



Aspects of Drug Use: Arrestees in Anchorage, 2000

Matthew Giblin

The Arrestee Drug Abuse Monitoring (ADAM) project is a national study that generates extensive and timely data on drug use within the arrestee population. Anchorage has participated in the program for several years. Changes to the research instrument in 2000 have greatly expanded the scope of the information collected. It is anticipated that the redesign and the additional data collected will be more relevant to local communities. This article compares drug use prevalence from 1999

and 2000 and examines the spatial distribution of drug use among the arrested population from 2000.

The Sample and 1999/2000 Comparisons

Arrestee participation in the ADAM study is strictly voluntary. Four times a year (once every quarter) the Justice Center collects data for a two-week period in both Anchorage booking facilities, Cook Inlet Pretrial and Sixth Avenue Correctional Center. The Justice Center and the Alaska Department of Corrections have worked together to administer a secure confidential collection

procedure. The only criteria for inclusion in the study are that inmates must not have been in custody for more than forty-eight

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HIGHLIGHTS INSIDE THIS ISSUE

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- The architect of the new Anchorage jail describes its design (page 4).

Table 1. Percentage of Anchorage Arrestees Testing Positive for Drug Use, by Sex, Age, and Race, 1999 and 2000

	N		Percent testing positive for drug use									
			Marijuana		Cocaine		Opiates		Methamphetamine		Any of 10 drugs	
	2000	1999	2000	1999	2000	1999	2000	1999	2000	1999	2000	1999
Male arrestees												
Total	492	563	36.2 %	37.5 %	21.1 %	25.6 %	3 %	3 %	0.2 %	0.5 %	53.3 %	53.8 %
Age												
15-20	64	51	68.8 %	60.8 %	14.1 %	13.7 %	3.1 %	0 %	0 %	0 %	71.9 %	66.7 %
21-25	82	95	47.6	55.8	9.8	18.9	3.7	3.2	0	1.1	57.3	57.9
26-30	65	87	33.8	42.5	23.1	27.6	0	0	0	0	46.2	55.2
31-35	66	97	28.8	27.8	19.7	35.1	3	5.2	0	1	43.9	56.7
36+up	215	233	25.1	27	27.4	26.2	3.7	3.9	0.5	0.4	51.2	47.6
Race												
White	255	288	41.6 %	39.6 %	22 %	27.1 %	2.7 %	4.2 %	0.4 %	1 %	56.5 %	57.3 %
Alaska Native/American Indian	136	144	30.1	32.6	10.3	11.8	4.4	1.4	0	0	41.2	0
Black	64	92	31.3	35.9	40.6	45.7	3.1	1.1	0	0	65.6	67.4
Hispanic	12	23	16.7	47.8	16.7	13	0	8.7	0	0	41.7	52.2
Asian	19	13	36.8	38.5	21.1	30.8	0	0	0	0	52.6	0
Other/multiethnic	1	2	0	0	100	0	0	0	0	0	100	0
Female arrestees												
Total	119	155	27.7 %	31 %	23.5 %	36.1 %	8.4 %	1.9 %	0.8 %	0 %	47.9 %	56.1 %
Age												
15-20	14	19	42.9 %	36.8 %	7.1 %	21.1 %	0 %	5.3 %	0 %	0 %	42.9 %	52.6 %
21-25	15	28	26.7	50	26.7	21.4	13.3	0	0	0	40	60.7
26-30	21	22	28.6	13.6	33.3	31.8	14.3	0	4.8	0	57.1	40.9
31-35	12	28	16.7	39.3	41.7	53.6	8.3	0	0	0	50	71.4
36+up	57	57	26.3	21.1	19.3	40.4	7	3.5	0	0	47.4	52.6
Race												
White	52	70	23.1 %	27.1 %	28.8 %	47.1 %	13.5 %	1.4 %	1.9 %	0 %	55.8 %	58.6 %
Alaska Native/American Indian	48	63	29.2	33.3	10.4	15.9	4.2	3.2	0	0	37.5	0
Black	11	17	36.4	29.4	54.5	64.7	9.1	0	0	0	63.6	82.4
Hispanic	4	1	50	100	25	0	0	0	0	0	50	100
Asian	4	4	25	50	25	50	0	0	0	0	25	0

Review Essay: *A Country Unmasked: Inside South Africa's Truth and Reconciliation Commission*

Antonia Moras

A Country Unmasked: Inside South Africa's Truth and Reconciliation Commission

by Alex Boraine

Oxford, England: Oxford University Press, 2000 (466 pages)

A Country Unmasked recounts the history of the Truth and Reconciliation Commission in the Republic of South Africa. The Commission was established in the mid-1990s to take testimony from those who had suffered political violence under the apartheid regime. The Commission also established a structure offering limited amnesty to those who had committed political crimes under the old regime. This account, written by Alex Boraine, who served as the deputy chairperson of the Commission, is itself an important document in the area of transitional justice—a field of work which grapples with how emerging democracies can deal with those involved in the crimes and abuses of former regimes. What form should accountability take? To what degree should individuals be held responsible for actions carried out as agents of the state? How might those who suffered immense losses receive justice? In its transformation from a state in which the legal structures of racial inequality had led to widespread violence into a representative democracy with enfranchisement for all races, South Africa has had to confront these questions.

