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Alaska Correctional Populations, 1980–1992

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In the last issue of the *Alaska Justice Forum* we discussed the great increase in the number of people incarcerated by the State of Alaska over the last decade. We included Alaska prisoners in federal prisons and held under contract in institutions in Minnesota and North Dakota, as well as those held awaiting trial or sentencing in Alaska Department of Corrections (DOC) facilities. But the prison population today constitutes only 40.4 per cent of the total number of offenders under the control of DOC. In this issue we examine changes in that total number, as well as changes in its various parts.

While the growth in the prison population is of especial concern to the public because of the cost of building and operating prisons, the Department of Corrections also includes under its auspices a substantial number of convicted offenders serving part or all of their sentences under some form of community-based supervision.

The Division of Community Corrections within DOC oversees offenders on probation and parole. Probationers are offenders with suspended prison sentences who will remain in the community under DOC supervision for a specified period. If an offender successfully completes this period of probation

**HIGHLIGHTS
INSIDE THIS ISSUE**

- **The Bureau of Justice Statistics reports on persons jailed for driving under the influence of alcohol or drugs (page 2).**
- **An examination of Uniform Crime Reporting statistics for the first six months of 1992 (page 4).**

he will be discharged without having served any prison time; if he violates supervision conditions his probation can be revoked and the offender will

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Data Base Directory Update Available

The Justice Center at the University of Alaska Anchorage has released another expanded version of the *Justice Data Base Directory*, a research catalogue of data banks maintained by Alaska justice system agencies. The directory describes each data base in detail and provides summary background information on the controlling agencies. Originally published in 1988, the work has been expanded four times. This will be the final expansion in its present format. It represents the first effort in the country to collect such information on a statewide basis.

The directory now includes information on databases held by:

Alaska Court System	Alaska Police Standards Council
Alaska Department of Law	Alcoholic Beverage Control Board
Alaska Department of Public Safety	Alaska Office of the Ombudsman
Alaska Department of Corrections	State Archives and Records Management Service
Division of Family and Youth Services	Legislative Research Agency
Alaska Bar Association	Legislative Affairs Agency
Alaska Judicial Council	Alaska Commission for Human Rights
Alaska Justice Statistical Analysis Unit	Parole Board, Alaska Department of Corrections
Bureau of Vital Statistics	Alaska Public Offices Commission
Alaska Office of Equal Employment Opportunity	Alaska Commission on Judicial Conduct
Office of Alcoholism and Drug Abuse	Alaska Legal Services Corporation
Council on Domestic Violence and Sexual Assault	Office of Public Advocacy
Epidemiology Section, Division of Public Health	Alaska Public Defender Agency
Violent Crimes Compensation Board	

Copies of the *Justice Data Base Directory* may be obtained through the Justice Center at the University of Alaska Anchorage.

A BJS Report

Drunk Driving

Recent BJS Reports

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

"Justice Expenditures and Employment, 1990," the results of a survey of federal, state and local spending for all justice agencies, NCJ-135777.

"Criminal Victimization 1991," estimates derived from the National Crime Victimization Survey, the national measurement of personal and household vicimization, both reported and not reported to law enforcement agencies, NCJ-136947.

"Elderly Victims," an examination of characteristics of crime against the elderly derived from the National Crime Victimization Survey, NCJ-138330.

"Federal Sentencing in Transition, 1986-90," an analysis of changes in federal sentencing patterns resulting from the Sentencing Reform Act of 1984 and 1986 and 1988 anti-drug abuse laws, NCJ-134727.

"Crime and the Nation's Households, 1991," data on households victimized by crime taken from the National Crime Victimization Survey, NCJ-136950.

"Capital Punishment 1991," annual report on the use of capital punishment throughout the country.

More than half the persons in local jails charged with the offense of driving while intoxicated with alcohol (DWI) in 1989 had prior sentences to incarceration for DWI offenses. About one in six persons jailed for DWI had served at least three prior sentences in jail or prison for drunk driving.

This report examines the characteristics of arrested or convicted persons who were confined in local jails in 1989 and who had been charged with DWI. The findings were obtained from the 1989 Bureau of Justice Statistics Survey of Inmates of Local Jails, which gathered extensive data from interviews conducted by the Bureau of the Census with a nationally representative sample of 5,675 inmates in 424 jails during the summer of 1989. The sample was drawn to represent an estimated 395,000 jail inmates in 3,312 local jails on June 30, 1989. (Note: The findings from the Bureau of the Census interviews reflect only those jailed, not all arrested or charged with DWI.)

