

A STUDY OF THE NORTH SLOPE
DEPARTMENT OF PUBLIC SAFETY
A TECHNICAL ASSISTANCE REPORT
(DRAFT)

For

Mr. Ken Moeller, Director
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Department of Public Safety
Barrow, Alaska

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SECTION I
INTRODUCTION

The North Slope Borough, Public Safety Department (PSD), sought technical assistance in the areas of organization and management from the Alaska Criminal Justice Planning Agency (CJPA) in September 1977. The PSD is a relatively new and unique organizational design, established approximately eighteen months ago. The PSD Director, Kim Moeller, was interested in obtaining outside perspectives on the implementation progress and suggestions concerning problem areas.

Director Moeller tentatively identified several areas of concern:

- (1) Department Goals and Objective Stabilization
- (2) Community Support for Goals and Objectives
- (3) Organizational Structure
- (4) Personnel Utilization and Turnover
- (5) DPS Problem Solving Techniques and Procedures

The CJPA contacted the University of Alaska, Criminal Justice Center, and agreed to reimburse the Center for three days of staff time for work with the DPS. It was suggested that two of these consultant days should be spent with the North Slope DPS observing the operation of the Department in Barrow and interviewing appropriate persons. The third day was to be devoted

to the assessment of related materials and the preparation of a report concerning the problems and possible solutions.

The limitations of a study based on three days of effort should be so apparent as not to deserve comment; however, the feasibility of making accurate observations and conclusions concerning the DPS is increased by several factors. First, the DPS Director and the personnel seem to be sensitive to the Department's problems. Second, a good deal of data concerning the North Slope DPS already exists, having been collected during previous studies. Third, the smallness of the organization and the willingness of the Department personnel to constructively discuss organizational problems, shortcomings and issues facilitated the collection of information and the development of conclusions. Finally, the consultant actually spent more than the allocated three days working on the project.

The conclusions contained in this survey, therefore, while still deserving of cautious assessment before acceptance, may have more merit than normally would be the case with recommendations based on such a short study period.

The following report will be organized to provide a summary of the setting and background of the DPS followed by an outline of the findings and suggestions.

The final section of the report contains a general summary of the conclusions and suggestions.

SECTION II
SETTING AND BACKGROUND

The North Slope Borough covers a geographic area of approximately 88,000 square miles, about the size of the states of Washington, Oregon, and California combined. It includes the northern-most one-third of Alaska, which stretches from the Yukon Territory of Canada on the east to Chukchi Sea on the west. The entire Borough lies north of the Arctic Circle.

Approximately 3,500 permanent residents have homes in the Borough, and another 2,500 to 3,000 people reside there temporarily while working for oil companies or governmental organizations. About 80 percent of the permanent residents are native Eskimos. Nearly all of them live in one of the eight communities in the Borough. The majority -- approximately 2,500 people -- live in Barrow, the northern-most city in Alaska, and seat of the North Slope Borough government. The number of people in the other Borough communities of Wainwright, Point Lay, Point Hope, Anaktuvuk Pass, Atkasook, Nulqsut and Kaktovik ranges from none to about 400.

The Borough communities are primarily situated along the coast up to 330 miles from Barrow, which is centrally located on the northern coastline of the Borough. There are no roads in the Borough outside of

the communities themselves, forcing public reliance on aircraft, off-street vehicles, and boats for transportation. Supplies from outside the Borough are transported in by aircraft or during summer months by barge.

The cost of living in the Borough is approximately twice that of Anchorage¹ and a high proportion of the people are directly dependent on hunting and fishing for most of their food. Heavy activity by government and energy related resource extraction businesses in recent years has been making more employment opportunities available particularly in Barrow and at Prudhoe Bay. The stepped-up business and governmental activity is increasing the money available in the Borough and creating stresses on both the social system and individual citizens of the Borough. These stresses are reflected by higher rates of alcoholism, suicides, interpersonal conflicts, housing shortages, and group conflicts. The traditional social systems have not been adequately dealing with these problems.

Government

The North Slope Government was organized as a first class borough and incorporated on July 1, 1972. A home rule charter for the Borough was adopted on April 30, 1974.

¹ This is an estimate. The last cost of living survey completed by the State was issued in 1975.

The Borough government consists of a seven-member Assembly elected at large, and an elected mayor who has broad executive authority.

State law delegates First Class boroughs governing powers in three general areas: (1) assessment and taxation, (2) education, and (3) land use planning and zoning. In addition, villages and cities within a First Class borough have the right to transfer any of their general police powers to the borough.

The small population, great distances between communities, and subsistence economy in the Borough have severely limited the quantity and quality of services governments are able to provide to North Slope residents. Prior to 1976, Barrow was the only Borough community to have full-time police officers. Other areas outside of Barrow were primarily dependent on an Alaskan State Trooper, who resided in Barrow, for police services. Although this trooper was assisted by part-time village police in Point Hope and Wainwright, the communications and transportation situation in the Borough made it impossible for him to ensure the citizens in outlying areas of rapid, high quality police service. Normally the trooper would not get to the scene of even a serious police problem in less than two days.

The fire and emergency medical services were more limited than law enforcement. The U.S. Naval base five miles from Barrow had the only full-time fire department, and Barrow Volunteer Fire Department was the only organized local fire fighting operation. Emergency medical services throughout the Borough were provided by the U.S. Public Health Service, which maintained a hospital in Barrow and community health aides in some of the villages.

Department of Public Safety

Officials of the North Slope Borough began to address the problem of inadequate public safety services in the Spring of 1976 by retaining NANA Development Corporation to study the problem of law enforcement. NANA was to recommend steps that the Borough might initiate to improve police services throughout the Borough. NANA assigned Mr. M. James Messick and Mr. William Nix responsibility for the study.

After an intensive two-month study, the NANA consultants concluded that the public safety workload and its distribution throughout the Borough was inadequate to justify the expenditures required for specialized police, fire, and paramedic organizational arrangements commonly used in other areas of the United States. Further, they concluded the nature of public safety problems in the Borough is such that they could

be adequately handled by intelligent, well educated and trained people and local volunteers or part-timers. In addition, they concluded that only the Borough government has the revenue generating capability needed to finance the public safety services for local communities. The most logical solution to the problem, concluded the consultants, lay in the North Slope Borough establishment of a Department of Public Safety which would be responsible for police, fire and emergency medical services within the Borough.

The proposed Department of Public Safety was to be staffed by Borough Public Safety Officers residing in Barrow and part-time Village Public Safety Officers serving in the individual towns and villages. These officers would be augmented in emergencies by the Alaska State Troopers.

