



Drug- and Alcohol-related Workload of Anchorage Patrol Officers:
Results from Two Patrol Officer Surveys

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Executive Summary

Introduction

It is widely agreed among criminal justice professionals that drugs play an active, but complex, role in patterns of crime – so much so, in fact, that a recent report from the Office of National Drug Control Policy began its presentation of the association between illicit drugs and crime by stating, “drug-related offenses and drug-using lifestyles are major contributors to the U.S. crime problem” (Speiss and Fallow 2000). Deciphering the exact impact of drugs on crime is, at best, difficult because of the multiple connections drugs have to crime and deviance. For instance, the *possession* of banned substances constitutes a criminal offense, as does the *use* of illicit drugs in some instances. Then there is the *sale, distribution* and/or *manufacture* of illegal drugs, which are all considered more serious than mere possession or use. As if these dimensions of the “drug problem” were not complicated enough, there are those instances when the pharmacological effects of drugs influence *behavior* so that a person is compelled to act in an illegal manner, such as uncontrolled or aggressive actions. Finally, there is that class of crimes that are an *indirect result* of illegal drug markets such as gang violence for control of “turf,” or increased property crime for money to buy drugs.

Equally disturbing to those that work in the field of criminal justice is the extent to which alcohol is implicated in crime and social disorder. Curiously, despite the long-standing belief among criminal justice practitioners that alcohol is linked to criminal behavior, it has not received much systematic attention by researchers, probably due to the fact that it is not an illicit drug, but rather a legal one. Nevertheless, there is a substantial body of research that links alcohol consumption to crime, assaultive crimes in particular. In fact, the link between alcohol and crime appears to be so self-evident that it is taken as “given.” Unfortunately, such a view

minimizes and marginalizes the role that alcohol may play in the degradation of public safety. In some jurisdictions the extent to which alcohol is involved in violence, crime and disorder makes it a much greater policy priority. The state of Alaska is one such area.

One area of impact (i.e., “consequence”) that has not been given a great deal of attention is the effect that drugs and alcohol have on the workload of criminal justice organizations. That is, not much is known about how alcohol and illicit drugs influence the operation of criminal justice agencies. Existing research is largely limited to cost analyses of correctional programming (see for example, Moras 2000). With the advent of specialty courts in recent years, there is presumably a growing body of knowledge on the impact that drugs and alcohol have on court processes and budgets. But what is missing is systematic information on the impact that drugs and alcohol have on one of the most essential of criminal justice services: policing.

This report summarizes the primary findings of a collaborative study between the Anchorage Police Department and the Justice Center at the University of Alaska – Anchorage that sought an estimate of the extent to which drug- and alcohol-related incidents formed the workload of APD patrol officers. The study consisted of two separate surveys, administered approximately three months apart.

The first survey asked APD patrol officers to provide their best estimate, based on their own experience, of the amount of time they spent in the past year dealing with alcohol- and drug-related activities, as well as the extent of drug and/or alcohol involvement in 11 incident categories. This survey was based solely on officers’ perceptions; no empirical workload data were gathered.

The second survey was administered over a seven-day period, between the 21st and 27th of August 2002. For the second data collection, officers completed incident logs for every

incident they answered or initiated of their own volition. Using completed incident logs, two variables were constructed for analysis of officer workload: 1) number of discrete incidents and 2) time spent, in minutes.

Summary of Findings

Survey 1

Analysis of officers' estimates of their workload stemming from drugs and/or alcohol, and their estimates of the degree of drug and alcohol involvement in several offense categories, produced the following patterns:

- Both drugs and alcohol were viewed as requiring a significant amount of officer time.
- Incidents defined as alcohol-related were estimated to consume more officer time by a ratio exceeding 3 to 1.
- Incidents involving property offenses were more likely than violent offenses to be perceived as drug-related.
- Incidents involving offenses against persons were more likely than offenses against property to be perceived as alcohol-related.
- In terms of officers' estimates of alcohol- or drug-involvement, robbery resembles offenses against property, rather than those offenses generally conceived as violent offenses.
- There is no clear perceptual pattern for offenses involving both drugs *and* alcohol. Property offenses are just as likely as violent offenses to be viewed by officers as involving both alcohol and drugs.
- Incidents described as "disturbances" are seen as closely associated with alcohol use, but only weakly related to illicit drugs.

Survey 2

The second phase of this study involved the use of incident-level officer reports to provide an empirical estimate of patrol officer workload dedicated to drug- and alcohol-related activities. From information reported in 3,227 incident logs several discernable patterns emerged:

- The workload for the officers that participated was dominated by traffic stops, disturbance calls, and field interviews
- Nearly two-thirds (61%) of available officer time during the study period was spent on activities other than handling incidents requiring patrol officer attention.
- In all, alcohol- and drug-related incidents consumed about 20 percent of the total available officer time during the study period.
 - Alcohol-only incidents consumed 12.9 percent of all available officer time during the study period.
 - Drug-only incidents consumed 4.1 percent of all available officer time during the study period.
 - Combined alcohol- and drug-related offenses consumed 2.1 percent of all available officer time during the study period.
- Of the time that was spent by officers handling incidents brought to their attention, almost half of it (49%) was spent on alcohol- and/or drug-related incidents.
 - A third (33%) was used tending to alcohol-only incidents;
 - Just over 10 percent (10.5%) was dedicated to drug-only incidents, and;
 - 5.5 percent of the total time officers spent responding to incidents of all sorts was taken up with situations involving *both* alcohol and drugs.
- Incidents involving offenses against property, in the aggregate, were more likely than violent offenses to be reported by patrol officers as drug-related.
- Incidents containing violence, in the aggregate, were much more likely than property offenses to be reported by patrol officers as alcohol-related.
- Robberies demonstrate a pattern of association with drugs and alcohol similar to other offenses against property, but quite divergent from other violent offenses
- Incidents defined as general disturbances are identified by patrol officers in incident logs to be significantly related to the presence or use of alcohol by an involved party
- Dramatic differences in officers' incident reports of the level of alcohol involvement for violent incidents as compared to their estimates of drug involvement in violent offenses hints at a clear perceptual distinction held by police concerning the role these substances play as a cause of violent behavior

Survey 1 – Survey 2 Comparison

The dominant finding from a comparison of Survey 1 and Survey 2 results is that APD patrol officers consistently, sometimes drastically, over-estimated the degree of alcohol and drug involvement in incidents to which they responded (see Table 9, p. 51). There were, however, important exceptions to this trend. First, officers were amazingly accurate in their estimates of drug-related family violence and robbery incidents, with deviations between their estimates and incident logs of .1 percent and 1.2 percent, respectively. In addition, officers demonstrated accuracy in their perceptions of alcohol's association in assaultive violence, sometimes with weapons, which resulted in serious injury or death.

Officers also tended to over-estimate the time spent on activities stemming from alcohol- and drug-related incidents. But, this finding is less than conclusive due to a lack of adequate time-task data detailing officer activities when not at the immediate scene of an incident. In other words, data were not collected on the time required to complete administrative duties (i.e., “paperwork”), which is known to be considerable. It is thought that the “true” amount of time spent on such activities lies between officer estimates and those calculated in this study.

The second substantive finding is that despite the exaggerated estimate of alcohol and drug involvement in their workload, officer perceptions of two associations - drugs-property offenses and alcohol-violent offenses - are supported by the observational data collected in officer incident logs. Such a finding will no doubt be encouraging to many of the readers of this report. But, it must also be pointed out that two-thirds of all incidents reported by officers in the study *did not involve any drugs or alcohol*. Moreover, despite officer accuracy in linking aggravated assaults/homicides to alcohol, *less than half of all aggravated assaults/homicides were characterized as involving alcohol*. In no instance was more than half any offense category

determined to be alcohol related; the offense category with the highest rate of drug involvement was property theft classified as fraud, with 44.4 percent. Thus, it would be dubious indeed to conclude that alcohol or drugs is a *cause* of any of the behaviors discussed here. We can conclude that the role alcohol and drugs play in crime and social disorder is very nuanced and much more complicated than simplistic drugs-property crime, alcohol-person crime hypotheses suggest.

Conclusions

This study, albeit with limitations, provides a firm starting point for the empirical study of patrol officer workload resulting from alcohol and drugs. Prior research has convincingly shown that what police (particularly patrol officers) *actually* do, as opposed to ideas about what they *should* do, is much more than mere law enforcement (Skolnick 1966; Wilson 1968; Reiss 1971; Bayley 1994). By using incident-level data rather than arrest statistics this study was able to capture those incidents that do not result in invocation of the criminal law (a relatively rare event in terms of patrol operations) as well as those situations that did result in legal action being taken, and therefore provide a more detailed and realistic portrait of patrol officer workload.

The data show that officers are able to reasonably perceive connections between alcohol and drug use, and social disorders, including crime. But, officers attribute more weight to the effects of alcohol and drugs on crime and disorder, as well as to their workload, than is warranted in light of the present findings. Of course, a “full” accounting of officer time was not conducted, and thus the magnitude of officer misperceptions in the form of exaggerated effect, may itself be somewhat exaggerated. Nevertheless, this research provides an *empirical*, as opposed to mythical, starting point for further analysis of the impact of alcohol and drugs on police operations.

Finally, although the extent of impact that alcohol and drugs have on police operations may not be as significant as some may have initially thought, it is important to realize that the impact is **not** insignificant. In fact, this analysis suggests that even the most conservative estimates of officer workload show a fiscal impact of alcohol and drugs on police operational budgets of well over \$1 million annually.

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Introduction

There is widespread belief among Alaskan criminal justice officials that drugs, especially alcohol, represent a particularly menacing problem. From the vantage point of many professionals within the field, alcohol and drug use behaviors generate other, more troubling behaviors – particularly *violence*. That is, alcohol and other drugs are seen as *causal agents* of violence. According to the authors of a report published by the Alaska State Troopers (AST):

Members of Alaska’s law enforcement community and others who are part of Alaska’s criminal justice system have long known that the *greatest contributing factor* to violent crimes, including domestic violence and sexual assault, is drug and alcohol abuse. (AST 2002:3; emphasis added).

But, the recognized alcohol-violence and illicit drugs-violence connections are not on equal footing, in the eyes of those within Alaska criminal justice. A much more explicit association is made between *alcohol* and violence than for drugs and violence.

Alaska’s criminal justice professionals recognize that *alcohol* is the primary substance of abuse in Alaska and is the leading cause of violence and accidental deaths...” (AST 2002:4; emphasis added).

The firm conviction with which Alaska’s criminal justice professionals believe alcohol to be the *primary* substance of abuse in Alaska, and the strong commitment to the view that violence is largely the result of alcohol abuse, is more than simply a gut feeling.

Alcohol Use Indicators

There is a substantial body of research evidence documenting the prevalence of alcohol abuse and addiction in Alaska. According to a research report published by the Alaska Department of Health and Social Services (DHSS), Division of Alcoholism and Drug Abuse, in 1999 nearly 13 percent of adult Alaska residents were “in need of treatment for dependence upon or abuse of alcohol” (DHSS 1999). In contrast, only one-half of one percent of Alaskan adults was determined to be in need of treatment for dependence or abuse of drugs. Beyond this, data

from the National Household Survey of Drug Abuse (NHSDA) of 1999 show that Alaska ranked 14th out of the 50 states in the percentage of residents (22.1%) that reported having five or more drinks on the same occasion (i.e., “binge drinking”) (NHSDA 1999a). When the responses to the survey for only those aged 18-25 were considered separately, the rate rose to 40.3 percent. Over half of Alaskans polled stated that they had used alcohol in the past month (NHSDA 1999b).

When alcohol use rates of high-risk populations are examined, the magnitude of alcohol dependence and abuse is brought into sharper relief. One such high-risk group is incarcerated persons. A national survey of correctional facilities found 36 percent of 5.3 million convicted offenders in 1996 had been drinking alcohol when they committed the offense for which they were convicted (Greenfeld 1998). Furthermore, alcohol has been widely implicated in violent victimizations. Nearly one in four victims of violent crime reported that the perpetrator had been drinking immediately prior to the victimization. For female victims of spousal violence that described substance use by their assailant, 68 percent reported that the perpetrator had been drinking (Greenfeld 1998).

Data more specific to Alaska, gathered from samples of recent arrestees in Anchorage through the Arrestee Drug Abuse Monitoring (ADAM) programⁱ, also show a correlation between violent behavior and alcohol among those persons brought into the criminal justice systemⁱⁱ. For the years 2000 and 2001, 87 percent ($n = 289$) of adult males arrested for violent offensesⁱⁱⁱ reported that they had 5 or more drinks of alcohol in the same day at some time in their lives, 84 percent ($n = 143$) reported that they had five or more drinks on the same day in the past 12 months, and 64 percent ($n = 212$) told interviewers that they had five or more drinks on the same day in the 30 days preceding their arrest. Females arrested for violent offenses demonstrated similarly high rates of alcohol use, though somewhat lower than that for males.

Fully 76 percent of females interviewed had drunk 5 or more alcoholic beverages on the same day sometime in their life, 68 percent reported that they had 5 or more drinks on the same day in the past 12 months, and finally, 60 percent said that they had consumed 5 or more drinks on the same day within 30 days of their arrest. These figures are all much higher than those reported for Alaska's adult population in general (see above).

Given the high rates of alcohol use among those brought within the boundaries of the criminal justice system relative to the general population, it is perhaps not surprising to find that this group of people is also at great risk for alcohol dependency. What is striking, however, is the magnitude of the problem – at least among arrestees in Anchorage. For the period 2000-01, an astonishing 65 percent of all women and 57 percent of all males arrested and booked into Anchorage jail were found to be at-risk for alcohol *dependency*. Another 12 percent of women and 16 percent of men showed signs of alcohol *abuse*.

Drug Use Indicators

It is also not uncommon for those arrested to have been using illicit drugs at the time of the offense, or in the days immediately preceding the event that lead to their incarceration. In 1996, 55 percent of jail and 57 percent of state prison inmates reported that they used drugs within one month of their conviction offense (Wilson 2000). More than a third of convicted offenders in jail indicated that they were under the influence of drugs immediately prior to the commission of the crime for which they were convicted (Wilson 2000).

Data gathered in Anchorage for the Arrestee Drug Abuse Monitoring (ADAM) program show that among males arrested in Anchorage in 1999, 37.5 percent had used marijuana within two days of their arrest, while 25.6 percent had used some form of cocaine during the same time period^{iv}. A similar pattern of use was reported for 2000 as well, with 36.2 percent of male

arrestees shown to have used marijuana and 21.1 percent of male arrestees testing positive for cocaine use (Atwell & Giblin 2000:1; Giblin 2001:1). For the years 2000-01, 54 percent of the women interviewed by ADAM interviewers were determined to be at-risk for drug *dependency*, with an additional 14 percent showing signs of drug *abuse*. Men, on the other hand, displayed a lower level of risk for drug *dependency* than women with 49 percent; 16 percent of men reported behaviors that were consistent with drug *abuse*.