Data on arrests for driving under the influence of alcohol or other intoxicants (DUI) were drawn from Uniform Crime Reports provided by state and local police agencies to the Federal Bureau of Investigation (FBI).

(DUI is the general term for drivers who operate a motor vehicle after having consumed an intoxicant

such as drugs or alcohol; DWI, in this study, specifically refers to jail inmates who were charged with driving while intoxicated by alcohol, usually defined by state law as a specific concentration of alcohol in the blood.)

Other major findings include the following:

- Between 1980 and 1989 the number of arrests nationwide for DUI increased nearly 22 per cent, while the number of licensed drivers increased 14 per cent.

- Over the period from 1980 to 1989 the number of DUI arrests per 100,000 licensed drivers grew by nearly seven per cent from 982 per 100,000 to 1,049.

- Since 1983 all states that permitted the sale or purchase of alcoholic beverages under age 21 have phased in new laws raising the minimum age to 21. Per capita arrest rates for DUI for persons age 18 to 20 have decreased by 21 per cent since then—more than twice the rate of the decrease among those age 21 to 24 (9.9%).

- On June 30, 1989, about nine per cent of all persons confined in local jails were charged with or convicted of DWI.

- In 1989, 96 per cent of persons in jail for DWI were male; their median age was 32; and they reflected a racial distribution similar to the adult general population. At the time of their arrest, more than 70

Table 1. Number of Licensed Drivers, Number of Arrests for DUI, and Rate of Arrest for DUI, 1980-1989

Year	Number of licensed drivers	Number of DUI arrests	Rate of DUI arrests per 100,000 drivers
1980	145,295	1,426,700	982
1981	147,075	1,531,400	1,041
1982	150,234	1,778,400	1,184
1983	154,389	1,921,100	1,244
1984	155,424	1,779,400	1,145
1985	156,868	1,788,400	1,140
1986	159,487	1,793,300	1,124
1987	161,818	1,727,200	1,067
1988	162,853	1,792,500	1,101
1989	165,555	1,736,200	1,049
Per cent change, 1980-1989	13.9%	21.7%	6.8%

* Estimated in thousands.

Based upon data from FBI, *Crime in the United States, 1980-1989*; National Highway Traffic Safety Administration, *Fatal Accident Reporting System 1989: A Decade of Progress, 1990*.

Source: Bureau of Justice Statistics.

Table 2. Percentage Distribution of Licensed Drivers and Arrests for Driving Under the Influence (DUI), by Age, 1980 and 1989

	1980			1989			Per cent change in rate, 1980-1989
	Per cent of: Drivers	Arrests	Arrests per 100,000 drivers	Per cent of: Drivers	Arrests	Arrests per 100,000 drivers	
16-17	3.2 %	2.2 %	668	2.3 %	1.1 %	503	- 24.7 %
18-20	7.2	12.9	1,757	5.4	8.3	1,607	- 8.5
21-24	10.6	19.3	1,784	8.3	17.3	2,183	+ 22.4
25-29	13.0	17.9	1,347	12.4	22.2	1,869	+ 38.8
30-34	12.0	13.1	1,076	12.4	17.6	1,486	+ 38.1
35-39	9.4	9.6	996	11.2	12.0	1,123	+ 12.8
40-44	7.7	7.4	944	9.7	8.1	872	- 7.6
45-49	6.9	5.9	837	7.6	5.3	725	- 13.4
50-54	6.9	4.9	686	6.2	3.3	558	- 18.7
55-59	6.7	3.5	509	5.7	2.2	400	- 21.4
60-64	5.7	1.9	335	5.6	1.4	262	- 21.8
65 or older	10.7	1.5	140	13.0	1.2	100	- 28.6
Total	100.0 %	100.0 %	981	100.0 %	100.0 %	1,048	+ 6.8 %

Note: Percentages may not add to 100% because of rounding. Table excludes licensed drivers and arrests for those less than 16 years old. For those 16 or older, there were 145,207,000 licensed drivers in 1980 and 165,517,596 in 1989; there were 1,424,736 DUI arrests in 1980 and 1,734,909 in 1989. The number of arrests for each age group was obtained by applying the age distribution of known arrests for DUI to the total number of estimated DUI arrests. Based upon data from FBI, *Crime in the United States*, 1980 and 1989; Federal Highway Administration, *Selected Highway Statistics and Charts*, 1989.

