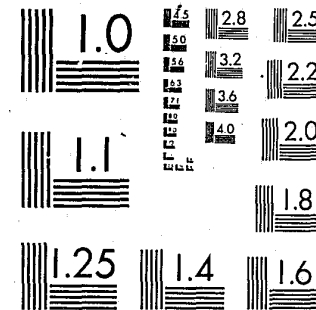


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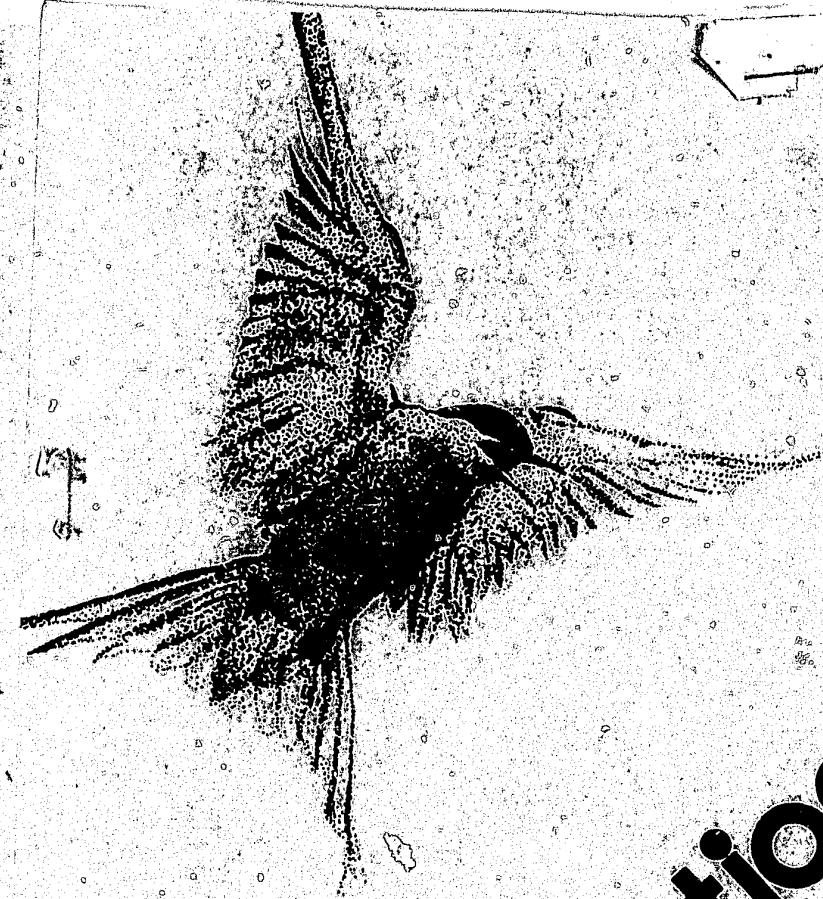
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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

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1-26-82



Implementation report

U.S. Department of Justice
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**Standards & Goals for
Criminal Justice**

**Office of the Governor
Policy Development & Planning
July 1977**

79894

This paper was prepared by the Office of the Governor, Division of Policy Development and Planning for the Governor's Commission on the Administration of Justice. The project was conducted under a Reimbursable Services Agreement through LEAA Grant #76-DF-10-0006, "Implementation of Standards and Goals."

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Introduction

In June of 1976, the Governor's Commission on the Administration of Justice formally adopted a set of standards and goals to serve as a guide for criminal justice planning in the State over the next five years. Immediately following the endorsement of the standards, a contract was made with the Division of Policy Development and Planning to form a strategy for implementation of the standards and to monitor and encourage agency implementation efforts.

The following data summarizes these efforts. The report following the data summary outlines future strategies recommended by the Division of Policy Development & Planning for implementing Standards & Goals.

We thank the Governor's Commission on the Administration of Justice and the Criminal Justice Planning Agency for giving us the opportunity to participate in this meaningful project.

ALL AGENCY TOTALS

57-	Implemented
56-	In Process
14-	No Progress
23-	Commission Review
6-	Study
156	Total

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
(DHSS)

2.1.2 Implemented
2.1.3 Implemented
2.1.4 In Process
2.1.5 In Process
2.2.4 In Process
2.2.7 In Process
2.2.8 Partially Implemented-In Process
2.3.1 In Process
2.3.5 No Progress
2.3.6 In Process
2.3.7 In Process
2.3.8 In Process
2.3.9 Implemented
3.1.5 Implemented
3.2.1 Implemented
4.3.1 Implemented
6.1.1 In Process
6.2.2 Implemented
6.2.6 In Process
6.3.6 In process
7.1.3 In Process
8.1.7 Implemented
9.1.3 No Progress
9.1.4 No Progress

TOTALS

9- Implemented
12- In Process
3- No Progress

DIVISION OF CORRECTIONS
(CORRECTIONS)

1.4.3 In Process
3.1.1 In Process
3.1.2 In Process
3.1.3 In Process
3.1.4 Commission Review
3.2.2 Implemented
3.2.3 Study
3.3.1 Study
3.3.2 In Process
3.3.3 Implemented
3.3.4 Implemented
7.1.17 Implemented
7.1.18 Implemented
7.1.19 Implemented
7.2.1 In Process
7.2.2 In Process
7.2.3 In Process
7.2.13 In Process
8.1.1 In Process
8.1.2 Commission Review

DIVISION OF CORRECTIONS
CONTINUED

8.1.3 No Progress
8.1.4 No Progress
8.1.5 In Process
8.1.6 Implemented
8.1.8 Implemented
8.1.9 In Process
8.1.10 In Process
8.1.11 Implemented
9.1.11 Implemented

TOTALS

10- Implemented
13- In Process
2- No Progress
2- Commission Review
2- Study

ALASKA COURT SYSTEM
(COURTS)

1.3.2 Commission Review
1.3.3 Commission Review
2.2.2 No Progress
2.2.5 In Process
4.1.1 In Process
5.2.1 Implemented
5.2.2 In Process
5.2.3 In Process
7.2.4 Study
10.1.2 Implemented
10.2.2 In Process
10.2.3 In Process
10.2.4 Commission Review
10.2.5 In Process
10.2.7 In Process

TOTALS

2- Implemented
8- In Process
1- No Progress
3- Commission Review
1- Study

CRIMINAL JUSTICE PLANNING AGENCY

(CJPA)

1.3.1 No Progress
 1.4.5 Commission Review
 2.1.1 In Process
 2.2.1 In Process
 2.3.2 Commission Review
 2.3.3 In Process
 4.1.2 Study
 4.2.1 Implemented
 4.2.2 Commission Review
 4.3.3 Implemented
 4.3.5 Commission Review
 6.1.4 Commission Review
 6.1.5 Commission Review
 6.2.8 Commission Review
 6.3.1 In Process/Commission Review
 7.1.6 In Process
 9.1.5 Commission Review
 9.1.7 Implemented/In Process
 9.1.8 Implemented
 9.1.10 Implemented
 9.2.7 In Process

TOTALS

5- Implemented
 6- In Process
 1- No Progress
 8- Commission Review
 1- Study

GOVERNOR'S COMMISSION ON THE ADMINISTRATION OF JUSTICE (GCAJ)

2.2.3 In Process
 6.1.6 In Process
 7.1.2 In Process
 7.2.12 Commission Review
 9.1.2 In Process
 10.3.1 Implemented

TOTALS

1- Implemented
 4- In Process
 1- Commission Review

ALASKA JUDICIAL COUNCIL (AJC)

5.1.1 Implemented
 5.1.2 Implemented
 5.1.3 Commission Review
 9.2.2 In Process
 10.1.1 Commission Review
 10.1.2 In Process
 10.1.3 Implemented
 10.2.1 Commission Review

TOTALS

3- Implemented
 2- In Process
 3- Commission Review

ALASKA POLICE STANDARDS COUNCIL (APSC)

6.3.3 Commission Review
 7.1.5 In Process
 7.1.7 In Process
 7.1.8 Implemented
 7.1.10 Implemented
 7.1.11 Commission Review
 7.1.12 No Progress
 7.1.13 No Progress
 7.1.16 No Progress
 7.2.5 Implemented
 7.2.6 Commission Review
 7.2.9 Commission Review
 7.2.10 Implemented
 7.2.11 In Process

TOTALS

4- Implemented
 3- In Process
 3- No Progress
 4- Commission Review

DEPARTMENT OF PUBLIC SAFETY (DPS)

1.1.1 In Process
 2.2.6 In Process
 4.2.3 Commission Review
 4.2.4 Implemented
 4.3.2 In Process
 4.3.4 Implemented
 6.3.5 Study

DEPARTMENT OF PUBLIC SAFETY
(DPS)
CONTINUED

7.1.4 Implemented
7.1.9 Implemented

TOTALS

4- Implemented
3- In Process
1- Commission Review
1- Study

LOCAL POLICE DEPARTMENTS

6.3.2 Implemented
6.3.4 Implemented (Anchorage and Fairbanks) Not Possible
(Juneau)
6.3.7 Implemented (Anchorage and Fairbanks) Not Possible
(Juneau)
6.3.8 Implemented
7.1.14 Implemented (Anchorage and Fairbanks) Unacceptable
(Juneau)
7.2.8 Implemented (Anchorage and Fairbanks) In Process
(Juneau)
7.2.14 Implemented (Anchorage and Fairbanks) Not Possible
(Juneau)
9.1.9 Implemented (Anchorage and Juneau) Study (Fairbanks)

ANCHORAGE TOTALS

6- Implemented

FAIRBANKS TOTALS

5- Implemented
1- Study

JUNEAU TOTALS

1- Implemented
1- In Process
3- Not Possible
1- Unacceptable
2- Implemeneted (overall)

CRIMINAL JUSTICE CENTER

7.1.15 Implemented
7.2.7 No Progress/Commission Review

TOTALS

1- Implemented
1- No Progress

DEPARTMENT OF LAW

9.1.1 Implemented
9.2.1 In Process
9.2.3 Implemented
9.2.4 In Process
9.2.5 In Process
9.2.6 In Process
10.4.1 No Progress

TOTALS

2- Implemented
4- In Process
1- No Progress

OFFICE OF ALCHOLISM

1.1.2 Implemented
1.2.1 Implemented
1.4.2 In Process

TOTALS

2- Implemented
1- In Process

DEPARTMENT OF EDUCATION

1.4.1 Implemented
6.2.1 No Progress
6.2.3 Implemented
6.2.4 Study
6.2.5 Implemented
6.2.7 Commission Review

DEPARTMENT OF EDUCATION
CONTINUED

TOTALS

3- Implemented
1- No Progress
1- Commission Review
1- Study

DEPARTMENT OF LABOR
(LABOR)

6.1.2 Implemented
6.1.3 Implemented

TOTALS

2- Implemented

DEPARTMENT OF PUBLIC WORKS

9.1.6 In Process

TOTALS

1- In Process

DEPARTMENT OF REVENUE

1.2.2 No Progress
1.2.3 Implemented

TOTALS

1- Implemented
1- No Progress

1.1.1 Intoxication Information (Public Safety)
IN PROCESS

Comment: The standard crime reporting form is coming up for revision in August, and the Department has agreed to add a box for "had been drinking" and to modify their data processing system to retrieve this information.

Strategy: 1. DPS will modify form and data processing programs as necessary.

Funding: none

1.1.2 Alcohol Statistics (Office of Alcoholism)
IMPLEMENTS

The Office of Alcoholism has compiled statewide data on all aspects of the results of alcohol abuse. This data may be readily extrapolated down to regional levels. Publication will be by September 1, 1977.

1.2.1 Alcohol Alternatives (Office of Alcoholism)
IMPLEMENTED

These and many other alternatives were carefully examined, both by the Alcohol Interagency Coordinating Committee (ICC) and in a comprehensive study done for the Office of Alcoholism by Dr. Dennis Kelso.

As a result of these efforts, a comprehensive alcohol package was introduced to the Legislature for last session. This legislation is now under study by the Senate Special Committee on Alcohol, and action on it is expected next session. The legislation was high on the Governor's priority list and will continue as a major legislative focus next session.

1.2.2 ABC Board Investigator Funding (Revenue)
NO PROGRESS

Comment: While additional investigator positions were requested, for the third year in a row the Legislature failed to authorize any additional positions. The ABC Board is undergoing a change in management, and in line with the Governor's emphasis on confronting alcohol problems, a strong

effort will be made next session to bolster the capabilities of the Board.

- Strategy: 1. ABC Board to request more investigator positions.
2. The BRC should be requested to support this request.
3. The Administration should make strengthening the ABC Board a legislative priority.

Funding: General fund.

1.2.3 ABC Board Strategy (Revenue)
IMPLEMENTED

Comment: With the resignation of Linda Brown as Director, the future of the ABC Board has been a subject of considerable discussion in the Governor's Office. The Governor has agreed to consider strong policy directions for the Board and a new director is going to be hired based on these policies. No further implementation from this end is going to be necessary, as the Governor's Office has taken a direct hand in dealing with these problems.

