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Drug Use Among Arrestees in Anchorage

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A survey of 718 male and female arrestees in 1999 has revealed that cocaine and marijuana are the drugs used most often by those arrested in the Anchorage area. The group was studied by the Justice Center as part of the Arrestee Drug Abuse Monitoring (ADAM) project, a national research initiative undertaken by the National Institute of Justice (NIJ). The program, originally established in 1987 as the Drug Use Forecasting Program (DUF) and subsequently redesigned and renamed in 1997, operates in thirty-five sites across the country. Its purpose is to generate extensive and timely data on drug use among the arrestee population.

The drug use data obtained from ADAM

have implications for both national and local research and policymaking. On a national level, the data provide a national picture of drug use and abuse among a population that is difficult to reach from other drug use data collection programs (e.g., National Household Survey on Drug Abuse). In addition, data are used to analyze the relationship between drugs and crime. On a local level, the data provide local policymakers, law enforcement officials, and treatment professionals with a valuable resource from which to identify local drug trends, evaluate existing treatment programs and ascertain the need for additional or improved programs, advise local law enforcement personnel, and assist in formulating better policy decisions.

An earlier *Forum* article, "The National Drug Strategy: Escalation of the War on Drugs" by John Angell, Fall 1989, is available online at the Justice Center Web Site.

<http://www.uaa.alaska.edu/just/>

week period in both Anchorage booking facilities, Cook Inlet Pretrial and Sixth Avenue Correctional Center. The Justice Center and the Alaska Department of Corrections have worked together to administer a secure confidential collection procedure. The only criteria for inclusion in the study are that inmates must not have been in custody for more than forty-eight hours and that they must not be federal prisoners, Immigration and Naturalization Service detainees, or transfers from another facility. Once identified as eligible, the inmate is asked to participate in a two-pronged study protocol. The first part is an interview with a professionally trained interviewer. The main content of the interview focuses on current and prior drug use, and additional questions deal with criminal histories, drug treatment,

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HIGHLIGHTS INSIDE THIS ISSUE

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- Drug control in the national budget (page 3).
- Drug cases in federal and Alaska courts (page 4).
- Drug treatment in Alaska prisons (page 5).
- Incarceration for drug offenses (page 6).

Methodology

Data collection, using a uniform protocol, takes place in thirty-five sites across the country. The uniform protocol enhances the validity of program findings while also helping to make findings comparable across ADAM sites.

Four times a year (once every quarter) the Justice Center collects data for a two-

Table 1. Percentage of Arrestees Found Positive for Drugs, by Sex, Age, and Race, Anchorage, 1999

	Total sample (N)		Any drug		Cocaine		Marijuana		Opiates		Methamphetamine		PCP		Multiple drugs	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Per cent positive	563	155	53.8 %	56.1 %	25.6 %	36.1 %	37.5 %	31.0 %	3.0 %	1.9 %	0.5 %	0.0 %	0.0 %	0.0 %	12.1 %	12.9 %
By age																
15-20	51	19	66.7 %	52.6 %	13.7 %	21.1 %	60.8 %	36.8 %	0.0 %	5.3 %	0.0 %	0.0 %	0.0 %	0.0 %	7.8 %	10.5 %
21-25	95	28	57.9	60.7	18.9	21.4	55.8	50.0	3.2	0.0	1.1	0.0	0.0	0.0	18.9	10.7
26-30	87	22	55.2	40.9	27.6	31.8	42.5	13.6	0.0	0.0	0.0	0.0	0.0	0.0	14.9	4.5
31-35	97	28	56.7	71.4	35.1	53.6	27.8	39.3	5.2	0.0	1.0	0.0	0.0	0.0	10.3	21.4
35+	233	57	47.6	52.6	26.2	40.4	27.0	21.1	3.9	3.5	0.4	0.0	0.0	0.0	9.9	12.3
By race																
White	288	70	57.3 %	58.6 %	27.1 %	47.1 %	39.6 %	27.1 %	4.2 %	1.4 %	1.0 %	0.0 %	0.0 %	0.0 %	13.5 %	17.1 %
American Indian/ Alaska Native	144	63	--	--	11.8	15.9	32.6	33.3	1.4	3.2	0.0	0.0	0.0	0.0	--	--
Black	92	17	67.4	82.4	45.7	64.7	35.9	29.4	1.1	0.0	0.0	0.0	0.0	0.0	15.2	11.8
Hispanic	23	1	52.2	100.0	13.0	0.0	47.8	100.0	8.7	0.0	0.0	0.0	0.0	0.0	13.0	0.0
Asian	13	4	--	--	30.8	50.0	38.5	50.0	0.0	0.0	0.0	0.0	0.0	0.0	--	--
Other	2	0	--	--	0.0	--	0.0	--	0.0	--	0.0	--	0.0	--	--	--

Source of data: Arrestee Drug Abuse Monitoring Program, National Institute of Justice

Measuring the Drug Problem

The ADAM program, which the Justice Center is administering with the Department of Corrections, is one of several national sources of data on the extent of the use of illicit drugs. As discussed in the article in this issue "Drug Use Among Arrestees in Anchorage," data from ADAM will be available to local agencies, and in the future the testing and survey questions will be tailored to elicit more information in response to the specific data needs of Alaska agencies. At present, while there are several sources of national data, there are few established, ongoing sources of accurate data on the extent of the illicit drug problem in Alaska.