The Borough accepted the recommendations and created a Department of Public Safety effective July 1, 1976. The City of Barrow transferred its police and jail facilities power to the Borough effective on the same date, and the Barrow Police personnel and facilities became the nucleus of the Department of Public Safety. The Barrow Police Chief, Kim Moeller, was offered and accepted the position of Director. Other villages in the Borough also transferred their authority to provide police protection and jail services to the Borough.

Department of Public Safety Goals

The goals recommended by NANA for the Department of Public Safety were both short range implementation oriented and long range operational. They were:

- * Development of an immediate public safety response capability at the local level.
- * Provide an increased level of and new public safety services that have heretofore not been available.
- * Meet the requirements of public safety services within the Borough in part by developing projects not generally within the scope and experience of traditional law enforcement agencies.
- * Development and integration of Native personnel within the public safety career field.
- * Provide a highly visible Borough program to all its residents and enhance the image of the North Slope Borough as a leader in the successful delivery of public safety services on an area-wide basis.
- * Develop a highly skilled, multidisciplinary force of professional Public Safety Officers to respond to a wide range of problems on an area-wide basis.
- * Provide a meaningful program of minor dispute resolution that diverts the offender from formal processing within the criminal justice system.

DP Implementation

The NANA consultants were careful to explain that the new organization was to supplement rather than replace the Alaska State Trooper activity in the Borough. It is clear they did not anticipate any State Trooper reduction in personnel in the North Slope. The Alaska Department of Public Safety, however, because of a variety of

problems, removed its resident trooper from Barrow within a few weeks after the Borough assumed responsibility for public safety services. The State has maintained a trooper, who performs police services along the pipeline, at Prudhoe Bay. Commissioner Burton has also promised to "...assist with any major investigation," required in the Borough. The Department of Public Safety also agreed to continue servicing Barrow, on a periodic basis, by issuing drivers licenses and serving process. It is, no doubt, only a matter of time before these activities are contracted to the DPS.

The North Slope Department of Public Safety has moved expeditiously in establishing an organizational structure, recruiting and training personnel, and developing methods for the performance of public safety responsibilities. The organizational structure being used at the time of the on-site visit for this report is reflected in Chart A. The position of Deputy Director was open and the responsibilities of this position was being performed by the Training and Education Officer. Both the Barrow Division and the Communications and Records Division are located in Barrow. The Village Division is the most undeveloped section on the organization with only two Village Public Safety Officer positions currently filled. Support for the Village

Division is provided by officers from the Barrow Division in much the same fashion as the Alaska State Troopers arrangement for serving the villages prior to the implementation of the Borough Department of Public Safety.

The number of public safety personnel serving the North Slope have been increased from approximately eight police officers prior to the implementation of the DPS to approximately sixteen at the time of the on-site visit. Based on available information these Public Safety officers are, on the whole, better trained in both the police and emergency medical areas than their predecessors.

The records and communications functions of the organization have been improved during the past year of the Department's operation. At the time of the on-site visit, the DPS had six records and communications employees, and progress was being made toward the implementation of a radio system that has been funded by the Alaska Criminal Justice Commissions. This system will result in Borough-wide radio communications between the headquarters in Barrow and all outlying areas of the Borough. Records were being made on all citizen requests for service which are received at the dispatch station and on all dispatches.

Travel between the headquarters and villages has been improved, and response time to emergency police situations has been reduced. The DPS has increased the amount of administrative attention and direct support available to the outlying areas of the Borough. The Department managers indicate that the requests for police services from outlying communities have increased substantially over the last eighteen months.

Conclusion

Based on the information obtained during the on-site visit, the DPS is making progress with efforts to improve public safety throughout the Borough. This progress with implementation appears to be leading toward substantial improvements in police and ultimately all public safety services throughout the Borough. On the other hand, critical problems which hamper complete realization of the goals established for the Department are being encountered. These problems must be addressed if truly effective progress is to continue.

SECTION III
FINDINGS AND RECOMMENDATIONS

Experience has demonstrated there are no simple, inexpensive methods for delivering effective, high quality public safety services in a prompt fashion to people in rural areas of Alaska such as the North Slope Borough. The Public Safety organization concept with its generalist agent approach that has been adopted by the North Slope Borough seems to have more potential than highly specialized police, fire, and emergency medical organizational arrangements traditionally used in more urban areas for providing public safety services.

Since the North Slope experiment is the first attempt to implement the concept in rural Alaska, the initial implementation problems are likely to be greater than those involved in implementing more traditional arrangements. The full potential of the public safety concept can only be achieved if those responsible for implementing action identify problems which arise and initiate decisions appropriate to their solution. It is to the credit of the managers of the North Slope Department of Public Safety that they have recognized this situation and have attempted to obtain a variety of opinions that may help them identify and solve problems of the Department.

Within the parameters suggested by Director Moeller and time constraints on the technical assistance, it is possible to specify several significant problems that appear to be hampering the effective realization of the goals established for the Department of Public Safety.

These problems can be summarized as follows:

- (1) Inadequate understanding of the Departmental goals and objectives by both members of the Department and the communities.
- (2) Inadequate long-range planning and systematic organizational development.
- (3) Weaknesses in the organization and management system.
- (4) Organizational instability caused by high turnover.

These problems are interrelated and it is difficult to rank one as more important than another. Regretably the strategies for solving them must be more complex than the statements of the problems. The characteristics and circumstances surrounding these problems will be discussed in more detail and recommendations related to each area will be presented in the following pages.

Goals and Objectives

Interviews and observations during the on-site portion of this project caused me to conclude that there is a less than complete understanding of the goals and objectives of the Department of Public Safety. It seems

to me that this situation is primarily attributable to three causes: (1) the widely held stereotype that all organizations providing police services are traditional "police" departments with a top priority on criminal investigation and apprehension; (2) the foundation of the Department of Public Safety on the Barrow Police Department and its police-oriented facilities and equipment; and (3) the emphasis which the Department of Public Safety places on filling vacant positions with people who have been certified and worked as police officers in other jurisdictions.

The Department of Public Safety, as previously explained, ^{is} organized to address a broad range of public safety responsibilities with emphasis equally on fire, police, and emergency medical services. While all employees have a general awareness of this broad public safety responsibility, most PSO's consider the Department's criminal apprehension duties to be both the most important and the most legitimate of their concerns. Although I spoke with only a few private citizens, the public does not seem to be aware of the Department's broader responsibilities.

This situation has had a number of consequences.