1.3.1 Screen for Alcohol and Divert (CJPA)
NO PROGRESS/STUDY

Comment: An Anchorage private organization, housed in the Court Building, is screening referred District Court cases for alcohol involvement. If alcohol is found to be a factor they refer the defendant to the appropriate treatment program. In Juneau, the Alcoholism Central Agency performs this function. The Community Alcoholism Program in Ketchikan provides these services to the court and in Fairbanks, the Community Alcoholism Program screens misdemeanor cases. There is a similar program in Kodiak.

The diversion alternatives available appear to be sufficient.

For next year CJPA plans to fund a study of existing resources and alternatives for service delivery.

A need for these types of programs, with the

appropriate support, remains in bush communities.

- Strategy: 1. Using CJPA funds have the Highway Safety Division study what types of programs are available, and what new programs can be developed.
2. CJPA should work to implement model programs which appear effective in rural communities.
3. The Office of Alcoholism should work closely with CJPA in the above efforts and should, eventually, take over the management and support of these types of diversion programs.

Funding: General Fund, LEAA, Office of Alcoholism grant money.

1.3.2 No Mitigation of Sentence for Alcohol (Courts)

1.3.3 DWI--Serious Treatment (Courts)

COMMISSION REVIEW

Comment: These standards both suggest that alcohol-related crimes be "seriously" treated. These vague suggestions are unacceptable to the Court System as attempting to direct judicial discretion, and too unspecific to be a basis for legislation. If the Commission feels these concepts to be of value, specific goals need to be defined. The presumptive sentencing bill now before the Legislature outlines elements for mitigating penalties.

1.4.1 Alcohol Curricula (Department of Education)
IMPLEMENTED

Comment: The Standard calls for comprehensive health curricula to be made available. With the new independent school districts this is not possible in any kind of direct way, so the Department of Education has put a good deal of effort into making assistance available for all of the fifty-two school districts to develop their own curricula. This has been done by providing a framework for a health curricula which is applicable to all school districts and then employing personnel to operate workshops to assist school districts in devising their own curricula.

This insures meeting the goal of cultural relevance.

The State lacks the power to mandate these curricula, and the problem in getting them into all districts is the fact that there is no extra money available for health curricula and that half of the school districts are new this year. I think that the Department of Education has substantially complied with the intent of this standard.

For further discussion of this issue see the 1978 Criminal Justice Plan.

Funding: none

1.4.2 Alcohol Rehabilitation Programs (Office of Alcoholism)
IN PROCESS

Comment: This standard is a long-term goal of the Office of Alcoholism, and is currently being implemented wherever financially possible. Budgets are now being prepared to expand these programs, and a continued effort will be made to support this concept. No further implementation is needed.

1.4.3 Alcohol Programs Within Institutions (Corrections)
Evaluate Institutional Alcohol Programs
(Corrections)
IN PROCESS

Comment: The Division of Corrections' present policy toward alcohol treatment in the facilities is to give time and space to outside programs to perform these functions. Some type of alcohol program exists in every State corrections institution. The Division feels that participation in these programs cannot be forced, and that any prisoner who desires an alcohol program can get one. LEAA Part E guidelines makes participation in alcohol programs voluntary.

A problem area that needs considerable work is programs for unsentenced prisoners. It is reasonable to expect that the increased space and better facilities at a new pre-sentence institution in Anchorage would allow the growth of

alcohol programs which are not now possible.

It is important that the Division of Corrections be recognized as a key element in the State effort to deal with alcohol problems, and the Director has agreed to participate more actively in alcohol policy development and implementation.

The Director agrees that an evaluation of the alcohol programs is appropriate, but feels that it should not be done by this Division. The Office of Alcoholism, or at their option a private evaluator, should do it. Corrections has offered to make all necessary records available to whomever does the evaluation.

- Strategy:
1. Corrections should be more heavily involved in dealing with alcohol problems, and should participate in the Alcohol Interagency Coordinating Committee.
 2. Corrections should work to provide alcohol programs for unsentenced prisoners by actively encouraging the development of an appropriate agency program.
 3. An evaluation of all alcohol programs in institutions should be done as soon as possible, either by the Office of Alcoholism or a designated outside specialist.

Funding: CJPA has \$10,000 available to evaluate programs in Anchorage and Juneau. Office of Alcoholism grant funds.

1.4.5 Alcohol Training for CJS Personnel (CJPA)
COMMISSION REVIEW

Comment: As written, the standard provides no guidance for some essential factors needed to design a training program. There is no indication of the scope of the training, its targets or objectives, or to which levels or groups of personnel it should be addressed. The Commission should determine exactly who should receive what type of training. The Center for Alcohol and Addiction Studies at the University is prepared to do the work, but guidance is needed.

2.1.1 Juvenile Delinquency Prevention Program (CJPA)
IN PROCESS

Comment: CJPA reports that crime prevention is one of the priority areas for technical assistance next year and that one focus will be on diversionary recreational programs for rural areas.

Strategy: 1. The CJPA Technical Assistance Coordinator should emphasize rural recreational programs, and assure that by direct contact and by notice to Native organizations, the potential users of technical assistance know that it is available.

Funding: LEAA

2.1.2 Amend "Faults and Habits" (DHSS)
IMPLEMENTED

Comment: The language which appeared in the old children's code at AS 47.10.010(a)(5) as "fault or habit" was probably unconstitutionally overbroad (the State Supreme Court so suggested in a footnote) but more importantly allowed wide, and occasionally harsh, judicial action as a result of its lack of definition. The Children's Code Revision Task Force dealt with the problem, and their suggestion was enacted as Section 7 of the Bill (AS 47.10.010(a)(2)). Had this effort failed, CJPA asked the Criminal Justice Center to prepare legislation dealing specifically with this problem which would have been introduced.

DHSS Comment: The new law is presently being reviewed for program, policy and procedure impact. Upon completion of study it is anticipated that existing policy and procedural manuals will be required to be rewritten.

2.1.3 Guidelines for Protection Children (DHSS)
IMPELMENTED

Comment: Upon the recommendation of the Children's Code Revision Task Force, the intent of this standart has been met by the amended Children's Code. See Section 26 of CSHB 204 am S,

dealing with revisions of AS 47.10.081, 082 and 083. This bill is now before the Governor for signature.

DHSS Comment: AS 09.55.205 was enacted effective 5/28/77 which addresses this recommendation.

2.1.4 Grants-in-Aid for Social Services (DHSS)
IN PROCESS

Comment: This suggestion provides an alternative to the Division of Social Services providing all of the social services to client families. The idea is that the State would underwrite a family's efforts to seek non-governmental help. This is an interesting approach, and conceivably could wind up saving money, always assuming that alternate services are, or would, become available.

The Youth Services Task Force is currently examining this concept, and their report is due by July 1, 1977. As of this week the Task Force seems to be on schedule.

Strategy: 1. Get report from Youth Services Task Force, and make sure that they considered the suggestion of this standard. (CJPA Children's Planner.)
2. Findings should then be discussed with DHSS-Social Services. If negative, review for acceptability.
3. If the Task Force recommends adoption, a considerable fiscal impact will occur. Any general fund costs should be emphasized for the BRC.

Funding: General fund or at least 50%. There is a possibility of IV-A funds being available as this program can be considered "maintenance for foster care." This money is on a 50-50 match basis.

DHSS Comment: After study this has been determined to be unacceptable on a budget basis. Further, IV-A monies may not be used as grants-in-aid as recommended. Secondly, such direct services are available through the staff of the Division of Social Services.

2.1.5

Inventory of Children's Facilities (DHSS)
IN PROCESS

Comment: Writing of the Family and Children's Service Facilities Directory should be finished by July 1, 1977. This effort is now on schedule. This directory will include the facilities and services referred to in this standard. The Division of Social Services plans to distribute the directory widely, and claims that they will send it to all trial courts and communities.

Strategy: 1. Shortly after July 1, the Juvenile Planner in CJPJA should request a draft of the directory to make sure that all of the facilities referred to in this standard are included.
2. After printing, DHSS should undertake to send this directory to all trial courts and communities.

Funding: included in DHSS FY 78 operating budget.

DHSS Comment: New target date for the Directory is September 1, 1977. It will be made available on request to trial courts and communities. Funds were not budgeted for FY 78 by DHSS to make a statewide general distribution. It is questionable whether such a directory would be of benefit to trial courts, since they do not place children in specific facilities. On the last part of the standard regional social service office staff are available throughout six regional offices to provide technical assistance and information to local communities interested in developing treatment programs. However, such development is contingent upon availability of community or other resources.

2.2.1

Study Juvenile Intake Procedures (CJPJA)
IN PROCESS

Comment: The implementation of this standard will also implement standards 2.2.3 or 9.2.1. For FY 78, CJPJA has allocated \$44,000 to fund a study of Alaska's Juvenile Justice System including intake processes. At the beginning of the budget period an R.F.P. will be made and the best-qualified consultant will undertake the study. The study will be finished before December, 1978, and its findings will be incorporated into the next

Criminal Justice Plan.

Note that there is one study planned and another underway which deal with essential elements of the juvenile system. They are a follow-up of intensive supervision study (funded at \$30,000) and an evaluation of McLaughlin (funded at \$18,000).

Strategy: 1. CJPJA will prepare an R.F.P. which covers a complete, revision oriented, study of the State's juvenile justice system. In order to cover the intent of these three standards the study will include:
a. intake processes;
b. informal diversion; and
c. the role and responsibility of the system.
2. CJPJA will base the juvenile portion of the following year's plan on the results of the study, and will consider making priority funds available for implementation of plan suggestions.

Funding: LEAA Part C funds for the study.

2.2.2

Process Child Cases in Family Setting (Courts)
NO PROGRESS

Comment: The Court System agrees with the philosophy of this standard, but says that with Alaska's current lack of juvenile facilities needed to back-up a program like this, progress is impossible.

Strategy: 1. In conjunction with DHSS-Social Services, the CJPJA Juvenile Planner should evaluate the aim of this standard to see if an alternative approach is possible, given the lack of facilities.
2. For the long-range, the State is going to have to look carefully at our needs for adequate juvenile facilities throughout the State.

Funding: none.

2.2.3 Study Children's Services (GCAJ)
IN PROCESS

--Please see 2.2.1 for implementation.

2.2.4 24-Hour Children's Services (DHSS),
IN PROCESS

Comment: Division of Social Services strongly supports the concept of making services available around the clock using LEAA funds. They have initiated a pilot project in Ketchikan primarily to determine staffing needs. This project will have completed its first year in July of 1978, and can be evaluated then. If implemented statewide this would involve additional staffing at 30 locations, and the cost would be substantial. For the DHSS policy on 24-hour services, see the grant request to the GCAJ.

Strategy: 1. CJPA Juvenile Planner is probably already monitoring the progress of the pilot project as routine CJPA grant evaluation. This should continue.

2. Working with the Director of F&CS the Juvenile Planner should develop alternatives for statewide full-time service, and should make sure that Ketchikan project examines their feasibility.

3. Upon completion of the pilot project an evaluation should be done, and a policy decision from the DHSS should follow.

4. Should the decision be to implement this type of service, the CJPA should assist in examining funding alternatives.

5. Further, as this type of 24-hour service has criminal justice system potentials beyond social services for children CJPA should undertake to coordinate plans for full-time services among other criminal justice agencies, to prevent duplication and waste, and to provide full use of facilities and staff.

DHSS Comment: A demonstration project is underway in Ketchikan to determine optional ways to provide such services. However, to provide 24 hour emergency services statewide, budgetary recognition must be given to the increased need for social service staff to be available. Unfortunately, this need has not been recognized by the Governor's Budget Review Committee over the past two budget cycles as the Division's increased staffing request for such programs was not approved.

The Implementation Report infers that the Division of Social Services intends to fund 24-hour children's services throughout the State through the use of LEAA funds. This is not the case, since LEAA funding is for demonstration projects only. In the event that the project is successful, other funding alternatives will be required.

2.2.5 Court System Child Policy (Courts)

2.2.6 Police Child Policy (Public Safety)

2.2.7 DHSS Child Policy (DHSS)
IN PROCESS

Comment: An important element of these standards is the interagency coordination of children's policies. Any effort in this direction was premature before final legislative action HB 204, but now the bill has passed, a coordination effort is appropriate. If staff availability permits the Court System should be the appropriate agency to lead this coordination, as their function is central to children's detention.

DHSS now has a considerable number of policies dealing with the intake and detention of children, and staff development is currently working on revising and clarifying these policies, but this project is going to be slowed by the drastic cut in staff development budget, from \$1.5 million to \$250,000.

Strategy: 1. All three agencies should first internally examine their Children's policies in light of the new legislation.

