of public safety, correctional, court and legal services be brought together in a planning group along with citizens from other professions and occupational interests to guide policy decisions.

A true combination of official and community interests, if carefully conceived and coordinated, would provide a forum for the exchange of ideas regarding difficulties and potential solutions in dealing with community or Borough social service and public safety problems. This group might call upon others in government, such as various State officials, and Borough officials having peripheral business with the justice system, interested citizens, and/or experts to present their advice, complaints, or ideas to the planning group. Certainly three members of the planning group should include the Director of

the Department of Public Safety, the Director of the Department of Health and Social Services and the State Court Magistrate. Other members might be suggested and agreed upon by these three.

In planning for physical space it is generally recognized that the service providers must first define their space needs. That is to say, the intended use of the new space must be carefully defined before the engineers, architects, or contractors are called in to design the actual physical environment. Traditionally the process has too often been reversed. The building or room has been designed and then a program is developed which must conform to that environment. Planners must define the program before the environment in which that program will be delivered can be designed, as stated earlier. Because public buildings are often utilized for long periods of time, it would probably be wise to solicit opinions from wide ranging and divergent points of view. Public buildings should follow the development of sound public policy, and not precede it.

VI.

A REVIEW OF IMPRESSIONS: SOME POSSIBILITIES

Summary

It appears that the construction of a new public safety building in Barrow, which will serve primarily as administrative headquarters for the Department of Public Safety's activities within the North Slope Borough of Alaska, has served as a catalyst toward renewed efforts at planning on an interagency basis. The Borough's Departments of Public Safety and Health and Social Services along with the State Courts' Magistrate Office have an obvious need to plan carefully together for the criminal justice needs of the Borough's vast area. There is a need for representatives of these three offices to study the needs of the local communities and to assess the resources that they may be able to provide in correctional and other social service areas. Private citizens, state officials and other experts might be called upon to share their concerns with local justice officials.

A basic issue to be decided upon includes the need for a definition of correctional services to be delivered locally, the specific categories of delinquents or adult offenders who might receive these local services and the service delivery mechanisms, i.e., programs and/or buildings. All of these decisions are dependent upon the acquisition and analysis of data concerning the numbers and types of offenders presently originating from the Borough area.

There is no reason to doubt the capabilities of the Borough's officials who are eager and highly motivated to meet their public safety and social service needs via local resources which include a sound tax base.

General Recommendations

The following enumerated items are merely suggestive and not intended as specific recommendations. It is hoped that they may provide the suggestions for further discussion of important areas which should be of concern to Borough officials in the planning process.

1. A localized justice policy committee should be formed for the purpose of initiating a review of the purpose and function of both the old and new public safety buildings. This should be done in relationship to expanded services planned for the local correctional program and to the major policy decision of determining which offenders should be served locally and which transferred to the state correctional authorities.

2. It may not be too late to consider remodeling the under-construction Public Safety building. Discussion might include the benefits of placing the jail facility on the ground floor and expanding its floor space to include not only secure cells, but recreational space, classroom, dayrooms, counseling and attorney rooms, and visitor and jail staff space which would enable juveniles of both sexes and adult males and females to be given adequate access to these other areas as well as separation from one another. The major concern might focus on the need for housing more offenders for longer periods rather than continuing to send relatively minor

offenders and delinquents over 500 miles to the south.

3. There is a strong possibility that the old jail might be remodeled at little relative cost into an open door halfway house where counseling, emergency crisis housing, crisis intervention assistance and referral services could be offered, perhaps on a 24 hour per day basis. An open door concept in combination with work release (employment opportunities are evidently good in Barrow), restitution or community work or service types of sentences might be extremely beneficial. Halfway in as well as halfway out correctional services could be provided.