In 1990, after decades of state repression of black civil rights struggles, the South African government released Nelson Mandela, the black African leader who had been imprisoned for twenty-seven years. This marked the change to a politics of negotiation that would lead to the end of apartheid. By 1994, an interim constitution had been adopted as the country made the transition to a true participatory democracy.

The idea for the Truth and Reconciliation Commission (TRC) was proposed at that point, just before the first democratic election, through which Mandela became President and a representative Parliament was established. The interim constitution had made provision for the granting of limited amnesty to those culpable for actions during the apartheid period. The newly elected parliament created the TRC to investigate and establish the truth about human rights violations occurring between 1960 and 1994, to recommend measures for reparation to victims, to receive applications for amnesty, to prepare a report on the investigations and

the historical context and to recommend legal and administrative measures to prevent future gross human rights violations.

At the time of its creation the TRC was unique in its formation: it provided a forum for those hurt by serious human rights violations to tell their stories, and it put in place a process for awarding limited amnesty under closely structured conditions—one of which was full disclosure by the applicant about the nature of the crimes. In short, the underlying purpose of the TRC was to start the building of a human rights culture, with respect for the rule of law, on a foundation of truth about the past. Other models of transitional justice were considered unworkable for South Africa. Mass criminal trials would have impeded the development of the new state; on the other hand, there had been too much suffering for a blanket amnesty.

Alex Boraine was one of the white leaders in the struggle to dismantle apartheid and one of the first to articulate the possibility of a truth-finding commission as a means for confronting the grave injustices that had been committed. Like many involved in the fight against the old regime, he had first been active in church work, as a Methodist minister. Later he carried his ministry into the business world and the wider national political arena. A passage from the philosopher Soren Kierkegaard provides the title for this book: “Are you not aware that there comes a midnight hour when everyone must unmask.... Are you not dismayed by it?”

Boraine presents the history of the TRC straightforwardly, striving for clarity and thoroughness. This is a document written by an organizer, someone who is primarily a builder rather than a philosopher, historian or theoretician. He has drawn upon the journal he kept during the lifetime of the Commission as well as public documents and press accounts. In framing his account, he also refers to other works in transitional justice. There is an air of openness around his presentation. He emphasizes that this is his interpretation of the work of the Commission and that there is a need for other accounts from different perspectives.

The TRC was designed to be independent—from the presidency, the government and the African National Congress, which had become the ruling party. It was an investigative body, with powers of search and seizure, but it did not conduct trials and it did not supplant the criminal justice process. The work of the Commission was subject to judicial review and many of its actions and decisions were challenged in the courts.

The Commission engendered controversy from the beginning. Some voices maintained that the work of the TRC would result in a government-manufactured version of the truth. In response to this criticism, Boraine points to the structural and investigative independence of the body. He also repeatedly emphasizes that he himself has never viewed the work of the TRC as assembling the complete, sovereign truth regarding human rights violations under apartheid, but rather as a beginning effort.

The TRC's procedures for granting amnesty to those accepting guilt for human rights violations were particularly controversial. Some argued that amnesty for human rights violators should be considered under more strictly judicial forms than that of the Commission. From another perspective, the South African police, who had opposed the formation of the Commission, called for judgments of collective responsibility for acts of violence. (Many police did, however, eventually seek amnesty through the Commission.)

In following the course of the major controversies, Boraine discusses the underlying political, philosophical and legal conflicts and the pragmatic administrative considerations—the limitations on time and money, the inevitable clashes of personality—behind the TRC's decisions and actions. Herein lies much of the value of the book as a study in transitional justice. His methodical treatment of the tangle of legal and historical issues surrounding the question of amnesty is the account of someone who has had to weigh abstractions against political realities and put day-to-day procedures in place.

The seventeen-member Commission, selected after extensive public hearings, included political figures, religious leaders, medical professionals and lawyers—men and women of all races. Archbishop Desmond Tutu served as chairperson. A large administrative staff, including investigative and research units, facilitated the work of the Commission.

It was an immense administrative enterprise. Offices and communication lines had to be established in locations throughout the country. It was necessary to make arrangements for simultaneous translators so that victims could testify in their own languages. “Briefers” were assigned to assist and guide victims through their appearances before the Commission. Legal assistance for indigent participants needed to be arranged. Security for participants was always a concern.

Boraine admits that it took a while to work

out details. There were many problems in the first months of hearings. Some of the administrative challenges involved the very nature of the Commission's work. In particular there were the serious due process questions of how to provide notice to individuals who might be accused during public testimony from a victim and to what extent a victim's statement might be challenged at the hearing. After the courts ruled against the procedures followed in early cases, the Commission began to notify in advance of public testimony anyone implicated or accused in a victim's statement.

The Commission publicized its work broadly in all areas of the large country and functioned on a decentralized basis to facilitate ease of access for everyone who wished to testify. It took statements and testimony in small towns and rural enclaves as well as in major urban centers. Hearings were open to the public and press, with cameras and recorders permitted. Boraine considers the Commission's emphasis on maintaining a fearless transparency in its procedures to have been one of its strengths.