2. Under the leadership of the Court System, and with the facilitation of CJPA Juvenile Planner, a working group should be established to coordinate the separate sets of standards. The group should determine the utility of a set of unified standards.

Funding: none.

DHSS Comment: Policies exist, but require revision and inclusion of new and improved manuals which are being developed. Due to a significant reduction in staff development funding for FY 78, manual writing will not be completed until January 1, 1978 (staff reduction).

2.2.8

Interim Emergency Custody Policy (DHSS)
PARTIALLY IMPLEMENTED - IN PROCESS

Comment: This standard is closely linked with 2.2.4, dealing with 24-hour services for children. Part (a.), calling for interim resources has been implemented, the Division presently has such guidelines. The rest of the standard suggestions were being drafted over the last few months. However the drastic cuts in the DHSS policy staff are going to substantially slow progress

- Strategy:
1. CJPA Juvenile Planner should evaluate current interim policies to assure that maximum services are available with local resources.
 2. DHSS will continue, within budget constraints, to develop the policies called for in (b) and (c).
 3. DHSS should examine the availability of outside funding for this effort, perhaps with the assistance of CJPA.

Funding: These efforts were funded in DHSS general appropriations, but their drastic reduction this year should prompt examination of alternatives.

Both DHSS and CJPA should look at alternatives for policy development funds.

2.3.1

License Standards for Group Homes (DHSS)
IN PROCESS

Comment: A Licensing Task Force has been meeting in DHSS since December, 1976, and is on schedule for their delivery of flexible standards for group, receiving, and foster homes by September, 1977.

These standards will remain an academic exercise without facilities to which to apply them. The Children's Facilities Development Bill was not introduced this year, and the present poor availability of type of facility will remain unchanged until adequate matching funds are made available.

CJPA has recently made a major policy decision to emphasize the funding of these facilities while de-emphasizing the support of crime prevention programs. While not making funds available to the extent of the proposed Facilities Bill, a careful choice of projects should have a major impact, especially in smaller communities.

- Strategy:
1. CJPA Juvenile Planner should meet with the Licensing Task Force and make sure that they are approaching standard writing from a point of view which will allow the best use of LEAA funds.
 2. DHSS should ask the Governor to introduce the Children's Facilities Development Bill.
 3. Because of its new role in the area, CJPA should strengthen its liaison with DHSS in this field, participating in meetings and policy development.

DHSS Comment: Standards were reviewed by the Licensing Task Force. Social Service standards do not exclude typical village homes. Children's Facilities Development Bill to make monies available to bring homes in line with State fire and sanitation codes did not reach successful conclusion in the Legislature. Social Service standards do not exclude typical village homes.

2.3.2 Certification of Diversion Programs (CJPA)
COMMISSION REVIEW

Comment: While CJPA is currently funding some diversion programs, and looking at how they may be increased in the future, they see no need to set up a formal certification program for them. First, since they will be, at least initially, funding most of these programs their continued funding and evaluation is in effect an endorsement. Second, the Courts will have to use these programs and will quickly be able to tell if they are not satisfactory by the re-appearance of the defendant.

2.3.3 Adult Diversionary Rehabilitation Programs (CJPA)
IN PROCESS

Comment: This standard was originally assigned to the Division of Corrections, but after some discussion, returned to CJPA for analysis.

The current status of diversion programs in Alaska is limited. TASC (Treatment Alternatives to Street Crime) will be getting underway in Anchorage, focusing on drug and alcohol offenders. CJPA is working with the Department of Law to examine other diversion alternatives. A restitution program (See 5.2.3) would also serve as a diversion.

CJPA is considering funding a screening process evaluation and a diversion project in Anchorage.

Strategy: 1. CJPA should take the lead in encouraging the development of diversion programs, working closely with the Department of Law and the Court System.

Funding: LEAA and general fund.

2.3.5 Revenue Sharing for Delinquency Prevention (DHSS)
NO PROGRESS

Comment: DHSS has assigned the study of this approach to a staff member, but it has a low priority and little has been done. The C&RA administrator of revenue sharing doubts whether the use of revenue sharing is an appropriate way

to accomplish this goal. Revenue sharing is a program for 150 municipalities, and the categories should be those which all communities may apply for. Perhaps a more direct grant approach would suffice. DHSS now plans to examine this standard in developing their FY 79 budget.

Strategy: 1. DHSS should complete a preliminary study of the usefulness of this approach to the problem, determine what services and programs might be provided with the money and suggesting whether a direct grant is more appropriate than an amendment of the revenue sharing legislation.
2. CJPA Juvenile Planner should monitor progress, and report the conclusion of the study to the Commission. Should it appear that revenue sharing is not the best way to reach this problem, the commission should be asked to support the best alternative.

Funding: none for the study. Should DHSS decide to go for a revenue sharing amendment, funds will have to be provided. Some monies now in use for other purposes in the area of delinquency prevention may be diverted, and some new general funds will probably be required.

2.3.5 DHSS Comment: Due to staff reduction a formal study is unfeasible, however, a preliminary review of the revenue sharing approach does not appear appropriate since some communities should not be able to participate since revenue sharing is apparently only available to municipalities. This recommendation appears unacceptable.

2.3.6 Full Cost of Care Regulations (DHSS)
IN PROCESS

Comment: The purchase of Care Task Force is on schedule for delivery of these clarifications by July, 1977. DHSS estimates that it will take a further year for the regulations to be drafted, published, reviewed, and finally adopted.

- Strategy: 1. After study by the Task Force the regulations will have to go through the administrative process leading to adoption.
2. The CJPJ Juvenile Planner should examine Task Force results to make sure that the intent of this standard has been met.

Funding: none

2.3.7 Funding for Group Homes (DHSS)
IN PROCESS

Comment: The Children's Facilities Development Bill, drafted for DHSS last session, was designed to provide matching funds for communities to construct these kinds of facilities. Just before its introduction by the Governor, it was decided to postpone introduction until next session. DHSS currently seems inclined to request the introduction of the bill in January of 1978.

In the meantime, the CJPJ has made the major policy shift away from funding advocacy and counseling programs for juveniles to putting funds toward the construction and operation of group homes. This will begin to deal with the problem.

- Strategy: 1. The Children's Facilities Development Bill should be introduced next session, and strongly supported by the Administration.
2. CJPJ should increase coordination with DHSS to maximize effect on problems of juvenile facilities

Funding: General funds for DHSS (which is used as match for Federal dollars) and LEAA money for CJPJ efforts.

2.3.8 Citizen Participation in Juvenile Facility Planning (DHSS)
IN PROCESS

Comment: DHSS has linked the development of local participation in facilities planning with the planning that they proposed to take place after the Children's Facility Development Bill was

introduced. This bill was not introduced this session. The bill was prepared, a fiscal note done, the Governor supported the concept of the bill, but DHSS decided not to introduce it based on having higher priorities. DHSS now says that there is no reason why this bill should not be introduced for next session. The absence of the bill, however, should not stop planning for these facilities and certainly should not omit the consideration of local participation in this decision-making process. The issue is being examined by the licensing task force.

- Strategy: 1. Planning should now be taking place for development of these facilities, including local participation.
2. The establishment of group and foster facilities is not limited to DHSS, and DHSS should play a lead role in coordinating planning activities between these agencies (CJPJ local governments, local or regional health organizations, alcohol programs).
3. The Children's Facilities Development Bill should be refined between now and the time for introduction of Governor's bills and should be introduced in the next legislative session.
4. Evaluation of the advisory committee should be completed. there are many open questions in this area which need to be resolved.

Funding: none

2.3.9 Services for Delinquent Children (DHSS)
IMPLEMENTED

Comment: While these services are being provided today to the extent fiscally possible, needs, especially in rural areas, are not being completely met. We believe that the Division of Social Services has attempted to do this, but current regulatory and budget restraints are the operative limits. Note that CJPJ has recently

shifted its emphasis toward supplying money to group homes.

Strategy: 1. The Commissioner of Health and Social Services should make the provision of these services, in the maximum amount allowable by budget constraints, a continued priority.

2. The Criminal Justice Planning Agency should work with DHSS to use whatever LEAA funds are currently available in this area to improve group homes, especially in rural areas.

Funding: CIPA will now emphasize use of LEAA funds for group homes.

3.1.1 Regulations for Juvenile Facilities (Corrections) IN PROCESS

Comment: The regulations have been written, and are now in the Attorney General's Office for review. Due to the considerable backlog in this process some time may elapse before the regulations task force. Some public hearings have been held, but another round of hearings will probably be necessary.

Strategy: 1. CIPA Rural Planner should check draft regulations for compliance with (e), the standard section dealing with "cultural relevance."
2. The Department of Law should give priority to the completion regulation review, and complete the administrative process as soon as possible.

Funding: none

3.1.2 Evaluate Children's Detention Facilities (Corrections) IN PROCESS

Comment: The agency has done an informal evaluation and has concluded that except for McLaughlin all of the places in the State where children are detained are in some way in violation

of statutes. Most of the areas of violation deal with structural arrangement and no temporary solutions are available.

The Corrections Master Plan will carefully examine areas of non-compliance with statutory duties, and will either recommend solutions or changes in statutes.

Strategy: 1. As suggested in the Standard, the Director of Corrections should notify the Superior Courts of the lack of facilities which meet the statutory standard.
2. The Master Plan will look at all controlling statutes and either design compliance methods or suggest statute amendments.

Funding: Non except a portion of LEAA Master Plan funds.

3.1.3 Children's Detention Regulations (Corrections) IN PROCESS

Comment: Writing regulations for detention facilities for children is not difficult. However, the lack of reasonable juvenile detention facilities in the State keeps this an academic exercise. It is going to be necessary to get a State commitment to adequate fund reasonable facilities before regulations are anything more than somewhat distant hopes.

As explained in 3.1.1 regulations have been written and are in the process of review.

Strategy: 1. The Division of Corrections should be involved in the meetings taking place after 9/77 sponsored by CIPA which are going to deal with regulations governing the construction of new detention facilities.
2. CIPA's 1978 Plan will address foster homes, group homes and other alternative facilities. The Plan should consider how to make regulations governing these and more secure detention facilities as

flexible as possible.

Funding: none

3.1.4 Separate Children s Detention Facilities
(Corrections)
COMMISSION REVIEW

The Division, and we, find this standard unacceptable. The State has massive problems with juvenile facilities now without attempting to impose physical requirements which are expensive and serve no justifiable purpose.

Strategy: 1. The Commission should review this standard, taking into account the Division's comments, and consider discarding it

Funding: none

3.1.5 Revise AS 47 10.080 (DHSS)
IMPLEMENTED

Comment: CSHB 204 am S, signed by the Governor, contained language which revised the statute to include the concerns of this standard. (See page 8 and 9 of the bill.) Chapter 0063 SLA 77.

3.2.1 Placement Program Priorities (DHSS)
IMPLEMENTED

Comment: The Department says that the priorities for placement which the standard suggests are the current policy of DHSS. The Interstate Placement Manual reflects this policy.

The Facility Directory, which is nearing completion, will make the use of these priorities even more flexible.

3.2.2 Out of State Juvenile Dispositions (Corrections)
IMPLEMENTED

Comment: The DOC Director has agreed to add all of these elements except right to counsel, to his juvenile placement procedures. He feels that there is no legal right to counsel at these hearings, and absent some demonstration that this right is available, he would not grant it.

However, if he gets a legal opinion showing that this right is available, he will include it.

Note that the Divison sends a placement review team to visit all out-of-state placements twice a year, to check conditions and reconsider classifications.

Strategy: 1. DOC should get a legal opinion on the right to counsel in these types of cases.

Funding: none

3.2.3 Build Local Jails (Corrections)

3.3.1 Statewide Jail System (Corrections)
STUDY

Comment: The Corrections Master Plan funded by LEAA, will address methods of achieving coordination in the statewide jail system.

3.2.3 deals with the basic questions of who is to be responsible for local jails. This is a decision which has yet to be made. While statutes seem to indicate that the State is completely responsible State actions indicate a certain amount of ambivalence toward this. The master plan must address this topic and the Administration should then be asked to ratify that decision.

Strategy: 1. Master Plan must address these issues.
2. Legislation should them be introduced clarifying the State's responsibility and making the Legislature aware of the fiscal burdens that are sure to be attached to the State taking full responsibility for rural correctional facilities.

Funding: General Fund.

3.3.2 Corrections Volunteer Programs (Corrections)
IN PROCESS

Comment: Current Corrections policy is for the superintendents of each institution to develop and supervise volunteer programs. All of the facilities have some type of volunteer programs.

However, the potential of the volunteer services has not been realized and the Division now agrees that a statewide Volunteer Coordinator could affect all of these programs.

CJPA has funds allocated in the 1978 Plan (#35,000) which may be used to support this position for a year. It will be important that the program design for these funds aims at doing work which will be useful in the future should the Division not continue this function past the initial year.

