

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

7

SUBJECT: An Overview of Organization and Management Problems in Need of Further Examination

PROJECT NUMBER: 76-056/049

FOR: State of Alaska, -
Department of Public Safety

Population: 400,000

Personnel: 600

Square Mile Area: 586,000

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SECTION I. INTRODUCTION

Words seem inadequate to describe both the grandeur and the extremes of Alaska. There can be little question, however, that Alaska's mammoth size, unique geographical features, and widely varying climatic conditions have an immense impact on the State's ability to deliver governmental services.

Alaska's 586,400 square miles of land area, for example, is greater than the combined acreage of the next three largest states--Texas, California, and Montana. The Continental United States embraces four time zones; so too does Alaska (Pacific, Yukon, Alaska-Hawaii, and Bering Sea). Indeed, were it not for some artful line drawing there would be a fifth time zone, one which would cross the International Date Line and place a portion of Alaska in "tomorrow" rather than "today".

Its vastness can also be measured in coastline. There are approximately 35,000 miles of coastline along Alaskan shores, more than is found in the balance of the United States. Climate, too, has its impact as more than one-third of the State lies above the Arctic Circle with the vast interior having temperature ranges from 70 degrees below zero in the winter months to 100 degrees above zero in the summer months. The 14 largest mountains within the United States are found in Alaska.

Abundant natural resources characterize the economic base of Alaska. Commercial fishing in the streams and along the coastline provides countless employment opportunities. Hunting, like fishing, is both a sport and a business attracting many visitors to the State in pursuit of bear, sheep, and other large

trophy animals. But the resource located at center stage is oil. Large oil reserves have been discovered in the northern Arctic Circle area and the discovery of oil has led to the construction of a trans-Alaska pipeline stretching about 1,000 miles from Prudhoe Bay to Valdez. Construction of the pipeline has brought many people to the State and has had a decisive impact upon the State's economy.

Transportation of goods and people is an ever-present problem. The road system, by any standard, is limited. Of the State's nearly 9,500 miles of roadway, approximately 7,300 is paved and about 2,200 is not. Virtually all of the highways are located in a triangle area extending from Anchorage in the south central to Fairbanks in the north central, and to Tok, a border community with Canada in the western edge of Alaska. Air travel is a necessity when seeking to visit most communities within the State. The State capital, Juneau, some 600 miles to the south and east of Anchorage, can be reached only by boat or air. For travel, the State has established the Alaskan Marine Highway System, a network of ferries which move between Seattle, western Canada, and the southern reaches of Alaska, including Juneau.

While Alaska is the largest State in size, it is the smallest in total population. Official census figures placed the State's population at 302,173 in 1970. Recent U. S. Department of Labor estimates suggested a total of 351,159 residents in 1974 and current State estimates place the total at about 400,000. Only three cities have any substantial size: Anchorage (102,000 residents), Fairbanks (31,000 residents) and Juneau (15,000 residents). The balance of the State's population is widely dispersed with only a few small concentrated centers. The population density of the State is far less than one person per square mile and there is little likelihood that population patterns will change in the next few years.

Survey Purpose

The Alaska Department of Public Safety requested that a general appraisal be made of its organizational structure and management practices to ascertain if a more detailed examination of any observed problems would be helpful in identifying alternative solutions. Of particular interest to the Department was proper manpower utilization. Financial support for this brief reconnaissance study was made available by the Law Enforcement Assistance Administration, U. S. Department of Justice.

Survey Method

The local information which serves as the basis of this report was gathered by the consultant through on-site conversations with the individuals identified in Appendix A. On-site technical assistance rendered by the consultant was provided during the period of June 21, 1976 through June 30, 1976. A brief field trip was taken to visit some of the out-stations of the Department of Public Safety in order to observe first hand the problems of travel, communication, and climate which affect the day-to-day work activities of the Department.

Interviews were of a confidential nature and no person is quoted or otherwise identified in this report. Additionally, earlier studies prepared by Department of Public Safety staff and others were reviewed to provide detailed information regarding specific work problems or practices.

The report itself is in two parts. The first part is an overview of the Department of Public Safety, its scope and activities, with emphasis upon organizational and management issues. The second part is an outline of observed problems deserving of more detailed examination.

SECTION II. AN OVERVIEW OF THE DEPARTMENT OF PUBLIC SAFETY

Alaska's Department of Public Safety is headed by a commissioner who is appointed by and serves at the pleasure of the Governor. The commissioner is a member of the Governor's Cabinet and serves as the administrator of an agency with over 600 staff members and a projected budget for the coming fiscal year of approximately \$28,000,000.