Finally, the Alaska State Medical Examiner reported that excessive alcohol use, separately and in combination with drugs, was a contributing factor in nearly one-third ($n = 114$) of the 369 “unanticipated, sudden or violent deaths” that prompted a toxicology screen in 2001 (AST 2002).

Summary of Alcohol and Drug Use Indicators

These data establish an empirical foundation for the relatively high prevalence of alcohol use, and in numerous instances, abuse, of alcohol among the Alaskan population, and in large measure validate the general perceptions of criminal justice officials that alcohol is the drug of choice in the state. In addition to general use trends, there is also some evidence to support the thesis that interpersonal violence is associated with alcohol or drug use. To summarize:

- Alaska has a rate of alcohol consumption higher than 36 other states.
- More than 1 in every 10 Alaskan adults is in need of alcohol treatment.
- Six out of every ten adults arrested and booked in Anchorage, across all offense categories, have engaged in binge drinking within 30 days of their arrest.
- More startling still, on average, 60 percent of all arrestees in Anchorage have been shown to be at great risk for alcohol *dependence* (not merely abuse).
- Meanwhile, drug use rates, while not insignificant, are found to be much lower than rates of alcohol use. Consequently, rather than the 1 in 10 Alaskans requiring some form of alcohol treatment, “only” 5 out of every 1,000 adult Alaskans is in need of drug treatment.

- When those arrested are considered, however, the “good news” quickly evaporates. More than half (54%) of the women interviewed in the Anchorage jail, and only slightly less than half (49%) of all male arrestees were found to be at-risk for drug dependence.
- Eight out of every 10 males in Anchorage arrested for violent offenses have engaged in binge drinking at some time in their life
 - 84 percent had 5 or more drinks on the same day in the 12 months preceding their arrest
 - 64 percent had 5 or more drinks on the same day in the 30 days preceding their arrest
- Seven out of every 10 female arrestees in Anchorage, brought into jail for a violent offense, reported binge drinking at some time in their life
 - 68 percent had 5 or more drinks on the same day in the 12 months preceding their arrest
 - 60 percent had 5 or more drinks on the same day in the 30 days preceding their arrest

The challenge of isolating the role of drugs and alcohol

Despite the many positive alcohol-violence and drug-violence associations, the precise role alcohol and drugs play as a “cause” of criminal violence and other social disorder is far from clear. Deciphering the exact impact of alcohol and drugs on crime is, at best, difficult because of multiple connections drugs have to crime and deviance. For instance, the *possession* of banned substances constitutes a criminal offense, as does the *use* of illicit drugs in some instances. Then there is the *sale, distribution* and/or *manufacture* of illegal drugs, and in some cases, alcohol, which are all considered more serious than mere possession or use. As if these dimensions of the “drug problem” were not complicated enough, there are those instances when the pharmacological effects of alcohol and drugs influence *behavior* so that a person is compelled to act in an illegal manner, or at least ceases to be inhibited from engaging in illegal behavior, such as uncontrolled or aggressive actions. Finally, there is that class of crimes that are an *indirect result* of illegal drug markets such as gang violence for control of “turf,” or increased property crime for money to buy drugs.

The challenge of estimating the impact of alcohol and drugs on criminal justice

All that said, what *is* evident from available data is that it is not uncommon for those brought within the scope of Alaska's criminal justice system to engage in alcohol and/or drug use behaviors. In fact, it might be said that, for better or worse, criminal justice is the agreed upon cure for Alaska's collective hangover. Consequently, whether by design or by accident, the criminal justice system expends a significant amount of resources dealing with cases aptly described as drug- or alcohol-related (or both).

For some criminal justice agencies with narrowly confined task orientations that allow for detailed information collection procedures, resource expenditures dedicated to issues of drug and alcohol abuse are routinely tracked and thus theoretically amenable to analysis. Correctional agencies, for instance, can accurately estimate the costs to their organizations of drugs and alcohol because of the clearly defined and organizationally controlled administration of substance abuse programming and treatment. For example, the Alaska Department of Corrections (DOC) budget for substance abuse programs remained remarkable stable through the 1990s. The Alaska DOC substance abuse treatment budget did not increase from 1992-2000, holding steady at nearly \$1 million annually (Moras 2000).

Similarly, because of recent re-structuring of courts into specialized "wellness" areas such as drug courts and DUI courts, the Alaska judiciary, in theory, could collect an array of detailed information on resources dedicated to drug and alcohol caseloads that would allow for an equally detailed accounting of resource expenditures. At the very least, courts dedicated to the adjudication of alcohol- and drug-related cases, by definition, can look to annual budgets for an estimate of financial resources expended.

On the other hand, for the police – tasked with a broad service mandate requiring them to respond to a wide variety of problems, most of which are *not* crime-related (Wilson 1968; Reiss 1971; Bayley 1994) – the question of the resource deployment for drug- and alcohol-related issues remains largely unexplored. There are several structural reasons that help explain why. Police work, especially that of patrol officers, is not predefined and is often contradictory and ambiguous (Skolnick 1968; Manning 1977); police work, is defined primarily by the problems that the public expects the police to solve (Reiss 1971; Goldstein 1990; Bayley 1994). As Bittner put it nearly 30 years ago, in response to those that would like to claim that the police function is chiefly to fight crime, the police role is to respond to “situations-which-ought-not-to-be-happening-and-about-which-something-ought-to-be-done-now” (Bittner 1974). The problem, thus conceived, is that what police actually *do*, is dependent upon what people would like them to do; the police have very little (if any) control over their organizational inputs.

On top of these difficulties, police patrol is largely isolated and takes place over a large geographical area, making it very difficult to monitor officer activity, a key dimension in estimating the deployment of organizational resources. Efforts to document and analyze the work of police officers, whether undertaken in-house or through a research partnership, require extensive resources in themselves and as a result many police administrators have little idea of what their officers actually do during the course of their shift (Goldstein 1990; Bayley 1994), let alone the extent to which officers are engaged in activities stemming from alcohol or drugs.

These structural constraints to the measurement of police activity are also compounded by the image projected by the police as strictly “law enforcement” personnel. As a consequence, the public holds the police accountable to the standard they have created for themselves.

Table 1: Total Number of Reported Arrests for Alcohol Offenses, by age group, 1997-2000									
State of Alaska									
		Number of arrests							
		Driving under the influence (DUI)				Liquor law violations			
		1997	1998	1999	2000	1997	1998	1999	2000
MALES		3022	3105	3665	3624	1192	1087	1235	1039
Total									
	Under 18	40	56	54	63	351	317	299	261
	18-24	533	601	780	752	501	468	591	556
	25-29	483	484	547	516	56	43	51	52
	30-34	492	469	516	486	62	56	71	35
	35-39	528	510	589	522	75	64	52	48
	40-44	349	404	505	545	45	38	54	34
	45-49	287	280	312	350	36	44	37	20
	50-54	135	127	190	200	26	20	42	12
	55-59	87	91	93	106	22	15	24	11
	60 & over	88	83	79	84	18	22	14	10
FEMALES		811	827	962	1036	507	517	531	491
Total									
	Under 18	14	16	13	28	225	215	172	198
	18-24	120	144	184	197	167	220	264	193
	25-29	111	131	133	159	16	19	16	24
	30-34	155	143	175	147	24	19	18	13
	35-39	197	161	204	181	23	20	21	25
	40-44	108	114	125	163	26	12	13	13
	45-49	61	66	66	78	16	5	16	13
	50-54	27	26	33	56	5	5	6	7
	55-59	9	17	17	11	1	2	4	1
	60 & over	9	9	12	16	4	0	1	4

Source: *Crime in Alaska: Uniform Crime Reporting Program*. (1997, 1998, 1999, 2000). Alaska Department of Public Safety.

The public looks to the police to account for their operations in law enforcement terms, the most readily available indicators of which are arrest statistics. Table 1 presents arrest data for the state of Alaska for two alcohol-related offenses for the period 1997-2000: 1) driving under the influence and 2) liquor law violations. While there is a great deal that can be learned from arrest statistics, the difficulty is that they are a very limited measure of resource deployment because they are not an accurate reflection of the activity most police are routinely engaged in - only a small minority of police interactions with the public ever results in arrest (Wilson 1968; Reiss 1971).

Outline of report

This report is an overview of the major findings of a two-stage empirical study of patrol officer workload dedicated to drug- and/or alcohol-related incidents. The goals of the study were four-fold: 1) to estimate the *prevalence* of incidents related to alcohol and/or drugs, 2) to estimate the amount of *resources*, in terms of patrol officer time, consumed by handling drug- and/or alcohol-related incidents, 3) to develop *measures* of police performance for accurately, reliably and efficiently estimating the contributions of drug- and alcohol-related incidents to patrol officer workload^v, and finally, 4) to compare the global perceptions of patrol officers concerning alcohol and drug involvement in criminal incidents with incident logs of such incidents.

The body of the paper details findings and provides discussion related to only three of the four research goals: 1) prevalence of alcohol- and drug- related incidents, 2) resources dedicated to alcohol- and drug-related incidents and 3) comparison of officers perceptions with incident log data. The report begins, in Part I, with a brief summary and discussion of the results from an officer survey undertaken in the first stage of the research project in which members of the Anchorage Police Department (APD) patrol division were asked to estimate, without any empirical referent: a) the proportion of their workload dedicated to incidents stemming from alcohol and/or drugs; and b) the extent to which they believe alcohol and drugs to be implicated in crime. The survey was intended to extend traditional workload studies that limit themselves to strict behavioral measures by incorporating the *cognitive* dimensions of police workload, because as Mastrofski and Parks state, “police work is at least as much cognitive work as it is action” (Mastrofski and Parks 1990:477).

Part II is dedicated to the results of a survey of incidents responded to by APD patrol officers over a period spanning seven consecutive days. Patrol division officers recorded the contextual and behavioral characteristics of incidents on logs for every incident they responded to, including those initiated by officers rather than by the public. In addition to providing personal demographic information, officers recorded the time and location of each incident, whether the incident was alcohol- or drug-related, how they determined alcohol or drug involvement, several variables measuring the nature of each incident - for example, whether or not violence was involved - and whether or not an arrest was made. In addition, officers recorded if the incident occurred in the course of traffic duty, or stemmed from a field interview.

Use of incident logs allows for an empirical evaluation of officers' estimates of alcohol and drug involvement in both criminal and non-criminal incidents. However, the incident logs still asked officers their *perceptions* of alcohol and drug involvement in each incident, and so they do not represent a behavioral basis of comparison. They do, however, serve as a direct measure of officer workload. Because officers recorded the amount of time spent at each incident to which they responded, as well as dispatch time and shift information, multiple measurements of officer activity were possible.

APD patrol officers' global estimates of alcohol- and drug-related workload, and their perceptions of the level of alcohol and drug involvement in several categories of criminal conduct, are juxtaposed and analyzed with their own incident logs in Part III.

Finally, Part IV provides a synthesis of findings, with a brief discussion of some of the implications of the study.

Methodology

The first stage of the study consisted of a self-administered, anonymous and confidential survey of Anchorage patrol officers designed to measure patrol officers' perceptions of the degree to which drug- and/or alcohol-related activities constitute their workload. This was explored across two dimensions. First, officers were asked to estimate the *percentage of their total work time* over the past year they spent on activities involving drugs and/or alcohol. Second, patrol division officers were asked to give their best estimates, based on their own experience, of the *percentage of incidents* they believed to be drug- and/or alcohol-related. Patrol officers were selected for inclusion in the study because the majority of sworn officers in police departments in the Western world are assigned to patrol (Bayley 1994). (Because officers assigned to other functional tasks also respond to drug- and alcohol-related incidents, future research might explore the extent of resources expended by officers with non-patrol objectives.) Focusing on patrol officers allowed for the most comprehensive first glance of police resources dedicated to drug- and alcohol-related incidents.

Definitions of Drug-related and Alcohol-related Incidents:

Survey 1

- Incidents that directly involve drug/alcohol use, possession, and/or distribution as defined by criminal statute.
- Incidents caused by the effects of drugs or alcohol - for example, incidents committed by individuals under the influence.
- Incidents related to an individual's attempts to acquire drugs. This includes but is not limited to incidents such as attempts to secure money or property needed to purchase drugs.

Activities that officers were asked about in this first survey included: aggravated assaults/homicides, domestic violence, sexual assault, robbery, burglary, shoplifting, financial crimes, other thefts, disturbances, traffic offenses and field interviews.

Officers were made aware that their participation in the study was completely voluntary and that their responses would be reviewed only by Justice Center research staff. Respondents completed the survey at their leisure without any direct

supervision. The survey was administered in May 2002. A total of 116 patrol officers completed and returned the survey.

The second phase of the research focused on the *empirical basis* for patrol officers' perceptions of their drug- and alcohol-related workload. Participating patrol officers recorded the characteristics of each incident to which they responded for a seven-day period, beginning on August 21, 2002 and ending August 27, 2002, on a specially designed log form. Design of the form was accomplished through collaboration with APD patrol officers and administrative staff. A focus group of five officers conducted a one-day pre-test of the form for ease of use and content two weeks prior to the actual study period and submitted written comments and suggestions for the form's final design. Officers were provided a booklet detailing the use of the incident log form and briefed on the form's use during the first roll call for each shift of the data collection period. As with the first survey, patrol officer participation in the study was voluntary, and all incident logs were anonymous. The incident logs were placed in a secure collection box by each officer at the end of each shift. A researcher from the Justice Center at the University of Alaska – Anchorage collected the incident logs each day. To protect anonymity, only research staff at the Justice Center had access to the collection box. In all, 3,227 incident logs were completed and returned.

Patrol officers recorded information spanning four substantive areas. First, officers were asked to report personal *demographic* information including age, gender, race/ethnicity, tenure with the Anchorage Police Department (sworn *plus* non-sworn), and tenure with other police departments (sworn *plus* non-sworn).

Second, for each incident officers provided detailed *shift* information: day of week, month, calendar day, and shift beginning and end times. They were also asked to note if they

were on a special duty shift and, if so, provide a description of it. In addition, officers recorded the time they were dispatched (citizen-initiated) or responded (officer-initiated) to an incident, as well as the time that they concluded and were available for another service call. The location of the incident was also recorded, as either a specific address or the intersection closest to where the incident occurred.

The third substantive area addressed on the incident log form was the *nature of the incident*. Officers were first asked to report if, in their view, the incident was alcohol- and/or drug-related. They also recorded the presence or absence of several elements aimed at clarifying the criminological dimensions of incidents, such as the use of violence or theft of property. Space for miscellaneous comments was also provided on the form so that officers could fill-in information about each incident that was not pre-defined in the form, but which they felt to be an important element.