Strategy: 1. Division of Corrections should apply to CJPA for LEAA funds for a volunteer coordinator.

Funding: \$35,00 funds allocated.

Corrections Comment: The Division of Corrections last recollection was that management believes that a statewide volunteer coordinator was not an essential need at this time because of the amount and variety of volunteer programs throughout the State. The Division did not believe that a statewide volunteer coordinator was a suitable idea in terms of supervising a statewide program, as this supervision should be left up to the individual institutional and field managers.

3.3.3 Institution Security (Corrections)
3.3.4 Perimeter Security (Corrections)
IMPLEMENTED

Comment: Director Huston has emphasized physical security from the beginning of his administration and has, as far as financially possible established excellent security in and around all Division of Corrections facilities.

4.1.1 Local Control (Courts)
IN PROCESS

Comments: Local control is one of the key criminal justice issues in rural Alaska, and needs considerably more focused attention than it has been getting. Almost every agency in any way involved with criminal justice has considered local control, some more substantively than others. The Court System has made substantial efforts in the area of arbitration in the bush, and the Criminal Justice Center has, under contract with CJPA, prepared some alternative positions. AFN Bush Justice is also concerned with this area.

An effort, perhaps coming from the Governor's Office, should be made to attempt to find a consensus on what local control is, and how it can best be achieved. This could result in legislation introduced by the Governor for the next session which had the support of all participants.

Strategy: 1. Attempt to define local control and seek for a consensus as to the best ways of achieving it.
2. Suggest that the Governor's Office, DPDP, play a coordinating role in this effort.

Funding: open

4.1.2 Village Need Task Force (CJPA)
STUDY

Comment: The idea of some real communications between the criminal justice system and rural Alaska is an excellent one. However, this kind of liaison calls not only for an unprecedented degree

of coordination within the criminal justice system, but a large dedication of resources by whichever agency is going to try to facilitate communications. Alaska Legal Services liked the idea initially but, upon reflection, it seemed that the amount of effort required was not compatible with that organization's primary priorities.

CJPA should undertake to head a working group of representatives from all criminal justice agencies to examine alternative ways that this goal may be approached.

4.2.1 Rural Justice Education (CJPA)
IMPLEMENTED

Comment: Legal education in rural Alaska has been a high priority of Alaska Legal Services, and a two-year project, just ending, has supplied huge volumes of teaching material for the bush. AFN also has had a substantial project in bush legal education. A problem here is the lack of a coordinated effort by any State agency to ensure the continuation of the development, distribution or funding of these programs.

Strategy: 1. Name a specific state agency to be responsible for the State's part in dealing with rural legal education.
2. Define the State's role, in cooperation with the private agencies and organizations already heavily involved in this area.
3. Attempt to coordinate activities between State agencies and the private sector. State funding sources for rural legal education should also be opened.

Funding: Unknown at this time.

4.2.2 Native Justice Workers (CJPA)
COMMISSION REVIEW

Comment: The goal of this standard is a long-term aim for all of the elements of the criminal justice system. Many agencies have done substantial work in the area of bringing Alaska Natives into the system, but by nature this goal is not amenable to short-term efforts.

CJPA has made this topic a long-term goal in their problem analysis and continues to make money available for rural police training.

The Commission should review this standard and consider setting some immediate and specific goals.

4.2 3 Bilingual Troopers (DPS)
COMMISSION REVIEW

Comment: While the cultural orientation part of this standard should, and has, been implemented, the suggestion that Troopers, as a matter of policy, should speak the language of the area to which they are assigned is highly impractical. Few of the troopers work in an area of the State where the population does not use English at least as a strong second language. The native languages of Alaska are among the most complex known, and extremely difficult to learn. Finally, it is the present policy of the DPS to transfer troopers within part of the State, and to various types of assignments, with some frequency. Even if a recruit came into the troopers fluent in one language dialect he would ordinarily spend only a small portion of his career in the area where that language is spoken.

--Please see 4.2.4 for implementation of the cultural and rural familiarization portion of this standard.

Strategy: 1. Commission should review this standard and narrow its intent.
2. Department of Public Safety should continue to train Troopers, as far as possible, in the cultural background of the rural areas to which they are assigned.
3. Department of Public Safety should consider revising their policy of periodically moving Troopers from one station to another. The unique aspects of certain rural areas make long periods of familiarization important, and this experience should not be discarded.

Funding: None

4 2.4 Familiarize Troopers with Bush (Public Safety)
IMPLEMENTED

Comment: Starting with the last academy year every Trooper trainee gets a full week, 35 hours, of instruction designed to make him or her at least academically familiar with what will be encountered in the bush. Such courses as Anthropology Cultures in Transition, Cross-Cultural Communications and others lead to the student writing a final 1500 word paper in this area.

The Criminal Justice Center designed and put on a week-long workshop for Troopers covering this topic. The troopers feel that training of officers who have not had these courses is necessary and are considering the Center's program for retro-training.

4.3.1 Guardians Ad Litem (DHSS)
IMPLEMENTED

Comment: In CSHB 204 am S, *Sec.3, AS 09.65.130 has been amended to add extensive provisions regarding guardians ad litem. The legislative language (line 6, p 3) specifically says that, where possible, the guardian should be from the community where the child lives. (63 SLA 77)

Further, in a memo dated December 15, 1975, the Court System Administrator has strongly suggested that the guardian guidelines set out in In re P.N. be followed by the State's courts

4.3.2 Full-time Rural Police (DPS)
IN PROCESS

Comment: The mechanism for insuring each rural region a full time policeman is the Troopers' constable program. This program, in theory, would put a fully trained resident constable into each rural area, acting with the State Troopers to provide full police services.

In practice, the constable program has yet to be fully implemented. The reasons for this are unclear. At this time it is not known what funds are in this coming year's budget for the constable program, but there are ten positions funded, eight

of which are presently unfilled. The AST Training Academy says that they are prepared to train constables and Commissioner Burton says that he is looking forward to placing them. Priority should be given to this effort.

Strategy: 1. The Alaska State Troopers should implement their constable program.
2. This effort should be supported by the Criminal Justice Planning Agency, by making available whatever funds can be added to increase the efficiency of this effort.

Funding: Open

4.3.3 Standard Police Reporting System (CJPA)
IMPLEMENTED

Comment: CJPA has taken this effort over from DPS and the development of a standard system is almost complete. Some communities are already using the system and statewide implementation is forthcoming. CJPA expects a \$90,000 grant next year to implement this system.

4.3.4 Pilot Trained Troopers (DPS)
IMPLEMENTED

Comment: The Department has 34 pilot-trained troopers assigned throughout the State. The limiting factor is now aircraft not pilots.

4.3.5 Complete Bush Services (CJPA)
COMMISSION REVIEW

Comment: This standard is hopelessly overbroad. While the goal of "complete services to village communities" is fine, its lack of definition and huge costs make it an untenable standard. The Governor's Commission should review the standard and perhaps, suggest what services they consider mandatory now and what may be done in the future. I think that this is a goal shared by most State agencies but the huge number of places to be served and the lack of facilities is going to continue to be an impediment.

5.1.1 Sentencing Study (Judicial Council)
5.1.2 Continued Sentencing Research (Judicial Council)
IMPLEMENTED

Comment: In April, 1977 the Judicial Council published a preliminary draft of Alaska Felony Sentencing Patterns: A Multivariate Statistical Analysis (1974-1976). This document covered all points suggested by this standard.

Before the publication of this report the Council's Director and the Chief Prosecutor introduced legislation on presumptive sentencing which fulfilled the intent of 5.1.2. This bill is in House Judiciary, held over so that it may be considered along with the criminal code revisions. (HB 297/SB 206)

5.1.3 Sentencing Panels (Judicial Council)
COMMISSION REVIEW

Comment: In the Judicial Council's consideration of various sentencing alternatives, this alternative was studied and discarded. They say that sentencing panels have not proved to be effective in other states and see no reason why one would be useful here.

Strategy: 1. Commission should review the standard with the thought to discard it.

5 2.1. Disposition Information (Courts)
IMPLEMENTED

Comments: Informing rural communities about the progress or disposition of a criminal case involving a defendant removed from that village has been done informally in the past. By a memo dated 4/18/77 the Chief Justice ordered Judges and Magistrate to notify villages when the defendant is released on bail or O.R., or disposition is reached in a case with village interest. CJPB might attempt to evaluate the effectiveness of this approach.

5.2.2 Encourage Restitution (Courts)
5.2.3 Restitution Recordkeeping (Courts)
IN PROCESS

Comment: Along with considerable other advantages, Representative Terry Gardiner's idea for a State collection agency seems to be the most efficient way to implement this standard. This agency would have the facilities, staff and authority to collect a wide range of State debts, and could easily deal with collecting restitution as assigned by the Court. A most important consideration is maintaining efficient but ethnical collection methods.

Strategy: 1. A consensus should be reached between State agencies which have collectable debts and the Court System as to the desirability and form of a State collection agency.
2 Working with Legislative Affairs and Representative Gardiner, a bill should be drafted for introduction next session.

Funding: General fund, but the agency should make money for the State. We should consider adding collection costs to the judgement amount.

6.1.1 Child Abuse Information System (DHSS)
IN PROCESS

Comment: The agency feels that its new reporting system (Social Services Form 1 Reporting) will allow the full capture of child abuse information, and that their planned monthly statistical summaries will be the vehicle for the distribution of this information.

In an early comment DHSS suggested that there was "no valid purpose for such information being made available to the schools." We have pointed out that school personnel are probably in the best position to deal with child abuse, and should be made as aware as possible of its prevalence.

Strategy: 1. The Form 1 Reporting system should be designed to capture child abuse information by school districts.

2. This information should be included in the monthly statistical report.
3. DHSS should undertake to include in the distribution of that report all schools and agencies which deal with, or could affect, child abuse.

Funding: none

DHSS Comment: The Social Service Reporting System is not specifically designed to capture child abuse information by school districts, since the system relates to the State's social services agency rather than the school system.

6.1.2 Labor Force Information (Labor)
IMPLEMENTED

Comment: This information, broken down to census districts, is available from the Research and Analysis Section of the Department of Labor, and is updated at least annually. The Department says that they will look into ways of putting it into the hands of the school system but if any schools want this information now it is available on request.

6.1.3 Skill Development Program Information (Labor)
IMPLEMENTED

Comment: While much manpower and skill development information is available from the Manpower Division, now in J&RA, a program in the Governor's Office offers an even better source of information.

TAT (Technical Assistance and Training) offers a service to any Alaskan which will supply him or her with a computer-generated list of all state, Federal and local services available to the jobseeker. Instead of having to figure whether he or she is eligible for assistance, the program will allow the examination of all available options. This service will shortly be accessible from anywhere in the State.

6.1.4 Crime Statistics (CJPA)
6.1.5 Crime Reduction (CJPA)
COMMISSION REVIEW

Comment: It is the position of CJPA that the use of the Community School Program as a focus for both of these efforts is inappropriate. Both have to do with what is broadly called community crime prevention, but CJPA cannot justify centering these projects around what are basically adult education facilities. CJPA has funded a statewide crime prevention program at \$230,000.

6.1.6 Relationship Between Delinquency and Education (GCAJ)
IN PROCESS

Comment: Correction is now developing a Juvenile Justice Information System, but a discretionary fund grant to the court system for this was denied.

Strategy: 1. Corrections will attempt to implement the Juvenile Justice Information System, and include education as a retrievable factor in analysis.

Funding: LEAA

6.2.1 Fund Community School Program (Department of Education)
NO PROGRESS

Comment: Lack of budget is keeping this standard from implementation. The Department of Education supports the community school concept, but to date the Legislature has not appropriated the necessary funds to allow every community to elect this option.

Strategy: 1. The Department of Education should prepare a briefing document and supporting material to educate the legislature on the benefits of the community school program.
2. In next year's budget the Department of Education should allocate funds for an increase in community schools, and plan to

increase the requested amount over the next three years until any community which desires this program has a chance for funds.

Funding: General fund.

6.2.2 Child Abuse Prevention Programs (DHSS)
IMPLEMENTED

Comment: These types of programs are currently being supported to the extent of DHSS' financial ability. Examples of programs funded are: Anchorage Child Abuse Board Family Connection, and Child Abuse Councils in Fairbanks, Anchorage, and Ketchikan. The Agency has discussed publicity programs for raising public awareness of the problem and possible approaches. DHSS is, as much as possible, stressing the "community figure" nature of social worker positions, and linked to this concept is an increase in training social workers in community outreach methods. Child abuse is a prime target for these activities. Continued social worker staff development plans move even further in this direction.

Strategy: 1. DHSS should continue to fund and support child abuse programs, and should seek more funds in the next budget period for use in this area.
2. DHSS should undertake, perhaps in conjunction with other agencies, a program of public education about child abuse.
3. DHSS should continue "public figure staff development, emphasizing the ability of this to impact child abuse.