4. The whole question of the detention of persons found unable to function safely due to various stages of intoxication is in need of thorough reexamination. The court, police, corrections and other officers and citizens should thoroughly discuss and search for a humane, safe, and innovative way to deal with inebriates and perhaps keep them away from those serving sentences or receiving ongoing counseling or other social assistance in a jail or halfway house setting. A sleepoff center concept may be useful but who would staff it and how it might operate is a community problem which should receive community-wide discussion. The State Office of Alcoholism and Drug Abuse (SOADA) has been given a substantial increase in funds and should be a good resource for administrative and perhaps financial assistance.

5. The training needs of public safety and health and social services personnel should be examined and cross-component or inter-agency training should be emphasized so that in-house agency training which further isolates one agency from another is avoided.

The local university may be of assistance in designing and delivering these programs. Other statewide resources also exist.

6. Efforts might be made to collect data which would define the correctional, public safety and court clientele, their number, their crimes, their recidivism rates, incarceration rates and similar information. This data should be unified and used as a planning tool.

7. It may be of mutual benefit for Borough officials to invite the Governor's Commission on the Administration of Justice to hold one of the Commission's quarterly meetings in Barrow for the purpose of exchanging ideas and exploring solutions on mutual problems. Both might benefit from a healthy interchange and the system of justice might reap the rewards.

Finally, then, it appears as though the personnel of North Slope Borough are working diligently to define their official duties through services to be provided to Borough citizens. Mistakes will be made in the best of planning efforts but poor planning or no planning at all can be disastrous. The people of the Borough, at least those in the justice and social service systems, are capable and caring. They may develop a model worthy of emulation elsewhere and should receive the support, encouragement and attention of the State of Alaska if and when it might be requested.

APPENDIX

MEMORANDUM

TO: ALL DEPARTMENT PERSONNEL
NSB DEPARTMENT HEADS & STAFF

FROM: DANIEL J. ZINN, DIRECTOR *DJZ*

DATE: APRIL 18, 1980

SUBJ: IMPROVEMENT OF COMMUNITY RELATIONS

The following comments are issues that I consider major concerns of the Public Safety Department. The articles and books, the media and personal experience I have had since joining the North Slope Borough, clearly shows the promise that this area has, and our department must assist in its development. The department can make history if we are careful and plan each step and assimilate the native people into the mainstream of the development of their lands, into something positive for everyone. Attitude adjustment is the major objective so that the department and the community will work as a unit; to the solution of community problems.

The Department of Public Safety is in a position of not being responsible to the larger state government nor is it responsible to so small a government that efforts change and modification would be hampered by lack of funds or government support. The department has a great opportunity to make any of the desired changes; away from the traditional law enforcement agencies. The philosophy of the department, as well as the policy, is to insure protection, peace and safety to all residents of the North Slope Borough, with major changes consistent with the cultural way of life of the Inupiat people. This is considerably different from urban areas of this State and extremely different from urban areas in the lower "48". The most important overall factor in modifying law enforcement in the bush revolves around attitude and image; both Public Safety's and the Community's. Public Safety for the North Slope region will insure that the non-native ways are not harshly imposed upon the native citizen who, from the beginning had no say nor vote in the formation of those laws. The State statutes are laws which the legislature passed for a society of strangers; however, here on the North Slope we have a closely knit society of family members and friends which cannot fall under the legislative intent of the larger State government statutes. Police have miles and miles of discretion and laws were written in the hope that the police would use this discretion in the enforcement of laws as they relate to the communities in which they serve. Success in Public Safety is primarily dependent upon how much is acceptable to a single community

and what is not acceptable. A community will only have as much law enforcement as ~~they~~ wish to have; no more and no less. The community should feel free to call upon Public Safety for any type of assistance, whether social or criminal. Without voluntary compliance the Public Safety officer's hands are tied and no laws are enforceable ~~with-~~ out the community's support. All this means that Public Safety is not here to impose a foreign law, nor replace the leaders of the community with a single power, but ~~to~~ work for and with the citizens of the North Slope Borough.

