

HB

700

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF LAW

CRIMINAL DIVISION

March 28, 1986

REPLY TO:

- CRIMINAL DIVISION CENTRAL OFFICE
POUCH KC
JUNEAU, ALASKA 99811
PHONE: (907) 465-3428
- OFFICE OF SPECIAL PROSECUTIONS
AND APPEALS
1031 WEST 4TH AVENUE, SUITE 318
ANCHORAGE, ALASKA 99501-5993
PHONE: (907) 279-7424

The Honorable John Binkley
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Re: House Bill 700

Dear Representative Binkley:

This letter is in response to your request for an opinion by the Department of Law on the constitutionality of House Bill 700. You asked that we pay particular attention to the right of privacy under Art. I, sec. 22 of the Alaska Constitution.

House Bill 700 would create another "local option" whereby communities may vote to ban possession of intoxicating beverages. Possession of alcoholic beverages in the home (including homemade liquor) would be a violation of the ban, but possession of alcohol in the body would not. Violation of the ban would be made an infraction punishable by a maximum \$1,000 fine and the person would not be entitled to publicly-financed counsel or trial by a six or twelve-person jury.

The most obvious question raised by this proposal is whether banning possession of alcohol in the home violates the right to privacy under Art. I, sec. 22, of the Alaska Constitution. We believe that the answer is no, and the state is prepared to defend the validity of such a law when a court challenge is brought. A brief discussion follows.

Right to Privacy

Despite the minimal penalties provided by this bill (and the ability to "pay" a fine through community work service), there is no doubt that such a law will be challenged as an invasion of privacy under Art. I, sec. 22 and Ravin v. State, 537 P.2d 497 (Alaska 1975) (possession of small amounts of marijuana, by adults in their homes, is protected).

The many public hearings held by your committee throughout the state elicited hours of testimony from people from all walks of life on the problems created by alcohol in

rural Alaska and are summarized in your committee's detailed report. A Search For Control: The Effect Of Alcohol On Public Rights And Private Wrongs, Report to the Legislature, Joint Special Committee on Local Option Laws (March 1986) (hereafter Report). The problems created by alcohol are well known and beyond dispute (see Finding 1 through 9 and 11, Report at 108-09). There seems to be ample evidence, and it stands to reason, that in communities banning sale and importation of alcohol, much drinking takes place in private homes. (Finding 10, id.) Given the enormous economic and social costs of alcohol abuse, it is not surprising that communities would want to ban possession. (Finding 12, id.)

Giving communities this additional option (and allowing community work service to be administered through village councils) provides a greater measure of local control over a problem which, although it exists statewide, has its most severe impact at the local level. This bill represents the legitimate view that each community should be the sole judge of whether an expectation of privacy in the possession of alcohol is one that their localized society believes is reasonable and deserving of protection. In other words, the balance between one person's right to possess and consume alcohol and the public's right to safety and security should be made on a village by village basis by the voters in each locale.

One of the most important of the committee's findings is that present laws are not adequate to deal with problems created by possession of alcohol, including homebrew. (Finding 14, Report at 110.) Because present laws are inadequate, the legislature may devise different means to achieve its legitimate health and safety purposes. This is not to say that the legislature is free to devise draconian and irrational solutions to a problem once a less intrusive method has failed. For example, we understand that there are some who have advocated ideas that amount to a virtual suspension of search and seizure protections in order to completely eradicate all traces of alcohol from a village. This bill obviously does not go that far, and is consistent with state and federal law regarding searches and seizures. In the absence of a person's consent, or exigent circumstances, a search warrant issued by a judicial officer will still be required to gain entrance to a person's home. See Report at 107.

The means chosen by the committee to make alcohol laws more effective helps cure a problem created by current local option laws and by opinions such as Ravin v. State. As noted in Finding 14, Report at 110, Alaska law prohibits sale and importation of alcoholic beverages but permits possession. Similarly, the Ravin case left intact criminal prohibition of sale or public possession of marijuana, but legitimized home

possession. Laws such as these tend to create an incentive to do precisely what is prohibited, i.e., to acquire these controlled substances. The general populace knows very well that if you can get it to your house (or if you can make it yourself) you are literally home free. If possession is prohibited then it may very well lead to less importation and less manufacturing, which has always been a legitimate goal.

We have not reviewed the transcripts of the hearings, as a judge might do, nor have we perused the many reports and publications that are part of the committee record. Nonetheless, if the summary of the evidence contained in the committee's report is accurate, we believe that there is ample justification for the legislative findings contained in the report and for upholding the validity of the law. 1/ See, Harrison v. State, 687 P.2d 332 (Alaska App. 1984); State v. Erickson, 574 P.2d 1 (Alaska 1978).

If you have any questions, please contact me.

Very truly yours,

HAROLD M. BROWN
ATTORNEY GENERAL

By:

Dean J. Guaneli

Dean J. Guaneli
Assistant Attorney General

DJG/gb-08

1/ Another obvious question is whether the potential monetary penalty or public opprobrium resulting from a violation is sufficiently indicative of criminality so as to require full criminal procedural rights such as court-appointed counsel or trial by jury. See Report at 103-06. We believe that the answer is no. There is some authority to suggest that the nature of the penalty should be determined based on "community" attitudes. See, Beran v. State, 705 P.2d 1280, 1284, n.4 (Alaska App. 1985). As we understand it, the testimony elicited during the hearings is that the villages want this local option as a preventive, rather than punitive, measure. The committee's findings in this regard (Findings 15-16, Report at 110) are entitled to deference by the courts and would probably be overturned only if they were irrational or without a basis. The figure of \$300 has long been accepted as permissible for infractions, and the present day value of that amount probably approaches \$1,000. However, in light of the fact that the actual fine will be set by bail schedule, and that community work service can be substituted as payment of the fine, this provision will probably not be struck down. Even if invalid, this is a severable part of the law, and the remainder will not be affected.



Alaska Court System
State of Alaska

OFFICE OF ADMINISTRATIVE DIRECTOR

KARLA L. FORSYTHE
STAFF COUNSEL

303 K Street
Anchorage, Alaska 99501

(907) 264-8228

April 9, 1986

Rep. Peter Goll, Chair
House Community and
Regional Affairs Committee
P. O. Box V
Juneau AK 99811

Dear Rep. Goll:

I am writing on behalf of the Alaska Court System to bring to your attention some minor questions with HB 700, relating to the regulation of alcoholic beverages and enactment of municipal ordinances. The court system shares the legislature's concern about the consequences of alcohol abuse. As you know, this bill would permit localities to determine whether an ordinance should be adopted prohibiting the possession of alcoholic beverages within the municipality or village. Because possession of alcohol is not an offense under current law, issuance of citations to enforce these ordinances will increase the court's workload. However, because enforcement is tied to a mail-in bail forfeiture system rather than to a mandatory court appearance, most of the impact will be at the clerical level.

Adoption of such ordinances will impact the court system in two ways. First, although the bail mail-in forfeiture mechanism eliminates the need for mandatory court appearances (which are time-consuming for enforcement officials and judicial officers), new work is created for court clerks who are required to accept bail forfeiture payments. Work is also created for judicial officers when an individual fails to pay the bail forfeiture amount or fails to perform community work, in which case a bench warrant must be issued. Additionally, some new trials will occur for those defendants who decide to plead not guilty and who request a court appearance. The workload impact on the courts as a result of these new violations will depend on the number of citations which are filed.

I have discussed the potential workload impact with Laurie Otto. Although precise information is unavailable, it is assumed that about half of the villages which now ban importation of alcohol would adopt restrictive ordinances. Population in these villages ranges from 150 to 600, with an

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estimated 15-30 problem drinkers. Some of these persons will be cited repeatedly. Magistrate locations can therefore anticipate increased filing of citations. Ms. Otto indicates that citations for other alcohol offenses should decrease (since it is hoped that the seizure provisions of this bill will have a major impact on problem drinking). However, implementation of bail forfeiture procedures will require magistrate training. Training is especially critical in the area of bench warrant procedures, since improper issuance of warrants leads to litigation against the state for false arrest.

The court system will review the anticipated workload increase as well as magistrate training needs (for which funding is severely limited under current budget projections), and will determine the extent of any fiscal impact.

Another area of impact involves the supreme court, which will be required to adopt a bail forfeiture schedule for violations of these ordinances. The supreme court has adopted similar schedules for traffic infractions and misdemeanors, for misdemeanors committed in state parks, and for fish and game offenses. The court endeavors to establish an amount which will penalize the defendant for the conduct while at the same time giving a violator an incentive to plead not guilty rather than to appear in court and contest the citation.

One area of concern with this bill relates to the manner in which the supreme court will adopt the bail forfeiture schedule. This legislation anticipates that the supreme court will set varying levels of bail forfeitures depending on a number of prior violations and the quantity of alcoholic beverages possessed. There is no simple way for the supreme court to arrive at appropriate figures. In fish and game and park offenses, the legislature has recognized this concern by creating committees consisting of appropriate enforcement officials and legislators to make recommendations to the supreme court in an advisory capacity about the proposed bail schedule. Establishment of such a committee could prove helpful to the supreme court in setting a bail schedule for these ordinances.

Another problem for courts stems from the difficulty in knowing whether a defendant has complied. Under the bill a citation is considered a summons if a defendant fails to pay the bail forfeiture amount or fails to perform community work. Courts will know whether a bail forfeiture amount has been paid because these payments are received directly by the court. However, it is possible that a defendant could perform community work yet fail to submit the necessary paperwork to the court system. In this case, the court might issue a bench warrant based on the summons for a defendant who had already performed community work but had failed to submit the necessary paperwork to the court. An alternative approach would be for local officials rather than defendants to inform courts when community work has been completed and for a bench warrant to issue within a specified number of days after the court receives notice from the locality.

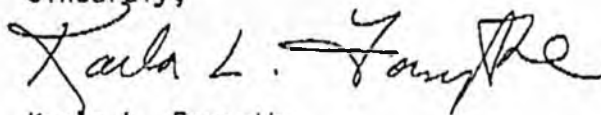
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Successful implementation of this legislation will require close coordination between courts and enforcement officials. If possible, a uniform citation should be drafted and should be reviewed by the court prior to adoption, to ensure it comports with court processing procedures. Second, courts and localities need to determine how courts will be informed that a person has completed community work.

I hope these comments are helpful. The court system will be glad to provide any additional information which the committee or the bill sponsors require to address these and any other court-related concerns.

Sincerely,



Karla L. Forsythe
Staff Counsel

KF/k1

cc: Arthur H. Snowden, II
Rep. Binkley

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : CSHB 700
 Title : An Act Relating to Possession
of Alcohol

 Sponsor : _____
 Requestor : _____
 Date of Request : _____

FISCAL DETAIL

Agency Affected : Alaska Court System
 BRU : Trial Courts

 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES		19.9				
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		19.9				

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING : (Thousands of Dollars)

GENERAL FUND		19.9				
FEDERAL FUNDS						
OTHER						
TOTAL		19.9				

POSITIONS :

FULL TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

See Attachments

Prepared by : Robert G. Fisher
 Division : Alaska Court System

Phone : 264-8215
 Date : 4/11/86

Approved by Commissioner : Arthur H. Snowden, II *AHS II*
 Agency : Alaska Court System

Date : 4/11/86

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

ALASKA COURT SYSTEM
 SCHEDULE OF MAGISTRATE TRAINING CONFERENCE COSTS
 CSHB 700 - ALCOHOL POSSESSION
 FY 87

FROM	TO	ESTIMATED AIR FARE COST	--- PER DIEM \$/DAYS	---	PER DIEM RATE	---	ESTIMATED TOTAL COST
First District Magistrates:							
Angoon	Anchorage	\$366	3		\$80	\$240	\$606
Craig	Anchorage	366	3		80	240	606
Haines	Anchorage	366	3		80	240	606
Hoonah	Anchorage	366	3		80	240	606
Kake	Anchorage	452	3		80	240	692
Pelican	Anchorage	366	3		80	240	606
Skagway	Anchorage	366	3		80	240	606
Yakutat	Anchorage	268	3		80	240	508
Bethel Area Magistrates:							
Aniak	Anchorage	328	3		80	240	568
Emmonak	Anchorage	328	3		80	240	568
Hooper Bay	Anchorage	328	3		80	240	568
Mekoryuk	Anchorage	428	3		80	240	668
Quinhagak	Anchorage	328	3		80	240	568
St. Marys	Anchorage	328	3		80	240	568
Second District Magistrates:							
Gambell	Anchorage	428	3		80	240	668
Kiana	Anchorage	428	3		80	240	668
Noorvik	Anchorage	428	3		80	240	668
Point Hope	Anchorage	428	3		80	240	668
Savoonga	Anchorage	428	3		80	240	668
Selawik	Anchorage	428	3		80	240	668
Shungnak	Anchorage	428	3		80	240	668
Unalakleet	Anchorage	428	3		80	240	668
Third District Magistrates:							
Cordova	Anchorage	130	3		80	240	370
Dillingham	Anchorage	320	3		80	240	560
Glennallen	Anchorage	94	3		80	240	334
Naknek	Anchorage	292	3		80	240	532
Seward	Anchorage	63	3		80	240	303
Unalaska	Anchorage	594	3		80	240	834
Whittier	Anchorage	37	3		80	240	277
Fourth District Magistrates:							
Delta Junction	Anchorage	272	3		80	240	512
Ft. Yukon	Anchorage	322	3		80	240	562
Galena	Anchorage	358	3		80	240	598
Healy	Anchorage	130	3		80	240	370
Tanana	Anchorage	272	3		80	240	512
Tok	Anchorage	165	3		80	240	405
Total Cost							\$19,857

CSHB 700

This bill establishes a mail-in bail forfeiture procedure as the means of enforcing local ordinances which may be adopted to ban the possession of alcohol. The bill impacts the court system by requiring courts to accept and process citations and bail payments for these new offenses.

Accurate processing and accounting procedures will be critical to successful implementation of this bill. For example, if the court issues a bench warrant because its records erroneously indicate a defendant has failed to pay the bail amount or to perform community work, the defendant is likely to sue the state for false arrest.

Although courts in urban areas are familiar with mail-in bail for traffic offenses, outlying magistrate courts have far less experience with these procedures. This fiscal note sets out the costs of a one-time meeting for magistrates to explain the law and the details of the processing and accounting procedures which each affected court will be required to establish.

~~Bob's copy~~

SHARON

Ford
4/11/86

Original sponsor: Rules Committee

Def section -

Community service plan

BY THE COMMUNITY AND REGIONAL
AFFAIRS COMMITTEE

1 IN THE HOUSE

*used here means 415
limited to the definition (PB)*

2 CS FOR SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 700 (C&RA)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to regulation of alcoholic beverages
7 and enactment of municipal ordinances."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. LEGISLATIVE FINDINGS. The legislature finds that

10 (1) abuse of alcohol seriously interferes with the rights and
11 privileges of the people of the state;

12 (2) the public health, safety, and welfare does in fact suffer
13 when alcohol abuse is not controlled;

14 (3) prohibition of alcohol in rural areas of the state is an
15 effective tool for controlling the abuse of alcohol;

16 (4) serious crimes and a wide variety of other social problems
17 could be prevented if the possession of alcohol were prohibited;

18 (5) there is a strong and unmistakable correlation between
19 alcohol consumption and poor health, fetal damage, suicide, domestic vio-
20 lence, and crime;

21 (6) the dangers resulting from alcohol abuse are particularly
22 acute in rural areas of the state because the communities are small, iso-
23 lated, without adequate law enforcement, without adequate health care
24 facilities, and populated by people who are closely related and interdepen-
25 dent;

26 (7) in communities that have chosen to ban the sale and importa-
27 tion of alcohol, most drinking takes place in private homes; and

28 (8) the economic cost of alcohol abuse is high, and cannot be
29 afforded by the state or small rural communities.

1 * Sec. 2. AS 04.11 is amended by adding a new section to read:

2 Sec. 04.11.498. PROHIBITION OF POSSESSION OF ALCOHOLIC BEVER-
3 AGES. (a) The following question, appearing alone, may be placed
4 before the voters of a municipality or an established village in
5 accordance with AS 04.11.502: "Shall the possession of alcoholic
6 beverages be prohibited in (name of municipality or vil-
7 lage)? (yes or no)."

8 (b) If a majority of the voters of an established village vote
9 "yes" on the question set out in (a) of this section, and the sale of
10 alcoholic beverages, or the sale and importation of alcoholic bever-
11 ages, ^{no deletion} has been previously prohibited in the established village in
12 accordance with AS 04.11.490 or 04.11.494, a person, beginning on the
13 first day of the month following certification of the results of the
14 election, may not knowingly possess an alcoholic beverage in the
15 established village, unless the alcoholic beverage is wine to be used
16 for bona fide religious purposes based on tenets or teachings of a
17 church or religious body, is limited in quantity to the amount neces-
18 sary for religious purposes, and is dispensed only for religious
19 purposes, by a person recognized by the church or religious body as
20 authorized to dispense the wine. The board shall be notified immedi-
21 ately after certification of the results of the election and there-
22 after may not issue, renew, or transfer between holders or locations a
23 license for licensed premises located within the perimeter of the
24 established village as defined in AS 04.21.080(b)(8).

25 (c) If a majority of the voters of an established village vote
26 "yes" on the question set out in (a) of this section and the sale of
27 alcoholic beverages, or the sale and importation of alcoholic bever-
28 ages, has not been previously prohibited in the established village in
29 accordance with AS 04.11.490 or 04.11.494, and a person, beginning 90

1 days after certification of the results of the election, may not
2 knowingly possess an alcoholic beverage in the established village,
3 unless the person is licensed by the board or the alcoholic beverage
4 is wine to be used for bona fide religious purposes based on tenets or
5 teachings of a church or religious body, is limited in quantity to the
6 amount necessary for religious purposes, and is dispensed only for
7 religious purposes by a person by the church or religious body as
8 authorized to dispense the wine. The board shall be notified immedi-
9 ately after certification of the results of the election and there-
10 after may not issue, renew, or transfer between holders or locations a
11 license for licensed premises located within the perimeter of the
12 established village as defined in AS 04.21.080(b)(8). Licenses that
13 may not be renewed because of a local option election held under this
14 section are void 90 days after the results of the election are cer-
15 tified. A license that will expire during the 90 days after the
16 results of a local option election under this section are certified
17 may be extended until it is void under this section, by payment of a
18 prorated portion of the annual license fee.

19 'd) If a majority of the voters of a municipality vote "yes" on
20 the question set out in (a) of this section, and the sale of alcoholic
21 beverages, or the sale and importation of alcoholic beverages, has
22 been previously prohibited in the municipality in accordance with
23 AS 04.11.490 or 04.11.494, an ordinance is adopted that becomes effec-
24 tive beginning on the first day of the month following certification
25 of the results of the election, and a person may not knowingly possess
26 an alcoholic beverage in the municipality, unless the alcoholic bever-
27 age is wine to be used for bona fide religious purposes based on
28 tenets or teachings of a church or religious body, is limited in
29 quantity to the amount necessary for religious purposes, and is

1 dispensed only for religious purposes, by a person recognized by the
2 church or religious body as authorized to dispense the wine. The
3 board shall be notified immediately after certification of the results
4 of the election and thereafter may not issue, renew, or transfer
5 between holders or locations a license for licensed premises located
6 within the boundaries of the municipality and within unincorporated
7 areas within five miles of the boundaries of the municipality.

8 (e) If the majority of the voters of a municipality vote "yes"
9 on the question set out in (a) of this section and the sale of alco-
10 holic beverages, or the sale and importation of alcoholic beverages,
11 has not been previously prohibited in the municipality in accordance
12 with AS 04.11.490 or 04.11.494, and an ordinance is adopted that
13 becomes effective beginning 90 days after certification of the results
14 of the election, and a person may not knowingly possess an alcoholic
15 beverage in the municipality, unless the alcoholic beverage is wine to
16 be used for bona fide religious purposes based on tenets or teachings
17 of a church or religious body, is limited in quantity to the amount
18 necessary for religious purposes, and is dispensed only for religious
19 purposes by a person recognized by the church or religious body as
20 authorized to dispense the wine. The board shall be notified immedi-
21 ately after the adoption of the ordinance and thereafter may not
22 issue, renew, or transfer between holders or locations a license for
23 licensed premises located within the boundaries of the municipality
24 and within unincorporated areas within five miles of the boundaries of
25 the municipality. Licenses that may not be renewed because of a local
26 option election held under this section are void 90 days after the
27 results of the election are certified. A license that will expire
28 during the 90 days after the results of a local option election under
29 this section are certified may be extended, until it is void under

1 this section, by payment of a prorated portion of the annual fee.

2 (f) If a majority of the voters vote "no" on the question set
3 out in (a) of this section or vote "yes" on the questions set out in
4 AS 04.11.492 or 04.11.500 in an election conducted in accordance with
5 AS 04.11.502 after an election in which the voters voted "yes" on the
6 question set out in (a) of this section, the prohibition on the pos-
7 session of alcoholic beverages is removed effective 90 days after the
8 results of the election are certified except as those prohibitions
9 continue to be imposed in accordance with the results of the subse-
10 quent election.

11 (g) For the purposes of this section, "possession" means having
12 physical possession of or exercising dominion or control over alco-
13 holic beverages, but does not include having alcoholic beverages
14 within the digestive system of a person.

15 * Sec. 3. AS 04.11.502 is amended by adding a new subsection to read:

16 (c) A petition filed with the local governing body of a munic-
17 ipality in accordance with (a) of this section, which places on the
18 ballot the question set out in AS 04.11.498, shall constitute a pro-
19 posed ordinance of the municipality.

20 * Sec. 4. AS 04.16 is amended by adding a new section to read:

21 Sec. 04.16.205. PENALTY FOR VIOLATING BAN ON POSSESSION OF
22 ALCOHOLIC BEVERAGES. (a) A person who possesses alcoholic beverages
23 in a municipality or established village in violation of AS 04.11.498
24 or an ordinance adopted under AS 04.11.498 may, upon conviction, be
25 punished by a fine not to exceed \$1,000. When a peace officer stops
26 or contacts a person concerning violation of AS 04.11.498 or an
27 ordinance enacted under AS 04.11.498, the peace officer may, in the
28 officer's discretion, issue a citation to the person as provided in
29 AS 12.25.180.

★

1 (b) A person cited for a violation of AS 04.11.498 or an ordi-
2 nance adopted under AS 04.11.498 for which a bail amount has been
3 established under (c) of this section may, within 30 days after the
4 date the citation is issued

5 (1) mail or personally deliver to the clerk of the court in
6 which the citation is filed by the peace officer the amount of bail
7 indicated on the citation and a copy of the citation indicating that
8 the right to an appearance is waived, a plea of no contest is entered
9 and the bail and all alcoholic beverages seized are forfeited; or

10 (2) perform community work as defined in AS 12.55.055(b),
11 in lieu of payment of the fine or a portion of the fine as provided in
12 (d) of this section.

13 (c) The supreme court shall establish by rule or order a sched-
14 ule of bail amounts that may be forfeited without a court appearance
15 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.-
16 11.498. In establishing the bail schedule the supreme court may
17 consider the quantity of alcoholic beverages possessed and the number
18 of prior violations of the person cited. Before establishing or
19 amending the schedule of bail amounts required by this subsection, the
20 supreme court shall appoint and consult with an advisory committee
21 consisting of the following seven persons: one superior court judge,
22 one magistrate from each judicial district in the state, a representa-
23 tive of the Department of Law, and a representative of the Public
24 Defender Agency. The maximum bail amount may not exceed \$1,000, and
25 the issuing officer shall write on the citation the amount of bail
26 applicable to the violation.

27 (d) Community work shall be performed at the direction of the
28 governing body of the municipality or the governing body of the estab-
29 lished village. The value of community work in lieu of a fine is

1 \$5.00 per hour. When the community work is completed, the person
2 cited for the violation shall mail or personally deliver to the clerk
3 of the court in which the citation is filed by the peace officer

4 (1) a form, prescribed by the administrative director of
5 the Alaska Court System, indicating completion of the community work;
6 and

7 (2) a copy of the citation, indicating that the right to an
8 appearance is waived, a plea of no contest is entered, and that the
9 bail is forfeited or community work has been performed and that all
10 alcoholic beverages seized are forfeited.

11 (e) When bail has been forfeited or proof of performance of
12 community work under this section has been filed with the court, a
13 judgment shall be entered. Forfeiture of bail or filing proof of
14 performance of community work and forfeiture of all seized items is a
15 complete satisfaction for the violation. The clerk of court accepting
16 the bail or the form indicating performance of community work shall
17 provide the offender with a receipt stating that fact, if requested.

18 (f) If the person fails to pay the bail amount established under
19 (c) of this section, or fails to provide proof of performance as spec-
20 ified in (d)(1) of this section to the court, the citation is con-
21 sidered a summons.

22 (g) Notwithstanding other provisions of law, if a person cited
23 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.-
24 11.498 for which a bail amount has been established under (c) of this
25 section appears in court and is found guilty, the penalty that is
26 imposed for the offense may not exceed the bail amount for that of-
27 fense established under (c) of this section.

28 (h) A violation of AS 04.11.498 or an ordinance adopted under
29 AS 04.11.498 may not be considered a criminal offense and may not

1 result in imprisonment, nor is a fine imposed for a violation con-
2 sidered criminal punishment. A person cited for a violation does not
3 have a right to a jury trial or court appointed counsel.

4 (i) The commissioner of public safety shall prescribe and pro-
5 vide a suitable standard citation form that is in a form necessary to
6 identify the offender, to identify the offense, and to meet the needs
7 of public safety and administration of justice.

8 (j) A municipality shall adopt a citation form that is ^(identical) equiva-
9 lent) to that prescribed by the commissioner under (i) of this section.

