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Alaska Offender Population Growth

—Roger Endell

During the 1980s, Alaska has experienced an extraordinary rise in the number of offenders incarcerated or supervised by the state correctional system. The rates of growth in Alaska are much higher than those of national corrections populations. Moreover, this expansion of the offender population, with its concomitant demands on state resources, will probably continue at least until the year 2000.

In Alaska the total sentenced population has grown 192 percent—tripling—since 1980. According to figures released in the Bureau of Justice Statistics report “Prisoners in 1986,” this growth was greater than that of any other state. The national prison population grew only 65.7 percent during the same period.

The BJS report reveals that Alaska also has one of the highest incarceration rates in the nation,

with 306 prisoners per 100,000 adult residents. Only four states have higher rates: Nevada with 462 per 100,000 adults; Delaware and South Carolina, each with 324; and Louisiana with 322. Nationally, there are 216 sentenced prisoners per 100,000 population.

Prison admissions for the offenses of murder, nonnegligent manslaughter, rape, robbery, aggravated assault and burglary account for approximately 60 percent of all prison commitments. In Alaska in 1985 the rate of admissions for these offenses per 100,000 adult residents was 235, up 104 percent from 1980. This rate is lower only than that of Florida, which has 336 such admissions per 100,000 adult

residents. Nationally, there are 104 admissions for these offenses per 100,000 adults.

The BJS report estimates that, as a group, state and federal prisons are operating above reported capacity. Alaska Department of Corrections data indicate that in October 1987 the state’s prison facilities were operating at full capacity.

Jail and prison populations form only 26 percent of the total number of people being supervised by correctional agencies nationwide. Of the 2.9 million adults under the care or custody of a correctional agency at the end of 1985, three out of four were being supervised in the community, according to
(See *GROWTH*, page 2)

HIGHLIGHTS INSIDE THIS ISSUE

- The Bureau of Justice Statistics reports that crimes of violence or theft touched one-quarter of households in the U.S. in 1986 (p. 4).
- Study reveals opportunities for prisoner visits in state-operated prisons throughout the country have expanded since 1976 (p. 6).

State	Prison Population 12/31/85	Probation/Parole Populations 12/31/85	Prison to Probation/ Parole Ratio
Alaska	2,329	2,606	+ 155 = 1.0:1.2
Arizona	8,531	18,176	+ 1,717 = 1.0:2.3
California	50,111	210,449	+ 33,983 = 1.0:4.9
Colorado	3,369	17,612	+ 2,003 = 1.0:5.8
Hawaii	2,111	7,986	+ 716 = 1.0:4.1
Idaho	1,294	3,414	+ 483 = 1.0:3.0
Montana	1,129	2,712	+ 694 = 1.0:3.0
Nevada	3,771	5,365	+ 1,313 = 1.0:1.8
New Mexico	2,313	4,185	+ 1,115 = 1.0:2.3
Oregon	4,454	22,377	+ 2,010 = 1.0:5.4
Utah	1,633	6,330	+ 1,174 = 1.0:4.6
Washington	6,909	44,248	+ 6,039 = 1.0:7.3
Wyoming	758	1,678	+ 329 = 1.0:2.7

Source: Bureau of Justice Statistics.

Snowden Appointed

Arthur H. Snowden II, Administrative Director of the Alaska court system, has been chosen president-elect of the Conference of State Court Administrators (COSCA). The membership of COSCA includes the highest administrative offices for the court system in each state, the District of Columbia, the Commonwealth of Puerto Rico, and the U.S. Territories.

In becoming president-elect of the Conference of State Court Administrators, Snowden also assumes membership on the Board of Directors of the National Center for State Courts, a nonprofit organization dedicated to modernizing court operations at the state and local level. The National Center serves as secretariat to COSCA, the Conference of Chief Justices, and other national court organizations.

Delinquency Study Released

The Alaska Statistical Analysis Unit has released "An Analysis of Offense Patterns, Recidivism and Emergency Detention of Children Accused of Delinquent Acts in Alaska in 1985." The report examines the delinquency referrals handled by the Division of Family and Youth Services (DFYS), Alaska Department of Health and Human Services, in 1985—the first year in which DFYS was responsible for provision of intake services in juvenile delinquency cases on a statewide basis. Data on offense patterns and the likelihood of recidivism are presented, and DFYS detention practices are examined.