Funding: These programs fall into the Children's Protection Services general fund budget category. Specific programs might be eligible for LEAA funds

6 2 3 Health Issues Curricula (Department of Education)
IMPLEMENTED

--Please see 1.4.3 for implementation.

6.2.4 School Nurses (Department of Education)
STUDY

Comment: The Department agrees that health services should be available to every school, but says that the diversity of needs demands a study to figure out how best to meet them.

Strategy: 1. Department of Education should undertake a study of needs and suggested ways to meet them for health services for every school in the State.
2. CJPA Juvenile Planner should monitor and facilitate.

Funding: General funds, possible LEAA funds for study.

6.2.5 School Personnel Training (Department of Education)
IMPLEMENTED

Comment: This is also covered by the D of E Project referred to in 1.4.1. The division of the State into Independent School Districts makes a provision of statewide training impossible, but the Department of Education has responded to this by making curriculum frameworks, and assistance in adopting these frameworks to local needs, available. This effort, which is now ongoing, meets the intention of this Standard.

Strategy: 1. Continue the framework development program, emphasizing training in social and health problems.

Funding: none

6.2.6 Compendium of Services (DHSS)
IN PROCESS

--Please see 2.1.5.

DHSS Comment: The reference to 2.1.5 appears inappropriate under 6.2.6 as the directory being developed under 2.1.5 is an inventory of children's facilities, both in and out of state. The Legislative Affairs Agency has developed the Directory of Human Services Organizations which

could be made available to school districts by contacting Legislative Affairs in response to 6.2 6

6.2.7 Competency Based Criteria (Department of Education)
COMMISSION REVIEW

Comment: The concept of competency based criteria for education is the source of considerable amounts of discussion in the educational system today. The adoption of such standards has wide-ranging consequences, and should not be done lightly.

It is beyond the scope of Standards and Goals to attempt to suggest this policy to the Department of Education. The Department has looked into it, and is continuing to study the utility of this concept, but its implementation should not be a function of this project.

6.2 8 Recreation as Crime Reduction (CJPA)
COMMISSION REVIEW

Comment: While CJPA is now funding teen drop-in centers in Cordova, Ketchikan, Petersburg, Fairbanks and the Latchstring in Anchorage, they feel that recreational programs are a low priority. The mandate of the Juvenile Justice and Delinquency Prevention Act does not include recreational programs, and that Act, which requires that status offenders be deinstitutionalized and children not be detained in contact with adult prisoners must be the basis for CJPA funding decisions. Too, the inherent inability to evaluate the efficiency of this kind of voluntary programs makes funding difficult to justify. CJPA has adopted a policy of using whatever recreation money is available in rural areas.

6.3.1 Policy Community Action Groups (CJPA)
IN PROCESS/COMMISSION REVIEW

Comment: The Criminal Justice Center at the University is doing a crime prevention program ((c) of the standard), and some consultation on local policy.

CJPA has funded crime prevention programs for the Anchorage and Fairbanks police departments, in Anchorage a woman's group has a "Hands Up" program and the Chamber of Commerce has an anti-shoplifting program.

The needs analysis called for in the standard has not been done, but CJPA has plans to do it this year

Strategy: 1. Commission to review scope of needs assessment.
2. CJPA local police, and local organizations should be encouraged to continue community action groups.

Funding: none

6.3.2 Maximize Police Efficiency (Local Police)
IMPLEMENTED

The intent of this standard is so close to the interests of all police organizations and administrators that its implementation is continuous. There is no need for further implementation assistance.

6.3.3 Define Role of Police Officers (APSC)
COMMISSION REVIEW

--Please see APSC note in appendix.

Comment: The Council has reviewed this standard, and questions the direct benefits to be derived from the clarification of the police "role." The diversity of the various communities, and special needs would necessitate a separate set of "roles" for each department. The Commission should decide whether potential benefits would justify the costs.

6 3.4 Police Role Training (Local Police Departments)
IMPLEMENTED (Anchorage and Fairbanks)
NOT POSSIBLE (Juneau)

Comment: The Anchorage and Fairbanks Police Departments report that they are in compliance with the Standard. The Juneau Police Department suggests that their capacity for internal

generation of this kind of training is limited and that centralized police training should provide this kind of support. CJPA has a technical assistance program which can in part, meet these needs.

Strategy: 1. CJPA should notify local police departments of available help in officer training.
2. The Police Standards Council and/or the Criminal Justice Center should examine the need for role training and, if a need is found seek funding to develop materials.

Funding: Covered by LEAA grant for technical assistance and available LEAA training funds.

6.3.5 Security Standards for New Construction (DPS) STUDY

Comment: While the need for increased physical security in new and existing structures is an useful crime-prevention goal, the legislative approach recommended in this standard may not be the best approach. The Department of Public Safety is concerned about the tradeoff between access by firefighters and rescue personnel vs. increased security. The wide range of conditions for which Alaskan structures have to be designed also makes the feasibility of a uniform legislative approach doubtful. There are a number of alternatives: education and counseling to building owners, tax advantages for secure buildings, local options, and more.

In order to respond to a serious need in a careful manner the CJPA should initiate a study of structural security alternatives. The recommendations resulting from this effort should become part of the next Criminal Justice Plan, and, instead of this standard should become the basis for implementation.

6.3.6 Police-DHSS Cooperation (DHSS) IN PROCESS

Comment: There is a pilot project in Anchorage with a person from DHSS assigned to work out

relationships with the police and the courts. This project will end in March of 1978 and should result in models that will prove useful for the rest of the State. DHSS says that they will implement any suggestions that come from this work. There is also a project in Ketchikan to formalize DHSS/Police relationships.

Note that effective informal relationships currently exist between DHSS employees and law enforcement agencies throughout the State, and that attention to these relationships is considered an integral part of DHSS field work.

Strategy: 1. CJPA Court and Police Planners should meet with DHSS and find out how the pilot project is progressing and what CJPA might do to help. They should informally monitor the project until completion.
2. DHSS should make sure that the results of the pilot project are relevant to all areas of the State.

Funding: none

DHSS Comment: Such cooperative ongoing efforts are approached through the six regional offices of the Division of Social Services, however, the Division's budget does not allow for large scale involvement.

For clarification, DHSS did not state that "they will implement any suggestions that come from this work (pilot project)." DHSS will evaluate the project and assess the results to determine whether the project findings would be appropriate for state-wide implementation. The Division's present budget does not allow for large scale involvement even though positive results may evolve from the project.

6.3.7 Police Community Relations Program (Local Police Departments) IMPLEMENTED (Anchorage and Fairbanks) NOT POSSIBLE (Juneau)

--Also see 6.3 1.

Comment: Anchorage P.D. has had a Community Relations Unit since 1968, now staffed by a Sergeant and two officers. Fairbanks appointed a Community Services Officer in May 1976. Juneau says that out of their total of 31 employees, the trade-off in time between community relations and police work is unacceptable.

Strategy: 1. CJPA Police Planner should work with smaller departments to look for alternatives, both in funding and in manpower use, which may allow useful community relations programs in smaller communities.

Funding: LEAA (possibly)

6 3.8 Police Misconduct Complaint Handling (Local Police Departments)
IMPLEMENTED

Comments: The Troopers, and other large departments have established procedures for dealing with complaints of police misconduct. Smaller police departments around the State lack the resources to establish independent units but our impression is that every police department has a procedure to facilitate lodging complaints alleging employee misconduct

Strategy: 1 CJPA Police Planner should examine alternative methods of dealing with employee misconduct and, perhaps, undertake a project to develop and supply a uniform set of regulations and procedures when an employee misconduct is alleged in small communities.

Funding: Possible LEAA fund availability.

7.1.2 Education for Juvenile Justice Workers (GCAJ)
IN PROCESS

Comment: The development of the materials for an education program for juvenile workers is included in the 1978 Criminal Justice Plan, under the heading of Technical Assistance. Materials for this project may be developed by the Criminal Justice Center.

Strategy: 1. CJPA should contract with either the Criminal Justice Center, or another qualified organization, to develop appropriate materials.

Funding: LEAA

7.1.3 DHSS Juvenile Training Policy (DHSS)
IN PROCESS

Comment: The goals of this policy are inherent in all of the staff development efforts of DHSS. Specific policies and procedures to meet these ends are being developed, but the recent sharp cutback of funds from \$1.5 million to \$250,000 will slow the effort.

Strategy: 1. DHSS should continue to emphasize the contents of this standard in their staff development efforts.
2. With the assistance of CJPA funding alternatives which would lead to specific training material and implementation in the area of juvenile justice should be considered.

Funding: General fund money was cut back by 84%.

7.1.4 Justice System Training at Academy (DPS)
IMPLEMENTED

Comment: The Academy currently offers 25 hours of training on seven different aspects of the justice system in its Trooper Recruit Training Program. Eleven hours of this training are part of the Municipal Police Academy.

7.1.5 Police Juvenile Law Training (APSC)
IN PROCESS

Comment: The Trooper Training Academy currently provides 6 hours of related instruction to both troopers and municipal police who attend the academy. This leaves a number of Alaska's law enforcement personnel untrained in this area, and cooperation with the Police Standards Council should be sought to make this a statewide function.

- Strategy: 1. Public Safety Academy and the Criminal Justice Center should continue to provide training in juvenile and family matters.
2. The Police Standards Council should consider making such training mandatory for certified police officers.
3. CJPA Juvenile Justice Planner should assure that this training becomes an element of any related grant.

Funding: Possible LEAA funds for Police Training.

APSC Comment: This standard was not assigned to the APSC as a primary responsibility in the Standards and Goals for Criminal Justice Report of the GCAC dated 1976.

Note, however, that Juvenile Justice Training is and has been mandatory under the regulations of the APSC for all full-time State and municipal police officers. This standard has been implemented.

7.1.6 Juvenile Justice Training Budgets (CJPA)
IN PROCESS

Comment: The language of this standard is a little too general to use effectively. All of the elements of the Juvenile Justice System already have some kind of training budget, and CJPA has addressed augmenting them in this year's problem analysis. The burden here is on the agencies, as last year \$20 000 which was allocated by CJPA for juvenile training had to be reallocated after no requests were made for it. This year there is \$14,000 allocated for "roles and needs" assessment.

- Strategy: 1. The three juvenile justice agencies (DHSS, Court System and Police) should look to their own juvenile training efforts to see if they take into consideration the conditions of this standard. The Juvenile Planner of CJPA should evaluate the budgets.

2. CJPA should make as part of their plan an emphasis on training of juvenile justice workers.

Funding: General fund and LFAA

7.1.7 Coordinate Advanced Training (APSC)
IN PROCESS

--Please see APSC note in appendix.

Comment: This is part of the Council's statutory responsibility, and the staff is doing as much coordination as possible with present resources. The rejection of funding for a Training Coordinator directly limited the extent to which this standard could be implemented. APSC's application for LFAA money will cover this point.

- Strategy: 1. APSC should continue to perform this function to the extent of their ability.
2. Continued efforts should be made to strengthen the capacity of the APSC staff.

Funding: State General Fund or LEAA.

7.1.8 In-Service Police Training (APSC)
IMPLEMENTED

--Please see APSC note in appendix.

Comment: The agency presently certifies in-service training programs. This allows a considerable amount of informal coordination. They feel that this reaches an effective level. With more staff resources they could do this job better.

7.1.9 Guard Firearm Training (DPS)
IMPLEMENTED

Comment: AS 18.65.460 was enacted by the 1976 Legislature, which provided for regulating private security agencies. Since that time the Department of Public Safety has generated regulations which cover specifically the area firearms training. These regulations are currently being revised to further tighten this area.

7 1 10 Seminars for Law Enforcement Personnel (APSC)
IMPLEMENTED

--Please see APSC note in Appendix.

Comment: APSC is now running seminars in Police Management, mid-management, and supervisory training. This is, they feel, the limit of their ability. As with other APSC standards, more staff and resources would see more of these types of seminars given.

7.1.10 APSC Training Library (APSC)
COMMISSION REVIEW

Comment: The Public Safety Academy in Sitka has a criminal justice lending library, containing considerable audio-visual material. The Commission should determine the utility of duplicating this facility at Juneau.

7.1.12 Overtime Pay for Police Training (APSC)
NO PROGRESS

--Please see APSC note in appendix.

Comment: Other state's police standards councils frequently have these types of funds available, through the expedient of having a portion of all fines imposed assigned to a training fund. I understand that the legality of this practice has been upheld in a state with a dedicated fund provision similar to Alaska's.

Lacking these monies the APSC has attempted to try an alternate approach, and has attempted to hold training on-site. Due to the lack of the training coordinator little has been accomplished in this area.

Strategy: 1. Key is an increase in funds for the APSC. The five-year plan will address this, but the options are general fund, LEAA or money from fines. The APSC simply cannot perform these type of functions while staffed by one man.

Funding: General Fund, LEAA, or from fines or penalties.

