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Alaskan Village Justice: An Exploratory Study

John E. Angell

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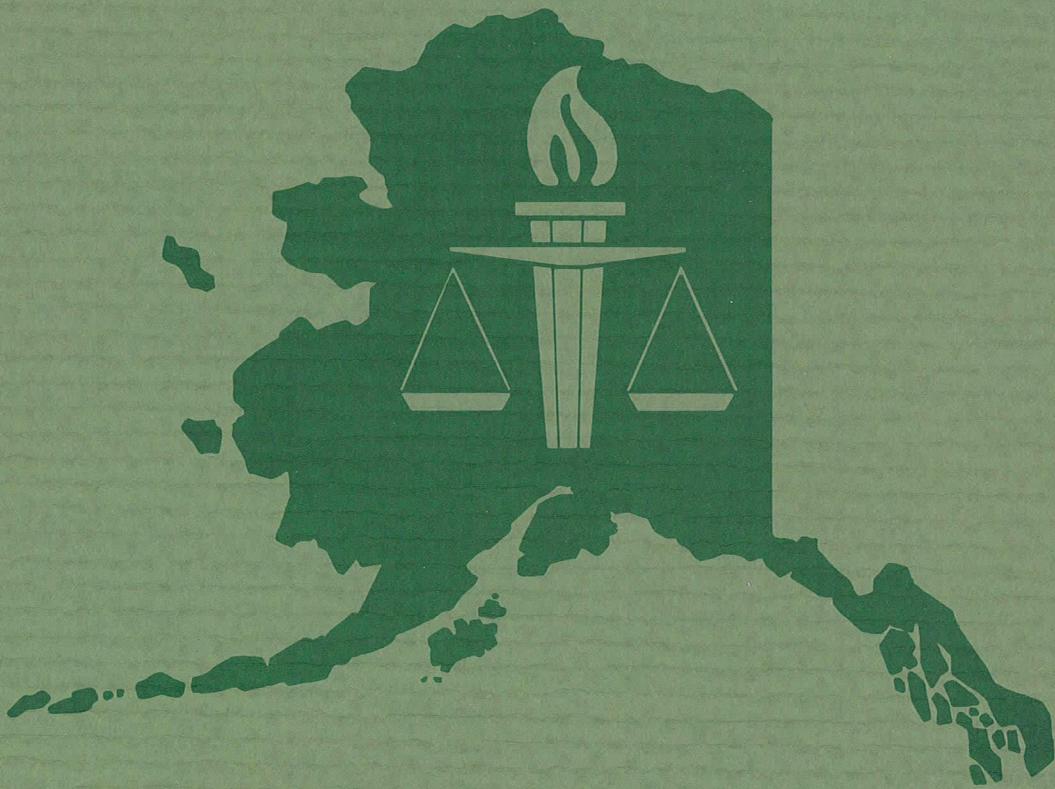
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Summary

Initiated by the Alaska Criminal Justice Planning Agency, this is the first comprehensive study of public safety and the administration of justice in the predominately Alaska Native villages of rural or "bush" Alaska. Researchers visited 56 communities within seven of the twelve Alaska Native corporation regions in the state as part of an exploratory effort to collect crime and justice information for use by the State of Alaska in criminal justice policy development in rural areas of the state. Information was gathered in three ways: (1) review of available documents related to each of the communities; (2) direct observations of the communities and justice operations within them; and (3) structured interviews with community residents to elicit both object and subjective information about operation of public safety and social control systems. The 175 interviewees included community officials, village police officers, health aides, and magistrates.

The report addresses customs, law, and crime in village Alaska; context on justice services in Native communities; police services; legal and judicial services; prisoner detention and corrections; and recommendations for improving the delivery of justice services to rural communities. The study concluded that bush residents do not receive equal protection regarding public safety and justice services in comparison with their counterparts in larger Alaska communities; that the State of Alaska does not have adequate data needed to identify and address public safety and justice problems in bush areas; and that bush villages and rural Natives are not homogeneous entities and hence require varied and particularized responses by the state.

ALASKAN VILLAGE JUSTICE:
AN EXPLORATORY STUDY



THE CRIMINAL JUSTICE CENTER

University of Alaska, Anchorage
Anchorage, Alaska

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AN EXPLORATORY STUDY

by

John E. Angell, Ph.D.
Associate Professor

CRIMINAL JUSTICE CENTER
University of Alaska
Anchorage, Alaska 99504

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This project could not have been conducted without extensive cooperation and effort by numerous agencies and people. Everyone involved made some investments of personal time or absorbed financial costs to ensure the project's completion. Although some of those involved have not come to my attention, I would like to acknowledge my gratitude and indebtedness to the following people without whose participation as interviewers and staff members we would have had no data.

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The people most responsible for getting the interview process started were Col. Tom Anderson (Alaska State Troopers), and Jackie Daily and Mark Crewson (Criminal Justice Planning Agency). Those who, under the most trying of circumstances, ensured the interviews were efficiently completed were Lt. Jim Lansberry, First Sergeant Fred Angleton, and First Sergeant Glen Godfrey, all with the Alaska State Troopers. Dwight Hunter and Cecilia Molesworth handled the SRI International

responsibilities for data processing and preparation of the statewide and regional summaries located in the appendicies. Mary Ann VandeCastle and Lisa Waters were Criminal Justice Center student researchers who substantially assisted with data coding and tabulation. William Horr was responsible for programming and machine processing of data at the University of Alaska.

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Interviews for this project frequently lasted several hours. Therefore, numerous community officials, police officers, medical aides and magistrates who were interviewed made substantial time investments in the project. Some of these people made further contributions by providing written comments and materials by mail even after the interviewers had left their communities. The contributions of these people were critical and we are all grateful to them.

The shortcomings in this report are in spite of the efforts of the preceding people, and no doubt are a consequence of my failure on occasion to accept their advice.

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Criminal Justice Center

1979

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SECTION I
INTRODUCTION

Concern about the quality of public safety and justice in the rural Native communities of Alaska has occupied law enforcement and criminal justice personnel since at least early territorial days. In the past decade three major "Bush Justice" conferences have been held to define problems and identify strategies for improving the situation.¹ Some of the proposals coming from these conferences have been adopted. This study is a continuation of such efforts to enhance justice and improve public safety and the quality of life for people who reside in the remote rural communities of Alaska.

Project Purposes

This project was initiated by the Alaska Criminal Justice Planning Agency for the purpose of obtaining information concerning the problems related to public safety and the administration of justice in rural Native communities of Alaska. Specific objectives include:

1. Definition of the nature and level of justice operations and services in rural Native communities.
2. Identify the perceptions of people in the rural Native communities concerning justice problems and needs and the relative importance of these problems and needs in comparison with other concerns.

¹A brief history of these conferences and their proposals is in The Report of the Third Bush Justice Conference (Alaska Federation of Natives, 1976) by Evan McKenzie.

3. Assess possible relationships between village characteristics and identified problems and needs.
4. Prepare a summary and interpretation of the findings which can be used in preparing state-level plans and policies for improving justice services in rural communities in Alaska.

Methods of Study

The project was based on a recognition that much of the information concerning the public safety and justice situations in the remote communities of Alaska has not been committed to writing. The most appropriate method of obtaining a comprehensive understanding of the situations was through an exploratory research project.

The descriptive information for the study was to be collected from approximately fifty to sixty villages--ultimately fifty-six were visited (see Table I-1). The communities that received attention were identified by a cooperative effort of the Alaska Criminal Justice Planning Agency, criminal justice officials and Native groups. The villages were picked for study because they were felt to be representative of the variety of Native village situations existing in rural Alaska.

Three data collection methods were used: (1) a review of available documents and materials related to the communities surveyed, (2) observations of the situations and justice operations in communities surveyed, and (3) interviews with people in the communities selected.

Material Review This review involved documents such

TABLE I-1

COMMUNITIES SURVEYED

ARCTIC SLOPE:

Anaktuvuk Pass
Point Hope

BERING STRAITS:

Gambell
Savoonga
Shishmaref
St. Michael
Unalakleet
Wales

BRISTOL BAY:

Egegik
King Salmon/Naknek
Manokotak
Nondalton
Togiak

CALISTA:

Eek
Emmonak
Goodnews Bay
Hooper Bay
Mekoryuk
Napakiak
Napaskiak
Quinhagak
Toksook Bay
Tununak
Akolmiut
Chefornak
Kipnuk
Kwethluk
St. Mary's

DOYON:

Anvik
Eagle Village
Fort Yukon
Galena
Grayling
Holy Cross
Minto
Nenana
Northway
Nulato
Ruby
Shageluk
Stevens Village
Tanana
Tetlin
Tok
Venetie

NANA:

Ambler
Noatak
Noorvik
Selawik
Shungnak
Kivalina

SEALASKA:

Angoon
Hoonah
Hydaburg
Kake
Metlakatla

as census reports, revenue sharing reports, cost of living reports, case studies, agency records, and justice reports which dealt with culture, history, and various characteristics of the communities studied or similar communities.

Observations The researchers who went to the communities recorded observations concerning the geography, facilities, living conditions, and justice facilities in each of the communities visited. They used structured instruments and photography.

Interviews Structured questionnaires were used by researchers to record information solicited from a stratified sample of people in each community studied. Interviewees were chosen by the interviewers. They were selected as knowledgeable people who were capable of articulating community opinions and concerns. The people most frequently interviewed in each community were: (1) community officials (Mayor, Chief, Council Members), (2) village police officers, (3) health aides, and (4) magistrates. A total of approximately 175 interviews were conducted.

The interviewees were asked both subjective and objective questions. The subjective questions were designed to provide data about: (1) perceived general problems and needs, (2) perceived public safety problems and needs, (3) relative importance of the perceived problems and needs, (4) nature, quantity and quality of the existing public safety and social control systems and methods, and (5) possibilities for improving community safety and security.

The objective questions were designed to obtain factual information about public safety and security problems and the operation of public safety and social control systems.

The interview instrument was originally designed by SRI International. It was circulated to a variety of Native and justice organizations and the comments received were used as a basis for its redesign. It ultimately was organized into five parts: (1) general community, (2) village life and government, (3) justice system, police and crime, (4) legal system, and (5) injury and medical sections. This segmenting was designed to facilitate the interview process by permitting several interviews to be conducted at the same time.

The questionnaire was administered through the combined efforts of the Alaska State Troopers (who provided transportation into most of the communities); representatives of Sealaska, Doyon, Calista, Nana and Bering Straits non-profit corporations; and staff members from the Criminal Justice Planning Agency and the University of Alaska Criminal Justice Center.

Data Processing and Report Preparation

The data processing was a cooperative effort by the Criminal Justice Center and SRI International. The information reported on the questionnaires was coded by the Criminal Justice Center and processed by SRI International. The regional and statewide summaries were the responsibility of SRI International (App. A,B,C).

The Criminal Justice Center, using profiles which were in part provided by SRI International, prepared this final report.

Research Implementation

The implementation of the research design encountered, at least, the normal problems associated with projects conducted in rural Alaska. The interview process was dependent on personnel provided by a variety of organizations. Pressing business forced some of the interviewers to return to their normal duties prior to the completion of their assignments, and interviews which had been anticipated could not be completed. Further, the interview process was not commenced until early summer and Trooper pilots found some runways and rivers breaking-up. Therefore, a few villages that had been scheduled for visits could not be reached. Commercial airlines were to be used to travel into some villages, and on two occasions interviewers spent several days attempting to get into and out of communities because of prolonged periods of bad weather. Specific villages which had been identified by CJPA but were not visited because of weather conditions, financial limitations or time constraints were Tyonck (Cook Inlet), St. Paul (Aleutian), Karluk (Kodiak), Old Harbor (Kodiak), and Wainwright (Arctic Slope).

One interview area where unusual problems were encountered by interviewers was the legal system operation. It was frequently impossible for interviewers to locate anyone in the communities who could provide the information sought for this section. On occasion, magistrates referred

interviewers to the central court system administration in Anchorage for information. Consequently, this information could be obtained in only about one-half of the communities.

Considering all of the problems faced, the interviewers did a remarkable job in completing the interviews; however, missing data in some areas such as the legal area was disappointing.

Administration of the overall project was somewhat complicated by the number and locations of the people and agencies involved, which often made communications time consuming and difficult. However, without such arrangements and extensive voluntary cooperation of many agencies, particularly the Alaska State Troopers and non-profit Native Corporations, the high cost of transportation and personnel would have resulted in the study being impossibly expensive.

Report Organization

The remainder of this report provides a summary of the findings and conclusions based on the information collected in the communities. Since the sampling process was not random and much of the information in the report is based on subjective judgments, further research in some areas may be justified. Section II contains a profile of the communities surveyed; Section III deals with the issues of customs, law and crime in the communities; and Sections IV, V, VI, and VII provide a summary of the findings concerning the justice system. The final observations and suggestions are contained in Section VIII.

SECTION II

COMMUNITY PROFILE

The fifty-six rural communities surveyed by this project are located in seven of the twelve Native corporation regions in the state (see Table II-1). Complete data could not be obtained on every community studied. But, the information collected is adequate for the development of a model profile of the average features of these communities, and the provision of information concerning the range of variance from the model.

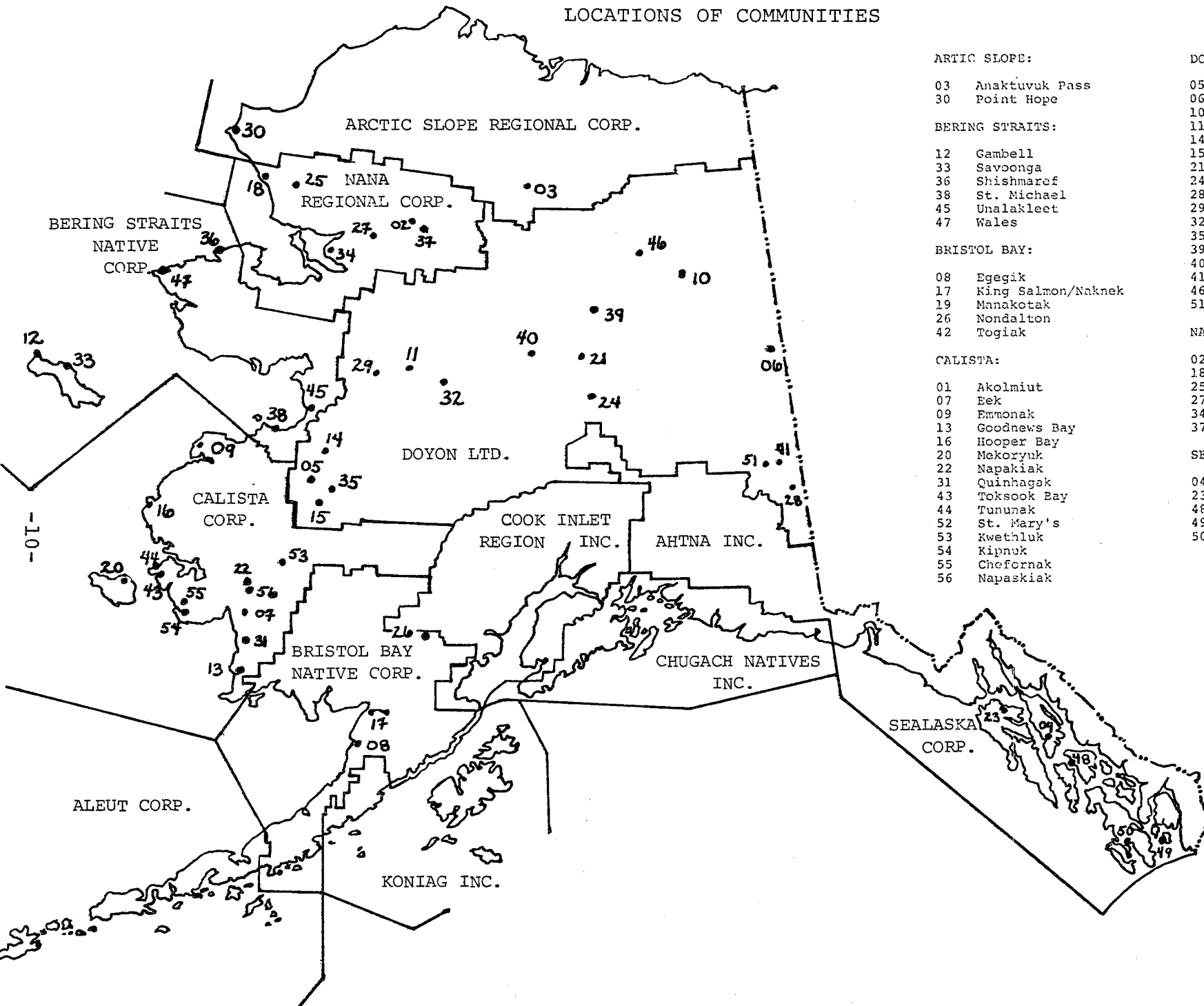
Physical Characteristics

These communities are most frequently less than two square miles in size, and they tend to be located on or near waterways. Approximately thirty-four percent of them do not have roads within the townsite area. Over eighty-five percent of those with roads have less than ten miles within the town. Most towns - approximately sixty percent - are between 100 and 300 miles from a commercial center such as Fairbanks, Nome, Bethel, or Juneau. Eight percent are located over 250 miles from such centers. Approximately eighty-eight percent of them do not have roadways to even one other community.

The average community (see Appendix B) has sixty-four

TABLE II-1

LOCATIONS OF COMMUNITIES



ARTIC SLOPE:

- 03 Anaktuvuk Pass
- 30 Point Hope

BERING STRAITS:

- 12 Gambell
- 33 Savoonga
- 36 Shishmaref
- 38 St. Michael
- 45 Unalakleet
- 47 Wales

BRISTOL BAY:

- 08 Egegik
- 17 King Salmon/Naknek
- 19 Manakotak
- 26 Nondalton
- 42 Togiak

CALISTA:

- 01 Akolmiut
- 07 Eek
- 09 Emmonak
- 13 Goodnews Bay
- 16 Hooper Bay
- 20 Mekoryuk
- 22 Napakiak
- 31 Quinhagak
- 43 Toksook Bay
- 44 Tununak
- 52 St. Mary's
- 53 Kwethluk
- 54 Kipnuk
- 55 Chefernak
- 56 Napaskiak

DOYAN:

- 05 Anvik
- 06 Eagle Village
- 10 Fort Yukon
- 11 Galena
- 14 Grayling
- 15 Holy Cross
- 21 Minto
- 24 Nenana
- 28 Northway
- 29 Nulato
- 32 Ruby
- 35 Shageluk
- 39 Stevens Village
- 40 Tenana
- 41 Tetlin
- 46 Venetie
- 51 Tok

NANA:

- 02 Ambler
- 18 Kivalina
- 25 Noatak
- 27 Noorvik
- 34 Selawik
- 37 Shungnak

SEALASKA:

- 04 Angoon
- 23 Hoonah
- 48 Kake
- 49 Metlakatla
- 50 Hydaburg

-10-

family houses, three retail stores, two commercial buildings, and some government structures (most frequently a school, medical center, armory, or town hall). Nearly all of the communities reported having one public telephone, however, the frequency with which some of these phone were inoperable was a common complaint. Communities that had telephone problems reportedly rely on a radio when in an emergency it is necessary to communicate outside the villages.

Efforts were made to determine when each community was established as a permanent living place, and estimated dates were obtained for most of the towns. Approximately twelve percent reportedly have been in existence as towns since before 1900; fifty percent were established prior to 1940 and twenty-nine percent have come into existence since 1960. Obviously, most of these communities have been established as permanent dwelling sites within the lifetimes of many of the residents.

The reason most frequently given (thirty percent) for establishing the community as a permanent townsite was related to the location being advantageous for subsistence hunting, fishing and food collecting. Approximately ten percent of the communities were supposedly established to obtain federal or state financial assistance. Other reasons include location near a missionary or trading center, to enable residents to work at an industry or a government facility, and simply to take advantage of a good geographical location.

Government

The overall local government form of most of the communities was as a second-class city with slightly over sixty-two percent of them so incorporated. Approximately ten percent were first-class cities, fourteen percent apparently unincorporated, and fourteen percent were reported either as having IRA Councils or reservation status.

About one-half of the cities were reported to have an elected mayor to head the city administration. At least one has a city manager and several have city administrators.

The governmental revenues and expenditures were requested for each community but the information obtained was often incomplete and misleading. A good many of the public officials who were interviewed indicated that records of financial matters were not readily available, and the figures they gave were apparently from memory.

In some instances, sizeable capital improvement grants for government facilities, such as schools, were simply listed under such categories as federal funds.

It appears that the major sources of funds for the operation of the government of these communities are State Revenue Sharing and CETA funds. The average per capita expenditure in 1977 appears to have been less than \$100.

The public services available to these communities are considerably fewer than nearly anywhere else in the United States. The only two services which were reported to be

available in almost all communities were elementary schools and medical care. Approximately ninety percent of the communities reported having electricity available, and about seventy-five percent had local police service.

Approximately forty-eight percent did not have a detention place for even the temporary holding of prisoners.

A majority of the communities have no fire fighting services, sewage or garbage removal systems, ambulance (air or road), or local mental health services. Only about one-half of the communities provide office space for police and magistrates.

Village officials or knowledgeable residents who were interviewed were asked to characterize the community's government in regard to activity, stability and strength. In approximately sixty-five percent of the instances, the local governmental operations were called active, stable and strong. They were classified as inactive, unstable or weak in only eight percent of the communities.

This would cause one to conclude that the local governments in most of the rural communities have the capacity and willingness to make difficult decisions. Their shortcoming seems to be resources.

Transportation

Transportation in and near the communities seems to be mainly by off-road vehicles and snow machines. The snow machines are the most numerous vehicles in the communities.

Boats are the second most numerous vehicles. Based on all vehicles reported to be available, there are thirty-six cars and trucks on the average per community; however, the most frequent number is four. Statistics from the more urban communities substantially skew the mean number upward.

The same situation exists in regard to airplanes. Considering all the airplanes reported to be in the communities studied, there is an average of four planes per village. In point of fact, less than one-half of the communities have any airplanes.

Approximately thirty-six percent of the communities studied are reported to have regularly scheduled commercial airline service into the town at least once a week, and about eight percent have commercially scheduled water transportation. Charter air services are available for the remainder of the communities.

Residents

The total population of the villages surveyed is between 19,000 and 20,000 people. The smallest is Stevens Village with approximately seventy people and the largest is King Salmon with an estimated 1300 people. The average size is approximately 363 people. The residents tend to be predominately from one cultural background, but few are completely culturally homogeneous.

The following is a summary of secondary cultural groups reportedly represented among the residents of villages, and the number of villages wherein members of these groups reside:

Aleut.	6 communities
Anglo.	30 communities
Athabaskan	15 communities
Black.	2 communities
Chinese.	1 community
Filipino	2 communities
Haida.	1 community
Inupiaq.	5 communities
Puerto Rican	1 community
Tlingit.	3 communities
Tshemshian	1 community

Many Anglos living in these Native communities were representative of the school system.

The reported primary languages spoken were nearly equally split between English and Athabaskan or one of the Eskimo dialects.

Forty-eight percent of the communities rely mainly on English, thirty-eight percent on Eskimo and six percent on Athabaskan (eight percent were not designated). English is the second language in every community where it is not the primary language.

The communities were estimated to be growing at an average rate of approximately six people (or about two percent) per year. This growth rate seems to be due primarily to the community birth rates rather than to the movement of outsiders into the communities. One of the interesting facts about the data is that the population estimates indicate that between forty and fifty percent of the residents

of the villages are fourteen years of age or younger (see Table II-2). In fact, fifty-three percent of the residents are estimated to be below the age of nineteen years. If these estimates are accurate, the situation should have significant implications for the area of criminal justice. The villages will have a higher proportion of their residents in the age categories which normally account for the largest proportion of deviancy and crime.

TABLE II-2
ALASKA POPULATION DISTRIBUTION BY AGE

Age	Reported Village Distribution	1970 Alaska Distribution
65 and above	5%	2%
50 - 64	8%	9%
30 - 49	16%	25%
20 - 29	18%	21%
0 - 19	53%	34%

Further, there will be disproportionately fewer adults between thirty and sixty years of age to provide guidance and supervision of the children. Therefore, if all other factors were equal, a higher crime and delinquency rate should exist in the communities surveyed.

Interviewees indicated that approximately fifty percent of the residents of the communities are primarily dependent on subsistence for their livelihoods (see Appendix A). The estimates concerning subsistence methods for livelihood

indicate that the reliance on this method for survival has been diminishing very slowly. It was estimated that ten years ago sixty-five percent (or fifteen percent more than today) of the people depended on subsistence methods. The lack of opportunities for stable employment is no doubt a major reason for continuation of so many on subsistence. The average family income is reported to be less than \$10,000 per year. Estimates concerning the percentage of people employed in paying positions or receiving cash payments support this low figure. Only eighteen percent of the people have paying jobs as a primary source of livelihood, and sixteen percent are working at government jobs. Interviewees also felt that there are slightly more people living either on welfare or without a means of support (i.e., living with relatives or friends) now than there were ten years ago.

All regions of the state have communities in which residents are dependent primarily on subsistence activities for survival. The regions where the highest average proportion of the residents per village are dependent on subsistence fishing, hunting and food collecting were reported to be Calista (64.5%), Bering Straits (61%), and Doyon (44.7%). This mean figure is very misleading, though. All of these regions contain villages where more than ninety percent of their inhabitants survive by hunting and fishing.

Family Life

Family life within the villages studied seems to have

been changing. The community officials interviewed for this study were asked an open-ended question concerning changes in family life which have occurred during the past ten years. Although some interviewees indicated that no changes of consequence, or only changes for the better, have occurred (i.e., better educated young people have become active in village government and as a result people have been living better), the majority of the comments were critical of the changes which have taken place. The most commonly mentioned changes can be summarized as:

1. Youth are more independent (some characterized as arrogant) and less willing to defer to parents and other elders.
2. Family and community relations becoming less close.
3. Decrease in concern for the elderly members of the community.
4. Decrease in the young people's understanding of Native languages and traditional practices.
5. Increased use of alcohol and drugs, particularly among young people who had been outside the village and returned with "bad habits."
6. A concern that young people were not being prepared to function in either the traditional subsistence lifestyle or the cash economy.

Among the specific statements recorded on the questionnaires were the following:

- ° Moving away from traditions. More drinking in an average day. Young have less respect for older people. Younger generation getting into

white man's world. More outside drugs coming in.