This was the secret of the Commission—no stern-faced officials sitting in a private chamber, but a

stage, a handful of black and white men and women listening to stories of horror, of deep sorrow, amazing fortitude and heroism.

Not everyone who gave a statement could have a public hearing. For these, the Commission selected a representative group based on the types of victims, places, occasions and dates, to provide a mix for the nation's hearing.

Media coverage was intense, from both the South African media and the international press. Radio stations broadcast hearings on a regular basis, making it possible for those in even the most remote areas of the country, where illiteracy is widespread and education levels low, to witness the work of the Commission. Boraine expresses gratitude for the press coverage, viewing it as vital to the success of the Commission, even though it also meant that internal problems of the body played out in the press (including charges of racism within the TRC itself).

Because apartheid had been woven through all of South African life, in addition to taking testimony regarding individuals, the Commission also conducted hearings on the policies and actions of political parties and other institutions—the police, business, labor, the health system, prisons, the legal community and the media. One gap in these institutional hearings was that members of the judiciary from the old system did not appear and were not subpoenaed. In retrospect, Boraine considers this a serious shortcoming in the work of the Commission.

During its two and a half years of work the Commission accepted and investigated statements from over 21,000 victims—almost 87 percent from the black population. The violence had resulted in the deaths of more men than women, so the survivors testifying to the loss of husbands and fathers and sons were more often women. And they themselves had often been harassed, detained, raped and tortured.

The statements included nearly 38,000 allegations of serious human rights crimes, of which 10,000 were killings. Nearly 8,000 people applied for amnesty. Boraine provides these and other figures, but he warns against placing too much emphasis on describing the work of the TRC in numbers:

...those who came to the Commission cannot be confined and circumscribed by statistics. They were so many, they were so different, most were so poor, so full of anguish, so desperate to tell their stories, that it loses something to classify them as male or female, black or white, young or old.

One of the most serious and sustained criticisms of the TRC was that its work seemed to equate rights violations commit-

ted by the individuals and parties involved in the liberation movement with those committed by the state. Boraine very carefully considers the accusation that the Commission was guilty of an "artificial even-handedness" in its insistence on hearing and investigating the accusations of abuse committed by both sides in the struggle and presenting these findings in its final report. In reply, he states that while the violations committed by those working as agents of state power far outweighed those committed by those struggling to overcome apartheid, it was necessary in a true record to acknowledge that crimes had been committed on both sides of the struggle.

The Commission failed to achieve much in the area of reparations for victims, but its final report articulated the responsibility of both the state and the private sector to work toward economic justice. Progress toward overcoming the heritage of apartheid will inevitably be tied to redressing the badly skewed economy under which a few have lived very well while many have existed in extreme poverty. Boraine sees this process as one of the goals of the new state, articulated in its seminal documents.

In his last chapters Boraine goes beyond the experience of the TRC to look briefly at other situations in the world in which some sort of transitional structure is required for positive political and judicial systems to grow where there has been a history of violence and an absence of functioning institutions. This discussion and the broadly selected bibliography of international writings on transitional justice serve to place the South African experience in a world context. Boraine believes that while the history of South Africa and the TRC can perhaps offer guidance, it cannot be a model for all situations. He looks at other models of transitional justice as they have emerged in different countries and regions. Interestingly, he is most hesitant in his discussion of international tribunals, such as that in the Hague. While he concedes that these tribunals have legitimacy, he is not certain they will address the rebuilding, or building, of societies in places such as Bosnia or Rwanda. As someone who actively works more and more in the transitional justice arena on an international basis, his own focus is always on advancing, getting beyond the horrors. He sees this as the goal of transitional justice structures, rather than just a settling of accounts. By nature he advocates more for restorative justice than retributive.

In its careful, earnest review of the TRC, *A Country Unmasked* is itself an example of its author's belief in the constructive power of an individual's story.

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The Design of the New Anchorage Jail

Steve Fishback

The new Anchorage jail will open in 2002. Steve Fishback, the architect of the new facility, has responded to questions about its design.

How do the design and architecture of the new Anchorage jail serve a program philosophy and function?

The design of detention facilities is driven completely by the functional program. The resulting architecture simply must work with and be part of the program philosophy. In the case of the Anchorage jail, the architectural program grew alongside the functional program. More specifically, there are a number of program innovations that will influence how inmates, staff, courts and visitors interface. These points of interface can be sites of negative behavior charged by stressful or emotional conflict. By controlling the location and environment that interface occurs, behavior can be better managed. Examples of how the jail responds to this issue can be found in the visitation process. Rather than moving the inmate from the secure housing environment to a visitation area, the jail's design allows visitors to move to the housing unit by way of a non-secure corridor. The corridor allows visits, professional or private, to occur through a high security glass barrier. The inmate stays securely in the housing unit and the visitor stays in a non-secure corridor.