Availability of Drugs

Law enforcement agencies in Alaska, including the in-state offices of the U.S. Drug Enforcement Agency (DEA), can only measure drugs which are seized and estimate the extent of the market using the size of their seizures and other information derived from investigations and case processing. In general, officers consider the estimates that they make to be conservative, that is, underestimates of the availability of drugs.

As a group, Alaska drug enforcement officials describe changes and trends in the drug market based on their work over a period of time—growth in marijuana cultiva-

tion, increasing availability of amphetamines, persistence in the importation of large amounts of cocaine—and arrests on drug-related charges have increased over the last two decades, but the efforts of law enforcement agencies are not primarily directed toward measurement.

Federal Measurements of Drug Use

In addition to ADAM, the federal government has three other major drug use indicators: the National Household Survey on Drug Abuse (NHSDA), the Drug Abuse Warning Network (DAWN), and Monitoring the Future.

The National Household Survey on Drug Abuse, which is administered by the U.S. Department of Health and Human Services, has been conducted annually since 1990. Before then it was conducted periodically beginning in 1971. In-person interviews on past and current use of a wide range of licit and illicit substances are conducted with a probability sample of persons aged twelve or older drawn from the nation. Table 1 shows results from the NHSDA since the mid-1980s.

DAWN captures data semiannually on reports of deaths from drug abuse and emergency room treatment related to drug abuse from a national sample of emergency rooms

and medical examiners. The program has been collecting data since 1975.

Monitoring the Future, which is sponsored by the National Institute on Drug Abuse, surveys a national sample of high school students on availability and use of drugs and attitudes toward use. This survey has also been conducted since the mid-70s.

While the instruments provide different types of national data which may have relevance for Alaska, ADAM is currently the only national program which holds possibility for providing specific state-related data.

State Measurement of Drug Use

There seems to be no continuing in-state measurement of illicit drug use among the state population as a whole, although there are certainly data assembled by many agencies which belong to the overall drug abuse picture. The Alaska State Plan for Alcoholism and Drug Abuse Services, presented by the Advisory Board on Alcoholism and Drug Abuse as a statewide agenda for 1999 through 2003, has as part of its agenda improving the consistency and maintenance of data from various sources.

Various agencies, particularly the Alaska Department of Health and Human Services, have commissioned occasional individual

Table 1. Estimated Prevalence of Drug and Alcohol Use During Lifetime

Type of drug	1985 (N=8,021)	1988 (N=8,814)	1990 (N=9,259)	1991 (N=32,594)	1992 (N=28,832)	1993 (N=26,489)	1994 (N=17,809)	1995 (N=17,747)	1996 (N=18,269)	1997 (N=24,505)
Any illicit drug ^a	34.4 %	34.0 %	34.2 %	34.1 %	33.3 %	34.2 %	34.4 %	34.2 %	34.8 %	35.6 %
Marijuana and hashish	29.4	30.6	30.5	30.5	30.2	31.0	31.1	31.0	32.0	32.9
Cocaine	11.2	10.6	11.2	11.5	10.9	11.3	10.4	10.3	10.3	10.5
Crack	—	1.3	1.5	2.1	1.5	1.9	1.9	1.8	2.2	1.9
Inhalants	7.9	6.4	5.7	6.1	5.3	5.9	5.8	5.7	5.6	5.7
Hallucinogens	6.9	7.6	7.9	8.4	8.3	9.0	8.7	9.5	9.7	9.6
Heroin	0.9	0.9	0.8	1.2	0.8	1.0	1.0	1.2	1.1	0.9
Nonmedical use of any psychotherapeutic ^b	15.3	11.2	11.3	11.9	11.0	10.5	10.0	10.1	9.5	9.1
Stimulants	7.3	5.7	5.5	5.6	5.0	4.8	4.6	4.9	4.7	4.5
Sedatives	4.8	2.6	2.8	3.2	2.6	2.6	2.6	2.7	2.3	1.9
Tranquilizers	7.6	4.4	4.0	5.1	4.7	4.2	4.0	3.9	3.6	3.2
Analgesics	7.6	5.8	6.3	6.8	6.1	6.4	6.0	6.1	5.5	4.9
Any illicit drug other than marijuana ^c	22.4	19.3	19.5	19.8	18.9	19.7	18.8	19.1	18.9	18.9
Alcohol	84.9	84.0	82.2	83.6	81.9	82.6	84.2	82.3	82.6	81.9

a. Includes at least one use of marijuana or hashish, cocaine (including crack), inhalants, hallucinogens (including PCP and LSD), heroin, or any prescription-type psychotherapeutic used nonmedically.

b. Includes nonmedical use of any prescription-type stimulant, sedative, tranquilizer, or analgesic; does not include over-the-counter drugs.

c. Includes at least one use of any of these listed drugs, regardless of marijuana/hashish use; marijuana/hashish users who have used any of the other listed drugs are included.