7.1.13 APSC Training Coordinator (APSC)
NO PROGRESS

Comment: A request was made for this position through the budget process and was ultimately rejected by the Free Conference Committee, despite strong support by the APOA. The position will be requested again next year.

In the meantime, APSC has requested a substantial LEAA grant which would fund a position similar to this for the coming year.

Strategy: 1. Re-request position in next year's budget.
2. Seek alternative funding, starting with LEAA program grant and failing that, a specific application limited to this position.

Funding: General fund or LEAA.

7.1.14 Police Educational Incentives (Local Police Departments)
IMPLEMENTED (Anchorage and Fairbanks)
UNACCEPTABLE (Juneau)

Comment: Both the Anchorage and Fairbanks Police Departments have implemented the Standard, and both offer percentage pay increases for amassed college credits. Interestingly, the Juneau Police Department believes that legislative action is necessary for the adoption of these incentives, based on a case involving the Arlington Virginia Police Department where the court held that officers who perform the same job with the same degree of competence cannot be differentially paid simply because of higher qualifications which do not directly relate to the ability to perform the work.

Strategy: 1. CJPA and its Police Planner should continue to encourage education and pay incentives for police departments.
2. Some legal research should be done on the Virginia opinion and its applicability to Alaska.

Funding: LEAA

7.1.15 Police Science Curriculum (Criminal Justice Center)
IMPLEMENTED

Comment: This is currently being accomplished by the University which offers a Bachelor of Arts Degree with a major in Justice both in Anchorage and Fairbanks. The Criminal Justice Center has legislation in this session which would restructure the University's approach to education for the Criminal Justice System. This bill, HB 351, is currently in Senate Finance.

A strong need is to make this education available to police personnel outside of metropolitan areas. This could be done by putting these criminal justice courses into the community college system and offering outreach programs.

- Strategy 1. An evaluation needs to be done of current and projected University offerings in light of Alaska Police needs. It is open whether this is to be done by CJPA or some independent consultant but it should be considered.
2. Independent of an evaluation, the University should strive to coordinate its efforts with course consumers, police departments, prosecutor agencies, and the courts. CJPA might play a coordinative role here.
3. In the interim, the legislation should be examined and efforts made to assure its responsiveness to current and projected needs.

Funding: University budget LEAA grant fund for evaluation.

7.1.16 Correspondence Courses for Police (APSC)
NO PROGRESS

--Please see Police Standards note in appendix.

Comment: The Council at the December, 1976 meeting decided that this would be an appropriate function for the APSC. However, lack of personnel

and funding prevented any correspondence courses from being developed or delivered.

Strategy: 1. The Five-Year Plan will address various ways that the APSC can develop the resources to do this, and other functions.

7.1.17 Training Staff (Corrections)
IMPLEMENTED

Comment: The Division has established a training component at the Academy at Sitka. They have four employees now and one vacancy with three positions at Sitka and two in Juneau.

7.1.18 Training Program at Academy (Corrections)
IMPLEMENTED

Comment: A training program is established at the Public Safety Academy in Sitka. The Division has a goal of 75% of all officers trained by July of 1977 and all officers trained by January of 1978.

Funding: none

7.1.19 Fund Employee Education (Corrections)
IMPLEMENTED

Comment: The DOC currently, and enthusiastically, affords employees multiple opportunities for educational enhancement. Funds are available and the Division goes so far as to arrange transfers for personnel to corrections facilities closer to educational facilities which can fill their needs.

The Division has received a \$73,000 training grant from LEAA, and portions of this money may be used for individual training.

7.2.1 Ethnic Staff Proportions (Corrections)
IN PROCESS

Comment: The Division of Corrections has made a statewide recruitment effort to attract minority groups in proportion to the State's population. They have an affirmative action plan and have attempted to implement it. Unfortunately, due to factors mostly beyond the control of the Division,

the implementation of this plan has not been successful. We are convinced that this is an ongoing effort on the part of the Division and that effort will continue to be made to hire minorities. The personnel specialist referred to in the Standard has been hired

Strategy: 1. Continue to support Division's efforts to hire minorities
2. Career ladder development (7 2 3) should continue.
3. The State Personnel System must become more responsive to the equal employment needs of the Division of Corrections by allowing position classifications flexible enough to allow applicants needing skill development to be hired and trained within the Division

Funding: none

7.2.2 Paraprofessionals (Corrections)
7.2.3 Career Ladders (Corrections)

IN PROCESS

Comment: The Division has a new staff development manager charged with improving the quality of the Corrections staff. A key element of this effort is the development of a career ladder, to add flexibility and upward mobility for Division employees. A provisional career ladder has been developed and is under review.

Paraprofessional positions are an integral part of the new career ladder. The advantages of these positions include increasing professional efficiency and bringing potential professional employees into the Division at lower skill levels.

It is suggested that in this staff development effort that the Division carefully consider using national standards for correctional personnel as a basis for their staff development plans.

Strategy: 1. The Division's progress should be monitored for the coming year by the CJPA Corrections Planner, and

- any support or technical assistance necessary should be provided.
2. Career ladder implementation should be done as soon as possible.
3. The Division of Personnel should work creatively with Corrections to develop a flexible system for Corrections employment.

Funding: General Fund and CFTA for entry-level positions and possible LEAA funds for training positions.

Corrections' Comment: The Division of Corrections has had a paraprofessional program since 1969.

The Division will avail itself of Criminal Justice Planning Agency support and technical assistance as Corrections perceives the need during the career ladder development.

7.2.4 Court Interpreters (Alaska Court System)
STUDY

Comment: The Court System put a lot of energy and resources into the establishment of two court interpreter positions in Bethel. Two people were trained, exceptionally well, and yet found their utility, and ability to make living, limited. Art Snowden has, justifiably halted any further such programs until the Court System is able to determine why this project did not work. Yup'ik should be the easiest native language to establish interpreters in, as the number of people who speak it is the largest single native-language group in the State.

- Strategy: 1. Await results of forthcoming study on the Bethel situation
2. After seeing that, attempt to determine where or if, full time court interpreters can be justified.

Funding: open

7.2.5 Negotiations Training (APSC)
IMPLEMENTED

Comment: The Board approved this function in December, and APSC has collected available teaching and training material on police-employee negotiations. Resource materials and people have also been identified.

7.2.6 Statewide Police Recruiting (APSC)
COMMISSION REVIEW

Comment: The standard suggests a statewide recruitment program with the APSC doing an extensive evaluation. At the APSC Board Meeting this concept was hotly discussed, the feeling was that central police recruiting was not an efficient or desirable method of alleviating personnel problems. We agree and feel that the standard should be reviewed by the Commission.

7.2.7 Uniform Salary Scales (Criminal Justice Center)
NO PROGRESS/COMMISSION REVIEW

Comment: This standard as written seems overbroad and somewhat pointless. The Commission should evaluate its utility and narrow its scope.

The Center reported that they planned on preparing a proposal covering this standard for presentation to the Commission for LEAA funding. This has yet to be done.

Strategy: 1. The commission should review the standard for utility and scope.
2. The Center should hold action on a proposal until a review has been made.

Funding: LEAA, if approved.

7.2.8 Police Patrolman Grades (Local Police Departments)
IMPLEMENTED (Anchorage and Fairbanks)
IN PROCESS (Juneau)

Comment: Fairbanks and Anchorage have developed quite sophisticated rank progressions and the Juneau Police Department has a proposal for their 77-78 budget which would accomplish the same

thing. Juneau's proposal is dependent upon action by the Borough Assembly.

Strategy: 1 CJPA Police Planner to evaluate Juneau's efforts in six months.

Funding: none

7.2.9 Improving Law Enforcement Working Conditions (APSC)
COMMISSION REVIEW

Comment: At the December 1976 Council meeting the Council decided that while they could, at best serve as a collection point for information on working condition information, the diverse nature of Alaska's communities and agencies would make any uniform effort in this direction difficult. Further, the Council does not feel that this is a high priority function for the APSC, especially in its present position.

7.2.10 Civilians in Technical and Administrative Jobs (APSC)
IMPLEMENTED

Comment: At the meeting of the Police Standards Council in December of 1976 the Council decided that they felt that this standard had been implemented by State and Municipal Law Enforcement Agencies wherever possible. We think that with the strong incentives to follow this guideline that police agencies have, no further efforts on our part to implement this standard should be necessary.

Funding: none

7 2.11 Certify Police Officers (APSC)
IN PROCESS

--Please See Police Standards note in appendix.

Comment: This is the primary statutory function of the Police Standards Council, and is the top priority for the use of the agency's present limited resources. Certification will continue to the limit of APSC's ability.

- Strategy: 1. Continue certification of all police officers.
2. When resources allow consider expansion to certify all peace officers.
3. Five Year Plan will explore expansion alternatives.

Funding: General fund, LEAA.

7.2 12 Encourage Continued Quality Juvenile Justice Personnel (GCAJ)
COMMISSION REVIEW

Comment: This standard is overbroad and the Commission should consider narrowing its scope.

One approach to this would be to have DHSS, CJPA and other agencies which provide juvenile services act together to develop joint job specifications which would ensure the continued upgrading of personnel in the juvenile justice system.

- Strategy: 1. DHSS to lead study group of juvenile justice agencies to consider methods of insuring juvenile justice employment and quality.

Funding: CJPA may have training money available.

7.2.13 Employee Standards (Corrections)
IN PROCESS

Comment: A position to perform this task has been established and staffed, and a draft of the proposed classifications should be done by August. This is a major project and final implementation will take some time. After the first round of evaluations and revisions this effort should remain a continuous function of the division.

We would again suggest that careful reference be made to national standards.

- Strategy: 1. Complete first round of revisions and work with Division of Personnel for implementation.
2. Continually evaluate and re-grade and classify staff positions.

3. Testing Unit of Division of Personnel should make their resources available to Corrections in this effort.

Funding: potential LEAA money for research

7.2.14 Special Enforcement Teams (Local Police Departments)
IMPLEMENTED (Anchorage and Fairbanks)
NOT POSSIBLE (Juneau)

Comment: Both Anchorage and the Fairbanks Police Departments have implemented this standard, Anchorage has a residential burglary team and Fairbanks has a general tactical police team. Juneau reports that their force is too small to either need or support such a team. There seems to be no further need of implementation efforts on the State level.

- Strategy: 1. CJPA should support, where reasonable, continuation of special teams where efficiency warrants.

Funding: LEAA

8.1.1 Offender Risk Profiles (Corrections)
IN PROCESS

Comment: The Parole Board is now beginning to use risk profiles based on Federal models as a tool in making parole decisions. The Division of Corrections is studying different risk profile systems in use and are considering adopting the system they find best.

The use of risk profiles extends to classifying inmates assigning security levels, community release programs, or pre-sentence recommendations. The national experience with them has been good.

- Strategy: 1. Division should continue a study leading to a decision on which, if any, risk profile system to use.
2. After implementation a research effort to validate the risk profiles should be undertaken.

Funding: LEAA for research

8.1.2 Work Release (Corrections)
COMMISSION REVIEW

Comment: The Division maintains that this standard has been implemented. However, they are offering work and educational release to people who are within six months of their mandatory release state, rather than, as the standard says, within six months of their anticipated release date. The difference here is substantial. However, in defense of the DOC, the determination of an anticipated release date, and work release based on it, is extremely problematical. This is a distinction which should be addressed by the Governor's Commission before any further steps are taken. Note that, if enacted, the Presumptive Sentencing Statute will allow an exact determination of sentences.

- Strategy: 1. Ask the Governor's Commission to re-examine this standard and decide whether work release should be granted within six months of mandatory release date or six months of anticipated release date.
2. If the latter, suggest how an anticipated release date can be fairly determined and develop strategy to make work or educational release or furlough possible.

8.1.3 Correctional Industries (Corrections)
NO PROGRESS

Comment: A bill setting up a correctional industries system was introduced the session before last and failed. Last session re-introduction was considered but not done, mostly because of the cost of the program. The standard calls for an economic study to be done before the introduction of legislation, but this has yet to have been done.

The Master Plan will cover this area, and should do the required economic analysis.

- Strategy: 1. The Master Plan should undertake an economic analysis and, depending on

the outcome, recommend legislation for next session.

Funding: LEAA will fund the Master Plan.

8.1 4 Contract Staff Psychiatrists (Corrections)
NO PROGRESS

Comment: The Division would very much like to be able to contract for staff psychiatrists. However, there is no program money available for this, and there is no indication that there will be in the future.

Crises and court-ordered examinations are now handled by API, which can only handle medium security prisoners for short periods.

- Strategy: 1. Funding is necessary. While Federal money could establish a system, ultimately the State will have to pay for this out of general funds. The Division should apply for contractual funds for this service next year, and make it a priority.
2. The Master Plan should examine funding alternatives, or areas where savings could generate funds to pay for mental health services.