The author of the report is David L. Parry, an instructor with the School of Justice at the University of Alaska Anchorage. The study was funded by DFYS, with supplementary funding provided by the University of Alaska and the U.S.

(See *DELINQUENCY*, page 3)

GROWTH . . .

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another Bureau of Justice Statistics report entitled "Probation and Parole 1985," which was released in January 1987. Approximately 64 percent of the nation's corrections population are on probation, while 10 percent have been released from prison to parole status.

From 1983 through 1985, the probation population increased by approximately 18 percent, while the number of those under parole supervision on the national level grew 13 percent.

In contrast, Alaska, according to figures released by the Department of Corrections for September 1987, experienced a 59 percent increase in the number of those being supervised on probation status between September 1983 and September 1987. The probation population grew from 1,533 offenders to 2,444 during that period. The number of offenders being supervised in-state on parole status, although smaller in number, has increased from 176 in September 1983 to 464 for the same month in 1987, up 164 percent. Combined current figures for Alaska indicate that 2,908 offenders are being supervised on probation or parole status, nearly tripling the 1980 population. This is only 300 more than the number of incarcerated offenders.

The relatively close ratio of incarcerated to probation/parole populations seems to be almost unique to Alaska. A comparison of the prisoner populations to probation/parole populations in the western states for the end of 1985 provides an interesting illustration (see table).

The ratio of the number of incarcerated prisoners to the number on probation or parole status in Alaska is almost one-to-one. Alaska and Nevada have similar ratios of prisoner populations, to probation/parole populations, and both states also share in being among the five states in the nation with the

highest incarceration rates. In contrast, Hawaii, which, like Alaska, houses pre-trial as well as post-trial offenders, supervises four offenders on probation/parole status for every prisoner incarcerated. The average ratio of prisoners to probation/parolees is nearly one-to-four for the thirteen western states.

Since Alaska's prisoner population and the number of offenders being supervised on either probation or parole status has approximately tripled in the period 1980-87, substantial allocation of state resources to the correctional system has been required.

According to a study completed by the Justice Center's Statistical Analysis Unit at the University of Alaska Anchorage, the population of the state prison system will continue to grow. The study estimates that within the next three years the prison population will reach 3,000; by 1995 the prison population will be at 4,523 and by the year 2,000 the state will need space for 6,241 prisoners. Moreover, if past trends of growth in the number of offenders being supervised on either probation or parole continue, the state will need sufficient probation and parole officers to supervise 7,000 offenders by the year 2,000.

The implications of this growth in the state corrections populations for policymakers and lawmakers who must allocate resources are obvious. A steadily larger share of state funds will need to be allotted to the correctional system, apparently in a time of dwindling revenues.

(Roger Endell has been appointed Kansas Secretary of Corrections. He served as Alaska Commissioner of Corrections from 1983-1987. He was also an associate professor in the School of Justice at the University of Alaska Anchorage.) (The Bureau of Justice Statistics reports cited in this article are available through the Alaska Statistical Analysis Unit, Justice Center, University of Alaska Anchorage.)

Alaska Department of Corrections Profile of Population

As of October 1987, Department of Corrections had jurisdiction over 5,491 persons. This number includes:

- 2,151 persons in Alaska institutions.
- 182 persons in the Federal Bureau of Prisons.
- 35 persons in Minnesota state institutions.
- 194 persons in community residential centers (furlougees).
- 19 persons in community residential centers (prob-parolees).
- 435 persons on parole.
- 2,475 persons on probation.

Since October 1983, the following increases have occurred:

Persons in Alaska's institutions	up	42%	(1,510-2,151)
Persons in federal and Minnesota prisons	up	19%	(183-217)
Persons in community residential centers	up	122%	(96-213)
Persons on parole	up	133%	(187-435)
Persons on probation	up	59%	(1,555-2,475)

The makeup of the population incarcerated in Alaska's institutions, the Federal Bureau of Prisons, and Minnesota state prisons has changed during these four years.

	10/83	10/86	10/87	83-87 Change	86-87 Change
Felons—sentenced	1,075	1,498	1,624	+51%	+8%
Misdemeanants—sentenced	218	155	118	-46%	-24%
Felons—unsentenced	322	490	492	+53%	+*%
Misdemeanants—unsentenced	78	134	134	+72%	0%
Totals	1,693	2,277	2,368	+40%	+4%

*Less than 1%.