10 * Sec. 5. AS 04.16.220(a) is amended to read:

11 (a) The following are subject to forfeiture:

12 (1) alcoholic beverages manufactured, sold, offered for
13 sale or possessed for sale, bartered or exchanged for goods and ser-
14 vices in this state in violation of AS 04.11.010; alcoholic beverages
15 stocked, warehoused, or otherwise stored in violation of AS 04.21.060;
16 alcoholic beverages possessed, sold or offered for sale in an area
17 where the results of a local option election have, under AS 04.11.-
18 490 - 04.11.500, prohibited the possession of alcoholic beverages or
19 prohibited the board from issuing, renewing, or transferring one or
20 more licenses or permits under this title in the area; alcoholic
21 beverages transported into the state and sold to persons not licensed
22 under this chapter in violation of AS 04.16.170(b);

23 (2) materials and equipment used in the manufacture, sale,
24 offering for sale, possession for sale, barter or exchange of alco-
25 holic beverages for goods and services in this state in violation of
26 AS 04.11.010; materials and equipment used in the stocking, warehous-
27 ing, or storage of alcoholic beverages in violation of AS 04.21.060;
28 materials and equipment used in the sale or offering for sale of an
29 alcoholic beverage in an area where the results of a local option

1 election have, under AS 04.11.490 - 04.11.500, prohibited the board
2 from issuing, renewing, or transferring one or more licenses or per-
3 mits under this title in the area;

4 (3) aircraft, vehicles, or vessels used to transport, or
5 facilitate the transportation of

6 (A) alcoholic beverages manufactured, sold, offered
7 for sale or possessed for sale, bartered or exchanged for goods
8 and services in this state in violation of AS 04.11.010;

9 (B) property stocked, warehoused, or otherwise stored
10 in violation of AS 04.21.060;

11 (C) alcoholic beverages imported into a municipality
12 or established village in violation of AS 04.11.496;

13 (4) alcoholic beverages found on licensed premises that
14 [WHICH] do not bear federal excise stamps if excise stamps are re-
15 quired under federal law;

16 (5) alcoholic beverages, materials, or equipment used in
17 violation of AS 04.16.175.

18 * Sec. 6. AS 04 16.220(b) is amended to read:

19 (b) Property subject to forfeiture under this section may be
20 actually or constructively seized under an order issued by the su-
21 perior court upon a showing of probable cause that the property is
22 subject to forfeiture under this section. Constructive seizure is
23 effected upon posting a signed notice of seizure on the item to be
24 forfeited, stating the violation and the date and place of seizure.
25 Seizure without a court order may be made if

26 (1) the seizure is incident to a valid arrest or search;

27 (2) the property subject to seizure is the subject of a
28 prior judgment in favor of the state; or

29 (3) there is probable cause to believe that the property is

1 subject to forfeiture under (a) of this section; except for alcoholic
2 beverages possessed in violation of AS 04.11.498 or an ordinance
3 adopted under AS 04.11.498, property seized under this paragraph may
4 not be held over 48 hours or until an order of forfeiture is issued by
5 the court, whichever is earlier.

6 * Sec. 7. AS 04.16.220(d) is amended to read:

7 (d) Property subject to forfeiture under (a) of this section may
8 be forfeited

9 (1) upon conviction of a person under AS 04.11.010, 04.11.-
10 496(b), or AS 04.21.060 or upon entry of judgment under AS 04.11.498
11 or an ordinance adopted under AS 04.11.498;

12 (2) upon judgment by the superior court in a proceeding in
13 rem that the property was used in a manner subjecting it to forfeiture
14 under (a) of this section.

15 * Sec. 8. AS 04.16.220(h) is amended to read:

16 (h) Alcoholic beverages forfeited under (d) of this section
17 shall be placed in the custody of a peace officer of the state and
18 destroyed no earlier than 30 days after forfeiture. All other prop-
19 erty [PROPERTY] forfeited under this section shall be placed in the
20 custody of the commissioner of public safety for disposition according
21 to an order entered by the court. The court shall order destroyed any
22 property forfeited under this section that [WHICH] is harmful to the
23 public. Other property shall be ordered sold and the proceeds used
24 for payment of expenses of the proceedings for forfeiture and sale,
25 including expenses of seizure, custody and court costs. The remainder
26 of the proceeds shall be deposited in the general fund.

27 * Sec. 9. AS 04.21.010(a) is amended to read:

28 (a) A municipality may adopt ordinances governing the barter,
29 sale, and consumption of alcoholic beverages within the municipality

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1 as necessary for the orderly conduct of the business of selling alco-
2 holic beverages within the municipality and may ban possession of
3 alcoholic beverages under AS 04.11.498(d) or (e). An ordinance adopt-
4 ed under this section may not be inconsistent with this title or
5 regulations adopted under this title.

6 * Sec. 10. AS 04.21.080(b)(1) is repealed and reenacted to read:

7 (1) "alcoholic beverage" means spirituous, vinous, malt or
8 other fermented or distilled liquids, whatever the origin, that are
9 intended for human consumption as a beverage and that contain alcohol,
10 whether produced commercially or privately;

11 * Sec. 11. AS 29.10.200 is amended by adding a new paragraph to read:

12 (47) AS 29.20.270(e) (ordinance veto by mayor).

13 * Sec. 12. AS 29.20.270(a) is amended to read:

14 (a) Except as provided in (c), [AND] (d) and (e) of this sec-
15 tion, the mayor may veto an ordinance, resolution, motion, or other
16 action of the governing body and may strike or reduce appropriation
17 items.

18 * Sec. 13. AS 29.20.270 is amended by adding a new subsection to read:

19 a) The veto does not extend to an ordinance adopted under
20 AS 04.11.498. This subsection applies to home rule and general law
21 municipalities.

22 * Sec. 14. AS 29.25.020 is amended by adding a new subsection to read:

23 (d) This section does not apply to an ordinance proposed under
24 AS 04.11.502(c).

25 * Sec. 15. AS 29.25.070 is amended by adding a new subsection to read:

26 (d) This section does not apply to an ordinance adopted under
27 AS 04.11.498(d) or (e).

28 * Sec. 16. AS 29.35.080(a) is amended to read:

29 (a) A municipality may regulate the possession, transfer, sale,

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importation, and consumption of alcoholic beverages in accordance with AS 04.11.480 - 04.11.506 and AS 04.21.010.

Introduced: 4/4/86
Referred: Community & Regional
Affairs, Judiciary and Finance

1 IN THE HOUSE

BY THE RULES COMMITTEE

2

SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 700

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6

For an Act entitled: "An Act relating to regulation of alcoholic beverages

7

and enactment of municipal ordinances."

8

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9

* Section 1. LEGISLATIVE FINDINGS. The legislature finds that

10

(1) abuse of alcohol seriously interferes with the rights and

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privileges of the people of the state;

12

(2) the public health, safety, and welfare does in fact suffer

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when alcohol abuse is not controlled;

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(3) prohibition of alcohol in rural areas of the state is an

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effective tool for controlling the abuse of alcohol;

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(4) serious crimes and a wide variety of other social problems

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could be prevented if the possession of alcohol were prohibited;

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(5) there is a strong and unmistakable correlation between

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alcohol consumption and poor health, fetal damage, suicide, domestic vio-

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lence, and crime;

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(6) the dangers resulting from alcohol abuse are particularly

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acute in rural areas of the state because the communities are small,

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isolated, without adequate law enforcement, without adequate health care

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facilities, and populated by people who are closely related and interdepen-

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dent;

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(7) in communities that have chosen to ban the sale and importa-

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tion of alcohol, most drinking takes place in private homes; and

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(8) the economic cost of alcohol abuse is high, and cannot be

29

afforded by the state or small rural communities.

1 * Sec. 2. AS 04.11 is amended by adding a new section to read:

2 Sec. 04.11.498. PROHIBITION OF POSSESSION OF ALCOHOLIC BEVER-
3 AGES. (a) The following question, appearing alone, may be placed
4 before the voters of a municipality or an established village in
5 accordance with AS 04.11.502: "Shall the possession of alcoholic
6 beverages be prohibited in (name of municipality or vil-
7 lage)? (yes or no)."

8 (b) If a majority of the voters of an established village vote
9 "yes" on the question set out in (a) of this section, a person, begin-
10 ning on the first day of the month following certification of the
11 results of the election, may not knowingly possess an alcoholic
12 beverage in the established village, unless the alcoholic beverage is
13 sacramental wine to be used for bona fide religious purposes based on
14 tenets or teachings of a church or religious body, is limited in
15 quantity to the amount necessary for religious purposes, and is dis-
16 pensed only for religious purposes by a person authorized by the
17 church or religious body to dispense the sacramental wine. The board
18 shall be notified immediately after certification of the results of
19 the election and thereafter may not issue, renew, or transfer between
20 holders or locations a license for licensed premises located within
21 the perimeter of the established village. Licenses that may not be
22 renewed because of a local option election held under this section are
23 void on the first day of the month following certification of the
24 election.

25 (c) If a majority of the voters of a municipality vote "yes" on
26 the question set out in (a) of this section, an ordinance is adopted
27 that becomes effective beginning on the first day of the month follow-
28 ing certification of the results of the election, and a person may not
29 knowingly possess an alcoholic beverage in the municipality, unless

*Conyon
W/SB 69*

1 the alcoholic beverage is sacramental wine to be used for bona fide
2 religious purposes based on tenets or teachings of a church or reli-
3 gious body, is limited in quantity to the amount necessary for reli-
4 gious purposes, and is dispensed only for religious purposes by a
5 person authorized by the church or religious body to dispense the
6 sacramental wine. The board shall be notified immediately after the
7 adoption of the ordinance and thereafter may not issue, renew, or
8 transfer between holders or locations a license for licensed premises
9 located within the boundaries of the municipality and within unincor-
10 porated areas within five miles of the boundaries of the municipality.
11 Licenses that may not be renewed because of a local option election
12 held under this section are void on the first day of the month follow-
13 ing certification of the election.

14 (d) If a majority of the voters vote "no" on the question set
15 out in (a) of this section or vote "yes" on the questions set out in
16 AS 04.11.492 or 04.11.500 in an election conducted in accordance with
17 AS 04.11.502 after an election in which the voters voted "yes" on the
18 question set out in (a) of this section, the prohibition on the pos-
19 session of alcoholic beverages is removed effective 90 days after the
20 results of the election are certified except as those prohibitions
21 continue to be imposed in accordance with the results of the subse-
22 quent election.

23 (e) For the purposes of this section, "possession" means having
24 physical possession of or exercising dominion or control over alco-
25 holic beverages, but does not include having alcoholic beverages
26 within the digestive system of a person.

27 * Sec. 3. AS 04.11.502 is amended by adding a new subsection to read:

28 (c) A petition filed with the local governing body of a munic-
29 ipality in accordance with (a) of this section, which places on the

1 ballot the question set out in AS 04.11.498, shall constitute a pro-
2 posed ordinance of the municipality.

3 * Sec. 4. AS 04.16 is amended by adding a new section to read:

4 Sec. 04.16.205. PENALTY FOR VIOLATING BAN ON POSSESSION OF
5 ALCOHOLIC BEVERAGES. (a) A person who possesses alcoholic beverages
6 in a municipality or established village in violation of AS 04.11.498
7 or an ordinance adopted under AS 04.11.498 may, upon conviction, be
8 punished by a fine not to exceed \$1,000. When a peace officer stops
9 or contacts a person concerning a violation of AS 04.11.498 or an
10 ordinance enacted under AS 04.11.498, the peace officer may, in the
11 officer's discretion, issue a citation to the person as provided in
12 AS 12.25.180.

13 (b) A person cited for a violation of AS 04.11.498 or an ordi-
14 nance adopted under AS 04.11.498 for which a bail amount has been
15 established under (c) of this section may, within 30 days after the
16 date of the citation

17 (1) mail or personally deliver to the clerk of the court in
18 which the citation is filed by the peace officer the amount of bail
19 indicated on the citation and a copy of the citation indicating that
20 the right to an appearance is waived, a plea of no contest is entered
21 and the bail and all alcoholic beverages seized are forfeited; or

22 (2) perform community work in lieu of payment of the fine
23 or a portion of the fine as provided in (d) of this section.

24 (c) The supreme court shall establish by rule or order a sched-
25 ule of bail amounts that may be forfeited without a court appearance
26 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.-
27 1.498. In establishing the bail schedule the supreme court may
28 consider the quantity of alcoholic beverages possessed and the number
29 of prior violations of the person cited. The maximum bail amount may

1 not exceed \$1,000, and if a citation is issued that may be disposed of
2 without court appearance, the issuing officer shall write on the
3 citation the amount of bail applicable to the violation.

4 (d) Community work shall be performed at the direction of the
5 governing body of the municipality or the village council of the
6 established village. The value of community work in lieu of a fine is
7 \$5.00 per hour. When the community work is completed, the person
8 cited for the violation shall mail or personally deliver to the clerk
9 of the court in which the citation is filed by the peace officer

10 (1) a form, prescribed by the board, indicating completion
11 of the community work; and

12 (2) a copy of the citation, indicating that the right to an
13 appearance is waived, a plea of no contest is entered, and that the
14 bail is forfeited or community work has been performed and that all
15 alcoholic beverages seized are forfeited.

16 (e) When bail has been forfeited or community work performed
17 under this section, a judgment of conviction shall be entered. For-
18 feiture of bail or performance of community work and forfeiture of all
19 seized items is a complete satisfaction for the violation. The clerk
20 of court accepting the bail or the form indicating performance of
21 community work shall provide the offender with a receipt stating that
22 fact.

23 (f) If the person fails to pay the bail amount established under
24 (c) of this section or to perform community work as provided in (d) of
25 this section, the citation is considered a summons.

26 (g) Notwithstanding other provisions of law, if a person cited
27 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.
28 11.498 for which a bail amount has been established under (c) of this
29 section appears in court and is found guilty, the penalty that is

1 imposed for the offense may not exceed the bail amount for that
2 offense established under (c) of this section.

3 (h) A violation of AS 04.11.498 or an ordinance adopted under
4 AS 04.11.498 may not be considered a criminal offense and may not
5 result in imprisonment, nor is a fine imposed for a violation con-
6 sidered criminal punishment. A person cited for a violation does not
7 have a right to a jury trial or court appointed counsel.

8 * Sec. 5. AS 04.16.220(a) is amended to read:

9 (a) The following are subject to forfeiture:

10 (1) alcoholic beverages manufactured, sold, offered for
11 sale or possessed for sale, bartered or exchanged for goods and ser-
12 vices in this state in violation of AS 04.11.010; alcoholic beverages
13 stocked, warehoused, or otherwise stored in violation of AS 04.21.060;
14 alcoholic beverages possessed, sold or offered for sale in an area
15 where the results of a local option election have, under AS 04.11.-
16 490 - 04.11.500, prohibited the possession of alcoholic beverages or
17 prohibited the board from issuing, renewing, or transferring one or
18 more licenses or permits under this title in the area; alcoholic
19 beverages transported into the state and sold to persons not licensed
20 under this chapter in violation of AS 04.16.170(b);

21 (2) materials and equipment used in the manufacture, sale,
22 offering for sale, possession for sale, barter or exchange of alco-
23 holic beverages for goods and services in this state in violation of
24 AS 04.11.010; materials and equipment used in the stocking, warehous-
25 ing, or storage of alcoholic beverages in violation of AS 04.21.060;
26 materials and equipment used in the sale or offering for sale of an
27 alcoholic beverage in an area where the results of a local option
28 election have, under AS 04.11.490 - 04.11.500, prohibited the board
29 from issuing, renewing, or transferring one or more licenses or

1 permits under this title in the area;

2 (3) aircraft, vehicles, or vessels used to transport, or
3 facilitate the transportation of

4 (A) alcoholic beverages manufactured, sold, offered
5 for sale or possessed for sale, bartered or exchanged for goods
6 and services in this state in violation of AS 04.11.010;

7 (B) property stocked, warehoused, or otherwise stored
8 in violation of AS 04.21.060;

9 (C) alcoholic beverages imported into a municipality
10 or established village in violation of AS 04.11.496;

11 (D) alcoholic beverages possessed in violation of
12 AS 04.11.498 or an ordinance adopted under AS 04.11.498;

13 (4) alcoholic beverages found on licensed premises that
14 [WHICH] do not bear federal excise stamps if excise stamps are re-
15 quired under federal law;

16 (5) alcoholic beverages, materials, or equipment used in
17 violation of AS 04.16.175.

18 * Sec. 6. AS 04.16.220(b) is amended to read:

19 (b) Property subject to forfeiture under this section may be
20 actually or constructively seized under an order issued by the
21 superior court upon a showing of probable cause that the property is
22 subject to forfeiture under this section. Constructive seizure is
23 effected upon posting a signed notice of seizure on the item to be
24 forfeited, stating the violation and the date and place of seizure.
25 Seizure without a court order may be made if

26 (1) the seizure is incident to a valid arrest, [OR] search,
27 or a citation issued under AS 04.11.498 or an ordinance adopted under
28 AS 04.11.498;

29 (2) the property subject to seizure is the subject of a

1 prior judgment in favor of the state; or

2 (3) there is probable cause to believe that the property is
3 subject to forfeiture under (a) of this section; property seized under
4 this paragraph may not be held over 48 hours or until an order of
5 forfeiture is issued by the court, whichever is earlier.

6 * Sec. 7. AS 04.16.220(d) is amended to read:

7 (d) Property subject to forfeiture under (a) of this section may
8 be forfeited

9 (1) upon conviction of a person under AS 04.11.010, 04.11.-
10 496(b), 04.11.498, or AS 04.21.060;

11 (2) upon judgment by the superior court in a proceeding in
12 rem that the property was used in a manner subjecting it to forfeiture
13 under (a) of this section.

14 * Sec. 8. AS 04.16.220(h) is amended to read:

15 (h) Alcoholic beverages forfeited under (d) of this section
16 shall be placed in the custody of a peace officer of the state and
17 destroyed not later than 30 days after forfeiture. All other property
18 [PROPERTY] forfeited under this section shall be placed in the custody
19 of the commissioner of public safety for disposition according to an
20 order entered by the court. The court shall order destroyed any
21 property forfeited under this section that [WHICH] is harmful to the
22 public. Other property shall be ordered sold and the proceeds used
23 for payment of expenses of the proceedings for forfeiture and sale,
24 including expenses of seizure, custody and court costs. The remainder
25 of the proceeds shall be deposited in the general fund.

26 * Sec. 9. AS 04.21.010(a) is amended to read:

27 (a) A municipality may adopt ordinances governing the barter,
28 sale, and consumption of alcoholic beverages within the municipality
29 as necessary for the orderly conduct of the business of selling

1 alcoholic beverages within the municipality and may ban possession of
2 alcoholic beverages under AS 04.11.498(c). An ordinance adopted under
3 this section may not be inconsistent with this title or regulations
4 adopted under this title.

5 * Sec. 10. AS 04.21.080(b)(1) is repealed and reenacted to read:

6 (1) "alcoholic beverage" means spirituous, vinous, malt or
7 other fermented or distilled liquids, whatever the origin, that are
8 intended for human consumption and that contain alcohol, whether
9 produced commercially or privately;

10 * Sec. 11. AS 29.10.200 is amended by adding a new paragraph to read:

11 (47) AS 29.20.270(e) (ordinance veto by mayor).

12 * Sec. 12. AS 29.20.270(a) is amended to read:

13 (a) Except as provided in (c), [AND] (d) and (e) of this sec-
14 tion, the mayor may veto an ordinance, resolution, motion, or other
15 action of the governing body and may strike or reduce appropriation
16 items.

17 * Sec. 13. AS 29.20.270 is amended by adding a new subsection to read:

18 (e) The veto does not extend to an ordinance adopted under
19 AS 04.11.498. This subsection applies to home rule and general law
20 municipalities.

21 * Sec. 14. AS 29.25.020 is amended by adding a new subsection to read:

22 (d) This section does not apply to an ordinance proposed under
23 AS 04.11.502(c).

24 * Sec. 15. AS 29.25.070 is amended by adding a new subsection to read:

25 (d) This section does not apply to an ordinance adopted under
26 AS 04.11.498(c).

27 * Sec. 16. AS 29.35.080(a) is amended to read:

28 (a) A municipality may regulate the possession, barter, sale,
29 importation, and consumption of alcoholic beverages in accordance with

1 AS 04.11.480 - 04.11.506 and AS 04.21.010.

Alaska State Legislature

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REPRESENTATIVE JOHNE BINKLEY

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COUNSEL TO THE COMMITTEE
LAURIE H. OTTO




LOCAL OPTION COMMITTEE OFFICE
P.O. BOX 1672
BETHEL, AK 99559
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POUCH V
JUNEAU, ALASKA 99811
(907) 465-4737

Joint Special Committee On Local Option Laws

MEMORANDUM

TO: Joint Special Committee on Local Option Laws

FROM: Representative Johne Binkley 

DATE: April 1, 1986

RE: Sponsor Substitute for House Bill 700
Department of Law Opinion
Final Committee Report

Attached is a work draft of the SSHB 700, prepared at my request after discussing HB 700 with Laurie Otto, and a sectional analysis of the bill. The changes incorporated in the sponsor substitute are as follows:

Section 1. Legislative Findings. A new number (7) taken from Finding Number Ten of the Committee's report, and specifically the statement that "In communities which have chosen to ban the sale and importation of alcohol, most drinking takes place in private homes." Existing number (7) moved to (8).

New section following Section 5. Amending AS 04.16.220(b). Adds to authority for seizure without a court order the authority to seize if the seizure is made incident to a citation issued under the new statutory authority.

Section 8. Amending AS 04.21.080(b)(1) Definitions. Changes the definition of "alcoholic beverage" to mean "...spiritous, vinous, malt of other fermented or distilled liquids, whatever the origin, that are intended for human consumption and that contain alcohol, whether produced commercially or privately."

I have also included with this memorandum a copy of a letter from the Department of Law indicating their belief that the bill is constitutional and that they are willing to defend it in the event of a court challenge.

The Final Report is being printed and will be available this week. Pat Jackson in my office is keeping a list of persons who have indicated an interest in reading the report when it is available. If you have any names you'd like to have added to the list, please call Pat.

Laurie is working on an Executive Summary of the report, and it will be available shortly.

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IN THE HOUSE

SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 700
IN THE LEGISLATURE OF THE STATE OF ALASKA
FOURTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "An Act relating to regulation of alcoholic beverages
and enactment of municipal ordinances."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. LEGISLATIVE FINDINGS. The legislature finds that

(1) abuse of alcohol seriously interferes with the rights and
privileges of the people of the state;

(2) the public health, safety, and welfare does in fact suffer
when alcohol abuse is not controlled;

(3) prohibition of alcohol in rural areas of the state is an
effective tool for controlling the abuse of alcohol;

(4) serious crimes and a wide variety of other social problems
could be prevented if the possession of alcohol were prohibited;

(5) there is a strong and unmistakable correlation between
alcohol consumption and poor health, fetal damage, suicide, domestic vio-
lence, and crime;

(6) the dangers resulting from alcohol abuse are particularly
acute in rural areas of the state because the communities are small,
isolated, without adequate law enforcement, without adequate health care
facilities, and populated by people who are closely related and interdepen-
dent;

(7) in communities that have chosen to ban the sale and importa-
tion of alcohol, most drinking takes place in private homes; and

(8) the economic cost of alcohol abuse is high, and cannot be
afforded by the state or small rural communities.

1 * Sec. 2. AS 04.11 is amended by adding a new section to read:

2 Sec. 04.11.498. PROHIBITION OF POSSESSION OF ALCOHOLIC BEVER-
3 AGES. (a) The following question, appearing alone, may be placed
4 before the voters of a municipality or an established village in
5 accordance with AS 04.11.502: "Shall the possession of alcoholic
6 beverages be prohibited in (name of municipality or vil-
7 lage)? (yes or no)."

8 (b) If a majority of the voters of an established village vote
9 "yes" on the question set out in (a) of this section, a person, begin-
10 ning on the first day of the month following certification of the
11 results of the election, may not knowingly possess an alcoholic
12 beverage in the established village, unless the alcoholic beverage is
13 sacramental wine to be used for bona fide religious purposes based on
14 tenets or teachings of a church or religious body, is limited in
15 quantity to the amount necessary for religious purposes, and is dis-
16 pensed only for religious purposes by a person authorized by the
17 church or religious body to dispense the sacramental wine. The board
18 shall be notified immediately after certification of the results of
19 the election and thereafter may not issue, renew, or transfer between
20 holders or locations a license for licensed premises located within
21 the perimeter of the established village. Licenses that may not be
22 renewed because of a local option election held under this section are
23 void on the first day of the month following certification of the
24 election.

25 (c) If a majority of the voters of a municipality vote "yes" on
26 the question set out in (a) of this section, an ordinance is adopted
27 that becomes effective beginning on the first day of the month follow-
28 ing certification of the results of the election, and a person may not
29 knowingly possess an alcoholic beverage in the municipality, unless

1 the alcoholic beverage is sacramental wine to be used for bona fide
2 religious purposes based on tenets or teachings of a church or reli-
3 gious body, is limited in quantity to the amount necessary for reli-
4 gious purposes, and is dispensed only for religious purposes by a
5 person authorized by the church or religious body to dispense the
6 sacramental wine. The board shall be notified immediately after the
7 adoption of the ordinance and thereafter may not issue, renew, or
8 transfer between holders or locations a license for licensed premises
9 located within the boundaries of the municipality and within unincor-
10 porated areas within five miles of the boundaries of the municipality.
11 Licenses that may not be renewed because of a local option election
12 held under this section are void on the first day of the month follow-
13 ing certification of the election.

14 (c) If a majority of the voters vote "no" on the question set
15 out in (a) of this section or vote "yes" on the questions set out in
16 AS 04.11.492 or 04.11.500 in an election conducted in accordance with
17 AS 04.11.502 after an election in which the voters voted "yes" on the
18 question set out in (a) of this section, the prohibition on the pos-
19 session of alcoholic beverages is removed effective 90 days after the
20 results of the election are certified except as those prohibitions
21 continue to be imposed in accordance with the results of the subse-
22 quent election.

23 (e) For the purposes of this section, "possession" means having
24 physical possession of or exercising dominion or control over alco-
25 holic beverages, but does not include having alcoholic beverages
26 within the digestive system of a person.

27 * Sec. 3. AS 04.11.502 is amended by adding a new subsection to read:

28 (c) A petition filed with the local governing body of a munic-
29 ipality in accordance with (a) of this section, which places on the

1 ballot the question set out in AS 04.11.498, shall constitute a pro-
2 posed ordinance of the municipality.

3 * Sec. 4. AS 04.16 is amended by adding a new section to read:

4 Sec. 04.16.205. PENALTY FOR VIOLATING BAN ON POSSESSION OF
5 ALCOHOLIC BEVERAGES. (a) A person who possesses alcoholic beverages
6 in a municipality or established village in violation of AS 04.11.498
7 or an ordinance adopted under AS 04.11.498 may, upon conviction, be
8 punished by a fine not to exceed \$1,000. When a peace officer stops
9 or contacts a person concerning a violation of AS 04.11.498 or an
10 ordinance enacted under AS 04.11.498, the peace officer may, in the
11 officer's discretion, issue a citation to the person as provided in
12 AS 12.25.180.