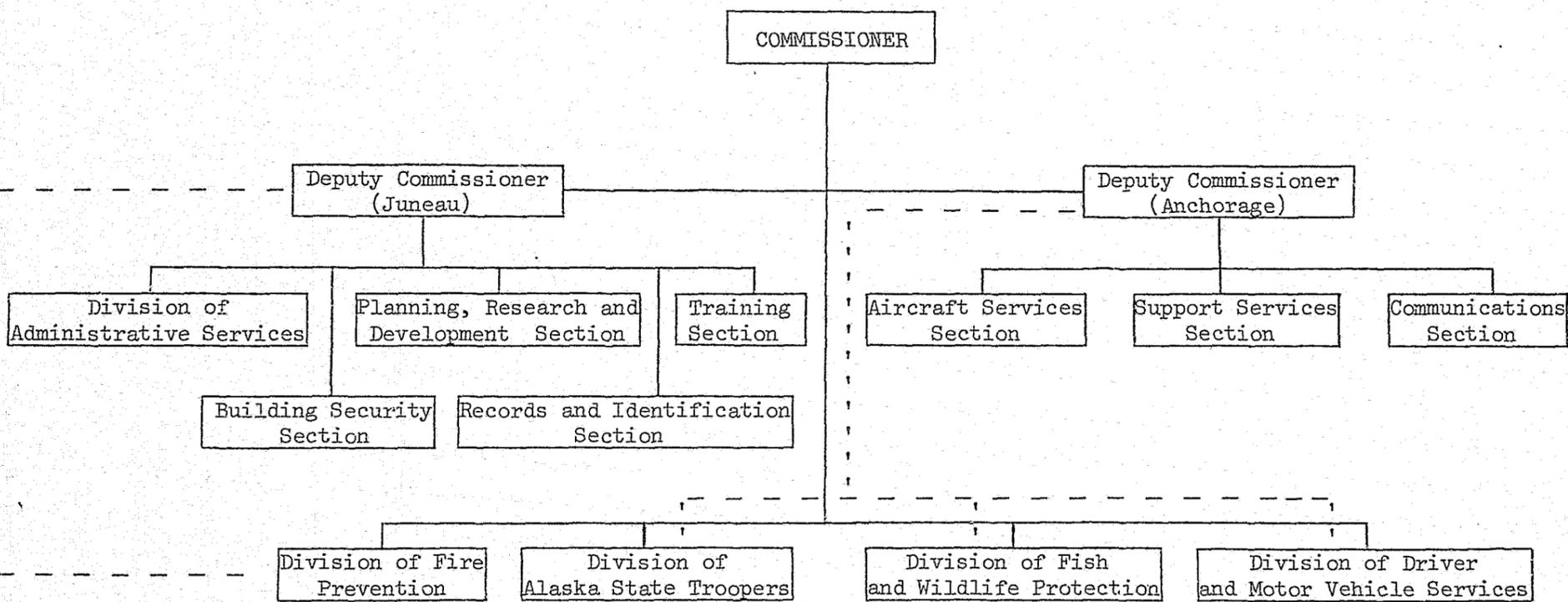
The agency is a multi-purpose one providing law enforcement protection, managing the State's valued natural resources, and providing motor vehicle licensing and registration services. The Department consists of five principal divisions; the division of Alaska state troopers, the division of fish and wildlife protection, the division of fire prevention, the division of driver and motor vehicle services, and the division of administrative services. Additionally, the Department is responsible for building security of the Capital complex. A general organization chart is presented in Chart 1. Each of the principal Departmental components will be discussed below.

Office of the Commissioner

The office of commissioner consists of the commissioner, two deputy commissioners, some clerical support personnel, and some special investigative personnel. One deputy commissioner is located in Juneau and is regarded as the "chief" deputy commissioner. The other deputy commissioner is based in Anchorage, the Department's principal worksite, and acts in a liaison

Chart 1

Current Organizational Structure
ALASKA DEPARTMENT OF PUBLIC SAFETY



Solid lines illustrates direct reporting relationship as the organization actually operates. Broken lines indicate the informal reporting relationships that exist.

capacity between Anchorage and central headquarters. The deputy commissioner position in Anchorage has been elevated to that level only recently. Previously, an assistant to the commissioner was posted in that location to coordinate activities.