Average Daily Number of Prisoners October 1987

	Capacity
229 persons in Fairbanks Correctional Center	200
100 persons in Anvil Mountain Correctional Center	102
112 persons in Yukon-Kuskokwim Correctional Center	88
400 persons in Cook Inlet Pretrial Facility	397
104 persons in Anchorage—Sixth Avenue	116
223 persons in Hiland Mountain C.C.	229
59 persons in Meadow Creek C.C.	56
133 persons in Palmer Minimum Correctional Center	130
166 persons in Palmer Medium Correctional Center	165
81 persons in Mat-Su Pretrial Facility	74
311 persons in Wildwood C.C. & Pretrial	310
177 persons in Lemon Creek Correctional Center	174
56 persons in Ketchikan Correctional Center	63
194 persons in community residential centers (furlough)	
19 persons in community residential centers (prob-parole)	
182 persons in Federal Bureau of Prisons	200
35 persons in Minnesota state prisons	100

DELINQUENCY . . .

(continued from page 2)

Department of Justice, Bureau of Justice Statistics.

An article which appeared in the Summer, 1987 issue of the *Alaska Justice Forum*, "Juvenile Offense Patterns in Alaska—1985," summarized the results of a portion of the study.

(Copies of the report can be obtained from the Alaska Statistical Analysis Unit, Justice Center, University of Alaska Anchorage.)

Justice Clearinghouse Established

The Bureau of Justice Statistics (BJS), in conjunction with the National Criminal Justice Reference Service (NCJRS) has announced the establishment of the Justice Statistics Clearinghouse. This clearinghouse has been designed to perform a range of services for the justice community. It collects and maintains statistical reports from various sources, responds to requests for statistical information, provides referrals to BJS and other criminal justice sources, and conducts literature searches of the NCJRS document data base.

Twenty-four hour telephone access to the clearinghouse is available (800) 732-3277.

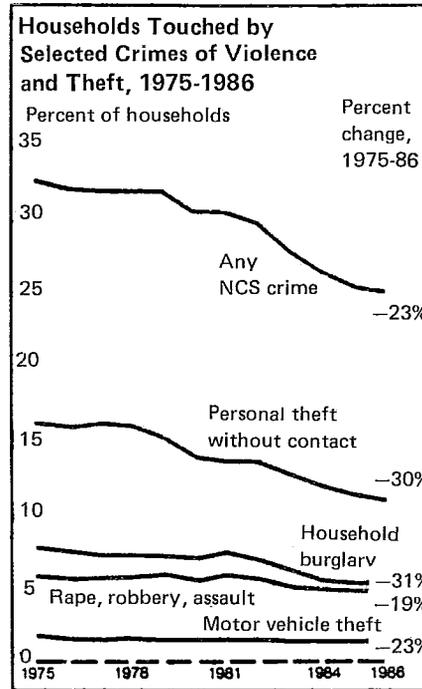
A BJS Report

Households Touched by Crime—1986

Crimes of violence or theft touched one-quarter of the households in the United States in 1986, the same proportion as in 1985, according to data assembled by the Bureau of Justice Statistics from the National Crime Survey (NCS). There were no measurable differences between 1985 and 1986 in the percentages of households victimized by any of the crimes measured: rape, robbery, assault, personal theft, household burglary, household theft, and motor vehicle theft.

The 1986 figure is well below that of 1975, when similar data were first assembled (Table 1). In 1975 approximately one-third of all households were affected by crime. Since that year there has been a steady decline in the proportion of all households victimized; the NCS

Table 1



data have never shown a year-to-year increase.

The term "household," as used in the NCS, refers to a dwelling unit, usually a house or apartment, and the people who occupy it. A household is considered "touched by crime" if it experienced a burglary, auto theft, or household theft, or if a household member was raped, robbed, or assaulted, or was a victim of personal theft, no matter where the crime occurred. The measurement includes attempted as well as completed crimes. Twice a year the NCS contacts a nationally representative sample of approximately 101,000 people in 49,000 households to determine the number affected by crime.