13 (b) A person cited for a violation of AS 04.11.498 or an ordi-
14 nance adopted under AS 04.11.498 for which a bail amount has been
15 established under (c) of this section may, within 30 days after the
16 date of the citation

17 (1) mail or personally deliver to the clerk of the court in
18 which the citation is filed by the peace officer the amount of bail
19 indicated on the citation and a copy of the citation indicating that
20 the right to an appearance is waived, a plea of no contest is entered
21 and the bail and all alcoholic beverages seized are forfeited; or

22 (2) perform community work in lieu of payment of the fine
23 or a portion of the fine as provided in (d) of this section.

24 (c) The supreme court shall establish by rule or order a sched-
25 ule of bail amounts that may be forfeited without a court appearance
26 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.-
27 11.498. In establishing the bail schedule the supreme court may
28 consider the quantity of alcoholic beverages possessed and the number
29 of prior violations of the person cited. The maximum bail amount may

1 not exceed \$1,000, and if a citation is issued that may be disposed of
2 without court appearance, the issuing officer shall write on the
3 citation the amount of bail applicable to the violation.

4 (d) Community work shall be performed at the direction of the
5 governing body of the municipality or the village council of the
6 established village. The value of community work in lieu of a fine is
7 \$5.00 per hour. When the community work is completed, the person
8 cited for the violation shall mail or personally deliver to the clerk
9 of the court in which the citation is filed by the peace officer

10 (1) a form, prescribed by the board, indicating completion
11 of the community work; and

12 (2) a copy of the citation, indicating that the right to an
13 appearance is waived, a plea of no contest is entered, and that the
14 bail is forfeited or community work has been performed and that all
15 alcoholic beverages seized are forfeited.

16 (e) When bail has been forfeited or community work performed
17 under this section, a judgment of conviction shall be entered. For-
18 feiture of bail or performance of community work and forfeiture of all
19 seized items is a complete satisfaction for the violation. The clerk
20 of court accepting the bail or the form indicating performance of
21 community work shall provide the offender with a receipt stating that
22 fact.

23 (f) If the person fails to pay the bail amount established under
24 (c) of this section or to perform community work as provided in (d) of
25 this section, the citation is considered a summons.

26 (g) Notwithstanding other provisions of law, if a person cited
27 for a violation of AS 04.11.498 or an ordinance adopted under AS 04.-
28 11.498 for which a bail amount has been established under (c) of this
29 section appears in court and is found guilty, the penalty that is

1 imposed for the offense may not exceed the bail amount for that
2 offense established under (c) of this section.

3 (h) A violation of AS 04.11.498 or an ordinance adopted under
4 AS 04.11.498 may not be considered a criminal offense and may not
5 result in imprisonment, nor is a fine imposed for a violation con-
6 sidered criminal punishment. A person cited for a violation does not
7 have a right to a jury trial or court appointed counsel.

8 * Sec. 5. AS 04.16.220(a) is amended to read:

9 (a) The following are subject to forfeiture:

10 (1) alcoholic beverages manufactured, sold, offered for
11 sale or possessed for sale, bartered or exchanged for goods and ser-
12 vices in this state in violation of AS 04.11.010; alcoholic beverages
13 stocked, warehoused, or otherwise stored in violation of AS 04.21.060;
14 alcoholic beverages possessed, sold or offered for sale in an area
15 where the results of a local option election have, under AS 04.11.-
16 490 - 04.11.500, prohibited the possession of alcoholic beverages or
17 prohibited the board from issuing, renewing, or transferring one or
18 more licenses or permits under this title in the area; alcoholic
19 beverages transported into the state and sold to persons not licensed
20 under this chapter in violation of AS 04.16.170(b);

21 (2) materials and equipment used in the manufacture, sale,
22 offering for sale, possession for sale, barter or exchange of alco-
23 holic beverages for goods and services in this state in violation of
24 AS 04.11.010; materials and equipment used in the stocking, warehous-
25 ing, or storage of alcoholic beverages in violation of AS 04.21.060;
26 materials and equipment used in the sale or offering for sale of an
27 alcoholic beverage in an area where the results of a local option
28 election have, under AS 04.11.490 - 04.11.500, prohibited the board
29 from issuing, renewing, or transferring one or more licenses or

1 permits under this title in the area;

2 (3) aircraft, vehicles, or vessels used to transport, or
3 facilitate the transportation of

4 (A) alcoholic beverages manufactured, sold, offered
5 for sale or possessed for sale, bartered or exchanged for goods
6 and services in this state in violation of AS 04.11.010;

7 (B) property stocked, warehoused, or otherwise stored
8 in violation of AS 04.21.060;

9 (C) alcoholic beverages imported into a municipality
10 or established village in violation of AS 04.11.496;

11 (D) alcoholic beverages possessed in violation of
12 AS 04.11.498 or an ordinance adopted under AS 04.11.498;

13 (4) alcoholic beverages found on licensed premises that
14 [WHICH] do not bear federal excise stamps if excise stamps are re-
15 quired under federal law;

16 (5) alcoholic beverages, materials, or equipment used in
17 violation of AS 04.16.175.

18 * Sec. 6. AS 04.16.220(b) is amended to read:

19 (b) Property subject to forfeiture under this section may be
20 actually or constructively seized under an order issued by the
21 superior court upon a showing of probable cause that the property is
22 subject to forfeiture under this section. Constructive seizure is
23 effected upon posting a signed notice of seizure on the item to be
24 forfeited, stating the violation and the date and place of seizure.
25 Seizure without a court order may be made if

26 (1) the seizure is incident to a valid arrest, [OR] search,
27 or a citation issued under AS 04.11.498 or an ordinance adopted under
28 AS 04.11.498;

29 (2) the property subject to seizure is the subject of a

1 prior judgment in favor of the state; or

2 (3) there is probable cause to believe that the property is
3 subject to forfeiture under (a) of this section; property seized under
4 this paragraph may not be held over 48 hours or until an order of
5 forfeiture is issued by the court, whichever is earlier.

6 * Sec. 7. AS 04.16.220(d) is amended to read:

7 (d) Property subject to forfeiture under (a) of this section may
8 be forfeited

9 (1) upon conviction of a person under AS 04.11.010, 04.11.-
10 496(b), 04.11.498, or AS 04.21.060;

11 (2) upon judgment by the superior court in a proceeding in
12 rem that the property was used in a manner subjecting it to forfeiture
13 under (a) of this section.

14 * Sec. 8. AS 04.16.220(h) is amended to read:

15 (h) Alcoholic beverages forfeited under (d) of this section
16 shall be placed in the custody of a peace officer of the state and
17 destroyed not later than 30 days after forfeiture. All other property
18 [PROPERTY] forfeited under this section shall be placed in the custody
19 of the commissioner of public safety for disposition according to an
20 order entered by the court. The court shall order destroyed any
21 property forfeited under this section that [WHICH] is harmful to the
22 public. Other property shall be ordered sold and the proceeds used
23 for payment of expenses of the proceedings for forfeiture and sale,
24 including expenses of seizure, custody and court costs. The remainder
25 of the proceeds shall be deposited in the general fund.

26 * Sec. 9. AS 04.21.010(a) is amended to read:

27 (a) A municipality may adopt ordinances governing the barter,
28 sale, and consumption of alcoholic beverages within the municipality
29 as necessary for the orderly conduct of the business of selling

1 alcoholic beverages within the municipality and may ban possession of
2 alcoholic beverages under AS 04.11.498(c). An ordinance adopted under
3 this section may not be inconsistent with this title or regulations
4 adopted under this title.

5 * Sec. 10. AS 04.21.080(b)(1) is repealed and reenacted to read:

6 (1) "alcoholic beverage" means spirituous, vinous, malt or
7 other fermented or distilled liquids, whatever the origin, that are
8 intended for human consumption and that contain alcohol, whether
9 produced commercially or privately;

10 * Sec. 11. AS 29.10.200 is amended by adding a new paragraph to read:

11 (47) AS 29.20.270(e) (ordinance veto by mayor).

12 * Sec. 12. AS 29.20.270(a) is amended to read:

13 (a) Except as provided in (c), [AND] (d) and (e) of this sec-
14 tion, the mayor may veto an ordinance, resolution, motion, or other
15 action of the governing body and may strike or reduce appropriation
16 items.

17 * Sec. 13. AS 29.20.270 is amended by adding a new subsection to read:

18 (e) The veto does not extend to an ordinance adopted under
19 AS 04.11.498. This subsection applies to home rule and general law
20 municipalities.

21 * Sec. 14. AS 29.25.020 is amended by adding a new subsection to read:

22 (d) This section does not apply to an ordinance proposed under
23 AS 04.11.502(c).

24 * Sec. 15. AS 29.25.070 is amended by adding a new subsection to read:

25 (d) This section does not apply to an ordinance adopted under
26 AS 04.11.498(c).

27 * Sec. 16. AS 29.35.080(a) is amended to read:

28 (a) A municipality may regulate the possession, barter, sale,
29 importation, and consumption of alcoholic beverages in accordance with

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AS 04.11.480 - 04.11.506 and AS 04.21.010.

Rural Alaska Community Action Program, Inc.

RESOLUTION # 85 - 22

ENTITLED: IN SUPPORT OF LOCAL OPTION #5

WHEREAS, alcohol continues to be the number one health problem in rural Alaska, and

WHEREAS, Local Option #5 is an attempt to address the issue of alcohol in rural Alaska, and

WHEREAS, Option 4 of the Local Option Law forbids only the sale and importation of alcohol in communities adopting Local Option, and

WHEREAS, Villages adopting Option 4 assumed that voting for Local Option meant voting "dry," and

WHEREAS, the 1985 Village Participation Conference voted in support of Option 5,

now, therefore, be it

RESOLVED: that the Rural CAP Board of Directors supports Villages in their efforts at reducing the effects of alcohol in their Villages and asks the Alaska State Legislature to pass legislation authorizing Option 5.

ADOPTED this 13th day of December, 1985 at the annual meeting of the Board of Directors in Anchorage, Alaska.



Gordon Jackson
President



Robert A. Lohr
Executive Director

POSITION PAPER

ON

SPONSOR SUBSTITUTE FOR HOUSE BILL 700

"An Act relating to regulation of alcoholic beverages and enactment of municipal ordinances."

Discussion

From a public health and public safety perspective the Department of Health and Social Services is entirely supportive of SSHB 700. Consistent with previous Alaska Judiciary findings in *Boehl vs. Saber Jet and Harrison vs. State of Alaska*, SSHB 700 makes note, under Legislative Findings, of the deleterious relationship between alcohol abuse and a variety of health and social ills. This Department, which too often provides services for the casualties of alcohol abuse, applauds the Joint Special Committee on Local Alcohol Options for the inclusion of this section in the bill.

This bill implements a process to ban possession of alcohol. To the maximum extent possible, SSHB 700 attempts to place the decision for adoption, responsibility, enforcement, and adjudication upon the local government unit. The Department is supportive of this approach because of the unique nature of individual communities in rural Alaska that are likely to be impacted by the passage of this bill. Even though past local option initiatives have generally produced healthier villages, a problem of enforcement does exist. The transfer of this responsibility from the State to local "community governing body", as outlined in section 4, will be most helpful in strengthening the process of local option. An argument may be advanced regarding an individual resident's right to possess alcohol in a dry area. With regard to alcohol in rural Alaska, it is the Department's position that the right of health and well-being of the community exceeds those rights of the individual. This right of the rural community to take an action to ensure its well-being and safety is clearly outlined by the Supreme Court in the *Harrison* case. The State was upheld, in part, because inadequate health and public safety responses are prevalent in rural Alaska to assist with the injuries that occur as a result of alcohol abuse. Furthermore, the problem of alcohol abuse in rural Alaska is of catastrophic proportions and requires a major community response.

The Department did commission a study recently by the Justice Center, University of Alaska/Anchorage, entitled *Feasibility Study on the Effects of Local Option Law on Local Communities*. A principle finding of this study is that the negative consequences of drinking have greatly decreased in villages that have banned importation. The study also indicated, however, that considerable frustration exists in villages if alcohol is imported undetected, since there presently is no legal remedy for this situation. SSHB 700 attempts to go one step further in the array of options available to a community by allowing ordinances to ban possession. A Village Public Safety Officer (VPSO) estimated a 25% decrease in the availability of alcohol in a village that banned importation. It is expected that if a village exercises its option to ban possession the availability of alcohol could be further decreased.

The Department recognizes passage of SSHB 700 will not be a panacea for all of the alcohol problems in rural Alaska but does view it as a vehicle or tool for further improvement of the present condition.

Position

The Department of Health and Social Services strongly supports SSHB 700. This legislation continues the Office of Alcoholism and Drug Abuse's past efforts in the prevention of alcohol abuse in rural Alaska by limiting availability. SSHB 700 gives rural Alaskans a method of fulfilling their apparently strong-desire to improve the health and welfare of their communities.

Recommended by:

Matthew C. Felix
.....
Matthew C. Felix
Coordinator
Office of Alcoholism/
Drug Abuse

Date:

4/4/80
.....

Approved by:

John R. Pugh
.....
John R. Pugh
Commissioner
Department of Health
and Social Services

Date:

4/4/80
.....

AFN 1985 ANNUAL CONVENTION
RESOLUTION NO. 85-48

AMENDMENT OF THE LOCAL OPTION LAW

WHEREAS, alcohol abuse has been and continues to be a significant social problem in the State of Alaska;

WHEREAS, alcohol abuse has been one of the major causes in Alaska of family disunity, domestic violence, community violence, sexual abuse of children, and suicides, and as such presents a danger to both the health of individuals and the health of the community;

WHEREAS, Alaska's local option law allows communities to ban the sale and importation of alcohol, but does not allow a ban on the possession of alcohol; and

WHEREAS, it is virtually impossible to enforce a ban on the importation of alcohol, due to the difficulty of proving who the person was that actually brought the alcohol into the dry village; and

WHEREAS, many innocent non-drinkers in villages which have chosen to ban the sale and importation of alcohol are being hurt and damaged by those who abuse alcohol; and

WHEREAS, there is a compelling need for legislation which would allow communities to ban the possession of alcohol to protect the innocent victims of alcohol abuse; and

WHEREAS, the need to protect innocent victims is so strong that it justifies the serious step of invading the privacy of individual adults in their own homes;

NOW THEREFORE BE IT RESOLVED that the Alaska Federation of Natives formally requests and recommends that the Alaska State Legislature amend the Local Option Law contained in Title 4 of the Alaska Statutes to allow communities to ban the possession of alcoholic beverages within the community after holding a local option election.

CONVENTION ACTION: PASSED



Sectional Analysis

Sponsor Substitute for House Bill No. 700

"An Act relating to regulation of alcoholic beverages and enactment of municipal ordinances."

SECTION 1: Sets forth in Legislative Findings the specific reasons for amending the existing local option law.

SECTION 2: Provides established villages and municipalities the authority to hold elections to ban possession of alcohol, as an addition to the options for regulating alcohol allowed under current law. In municipalities, alcohol would be banned by city ordinance; in established villages, alcohol would be banned by operation of state statute. Excludes from the definition of possession "alcoholic beverages within the digestive system of a person."

SECTION 3: Specifies that a petition for local option election constitutes a proposed ordinance in a municipality.

SECTION 4: Sets penalty for possession of alcohol in violation of law as a maximum \$1,000 fine, for which community work, supervised by the governing body of the community, may be substituted at the option of the offender. Authorizes the Supreme Court to set a bail forfeiture schedule, and allows for appearance on a citation to be waived, a plea of no contest to be entered, and bail and all alcoholic beverages seized to be forfeited. Specifies that possession of alcohol in violation of law is not a criminal offense, and does not give rise to the right to jury trial or to court appointed counsel.

SECTION 5: Provides that alcohol possessed in violation of a ban is subject to forfeiture.

SECTION 6: Allows for the immediate seizure of alcohol possessed in violation of a ban. This section does not change Alaska law relating to search and seizure.

SECTION 7: Specifies that forfeiture occurs upon conviction of a person for violating the law.

SECTION 8: Requires the destruction of alcoholic beverages forfeited under the law.

SECTION 9: Authorizes municipalities to adopt ordinances banning possession of alcohol as set forth in Section 2.

SECTION 10: Clarifies that the definition of alcoholic beverage includes "homebrew."

SECTION 11: Conforms Title 29 with Sections 2 and 9.

SECTION 12: Conforms Title 29 with Sections 2 and 9.

SECTION 13: Conforms Title 29 with Sections 2 and 9.

SECTION 14: Conforms Title 29 with Sections 2 and 9.

SECTION 15: Conforms Title 29 with Sections 2 and 9.

SECTION 16: Conforms Title 29 with Sections 2 and 9.

STATE OF ALASKA

MEMBER
FINANCE COMMITTEE
FISHERIES COMMITTEE




P O BOX V
JUNEAU, ALASKA 99811
(907) 465 4737

P O BOX 886
BETHEL, ALASKA 99559
(907) 543 3541

REPRESENTATIVE JOHNE BINKLEY

MEMORANDUM

TO: Representative Peter Goll

FROM: Representative John Binkley, Chairman
Joint Special Committee on Local Option Laws 

DATE: April 7, 1986

RE: Joint Special Committee Report to the Legislature

Attached is a copy of "A Search for Control: The Effect of Alcohol on Public Rights and Private Wrongs." It is the summation of hearings, research, and recommendations by the Joint Special Committee on Local Option Laws on the subject of the local option laws under Title 4 of Alaska Statutes.

The Committee held hearings in eighteen communities throughout Alaska during 1985. We heard from villagers, community leaders, public safety officers, agency representatives, and government officials. The Committee has concluded that the severity of Alaska's problems with alcohol cannot be overemphasized or exaggerated. We found that alcohol-induced tragedies have become a reality of daily life across the entire state. We believe and strongly advocate that every possible tool must be available for use in combatting the threat posed by alcohol.

The findings and conclusions of the Committee as are fully set forth in the report (pages 105-110). Briefly, the Committee has found that the broad range of problems associated with alcohol abuse and the diversified nature of Alaska's communities clearly demonstrate the need for amendment to the Local Option Laws--to give villages another option to better control alcohol within their own community. It is the basis for the introduction of House Bill 700 which expands the current local option laws.

In reading "A Search for Control" I would encourage you to pay special attention to the summations of community testimony, beginning on page 32, the Legal Issues, starting at page 91, and the conclusions and findings, as noted above, pages 105 to 110. Please don't hesitate to call me if you have questions on either the report or the legislation.

Expanding options available to communities in their efforts to control alcohol abuse will not in and of itself solve the alcohol problems in Alaska. It is a step in the right direction, though, for us to give communities the tools they need to deal with their problems at the local level.

POSITION PAPER

ON

SPONSOR SUBSTITUTE FOR HOUSE BILL 700

"An Act relating to regulation of alcoholic beverages and enactment of municipal ordinances."

Discussion

From a public health and public safety perspective the Department of Health and Social Services is entirely supportive of SSHB 700. Consistent with previous Alaska Judiciary findings in *Boehl vs. Saber* and *Harrison vs. State of Alaska*, SSHB 700 makes note, under Legislative Findings, of the deleterious relationship between alcohol abuse and a variety of health and social ills. This Department, which too often provides services for the casualties of alcohol abuse, applauds the Joint Special Committee on Local Alcohol Options for the inclusion of this section in the bill.

This bill implements a process to ban possession of alcohol. To the maximum extent possible, SSHB 700 attempts to place the decision for adoption, responsibility, enforcement, and adjudication upon the local government unit. The Department is supportive of this approach because of the unique nature of individual communities in rural Alaska that are likely to be impacted by the passage of this bill. Even though past local option initiatives have generally produced healthier villages, a problem of enforcement does exist. The transfer of this responsibility from the State to local "community governing body", as outlined in section 4, will be most helpful in strengthening the process of local option. An argument may be advanced regarding an individual resident's right to possess alcohol in a dry area. With regard to alcohol in rural Alaska, it is the Department's position that the right of health and well-being of the community exceeds those rights of the individual. This right of the rural community to take an action to ensure its well-being and safety is clearly outlined by the Supreme Court in the *Harrison* case. The State was upheld, in part, because inadequate health and public safety responses are prevalent in rural Alaska to assist with the injuries that occur as a result of alcohol abuse. Furthermore, the problem of alcohol abuse in rural Alaska is of catastrophic proportions and requires a major community response.

The Department did commission a study recently by the Justice Center, University of Alaska/Anchorage, entitled *Feasibility Study on the Effects of Local Option Law on Local Communities*. A principle finding of this study is that the negative consequences of drinking have greatly decreased in villages that have banned importation. The study also indicated, however, that considerable frustration exists in villages if alcohol is imported undetected, since there presently is no legal remedy for this situation. SSHB 700 attempts to go one step further in the array of options available to a community by allowing ordinances to ban possession. A Village Public Safety Officer (VPSO) estimated a 25% decrease in the availability of alcohol in a village that banned importation. It is expected that if a village exercises its option to ban possession the availability of alcohol could be further decreased.

The Department recognizes passage of SSHB 700 will not be a panacea for all of the alcohol problems in rural Alaska but does view it as a vehicle or tool for further improvement of the present condition.

Position

The Department of Health and Social Services strongly supports SSHB 700. This legislation continues the Office of Alcoholism and Drug Abuse's past efforts in the prevention of alcohol abuse in rural Alaska by limiting availability. SSHB 700 gives rural Alaskans a method of fulfilling their apparently strong desire to improve the health and welfare of their communities.

Recommended by: *Matthew C. Felix*
.....
Matthew C. Felix
Coordinator
Office of Alcoholism/
Drug Abuse

Date: *4/4/86*
.....

Approved by: *John R. Pugh*
.....
John R. Pugh
Commissioner
Department of Health
and Social Services

Date: *4/4/86*
.....

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : SSHB 700
 Title : "An Act relating to regulation of
 alcoholic beverages and enactment of
 municipal ordinances."
 Sponsor : Rules Committee
 Requestor : Joint Committee on Local Option Laws
 Date of Request : April 1, 1986

FISCAL DETAIL

Agency Affected : Health & Social Services
 BRU : Alcoholism and Drug Abuse

 Components : Alcohol Abuse Grants

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL						
---------	--	--	--	--	--	--

REVENUE	0	0	0	0	0	0
---------	---	---	---	---	---	---

FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : Matthew C. Felix Phone : 586-6201
 Division : Office of Alcoholism and Drug Abuse Date : _____

Approved by Commissioner : John R. Pugh Date : 7/17/86
 Agency : Health and Social Services

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

HOUSE
COMMITTEE REPORT

(7)
Date referred: 4/4/86

JUDICIARY

FURTHER REFERRALS:

FINANCE

DATE: 4-14-86

The COMMUNITY AND REGIONAL AFFAIRS Committee has considered SSHB 700

"An Act relating to regulation of alcoholic beverages and enactment of municipal ordinances."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CS S SHB 700 (CRA) same title
- new title

and recommends _____

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Roll E. Roll

Wesley G. Gindberg

F. K. Wallis

John J. Korman

Peter Joe

Peter Joe

Chairman

A SEARCH FOR CONTROL:
THE EFFECT OF ALCOHOL ON
PUBLIC RIGHTS AND PRIVATE WRONGS



REPORT TO THE LEGISLATURE
JOINT SPECIAL COMMITTEE ON LOCAL OPTION LAWS

Representative John Binkley, Chairman
Senator John Sackett
Senator Vic Fischer
Senator Edna DeVries
Representative Katie Hurley
Representative John Sund

March 1986

Prepared by
Laurie H. Otto
Otto & Constantino, Attorneys Law
P. O. Box 2098
Bethel, Alaska 99559

A SEARCH FOR CONTROL:
THE EFFECT OF ALCOHOL ON PUBLIC RIGHTS AND PRIVATE WRONGS

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March 1986

Prepared by:
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Bethel, AK 99559

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Prologue

The following letter was submitted to the Committee by a Village Public Safety Officer working in a mid-Kuskokwim village. The description of life in a village terrorized by alcohol abusers reflects much of the testimony presented during Committee hearings, although the problems described in the letter are more severe than those that exist in many places.

December 6, 1985

Honorable Committee Members:

I am presently the VPSO in the village of _____. A very unpopular position at the present time. I recognize that the #1 problem in this village is alcohol abuse. 99.9% of the calls and complaints I get are alcohol related. I've been doing this job for at least 3 months now and I admit that because of alcohol abuse throughout the community that this is the most depressing and discouraging job on earth. No exaggeration intended. Because alcohol abuse is so prevalent, at all levels of the community, from the very young to the very old, that drinking to the point of oblivion is the accepted norm for the majority of the population. And what that accepted norm means is: the alcohol abusers, i.e. the bad guys look at themselves as the good guys. Anybody else, the sober, are regarded as the bad guys. And so it is; the community actually lives in constant fear of itself.

As VPSO, alone, with the nearest help about 90 miles away, and in regards to alcohol abuse, all I can do is pick up the pieces, so to speak, after the alcohol binge is over, and care for the victims, usually the innocent, young children that are neglected and sometimes abused, older persons, or women or weaker men, who get beat upon by the drunks who the next day no longer have any recollection of their actions. The real abusers simply sleep it off until the next binge with alcohol.

I'm seeing a lot of horror stories here that I would not have known were possible. Men with facial cuts and bruises,

women with black eyes who outright refuse to talk about what happened. It is heroic not to 'rat' on another person.

Oh, I forgot to mention, this is a community that voted for banning the importation and sale of alcoholic beverages. A law that cannot be enforced most of the time. The booze comes in by way of Red Devil and McGrath, stowed away beneath groceries, personal baggage, hidden on a person or mailed in mixed with groceries shipped into the community by friend or relative.

I'm a firm believer in individual rights, even in regards to purchasing and drinking alcohol....except in this community where alcohol abuse is still out of control. Perhaps there are other villages like this one, although I doubt it. The only hope lies in the fact that a good portion of this community is really sick and tired of living with alcohol abuse...even those persons who drink too much themselves. However, as it is now, whenever alcohol is imported into the village, the whole village goes on an alcohol binge.

I know of two (2) families only who no longer drink at all. And no one drinks in moderation. Alcohol abusers carry the day.