Source: Bureau of Justice Statistics

per cent were not living with a spouse and 78 per cent were employed.

- Nearly nine out of ten jail inmates (86 per cent) charged with or convicted of a DWI offense had a prior sentence to probation, jail, or prison for a DWI offense or other offense. (See above note.)

- Of convicted DWI offenders in local jails, 61 per cent reported drinking only beer, about 2 per cent only wine, 18 per cent only liquor, and 20 per cent had been drinking more than one type of beverage prior to their arrest.

- When the type and amount of beverages are converted into equivalent units of pure alcohol (ethanol), convicted DWI offenders who reported drinking more than one type of beverage consumed nearly three times the quantity of ethanol of those who drank only beer.

- Prior to their arrest for DWI, half of the convicted offenders in jails were estimated to have consumed at least six ounces of ethanol (about equal to the alcohol content of 12 bottles of beer) in about five hours. About 29 per cent reported that they had consumed at least eleven ounces of ethanol (equivalent to about 22 beers) prior to their arrest.

- Those jail inmates convicted of DWI who consumed greater than average quantities of ethanol prior to arrest reported a greater frequency of usual drinking sessions, as reported by the inmates, and greater

consumption of alcohol than other inmates.

- For DWI offenders sentenced to jail, the median term imposed was six months; those with two or more prior DWI sentences received sentences that were more than one-and-one-half times as long as first-time DWI offenders.

- About 80 per cent of all

inmates in jail for DWI who admitted to being alcoholics had previously been involved in an alcohol abuse treatment program.

This article was based on the Bureau of Justice Statistics report "Drunk Driving," NCJ-134728. Copies of the complete report are available through the Alaska Justice Statistical Analysis Unit of the Justice Center.

Table 3. Characteristics of Jail Inmates, by Type of Offense, 1989

Characteristic	Per cent of inmates charged with:		Characteristic	Per cent of inmates charged with:	
	DWI	Other offenses		DWI	Other offenses
Number of jail inmates	32,310	348,927	Education		
Sex			8th grade or less	19.9%	15.2%
Male	96.3%	90.1%	Some high school	33.2	38.9
Female	3.7	9.9	High school graduate	32.4	33.2
Race			Some college or more	14.5	12.7
White, non-Hispanic	67.7%	36.0%	Median education	12 yrs	12 yrs
Black, non-Hispanic	8.2	45.0	Marital status		
Hispanic	19.5	16.9	Married	28.5%	18.0%
Other ^a	4.6	2.1	Widowed	1.8	0.9
Age			Divorced/separated	34.8	22.3
17-20 years	0.9%	15.4%	Never married	34.9	58.8
21-24	9.7	20.7	Employment at arrest		
25-29	23.6	23.6	Employed	78.1%	63.1%
30-34	26.5	18.6	Full-time	69.2	51.5
35-39	11.6	11.5	Part-time	8.9	11.6
40-44	9.4	5.0	Unemployed	21.9%	36.9%
45-49	9.2	2.7	Looking	11.0	22.5
50 or older	9.0	2.4	Not looking	10.9	14.4
Median age	32 yrs	27 yrs	Median annual income^b	\$11,000	\$6,750

Note: Excludes an estimated 320 inmates for unknown race and Hispanic origin and an additional 1,056 inmates in which data were missing on age. Data were missing for 2,309 inmates on education, 1,890 inmates on marital status, and 1,911 inmates on employment status.

a. Includes Asians, Pacific Islanders, American Indians, Alaska Natives, and other racial groups.

b. Includes only those inmates who had been freed at least one full year prior to arrest.