The organizational arrangement depicted in Chart 1 does not correspond exactly to the formal chart prepared by the Department itself. The Department's chart shows the deputy commissioners having direct supervisory relationships with all the divisions and sections of the Department. In actual practice, however, the division directors for the Alaska state troopers division, the division of fish and wildlife protection, and the division of driver and motor vehicle services report directly to the commissioner on all policy questions and some procedural concerns. The Juneau deputy commissioner is responsible for the division of administrative services and through that role does have frequent contact with all division directors on matters affecting budgetary or personnel interests. On the other hand, the Anchorage deputy commissioner has day-to-day contact with the directors of the state troopers, fish and wildlife, and motor vehicles because their principal offices are located in Anchorage.

Deputy Commissioner, Juneau

The primary responsibilities of the Juneau-based deputy commissioner are to oversee the division of administrative services and to represent the Department of Public Safety in the budget and legislative process. The supervisor of the planning, research, and development section reports to this deputy and has frequent contact with the commissioner as well.

The building security section functions essentially as an autonomous unit, principally as it is regarded as an experimental program. The training section operates the multi-purpose state police training academy and is located in Sitka, some 30 or 40 air minutes away from Juneau. That unit, too,

would appear to function independent of any direct day-to-day supervision from the deputy commissioner. The records and identification section is responsible for the maintenance of the central records files of the department as well as for maintaining the communications system for the Juneau area. The communication function is found spread throughout the organization and more on this point will be offered later.

Deputy Commissioner, Anchorage

The principal offices of the State's two law enforcement agencies are located in Anchorage as is the division headquarters for the driver and motor vehicle services. The three sections attached directly to the deputy commissioner's office (aircraft, support, and communications) are so arranged because they support the undertakings of the entire Department, not just a division. The communications section performs some functions analogous to those performed by the records and identification section but it does not maintain any centralized records.

On an informal basis, the deputy commissioner in Anchorage supervises the work of the three principal divisions based there but the extent of supervision is limited primarily to technical matters with all policy questions referred to the commissioner. The degree to which policy or operational decisions are made by the deputy commissioner depends in large measure upon his accessibility to the commissioner. As the commissioner becomes less available for consultation, the role of the deputy commissioner expands.

Division of Alaska State Troopers

The largest division of the Department of Public Safety is the division of Alaska State troopers. Chart 2 presents the current organization of the division. The director of the division holds the rank of colonel and reports directly to the commissioner although from time-to-time both deputy commissioners also are involved in providing management direction to the division.

The management staff of the division consists of four personnel in addition to the director, i.e., a deputy director who functions as an administrative assistant, a commander of the criminal investigation bureau, and two zone commanders. It is the zone commanders who are responsible for the activities of the basic work units of the division, the detachments and posts. The use of the zone concept is new to the division with the arrangement in effect only two full months at this writing.