Because of this situation, in this village, living in terror of itself, I recognize a sickness, a disease, so deeply set in alcohol that the individuals no longer know what is good and not good for themselves, their families, relatives, friends and neighbors. Under these most severe conditions, stricter enforcement tools are needed. It should be a crime for anybody to sell liquor, beer and alcohol to another person living in a village like _____. Or for anybody to possess any type of alcohol within this community (including homebrew), just as long as alcohol abuse is prevalent. I would also recommend that an Alaska State Trooper be stationed here for a set amount of time, like maybe a year or two.

Although I've only been VPSO in _____ for 3 months, I've otherwise lived in this area since fall (August) 1972. I'm raising a family here too. Beginning in 1979, I've seen 3 good friends die from drownings, alcohol related, six in plane crashes, alcohol related, and one person who was murdered, also alcohol related. I personally know of at least six rape victims in a similar period of time between 1979 and 1985...all were alcohol related. I know of at least four elderly members of the community that have been beat up, both women and men, as well as younger people. I know of one case where a boyfriend beat up his girlfriend, using his hands and feet, blows to the head and body and when finished with the beating, actually 'pissed' on the victim. The victim was pregnant and the baby was born with respiratory problems and died about a month after birth. I

know a guy who got his arm broken trying to save a girl from being beaten on. And so on and so on, horror stories ad infinitum.

Just one more thing. You will not find these stories in the official statistics. Most of these cases, mentioned in this letter, were never reported. In fact, perhaps only about 10% of all alcohol related crimes and incidents ever get reported. About 90% is never reported. In a village like _____, the only crimes that get reported are the ones perpetrated many times by the same individual. This individual is turned into the troopers as a last resort, meaning that the community has given this individual one break after another, never reporting the crimes, until the community as a whole is completely terrorized by this individual. Yet, when that same individual is brought before a judge, he is always treated as a first offender and he is therefore released to the very community that he has so terrorized, just to start his revenge on those who turned him in. And so the community lives in terror...at night doors are locked, barred and blockaded.

Alcohol abuse...strikes terror in the hearts of everyone...but it is still the individual abuser who is actually striking fear and terror in others.

Respectfully submitted,

P.S. One of the _____ teachers, going through his second year in the village, described to me recently what he thinks it is like to live in the village: "It's just like living on Fourth Ave. in Anchorage all the time," he said. "Would you like to raise your family on Fourth Ave. Would anyone even consider opening a school on Fourth Ave.? That's what I'm doing. In _____, I'm raising a family and teaching school in an environment just like Fourth Ave."

Another teacher, a single male, lives in continuous fear of his life or at least physical well-being whenever a certain village bully is in the village. Right now the individual is in jail. It is a well-known fact that this teacher is the best the community has ever had, yet because of the terror of alcohol abusers, this teacher will not return after the end of this school year.

A third teacher, an elderly lady, spends almost all of her awake time in the school building. She is so afraid she will not venture anywhere in the community except the post office.

Introduction

It seems like people are being lost between two [sets of] laws...It's been very recent that the State laws have been implemented to our communities...It seems like our laws that were with us for many years, its just like state law took our laws and threw them out the window. It doesn't seem to work for our people anymore. Since state implemented the laws to us it seems like it created a lot of problems, in terms of alcohol-related deaths, suicides, murders, sexual abuses, things like that.

Teddy Coopchiak, Togiak elder

When we ask for the state troopers to come and help out with problems that we're facing, the answer is always, "We don't have the money."

James Sipary, Toksook Bay

We have a very alarming violence problem in communities, in the villages. I have to attribute most of it to alcohol...We had more homicides in this detachment than in any other detachment in the state for fiscal year 1984 - 1985...I don't have the time to investigate misdemeanors. My Troopers don't go out and investigate misdemeanors...I don't have the personnel to do it.

Captain Joe DeTemple, Alaska State Troopers D Detachment Commander

The numbers of social problems stemming from alcohol abuse in Alaska are staggering. The ravaging affects of alcohol are particularly acute in the isolated native communities of rural Alaska. People in the villages are struggling to accept and accommodate the demands of a Western legal system that is unable to cure the social ills and that appears unresponsive to local needs.

Until recently, alcohol was prohibited in many areas of Alaska from the time it was first introduced into the state.

Prohibition was accomplished either by statute or through traditional authority exercised by village councils. Villages may no longer ban alcohol altogether; they are precluded from doing so as a result of the enactment of the present local option law.¹ Many villagers wish to ban alcohol in their communities because they believe that alcohol prohibition is a way to prevent serious social problems from occurring. Moreover, many villagers and analysts believe that existing bans on importing alcohol cannot be enforced unless possession of alcohol is also banned. Therefore, the city councils of several communities in the Yukon-Kuskokwim Delta asked the Legislature to provide them with the statutory authorization to ban possession of alcohol.

Joint Special Committee on Local Option Laws

In order to determine whether Alaska's problems with alcohol abuse are of sufficient severity to legally justify legislation that could result in prohibiting adults from possessing alcoholic beverages in their own homes, the Fourteenth Legislature created the Joint Special Committee on Local Option Laws. The mandate of the Committee, was "to take testimony and collect data on the subject of local

¹A.S. 04.11.490 - A.S. 04.11.496.

option elections on the question of banning possession of alcoholic beverages within a community."²

Three Senators and three Representatives were appointed to serve as members of the Committee. The members are: Senator John Sackett, Senator Vic Fischer, Senator Edna DeVries, Representative John Binkley, Representative Katie Hurley and Representative John Sund. Representative Binkley was elected to be Chairman of the Committee, and Laurie H. Otto, an attorney with the Bethel law firm of Otto & Constantino, was hired to advise the Committee on the wide variety of issues with which it was faced.

Committee hearings were held in eighteen far-flung communities throughout Alaska during November and December 1985. The locations of the hearings were: Aniak, Akiachak, Emmonak, Toksook Bay, Nunapitchuk, Bethel, Togiak, Dillingham, Anchorage, Shishmaref, Nome, Gambell, Selawik, Kotzebue, Minto, Barrow, Arctic Village and Fort Yukon.

As a result of travelling through rural Alaska in the winter on small planes and snow machines, Committee Members learned about the isolation of life in rural Alaska, and the degree to which each community must depend on its internal resources. Committee Members experienced some of the sorrows and joys of village life. While Committee hearings were being held in both Nunapitchuk and Selawik, village

²Senate Concurrent Resolution 23, Fourteenth Legislature, First Session.

residents were searching the rivers and tundra for persons missing in alcohol-related incidents.³ These tragedies were balanced by the excitement of watching the landing of a bearded fur seal in Gambell, and of seeing the faces of children in Arctic Village when Santa Claus made his yearly arrival.

Committee Findings

Two significant facts were made clear to the Committee as a result of the hearing testimony. First, villagers want to have strong and healthy communities, but their ability to turn this desire into reality is limited because they do not have meaningful input into, and thus control over, most of the governmental decisions that directly affect their lives. Second, the problems related to alcohol abuse in the villages cut across every aspect of community and family life. In the minds of many villagers, community loss of control over government is closely related to the failure of individual community members to take responsibility for themselves and their families by abusing alcohol.

³In Nunapitchuk, the missing man was not found, and is presumed to have fallen through the ice while extremely intoxicated, and to have drowned. In Selawik, the two missing people were found after several days, between Kotzebue and Selawik. Apparently, the people had left Kotzebue for Selawik in an intoxicated condition, without filling the gas tank on their snowmachine. The snowmachine ran out of gas.

Individuals abuse alcohol, in part, because of a belief that they have lost control over their lives.⁴ The resulting abusive, and alcohol-related, behavior is not effectively controlled in many communities. The lack of community control over deviant behavior is caused, in part, by a reasonable belief that enforcement solutions can only be provided by state government. Realistically, however, state government does not have either the resources or ability to cure local social ills. Thus, the alcohol-related deviant behavior is not controlled and the problems appear to escalate with each passing year.

The belief that enforcement solutions can only be provided by government is based on the extremely strong dependency relationship binding rural villagers to the state and federal governments. At virtually all levels, and with the best of intentions, government has assumed responsibility for the lives of villagers. In so doing, however, the message has been conveyed that people need not take responsibility for their own lives and for the well-being of their own communities.

⁴See, e.g., Richard H. Robbins, "Alcohol and the Identity Struggle: Some Effects of Economic Change on Interpersonal Relations," pp. 158-190 at 171, in Beliefs, Behaviors, & Alcoholic Beverages: A Cross-Cultural Survey, University of Michigan Press, 1979.

Recommendations for Local Option Legislation

After considering a vast body of evidence, the Committee found that the harm caused by alcohol abuse is so pervasive, serious and overwhelming that villages should have the authority to ban possession of alcohol. Because a measure banning possession of alcohol will only be effective if it receives substantial community support, the Committee decided that the local option election procedure should be followed by communities wishing to ban possession. The Committee also determined that statutory amendments authorizing communities to ban possession of alcohol should be designed to maximize internal community implementation and local enforcement of the law. If the law were structured in this way, communities would gain more control over local problems, local self-government efforts would be encouraged, and greater responsibility for controlling deviant community behavior would be returned to the villages.

The Committee has proposed legislation that would add a new alternative to the present local option law: an option to ban possession of alcohol, including homebrew. Incorporated municipalities that elect to ban possession would be able to do so by municipal ordinance; established villages could prohibit possession of alcohol by opting to implement an identical state statute. The only permissible penalty for possessing alcohol in violation of a ban would be a fine or community service. Violation of a ban on

possession of alcohol would not be a criminal offense and violators would not receive a criminal record.

The proposed legislation authorizes the Alaska Supreme Court to set a bail forfeiture schedule for violations of the law. Because the statute allows for bail forfeiture, persons not contesting a citation for possessing alcohol could simply mail the appropriate amount of bail to the nearest court in lieu of a fine. Because many villagers have limited access to cash, community service performed under the direction of the city or village council could be substituted for cash bail. One hour of community service would be equal to \$5.00 in cash. Persons contesting a citation would be entitled to a court trial before the nearest judicial officer, and would have the option of performing community service in lieu of any fine imposed by the court. Immediate confiscation of the contraband liquor would be allowed. Forfeiture and destruction of confiscated alcoholic beverages would be permitted in cases where a person either forfeits bail or is convicted of violating the law.

Additional Recommendations

In addition to the local option legislation that has been proposed, the Committee has five recommendations based on the testimony presented during the hearings and the research conducted on behalf of the Committee:

1. The penalty for minor consuming alcohol should be reduced from its current status as a misdemeanor to a violation punishable by penalties similar to those proposed for possession of alcohol in violation of a local option law. The present laws are rarely enforced by the police, or prosecuted by the district attorneys. Since lack of enforcement engenders disrespect for laws, the statute should be made easier and cheaper to enforce. Additionally, as a matter of policy, there is little social benefit to be gained from giving young people a criminal record for possessing alcohol.
2. During Committee hearings, a large number of people testified that "drunk in public" should be recriminalized.⁵ This issue is complicated and the Committee is not prepared to recommend recriminalization of public intoxication at this time. However, there appear to be significant problems with the Uniform Alcoholism and Intoxication Treatment Act, particularly in rural Alaska. The Committee recommends that the Uniform Act be carefully studied and evaluated by the Legislature to determine whether it continues to

⁵In 1981, the House Task Force on Violent Crime noted similar concerns about the legislative decision to decriminalize "drunk in public". The concerns stemmed from the Task Force conclusion that most violent crimes are predictable and based on long histories of alcohol abuse by criminal offenders. See House Task Force on Violent Crime, "Report to the First Session, Twelfth Alaska Legislature," June 1981.

represent an appropriate approach to Alaska's problems with alcoholism and alcohol abuse.⁶

3. The Committee recommends that increased efforts be made in the areas of substance abuse education and prevention of alcohol abuse. Alcohol and drug abuse education must be made a mandatory part of the curriculum at all grade levels in the public schools, with community elders and leaders taking part in the education process to the greatest extent possible. Treatment programs based on a model relevant and workable for Alaskans living in isolated rural villages need to be developed and implemented.
4. Funding for troopers working in rural Alaska and for village public safety officers needs to be increased. The increase in funding must be accompanied by the placement of a greater emphasis on enforcement of laws punishable by misdemeanor penalties. An attempt must be made to intervene in the lives of abusive drinkers before they become unresponsive to social and legal pressures.

⁶There is no legal impediment to making drunk in public a criminal offense under either the state or federal constitutions. See, Powell v. Texas, 392 U.S. 514 (1968) and Vick v. State, 453 P.2d 342 (Alaska 1969). However, in order to criminalize public drunkenness, the legislature would need to effectuate a change in state policy by amending the Uniform Alcoholism and Intoxication Treatment Act, A.S. 47.37.010, et seq., and by enacting a new statute that prohibits being drunk in public.

5. Executive agencies need to improve their data collection efforts. Further, a serious commitment must be made to using the data collected as the basis for developing and evaluating state policies. In order for officials to reach rational decisions, a consistent historical record, that allows for a reasonable assessment of the repercussions of state action, must be available.⁷

History of Alcohol Regulation in Alaska

The message of the 1962 [Association of Village Council President's] village meeting was not good. Councils discovered that general prohibitions of liquor backed by village consensus and historically by teacher-missionaries and territorial officials would not receive the backing of state law.

Stephen Conn, Town Law and Village Law

⁷The recommendation to improve the state's efforts at collecting data is not new, and is frequently made by researchers assigned the task of making policy recommendations to the legislature. See, e.g. Thomas D. Lonner, Janet R. Eidson, and Paul B. Cunningham, "Legislative Action and Village Social Health: The Assessment of Change Through the Use of Statewide Agency Information Systems," 1984; and Alaska Native Health Board, Inc., "Rural Health Issues Study and Statewide Suicide Evaluation Project," 1985. A study that evaluates what went wrong in an area of rural Canada which has experienced dramatic alcohol-related problems, points out the disastrous results of making well-intentioned policy decisions without an adequate factual basis. Anastasia M. Shkilnyk, A Poison Stronger Than Love: The Destruction of an Ojibwa Community, Yale University Press, 1985.

The State said one person can drink in his house and no one can come and bother him. When [I] first heard that, [I] and other people went to [the] city council and told [the council] not to do that. [I] backed it up with what would come later on...if one person drinks in a house without anybody stopping him it will become a problem. [I] tried to tell them, but the city council wouldn't listen [me].

Dan Naalook, Togiak elder

From the time of initial Russian contacts with native Alaskans, through the present-day local option legislation, alcohol regulation has been a consistent theme of law enforcement in rural Alaska. Until the last ten to twenty years, federal statutes, state statutes, village ordinances and community sanctions have all been used as control mechanisms to prohibit rural Alaskans from using alcohol.

Alcohol was used by the Russians as a way to tie workers to the Russian-American Company. The only legal alcohol was that available through the Company stores, and it was rationed out to native workers according to Company policy. The manufacture of homebrew was prohibited through an employment contract that provided:

Everyone in the service of the Company is forbidden, under any pretext whatsoever, to distill liquor from herbs, roots, berries, Company grain, and so forth; or to buy or barter liquor from visiting foreigners and trade in it on Company premises, to make loans or give money to each other for drinking purposes, then drink liquor or use it in any way at all...⁸

⁸Stephen Conn, "Alcohol Control and Native Alaskans -
(Footnote Continued)

The terms of this contract were vigorously enforced.

Following the purchase of Alaska in 1867, the United States military governed the territory until passage of the Organic Act of 1884. Originally, the military prohibited alcohol in the territory by classifying Alaska as an Indian reservation, however, the courts found this classification to be inappropriate.⁹ Congress then passed special legislation, extending laws that prohibited liquor sales on reservations to Alaska. These laws initially prohibited only commercially-sold liquor, but when it soon became apparent that homebrew was a problem, that too was banned.

Congress responded to Alaskans' pleas for a civil government with passage of the First Organic Act of 1884. Under Section 14 of the Act, "...the importation, manufacture, and sale of intoxicating liquors in said district except for medicinal and scientific purposes is hereby prohibited."¹⁰ Despite the language of the Organic Act, the non-native population took the position that Congress had passed the prohibition law solely for the

(Footnote Continued)

From Russians to Statehood," 1980. Professor Conn has written a series of papers on the history of legal institutions in rural Alaska. The research contained in Professor Conn's papers on "bush justice" provided the foundation for the historical information set forth in this report.

⁹United States v. Seveloff, 1 Ak. Fed. Rpts. 64 (1872).

¹⁰37 Stat. 512.

natives. Although sale of alcohol to natives was considered a serious offense, juries refused to charge non-natives selling alcohol to non-natives.

Enforcement of the prohibition laws was hampered by Alaska's size and the unavailability of adequate transportation. Moreover, the Alaska Commercial Company actively opposed the enforcement of liquor regulations because alcohol was used by the Company as a way to purchase furs. In remote areas where the Alaska Commercial Company was the only source of imported food and equipment, supplies were withheld from liquor enforcement officers as a means of driving them out of the Territory.

In order to enforce the liquor laws, as well as laws prohibiting the indiscriminate slaughter of marine mammals, the Treasury Department sent enforcement officers to Alaska on revenue cutters. Although the officers on the cutters discovered the manner in which alcohol was being illegally distributed to the natives, once again difficulties enforcing the law caused by Alaska's immense size were quickly encountered. A solution to the enforcement problem was suggested: "the right to search suspected vessels for contraband goods."¹¹

¹¹Captain C.L. Hooper, "Report on the Cruise of the U.S. Revenue-Steamer Corwin in the Arctic Ocean," November 1, 1880, quoted in Stephen Conn, "Alcohol Control and Native Alaskans - From the Russians to Statehood: The Early Years," 1982.

The next enforcement step was the creation of a territorial Indian police force in 1885, which was a fixture of Alaska law enforcement until at least 1907. The objective of this force was "the promotion of cleanliness, sobriety and good order among the Indians."¹² In the villages where these officers were located, "the manufacture of the vile intoxicating compound known as "hoochinoo" has been entirely broken up."¹³

With the Alaska gold rush in the late 1890's came a new approach to liquor regulation in Alaska - for the non-native population. Outright prohibition was replaced by laws that allowed licensed liquor outlets. The benefit of this approach was that revenues collected from high liquor outlet license fees could be used to pay for public schools and buildings. However, the purchase of alcohol by, or sale to, Alaska natives was still prohibited:

If any person shall, without the authority of the United States, or some authorized officer thereof, sell, barter, or give to any Indian or half-breed who lives and associates with Indians, any spiritous, malt or vinous liquor or intoxicating extracts, such person shall be fined not less than one hundred nor more than five hundred dollars or be imprisoned in the penitentiary for a term not to exceed two years.¹⁴

¹²Governor Swineford, Territorial Governor of Alaska, "Report to the Secretary of the Interior," 1885, quoted in Stephen Conn, "Alcohol Control and Native Alaskans - From the Russians to Statehood: The Early Years," 1982.

¹³Id.

¹⁴Alaska Territorial Governor, "Report to the Secretary of the Interior," 1909.

The 1915 legislature passed a joint resolution providing for an election on whether voters wanted the Territory of Alaska to be "wet" or "dry." When put before the electorate, the Alaska "Bone-Dry Law" passed by a margin of nearly two to one.¹⁶ Despite its technical applicability to the entire population of Alaska, the "Bone-Dry Law" was primarily enforced against natives, and non-natives selling to natives. Repeal of the "Bone-Dry Law" quickly followed the elimination of national prohibition in 1932.

In addition to the "Bone-Dry Law", the territorial legislature specifically continued the policy of prohibition for Alaska natives. A 1915 law made the act of giving or selling alcohol to a native a misdemeanor punishable by a fine or imprisonment. Natives soliciting, or attempting to purchase, alcoholic beverages were subject to the same sanctions as the seller.¹⁵ This law outlived national prohibition, and was not repealed until 1953 when federal laws prohibiting drinking by American Indians were abolished. However, just as the "Bone-Dry Law" failed, attempts to suppress liquor among the natives also proved to be ineffective. The laws failed because of inadequate enforcement efforts and because:

The Indian like the white man throughout the Fourth Division has become adept in the ways and means of screening himself from the eyes of the law, hiding his illicit distillery in secretive

¹⁵Alaska Legislature Ch. 51, SLA 1915.

¹⁶Becky Smith, "Prohibition in Alaska," Alaska Journal, 3:170-179.

places...These places being off of the regular route of travel and out of sight and ear shot, the officer in search and travel on a hurriedly trip; will most likely overlook them.¹⁷

Although the "Bone-Dry Law" was repealed and the ban on selling liquor to natives was largely unenforced, prohibition continued to be a fact of life in rural Alaska. The Indian Reorganization Act was extended to Alaska villages in the mid-1930's and provided for tribal government; with legitimate fining and jailing authority.¹⁸ In most IRA communities, ordinances were passed banning the use and possession of liquor. These villages perceived themselves as dry and enforced the prohibitions against possession or use of alcoholic beverages through the 1960's,¹⁹ despite the liberalization of both state and federal legal policies relating to possession of alcohol by natives.

¹⁷Letter from H.E. Seneff, Special Officer for the Suppression of Intoxicating Liquor to Governor George Parks, July 1, 1930 which is appended to Stephen Conn, "Alcohol Control and Native Alaskans - From the Russians to Statehood: The Early Years," 1982.

¹⁸This authority was arguably made illegal following statehood by the Alaska Constitution that provided for a centralized judicial system. Victor Fischer, Alaska's Constitutional Convention, University of Alaska Press, 1975. However, up to and including 1986, some communities that do not have state judicial officers do have village councils that continue to act as both legislative and judicial bodies.

¹⁹In the 1980's, some Alaskan villages have reasserted powers granted to them by the Indian Reorganization Act. Among the recent actions taken under the authority of the IRA, are bans on alcohol within village boundaries.

At the first meeting of the Association of Village Council Presidents (A.V.C.P.), an organization of villages in the Yukon-Kuskokwim Delta begun in 1962,²⁰ regulation of alcohol was a major topic considered. Discussions at this meeting focused on the development of uniform ordinances that would apply throughout the Delta. As an example, the person chairing the meeting presented the ordinances used in his village:

1. If anyone from any other village should get drunk in town or making trouble, should be fined \$10.00.
2. Anyone making alcoholic brew without a license will be reported to the State Police.
- ...
6. If a man is drunk and makes trouble, will be stopped by the council and if he does not obey the council will be fined \$10.00.
- ...

Council leaders attending the A.V.C.P. meeting were informed that under state law they did not have the authority to ban alcohol, even if doing so was in the community interest. Further, representatives of the state legal system attending the meeting advised that enforcement

²⁰Although A.V.C.P. was not formed until 1962, regional organizations, such as the Regional Council of Yupik Village Chiefs, had existed in the Yukon-Kuskokwim Delta for many years.

²¹Stephen Conn, "Town Law and Village Law: Satellite Villages, Bethel and Alcohol Control in the Modern Era - The Working Relationship and its Demise," 1982.

of such laws could make council leaders subject to lawsuit or arrest.

Though state law had removed direct responsibility over village crime from the villages, the state legal apparatus was not prepared to prevent crime in the villages or to deal with minor offenses, this in an epoch when councilmen perceived that village liquor control and action against minor offenses was the key to prevention of serious crime in the village...²²

During A.V.C.P. meetings throughout the 1960's, the region's problems with alcohol continued to be a focus of discussion, as village leaders sought ways to control misconduct by community residents. Region leaders were frustrated by state legal officials who did not offer any institutional support to villages that wished to remain dry and to retain the ban on alcohol. As these villages were made to recognize their dependence on authority originating outside their communities, ordinances banning alcohol were abandoned in many places. The communities were forced to rely on the state troopers and a remote legal process that appeared to take action against a person only after an incident of serious criminal behavior.

As direct controls on the availability of alcohol disintegrated, law enforcement efforts focused on controlling the behavior of intoxicated individuals. Public drunkenness and other minor acts of drunken criminal behavior often resulted in jail sentences - in communities

²²Id.

where law enforcement services were readily available. In remote villages, leaders continued to complain about the lack of consistent service provided by the troopers.

In 1972, Alaska adopted the Uniform Alcoholism and Intoxication Treatment Act.²³ The Uniform Act reflected a policy decision that intoxicated persons should not be subjected to criminal penalties simply for consuming alcoholic beverages, that public drunkenness should not constitute a crime, and that, instead of jail, persons with problems related to alcohol abuse should be afforded treatment opportunities.

The Alaska Supreme Court interpreted the Uniform Act to preclude statutes, regulations, and ordinances that, as a practical matter, would result in the criminalization of public drunkenness.²⁴ In urban Alaska, this decision was welcomed by police departments because it shifted the burden of dealing with public inebriates from the police to the medical community. However, the reaction was different in rural Alaska:

While urban police cheered, rural police were puzzled. What were they going to do about intoxicated persons, especially those incapacitated, when no sophisticated medical facilities (nor willing medical personnel) were available? People in the Arctic, incapacitated

²³A.S. 47.37.010 et seq.

²⁴Peter v. State, 531 P.2d 1263 (1975), see Possession by Consumption, infra at 98.

ten steps from their front door, let alone out on the streets, would quickly freeze to death.²⁵

Although the Uniform Act was amended in 1976 to allow incapacitated and intoxicated persons to be taken into protective custody, these terms were narrowly drawn. Only those persons who are actually unconscious, totally incapable of caring for themselves, or otherwise in need of help, can be taken into custody.²⁶ Those persons who are simply drunk (and potentially dangerous) can not legally be taken into protective custody.

In 1980, the legislature responded to a large body of evidence demonstrating the strong relationship between alcohol abuse and crime by passing a "local option law."²⁷ Under the law, communities that want to limit the importation or distribution of alcoholic beverages can hold elections and choose one of several options for regulating alcohol. The available options are:

1. Prohibition of the sale of alcohol;
2. Prohibition of the sale and importation of alcohol;
3. Restriction of the type of license available for selling alcohol (i.e. beer and wine only);
4. Restriction of alcohol sales to community-owned liquor stores.

²⁵Kim L. Moeller, "Alcohol Abuse and the Police in Rural Alaska: The North Slope Borough and City of Barrow Experience," 2d Ed., January 1979.

²⁶A.S. 47.37.170(a)(b) and (j); A.S. 47.37.270(11).

²⁷A.S. 04.11.490 et seq.

The local option law has been held to be a constitutional exercise of legislative power.²⁸ At present, 67 communities throughout Alaska have chosen to ban the sale and importation of alcohol through use of the local option process.

Studies of Alaska's Local Option Law

What is achieved by the local option law may not be control over alcohol but control over community.