Source: *Sourcebook of Criminal Justice Statistics 1998; based on National Household Survey on Drug Abuse, U.S. Department of Health and Human Services*

studies which look at the drug issue from various angles. In particular, in 1998 the Division of Alcohol and Drug Abuse and the Epidemiology Section of HHS sought to measure the extent of substance abuse as a basis for determining the need for treatment programs. The study, which was conducted by The Gallup Organization, concluded above all, as have other studies, that the substance abused most widely in Alaska is, by far, alcohol, and the number of adults needing treatment for alcoholism is much higher than number needing treat-

ment for other drugs. Among controlled drugs, dependency on marijuana was most common, with 4.2 per cent of the population estimated as dependant and an additional 1.0 per cent defined as abusers. The survey also found that 0.2 per cent of adult household residents showed evidence of a dependency on cocaine; 0.1 per cent, a dependency on amphetamines; and 0.1 per cent on hallucinogens.

The state also conducts the Youth Behavior Risk Survey every two years through the schools to assess attitudes and behaviors

which present risks to health. This survey, however, is not administered in all parts of the state.

While the plan presented by the Advisory Board on Alcoholism and Drug Abuse advocates improvements in coordination among existing data and studies and also recommends more regular surveys of the prevalence of alcoholism and drug abuse, the establishment of such testing measures will depend on resource allocations from the state legislature as well as acquisition of federal funds.

National Drug Control and the Budget

On a national level, the ADAM program discussed in this issue of the *Forum* cost 1.3 million dollars in 1999. Over the last two decades the money allocated by the federal

government for drug control has grown over 1100 per cent. For FY 2000 the federal government will spend an estimated 18.5 billion dollars on its drug control efforts – about

one per cent of the total federal budget. In FY 1981 the drug budget was 1.5 billion

Please see Drug Budget, page 4

Table 1. Federal Drug Control Spending by Goal and Function, FY 1999-2001

Budget authority in millions of dollars.

	FY 1999 actual		FY 2000 estimated		FY 2001 request		Change from FY 2000 to FY 2001	
	Amount	%	Amount	%	Amount	%	Amount	%
Drug goals								
Goal 1	2,028.8	11.5 %	2,166.4	11.7 %	2,234.8	11.6 %	68.3	3.2 %
Goal 2	7,574.5	42.8	7,568.8	41.0	8,233.8	42.9	665.0	8.8
Goal 3	3,300.6	18.6	3,539.2	19.2	3,741.6	19.5	202.4	5.7
Goal 4	2,724.9	15.4	2,243.4	12.2	2,500.3	13.0	256.8	11.4
Goal 5	2,082.5	11.8	1,982.6	10.7	2,185.9	11.4	203.3	10.3
Subtotal	17,711.2		17,500.6		18,896.4		1,395.9	8.0 %
Goal 5 (U.S. Support for Plan Colombia and the Andean Region)			954.4	5.2 %	318.1	1.7 %		
Total	17,711.2		18,455.0		19,214.5		759.6	4.1 %
Functions								
Criminal justice system	8,557.6	48.3 %	8,631.2	46.8 %	9,385.5	48.8 %	754.3	8.7 %
Drug treatment	2,949.0	16.7	3,147.0	17.1	3,382.0	17.6	234.9	7.5
Drug prevention	1,953.5	11.0	2,064.5	11.2	2,122.3	11.0	57.8	2.8
Interdiction	2,417.9	13.7	1,922.7	10.4	2,213.4	11.5	290.8	15.1
Research	781.3	4.4	856.2	4.6	898.3	4.7	42.1	4.9
Intelligence	277.3	1.6	289.9	1.6	305.3	1.6	15.4	5.3
International	774.7	4.4	589.0	3.2	589.6	3.1	0.6	0.1
Subtotal	17,711.2		17,500.6		18,896.4		1,395.9	8.0 %
International (U.S. Support for Plan Colombia and the Andean Region)			954.4	5.2 %	318.1	1.7 %		
Total	17,711.2		18,455.0		19,214.5		759.6	4.1 %
Functional areas								
Demand reduction	5,570.6	31.5 %	5,953.2	32.3 %	6,283.9	32.7 %	330.8	5.6 %
Domestic law enforcement	8,948.1	50.5	9,035.7	49.0	9,809.4	51.1	773.7	8.6
Interdiction	2,417.9	13.7	1,922.7	10.4	2,213.4	11.5	290.8	15.1
International	774.7	4.4	589.0	3.2	589.6	3.1	0.6	0.1
International (U.S. Support for Plan Colombia and the Andean Region)	--	0.0	954.4	5.2	318.1	1.7	--	--
Total	17,711.2		18,455.0		19,214.5		759.6	4.1 %

Source: Office of National Drug Control Policy

Drug Budget
(continued from page 3)

dollars, about .2 per cent of the national budget at that time.