Another example of in-house prisoner management is the new facility's management philosophy. The principles of "direct supervision" have been in place outside of Alaska for some time, but have not truly been incorporated into any Alaskan adult detention facility. The direct supervision model provides greater contact between staff and prisoners, establishes a mentoring environment and generally allows the inmate more time outside the cell in sanctioned programs. Architecture to support direct supervision was carefully studied to maximize visibility, eliminate unsupervised areas and generally create spaces that are safe for staff and prisoners.

What level of security does the structure present? What levels of custody are maintained for inmates?

Operating as a booking center and pre-trial facility, the Anchorage jail will accept defendants who will be charged with a variety of offenses, including violent and de-

structive crimes. For this reason, the Anchorage jail has been designed and constructed as an extremely high security institution. Since the jail population will include sentenced misdemeanants, as well as individuals charged with serious crimes, the custody structure will range from minimum to close and maximum custody.

This facility has some features not present in the old Sixth Avenue Jail, such as a magistrate's court, a pre-booking lobby, and a separate inebriate drop-off area. Can you discuss the thoughts and ideas behind including these?

One design criterion that came forward very early in the design process was that the facility should become a "one-stop shop." This concept reduces the amount of costly prisoner transport, establishes a central booking area for the region, consolidates staff and resources, and is generally a more efficient approach to inmate care.

The court function within the jail is intended to be used primarily for arraignments and other process proceedings. The court room is not intended to be used for trials. The new jail court's space will allow the current magistrate's space in the Boney Building to be closed after hours, thus reducing security staff costs for the court system.

The functions of prebooking and booking do exist in the Sixth Avenue Jail. However, there is currently no defined area in which to conduct those activities.

The prebook lobby is a weapons-free arresting officer work area that is controlled by way of a pedestrian sallyport. All incoming prisoners enter the prebook area and are detained in a common bench area with restraint capability and holding cells. Sobriety testing and initial medical/psychiatric screening are performed in the prebook area. Injured or heavily intoxicated prisoners may be deferred to offsite facilities. Cubicles are provided for officer write-ups.

Prisoners who have been processed and accepted for booking through the prebook lobby enter the booking area through a se-

cure vestibule where they are searched and property is surrendered and recorded. Prisoners are transferred from Anchorage Police Department or Alaska State Trooper custody to Department of Corrections custody upon entering the secure vestibule. Prisoners are then booked, fingerprinted and photo ID'd, and retained in the booking area.

The Inebriate Transfer Station (ITS) operates under State of Alaska Title 47.37.170, requiring law enforcement intervention with inebriated individuals who are a threat to themselves, but who have not committed a crime. This is a place to "sleep it off." The ITS is operated under the Municipality of Anchorage Safe Cities Program. Though not affiliated with the jail, it is housed on-site. Individuals who become combative are transferred to the jail by escort vehicle. There are no internal corridors connecting the jail and ITS.

What is the basic design of the cells? How many inmates will each cell hold?

Several types and sizes of cells are used in the institution. The majority of the cells are designated for the general population and are designed for occupancy by two prisoners. These eighty-square-foot rooms contain two steel bunks, toilet, lavatory, writing surface and bench. There are two cell pods made up of ninety-square-foot rooms. These cells are equipped similarly to those for the general population, eighty-square-foot cells, but will house individuals who require in-cell lock down time of more than ten hours per day. This added area is an American Correctional Association (ACA) requirement that is associated with the inmate's restricted free time. In both cases, the sparse environment meets all ACA standards and recommendations. In addition, there are single prisoner holding cells for inmates who are difficult to manage. These rooms are smaller and contain penal equipment for one occupant only. Single occupant cells are located in the prebook area, booking area, medical, segregation and maximum security. Again, all cells meet ACA and other standards and recommendations.

Facts about the New Anchorage Jail

Project cost:	\$56,000,000
Site area:	84,450 square feet
Useable floor area:	181,000 square feet
Cost per square foot:	\$310
Number of prisoners:	396
Expansion potential:	192 prisoners

Are facility provisions made for inmate exercise? Counseling and religious expression? Education?

There will be a number of inmate programs offered and the design features that support them have been incorporated into the second floor of the building where inmates will spend most of their time. Organization and spacial adjacencies were carefully considered during the programming and design phases to ensure that inmate movement, particularly staff-escorted movement, was kept to a minimum. Education-related spaces in the jail include two libraries, three classrooms and one large, dividable, multi-use room that will be used for religious ceremonies, group counseling, education and other program-based functions. Additionally, there are two testing rooms established for GED or other formal testing, teachers' offices and other supporting spaces.

Inmate exercise occurs within each of the six general population housing pods. Again, this design decision was based on the concept of minimizing escorted inmate movement. Each of the general population exercise rooms are approximately 22 x 42 feet. These rooms have high skylighted ceilings, large windows into day rooms that allow constant monitoring of the exercise area and concrete walls and floors. The rooms are naturally ventilated through large, secure louvers in each activity room. In addition to the active exercise space, there are large multi-use day rooms in each of the seven housing pods that are to be used for passive activities such as studying, reading or other similar activities. Prisoner counseling will take place on several levels and locations. There are various assigned counseling rooms as well as group counseling spaces. These spaces are found on the first floor where initial screening takes place, and on the second floor in the programming area. In addition, counselors will use the small meeting room in each housing pod to hold sessions with prisoners.