- Youth don't listen to their parents. The older people do not have same position of respect they used to have.
- Youth using alcohol and drugs. Youth receiving all of the attention - elderly being overlooked.
- Young children haven't learned anything (in school). Old people still have to teach them everything. Youth have changed their behavior today for the worst.
- Children don't understand or speak Eskimo. Subsistence was easy ten years ago. Today money is needed for everything.
- Young people act like they are boss today towards older people. Older people don't have much control over young anymore.
- There is a feeling youth are getting too modernized. There is a growing communication gap and lack of recognition of elderly.
- Women's lib has occurred in most families. Young people are not looking forward to future for living - there are few that are getting their education. Young kids returning from school like to play around and do not have a way of getting along with their elders. They act as spoiled kids, with high manners.
- Youth have adopted more of white man's ways. Youth don't know how to work (can't make sleds, mend nets, etc.)
- Each age group seems to be drifting further apart. Family outings are frequent, but community outings are less frequent. No youth facilities when boarding school students return home.

There were also expressions of concern from police officers, village officials, and medical aides concerning the increasing use of drugs by young people. Further, the use of alcohol among all age groups is, in general, perceived as being on the increase.

Conclusions

The average village included in this survey is small and isolated over a hundred miles from a commercial center, connected only by aircraft or wilderness travel. It is without the conveniences which are considered essential - when gauged by the standards of people in even the poorest areas of other places in the United States.

Not only is the community without any type of sewer system or running water, in all likelihood it does not even have a fire extinguisher, nor an organized method for fighting fires. It will have a Health Aide--a person who usually has received training in the rudimentary knowledge of medical problems--and a white teacher for primary school children.

It will have one or more "stores" which stock basic dry and canned goods and sell at high prices. It has one "community" telephone which suffers from frequent periods of down-time. When the telephone is not working, emergency calls can usually be made on a radio provided by either the school or health system. But, obtaining a response is frequently difficult.

The formal governmental structure of the community is a second-class city under Alaska law. There will be an elected city council and a mayor who is the chief administrator. Everyone serves without pay.

There is about a seventy-five percent chance it will

have at least a part-time person who is considered the police department. There will be no other representative of the "justice" system in the community except in an emergency or for handling of special problems. There is better than a fifty-fifty chance that the community will have a cell which can be used for the temporary detention of dangerous, disorderly, suicidal, or drunk prisoners. The governmental revenues are almost entirely from state and federal grants in aid.

Aircraft usually fly into the village at least weekly, and mechanical transportation is used within the immediate area of the community.

The community has a higher proportion of young dependents than the state as a whole.

In spite of shortcomings and problems, life in the community is preferred by natives who were reared in the environment. The villages are home to those born there. They are familiar and provide a sense of security which accompanies close social relationships. However, the life is not always simple or easy. The consequences of the difficulties may be seen in (1) a high suicide rate, (2) high accident and injury rates, and (3) a lower than usual porportion of the people in the community in the thirty to fifty age category.

If the impressions of the interviewees are accurate and the trends toward a larger proportion of young in the communities continue, conflict between the young and old in the villages may increase. Considering the growing number of

young people, the older people will have increasingly heavy burdens supporting them by subsistence methods. Juvenile delinquency is likely to be an increasing problem in the villages. It is also possible that the life of elderly villagers may be more difficult if the young become less concerned about their well-being and less deferential to their authority. All of these consequences may have implications for government and criminal justice.

SECTION III

CUSTOM, LAW AND CRIME

The term "Bush Justice" as it is usually used in Alaska roughly defines a conceptual area that includes the nature and methods of social control and public safety in the predominately Native communities such as those described in the preceding section. A person with even the most superficial familiarity with the history, customs or lifestyles of Alaska's Native people would suspect that the Bush Justice situation is markedly different than the criminal justice or public safety situation existing in other American communities of similar sizes.

This study attempts to identify some of the differences between the rural Alaskan justice situation and that in urban areas of the state. It is also designed to provide information about possible consequences and explanations of such differences. Among the fundamental issues concerning Bush Justice are the relationships among Native customs, formal laws, and the crime and deviancy situations in Native communities. The section will explore - albeit superficially - some aspects of these relationships.

Social Control Traditions

The anthropological and historical literature about Alaska Natives provides numerous examples of differences not only between Native and non-Native values and customs, but also

among the various Native groups indigenous to Alaska.¹

The Tlingit Indians were organized into heredity clans, and according to Kalervo Oberg, the only punishable offenses within each clan were incest and witchcraft.² Many inter-clan offenses pertaining to life, property or honor were settled by payment of goods from one clan to another:

Murder was generally punished by death - a man of equal rank being selected from the murderer's clan. In case the murderer was of much higher rank than the man murdered, his clan would offer restitution by a payment of goods. This would also be true if there were slight differences of rank between the murdered man and the man selected to pay for his loss. Equality was demanded and differences were always made up by payment of goods.³

Hippler and Conn, have presented many examples of conflict-avoidance, subtle oblique sanctions against transgressors (i.e., laughing in wrongdoer's presence), and other attitudes of ostracism and fear of stigma prevalent in Northern Eskimo communities. Only rarely such as in cases of multiple killings would kinsmen or villagers - selected by group consensus -

1

For examples see, Adamson Hoebel, "Social Controls," Societies Around the World, Vol. 1 (1953), p. 136 - 42; Catharine McClellan, "Culture Contacts in the Early Historic Period in Northwestern North America," Arctic Anthropology, Vol. 2 (1965), No. 2, p. 3 - 15; and Hippler and Conn, "Traditional Athabascan Law Ways and their Relationship to Contemporary Problems of 'Bush Justice,'" August, 1972.

2

Kalervo Oberg, The Social Economy of the Tlingit Indians Seattle: University of Washington Press, 1973), p. 130.

3

Ibid.

conduct the execution of the murderer.⁴ Northern Eskimos, reportedly, would not give an order to another, thereby no formal, legal or judicial authority was exercised by a head man.⁵ One author observed:

They built a society without formal laws or punishments, without courts and prisons. If a man committed a serious criminal act, the people did not strike him down - they ignored him, until finally, finding his life unbearable, he would convict himself and walk alone out of the village to his death on the frozen tundra. The greatest cause of death among adults on the Arctic Slope is still classified in public health statistics as 'accidental.'⁶

Inland (Nunamiut) Eskimos traditionally formed hunting bands consisting of kin groups with a recognized leader called an "Umealik." The "Umealik" was usually a successful hunter who led the migrant band in its pursuit of caribou herds. In these communities the practice of extended family control where the household head relied on verbal admonishment or mild advice was used for social control, and only in extreme cases

⁴ A. Hippler and S. Conn, "Northern Eskimo Law Ways and their Relationships to Contemporary Problems of 'Bush Justice,'" ISEGR Occasional Papers No. 10 (Fairbanks: University of Alaska, July, 1973), p. 68.

⁵ Adamson Hoebel, Op. Cit., p. 445.

⁶ H. G. Gallagher, ETOK - A story of Eskimo Power (New York: G. P. Pittman and Sons, 1974), p. 38.

did he resort to ostracism or eviction.⁷ The hunting band leader might have several household groups under his informal control:

An "Umealik" relied almost exclusively on non-physical, i.e., verbal and psychological sanctions. Public reprimand, admonishment, giving the culprit a derogatory name by which he would be called for the rest of his life, or, in the more serious cases, ostracism and eviction from the band were his most frequently used sanctions. The sanctions of ostracism and eviction were adjudicated especially in convictions for murder. Only in cases of criminal recidivism did the "Umealik" invoke the penalty of execution.⁸

The interior Athabaskan Indians were matrilineal groupings, but with patrilineal inheritance of leadership roles. Conflict resolutions were based upon three primary assumptions:

1. The authority of the leader was viewed as absolute.
2. An individual called before the village authority was deemed to be guilty of conduct at variance with recognized village norms.
3. The appearance before the authority was to make amends.

Sanctions involved remuneration of goods to victims, as well as loss of public reputation for the transgressor, and occasional execution or banishment were used - particularly

7

Leopold Pospisil, "Law and Social Structure Among the Nunamiut Eskimos," *Explorations in Cultural Anthropology*, Ward Goodenough, editor, (New York: McGraw-Hill Book Co., 1964), p. 397.

8

Ibid, p. 423.

for repeat offenders - as a "punishment" decision.⁹

Cultural influences are not easily nor quickly neutralized, and despite intensive pressures for change placed on Alaska Natives during the past eighty years, traces of the traditional social control practices or "law ways" can still be found in their community operations and personal behavior. Hippler and Conn have documented some of the contemporary practices in Bush Justice which stem from the past, and this study provided evidence of others. The traditional practices and mores of Native groups seem to have been conditioned - rather than completely replaced - by the Anglo-American justice strategies instituted in Native regions of the state. They are reflected in the social control methods of the communities studied, and they will continue to influence both the level of acceptance and the operation of Anglo-American justice operations throughout the foreseeable future.

One illustration of the subtle yet powerful influence of an element of the culture of some Natives can be found in their reported abhorrence of the practice of lying.¹⁰ Some Native groups have traditionally viewed even the most minor deviation from fact as a form of unacceptable behavior of such a serious nature as to merit banishment or death.

9

A. Hippler and S. Conn, "Traditional Athabascan Law Ways and their Relationships to Contemporary Problems of 'Bush Justice'," ISEGR Occasional Paper No. 7, (Fairbanks: University of Alaska, August, 1972), p. ii.

10

E. Adamson Hoebel, "Law Ways of the Primitive Eskimos," Journal of the Institute of Criminal Law and Criminology, Vol. 31, p. 663 - 683.

Such severe retaliation probably has not been imposed for at least two generations. However, based on the information obtained during this study, the abhorrence of untruthfulness seems to continue to have consequences that affect justice system operations. According to law enforcement officers who have worked both in the state's larger cities and in remote Native communities, rural Natives tend to practice a higher degree of accuracy and precision in statements made to the officers than do non-Natives in urban areas. Extremely truthful answers are usually given by Natives to inquiries by police officers concerning such areas as how many glasses of alcohol the person consumed prior to misbehavior. Members of the study group observed that Natives respond with straightforward truthful, and incriminating answers to questions by police officers who suspected them of deviant actions.

Officers reported that these people often seem perplexed when advised by defense counsel that they should enter "not guilty" pleas at judicial proceedings. The subtle difference in social attitudes toward behavior therefore, can have implications far beyond the salient profile. For example, how does a person understand the logic of, or rationalize the exercise of, constitutional rights when he is morally committed to precision of language and opposed to any behavior that is not completely straightforward? Could such a person maintain respect for a legal system viewed as encouraging

deplorable behavior? If Natives view lying as being more seriously wrong behavior than disorderly conduct, how does it influence their perspective about appropriate laws and justice procedures?

If the customary perspectives concerning right and wrong influences behavior, then it is reasonable to expect that traditional practices for dealing with deviants may have some influence on the way Native communities deal with present day deviancy. Again, it is impossible to generalize and equally impossible to catalogue all the methods used by indigenous Native groups for dealing with people who misbehave. However, it is possible to present some typical methods for illustration purposes.

In some Native groups prior to the influences of outsiders, a victim, or the victim's family and friends, was free to assume responsibility for initiating recourse. This meant that victims were in some cases simply compelled to absorb minor damages inflicted by aggressors because they were unable to accumulate the necessary support to obtain adequate recourse. The broader community became involved only after the behavior of an aggressor was perceived as a threat to the whole community. Initial acts of community-damaging misbehavior were reportedly handled by serious discussions between elders of the community and the wayward person. Several such discussions - or warnings - usually preceded any overt action against such a person. People who engaged in unacceptable behavior were tolerated until their cumulative behavior became a basis for direct action.

When the day of reckoning was reached, action was taken. In such cases the person might be banished from the community.

The influence of this traditional way of handling unacceptable behavior may be responsible for the procedures for handling deviancy in some communities. Nearly all of the communities handle cases of minor deviancy themselves. The most frequent pattern involves the council accepting referrals from the village police and rendering decisions about the disposition of the accused. For first offenses, the offender is almost inevitably issued a warning.

Officials interviewed indicated that where the case is a very serious matter, the council calls a meeting of all the village people and a decision on the appropriate course of action is agreed upon. Less serious misbehavior frequently is handled by requiring the offender to perform work such as cutting wood, shoveling snow, or carrying water for the village. Repeated misbehavior or cases where an offenders misbehavior is considered unusually flagrant are referred to the Alaska State Troopers.

Troopers related that on occasion they have been called into villages and presented with someone who citizens wish removed for committing crimes. Upon checking the facts, it has become apparent that the crimes of which the person is accused have occurred over a period of ten to fifteen years, and little evidence of them still exists. The troopers are placed in a difficult position of explaining why it is not possible for them to remove the person from the village.

It seems quite likely - based on the data collected - that the Troopers are the last in a line of government officials, starting with the Revenue Cutter Service and Federal Marshals, who have been adopted by the Natives as agents of banishment. They serve the villages by removing people whose behavior is so detestable residents no longer want them in the community. Rather than send a wayward person off into the wilderness, the Troopers are used as a more palatable alternative for removal. The Native ways and the Anglo-American justice system have been mutually accommodating.

Such a tradition of offender removal may account for the expressed desire for harsher punishment for offenders by many village officials interviewed during this survey. It may not be longer sentences they seek, but the elimination of the court practice of immediately releasing an accused (who stands convicted in his community), and permitting him to immediately return to the village. The arrest of a person by a Trooper is, for the Alaska criminal justice system, the beginning of a process; but to village residents the person may already have been found guilty - either because of a cumulative behavior or a particularly serious offense. The offender's peers may have given him several opportunities to modify his behavior and therefore they expect the police and courts to keep him out of their community.

A recognition of the direct influence of culture on justice system operations in the communities was not

TABLE III-1

DO LOCAL CUSTOMS CONFLICT WITH STATE LAWS?

<u>ANSWER</u>	<u>COMMUNITY OFFICIALS' RESPONSE</u>	
	#	%
Yes	17	33
No	31	61
Don't know	2	4
No reply	1	2

acknowledged by all of the village officials who were interviewed (see Table III-1). When asked if there are local customs that conflict with the state laws almost sixty-one percent of the interviewees indicated there were not. The thirty-three percent who said that there were conflicts referred almost exclusively to the conflict being related to fishing and hunting regulations. Perhaps the results of this question are a reflection of insufficient time for officials to consider the issue, a feeling of a match between the Native ways and the laws, or an inadequately stated question.

Fifty-one percent of the interviewees said that local customs affect crime (see Table III-2). Of the 27.4% who said crime was affected by customs, 13.7% indicated the customs produced less crime, 7.8% said they caused increased crime and 5.9% said they cause people to be more tolerant towards criminal behavior.

One magistrate interviewed is reported as saying, "In many cases I will explain the law in both English and the Yupik dialect. But our customs and beliefs do not conflict with state laws. In some cases villagers will attempt to revert back to an old custom (i.e., when someone is beaten by someone, the victim's entire family will go to the aggressor's house and beat him up); but we don't allow that and we put a stop to it and state law is followed."

If no substantial conflicts between traditional social control practices by Natives and Alaska law exist, it is because Native customs and Anglo-American justice measures

TABLE III-2

DO LOCAL CUSTOMS AFFECT CRIME?

<u>ANSWER</u>	<u>OFFICIALS RESPONSE</u>	
	#	%
No	26	51
Don't know	9	18
Reduce	7	14
Increase	4	8
Produces tolerance	3	6
No reply	2	4

have been modified from their pure forms. Since Bush Justice is partially the result of the influence of the traditional Native ways, it is therefore logical that non-Native criminal justice personnel, who are assigned to perform duties in the rural communities of the state, should thoroughly understand and appreciate the traditional ways of their clientele.

Such knowledge should enable justice agents to understand behavior which may otherwise appear irrational. These insights may contribute to an understanding of crime patterns and village reactions to crimes. They may result in the non-Native justice agents being in a better position to avoid conflicts that are the result of cultural differences between themselves and their Native clients. Further, justice employees will be in a better position to encourage the use of traditional social control methods in conjunction with or as alternatives to Anglo-American methods where such arrangements may improve the system's operations.

Nearly all of the village officials interviewed said that non-Native criminal justice personnel assigned to rural areas should have a thorough understanding of the tradition and customs of the people in the area, and the contemporary problems of the people in the communities they are serving. When asked if present justice officials serving in these areas understand the Native culture and customs, only the justice representatives who normally reside in the villages - village police officers and magistrates - received an endorsement of "Yes" by more than fifty percent

of the interviewees. All of the other criminal justice officials employed by the state agencies were categorized by a majority of the responses as not understanding Native culture.

TABLE III-3

DO JUSTICE OFFICIALS UNDERSTAND
NATIVE CULTURE?

<u>OFFICIAL</u>	<u>UNDERSTAND CULTURE</u>				
	Yes	No	No	Reply	
Village Police Officers	(37) 78.7%	(5) 10.6%	(5) 10.6%		
AST	(19) 40.4%	(23) 48.9%	(5) 10.6%		
Defense Attorney	(7) 14.9%	(29) 61.7%	(11) 23.3%		
District Attorney	(9) 19.1%	(28) 59.6%	(10) 21.2%		
Magistrates	(25) 53.2%	(15) 31.9%	(7) 14.9%		
Judges	(12) 25.5%	(24) 51.1%	(11) 23.3%		
Probation/Parl. officer	(6) 12.8%	(28) 59.6%	(13) 27.7%		
Fish & Wildlife	(13) 27.7%	(27) 57.4%	(7) 14.9%		

Bush Justice and Law

Community leaders and village police officers were questioned about the methods used for dealing with people who have engaged in behavior usually considered deviant. In the case of both groups, the indication was that laws - either village ordinances or state statutes - were utilized. Most of the communities have enacted ordinances for handling the common types of behavior which the villagers wish to control. Several examples of the ordinances which are used are reproduced in Appendix D of this report. These ordinances usually deal with curfews for people under eighteen, stray dogs, trash and garbage, the operation of snow machines, consumption of alcohol, and use of citizen band radios. In some cases they

also deal with the protection of fish and wildlife resources. Aspects of some of these city ordinances have constitutionally questionable provisions. In regard to the use of such ordinances, one magistrate noted, "Nearly all villages are second-class cities. (Many became second-class cities to get federal funded programs.) One problem of the city councils is failure to understand they are now a legal entity and can be sued."

Table III-4 contains responses of community leaders about the methods most frequently used for dealing with various categories of offenders. None of the communities were reported to rely on village ordinances for handling serious crimes; however nearly all of them use village ordinances for misdemeanors.

Few of the communities had access within the village to the Alaska statutes, and many of the people interviewed expressed concern that most people are not familiar with the laws of the state. One magistrate indicated, "A lot of people just don't know what the laws are. No one has ever come here and explained the laws to them."

Local police officers were asked about the techniques they and the Alaska State Troopers used in handling criminal acts that occur in the community. Table III-5 contains a summary of their responses. According to the local police, Alaska State Troopers rely almost exclusively on Alaska statutes, whereas village police rely predominately on village ordinances and personal persuasion in dealing with offenders.

TABLE III-4

HOW ARE CRIMINAL OFFENSES HANDLED?

STRATEGY	TYPES OF CRIMES									
	ONLY SERIOUS		ONLY MISDEMEANOR		ONLY DELINQ.		ALL		N.R.	
	#	%	#	%	#	%	#	%	#	%
State Laws	28	55	2	49			14	28	7	14
Village Ord.			24	47	1	2	11	22	15	29
Ignores			1	2	2	4	1	2	47	92

TABLE III-5

METHODS USED TO HANDLE VILLAGE CRIME

METHOD	VILLAGE POLICE		ALASKA TROOPERS	
	#	%	#	%
State laws	15	31.9	38	80.9
Village codes	17	36.5		
Personal/warnings	8	17.0		
Other	1	2.1	1	2.1
No response	6	12.7	8	16.9

The local police officers seem to believe that most of the people living in their communities agree with the laws being enforced. Table III-6 contains a summary of their reported impressions of the extent to which community residents agree or disagree with the laws used for enforcement.

TABLE III-6

DO VILLAGE RESIDENTS AGREE WITH THE LAWS ENFORCED?

	VILLAGE POLICE		ALASKA TROOPERS	
	#	%	#	%
Strongly agree	16	34.0	16	34.0
Agree	18	38.3	16	34.0
Not sure	4	8.5	6	12.8
Disagree	2	4.3	1	2.1
Strongly disagree	1	2.1	1	2.1
No reply	6	12.6	7	14.9

More than one-half of the elected officials interviewed indicated that new village laws were needed to handle crime and delinquency problems in the community (see Table III-7).

This conclusion seems to be valid given the ordinances which were obtained during this survey. State justice officials in the rural areas do not appear to have provided adequate assistance to rural communities in the preparation of city ordinances.

TABLE III-7

ARE NEW VILLAGE LAWS NEEDED?

ANSWER	#	%
Yes	28	54.9
No	22	43.1
No response	1	2.0

The survey did not produce any information which can be interpreted as indicating a movement or desire to completely reject the concept of written law. The customary ways for dealing with deviancy seem to have an important but conspicuous influence on the way misbehavior in the communities is handled. There is substantial evidence that Native people do not understand the substance nor the processes of some law and legal operations. The one area where considerable conflict exists over the enforcement of laws and regulations is fish and wildlife. Reported attitudes in this area merit special attention.

Fish and Game

The area of fish and wildlife generated more reactions from interviewees than any other aspect of the survey. Given the dependency of people in the rural areas on subsistence

hunting, fishing, and food collecting for livelihood, extreme interest was not surprising. As previously mentioned, thirty-three percent of the community leaders who were interviewed indicated that there are conflicts between Native culture and Alaska legal operations. These people were practically unanimous in identifying the conflict as being related to state and federal fish and game laws. Fish and game laws and regulations came in for the most criticism of any law related area in the survey.

One interviewee said, "People have a lot harder time now that there are fish and game laws. They look at food stamps, public assistance and other sources for food and so forth. A lot of this has hurt the Native pride of living and how it is depended on."

Another observed, "Families sometimes run short on food toward the end of winter. Fish and game laws do not permit people in dire need to hunt waterfowl."

A third said, "Emphasis is on trophy hunting and thrill sports instead of subsistence fishing and hunting. Fish and wildlife should not sacrifice subsistence hunting for benefit of trophy hunting."

A summary of the comments from one villager indicated, "State doesn't understand subsistence way of life. Need to get more input from villages. State has never tried to understand laws from community point of view. No follow up when input is obtained. Enforcement of fish and game is weak and irregular. Outsiders can break law without fear. Fish and

game too political; lack of understanding of villagers and cultural background."

In most instances the interviewees seemed to be making a plea as much as a demand. Across the state the message was similar. A North Slope village official said, "Most of the older people have no taste for white folks' meats. The prices are too high on meats. Large families have small chance to get wild meat. Give local people at least some permits to hunt."

Another in a Southwestern village indicated, "Some laws are needed to prevent the abuse of fish and game; on the other hand there are families starving who need the food these laws prevent them from receiving. Should let local people draft laws to protect fish and game."

Others said, "It would be better if the Fish and Game would enforce on the people that are wasting food, especially the head hunters. Must have subsistence hunting and fishing. Allow subsistence hunting and fishing limited to game that is used for food - not wasted. Local council (should) enforce game laws."

The interviewees had mixed suggestions concerning the appropriate courses of action. Most indicated that local villagers should be involved in both the establishment and enforcement of hunting and fishing regulations and laws. In some cases the suggestions involved only consultation by the Fish and Game Board with Native groups before and during enactment of laws and regulations. Others suggested local control

of game laws and regulations by village councils or Native corporations. Some interviewees recognized problems with completely local control of fish and wildlife regulations.

For example, one interviewee said that quotas on fish are not respected downstream and people take all the fish. He said there should be a lower quota at the Yukon mouth so more fish would be available for the subsistence of people upstream.

Many people referred to their appreciation of the need for some type of fish and wildlife regulations to ensure maintenance of the supply and prevent abuses by thoughtless or greedy people. However, most stressed the fact that regulations should ensure that the livelihood needs of people who have relied on wildlife for survival throughout history and have few other options for survival, are given first priority. Wildlife for religious needs was also felt by some to be important. Natives interviewed did not believe that their need for wild meat and fish could be adequately assessed nor prioritized by policy officials who are not familiar with their lifestyles, values, and needs; or as one said, "[By people] who have never lived a subsistence life nor been in a Native village overnight."

The present movement within the state to provide regional fish and game advisory boards, and the attention being given to subsistence issues by the state seems to indicate that some of the concerns expressed about this area are beginning to receive the type of policy level attention which the interviewees advocated. The information accumulated during

the survey quite clearly documents the grave concerns and strong feelings of urgency surrounding this issue that exist in the communities surveyed. The current situation - from the perspective of the Natives who are living in the places visited - is critical and they emphatically insist that policy officials must address the situation without delay.

Crime and Public Safety

Several approaches were used in obtaining information which could be used in an assessment of the nature and extent of the crime situation in the communities surveyed. At the outset of the interview, village officials were asked to state the most serious problems facing their communities. This information was to be used to place crime problems in perspective. Table III-8 contains a summary of the responses received, prioritized by the frequency with which they were mentioned.

Unemployment and economic problems received the top ranking. Forty-one percent of the interviewees mentioned this problem most frequently. This situation is apparently closely linked with the subsistence situation discussed in the previous section. It again points up the importance of taking steps to address that issue.

Following economic problems were those situations related to alcohol and drugs. These problems seemed to be viewed as social problems which are inseparably linked with the deviant behavior situations in the communities. The

TABLE III-8

MOST SERIOUS COMMUNITY PROBLEMS

PROBLEM MENTIONED	FREQUENCY OF MENTIONS	
	#	%
Economic/Unemployment	21	41
Alcohol/Drugs	18	35
Crime/Delinquency	4	8
Lack of Community Services	3	6
Social, Health, Population	3	6
Miscellaneous	2	4

alcohol situation has been a source of constant concern since before territorial days; however, the subjective data collected in the questionnaire would lead one to believe that the sale and use of drugs - mainly by the younger people - is perceived by village authorities as a rapidly growing one. Alcohol use is perceived as the fundamental underlying contributor to the wayward and criminal behavior in the communities surveyed.

Table III-8 reflects the fact that problems related to crime and delinquency were presented as the major problems facing the communities surveyed much less frequently than economic and stimulant use problems. They rank slightly higher than the other categories of inadequate community services such as fire, police and youth centers, and social, health, and population growth problems. There is a good possibility that all of these problems are so closely inter-related that they must be addressed together rather than

independently. Regardless of the seriousness of crime, people are likely to consider issues which they perceive as more directly related to their survival as being a higher priority. It is also reasonable to assume that they view the solution of the alcohol related problems as contributing to the solution of crime problems.

The responses to a question concerning the reasons for crime and deviancy in the community reflect such a perception. The most frequent reason for the existence of crime was seen as alcohol and drugs. Also ranked high on the list of reasons for crime was the absence of criminal justice services (see Table III-9) - an obvious reflection of interviewee impressions that the presence of criminal justice authority and processes will deter wayward behavior and crime.