Households in the western United States seemed the most vulnerable (See *HOUSEHOLDS*, page 5)

Table 2
Percent of Households Touched by Crime, by Selected Characteristics, 1986

Percent of Households Touched by:	Annual Family Income				Place of Residence*			Region			
	Low	Medium	High	Urban	Suburban	Rural	North-east	Mid-west	South	West	
	Under \$7,500	\$7,500- \$14,999	\$15,000- \$24,999								\$25,000 or more
Any NCS crime	22.5%	23.1%	25.0%	27.9%	28.5%	24.2%	20.0%	18.9%	24.8%	25.1%	29.8%
Violent crime	5.6	4.8	4.6	4.6	5.5	4.5	3.9	3.7	4.9	4.6	5.6
Rape	.3	.2	.1	.1	.2	.1	.1	.1	.2	.1	.2
Robbery	1.3	1.1	.8	.8	1.4	.8	.5	.9	.9	.8	1.1
Assault	4.4	4.0	3.8	3.9	4.2	3.7	3.5	2.8	4.0	3.9	4.6
Aggravated	1.8	1.4	1.3	1.3	1.8	1.2	1.2	1.0	1.4	1.5	1.6
Simple	2.8	2.7	2.7	2.8	2.7	2.7	2.6	2.0	2.9	2.6	3.2
Total theft	14.0	15.4	18.1	20.6	19.6	17.4	13.9	12.4	17.3	17.7	21.7
Personal theft	7.9	9.1	11.7	14.4	12.3	11.7	8.7	8.4	11.6	11.4	13.3
Household theft	8.0	7.9	8.3	8.5	9.9	7.4	6.6	5.3	7.7	8.1	11.1
Burglary	6.7	5.5	5.1	5.0	6.2	4.8	4.9	3.3	5.3	5.8	6.5
Motor vehicle theft	0.9	1.4	1.3	1.6	1.9	1.3	.6	1.4	1.4	1.1	1.5
Serious violent crime ^a	3.2	2.5	2.2	2.1	3.2	2.1	1.7	1.9	2.3	2.4	2.8
Crimes of high concern ^b	8.9	7.8	7.4	7.6	9.2	7.2	6.3	5.4	7.5	8.1	9.5

Note: Detail does not add to total because of overlap in households touched by various crimes.

^aRape, robbery, aggravated assault.

^bA rape, robbery, or assault by a stranger, or a burglary.

*These estimates are not comparable to previous years' estimates for place of residence due to changes in geographic classification.

Source: Bureau of Justice Statistics

Table 3
Percent of Households Touched by Crime, by Race and Ethnicity of Household Head, 1986

Percent of Households Touched by:	Race of Household Head			Ethnicity of Household Head	
	White	Black	Other	Non-Hispanic	Hispanic
Any NCS crime	24.4%	27.4%	23.2%	24.5%	28.1%
Violent crime	4.6	5.4	4.1	4.7	5.5
Rape	.1	.3	.1	.1	.3
Robbery	.9	1.5	1.1	.9	1.8
Assault	3.9	4.0	3.1	3.9	3.7
Aggravated	1.3	1.8	1.1	1.4	1.6
Simple	2.7	2.4	2.2	2.7	2.3
Total theft	17.4	16.8	16.8	17.3	18.3
Personal theft	11.4	10.0	11.3	11.3	10.8
Household theft	7.9	9.1	8.1	7.9	10.0
Burglary	5.0	7.6	5.0	5.2	7.3
Motor vehicle theft	1.2	2.2	1.4	1.3	2.1
Serious violent crime ^a	2.2	3.4	2.3	2.3	3.6
Crimes of high concern ^b	7.4	10.3	7.4	7.5	10.6

Note: Detail does not add to total because of overlap in households touched by various crimes.

^aRape, robbery, aggravated assault.

^bA rape, robbery, or assault by a stranger, or a burglary.

Source: Bureau of Justice Statistics

ble in 1986, with 30 percent affected by one of the measured crimes, while households in the Northeast, at 19 percent, were least affected. About 25 percent of the households in the Midwest and South were touched by crime in 1986. (The data utilize Bureau of Census definitions for the nation's region. The Northeast includes Vermont, New Hampshire, Maine, Connecticut, Rhode Island and Massachusetts, New Jersey, New York and Pennsylvania; the Midwest is Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota and Wisconsin; the South is Alabama, Arkansas, Delaware, the District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Virginia, West Virginia, Tennessee and Texas; and the West includes Alaska, Arizona, Califor-

nia, Colorado, Idaho, Hawaii, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.)