Source: Bureau of Justice Statistics

Uniform Crime Statistics: January to June, 1992

Crime statistics compiled by the FBI Uniform Crime Reporting (UCR) program from data provided by U.S. law enforcement agencies showed that when the first six months of 1992 were compared with the same period for 1991, violent crime increased three per cent and property crimes decreased three per cent in America. Total crime decreased, according to the FBI, by two per cent—the first such national decrease since 1984. Despite the overall increase in violent crimes, murder was down three per cent

from the same period in 1991, and robbery decreased one per cent. The number of forcible rapes reported increased four per cent and aggravated assaults were six per cent higher. Among the reported property crimes, arson was the only category to show an increase, at six per cent. Burglary decreased four per cent, larceny-theft declined three per cent, and motor vehicle theft dropped two per cent (Tables 1 and 3).

The West was the only region of the country to report both violent and property crime increases (violent

by nine per cent and property by one per cent); the South reported a three per cent increase in violent crime and a three per cent decrease in property crime; the Northeast reported no change in violent crime and a five per cent decrease in property crime; and the Midwest reported decreases of one per cent in violent crime and six per cent in property crime (Table 2).

Despite media coverage of the supposedly drug-stimulated murder waves in the nation's largest cities, of the eight largest American cities only

Table 1. Crime Index Trends, Offenses Known to Police, January through June, 1992 over 1991

Per cent change

	Number of agencies	Population (thousands)	Crime Index total	Modified total*	Violent crime	Property crime*	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny-theft	Motor vehicle theft	Arson*
Total	9,987	193,767	- 2%	- 2%	+ 3%	- 3%	- 3%	+ 4%	- 1%	+ 6%	- 4%	- 3%	- 2%	+ 6%
Cities														
Over 1,000,000	8	20,181	- 6	- 6	- 2	- 7	- 6	- 1	- 6	+ 2	- 7	- 7	- 8	+ 18
500,000 to 999,999	17	11,050	- 1	- 1	+ 5	- 2	- 4	0	+ 3	+ 8	- 7	- 1	+ 1	+ 4
250,000 to 499,999	34	12,366	- 1	- 1	+ 3	- 2	+ 2	+ 7	+ 3	+ 4	- 2	- 3	+ 1	+ 14
100,000 to 249,999	122	17,911	- 1	- 1	+ 6	- 2	+ 2	+ 7	+ 4	+ 7	- 2	- 2	+ 1	+ 3
50,000 to 99,999	276	19,089	- 3	- 3	+ 7	- 4	- 6	+ 5	+ 3	+ 9	- 4	- 4	- 3	- 3
25,000 to 49,999	538	18,670	- 1	- 1	+ 6	- 1	- 9	+ 6	+ 4	+ 6	- 3	- 1	- 1	- 1
10,000 to 24,999	1,260	19,885	- 2	- 2	+ 8	- 2	- 1	+ 4	+ 4	+ 9	- 2	- 2	- 5	- 6
Under 10,000	4,805	17,017	- 1	- 1	+ 7	- 2	+ 1	+ 12	+ 8	+ 7	- 6	- 1	- 5	- 2
Counties														
Suburban ¹	975	38,420	- 1	- 1	+ 5	- 2	- 2	+ 2	0	+ 8	- 4	- 2	+ 1	- 1
Rural ²	1,952	19,177	- 4	- 3	+ 2	- 4	- 2	+ 6	- 1	+ 1	- 5	- 3	- 5	+ 3
Areas														
Suburban area ³	4,794	77,673	- 1	- 1	+ 5	- 2	- 3	+ 4	+ 1	+ 7	- 4	- 2	- 2	- 2
Cities outside Metropolitan Area	2,605	16,321	0	0	+ 7	- 1	- 4	- 18	+ 12	+ 8	- 3	0	- 2	- 4

1. Includes crimes reported to sheriffs' departments, county police departments, and state police within Metropolitan Statistical Areas.
2. Includes crimes reported to sheriffs' departments, county police departments, and state police outside Metropolitan Statistical Areas.
3. Includes crimes reported to city, county, and state law enforcement agencies within Metropolitan Statistical Areas, but outside the central cities.

Table 2. Crime Index Trends by Geographic Region, January through June, 1992 over 1991

Per cent change

	Crime Index total	Modified total*	Violent crime	Property crime*	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny-theft	Motor vehicle theft	Arson*
Total	- 2%	- 2%	+ 3%	- 3%	- 3%	+ 4%	- 1%	+ 6%	- 4%	- 3%	- 2%	+ 6%
Northeast	- 4	- 4	0	- 5	- 8	+ 5	- 3	+ 3	- 6	- 4	- 6	+ 2
Midwest	- 5	- 5	- 1	- 6	- 2	+ 3	- 8	+ 2	- 6	- 6	- 7	+ 5
South	- 3	- 3	+ 3	- 3	- 7	+ 3	- 2	+ 6	- 7	+ 4	- 2	- 2
West	+ 2	+ 2	+ 9	+ 1	+ 7	+ 4	+ 9	+ 8	+ 2	0	+ 4	+ 17

Table 3. Crime Index Trends, January through June, 1988-1992

Per cent change; each year over previous year.