Another possible reason for the relatively low rating of crime may be the media supported myth that crime is an urban problem. Most of the community officials interviewed

TABLE III-9

IMPORTANCE OF CRIME RELATED FACTORS

<u>FACTOR</u>	<u>RANKING</u>
Alcohol	1
Lack of Lawyers	2
Lack of Police	3
Drugs	4
Lack of Judges	5
Living Conditions	6

said they felt the crime problems in their communities are less serious than in urban areas such as Anchorage, Fairbanks, and Juneau (see Table III-10). Approximately four percent expressed the opinion that crime in their community is more serious as compared to ninety percent who said it was about the same or less serious than in Anchorage, Fairbanks, and Juneau. Perceptions and identification of problems are often the result of feelings of relative deprivation, and if people believe they are in no worse shape than others, they are not as likely to state something as a problem.

TABLE III-10

PERCEPTIONS OF CRIME IN VILLAGES
VIS-À-VIS ANCHORAGE, FAIRBANKS, JUNEAU

SERIOUSNESS	OFFICIALS' PERCEPTIONS	
	#	%
Much more serious	2	4
More serious	0	0
About the same	10	20
Less serious	19	37
Much less serious	17	33
No reply	3	6

The comparison of crime statistics in urban areas with those in the rural villages surveyed is extremely difficult. First, the crime statistics for Alaska are reported and tabulated in a way that makes it difficult if not impossible to identify either rural regions or individual Native

communities.¹¹

The municipalities of the state which have the economic base to provide the normal public services produce crime reports and statistics and provide these statistics to the state. The rural villages, however, do not engage in such reporting, and crime statistics from all areas outside the cash economy municipalities are accumulated and reported by the Alaska State Troopers. These statistics are compiled under the encompassing category "Alaska State Troopers" or "Rest of the State." As a result, it is not practical to distinguish between the crime in the suburban areas of Anchorage and the Native communities.

Second, the crime patterns in the rural communities are undoubtedly different than those of the urban areas of the state. For example, the difference in physical possessions such as automobiles and jewelry between villages and urban areas no doubt influences the theft rates. The overall crime rates in urban areas are substantially inflated by these differences. Therefore, even if useable official crime statistics were available, they are likely to be skewed.

An attempt was made to collect sufficient statistics from the communities studied for a broad assessment of the crime situations in villages. The evidence produced supports

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See Criminal Justice Planning Agency, Crime in Alaska - 1977, for an illustration of the way Alaska crime statistics are reported.

a conclusion that in some respects the impressions of the officials about a lower crime rate in villages is erroneous (see Table III-11). If the self reports of the crimes of homicide, rape, robbery, and aggravated assault are accurate (and they appear to be consistent with other available information), the ratio of these crimes to population is greater in the villages studied than they are in Anchorage.

TABLE III-11
 COMPARISON OF ALASKA VILLAGES, ALASKA STATEWIDE,
 AND UNITED STATES CRIME RATES

CRIME	RATES*		
	ALASKA VILLAGES	ALASKA STATEWIDE	UNITED STATES
Homicide	28.4	10.8	8.8
Rape	99.2	51.6	26.4
Robbery	127.6	96.8	195.8
Agg. Assault	326.0	284.0	228.6
Buglary	936.8	1331.7	1439.4
Vehicle Theft	446.5	3369.8	2921.3
Simple Assault	354.3	753.3	446.1

*Per 100,000 population

It is true that property crimes seem to occur less frequently - perhaps a consequence of less property and more personal relationships in the Native communities. It appears that in regard to crimes of violence, the villages are much more hazardous places than are the large municipalities of the state. Further, they are considerably more hazardous than other places in the United States.

The raw statistics concerning incidents of crime in the individual villages themselves do not adequately illustrate a frightening situation that exists in some communities of the state. Consider, for example, the fact that police or legal assistance can be obtained in a matter of minutes in most urban centers of the state. Compare this to the situation in most villages where, we were told by interviewees, it is not uncommon to spend hours and on occasion, days attempting to get a message to a law enforcement official. Once communication is established, the police frequently respond slowly. In some cases, state officials who are faced with personnel and financial shortages, simply may not be able to travel to a village where their services are needed.

The consequences of this emergency response situation exceed the imagination of people who have spent their lives in other areas of the United States. A dangerous incident which would be handled expeditiously in an urban area may keep an entire village community in terror for hours and days. Several specific experiences which illustrate this problem were reported during this survey. For example, one situation reported as occurring with some frequency in these communities involves a member of a village becoming intoxicated and roaming around the village firing a high powered rifle almost randomly into the air and at objects. When one police officer was asked how one such situation was handled last year, he explained the entire village population ran to the elementary school in the community. They barred the doors, turned out the lights

and hid quietly - some under desks - until the rampaging drunk stopped shooting and went to sleep. Although this incident lasted many hours, it was never officially reported outside the community.

A similar case was reported in another community. It involved several armed young men - apparently from another community - taking over a commercial building in the village, and occupying it for an extensive period of time. Inside the building, they drank, ate, and vandalized the building. Periodically they reportedly fired out through the windows into the village. The village population felt helpless and simply waited until the crisis was over and the young men left.

Such situations obviously do not happen every week or even every year in each rural community in the state; however, it is deplorable that they occur at all without receiving attention from the broader criminal justice system and the general public. Similar incidents in most places in the United States or the urban communities of Alaska would not only receive considerable media attention, there would be a public outcry. Their occurrence -- without general public attention - in the rural Native communities of the state is simply another example of the invisible nature of crime problems in these communities.

Given the frequency with which such reckless shooting incidents were reported, the probability of a disastrous situation occurring in some communities exists.

It would seem to most people that the state of Alaska has a responsibility for making a maximum effort to ensure all citizens of the state are sufficiently well protected to prevent the occurrence of such terror creating incidents. Or failing to prevent incidents, the state should have sufficient mechanisms in place to immediately identify the situation, respond forthwith, and restore tranquil conditions. As will be seen in later sections of this report the present public safety and emergency response systems are not adequate to accomplish these fundamental responsibilities.

Conclusions

Despite government policies of earlier times to totally replace the traditional law-ways and social control practices of Alaska Natives with the Anglo-American legal justice system, such a transition has not occurred in most Native communities. Nor is it likely to come about in the foreseeable future. Hybrid systems partially relying on the Anglo-American justice system and reflecting traditional Native ways have evolved.

Written laws - ordinances which have formalized community rules of bygone days and state statutes - are used for social control in most communities. Native officials would like to see these laws improved and made more relevant to their villages and people. They would like to ensure that such laws are better understood and administered.

One of the perceived problems lies in the fact that

agents of the state justice system are not familiar with traditional customs, mores and law-ways of the Natives residing within the geographic areas of their responsibilities. These agents are, therefore, at a disadvantage in understanding Native behavior and village practices, performing social control functions, and cooperating with local Native communities to make improvements in Bush Justice.

The area of conflict between Native traditions and Alaska legal operations which most concerns the communities surveyed is subsistence methods and fish and game regulations. The feeling is that Native needs are not given appropriate consideration in the promulgation of laws, policies, and regulations. The changes local officials advocate require shifts in both philosophy and understanding for fish and wildlife policy making. For instance, while regulations relating to the taking of fish and game are carefully tailored to the biological and environmental characteristics of the species, they rarely reflect the biological and environmental characteristics of rural man, whose survival is at stake.

The problems of crime and delinquency are not perceived as being as important to the communities surveyed as economic and social (particularly alcohol consumption) problems. However, the solution of economic and alcohol problems is perceived as being directly related to the solution of crime and delinquency problems. Further, fundamental survival issues would logically be ranked as more important than

security concerns.

The concept of relative deprivation no doubt plays a role in the village perception of problems. Perhaps because of inadequate information, village officials tend to view their communities as safer than the largest urban areas of the state. A comparison of the crime statistics reported by community officials with statewide rates support the conclusion that their perceptions are inaccurate. The village crime rates for some violent crimes are several times as high as those of Alaska as a whole or other places in the United States. Property crime rates - for obvious reasons - are not as high in the rural communities. The true picture of crime in Native communities cannot, however, be drawn because present crime data processing make rural communities indistinguishable from urban suburbs of the state.

Even the creation of traditional crime statistics alone might not fairly display the public safety situations in the rural communities. These communities are so isolated that in emergencies they may not be able to receive protection from outside the community in a reasonable period of time. Hence, on occasion some villages have been forced to endure community terror without state assistance. Such a situation in modern American society is not tolerable. Caution about unwanted state interference in the lives of Native people does not justify inaction in providing essential emergency support to rural communities when such support is critically needed.

SECTION IV

JUSTICE SERVICES TO NATIVE COMMUNITIES IN PERSPECTIVE

There are no absolute standards for evaluating justice services; and even under the best of circumstances it is difficult to draw conclusions about the quality or effectiveness of justice operations. The uniqueness of communities surveyed during this study makes the task of assessment even more difficult. One approach used involves relative comparisons. It entails comparing the services in the Native communities studied with other governmental services in the same locations and with criminal justice services provided in other places. The results of applying this approach in this study are not encouraging.

Invisible Communities

The existence of two social control systems in Alaska is recognized in the common vocabulary of the state. "Villages" are rural Native cities; "towns" or "cities" are non-Native cities. "Bush Justice" is the social control operations in the rural areas occupied primarily by Natives; "Criminal Justice" is the system in the urban areas of the state. "Village police" work in Native communities; "police officers" are in the urban commercial centers. The existence of two systems is not in and of itself a problem; in fact, such a dichotomy may, if properly used, serve a worthwhile purpose.

The problem stems from the fact that the two systems are not equally viewed nor viewed as equal. The information

concerning the "Alaska criminal justice system" is extensive; however, there is probably more information available about the "Bush Justice system" of early territorial days than there is about present day operations. Further, it is quite apparent that the criminal justice operations are widely perceived as being superior to the Bush Justice operations. If such is the case it may indicate that the urban criminal justice system has received a disproportionate amount of the attention and resources from the state.

Based on the information available in official reports and records it is impractical, if not impossible, to compare the justice situations in rural Native communities with those in non-Native commercial centers of the state. Information about the Native communities is either not reported or it is obscured by its submergence within data from other areas. As a consequence the information about contemporary crime and social control in rural Native communities is not discernible and, from the standpoint of justice operations, Native communities are invisible entities.

The Alaska criminal justice plans from 1969 through 1977 devote only passing reference to the rural Native villages of the state.¹ The only mentions made of Alaska Native in the 1969 state plan are in references to the possibility of

1

See Initial One Year Criminal Justice Plan for State of Alaska by Peat, Marwick, Livingston and Company (May 1969) and Alaska Criminal Justice Plan - 1977 by the Criminal Justice Planning Agency for a comparison of the changes which have occurred.

civil disorder,² the need for recruiting more Natives into the Alaska State Troopers,³ and the arrest rate of Natives.⁴

Although the state plans reflect gradual increases in the number of references made to Natives and Native communities, the 1978 Criminal Justice Plan is the first to devote any substantial amount of attention to the Native communities and their criminal justice problems.⁵ The shortcomings concerning information about the rural communities remains apparent even in this document. For example, as previously discussed, the crime statistics presented apparently could not be arranged to reflect the crime rates in Native villages. Therefore, village crime rates have not been considered in state-level justice planning. A second example, in a description of local policing, nearly all of the state's predominately white communities with police are listed - including such communities as Whittier with 186 residents and North Pole with 265. The list does not, however, include substantially larger Native communities such as Hoonah, Hooper Bay, Selawik, and Togiak - all of which have several police officers.

Other justice system related documents which contain information about rural areas are based on data obtained in the larger isolated commercial centers with substantial Native

²
Initial One Year Criminal Justice Plan, p. 5.

³
Ibid, p. 31.

⁴
Ibid, p. 11.

⁵
Criminal Justice Planning Agency, Juneau, 1978.

resident populations (i.e., Barrow, Bethel, Kotzebue and Nome) as opposed to the more traditionalistic and remote villages.⁶ The smaller and more isolated Native communities may be as different from Nome or Barrow as they are from Juneau or Fairbanks.

The problems of rural Native communities cannot be recognized, much less solved, until systematic approaches for the collecting and processing of information are instituted. This study is no substitute for such a system. Rather, it is an initial effort to explore the situation through often subjective and non-quantifiable information. It is sufficient, as a preliminary effort, for the identification of problem boundaries. But if the crime and justice situations in Native communities are to be sufficiently illuminated for problem identification, planning and policy development, continuous data reporting and processing arrangements will have to be established.

Service Assessments

The communities studied in this survey are not able to receive emergency assistance within a reasonable amount of time. Most American police departments would view an average response time of thirty minutes, from the time a person in need begins to contact the police until an officer is on the scene, as a slow response. No doubt the average response

6

For example, the Rowan Group Public Opinion Poll (1976) separates opinions from urban and rural cities, but does not separate the opinions of residents of rural commercial centers such as Bethel and Nome from the more remote smaller communities.

time for eighty percent of the police operations Alaska would be less than one hour. The National Advisory Commission on Criminal Justice Standards and Goals spoke favorably of less than one minute for the receipt of emergency calls and less than ten minutes for emergency response by police officers.

The communities without local police officers that were surveyed probably enjoy the slowest police response to emergency calls in the United States (see Table IV-1). Local officials estimated fourteen percent of the requests for police services from outside the community (primarily to the Alaska State Troopers) require more than an hour to complete. Although these calls are most frequently made by telephone or radio, messages were reportedly sent by aircraft; including on occasion by the mail plane. Seventeen percent of the requests for police services from outside the community resulted in an officer being on-site within one hour. Approximately fifty-seven percent reportedly did not result in an officer on the scene for over twenty-four hours. Slow response time affects citizen attitudes about the quality of services they receive from the state police; and in all likelihood it ultimately results in residents feeling it is futile to report crimes except in an emergency. Such a situation would result in underreporting of crimes in rural and Native communities.

According to the interviewees involved in this survey, the present communication arrangements are frequently out of order or will not function properly. Wayne Kincheloe recently completed a study of the emergency medical and criminal justice

TABLE IV-1

AVERAGE CALL COMPLETION AND RESPONSE TIME
 REQUIRED TO OBTAIN POLICE FROM
 OUTSIDE THE COMMUNITY

TIME REQUIRED	ESTIMATED CALLS COMPLETED	ESTIMATED POLICE RESPONSE
Less than 1/2 hour	67%	7%
1/2 to 1 hour	20%	10%
1 to 5-1/2 hours	7%	19%
5-1/2 to 10 hours	2%	7%
1 to 3 days	0%	47%
Over one week	5%	10%

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communications system for the Criminal Justice Planning Agency. His report makes references to some of the problems and possibilities for improving the existing arrangements; however, if one accepts our findings, the area of emergency communication for the remote Native communities of the state must be upgraded substantially.

The responses to this survey indicate a low level of services available in the communities studied. Approximately twenty-five percent of these communities (which generally are located over one hundred air miles from the nearest population center) do not have any local police services (see Table IV-2), and must rely on Alaska State Troopers located in distant communities.

Similarly, approximately twenty-seven percent have no readily available magistrate. Most have few contacts with prosecution and defense officials, except as related to current criminal case filings. The average community official reported seeing a prosecution or defense person in the village approximately one time in 1977. The fact that the average community reported over six felonies during that period indicated opportunities for state legal officers to visit Native communities.

As one might anticipate, the Alaska State Troopers visited the villages most frequently - on the average of slightly over once a month. Fish and Wildlife officers visited villages quarterly on the average. These officers reportedly went to

the villages periodically without being contacted by the people in the villages.⁸

Those people who were interviewed supported more frequent visits by representatives of the state judicial system.⁹ Village police officers were interested in justice officials visiting the villages to oversee their efforts and to provide advice on police operations. One is quoted, "They could visit me more often and see how I'm doing."

Village officials were interested in the educational value of such visits for the village councils and the public. Several officials mentioned that most people in the villages do not understand the law nor the operation of the criminal justice system; and they felt that district attorneys, public defenders, judges and state troopers should travel to the villages and discuss the law with village residents. In addition, many of the interviewees expressed concern that most of the people in the state criminal justice agencies do not understand the problems of the villages nor the local methods for handling crime and deviancy problems. They felt that more frequent visits to their communities might improve the understanding of these people and temper their exercise of discretion.

8

It should be noted, however, that communities in Sealaska and Doyon Regions reported much more frequent visits than the other regions. In fact, villages in Calista, Bristol Bay, Bering Straits, and Arctic Slope Regions were seldom visited in 1977 (see Appendix C).

9

The single exception to this was the Doyon Region where State Troopers reportedly visited more frequently than village officials indicated was expected (see Appendix C).

TABLE IV-2

PUBLIC OFFICIALS ASSESSMENTS OF
QUALITY OF JUSTICE AND SELECTED PUBLIC SERVICES

	Good		OK		Needs Improv.		Inade- quate		No Service		N.R./ Don't Know	
	#	%	#	%	#	%	#	#	#	%	#	%
Village Police	7	13.7	6	11.8	20	39.2	5	9.8	13	25.5		
AST	13	25.5	12	23.5	14	27.5	10	19.6	1	2.0	1	2.0
A F & W	7	13.7	6	11.8	17	33.3	13	25.5	4	7.8	4	7.8
Magistrates	14	27.5	7	13.7	8	15.7	3	5.9	14	27.5	5	9.8
Legal Services	8	15.7	10	19.6	7	13.7	7	13.7	14	27.5	5	9.8
Prosecutor	3	5.9	11	21.6	9	17.6	5	9.8	11	21.6	12	23.5
Defense Services	4	7.8	9	17.6	3	5.9	4	7.8	20	39.2	11	21.6
Probation/Parole	8	15.7	8	15.7	7	13.7	8	15.7	12	23.5	8	15.8
Local Jail	2	3.9	3	5.9	11	21.6	9	17.9	22	43.1	4	7.8
Mental Health	4	7.8	3	5.9	6	11.8	4	7.8	29	56.9	5	9.8
Medical Services	15	29.4	11	21.6	17	33.3	4	7.8	2	3.9	2	3.9
State Jail	6	11.8	13	25.5	2	3.9	2	3.9	16	31.4	12	23.5
Educational Services	22	43.1	9	17.6	18	35.3	2	3.9	0	0	0	0
Fire	0	0	3	5.9	19	37.3	9	17.6	19	37.3	1	2.0
Welfare, Unempl.	10	19.6	16	31.4	13	25.5	6	11.8	2	3.9	4	7.8
Youth Services	0	0	1	2.0	7	13.7	13	25.5	28	54.9	2	4.0

Although a precise number of visits preferred may not be meaningful, it is apparent that most village officials and village police officers would like to have state criminal officials visit at least twice as often as at present.

The Rowan Group Public Opinion survey conducted in 1975-76 provided evidence of more negative attitudes toward criminal justice operations in rural areas of the state than in the population centers. Interviewers for our present study tried to get information from village officials and police concerning their perceptions of the criminal justice services in the villages surveyed. For comparison purposes, a ranking of mental health services, educational services, fire services, medical services, and welfare services were also obtained.

Village police officers had more favorable opinions about policing services and more negative impressions of the educational and medical services than did the village officials; otherwise, the responses of the two groups were similar. Table IV-2 contains a summary of the ratings obtained from village officials in fifty-one villages. As with most public opinion surveys, the officials had more definite opinions about those areas with which they had the most frequent and direct contact - in this instance the local police, educational services, fire services, medical services, and the State Troopers.

Educational services received the highest overall rating with sixty-one percent of the officials indicating them to be adequate. Medical services, magistrates and state

troopers received approximately the same proportion of people indicating the services received by the villages were good; however, less than one-half of those who rated the Alaska State Trooper services as inadequate expressed similar impression of the magistrate and medical services.

The lowest ratings were given to youth and fire services. In both instances none of the officials interviewed in fifty-one villages felt the services could be characterized as good, and very few would even give them an adequate rating. Two interesting facts come to mind about these areas.

First, rural Alaska has one of the highest, if not the highest, per capita fire loss rate in the world.

Second, the need for recreational activities and youth centers, which would keep young people in the villages entertained and out of mischief, were frequently suggested as methods for improving the quality of life in villages. There is an obvious link here with economic problems, also.

TABLE IV-3

URBAN ALASKA PUBLIC OPINIONS
ABOUT JUSTICE SYSTEM*

	GOOD	POOR	DON'T KNOW
Police	59%	37%	4%
Courts	18%	73%	9%
State Jails	10%	69%	21%
Probation and Parole	11%	61%	27%
District Attorneys	23%	41%	36%

*Rowan Public Opinion Survey, 1976

Tables IV-3 and IV-4 provide additional contrasting information concerning reported public attitudes which have been obtained in other places toward components of criminal justice. Table IV-4 reflects a national sample of public attitudes toward police, and Table IV-3 reflect the information concerning the attitudes of urban residents of Alaska. The attitudes

TABLE IV-4

NATIONAL RATING OF POLICE

	HIGHLY FAVORABLE	FAVORABLE	UNFAVORABLE	HIGHLY UNFAVORABLE	N.R.
FBI*	52%	33%	7%	4%	4%
Local Police*	53%	31%	8%	5%	3%
Urban Police**	40%	41%	12%		7%

* Sourcebook of Criminal Statistics - 1976. Washington: USGPO, February 1977. Reflects results of a national sample.

** National Crime Survey reported in Myths and Realities about crime. Washington: LEAA-USGPO, 1978. Reflects survey in twenty-six central cities from throughout the United States.

toward the police nationally are considerably better than the attitudes toward the police in Alaska; and those in urban Alaska are higher than those in the rural communities surveyed.

Perhaps the most significant factor revealed by the differences between the urban and rural opinions toward the Alaska justice system is the high proportion of village officials who indicated the various services do not exist for their communities. Such a rating can be interpreted as being less

favorable than inadequate. With exception of the state enforcement agencies, over thirty percent of the village officials interviewed indicated state level justice services are either inadequate or not provided to their villages. Another ten to twenty-five percent said they do not feel sufficiently informed to make a judgment concerning the quality of services provided by state justice agencies to their villages.

Table IV-5 contains a summary of the reported perceptions of the changes in justice services which have occurred during the past five years. Medical, educational, and local police services were viewed by the highest proportion as having improved, and youth, local jails, prosecution, legal defense, and fish and wildlife services had the lowest proportion of people who felt they had improved. Over twenty-three percent of the people felt that fish and wildlife services are worse now than five years ago.

Justice Needs

If the fundamental instruments of criminal justice available in the larger towns of Alaska (i.e., police officer, detention facilities, restraint devices, copies of Alaska statutes, record forms, readily available legal advice, accessible judges, defensive weapons, etc.) are considered important to effective social control, the situation in Alaskan villages is critical.

Almost none of the villages were in possession of the criminal laws of Alaska - in fact, several of the villages loaned our interviewers their only copy of their village

TABLE IV-5

COMMUNITY OFFICIALS IMPRESSIONS OF CHANGES IN QUALITY
OF JUSTICE SERVICES OVER LAST 5 YEARS

	Improved		Unchanged		Worse		NA		Don't Know	
	#	%	#	%	#	%	#	%	#	%
Village Police	23	45.1	13	25.5	5	9.8	9	17.6	1	2.0
AST	12	23.5	26	51.0	5	9.8	5	9.8	3	5.9
A F & W	7	13.7	24	47.1	12	23.5	5	9.8	3	5.9
Magistrates	12	23.5	17	33.3	1	2.0	18	35.3	3	5.9
Legal Services	13	25.5	19	37.3			17	33.3	2	3.9
District Attorneys	7	13.7	14	27.5			20	39.2	10	19.5
Public Defenders	7	13.7	17	33.3			20	39.2	7	13.7
Probation	8	15.7	15	29.4			21	41.2	7	13.7
Local Jail	6	11.8	18	35.3	4	7.8	20	39.2	2	3.9
State Jail	10	19.6	11	21.6	2	3.9	17	33.3	10	19.6
Mental Health	10	19.6	10	19.6			27	52.9	4	7.8
Medical Services	33	64.7	15	29.4	1	2.0	1	2.0	1	2.0
Educational Services	30	58.8	13	25.5	8	15.7				
Fire	11	21.6	17	33.3	2	3.9	21	41.2		
Welfare, Unempl.	12	23.5	27	52.9	1	2.0	5	9.8	6	10.7
Youth Services	4	7.8	13	25.5	3	5.9	29	56.9	2	3.9

ordinances. Almost half of the villages visited do not have facilities in which to detain disorderly persons.

Some do not have dependable telephones or radios with which to seek emergency assistance from outside the community. One quarter of the villages visited have no local police services. Where the villages have people who provide police services, the officers have little or no training and frequently not even the most fundamental supplies, equipment or facilities.

The inadequacies and the consequences thereof are almost beyond the comprehension of someone accustomed to the standards of the urban centers of America.

For example, one village police officer, over a period of a year, had written several letters to a higher level of government elsewhere in the state requesting bullets, and claiming that without them he could do nothing about an increasingly dangerous dog situation in his village. The bullets were not sent, and shortly after his last letter, a five-year-old boy was attacked by a pack of roving dogs, dragged under a building, severely mauled and nearly scalped. Fortunately, the incident was spotted in time for adults to save the boy. But, the child was evacuated to a hospital in Anchorage where he underwent several weeks of treatment.

Bullets are so inexpensive and readily available in most communities that it's difficult for someone who is not familiar with Native villages to appreciate why a police officer would be so concerned as to repeatedly write letters simply to obtain

a few.

When village officials were asked about their most important criminal justice needs, their responses reflected the destitution of their situation (see Appendix B for a summary of their responses). They mentioned a wide range of problems from technical assistance with planning, to youth activities, to more subsistence concerns in fish and wildlife regulations. Many of these responses were so diverse they could not be classified. One interviewee, for example, indicated the "state should recognize that the village is part of the state. . ." and provide assistance with public safety problems.

The need most frequently recorded was "harsher punishments." However, there is reason, based on their explanations, to suspect that the interviewees had something different from simply harsher punishments in mind. Their concern in this area seems to stem from the fact that a misbehaving village resident is referred to the Alaska criminal justice system only after the village has given the person several warnings and opportunities to change. Residents of the village have established the person's guilt to their own satisfaction and they have exhausted their patience with his unwillingness to change while in the village. Therefore, they contact an Alaska State Trooper for the removal of the person from the village.

In bygone years, when an enforcement officer from outside the village removed a person from the village, the person would not return for a considerable period of time. When a person is taken from the village today he is likely to be released on his own recognizance by the court and return to the village

on the next flight back. The villagers who sent the offender in the first place do not understand why the criminal justice system, and specifically the judges, have not complied with their wishes and kept the person away from the village. Therefore, they indicated to the interviewers their need for the courts to impose more severe sentences.