If the incident was determined to be drug-related and/or alcohol-related, the officer was asked to specify *how* that determination was made. This represents the fourth substantive area of the incident log form: *officer decision-making process*. In order to determine how officers make the determination that an event is related to drugs and/or alcohol, the men and women of the APD patrol division were asked to mark if they perceived drug and/or alcohol involvement by the following:

- Observed drugs or alcohol
- Visible impairment of an involved party to the incident
- Detected an odor of drugs or alcohol
- Received third-party information
- Prior knowledge of an involved party to the incident
- Presence of drug or alcohol paraphernalia
- Direct inquiry of an involved party
- Administration of a breath/sobriety test.

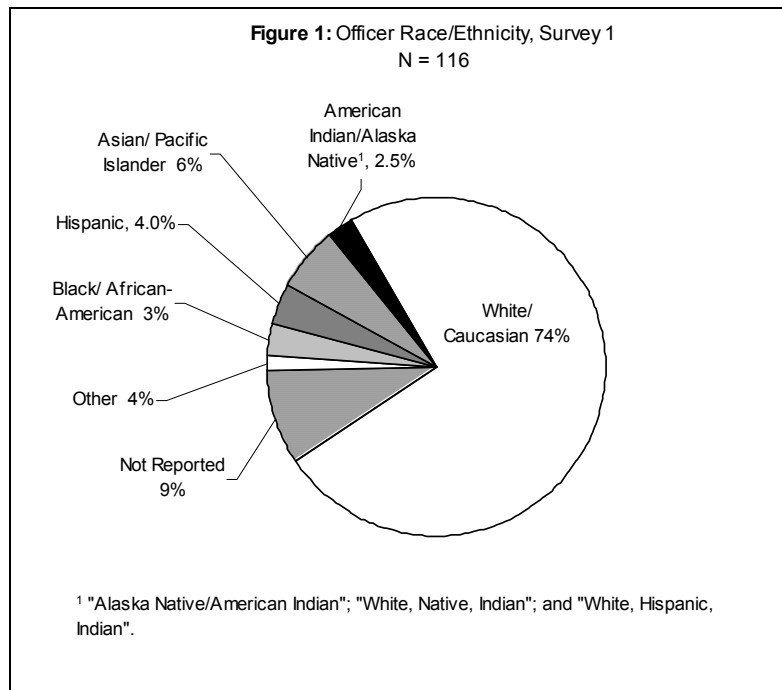
Officers were asked to document any criteria used outside of these pre-defined ones in a separate notes section of the incident log form.

Part I

Survey 1: Global Perceptions of Drug- and Alcohol-related Workload

Demographics of Participating APD Patrol Officers

The overwhelming majority (74%) of patrol officers who completed Survey 1 classified themselves as “White/Caucasian.” Within the entire Operations section, which consists of both the Patrol and Detective divisions, 84 percent are reported to be “Caucasian” (APD, 2002), suggesting that the present sample may be under-representative of white officers. It is also possible that Black/African American patrol officers are under-represented in the sample. Within Operations, Black/African American officers represent over 4 percent of all personnel, but only 3 percent of respondents to Survey 1. Departmental data show that slightly more than 2 percent of all Operations personnel are of Native descent; 3 respondents, 2.6 percent of all participants, reported being of Native descent wholly ($n = 1$), or in part ($n = 2$). Both “Asian/Pacific Islander” and “Hispanic” officers appear to be accurately represented in the sample, with 6 percent and 4 percent of respondents, respectively.



Patrol officers responding to the first survey were also predominantly male. Of those officers who completed and returned the survey ($n = 116$), 97 indicated that they were male, 9 reported being female, and 10 did not report their gender. Eight out of ten male officers categorized themselves as “White/Caucasian,”

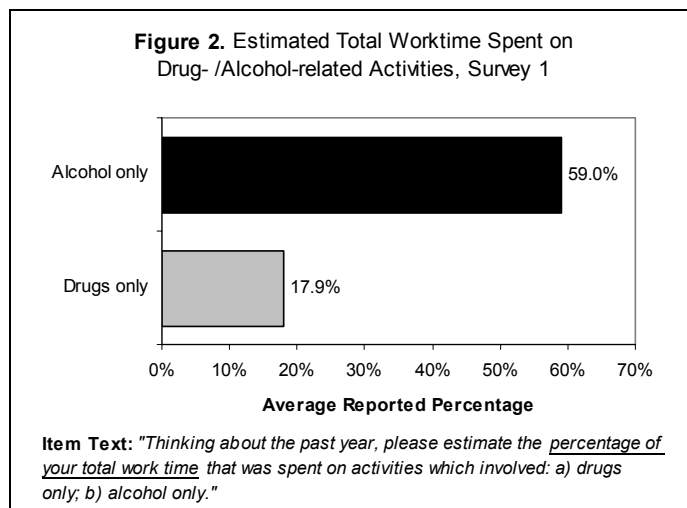
as did two-thirds of female respondents. On average, respondents to Survey 1 were in their mid-

thirties (average age = 34.5 years; *s.d.* = 6.8 years). Male respondents tended to be older than their female counterparts, with mean ages of 35 (*s.d.* = 5.9 years) and 31 (*s.d.* = 4.6 years) years, respectively.

In terms of work experience, there was little difference between men and women in the patrol division that responded to the survey – at least in terms of work experience *with APD*. Women in the patrol division had, on average, between five and six years on the force, while men had between six and seven years of experience. However, while male respondents typically had between one and two years of work experience in other police departments, *none* of the female respondents reported having had other work experience.

Percent of total work time in the past year spent on activities involving drugs and/or alcohol.

There was much agreement among patrol division officers concerning the percentage of *total work time* spent on activities involving only drugs in the past year. More than three-quarters of all officers surveyed reported that less than 20 percent of their time was spent dealing with drug-related issues. This translates into a patrol officer spending roughly two hours per shift, on a typical day, tending to activities in some way related to illicit drugs. Only five percent of respondents reported that *most* (i.e., more than half) of their work time over the course of the past year was dedicated to drug-related activity.



What about total work time spent on activities involving alcohol? On average, patrol officers responding to the survey reported that nearly *60 percent* of their total work time in the past year was directed toward activities stemming from alcohol (see Figure 2). The most frequent

percentage reported was 50 percent (17 respondents), followed by 80 percent (14 respondents)

and 60 percent (14 respondents). In an unambiguous fashion, APD patrol officers reported that over the course of the past year alcohol-related activities consumed an inordinate amount of their time.

Percent of incidents involving drugs and/or alcohol.

Participants were asked to estimate the degree of alcohol and/or drug involvement for each of 8 offense categories, listed in Table 2 below. APD patrol officers attributed the highest degree of *drug-only* involvement to the offenses of robbery; burglary; fraud; and other thefts. On the other hand, the offense of aggravated assault/homicide; sexual assault; and domestic violence were attributed the highest rates of *alcohol-only* involvement. Conversely, robbery, burglary, fraud and other thefts were scored the lowest by officers in terms of *alcohol-only* involvement, and aggravated assault/homicide, sexual assault and domestic violence were reported to have the lowest levels (along with shoplifting) of *drug-only* involvement.

Table 2. Patrol Officer Estimates of Drug-only and Alcohol-only Involvement, by offense category		
OFFENSE CATEGORY	AVERAGE ESTIMATED PERCENTAGE	
	Drugs Only	Alcohol Only
Aggravated Assaults/homicides	20.9	50.5
Sexual assault/sexual abuse of a minor	10.6	50.5
Domestic violence	10.5	65.6
Robbery	35.4	28.3
Burglary	34.4	23.9
Financial crimes (e.g., fraud)	23.8	14.8
Other thefts	23.7	32.4
Shoplifting	18.7	32.4

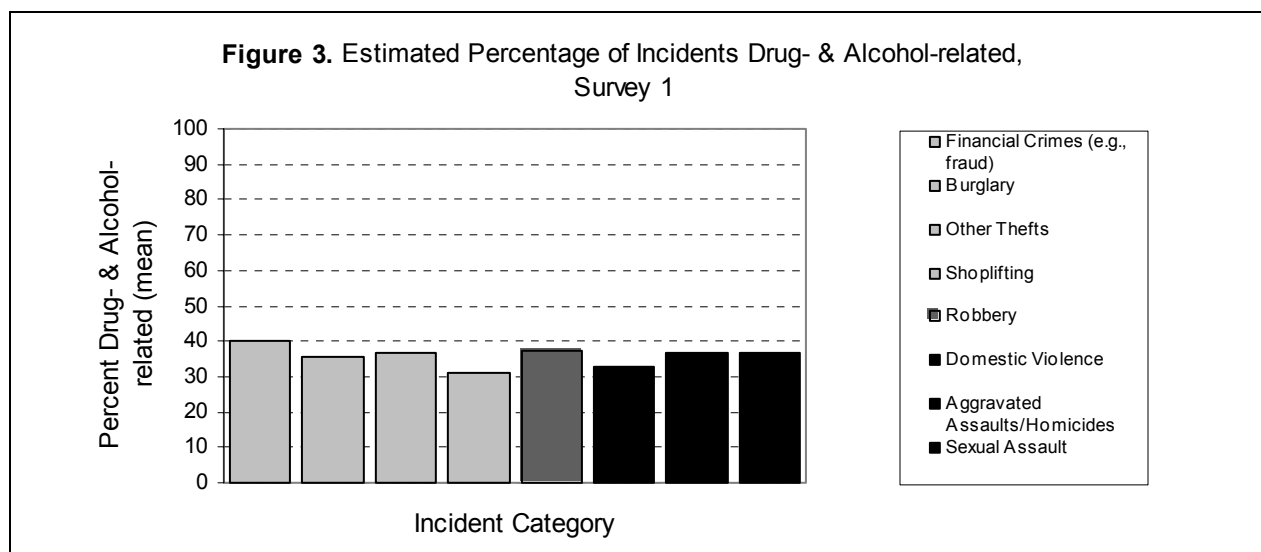
In combination, this suggests a perceptual connection among patrol officers between drugs and the taking of personal property, sometimes by force, and between

alcohol and acts of interpersonal violence. But, more than simply associating violent incidents with alcohol, when aggravated assault/homicide, sexual assault, and domestic violence scores for drugs and alcohol are compared within each offense (rows), there is a very large difference; an average difference of 41 percentage points. The differences between drug involvement and alcohol involvement for the property offenses are not nearly as drastic, never exceeding 14 percentage points. So, not only did respondents link alcohol with incidents involving

interpersonal conflict and violence, but they also give very little credence to the involvement of drugs in such events. Finally, the percentage of these incidents attributed to alcohol, all of which are above 50 percent, tells us that these officers make the alcohol-violence association with firm *conviction*.

Of particular interest were officers' estimates of drug and alcohol involvement for robberies. Officers' estimates for drug-related robberies are considerably higher (by a factor of two), than for other drug-related *violent* offense categories, suggesting perhaps that officers perceive a difference between robbery and other violent crimes in terms of their relation to illicit drugs. A quick visual comparison of officers' estimates of robbery with *property* offenses hints that officers' perceptions of robbery reflect that offense's association with the taking of property rather than with the use of force against another person. The classification of robbery as a property offense rather than a violent offense, and the implications of such a classification will be explained in the next section, which presents the results from the second phase of the study.

In addition to being asked the extent to which each of the eight incident categories involved only drugs, officers were queried on the percentage of each incident category that, in their experience, involved *both* drugs and alcohol. When the responses to this question were aggregated, the average percentage of incidents attributed by patrol officers to both drugs and alcohol increased *for every incident category*.



Aside from this, no discernable pattern emerges between officer perceptions of dual drug and alcohol involvement and the various categories of criminal behavior. Officer estimates of combined drug and alcohol involvement for property offenses and person offenses are largely equally distributed (see Figure 3).

In addition to these eight incident categories, respondents were also asked to estimate the degree of alcohol and drug involvement of three broad classes of incidents: general disturbances, traffic, and field interviews. General disturbance calls were perceived by APD patrol officers as being intimately connected with alcohol. In fact, on average, officers estimated that *62 percent* of all disturbance calls were alcohol-related, second only to domestic violence incidents. Drugs, on the other hand, were believed to be involved in only 14 percent of disturbance calls. Thus, officers view the disturbance calls-alcohol and the violence-alcohol relationships in much the same way: alcohol involvement is almost a given, with drug involvement unlikely.

Summary

Analysis of officers' estimates of their workload stemming from drugs and/or alcohol, and their estimates of the degree of drug and alcohol involvement in several offense categories, produced the following patterns:

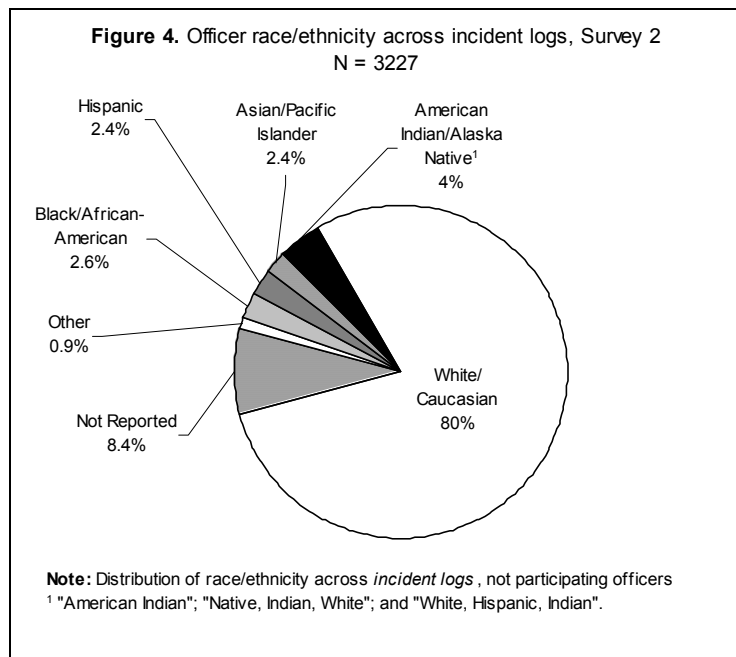
- Both drugs and alcohol are seen as requiring a significant amount of officer time.
- Incidents defined as alcohol-related are estimated to consume more officer time by a ratio exceeding 3 to 1.
- Incidents involving property offenses are more likely than violent offenses to be perceived as drug-related.
- Incidents involving offenses against persons are more likely than offenses against property to be perceived as alcohol-related.
- In terms of officers' estimates of alcohol- or drug-involvement, robbery resembles offenses against property, rather than those offenses generally conceived as violent offenses.
- There is no clear perceptual pattern for offenses involving both drugs *and* alcohol. Property offenses are just as likely as violent offenses to be viewed by officers as involving both alcohol and drugs.
- Incidents described as "disturbances" are seen as closely associated with alcohol use, but only weakly related to illicit drugs.