Tom Lonner and Ken Duff, Village
Alcohol Control and the Local Option
Law, June 1983

The villages' attitude in the region visited was that if a new technology to stem the tide of alcoholism is available, "let's get it."...If a community improves, no one will be able to tell which particular new (since 1980) tool (e.g., local option, selective enforcement, intimidation, extralegal enforcement, elders' meetings, religious meetings, peer counseling, natural helpers, spirit committees, school prevention programs, talking circles, community development, counselors, mental health and suicide programs, safe houses, women's shelters, treatment programs, protective custody, VPSO, courts, trooper support, self-determination movement) did the trick. The whole is seen as operating, not only the individual parts.

Steve Edwards and Tom Lonner,
Feasibility Study on the Effects of
the Local Option Law on Local
Communities, November 1985

The University of Alaska, through its Center for Alcohol and Addiction Studies and its School of Justice, has

²⁸Harrison v. State, 687 P.2d 332 (1984).

completed several studies of Alaska's local option law.²⁹ The studies were conducted primarily for the purpose of evaluating the effects of implementation of the local option law in rural Alaska communities. The results and findings of these local option studies are presented in this section.³⁰

In evaluating the local option law, the researchers were hampered by the non-existence of adequate data, particularly in relation to criminal justice problems in rural Alaska. Because agency-generated data is extremely limited and, in large part, documents only negative events, the researchers based their conclusions on local communities' perceptions of positive indicators of change.

Communities are adopting a wide variety of control measures, including the local option law, in an attempt to prevent residents from abusing alcohol. The local option law is an indirect method of controlling alcohol-related behavior and is used because villages do not have direct

²⁹Thomas D. Lonner and J. Kenneth Duff, "Village Alcohol Control and the Local Option Law," June 24, 1983; Thomas D. Lonner, Janet R. Eidson, and Paul B. Cunningham, "Legislative Action and Village Social Health: The Assessment of Change Through the Use of Statewide Agency Information Systems," 1984; Steven M. Edwards and Thomas D. Lonner, "Feasibility Study on the Effects of the Local Option Law on Local Communities," November 1, 1985.

³⁰Unless otherwise noted, the findings and conclusions in this section are those set forth in the University of Alaska studies prepared by Thomas D. Lonner, J. Kenneth Duff and Steven Edwards.

control over either the use of alcohol by community members or the resulting alcohol-related deviant behavior. Local option is considered to be a significant and indispensable tool because it helps prevent problems from occurring. Many other and varied tools are used in conjunction with the local option law to control alcohol abuse, such as: assertions of tribal authority, support for the village public safety officer program and organization of elders meetings.³¹

The ingredients for controlling alcohol-related problems in villages include:

1. A clear identification of the source of the problem;
2. Community consensus on the problem;
3. The means to control the source or supply of alcohol;
4. Council support for controlling alcohol and

³¹Other researchers have noted the need for each community to take an individualized approach to controlling alcohol-related problems. See, e.g. Anne Shinkwin and Mary Pete, "Alaskan Villagers' Views on Problem Drinking: 'Those Who Forget'," Human Organization, 41:315-322, Winter 1982:

It is clear that a single approach to drinking problems in native Alaskan communities cannot be expected to be successful. Programs must be designed that accommodate the highly variable community contexts that apparently characterize these communities. In this case study, a common cultural tradition has not resulted in communities today of a single type, and this has significantly affected their responses to the management of drinking.

- enforcement of the law;
5. Active community and agency involvement in alcohol control activities;
 6. Continuity of control over long periods of time; and
 7. Certainty of enforcement and punishment.

The local option law appears to be implemented most frequently in communities that have a predominantly native population; are not regional centers; do not have a road system linking the village to other communities; have never had retail alcohol outlets; and have only recently had continuous contact with a culture different from that which is dominant in the village. It is unlikely that communities outside rural Alaska, or a community that serves as a regional hub, will vote to ban the sale and importation of alcohol.

The most frequently used option allows for banning the sale and importation of alcohol. The use of the most restrictive option reflects the desire of many villages to severely limit access to alcohol. If villages could totally prohibit both the manufacture and possession of alcohol, many communities would opt for complete prohibition, and for the ability to search and seize persons and residences suspected of harboring liquor. Indeed, a number of villages included both of these powers in their petitions for local option elections, only to find that the Division of Elections rejected their petitions. Many villagers are

frustrated and cannot understand why their powers to institute prohibition and searches are limited, since their motive in doing so would be to "save human lives, entire communities, and entire cultures."

In those communities that have implemented the local option law, there has been a significant reduction in alcohol-related dangerous behavior. This reduction is much greater, proportionally, than the reduction in availability of alcohol. The indicators upon which the researchers relied in concluding that the local option law has resulted in changes of behavior are: less public drinking and public drunkenness, declines in the amount of alcohol-related interpersonal violence and accidents, and marked improvements in the physical appearance and scholastic performance of the children of drinking parents.

In addition to the direct benefits, other positive side effects of the local option law have been identified. These benefits resulted from the process used in making the decision to regulate alcohol. By implementing the law through an election, the burden of responsibility for the law shifted from the council and village leaders to the entire voting population. As a result, both law-making and enforcement have been made easier.

Although the immediate effect of the local option law was a steep decline in the number of alcohol-related problems, the positive effects of the law have eroded over time. The rates have not, however, returned to the high

levels that existed before passage of the local option law. In general, the people whose behavior seems most changed by the local option law are those people who need assistance in staying sober, or in moderating alcohol intake. The drinking behavior of these people is not so abusive or dangerous as to be beyond the influence of the social, peer or legal pressure that becomes a part of village reality as a result of the local option law.

The VPSO and the local option law are mutually sustaining. Neither the law without an enforcement officer, nor an enforcement officer without the local option law, are sufficient to combat alcohol-related problems. However, if a village adopts a local option law and delegates enforcement of the law exclusively to the city council members, the VPSO, or the state trooper, the law will not succeed. The effectiveness of the law in controlling village problems is directly dependent on peer pressure and the desire of the entire community to limit the availability of alcohol.

Despite its benefits, there are problems with the current local option law. These problems include: the complexities of the law are perceived to inhibit enforcement; lack of village control over which cases are pursued through the criminal justice system; and pressures placed on VPSOs who work without community-wide support, sufficient trooper support, or adequate training.

Other problems with the current local option law flow from the belief of many villagers that after a community elects to ban the sale and importation of alcohol, the law will result in the village being "dry." Frustrations developed when people realized that the law was neither self-executing, nor would its passage immediately stop all alcohol-related problems in the community. People were surprised to learn that: possession of alcohol was not against the law; homebrew was not against the law; the law did not authorize warrantless searches; the law could be rescinded in a future election; the complexities of evidence law and legal process needed to be learned and followed in order to ensure convictions; and the troopers would not immediately and automatically respond to reports of local option law violations.

The local option law also does not regulate the availability of alcohol to village residents outside the boundaries of the community. Villagers travel to regional centers, purchase liquor and become intoxicated. As a result, the villages view the larger towns that serve as regional centers to be significant sources of alcohol, and alcohol-related problems. Although both perceptions may be accurate, there may be a hidden benefit from exporting village drinking to the regional centers because, in some respects, they offer a safer drinking environment than the villages. The regional centers are a safer place to drink because these communities have substantially better law

enforcement and health care facilities than do the villages. Dangerous behavior is, therefore, more likely to be controlled in the regional centers. The increased load on the service agencies in the regional centers is not viewed by the agencies as either significant or difficult to handle.

The researchers point out that the concept of prohibition, or regulating alcohol, is not a novel one for Alaska natives, who lived under such a ban until at least 1953. Even after the formal ban was lifted, alcohol did not become readily available in isolated rural communities due to strict internal village controls over alcohol, in combination with bad transportation systems, lack of money, and the absence of a heavy market demand for liquor. Thus, older Alaska natives, who are in a position to weigh the costs and benefits of legal prohibition against the price villagers have paid for its disappearance, have concluded that prohibition is necessary for the survival of the village.

Since villagers accurately perceive that the local option law was written specifically for them, they do not understand why the law did not provide them with the tools they believe to be necessary to accomplish their objectives. If voting "dry" means "no more alcohol, no more drinking, and no more drunks", which is how many villagers interpret "dry", then people want the power to enforce prohibition, to put an end to homebrew, and to seize privately-held alcohol.

Villagers concerns about alcohol are not based on moral judgments about drinking, or a desire to intrude on the power of individuals to make decisions about their personal health. The primary reason people want to ban alcohol is because it is intimately related to the deaths of village members. The deaths of young people are of particular concern because many villagers believe that the survival of their culture is completely dependent on the caliber of future community leaders, many of whom are dying in alcohol-related incidents.

The 1985 Local Option Hearings

The Joint Special Committee on Local Option Laws was created by Senate Concurrent Resolution 23 which specifically mandated that the Committee "hold public hearings in rural communities and...take testimony and collect data on the subject of local option elections on the question of banning possession of alcoholic beverages within a community." In its initial meeting, after considering financial and time constraints, the Committee decided to limit the hearing locations to communities in the western and northern portions of the state. This decision was made because most of the communities that have chosen to take advantage of the present local option law are located in western and northern Alaska.

Alaska communities are extremely diverse, in terms of location and cultural composition. They vary in size from tiny traditional villages to large modern cities. The governmental structures range from home-rule boroughs to tribal councils. Variety also exists in the ways communities regulate alcohol: in some places alcohol is freely available, in others its availability is regulated, and in still others, "extralegal" means are used to prohibit alcohol entirely.

In holding the hearings, the Committee attempted to visit a representative sample of Alaska communities in order to learn as much as possible about the problems faced by each. The hearings lasted approximately three hours in each community, and over 200 people participated by providing oral testimony. Written testimony was accepted from those people unable to testify in person.

Contact was made with political leaders, health professionals, representatives of the legal system, residents of neighboring villages, and other interested persons in each community in advance of the Committee hearing. The contacts were made to ensure full participation in the hearing process, and were supplemented by newspaper and radio advertising about the hearings. Interpreters assisted the Committee in communities where a substantial portion of the population did not speak English.

A community-by-community summary of a small percentage of the testimony presented during the hearings follows. The

sole purpose of providing partial summaries is to set forth the kinds of problems caused by alcohol abuse in each community. Many other topics were discussed in depth during the hearings, including individual observations on the wisdom of amending the local option law. All of the testimony was relied upon by Committee Members in reaching conclusions about what recommendations for legislation should be made.³² Full transcripts of the hearings have been prepared and made part of the Committee hearing record. To provide some perspective on the enumerated community problems, basic data has been provided about each community in which hearings were held.

Aniak, November 18, 1985

Population:	475
Racial Composition:	72% Yupik Eskimo or Athabascan 27% Caucasian and Other
Community Status:	Incorporated as 2d Class Municipality in 1972
Alcohol Status:	Sale of alcohol is illegal under state local option law; alcohol importation is banned

³²Topics discussed during the hearings included: individual perceptions about whether the local option law has, or has not, reduced the number of alcohol-related problems; whether the social problems with alcohol abuse are of sufficient severity to justify invading the privacy of the home by banning possession of alcohol; enforcement problems with the local option law; search and seizure issues confronted by enforcers of the local option law; the relationship between education and prevention and the occurrence of alcohol-related problems; the relationship between unemployment and alcohol abuse; and the degree to which homebrew creates community problems.

Crime in Aniak is 95% alcohol-related and alcohol is involved in 100% of the violent crimes (assaults, murders and sexual assaults). There is an average of three to five assaults in Aniak a month. Very few women are beaten where alcohol is not involved. Of the clients at the Aniak Counseling Center, 95% are referred by the court after having been charged with an alcohol-related crime. Most are single males between the ages of 23 and 35-45.

Deaths in the Aniak area in the last few years have almost all been related to alcohol. In the past year and four months, there have been five alcohol-related deaths in Aniak alone.

Children of alcohol abusers suffer problems with their schooling. They do not get enough sleep at night and do not get their homework done because of parents drinking and partying in the home. Children of drinkers take over parental chores and care for younger siblings. Almost all cases of child abuse and neglect involve alcohol abuse. Many children of drinkers suffer from malnourishment, and some have health problems caused by mothers drinking during pregnancy.

In the villages surrounding Aniak, over 60% of the people drink to the point where they cause problems for themselves and other people. More juveniles drink in the villages than in Aniak, perhaps because baby-sitters are not

used in the villages, and children are taken with parents to drinking parties.

Akiachak, November 18, 1985

Population: 438
Racial Composition: 91% Yupik Eskimo
9% Caucasian and Other
Community Status: Incorporated as 2d Class
Municipality in 1974³³
Alcohol Status: Both the sale and importation of
alcohol are illegal under an
ordinance established by the
I.R.A. Council³⁴

Alcohol has been an ongoing problem for Akiachak, and for the region, for several decades. It is the number one cause of death for native people. All the major crime and family problems in Akiachak are related to alcohol.

Many people have committed suicide while intoxicated; others have gotten drunk, disappeared and have never been found. Within the last year, the deaths of three people in Akiachak have been alcohol-related.

³³Although Akiachak was incorporated as a second class city in 1974, the community has effectively, although not legally, dissolved the municipality and has turned its governmental responsibilities over to the I.F.A. Council. The state Local Boundary Commission has refused to approve a petition for dissolution of the Akiachak municipal government and this refusal is currently the subject of active litigation in the Bethel Superior Court.

³⁴State law does not recognize the validity of Akiachak's ordinance prohibiting the sale and importation of alcohol despite the approval of the ordinance by the I.R.A. Council. Akiachak has not held a local option election under state law.

Specific alcohol-related problems in Akiachak include: accidents resulting from people handling firearms and other dangerous instruments when they are drinking; children being sexually abused; and fighting within families.

Witnesses from Kwethluk attending the hearing stated that the alcohol-related problems in Kwethluk are the same as those in Akiachak. Many people in Kwethluk have been prosecuted for committing alcohol-related crimes, including serious assaults and homicides.

Emmonak, November 19, 1985

Population:	567
Racial Composition:	91% Yupik Eskimo 9% Caucasian and Other
Community Status:	Incorporated as 2d Class Municipality in 1969, maintains Active I.R.A. Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1981 under state local option law

Alcohol is a problem in Emmonak. The majority of crimes are alcohol-related. It is rare that a serious crime, such as sexual assault or homicide, occurs without the involvement of alcohol. There are alcohol-related deaths, drownings and suicides. Women are beaten and become rape and incest victims because of alcohol in the home and in the village.

Children of alcohol abusers have both physical and emotional problems. They come to school late, sleepy, and embarrassed because their parents have been drinking. Children of drinkers follow in their parents' footsteps by

using and abusing alcohol. As a result, there are young people from Emmonak in jail for alcohol-related crimes, including rape and sexual abuse.

Bootleg whiskey costs \$100 a bottle in Emmonak. When people spend their money on alcohol, less cash is available to provide for the needs of the rest of the family. Food and clothing can not be purchased for the children of people who spend their cash on liquor.

Alcohol has a ripple effect throughout the entire community. Drinkers create problems for people that work in offices, and people that run businesses. Neither the village corporation, nor the city government, can function when it is being run by people abusing alcohol.

Toksook Bay, November 19, 1985³⁵

Population:	333
Racial Composition:	94% Yupik Eskimo 6% Caucasian and Other
Community Status:	Incorporated as 2d Class Municipality in 1972, maintains active I.R.A. Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1981 under state local option law

Alcohol causes problems in this region. The biggest problem is the number of people dying alcohol-related deaths

³⁵Testimony in Toksook Bay was given by persons from Tununak, Chefornak, Mekoryuk, Kipnuk and Toksook Bay. The summary of testimony includes statements made by persons from each village. All five villages have banned the sale and importation of alcohol under the state local option law.

such as accidents, drownings and murders. Families have been burned out of their homes in alcohol-related fires. Serious crimes are committed by persons under the influence of alcohol.

When young people are drinking in the village, the elders worry and can not sleep. The drinkers cause problems not only for their own family, but also for the entire village by being disruptive and making others feel uneasy.

Alcohol can interrupt critically important subsistence activities. For example, last year two people were shot and wounded in an alcohol-related incident during the time when everyone in the village was at spring fish camp. The families of those who were wounded had to leave fish camp before they had finished getting the necessary amount of fish.

Nunapitchuk, November 20, 1985

Population:	641
Racial Composition:	96.5% Yupik Eskimo 3.5% Caucasian and Other
Community Status:	Incorporated as 2d Class Municipality in 1969, maintains active I.R.A. Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1981 under state local option law

Alcohol-related drownings are a particular problem for Nunapitchuk. People also have died in fires, and other accidents that involve alcohol abuse. There are a growing number of such deaths each year, and include the deaths of young adults.

Intoxicated people cause disruption within their families and within their community. When people abuse alcohol, their attitudes change. They do not show respect for elders. Elders become uneasy and fearful, and can not eat or sleep, as a result of concern about the behavior of alcohol abusers.

Problems often arise in the village as a result of persons consuming alcohol in their homes. Innocent people, including children, are hurt by alcohol abusers. Parents are driven out of their houses by adult children getting drunk in the family home. Essential and irreplaceable family tools, such as snowmachines and boat engines, are broken or destroyed by persons under the influence of alcohol.

A witness from Kasigluk testified that the problems with alcohol are not just in one village, but in the entire region.

Bethel, November 20, 1985

Population:	4432
Racial Composition:	50.5% Yupik Eskimo and Athabascan 49.5% Caucasian and Other
Community Status:	Second Class Municipality, incorporated in 1957
Alcohol Status:	Sale of alcohol is prohibited under the state local option law; importation of alcohol is permissible. ³⁶

³⁶In the past two decades, Bethel has vacillated between allowing alcohol to be sold within the community and
(Footnote Continued)

Most of the witnesses testified as representatives of government and social service agencies based in Bethel.

Alaska State Troopers: Most of the violence in the region, and 90% of the crime, is alcohol-related. The problem with alcohol-related violence is "very alarming." The troopers do not have the time, or money, to investigate misdemeanors. There are too many serious felonies that must be investigated.

Of 150 deaths investigated by the troopers in the Bethel area in the past three years, 75 were alcohol-related: 24 were drownings, 11 were suicides and 15 were "very violent, vicious homicides." Despite the comparatively low population in the detachment, the number of assaults was higher than everywhere in the state except Anchorage, as shown in Table 1, using figures provided by the troopers. There are comparatively few burglaries in the region. However, the burglaries that are committed are done with the intent to steal alcoholic beverages, or to secure a warm place to make homebrew. At least one murder was committed by a person after he had broken into his victim's house to steal alcohol.

(Footnote Continued)

prohibiting the distribution of alcohol. A recent ballot measure that would have allowed the sale of alcohol was defeated by the voters. A separate vote to ban the importation of alcohol also failed.

TABLE 1

Criminal offenses by Trooper Detachment: FY84-85

	<u>Southeast</u>	<u>Anchorage</u>	<u>Kenai Chain Kodiak</u>	<u>Bethel Nome Kotzebue</u>	<u>Fairbanks</u>
Homicide	1	7	6	8	4
Rape	11	54	23	38	24
Robbery	3	13	8	1	10
Assault	208	364	293	333	260
Burglary	244	718	302	150	385
Larceny	557	220	361	78	606
Auto Theft	123	220	109	24	130
Arson	8	9	5	11	11
TOTALS	1155	2474	1107	643	1430

Bethel Police Department: In 1984, the Bethel Police Department investigated 18 deaths; the majority were homicides and all but one was alcohol-related. Assaults and sexual assaults were also a problem. Since an aggressive policy of picking up drunks under the protective custody statute has been instituted, these numbers have decreased dramatically. In 1985, there have been only three death investigations. Although all were alcohol-related, two were accidental deaths and one was a suicide.

Of all Bethel police cases in 1985, 56% were alcohol-related. Police officers responding to calls for assistance in private residences accounted for 39% of the police activity; 90% of these cases were alcohol-related.

Of cases involving criminal acts, 80-90% were alcohol-related. Assaults and sexual assaults were 99% alcohol-related.

Bethel District Office of Probation and Parole: Of the 139 probationers or parolees who were under supervision in November 1985, 92% were native, 6% were Caucasian and 2% were black, with 18% living in Bethel and 82% living in 50 different remote villages. The crimes for which offenders were under supervision were: 40% assaults, 28% sexual assault or abuse, 21% burglary or theft, 6% homicides, 4% alcohol or drug offenses, and 1% all other offenses. In 96% of the cases alcohol was involved in the underlying offense.

The Bethel office has one of the highest parole and probation revocation rates in the state. At least 98% of the revocations are alcohol-related. Nine out of ten offenders under supervision come from homes where there has been chronic substance abuse by one or both parents.

Yukon-Kuskokwim Delta Regional Hospital: Bethel has the largest and busiest Indian Health Service hospital outside of Anchorage. The second most frequent cause for admission to the hospital is "accidents and injuries," including rapes, assaults, three-wheeler accidents, suicide attempts, and frostbite. Approximately 70-80% of the accidents and injuries are directly alcohol-related. Other medical problems directly related to alcohol are child abuse, child neglect and sexual abuse.

Elders suffering from mental anguish is another problem that is frequently encountered at the Bethel hospital. Elders come into the hospital with vague complaints - aches and pains that do not fit into any recognized syndrome. After lengthy discussions with the patient, the underlying cause of the complaints usually turns out to be concern about a son or daughter who is drinking.

Southwestern Council for the Prevention of Child Sexual Abuse: Statistics relating to child sexual abuse in the Bethel area have been compiled since 1981. In 1981, there were 17 cases of child sexual abuse reported; in 1982, there were 27 cases; in 1983, there were 86 cases; in 1984, there were 121 cases; from January 1 to June 30, 1985, there were 130 cases; and from July 1 to October 31, 1985, there were 60 cases reported. These figures reflect only those cases that were processed through the legal system. Of the reported cases, alcohol was involved at least 70% of the time. The percentage of cases that are alcohol-related appear to be growing. In most incidents, the offender is someone known to the victim.

District Attorneys Office: Alcohol is intimately related to virtually every criminal case in the Yukon-Kuskokwim Delta. It is also intimately related to the vast majority of social service cases.³⁷

³⁷In explaining the effect of alcohol on the
(Footnote Continued)

Tundra Women's Coalition: In 1984, TWC provided direct client services to 697 people. Of these, 316 were experiencing physical or emotional abuse and 36 were experiencing sexual abuse. The TWC shelter provided a total of 4,456 nights of protection to 221 women and 259 children. Approximately one-half of these women identified a village in the Delta area as their permanent place of residence. Alcohol was involved in the cases of approximately 92-95% of the abused clients served through the TWC program. The percentage of cases that were alcohol-related stayed at the same level in 1985.

Bethel Group Home: The Bethel Group Home is a treatment facility for emotionally disturbed or delinquent boys. Of the clients served by the Group Home, 85% either had an active alcohol problem at the time they entered the program, or at some time in the past. Ninety-five percent of the boys with a background of abusing alcohol came from families who had at least one member with an alcohol

(Footnote Continued)

Yukon-Kuskokwim region, the District Attorney used the following analogy: "[Alcohol] in a lot of villages is a toxic material. A toxic material that is shortening life spans, that is causing deaths, either in the form of accidents or homicides, that is severely impacting people's health, that is destroying families. If we had a toxic material that was being dumped into the water supply and that was being consumed by the people and causing those effects, we wouldn't have any hesitation to say, 'Whatever needs to be done to stop that is going to be done.' Alcohol for some reason is viewed differently... [But] the poison is killing people, and I don't think that just because it has the name alcohol or liquor that we can ignore the toxic character of the substance."

problem. Eighty percent of the boys had an immediate relative die an alcohol-related death and 30% of the deaths were suicides. Seventy percent of the residents had committed an act of violence while under the influence of alcohol. Eighty-five percent of all residents had been the victim of a violent crime within the family. Eighty percent of the boys came from families with active domestic violence problems.

Togiak, November 25, 1985

Population:	513
Racial Composition:	Unknown; the majority of the population is Yupik Eskimo
Community Status:	Incorporated as 2d Class Municipality in 1969, maintains active I.R.A. Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1982 under state local option law

In Togiak, close to 100% of the police cases are alcohol-related. The police respond to at least ten calls a week. Approximately half of the police calls are for problems with juveniles that are alcohol-related. There are serious problems with alcohol-related domestic violence in Togiak.

There have been a number of deaths and drownings where alcohol was an underlying cause. Alcohol has been involved in suicides in the village. People have frozen to death while intoxicated. In the winter, there are problems with people travelling to Dillingham on snowmachines to buy liquor and getting lost between Togiak and Dillingham.

Every year searchers need to be sent out to look for people who have gotten lost.

There are people in the community with very serious drinking problems. When parents drink, children stay with grandparents for two to three days, or until the parents stop drinking. When parents are drinking heavily and spending all their money on alcohol, there often is no money left to buy food and winter clothing for the children.

When people drink and cause trouble in small villages like Togiak, everyone in the community is disturbed. Neighbors living near alcohol abusers may be kept awake the entire night.

Dillingham, November 26, 1985

Population:	1656
Racial Composition:	57% Yupik Eskimo 43% Caucasian and Other
Community Status:	Incorporated as 1st Class Municipality in 1963
Alcohol Status:	Both the sale and importation of alcohol are allowed

The alcohol problems in the Bristol Bay region are devastating, with the worst devastation occurring in the villages. Alcohol is not just making people miserable, it is obliterating a culture.

Approximately 50% of all police cases are alcohol-related each year. During the summer, alcohol is involved in as high as 90% of the cases. Of the violent crimes committed in Dillingham, 95% were alcohol-related. Alcohol-related charges include domestic violence, assaults

and shoplifting. There are many cases of driving while intoxicated and alcohol-related accidents. In recent years, alcohol has contributed to the deaths of three people in motor vehicle accidents.

In the first ten months of 1985, there were 404 people picked up and placed in protective custody in Dillingham. Of these, 85-90% were from villages. In the same period of time, the police responded to 2097 alcohol-related complaints.

Between January and November 1985, 674 cases were referred to the local district attorney for prosecution. Of these cases, 209 people were charged with fish and game violations. Alcohol was involved in 400 of the remaining 465 cases, including 85 cases of driving while intoxicated, 62 cases of domestic violence (all were alcohol-related), 30 cases of misconduct involving weapons (28 were alcohol-related), and 81 cases of minors consuming alcohol or illegal liquor importation.

A large number of people in the region die from alcohol-related causes such as drowning, freezing to death or accidents. Alcohol is directly involved in at least 50-60% of the deaths. In addition, long-term medical problems resulting from alcohol abuse cause the deaths of local residents.