The second most frequently mentioned need was communications. One village police officer indicated he spent eleven hours attempting to contact Alaska State Troopers for assistance in removing a person who had attempted suicide and was in critical condition.

On occasion, we spent several days attempting to contact villages by radio and telephone in conjunction with this study. In one instance, after a week of consistent effort, we were told it was simply impossible to reach the village by any method short of flying. Approximately ten percent of the villages indicated that on occasion they relied on messages sent by mail or other type of non-electronic methods to obtain assistance from the Alaska State Troopers.

The need for communications was also sometimes intended to reflect the perception that most state level justice people do not deal with the communities surveyed. Not only is it difficult at times to contact justice officials, there is seldom any routine, non-emergency communication.

Public officials in these communities seem to have conceptualized their problems but do not feel they have the means to correct the situation. They view the state as their primary hope for the support and resources required for the

level of services needed for their protection, particularly in emergencies. They do not view the state efforts to date as being adequate.

Conclusions

Alaska has two separate and unequal justice systems. The system which exists in the commercial population centers of the state is highly articulated, readily identified, staffed, funded, and extensively managed. Its problems are reasonably well documented, although not completely solved. The system in the rural Native communities of the state is invisible. It is invisible because data concerning its operations are infrequently accumulated and it has not been the subject of the kind of scrutiny given the urban system.

Due to the dearth of information about the Bush Justice system, its problems are difficult to identify and comparisons of its efficiency and effectiveness with other justice operations have not been previously done. All people of the state cannot be assured of even relatively equal protection and services unless this situation is changed.

A general assessment of the availability of justice services in the rural communities studied provides evidence of substantial differences between the level of services in those communities and other places in Alaska and the United States. Requests for state police services frequently are not answered within twenty-four hours. Law officials seldom confer with the officials and police of Native communities. Correctional officials confine their operations primarily to

commercial centers.

The community officials assessment of the quality of the justice operations indicated that there is room for substantial improvements in most of the state components of the justice system. Medical and educational services provided for the Native communities received considerably higher endorsements than any of the justice service areas. Magistrates and troopers received the highest ratings of the justice system components.

The public safety areas of fire operations and youth services received substantially lower ratings than the justice services. These areas are also important to the quality of life in the communities and merit attention.

The situation has been changing. Community officials' opinions concerning the changes which have occurred over the past five years reflect a belief that there has been more of a change in the direction of improvements than towards a deterioration of service. However, a substantial proportion of the interviewees reported that they could detect no change - a fact that should cause concern among justice policy officials.

The communities surveyed did not always have "essentials" for a normal criminal justice operation. Copies of laws were not available; there were few adequate detention facilities; and even emergency communications were reported to fail with regularity. By conventional standards, the minimum support facilities, supplies and equipment often did not exist in the communities studied.

Among the justice system needs of the communities which

were identified were:

1. Penalties which would keep repeat or serious offenders from immediately returning to the community without any apparent impositions on their behavior.
2. Improvements in methods and processes of communications between the communities and the public safety and justice agents outside the village.
3. Education and training both for the community members and local police.
4. Improved facilities especially for detention, court operations and youth activities.
5. Financial support primarily to maintain stable emergency service, police operations, and local justice operations.
6. Increased numbers of police, magistrates and local correctional personnel.

SECTION V

POLICE SERVICES

Policing for the rural communities which were surveyed is different from the policing which occurs in most urban areas of the United States. The differences, no doubt, stem from unique cultural and historical backgrounds, living conditions and lifestyles, and economic conditions in the two types of communities. The fundamental etiology of the situation merit exploration; however, the causes are in main beyond the scope of this study. The focus of this section will be on developing a description of the existing situation in the rural communities as it has been conveyed through the interviews conducted in the communities.

Division of Police Responsibilities

Communities surveyed that did not have police officers residing in their communities relied on the Alaska State Troopers for police services. One conspicuous difference between the attitudes of rural people and those of people in more urban areas toward local police seemed to be in the fact that in the Native communities, the "Village" calls the police whereas in the urban area, a victim calls the police. Another is that in an urban area the victim wants the matter investigated, whereas in the village, the village usually contacts the Troopers to remove the offender from the community.

Those communities which employ village police officers seem to conceptually distinguish between the responsibilities of State Troopers and those of village police officers in a way that does not exist in urban communities. Citizens in the large cities of the state view their municipal police as completely responsible alternatives to the Alaska State Troopers, and when faced with a police matter, they expect their department to assume complete responsibility. They would not consider seeking assistance from the Troopers.

In contrast, village residents generally view village police officers as supplemental to the Alaska State Troopers.¹ The village police in most communities provide a wide variety of community services ranging from carrying water for the village elderly and ill, to eliminating roving dogs, to supervising people who have been assigned by the village councils to perform work for the village in retaliation for some misconduct. They also handle emergency situations such as missing children and hunters, suicides, accidental injuries, and disorderly people in the village. However, although village police officers must perform the initial police activities in handling serious criminal matters, they usually turn prisoners and investigations over to the Alaska State Troopers when such incidents are to be prosecuted in the Alaska court system.

1

There are a number of exceptions to this generalization. For example, Metlakatla has a self-sufficient police department which handles both community services and criminal matters.

This division of responsibilities is in part due to the situation faced by village police officers. The population of the villages is small and although the crime rate per population is often higher than in the more heavily populated areas of the state, the frequency of felony occurrence within individual villages is low. Village police officers may not have the number of serious criminal incidents that would be required to maintain proficiency in criminal investigation and the prosecution of cases. The village police do not often communicate with District Attorneys - tending instead to deal with the State Troopers.

The preceding situation may account for the relatively low opinion of the magistrates for the village police capabilities in regard to criminal matters. The magistrates interviewed said the biggest shortcoming of village police officers was in the areas of knowledge of the criminal law and the preparation of reports and forms. Magistrates were also concerned that police officers were reluctant to use their powers of arrest.

Village Police Role

This survey provides support for some results of previous public opinion polls performed in the state.²

2

See Public Opinions About Crime and Criminal Justice in Alaska: 1976, Dittman Research Associates and Criminal Justice Planning Agency (April 1977), and Rowan Group, Public Survey: 1975 for Criminal Justice Planning Agency (1976).

TABLE V-1

AVERAGE VILLAGE POLICE WORKLOAD FOR 1977

TYPE ACTIVITY	NO. CASES	% OF WORK	SUMMARY
1. CRIMINAL MATTERS			29%
Felony Investigations	5	1	
Minor Crimes	26	8	
Vandalism Investigation	11	3	
Child Abuse Case	1	0	
F & W Violations	3	1	
Arrests	26	8	
Guard Prisoners	19	6	
Arrest Other Police	6	2	
2. ORDER MAINTENANCE MATTERS.			36%
Family Fights	29	8	
Non-family Fights	30	9	
Warnings	25	7	
Control Youth	41	12	
3. SERVICE MATTERS.			37%
Providing Transportation	18	5	
Animal Control	15	4	
Providing Advice	26	8	
Emergency Medical	25	7	
Message Delivery	17	5	
Rescue Work	2	1	
Fire Fighting	2	1	
Other	19	6	
	TOTAL	346	102* 102*

*Over 100% due to rounding off

These earlier studies concluded that a large proportion of the people in urban areas of the state feel the highest police priority should be on finding and arresting those who have broken the law. In contrast, the people who were interviewed in small rural towns said their priorities for the police were (1) patrol of the community, (2) prevention of crime, (3) protect the public, (4) keep the peace and (5) respond to calls, emergencies, etc. The Rowan study concluded:

[I]t is obvious that the job definition of the (rural city) policeman relates directly to his role as peace officer, and calls upon him to create positive initiatives to prevent crime, and not just reactive detection and arrest work after the fact.

The information collected during this survey seems to support the conclusion that village police officers are usually called upon to perform order, maintenance and service matters. Table V-1 is a summary of the average amount and type of activity which village police officers who were interviewed indicated they performed during 1977. Seventy-three percent of the reported activities are basically non-criminal. The investigation of felonies reportedly made up only one percent of the total activity of the officers.

The local police officers (i.e., those who reside in the community where they work) who were interviewed were asked to identify for the interviewers the major problems which they face in performing their responsibilities. Table V-2 is a summary of their comments. The most significant conclusion which can be drawn from the list is related to the importance

TABLE V-2

SUMMARY OF LOCAL POLICE PERCEPTIONS OF
THE PROBLEMS OF THEIR JOBS

- Village police aren't accepted in village.
- Biggest police problem is disorderly and dangerous people.
- Must understand problems of people.
- Need to know how to judge and handle people.
- Village pressure on police.
- Conflict between people and officials.
- Need to know whether or not crime has been committed.
- People in village disagree with laws enforced by troopers.
- Village police training minimal - doesn't help our police.
- Arresting relatives.
- Crime not big problem; alcohol abuse is.
- No funds for police.
- Must know language and culture.
- Maturity in decision making.
- Dealing with drinking people.
- How to arrest people without hurting them or me getting hurt.
- Lenient courts; lack of criminal justice attention; need more probation investigation.
- Must put yourself in their place and understand their culture.
- Need more training.
- Arresting drunks.
- Problem with drunks carrying dangerous weapons.
- No money for police.
- Handling family problems.

TABLE V-2 CON'T.

- Handling drunks must be firm but show tolerance; you must live with the people you arrest.
- Ability to talk with people including drunks; common sense.
- Making arrests.
- Investigation should be taught.
- Handling drunks, paperwork.
- Speak language.
- Must have ability to talk with people; unafraid, interest in law and job.
- Having to arrest or correct relatives.
- Alcohol and marriage counseling.
- Must be patient; must know law and give proper advice.
- Objective in order to separate or confront family and friends.
- Need training in drug addiction and arrest procedures.
- Good judgment; all cases need not end with an arrest.
- Understanding of culture and ways of people.
- Must be able to stand psychological affects of being disliked.

of interpersonal relations and skills in managing other people.

Village police officers were asked to indicate the subjects which they felt should be presented in a "perfect" training program for police officers who would be living and working in communities similar to their own. The topics they suggested were tabulated and prioritized by frequency of mention for this report (see Table V-3). These topics are consistent with the findings concerning the expectations of residents concerning the officers role, the workload findings, and the statements of local police problems. Officers viewed the areas of self defense - particularly subduing disorderly persons, administering medical assistance, and handling drug and alcohol users as approximately equal in importance to subjects related to law, investigative practices and report preparation.

One additional factor was discovered during this survey which seems to be indicative of the different perspective of inhabitants of rural villages toward local police officers. The village police officers in approximately one-half of the communities surveyed do not, as a normal practice, carry a handgun. The village police badge seemed to be as respected a symbol of authority as a firearm. This situation has obvious implications concerning the role of the village officer.

The information collected supports the conclusion that the villagers expect local police officers to handle

TABLE V-3

LOCAL POLICE OFFICERS TRAINING PRIORITIES

SUBJECT	PRIORITY
◦ Self defense/subduing disorderly arrestees	1
◦ Criminal laws (substantive)	2
◦ First aid/EMT	3
◦ Reporting (preparation and preservation)	4
◦ Handling alcohol and drug users	5
◦ Criminal procedures (court and legal)	6
◦ Investigative techniques (interviewing, fingerprints, crime scene drawing, etc.)	7
◦ Initiating arrests	8
◦ Firearms use	9
◦ Understanding local conditions (i.e., people, values, cultures)	10
◦ Fire prevention/fighting	11
◦ Village laws	12
◦ Juvenile problems/vandalism	13
◦ All other (i.e., individual rights, driving, cold weather survival, etc.)	14

most problems with a minimum exercise of authority and force. When local residents commit transgressions it appears that local officers are expected to proceed through a series of steps. In most cases, the wayward person is warned; if the behavior is repeated, the warning is followed by a mandated appearance before the village council or in some instances the entire village. This appearance may result in a council issued warning or fine or sentence to community work. Only after repeated efforts by the community officials to get a person to make a change in behavior or in instances of the most serious kind of behavior is a State Trooper contacted to remove the person for prosecution in the court system outside the community.

Village Police Profile

Three-fourths of the communities surveyed had at least one part-time person who was paid to perform the responsibilities of a village police officer. The number of people so employed range from a high of twelve in Metlakatla to one part-time officer in St. Mary's. The average (mean) number of officers per department was 2.4 and the most frequent (mode) number was two. Altogether, 114 officers were reported to be employed by the communities surveyed. This total consisted of 104 Alaska natives and ten non-natives. Approximately seventy-nine percent of the communities that have local police have full-time police employees; the remaining twenty-one percent have part-time or volunteer officers. Seventy-five of the officers are full-time, thirty-three are part-time

and six are volunteer.

Although the financial information received from the communities was less than complete and accurate, it appears that on an average the revenues for village police operations consist of (1) State revenue sharing which provides the largest proportion of the money, (2) CETA which provides only slightly less than the State revenue sharing, (3) Native corporations, (4) Bureau of Indian Affairs, (5) LEAA, and (6) local revenues which are about the same level as the LEAA contributions. Nearly all of the revenue spent for police in 1977 was reportedly for salaries. For example, the financial information obtained revealed only ten percent of the communities spent more than \$1,000 for police supplies and equipment in 1977.

The salaries reportedly paid full-time police officers are reflected in Table V-4. Forty-two percent of the communities paid police less and seventeen percent higher than was paid for the average job in the community. Five percent of the officers were reported to be paid over \$1,500 per month, and approximately one-half of these officers were paid by the North Slope Borough Department of Public Safety. The highest reported salary was \$2,200 to a North Slope Public Safety Officer and the lowest was \$65 per month. The average was \$837 per month. Even these low salaries are frequently discontinued because of shortfalls in funds.³ If the CETA

3

One police officer indicated to an interviewer, "We get \$75 a month when we get paid; however, the city hasn't paid us for three months."

program were to be discontinued, the number of people employed as police officers in rural communities will most likely be cut in half. This could result in one-half to two-thirds of the rural communities in the state being unable to pay for local police services.

TABLE V-4

LOCAL POLICE SALARIES

<u>AMOUNT PER MONTH</u>	<u>% OFFICERS EARNING</u>
Less than \$400	10
\$ 401 to \$ 600	13
\$ 601 to \$ 800	18
\$ 801 to \$1000	45
\$1000 to \$1500	10
Over \$1500	5

Responses to the question, "Do police officers hold part-time jobs?", indicate approximately thirty percent of the officers work part-time. It would seem, however, that most local police officers presently engage in hunting, fishing, and other subsistence activities along with other village residents for a substantial portion of their livelihood.

It is not easy for a Native person from a remote Alaskan community where no high school exists to obtain a high school education; therefore, the mean education level of residents of the villages surveyed is lower than that of the average resident of an area such as Juneau. The same is true in regard to the educational level of police officers. Table V-5 is a comparison of the highest educational level

completed by police officers in the communities covered by this survey and Alaska police officers as a whole.

TABLE V-5

POLICE EDUCATION LEVELS

HIGHEST EDUCATIONAL ACHIEVEMENT	PROPORTION OF OFFICERS COMPLETING Alaska*	OFFICERS COMPLETING Rural Sample
Less than High School	--	45%
High School Graduate	29%	36%
College courses	50%	8%
Associate Degree (2 yr)	8%	6%
Bacc. Degree (4 yr)	8%	2%
Other or Unknown	5%	3%

*Source: A report distributed by the Alaska Police Standards Council in January, 1978

The difference in the overall education achievement of Alaska police officers and village police in regard to college courses is no doubt due in large measure to the availability of college programs and incentives for officers in the more populated areas of the state.

It appears that the village officers fare even worse in regard to police training. Fifty-eight percent of the officers reportedly have not received any police training. Another fourteen percent attended one Village Police Basic Training Program of one week duration presented by the Alaska Department of Public Safety. Approximately twenty-four percent have attended a police training program which consisted of four or more weeks of training. In contrast, nearly all

of the municipal police officers and Alaska State Troopers with more than one year of police service have completed at least the basic police academy training.

Another significant fact about village police education and training is that fifty-one percent of the village police officers have had neither college courses nor police training. Thirty-one percent have not completed high school nor any police training. The area of education and training was identified as the third specific priority need for village criminal justice by the SRI International compilation of interviewee responses (see Appendix B).

One factor which has an influence on the education and training of local police officers is the personnel turnover and longevity rates. Most of the communities reported an extremely unstable police personnel situation. Overall the reported police officer turnover rate for 1977 was 120 percent. Not quite twenty percent of the officers employed by the communities surveyed at the time the interviews were conducted had been in the continuous employment of the community for more than one year. This situation may be in part due to the unstable revenue situation that exists in most of the communities. Those communities that seemed to have a relative stable source of revenue also seemed to have police officers with more longevity. It also appears that the same people tend to move into and out of the police responsibilities in these communities. Again this is a situation likely to be related to the revenue available for

funding the positions.

The information concerning the expenditures for police equipment in 1977 provides a clue to the situation concerning police equipment and facilities which exists in the communities surveyed. About sixty-eight percent of the villages with police were reported to provide some type of office space for the officers. Where office space is provided, in forty-eight percent of the instances, it was reported to be in good shape. It was considered in fair condition in thirty-two percent of the places, and in poor condition in fifteen percent.

Whether or not some form of office space existed, in over half the communities village officers were expected to work directly out of their homes. Many officers indicated that on occasion it has been necessary for them to hold drunk, disorderly and even dangerous prisoners in their own homes until assistance could be obtained from the Alaska State Troopers outside the community. Several references were made to the necessity of handcuffing prisoners to a bed in an officer's home. At least one village officer expressed concern about the problems this practice created for his family.

The paucity surrounding policing in the communities surveyed is nowhere more apparent than in regard to supplies, materials and equipment. Some of the communities did not possess even such fundamental items as paper for making records. Although in over half of the communities there was an indication the police officers kept records, only twenty-one of them said that police incident forms were available. And fifteen

of these departments with police incident reports said they were supplied by the Alaska State Troopers. Some of the police officers who had attended the Alaska Department of Public Safety Village Police Training had been convinced of the importance of maintaining records concerning police activities and were making a concerted effort to follow the instructions they had received. Appendix E contains an example of one such activity report.

One village official explained the fact that information on the community's crime situation was not available with, "The police do not keep records of their activities. They have no report forms to use."

The provision of emergency medical assistance was one of the more frequent types of activities which the village officers were expected to perform in 1977, nonetheless, the police reportedly had first aid supplies available in less than ten percent of the communities visited. (One must assume such materials are available through the Village Health Aid, but the fact is not clear in the survey results.)

There also appears to be a shortage of fire extinguishers in the majority of communities. The police reportedly had access to a fire extinguisher in about seventeen of the communities. Interviewees in at least two of those villages indicated that though there were fire extinguishers in the community they were in need of recharging and one could not be certain they would work.

Other emergency service supplies and equipment also seems

to have been scarce. Although the data obtained from the communities were not complete, the total police equipment recorded by interviewers were (1) airplanes - 2; (2) boats - 5; (3) snow machines - 8; (4) uniforms - 81; (5) long guns - 9; (6) handguns - 51; (7) handcuffs - 99; and (8) bullets - 102. It is not clear from the questionnaire results if these items have been purchased by the community or are the personal property of the officer. However, it appears that in many instances they belong to the officer.

State Troopers

The Alaska State Troopers visited the communities surveyed an average of fourteen times each in 1977. However, their visits were not random and a few communities received a disproportionate amount of attention. The communities in the Doyon region, for example, reported receiving an average of sixty-four visits per village from the Troopers in 1977 whereas the Calista region communities reported receiving approximately one visit per year.

In the case of the North Slope region, the Troopers did not contact the villages during 1977 because the Borough Department of Public Safety had assumed responsibility to providing police services. The reasons for the visitation patterns in other areas are more speculative. The explanation which seems most plausible involves the demand from and ease of access to the communities. The communities in all regions except Doyon have an average of more than two local police officers each. The Calista region reported an average of nearly three

officers per village. The villages in the Doyon region had an average of less than one local officer per community. In addition, the communities in the Doyon region are more easily accessible than those of the other areas. Although the figures are too low to make statistically meaningful comparisons, the serious crime in the Doyon region was reported as higher than in the other areas surveyed. With more instances of crime, fewer local police and more readily available State Police, it is reasonable that the State Police would be asked to visit the villages more frequently. The State Police also perceive a difference in the problems and no doubt attempted to visit the villages where they felt major problems to be more frequent.

The interviewees in every region except Doyon indicated a preference for more frequent visits by the Alaska State Troopers. The average suggestion was approximately once a month. The communities in the Doyon region reportedly would be satisfied with visits from the Troopers approximately once each week.

Regional Differences

There are distinct differences between the regions both in terms of problems and levels of police services (Table V-6). The information obtained from this survey is not adequate for conclusions about cause and effect relationships. It does, however, provide some evidence of relationships between variables. One interesting possibility, the Doyon region

TABLE V-6

REGIONAL COMPARISON OF LAW ENFORCEMENT
SERVICES AND CRIME RATES

<u>REGION</u>	<u>NO. COMMUN. REPT. LE DATA</u>	<u>ESTIMATED POPULATION</u>	<u>CRIME RATES*</u>	<u>NO. LOCAL POLICE*</u>	<u>POLICE/ POPULATION</u>	<u>AVERAGE '77 AST VISITS*</u>	<u>AVERAGE '77 DA VISITS*</u>
Arctic Slope	2	570	5790	4	1 - 143	0	0
Bering Straits	6	2200	904	12	1 - 183	2	0
Bristol Bay	5	2359	2001	10	1 - 236	4	0
Calista	14	5238	1490	38	1 - 137	1	0
Doyon	10	3199	4257	10	1 - 320	64	0
Nana	6	1943	2094	16	1 - 121	3	2
Sealaska	4	2878	1642	23	1 - 125	7	3

* Based on information provided by interviewers.

reportedly has the highest crime rates and yet it has the lowest level of local police services. The difference in local police does not seem to be related entirely to the level of available resources. The alternative to local police used by some communities - heavy reliance on the Alaska State Troopers - does not appear to have received the endorsement of the communities in the region where it is being used. However, the reason for this is not to be found in the survey results.

Perhaps the most significant conclusions that can be derived from the survey information about the police services in the regions are (1) there are differences among some of the regions which may justify a unique approach to policing in the various areas of the state, and (2) there is a need for the development of comparable information concerning the justice situations that exist in the communities of each region. Without such information, only the people who are faced with the problems will appreciate them.

Police Service Needs

The question of criminal justice and police needs was raised in a number of different places during the interviews. The responses concerning police needs were relatively consistent. The emphasis was nearly exclusively on fundamentals. The responses make it very difficult to develop an adequate system for reflecting the priorities which the interviewees would place on these needs. Since the needs expressed are

so fundamental, specific priorities vary from village to village within each region. Therefore, a summary of the things most frequently mentioned by the police officers themselves include:

- ° Handcuffs - restraining devices
- ° Reporting materials, notebooks, files
- ° Bullets
- ° Office
- ° Holding cell
- ° Emergency communications equipment
- ° Salary money
- ° Training

Over ninety percent of the police officers interviewed mentioned the need for some facilities and equipment on the preceding list. One example of the recorded response of a Calista region village police officer concerning the police needs of his community was:

Use Trooper issued notebooks - no other records
Jail
Handcuffs
Handgun
Bullets
Office

The magistrates provided a perspective which was different from that reported for the police officers. Magistrates, who were obviously concerned about village police performance in the area most visible to them, tended to define the major

police need as narrowly defined training. They felt village police officers especially needed training in (1) laws, (2) report preparation - apparently referring to specific report forms required by the court system, and (3) arrest procedures. A number of the magistrates were reported as either saying or implying that local police should be more aggressive in enforcing laws. (Not surprisingly, police frequently accused magistrates as being too lenient with arrestees.)

At least two of ~~the~~ twenty-two magistrates interviewed expressed the conclusion that police officers from the local communities are not able to adequately enforce the law apparently because of interpersonal relationships in the communities, and advocated placing people from outside the villages in village police positions. One is reported as having said, "[We] need police officer who is not from village. The police officers are not very strict and need more knowledge of complaints, etc."

The community medical aids who were interviewed also expressed a concern that police receive more training; however, they wanted the area of emergency medical procedures stressed in the training. They indicated the accidental injury and suicide attempt rates are higher in their communities than anywhere else in the country or state, and the local police usually share a responsibility with the medical aid for providing temporary assistance and ensuring emergency evacuation of such injured persons.

The aids were also interested in the police receiving training in handling people who are under the influence of stimulants such as alcohol or drugs. They attributed many of the injuries which occur in the communities to people who have been under the influence of such stimulants.

Conclusions

The police services provided in communities surveyed are not all similar. The level and quality of services provided in the individual regions have differences, but these differences are not substantial enough to be statistically significant. All areas of the state contain woefully inadequate police and public safety services in the rural communities.

SECTION VI

LEGAL AND JUDICIAL SERVICES

The area of legal and judicial services - based on the results of the survey - seems to be the least understood component of the Alaska justice system. The interviewers had difficulty locating residents of the communities who were able and willing to provide information sought for the study. Answers to questions concerning the legal system operation were the most incomplete and inconsistent of any area covered by the survey.

The questionnaire used for data collection had a specially designed section for obtaining basically factual information on "Legal System Operation" which was to be administered to someone in each local community who was familiar with both the community social control and the legal system operations. Interviewers were able to complete only twenty-nine such interviews - and a substantial proportion of these interviewees were magistrates (see Table VI-1).

The highest proportion of "no response" and "don't know" were received from community officials who were asked for an assessment of public and justice services regarding prosecution and defense service quality (see Table IV-2). The legal services about which these officials were most opinionated, hence perhaps the most familiar were local magistrates and deviancy processing mechanisms.

The consequence of this situation is less complete

information about legal and judicial system operation than was obtained about other areas of the justice system.

TABLE VI-1

LEGAL SYSTEM INTERVIEWEES

POSITION	NO. HOLDING	%
Magistrate*	22	76
Chief	2	7
Judge	1	3
Problem Board Member	2	7
Police Officer	2	7

*includes one former magistrate and one magistrate who answered questionnaires for three communities.

General Operations

None of the communities surveyed reported having resident attorneys - either government employees or private - available for legal advice. The community leaders interviewed indicated that legal advice from an attorney (excepting the occasional magistrate with a law degree) was usually obtained by calling or visiting a larger commercial center such as Kotzebue, Nome, Barrow, Bethel, or Sitka. The quality ratings of legal officials by the community leaders give a "good" or "okay" to legal services in approximately thirty-five percent of the cases, prosecution in approximately twenty-seven percent, and defense in approximately twenty-five percent (See Table VI-2). These ratings are approximately middle range for public services; however, both the prosecution and defense received a lower than average proportion of "good" ratings - perhaps another indication of the lack of understanding about these

TABLE VI-2

COMMUNITY JUDICIAL MECHANISMS*

<u>TYPE MECHANISM</u>	<u>NO. WITH</u>	<u>% WITH</u>
Magistrates	16	55
Problem Board	5	17
City Councils	6	21
No Answer	2	7

*Based on information from the legal section of questionnaire which had only twenty-nine respondents.

officials and their activities.