Since jails and prisons are notoriously noisy, how did you handle problems of noise levels? Considerations of lighting, particularly providing natural lighting?

The very reason for creating detention facilities is to securely and safely hold individuals who threaten public safety. Unfortunately, in order to securely isolate these individuals, hard, fireproof surfaces must be used. Potential escape routes such as windows must be protected and passageways, such as corridor exits, must be made securable with heavy steel doors.

These features that are incorporated into the building to be attack resistant are not friendly to the inhabitants. This dichotomy of physical containment needs versus psychological human needs was a serious challenge for the jail design team. In response, the constructed spaces are day lit through large clerestory and sky lights that are located high in the housing pod ceilings and protected with security grates. The colors selected for the spaces are warm, but neutral, with accents of intense color. The overall impression of the housing pod day rooms and activity spaces is austere, but comfortable. Acoustics have been addressed primarily through the use of sound absorbing ceiling surfaces, acoustic wall panels and furniture. We are anticipating the use of the direct supervision management approach will reduce the noise generated by inmates. This positive result from positive mentoring has been one of the outgrowths of the direct supervision approach when implemented in institutions in other states. The spaces continue to be acoustically live, but comfortable.

How are questions of visitor access addressed by the design? And inmate access to phones?

Access for visitors was an issue brought forward and carefully studied early in the concept design process. It was recognized that inmate movement, out of the housing pods, for such a large population would be very staff intensive with a potential for disruptive behavior. Research trips to facilities in Oregon and Washington where visitors were allowed access through non-secure passages to housing pods provided us with a good model of what was working in other facilities. The ultimate solution in the Anchorage jail is based on the premise that inmates stay in their housing pods and visitors come to them. This is true for professional visits, such as attorney visits, as well as personal visits. The non-contact personal visit solution offers semi-private areas for discussions and private, but non-contact, interview space for professional discussions. The prisoner and visitor are separated by a glazed security barrier that is equipped with speaker ports for communication. Periodic contact visiting is provided on the first floor of the building near the public entry and control room. Visiting for prisoners in medical segregation and those in higher security settings is by way of video visitation from one of the several video visitation stations available to the public. Telephones are available to prisoners in their housing pods.

To what extent did aesthetic considerations,

in a broad sense, play a role in the design? How did you address exterior design considerations? The relationship of the building to its site and surroundings?

The very notion of a jail's function within our community, how it should look, whether it should be a prominent building drawing attention, or a reserved building quietly performing its duty, was considered during the early design process. The Municipality of Anchorage spent a great deal of money constructing the building and the designers felt this community expenditure needed to be expressed. Based on this premise, we decided that a sense of quality and longevity would best reflect that expenditure. The building is programmed and designed to function for fifty years.... Society looks at a jail as a necessary, utilitarian component within the community. To respond, we limited the ornamentation and expressed a reserved quality using humble, durable materials that will serve their utilitarian function while maintaining the simple elegance of a hardworking component of the community, simply doing its job day in and day out....

First, the building's height was established by the overlying aircraft approach traffic pattern into Merrill Field. The building area was established in the program, and the building set back from the property lines was established by community zoning requirements. Based on these site parameters, we knew the building would have a very large footprint and that from the pedestrian's vantage point, the building would appear massive. While this perceived scale might be problematic or disconcerting in some areas of Anchorage, it fits in very well with the neighbors on Fourth Avenue. The broad footprint and low height structure present a low profile to Fifth Avenue which is essentially at the roof line of the building....

By their nature, jails have little fenestration. To emphasize the expression of unbroken exterior wall planes, the upper portion of the building's exterior is clad in heavy, horizontally-ribbed metal panels. Again, this rib orientation was selected to reduce the perceived scale, emphasize the plainer aspect of the enclosure and to give the building texture and warmth.

The concrete base of the building is colored a buff tone that slightly warms the natural gray color of local concrete, provides protection against staining, and will ease maintenance. This color is compatible with the existing Cook Inlet Pretrial Facility....

The upper metal portion of the building is zinc-colored aluminum panels that cover

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the concrete security walls. The metal color was selected for its neutral, but refined, coloration, and the specular quality of the mica particles in the paint coating gives the surface some reflectance and life. The jail borders the urban and industrial zones of the city. The selection of exterior materials was purposefully expressive of this transition and the surrounding businesses. A much different solution would have been warranted in

the immediate downtown area.

Are there provisions for expansion of the facility if it becomes necessary?

... Maintaining the building's standard podular design approach, an additional 192 (nominal 200) inmate expansion has been planned to occur on the eastern portion of the site. These additional rooms were indicated on the early design drawings to ensure their compatibility. Utility connections, air systems and even structural connection

points have been constructed to accommodate the expansion.

Some of the internal areas that are part of the initial construction have been sized to accommodate the planned expansion. These core facilities include the booking area, food service, laundry, program area, utility plant and the security system. When it is time, the 200-bed addition will be relatively simple and cost effective.