The Dillingham agency that provides services to victims of domestic violence and sexual assault reported that alcohol is definitely involved in 60% of the cases handled by the agency, and may be involved in an additional 26% of

the cases. Many of the agency clients are from dry villages in the Bristol Bay region. Some are villagers who abuse alcohol and are sexually assaulted while in Dillingham; others are victims of alcohol-related domestic violence that has occurred in the village. Alcohol-related domestic violence is a serious problem in the villages.

Counselors travelling to rural communities, and working with juveniles, see children with serious alcohol problems. Children as young as six years old are starting to drink. Based on information received from both children and teachers in the Bristol Bay region, it appears that sixty percent of all children under ten have been drunk at least once, all children have tasted liquor by the time they are ten years old, and those over ten drink once a week.

Other children have parents who abuse alcohol, and these children are being emotionally and spiritually harmed. They stay at school as long as possible because they are afraid to go home and face violent family situations. Babies with fetal alcohol syndrome are born at the local hospital and their numbers appear to be increasing.

Anchorage, December 9, 1985

Population:	248,263
Racial Composition:	85.2% Caucasian 5.3% Black 5.1% Native 4.3% Other
Community Status:	Unified as a Home Rule Municipality in September 1975
Alcohol Status:	Both the sale and importation of alcohol are allowed

Testimony in Anchorage was given primarily by persons discussing the policy implications of amending the local option law, and by persons from rural communities for whom it was convenient to testify in Anchorage. The testimony of rural residents has been incorporated into the summary of testimony from the community closest to that in which the person resided.

Shishmaref, December 10, 1985

Population:	393
Racial Composition:	93% Inupiat Eskimo 7% Caucasian and Other
Community Status:	Incorporated as 2nd Class Municipality in 1969, maintains active IRA Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1983 under state local option law

In Shishmaref, between 85% and 95% of all police cases are alcohol-related. All of the felonies are alcohol-related and included assaults with weapons and sex crimes.

Within families, alcohol precipitates incidents of domestic violence and family crisis. The use and abuse of alcohol is threatening the structure of the extended family. Children and grandchildren in some families are either excluded, or exclude themselves, from extended family activities in an effort to be protected from alcohol abusers.

Nome, December 11, 1985

Population:	3861
Racial Composition:	61% Inupiat and Siberian Yupik Eskimo
	39% Caucasian and Other
Community Status:	Incorporated as 1st Class Municipality in 1901
Alcohol Status:	Both the sale and importation of alcohol are allowed

Alcohol is a significant contributing factor in 80% of the crimes in the Nome region, and 95% of the violent crimes (homicides, serious assaults, and sexual assaults). Incidents of probation violations are 95% alcohol-related. Much of the property crime is motivated by a desire to get alcohol. Homes are broken into by persons intending to steal liquor, or money is stolen specifically to enable the thief to buy alcoholic beverages.

Children in need of aid proceedings handled by the Nome District Attorney's Office are generally brought for one of two reasons: either parents are drinking or children are sexually abused. There is an overlap between the two categories of cases because alcohol contributes to the phenomenon of child sexual abuse. Drinking parents may neglect or physically abuse their children.

There is a pattern of children first entering the system as children in need of aid because their parents are abusing alcohol, next being charged with alcohol-related acts of juvenile delinquency, and finally, when they become adults, being sent to jail for alcohol-related crimes. Children from families with severe alcohol abuse problems

appear to have a high probability of becoming involved in the criminal justice system later in life. Juvenile delinquency cases are alcohol-related in the same percentages as adult crime.

Of clients that begin alcohol treatment in Nome, very few are from families that are comprised of healthy, sober people. Each person that comes into treatment affects, and is affected by, many other people.³⁸ 99.9% of clients entering treatment have been the victims of alcohol-related physical or sexual abuse.

³⁸A Nome alcohol counselor related the following example of how the abusive use of alcohol hurts children: "I went into a community...I'm not sure if the alcohol came in on the plane that I was on or if it came on another plane that came in that day. There were two sober adults for the entire week that [I was] in that particular village. That was myself and...[a] teacher...From watching the kids from day one to day five, it was just incredible...how the behaviors changed in those children. The children were from kindergarten up to about seventh grade. There were maybe nine or eleven children, total, in that school. By the second day two of the children had started bedwetting, and their clothes were not changed through the entire week I was there...On day three they started falling asleep in the classroom, and the teacher just let them because they were up during the night. It was either the last day or that Thursday that one of the parents came into the school ..[The] eleven kids [were working] in different areas [of the room]. The parent came in and it was immediate: all eleven kids went into different kinds of behavior. About three of them stood up, [put their hands over their ears, and started rhythmically rocking back and forth],...two of them hid under tables and chairs...And that is [alcohol] affecting other people."

Gambell, December 11, 1985

Population: 441
Racial Composition: 96% Siberian Yupik Eskimo
4% Caucasian and Other
Community Status: Incorporated as 2nd Class
Municipality in 1963, maintains
active IRA Council
Alcohol Status: Both the sale and importation of
alcohol have been banned since
1981 under state local option law

Approximately 120 criminal cases are filed yearly in Gambell, and 90% are alcohol related. Most charges are brought for either assault and battery or importation of alcohol in violation of the local option law. Only three to four felonies are committed yearly, and are mostly assaults with dangerous weapons. All of the felonies are alcohol-related.

All of the cases handled by the magistrate in the past 18 years involving children being placed in state custody on an emergency basis were alcohol-related. In cases where juveniles were charged with violating the law, alcohol was involved 99% of the time.

Alcohol abuse directly interferes with the education of young people. Students come late to class and are not alert. Drinking adults keep the youngsters awake so they are tired when they come to school. Other children drink because they have been around adults who are using alcoholic beverages. It is hard to teach children with alcohol in their bloodstream.

There are more alcohol problems in the spring and early fall in Gambell than in the summer, late fall and winter.

People do not drink when there is hunting or whaling to be done, or in the fall when the weather starts getting cold and money is needed to pay for fuel.

Selawik, December 12, 1985

Population:	545
Racial Composition:	Unknown; the majority of the population is Inupiat Eskimo
Community Status:	Incorporated as 2nd Class Municipality in 1977
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1983 ³⁹ under state local option law

If alcohol were not a problem in Selawik, there would be no need for a magistrate. Of the 82 people brought before the magistrate in 1985, all had been drinking at the time of committing the offense with which they were charged.

The police respond to approximately 40 calls a week. On the average, 30 of the calls are for alcohol-related incidents. Felonies are committed 3 to 4 times a week, and all of the felonies are alcohol-related, as are all incidents involving violence. In the recent past, there has been one alcohol-related murder in Selawik. There are a large number of suicides in Selawik, and the surrounding region, and alcohol is involved 94% of the time.

³⁹Selawik has held three local option elections: as a result of the first election, sale and importation were banned; after the second election, importation was allowed; and, in a third election held within months of the vote to allow importation, the community once again voted to ban the sale and importation of alcohol.

Alcohol causes many problems within families, such as domestic violence, child neglect and the breaking up of homes. Children suffer the most from abusive drinking. Some suffer from malnourishment; others need to undergo surgery because they were not properly cared for by drinking parents. Children are left alone when adult family members get drunk. There are more accidents in homes where people drink.

The homes of alcohol abusers are cold, because the cash income is used for alcohol instead of stove oil. A fifth of whiskey costs \$120 in Selawik, and a pint costs \$60.

Witnesses from Ambler and Shungnak attending the hearing testified that both villages have alcohol-related problems similar to those experienced in Selawik.

Kotzebue, December 12, 1985

Population:	2981
Racial Composition:	80% Inupiat Eskimo 20% Caucasian and Other
Community Status:	2nd Class Municipality, incorporated in 1958
Alcohol Status:	Both the sale and importation of alcohol are allowed

Crimes are committed by people because they have had too much to drink 45% of the time in Kotzebue. Someone involved, either the victim or the suspect, has been drinking in 85-90% of the cases. In the region surrounding Kotzebue, 95% of the crimes are alcohol-related. It is very rare that a violent crime is committed without the

involvement of alcohol. There is a problem in Kotzebue with alcohol-related suicides.

The major reason for the state taking custody of children is parents abusing alcohol or drugs, and not caring for their children.

The troopers stationed in Kotzebue spend a great deal of time conducting search and rescue missions for people who have been drinking, and who get lost between Kotzebue and one of the nearby villages. These searches waste time and money.

Minto, December 16, 1985

Population:	153
Racial Composition:	92% Athabascan 8% Caucasian and Other
Community Status:	Unincorporated; I.R.A. Council
Alcohol Status:	Both the sale and importation of alcohol have been banned since 1983 under state local option law; in addition Minto has tribal laws banning alcohol from the community that are enforced by the Minto Tribal Court

The Minto policeman responds to approximately 20 calls a month. A large percentage of the calls involve either violence, or children who have been abandoned or abused. All of these cases are alcohol-related. Ten felonies occur in Minto during the average year, including sexual assaults and homicides, and these cases all involve alcohol. Five to ten incidents a month involving juveniles occur: 50% of such incidents are alcohol-related.

In 1985, three Minto villagers died from causes that were directly alcohol-related. Suicides, and suicide attempts, are a problem in Minto. When people get drunk and drown in the river, both the village corporation and the state spend a great deal of money on searches that could be better spent for such things as education of young people.

Elders in Minto are afraid to go to bed at night when they know people in the village have been drinking. The fear comes from the knowledge that the elders would be unable to defend themselves if a drunk came into their house during the night. The elders have medical problems caused by fear and depression arising out of the drinking problems of others.

When there is a lot of alcohol in the village, children go to school tired, fall asleep during class and can not pay attention. Children of drinkers go to school with dirty clothes, get more colds than other children, and do not eat properly. These children appear to be nervous, depressed and lonely. Pregnant mothers hurt their unborn children through fetal alcohol syndrome.

Parents become estranged from their children as a result of alcohol. Children go to live with their grandparents while parents are drinking, and sometimes refuse to return to life in the parental home. If the grandparents are out of the village, the children have nowhere to go. Incidents of child abuse occur when parents are drinking.

Spouses of persons who drink suffer from physical abuse and live in constant danger of bodily harm. Mothers are afraid for both themselves and their children.

When shipments of alcohol come into the village, the health aides are frequently called for assistance in the middle of the night. There are many alcohol-related accidents in Minto.

Barrow, December 17, 1985

Population:	3037
Racial Composition:	60% Inupiat Eskimo 40% Caucasian and other
Community Status:	Incorporated as 1st Class Municipality in 1959, located within the North Slope Borough, which is a Home Rule Borough
Alcohol Status:	The sale of alcohol is prohibited under state local option law, although the importation of alcohol is allowed. ⁴⁰

There are many tragic alcohol-related incidents that occur in Barrow. Between September and December 1985, there were six alcohol-related deaths. In the same time period, only one person died from natural causes. For the past three to four years, between ten and twelve people annually have died alcohol-related deaths from motor vehicle accidents, suicides and homicides.

⁴⁰A local option election was held in Barrow on March 3, 1986 to decide whether the sale and importation of alcohol should be banned. The voters chose to allow alcohol importation to continue by a vote of 304 to 326.

Of all calls to which the Barrow Emergency Medical Technicians respond, 50% are alcohol-related. However, in analyzing just the cases where people have been seriously injured, the vast majority involve alcohol.

The North Slope Department of Public Safety, which provides law enforcement services to all of the North Slope Borough communities, makes approximately 600 arrests a year. In the majority of these cases, the offender is intoxicated. In addition to the arrests, approximately 500 people are placed in protective custody each year.

Elderly people live in fear of alcohol abusers. On many occasions, elders have been forced to leave their own homes for as long as a week at a time because their child or grandchild was uncontrollably drunk and refused to leave the house.

The entire community of Barrow can be disrupted by a single case of whiskey coming into town while whaling activities are taking place. If people stay on shore and drink, instead of going out and getting whales, an entire season of whaling may be lost.

Children of parents who drink to excess have many problems. Some drop out of school, others begin drinking when they are as young as five or six years old. Children may have no place to stay when their parents are on a drinking binge. Drinking parents abuse their children both intentionally and unintentionally. In one family, a child

was suffocated in bed by a father who was drunk and had passed out.

In Barrow, the standard price for a bottle of bootleg whiskey is \$40. However, when the supply is low and during the holidays, the price goes up to between \$60 and \$100. Abusive drinkers spending money on bootleg whiskey causes financial problems for many families.

Arctic Village, December 18, 1985

Population:	111
Racial Composition:	88% Athabascan 12% Caucasian and Other
Community Status:	Unincorporated; I.R.A. Council; Arctic Village is part of the Venetie Indian Reservation
Alcohol Status:	Possession, sale, and importation of alcohol are banned under tribal laws and enforced by the Arctic Village Tribal Court ⁴¹

Arctic Village does not have a problem with alcohol. The last act of violence that occurred in Arctic Village was a stabbing in the early 1970's, but this was not charged as a criminal offense.⁴²

⁴¹The tribal laws banning alcohol in Arctic Village are actively enforced. Persons arriving in Arctic Village are subjected to baggage and personal searches. The asserted authority for conducting the searches is based on the status of Arctic Village as part of the Venetie Indian Reservation. The leaders of Arctic Village take the position that the reservation is private land and, as private land owners, searches are legitimately imposed as a condition of being allowed on private land.

⁴²According to Fairbanks District Attorney Harry Davis,
(Footnote Continued)

Fort Yukon, December 18, 1985

Population: 701
Racial Composition: 63% Athabascan
37% Caucasian and Other
Community Status: Incorporated as Second Class
Municipality in 1959
Alcohol Status: The sale of alcohol is restricted
to a community owned liquor store
under state local option law,⁴³
alcohol importation is allowed.⁴³

There are problems with people abusing alcohol in Fort Yukon, and elementary school children are said to suffer as a result of alcohol abuse. However, witnesses in Fort Yukon declined to state the specific nature of the problems.⁴⁴

(Footnote Continued)

it is accurate that there is not a problem with crime in Arctic Village. The district attorney believes this is because Arctic Village has a strong village council that makes all the "troublemakers" leave the village. However, the district attorney noted that when Arctic Village people go to Fort Yukon, they often get drunk and become the victims of crime.

⁴³In late 1984, Fort Yukon banned the sale and importation of alcohol. Within days of the effective date of this vote, a new petition was certified to place the issue once again before the voters. Technical problems with the petition delayed the vote until August 1985, and in this election voters decided to once again allow the sale and importation of liquor in Fort Yukon. Fort Yukon reverted to its status before the ban on importation: alcohol may be imported and may be sold by a community-owned liquor store. However, as of February 1986, the community-owned liquor store has not yet been relicensed by the state, and has not yet reopened for business.

⁴⁴Although Fairbanks District Attorney Harry Davis reports that Fort Yukon has a significant alcohol-related crime problem, he states that very few of the misdemeanors are successfully prosecuted. The district attorney believes this is because the laws in Fort Yukon are selectively enforced based on political considerations. In addition, the district attorney believes that problems are caused by trying misdemeanor cases in Fort Yukon. The district

(Footnote Continued)

The Social Costs of Alcohol Abuse

A person who dies can not be replaced by someone else.

Carl Flynn, Tununak elder

Alcohol is like a whiplash. Elders are being emotionally beaten because of alcohol.

Anesia Hoover, Kasigluk elder

Village populations are so small, interrelated, and interdependent that they become vulnerable to the entire array of negative effects associated with excessive drinking, including interpersonal violence, child neglect, loss of economic opportunity, demoralization, and physical deterioration. Therefore, the alcohol-related social impacts severely impair family and community morale, perpetuate a cycle of negative, even disastrous, events, and jeopardize the physical and cultural survival of the village.

Tom Lonner, Village Alcohol Control

Consumption of Alcohol

The overall level of alcohol consumption, regardless of beverage source, determines the prevalence of dangerous drinkers and alcohol-related problems, both nationally and within Alaska.⁴⁵ Alaska has a high rate of annual consumption in comparison to both the rest of the world and the rest of the United States. Moreover, Alaska has historically shown a dramatic increase over the years in the

(Footnote Continued)

attorney states that Fort Yukon jurors very seldom vote to convict based on their realistic fear of retaliation from defendants.

⁴⁵Analysis of Alcohol Problems Project, Dennis Kelso, Project Director, "Working Papers: Descriptive Analysis of the Impact of Alcoholism and Alcohol Abuse in Alaska, 1975," 1977, Volume IV at 104.

average annual alcohol consumption rate. For example, the average annual consumption of absolute alcohol per drinker increased by 80% between 1958 and 1975 in Alaska. This rate is 100% greater than the nationwide rate of increase in the level of alcohol consumption.

In analyzing which factors most affect per capita consumption rates, a recent study pointed to three variables: the cost of alcohol, the hours in which alcohol is available for sale, and the number of outlets in which alcohol may be purchased.⁴⁶ Thus, states with "strict,

⁴⁶P.C.H.S. Group for The Alaska Council on Prevention of Alcohol and Drug Abuse, Inc., "Analysis of Availability Factors Related to Per Capita Alcohol Consumption," February 1985.

Other studies support the finding that availability of alcohol is inextricably linked to numbers of alcohol-related problems. Jerome Rabow, Ph.D. and Ronald K. Watts, Ph.D. in "Alcohol Availability, Alcoholic Beverage Sales and Alcohol-Related Problems," Journal of Studies on Alcohol, 43:767-799, 1982, reached a conclusion similar to that contained in the above-cited February 1985 study, in a comparison of alcohol consumption rates in California counties. Rabow and Watts found this phenomenon to cut across cultural lines: "Availability has an effect on alcohol problems independent of social area characteristics."

On the other hand, commentators have pointed out that factors other than availability impact the rate of alcohol consumption:

Consumption is associated with several of the sociocultural, economic and availability factors but is fully explained by none of them...Economic and legislative approaches to the problems are readily short-circuited by illegal availability...If the experience with Prohibition is any guide, the overall average reduction in intake accounted for by law-abiding citizens may not serve to reduce heavy drinking among those less scrupulous.

(Footnote Continued)

tight, or conservative" liquor laws were found to have low per capita consumption rates, and states with "permissive, loose, or liberal" liquor laws had high per capita consumption.

Medical Consequences

Chronic alcohol consumption has toxic effects on every part of the body, with medical consequences ranging from slight impairments to life-threatening diseases. The most common location of disease is the liver, which is the organ responsible for removing alcohol from the body. Because the liver is essential for detoxification and metabolism, alcoholic liver disease has an indirect adverse effect on many other parts of the body.⁴⁷

Excessive alcohol intake may directly injure the gastro-intestinal tract, muscles, and the pancreas. The cardiovascular system, the nervous system, and the endocrine

(Footnote Continued)

Israel Colon, Ph.D., Henry S.G. Cutter, Ph.D. and Wyatt C. Jones, Ph.D., "Prediction of Alcoholism from Alcohol Availability, Alcohol Consumption and Demographic Data," Journal of Studies on Alcohol, 43:1199-1213, 1982.

The research of both Rabow and Colon expanded on work done by Reginald Smart in 1977. Smart found that income and urbanization had a closer relationship to both per capita consumption and alcoholism rates than simply the availability of beverage alcohol. Reginald Smart, "The Relationship of Availability of Alcoholic Beverages to Per Capita Consumption and Alcoholism Rates," Journal of Studies on Alcohol, 38:891-896, 1977.

⁴⁷U.S. Department of Health and Human Services, "Fifth Special Report to the U.S. Congress on Alcohol and Health," December 1983.

system may be damaged by alcohol travelling through the body in the blood stream. Finally, there is evidence of a strong association between chronic alcohol use and cancer of the stomach, large intestine, pancreas and liver.⁴⁸

Alcohol-related diagnoses in the Indian Health Service Hospital system are about three times the rates for the entire United States and double the rates for races other than Caucasian. For ages 15 to 44 years, generally years of high productivity, the IHS rate for alcohol-related diagnoses is more than four times that of the total United States. See Table 2.⁴⁹

⁴⁸Id.

⁴⁹Id. at 8.

TABLE 2

Discharge rates per 10,000 from Indian Health Service and contract general hospitals and from non-Federal short-stay hospitals by first-listed diagnosis and age, 1981

Age at admission	Alcoholic psychosis		Alcoholic dependence syndrome		Alcoholic nondependent abuse of alcohol		Liver disease	
	IHS	U.S.	IHS	U.S.	IHS	U.S.	IHS	U.S.
All ages	11.8	2.9	35.8	19.7	5.8	1.7	6.4	1.9
Under 15 years	0.0	0.0	0.6	0.6	0.9	0.4	0.0	0.0
15-44 years	19.0	3.1	50.5	22.6	8.6	2.1	8.0	1.1
45-64 years	20.1	6.3	83.2	38.3	8.9	2.3	18.9	5.2
65 years and over	4.9	2.0	21.7	13.6	4.1	1.6	4.2	2.4

Source: Indian Health Service, 1982

Mortality

Studies have consistently shown that alcoholics and heavy drinkers have significantly higher death rates than the rest of the population.⁵⁰ In analyzing specific causes of death, alcoholics show particularly high death rates from cirrhosis of the liver, heart disease and hypertension, cancer of the upper digestive and respiratory tracts, pneumonia, and vascular lesions of the central nervous

⁵⁰Analysis of Alcohol Problems Project, Dennis Kelso, Project Director, "Working Papers: Descriptive Analysis of the Impact of Alcoholism and Alcohol Abuse in Alaska, 1975," Volume IV, 1977.

system.⁵¹ Moreover, the numbers of homicides, suicides, and accidental deaths are increased as a result of alcohol.

Alaska has an extremely high rate of death from both voluntary and involuntary acts of violence - including fires, drownings, accidents, suicides, and homicides. Accidents are the leading cause of death in Alaska.⁵² The number of accidental deaths in Alaska is over twice the national average: Alaska has 103.5 accidental deaths per 100,000 population, compared to a national rate of 47.9 accidental deaths per 100,000.⁵³ A large majority of Alaska's accidental deaths are alcohol-related, as seen in Table 3.

⁵¹Id. Although alcohol contributes to these causes of death, other factors are also involved.

⁵²Alaska Department of Health and Social Services, "The Data Appendix to State Health Plan," July 1983.

⁵³Id. at I-67.

TABLE 3

Mortality Data for Selected Causes of Death in Alaska; 1980-1982⁵⁴

Death cause	1980			1981			1982		
	Total deaths	Alcohol related		Total deaths	Alcohol related		Total deaths	Alcohol related	
		n	%		n	%		n	%
Drowning	86	58	67.4	132	90	68.1	118	80	67.7
Suicide	72	58	80.5	66	53	80.3	56	45	80.3
Alcoholism	16	16	100	11	11	100	8	8	100
Cirrhosis	36	29	80.5	51	30	58.8	41	25	60.9
Fires	23	12	52.2	27	14	51.8	19	10	52.6
Traffic	107	50	48.5	100	53	53	143	94	65.7
Homicide	33	27	81.8	50	41	82	54	44	81.4
TOTAL	373	252	67.5	437	292	66.8	439	306	69.7

Suicide

High rates of suicide have been linked to heavy chronic drinking and the depressing, and isolating, condition of life as an alcoholic. One of the more frequent causes of death among chronic drinkers is suicide and a large proportion of suicide cases are alcoholics.⁵⁵ As high as four out of five persons who attempt suicide have been

⁵⁴Alaska Department of Health and Social Services, Office of Alcoholism and Drug Abuse, "Annual Report to the Legislature," 1982-1984.

⁵⁵Wolfgang Schmidt and Robert Popham, "Alcohol Consumption and Physical Health," 1975.

drinking. Alcoholics commit suicide from six to fifteen times more frequently than the general population.⁵⁶

Suicide attempts and completions occur more frequently among Alaska's native population than among non-natives.⁵⁷ At the present time, the highest at-risk groups for attempting suicides are 15-24 year old native males and females. Table 4 shows the relationship between age, sex and suicides in 110 rural Alaska communities. In rural Alaska, suicide attempts quadrupled during the past decade; in comparison, urban suicide attempts doubled over the same period of time. The frequency of rural suicide attempts is double the rate of attempts in urban areas of the state.

⁵⁶ Id.

⁵⁷ Alaska Native Health Board, Inc., "Rural Health Issues Study and Statewide Suicide Evaluation Project," November 1985.

Table 4

Alcohol-related Attempted and Completed Suicides in 110 Rural Alaska Communities by Race by Sex: 1982-84⁵⁸

Year	NATIVE				NON-NATIVE			
	Attempted		Completed		Attempted		Completed	
	M	F	M	F	M	F	M	F
1982	3/44	37/50	17/32	3/4	2/8	1/7	2/4	0/0
1983	28/39	43/58	17/22	1/2	9/16	9/17	2/3	1/2
1984	52/65	76/103	18/19	5/6	5/10	6/19	3/4	0/0

Source: Unverified responses to 1985 ANHB Suicide Survey sent to Community Health Aides, Police Departments and Hospitals.

Northwest Alaska has the highest suicide rate in the state: the number of Inupiats committing suicide in the NANA region is seven times the national average and between 1.7 and 5.8 times higher than the rates of native suicide in other regions of the state.⁵⁹ This rate has increased substantially over the course of the past decade. Alcoholics and alcohol abusers comprise 71% of the persons either attempting or committing suicide.⁶⁰ Although alcohol

⁵⁸ Id. at 89.

⁵⁹ Robert Travis, "Suicide in Northwest Alaska," White Cloud Journal, 3:23-30, 1983.

⁶⁰ In his study, Travis defined an alcoholic as "being intoxicated with problems more than 6 times a year (problems may be legal, medical or family)." The definition used for alcohol abuser was "being intoxicated with loss of control between two and six times a year (loss of control may refer
(Footnote Continued)

appears to be more a facilitator of suicide than an underlying cause, fully 86% of the suicides and suicide attempts in Northwest Alaska are alcohol-related. This reflects a greater correlation between alcohol and suicide than is seen in other native American societies.⁶¹

In an attempt to understand factors contributing to the alarming rate of suicide by Alaska Natives, a study of suicide survivors was conducted by a psychiatrist working in conjunction with the Alaska Native Medical Center in Anchorage.⁶² In his report, the psychiatrist observed the high correlation between alcohol and suicide, and noted that most of the suicide attempts studied were impulsive acts rather than premeditated. As a conclusion, the following advice was offered by the author of the study:

Limiting the easy availability of alcohol would reduce the overall level of traumatic death. Currently some native villages are considering measures to restrict the sale or importation of liquor...However, ultimately to reverse the tragic and disproportionate hazard of suicide among...Native Alaskans, the cultural causes will need to be addressed by Natives who have regained hope and control of their own lives. (Emphasis added)⁶³

(Footnote Continued)
to blackouts, drinking to get drunk, going on binges, or fighting while drunk)."