The greatest progress in implementation of the Department of Public Safety has been made in the area of law

enforcement. There is little indication of Departmental activity in improving the fire services capacities of the Borough government. Officers, in general, do not appear to be concerned with identifying potential fire hazards, and the Department does not seem to have aggressively pursued the suggestions of the NANA Report concerning the provision of fire fighting equipment in the communities of the Borough.

The failure of officers to appreciate the importance of their broader functions has contributed to employee dissatisfaction over their inability to obtain "police" uniforms and wear conspicuous police weapons. It also appears to have contributed to the recent decision to create a specialized position to devote fulltime to criminal investigation.

Attention to the broad public safety role is, in my opinion, urgently needed. There are actions which might be initiated to begin modifying the orientation of the Department toward the public safety/crime prevention ends for which it was developed.

Recommendation 1: The Director of the Department of Public Safety should initiate action to involve both citizens and employees of the Department in the development of overall operational goals for the department.

The citizen advisory group, originally proposed in the NANA report, should be organized by the director and given the problem of goal development as a first priority. Employees of the Department should be involved with this group. The Director, who has perhaps the clearest understanding of the broad responsibilities of the Department, should set the stage for participation by assuming responsibility for the preliminary education of the people to be involved by preparing drafts of broad goal statements and providing participants with background materials such as the NANA report. If social science research findings are valid, people who participate in the development of goals and courses of action are likely to become committed to the goals and courses of action.

The development of goals should not be strictly confined to law enforcement, fire services, and emergency medical services. The participants should also consider possible goals and objectives for the Department related to mental health, alcohol problems, probation and parole services, welfare assistance, and other areas where the Department could perform activities that might improve public safety and the quality of life for people in the Borough. Public Safety activities in many of these areas have great potential for ultimately reducing crime and harmful deviancy.

Organizational Structure

The organizational structure of the Department of Public Safety (see Chart A, page 19) is designed with three main sections: Barrow Division, Records and Communications, and Village Division. Both the Barrow Division and the Village Division are responsible to an Officer-In-Charge; however, the Village Division position of Officer-In-Charge has been vacant. Overseeing all three units was a Training and Education Officer who, on the Organization Chart, reports to a Deputy Director; however, the Deputy Director position was also vacant at the time of the on-site visit. The Training and Education officer, in reality, reports directly to the Director of Public Safety.

The Director of Public Safety has responsibility for the overall administration of the Department. He is assisted by an administrative secretary, and reports directly to the Mayor of the North Slope Borough.

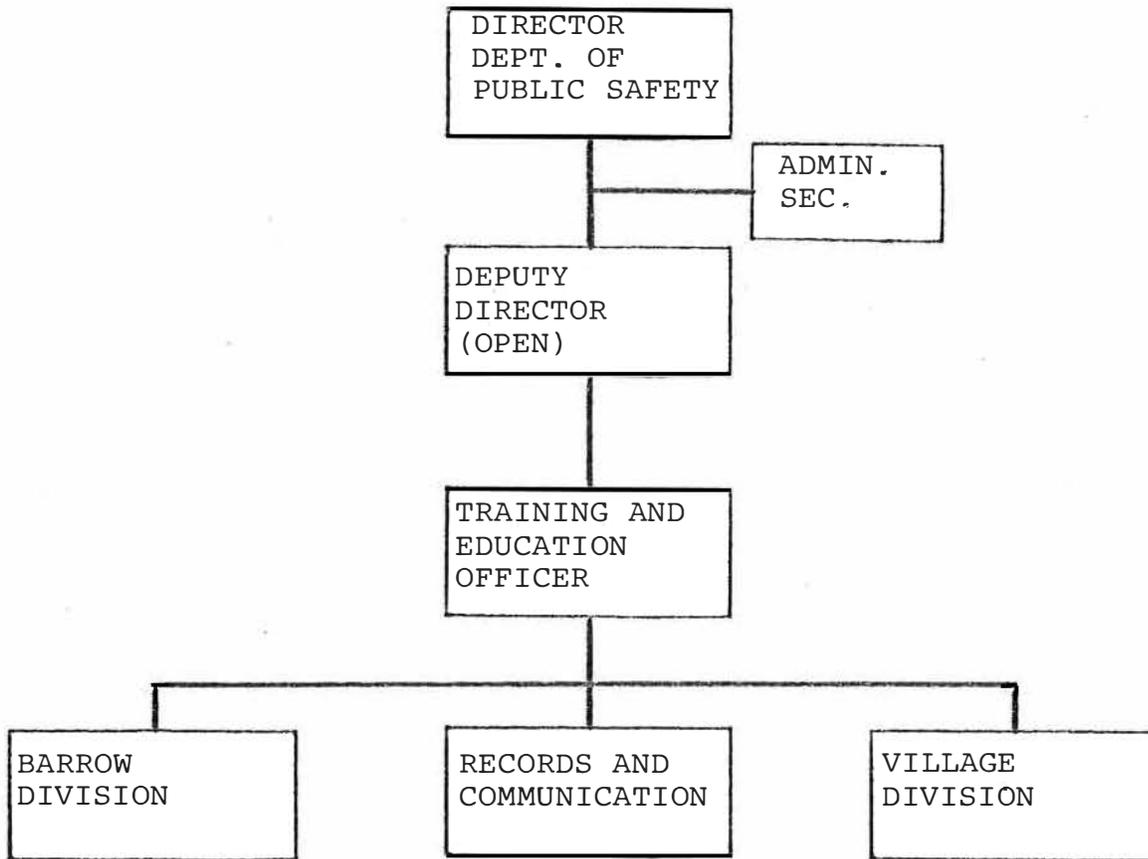
The majority of the officers and personnel on the Department are assigned to the Barrow Division and Records and Communications. The Barrow Division has eleven Public Safety Officers plus one recently established investigative

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This relationship is formally recognized by a memorandum, Training and Education Officer: Instructions and Assignments (8/18/77), by Director Moeller.

EXISTING ORGANIZATION

NORTH SLOPE BOROUGH DEPARTMENT OF PUBLIC SAFETY



One (1) Officer in Charge
 One (1) Investigator
 Ten (10) Public Safety
 Officers

Five (5) Dispatchers
 One (1) Records Clerk

Two (2) Village
 Public Safety
 Officers

CHART A

position. The investigator spends full-time handling serious criminal cases throughout the Borough. The other public Safety Officers work almost exclusively within the City of Barrow. All personnel assigned to Records and Communications work in Barrow. The Headquarters of the Department was previously the Barrow Police Facility and houses the only jail in the Borough.

The Village Division has not been fully staffed. It has two Village Public Safety Officers who report primarily to the Training and Education Officer. In actual fact, these Village Public Safety Officers work in a highly autonomous fashion. The remoteness and communalistic nature of the communities in which the Village Officers serve create unusual problems when the officers attempt to perform criminal apprehension responsibilities.