Households in all regions seemed equally likely in 1986 to have contained a member who was robbed or from whom a motor

vehicle was stolen. Homes in the West were more vulnerable than others to burglaries and thefts, while those in the Northeast were least likely to have been affected by a theft, burglary, or an assault (See *HOUSEHOLDS*, page 6)

Recent BJS Reports

In addition to the report summarized in the preceding article, the following recent studies and reports from the Bureau of Justice Statistics are available from the Alaska Statistical Analysis Unit:

"The Federal Civil Justice System," an overview of the structure and functions of the federal civil justice system, NCJ-104769

"Recidivism of Young Parolees," an examination of the rates of young adult recidivism in relation to several variables, NCJ-104916

"Criminal Victimization 1986," an exam-

ination of overall levels of crime in the United States, NCJ-106989

"Capital Punishment, 1986," an examination of death sentencing nationwide, with special appendices on women and the death penalty and on death penalty statutes contained in the United States Code, NCJ-106483

"White Collar Crimes," an analysis of federal efforts to prosecute and punish white collar criminals, particularly those who commit fraud, embezzlement, forgery, and other violations of federal laws for financial gain, NCJ-106876.

Table 4

Number and Percent Distribution of Households Touched by Crime, by Type of Crime, 1975-1986

Percent of Households Touched by:	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986
Any NCS crime	32.0%	31.5%	31.3%	31.3%	31.3%	30.0%	30.0%	29.3%	27.4%	26.0%	25.0%	24.7%
Violent crime	5.8	5.6	5.7	5.7	5.9	5.5	5.9	5.6	5.1	5.0	4.8	4.7
Rape	.2	.2	.2	.2	.2	.2	.2	.2	.1	.2	.1	.1
Robbery	1.4	1.2	1.2	1.1	1.2	1.2	1.3	1.4	1.1	1.0	.9	.9
Assault	4.5	4.4	4.7	4.6	4.8	4.4	4.7	4.5	4.2	4.1	4.0	3.8
Personal theft	16.4	16.2	16.3	16.2	15.4	14.2	13.9	13.9	13.0	12.3	11.5	11.2
Household theft	10.2	10.3	10.2	9.9	10.8	10.4	10.2	9.6	8.9	8.5	8.1	8.0
Burglary	7.7	7.4	7.2	7.2	7.1	7.0	7.4	6.9	6.1	5.5	5.3	5.3
Motor vehicle theft	1.8	1.6	1.5	1.7	1.6	1.6	1.6	1.6	1.4	1.4	1.4	1.4
Households touched by crime (in millions)	23.3	23.5	23.7	24.2	24.7	24.2	24.8	24.9	23.6	22.8	22.1	22.2
Households in U.S. (in millions)	73.1	74.5	75.9	77.5	78.9	80.6	82.7	85.1	86.1	87.7	88.8	90.0

Note: Detail does not add to total because of overlap in households touched by various crimes.

Source: Bureau of Justice Statistics.

HOUSEHOLDS . . .

(continued from page 5)

(Table 2).

During 1986 black households (27 percent), households with incomes of \$25,000 or more (28 percent) and urban households were more likely to be affected by crimes of violence or theft (Tables 2 and 3).

This article was based on the Bureau of Justice Statistics report NCJ-105289, "Households Touched by Crime, 1986," Washington, D.C.: Bureau of Justice Statistics, 1987. (Copies of the report can be obtained through the Alaska Statistical Analysis Unit, Justice Center, University of Alaska Anchorage.)

Anti-drug Abuse Program

—Lt. Thomas Stearns

A drug enforcement unit which will include seven Alaska State Troopers and two state attorneys will be formed under the terms of the Federal Anti-Drug Abuse Act of 1986 with funds awarded through the Bureau of Justice Assistance, U.S. Department of Justice. The purpose of the unit will be to: (1) investigate, prosecute, and convict major drug traffickers; (2) locate, seize, and cause to be forfeited illegally gained assets; (3) use forfeited assets to defer the cost of drug enforcement programs; (4) encourage multi-jurisdictional involvement in the national enforcement effort; and (5) provide maximum coordination among federal, state, and local drug enforcement agencies.