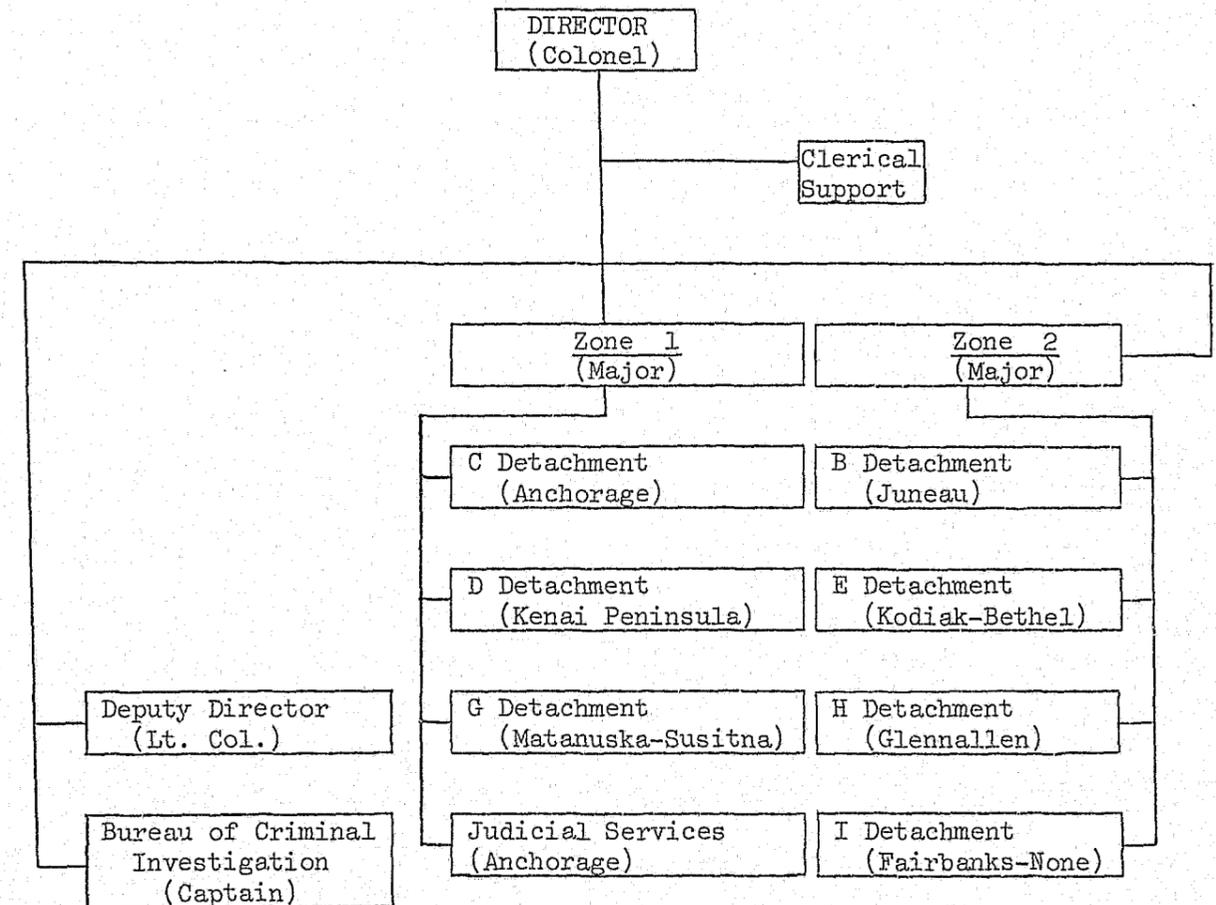
Detachments and Posts

The basic work unit within the division is a post which may be staffed by from one to four troopers. The posts are grouped into administrative units called detachments and the posts operate under the general direction of a detachment commander. The rank of a detachment commander varies from lieutenant to captain depending upon the size of the detachment. The two zones were organized so that the area surrounding Anchorage comprises one zone while the balance of the State comprises the other. The zone commanders are based in Anchorage but it is expected that each will travel frequently to detachment and post sites for inspections, briefings, and the like. The principal function of the zone commander is to make available Departmental resources in order that police service problems can be addressed as effectively as possible.

Chart 2

Current Organizational Structure

DIVISION OF ALASKA STATE TROOPERS
Department of Public Safety */



*/ The official division organization chart shows the deputy director as having a direct command position within the division structure. This chart is designed to illustrate the active role performed by the deputy director.

The largest detachment is C detachment which serves the greater Anchorage area. Thirty sworn officers are assigned to this office under the command of a captain. The total complement of personnel includes one captain, one lieutenant, one first sergeant, four regular sergeants, and 23 troopers. Additionally, the detachment has three full-time civilian employees assigned to it, although administratively these staff members are assigned to the communication section of the Department. The detachment operates with three shifts having one sergeant and six troopers assigned to the first watch (7:00 A.M. to 3:00 P.M.), one sergeant and nine troopers assigned to the second watch (3:00 P.M. to 11:00 P.M.), and one sergeant and six troopers assigned to the third watch (11:00 P.M. to 7:00 A.M.). The three ranking officers work an 8:00 A.M. to 5:00 P.M. schedule with one sergeant serving on a relief basis. Vacations, days off, illness, and other factors deplete the actual manpower available for duty on any given day.

The role of C detachment is somewhat analogous to that of an urban police agency. The square mile area served by this detachment is 2,500 miles and the area population is close to 150,000. Much of that population lies within the City of Anchorage, however, which is an administrative district within the Great Anchorage Borough. The city has a local police force in excess of 200 sworn officers; the balance of the Borough receives its police protection from the State troopers by local option.

The activities of detachment D, while still within the same zone as that of C detachment, differ substantially. This detachment operates within the Kenai Peninsula and serves an area encompassing 15,850 square miles with a total population of approximately 16,000. This detachment operates five posts (Cooper Landing, Moose Pass, Seward, Homer, and Soldotna, the detach-

ment headquarters). A post also is operated in Ninilchik from time to time depending upon the availability of personnel.