The community officials interviewed apparently believe that the availability of lawyers has a relationship to crime problems. When asked to indicate the factors which contributed to crime, approximately thirty-eight percent indicated a lack of lawyers had a "strong" impact on the crime rates (see Appendix B). This factor is ranked above lack of police as a strong contributor to crime.

The village police indicated that district attorneys seem to have a preference for working with Alaska State Troopers and a majority of all interviewees (including magistrates) indicated that neither defense nor prosecution officials visit the communities surveyed except to handle a trial. These facts may account for the lack of understanding of these officials by residents of local communities.

Table VI-2 contains a summary of local judicial mechanisms which deal with deviancy in the twenty-nine communities on which such information was obtained. Sixteen (or fifty-five percent) of the communities reportedly had resident magistrates, five (or seventeen percent) relied primarily on problem boards, and six (twenty-one percent) relied on their city councils. These figures probably do not accurately reflect the proportional distribution of responsibility between these three groups throughout the rural areas of the state since the sample of interviewees tends to favor those communities with magistrates. It seems likely that city councils play a substantially greater role in

social control than is reflected by these statistics.

The trials and hearings reportedly held in the communities followed the same pattern of (1) magistrates conducting the largest number, (2) councils, (3) problem boards, and (4) other courts (see Table VI-3).

TABLE VI-3

REPORTED TRIALS AND HEARINGS IN TWENTY-NINE
COMMUNITIES DURING A SIX MONTH PERIOD

TYPE TRIAL OR HEARING	NO. HELD	% OF TOTAL
Magistrate	175	76
Problem Board	16	7
Council	33	14
Other courts	5	2

Magistrates interviewed reported handling case loads of up to sixty-five trials or hearings during the past six months; however, the most frequent number of cases reported by six out of the sixteen magistrates was one case.

Despite this workload, information from the legal section of the questionnaire portrays magistrates as playing the largest role in village justice distribution; general comments obtained from officials and village police officers indicate that in most communities, city or village, councils play the primary role in handling the routine, less serious incidents of deviancy. The following are typical of the comments from officials in those communities where the legal services section of the questionnaire was not completed.

- ° City council is the one that makes most of the decisions (concerning the handling of

deviancy). The major decisions are made by having a meeting with the people. The police turn a problem over to the council. If it is serious, it is turned over to the State Troopers.

- ° The council may make the decision to punish criminal by fines and have him work. Serious crimes, call Troopers.
- ° Council acts as a judicial body for its community. The village council talks with young people with the help of village police.
- ° They work for village (as a result of conviction by the council) cutting wood, shoveling snow, etc., at standard rate per hour until value is paid back in full.

Councils and problem boards commonly rely on village ordinances - actually general rules of behavior which prohibit activities that concern most residents - in handling incidents that come before them. In some communities both councils and problem boards may become involved in dealing with problems. Where both agencies are involved, it seems the council concentrates on acts of deviancy committed by an individual against the community and the problem board tends to mediate disputes. Officially, magistrates handle violations of state statutes, however, the information obtained shows that this is not always the case. Magistrates often perform a variety of mediation and general service responsibilities in addition to judicial services for the rural communities.

Legal Operations

Most of the community officials interviewed could not recall having seen a state employed attorney in their communities except when working on a specific assignment or in

response to a request. The average number of visits per community was approximately one in the year preceding the interview; however, this figure is skewed by a larger number of visits which were reported in a few of the communities.

Sixteen percent of the communities reportedly felt that legal advice is appropriately available to them, and fourteen percent of the community officials interviewed indicated that legal advice received is from Alaska Legal Services. Community officials do not make a practice of seeking legal advice concerning criminal matters from a district attorney - tending instead to rely on the Alaska State Troopers or the magistrate. It seems apparent that the Troopers have been more influential in increasing community officials' understanding of the justice system and in getting villages to replace their informal rules with ordinances than have attorneys from the law units of the state government.

Community officials suggested it would be appropriate for state attorneys in those units of the Department of Law, Public Defender Agency, and Legal Services, responsible for serving rural communities, to systematically visit their communities between five and ten times yearly. Police officers frequently referred to their feelings of concern that district attorneys seldom discussed cases or legal processes with them. Several references were also made to the importance of representatives of the state's legal arm providing information to community residents concerning the laws and their enforcement. This community

education suggestion was mentioned several times in regard to fish and wildlife and alcohol problems.

At least two of the community officials interviewed felt that more than simply visiting the villages was necessary. They suggested that the background preparation of many attorneys assigned responsibility for serving the rural areas of the state is inadequate to prepare them to understand Native cultures and traditional ways; and they suggested specific training and arrangements for extended contact with the people who they are to serve. One of these officials is reported to have said:

State [justice] officials don't spend time in the village and see the problems faced. [They] need to live with people in the village.

Some of the communities have received assistance from state agencies and the Troopers in the preparation of ordinances; however, several of the interviewees expressed an interest in receiving additional assistance. Mentioned several times in this regard was the need for legal procedures for the control of alcohol distribution and consumption.

One question in the Legal Services section of the questionnaire asked interviewees to indicate the major weakness and strengths of the Alaska Legal Services operations in regard to the community being surveyed. The "strengths" reported were: "Satisfied, but should come to the village more often" and "Good service, no complaints." The items reported under "weaknesses" can be summarized by the following:

° Needed in village.

- ° Not available locally. Usually slow process with this department because of the distance involved.
- ° They need money for transportation.
- ° Don't come around enough; could use for wills, etc.
- ° Respond when called, but are not very effective.
- ° Needed in the villages, but people never know when they are here or when they are coming.

The procedures used in handling criminal prosecutions and defense of accused persons also came in for criticism. The practice of a complete group of state criminal justice people traveling into villages for trials was pointed out as a problem because village residents may be given the impression of a conspiracy of sorts. Both prosecution and defense attorneys were criticized for not adequately preparing in advance of trials. A number of the magistrates interviewed referred to the public defenders in particular as being overloaded. Nonetheless, one is quoted as saying:

There is something wrong with a system which allows a defendant to come into court for trial and meet his counsel for the first time.

Several of the interviewees expressed their opinion that defense attorneys are too easy to get and have too much power.

Among the strengths attributed to public defense services were the following:

- ° Adequate with the exception that there could be more pretrial counselling.
- ° Fine job, adequate services; visits when required.
- ° Available in most cases when needed.

The weaknesses specified for public defense services can be summarized by the following statements:

- ° Public defender is too strong.
- ° Personnel not readily available.
- ° Public defender doesn't prepare until immediately before the trial.
- ° There is a lack of information about the role and services of the public defender.
- ° Only time visits village on day of trial.

The comments concerning the prosecution function are similar to those about defense strengths and weaknesses. There were considerably more reference to the fact that district attorneys do not routinely visit the communities. The main statements concerning district attorney service strengths were:

- ° Very responsive when contacted.
- ° Available when really needed.
- ° Adequate, usually comes to the village when requested.

The weaknesses specified can be summarized as follows:

- ° Need more travel to villages.
- ° People don't understand function nor the kind of assistance available. Lack of contact.
- ° Legal preparation including witness interviews occur night before trial which results in inadequate preparation and injustices.
- ° Only time see village police is day of trial.
- ° Does not know villages; does not come around to area. Lets defendant off too much.

There is no particular pattern to the comments on the

basis of regions. It is possible that many of the comments made by people in the communities surveyed might be made by people in similar positions in more urbanized areas of the state.

Magistrates and Courts

Most of the attention given the courts by interviewees was directed at magistrate courts. In general, the magistrates seem to be held in as high a position of regard as any agents of the Alaska justice system (twenty-seven percent of the village officials interviewed gave them a rating of "good"). One official commented:

I believe there is a general respect for the court system and people rely on it for fair treatment.

The most frequent statements concerning the strengths of the judicial services area are summarized by the following statements:

- ° Knowledgeable in the law.
- ° Considerate of people.
- ° Judges well qualified.
- ° People respect the courts.

The list of weaknesses mentioned, however, are longer and more specific. The primary ones reported were:

- ° Lack of accessibility.
- ° Language differences. Cultural differences.
- ° Slow action of District Court on cases.
- ° Release of prisoners without explaining reasons to village.

- ° Not enough local involvement.
- ° Too large of area to cover.
- ° No court facilities.
- ° Inadequate laws for handling Native problems.
- ° District and Superior Court judges never visit villages.
- ° Trials not held in the villages.

Village officials quite frequently commented on the fact that there was no magistrate available in their communities. Magistrates who were responsible for serving more than one community were critical of their inability to move from community to community because of inadequate travel funds. Overall it seems that most communities surveyed are desirous of having their own resident magistrate.

Magistrates interviewed provided a description of their roles which is much broader than their job descriptions would indicate. Similar to the village police officer, they perform as social workers and provide many kinds of services to the communities within which they reside. They indicated that it is not uncommon for them to serve as law enforcement officers by responding to disturbances or disputes in the communities. One magistrate provided a lengthy dissertation in her own hand on the responsibilities which she has performed in conjunction with her position. A portion of it is written as follows:

Magistrates are expected to be on call twenty-four hours a day for any problem that might arise; including being called out in the middle of the night for a homicide, suicide, breaking up brawls and seeing that drunks are taken home because

they are annoying someone. This includes sitting up and babysitting him, making coffee and otherwise trying to get him sober enough so you will know he will not go back into the village again. People expect you to make out all types of forms, now the social services do many and the Alaska Legal Services help. I can't think of anything a magistrate is not expected to do.

The magistrates interviewed were asked to provide a summary of the type of nonjudicial activities they normally perform and the frequency with which they perform them. Table VI-4 is a summary of their responses in order of the frequency with which they are performed.

TABLE VI-4

REPORTED NON-JUDICIAL RESPONSIBILITIES
OF MAGISTRATES

RESPONSIBILITY	ORDER OF FREQUENCY
Law Enforcement	1
Coroner	2
Notary Public	3
Vital Statistics Recorder	3
General Information Provider	3
Domestic Advisor	6
Counselor	6
Medical Advisor	8
Fire Chief, write letters for people, perform marriages, etc.	9

The magistrates were asked to define the topics which would be important to prepare a person for their responsibilities. Their responses were focused on their judicial functions.

The highest priorities were instruction on Alaska Statutes and Juvenile Justice (Table VI-5),

TABLE VI-5

MAGISTRATES TRAINING PREFERENCES

FUNCTION	PREFERENCE
Alaska Statutes	1
Juvenile Procedures	2
Legal Research	3
Arraignment and Pretrial Hearing	4
Sentencing and Report Writing	4
Coroner Duties	5
Court Procedures	6
Search and Seizure	6
Role of Criminal Justice Person	7

The magistrates indicated almost unanimously that the major problem which contributes to crime in the communities surveyed is alcohol consumption. The majority of the cases they reported having handled during the months preceding the interview were classified as "disorderly conduct." Acts of juvenile delinquency (i.e., theft, vandalism, and joy-riding) were their second most frequent category of deviant behavior. Assaults were the third. They indicated that the amount of deviancy among young people seems to be rising.

Magistrates supported other people interviewed in advocating increasing the amount of justice services in the rural communities of the state. They stressed caution in integrating the Anglo-

American approaches with the traditional methods and customary practices of the communities. They urged more training in legal areas for village police officers, and expressed disappointment that the village police were not more aggressive in enforcing laws - apparently meaning the initiation of more arrests. They were critical of attorneys and higher court judges for not being more familiar with the Native people and their customs, not visiting the villages more often, and not handling trials in the rural communities better. They reported that their ability to perform as well as they might was hampered by inadequate funding for rural travel.

Conclusions

The information obtained by this survey reflects an absence of significant contact between communities studied and the "major" components of the Alaska justice system. State employed attorneys and judges have very infrequent contact with the residents of the rural communities. The state attorneys, judges and Troopers tend to associate and deal with each other rather than the residents of local communities.

The major connecting links between the villages and the Alaska justice system are the village police officers and the magistrates. Village police officers feel overlooked by the prosecutors and the magistrates tend to use non-standard methods in performing their functions.

The main mechanism of social control in most of the villages are village police, councils, and the problem boards.

Magistrates provide - to some extent - a backstop for these local city councils and problem boards. The Alaska State Troopers provide support for the village police, city councils, magistrates, and dispute resolution groups too.

Although many of the people interviewed indicated a lack of information about the role and operation of state legal officials and courts, they expressed a desire to have more contact with them and support from them. In particular they were interested in cooperating with these justice agencies in dealing with community problems. They want information about the laws of Alaska and how the laws and procedures might be used to improve the quality of life in villages.

SECTION VII

PRISONER DETENTION AND CORRECTIONS

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

Most interviewees expressed concern about those areas of corrections which they viewed as directly affecting their communities. These areas were: (1) the inadequacy of the detention facilities available, and (2) the lack of parole and probation support following a convict's release and return to the community.

Community Detention

The survey results reflect that approximately forty-three percent of all village officials (N=51) and thirty-eight percent of the village police officers (N=47) interviewed

said there were no detention cells available in their communities. This difference is obviously caused by the fact that some villages have neither a village police officer nor a cell. Much of the information concerning local detention was obtained from the village police officers; therefore, such information is likely to be slightly more positive than would have been the case if data had also been obtained from those communities which do not have a village police officer.¹

One of the first questions asked, following a determination concerning the existence of a detention facility, was "What is done with prisoners if no jail exists?" Table VII-1 is a summary of the responses received. Basically, prisoners are restrained by use of handcuffs or other devices until the Alaska State Troopers get to the community to remove the person.

TABLE VII-1

WHAT IS DONE WITH PRISONERS IF NO JAIL EXISTS

METHOD	OFFICER RESPONSES	
	#	%
Handcuff	5	28
Call AST	4	22
Place with family	1	6
Use Community facility	1	6
Other	5	28
No answer	2	11

1

As can be seen in Appendix B, village leaders opinions of the quality of local jails is more negative than those of the police which are reported. The police responses were used in this section because they were more comprehensive than those of the community leaders interviewed.

Are all people who are threats to themselves or others handled in the same fashion (for example, mentally ill and drunk people)? It seems from the responses they are. Two illustrations of the information recorded on the interview form in this area are:

"We just handcuff them to a bed and watch them."

"Cuff them to their bed. One time this year we had to tape one man from head to foot - he was violent and drunk."

The use of tape was mentioned several times as was the handcuffing to a bed. There was not sufficient information to determine why these techniques seem to be used so frequently; however, the use of tape as a restraining device seems to have been advocated in a Village Police Officer Training Program.

The police officers interviewed did not appreciate having to operate without detention facilities. One officer, for example, explained that he is quite often obligated to keep disorderly prisoners in his own home. The village needs a jail, he said, because prisoners who are kept in his home at times threaten his life and yell obscenities in the presence of his family.

Where there was no place in or near the community for prisoner detention, officials were asked if one was necessary. The following are the only "no" responses received from the communities identified as having no place for detention.

- ° No, not enough are arrested in a year.
- ° No, not enough violent crime.
- ° Not as long as there aren't any local police.

The "yes" responses came from officials in villages in all regions surveyed. Meaningful comparisons of the regional differences cannot be made because of the small number of cases in most of the regions. The following is a sample of the statements recorded which reflects the range of comments which came from the villages across the state:

- ° Yes, there is no safe way to detain disorderly individuals while waiting arrival of Troopers to remove them from village. If jail was available we could detain prisoners overnight for minor offenses.
- ° Yes, to deter the crime problem. Presently minor offenses are ignored for lack of cells.
- ° Yes, it would probably make a big impression on hell-raisers if they knew they could be locked up.
- ° Yes, we have asked many times without results.
- ° Need new public safety building.
- ° Yes, in the summer time especially because too many people get drunk. It would give us a place to hold someone until the troopers arrived.
- ° Yes, right now if there are people who are threats to themselves or others they are handcuffed to a sturdy structure.
- ° Yes, younger generation's behavior appears to be getting worse so one will be needed in future.

The jails which were available were not viewed by the interviewees as being in good condition. A total of twenty-eight out of forty-seven police officers interviewed said their communities had a jail or holding cell. Table VII-2 is summary of police opinions concerning the condition of these facilities. None of the police officers rated the facilities

as being in excellent condition.

TABLE VII-2

ASSESSMENT OF CONDITION OF COMMUNITY JAILS
(DETENTION CELLS)

CONDITION	DISTRIBUTION OF POLICE OPINIONS	
	#	%
Excellent	0	0
Good	8	29
Fair	3	11
Poor	16	57
No response	1	3

Typical of the subjective comments about the condition of the available jail condition is: "Jail is poor, no heat in cell, no toilet facilities, no way to feed prisoners. Police officer must provide food or let prisoner eat at home." This particular community should have had a better than average facility because it has a modular unit provided by the state within the last five years.

The jail construction date seemed to be unrelated to its adequacy. Only five, or fourteen percent of the jails, were reported to have been built before 1970. According to the reports of police officers interviewed, at least seventy-one percent of the existing jails were built since 1970. It appears that most of them were constructed as temporary facilities to meet pressing needs. They were not viewed as being adequate when they were constructed, and in some cases they have deteriorated.

The use to which detention facilities are put reflects

the pattern of problems in the rural communities. Police officers indicated the most common reasons for placing people in jail were (1) drunk and disruptive in public, (2) protective custody, (3) assault and battery, and (4) crime. The police officers characterized the use of the jail for protective custody and alcohol sleep-off as being "often" in over fifty percent of the communities. The jail was not used for protective custody and alcohol sleep-off in about twenty-five percent of the communities.

The police in some of the communities reported that there was no method for keeping incarcerated juveniles separated from adults, or women separated from male prisoners. Table VII-3 summarizes the findings in this area.

TABLE VII-3

ARE SEPARATE DETENTION AREAS AVAILABLE
FOR JUVENILES/WOMEN?

SEPARATE	WOMEN FROM		JUVENILES	
	#	%	#	%
Yes	21	75	16	57
No	3	11	6	21
No Response	4	14	6	21

The supervision of prisoners in the communities is usually provided by the local police (see Table VII-4). This arrangement has implications concerning responsibility for prisoner care.

The police officers were questioned about the provision of food for prisoners (Table VII-5). A common practice seems to

TABLE VII-4

WHO SUPERVISES PRISONERS?

SUPERVISION BY	COMMUNITIES	
	#	%
Local police	20	77
City guard	3	12
State	1	4
Other	1	4
No response	1	4

be to use whatever arrangement for providing food that seems appropriate at the time it is needed - as opposed to having an established practice for all prisoners. For example, an officer in one community explained that his prisoners had to be fed by his wife or a relative of the prisoner; otherwise, prisoners must be ". . . released twice a day to go home for meals."

TABLE VII-5

WHO PROVIDES PRISONERS FOOD?

PROVIDER	COMMUNITIES	
	#	%
No set practice	8	29
City/village/council	12	43
Prisoner's family	4	14
Police officer	1	4
Other	3	11

Officers indicated that prisoner food was provided by the local government in approximately forty-three percent of the communities. The practice of a prisoner's family being

responsible for detainees was followed in four of the communities where responses to this question were received.

Preferences About Corrections

The police officers interviewed were asked about the perceptions of the preferences of community residents concerning the handling of prisoners and the management of correctional facilities which house people from their communities who have been arrested. In regard to the appropriate place of custody for people from the community who have been apprehended for minor crimes, the officers' responses reflected a great deal of uncertainty. Approximately forty-seven percent of the officers felt people would like to keep such offenders in the community, thirty-two percent said they would like to have them sent outside the community for detention, and twenty-one percent either indicated they did not know which people would prefer or simply would not give a response.

The following are reflective of the comments favoring detention of community residents in the village:

- ° Village jail is the best thing to do.
- ° Village jail, most only need to be incarcerated until they sober up.
- ° Village - it's closer to home.
- ° Village - some people have jobs and family here.
- ° Keep in village so that the villagers will know what they are doing.
- ° Keep in village because he could work for the village and people daily and go back to jail at night.

Typical of the comments of people who indicated a

community preference for sending violators of minor laws outside the community for detention are:

- ° Prefer to send them to Bethel due to inadequate conditions of present jail.
- ° Elsewhere to decrease village expenses and increase effectiveness of sentence.
- ° Send them out - would be more socially acceptable.
- ° Send them elsewhere. Jail would be too expensive to maintain.
- ° Send them out of the village as part of the punishment.
- ° Repeat offenders should be barred from the village.

The responses to the question cannot be grouped by any regional locations. The responses on both sides of the issue came from all regions of the state.

Table VII-6 is a summary of the responses concerning who should be responsible for managing local jails. Most of the officers (53%) indicated that it should be a village responsibility. This was closely followed by a group of interviewees (34%) who felt it should be a state responsibility.

TABLE VII-6

PREFERRED JAIL MANAGEMENT RESPONSIBILITY

JAIL RESPONSIBILITY	PROPORTION PREFERRING	
	#	%
Village	25	53
State	16	34
State and village	1	2
Borough	1	2
Federal government	1	2
Don't know/no answer	3	6

The comments concerning this area show many of the interviewees would prefer to have local policy making and operation of the detention facilities with reimbursement of the costs by the state.

The question of whether the present arrangement of sending people who have been convicted of committing serious crimes to existing state correctional facilities should be replaced by "regional" facilities was raised. Fifty-one percent of the officers expressed the opinion that most village residents would prefer to have a system of state correctional institutions located nearer their communities. They were primarily concerned about convenience of visitation for the offender's family and friends. Twenty-eight percent said that most people would prefer to send the serious offenders out to institutions away from the local area. These people frequently indicated this was part of the punishment of the convicted person. Twenty percent of the interviewees either did not answer or said they had no opinion on the matter.

State Corrections

The people interviewed during this survey did not seem to have previously given much thought to issues related to the major correctional institutions of the state. They did not mention them on their own and when asked specific questions about correctional institutions they tended to express ambivalent opinions. Perhaps the institutional aspects of corrections - aside from local detention facilities - are not sufficiently visible to rural people to stimulate concern.

The areas of state correctional operations which are of pressing interest are parole and probation. Most communities reported that people who had been convicted were returned without any information concerning their status with corrections being reported to the community. Many community leaders view these people as being a source of the crime problems in their communities (Table VII-7). They feel if more information were provided by state probation and parole officers, they could use it to deal with repeaters.

TABLE VII-7

SERIOUSNESS OF MULTIPLE OFFENDER PROBLEM

LEVEL OF SERIOUSNESS	LEADERS OPINIONS	
	#	%
Serious	16	31
Moderate	18	35
Slight	13	26
No problem	3	6
Don't know	1	2

Interviewees expressed criticism of the infrequency with which probation and parole officers contact the communities. The communities in four of the seven regions reported that probation and parole officers had visited them in the preceding year. This lack of personal contact was viewed as a significant problem in all regions of the state. Community leaders and police officers indicated that they would prefer to have visits by these officers approximately monthly. Such visits were the second most frequently mentioned method of improving

community corrections - immediately below facilities for local detention of prisoners. The following is a sample of the comments about the need for increasing probation and parole involvement in the communities:

- ° Probation officers should follow-up on probationers.
- ° More probation officers should visit from Petersburg.
- ° State government should follow through on probation system.

Conclusions

The people interviewed about corrections indicated that most of the communities surveyed either do not have places where prisoners can be securely detained or have detention facilities which are in "poor" condition. Poor condition seems to mean the facilities do not have adequate heat, cells, sleeping areas, toilet facilities, etc. The feeding of prisoners is often an ad hoc affair. The majority of the interviewees indicated they would like to see improvements in the local detention facilities and practices.

There is support for local control and operation of correctional facilities and activities, particularly in regard to offenders who have committed minor offenses. At the same time, there were indications that local corrections are beyond the means of many of the communities surveyed and a feeling that the state should provide support for at least the construction of a detention facility and the hiring of local personnel to serve as detention officers.

A majority of the interviewees indicated a preference for decentralization of state institutions so serious offenders could have closer contact with their friends and family. There seemed to be support for keeping institutionalized people in touch with their communities and working to reintegrate such people back into the community at the end of their sentences.

The second most frequently mentioned criticism of the Alaska corrections operations was the inactivity of probation and parole officers vis-a-vis the rural communities. There seemed to be strong feeling that people who had been dealt with by corrections were returning to the communities and continuing to create problems. Many interviewees expressed the opinion that probation and parole should be providing the community with information concerning the status of returning people and, further, should be visiting the communities at least monthly.

SECTION VIII

OBSERVATIONS AND POSSIBLE ACTIONS

This study was based on the results of interviews and data collected in fifty-six Alaska Native communities located in seven Native corporation regions of the state. The communities included in the survey were identified by the Criminal Justice Planning Agency in conjunction with other justice and Native representatives. The questionnaire used for data collection was initially designed by SRI International and substantially modified to reflect suggestions made by numerous Native and non-Native groups. The interviewees in each community were Native leaders of the communities, local police officers, magistrates and community health aides. The interviewers were people from non-profit Native corporations, Alaska State Troopers and the Alaska Criminal Justice Planning Agency. The data obtained was processed through a joint effort of SRI International and the University of Alaska Criminal Justice Center.

Despite efforts of the interviewers to obtain precise and factual data, in the final analysis much of the information collected reflects general opinions and "best estimates." Further, given the sampling and data collection methods used, the results may not be completely representative nor error-free. The data collected is, however, adequate for conclusions about the most widely perceived fundamental problems and possible courses of action for addressing them.

General Comments

The information accumulated during this study leaves little room for doubt; the state government and particularly state level justice officials need to take a more active role in working directly and closely with rural Native communities to define and address rural problems related to public safety, deviant behavior and justice. It is not simply that the people in these communities are desirous of having state support - they indicated they are. More importantly, the levels of support and services currently being provided for these communities and their residents are neither equal to those performed by the state in urban areas nor, in some cases, such as response to village emergencies, sufficient to meet the standards which citizens of American society have a right to expect.*

In spite of the fact that the people living in the rural communities choose to reside there and may feel more secure than they do in the unfamiliar environment of a large city, the hazards to their lives and limbs are greater than are the dangers in urban areas of the state. The injury and death rate from accidents is higher, the homicide rate is higher, the rape rate is higher, the assault rate is higher, and the suicide rate is higher. Because of general inattention to these facts there is little appreciation of the serious difference in danger to citizens that exists between the urban and rural communities of the state.

*

This is not to say that some state monetary investments are not justified by a per capita formula - they may be; however, a higher monetary investment may be required in rural areas to meet minimum service levels.