Part II

Survey 2: Incident-based Perceptions of Drug- and Alcohol-related Workload

Demographics of Participating APD Patrol Officers

As with the first survey, most patrol officers that participated in Survey 2 identified themselves as “White/Caucasian.” Eighty percent of all incident logs were completed by whites, 4 percent by officers indicating at least some American Indian or Alaska Native heritage, and between 2 and 3 percent completed by Asian/Pacific Islanders, Hispanics and Black/African-Americans.



Rounding out the ethnic profile for the incident logs, just under 1 percent were completed by officers reporting a race other than those just mentioned; 8.4 percent of all incident logs returned did not have a race/ethnicity reported (see Figure 4).

Also similar to the first survey for which 84 percent of all respondents

reported themselves to be male, across the 3,227 incident logs collected in the second survey 85 percent were completed by male officers. However, there was a much greater representation of female responses among the incident logs than for the first patrol officer survey. Women completed nearly 13 percent of all incident logs, while the officer perception survey had only 8 percent of responses completed by females. Women turning in incident logs also tended to be older than those that completed the officer perception survey. The average age for Survey 2 female respondents was 33, as compared to a mean age of 31 for Survey 1; the average age for men did not change from survey one to the next.

In contrast to Survey 1, the incident logs show a longer average time in service with APD for females than for their male counterparts (5.9 years vs 5.7 years). But, as before, female officers rarely have prior experience with other departments, while male respondents had, on average, 1.9 years of prior service with other police departments (see Table 3).

When officer demographics are taken as a whole, the two samples are quite comparable across gender, age, ethnicity and time in service. The importance of this is that, to the degree differences are detected across the two data collection methods, it is not likely to be due to bias introduced by the *types of people* that participated. Moreover, both samples appear to

Table 3: Patrol officer demographics: Survey 1, Survey 2, and APD Operations section				
		Percent of Total		
		Survey 1	Survey 2	APD Operations
GENDER				
	Male	83.6 %	85.3 %	NR
	Female	7.8	12.4	NR
	Not reported	8.6	2.3	NR
RACE/ETHNICITY				
	Asian/ Pacific Islander	6.0 %	2.4 %	6.1 %
	American Indian/ Alaska Native	2.5	4.0	2.1
	Black/ African American	3.0	2.6	4.6
	Hispanic	4.0	2.4	3.4
	White	74.0	80.0	83.8
	Other	4.0	0.9	NR
	Not reported	9.0	8.4	NR
MEAN AGE				
	Male	35	35	NR
	Female	31	33	NR
MEAN WORK EXPERIENCE (APD)				
	Male	6.6	5.7	NR
	Female	5.7	5.9	NR
MEAN WORK EXPERIENCE (Other)				
	Male	1.9	1.9	NR
	Female	0.0	0.0	NR

be quite representative of the underlying population of officers, when compared to published departmental data. Table 3 details the demographics for Survey 1, Survey 2, and APD personnel statistics.

Characteristics of incidents reported by patrol officers

Table 4. OPERATIONAL DEFINITIONS, Survey 2															
PHENOMENOLOGICAL CHARACTERISTICS USED IN CODING INCIDENT CATEGORIES															
INCIDENT CATEGORY	ANY Viol.	SEXUAL Viol.	WPNS Present	WPNS Used	INJURY/ DEATH	FAM Memb.	MINOR < 18 yrs	Unlaw. Entry	ANY Thft	BUS Thft	FIN Thft	GEN DIST	FLD INT	TFC STOP	
Financial Thefts									X		X				
Unlawful Entry								X							
Other Thefts									X						
Shoplifting									X	X					
Robbery	X		O	O					X	O	O				
Family Violence	X					X									
Aggravated Assault / Homicide	X		O	X	X										
Sexual Violence		X													
Disturbances												X			
Field Interviews													X		
Traffic														X	

NOTE: X = necessary element; O = contingent element.

A total of 3,227 incident logs were completed and returned for the second survey. Within each incident log officers recorded the phenomenological characteristics of the incidents they responded to rather than the crimino-legal aspects of the events; that is, officers were asked to note some purely objective characteristics or “essences” of events outside of legal characterizations. These phenomenological characteristics were combined, following as closely as possible the statutory requirements of the Alaska state criminal code, to serve as proxies for the incident categories referred to in the first survey. For example, those instances where violence was involved, a weapon was present or used, and injury or death resulted were coded as “aggravated assault/homicide” (see Table 4).

Table 5. Distribution of Incident Characteristics, Survey 2 vs recorded APD dispatches 21-27 August 2002

Incident Category (Survey 2 / Dispatches):	Survey 2	Dispatches
	Percent (n)	Percent (n)
Total N	3,227	4,964
Disturbances	25.1 (809)	9.8 (487)
Other thefts	2.2 (70)	5.2 (259)
Shoplifting	2.1 (69)	0.6 (33)
Unlawful entry / burglary	0.9 (28)	0.6 (32)
Fraud	0.6 (18)	0.8 (40)
Aggravated assaults-homicides	7.0 (226)	2.7 (133)
Family violence / domestic violence	6.1 (198)	0.8 (42)
Robbery	1.3 (41)	0.0 (0)
Sexual violence	0.4 (16)	0.5 (29)
Traffic stops	27.2 (883)	30.0 (1,488)
Field interviews	11.2 (361)	2.9 (146)
Total incident logs= 3,227.		
¹ Incident categories are not mutually exclusive, and thus do not sum to 3,227 (column 1) or 100 percent (column 2).		

Officer-initiated activities, that is, traffic stops and field interviews, constituted fully 39 percent of all incident logs completed and returned (27.2% and 11.2%, respectively). This is a higher percentage than expected based on prior studies of patrol officer workload; these have generally found in the great majority of instances the police are mobilized by the public (Reiss, 1971; Walker, 1992; Bayley, 1994), due in large part to the advent of 911 telephone services. But, these studies also tend to conceptualize traffic enforcement as a distinctly separate activity than preventive patrol activities

so that general patrol and traffic enforcement workload statistics are analyzed separately. When the Survey 2 results are compared to the recorded calls for service maintained by APD over the study period, however, we see that traffic incidents did comprise 30 percent of all APD calls-for-service. Therefore, Survey 2 results did accurately reflect the extent to which APD officers are engaged in traffic duties. The observed difference between the percentage of incident logs characterized as field interviews in Survey 2 and the percent of incidents recorded by APD dispatch as field interviews is not explained as easily. Finally, fully one quarter of all incidents

logged by participating officers consisted of calls for service broadly defined as “disturbances” ($n = 809$), a rate far exceeding that for recorded dispatch calls.

The criminological dimensions of the returned incident logs were dominated by two offense categories: Aggravated assault/homicide (7.0%) and family violence (6.1%). Robberies and incidents involving sexual violence were much less common, with 41 incidents characterized as robberies and 16 described as involving some form of sexual violence. All together, Survey 2 resulted in 481 incidents reported to involve offenses against persons (15 percent of all incident logs returned) and 185 incidents resulting from offenses against property (6 percent of all incident logs). Violent offenses were reported 2.5 times more often than property offenses. Unfortunately, these numbers are the exact opposite of what would be expected, given what is known about the prevalence of different types of criminal offenses in society: property crimes are much more common than violent crimes. To illustrate, in 2000 the Anchorage Police Department reported 4,486 violent crimes for the entire year^{xi} out of 16,158 total offenses known to the police, which translates into 28 percent of all offenses. In contrast, 11,672 offenses against property^{xii} came to the attention of APD in the same year – 72 percent of all offenses (ADPS, 2000). The same ratio of property offenses to violent offenses holds for the years 1997, 1998, 1999 as well (ADPS, 1997; 1998; 1999). In other words, property offenses are known to be come to the attention of police at a rate 2.5 times greater than offenses against persons – not the other way around (see also the last column of Table 5).

Considered along the dimensions of officer-initiated versus calls-for-service, and property versus violent offenses, the sample of incidents collected in Survey 2 appears to contain noticeable bias. The sample of incidents gathered in the study looks to be significantly skewed with regard to: the type of offense (property vs violent); the extent of officer-initiated activity (field interviews); and, the extent of incidents regarded as “general disturbances.” Specifically,

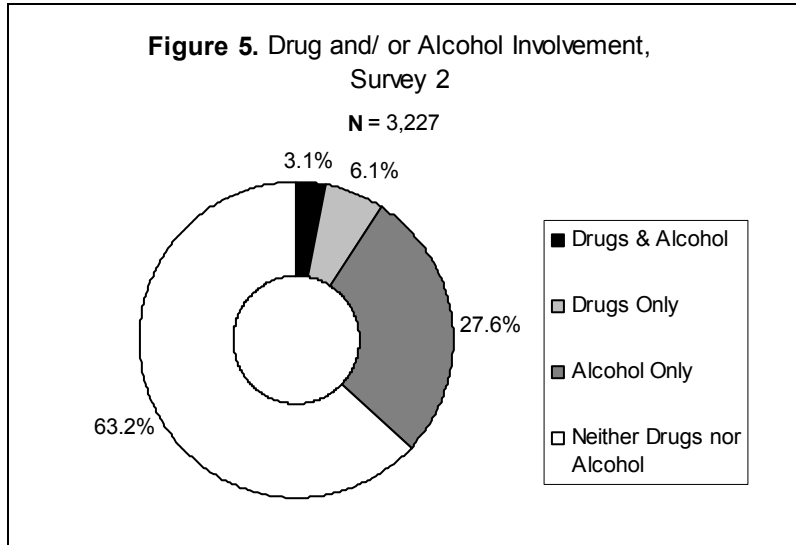
violent offenses are drastically over-represented in the sample, as are officer-initiated activities, though not to the same extent.

Table 6. Operational Definitions, APD dispatch calls 21-27 August 2002

Incident Category	APD Call for service code:	APD calls for service translation
General disturbance	DC DIST DISTW NOISE PARTY	Disorderly conduct Disturbance Disturbance w/ weapon Noise violation Loud party
Other thefts	LOST SVEH STOLEN	Lost property Stolen vehicle Theft
Shoplifting	SHOP	Shoplifting
Burglary	BURG BURGI	Burglary Burglary in progress
Fraud	FRAUD	Fraud
Robbery	ROB STRONG	Robbery Robbery (strong-arm)
Aggravated assault-homicide	ASS ASSW HOM THREAT	Assault Assault w/ weapon Homicide Threat
Domestic violence	DVVIOL DVW	DV violation DV writ
Sexual assault	RAPE RAPEI SAM	Rape/sexual assault Rape/sexual assault in progress Sexual abuse of minor
Traffic stop	70 ACC ACCI DWI DWLS HR HRI MISUSE PARK RECK TVVIOL VID	Traffic stop Accident Accident w/ injury Drunk driving DWLS/DWLR Hit-and-run accident Injury hit-and-run Misuse plates Parking problem Reckless driving Traffic violation Vehicle in distress
Field interview	76	Field interview

Drug and alcohol involvement, as reported by patrol officers

Officers recorded some degree of drug involvement, either “drugs only” or “drugs and alcohol,” in roughly 9 percent ($n = 296$) of cases. Fully two-thirds ($n = 197$) of these 296 incident logs were described by APD patrol officers as involving *only* drugs (see Figure 5).



Between one quarter and one third of all incident logs were categorized by officers as “alcohol-related” ($n = 991$). Nine out of every ten of these incident logs were described by patrol officers as related to alcohol only. Despite this level of drug and

alcohol involvement in patrol officer activities during the study period, *nearly two-thirds* ($n = 2,039$) of all incident logs were characterized by participants as *not involving drugs or alcohol*.

Definitions of Drug-related and Alcohol-related Incidents, Survey 2

Those *incidents* that involve the direct USE, POSSESSION, and/or DISTRIBUTION of drugs and/or alcohol, as well as incidents that are indirectly linked with them. Some examples of **drug- and/or alcohol-related incidents** would be:

- An incident where a person is *under the influence* of drugs/alcohol.
- An incident involving an action taken by someone for the purposes of *obtaining* drugs/alcohol.
- An incident that involves a *dispute* concerning drugs/alcohol.
- An incident in which a “*downstream inference*” can be made; that is, an incident where *prior experience* suggests that the present incident is drug- or alcohol-related, even if there may not be any “direct” evidence present.

Within each offense category, patterns of alcohol and drug involvement appeared which closely paralleled those in found in Survey 1 (see Table 7). First, the incident log data reveal that the highest rates of *drug-only* involvement were for incidents reported to involve offenses against property - fraud, in particular. Forty-four percent of all such incidents were reported to be drug-related, but having no detectable association with alcohol. Fraud, or “financial theft,” was defined as the fraudulent or deceitful taking of money from an

individual or business, for example, mail fraud or some other con game. Unlawful entry, a proxy

for burglary, and other thefts were much less likely to be characterized by patrol officers as being drug-related. There were no cases of shoplifting in the incident logs defined by patrol officers as drug-related^{xiii}.

Table 7. Rates of Drug-only, Alcohol-only and Drug and Alcohol Involvement, by offense category Survey 2			
	PERCENT CATEGORIZED AS DRUG-ALCOHOL RELATED		
	Drugs Only	Alcohol Only	Drugs and Alcohol
OFFENSE CATEGORY			
Aggravated assaults/homicides	9.7 %	48.5 %	7.2 %
Sexual violence	6.3	31.3	0.0
Family violence	10.6	47.0	4.0
Robbery	36.6	19.5	0.0
Unlawful entry	12.4	35.1	0.0
Financial theft (e.g., fraud)	44.4	5.6	5.6
Other thefts	5.7	18.6	2.9
Shoplifting	0.0	0.0	0.0

The incident category with the second-highest percentage score was for robbery. There were a total of 41 incident logs coded as robberies, 15 (36.6%) of which were recorded by officers as involving drugs in some fashion, but with no alcohol involvement evident. In contrast, other offenses with an element of violence such as aggravated assault/homicide and family violence were shown to be only weakly associated with drug-related behavior. This finding lends support to the view, mentioned in the discussion of the Survey 1 results, that officers perceive a substantive difference between robberies and other crimes of violence as they relate to illicit drugs. Such a conclusion is even more plausible when *alcohol-involved* robberies are compared to other violent offenses. Robbery has, by far, the lowest reported rate of alcohol involvement in the incident log data coupled with the highest rate of reported drug involvement of all the violent offenses examined. In sum, the observational data recorded by APD patrol officers lend empirical support for their global perceptions of the relationship between drugs and property crime.

While the dynamics between substances of abuse and robbery are not explicit in the present data, observational research into the motivational aspects of robbery suggests that it is an

act engaged in by pragmatists; perpetrators forcefully take the property of others as means to acquire something else – very often illicit drugs and alcohol (Wright & Decker, 1997). In other words, because of its economic rationale, robbery is closer etiologically to other *thefts* than it is to other acts containing violence. This is not to say the violent aspects of robbery are trivial, but for the purposes of this analysis, when robbery is thought of as a property offense, rather than a person offense, its relationship to alcohol and drugs becomes clearer.

What about situations where alcohol was involved, but not drugs? What offenses were most closely associated with the use of alcohol?