Funding: (See 1 above)

Corrections' Comment: The Division has made a preliminary budget request for fiscal year 79 for contractual funds for this service and has emphasized it as a priority.

8.1.5 Mental Health Needs Assessment (Corrections)
IN PROCESS

Comment: The Director of Corrections agrees that an assessment of mental health needs is useful at this time, and we suggest that this assessment be done as part of the Master Plan.

The Master Plan contractor should be instructed to perform an expert evaluation in this area and to integrate the recommendations with the report.

CJPA has allowed \$40,000 in 1978 for medical screening for Corrections which could be used for mental health.

Strategy: 1 A professional evaluation of mental health needs in corrections should be part of the Master Plan.

Funding: LEAA grant for Master Plan.

8.1.6 Transfer Psychotics (Corrections)
IMPLEMENTED

Comment: This standard is implemented, and there now exists an arrangement which allows the emergency transfer of psychotic prisoners.

8.1.7 Custody for Not-Guilty Insanity Defendants (DHSS)
IMPLEMENTED

Comment: The Division of Mental Health provides security and treatment for offenders declared not guilty by reasons of insanity by sending them to Atascadero, a mental health facility in California. There are now nine patients in that facility as a result of Alaska Court action

It is possible that the intent of this standard was to have these services furnished in-state. If that is the case, and the Commission will have to make the determination, it could only be done at considerable expense.

Strategy: 1. The Commission should determine whether they meant these services to be provided within Alaska.
2. This issue may be examined by the Mental Health Law Task Force proposed in Standard 8.1.6.
3. The Attorney General may wish to examine possible legal problems resulting from out-of-state custody of these defendants.

Funding: No immediate extra costs. Should funds be available they might be used for consultants for an independent needs assessment.

8.1.8 Female Jail in Anchorage (Corrections)
IMPLEMENTED

Comment: The Division has found a temporary solution to the need for a female correctional center in Anchorage by obtaining the Ridgeview Nursing Home, which they say will suffice for a five year period.

Strategy: 1 CJPA should continue to assure that needs of women prisoners are met at Ridgeview and that a permanent and satisfactory solution is sought.

Funding: none

Corrections' Comment: The Department of Health and Social Services, Division of Corrections, will continue to assure that the needs of women prisoners are met at Ridgeview and that a permanent and satisfactory solution is sought.

8.1.9 Female Prisoner Policies (Corrections)
8.1.10 Female Prisoner Staff Training (Corrections)
IN PROGRESS

Comment: The National Institute of Corrections is now evaluating the policies to be used at the Ridgeview facility. These policies will be completed by July 1.

Following the delivery of the policies recommendations, an internal review will be done and final policies promulgated.

Before the opening of Ridgeview, staff will receive extra training for female prisoners

Strategy: 1. Adopt policies Based on recommendations of National Institute.
2. Train staff for Ridgeview.

Funding: LEAA funds allocated for additional training of Ridgeview staff

8.1.11 Review Female Facilities (Corrections)
IMPLEMENTED

Comment: The Division says that a Task Force completed a report on Women's Correctional Facilities and recommended a new facility. This will not be funded at this time, and a temporary facility has been obtained. A continuous review of the quality of our response to the needs of women prisoners is called for.

Strategy: 1. As part of Criminal Justice Plan a review of Women's Jail Facilities should be made annually.
2. The Master Plan will address this for the coming year.

9.1.1 Attorney for DHSS Field Staff (Department of Law)
IMPLEMENTED

Comment: Interestingly, it first appears that the problem with attorney unavailability was a rural one, but once District Attorneys located in the bush emphasized supporting DHSS offices the major problem appeared to be in the cities. A full time lawyer is assigned to DHSS in Anchorage now, and the assistance of other Attornies General are available if needed. This seems to be meeting the need.

Corrections' Comment: The Division of Corrections, because of unique legal requirements for the operation and management of correctional services and the ever-changing court decisions relating to prisoners' rights and the continuum of legal action being brought against the Department, individual employees, and the State by prisoners, requires a full-time attorney with experience in correctional litigation to more effectively deal with complex legal issues inherent in correctional services.

9.1.2 Evaluate Role of Juvenile Justice System (GCAJ)
IN PROCESS

--See 2.2 1 for implementation.

9 1.3 Early Identification and Referral of Children
(DHSS)
NO PROGRESS

Comment: The agency initially reported that they were developing plans to bring the appropriate agencies together to consider the report to the Governor which the standard requests. To date little has been done. This has been assigned to the newly hired Field Services Director, and a revised target date needs to be set.

Strategy: 1. The Field Services Director should begin preparation of the requested report.
2. CJPA Juvenile Planner should work with the Director of Social Services to establish a new target date for the report, and track the progress of the work.

Funding: none

DHSS Comment: Staff reductions of the Division of Social Services for FY 78 does not permit continuing this effort on any planned basis, however, the Division as it is able will continue its efforts in the ongoing identification of abuse and neglect and will continue to provide services in response to identified problems as provided by available funds.

9 1.4

Fiscal Priority for Early Identification
Program (DHSS)
NO PROGRESS

Comment: This standard calls for the Legislature to fund more of these programs. Last year DHSS requested 25 social worker positions for early identification. The BRC reduced this to five, and the Legislature allowed two. DHSS' current budget is assigned primarily to meeting crises in child protection. Worker caseloads are extremely high; they had been around 120, they have been reduced to 60 and the recommended load is 25.

The most direct approach to this program is for the agency to ask for the introduction of a specific bill dealing with early identification. If the legislature approves the policy it will be easier for it to get the funding that it deserves. Alternatively, DHSS should submit sufficient budgets for next year with the Commissioner's and the Governor's specific support.

Strategy: 1. Introduce an early identification bill with funding appropriations, next session.
2. Alternatively, DHSS should make a budget request for adequate funds and request specific administration support.
3. Re-examine priorities of DHSS to see if the current "protection staff first, then early identification" order remains valid.

Funding: This will be general fund money, the question is whether it should be part of the DHSS budget or a separate appropriation.

DHSS COMMENT: For the past two budget years, the Division of Social Services has requested additional social services staff which would address this standard, however, it cannot be accomplished until the Governor's Budget

Review Committee recognizes the need for additional resources to meet this need.

9.1.5

Regional Delivery of Justice Services (CJPA)
COMMISSION REVIEW

Comment: The goal of this standard is too broad to allow specific implementation. The ideal of regional (or local) delivery of justice services is shared by all of the elements of the justice system but numerous problems, not the least of which is the high cost, make its implementation difficult

The Commission should review this standard, and define some short-term goals for regional services.

9.1.6

Emergency Communications Coordination (Public Works)
IN PROCESS

Comment: The initial approach to this standard was to get CJPA and the Office of Emergency Medical Services (DHSS) to jointly fund the position of Emergency Communications (DPW). While this would have met the intent of the standard, too little coordination has been done in the past to allow a single position to have much impact. Instead, CJPA and EMS have allowed \$25,000 and \$40,000 respectively to fund an emergency communications study for next year. A coordinator should then be hired to implement the findings and recommendations of the study.

Strategy: 1. The jointly funded study should address specific ways that the State's emergency communications may be coordinated, crossing jurisdictional and organizational boundaries and using, as much as possible, equipment and communications links already in place.
2. Following the study, the Division of Communication should take the responsibility

for establishing a position to provide full-time supervision of the emergency communications system.

Funding: CJPAs with LEAA funds, EMS with Federal EMS funds and Division of Communications with general funds.

9.1.7 Police Equipment Specifications (CJPA)
IMPLEMENTED/IN PROCESS

Comment: CJPA has established standards for police equipment to be purchased with LEAA funds. If the communications plan and planner contemplated in Standard 9.1.6 are established, considerable standardization will be established for communications equipment.

The concept of centralized purchasing has not been thoroughly explored by CJPA. It is not in next year's plan, but the Police Planner has been assigned its evaluation. Funding alternatives will be considered in this evaluation.

Strategy: 1. Current standards should be expanded in the statewide communications plan.
2. CJPA Police Planner should evaluate concept of centralized equipment purchasing and alternatives for funding.

Funding: none

9.1.8 Analysis and Inventory of Police Equipment (CJPA)
IMPLEMENTED

Comment: All reporting departments say that this is an ongoing process and that no special attention is necessary.

9.1.9 Delegation of Non-Police Duties to Other Agencies
(Local Police Departments)

IMPLEMENTED (Anchorage and Juneau)
STUDY (Fairbanks)

Comment: The Anchorage and Juneau departments report that this is a continuing effort, and that they are doing as much delegation as their local governments and budgets allow. Both indicate that there are other areas which could be delegated and that efforts in that direction are continuous.

The Fairbanks Department reports that a study of delegable duties is necessary, and says that it will be completed by the end of 1977. CJPA can provide travel and per diem for technical assistance.

Strategy: 1. All police agencies should continue to use their limited resources most efficiently by delegating duties not essential to police work.
2. CJPA's Police Planner should assist the Fairbanks Police Department with evaluating which of their present duties may be efficiently delegated.

Funding: LEAA funds for studies if necessary.

9.1.10 CJPA Budget Authority (CJPA)
IMPLEMENTED

Comment: The Budget Review Committee has by memo of 11/18/76 invited CJPA to analyze and comment on future justice system budget requests coming before that body. This is the most effective single place for budget review input prior to the budget going to the Legislature and is a significant step towards moving CJPA into a more coordinative role in the State Criminal Justice System.

Corrections Comment: The budget review process is already a lengthy exercise at the department and executive level of government. To inject another layer of review which could conceivably impact upon the programmatic plans and development of the Division of

Corrections would be inappropriate. The Criminal Justice Planning Agency is a resource agency and should not share decision-making authority or responsibilities in program budgetary needs for which the Department of Health and Social Services, and the Division of Corrections have full accountability

9.1 11 Anchorage Office (Corrections)
IMPLEMENTED

Comment: The Anchorage sub-Central Office for the Division of Corrections has been established and an Assistant Director for Adult Correctional Centers is stationed there. He is supported by two AA's and support staff.

9.2.1 Police-Prosecutor Case Feedback (Department of Law)
IN PROCESS

Comment: The Department has established a committee to provide formal procedures for feedback and communication within the prosecutor/police relationship. The committee has completed a tentative format for such communication and the criminal division is in the process of developing the procedures. CJPA will fund an automated prosecutor information system to capture the necessary data for \$80,000.

Strategy: 1. A report on the progress of this communication development should be requested from the Department of Law.
2. The process should be evaluated by the CJPA Police Planner

9.2.2 Charging Policies (Judicial Council)
IN PROCESS

Comment: At the invitation of the Judicial Council, Joan Jacoby designer of PROMIS and the Bronx County Major Offense Program (prosecution information systems), was in Juneau the week of June 13. After meeting with key members of the criminal justice

system a decision was reached to make a joint grant application (state block grant to begin a police/prosecutor management system here based on the existing Judicial Council plea bargaining data, which Jacoby characterized as the best data in this area she had seen.

Strategy: 1. Judicial Council to apply for LEAA funds.
2. This goal is tied with the standard on preliminary hearings. This project should work with others interested in this.

Funding: LEAA State block grant for Police/Prosecutor Information System.

9 2.3 Case Screening Standards (Department of Law)
IMPLEMENTED

Comment: The agency reports that they have established preliminary case screening or reporting standards and that they are currently in the process of incorporating these into policy manuals. Thus it seems that the standard is substantially implemented but an evaluation should be made in approximately 60 days.

This is an area that has seen considerable attention as a result of the no-plea bargaining policy. The proposed information system (9.2.2) will affect this standard

Strategy: 1. Evaluation progress of implementing new screening or reporting standards at around August 1, 1977.
2. CJPA should monitor and review.

9 2.4 Police Handbook (Department of Law)
IN PROGRESS

Comment: The Department of Law, in conjunction with the Division of Public Safety is planning on applying for LEAA money to do a new handbook next year. They have discussed this with CJPA, but no application

has been made.

They are presently reviewing material for the new handbook. Department of Law should consider applying for a grant to finish the handbook.

Strategy: 1. CIPA should make sure that the preparation of material continues, and should assist in every way the application and support funding for this project.

Funding: LEAA

9.2.5 Police Work Quality Control (Department of Law)
IN PROCESS

Comment: The Department reports that communications procedures are being revised and improved and that forms are being developed to facilitate communication between prosecutor and police.

Strategy: 1. Continue and complete present Department of Law efforts to improve communications.
2. This system should then be evaluated, perhaps by the police planner for CIPA.

9.2.6 Police-Prosecutor Liaison (Department of Law)
IN PROCESS

Comment: The Department reports that they are considering assigning a prosecutor liaison on specialist law enforcement agencies. This is not yet been done because of lack of funds. It appears that while the Department agrees with the importance of this standard, nothing substantive has been done with its implementation.

Strategy: 1. The Department of Law should determine exactly how they are going to go about providing prosecutor liaisons for police.