Despite the difficulties and, in some instances, costs involved in providing adequate emergency services and justice support in the rural areas, the current discrepancies between the levels of government protection and services in urban centers and some aspects of social control in rural communities must be changed if only for humanitarian reasons. The concept of equal protection of law should be observed at least to the point of providing some minimum level of service.

The need for changes in rural communities should not, however, be viewed as providing a license for trampling the existing social order of Native communities. These citizens have a right to their beliefs and, insofar as humanly possible, to maintain traditional lifestyles which are integrated with a social ordering system. They have worked at developing hybrid social control systems from their traditional methods and the Anglo-American methods of the state, in part to ensure the preservation of their lifestyles. Future changes must continue to reflect respect for their rights and preferences.

State Role

The majority of the village officials interviewed expressed a desire for increased cooperation between their communities and state justice officials to improve each community's abilities to handle crime and deviancy. Table VIII-1 contains a summary of their first stated responses to the open-ended question, "What should the state do about village crime?" The most frequent responses (thirty-five percent) are related in some fashion to the state helping the village

TABLE VIII-I

WHAT STATE SHOULD DO TO
HELP VILLAGES DEAL WITH CRIME

<u>Category of Suggested Activity</u>	<u>No.</u>	<u>%</u>
Help Set Up Programs	18	35
Establish and Support Local P.S.O. or Police	14	28
Provide Training	7	14
Other	8	16
No Answer	4	8

in planning and implementing crime control programs.

The second most common group of responses (made by approximately twenty-eight percent of the officials) indicated a preference for state provision and support of local police or public safety officers in the community. The state action, suggested next most frequently, involved the provision of training specifically for village police officers but also for the whole community. All residents, they believe, need to receive information about laws and the Alaska justice system operations. The interviewees' perception of a need for and confidence in education and training as the appropriate route for making improvements is reflected in many of the statements recorded throughout the questionnaires. The remaining sixteen percent of the respondents made a variety of suggestions ranging from establishing youth centers to building local jails.

Fifty-seven percent of the officials said crime problems would increase if the state does not take action. Fourteen percent said that no change in crime would occur if there is no state action. And the remaining twenty-nine percent of the village officials either gave no answer or indicated they did not have any opinion about how the lack of state action might affect the crime rate.

Given the social outlook for the foreseeable future for most of the Native communities surveyed (i.e., disproportionate number of youth, possible increasing drug problem, apparent alcohol use problems, increases in crime reporting, movement toward cash economy, etc.) it is reasonable to expect that

village crime rates will increase rather substantially during the foreseeable future whether or not state agencies become more heavily involved with local communities in efforts to deal with these problems. There is an equally good possibility, however, that improved cooperation could be successful in keeping the overall rate of increase in village crime lower. Further, it is also feasible that such action might reduce the number and seriousness of some specific crimes such as those related to alcohol, interpersonal violence, and fish and game. In addition, there is no question but that the level of services, particularly in the area of emergency responses to life threatening situations, can be improved and certain types of injuries and death reduced.

The optional courses of action for improving public safety and justice in rural communities are obviously numerous. Those possibilities suggested for consideration in the following pages seem reasonable in light of the information developed during this study. They are divided into general areas.

Planning and Policy Development

This study verifies a number of facts that have substantial implications in the area of planning and policy development for rural communities of the state. Primary among these are the differences among the communities. Rural communities of Alaska are viewed as being different from urban communities - which indeed they are. However, there is a tendency to stero-

type rural Native communities, overlooking great differences among them. There are differences in culture, differences in lifestyles, differences in problems, differences in economic situations, differences in government, differences in environment, differences in religious perspectives and outlooks, and differences in methods of behavior just to name a few distinctions among villages.

These distinctions cause substantial variations in both justice problems and in the approaches which are appropriate for dealing with them.

Methods that are successful in some communities may be the source of problems in other communities. For example, most rural communities in the state would welcome the institution of a magistrate; however, there are some communities where the appointment of a magistrate would cause conflict between the magistrate and the traditional leader over authority.

Arrangements which are easily within the means of some communities are impossibly expensive for others. Detention facilities which will serve extremely well in one region will be inadequate and rapidly destroyed in another. Organizational designs and equipment for one community would be completely inappropriate for others.

In light of this situation, it is important that planning and policy development mechanisms be instituted which will sensitively detect regional and community differences and define their implications. While overall statewide planning and coordination is essential for ensuring a balanced state approach and

equitable consequences, the policies, plans and programs for different regions should be unique.

SUGGESTION # 1: Criminal Justice Planning Agency in cooperation with Department of Community and Regional Affairs and Native organizations should establish Regional Guidance Committees for Justice Planning.

Comments on Suggestion Prior to creating the guidance committees, geographic areas of the state must be defined which have relative homogeneity of conditions and circumstances that are related to public safety and justice. It may well be that the Native regions are the most appropriate boundaries for such geographic areas. A guidance committee should be organized for each of these areas.

Each guidance committee would be responsible for identifying and prioritizing public safety and justice related problems in its geographic area and suggesting possible courses of action for dealing with these problems.

The membership of these committees will be extremely important. It must include people who have access to and influence on the decision-making processes of state and local communities. It must include people who have an understanding of various critical groups and factors of importance to the committee purposes. It must include a support person for staff work and research. The following types of people might be appropriate group members:

- ° A Commissioner from the Alaska Governor's Commission on the Administration of Justice.
- ° A staff person from the Criminal Justice Planning Agency.

- ° Representative from communities in the area.
- ° Representative of the regional school system.
- ° Representative of the non-profit Native corporation.
- ° Representative of the Department of the Community and Regional Affairs.
- ° Representative of a local unit of the criminal justice system.

The Criminal Justice Planning Agency should use the work products of the Committees to (1) identify steps which can be initiated by the Governor's Commission to address critical problems in each region, and (2) prepare a broad, long-range state action plan for improving public safety and justice in the rural areas of the state.

SUGGESTION # 2: The Alaska Criminal Justice Planning Agency should initiate action, and support and encourage action on the part of other justice agencies in the state to increase the visibility of the public safety and justice situations of the rural communities of the state.

Comments on Suggestion Problems which exist in the rural communities of the state are not going to be solved unless they are appreciated by the general public and they cannot be fully appreciated as long as they are submerged and kept invisible in public reports and documents. An initial step that might be taken to unveil rural problems related to crime and public safety is the reorganization of public safety statistical reporting methods to make the rural Native communities distinguishable from the "rest of the state." The adequacy of data collection formats should be reviewed to determine whether information critical to the development of full public safety

profiles is being collected. Future public opinion polls should take special care to include the opinions of the rural Native villages rather than relying on the attitudes of residents of commercial centers located in rural regions of the state.

Further, any automated data processing system implemented for statewide use should be designed to ensure appropriate equitable attention to the rural villages of the state.

SUGGESTION # 3: Alaska Criminal Justice Agencies should formally provide for operative policy differentials and variations that are appropriate for the various regions of the state.

Comments on Suggestion If one accepts the conclusion of this study that there are substantial differences among the regions, communities and people of the state, then it is reasonable to assume that justice agencies serving in different regions should have the flexibility to respond with different approaches. This is not to say that no statewide policies are needed - they certainly are. However, statewide policies of justice agencies should not impinge upon the possibility of generating regional policies. Further, a mechanism for generating regional policies should be established.

While some agencies already show concern for this area, it needs more attention. The survey provided evidence that agents of the state justice agencies sometimes appear to respond only to distant authority rather than local people being served. Local units of state justice agencies should be given the formal autonomy to develop sounder interfaces of their operations with local communities.

Further, arrangements should be made to provide local communities with a higher degree of control over the state justice policies and operations affecting them. In some instances changes in organizational arrangements will be needed to establish appropriate conditions for greater participation in policy design by local communities. In many instances officials of state agencies will have to make more concerted efforts to deal directly with local communities and their leaders.

Law and Enforcement

A number of facts concerning laws and their enforcement were identified by this study. First, most village officials indicated they have less than complete understanding of the concepts of formal law and the Alaska legal system and they expressed a desire for opportunities to learn more about this area. Second, the crime related ordinances that have been enacted in most communities could be improved and many village officials indicated an interest in receiving assistance with efforts to upgrade them. Third, the majority of the interviewees in local communities felt that criminal justice agents assigned to serve their communities did not understand the traditional practices and social control methods of local people and, consequently, one could conclude that law enforcement practices of these agents do not always appropriately accommodate the community behavior control methods. For example, the superior court should inquire of a village in every case when a person from a village is released on

his own recognizance whether a restrictive order is necessary relating to the subsequent behavior or contacts of the person released or, in some cases, banning him from returning to the community.

There are several logical courses of action which might result in improvements regarding these areas.

SUGGESTION # 4: Law administering units serving each rural region of the state should organize a cooperative effort to provide educational and ordinance drafting services to those communities in their geographic area of responsibility where such services are desired. Further, a manual containing the national and state constitutions, and especially pertinent Alaska Statutes should be prepared and provided to the officials of each rural community.

Comments on Suggestion These suggestions would serve the dual purpose of assisting the Native communities and of providing further training for attorneys in the traditional practices of the Natives of the region with responsibilities in the villages. The ordinances drafted for communities should not only be consistent with constitutional requirements but also reflect the traditional practices of the Natives of each village. We are aware that some concerted efforts at drafting ordinances, have taken place, but they do not appear to have come close to covering the area.

SUGGESTION # 5: Units of the criminal justice system serving rural communities should conduct an assessment of the social control practices of the Native communities in their areas, identify conflict between the Native practices and their own operating procedures, and attempt where appropriate to initiate changes which will resolve those conflicts.

Comments on Suggestion An example of the type of community practice which should be assessed is the practice of trials by city councils and community meetings. Such arrangements may be extra-legal, but they may also be very useful. Steps should be taken to give such practices an adequate legal context.

Personnel Practices

The study provided evidence of a feeling among the interviewees that Alaska justice personnel do not adequately understand the practices and problems of Native communities. Further, the development of an understanding is hampered by an absence of communication between the justice officials and the local community residents. There are a number of feasible alternatives for changing these situations.

SUGGESTION # 6: Alaska justice agencies should initiate steps which would result in a higher proportion of their employees being Alaska Natives. Further, the primary focus of these affirmative action efforts should be on ensuring that Alaska Natives are placed in policy level and professional positions.

Comments on Suggestion Minority representation in justice agencies increases the organizational ability to understand and relate to clients. It results in improvements in the attitudes and level of confidence of minorities in the organizations. It is important that justice agencies not only provide fair treatment to clients but that they also appear as just.

The high regard which most of the communities had for magistrates is an indication of the improvements which accrue

from organizing to include minority membership,

It is not sufficient, however, to place minority members in powerless, unimportant positions in justice organizations. Provisions must be made to obtain their services in policy making and professional positions even if that means creating unique positions such as magistrates where use can be made of the skills and knowledge about rural Alaska which these people possess.

SUGGESTION # 7: All Alaska justice agencies should take steps to ensure that employees receive training which will give them a sound understanding of Native cultures, traditions, and problems.

SUGGESTION # 8: Alaska justice agency employees who are assigned to provide services to rural communities should, as part of their orientation, be introduced to the communities they will be serving prior to assuming their responsibilities.

Comments on Suggestions The people in the communities have a right to meet the justice people who will be assisting them. Such a meeting will provide the state officials with a better understanding of the people and a foundation for service. The justice officials should be expected periodically to visit the communities within their area of responsibility to maintain communications.

Public Safety Services

The study contains considerable information concerning the problems created by the absence of a cash economy in the rural communities of the state. Primary among these are the inadequate arrangements in some communities for receiving essential protection or assistance in an emergency. This is followed by the inability to provide essential facilities and

supplies which are needed to support public safety services.

SUGGESTION # 9: The Criminal Justice Planning Agency and the Office of Tele-communications should initiate steps to evaluate and improve the emergency communications between rural Native communities and emergency response units such as the Alaska State Troopers.

Comments on Suggestion The recently completed communications study made reference to some of the problems in the communication arrangements between the villages and the regional service centers, but the extent of the problem does not seem to have been adequately identified nor have solutions been proposed. This suggestion is one of the most critical in terms of potential for providing rural residents with fundamental protection of life and limb.

SUGGESTION #10: Cooperative efforts by the Criminal Justice Planning Agency, state departments, and local communities to reorganize structures, jobs, and procedures; and develop methods for providing higher service levels and greater human services and public safety support in the rural areas of the state should be intensified.

Comments on Suggestion One problem illustrated by workload data accumulated during the survey lies in the fact that rural villages - despite higher per capita human and justice needs - are so small that the number of justice and public safety related activities which must be performed is very low. For example, the average village had about 100 criminal matters that needed attention in the year preceding the study. This means there is insufficient work to justify a full-time police officer, probation officer, lawyer, and magistrate in each community.

Normally such a situation is addressed by use of one of three management options: (1) Part-time personnel can

be retained in each of the specialty areas for enough time to handle the workloads. This method has been used in rural areas, but it is difficult to keep people with the required specialized competencies for the low remuneration provided on a part-time basis. (2) The territorial area of responsibilities can be expanded to provide enough workload to justify full-time specialists stationed at a regional location. This approach is presently the method most frequently used by state agencies in rural areas of Alaska. The distances between rural communities, however, are so great that travel consumes excessive amounts of time and resources, consequently the specialists tend to remain at their home stations and service in the individual communities suffers. (3) The traditional patterns of specialization can be reconsidered and responsibilities recombined to form new jobs for which there is sufficient work in a village to justify the full-time efforts of one or more persons. This approach has been used by the North Slope Borough for the creation of Public Safety Officer positions that have police, fire, and emergency medical responsibilities rather than simply police responsibilities.

The same approach could be used by the state to combine and decentralize state responsibilities into jobs for rural communities. For example, new community positions could be created by combining such responsibilities as police, legal, correctional, welfare, and emergency medical functions which the state has a duty to provide for all communities. Such an arrangement would serve to reduce the size of central and

regionally based state staffs and provide one or more people in each community to perform needed state functions. The present level of services to individual communities should be improved at the same or less cost for the state.

The Department of Public Safety has moved in this direction of job expansion with the public safety officer concept, and is cooperating with other state criminal justice, human service, and planning agencies on another project which could result in other job arrangement options. These efforts would be increased under this recommendation.

Suggestion #11: The Department of Public Safety should take steps to develop additional methods for assisting subsistence communities with materials, equipment, and staff support.

Comments on Suggestion The need for public safety supplies, equipment, training, advice, and personnel is critical in some communities that simply do not have the financial means to provide for themselves. The Department of Public Safety could, for a relatively small cost, provide some of these items such as records, materials and supplies. In other cases, the Department might engage in volume buying and pass the savings on to villages. Public safety personnel assigned to rural areas should be trained to provide, as a part of their normal responsibilities, training for village officers.

Detention and Release Practices

The communities have legitimate concerns about their own detention arrangements for dangerous or uncontrollable deviants. They also have a legitimate problem concerning inadequate information about people who have been processed

by state courts and corrections. These situations should be addressed.

SUGGESTION #12: The Corrections Master Planning project should place particular effort on evaluating the temporary detention and offender correction situations as they affect rural villages and communities such as those that were the subject of this study. The plans should include methods for most effectively and completely meeting the needs of these communities from the capital funds that will be available for corrections.

Comments on Suggestion Many citizens in rural communities supported the recent public safety bond issue with the understanding that it would help to solve their detention facility problems. Their needs in this area are great and must not be overlooked in these planning and reorganizing processes.

SUGGESTION #13: The Alaska Court System and the Division of Corrections should establish procedures to ensure that village officials and police officers are notified of changes in status and case dispositions of persons accused of crimes, convicted, or released who may be returning to their communities.

Comments on Suggestion The methods established should give the communities information they need to deal with people who may repeat misbehavior upon returning to the community. With such information the community officials could assist corrections by advising on the conduct of probationers and parolees. Further, corrections could use the opportunity for improving communications with the communities.

Alcohol and Drugs

This study provides additional evidence of the widely endorsed notion of a relationship between alcohol consumption and village crime. Suggestions concerning control of the

problem ranged from closing the village airport to providing village police with authority to confiscate aircraft carrying illegal alcoholic beverages. The matter is a serious one that has been the subject of concern in Alaska for nearly a century, and nothing obtained from this survey provides a basis for recommending a solution.

Drug use by the young people in villages seems to be a growing problem, and as with the alcohol problem, this study provides no basis for recommendations.

APPENDIX A

Alaska Village Summary (Partial)

ALASKAN VILLAGE SUMMARY (PARTIAL)

VILLAGE	THE PEOPLE												CRIME—LAW ENFORCEMENT						VILLAGE CJS NEEDS							
	POPULATION	GOVT. FORM	SUBSIST.	JOB	WELFARE	LAND CLAIMS	IND.	ALEUT.	ESK.	ANG.	ASIAN	OTHER	CRIME RATE	POLICE		POLICE /CAPITA	OFFICE	'77 CELLS	1977 EXPEND.	EDUCAT.- TRAIN	RADIO- PHONE	FUNDS	FACIL.	MORE STAFF	STIFF SENTENCE	OTHER
Akolmiut	C	608	2nd Class	90%	7%	2%			X				0	4	0		0	2								1
Ambler	N	225	2nd Class	69	25	6			X	X		X	1,553	1	0	1:225	0	0	\$21,143		1					
Anaktouvak	AS	170	Uninc				X		X				12,552	2	0	1: 85						1			2	
Angoon	S	400	2nd Class	65	13	17	X			X			0	3	1	1:100	1	2							1	
Anvick	D	87	2nd Class	20	27	7	X	X		X			10,345	0	0		0	0								
Eagle Village	D	80	Other						X					0	0		0	0	12,000							
Eek	C	195	2nd Class	90	4	6	0	X	X	X			0	3	0		1	2			2	1				
Egegik	BB	150	Uninc	0	1	2	0			X				2	0	1: 75	1	1								
Emmonak	C	524	2nd Class	90	4	1	0							3	0		1	2						1		
Fort Yukon	D	639	2nd Class	45	10	45	0						5,008	3	1	1:160	1	1								
Galena	D	650	1st Class	5	60	4	0						4,508	1	0	1:650	1	2				2		1	3	
Gambell	BS	422	2nd Class	50	25	25	0			X				1	0	1:422	1	2	20,766							
Goodnews Bay	C	248	2nd Class	90	6	3	0			X			2,823	2	0		1	3		1		2				
Grayling	D	167	2nd Class	62	12	25	1	X			X		599	1	0		0	0					1	2		
Holy Cross	D	380	2nd Class	60	10	30	0	X		X	X		1,578	0	0											
Hooper Bay	C	620	2nd Class	70	15	10	0			X	X		2,580	4	1	1:124	1	2	54,725		2			3		1
King Salmon	BB	1,300	2nd Class	5	40	15	0		X				1,462	0	0		1	1								
Kivalina	N	251	2nd Class										797	2	0	1:126										
Manakotak	BB	230	2nd Class	0	5	5	0			X	X		3,044	2	0	1:115		1	13,100							
Mekoryuk	C	192	2nd Class	20	10	10	40				X		521	1	0		1	1								

*SWORN PERSONNEL—OTHER PERSONNEL

ALASKAN VILLAGE SUMMARY (PARTIAL)

VILLAGE	THE PEOPLE											CRIME—LAW ENFORCEMENT						VILLAGE CJS NEEDS								
	POPULATION	GOVT. FORM	SUBSIST.	JOB	WELFARE	LAND CLAIMS	IND.	ALEUT.	ESK.	ANG.	ASIAN	OTHER	CRIME RATE	POLICE		POLICE /CAPITA	OFFICE	JAIL CELLS	1977 EXPEND.	EDUCAT.- TRAIN	RADIO- PHONE	FUNDS	FACIL.	MORE STAFF	STIFF SENTENCE	OTHER
Minto	D	200	Uninc																							
Napaklak	C	276	2nd Class	80	4	16	0			X	X		724	3	0		1	2		2	1					
Hoonah	S	748	1st Class										3,075	3	3	1:125	1	2			2				1	
Nenana	D	518	1st Class	2	5	40	40	X					4,655	1	0	1:518									2	1
Noatak	N	262	Other	10	10	20	0			X				2	0	1:131	0	0								
Nondalton	BB	260	2nd Class	71	15	7	0	X			X			2	0	1:130	0	0								1
Noorvik	N	527	2nd Class										3,055	2	1		1	2		1	2					
Northway	D	214	Other	10	10	60	0	X			X	X	11,682	2	0	1:107	1	0								
Nulato	D	314	2nd Class	60	3	25	0				X			0	0		0	0				2			1	
Point Hope	AS	400	2nd Class	30	29	5	0			X	X	X	3,000	2	0	1:200	1	1		20,200	1					
Quinhagak	C	395	2nd Class	80	8	10	0			X	X			5	0		1	2								
Ruby	D	149	Uninc	0	0	0	0																			
Savoonga	BS	414	2nd Class	0	0	0	0						724	2	0		1	2								
Selawik	N	604	2nd Class	50	21	10	0			X	X			5	1	1:101	1	3							1	
Shageluk	D	265	2nd Class	60	10	10	0	X			X															
Shishmaref	BS	521	2nd Class	99	0	0	0			X	X			3	0		0	0								
Shungnak	N	74	2nd Class	0	3	5	0			X	X			3	0	1:25		2								
St. Michael	BS	283	2nd Class	0	15	25	0		X	X	X		707	1	0	1:283	1	0		23,000	1		2			
Stevens Village	D	70	Other	98	0	2	0	X			X															
Tanana	D	499	2nd Class																							

*SWORN PERSONNEL—OTHER PERSONNEL

ALASKAN VILLAGE SUMMARY (PARTIAL)

VILLAGE	THE PEOPLE												CRIME—LAW ENFORCEMENT						VILLAGE CJS NEEDS								
	POPULATION	GOVT. FORM	SUBSIST.	JOB	WELFARE	LAND CLAIMS	IND.	ALEUT.	ESK.	ANG.	ASIAN	OTHER	CRIME RATE	POLICE		POLICE /CAPITA	OFFICE	JAIL CELLS	1977 EXPEND.	EDUCAT.- TRAIN	RADIO- PHONE	FUNDS	FACIL.	MORE STAFF	STIFF SENTENCE	OTHER	
														*SWN.	OTH.												
Tetlin	D	145	Other	98	2	0	0			X									13,111								
Togiak	BB	419	2nd Class	27	5	5	0	X	X	X			3,103	4	0	1:105	1	1	24,775								
Toksook	C	298	2nd Class	65	10	15	0	X	X	X		X	0	3	0	1:100	0	0	43,000								
Tununak	C	291	2nd Class	75	12	10	0		X	X			687	2	0		0	2									
Unalakleet	BS	630	1st Class										1,111	2	4		1						2			1	
Venetie	D	150	Other	90	10	0	0	X					1,553	1	0	1:150			13,000								
Wales	BS	130	2nd Class	95	5	0	0		X	X			0	0		0	0										
Kake	S	679	1st Class	20	25	0	0						1,051	1	0	1:679	0	3			1	2					
Metlakatla	S	1051	Res											5	7		1	4							1		
Hydaburg	S	214	1st Class																40,720								
Tok	D	214	Other																								
St. Marys	C	415	1st Class	25	45	15	0	X	X	X			0	1	0		1	2	235,000								
Kwethluk	C	415	2nd Class	59	11	20	0		X	X				2	0		1	7	26,993							1	
Kipnuk	C	579	Other	99	0	0	0		X	X			0	2	0		1	0	10,000								
Cheformak	C	182	2nd Class	99	0	0	0		X	X			0	2	0		0	0	17,800								
Napaskiak	C	210	2nd Class																5,000								
State Averages		363	2nd Class	50	18	12	2									1:103			62,115	4	3	6	5	7	2	1	
State Totals		20,353											96	18			26	58									

*SWORN PERSONNEL—OTHER PERSONNEL

APPENDIX B

Profile of Alaskan Villages:
Statewide Averages and Totals

PROFILE OF ALASKAN VILLAGES

THE PEOPLE					COMMUNITY DEVELOPMENT					TRANSPORTATION					PUBLIC SERVICES																																																																																																																																																																																																																																																																								
*1. POPULATION 1978 363 *2. GOVERNMENT Second Class *3. MEANS OF LIVELIHOOD <table border="1"> <thead> <tr> <th></th> <th>1968</th> <th>1978</th> <th>CHANGE</th> </tr> </thead> <tbody> <tr><td>A. SUBSISTENCE</td><td>65</td><td>50</td><td>-15</td></tr> <tr><td>B. JOB (PRIVATE)</td><td>4</td><td>2</td><td>-2</td></tr> <tr><td>C. JOB (GOVERNMENT)</td><td>6</td><td>16</td><td>+10</td></tr> <tr><td>D. LAND CLAIMS</td><td></td><td>2</td><td></td></tr> <tr><td>E. WELFARE</td><td>10</td><td>12</td><td>+2</td></tr> <tr><td>F. OTHER</td><td>13</td><td>13</td><td></td></tr> <tr><td>G. NO MEANS</td><td>2</td><td>3</td><td>+1</td></tr> </tbody> </table>						1968	1978	CHANGE	A. SUBSISTENCE	65	50	-15	B. JOB (PRIVATE)	4	2	-2	C. JOB (GOVERNMENT)	6	16	+10	D. LAND CLAIMS		2		E. WELFARE	10	12	+2	F. OTHER	13	13		G. NO MEANS	2	3	+1	1. SINGLE FAMILY HOMES 64 2. MULTIPLE FAMILY DWELLINGS 5 3. RETAIL STORES 3 4. GOVERNMENT BUILDINGS 7 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 2 6. OTHER 3					A. COMMERCIAL <table border="1"> <tbody> <tr><td>1. COMMERCIAL AIR SERVICE</td><td>19</td></tr> <tr><td>2. CHARTER AIR SERVICE</td><td>11</td></tr> <tr><td>3. SCHEDULED WATER SERVICE</td><td>8</td></tr> <tr><td>4. PRIVATE</td><td>7</td></tr> <tr><td>5. OTHER</td><td>3</td></tr> </tbody> </table> *B. PERSONAL <table border="1"> <tbody> <tr><td>A. CARS/TRUCKS</td><td>36</td></tr> <tr><td>B. AIRPLANES</td><td>4</td></tr> <tr><td>C. BOATS</td><td>57</td></tr> <tr><td>D. TWO WHEEL VEHICLES</td><td>20</td></tr> <tr><td>E. SNOW MACHINES</td><td>65</td></tr> <tr><td>F. ALL TERRAIN</td><td>8</td></tr> </tbody> </table>					1. COMMERCIAL AIR SERVICE	19	2. CHARTER AIR SERVICE	11	3. SCHEDULED WATER SERVICE	8	4. PRIVATE	7	5. OTHER	3	A. CARS/TRUCKS	36	B. AIRPLANES	4	C. BOATS	57	D. TWO WHEEL VEHICLES	20	E. SNOW MACHINES	65	F. ALL TERRAIN	8	<table border="1"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr><td>1. PUBLIC WATER</td><td>18</td><td>6</td><td>1</td><td>17</td><td></td></tr> <tr><td>2. SEWER</td><td>31</td><td>2</td><td></td><td>11</td><td></td></tr> <tr><td>3. GARBAGE REMOVAL</td><td>25</td><td>1</td><td>1</td><td>14</td><td>2</td></tr> <tr><td>4. ELECTRICITY</td><td>5</td><td>4</td><td>3</td><td>14</td><td>20</td></tr> <tr><td>5. FIRE FIGHTING</td><td>27</td><td>1</td><td></td><td>14</td><td>3</td></tr> <tr><td>6. FUEL</td><td>13</td><td>1</td><td></td><td>10</td><td>21</td></tr> <tr><td>7. MEDICAL CARE</td><td>0</td><td>16</td><td>7</td><td>19</td><td></td></tr> <tr><td>8. SCHOOLS</td><td>0</td><td>12</td><td>21</td><td>7</td><td>2</td></tr> <tr><td>9. TELEPHONE—RADIO</td><td>1</td><td>5</td><td>1</td><td>4</td><td>27</td></tr> <tr><td>10. AMBULANCE</td><td>36</td><td>2</td><td>1</td><td>1</td><td>4</td></tr> <tr><td>11. MENTAL HEALTH</td><td>36</td><td>2</td><td>5</td><td>1</td><td></td></tr> <tr><td>12. POLICE SERVICE</td><td>11</td><td></td><td>4</td><td>28</td><td></td></tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER	18	6	1	17		2. SEWER	31	2		11		3. GARBAGE REMOVAL	25	1	1	14	2	4. ELECTRICITY	5	4	3	14	20	5. FIRE FIGHTING	27	1		14	3	6. FUEL	13	1		10	21	7. MEDICAL CARE	0	16	7	19		8. SCHOOLS	0	12	21	7	2	9. TELEPHONE—RADIO	1	5	1	4	27	10. AMBULANCE	36	2	1	1	4	11. MENTAL HEALTH	36	2	5	1		12. POLICE SERVICE	11		4	28																																																																																																																																	
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9. TELEPHONE—RADIO	1	5	1	4	27																																																																																																																																																																																																																																																																																		
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APPENDIX C