	Crime Index total	Modified total*	Violent crime	Property crime*	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny-theft	Motor vehicle theft	Arson*
1989/1988	+ 3%	+ 3%	+ 5%	+ 3%	+ 5%	- 2%	+ 7%	+ 4%	- 1%	+ 3%	+ 11%	- 4%
1990/1989	0	0	+ 10	- 1	+ 8	+ 10	+ 9	+ 10	- 5	- 1	+ 6	- 3
1991/1990	+ 2	+ 2	+ 5	+ 1	+ 5	+ 4	+ 9	+ 2	+ 1	+ 1	+ 1	0
1992/1991	- 2	- 2	+ 3	- 3	- 3	+ 4	- 1	+ 6	- 4	- 3	- 2	+ 6

* The Modified Crime Index total is the sum of the Crime Index offenses, including arson. Data for arson are not included in the property crime totals. The number of agencies used in arson trends is less than used in compiling trends for other Crime Index offenses.

Los Angeles reported an increase in the total number of murders in the first six months of 1992 (Table 4). Cities over 1,000,000 population reported a six per cent decrease in murders, and decreases of six per cent in robberies, seven per cent in burglaries, and seven per cent in larceny-theft—all purportedly drug-related crimes.

The only Alaska city identified in the UCR reports—Anchorage—

Table 4. Murders Known to Police, January through June, 1992 over 1991

City	1991	1992	% change
Chicago	462	449	- 2.8%
Dallas	245	196	- 20.0
Houston	265	227	- 14.3
Los Angeles	457	470	+ 2.8
New Orleans	166	139	- 16.3
New York	1081	962	- 11.0
Philadelphia	215	214	- 0.5
Washington, D.C.	223	207	- 7.2
Anchorage	16	12	- 25.0

Source of data: Federal Bureau of Investigation, U.S. Department of Justice, October 25, 1992.

Table 5. Offenses Known to Anchorage Police, January through June, 1992 over 1991

	Crime Index total	Modified Crime Index total	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny-theft	Motor vehicle theft	Arson
1991	7,067	7,108	16	128	219	361	1,042	4,594	707	41
1992	8,143	8,199	12	102	231	525	1,272	5,302	699	56
% change	+ 15.2%	+ 15.3%	-25.0%	-20.3%	+ 5.5%	+ 45.4%	+ 22.1%	+ 15.4%	-1.1%	+ 36.6%

Source of data: Federal Bureau of Investigation, U.S. Department of Justice, October 25, 1992.



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followed the national trend with fewer murders in the first six months of 1992 than in the same period of 1991 (Table 5). According to the FBI statistics, during the first six months of 1992 Anchorage police became aware of 12 murders and 102 rapes as compared to 16 murders and 128 rapes in the same period of 1991. Increases were reported for the crime categories of aggravated assault, burglary, larceny-theft, and arson in Anchorage for the 1992 reporting period.

Corrections (continued from page 1)

then complete the sentence in prison. Some probationary offenders receive "split sentences," i.e., they are required to serve a specific amount of time in prison and then a specific period of time on probation.

Parolees are offenders who are released from prison before serving complete terms on the basis of accumulated "good time." Parolees are supervised by DOC probation officers. If a parolee violates his supervision conditions, parole can be revoked and the offender is returned to prison to serve more of the sentence.

As Figure 1 shows, the total DOC population largely comprises probationers and prisoners. During the period covered by the study, the number of offenders on probation has tended to increase in concert with the number incarcerated. Over

The final year-long 1992 Uniform Crime Report for the United States will not be published until the summer of 1993. The figures used in the preceding comparisons and the annual Uniform Crime Reports are voluntarily submitted by law enforcement agencies throughout the country to the FBI.