The Department of Public Safety has the qualified personnel now to avoid any shoddy police work, and need for abuse of power, authority or privileges of citizens and no need for deception in fulfilling their duties as Public Safety Officers. It must be within the minds of all department personnel to project a respected professional image to all members of the North Slope community and to always remain courteous in the performance of their duties.

Probably the most important thing to remember about community relations is the "Golden Rule." Empathy rather than apathy should be used in the performance of all duties involved in Public Safety regardless of what the officer's think themselves. We are bound by constitutional safeguards, that all persons are presumed innocent until proven guilty. Public Safety officers must use extreme insight and put themselves in the citizen's place, looking at how professional the department looks in the eyes of the community.

In conclusion, it has been my philosophy throughout my law enforcement career and now as Director of Public Safety, that I am asking your full cooperation to also follow this philosophy. That being a considerable decrease in the area of strict law enforcement and much more emphasis on establishing fire and medical services throughout the North Slope villages. In the area of law enforcement, our main thrust will be to maintain the peace and safety of the community by crisis intervention, rather than by detention and arrest. When feasible and in the public interest, jail or incarceration will be the last resort. Whenever any other alternative is available it is to be utilized, unless it would put the person or the community in danger. It is only a fraction of the community who creates a danger to others, and of course, when it merits, they should be dealt with accordingly. However,

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the vast majority are fine citizens who, under all circumstances, are to be dealt with fairly, humanely, and courteously.

Your total cooperation in matters of community relations will be greatly appreciated.

If you should have any questions or wish to talk to me, please do not hesitate to call on me.



DEPARTMENT OF PUBLIC SAFETY

P. O. Box 470 • Barrow, Alaska 99723

Telephone (907) 852 6111

MEMORANDUM

TO: ALL DEPARTMENTS/NORTH SLOPE BOROUGH

FROM: DANIEL J. ZINN, DIRECTOR *DJZ*

DATE: MARCH 28, 1980

SUBJ: PUBLIC SAFETY DETENTION PROGRAM

Intoxicated: If a person is merely intoxicated and has violated no laws, they are to be taken home if possible. This is the officer's first alternative. Only if the officer feels he will create more problems or endanger himself or others will it be permissible to place the individual in protective custody.

Incapacitated: This statute provides that persons who are incapacitated shall be placed immediately in protective custody.

Incapacitated by alcohol means a person who, as a result of consumption of alcohol, is rendered unconscious or has his judgement or physical mobility so impaired that he cannot readily recognize or extricate himself from conditions of apparent or imminent danger to his health or safety.

A determination should be made whether the citizen is only intoxicated or is incapacitated. Once that determination is made, certain statutory results must follow. If he is intoxicated, the statutory preference is that the citizen be brought home. Only if he is actually incapacitated should he be automatically detained. So the procedure should work like this:

1. The officer observes a citizen on the street who may be intoxicated or incapacitated.
2. The officer stops the citizen and speaks with him and observes him long enough to make a determination as to whether the citizen is intoxicated or incapacitated.
3. If the citizen appears intoxicated, he will be brought home unless his condition indicates that he is a danger to himself or others (depressed or belligerent) or unless the people at home do not want him to come into the house in a state of intoxication.

4. If the citizen appears incapacitated (in apparent or immediate danger to himself) he will be placed in protective custody.

This procedure provides some guidance so that the citizen who inquires can rest assured that he will not be subject to detention when he walks out onto the street after having a few drinks. Otherwise, if the citizens of Barrow get the feeling that they are subject to being detained at any time, this supportive function of Public Safety will take on a definitely negative image.

The current community efforts to deal with alcohol abuse are highly important, and few if any persons would quarrel with them. However, at the same time the Department of Public Safety must remain sensitive to the rights of people to freely walk the streets without interference unless intervention is both necessary and legally sanctioned.

These guidelines are for the officers in Public Safety to adhere to and for public information when inquiries are made about our detention program. This memorandum is taken from correspondence received from Alaska Legal Services Corporation, Mr. John Holmes, Attorney at Law.