The incident categories with the highest rates of an *alcohol-only* association were family violence and aggravated assault/homicide, both with well over 40 percent of cases being so described. Almost a third of all sexual violence incidents reported were described by officers as being alcohol-related, but not drug-related. As a whole, these descriptive data suggest that there is a fairly noticeable association between alcohol and incidents involving interpersonal violence. Given the widespread belief among Alaskan criminal justice officials that alcohol is intimately related to violent crime, readers that work within criminal justice will not be surprised by such results.

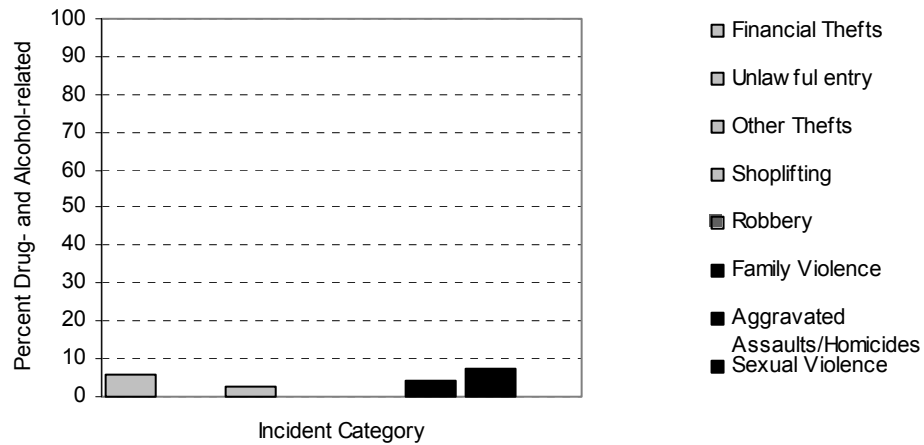
Patrol officers indicated that more than 35 percent of unlawful entries were related solely to alcohol, a finding that was not anticipated. Because these events did not contain an element of attempted or completed theft, one possible explanation for such a strong association may be that these incidents were cases of squatting, in which individuals use empty or abandoned structures for their own purposes without the owner's permission – in this case to consume alcohol. Without more detailed data, however, the precise nature of these incidents can only be guessed at. Other offenses against property were found to have only a negligible association with alcohol.

In the first survey, APD patrol officers reported that besides domestic violence incidents, general disturbance calls were the most likely to be associated with alcohol. Results from the

more than thirty-two hundred incident logs returned show their estimate to be relatively accurate, though not perfect. Disturbance calls did indeed follow, by 1 percentage point, family violence calls in rate of alcohol-only involvement, but aggravated assault/homicide was ahead of both. Forty-six percent of the disturbance calls sampled were determined by officers to be alcohol-related. Only 6 percent were recorded as drug-related.

Officer-initiated activity in the form of field interviews and traffic stops demonstrated relatively low *drug-only* incidence rates when compared with the offense measures used in the study. And, in fact, the rates for these two classes of officer activity were significantly less than what officers themselves estimated in Survey 1. In the first survey officers reported that in their estimation 23 percent of all field interviews and only 9 percent of traffic stops were drug-only cases. When the incident log data were examined, however, the percentage of field interviews that were reported to be drug-related dropped to 9 percent, 2 percent for traffics stops. Officer estimates of *alcohol-only* involvement in field interviews and traffic stops was much more accurate, however. In Survey 1 officers estimated, on average, that 43 percent of field interviews and 26 percent of traffic stops were alcohol-related, but not associated at all with drugs. For Survey 2 the results show that 40 percent of all reported field interviews were characterized as alcohol-related, but not drug-related, and 19 percent of traffic stops recorded by patrol officers were determined to be alcohol-only incidents.

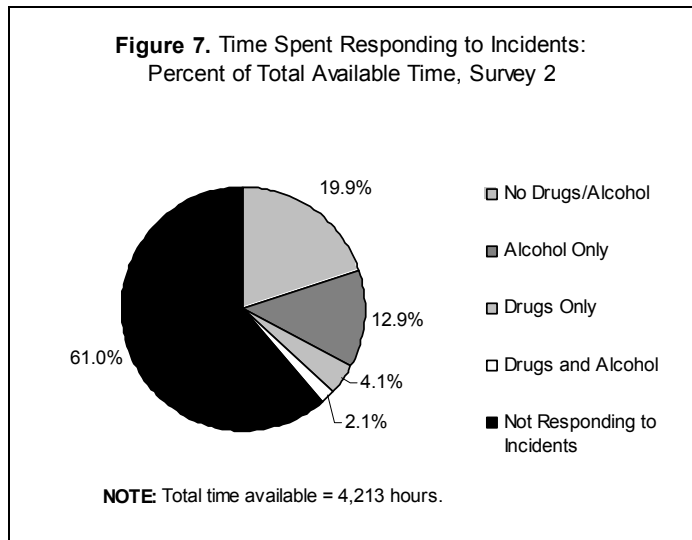
Figure 6. Percent of Incident Logs BOTH Drug- and Alcohol-related, Survey 2



Finally, there were too few cases defined by officers as being related to both drugs and alcohol to be able to engage in any sort of meaningful analysis, but the results are provided to round out the picture of drug and alcohol involvement nevertheless (see Figure 6). And, as a point of fact, the low level of combined drug and alcohol involvement is a finding in itself. Officers either struggle to detect combined drug and alcohol involvement, or there simply is not much in the way of simultaneous drug and alcohol involvement in the criminal offenses that come to the attention of patrol officers.

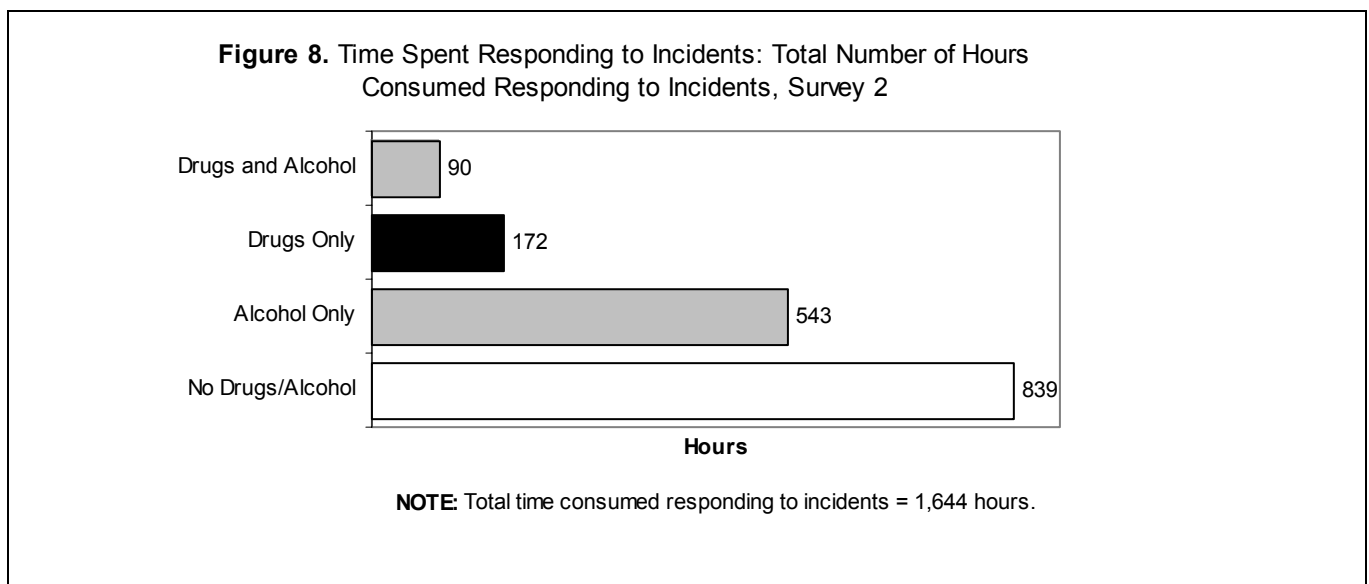
Percent of time spent on drug- and/or alcohol-related activities

For those patrol officers that participated, and only for those shifts that were reported, there were a total of 4,213 man-hours available for officers to respond to incidents^{xiv}. Slightly more than one-third of this time (1,644 hours) was spent responding to the 3,227 incidents logged by APD patrol officers, which



translates into just over half an hour per incident and a total *time spent* : *time available* ratio of .39 to 1. The highest ratio of *time spent* to *time available* for any single respondent was .88 to 1. Sixteen officers reported using 10 percent or less of their available time responding to incidents. The mean *time spent* to *time available* ratio across officers was .37 to 1. Figure 7 summarizes how officers reported their time usage during the study.

How much of the 1,644 hours spent responding to incidents was dedicated to dealing with incidents involving *only* alcohol? *Only* drugs? Both alcohol *and* drugs?

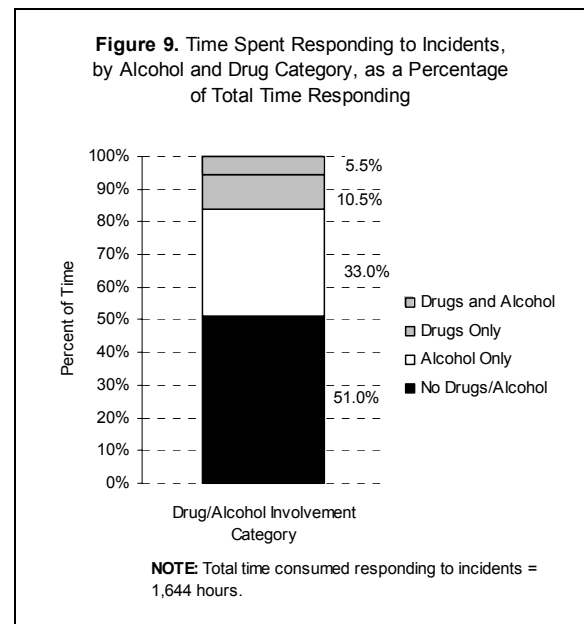


Examination of those incident logs reported by officers to be *only* alcohol-related revealed that there was a total of 543 officer hours expended (see Figure 8), 33 percent of the time spent handling incidents requiring patrol officers' attention (see Figure 9).

Circumstances involving drugs, but not alcohol, consumed 172 hours of available officer time during the study period (Figure 8), constituting 10.5 percent of the time officer spent responding to all incidents (Figure 9).

To round out the analysis of patrol officer time spent responding to incidents associated in some manner with drugs and alcohol, data focusing only on those incident logs reported by officers to involve *both* alcohol and drugs are presented. For the 99 cases where drugs and alcohol were both implicated, patrol officers spent a total of 90 hours handling them. Ninety hours represents approximately 2 percent of all available time for the officers participating in the study, and 5.5 percent of the time they used in response to calls for service or initiating contacts with the public.

When the total time spent responding to alcohol- and drug-related incidents is placed in the context of actual police-citizen contacts – that is, that time spent responding to incidents – the extent to which drugs and alcohol determine officer workload is made more explicit. In taking this perspective we see that *nearly half the of the total time (49%) officers are engaged in contact with the public, is spent in situations reported to involve alcohol, drugs, or both alcohol and drugs* (see Figure 9).



Summary

The second phase of this study involved the use of incident-level officer reports to provide an empirical estimate of patrol officer workload dedicated to drug- and alcohol-related activities. From information reported in 3,227 incident logs several discernable patterns emerged:

- The workload for the officers that participated was dominated by traffic stops, disturbance calls, and field interviews
- Nearly two-thirds (61%) of available officer time during the study period was spent on activities other than handling incidents requiring patrol officer attention.
- In all, alcohol- and drug-related incidents consumed about 20 percent of the total available officer time during the study period.
 - Alcohol-only incidents consumed 12.9 percent of all available officer time during the study period.
 - Drug-only incidents consumed 4.1 percent of all available officer time during the study period.
 - Combined alcohol- and drug-related offenses consumed 2.1 percent of all available officer time during the study period.
- Of the time that was spent by officers handling incidents brought to their attention, almost half of it (49%) was spent on alcohol- and/or drug-related incidents.
 - A third (33%) was used tending to alcohol-only incidents;
 - Just over 10 percent (10.5%) was dedicated to drug-only incidents, and;
 - 5.5 percent of the total time officers spent responding to incidents of all sorts was taken up with situations involving *both* alcohol and drugs.
- Incidents involving offenses against property, in the aggregate, were more likely than violent offenses to be reported by patrol officers as drug-related.
- Incidents containing violence, in the aggregate, were much more likely than property offenses to be reported by patrol officers as alcohol-related.
- Robberies demonstrate a pattern of association with drugs and alcohol similar to other offenses against property, but quite divergent from other violent offenses.
- Incidents defined as general disturbances are identified by patrol officers in incident logs to be significantly related to the presence or use of alcohol by an involved party.
- The existence of differences in officers' incident reports of the level of alcohol involvement for violent incidents as compared to their estimates of drug involvement in violent offenses foreshadow the possibility of a perceptual distinction held by police concerning the role these substances play as a cause of violent behavior.

Part III

Comparing Officers' Global Estimates to Incident Log Data

Table 8. Rates of Drug-only and Alcohol-only Involvement, by offense category Survey 1 versus Survey 2				
OFFENSE CATEGORY	PERCENT CATEGORIZED AS DRUG-ALCOHOL RELATED			
	Drugs Only		Alcohol Only	
	Survey 1	Survey 2	Survey 1	Survey 2
Aggravated assaults/homicides	20.9 %	9.7 %	50.5 %	48.5 %
Sexual assault - violence	10.6	6.3	50.5	31.3
Domestic - Family violence	10.5	10.6	65.6	47.0
Robbery	35.4	36.6	28.3	19.5
Burglary - Unlawful entry	34.4	12.4	23.9	35.1
Financial theft (e.g., fraud)	23.8	44.4	14.8	5.6
Other thefts	23.7	5.7	32.4	18.6
Shoplifting	18.7	0.0	32.4	0.0

Incidents involving drugs

Results from the first survey, which asked APD patrol officers about their general (global) perceptions of the extent to which alcohol and/or drugs were involved in various kinds of incidents, showed that among those officers that participated, there is a fairly distinct perceptual link between property crimes and illicit drugs. This conclusion was reached due to not only the *high* percentage of property offenses estimated to be drug-related, but also the *low* percentage of violent offenses (except robbery) estimated by patrol officers to have involved drugs. In particular, officers indicated in Survey 1 that illicit drugs, either due to their use or sale, are very closely linked to both burglaries and robbery incidents.

Findings from the second survey, which involved the completion by patrol officers of incident logs that took note of a wide variety of characteristics within each incident, lend general support to these perceptions. Incident log data show that property offenses were indeed more likely to be drug-related than person offenses, *but only when robbery is considered a property offense*. Otherwise, if robbery is lumped with other offenses containing violence, the incident log data show there to be very little difference between property crimes and violent crimes in the

aggregate. The rationale for this categorization of robbery has already been presented, so it will not be repeated here. What have not been discussed are the policy implications of this conceptualization of robbery.