9 2.7

Police Full-Time Legal Advisors (CIPA)
IN PROCESS

Comment: CIPA has recognized the need for legal advisers in police departments in the 1978 plan. The Attorney General's insistence that these positions be filled by members of his staff means that the grant application for these programs will have to come from the Department of Law. That agency reported that they were working on an adviser program for the Anchorage P.D., but to date no grant application has been made. Other police departments which could use this type of help should be encouraged to apply. The experience with full-time legal advisers in police departments outside is that this is a very efficient way to improve the quality of police work and to increase the conviction rate for the department.

Strategy: 1. Department of Law and Anchorage Police Department should make application for position in Anchorage.
2. Other departments should evaluate their need for a legal adviser, and if too small for a full-time position, consider contracting for hours from a local attorney.
3. CIPA should, through its police planner, encourage all police departments to evaluate their need for legal assistance.

Funding: Either department budget or LEAA

10.1.1

Evaluate Committee on Judicial Qualifications (Judicial Council)
COMMISSION REVIEW

Comment: The Judicial Council says that they will do such a study if requested by the Governor's Commission. However, they say that since it is their functional role to evaluate judges that perhaps they should not evaluate themselves, and some outside agency

should do it.

- Strategy: 1. The Governor's Commission should decide whether such a study is now needed and who, in their opinion, should do it.
2. CJPA should then arrange for such a study to be done.

Funding: LEAA

10 1.2 Court Organization and Judicial Quality
(Alaska Court System/Judicial Council)
IMPLEMENTED/IN PROGRESS

Comment: The Alaska Court System has implemented Part I of this standard by doing a Bench Time Study and Judicial Efficiency Study which has led to significant changes in court organization. See the annual report of the Court System for a complete explanation.

An evaluation of sitting judges was attempted for the last elections and was extremely well done. For the next election the Judicial Council is budgeting funds to educate the public as to the function of Judicial Council and to assure that voters make their decision based on fact not fear.

- Strategy: 1 Support Judicial Council efforts for Judicial Evaluation and public education.

10.1.3 Evaluation of Sitting Judges (Judicial Council)
IMPLEMENTED

Comment: For the last elections the Judicial Council developed a judicial survey plan in conjunction with the University of Michigan's Institute for Social Research. Unfortunately, after the Council recommended the non-retention of Southeastern judge, a lack of public understanding of the process, compounded by efforts by those supporting the judge, resulted in the judge not being dismissed.

Should a judge be found unsatisfactory in the next pre-election survey the Judicial Council is contemplating a thorough effort to inform the public about how that decision was reached.

Within present statutes there does not appear to be a better system of evaluating Alaska's judges.

(For the details of the study plan see: Report of the results of the Alaska Judicial Survey, Traugott, Michael W. Center for Political Studies, Institute for Social Research University of Michigan, August 30, 1976.)

10.2.1 Amend I(II) Constitution (Judicial Council)
COMMISSION REVIEW

This standard would amend the State Constitution to allow bail to be withheld in cases where the defendant is a threat to the physical safety of others in the community and no other reasonable conditions of release could provide adequate safeguards.

This amendment is conceived as removing the need for the fiction of extreme high bails, replacing it with substantial due process rights and the option of no bail.

HJR 30 (1977) moved in this general direction, but seemed to be a poor approach.

This is a complicated area, and even were this change made, it would affect no more than 10 or 15 cases a year. The current alternative to this, which is the setting of extremely high bail, almost always in the glare of publicity, is not unsatisfactory. However, if this change were made it would insure additional due process in an area where this may occasionally be lost.

The Commission should consider whether the potential benefits of such an amendment would justify the effort and expense of taking this through the Legislature to the public.

10.2.2 24-Hour Judge Availability (Courts)
IN PROCESS

Comment: The Court System Administrator has agreed to support a Court Rule change which would allow full-time judicial availability for T.R.O.s or Habeas actions by allowing telephone or radio hearings and orders. The Criminal Justice Center DPDP, and the Court System's Staff Counsel are working on developing the procedure for which a rule change will be written.

Strategy: 1 Work will be completed with the Court System and agreement reached on how a telephone or radio process will work.
2. The Criminal Justice Center will write amedatory language.
3. The Court Administrator will request the Supreme Court to consider the new rule.

Funding: minimal general funds.

10.2.3 Bail Uniformity (Courts)
IN PROCESS

Comment: The Court System Administrator has been working on full use of the current bail statutes. This subject has been part of the focus of most of the recent Judicial Conference.

Considerable thought is being given to further statutory changes, and serious consideration of a statewide public bail system.

This is a continuous priority of the Court System and no additional outside implementation is needed.

Strategy: 1. Court system to continue to push for full use of present statutes.
2. Planning should continue to examine better alternatives to present system.

Funding: none at the present

10.2.4 Enforcement Conditional Releases (Alaska Court System)
COMMISSION REVIEW

Comment: The Court System takes the position that this standard is unenforceable, as it attempts to instruct judges on how to rule.

An alternative approach to the intent of this suggestion would be for the Division of Corrections to adopt a policy for probation officers of taking all violations before the Courts.

Strategy: 1 The Division of Corrections should consider a policy for probation officers which would make it manditory for them to take all conditional release violations before the Court

Funding: If implemented this will impact jail populations to an unknown, but limited, amount.

10.2 5 Expanded Pre-Trial Services (Courts)
IN PROCESS

Comment: The narrow requirement for bail information is currently being fairly well handled. However, this does not solve the multiple problems with the bail system in Alaska. Much work is being done by the Court System and they seem to be moving toward a statewide bail system. This is ongoing and is a firm commitment of the Court System.

Strategy: 1 Continue to monitor and support efforts of the Court System for bail reform in Alaska
2. CJPB Court Planner might evaluate efficiency of current bail information reporting.

Funding: none

10 2.6 Inventory of Prisoners (Corrections)

IMPLEMENTED

Comment: Every facility provides copies of the Monday morning count, which contains detailed prisoner information, to all agencies which can demonstrate a need for this information.

10.2.7 Use of Citation and Summons (Court System)
IN PROCESS

Comment: The ability to use citations instead of arrests is currently allowed by statutes. Anchorage Juneau and the North Slope Borough have undertaken to use this method. However, its use is at the discretion of police and prosecutors and, to date, there has not been wide acceptance. The use of citations and summons is not under the direct control of the Court system.

- Strategy:
1. The Attorney General should consider instructing prosecutors to encourage use of this method.
 2. The court system should encourage magistrates and judges to suggest use of this method.
 3. Present use of citations should be evaluated and information distributed to all concerned individuals.

Funding: none

10.3 1 Legal Services for Children (GCAJ)
IMPLEMENTED

Comment: The revised Children's Code (Chapter 63 of the new Session Laws) provides for legal representatives for children.

10.4.1 Institution Preliminary Hearings (Department of Law)
NO PROGRESS

The Supreme Court is currently considering a proposal to amend CR-5 to allow the defendants to choose between a preliminary

hearing and a grand jury. Should they allow this choice, this would implement this standard. However, in the meantime the Department of Law has taken a position opposed to this option. The Department presents some reasonable arguments. However, a more defense-minded advocate might come up with equally compelling arguments on the other side. We might consider asking the Commission to examine and, if they re-affirm this standard, continue working toward it.

- Strategy:
- 1 Ask the GCAJ to re-affirm their feeling about this standard. A policy decision needs to be made before any further work is done.
 - 2 Should the Commission approve, work with the Court System and the Supreme Court toward a rule change.

Funding: There will be impact here, but extent and origin is now unknown.

In the course of this implementation effort, it became increasingly clear that there are some rather strict requirements to be met if such a process is to be optimally successful. In other words, we've learned something from our mistakes. Here, briefly, are the necessary elements:

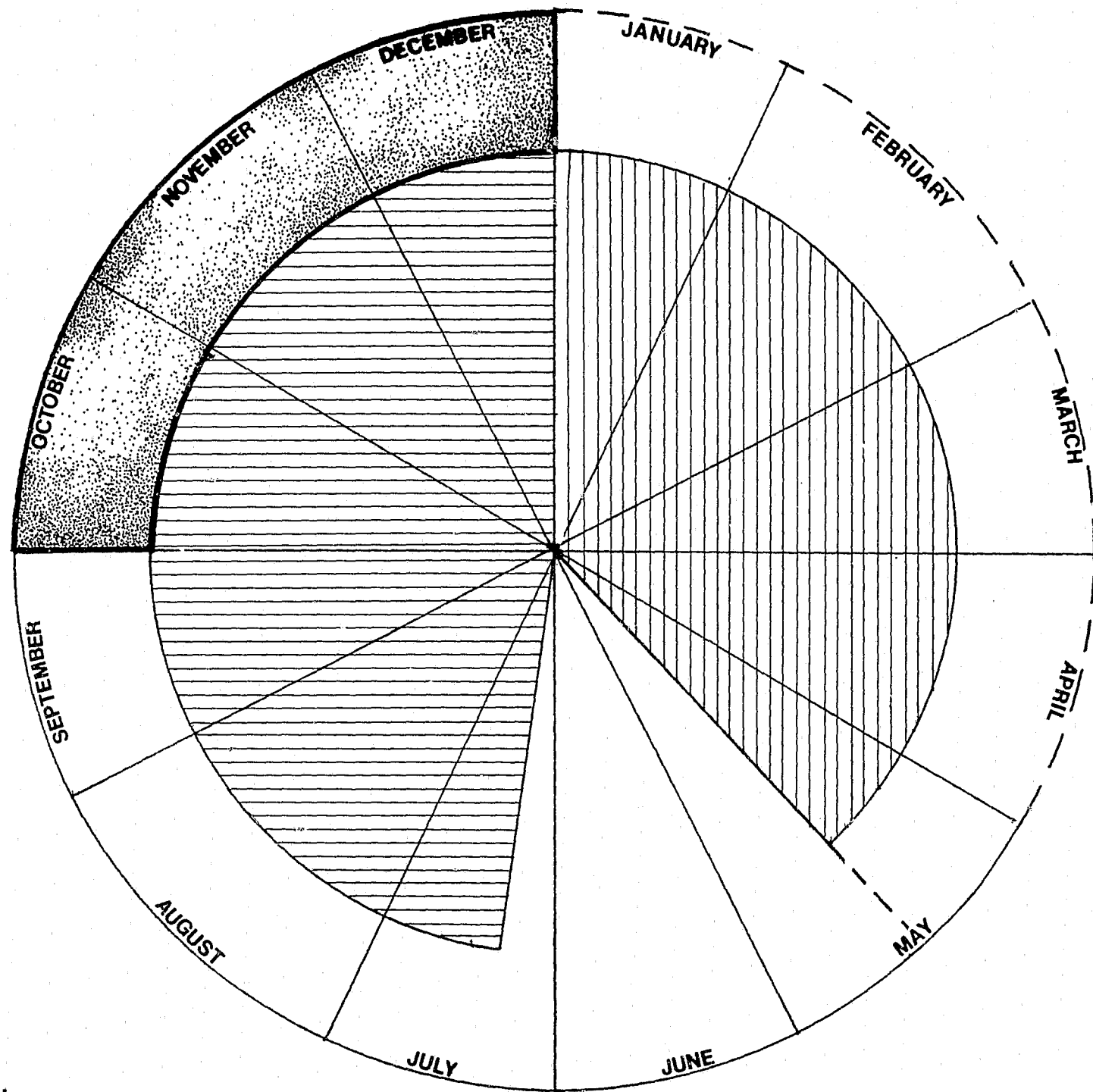
Development of the Recommendations: Since the success of an implementation effort begins and ends with the validity of the original recommendations, the contents of the policy document are key.


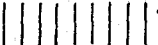
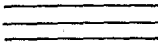
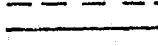
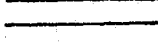
During the process of development of Standards and Goals for Criminal Justice in Alaska, the confusion over the difference between a goal, a standard and an objective was never resolved. As a result, some of the standards were so broad in substance as to preclude any measurement of their implementation or sufficient direction to develop implementation strategies.

Time Period for Implementation: Many of the implementation strategies were focused on changes in legislation or funding patterns of state agencies. The controlling factor for this type of implementation effort is the period before agencies have determined

their next year's budget priorities (April-June) and the period before the Governor's legislative package is prepared (July-September).^{*} Unfortunately, this project did not begin in time to influence FY-78 budget priorities or to lay the proper groundwork for introduction of legislation for the 1977 Session. From the experience of this project, as well as the Governor's Efficiency Review Project, it appears that policy implementation efforts should begin at least one calendar year prior to the legislative session during which changes are to be effected.

^{*} See chart on following page.



-  : GOVERNOR'S LEGISLATION
-  : LEGISLATIVE SESSION
-  : EXECUTIVE BUDGET
-  : PRE-IMPLEMENTATION
-  : IMPLEMENTATION PERIOD

END