The present organizational design places responsibility for all staff services aside from communications and records on the line personnel who must of necessity be heavily involved in the day-to-day management and operations of the Department. The operational duties alone require the investment of most of the time available during a regular work day. In addition, employees carry personalized radios at practically all times and are available for emergency duty twenty-four hours a day. They simply do not have time to devote to conducting planning and completing staff work.

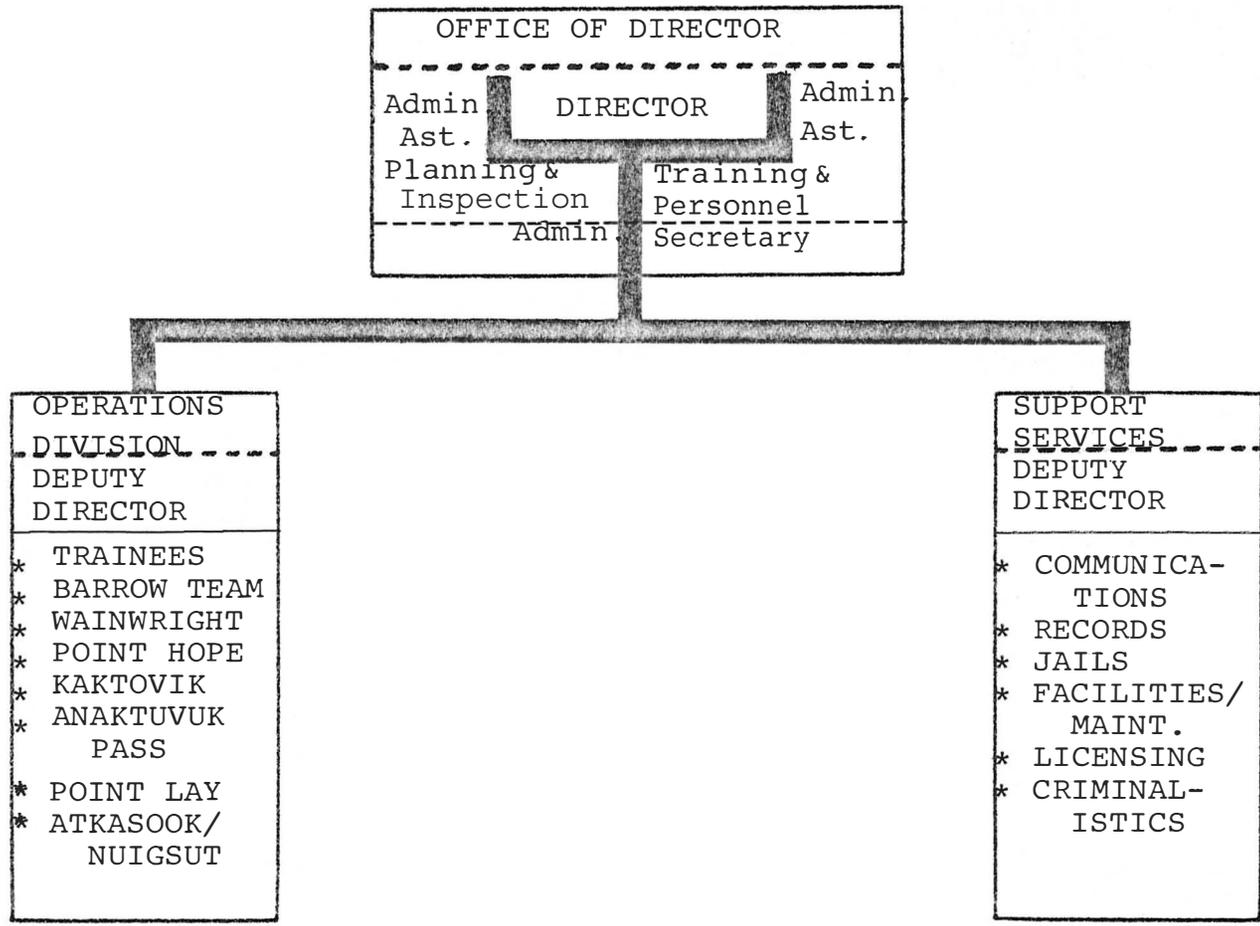
The emphasis which field officers place on conspicuous vehicular patrol and criminal apprehension is to some extent indicative of the subtle way that the Department may drift into deemphasizing its social, fire and emergency medical responsibilities if constant, deliberate attention is not given to developing the overall public safety role performance.

The Department must be organized to facilitate the evaluation of existing practices and exploration of new strategies for achieving its public safety responsibilities. It must be more flexible and place more emphasis than a traditional police agency on self evaluation and innovation. Several modifications in the existing structure can, in my estimation, be made to improve the organization in these areas.

Recommendation 2: The organizational structure should be modified consistent with Chart B to reduce unnecessary communications links and improve the ability of the Director to identify problems, evaluate and manage the Department.

The proposed organizational arrangement contains three main organizational units: (1) Office of the Director, (2) Operations Division, and (3) Support Service Division. The present position of Training and Education Officer is to be dropped from the proposed organization, and the responsibilities of the position are assigned to an administrative assistant in the Office of the Director.

PROPOSED STRUCTURE



NORTH SLOPE BOROUGH DEPARTMENT OF PUBLIC SAFETY

CHART B

Three new positions will be created: (1) Deputy Director, Support Services Division; (2) Administrative Assistant for Research and Inspections; and (3) Administrative Assistant for Training and Personnel. The specialized position of Investigator is dropped, and the duties of this position are reassigned to the Senior Public Safety Officers.

Office of the Director

The Public Safety Director is now and should continue to be, responsible for maintaining close relations with and advising policy officials of the Borough government. The Director also has an obligation for ensuring that appropriate internal operational policies are planned, adopted and followed. The performance of these responsibilities for the Department of Public Safety involves more time than one person has available. The present practice of delegating some of the activities to lower level line managers is not an method for ensuring continuous organizational updating. The press of every day operational responsibilities of line managers does not leave them sufficient time for organizational analyses and detailed staff work.

The establishment of two administrative assistant positions in the Office of Director will give the Director the expert staff assistance needed for performing

planning, research, training, and personnel administration functions. The Department will be able to hire people who have educational and experiential backgrounds in these critical staff areas. These people will relieve line managers of staff duties, thereby permitting a heavier concentration on ensuring quality services from the organization.

The Administrative Secretary position is one which is critical in the Office of Director. The person in this position should continue to provide secretarial and clerical services for the Director. In addition, the position will be responsible for assisting the other members of the Office with typing and filing.