The \$823,000 available under the grant for this enforcement program will be supplemented by matching funds to total \$1,140,700.

A portion of the program funds will cover the training of attorneys, local law enforcement departments, and drug officers in enforcement methods and issues of asset seizure and forfeiture. In addition, a position for a latent fingerprint examiner will be added to the state crime laboratory.

Under the Anti-Drug Abuse Act a total of \$4.2 million will be provided for the entire statewide anti-drug effort. In addition to the funds for law enforcement, \$796,000 will be used by the Department of Education for preventive education and \$2,584,000 by the Department of Health and Human Services for treatment programs. A governor's committee of representatives from state agencies and non-profit organizations is coordinating the statewide effort.

(Lt. Thomas Stearns is Chief of Criminal Investigations for the Alaska State Troopers.)

Prison Visiting Policies

A preliminary analysis of data assembled by Dr. N.E. Schafer of the School of Justice at the University of Alaska Anchorage indicates that opportunities for prisoner visits in state-operated prisons throughout the country have expanded in the last decade.

Because visits have been correlated with prisoner rehabilitation, the study, which was conducted in summer, 1987, sought to determine to what extent prisons encourage visits through administrative policies and practices. In particular, the study examined the length of permissible visits, the availability of appropriate facilities for visits, the number of visits permitted, the extent to which prisons subsidized visits—for example, by providing transportation—and the type of visit permitted. A brief analysis of results from the study was presented at the annual conference of the Midwestern Criminal Justice Association in Chicago in October 1987.

This initial analysis indicates that the total number of hours scheduled for prison visitation has increased in many states since 1976, when the last such survey was conducted. In addition, opportunities for extended family visits (conjugal visits) seem to have broadened dramatically, and both the permitted length of visit and the number of visits allowed per resident per month have increased. There has also been some movement toward subsidization of visits for indigent family members. The data reflect 213 respondents to a survey mailed to 370 institutions throughout the country.

The eight Alaska facilities responding to the survey reported a range of 26-42 hours per week available for visiting. Most had 7-day visiting schedules although one institution reported that visiting was not available every weekday. The permitted length of the visit ranged from 2-6 hours, and no limits were placed on the number of visitors each prisoner could receive at any one time. No Alaska

prison reported any restrictions on the number of visits each prisoner could have per month.

Both the number of hours per week and the range of visit length place Alaska below the national average. Since Alaska correctional institutions are considerably smaller

than most other prisons in the sample and are spread over a larger geographical area, the schedules probably appropriately accommodate visitor volume. Some of the reporting facilities might, however, want to experiment with longer visit lengths.

House Research Agency

The following reports on justice-related issues were released by the House Research Agency in 1987. This agency is the permanent, non-partisan research arm of the Alaska House of Representatives.

- 87.171 Prisoners' Rights to State Programs
- 87.110 Expanding Privileged Communications to Victims of Criminal Acts and Their Counselors
- 87.069 Automobile Theft in Alaska
- 87.051 Victim Protection Laws in Other States
- 87.169 Capital Punishment: Contracting for Execution
- 87.262 Inmate Employment in Alaska and Other States
- 87.188 Alaska Marine Highway System Laundry Cleaned by Corrections Inmates
- 87.078 Minnesota Corrections System
- 87.024 Intensive Supervision of Criminal Offenders
- 87.147 Fish and Wildlife Enforcement Officers Combining with Troopers
- 87.308 Sexual Assault: Television Testimony by Minor Victims of Sexual Assault
- 87.204 Outstanding Court Fines: The Collection Process in Other States
- 87.187 Outstanding Court Fines: Attaching Permanent Fund Dividends
- 87.159 Cost Savings from Admission of Hearsay in Grand Jury Proceedings
- 87.145 Judicial Salaries, Benefits and Retirement Systems
- 87.074 Arbitration and Mediation as Alternatives in Dispute Resolution
- 87.071 Advisory Opinions from the State Supreme Court
- 87.052 Civil Jury Size
- 87.126 Criminal Sentencing. Comparison of Alaska Statutes and Model Corrections Act
- 87.118 Compensation and Restitution to Crime Victims

Copies of these research reports and a complete listing of all reports released by the agency may be obtained through the Alaska Legislative Information offices in Anchorage, Fairbanks, Sitka, Ketchikan, Juneau, or Wasilla.



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