If it is accepted that the causes of robbery are more closely related to those of property crimes broadly conceived, and particularly various forms of theft, than to the causes of violent crimes, such as simple assault, sexual assault or homicide, then this aspect of robbery must be taken into consideration in any efforts to prevent it. This research suggests that a critical dimension of robberies in Anchorage, as reported by patrol officers, is their association with illicit drugs. The particulars of this association cannot be derived from the data presented here. However, the data do provide some broad contours to help guide further investigations into the robbery-drugs relationship in Anchorage.

One other important aspect of officers' estimates of drug involvement in robberies from Survey 1, and the incident-level data provided for in Survey 2 deserves mention. This study finds a near-perfect convergence between officers' perceptions of the association between robbery and drugs from Survey 1 and the recorded percentage of robbery incidents determined to be drug-related from Survey 2 (see Table 8). Of course, this is a less than perfect validation of officers' perceptions because Survey 2, though more empirical, still relied on patrol officers' *perceptions* of each incident. Nevertheless, the degree of convergence is striking, leading to the tentative conclusion that when it comes to robbery, patrol officers demonstrate some insight into the dynamics of robbery incidents.

Officers' estimated rates of drug-involved domestic violence incidents and the rate of family violence observed by officers in the course of their work also demonstrated a high degree of similarity, despite the fact that the two measures are conceptually distinct. Incidents were defined as family violence in the second phase of the study when officers reported ANY violence between participants, if that incident involved family members. The particular interpersonal

aspects of the violence were not recorded, making it impossible to distinguish a particular subtype of family violence, such as that between siblings or intimates. On the other hand, officers were asked in Survey 1 to estimate the incidence of drug-involvement in “domestic violence situations, which taps what is now commonly referred to as “intimate partner violence,” to the exclusion of child abuse, elder abuse, or sibling conflicts. Therefore, because of its more inclusive operational definition, it is possible that the reported percentage scores for alcohol- and drug-related family violence are somewhat inflated. This important methodological note notwithstanding, what both measures tap is violence among family members, whatever their relationship to one another. And, what Table 8 demonstrates is that APD patrol officers seem to possess a fairly accurate estimation of such incidents within families that are drug-related - which is very few.

Taken together then, the evidence suggests that APD patrol officers’ perceptions of the degree of drug-involvement in robbery incidents and in cases of family violence are, for the most part, accurate. But, the evidence also points to some perceptual difficulties among APD patrol officers. There are a good many issues about which officers’ perceptions are not very accurate,

Table 9. Differences between officers global perceptions, and those recorded in incident logs (Survey 1) – (Survey 2)		
OFFENSE CATEGORY	PERCENTAGE DIFFERENCES	
	Drugs Only (Survey 1) - (Survey 2)	Alcohol Only (Survey 1) - (Survey 2)
Aggravated assaults/homicides	+11.2 %	+2.0 %
Sexual assault - violence	+4.3	+19.2
Domestic - Family violence	-0.1	+18.6
Robbery	-1.2	+8.8
Burglary - Unlawful entry	+22.0	-11.2
Financial theft (e.g., fraud)	-20.6	+9.2
Other thefts	+18.0	+13.8
Shoplifting	+18.7	+32.4

and in some cases, are simply *inaccurate*. In fact, there is a pronounced disparity between officers’ estimates of the level of drug-involvement for *every one of the*

remaining incident categories. Furthermore, patrol officers *over-estimated* the level of drug association for all of the remaining incident categories except one – financial thefts (see Table 9).

Thus we are faced with two somewhat contradictory findings with regard to patrol officers' estimates of drug-related incidents. Officers accurately perceived the overall *pattern* of association between illicit drugs and offenses against persons and property; specifically, that drugs are more likely to be associated with property offenses than person offenses. But, their general perceptions are not very accurate with regard to specific incidence rates and, in fact, it appears that officers' perceptions of the degree of drug involvement are exaggerated in most instances.

Incidents involving alcohol

In the first survey APD patrol officers made a clear linkage between violent incidents and alcohol. Except for robberies, situations that were characterized as violent (domestic violence, sexual assault and aggravated assault/homicide) were shown to have a greater likelihood of alcohol-involvement than the incidents related to property crimes (fraud, various thefts, and burglary).

As with the analysis of drug-only involvement, incident logs completed by patrol officers supported the general perceptions reported in Survey 1 with regard to alcohol-only incidents. With one notable exception, the three highest rates of alcohol-only involvement across incidents were for those characterized as including violence. Compared to incidents reported to have included property offenses, violent incidents demonstrated a relatively high rate of alcohol involvement (see Table 8). This same pattern of association between alcohol and violent offenses was also found in Survey 1. What's more, the rates of alcohol-only involvement in incidents reported to include property offenses were much lower, by a factor of 3, on average.

Estimates made by APD patrol officers of alcohol-related aggravated assaults/homicides were found to be very close to the rates calculated from incident logs, with a difference of only two percentage points (over estimate). But, for all other offense categories, property as well as violent, the differences between officers' general perceptions and what they reported in incidents

logs were quite large (see Table 9). Over-estimates ranged from slightly more than 9 percent to more than 30 percent, with an average error of 17 percent (*s.d.* = 8.8). The single instance of under-estimation (-11.2 %) was for unlawful entries.

The data show that patrol officer estimates of alcohol's involvement in violent incidents fairly accurately capture the *contours* of the alcohol-violence association, but are not very precise, and their view of the alcohol-property crime nexus is even less so. The directionality of difference between what officers estimate, and what they report in incident logs, suggest that their perceptions of alcohol's relationship to violent incidents is exaggerated – except, that is, for aggravated assaults/homicides (aggravated assaults constitute the vast majority of these cases). While officers largely missed the mark with regard to the level of alcohol involvement in cases of sexual violence and family violence (+19.2% and +18.6%, respectively), the difference between officers' global estimates of aggravated assault/homicide in Survey 1, and what they observed and recorded in Survey 2, was very small (+ 2%). This suggests that officers' sense of alcohol's role in violence involving weapons or resulting in injury or death is fairly acute.

Disturbance calls and officer-initiated activity

The gap between officers' expectations of the level of alcohol-only and drug-only involvement in general disturbance calls and what was recorded in incident logs was substantial. Officers, on average, expected approximately 62 percent of all general disturbance calls to be alcohol-related, while only 41 percent of general disturbance calls responded to were reported to be alcohol related. Similarly, patrol officers reported that they believed approximately 14 percent of all general disturbance calls to be drug-related. But, when incident log data were analyzed, it was found that only six-percent of general disturbance calls were drug-related. In a pattern similar to that found for more specific offense categories, officers attributed a greater degree of alcohol and drug involvement in general disturbance incidents than what was directly observed over the course of the study period.

For that class of activities we have termed officer-initiated, APD patrol officers are fairly accurate with their global estimates of alcohol involvement, especially for field interviews. Patrol officer estimates from Survey 1 show that, on average, officers anticipate about 43 percent of all field interviews to be alcohol related. According to the incident logs completed for Survey 2, field interviews were alcohol-related nearly 40 percent of the time. The degree of agreement across both surveys for alcohol-related traffic stops was not as substantial, but showed a remarkable degree of consistency nevertheless. Survey 1 estimates had alcohol-related traffic stops occurring in 26 percent of cases; Survey 2 results showed that 19 percent of traffic stops were determined to be alcohol-related, for a Survey 1 – Survey 2 difference of 7 percent.

A plausible explanation for the officers' perceptual accuracy with regard to alcohol-related field interviews and traffic stops is largely a function of *exposure* and/or *familiarity*. Simply stated, more exposure (i.e., experience) leads to more accurate depictions of incident characteristics. Field interviews and traffic stops did, after all, represent 38.5 percent ($n = 1,244$) of all incident logs in this study. Unfortunately, this hypothesis is not supported if we take a step back and examine the pattern of responses for drug-related incidents.

The data show that patrol officer perceptions for drug-related field interviews and traffic stops were much less accurate. Officers estimated more than twice as many drug-related field interviews than were observed (22.7% vs 9.1%), and more than four times as many drug-related traffic stops than what was recorded by officers in incident logs (9.2% vs 2.2%).

The totality of evidence at this stage suggests that officer experience, measured as the number of incidents responded to, is not a very good predictor of *accurate* estimates of drug- and alcohol-involvement for patrol officers. But, too much should not be made of this point, as it is also evident that officers, as before, were correct in identifying the general pattern: both field interviews and traffic stops are more likely to be alcohol-related than drug-related.

Time spent on alcohol- and drug-related incidents

When results from Survey 1 and Survey 2 are compared for officer estimates of the amount of total work time spent on incidents involving alcohol or drugs, we

Table 10. Patrol officer time consumed in handling of alcohol- and drug-related incidents			
PERCENT of TIME EXPENDED RESPONDING TO INCIDENTS			
Drugs Only		Alcohol Only	
Survey 1	Survey 2	Survey 1	Survey 2
17.9 %	4.1 ¹ % 10.5 ²	59.0 %	12.9 % 33.0
¹ Percent of total available officer time . ² Percent of total time spent responding to incidents .			

see a continuation of the trend discussed in the preceding section. That is, patrol officers attribute much more weight to alcohol- and drug-related incidents than is evidenced from observational data, particularly in the case of alcohol. However, the discrepancy noted above between what officers estimated and what they recorded only measures that time spent *at the scene* of an incident. The time officers spent away from each incident was not recorded, and thus the figures presented in Table 10 are likely a significant under-estimate of the *total* time officers spent handling alcohol- and drug-related incidents. The “true” amount of time spent on alcohol- and drug-related events probably lies somewhere between officer estimates and the estimates from incident logs.

The point that should not be lost is that even the conservative estimate of 19.1 percent of officer time spent on alcohol- and/or drug-related incidents (see Figure 7) is a *significant* amount of time, which consumes a great deal of resources. In budgetary terms, if the 102 officers who provided an estimate in Survey 1 each work 2,000 hours over the course of a year (a conservative estimate to be sure), approximately 38,964 man-hours^{xv} will be spent dealing on activities defined as alcohol and/or drug-related. At a wage of \$24.40 per hour^{xvi}, APD will spend over \$950,720 for patrol officer wages alone responding to drug-involved situations between August 2001 and August 2002. When officer benefits and other overhead expenses are added to this

figure, the financial costs alone of dealing with the consequences of alcohol and drug use behaviors are staggering, totaling well over \$1 million annually.

Summary and discussion

The dominant finding from a comparison of Survey 1 and Survey 2 results is that APD patrol officers consistently, sometimes drastically, over-estimated the degree of alcohol and drug involvement in incidents to which they responded, either on their own initiative or through citizen initiation (see Table 9). There were, however, important exceptions to this trend. First, officers were amazingly accurate in their estimates of drug-related family violence and robbery incidents, with deviations between their estimates and incident logs of .1 percent and 1.2 percent, respectively. In addition, officers demonstrated accuracy in their perceptions of alcohol's association in assaultive violence, sometimes with weapons, which resulted in serious injury or death.

Officers also tended to over-estimate the time spent on activities stemming from alcohol- and drug-related incidents. But, this finding is less than conclusive due to a lack of adequate time-task data detailing officer activities when not at the immediate scene of an incident. In other words, data were not collected on the time required to complete administrative duties, which is known to be considerable. It is thought that the "true" amount of time spent on such activities lies between officer estimates and those calculated in this study.

The second substantive finding is that despite the exaggeration of alcohol and drug involvement in their workload, officer perceptions of two associations - drugs-property offenses and alcohol-violent offenses - are supported by the observational data collected in officer incident logs. Such a finding will no doubt be encouraging to many of the readers of this report. But, it must also be pointed out that two-thirds of all incidents reported by officers in the study *did not involve any drugs or alcohol*. Moreover, despite officer accuracy in linking aggravated assaults/homicides to alcohol, *less than half of all aggravated assaults/homicides were*

characterized as involving alcohol. In no instance was more than half any offense category determined to be alcohol related; the offense category with the highest rate of drug involvement was property thefts classified as fraud - 44.4 percent. Thus, it would be dubious indeed to conclude that alcohol or drugs is a *cause* of any of the behaviors discussed here. We can conclude that the role alcohol and drugs play in crime and social disorder is very nuanced and much more complicated than simplistic drugs-property crime, alcohol-person crime hypotheses suggest.

Part IV

Summary and Conclusions

This study was intended to lay an empirical foundation for studying the impact of alcohol and drugs on patrol officer workload. Patrol officer workload was studied along two dimensions: 1) percent of available time consumed by activities stemming from alcohol- and drug-related activities, and 2) the extent of alcohol and drug involvement in 11 incident categories. Two independent and anonymous surveys were administered to volunteer APD patrol officers in the spring and summer of 2002. The first survey asked officers to estimate, *based on their own experience*, the time they spent on activities stemming from alcohol- and drug-related incidents, and the extent of alcohol and drug involvement in several types of incidents. The second survey consisted of another group of APD patrol officer volunteers completing logs of every incident they responded to for a one-week period. Each survey was analyzed separately, then a comparative analysis was conducted to assess any differences.

Analysis of officer estimates of the amount of time spent on alcohol- and drug-related incidents revealed several things. To begin, according to the incident logs completed and returned, officers spend less than half of their total available time at the scent of incidents to which they respond. Second, of the time that was spent tending to calls for service, either citizen or officer-initiated, less than 50 percent involved any alcohol or drug involvement. In other words, this study finds that, on average, less than 20 percent of the total time an officer is available for work over the course of a shift is spent in response to incidents involving alcohol and/or drugs. This does not include the time officers spend attending to administrative or other tasks associated with alcohol- and drug-related incidents. Third, if only that time consumed in response to calls that *were* determined to be alcohol- and/or drug-related is considered - some 800 hours - over the course of the study period, *nearly 80 percent involved alcohol, either by itself or in combination with drugs.*

The fourth, and final, finding with regard to officer time engaged in tasks derived from alcohol and drugs regards a tendency for officers to over-estimate how much time they spend on such matters. In Survey 1 officers reported, on average, that 59 percent of their time was used up dealing with alcohol-involved incidents, and nearly 18 percent of their time was consumed tending to drug-related incidents. Incident logs, completed by the same group of officers, show that 13 percent of officer time was dedicated to alcohol-incidents, 4 percent to drug incidents, and 2 percent to incidents said to involve both.