Anyone interested in additional information can contact the Justice Center, (907) 786-1810, or the FBI's Uniform Crime Reporting Section, (202) 324-5015.

the study period there has been a 179.7 per cent increase in the number of persons under probation supervision. However, while prisoners and probationers together account for a majority of the total number of offenders under DOC control today, they have decreased as a proportion of the total DOC population from over 90 per cent in the earlier part of the study period to just under 80 per cent today.

The number of people on parole has increased by 600 per cent over the decade studied. Until 1983 there were fewer than 200 parolees under supervision. In 1987 the number reached 400; in 1990, 600; and in three months of 1991 there were over 1000 parolees. In September 1992 there were 938 parolees under the jurisdiction of the DOC. These 938 parolees formed 15.2 per cent of the total DOC population in

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Corrections
(continued from page 5)

September 1992. In contrast, parolees were only 6.2 per cent of the total six years earlier and 7.4 per cent at the beginning of the study period.

The number of residents of community corrections centers has also increased over the last decade. Offenders in community corrections centers may be required to reside in these facilities as a condition of probation or parole, or they may be furloughed from institutions in a kind of pre-parole status. (They reside in the centers and may leave during the day to go to their jobs or to attend classes.) The number of beds available in community residential programs has increased, as has the population to fill them. In September 1980 there were 28 people living in community corrections centers—about 1.5 per cent of the total DOC population.

In September 1992 there were 325 residents of community centers—5.3 per cent of the total DOC population.

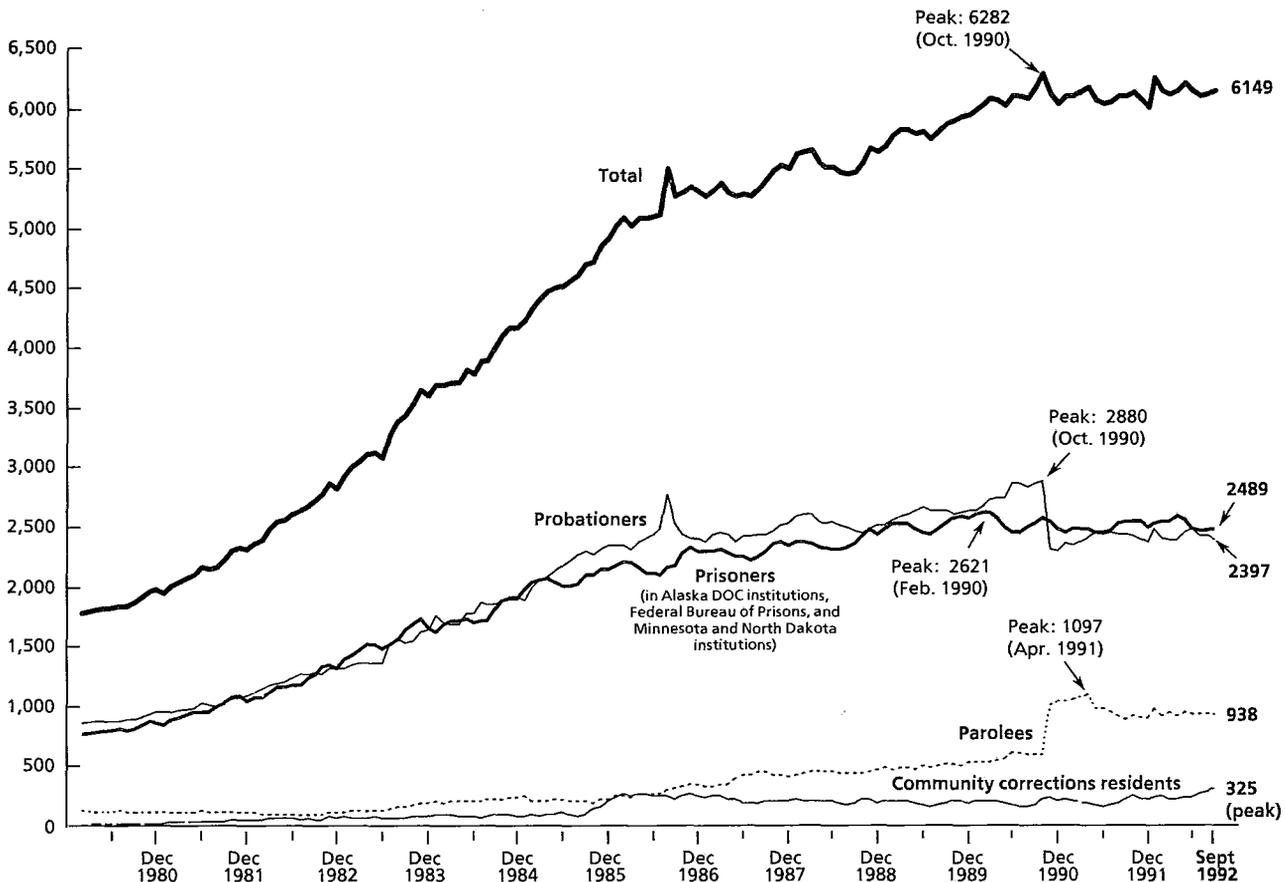
During the twelve-year period charted in the Figure 1, the total DOC population increased 245.6 per cent—from 1779 in February 1980 to 6149 in September 1992. To gain a perspective on this increase, we might look at the change in state population, which rose 36.88 per cent between the federal census periods of April 1980 and April 1990 (*Alaska Population Overview: 1990 Census & Estimates*, Alaska Department of Labor, 1991). From April 1980 to April 1990 the DOC population increased 234.5 per cent (Figure 2).