The overall statement of national drug policy with its application to specific programs is presented in two documents entitled "National Drug Control Strategy" and "Strategic Goals and Objectives of 1999 National Drug Control Strategy." The documents, which are published by the Office of National Drug Control Policy (ONDCP), the executive agency bearing responsibility for coordinating the drug control effort within the federal government, present five goals

as the underlying structure of the drug war and its appropriation of funds: to educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco; to increase the safety of America's citizens by substantially reducing drug-related crime and violence; to reduce health and social costs to the public of illegal drug use; to shield America's air, land and sea frontiers from the drug threat; and to break foreign and domestic drug sources of supply. These goals subsume seven functions: criminal justice, drug treatment, prevention, interdiction, research, intelligence and international efforts. The tables accompanying this article detail the drug control budget in terms

justice system receives the largest sub-portion of the money, with the Department of Justice by far the recipient of the greatest amount among the major federal departments, but it is important to recognize that major thrust of the drug control effort is, in essence, directed toward enforcement and almost all of the main federal departments administer some drug-related enforcement program. Considerably more funds go into policing, corrections, interdiction, intelligence and international control efforts than go into treatment and prevention.

For many federal agencies the percentage of the agency budget now devoted to the drug control effort is growing (Table 3). For some agencies, such as the Federal Bureau of Prisons, the U.S. Marshals Service and the National Institutes of Health, the portion of the budget which is drug related is now over fifty per cent.

of these goals and functions.

As Tables 1 and 2 show, the criminal

Table 2. Federal Drug Spending by Department

In millions of dollars

	FY 1999	FY 2000	FY 2001	Change FY 00-01	
	actual	estimated	request	Amount	%
Defense	974.9	1,005.2	1,029.1	238.8	2.4 %
Education	663.2	698.1	750.9	52.8	7.6
Health and Human Services	2,866.1	3,078.9	3,264.8	185.9	6.0
Housing and Urban Development	310.0	310.0	315.0	5.0	1.6
Justice	7,398.5	7,443.2	8,236.9	793.7	10.7
Office of National Drug Control Policy	453.2	461.4	496.8	35.4	7.7
State	498.7	282.8	276.8	(6.0)	(2.1)
Transportation	871.1	631.0	684.9	53.8	8.5
Treasury	1,756.5	1,499.6	1,688.3	188.7	12.6
Veterans Affairs	1,041.7	1,111.4	1,155.5	44.1	4.0
All other	877.3	978.8	997.5	18.7	1.9
Subtotal	17,711.2	17,500.6	18,896.4	1,395.9	8.0 %
Plan Columbia and Andean Region		954.4	318.1		
Total	1,771.2	18,455.0	19,214.5	759.6	4.1 %

Source: Office of National Drug Control Policy

Table 3. Selected Federal Agencies: Percentages of Budget Related to Drug Control

	FY 1999	FY 2000	FY 2001
	actual	estimated	request
Federal Bureau of Prisons	58.0 %	57.8 %	57.5 %
U.S. Marshals Service	52.6	52.6	52.4
Immigration and Naturalization Service	15.5	15.8	16.6
Bureau of Alcohol, Tobacco and Firearms	41.9	41.7	43.0
U.S. Customs	45.4	35.2	35.0
Office of Justice Programs	27.5	28.2	31.9
Federal Judiciary	18.7	18.7	18.7
U.S. Attorney	17.8	17.9	16.9
COPS	33.0	33.0	33.0
Department of Education	1.7	1.6	1.7
National Institutes of Health	74.6	74.5	74.2

Source: Office of National Drug Control Policy

Drug Cases in the Courts

The available figures for federal courts show a steady rise in the percentage of the caseload related to drug charges (Table 1) since the early 1980s. Between FY 1992 and FY 1999 the percentage of drug cases as part of the total caseload more than doubled, rising from 13.3 per cent to 29 per cent. The actual number of drug cases filed in U.S. District Courts nationwide more than quadrupled, from 4193 in FY 82 to 17,483 in FY 99. Figures for case filings for U.S. District in Alaska do not reflect this national rise; in 1982 the percentage of total caseload was already 25 per cent and in 1999, 22.5 per cent. It has ranged from a high of 34.5 per cent to a low of 10.4 per cent.