The Administrative Assistant for Research and Inspections should be responsible for assisting the Department by conducting research regarding the Department's problems and operations, planning, preparing proposed policies and programs, overseeing budget preparations, supporting implementation of new programs, coordinating staff inspections of the Department, and performing other activities as deemed appropriate by the Director. The person holding this position shall be responsible directly to the Director.

The Administrative Assistant for Personnel and Training should be responsible for overseeing and coordi-

nating the personnel and training activities of the organization. Included among the functions of this position are developing job descriptions and standards, recruiting new employees, assisting the Director in the allocation and assignment of personnel, preparing and overseeing the presentation of both basic and in-service training for the Department, and recording and processing of citizen complaints about employees or organizational performance for the Director.

The people employed in these administrative assistant positions shall have only staff, not command authority. They should possess the appropriate education and experience for handling their duties. Although familiarity with the public safety area and problems would be useful, it is more important that these staff positions be filled by people who have a sound educational background and are capable of doing quality staff work.

The Office of Director should attempt to improve staff meetings by establishing a systematic schedule and preplanning significant items for a prepared agenda. The staff meetings should be team efforts which include the participation of all commanders and are open to any other employee who wishes to attend. These sessions should be organized to provide guidance for the Administrative Assistants' future work. New ideas and proposals for changes in the Department should be reviewed during these meetings.

The staff meetings should be used for two other purposes. First, employees of the organization who have problems or suggestions for improving the organization or its operations should be able to receive time on the agenda to discuss their concerns or proposals with the Departmental managers. Second, the meetings should be educational sessions for the managers. The training sessions might take the form of discussions with outside consultants or administrators, or they might entail more organized training sessions with structured programs.

Although the suggestion of creating two new staff positions may at first blush seem to be a substantial increase in the amount of overhead in the organization, the problems involved in organizing and implementing the public safety operation for the North Slope is such that in the long run the investment will pay significant returns in increased organizational efficiency and effectiveness. Eventually, as the Department becomes more routinized and settled, it may be possible to combine the responsibilities of these two positions and drop one of them from the organization.

Operations Division

The Operations Division should be headed by a Deputy Director. This official should have a complete understanding of and commitment to the Public Safety concept.

He or she should be capable of developing methods, including the use of citizen advisory groups, for the identification of needs and priorities of communities throughout the Borough, and designing organizational and operational strategies for the delivery of priority public safety services that are consistent with the needs and priorities.

The Deputy Director should be familiar with the primary techniques and procedures normally used for carrying out responsibilities such as those of the Department; however, although specific operational skills in police, fire, and paramedic operations may be desirable certification in each of these areas is not critical. The primary responsibility of the Deputy Director is management, and progressive management knowledge and skill should be this person's strong case.

The Deputy Director should ensure that the individual officers in the Operations Division are capable of competent, independent operation and that they work with their communities in the provision of high quality services. At the same time, the Operations Division should rely on team management for the overall policy development and coordination of the Department's operational efforts. This will necessitate team meetings of the Director and Safety Officers at least once every two weeks. These meetings might be organized so the meeting

place is in a different village or community for every team meeting. These meetings should be open to participation by the residents of the community wherein the meeting is held.

Safety Officers should be well educated and highly trained, first as generalist, community service professionals, and second with detailed understanding of special areas of public safety responsibility. Four levels of Safety Officers are suggested in the Career System portion of this report (see page 44). The higher the rank of a safety officer, the greater the officer's knowledge and skills. Career progress should be based on obtaining evidence of increased knowledge and skill competency.

Trainee Safety Officer is the entry level position for all officers. It would be a temporary position which provides a new employee with the opportunity to get the basic skills needed for working with the Department. Trainees should be under the constant supervision of the Deputy Director or a Public Safety Officer. No person would be permitted, except in exceptional circumstances, to remain in a Trainee position for more than one year.

Community Safety Officers replace the present position of Village Public Safety Officer. These positions will be occupied by people with the minimum basic skills required to work in an operational position for the

Department. The people in these positions will not be permitted to perform criminal apprehension functions except in an emergency, and they will work under the supervision of a higher level officer.

Both Agent Safety Officers and Public Safety Officers should be able to perform most of the duties of the Department in an independent fashion at any location in the Borough. Agent Safety Officers should be assigned to serve specific communities. Public Safety Officers should be freer and responsible for handling problems that extend beyond one community, providing general supervision of the Agent Safety Officers, assisting local officers with emergency matters, conducting training, and coordinating and managing emergency field operations throughout the Borough.

This arrangement of approach and responsibilities should produce an effective operation which stimulates personal development among Safety Officers. It will also facilitate a general high level of competency throughout the Department. The work for every position should be challenging and the potential for advancement sufficient to hold officers with the Department.

The Operations Division should attempt to place at least one Community Safety Officer in each community of the Borough. There should be at least one Agent Safety

Officer for every two villages, and some communities such as Barrow may have the workload to justify more than one Agent Safety Officer. Every effort should be made, consistent with the proposals presented later in this report on page 49, to provide residencies for Officers in the communities for which they are responsible. If it is not possible to place officers as residents of the communities for which they are responsible, every community in the Borough should be visited by its Agent Safety Officer at least once weekly.

Safety Officers assigned to a community should be expected to meet frequently with community leaders and citizens to explore matters of mutual concern. These officers should keep the Deputy Director of Operations informed of the results of these meetings, and the public safety needs, activities and problems of the communities. Safety Officers should also periodically attend the Director's staff sessions.

Although safety officers who are responsible for the outlying communities should be given a great deal of autonomy in handling their own work loads and schedules, every officer should be required to keep a detailed log of how on-duty time is spent and information accumulated. These activity logs should be reviewed by the Deputy Director, and processed and filed by central records

personnel. The data is to be made available to Administrative Assistant for Research and Inspection. Evaluations of the Safety Officers should include an assessment of the allocation of time to the various responsibilities of public safety to prevent any areas from being neglected.

Support Service Division

The Support Services Division should be headed by a Deputy Director. This Division should be responsible for providing communications and records systems, data processing, licensing functions, jail operations, equipment acquisition and maintenance, and other auxiliary staff services such as laboratory or criminalistics aids. The Director should have knowledge and skills that are appropriate to the organizing and managing of these services. This Director has no particular need to be qualified with sworn police powers or public safety skills.

The highest priority of the Support Services Division should be the implementation and operation of a high quality communications and records system. This system must be unique in that it must be designed to serve both Borough-wide and local community needs, in all areas of public safety.