Another way of examining this increase is to compute changes in the rate at which Alaskans come under the auspices of DOC. Our incarceration rate has long been one of the highest in the nation. In 1989, the last year for which data were listed,

the Alaska incarceration rate was 361 per 100,000 residents, an increase of 153 per cent over the 1980 rate of 143 per 100,000 residents (*Sourcebook of Criminal Justice Statistics—1990*, Bureau of Justice Statistics, 1991). When all forms of correctional control are included, the total DOC population showed an increase of 144.4 per cent. We use the 1980 and 1990 April census figures and the April 1980 and 1990 DOC data to compute a rate of 451.7 per 100,000 Alaska residents in 1980 and 1103.9 per 100,000 residents in 1990.

The dramatic increases in the number of Alaskans under the jurisdiction of the Alaska DOC are not easy to explain. In their annual report for 1991, Department of Corrections officials suggested that presumptive sentencing, mandated by the revised criminal code which took effect in 1980, had contributed to the overall increase in the prison population by creating a backlog of

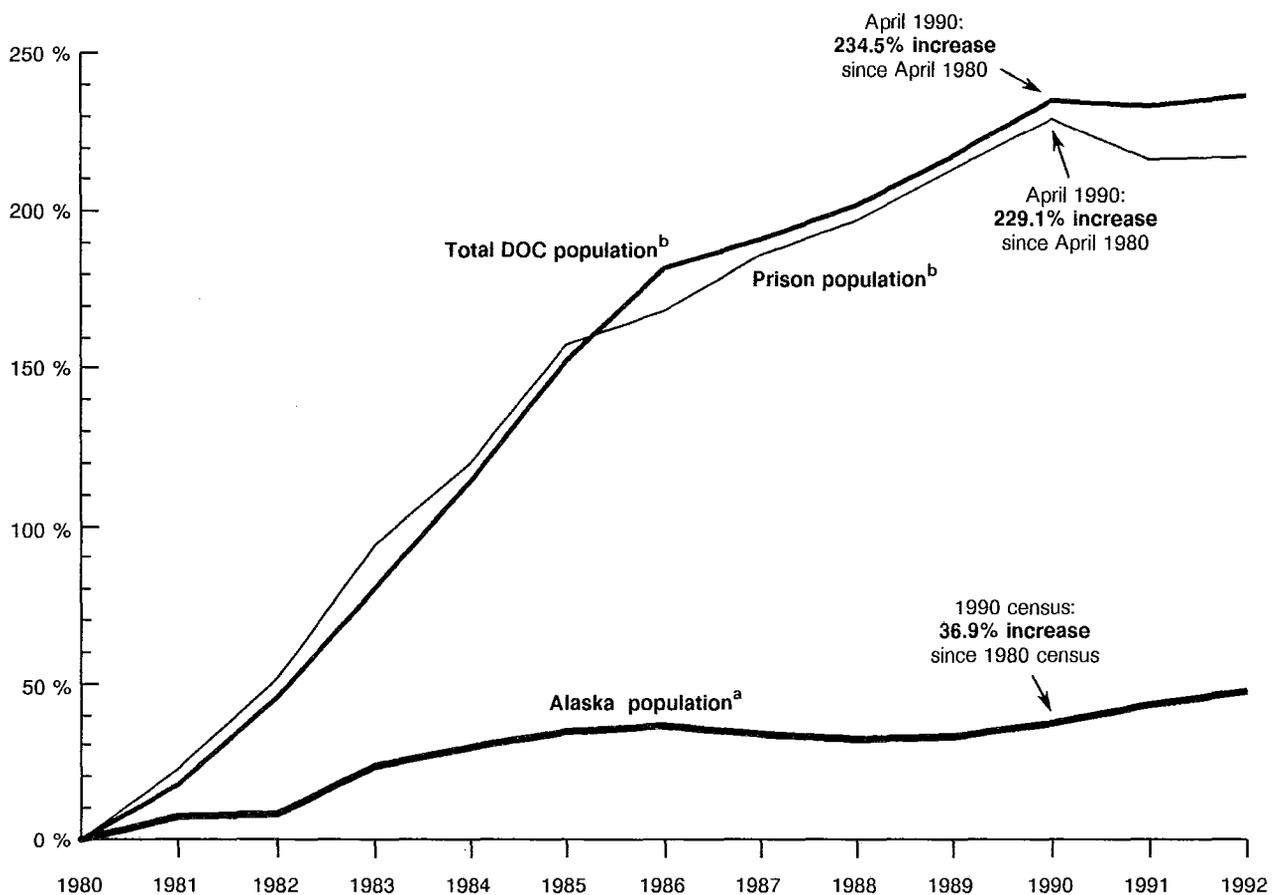
Figure 1. Persons Under the Jurisdiction of the Alaska Department of Corrections, Monthly Population Figures, February 1980–September 1992