The percentage of total felony filings in

the Alaska Court System which are drug cases has remained relatively stable since the early 1980s, neither rising nor falling significantly, although the actual number of

felony drug cases being filed each year has risen steadily, with 342 filed in 1982 and 809 filed in 1999—a growth of 137 per cent. (The Alaska Court System felony drug case

Table 1. Federal Drug Cases Filed in U.S. District Courts—U.S. and Alaska

Fiscal year	United States			Alaska		
	Total criminal cases	Drug cases		Total criminal cases	Drug cases	
		Number	% of total		Number	% of total
1982	31,623	4,193	13.3 %	190	48	25.3 %
1987	42,156	8,869	21.0	221	23	10.4
1992	47,472	12,833	27.0	286	68	23.8
1997	50,363	13,656	27.1	220	76	34.5
1998	57,691	16,281	28.2	261	49	18.8
1999	59,923	17,483	29.2	227	51	22.5

Sources: Sourcebook of Criminal Justice Statistics, 1983, 1988, 1993; Administrative Office of the U.S. Courts

The Alaska Department of Corrections: The Drug Treatment Picture

Although some plans for general screening of inmates for drug and alcohol problems are now being considered, the Alaska Department of Corrections at present does not test inmates for drug or alcohol problems at

the time they begin serving their sentences. As a result, no firm numbers are available on the extent of the drug problem among the inmate population. DOC does state that the available treatment programs are always

full, with those ordered by the courts into treatment receiving priority for available spaces and others being treated on a voluntary, first-come, first-served basis. More inmates request treatment than there are spaces available. (Table 1 provides national data on the extent of prior drug use among prisoners.)

The annual budget for DOC substance abuse programs is just under one million dollars. It has not increased in eight years. The department contracts with state-approved substance abuse treatment providers in the community for all of its programs. The department itself has only one regular position in this area, the Substance Abuse Program Coordinator, who administers the DOC programs. Because funding available for the programs has not increased, the number of treatment providers willing to contract with DOC is declining.

The department offers an inmate substance abuse program in each facility, but those at the Ketchikan, Palmer, Yukon-Kuskokwim, and Anvil Mountain Correctional Centers are educational programs only. At Sixth Avenue and Mat-Su Pretrial, orientation programs are offered. At Cook Inlet Pre-Trial and Fairbanks Correction Center education programs with an introduction to treatment

component are available. At Lemon Creek, Meadow Creek, Spring Creek, and Wildwood Correctional Centers and at the Point MacKenzie Rehabilitation Center, the programs offer a level of treatment comparable to that labeled as "outpatient treatment" in the general community. The only intensive residential treatment program is one for women at Hiland Mountain Correctional Center. Another intensive residential program, for men, which will be located at Wildwood, is in the planning stages. These intensive residential treatment programs are being primarily funded by federal monies, with some state matching funds required. (Federal funds are currently available only for residential

Table 1. Level of Prior Drug Use by State and Federal Prisoners by Type and Drug and Frequency of Use, 1991 and 1997

	Ever used in the past		Ever used drugs regularly ^a		Used drugs in the month prior to offense		Used drugs at the time of offense	
	1991	1997	1991	1997	1991	1997	1991	1997
State prisoners								
Marijuana/hashish	73.8 %	77.0 %	51.9 %	58.3 %	32.2 %	39.2 %	11.4 %	15.1 %
Cocaine/crack	49.4	49.2	31.9	33.6	25.2	25.0	14.5	14.8
Heroin/opiates	25.2	24.5	15.3	15.0	9.6	9.2	5.8	5.6
Depressants ^b	24.0	23.7	10.8	11.3	3.8	5.1	1.0	1.8
Stimulants ^c	29.7	28.3	16.6	16.3	7.4	9.0	2.9	4.2
Hallucinogens ^d	26.9	28.7	11.5	11.3	3.7	4.0	1.6	1.8
Inhalants	—	14.4	—	5.4	—	1.0	—	—
Any drug^e	79.4 %	83.0 %	62.2 %	69.6 %	49.9 %	56.5 %	31.0 %	32.6 %
Federal prisoners								
Marijuana/hashish	52.8 %	65.2 %	32.2 %	46.6 %	19.2 %	30.4 %	5.9 %	10.8 %
Cocaine/crack	37.3	44.8	20.6	28.2	15.4	20.0	7.7	9.3
Heroin/opiates	14.1	16.1	9.3	8.9	5.5	5.4	3.7	3.0
Depressants ^b	13.1	16.5	5.3	8.0	1.4	3.2	0.3	1.0
Stimulants ^c	16.8	20.9	8.3	12.9	3.9	7.6	1.8	4.1
Hallucinogens ^d	14.8	19.0	4.8	6.4	1.2	1.7	0.5	0.8
Inhalants	—	7.7	—	2.6	—	0.5	—	—
Any drug^e	60.1 %	72.9 %	42.1 %	57.3 %	31.8 %	44.8 %	16.8 %	22.4 %

Note. Details add to more than total because prisoners may have used more than one type of drug.

- a. Used drugs once a week or more for at least a month
- b. Includes barbiturates, tranquilizers, and Ouaalude.
- c. Includes amphetamine and methamphetamine.
- d. Includes LSD and PCP.
- e. Other unspecified drugs are included in the totals.

Source: Sourcebook of Criminal Justice Statistics 1998

figures also include cases related to the importation of alcohol.)

Because of changes in data systems it is impossible to assemble consistent regular figures on the specific charges associated with drug case filings in the Alaska Court System over the last two decades, but a cursory examination of data from 1997, 1998 and 1999 reveals that most felony drug cases are filed under AS 11.71.030 and .040—misconduct involving a controlled substance in the third and fourth degrees.