The Division should be organized so that the central communications and records personnel in Barrow can also oversee the central jail operation. This has implications for the layout of the new public safety facility being planned for Barrow.

The communications, records and jail operations in remote communities of the Borough, although primarily the responsibility of the assigned Safety Officers assigned to the communities, should be functionally supervised by the Deputy Director for Support Services Division.

Transportation arrangements should also be handled by this Division. This may ultimately require the purchase of aircraft as part of the Department's regular equipment.

Finally, Support Services should maintain official manuals and provide the dissemination of materials concerning the functioning and policies of the Department to all who have a need to know.

Conclusion

The preceding organizational suggestions are directed at improving the overall operation of the Department of Public Safety by providing a more realistic division of labor to ensure the main problems facing the organization are addressed. It should also result in

improved intra-organizational communications and a higher quantity and quality of public safety services for the outlying communities of the Borough.

Personnel and Career System

The Department of Public Safety has been plagued since the outset of implementation with an extremely high turnover rate. In spite of considerable effort the management of the Department has been unable to achieve the stability of personnel they believe to be desirable for the development of the optimum effectiveness for the Department. Similarly, the Department has not been as successful as its management would like in developing and integrating Native personnel into its career system.

These problems are not susceptible to simple solutions. It seems to me there are several underlying situations which should be addressed in the course of their elimination. First, the primary stress in recruiting new Public Safety Officers has been placed on people who have "police" experience in other jurisdictions. Second, the Department does not have its own orientation program and has relied on the specialized basic training programs designed for police, fire and paramedic organizations in more urban areas. Third, the career system originally instituted by the Department has undergone piecemeal modifications designed to address immediate

problems until there currently exists a collection of jobs rather than a career structure.

Recruitment

The responsibilities of the Department of Public Safety are much greater than those of a fire, police or emergency medical operation in an urban area. These responsibilities must be carried out under unique circumstances involving geographic, cultural, weather, living, and technological conditions that are extremely different than those existing in urban areas elsewhere in the world.

The people who are hired by the Department must be unusual, capable and intelligent people. These people must be independent, self-sufficient and able to cope with conditions in a sparsely settled arctic environment populated by traditionalistic people. The problems which a public safety employee may face range from building their own emergency facilities in 60 below zero weather to organizing a rescue operation for overdue whaling boats to advising village leaders on public safety strategies to assisting citizens in applying for governmental benefits to routinely transporting prisoners over hundreds to a thousand miles of wilderness using make-shift transportation.

The Department has assumed that previous police experience is a sound foundation for a public safety employee, and it has recruited experienced police officers. This assumption may be valid, however, the practice has produced unexpected consequences. Many of the experienced police officers hired have had such a firm commitment to the traditional police role and its accretions such as uniform, badge, and firearms that it hampers their acceptance and performance of the broader responsibilities of the Department of Public Safety. Some of these people mistakenly view the non-criminal activities of the Department as bothersome low status work which they would rather leave to someone else. It will be difficult for the Department of Public Safety to realize the potential for which it was designed as long as a substantial proportion of the Public Safety Officers maintain this perspective.

A second consequence of recruiting police officers from elsewhere is high turnover rates. People who have been police officers in urban areas in Texas, Ohio or even Alaska find the living conditions, housing situation, cultural practices of Native people, and the general environment to be more than they can accept. Those with families who are accustomed to shopping centers and convenient stores have particular difficulty adjusting.

Their inclination to leave is supported by the fact that they can frequently obtain a position with a police department in another more urban area of the State and receive higher salaries and fringe benefits.

People with outside police experience have no particular understanding of the artic, the problems and values of people in the Borough communities, nor the unique social and safety responsibilities of the Department of Public Safety. People who have studied about or lived on the North Slope are, in my estimation, more likely to develop into successful public safety employees than are former police officers from urban areas outside the North Slope Borough. Even military people who have been trained to work in artic regions would likely be more successful than former police officers as Public Safety Officers.

Recommendation 3: The emphasis in recruiting and hiring Public Safety Officers should be placed on obtaining intelligent people who can develop the capacity for independent performance of the public safety responsibilities in the Artic. These people should either know or be willing to obtain an understanding of the Native people and their problems, and be willing to accept the emphasis on problem solving and assistance provision which characterizes the Department of Public Safety.

As a general rule, every effort should be made to obtain people for public safety positions who are interested in protecting, serving and helping people in

the Borough rather than people who are primarily interested in forcing citizens to obey the law. The greatest effort should be placed on recruiting young people who are natives of the North Slope. Most of these young people are already prepared to deal with the environmental problems of the Borough and they have a thorough understanding of the customs and values of the people residing in the North Slope communities. They lack preparation in the technical aspects of fire services, medical assistance, and policing.

A second recruiting possibility is people who have served in rural areas of Alaska in public assistance type of jobs. These are people such as school teachers, social workers, or medical technicians. They must, however, be willing to learn and practice the activities of the Public Safety Officers.

Recruitment efforts might also be directed at Alaskan college students. Although most of these young people will have no police experience, many are familiar with the cultures of the natives of the State and interested in the public safety concept. There may also be merit in establishing, on an experimental basis, a cooperative arrangement with the University of Alaska Justice programs to obtain upper division baccalaureate degree students for the Department. Such a program could be designed to

permit students to spend one semester employed as safety officers and the next on a leave of absence attending college full-time.

Whatever strategies are developed for recruiting, it is very clear to me that the present emphasis on the recruitment of former urban police officers must be modified.

Training:

A comprehensive training program for the Department of Public Safety has not been developed. At the present time the Department relies on the training programs of other agencies. This may be a sound approach for inservice training and professional development of officers; however, it is not adequate for the initial preparation of people as public safety officers.

Basic training programs for police recruits, paramedics, and fire fighters prepare people for roles in specialized agencies that are substantially different than the North Slope Department of Public Safety. Officers who attend such programs without first having a firm understanding of the philosophy, scope and nature of the public safety concept are likely to develop distorted perceptions of their responsibilities on the North Slope.

Similar to people who have become tainted by former police experience, people, who do not have a thorough understanding of the public safety concept and receive a heavy dose of police training by police people, are likely to adopt the perspective that public safety officers are less than police officers and become highly critical of the Public Safety Department.

Nothing could be further from the truth. The responsibilities of a public safety officer are much greater and more challenging than those of the average police officer. North Slope Public Safety Officers who learn upon employment about the professional nature of their jobs and the social significance of their responsibilities will almost surely develop great pride in the Department and their work. In my judgement, it is essential that the Department offer new employees a sound orientation program prior to providing them with any specialized basic training program designed for police recruits, fire recruits or paramedic technicians.