Profile of Alaskan Villages
by Native Region

Arctic Slope

Bering Straits

Bristol Bay

Calista

Doyon

Nana

Sealaska

PROFILE OF ALASKAN VILLAGES

THE PEOPLE				COMMUNITY DEVELOPMENT				TRANSPORTATION				PUBLIC SERVICES																																																																																																																		
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CRIME TYPE	NO. 1977	RATE*	STATE RATE	POLICE FORCE	FULL TIME	VOLUN.	NATIVE	NON NATIVE	POLICE PER CAPITA	ITEM	NO.	COND.*	ITEM	NO.	COND.	SERVICE	GOOD	OKAY	NEEDS IMP.	NOT GOOD	NOT AVAIL.																																																																																																									
1. HOMICIDE	0	0	10.8	POLICE MANAGER	0	0	0	0		1. OFFICE	1	Fair	10. HAND GUNS	2	Good	1. LOCAL POLICE			1		1																																																																																																									
2. RAPE	0	0	56.1	SUPERVISOR	1	0	0	1		2. JAIL CELL	2	Poor	11. LONG GUNS			2. TROOPER			1		1																																																																																																									
3. ROBBERY	11	1929.8	96.8	OFFICERS	2	0	3	0		3. RADIOS	2	Good	12. HANDCUFFS	4	Good	3. FISH AND GAME			1																																																																																																											
4. AGG. ASSAULT	1	175.4	284.0	DISPATCHER	0	0	0	0		4. RECORDS FILE	35	Good	13. SNOW MACH.			4. MAGISTRATE	1																																																																																																													
5. BURGLARY	12	2105.3	1331.7	CLERK/SECTY.	0	0	0	0		5. REPORT			14. BOAT			5. VILLAGE COUNCIL																																																																																																														
6. LARCENY	3	526.3	3369.8	OTHER	0	0	0	0		6. CAR/TRUCK			15. AIRPLANE			6. PROSECUTION		1																																																																																																												
7. VEHICLE THEFT	6	1052.6	753.3	TOTAL	3	0	3	1	1:143	7. FIRST AID KITS			16. BULLETS			7. LEGAL DEFENSE	1																																																																																																													
8. SIMPLE ASSAULT	14			SOURCES OF 1978 JUSTICE REVENUE *						8. FIRE EXT.	1	Poor	17. DOG KENNEL			8. PROBATION	1																																																																																																													
9. ARSON	0			REVENUE SHARING \$ _____ STATE BUDGET \$ 10,000						9. UNIFORMS	6	Good				9. LOCAL JAIL					1																																																																																																									
10. VANDALISM	3			FEDERAL GRANTS _____ LOCAL BUDGET _____						*Average				10. MEDICAL SERV.	1		1																																																																																																													
11. PROSTITUTION	0			FEDERAL BUDGET _____ MISC. _____										11. EDUCATION SERV.	2																																																																																																															
12. SEX CRIMES	0			TOTAL \$ 10,000										12. FIRE PROTECT.			1			1																																																																																																										
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PROFILE OF ALASKAN VILLAGES

THE PEOPLE					COMMUNITY DEVELOPMENT					TRANSPORTATION					PUBLIC SERVICES																																																																																																																																																																																																																																																														
*1. POPULATION 1978 367 *2. GOVERNMENT Second Class *3. MEANS OF LIVELIHOOD <table border="1"> <thead> <tr> <th></th> <th>1958</th> <th>1978</th> <th>CHANGE</th> </tr> </thead> <tbody> <tr> <td>A. SUBSISTENCE</td> <td>75%</td> <td>50%</td> <td>-25</td> </tr> <tr> <td>B. JOB (PRIVATE)</td> <td>2</td> <td>7</td> <td>+ 5</td> </tr> <tr> <td>C. JOB (GOVERNMENT)</td> <td>5</td> <td>26</td> <td>+21</td> </tr> <tr> <td>D. LAND CLAIMS</td> <td></td> <td>0</td> <td></td> </tr> <tr> <td>E. WELFARE</td> <td>17</td> <td>17</td> <td></td> </tr> <tr> <td>F. OTHER</td> <td>0</td> <td>0</td> <td></td> </tr> <tr> <td>G. NO MEANS</td> <td>1</td> <td>0</td> <td>- 1</td> </tr> </tbody> </table>						1958	1978	CHANGE	A. SUBSISTENCE	75%	50%	-25	B. JOB (PRIVATE)	2	7	+ 5	C. JOB (GOVERNMENT)	5	26	+21	D. LAND CLAIMS		0		E. WELFARE	17	17		F. OTHER	0	0		G. NO MEANS	1	0	- 1	1. SINGLE FAMILY HOMES 61 ** 2. MULTIPLE FAMILY DWELLINGS 5 3. RETAIL STORES 3 4. GOVERNMENT BUILDINGS 3 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 1 6. OTHER 2 * Average					A. COMMERCIAL 1. COMMERCIAL AIR SERVICE 1 2. CHARTER AIR SERVICE 3. SCHEDULED WATER SERVICE 1 4. PRIVATE 5. OTHER B. PERSONAL A. CARS/TRUCKS 1 B. AIRPLANES 1 C. BOATS 51 D. TWO WHEEL VEHICLES 5 E. SNOW MACHINES 83 F. ALL TERRAIN 16					<table border="1"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr> <td>1. PUBLIC WATER</td> <td></td> <td>2</td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>2. SEWER</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>3. GARBAGE REMOVAL</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>4. ELECTRICITY</td> <td></td> <td>1</td> <td></td> <td>1</td> <td>1</td> </tr> <tr> <td>5. FIRE FIGHTING</td> <td>2</td> <td></td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>6. FUEL</td> <td>1</td> <td></td> <td></td> <td></td> <td>2</td> </tr> <tr> <td>7. MEDICAL CARE</td> <td></td> <td>1</td> <td></td> <td>2</td> <td></td> </tr> <tr> <td>8. SCHOOLS</td> <td></td> <td>2</td> <td>1</td> <td></td> <td></td> </tr> <tr> <td>9. TELEPHONE—RADIO</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> </tr> <tr> <td>10. AMBULANCE</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>11. MENTAL HEALTH</td> <td>1</td> <td>1</td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>12. POLICE SERVICE</td> <td></td> <td></td> <td></td> <td>3</td> <td></td> </tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER		2		1		2. SEWER	3					3. GARBAGE REMOVAL	3					4. ELECTRICITY		1		1	1	5. FIRE FIGHTING	2			1		6. FUEL	1				2	7. MEDICAL CARE		1		2		8. SCHOOLS		2	1			9. TELEPHONE—RADIO					3	10. AMBULANCE	3					11. MENTAL HEALTH	1	1		1		12. POLICE SERVICE				3																																																																																																																																													
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PROFILE OF ALASKAN VILLAGES

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2. RAPE	0	0	56.1		SUPERVISOR	1	0	3	0		2. JAIL CELL	3	Poor	11. LONG GUNS	1	Good	2. TROOPER	1	2	2																																																																																																													
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6. LARCENY	10	513.1	3,369.8		OTHER	0	0	0	0		6. CAR/TRUCK	1	Good	15. AIRPLANE	2	Good	6. PROSECUTION			1	1	2																																																																																																											
7. VEHICLE THEFT	2	102.6	753.3		TOTAL	2	0	10	0	1:236	7. FIRST AID KITS	2	Good	16. BULLETS	0		7. LEGAL DEFENSE					3																																																																																																											
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CAUSES	STRONG	IMPT.	WEAK	NOT	TYPE OF NEEDS *	RANKING	AGENCY *	ACTUAL VISITS (1977)	PREFERRED FREQUENCY	ACTIVITY *	TIMES (1977)	ACTIVITY	TIMES (1977)																																																																																																																				
1. ALCOHOL	3		1		1. EDUCATION AND/OR TRAINING		STATE TROOPER	4	14	1. FAMILY FIGHTS	5	15. ANIMAL CONTROL																																																																																																																					
2. DRUGS	1		3		2. RADIO/TELEPHONE COMMUNICATION		LOCAL POLICE		14	2. NON FAMILY FIGHTS	8	16. TRANSPORTATION	3																																																																																																																				
3. POOR PHYSICAL HEALTH			4		3. MORE FUNDING		LEGAL AID		14	3. FELONY INVEST.	6	17. GUARD PRISONERS	2																																																																																																																				
4. POOR MENTAL HEALTH			3	1	4. BETTER FACILITIES		DEFENSE ATTNY		14	4. VANDAL. INVEST.	9	18. WARNING PERSONS	6																																																																																																																				
5. LIVING CONDITIONS		1	1	1	5. MORE PERSONNEL		DISTRICT ATTNY		14	5. EMERGENCY MEDICAL	1	19. MAKING ARRESTS	5																																																																																																																				
6. LACK OF POLICE		2	2		6. HARSHER SENTENCES		MAGISTRATE		11	6. FIRE FIGHTING	1	20. ASST. OTHER POLICE	6																																																																																																																				
7. LACK OF JUDGES			2	2	7. OTHER	1	OTHER JUDGE		12	7. FISH & GAME	45	21. OTHER																																																																																																																					
8. LACK OF LAWYERS	1		2	1			PROB/PAROLE OFF.		12	8. MESSAGES	5																																																																																																																						
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PROFILE OF ALASKAN VILLAGES

THE PEOPLE				COMMUNITY DEVELOPMENT				TRANSPORTATION				PUBLIC SERVICES																																																																																																																																																																																																																																																																																
* 1. POPULATION 1978 363 * 2. GOVERNMENT Second Class * 3. MEANS OF LIVELIHOOD 1968 1978 CHANGE A. SUBSISTENCE 85 74 -11 B. JOB (PRIVATE) 2 4 +2 C. JOB (GOVERNMENT) 3 8 +5 D. LAND CLAIMS 3 3 +3 E. WELFARE 6 8 +2 F. OTHER 1 1 G. NO MEANS 2 3 +1 4. RACIAL CHARACTERISTICS A. INDIAN <input type="checkbox"/> D. ANGLO <input type="checkbox"/> B. ALEUTS <input type="checkbox"/> E. ASIAN <input type="checkbox"/> C. ESKIMO <input type="checkbox"/> F. OTHER <input type="checkbox"/> *AVERAGE				1. SINGLE FAMILY HOMES 57 * 2. MULTIPLE FAMILY DWELLINGS 1 3. RETAIL STORES 3 4. GOVERNMENT BUILDINGS 6 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 3 6. OTHER 2 *AVERAGE				A. COMMERCIAL 1. COMMERCIAL AIR SERVICE 9 2. CHARTER AIR SERVICE 7 3. SCHEDULED WATER SERVICE 2 4. PRIVATE 4 5. OTHER *B. PERSONAL A. CARS/TRUCKS 6 B. AIRPLANES 2 C. BOATS 78 D. TWO WHEEL VEHICLES 3 E. SNOW MACHINES 111 F. ALL TERRAIN 4 *AVERAGE				<table border="1"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr><td>1. PUBLIC WATER</td><td>7</td><td>2</td><td></td><td>5</td><td></td></tr> <tr><td>2. SEWER</td><td>11</td><td>1</td><td></td><td>2</td><td></td></tr> <tr><td>3. GARBAGE REMOVAL</td><td>11</td><td></td><td></td><td>3</td><td></td></tr> <tr><td>4. ELECTRICITY</td><td></td><td>3</td><td>2</td><td>5</td><td>4</td></tr> <tr><td>5. FIRE FIGHTING</td><td>6</td><td></td><td></td><td>7</td><td></td></tr> <tr><td>6. FUEL</td><td>1</td><td>1</td><td></td><td>8</td><td>4</td></tr> <tr><td>7. MEDICAL CARE</td><td></td><td>6</td><td>1</td><td>6</td><td></td></tr> <tr><td>8. SCHOOLS</td><td></td><td>7</td><td>5</td><td></td><td></td></tr> <tr><td>9. TELEPHONE—RADIO</td><td></td><td>3</td><td>2</td><td></td><td>7</td></tr> <tr><td>10. AMBULANCE</td><td>12</td><td></td><td></td><td></td><td>2</td></tr> <tr><td>11. MENTAL HEALTH</td><td>13</td><td></td><td></td><td></td><td></td></tr> <tr><td>12. POLICE SERVICE</td><td>1</td><td></td><td></td><td>11</td><td></td></tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER	7	2		5		2. SEWER	11	1		2		3. GARBAGE REMOVAL	11			3		4. ELECTRICITY		3	2	5	4	5. FIRE FIGHTING	6			7		6. FUEL	1	1		8	4	7. MEDICAL CARE		6	1	6		8. SCHOOLS		7	5			9. TELEPHONE—RADIO		3	2		7	10. AMBULANCE	12				2	11. MENTAL HEALTH	13					12. POLICE SERVICE	1			11																																																																																																																																																																																															
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NATIVE	NON NATIVE	POLICE PER CAPITA	POLICE MANAGER	5	0	6	0		SUPERVISOR	3	0	3	0		OFFICERS	14	1	28	0		DISPATCHER	0	0	0	0		CLERK/SECTY.	0	0	1	0		OTHER	0	0	0	0		TOTAL	22	1	38	0	1.137		REVENUE SHARING \$	STATE BUDGET \$	FEDERAL GRANTS	26,376	5,853	FEDERAL BUDGET	12,667	5,591	FEDERAL BUDGET	2,590	11,147	MISC.			TOTAL	\$64,587		<table border="1"> <thead> <tr> <th>ITEM</th> <th>NO.</th> <th>COND.</th> <th>ITEM</th> <th>NO.</th> <th>COND.</th> </tr> </thead> <tbody> <tr><td>1. OFFICE</td><td>10</td><td>Good</td><td>10. HAND GUNS</td><td>10</td><td>Good</td></tr> <tr><td>2. JAIL CELL</td><td>28</td><td>Fair</td><td>11. LONG GUNS</td><td>1</td><td>Good</td></tr> <tr><td>3. RADIOS</td><td>8</td><td>Good</td><td>12. HANDCUFFS</td><td>39</td><td>Good</td></tr> <tr><td>4. RECORDS FILE</td><td>10</td><td>Good</td><td>13. SNOW MACH.</td><td>4</td><td>Good</td></tr> <tr><td>5. REPORT FORMS</td><td></td><td></td><td>14. BOAT</td><td>4</td><td>Good</td></tr> <tr><td>6. 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PROFILE OF ALASKAN VILLAGES

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*1. POPULATION 1978 27. *2. GOVERNMENT *3. MEANS OF LIVELIHOOD <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th>1968</th> <th>1978</th> <th>CHANGE</th> </tr> </thead> <tbody> <tr><td>A. SUBSISTENCE</td><td>67</td><td>47</td><td>-20</td></tr> <tr><td>B. JOB (PRIVATE)</td><td>6</td><td>3</td><td>-3</td></tr> <tr><td>C. JOB (GOVERNMENT)</td><td>3</td><td>9</td><td>+6</td></tr> <tr><td>D. LAND CLAIMS</td><td></td><td>3</td><td>+3</td></tr> <tr><td>E. WELFARE</td><td>12</td><td>19</td><td>+7</td></tr> <tr><td>F. OTHER</td><td>2</td><td>5</td><td>+3</td></tr> <tr><td>G. NO MEANS</td><td>2</td><td>5</td><td>+3</td></tr> </tbody> </table>					1968	1978	CHANGE	A. SUBSISTENCE	67	47	-20	B. JOB (PRIVATE)	6	3	-3	C. JOB (GOVERNMENT)	3	9	+6	D. LAND CLAIMS		3	+3	E. WELFARE	12	19	+7	F. OTHER	2	5	+3	G. NO MEANS	2	5	+3	1. SINGLE FAMILY HOMES 55* 2. MULTIPLE FAMILY DWELLINGS 8 3. RETAIL STORES 3 4. GOVERNMENT BUILDINGS 3 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 1 6. OTHER 2				A. COMMERCIAL 1. COMMERCIAL AIR SERVICE 7 2. CHARTER AIR SERVICE 1 3. SCHEDULED WATER SERVICE 3 4. PRIVATE 1 5. OTHER 1 * B. PERSONAL A. CARS/TRUCKS 60 B. AIRPLANES 5 C. BOATS 15 D. TWO WHEEL VEHICLES 21 E. SNOW MACHINES 68 F. ALL TERRAIN 12				<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr><td>1. PUBLIC WATER</td><td>6</td><td></td><td>1</td><td>5</td><td></td></tr> <tr><td>2. SEWER</td><td>10</td><td></td><td></td><td>3</td><td></td></tr> <tr><td>3. GARBAGE REMOVAL</td><td>8</td><td></td><td>1</td><td>1</td><td>1</td></tr> <tr><td>4. ELECTRICITY</td><td>2</td><td></td><td></td><td>5</td><td>5</td></tr> <tr><td>5. FIRE FIGHTING</td><td>11</td><td>1</td><td></td><td>1</td><td>1</td></tr> <tr><td>6. FUEL</td><td>7</td><td></td><td></td><td></td><td>6</td></tr> <tr><td>7. MEDICAL CARE</td><td></td><td>5</td><td>1</td><td>5</td><td></td></tr> <tr><td>8. SCHOOLS</td><td></td><td>2</td><td>7</td><td>3</td><td></td></tr> <tr><td>9. TELEPHONE—RADIO</td><td></td><td>1</td><td></td><td></td><td>8</td></tr> <tr><td>10. AMBULANCE</td><td>11</td><td></td><td></td><td>1</td><td>1</td></tr> <tr><td>11. MENTAL HEALTH</td><td>10</td><td></td><td>2</td><td></td><td></td></tr> <tr><td>12. POLICE SERVICE</td><td>10</td><td></td><td></td><td>2</td><td></td></tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER	6		1	5		2. SEWER	10			3		3. GARBAGE REMOVAL	8		1	1	1	4. ELECTRICITY	2			5	5	5. FIRE FIGHTING	11	1		1	1	6. FUEL	7				6	7. MEDICAL CARE		5	1	5		8. SCHOOLS		2	7	3		9. TELEPHONE—RADIO		1			8	10. AMBULANCE	11			1	1	11. MENTAL HEALTH	10		2			12. POLICE SERVICE	10			2																																																																																																																																													
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PROFILE OF ALASKAN VILLAGES

THE PEOPLE				COMMUNITY DEVELOPMENT				TRANSPORTATION				PUBLIC SERVICES																																																																																																																																						
*1. POPULATION 1978 324 *2. GOVERNMENT Second Class *3. MEANS OF LIVELIHOOD <table border="1"> <tr> <th></th> <th>1968</th> <th>1978</th> <th>CHANGE</th> </tr> <tr> <td>A. SUBSISTENCE</td> <td>34</td> <td>32</td> <td>-2</td> </tr> <tr> <td>B. JOB (PRIVATE)</td> <td>3</td> <td>4</td> <td>+1</td> </tr> <tr> <td>C. JOB (GOVERNMENT)</td> <td>3</td> <td>11</td> <td>+8</td> </tr> <tr> <td>D. LAND CLAIMS</td> <td></td> <td>0</td> <td></td> </tr> <tr> <td>E. WELFARE</td> <td>21</td> <td>10</td> <td>-11</td> </tr> <tr> <td>F. OTHER</td> <td>35</td> <td>38</td> <td>+3</td> </tr> <tr> <td>G. NO MEANS</td> <td>0</td> <td>0</td> <td></td> </tr> </table>					1968	1978	CHANGE	A. SUBSISTENCE	34	32	-2	B. JOB (PRIVATE)	3	4	+1	C. JOB (GOVERNMENT)	3	11	+8	D. LAND CLAIMS		0		E. WELFARE	21	10	-11	F. OTHER	35	38	+3	G. NO MEANS	0	0		1. SINGLE FAMILY HOMES 80* 2. MULTIPLE FAMILY DWELLINGS 0 3. RETAIL STORES 1 4. GOVERNMENT BUILDINGS 5 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 0 6. OTHER 3				A. COMMERCIAL <table border="1"> <tr> <td>1. COMMERCIAL AIR SERVICE</td> <td>2</td> </tr> <tr> <td>2. CHARTER AIR SERVICE</td> <td>2</td> </tr> <tr> <td>3. SCHEDULED WATER SERVICE</td> <td>1</td> </tr> <tr> <td>4. PRIVATE</td> <td>1</td> </tr> </table> *B. PERSONAL <table border="1"> <tr> <td>A. CARS/TRUCKS</td> <td>2</td> </tr> <tr> <td>B. AIRPLANES</td> <td>2</td> </tr> <tr> <td>C. BOATS</td> <td>40</td> </tr> <tr> <td>D. TWO WHEEL VEHICLES</td> <td>4</td> </tr> <tr> <td>E. SNOW MACHINES</td> <td>53</td> </tr> <tr> <td>F. ALL TERRAIN</td> <td>2</td> </tr> </table>				1. COMMERCIAL AIR SERVICE	2	2. CHARTER AIR SERVICE	2	3. SCHEDULED WATER SERVICE	1	4. PRIVATE	1	A. CARS/TRUCKS	2	B. AIRPLANES	2	C. BOATS	40	D. TWO WHEEL VEHICLES	4	E. SNOW MACHINES	53	F. ALL TERRAIN	2	<table border="1"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr> <td>1. PUBLIC WATER</td> <td>1</td> <td>1</td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>2. SEWER</td> <td>1</td> <td>1</td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>3. GARBAGE REMOVAL</td> <td>1</td> <td>1</td> <td></td> <td>1</td> <td></td> </tr> <tr> <td>4. ELECTRICITY</td> <td></td> <td></td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>5. FIRE FIGHTING</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>6. FUEL</td> <td></td> <td></td> <td></td> <td>2</td> <td>2</td> </tr> <tr> <td>7. MEDICAL CARE</td> <td></td> <td>1</td> <td>3</td> <td></td> <td></td> </tr> <tr> <td>8. SCHOOLS</td> <td></td> <td>1</td> <td>3</td> <td></td> <td></td> </tr> <tr> <td>9. TELEPHONE—RADIO</td> <td></td> <td></td> <td></td> <td>1</td> <td>3</td> </tr> <tr> <td>10. AMBULANCE</td> <td>2</td> <td></td> <td>1</td> <td></td> <td></td> </tr> <tr> <td>11. MENTAL HEALTH</td> <td>2</td> <td></td> <td>2</td> <td></td> <td></td> </tr> <tr> <td>12. POLICE SERVICE</td> <td></td> <td></td> <td></td> <td>4</td> <td></td> </tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER	1	1		1		2. SEWER	1	1		1		3. GARBAGE REMOVAL	1	1		1		4. ELECTRICITY			1	1	2	5. FIRE FIGHTING	3					6. FUEL				2	2	7. MEDICAL CARE		1	3			8. SCHOOLS		1	3			9. TELEPHONE—RADIO				1	3	10. AMBULANCE	2		1			11. MENTAL HEALTH	2		2			12. POLICE SERVICE				4	
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CRIME TYPE	NO. 1977	RATE*	STATE RATE	POLICE FORCE	FULL TIME	VOLUN.	NATIVE	NON NATIVE	POLICE PER CAPITA	ITEM	NO.	COND.*	ITEM	NO.	COND.	SERVICE	GOOD	OKAY	NEEDS IMP.	NOT GOOD	NOT AVAIL.																																																																																																																													
1. HOMICIDE	0	0	10.8	POLICE MANAGER	3	0	3	1		1. OFFICE	1	Good	10. HAND GUNS	1	Good	1. LOCAL POLICE	2	1	1	2																																																																																																																														
2. RAPE	4	398.8	51.6	SUPERVISOR	0	0	0	0		2. JAIL CELL	5	Good	11. LONG GUNS	0		2. TROOPER	4		1		1																																																																																																																													
3. ROBBERY	3	299.1	96.8	OFFICERS	9	1	10	1		3. RADIOS	0		12. HANDCUFFS	14	Good	3. FISH AND GAME	1	1	3	2																																																																																																																														
4. AGG. ASSAULT	3	299.1	284.0	DISPATCHER	1	0	1	0		4. RECORDS FILE	2	Good	13. SNOW MACH.	0		4. MAGISTRATE	2		1		3																																																																																																																													
5. BURGLARY	5	498.5	1331.7	CLERK/SECTY.	0	0	0	0		5. REPORT FORMS			14. BOAT	0		5. VILLAGE COUNCIL																																																																																																																																		
6. LARCENY	4	398.8	3369.8	OTHER	0	0	0	0		6. CAR/TRUCK	0		15. AIRPLANE	0		6. PROSECUTION	1		1		3																																																																																																																													
7. VEHICLE THEFT	2	199.4	753.3	TOTAL	13	1	14	2	1:121	7. FIRST AID KITS	0		16. BULLETS	60	Good	7. LEGAL DEFENSE	1		1	1	4																																																																																																																													
8. SIMPLE ASSAULT										8. FIRE EXT.	4	Good	17. DOG KENNEL	0		8. PROBATION	2		1		3																																																																																																																													
9. ARSON										9. UNIFORMS	5	Good				9. LOCAL JAIL		1	3		2																																																																																																																													
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12. SEX CRIMES																12. FIRE PROTECT.			1	1	5																																																																																																																													
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15. WIFE/CHILD ABUSE	3																																																																																																																																																	
* Per 100,000				SOURCES OF 1978 JUSTICE REVENUE * <table border="1"> <tr> <td>REVENUE SHARING</td> <td>\$ 6,455</td> <td>STATE BUDGET</td> <td>\$10,571</td> </tr> <tr> <td>FEDERAL GRANTS</td> <td></td> <td>LOCAL BUDGET</td> <td>1,800</td> </tr> <tr> <td>FEDERAL BUDGET</td> <td></td> <td>MISC.</td> <td></td> </tr> <tr> <td colspan="2"></td> <td>TOTAL</td> <td>\$18,826</td> </tr> </table>					REVENUE SHARING	\$ 6,455	STATE BUDGET	\$10,571	FEDERAL GRANTS		LOCAL BUDGET	1,800	FEDERAL BUDGET		MISC.				TOTAL	\$18,826	*AVERAGE					*AVERAGE					*AVERAGE																																																																																																															
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PROFILE OF ALASKAN VILLAGES