Steve Fishback, AIA, is owner of ECI/Hyer, Inc.

Aspects of drug use

(continued from page 1)

hours and that they are not federal prisoners, Immigration and Naturalization Service detainees, or transfers from another facility. Once identified as eligible, the inmate is asked to participate in a two-pronged study protocol. The first part is an interview with a professionally trained interviewer. The main content of the interview focuses on current and prior drug use, and additional questions deal with criminal histories, drug treatment, educational background, desire for treatment, and demographics. The second part of the ADAM protocol involves the collection of an interviewee urine sample to corroborate the information given in the interview. The specimen is shipped to a lab where it undergoes testing for the presence of ten different drugs.

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

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

During the 2000 data collection period, 225 adult females were approached for participation in the study. Sixty-four percent (N=144) agreed to participate in the study and, of that number, 83 percent (N=119)

provided a urine specimen. The male response rate was even higher. ADAM staff approached 810 male arrestees; 3 out of every 4 of those approached agreed to be interviewed (N=607), although 6 of these cases were later deemed ineligible because they were arrested more than 48 hours prior to being interviewed. Of those male arrestees interviewed, 81 percent (N=492) provided a urine sample.

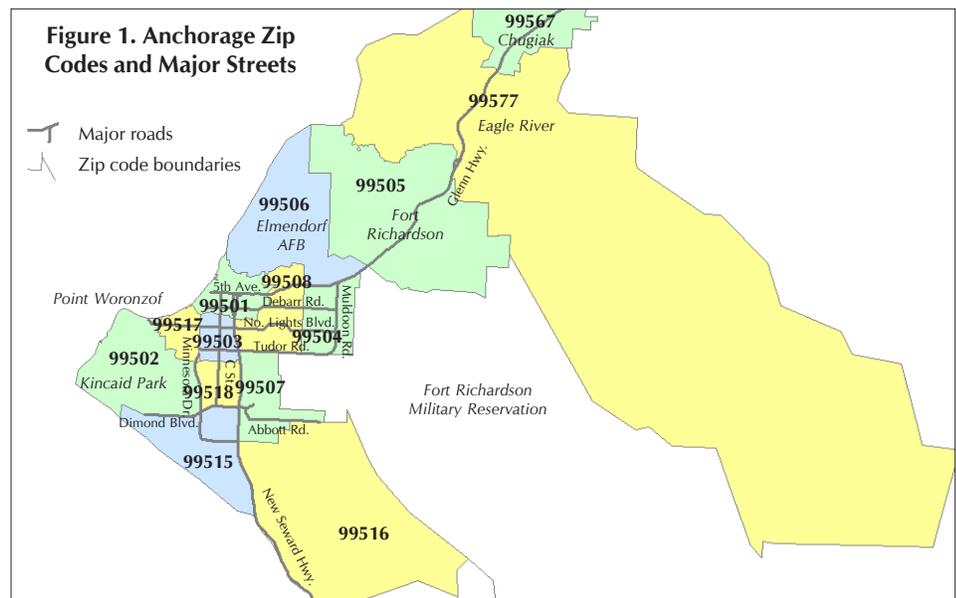
One of the benefits of the ADAM data collection effort is its ability to provide objective measures of drug use among the arrested population through the collection of urine specimens from study participants. The statistics presented in this section reflect results based only on those arrestees participating in the survey and providing a urine specimen. The results for adult ADAM males presented in Table 1 show a decrease in the percentage of arrestees testing positive for cocaine from 1999 to 2000. With the exception of the one arrestee classified in the other/multiracial category, the pattern persists across most age and racial groupings. A similar pattern appears for females. The percentage of adult female arrestees test-

ing positive for cocaine use drops, although the decrease is not uniform across all age and racial groups. The results of the testing also reaffirm what was already known about drug use in Anchorage—marijuana and cocaine are the most commonly used drugs among arrestees while opiates and methamphetamine use are much less common.

Spatial Distribution of Drug Use

As part of the ADAM protocol, data on area of residence are collected. Because of privacy guarantees, precise addresses are not collected; however, the zip code of residence is collected for each arrestee. This residence location allows researchers to conduct various types of descriptive analyses involving the spatial location of arrestees and drug markets. An orienting map of Anchorage zip codes is depicted in Figure 1, and other maps produced using the zip code variable are included.