⁶¹Id.

⁶²Brian L. Kost-Grant, M.D., "Self-inflicted Gunshot Wounds Among Alaska Natives," Public Health Reports, 98:72-78, January-February 1983.

⁶³Id. at 77-78.

Crime

The relationship between alcohol and crime was explained by the head of Alaska's Public Defender Agency⁶⁴ during a 1982 Conference on Violence:

Probably the clearest factor leading to violence...is alcohol. The vast majority of our caseload of offenses involve alcohol, and I think that unless the alcohol question is dealt with, violence is going to continue. ...[V]iolence clearly begets violence. Many of our clients charged now with crimes of violence have been victims of violence in the past. Sexually assaulted children have been repeating that pattern with their own children. Abused physically by their parents, they become abusive people. In terms of possible solutions, the alcohol problem is the first one to combat.⁶⁵

Testimony presented during past legislative hearings documents the relationship between violent crime and alcohol abuse.⁶⁶ In 1981, police, prosecutors, judges, community leaders and victims told the House Task Force on Violent Crime that "alcohol abuse and violent crime are inseparable." The Task Force found that crime is significantly more of a problem in rural Alaska than in the

⁶⁴The Public Defender Agency provides legal representation to people charged with crimes who can not afford to hire a private lawyer.

⁶⁵Lana Fabe, "Criminal Justice and Violence in the 1980's," pp. 88-89 in Knowlton Johnson (Ed.), Insights and Strategies for Confronting Violence: Conference Proceedings, Proceedings of the 1982 Conference on Violence, School of Justice, University of Alaska.

⁶⁶House Task Force on Violent Crime, "Report to the First Session, Twelfth Alaska Legislature," June 1981.

cities. For example, the sexual assault rate for Alaska villages was 99.2 cases per 100,000 people, compared to the statewide sexual assault rate of 51.6 cases per 100,000. The homicide rate in villages was 28.4 per 100,000, compared to a statewide murder rate of 10.8 cases per 100,000.

The relationship between alcohol and crime was explored by the Alaska Judicial Council in 1980.⁶⁷ The Judicial Council gathered data from all ten Superior Court locations in the state. Information contained in felony presentence reports relating to offender drug and alcohol abuse, in the period of time from July 1976 to July 1979, was analyzed. As reflected in Table 5, the Judicial Council data showed a strong relationship between alcohol and crime. The correlation was highest in the category of violent crime.

⁶⁷Alaska Judicial Council, Memorandum from Nick Maroules to Michael Rubinstein, "Relationship of Drug and Alcohol Use to Crime," January 11, 1980, Appendix D in Alaska Department of Health and Social Services, Office of Alcoholism and Drug Abuse, "Annual Report to the Legislature," 1981.

TABLE 5

Frequency of Use of Drugs and Alcohol
At Time of Offense for Four Offense Classes⁶⁸

	<u>Used Drugs</u>	<u>Used Drugs & Alcohol</u>	<u>Used Alcohol</u>
<u>Violent Offenses</u>	3.2% (19)	4.9% (29)	56.3% (330)
<u>Property Offenses</u>	4.0% (29)	4.4% (32)	39.2% (286)
<u>Forgery/Fraud Offenses</u>	2.7% (7)	0.8% (2)	9.1% (24)
<u>"Morals" Offenses</u>	1.1% (1)	9.9% (9)	46.2% (42)

The Judicial Council conducted a second analysis of the relationship between alcohol and felony crime, using 1980 data.⁶⁹ In this study, urban felony cases were evaluated separately from rural cases. As shown in Tables 6 and 7, a strong correlation was found to exist between alcohol use and crime. Violent crime was more frequently linked to alcohol, in both urban and rural areas, than other categories of criminal activity.

⁶⁸ Id.

⁶⁹ Alaska Judicial Council, "Alaska Felony Sentences: 1980," December 1982.

TABLE 6⁷⁰

Frequency of Use of Drugs and/or Alcohol
At Time of Offense for Five Offense Classes*
(Urban Courts - 1980)

<u>Class of Offense:</u>	<u>Total Cases</u>	<u>Used Drugs</u>	<u>Used Drugs & Alcohol</u>	<u>Used Alcohol</u>
1. Murder/Kidnapping	(n=14)	----- -----	21.4% (3)	78.6% (11)
2. Violent Felonies	(n=142)	2.1% (3)	4.2% (6)	65.5% (93)
3. Property Offenses	(n=195)	2.6% (5)	2.6% (5)	46.2% (90)
4. Fraud Offenses	(n=24)	----- -----	12.5% (3)	12.5% (3)
5. "Other" Offenses	(n=9)	11.1% (1)	----- -----	22.2% (2)

*Percents indicate proportion of all cases within class.

70 Id.

TABLE 7⁷¹

Frequency of Use of Drugs and Alcohol
At Time of Offense for Five Offense Classes*
(Rural Courts - 1980)

Class of Offense:	Total Cases	Used Drugs	Used Drugs & Alcohol	Used Alcohol
1. Murder/Kidnapping	(n=4)	----- -----	----- -----	100.0% (4)
2. Violent Felonies	(n=142)	1.4% (2)	4.9% (7)	80.1% (113)
3. Property Offenses	(n=151)	2.6% (4)	5.3% (8)	55.6% (84)
4. Fraud Offenses	(n=16)	----- -----	----- -----	6.3% (1)
5. "Other" Offenses	(n=13)	----- -----	15.4% (2)	46.2% (6)

*Percents indicate proportion of all cases within class.
Drug offenses omitted from this analysis.

The relationship between alcohol and misdemeanor crime in 1981 was evaluated by the Judicial Council as part of a study of misdemeanor sentencing patterns.⁷² The figures reflected in Table 8 show that misdemeanor offenders frequently were using alcohol at the time their crime was committed.

⁷¹ Id.

⁷² Alaska Judicial Council, "Alaska Misdemeanor Sentences: 1981," December 1983.

TABLE 8

1981 Misdemeanors
Breakdown by Community of
Alcohol and/or Drug Use at Time of Offense⁷³

	No Evidence		Alcohol		Drugs		Alcohol & Drugs		Alc/Drugs (Not Spec.)	
	n	(%)	n	(%)	n	(%)	n	(%)	n	(%)
Anch.	193	(42.2)	240	(52.5)	2	(0.4)	13	(2.8)	9	(2.0)
Barrow	5	(10.0)	43	(86.0)	0		2	(4.0)	0	
Bethel	12	(10.6)	100	(88.5)	1	(0.9)	0		0	
Fair.	55	(21.7)	177	(70.0)	3	(1.2)	12	(4.7)	6	(2.4)
Juneau	22	(21.6)	74	(72.5)	0		6	(5.9)	0	
Kodiak	21	(21.6)	72	(74.2)	1	(1.0)	3	(3.1)	0	
Nome	13	(11.1)	102	(87.2)	0		2	(1.7)	0	
Sitka	21	(23.6)	64	(71.9)	1	(1.1)	2	(2.2)	1	(1.1)
TOTAL	342	(26.8)	872	(68.2)	8	(0.6)	40	(3.1)	16	(1.3)

⁷³Id.

In addition to these statewide studies, the relationship between alcohol and criminal activity has been evaluated in at least one specific region of the state. Tables 9 and 10 show that most incidents of criminal activity in the mid-Kuskokwim area of southwest Alaska were found to be alcohol-related for study years 1979 and 1981-1982.⁷⁴

TABLE 9

Total and alcohol-related incidents by village: 1979

<u>Village</u>	<u>total incidents</u>		<u>alcohol-related incidents</u>	
	<u>number</u>	<u>instigated by</u>		<u>number</u>
		<u>natives</u>	<u>adult male natives</u>	
Aniak	19	14	9	15
Chuathbaluk	2	2	2	2
Crooked Creek	15	15	11	15
Kalskag, Lower	4	4	3	2
Kalskag, Upper	1	1	1	1
Red Devil	1	1	0	1
Sleetmute	6	2	0	6
Stony River	4	3	3	3
Between villages	3	3	3	1
TOTAL	55	45	32	46

⁷⁴David L. Marshall and Susan Soule, "Law Enforcement Incidents, Mid-Kuskokwim: 1979," July 1, 1980; and David L. Marshall, "Law Enforcement Incidents, Mid-Kuskokwim: 1981-1982," May 31, 1983.

TABLE 10

Total and alcohol-related incidents by village: 1981-1982

<u>village</u>	<u>number</u>	<u>total incidents</u>		<u>alcohol-related</u>
		<u>instigated by</u>		<u>incidents</u>
		<u>natives</u>	<u>adult male</u>	<u>number</u>
Aniak	6	5	3	2
Chuathbaluk	1	1	1	1
Crooked Creek	7	7	7	5
Kalskag, Lower	7	7	6	4
Kalskag, Upper	9	9	8	7
Sleetmute	22	21	11	20
Stony River	5	4	3	3
TOTAL	57	54	40	42

Families

Heavy drinking appears to have a profound affect on family stability. In families with at least one alcoholic spouse, the rate of separation and divorce is seven times that of the general population. Alcoholism is involved in 40% of family court problems nationwide. One third of the persons interviewed in a 1982 survey felt that alcohol caused problems in their families.⁷⁵

Domestic Violence

An excellent and well-documented study of spouse abuse in three southwestern Alaska Eskimo communities

⁷⁵T. Jacob and R. Seilhamer, "The Impact on Spouses and How They Cope," pp. 114-126 in Alcohol and the Family, St. Martin's Press, 1982.

categorically found that a strong relationship between problem drinking and wife beating exists.⁷⁶ In two of the communities studied, the incidence of spouse abuse was found to be ten times greater than that reported nationally.

The domestic violence problems linked to alcohol were not limited to incidents of spouse abuse: child abuse and parent abuse⁷⁷ were also found to be common in the villages studied. With two exceptions, all cases of child abuse discovered by the researchers involved alcohol. In addition, child neglect was found to be characteristic of households containing problem drinkers. Parent abuse appeared to be 100% alcohol-related.

In comparing men who abuse their spouses with those that do not, the researchers found that the abusers had a history of exposure to spouse abuse in their childhood home. Compared to non-victims, most victims did not have a background of abuse in their own families. These findings suggest that spouse abuse may become more widespread as children from violent homes make families of their own.⁷⁸

⁷⁶Anne D. Shinkwin and Mary C. Pete, "Homes in Disruption: Spouse Abuse in Yupik Eskimo Society," August 1983.

⁷⁷For example, threats made to a parent of sufficient severity to cause the parent to leave the house.

⁷⁸Significantly, the researchers found that when the problem drinker stopped abusing alcohol, the domestic violence usually stopped.

Tables 11 and 12 show the relationship between problem drinking and abusive behavior that was found to exist.

TABLE 11⁷⁹

Proportion of people in spouse abusing relationships who are problem drinkers

	<u>Spouse Abusing Couples % of Problem Drinkers</u>	
	<u>Males</u>	<u>Females</u>
Kotlik	100%	9%
Emmonak	100%	30%
Hooper Bay	*85%	**39%

*Three more batter only when drunk, raising the percentage of alcohol involvement to 94% One is a non-drinking victim whose wife is a problem drinker.

**One abuses her husband.

TABLE 12⁸⁰

Violence among problem drinkers

	<u>Problem drinkers</u>		
	<u>Kotlik</u>	<u>Emmonak</u>	<u>Hooper Bay</u>
Total Percent of Problem Drinkers Involved in Violence	71%	72%	66%
Type of Violence			
Non-domestic only	32%	22%	33%
Domestic only	18%	23%	21%
Non-domestic and Domestic	21%	28%	13%

⁷⁹ Id. at 49.

⁸⁰ Id. at 53.

Another study of the relationship between alcohol abuse and domestic violence was conducted in 1982 by analyzing questionnaires completed by clients at a battered women's shelter in Anchorage.⁸¹ This study found that the use of alcohol and drugs was a major contributing factor in domestic violence: 46% of the spouse abusers were reported to always use alcohol or drugs during their violent episodes, and 63% were using alcohol or drugs during the most recent episode of violence. Among spouses reported as substance abusers, 53% were always violent when using alcohol or drugs and 83% were using alcohol or drugs during the most recent episode of violence.

The Anchorage study also found a relationship between the severity of violence and substance abuse. The more extreme the violence, the more likely that the spouse was using alcohol or drugs: 57% of the women suffering a relatively low level of violence reported that their spouse used alcohol or drugs, while 87% of those suffering extreme abuse had chemical-using spouses. A much higher degree of violence and alcohol or drug abuse was reported by native

⁸¹David Basham and Denise Brothers, "An Investigation of Alcohol and Drug Abuse Among Battered Women in Anchorage," p. 198-206 in Knowlton Johnson (Ed.), Insights and Strategies for Confronting Violence: Conference Proceedings, Proceedings of the 1982 Conference on Violence, School of Justice, University of Alaska, 1983.

clients, both in terms of family history and the reason the client sought assistance at the Anchorage shelter .

Other conclusions of significance reached by the Anchorage researchers are:

1. The history of violence in the male's family is of far more importance in contributing to his violent behavior than is his history of alcohol or drug use, although his use is associated with more severe violence.
2. In cases where women have been mistreated as children, the frequency of beatings tends to be greater.

Alcohol and Pregnancy

Heavy drinking during pregnancy increases the risk of miscarriage and can result in alcohol-related birth defects.⁸² When consumed in large amounts, alcohol can cause fetal alcohol syndrome.⁸³ Fetal alcohol syndrome appears to occur at a rate of 1 to 3 cases per 1,000 births.⁸⁴ The primary characteristics of fetal alcohol syndrome can be grouped into four categories:

⁸²U.S. Department of Health and Human Services, "Fifth Special Report to the U.S. Congress on Alcohol and Health," December 1983.

⁸³Id.

⁸⁴Id.

1. Central Nervous System: Eighty percent of fetal alcohol syndrome patients are mentally retarded. Other central nervous system symptoms are poor motor coordination, reduced muscle tone, tremulousness, irritability in infancy, and hyperactivity in childhood.
2. Growth Deficiencies: Over 80% of fetal alcohol syndrome patients have prenatal and postnatal reduction in body length, weight and head circumference.
3. Facial Abnormalities: A pattern of abnormal features of the face and head is frequently seen in fetal alcohol syndrome patients.
4. Other Malformations: Fetal alcohol syndrome patients suffer malformations of various organ systems, including cardiac, urogenital, and skeletal.⁸⁵

Alcohol-related birth defects occur more frequently than fetal alcohol syndrome.⁸⁶ Low birth weight is the leading cause of infant mortality in Alaska, and alcohol

⁸⁵James Gorman, "Alcohol Related Morbidity and Mortality, Medical Diagnosis and Treatment: A Concept Paper," March 15, 1982.

⁸⁶U.S. Department of Health and Human Services, "Fifth Special Report to the U.S. Congress on Alcohol and Health," December 1983.

consumption by the mother during pregnancy is one of the factors leading to low birth weight.⁸⁷

Children of Alcoholics

Children of alcoholics have been the subject of a great deal of study over the past ten years. Researchers have found that there is a substantial relationship between having an alcoholic parent and development of alcoholism. A compilation of research conclusions reflects the following facts about children of alcoholics:⁸³

1. 50% of alcoholics are children of alcoholics.
2. 36% of the children of alcoholics are heavy abusers of alcohol. In comparison, an evaluation of the children of families with serious problems other than alcoholism, shows that 16% abuse alcohol.
3. One out of four children in school has at least one parent who abuses alcohol.
4. Children of alcoholics are frequent victims of incest, child neglect, and other forms of violence and exploitation. In 90% of child abuse cases, alcohol is a significant factor.
5. A disproportionate number of children being

⁸⁷Alaska Native Health Board, Inc., "Rural Health Issues Study and Statewide Suicide Evaluation Project," 1985.

⁸⁸Cindy Scales and Joyce Schwettman, "Children of Alcoholics: Facts and Recommendations," 1985.

referred to school authorities for discipline and entering the juvenile justice system or mental health facilities, are children of alcoholics.

6. Children of alcoholics are prone to experience a range of psychological difficulties, including learning disabilities, anxiety, attempted and completed suicide, eating disorders and compulsive achieving.
7. Family alcoholism is responsible for native students dropping out of high school at a higher rate than other students.
8. Over 50% of people served by Employee Assistance Programs are adult children of alcoholics.

This data is supported by anthropological field work. For example, an analysis of Athabascan drinking habits discussed the reaction of children to parental drinking.⁸⁹ The anthropologist observed that when parents became intoxicated, children maintained and managed the household. Older siblings fed, dressed and cared for younger siblings, thus protecting them from neglect. Children cared for parents rendered helpless by alcohol, and occasionally protected other family members from violent outbursts of the drinking parent. In extreme situations, children left home

⁸⁹Greg Brelsford, "Athabascan Drinking Behavior: A Preliminary Ethnography," Department of Health and Social Services Quarterly, 14-20, Winter 1977.

and stayed temporarily with relatives or friends while their parents were drinking.

Economic Costs

The economic cost to society from alcohol abuse is high. Various methodologies have been used for measuring the cost of alcohol abuse to the State of Alaska in dollars. One study concluded that the total cost for fiscal year 1984, including direct and indirect costs, was \$195,500,000.⁹⁰ Table 13 summarizes the specific figures used in arriving at this total.

⁹⁰California Health Research Foundation, "Economic Costs to State of Alaska for Alcohol, Drug Abuse and Mental Illness, 1983-1984," 1985.

TABLE 13

Costs to the State of Alaska from Alcohol Abuse: 1984

CORE COSTS	<u>\$169,600,000</u>
Direct	<u>25,400,000</u>
Treatment	22,300,000
Support	3,100,000
Indirect	<u>144,200,000</u>
Mortality	41,800,000
Morbidity	102,400,000
Reduced Productivity	92,100,000
Lost Employment	10,300,000
OTHER RELATED COSTS	<u>\$25,400,000</u>
Direct	<u>18,000,000</u>
Motor Vehicle Crashes	7,200,000
Crime	6,800,000
Public	6,100,000
Private	600,000
Property Loss/Damage	100,000
Social Welfare Program	500,000
Other	3,500,000
Indirect	<u>7,400,000</u>
TOTAL	<u>\$195,500,000</u>

Another analysis of the economic cost of alcohol abuse has been prepared by the State Office of Alcoholism and Drug Abuse (SOADA). The figures developed by SOADA indicate that the cost of alcohol abuse in Alaska is \$185,294,061.⁹¹ Since the state gains \$14,868,433 in income from alcohol excise taxes, the net loss to the state under the analysis prepared by SOADA is \$170,425,628.⁹² Table 14 summarizes the specific figures used in arriving at this total.

⁹¹These figures are based on a methodology developed and explained in Volume I of "Working Papers: Descriptive Analysis of the Impact of Alcoholism and Alcohol Abuse in Alaska, 1975," by the Analysis of Alcohol Problems Project, Dennis Kelso, Project Director. At the time the 1975 study was completed, the total economic cost attributable to alcoholism and alcohol abuse amounted to \$131.2 million. This amount was compared to figures prepared for the United States as a whole and found to be 65% greater than a corresponding adjusted national estimate.

⁹²According to James Gorman, the Health Planner for SOADA responsible for updating the economic analysis first developed by the Analysis of Alcohol Problems Project, *id.*, these figures represent a conservative estimate of the cost of alcohol abuse to the State of Alaska. For example, none of the dollars spent on running the Alaska Psychiatric Institute are included in the figures, despite the fact that Gorman reports at least 10% of the persons institutionalized at A.P.I. are there for solely alcohol-related problems.

TABLE 14

Selected Computations of Alcohol Related Costs: 1984

Public Assistance Payments:	\$5,828,210
Medical Assistance Payments:	5,650,892
Social Services:	
Foster care, Institutional care for children, Day-care, Protective Services, Homemakers (*some drug costs included)	8,718,444
Motor Vehicle:	
Accidents, Fatalities, Injuries, Property Damage	31,903,460
Criminal Justice System:	
Prosecution, Enforcement, Courts, Corrections	78,644,355
State Office of Alcoholism & Drug Abuse:	15,109,700
Costs of Lost Production:	19,870,000
Estimated Institutional Excess Costs, Health and Medical Care	19,569,000
	<u>TOTAL COSTS</u> \$185,294,061
Net Revenue to State from License Fees and Taxation	<u>TOTAL REVENUE</u> \$14,868,433
	<u>NET COST</u> \$170,425,628

Legal Issues Presented by Proposal to
Ban Possession of Alcohol

Federal Law on Regulating Alcohol

The Twenty-first Amendment to the United States Constitution⁹³ gives states the power to absolutely prohibit, or to limit and regulate, traffic in intoxicating liquors within their borders.⁹⁴ In Ziffrin, Inc. v. Reeves,⁹⁵ the Court determined that a state may absolutely prohibit the manufacture of intoxicants, their transportation, sale, or possession, irrespective of when or where produced or obtained, or the use to which they may be

⁹³In pertinent part, the Twenty-first Amendment provides that "The transportation or importation into any State, Territory, or possession of the United States for delivery or use therein of intoxicating liquors, in violation of the laws thereof, is hereby prohibited."

⁹⁴See e.g., California v. LaRue, 409 U.S. 109, 114 r'hrq. denied 410 U.S. 948 (1972):

While the States, vested as they are with general police power, require no specific grant of authority in the Federal Constitution to legislate with respect to matters traditionally within the scope of the police power, the broad sweep of the Twenty-first Amendment has been recognized as conferring something more than the normal state authority over public health, welfare and morals.

It is important to note, however, that the Twenty-first Amendment does not empower the states to prohibit or regulate the importation of alcoholic beverages into federal lands within the states that are under the exclusive jurisdiction of the United States, such as national parks and military reservations. Collins v. Yosemite Park & Curry Co., 304 U.S. 518 (1938). See also, Alaska Legal Services Corporation, "Applicability of Alaska Title 4 Alcohol Local Option Law Regarding Federal Enclaves Within Alaska," June 21, 1982.

⁹⁵308 U.S. 132 (1939).

put. States "may adopt measures reasonably appropriate to effectuate"⁹⁶ such prohibitions and may "exercise full police authority in respect of them."⁹⁷

A specific "right to privacy" does not exist under the federal constitution. However, the Supreme Court has found that certain of the specific protections provided in the Bill of Rights have "penumbras" that create "zones of privacy."⁹⁸ In evaluating the federal right to privacy, the Alaska Supreme Court has stated:

...the federal right to privacy arises only in connection with other fundamental rights, such as the grouping of rights which involve the home. And even in connection with the penumbra of home-related rights, the right of privacy in the sense of immunity from prosecution is absolute only when the private activity will not endanger or harm the general public.⁹⁹

Given the nature of the privacy rights that the Court has found to be protected by the federal constitution, it is unlikely that the right to consume alcohol would fall within the boundaries of protected behavior.¹⁰⁰

⁹⁶ Id. at 108.

⁹⁷ Id.

⁹⁸ Griswold v. Connecticut, 381 U.S. 479 (1965). In Griswold, the Court held that "specific guarantees in the Bill of Rights have penumbras, formed by emanations from those guarantees that help give them life and substance." 381 U.S. at 484.

⁹⁹ Ravin v. State, 537 P.2d 494, 500 (1975).

¹⁰⁰ Griswold v. Connecticut, 381 U.S. 479 (1965) (right of married persons to contraception information); Roe v.
(Footnote Continued)

State Law on Regulating Alcohol

Prohibition laws existed, and were upheld, even before Alaska became a state.¹⁰¹ In In re Kave,¹⁰² the court acknowledged that the right to sell liquor could be prohibited altogether in Alaska. After statehood, in upholding delegation of rule-making authority to the Alcohol Beverage Control Board, the court stated in Boehl v. Sabre Jet Room,¹⁰³, that the legislature has the power to impose either complete prohibition or any other conditions deemed necessary "to afford the greatest degree of protection to the citizens of the state."¹⁰⁴

The Supreme Court distinguished regulation of alcoholic beverages from regulation of other commercial enterprises because alcohol "possesses the capacity for grave and harmful effects upon the public welfare."¹⁰⁵ In reaching this conclusion, the court did not rely on an extensive

(Footnote Continued)

Wade, 410 U.S. 113 (1973) (right to choose abortion); Stanley v. Georgia, 394 U.S. 557 (1969) (right to possess obscene matter in the home). The Alaska Court of Appeals has stated that, as a matter of federal constitutional law, the consumption of alcoholic beverages does not rise to the same level as the above-enumerated rights. Harrison v. State, 687 P.2d 332 (Alaska App. 1984).

¹⁰¹See History of Alcohol Regulation in Alaska, *supra* at 13.

¹⁰²11 Ak. Rpts. 556, 562 (Ak. Dist. Ct. 1948).

¹⁰³349 P.2d 585 (Alaska 1960).

¹⁰⁴Boehl v. Sabre Jet Room, 349 P.2d at 589.

¹⁰⁵Id. at 589.

evidentiary record. Instead, the court found as a "matter of common knowledge that lack of restraint in this field is almost invariably damaging to the community."¹⁰⁶

Privacy Issues

Article I, Section 22 of the Alaska Constitution states, "The right of the people to privacy is recognized and shall not be infringed." This explicit constitutional right grants greater protection to individual privacy interests than the federal Constitution. In 1975, the Alaska Supreme Court relied on the privacy provision of the state constitution in ruling that adults could not be prohibited from possessing marijuana in their own homes for personal use.¹⁰⁷ The court found that the state had not demonstrated the existence of any legitimate state interest in regulating such conduct strong enough to justify breaching the privacy of an individual's home.¹⁰⁸

¹⁰⁶ Id.

¹⁰⁷ Ravin v. State, 537 P.2d 497 (Alaska 1975). A common misconception about the Ravin decision is that the court found a constitutional right to possess marijuana. This contention was specifically rejected by the court, which clearly concluded "that there is not a fundamental constitutional right to possess or ingest marijuana in Alaska." Id. at 502. The challenger to the existing local option law in Harrison v. State, 687 P.2d 332, 338 (Alaska App. 1984), conceded that an absolute right to consume alcohol does not exist in Alaska.