Recommendation 4: Every person hired to be a Public Safety Officer should be required to undergo intensive orientation training designed to make the person familiar with the North Slope Borough, its people, their customs and values; the broad responsibilities of the Department of Public Safety for social, fire, medical, police and general services; and the expectations and procedural methods of the Department.

The training program for such an orientation must consist of a comprehensive mixture of classroom and field experiences. The initial classroom portion should be conducted in Barrow, and should familiarize newly hired officers with the underlying goals, objectives, philosophy, responsibilities, and procedures of the Department of Public Safety. It should also give the employee a thorough understanding of the North Slope and its people.

The field portion of the training should include field trips to each of the communities in the Borough. Training in these communities might involve discussions of the history, culture, community organization, people, economy, social practices, and problems of the communities. Village leaders and community members should be participants in this portion of the program.

The field activities should also include opportunities to observe and participate in field operations of the organization. This phase of the training should be conducted only after completion of the introductory classroom and community based training.

After officers have successfully completed the preceding orientation training, they should be prepared to receive the more specialized basic training which is

required to obtain certification as emergency medical technicians, police officers, and fire fighters. It seems to me this approach to training will contribute to greater understanding and pride in the Department by both citizens and employees. It should produce a stronger commitment to the Department and the development of its total public safety role by employees.

More advanced inservice training should be designed to complement the development of the organization and the career progress of individual employees. As previously mentioned, management training might be an organized part of the Director's management team staff sessions. Specialists in various areas could be brought into the Department to study specific problems and explore their findings and suggestions with the management team. The identification of appropriate inservice training to facilitate the career development of employees should involve the respective Deputy Directors working with the Administrative Assistant for Training in the preparation of yearly training programs for each of the employees of the Department. Depending of the training needs programs could be organized for presentation on the North Slope or officers could be sent to programs being presented elsewhere.

Inservice training should be an ongoing required activity for all employees. In fact, every employee should be formally allocated at least two training weeks each year in the same fashion as vacation is allocated. Such a formal practice would help to ensure a continuously improving Department, and it would serve to hold competent people on the Department.

Career System:

The job structure of the Department seems to have two major shortcomings. First, the job arrangements are not structured so that employees can relate personal professional development with promotional progress. In part the high turnover rate of personnel has stifled the evolution of the current job structure into such an arrangement, but equally important the present situation is the consequence of inadequate relationships between standards for positions and appointments or promotions to positions. Second, the pay schedule for the positions of the Department is too low to maintain people of the competencies required in positions.

Suggestions in the preceding sections concerning the definition of goals and objectives, the reorganization of the Department, and recruitment and training should contribute to a reduction in the Departmental personnel

turnover. Sounder standards and more consistent administration of the standards for positions should be adopted to improve the career system.

Recommendation 5: The Public Safety Officer career system should be redesigned to ensure that assignment to positions and progress in the system is founded on objective criteria which employees can use as a basis for personal career development.

One method of arranging the career system, which is similar to the present system, would involve establishing four levels of safety officer positions with each level requiring greater job related competency than the previous level. The management positions of Deputy Director and Director should be separate positions since they require considerably different competencies and preparation than the operational positions. Similarly, the administrative assistant, clerical dispatcher, and other staff positions require specific competencies and skills and should not be part of the professional operational career system.

Chart C is a diagram of a proposed Public Safety Officer career system. Under this proposal all people entering a safety officer career would have to begin as a Trainee Safety Officer and serve in that position for a minimum of three months and a maximum of one year. The Trainee Safety Officers would be assigned to the Department headquarters in Barrow during the training

SAFETY OFFICER CAREER SYSTEM

| <u>TITLE</u> | <u>MINIMUM QUALIFICATIONS</u> | <u>STATE OF ALASKA SALARY RANGE*</u> |
|--------------------------------------|------------------------------------------------------------|--------------------------------------|
| Public Safety Officer | *One year experience as ASO. | No. 19 |
| | *BA degree in related field. | |
| | *Recommendation of Deputy Director. | Step A |
| | *Recommendation of fellow officers. | |
| | *Pass DPS management test. | \$2,775/Mo. |
| | *Certified EMT Instructor. | Step F |
| | *Certified APSC Instructor. | |
| *APSC Intermediate Certificate. | | |
| *Fire and EMT Certificate. | \$3,336/Mo. | |
| Agent Safety Officer | *Sixty semester credits toward degree. | No. 18 |
| | *Recommendation of Village Council. | Step A |
| | *Recommendation of supervising PSO. | \$2,578/Mo. |
| | *Either Fire or EMT Certification. | Step F |
| | *APSC Basic Certificate. | |
| *Willing to serve outside Barrow. | \$3,099/Mo. | |
| Community Safety Officer | *Three months as Training Safety Officer. | No. 16 |
| | *High School Diploma or GED. | Step A |
| | *Alaska Drivers License. | |
| | *Pass Basic First Aid Course. | \$2,226/Mo. |
| | *Pass Wilderness Survival Course. | Step F |
| | *Pass Community Organizations Course. | |
| *Pass DPS Orientation Course. | \$2,676/Mo. | |
| Trainee Safety Officer | *Reputation for integrity and sobriety in Community. | No. 15 |
| | *Good health and physical condition. | Step A |
| | *Twenty years of age. | |
| | *No misdemeanors (Alaska definitions) convictions 2 years. | \$2,068/Mo. |
| | *Completed felony sentences 6 years previously. | Step F |
| | *Knowledge of or ability to learn following: | |
| | -Community service skills (i.e., referrals, etc.) | \$2,484/Mo. |
| | -North Slope Culture, customs and problems. | |
| | -Driving for Alaska drivers license. | |
| | -Wilderness survival and rescue techniques. | |
| -Alaska Laws and DPS procedures. | | |
| -Social skills and cooperation. | | |
| -Knowledge at GED High School level. | | |

*Note: When these salary ranges are adopted, Safety Officers should be viewed as professional employees and a compensatory time system substituted for the present overtime system. Step increases should be based on yearly evaluation of the performance of each employee.

period. Any Trainee Safety Officer who has not satisfied the minimum qualifications for Community Safety Officer within one year would be terminated from the program unless the failure to meet minimum qualifications is due to factors beyond the Trainee's control in which case the time could be extended for no more than six additional months.

After serving a minimum of three months as a Trainee, a Safety Officer can move to either Community Service Officer or Agent Safety Officer, depending upon the officer's qualification level. No employee could become a Public Safety Officer without having served a minimum of three months as a Trainee and one year as an Agent Safety Officer. However, in most cases, a person will have to spend as much as eight to fifteen years achieving the level of Public Safety Officer.