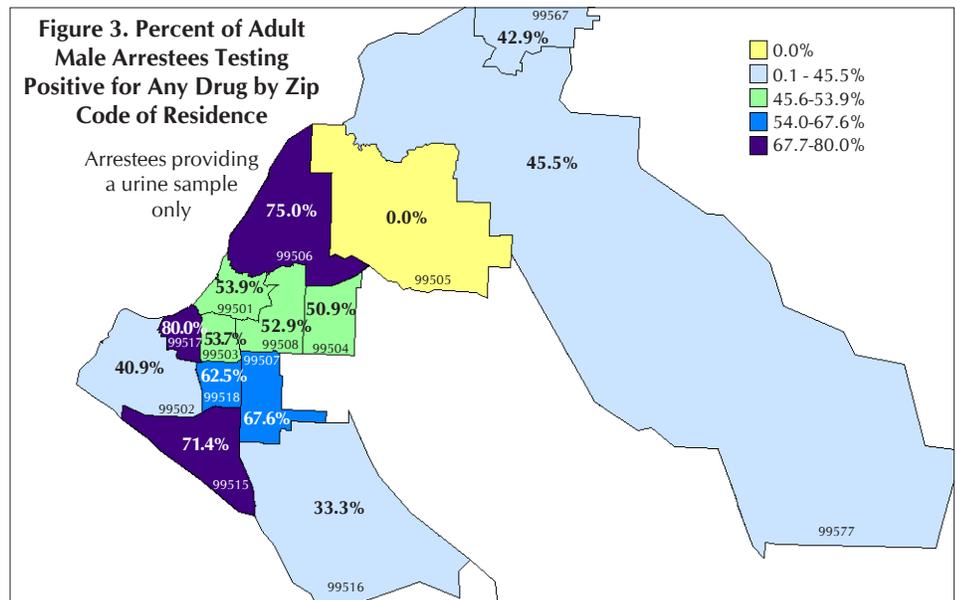
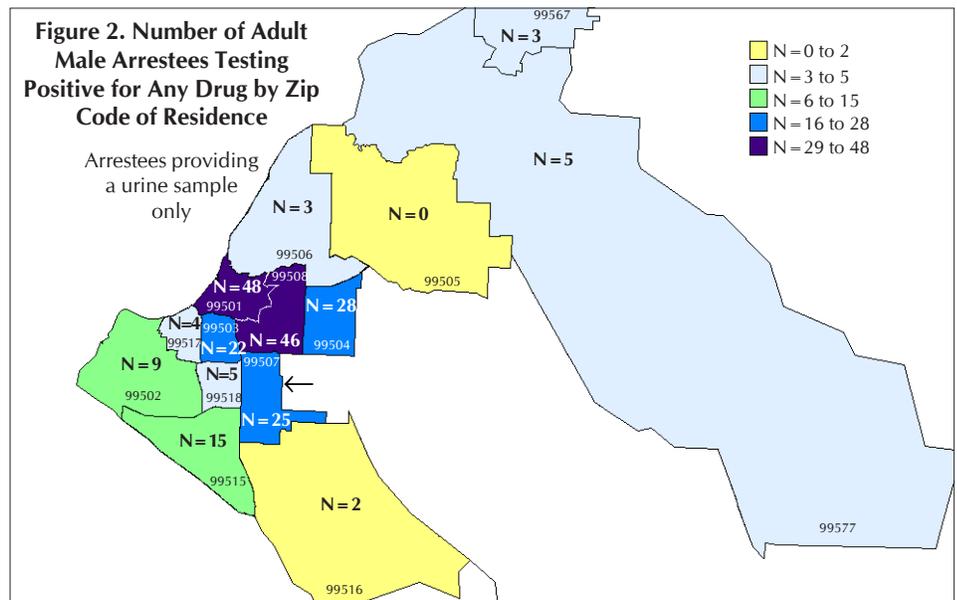
For several reasons, caution must be taken when examining both Figures 2 and 3. First, the maps are based on the zip code of residence. *They do not represent where the*



crime was committed nor do they represent where the individual was arrested. Likewise, they do not illustrate where drugs were purchased or used. Second, no information is available which allows ADAM staff to determine how much time a resident spends in the given zip code. Many arrestees were homeless or otherwise transient. For example, some arrestees listed Brother Francis Shelter as their home residence, yet they may or may not spend a majority of their time within that zip code. Further, a zip code might have been listed as the place of residence despite the fact that the arrestee regularly resided elsewhere. Third, the spatial distribution depicted is limited to those arrestees indicating an Anchorage home zip code — the vast majority of all arrestees in the ADAM sample. Finally, the number of arrestees for several of the zip codes is relatively small. Consider the Elmendorf and Fort Richardson areas: depending upon the nature of the analyses being conducted, each zip code included four or fewer arrestees. In sum, these maps are only for descriptive purposes and should be assessed with some degree of caution. Generalizations about the arrestees in the area may be unwarranted and/or incorrect.

The ADAM lab tests urine specimens for the presence of ten drugs including marijuana, cocaine, and heroin. Figure 2 presents the number of all year 2000 adult male arrestees providing urine specimens who tested positive for any drug. Once again, the data are depicted according to the zip code of residence of the arrestee, and only those respondents who reported an Anchorage zip code are included in the map. The map shows that the area east of downtown (N=46) and the downtown area (N=48) itself have the highest number of arrestees testing positive for any drug. In contrast, the C Street/Arctic Boulevard area south of midtown, Eagle River, Chugiak, Elmendorf, Fort Richardson, and south Anchorage have a low incidence of drug use among the arrested population. Again, the sample sizes need to be taken into account. Only four arrestees came from the Elmendorf area while only eight resided in the C Street/Arctic area between the Tudor Road and Dimond Boulevard areas.