¹⁰⁸ In so ruling, the court noted that the "effects of marijuana on the individual are not serious enough to
(Footnote Continued)

In its ruling, the court emphasized that privacy in the home is a fundamental right under both the federal and Alaska constitutions. However, the court was equally emphatic that privacy is not an absolute right. The right to privacy

must yield when it interferes in a serious manner with the health, safety, rights and privileges of others or with the public welfare. No one has an absolute right to do things in the privacy of his own home which will affect himself or others adversely.¹⁰⁹

Therefore, an analysis of whether a statutory provision violates constitutional privacy protections must consider whether the state has demonstrated a sufficient public welfare justification for the statute and whether there is a "close and substantial relationship" between the statute and protection of the public welfare.¹¹⁰ If such a relationship is not shown in cases where fundamental rights are involved, statutory prohibitions will be found unconstitutional:

The privacy of the individual's home cannot be breached absent a persuasive showing of a close and substantial relationship of the intrusion to a legitimate governmental interest...The state must demonstrate a need based on proof that the public health or welfare will in fact suffer if the controls are not applied.¹¹¹

(Footnote Continued)
justify widespread concern, as least as compared with the far more dangerous effects of alcohol, barbituates and amphetamines." (Emphasis added) 537 P 2d. at 509-510.

¹⁰⁹ Id. at 504.

¹¹⁰ Id.

¹¹¹ Id. at 511.

In State v. Erickson,¹¹² the court applied the Ravin standard to a claim that the statutory prohibition against cocaine possession and use in the home violated the right to privacy. After an extensive discussion of the effects of cocaine, the court determined that cocaine presents a "substantial potential for harm" to the public welfare.¹¹³ This was "a sufficient showing of societal risk" to legitimize prohibiting that which would be constitutionally protected in the absence of such a showing.¹¹⁴ Therefore, the court ruled that criminalizing the personal use and possession of cocaine, by adults in their homes, does not impermissibly infringe on the individual's right to privacy.

In considering a challenge to that portion of the local option law which allows communities to ban importation of alcohol, the court in Harrison v. State,¹¹⁵ began its analysis by ruling that there is no fundamental right to possess or consume alcohol in Alaska. However, the court pointed out that the privacy amendment to the state constitution "shields the ingestion of food, beverages or

¹¹²574 P.2d 1 (1978).

¹¹³Id. at 22. As part of its evidentiary summary, the court acknowledged factual support for the contention that "cocaine is probably less dangerous than alcohol, barbiturates or amphetamines."

¹¹⁴State v. Erickson, 574 P.2d at 22 n. 144.

¹¹⁵687 P.2d 332, 338 (Alaska App. 1984).

other substances."¹¹⁶ As a result of the determination that these activities are constitutionally protected, their regulation must be justified as a legitimate health and welfare measure. Since a law banning importation is strongly related to consumption of alcohol in the home, the Harrison court evaluated whether the ban on importation violates state constitutional privacy protections. The court emphasized that because the importation law indirectly regulates consumption of alcohol in the home, the state "bears a heavy burden of justifying the regulation as a legitimate health and welfare measure."¹¹⁷

After referring to undisputed evidence that "unmistakably established a correlation between alcohol consumption and poor health, death, family violence, child abuse, and crime,"¹¹⁸ the Court of Appeals held that the state had met its burden of justifying the local option law as a health and welfare measure. In so ruling, the court made specific reference to previous rulings of the Alaska Supreme Court that had expressly recognized "the deleterious effects of consuming alcoholic beverages" and that had expressly found that alcohol is more dangerous than either

¹¹⁶ Id.

¹¹⁷ State v. Harrison, 687 P.2d at 338.

¹¹⁸ Id.

marijuana or cocaine.¹¹⁹ The Court of Appeals upheld the law by concluding that "enactment of Alaska's local option law bears a close and substantial relationship to the legitimate legislative goal of protecting the public health and welfare by curbing the level of alcohol abuse in our state."¹²⁰

Possession by Consumption

In 1972, the Legislature passed the Uniform Alcoholism and Intoxication Treatment Act.¹²¹ The Uniform Act included a declaration of state policy relating to persons abusing alcohol:

It is the policy of the state that alcoholics and intoxicated persons should not be criminally prosecuted for their consumption of alcoholic beverages and that they should be afforded a

¹¹⁹Id. at 338-39.

¹²⁰Id. at 339. The court rejected Harrison's assertion that the local option law is not substantially related to a legitimate state purpose because the moderate consumption of alcoholic beverages may be medically beneficial:

While moderate use of alcoholic beverages may be beneficial, the evidence showing the harmful effects of consumption is undisputed. The legislature, after considering the severe social costs of alcohol abuse, concluded that all communities should have the option of controlling the level of local distribution and availability. Even though decreased restrictions on the availability of alcoholic beverages may, as Harrison argues, increase the proportion of moderate consumers to alcohol abusers, broadened access to alcoholic beverages will undoubtedly increase the absolute number of alcohol abusers. The threat posed to society by widespread alcohol abuse is enormous.

¹²¹A.S. 47.37.010 et seq.

continuum of treatment so they may lead normal lives as productive members of society.¹²²

In Peter v. State,¹²³ the Alaska Supreme Court considered at length the underlying purpose of the Uniform Act and of the concurrent repeal of Alaska's public drunkenness statute.¹²⁴ The court found that the Uniform Act was passed as a response to changing societal attitudes towards those who are unable to deal with alcohol responsibly:

[The Uniform Act] incorporates into the law the realization that alcoholism is a disease, and that symptoms of this disease, i.e., public drunkenness, should not be made the subject of criminal sanctions. Rather, the legislature has decided that the proper reaction is to treat these manifestations of the disease of alcoholism through a comprehensive care program. To the extent that prior laws would defeat this purpose, they must fall.¹²⁵

The court then invalidated a regulation making it a misdemeanor to appear upon or along a highway or street in an intoxicated condition. This ruling was based on a finding that "there is an irreconcilable conflict between an act, a principal purpose of which is to decriminalize public

¹²²A.S. 47.37.010.

¹²³531 P.2d 1262 (Alaska 1975).

¹²⁴Until its repeal, A.S. 11.45.032 prohibited being drunk, and drinking in public, and made each offense punishable by a maximum \$300 fine, 30 days imprisonment, or both a fine and imprisonment.

¹²⁵Id. at 1271.

drunkenness," and the regulation under consideration.¹²⁶
The court found the regulation to be "little more than a law prohibiting public drunkenness in the guise of a traffic regulation."¹²⁷

In a different context, the Bethel District Court relied on Peter and invalidated a municipal ordinance prohibiting the carrying, concealing and transporting of open containers of intoxicating liquor in public by persons under the influence of intoxicating liquor.¹²⁸ The court found that the ordinance was impermissible because it ran afoul of the purpose of the Uniform Act, and was merely "a lever by which the City attempts to criminalize public drunkenness."¹²⁹

If a law banning possession of alcohol were interpreted to mean that an intoxicated person could be convicted of a law violation simply for possessing alcohol within his or her blood supply, such a law might be invalidated under the analysis applied in the above-cited cases. There appears to be little distinction between prohibiting being drunk in

¹²⁶ Id.

¹²⁷ Id.

¹²⁸ City of Bethel v. John, et. al., B-77-13039 Cr. (1977).

¹²⁹ Id. at 9.

public and prohibiting possession of alcohol, when that alcohol is possessed solely within the body.¹³⁰

Criminal, Civil and Quasi-criminal Penalties

In Alaska, the law provides an array of remedies for statutory violations. Persons engaging in prohibited behavior may be prosecuted under the state criminal laws, may be subjected to civil suit, or may be sanctioned by imposition of civil monetary penalties within the context of the rules of criminal procedure. The sanctions that combine aspects of both civil and criminal law are referred to as quasi-criminal offenses.¹³¹

In general, civil actions are brought to protect the rights of individuals, or to remedy private wrongs.¹³² The procedural setting in which these actions are heard is

¹³⁰In addition to the conflicts with the Uniform Act discussed above, there is authority which suggests that internal possession of a controlled substance, standing alone, is insufficient to prove knowing possession of the substance. See, e.g., State v. Flinchpauqh, 659 P.2d 208, 211 (Kan. 1983) ("Once a controlled substance is within a person's system, the power of the person to control, possess, use, dispose of, or cause harm is at an end. The drug is assimilated by the body."), and Hunnicuttt v. State, Memorandum Opinion and Judgment No. 550 at 4 (Alaska App., March 28, 1984) ("On appeal, the state concedes that internal possession alone cannot support a conviction."). Of course, the offender's state of intoxication could clearly be used as circumstantial evidence of prior possession.

¹³¹State v. Clayton, 584 P.2d 1111, 1114 (Alaska 1978); State v. O'Neill Investigations, Inc., 609 P.2d 520, 525-26 (Alaska 1980).

¹³²State v. O'Neill Investigations - 609 P.2d at 525.

controlled by the rules of civil procedure. Ordinary criminal enforcement mechanisms, such as arrest for failing to respond to a summons, are not available.¹³³

The definition of criminal offense was first set forth by the Alaska Supreme Court in Baker v. City of Fairbanks.¹³⁴ The court held that criminal offenses are those for which a violation may be penalized by incarceration, by loss of a valuable license, or by a fine of such magnitude that it indicates criminality. Criminal offenses are also those which "connote criminal conduct in the traditional sense of the term."¹³⁵

In clarifying the latter phrase, the court has said that offenses "connote criminal conduct" when they have "been long established as part of the common law proscribing criminal conduct"¹³⁶ A criminal connotation may also arise where contemporary social values place "public opprobrium"¹³⁷ on the conduct.¹³⁸

¹³³State v. Clayton, 584 P.2d at 1113.

¹³⁴471 P.2d 386, 402 (Alaska 1970).

¹³⁵Id.

¹³⁶Alaska Public Defender Agency v. Superior Court, 584 P.2d 1106 (Alaska 1978).

¹³⁷"Opprobrium" is defined as "something that brings disgrace" or "public disgrace or ill fame that follows from conduct considered grossly wrong or vicious." Webster's Third New International Dictionary, G. & C. Merriam Co.,
(Footnote Continued)

Quasi-criminal offenses are those that are not serious, and do not connote criminality, yet are intended to be enforced within the context of the criminal justice system.¹³⁹ There are both civil and criminal aspects of quasi-criminal statutes. Civil monetary penalties are used as the sole sanction for noncompliance with the statute, however, criminal procedures, such as arrest for failing to respond to a summons, are available as enforcement tools. If an offense is classified as quasi-criminal, a violator is not entitled to a jury trial, nor is court-appointed counsel available.¹⁴⁰ However, like a criminal case, "A quasi-criminal proceeding 'is for the protection of the public.'¹⁴¹

(Footnote Continued)
1961.

¹³⁸Alaska Public Defender Agency v. Superior Court, 584 P.2d at 1110.

¹³⁹State v. Clayton, 584 P.2d 1111 (Alaska 1978).

¹⁴⁰Baker v. Fairbanks, 471 P.2d 386 (Alaska 1970); Alexander v. Anchorage, 490 P.2d 910 (Alaska 1971); Alaska Public Defender Agency v. Superior Court, 584 P.2d 1106 (Alaska 1978).

¹⁴¹Id. at 1114, citing Bray v. State, 140 Ala. 172, 37 So. 250, 253 (Ala. 1904):

A prosecution for the violation of a municipal ordinance, designed for the preservation of the public peace, the security of the person or property, or the protection of public morals, has been held frequently by this court to be a quasi-criminal proceeding and not a civil action.

Collateral Legal Issues¹⁴²

The Fifth Amendment to the United States Constitution provides in part: "[N]or shall any person be subject for the same offense to be twice put in jeopardy of life or limb."¹⁴³ If a person is charged and tried or convicted for an offense, the fifth amendment precludes the filing of subsequent charges based on the same incident. However, the double jeopardy clause is triggered only where a person is charged with an "offense." In Alaska, infractions are not considered to be offenses for purposes of double jeopardy.¹⁴⁴

¹⁴²This section sets out the legal support for conclusions reached by the Committee about the effect of proposed amendments to the local option law. See section entitled Committee Findings and Conclusions, *infra* at 105.

¹⁴³See also Alaska Constitution, article 1, section 9.

¹⁴⁴Carlson v. State, 676 P.2d 603 (Alaska App. 1984), quoting State v. Currie, 41 N.J. 531, 197 A.2d 678, 684-85 (1964):

[V]iolations are generally tried quickly and informally before local police magistrates who are in some instances not even attorneys at law. The evidential presentation may be very limited and the legal representation may likewise be very limited or entirely absent. The maximum fines and terms of imprisonment are minor in comparison to those fixed for violation of our Crimes Act...The elements of oppression or harassment historically aimed at by the constitutional and common law prohibition are not significantly involved; and permitting the second prosecution would not violate the reasonable expectations attendant upon the first proceeding while barring it would operate with gross unfairness to the State.

Under Criminal Rule 45(b), a person charged with a felony, a misdemeanor or a violation shall be tried within 120 days. Service of a traffic infraction citation has been found to trigger Criminal Rule 45, and to bar prosecutions for subsequent charges based on the same incident filed after more than 120 days.¹⁴⁵

The United States Constitution, in the Fourth Amendment, provides that: "The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause..." The Fourth Amendment applies, and, unless the case is exceptional, search warrants must be obtained, in all contexts: criminal, civil and quasi-criminal.¹⁴⁶

Committee Findings and Conclusions

Findings:

Finding Number One: The abusive use of alcohol interferes in a serious manner with the health, safety, rights and privileges of Alaskans, and with the public welfare.

¹⁴⁵Koch v. State, 653 P.2d 664 (Alaska App. 1982).

¹⁴⁶Camara v. Municipal Court, 387 U.S. 523 (1967); Marshall v. Barlow's Inc., 436 U.S. 307 (1978).

Finding Number Two: The public health and welfare will, in fact, suffer if the abusive use of alcohol is not controlled.

Finding Number Three: The prohibition of alcohol in rural Alaska villages is an effective tool for controlling the abusive use of alcohol.

Finding Number Four: Serious crimes, and a wide variety of other social problems, could be prevented if the possession of alcohol were prohibited.

Finding Number Five: There is a strong and unmistakable correlation between alcohol consumption and poor health, fetal damage, death, suicide, crime, family violence, family stability, and child abuse.

Finding Number Six: The level of dangerous alcohol-related behavior is directly tied to the level of alcohol consumption, and the level of alcohol consumption is directly tied to both the cost and availability of alcohol. A law prohibiting possession would limit the availability of alcohol, and would increase the cost of illicitly-available liquor.

Finding Number Seven: The dangers resulting from alcohol abuse are particularly acute in rural Alaska because the communities are small, isolated, without adequate law enforcement, without adequate health care facilities, and populated by people who are closely related and interdependent.

Finding Number Eight: The most damaging type of abusive alcohol-related behavior is that which affects innocent victims, such as children and elders. Children are particularly vulnerable, and as a result of parental alcohol abuse, suffer from a broad range of serious problems.

Finding Number Nine: The abusive use of alcohol perpetuates an escalating pattern of crime and violence from generation to generation.

Finding Number Ten: The most serious harm to the innocent victims of alcohol abuse takes place in private homes and behind closed doors. In communities that have chosen to ban the sale and importation of alcohol, and that have significant alcohol-related social problems, most drinking takes place in private homes.

Finding Number Eleven: The economic cost of alcohol abuse is high and can not be afforded by either the state or rural communities.

Finding Number Twelve: A significant number of rural Alaska communities want, and would use, the authority to ban possession of alcohol. These communities have had a long-standing belief that alcohol should be completely banned, and this belief is based on a lengthy history of alcohol prohibition in rural villages.

Finding Number Thirteen: The policy decision to ban possession of alcohol is one that must be made by local government. If local authorities are precluded from making such a decision, self-government efforts are undermined,

respect for the state legal system is lost, and the public welfare is damaged.

Finding Number Fourteen: Although Alaska law permits communities to ban the sale and importation of alcoholic beverages, the present law is unenforceable because the possession of alcoholic beverages, including homebrew, is permitted.

Finding Number Fifteen: Despite the serious impact that the abusive use of alcohol has on the public health, safety and welfare, possession of alcohol in violation of a ban is not a serious offense and does not connote criminality. Penalties for violating a ban on alcohol should be limited to civil fines and confiscation of the liquor. Criminal procedures should be used to enforce the civil penalties since the ban on alcohol is for the protection of the public. "Possession of alcohol in violation of a local option law" is a quasi-criminal infraction.

Finding Number Sixteen: A fine of \$1000 is not of such a magnitude that it indicates criminality in either urban or rural Alaska communities.

Finding Number Seventeen: "Possession of alcohol in violation of a local option law" is an infraction, and is not an "offense" for purposes of constitutional double jeopardy considerations.

Finding Number Eighteen: A determination of whether "possession of alcohol in violation of a local option law"

is a violation under Criminal Rule 45(b) should be left to the judiciary.

Finding Number Nineteen: The entire Committee Report to the Legislature, which is entitled "A Search for Control: The Effect of Alcohol on Public Rights and Private Wrongs" is adopted by the Committee and, in its entirety, represents a complete recitation of the Findings of the Joint Special Committee on Local Option Laws.

Conclusions:

[The alcohol problem] is more serious than any war that's going on in the world. Wars have purpose ...but alcohol that abuses young children and all that kind of thing, it is totally no good to nobody.

Neil Charlie, Minto elder

The severity of Alaska's problems with alcohol cannot be overemphasized, or exaggerated. Alcohol-induced tragedies have become a reality of daily life across the entire state, and have repeatedly forced Alaskans to recognize the fragility and vulnerability of human existence. Every possible tool must be available for use in combatting the threat posed by alcohol.

Since Alaska communities are extremely diverse, the tools available to fight alcohol abuse must be equally varied. Approaches to controlling alcohol that are effective in urban areas are unlikely to work in the rural villages of the state. Similarly, alcohol control mechanisms that help stop the disintegration of homogenous and isolated villages, would be completely out of place in a complex

urban community. Laws must be flexible enough to provide solutions to the problems faced in all communities.

Villagers have repeatedly told the Committee that they want the power to completely prohibit alcohol. The broad range of problems that are associated with alcohol abuse, as set forth more fully in the Findings of Fact, legally and morally justify legislative action that grants villages that power. Therefore, the recommendation of the Committee is that the local option law be amended and that communities be granted the power to ban possession of alcohol.

Appendix A

The following documents have formed the basis for the Committee report and have specifically and formally been made a part of the hearing record. In addition to the documents listed, transcripts have been made of all eighteen Committee hearings held during November and December 1985. The transcripts have also specifically and formally been made a part of the hearing record and were heavily relied upon by the Committee in making the Findings of Fact contained in this report.

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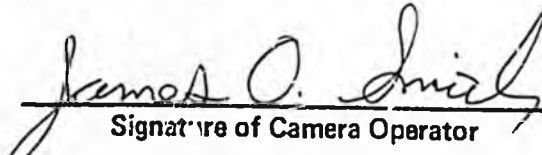
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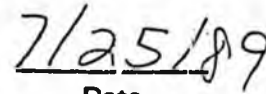


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Date

Alaska State Legislature

COMMITTEES:

Committee on Community and Regional Affairs
Committee on Transportation
Special Committee on Oil and Gas
Special Committee on Fisheries
Finance Sub-committee on Fish and Game




Andre Marrou
Representative

District 5

Kenai	Sterling
Soldotna	Anchor Point
Homer	Port Graham
Seldovia	English Bay
Kachemak	Nikolaevsk
Kasilof	Halibut Cove
Ninilchik	Clam Gulch

April 24, 1985

To; Peter Goll, Chairman House Community and Regional Affairs
From: Andre Marrou 

Subject: HCR 23; Joint Committee on Unorganized Boroughs

Our State Constitution mandates that the entire state be organized into boroughs (Article X, Section 3), yet 25 years after its ratification, 74% of our land lies outside any borough boundaries. This area represents 16% of our population.

Having no local government and tax base, the State provides 100% of community service funding for unorganized boroughs. Meanwhile, people who live within organized boroughs are required to support their local services via taxes.

We face a moral quandary in that there is no pragmatic justification as to why some of us have to pay for the services that are provided by local government and some of us get the same services for free. The term "for free" is a misnomer. Actually, everybody within organized boroughs is paying higher than their fair share of State revenues to support people outside organized borough boundaries.

If we operate under the premise that we all own these revenues equally, I believe there is a moral mandate to spend these monies equally. This is not the case when we provide 100% funding for some and much less than 100% for others.

This resolution, if passed, is simply a first step in recognizing what, if any, possible boroughs might be considered for organization.

STATE OF ALASKA 1985 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HCR No. 23
 Title: Establishing a Joint House and Senate Committee on Unorganized Boroughs
 Sponsor: Representative Andre Marrou
 Requestor: House C & RA Committee
 Date of Request: 4/16/85

FISCAL DETAIL

Agency Affected: Legislative Affairs
 Program Category Affected: General Government
 BRU, Program or Subprogram(s) Affected: Council & Subcommittees

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
OPERATING						
100 PERSONAL SERVICES		7.2				
200 TRAVEL		5.8				
300 CONTRACTUAL		1.0				
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
TOTAL OPERATING		14.0				

CAPITAL						
----------------	--	--	--	--	--	--

REVENUE						
----------------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND		14.0				
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: Attach a separate page if necessary

HCR 23 proposes a Joint House and Senate Committee on Unorganized Boroughs be established to study the unorganized area and prepare a report to the Legislature. Anticipated costs for FY 86 would be one staff member to support the committee members consisting of four members of the Senate and four members of the House. Other costs would be travel and contractual (phones, postage, etc.).

Prepared By: Pamela A. Calhoon, Manager *Pamela A. Calhoon* Phone: 465-3850
 Division: Administrative Services Date: 4-17-85

Approved by: Executive Director, Warren W. Endicott *Warren W. Endicott* Date: 4-17-85
 Agency: Legislative Affairs Agency

Distribution (by Agency preparing fiscal note):

Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management and Budget
 Impacted Agency(ies)

7/1/84

F 4/19 C+RA

⑩ COMMENT :

Don't clear to me why needed, doesn't appear harmful but probably lots of bush opposition to changing their boundaries. It does make sense that the whole state be divided into Boroughs or Munis.

Introduced: 3/25/85
Referred: Community & Regional Affairs

Should have 2d referral - Rule Comm.

BY MARROU AND JENKINS

1 IN THE HOUSE

2

HOUSE CONCURRENT RESOLUTION NO. 23

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - FIRST SESSION

5

Establishing a Joint House and Senate

6

Committee on Unorganized Boroughs.

7

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8

WHEREAS Alaska has a unique system of local government that differs in

9

constitutional concept and in law from traditional local governments; and

10

WHEREAS despite efforts to encourage the formation of local govern-

11

ments, almost three-fourths of the area of the state remains unorganized

12

and without local government; and

13

WHEREAS the geographical boundaries of the total unorganized area are

14

too vast for efficiently providing governmental services that are respon-

15

sive to local needs; and

16

WHEREAS under art. X, sec. 6, Constitution of the State of Alaska, the

17

legislature is responsible for providing services in the unorganized area,

18

allowing for maximum local participation and responsibility; and

19

WHEREAS if the unorganized area were divided into unorganized

20

boroughs, local participation in governmental decisions would be greatly

21

enhanced;

22

BE IT RESOLVED by the Alaska State Legislature that a Joint House and

23

Senate Committee on Unorganized Boroughs is established to study the unor-

24

ganized area for the purpose of selecting proposed boundaries that conform

25

to the requirements of art. X, sec. 3, Constitution of the State of Alaska,

26

to the maximum extent possible, so that the unorganized area may be divided

27

into not less than four and not more than 12 unorganized boroughs; and be

28

it

29

FURTHER RESOLVED that the Joint House and Senate Committee on

1 Unorganized Boroughs shall prepare a report containing recommendations for
2 the formation of several unorganized boroughs within the existing unor-
3 ganized area and submit the report to the Legislature by the fifth day of
4 the Second Session of the Fourteenth Legislature; and be it

5 FURTHER RESOLVED that the President of the Senate appoint four members
6 of the Senate and the Speaker of the House appoint four members of the
7 House of Representatives to the Joint House and Senate Committee on Unor-
8 ganized Boroughs; and be it

9 FURTHER RESOLVED that the Joint House and Senate Committee on Unor-
10 ganized Boroughs is authorized to meet between sessions of the Fourteenth
11 Legislature and is terminated on the fifth day of the Second Session of the
12 Fourteenth Legislature.

Introduced: 3/25/85
Referred: Community &
Regional Affairs

1 IN THE HOUSE

BY MARROU AND JENKINS

2

HOUSE CONCURRENT RESOLUTION NO. 23

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - FIRST SESSION

5

Establishing a Joint House and Senate

6

Committee on Unorganized Boroughs.

7 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8 WHEREAS Alaska has a unique system of local government that differs in
9 constitutional concept and in law from traditional local governments; and

10 WHEREAS despite efforts to encourage the formation of local govern-
11 ments, almost three-fourths of the area of the state remains unorganized
12 and without local government; and

13 WHEREAS the geographical boundaries of the total unorganized area are
14 too vast for efficiently providing governmental services that are respon-
15 sive to local needs; and

16 WHEREAS under art. X, sec. 6, Constitution of the State of Alaska, the
17 legislature is responsible for providing services in the unorganized area,
18 allowing for maximum local participation and responsibility; and

19 WHEREAS if the unorganized area were divided into unorganized
20 boroughs, local participation in governmental decisions would be greatly
21 enhanced;

22 BE IT RESOLVED by the Alaska State Legislature that a Joint House and
23 Senate Committee on Unorganized Boroughs is established to study the uncr-
24 ganized area for the purpose of selecting proposed boundaries that conform
25 to the requirements of art. X, sec. 3, Constitution of the State of Alaska,
26 to the maximum extent possible, so that the unorganized area may be divided
27 into not less than four and not more than 12 unorganized boroughs; and be
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12 Fourteenth Legislature.

STATE OF ALASKA
THE LEGISLATURE

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JUNEAU, ALASKA 99811
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May, 1988

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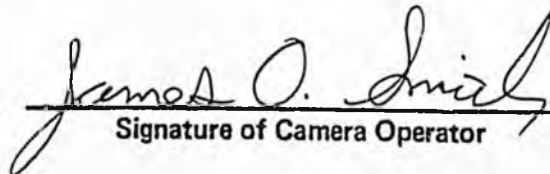
Mary Van Nimwegen

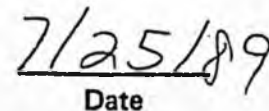
HC & RA 4/26/85 3p.m.



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Date