Alaska does not have a discrete drug court which solely handles drug cases. According to figures from the Bureau of Justice Statistics, at the end of FY 98, there were 430 such courts nationwide in operation or in the planning stages. The majority of those in operation had been so for less than two

years. Plans to establish a drug court within the Alaska system have run into funding difficulties.

Table 2. Drug Cases Filed in the Alaska Court System

	Total criminal cases filed	Drug cases	
		Number	% of total
1982	1,607	342	21.3 %
1987	2,661	473	17.8
1992	2,763	519	18.8
1997	3,362	791	23.5
1998	3,588	836	23.3
1999	3,429	809	23.6

Note: Drug case totals include cases filed under statutes pertaining to contraband, controlled substances, drugs and the importation of alcohol.

Source: Alaska Court System annual reports

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programs.)

According to DOC figures, during FY 1999, 1583 inmates were admitted to the programs comprising the substance abuse educational component and 306 to the outpatient-level programs. Since the residential treatment program for women opened at Hiland Mountain, 94 inmates have

been admitted. The Central Arizona Detention Center, the private correctional facility owned by Corrections Corporation of America in Florence, Arizona, which contracts with DOC, also offers a substance abuse day treatment program.

This Arizona facility, with close to 900 Alaska inmates, is, in effect, the state's largest institution. The rise in the number of inmates being sent to Arizona has an effect on the drug treatment situation within

other Alaska facilities. The shifts among inmate populations which occur as an administrative consequence of the use of the out-of-state prison can undermine the establishment of stable treatment program environments.

In addition to providing the treatment programs under contract, DOC also facilitates the formation of twelve-step programs such as Narcotics Anonymous and Alcoholics Anonymous in its facilities.

Incarceration on Drug Offenses

Table 1. Federal Prison Prisoners Sentenced for Drug Offenses, 1980-1998

	Total sentenced and unsentenced population	Sentenced population		
		Total	Number	Per cent of total
1980	24,252	19,023	4,749	25.0 %
1981	26,195	19,765	5,076	25.7
1982	28,133	20,938	5,518	26.4
1983	30,214	26,027	7,201	27.7
1984	32,317	27,623	8,152	29.5
1985	36,042	27,623	9,491	34.4
1986	40,505	31,831	12,119	38.1
1987	43,683	34,163	14,354	42.0
1988	43,401	34,680	15,526	44.8
1989	50,173	38,969	19,459	49.9
1990	57,331	47,847	25,037	52.3
1991	63,711	53,526	30,498	57.0
1992	70,346	61,026	36,349	59.6
1993	79,483	70,557	42,945	60.9
1994	85,290	76,186	46,743	61.4
1995	89,564	79,347	48,118	60.6
1996	94,215	83,515	50,754	60.8
1997	100,639	89,748	54,099	60.3
1998*	106,536	95,522	56,291	58.9

Note: These data represent inmates housed in Federal Bureau of Prison facilities; inmates housed in contract facilities are not included.

* 1998 data are preliminary and subject to revision.

Source: Sourcebook of Criminal Justice Statistics 1998, based on data from the Federal Bureau of Prisons

Table 2. Alaska Department of Corrections: Inmates with Drug Offense as Primary Offense

			Drug offenses		Total prison population
	Male	Female	Number	% of total population	
1985	--	--	105	4.9 %	2,124
1986	--	--	115	5.1	2,245
1991	--	--	167	6.7	2,483
1995	--	--	240	6.8	3,520
1996	--	--	251	6.7	3,721
1997	--	--	298	7.2	4,164
1998	--	--	276	6.7	4,097
1999	202	45	247	6.1	4,077

Note: Includes inmates in community residential centers.

Source of data: Alaska Department of Corrections

The "war on drugs" has led to an enormous increase in both the numbers and percentages of inmates in the federal system incarcerated primarily for drug offenses (Table 1), but to less of a proportional increase in similar imprisonments in the Alaska state system.

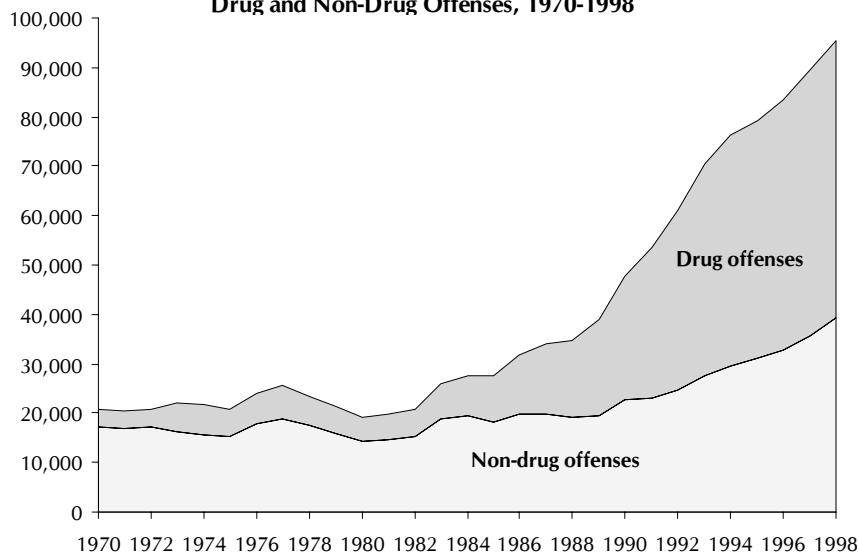
The inmate population sentenced for drug offenses is now almost 60 per cent of the total federal inmate population. Between 1985 and 1998 the number of federal inmates sentenced for drug charges grew by nearly 500 per cent.