THE PEOPLE				COMMUNITY DEVELOPMENT				TRANSPORTATION				PUBLIC SERVICES																																																																																																																																																																																																																																																														
*1. POPULATION 1978 618 *2. GOVERNMENT First Class *3. MEANS OF LIVELIHOOD <table border="1"> <thead> <tr> <th></th> <th>1968</th> <th>1978</th> <th>CHANGE</th> </tr> </thead> <tbody> <tr> <td>A. SUBSISTENCE</td> <td>70</td> <td>42</td> <td>-28</td> </tr> <tr> <td>B. JOB (PRIVATE)</td> <td>3</td> <td>7</td> <td>+4</td> </tr> <tr> <td>C. JOB (GOVERNMENT)</td> <td>3</td> <td>11</td> <td>+8</td> </tr> <tr> <td>D. LAND CLAIMS</td> <td></td> <td>0</td> <td></td> </tr> <tr> <td>E. WELFARE</td> <td>0</td> <td>8</td> <td>+8</td> </tr> <tr> <td>F. OTHER</td> <td>25</td> <td>3</td> <td>-22</td> </tr> <tr> <td>G. NO MEANS</td> <td>0</td> <td>5</td> <td>+5</td> </tr> </tbody> </table>					1968	1978	CHANGE	A. SUBSISTENCE	70	42	-28	B. JOB (PRIVATE)	3	7	+4	C. JOB (GOVERNMENT)	3	11	+8	D. LAND CLAIMS		0		E. WELFARE	0	8	+8	F. OTHER	25	3	-22	G. NO MEANS	0	5	+5	1. SINGLE FAMILY HOMES 23* 2. MULTIPLE FAMILY DWELLINGS 3 3. RETAIL STORES 8 4. GOVERNMENT BUILDINGS 6 5. COMMERCIAL (BANKS, INDUSTRY, ETC.) 1 6. OTHER 10				A. COMMERCIAL 1. COMMERCIAL AIR SERVICE 2. CHARTER AIR SERVICE 1 3. SCHEDULED WATER SERVICE 2 4. PRIVATE 1 5. OTHER 1 B. PERSONAL* A. CARS/TRUCKS 90 B. AIRPLANES 1 C. BOATS 82 D. TWO WHEEL VEHICLES 15 E. SNOW MACHINES 3 F. ALL TERRAIN 0				<table border="1"> <thead> <tr> <th>SERVICE PROVIDED</th> <th>NONE</th> <th>FED.</th> <th>STATE</th> <th>LOCAL</th> <th>PRIVATE</th> </tr> </thead> <tbody> <tr> <td>1. PUBLIC WATER</td> <td></td> <td></td> <td></td> <td>3</td> <td></td> </tr> <tr> <td>2. SEWER</td> <td></td> <td></td> <td></td> <td>3</td> <td></td> </tr> <tr> <td>3. GARBAGE REMOVAL</td> <td>1</td> <td></td> <td></td> <td>2</td> <td></td> </tr> <tr> <td>4. ELECTRICITY</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> </tr> <tr> <td>5. FIRE FIGHTING</td> <td></td> <td></td> <td></td> <td>2</td> <td>1</td> </tr> <tr> <td>6. FUEL</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> </tr> <tr> <td>7. MEDICAL CARE</td> <td></td> <td>1</td> <td></td> <td>2</td> <td></td> </tr> <tr> <td>8. SCHOOLS</td> <td></td> <td></td> <td>1</td> <td>2</td> <td></td> </tr> <tr> <td>9. TELEPHONE—RADIO</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> </tr> <tr> <td>10. AMBULANCE</td> <td>1</td> <td>2</td> <td></td> <td></td> <td></td> </tr> <tr> <td>11. MENTAL HEALTH</td> <td>3</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>12. POLICE SERVICE</td> <td></td> <td></td> <td></td> <td>3</td> <td></td> </tr> </tbody> </table>					SERVICE PROVIDED	NONE	FED.	STATE	LOCAL	PRIVATE	1. PUBLIC WATER				3		2. SEWER				3		3. GARBAGE REMOVAL	1			2		4. ELECTRICITY					3	5. FIRE FIGHTING				2	1	6. FUEL					3	7. MEDICAL CARE		1		2		8. SCHOOLS			1	2		9. TELEPHONE—RADIO					3	10. AMBULANCE	1	2				11. MENTAL HEALTH	3					12. POLICE SERVICE				3																																																																																																																																													
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APPENDIX D

Samples of Village Ordinances

CURFEW

42

All school kids and persons under 18 years of age shall be in their own homes by 9 P.M. on all school days. Unless they are on an errand for their parents or accompanied by their parents.

On weekends and on the night before holidays, the time will be extended one hour which will be until 10 P.M.

During Special Events, the time will be extended two and one-half hours which would be extended until 11:30 P.M.

When a child is not in his or her own home, the head of the house should tell him to go home at 9 P.M., unless he or she has the permission from their parents to stay in another house.

Those who violate the Ordinance 001. (School kids and persons under 18).

1. The City Police will give warning and write the name.
2. The City Police will give second warning, and, check their name.
3. He or she will be brought before the Village Council.
4. The Village Council will put them to work.

002. MOVIES

The movies should be over before 9 P.M. on week days in order for the school kids to be home by curfew time which is 9 P.M.

The time will be extended one hour on the night before holidays and Friday nights for the movies to be shown from 9 P.M. to 10 P.M.

There will be no movies on church days which are: Wednesday, Saturday, Sunday, or on special services on holidays.

To any personnel showing a movie it is stressed that they should not show a restricted movie to any minor. Violation to this ordinance will cause the owner to be evicted of its license.

Owners of show halls, organizations, committees or clubs who violate the above three-ordinances, upon conviction, will be punished by a fine not exceeding \$50.00.

003. ALCOHOL

There is to be no selling, drinking, or bringing liquor within the City.

Any liquor brought into the City will be taken or shipped back.

Anyone offering or giving any liquor to a minor will be turned over to the State Trooper including the minor.

003. ALCOHOL

Anyone who violates these rules will have to face the charges by the members of the City Council.

The intoxicated will be fined if he is caught driving any machine or vehicle.

Nobody should go to other houses and try to persuade and offer any liquor.

004. PILOTS BRINGING IN DRUNKS

The pilots are not allowed to bring in any intoxicated persons.

If the pilot is caught bring in intoxicated person(s), he will be fined up to \$20.00 and turned over to the FAA.

005. TAKING THINGS WITHOUT PERMISSION

A person(s) will not take things without the owner's permission.

If a person(s) is (are) caught or reported taking anything that doesn't belong to him or them without the owner's permission, he or she will have to face the charges from the owner. This will be done in front of the City Council.

There will be no stealing of any type in the City of _____ or on hunting grounds.

In an emergency on the hunting grounds, things will be permissible to be taken or to be used when the person(s) returns to the city he or she is (are) required to contact the owner.

006. DOGS

If a dog or cat bites any person(s), the dog or cat will have to be killed and its head sent to be examined by an animal doctor for possibility of rabies.

If a person(s), who has been bitten by a dog or cat, wants to press charges, he or she has to bring the case before the city council.

007. VEHICLES

All vehicles are expected to be driven with care within the city, and the vehicles are also have lights turned on one-half hour before sunset.

Anyone under 15 years of age caught driving will be asked to go home on the first charge. If the parent wants his child to drive even he is under age, he or she will have to accompany the child while he is driving. Also the vehicle will be impounded if not accompanied.

Anyone caught driving while under the influence of alcohol will be fined. He or she will be fined between or up to \$500.00. He or she will be also put to work if he or she cannot pay their fine. If he or she refuse to pay his fine or work, he or she will be put in jail for 30 days.

007. VEHICLES

When the roads are built, anyone driving will have a drivers license.

009. GAMBLING

GAMBLING IS PROHIBITED BY STATE LAW.

There shall be no gambling of any kind with money or anything of value in this city.

Anybody caught gambling will be fined by the City Council according to Section 4.

The owner of the house will be fined \$50.00 on first offense. The players and watchers will also be fined \$25.00 each. (In reference to City Ordinance 001. Section 6)

A person(s) refusing to pay his fine will be turned over to higher authorities.

010. FIREARMS

No one under 18 years of age is expected to handle any type of firearms within the city without the approval of an adult or in the hunting ground.

No one is to handle any type of firearm, except to handle any revolvers or pistols.

Anyone caught by any one of the police or reported by residents handling any type of firearm, shall be turned over to the State Trooper.

012. DRUGS

A person(s) is (are) not to bring any form of a drug(s) into the city or the county.

A person(s) is (are) not to sniff or suck any form of an intoxicant such as rubber cement, etc., etc.

A person(s) caught sucking, sniffing or giving any form of an intoxicant will be turned over to the custody of their parents and face the charges from the City Council.

A person(s) caught taking, giving, or selling any type of a drug(s) will be turned over to the State Trooper.

013. VISITORS GOING OUT TO THE ISLANDS OR UP RIVER

Any non-resident of _____ going out the following islands or up the _____ River should submit a reason to the city:

For the Islands:

To avoid _____ of _____ free movement, the city has proposed

013. VISITORS GOING OUT TO THE ISLANDS OR UP RIVER

this ordinance be known, to protect reindeer, walrus, and other restricted wildlife.

WHY? From the past incidents, the walrus killed were left behind therefore blaming the people of . They were killed for tusks and the flesh was left behind. Also there has been an incident that one of the reindeer has been shot with probably a tranquilizer. Oil has been shot with 22 shells.

For the River;

To also avoid any restrictions to free movement, we, the City Council, enforce a sumitting of reason.

WHY? There has been removing of Land Allotment markers. The land selected for allotments has been used by Sports fishermen and Sports hunters.

014. LITTERING

People of will have garbage cans in their yards to keep their trash in.

The city council will hire wagers to empty trash cans in proposed areas for dumps. and the people that have been drinking within the city will work it they can't pay their fine.

015. BURGLARY

A person(s) shall not enter or break into any unoccupied house for attempted burglary.

If there is a fire in a occupied house, it is okay to break the lock or window to get in and salvage any furniture that could be taken out or put the fire out.

If a person(s) break into a house and takes any materials, he or she will face the charges from the owner in front of the City Council and will be turned over to the State Trooper.

018. SHOPLIFTING

There is to be no shoplifting from stores within the city of .

If a person(s) is caught, he will have to pay for the merchandise according to what the store manager says. If he (or they) is (are) turned over to the city council, and, he (or they) will be warned and the price for the merchandise will be doubled and given to the manager.

On the second offense he (or they) will be turned over to the State Trooper without any questions asked.

019. VANDALISM

If person(s) knowingly break or destray anything belonging to the residents of , be it a child or an adult is required to re.

019. VANDALISM

place the item or will pay for it. It will be to the accordance of the owner.

If they will not pay or replace it, they will be handed over to the City Council. If they still resist they will be handed over to the higher authority.

If things are broken when the home is not occupied the things should not be disturbed until the investigator is called to take over on this matter.

AIR GUNS COMES UNDER FIREARMS

Any type of air gun will not be shot within the city.

Anyone caught by the city officials or reported by residents shooting at a person(s) within the city or on hunting grounds will be warned on first offense. His air gun will be taken away from him for a period of 30 days.

SKIFFS COMES UNDER VEHICLES:

It shall be unlawful for any motor driven boat or any other marine vessel to be operated in a reckless manner to exceed 15 miles per hour within the city limits. This pertains to the river which is more dangerous than any other boating areas.

Anyone caught driving under the influence of alcohol will be fined between \$100 to \$200. He or she will be put to work if they cannot pay the fine. If he or she refuses to work or pay the fine, he or she will be put to jail for 30 days.

DATE ISSUED:
11-4-76

EFFECTIVE DATE:
11-15-76

Mayor

President

Secretary

CITY ORDINANCE
FOR
CITIZENS BAND RADIO

AN ORDINANCE OF THE CITY OF ALASKA, REGULATING THE CITIZENS BAND
RADIO OWNER RESPONSIBILITY.

BE IT ORDAINED AND ENACTED BY THE CITY OF ALASKA AS FOLLOWS:

SECTION 1. C.B. owner. No resident may create violence toward
her/his neighbor.

SECTION 2. No resident may create violence concerning an attempt
to protect a safety of her/his children.

SECTION 3. A resident will be warned not to create violence
towards her/his neighbor by the City Police.

SECTION 4. A citizens band radio will be taken away from the owner
for an extend of two months as a penalty.

DATE ISSUED:

Mayor

President

Secretary

ORDINANCE 75-10(a)

AN ORDINANCE OF THE CITY OF _____, ALASKA, ESTABLISHING CURFEW HOURS FOR MINOR CHILDREN, PROVIDING A PENALTY FOR VIOLATION THEREOF, AND SETTING AN EFFECTIVE DATE.

BE IT ORDAINED AND ENACTED BY THE CITY OF _____, ALASKA, AS FOLLOWS:

Section 1. During the period commencing with the beginning of the school term each year in the public schools of the City of _____ and continuing until the end of the school year next following, it shall be unlawful for any minor under the age of 17 years to be upon or around the public streets, sidewalks, alleys, by-ways, dances or social functions from and between the hours of 10:00 p.m. of each day and 6:00 a.m. of the next day following, unless accompanied by his, her or their possession a note signed by one of the parents or guardian authorizing said minor to be on the streets enroute home, such note stating specifically what time the minor is to be home and provided further, minors employed after curfew hours may observe such hours as are required by their work upon being given a permit to do so by the City Clerk. Special exception is given to students on any days preceding wherein there shall be no school and/or a day before holidays-curfew on these days shall be at 12:00 midnight.*(See addition.)

Section 2. Any minor found violating this provision shall, upon conviction thereof, be fined not to exceed five dollars (\$5.00); provided, however, that the court may assess said five dollars fine against either the parent of the minor or the legal guardian of the minor, after evidence of the violation has been presented, and after said parents or guardian have notice thereof and given the opportunity to appear and present testimony before the court renders its decision.

Section 3. That in the event any minor under the age of 17 years shall violate Section 1 of this Ordinance on two or more occasions in any ten (10) consecutive days and the parent or guardian of such minor shall be notified of either of such violations by members of the Police Department of the City of _____, or by the principals of the _____ school district, and the said minor shall again violate Section 1 of this Ordinance within 60 days next following the date of such notification, such parent or guardian so notified shall be guilty of aiding and abetting the said minor in violation of Section 1 of this Ordinance, and shall upon conviction thereof be fined not to exceed the sum of \$100.00, or be imprisoned in the City Jail for a period not to exceed ten days, which may be set aside in lieu of ten dollars per day, or both such fine and imprisonment, together with the cost of prosecution.

Section 4. The Police Department of the City of _____ Alaska shall establish a bell or other suitable sounding device, and the Chief of Police shall be required to see that nightly at the hour of 10:00 p.m. during the school term, or at 12:00 midnight during the weekends and holidays, that the bell or other device is sounded on curfew.

Ordinance 75-10(a)

Page Two

Section 5. This Ordinance shall be in full force and effect from and after its passage and approval and hereby supercedes Ordinance 75-10 upon its adoption.

November 8, 1977

effective date

May 6, 1975 (Original Ord.)
introduction date

City of
adopting authority (City)

November 8, 1977
hearing and adoption date
(Amendment Ordinance 75-10(a))

Clerk's signature

*Addition to Section 1. Special exception is given to students attending a school function which lasts longer than 10:00 p.m. A list of the students names must be given to the City Clerk before the function by the school.

CITY OF

1. It shall be unlawful for any person to Drive or Operate any vehicle or Snowmachine
After nine o'clock (9 P.M.)
Without Headlights
Without any purpose.
If anyone is caught the first time, they will be warned.
If anyone is caught the second time, they will be subject to fine.
2. It shall be unlawful for any person to go over regulated speed limits,
Five (5) M.P.H. within the city
Ten (10) M.P.H. within the freeway pond and Airport road
If anyone is caught the first time, they will be warned.
If anyone is caught the second time, they will be subject to fine.
3. It shall be unlawful for anyone UNDER the age of ten (10) years to Operate or Drive any vehicle without parent supervision.
If anyone under the age of ten (10) years is caught the first time, they will be warned.
If they are caught the second time, they will be subject to a penalty or fine.

Drunks or Disorderly Conduct

1. They will not be tolerated.
2. It shall be unlawful for any person to appear in any public place while intoxicated or in a loud and disorderly manner, disturbing the peace. Anyone appearing drunk and disorderly will be warned once, and if they are caught the second time, they will be subject to fine or penalty, or both.

DOGS

1. Keep your dogs tied.
2. Get your dogs vaccinated.
3. If any dog is seen roaming around in the city, the owner will be asked to tie it to a place where the owner can watch it. If the owner does not do what was asked of them, the dog will be shot, if seen loose again, or roaming around.

If you have any questions, go see the cops of this village.

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF _____, ALASKA, PROVIDING FOR THE ORGANIZATION OF THE FIRE DEPARTMENT OF THE CITY.

BE IT ORDAINED AND ENACTED BY THE CITY OF _____, ALASKA AS FOLLOWS:

SECTION I. There shall be a Fire Department in and for the city to be known as the FIRE DEPARTMENT. It shall consist of a Fire Chief and Assistant Chief, and as many other officers and firefighters as may be deemed necessary for the effective operation of the department.

SECTION II. Members of the Fire Department may organize into a voluntary association with the election of their own officers and bylaws.

1. The functions and duties of the officers of the Volunteer Department shall not interfere with those of the regular department officers who are charged with responsibility for all fire service activities of the department. The Voluntary association shall in no way limit the power of the Fire Chief. All property used by the Fire Department is and remains the property of the City and all expenses of the Fire Department shall be paid by check upon proper voucher by the regular city authorities.

2. From time to time in such amounts as the Council deems advisable, payments may be made to the Volunteer Department for the purpose of giving that association funds with which to reimburse members for clothing damaged while attending fires and for such other purposes in keeping with its functions.

SECTION 3. The Fire Chief shall be appointed by the Council and shall be responsible to that body. His appointment shall be for an indefinite period of time and with tenure of office depending upon his good conduct and efficiency. He shall be technically qualified through training and experience and shall have the ability to command men. He shall be removed only for just cause and after a public hearing before the Council. He shall have powers and duties as follows:

1. The Fire Chief shall determine the number and kind of companies of which the department is to be composed and shall determine the response of such companies to alarms.
2. He shall appoint all other officers and firefighters (both paid and Volunteer). Such appointments shall be insofar as possible, following fair and impartial competitive examination. All officers shall be accountable to the Fire Chief or his representative.
3. He shall annually submit a tentative budget for his department upon request of the Council.

4. He shall assist the proper authorities in suppressing the crime of arson by investigating or causing to be investigated the cause, origin and circumstances of all fires.

SECTION IV. The Fire Chief shall maintain and enforce an up-to-date, comprehensive set of rules and regulations governing the discipline, training and operation of the fire department. Such rules, regulations and any deletions, changes or additions shall be effective when approved and filed with the Council. The Fire Chief shall carry out strictly the enforcement of these rules and regulations and is authorized to suspend or remove from service any officer or firefighter as provided in the rules and regulations.

SECTION V. Training and records shall be as follows:

1. The Fire Chief or his representative shall, at least two (2) times per month, provide for suitable drills covering the operation and handling of all equipment essential for efficient department operation. In addition, he shall provide, at least four (4) times per year, quarterly sessions of instructions to include such subjects as First Aid, water supplies, and other subjects related to fire suppression.
2. The Fire Chief shall see that complete records are kept of all apparatus, equipment, personnel, training, inspections, fires and other department activities.
3. Current records and comparative data for previous years and recommendations for improving the effectiveness of the department shall be included in an annual report. Such other reports as may be required concerning the department in general, giving suggestions and recommendations for major improvements, and listing other data so as to maintain a complete record of the activities of the department shall also be prepared.

SECTION VI. City owned equipment shall be regarded as follows:

1. The Fire Chief shall be responsible to the council for recommending such apparatus or other fire fighting equipment as may be required to maintain fire department efficiency, and for providing suitable arrangements and equipment for reporting fires or emergencies, and for notifying all members of the department to assure prompt response to such incidents.
2. The Fire Chief or his authorized representative shall have power to assign equipment for response to calls for outside aid where agreements are in force and in other cases only when the use of such equipment will not jeopardize protection of this city.
3. No person shall use any fire apparatus or equipment for any private purpose, nor shall any person willfully and without proper authority take away or conceal any article of property of the department.
4. No person shall enter any place where fire apparatus is stored or handle apparatus or equipment belonging to the department unless accompanied by, or having the special permission of, an officer or authorized member of the department.

SECTION VII. Private vehicles of volunteers shall be regarded as ~~10/10/11~~ follows:

1. Each member of the department driving a private car shall be issued a suitable insignia to be attached to the car designating him as a member of the department.
2. All personal cars of department members shall be equipped with a flashing blue light and shall have right-of-way over all other traffic when responding to an alarm, but shall observe all city traffic ordinances.

Introduced by

July 31 1974
effective date

Introduction date

July 31 1974
hearing and adoption date

ORDINANCE NO. 74--

AN ORDINANCE OF THE CITY OF , ALASKA, REGULATING THE SPEED LIMIT OF SNOW MOBILES.

BE IT ORDAINED AND ENACTED BY THE CITY OF , AS FOLLOWS:

SECTION 1. It shall be unlawful for any snow mobile to travel at speed exceeding 10 miles per hour or exceeding a quarter (1/4) trottle within the City, especially on the walk-ways and streets.

SECTION 2. No driver of any snow mobile shallbbe under the influence of intoxicating beverages.

SECTION 3. Only snow mobiles towing a load are exempted from the speed limit.

SECTION 4. Person or persons violating the provisions of this Ordinance shall, upon conviction thereof, be fined \$ 5.00 on the first offence; and the fine will be doubled for person or persons repeating offence each time. Such fine shall be set at the discretion of the fining authority.

City Council
Introduced by

November 14, 1974
effective date

November 13, 1974
introduction date

a

December 2, 1974
bearing and adoption date

c

signature

CITY OF

Regulations for using the Community Building

1. ALL THE LIGHTS WILL BE ON DURING RECREATION HOURS.
2. ALL ACTIVITIES WILL END PRIOR TO OR AT THE CURFEW HOUR, UNLESS IT IS APPROVED BY CITY OFFICIALS OR BY THE CITY COUNCIL MEMBERS.
3. CLEAN-UP PRIOR THE NIGHT IS OVER.
4. THERE WILL BE ABSOLUTELY NO SMOKING IN THE BUILDING.
5. THERE WILL BE ABSOLUTELY NO ALCOHOLIC BEVERAGES AND OR DRUGS WITHIN OR AROUND THE PREMISES OF THE BUILDING.
6. NO ROUGH HOUSING, RUNNING AROUND INSIDE THE BUILDING OR ENTERING INTO OTHER ROOMS OTHER THAN THE MAIN HALL.
7. NO TOILETS WILL BE USED AT ANYTIME.
8. THE BUILDING WILL BE USED FOR DANCES ON SATURDAY EVENING FROM SEVEN TO ~~TH~~ TWELVE MIDNIGHT.
9. IF NO ONE FOLLOWS THESE RULES, THIS PRIVILEGE WILL BE DISCONTINUED.

cc;

City Police Officer

Magistrate

City Files

APPENDIX E

Sample Log of Village Police Activities

Sample Log of Village Police Activities

DATE & TIME	ACTIVITY	OFF	OFFICERS ACTION
4/27 10:59 PM	PATROL VILLAGE, SECURITY CHECK, ARMORY, GYM, PONGR ALANT, CLINIC, WELL, COMMUNITY HALL.		PATROL VILLAGE SECURITY CHECK PATROL & SECURITY COMPLETED
4/27 11:23 PM	PATROL & SECURITY CHECK COMPLETED.		ON DUTY SECURITY CHECK
4/27 11:24 PM	ON DUTY SECURITY CHECK CLINIC, COMMUNITY HALL WELL.		ON CALL
4/28 1:00 AM	OFF DUTY ON CALL		ON DUTY
4/28 10:00 AM	ON DUTY PREPARING LUMBER FOR CLINIC, WORKING FOR FINE		ON DUTY
4/28 11:00 AM	ON CALL ON DUTY, SUPERVISED WORKERS		KILLED SICK DOG, SUPERVISED WORKERS
4/28 1:30 AM	Killed Sick Dog SUPERVISED WORKERS,		COFFEE BREAK
4/28 1:45			RELEASED WORKERS WORK COMPLETED
4/28 2:50 PM	COFFEE BREAK RELEASED WORKERS WORK COMPLETED		PATROL VILLAGE PATROL COMPLETED
4/28 5:00 PM	PATROL VILLAGE PATROL COMPLETED		ON DUTY
4/28 5:15 PM	ON DUTY		ON CALL
4/28 6:00 PM	ON CALL		OFF DUTY
4/28 6:00 PM	OFF DUTY		ON DUTY
4/28 6:00 PM	ON DUTY		Closed C. HALL
4/28 10:1 PM	Closed C. HALL		ON DUTY
4/28 11:30	ON DUTY		