The managerial level positions and staff positions should be open to lateral entry so that people who have appropriate management or staff related education, experience and training can be hired as needed to fill the positions. The minimum educational achievement for these positions should be a baccalaureate degree, but preferably a masters, in an appropriate discipline. Safety Officers who wish to be considered for management or staff positions

should be judged on the same criteria as anyone else applying for the position.

The responsibilities and competencies of Safety Officers should be greater for each level. Trainees are primarily responsible for learning the skills and knowledge necessary to perform the Community Safety Officer job.

Community Safety Officers under the direction of Agent Safety Officers would be responsible for providing general non-enforcement responsibilities in the communities of the Borough. They would assist citizens by administering first aid, ensuring medical supplies are available in each community, maintaining fire equipment in good repair, maintaining communications between the local community and the Department of Public Safety headquarters, overseeing the jail and public safety facilities in local communities, assisting the organization and conducting of emergency search and rescue efforts in local areas, administering driver licensing tests, assisting citizens with correspondence related to governmental benefits and licenses, assisting Agent and Public Safety Officers to carry out their responsibilities, working with community people and youth on crime and fire prevention programs, assisting with social service and

community health programs, and serving as community probation and parole officers.

Agent Safety Officers would be responsible for serving communities by advising on public safety matters and providing public safety services in the criminal, fire, and emergency medical areas. Each community in the Borough would have at least one Agent Safety Officer serving its needs. Where an Agent is assigned to more than two villages, the officer must visit each village at least once weekly.

Public Safety Officers are to be the most competent officers in the Department. They will be responsible for assisting Agent Safety Officers with serious matters, inspecting the activities of Agent Safety Officers and Community Safety Officers, providing instruction in operational areas for other officers, handling organization and supervision in emergency situations, and dealing with problems which cross the boundaries of several communities.

The Public Safety Officers should be required to keep the Deputy Director for Operations informed of the activities and problems of the Department's operations in the Borough. These officers will normally be responsible for performing the overall management functions of the

Department, allocating materials, personnel and resources under their control, ensuring quality Division operations, and dealing with citizen groups at community level.

The salary schedule for Safety Officers should be modified to reflect both the cost of living in the Borough and the unusual responsibilities of the officers of the Public Safety Department. Salaries for police officers in Alaska are in the range of \$18,000 to \$33,000 plus fringe and overtime. The cost of living in North Slope Borough can only be determined by the roughest of estimates; it appears to be from twenty-five percent to seventy percent higher than other areas of Alaska. It appears to be in the neighborhood of sixty percent higher than Anchorage.

A comparison of the job responsibilities of the positions proposed in this study with those of the Anchorage Police Department indicate that the positions of Trainee Safety Officer and Community Safety Officer have less authority and responsibility than a police officer position in Anchorage. The position of Agent Safety Officer and Public Safety Officer have considerably more responsibility than an Anchorage police officer. In fact, the position of Agent Safety Officer is probably comparable to an Anchorage police sergeant, and the

responsibilities of a Public Safety Officer is, in many respects, equivalent to those of a Anchorage police lieutenant or captain.

The salary scale proposed on Chart C, while still low in comparison to the Anchorage Police Department equivalent positions, would bring the wages of officers of the Department of Public Safety up to a reasonable level. These wages should be sufficient, if accompanied by the other changes suggested in this report, to reduce the employee rate and ensure the workability of the career system.

Chart D contains suggested responsibilities and salary ranges for the other recommended positions of the Department of Public Safety. The implementation of the other recommendations contained in this report and these salary arrangements should result in an improved quality of personnel and increased stability of the Department.

Miscellaneous

The Department of Public Safety personnel have a number of other recognized problems which the Borough is attempting to solve. Primary among these is the problem of housing. It is extremely difficult to obtain housing in the City of Barrow where the Department is headquartered; however, it is nearly impossible to obtain housing in the

PROPOSED MANAGEMENT AND STAFF
SALARY SCHEDULES

| <u>TITLE</u> | <u>ALASKA SALARY RANGE*</u> |
|-----------------------------|----------------------------------------------------|
| Director, Public Safety | No. 23 Step A - \$3,727 Step F - \$4,479 |
| Deputy Director | No. 21 Step A - \$3,217 Step F - \$3,865 |
| Communications Officer II** | No. 15 Step A \$2,068 Step F \$2,484 |
| Communications Officer I** | No. 14 Step A \$1,922 Step F \$2,310 |
| Records Detention Officer** | No. 13 Step A \$1,785 Step F \$2,144 |

*All personnel should be given periodic meritorious step increases or decreases in salary based on systematic evaluation.

**Personnel serving in these positions should be paid overtime for extra work.

smaller communities. The North Slope Borough and the Department should give serious consideration to including modest living facilities with the new public safety facilities being planned for Barrow and other communities in the Borough.

Such facilities, if properly constructed, would give greater coverage to the detention facilities in the outlying communities, and make officers of the public safety department in these communities more readily available to all people of the community. It would also increase the security of the Public Safety facilities.

A second problem is air transportation which is essential for rapid mobility throughout the jurisdiction. The Department must be able to move immediately upon notification of an emergency to dispatch appropriate numbers of officers to any point in the Borough where they are needed. This will never be possible if the Department must continue to rely upon the existing air transportation. Therefore, the Department should undertake an evaluation to determine the feasibility of obtaining either by contract, lease or purchase, fixed and rotary wing aircraft sufficient to meet their emergency needs.

The Department should also evaluate the value of requiring all Public Safety Officers to obtain private pilot licenses for the operation of aircraft.

CONCLUSION

The Department of Public Safety has made considerable progress with implementation over the past year and one-half. The implementation accomplishments to date are impressive. The problems identified in this report are not intended to detract from the achievements made by those who have been involved in the management of the Department. The identification of problems is essential to future progress, and it is toward that end that this work was directed.

The Director and his managers are well aware that the achievement of organizational stability and unity of purpose are essential to the future operational effectiveness of the Department. The involvement of citizens and Departmental personnel in defining goals, objectives, and operational procedures is a preliminary foundation step that must be initiated.

The second step must be the reorganization of the Department to strengthen the management and operations of the Department. This action should be accompanied by a revision in the operational career system to stabilize the personnel of the organization. At the same time, a basic program for the orientation of new personnel must be instituted.

Recruitment efforts must be modified in terms of focus and emphasis. Only with personnel who understand the people being served, and are willing to strive to perfect a comprehensive public safety role for the organization can the Department achieve the goals of quality and quantity of services envisioned by the original NANA consultants.