The Alaska Department of Corrections does not show such a precipitous rise in the numbers or percentages of inmates sentenced primarily for drug offenses.

In December 1985, out of the total inmate population of 2124 reported

in the corrections data base, 105, or 5 per cent, were sentenced on a drug-related offense as the primary offense (Table 2). (Corrections became a separate state department in 1984; before then it was a division within Health and Human Services. The data base from which these figures were taken was put in place in late 1983.) By the end of 1999, the total DOC inmate population, including that in community residential centers, was 4077. Of these, 247—6.1 per cent— had a controlled substance charge as the primary charge. (These figures do not include those imprisoned on a parole or probation violation which was itself a drug offense, so they are undoubtedly somewhat low.) While the percentage of prisoners in the Alaska system on drug charges has grown only slightly, the actual number has increased by more than 135 per cent, paralleling the climb in the overall DOC population.

Figure 1. Federal Prison Population Sentenced for Drug and Non-Drug Offenses, 1970-1998



Note: These data represent inmates housed in Federal Bureau of Prison facilities; inmates housed in contract facilities are not included. 1998 Data are preliminary and subject to revision.

Source of data: Sourcebook of Criminal Justice Statistics 1998, based on data from the Federal Bureau of Prisons

Table 2. Percentage of Arrestees Reporting Drug Use in the Past 30 Days, by Age and Sex, Anchorage, 1999

	Crack		Cocaine		Crack and cocaine		Marijuana and cocaine		Opiates and cocaine		Any two or more drugs	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
All ages	19.2 %	29.7 %	12.1 %	14.8 %	5.5 %	11.6 %	9.4 %	11.6 %	1.2 %	2.6 %	26.0 %	26.6 %
By age												
15-20	0.0 %	15.8 %	13.7 %	5.3 %	0.0 %	5.3 %	9.8 %	5.3 %	2.0 %	0.0 %	27.5 %	21.1 %
21-25	10.5	25.0	11.6	21.4	5.3	17.9	11.6	17.9	3.2	3.6	28.7	21.4
26-30	23.0	18.2	11.5	22.7	4.6	18.2	9.2	18.2	1.1	9.1	26.7	27.3
31-35	27.8	35.7	16.7	10.7	11.3	7.1	6.3	10.7	0.0	3.6	31.3	18.5
35+	21.9	36.8	10.4	14.0	4.7	10.5	9.9	8.8	0.9	0.0	22.1	33.3

Source of data : Arrestee Drug Abuse Monitoring Program, National Institute of Justice

Anchorage Arrestees
(continued from page 1)

educational background, desire for treatment, and demographics. The second part of the ADAM protocol involves the collection of a urine sample from the interviewee used to corroborate the information given in the interview. The specimen is shipped to a lab where it undergoes testing for the presence of ten different drugs.

Participation is strictly voluntary with the inmate having the right to refuse to answer any question asked or terminate the interview at any time. The urine sample is also voluntary and the interviewee may refuse to provide a specimen despite participating in the self-report interview. However, the sample is only collected if the inmate has completed the interview. All of the information obtained during the interview process is strictly confidential, and individual results cannot be made available to any law enforcement or prosecutorial agency. Strict measures are taken to ensure that the interviewer does not know the names of the persons being interviewed, and the survey instrument and urine sample are not marked in any way which could be traced back to the individual.

At the end of data collection the questionnaires are sent to Washington, D.C. for analysis; aggregate data are returned to each individual site for further study.

1999 Results

Though participation in the study is voluntary, the participation rate is relatively high. In 1999, 1,117 arrestees were approached; 76 per cent (n=844) contributed an interview. Of those who agreed to be interviewed, 85 per cent provided a urine specimen for testing (n=718). The results discussed below reflect findings from the participants that contributed both an interview and urine specimen.

In 1999, a total of 563 male and 155 female adult arrestees were surveyed. (An-

chorage is not currently surveying juveniles.) The results are for those arrested for all offenses—not just on drug related charges. The data show that cocaine and marijuana were used most frequently by both male and female arrestees. Slightly more than half tested positive for any drug, while 25 per cent of the males and 36 per cent of the females tested positive for cocaine, and 37 per cent of males and 31 per cent of females were positive for marijuana. Less than five per cent of those arrested tested positive for opiates or methamphetamines. (See Table 1.)