Figure 3 examines the prevalence of drug use among the arrested population. The results exhibit a different spatial pattern. For example, although the Turnagain area had a low volume of arrestees testing positive for drug use, four out of five arrestees from the area did test positive (80% prevalence). Similarly, 15 of 21 arrestees from south Anchorage (99515 zip code) tested positive for any drug (71.4%). Therefore, it appears likely that the high volume of positive test



results in the areas depicted in Figure 2 are partially a product of the volume of arrests; prevalence rate maps do not produce the same spatial pattern.

Figures 2 and 3 present the spatial distribution of drug use incidence and prevalence but do not distinguish between the type of drugs used. Table 2 presents the prevalence of drug use among the adult male arrested population for each of the ten drugs for which the ADAM program tests. The results are displayed according to the zip code of residence of the arrestee. Clearly, marijuana and cocaine use are the most prevalent across each of the fourteen Anchorage zip codes. However, prevalence varies across zip codes when examining specific drugs. For example, marijuana use is most prevalent among arrestees residing in south Anchorage (57.1%) and Eagle River (45.5%) while least prevalent in west Anchorage (27.3%) and Chugiak (28.6%).

Once again, caution is advised in examining drug use prevalence; the distinction between incidence and prevalence must be stressed. Several examples illustrate this distinction. First, the prevalence of marijuana use among arrestees in south Anchorage is nearly double that of arrestees residing in downtown. However, the incidence, or volume, of arrestees testing positive in downtown (N=28) is nearly three times that of south Anchorage (N=11). Second, zero percent of the arrestees from Fort Richardson tested positive for marijuana, but only one arrestee was tested. Compare this sample size to the Rogers Park/University and downtown areas where 87 and 89 arrestees were tested, respectively. The ability of these numbers to accurately describe drug use prevalence in a zip code must be examined in light of the sample size. Obvi-

Please see *Aspects of drug use*, page 8

Aspects of drug use (continued from page 7)

ously, the accuracy of the statistics is enhanced with a larger sample size.

The Future

The expanded ADAM instrument now produces data on drug markets, dependence and abuse, and other areas. Two new sections, in particular, are potentially valuable to local practitioners—those concerning dependence/abuse and drug markets. Each of these sections will be briefly described below.

While earlier versions of the ADAM survey examined the presence of illicit substances in the urine and included self-report measures of drug use, researchers have in-

dicated that frequency of use alone is not entirely accurate as an indicator of abuse and dependence. In light of this, the redesigned ADAM instrument includes measures of abuse and dependence constructed from responses to six items. These items ask respondents to indicate whether, during the past year, they drank more than they intended; neglected some of their responsibilities because of alcohol or drug use; tried to cut down on their alcohol or drug use; had others object to their alcohol or drug use; frequently thought about drinking; or used alcohol to relieve feelings such as sadness, anger, or boredom.

The drug market section is another major addition to the ADAM instrument. The information is intended to provide local law enforcement with an understanding of drug markets, including their type and circumstances. This section generates information

on price and quantity of drugs purchased, location of purchase, contacting methods, methods of use, and other local market conditions.

The Justice Center plans to conduct additional analyses on these data over the next several months, focusing in particular on the new sections of the ADAM instrument. Year 2001 data, which will be available early in the new year, will be examined and compared with year 2000 data. The Center will examine a variety of issues including whether the nature of drug markets varies depending upon the drug examined. The Center will continue to monitor changes in other areas such as drug cost, drug use, and dependence and abuse. The potential of this information is just beginning to be realized.

Matthew Giblin is a research associate with the Justice Center.

Table 2. Percentage of Anchorage Arrestees Testing Positive for Drug Use, by Zip Code of Residence, 2000

Zip code	N	Percent testing positive for drug use										
		Marijuana	Cocaine	Opiates	Phencyclidine	Benzodiazepines	Propoxyphene	Methadone	Methaqualone	Barbituates	Amphetamines	Any drug
99501	89	31.5 %	23.6 %	3.4 %	—	6.7 %	3.4 %	1.1 %	—	—	1.1 %	53.9 %
99502	22	27.3	9.1	—	4.5 %	9.1	—	—	4.5 %	—	—	40.9
99503	41	31.7	22.0	4.9	—	2.4	2.4	4.9	—	2.4 %	—	53.7
99504	55	36.4	18.2	—	—	1.8	—	—	—	—	—	50.9
99505	1	—	—	—	—	—	—	—	—	—	—	—
99506	4	50.0	50.0	—	—	—	—	—	—	—	0.0	75.0
99507	37	43.2	43.2	5.4	—	—	2.7	—	—	2.7	2.7	67.6
99508	87	37.9	20.7	5.7	—	4.6	1.1	—	—	—	—	52.9
99515	21	57.1	23.8	4.8	—	—	9.5	—	—	—	—	71.4
99516	6	33.3	—	—	—	—	—	—	—	—	—	33.3
99517	5	40.0	60.0	—	—	—	—	—	—	—	—	80.0
99518	8	50.0	12.5	—	—	—	—	12.5	—	—	—	62.5
99567	7	28.6	14.3	—	—	—	—	—	—	—	—	42.9
99577	11	45.5	18.2	—	—	—	—	9.1	—	—	—	45.5

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