North Slope Borough Health and Social Services Agency

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Barrow, Alaska 99723

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(907) 852-3065

MEMORANDUM

TO : Elisé Patkotak

FROM : Carol Morris *cm*

SUBJECT : Youth Counseling Service

DATE : May 7, 1980

OK JP
Patkotak

John Miller and I have been discussing the idea of a store front counseling service for youth, open evenings and weekends. We decided, at least in the beginning, the project should come under my office.

It will be a place, preferably a house, centrally located, where kids could come by and, in an informal manner, talk about their problems. Paid counselors would be primarily responsible with volunteers to assist.

Philosophy of Program

It is important that youth receive help to solve their problems, make decisions about their life, and become useful members of their community. They will be needed. All of the positive efforts being made by adults of Barrow and the North Slope will be lost if the young people are not helped to find their place in this changing society.

Many young people have immediate family problems. These are part of the larger problem of alcohol and family disintegration. They need to be able to talk out their problems with adults who understand and know how to listen. Some youth need one person to give them special attention. If communication is bad at home, if there are drinking problems or family dissolution, this does not

mean necessarily that further disintegration should be allowed by custody being taken of a teenage child. They can be helped to examine their situation, understand what is happening, cope with some things and draw on more stable adults in the community for support during this time.

Young people also have their own unique problems of youth. They need help with making decisions, someone to talk to about problems with school and friends, and badly needed advice and education from someone they trust about alcohol and drugs.

Adults in the community want to help, and need to listen so they will know how. There is a natural support system in this community, only needing to be tapped and given a structure.

Description of Program

Counselors and Volunteers: A vital part of this program will be the emphasis on community involvement by recruiting a large number of volunteers. A large number is important so they will not be called on to do more than they are able to do. They can spend time at the center, serve as big brothers, big sisters, tutors, furnish temporary homes, etc. They will be encouraged to find innovative solutions and their ideas will be important for future planning.

Training: Counselors and volunteers will receive training both outside and from local trained counselors and mental health professionals. Interested volunteers can be trained and eventually become paid workers with more responsibility. Training will include basic listening and counseling skills; also, a knowledge of available resources.

Extension to the villages: One objective would be for local people in the villages of the North Slope to receive training and, with support from the center in Barrow, begin providing counseling for the youth of the villages.

Future planning: Many programs could be created and tried out in cooperation with other agencies. The counseling service would not attempt to expand, at first, but encourage more activity by others. For example: encourage more school interest in drop-outs, special education, vocational training, community liaisons; Public Safety could speak in the schools and individual officers volunteer on their time off; encourage recreation planning by the city; businesses and government agencies could give assistance in finding jobs and training, etc. In future planning, we will expand where there is a definite gap and where we feel we could do it best.

Funding: I am now in the process of putting together a tentative grant proposal for a first year pilot project. This would be a small grant for at least two counselors, office space, equipment, and some training. John Miller has come up with possible state funding through Youth Advocates Network. Using statistics from juvenile intake, arrests of minors consuming alcohol, and school dropouts, the program should qualify for LEAA funding.

A drop out committee was formed recently by interested local people. They have completed a survey among students. Information in this survey includes what kinds of counselors the kids would like to see. I will be using this group in an advisory capacity. Local organizations and churches will be asked for letters of support and we will begin recruiting volunteers.

Marsh Poulsen (at School District Central Office) has been of assistance in the technical aspects of grant writing. He suggests that I attend a Grantsmanship Center Training Program which he attended and highly recommends. I can take all the information and by the end of the week of training have a proposal completed and be on the way with future funding.

I am asking your approval to attend a Grantsmanship Center Training Program coming up in Dallas June 16, 1980. Attached is a program description.

cc: Lloyd Ahvikana
John Miller
Dropout Committee
files

*Training program ok. Lloyd & Lloyd
approves. Sounds like this is really
getting off the ground. Good work!
JP*

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