The self-reported drug information shows that 31 per cent of males and 45 per cent of females admitted using either crack or powder cocaine within the last 30 days (Table 2).

Among those reporting the use of either crack or powder cocaine, males (n=108) used crack a mean 8.8 days and females (n=46), 12.7 days. The mean number of days for powder cocaine usage was 6.5 for males (n=68) and 8.6 for females (n=23). The number of days per month of reported use for marijuana was 11.2 for males (n=269) and 11.0 for females (n=69). (See Table 3.) As Table 4 shows, the data also underscore the fact that drug use is common among individuals arrested across the spectrum of crimes.

Since 1999 was the first full year of data for the Anchorage site, no statistical comparisons with previous years are possible. As data collection continues it will be possible to examine trends in drug use among Anchorage arrestees.

Applications of ADAM Data

In addition to providing a barometer of

Please see *Anchorage Arrestees*, page 8

Table 3. Mean Number of Days Arrestees Used Drugs in the Past 30 Days, Anchorage, 1999

	Male N = 563		Female N = 155	
	N	Mean number of days	N	Mean number of days
Crack	108	8.8 days	46	12.7 days
Cocaine	68	6.5	23	8.6
Marijuana	269	11.2	69	11.0
Opiates	15	5.9	5	11.0
Methamphetamines	13	6.5	4	8.3

Source : Arrestee Drug Abuse Monitoring Program, National Institute of Justice

Table 4. Percentage of Arrestees Found Positive for Any Drug, by Offense Category, Anchorage, 1999

Offense	Male N = 563		Female N = 155	
	N	% positive	N	% positive
Violent offense	152	46.1 %	35	37.1 %
Robbery	7	42.9	3	100.0
Assault	126	46.8	29	34.5
Weapons	12	66.7	1	100.0
Other violent offense	17	29.4	4	25.0
Property offense	106	57.5 %	31	61.3 %
Larceny/theft	46	67.4	23	65.2
Burglary	11	54.5	0	0.0
Stolen vehicle	10	80.0	2	100.0
Other property offense	43	47.2	10	50.0
Drug offense	16	87.5 %	6	50.0 %
Drug sales	1	100.0	0	0.0
Drug possession	15	86.7	6	50.0
Prostitution	0	0.0 %	7	71.4 %
Other offense	369	57.5 %	97	60.8 %

Note: Detail may not add to total because some arrestees may have been arrested for more than one offense.

Source : Arrestee Drug Abuse Monitoring Program, National Institute of Justice

Anchorage Arrestees (continued from page 7)

local drug use patterns among the arrested population, ADAM data have a variety of other uses. A brief overview of how the data are being used in other cities can suggest



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possibilities for use in Alaska.

Researchers in Philadelphia are using ADAM data to explore the impact of certain “gateway” drugs on subsequent escalation to harder drug use. In addition, the same researchers are attempting to develop a typology of drug users, which can potentially lead to varied interventions or treatment based on user type. Other researchers are examining the relationship between drugs and crime.

It should be noted, however, that the ADAM data collection effort is not limited only to information about drugs. Researchers maximize the amount of data that can be collected through ADAM by creating addenda to the survey instrument. For example, after being interviewed about their drug use patterns, arrestees in 11 ADAM sites were questioned about firearms, including their reasons for owning a firearm, method of obtaining guns, and attitudes toward firearms.

Future of the Program in Anchorage

In January 2000, the ADAM survey instrument was expanded to include more relevant data for both law enforcement and treatment professionals. It will be possible to cross-link results to other national data-

bases such as the National Household Survey on Drug Abuse and the Treatment Episode Data Set. This, in turn, will provide even more specific information on drug use for local policymakers, treatment professionals and law enforcement. Furthermore, the Justice Center intends to supplement the new instrument with addenda specifically aimed at local issues such as alcohol use. The National Institute of Justice and the Institutional Review Board that oversees the project must first approve all addenda used.

In order to disseminate the aggregate data and enhance ADAM’s utility to the Anchorage community, the Anchorage site will also assemble a Local Coordinating Council. It will include members of the community at-large as well as professionals in the areas of drug abuse treatment, the judiciary, and law enforcement. We anticipate the implementation of an outreach program that will collect one quarter’s data from other areas of the state such as Fairbanks, Juneau, Barrow and Bethel.

The ADAM program is in its infancy in Alaska but has the potential to increase useful information available for professionals across the state.

Cassie Atwell and Matthew Giblin are research associates with the Justice Center.

Search for Historical Records

Dr. Lawrence Trostle of the Justice Center is compiling historical materials on Alaska Native policing from 1867 through 1959. He is interested in looking at any material—diaries, letters, government records, missionary or other church records, newspaper accounts—which relate to the contribution of Alaska Natives to law en-

forcement or to the general provision of justice services in the period after the purchase of Alaska from Russia through the enactment of statehood. He is also interested in speaking with anyone who may have personal reminiscences to recount. Trostle can be reached through the Justice Center at (907) 786-1815 or aflect@uaa.alaska.edu.

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