Source of data: Alaska Department of Corrections Fact Sheets, February 1984–September 1992

Figure 2. Alaska, Total DOC, and Prison Population Trends, 1980-1992

Cumulative percentage change by year since 1980



a. Alaska population rates based upon April 1980 and April 1990 census figures and upon Alaska Department of Labor estimates for Alaska population on July 1 of 1981-1989 and 1991-1992.

b. Prison and total DOC population rates based upon Alaska Department of Corrections population figures for April 1980 and April 1990 and for July of 1981-1989 and 1991-1992.

Source of data: Alaska Department of Labor, Research & Analysis, *Alaska Population Overview: 1990 Census & Estimates* (1991); *Alaska Population Projections 1990-2010* (1991); Alaska Department of Corrections Fact Sheets, April 1984-July 1992.

prisoners who would not be released for specific periods. The implication was that the prison population would begin to level off as more presumptively sentenced prisoners reached their mandatory release dates. Certainly the increase in the number of parolees appears to attest to this assumption. However, presumptive sentencing does not contribute to the corresponding increase in the number of persons on probation, although an increase in split sentences would contribute to increases in both incarceration and probation categories.

It is, of course, axiomatic that new criminal laws will create new criminals. However, the penal code has not changed substantially during the period studied here. Increased police and court resources may explain part of the increase, and incentives for the police to make

drug arrests may also be contributing. A lack of alternative sanctions may also be part of the explanation. (Between 1982 and 1986, for example, the Department of Law operated a diversion program which removed offenders from the system prior to trial. During the period of full operation, 500 to 650 persons per year were diverted from the system without coming under the control of DOC.) Yet another explanation may be political: the criminal justice system accommodates what is perceived to be a change toward retribution in public opinion through changes in arrest and charging

decisions, or by increased penalties, such as adding supervision to fine or restitution orders.

The increases in correctional clients have been costly. The Department of Corrections operating budget in FY 1980 was \$21,599,000 (Alaska Department of Corrections, 1980). It is now over \$100,000,000. Although prison operations require two-thirds of the correctional budget, the other forms of correctional control are not without cost.

Nancy Schafer is a professor with the Justice Center; Melissa Green is the Center publication specialist.

Barnes Honored

Dr. Allan Barnes, Director of the Statistical Analysis Unit of the Justice Center, received a certificate of appreciation from the Office of Justice Programs, U.S. Department of Justice, for leadership and service to the criminal justice community.

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