What about the extent of alcohol and drug involvement in criminal offenses? Results from the two surveys reveal that APD patrol officers are able to identify the general *contours* of the consequences of alcohol and drug use behaviors in Anchorage. When asked in Survey 1 to estimate the percentage of offenses that were alcohol- and drug-related, officers identified two distinct relationships: 1) alcohol-violence and 2) drugs-theft. That is, patrol officers that responded to the survey were more likely to associate violent incidents with alcohol use than drugs, and, on average, reported that *more than half* of all incidents involving violence (minus robbery) were in some way related to alcohol use. Inter-personal violence was only rarely associated with illicit drugs, however. On the other hand, for offenses deemed by officers to involve drugs, but not alcohol, it was found that officers were more likely to report an association with property offenses than violent offenses.

When these data were compared to the results from Survey 2, whereby officers completed incident logs for every incident they responded to over a one week period, the perceptual links made by officer find limited empirical support. Patterns of association between incidents involving violence and alcohol, and between property crime offenses and drugs, were similar across both surveys. The conclusion that patrol officer perceptions are accurate is made with some qualifications, however. First, the sample of incidents collected was found to include significant bias in the reporting of incidents, potentially resulting in a non-representative sample

of all incidents. Specifically, there is an over-representation of violent incidents, and a severe under-representation of property offenses, undoubtedly influencing any detected associations. Second, while officers appear to be keen to the general patterns of association between alcohol-violence, and drugs-property crime, their estimates are very imprecise. While a certain degree of error is expected between perception and “reality,” in some cases the degree of deviation was large enough to call into question perceptual accuracy. Third, because officers consistently over-estimated the degree of drug and alcohol involvement in various offenses, there may be a tendency to attribute more causal significance than is warranted.

Conclusions

This study, albeit with limitations, provides a firm starting point for the empirical study of patrol officer workload resulting from alcohol and drugs. Prior research has convincingly shown that what police (particularly patrol officers) *actually* do, as opposed to ideas about what they *should* do, is much more than mere law enforcement (Skolnick 1966; Wilson 1968, Reiss 1971; Bayley 1994). By using incident-level data rather than arrest statistics, this study was able to capture those incidents that do not result in invocation of the criminal law, a relatively rare event in terms of patrol operations, as well as those situations that did result in legal action being taken, and therefore provide a more detailed and realistic portrait of patrol officer workload.

The data show that officers are able to reasonably perceive connections between alcohol and drug use, and social disorders - including crime. But, officers attribute more weight to the effects of alcohol and drugs on crime and disorder, as well as to their workload, than is warranted in light of the present findings. Of course, a “full” accounting of officer time was not conducted and thus the magnitude of officer misperceptions in the form of exaggerated effect may itself be somewhat exaggerated. Nevertheless, this research provides an *empirical*, as opposed to mythical, starting point for further analysis of the impact of alcohol and drugs on police operations.

Finally, although the extent of impact that alcohol and drugs have on police operations may not be as significant as some may have initially thought, it is important to realize that the impact is **not** insignificant. In fact, crude analysis suggests that even the most conservative estimates of officer workload show a fiscal impact of alcohol and drugs on police operational budgets of well over \$1 million annually.

Methodological Appendix

Drug and Alcohol-Related Crime and the Workload of Anchorage Police Officers

This survey is an effort to determine the influence of drugs/alcohol on APD workloads.

Both *drug-related* and *alcohol-related* incidents should be considered. For the purposes of this research, please use the following definition of *drug* and *alcohol-related* incidents:

- Incidents that directly involve drug/alcohol use, possession, and/or distribution as defined by criminal statute.
- Incidents caused by the effects of drugs or alcohol, for example, incidents committed by individuals under the influence.
- Incidents related to an individual's attempts to acquire drugs. This includes but is not limited to incidents such as attempts to secure money or property needed to purchase drugs.

Drug-related incidents also include incidents committed within the drug dealing and distribution network, for example, incidents resulting from drug market disputes (e.g., "turf wars").

1. Thinking about the past year, please estimate the percentage of your total work time that was spent on activities which involve:

Drugs only _____% Alcohol only _____% Drugs & alcohol combined _____%

2. Drugs and/or alcohol might play a role in a wide variety of incidents. Below is a non-exhaustive list of incidents which might involve drugs or alcohol or be related to them. For each category, please estimate the percentage of all incidents you believe, from your own experience, to be drug or alcohol-related. Please consider the past year when answering. Please note two things. First, the categories may overlap since they are not mutually exclusive. Second, the total for each category (row) should equal 100 percent.

Incident Category	Drugs Only	Alcohol Only	Both Drugs and Alcohol	Neither Drugs nor Alcohol
a. Aggravated assaults/homicides	_____ %	_____ %	_____ %	_____ %
b. Domestic violence	_____ %	_____ %	_____ %	_____ %
c. Sexual assault/sexual abuse of a minor	_____ %	_____ %	_____ %	_____ %
d. Robbery	_____ %	_____ %	_____ %	_____ %
e. Burglary	_____ %	_____ %	_____ %	_____ %
f. Shoplifting	_____ %	_____ %	_____ %	_____ %
g. Financial crimes (e.g., fraud)	_____ %	_____ %	_____ %	_____ %
h. Other thefts	_____ %	_____ %	_____ %	_____ %
i. Disturbances	_____ %	_____ %	_____ %	_____ %
j. Traffic	_____ %	_____ %	_____ %	_____ %
k. Field interviews (e.g., 1076)	_____ %	_____ %	_____ %	_____ %

3. The following demographic information is needed to control for variations in experience . This data will be used only in the aggregate.

a. Age: _____

b. Sex Male Female

c. Race/Ethnicity (Check all that apply)

- White/Caucasian
- Black/African-American
- Alaska Native or American Indian
- Asian or Pacific Islander
- Hispanic
- Other

d. Years with APD: _____

e. Years with other police departments: _____

“Drug- and/or Alcohol-related Incidents” – Those *incidents* that involve the direct USE, POSSESSION and/or DISTRIBUTION of drugs and/or alcohol, as well as incidents that are indirectly linked with them. Some examples of **drug- and/or alcohol-related incidents** would be:

- An incident where a person is *under the influence* of drugs/alcohol
- An incident involving an action taken by someone for the purpose of *obtaining* drugs/alcohol
- An incident that involves a *dispute* concerning drugs/alcohol
- An incident in which a “*downstream inference*” can be made; that is, an incident where *prior experience* suggests that the present incident is drug-/alcohol-related, even if there may not be any “direct” evidence present



**Municipality of Anchorage
ANCHORAGE POLICE DEPARTMENT
OFFICER DRUG- and ALCOHOL-RELATED WORKLOAD DAILY ACTIVITY LOG**



DAY OF WEEK	MONTH	DAY	YEAR 2002	BEGIN SHIFT _____HRS	END SHIFT _____HRS	SPECIAL DUTY? YES NO	PLEASE SPECIFY DUTY:
Age: yrs	Sex/Gender: FEMALE MALE	Race/Ethnicity: Please specify Race/Ethnicity here		YEARS with APD: yrs	Yrs with OTHER Police Departments: yrs	FOR OFFICE USE ONLY	

INCIDENT NUMBER	TIME DISPATCHED _____HRS	TIME 10-08	LOCATION (street address or nearest street intersection)	DRUG-RELATED?		ALCOHOL-RELATED?		
				YES	NO	YES	NO	
<p align="center">HOW DID YOU KNOW INCIDENT WAS...</p> <p><u>DRUG-RELATED</u> (√ all that apply)</p> <p><u>ALCOHOL-RELATED</u> (√ all that apply)</p>				ANY VIOLENCE?	SEXUAL VIOLENCE?	WEAPONS Present?	WEAPONS Used?	INJURY or DEATH?
				YES NO	YES NO	YES NO	YES NO	YES NO
Observed drugs		Observed alcohol		Involve FAMILY MEMBERS?	Involve MINOR (< 18)?	UNLAWFUL ENTRY?	THEFT (incl. Attempt) of PPTY?	
Visible impairment		Visible impairment		YES NO	YES NO	YES NO	YES NO	
Detectable odor		Detectable odor		THEFT from BUSINESS?	FINANCIAL THEFT (e.g., fraud)?	GENERAL “DISTURBANCE”?	FIELD INTERVIEW (e.g., 1076)?	
Third-party information		Third-party information		YES NO	YES NO	YES NO	YES NO	
Prior knowledge of involved party		Prior knowledge of involved party		TRAFFIC?		WAS AN ARREST MADE?	ANCHORAGE JAIL BOOKING NUMBER:	
Paraphernalia present		Paraphernalia present		YES NO		YES NO		
Direct Inquiry		Direct Inquiry		COMMENTS/MISCELLANEOUS: Please note any information that you feel is important concerning this incident, but not provided for above, here.				
Breath/sobriety test administered		Breath/sobriety test administered						
OTHER (please specify below):		OTHER (please specify below):						

USER'S GUIDE

Introduction

The *Officer Drug- and Alcohol-related Workload Daily Activity Log* represents an attempt to capture the extent to which Anchorage patrol officer activities are the result of, or are in some way associated with, drugs and/or alcohol. *Daily Log* forms will be completed by all APD patrol officers for a period of **7 days**, beginning on August 21, 2002. The information that is collected is **ANONYMOUS**, with only UAA Justice Center researchers granted access to *Activity Log* information, in either paper or electronic form.

Naturally, those incidents that are considered “criminal” are of significant importance not only to police, but to all members of the criminal justice system as well, and the public-at-large. However, this study attempts to go *beyond* an analysis of officer workload dedicated to the enforcement of criminal laws. As police officers around the world are well aware, police work consists of much more than enforcing the law, as citizens request assistance from police for a wide variety of tasks, many of which have little or no relation to crime *per se*.

For example, a patrol officer may be dispatched to handle a citizen call for “loud noise” that will *generally* not result in any criminal law enforcement action, but rather will require the officer to negotiate the needs and rights of all those involved to arrive at a suitable solution. Additionally, patrol officers are very frequently tasked with taking a proactive approach to police work that requires them to initiate action directed at non-crime problems. The Anchorage Police Department has as part of its mission a mandate to assure that inebriates are taken into custody for their own protection, especially during winter. Finally, much police work is related to duties that are technically “law enforcement,” but which consist in monitoring compliance with non-criminal municipal codes such as traffic laws. The point to be made here is that police work is characterized by much more than criminal investigation. As a matter of fact police work is often only *tangentially* related to what is commonly referred to as “crime fighting.” Instead, much of the work done by police is to find solutions to a wide variety of common disputes and social problems. By including *all* incidents of police activity, not just those related to crime, this study will provide a much more detailed and *realistic* analysis of police officer workload that is dedicated to drugs and/or alcohol in some way.

The *Officer Drug- and Alcohol-related Workload Daily Activity Log* has been designed as an information collection instrument for Anchorage patrol officers to document their daily activities in a way that allows for the detection of some critical elements of officer workload, primarily the proportion of time allotted to different activities that are drug- and/or alcohol-related. The form also collects demographic information on patrol officers, some information on the use of weapons in incidents, man-hour information and finally the address of each incident. The specific rationale for each of the pieces of information will be described below. Of course, the form’s design is not perfect; no data collection form can achieve perfection. The goal is that the form will collect the information sought in a manner that is efficient and accurate.

The form consists largely of **check-boxes** that allow reporting officers to quickly summarize the characteristics of incidents. Some fields within the log form require that officers provide **hand-written responses**, but these are limited in number and scope of information required. Finally, the log form provides a space for **additional comments** to be added. Officers are encouraged to use this space to record information that is thought to be important for understanding the “totality of circumstances” surrounding an incident. With the addition of a comments field the study should be able to recover some of the nuance and texture that is lost by providing primarily check-boxes for incident characteristics.

What follows are brief descriptions for each piece of information asked for in the *Officer Drug- and Alcohol-related Workload Daily Activity Log* form. If at any time an officer cannot recall what is meant by a particular field question reference should be made to this document.

1.0 A Short Comment on Data Security

It should be pointed out that *identifying information is not requested from patrol officers*. The information that is reported is anonymous; in no way can any log form, or the information contained within it, be connected to its author. Officers participating in the study can be assured that numerous safeguards are taken to ensure that all information provided for the *Officer Drug- and Alcohol-related Workload Study* will be protected and kept in the strictest confidentiality.

Log forms will be deposited in a **secure drop-box**, located in the squad room, at the end of each shift. Research personnel from the UAA Justice Center will collect *Activity Logs* daily during each of the 7 days of the study. *Only Justice Center personnel will have access to the drop box!* Police administrators will not have direct access to the log forms. Once collected, all *Activity Logs* will be placed in a **secure cabinet**, accessible only to research personnel involved with the study, which is located in a **locked room**. *After all data has been entered into a computerized database the Activity Logs will be destroyed.*

2.0 Demographic Information

The *Officer Drug- and Alcohol-related Workload Daily Activity Log* form asks officers to report their age, sex/gender, race/ethnicity, total years spent with the APD and total years spent with other police departments. This information will allow for a comparison of responses across different grouping of patrol officers. For example, do women and men demonstrate a divergent pattern of responses? Do years of police experience make a difference in the perceptions of incidents, or does officer age have a more profound effect, if at all? These are the sorts of questions that can be addressed by demographic information.

2.1 Age

Record the **number of birthdays** having already occurred. Do not record age to the “nearest year.”

2.2 Sex/Gender

Record the sex/gender that you feel best describes you.

2.3 Race/Ethnicity

Record the racial group or ethnicity that you feel best describes you.

2.4 Years with APD

Record the **total number of complete years** employed by the APD, including time you may have been employed in a non-sworn position.

2.5 Years with Other police departments

Record the **total number of complete years** employed by **police departments other than** the APD, including time you may have been employed in a non-sworn position.

3.0 Patrol Duty Information

3.1 Day of Week

Write out DAY of week, using **three-letter abbreviation** as outlined below:

Sun	Sunday	Wed	Wednesday	Sat	Saturday
Mon	Monday	Thu	Thursday	Sun	Sunday
Tue	Tuesday	Fri	Friday		

3.2 Month

Write out MONTH of year, using **three-letter abbreviation** as outlined below:

Jan	January	May	May	Sep	September
Feb	February	Jun	June	Oct	October
Mar	March	Jul	July	Nov	November
Apr	April	Aug	August	Dec	December

3.3 Day

Write out the **numeric** day of the month. For example, the study begins on August 21st, so you would enter “21” in the “Day” space.

3.4 *Year*

“Year” information is **already entered** (2002).

3.5 *Begin Shift*

Using **military time**, record the time that your shift is scheduled to begin (whether or not you actually begin your shift at that time).

3.6 *End Shift*

Using **military time**, record the time that your shift actually ended. If an officer works beyond their regularly scheduled shift end-time, *that is not scheduled over-time or special-duty* (see 3.7 below), the time when work ceases for the day should be recorded here.

3.7 *Special Duty*

If an officer is working during any shift *above and beyond* their regular schedule, “Yes” should be marked. Duties such as **regularly scheduled overtime**, special **DWI** patrol and **seatbelt enforcement** would all require “Yes” to be checked. (See 3.7.1 below).

If an officer is patrolling in accordance with their regularly scheduled shift, “No” should be marked.

3.7.1 *Please specify duty*

Use only if “Yes” to “Special Duty”. Officers should record the special duty to which they are assigned when responding to an incident. There is no particular format for this entry; officers must use their own discretion in entering this information. However, entries should include enough information to accurately record the special duty. For example, if an officer is logging an incident while assigned to a special DWI patrol, recording “DWI” or “DWI patrol” would be sufficient; however, simply recording “D patrol” would not.

4.0 *Incident Information*

Incident-level information consists of three different dimensions: a) time/location information; b) drug-/alcohol-related determination, and; c) nature of incident. Each dimension is briefly discussed below.

4.0.1 *Incident Number*

The incident number represents the unique identification number assigned to an incident by central dispatch. When dispatch assigns an incident number (or “case number”) officers **MUST** record the number in this space.

If no incident number is given by dispatch, officer should number each incident sequentially *for that day*, beginning with the number “1” and proceeding sequentially for as many incidents are encountered for a shift period.

4.1 *Time/Location information*

4.1.1 *Time dispatched*

“Time dispatched” represents first, for those incidents in which an officer is formally dispatched via radio, the **time that the dispatch call is received**, in military time. For those situations (“incidents”) in which an officer is not formally dispatched but undertakes action in an official capacity, for example when an officer self-initiates a field interrogation, the **time that such action was initiated** should be recorded, using military time.

4.1.2 *Time 10-08*

This code is intended to signal the effective **“end” of an incident**. The fact that incidents often do not “end” when an officer leaves the scene is recognized. However, the accurate documentation of the total time spent on any one incident *beyond the immediate interaction between the officer and involved parties* is

very difficult to measure, and at the very least is beyond the means and scope of this study. Therefore, for the purposes of this study of officer workload as it relates to drugs and alcohol, an incident will “end” when the patrol officer reports that she (or he) is *back in service* – able to respond to another call.

4.1.3 Location

For location officers should record **as complete an address as possible** for each incident. It is expected, however, that many incidents, such as field interrogations, will not occur at any specific address. When this occurs, record the **nearest road intersection** to where the incident occurred. The analysis of *Activity Logs* will consist not only of time analyses (such as that above), but spatial analyses as well. Because incidents occur across *space* as well as in time, accurate recording of location information is also very important for the study.

4.2 Drug-/Alcohol-related Determination

Ultimately this study seeks to understand that proportion of a typical Anchorage patrol officer's workload that is dedicated to incidents that s/he deems to be related directly or indirectly to drugs and/or alcohol. Therefore, this section is of paramount importance and must be read carefully to aid in timely, yet accurate, data collection. There are no "right" or "objective" answers for making a determination. *Record your assessment of the incident.* Remember, all information is anonymous, and by law, kept strictly confidential.

4.2.1 Drug-related

Check either "**Yes**" or "**No**" for *every incident*. Again, the response you record is based on your professional opinion, born of training and experience, and does not necessarily rely on "evidence" that would be used in a court of law or other criteria. Incidents can be both drug and alcohol related! *If you check "Yes" be sure to complete the section "How did you know incident was..." on the left-hand portion of each incident log (see 4.2.3 below).*

4.2.2 Alcohol-related

Check either "**Yes**" or "**No**" for *every incident*. Again, the response you record is based on your professional opinion, born of training and experience, and does not necessarily rely on "evidence" that would be used in a court of law or other criteria. Incidents can be both drug and alcohol related! *If you check "Yes" be sure to complete the section "How did you know incident was..." on the left-hand portion of each incident log (see 4.2.3 below).*

4.2.3 How did you know incident was...Drug-/Alcohol-related?

For each set of responses (Drug-related and Alcohol-related) be sure to **check all that apply**. Certainly, there can be more than one indication that an incident is drug-/alcohol-related.

4.2.3.1 Observed drugs

Check this box if you **physically see** either drugs or alcohol at the incident. Be sure to include both legal as well as illicit drugs if, in your view, the legal drugs have been used as an intoxicant. In addition, an officer may *observe* drugs/alcohol without that incident necessarily being considered drug- or alcohol-related, although this is not expected to be likely – particularly in the case of drugs.

4.2.3.2 Visible impairment

Check this box if any party to the incident that is being responded to is, in your view, impaired. This can include, but is not limited to the dilation of an individual's eyes, slurred speech, or difficulty walking correctly (not due to physical injury).

4.2.3.3 Detectable odor

Quite often a person that has been drinking alcohol has a detectable odor about them, giving their activity away (i.e., "beer breath"). In addition, the use of some drugs produces a distinct, detectable odor. Marijuana has perhaps the most pronounced odor detectable by humans. If you personally could detect a distinct odor due to alcohol or drugs, this box should be checked.

4.2.3.4 Third-party information

Third-party information consists in a scenario where an officer responds to a call, there is no observable drugs or alcohol on the scene, nor is there a suspect, but is told by complainants that the person responsible (now gone) was "wasted" or "drunk." If an officer believes this information to be credible, then this box should be checked on the *Activity Log* – even if a suspect is never located.

4.2.3.5 Prior knowledge of involved party

This category attempts to tap those situations in which there is a certain familiarity with those involved in an incident, whether or not there is an “offender” or “victim.” An incident may arise involving a person which an officer is very familiar with and “knows” to be dependent on, or a frequent abuser of alcohol or drugs, but is not at the scene when an officer arrives.

4.2.3.6 Paraphernalia present

This category is straightforward. If an officer comes upon an incident that is absent any alcohol or drugs, yet finds items used for the consumption of alcohol or drugs (e.g., bongs), and this is a factor leading the officer to believe that the incident was drug- or alcohol-related, this box should be checked.

4.2.3.7 Direct Inquiry

If an officer simply asks a party to the incident if there was drug/alcohol involvement and that person responds in the affirmative, this box should be marked.

4.2.3.8 Breath/sobriety test administered

In many cases drug and/or alcohol involvement can be detected by a breath test or a field sobriety test. If such a method was used to determine drug/alcohol impairment, this box should be marked.

4.3 Nature of Incident

This section of the *Activity Log* collects various kinds of information on each incident, from whether or not violence was used to inquiring if there was a theft. In addition to gaining insight into police perceptions of time spent on drug- or alcohol-related situations, the data contained in this section will also be used as a method for gaining insight into police perceptions of workload spent on various *criminological* phenomena.

4.3.1 Any violence?

If the incident responded to and reported in the *Activity Log* involved the use of physical force on the part of *any person except the responding officer* this should be marked “Yes.” The *Activity Log* is not intended as a gauge of police use of force; rather, the instrument is intended to capture the use of violence by parties to an incident to which an officer responds. The use of violence need not occur in the presence of the officer if there is reliable physical evidence or information indicating that violence was used in the event being investigated.

4.3.2 Sexual violence?

If any party suffered violence that was sexual in nature, this should be marked “Yes.” For the purposes of this study, “sexual” violence is conceived in broad terms, including the use of violence *in pursuit of sexual ends*. Thus, sexual violence includes the use of physical force by a perpetrator in the pursuit of sexual goals, regardless if those goals are achieved. In the present operational definition then, an *attempted* sexual assault/rape would still be coded as including sexual violence.

4.3.3 Weapons present?

This field should be marked “Yes” if any party to the incident to which the officer is responding to possessed any physical object which could “reasonably” be used against another person to inflict injury or coerce into action. Instruments such as knives, clubs, sticks, firearms, chains and rocks would definitely qualify as weapons. However, the use of one’s body to inflict injury or coerce action would not be considered the use of a weapon, and as such a person would not be considered to be in possession of a weapon if they used their fists in a fight. Each officer will have to use their own guided discretion in deciding whether or not a weapon was or was not present in the incident.

4.3.4 Weapons used?

This field should be marked “Yes” if any party to the incident to which the officer is responding to used any physical object which could “reasonably” be used against another person to inflict injury or coerce into action. Instruments such as knives, clubs, sticks, firearms, chains and rocks would definitely qualify as weapons. However, the use of one’s body to inflict injury or coerce action would not be considered the use of a weapon. Each officer will have to use their own guided discretion in deciding whether or not a weapon was or was not present in the incident. An officer need not be present when a weapon was used in an

incident in order to code this field “Yes.” If there is reliable physical evidence or information that a weapon was used, leading the officer to conclude that, in fact, a weapon *was* used this should be marked “Yes.”

4.3.5 *Injury or Death?*

If any party to an incident dies or is injured as a result of actions taken during the course of the event, this field should be marked “Yes.” In those cases where a seriously injured person is taken from the scene to a hospital or other location and later dies from injuries sustained in the present incident, the incident will NOT be coded as an injury or death due to the incident “ending” when the officer registers with dispatch as “back in service.” This is an information shortcoming that is recognized.

4.3.6 *Involve a family member?*

If any two parties involved in an incident recorded by an officer are considered to be family, this should be coded as “Yes.” For the purposes of this study, the concept of “family” does not rely on a legal definition, nor is it limited to what is commonly known as the “traditional nuclear family” characterized by the presence of a father/mother/ children. “Family” is conceived as a close, intimate, on-going (“committed”) relationship between at least two people that has a certain structure and stability to the inter-relationships involved. Therefore, gay or lesbian couples would be considered as family members, as would heterosexual couples not married but consider themselves to be in a long-term, committed relationship. Similarly, foster children and their foster family would, for the purposes of this study, be considered family.

4.3.7 *Involve a Minor <18?*

If the incident had any participants less than 18 years of age, this box should be marked.

4.3.8 *Unlawful entry?*

If an incident consists of someone entering a structure without legally prescribed permission to do so, the incident should be coded “Yes” with regard to this item.

4.3.9 *Theft (including attempt) of property?*

If an incident involved any party attempting to take, or completing a theft, of another’s property, this should be marked “Yes.”

4.3.10 *Theft from business?*

By definition, “Theft (including attempt) of property” must be marked if this item is marked. If it is determined that there is a theft of property involved in the incident and if the incident *also* involved the theft of property from a business, including cash or property, then this box should be marked “Yes.”

4.3.11 *Financial theft?*

By definition, “Theft (including attempt) of property” must be marked if this item is marked. Unlike the definitions described in 4.3.9 and 4.3.10, “Financial theft” is conceived as the fraudulent taking of money from people or business. Some examples of this sort of theft would be telemarketing “scam,” mail fraud or a good old-fashioned con game.

4.3.12 *General disturbance?*

Conceptually, “General disturbance” is probably the most “fuzzy.” In general, this term is meant to capture those incidences that require or attract some sort of police intervention, but which do not necessarily involve illegal or criminal activity. In general, calls for service relating to loud noises or altercations would be described as “general disturbances.” As a practical matter, officers should use their own judgment in deciding whether or not an incident is, in their view, accurately described as a “general disturbance.”

4.3.13 *Field interview?*

If an incident consisted in part, or in its entirety, as a routine field interview, this box should be checked as “Yes.”

4.3.14 *Traffic?*

Incidents that involve motor vehicles (collisions, moving violations, etc. . .) should be marked “Yes.” In other words, incidents that require attention in the course of traffic duties should be coded as such.

4.3.15 *Was an arrest made?*

If a person is taken into custody and booked into jail, the incident must be coded as an arrest. If a person is merely detained for questioning, even if temporarily restrained, it would NOT be considered an arrest for the purposes of this study, even though this would constitute official custody.

4.3.16 *Anchorage Jail booking number*

IF AN ARREST IS MADE THE BOOKING NUMBER MUST BE RECORDED HERE. Officers should write out the full booking number assigned to an arrestee by the Anchorage jail booking officer.

4.4 ***Comments/Miscellaneous***

Officers should use this area to note any information that they feel should be included in logging the incident. This information will be carefully examined and all information pertinent to the analyses presented will be included. It is in this space that officers can **contextualize** the incident and provide substance to “sterile” check-boxes that make-up most of the *Activity Log*. Officers are *encouraged* to use this space for recording incident-relevant information.

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NOTES

ⁱ The National Institute of Justice's Arrestee Drug Abuse Monitoring (ADAM) program tracks trends in the prevalence and types of drug use among booked arrestees in urban areas. Arrestees are asked a series of questions about their present and past drug and alcohol use behaviors. In addition, arrestees are asked to provide a urine sample. Participation in both components of the research is voluntary; respondents can refuse to answer any question, and can terminate the interview at any time.

ⁱⁱ ADAM data are generalizable only to that universe of persons arrested *and booked* into the Anchorage jail. Findings from the National Crime Victimization Survey (NCVS) show that less than half of all violent crimes are ever reported to the police (Rennison, 2002). Barely more than a quarter (26.7%) of intimate assaults against women, and 14 percent of intimate assaults against men are reported to police (Tjaden & Thoennes 2000) and thus are not even eligible to be included in ADAM samples. Beyond this, a significant number of incidents to which are dispatched do not result in arrest (see Reiss 1971).

ⁱⁱⁱ Offenses included: aggravated assault, blackmail/extortion, kidnapping, negligent manslaughter, murder/homicide, robbery, sexual assault/rape, weapons, domestic violence, child abuse, spouse/partner abuse, offense against family/child, violation of protective order, other assault, other crime against persons.

^{iv} ADAM employs the Enzyme Multiplied Immunoassay Testing (EMIT) system to screen for the presence of drugs in urine. This analysis is conducted by an independent laboratory. Results of the EMIT screen are sent to the ADAM data collection center. For a more detailed explanation of ADAM drug testing procedures and protocols, see *Arrestee Drug Abuse Monitoring (ADAM) Program: Methodology Guide* (May 2001).

^v This aspect of social cost is rarely acknowledged in research outlining the extent of the “drug problem.” Moreover, measures of criminal justice performance, only one dimension of social cost, focus on official actions taken by system actors that demonstrate something is being done: arrests, prosecutions, seizures. However, what is not systematically measured is the extent to which the police are actually engaged in activities directly or indirectly stemming from illicit drug use. This study incorporates a measure of social cost that will allow for the study of not only the effectiveness of police intervention, but the *magnitude* of such interventions [see Caulkins (2000) for an elaboration of this perspective].

^{xi} Criminal homicide (including negligent manslaughter), forcible rape (including attempts), robbery, assault (aggravated and simple).

^{xii} Burglary (including attempts), larceny-theft, motor vehicle theft.

^{xiii} Across all 3,227 incidents there was only 1 case of shoplifting, and it was defined as not involving drugs or alcohol.

^{xiv} “Time available” was computed using two measures: a) the time each officer’s shift began, and b) the time each officer’s shift ended. “Time available” was assigned to each officer for each shift, *not* for each incident recorded.

^{xv} This figure is based on: [(102 officers that responded to this question) x (2,000 hours annually)] x [19.1% of officer time spent on alcohol and/or drug-related activities] = 38,964 hours.

^{xvi} Based on the base salary of Anchorage police officers published by the Anchorage Police Department (<http://www.ci.anchorage.ak.us/Services/Departments/Apd911/Jobs/officer.html>).