When D detachment is at full strength, it consists of ten sworn personnel; one lieutenant, one sergeant, one corporal, and seven troopers. Two troopers are assigned to Homer, one each at Cooper Landing, Moose Pass, and Seward, and the balance of the staff works out of Soldotna.

Work conditions in the Kenai Peninsula are somewhat different from those found in other portions of the State in that the entire area serves as a recreation center for residents of Anchorage. On a typical week-end, the population of the Peninsula swells by 3,000 to 5,000 people with twice that number arriving for long holiday week-ends. Fishing is the main attraction although hunting and camping opportunities also attract the week-end visitors. Two cities, Kenai and Soldotna, both have municipal police departments but otherwise the State troopers provide police protection for the entire peninsula.

One difference between a more distant detachment and that located in the Anchorage area is the fact that regular shift schedules become difficult if not impossible to arrange. Off-duty personnel seldom can leave the area because of the need to report back to work to handle emergency or other unanticipated situations. Also, troopers are essentially on-duty 24 hours a day because in most instances only one trooper is assigned to cover a vast geographic area. It is even difficult to arrange for annual leave although the new collective bargaining agreement places a burden upon the employer to make scheduling for leave more consistent.

Criminal Investigation Bureau

The principal investigation arm of the division of Alaska State troopers is the criminal investigation bureau (CIB), a centralized investigative unit under the command of a captain. The unit is based in the Anchorage divisional headquarters building and the staff operates out of that location with the exception of some personnel located in Fairbanks. (More on the Fairbanks unit will be noted later.)

The CIB commander reports directly to the division director but operationally there is a great deal of communication between the CIB commander and the various detachment commanders. The two zone commanders apparently do not play an active role in reviewing CIB activities within their respective zones. A request for investigative assistance normally comes directly from a detachment commander to the CIB head who would dispatch whatever personnel are necessary to handle the situation. The division director and the zone commanders would be informed of the request and the follow-up action, but normally would not be consulted about the specific steps taken to handle the situation.

There are three classes of investigator, an investigator I, an investigator II, and a chief investigator. The chief investigator is expected to function as a supervisor while the investigator II is deemed to be a specialist. Only one individual presently functions at that level, an arson investigator. The journeyman level investigator is an investigator I although there are seven troopers who also perform investigative work. The work the seven troopers perform seems substantially the same as the regular investigators, however.

Approximately 50 per cent of the CIB's workload is in the south central area of Alaska, that is, the areas including Anchorage, the Kenai Peninsula, Glennallen, Palmer, Kodiak, and Valdez. The balance of the workload is spread throughout the State. One problem with travel conditions is that while an incident may be reported in timely fashion the CIB team may not be able to arrive for several days because of weather conditions. Conversely, the CIB team might arrive at a distant location, perform the assigned task, and then not be able to leave for several days. Of course, this problem affects all Department personnel, not just those attached to the CIB, but it is a particular problem for that unit.

The central records system for the Department of Public Safety is based in Juneau but the operating units principally are in Anchorage. From time to time a problem is posed for the CIB staff in that records needed to review a particular case are in the Juneau office. Generally, it takes only twenty-four hours to transfer something from Juneau to Anchorage but weather or the time zones could be intervening factors. There is teletype communication between the two points, of course, but not all information is suitable for transmission through that means.

Control of the CIB is vested in the Anchorage-based commander. The detachment commanders do not maintain control over investigators working in their area, nor do investigators report to them on a continuing basis while on a field situation. There is, of course, communication but control clearly rests with the CIB head based in Anchorage. The exception to this standard approach is found in Fairbanks where the investigative staff reports directly to the detachment commander, not to the CIB head. Indeed, the Fairbanks investigative personnel are not considered to be a part of the CIB staff. This is the only detachment where total control is vested at the local level.

Prisoner Transportation

The Alaskan State troopers, more or less by default, have become responsible for the transportation of all prisoners. Another State agency is responsible for the operation of the State correctional system but it is the troopers who arrange for the transport of prisoners to the appropriate correctional facility. Troopers also arrange for any prisoner movement necessitated during arraignment, court, and related proceedings.

If a prisoner was arrested in the Kenai Peninsula, for example, that prisoner would need to be transported to Anchorage for detainment because no long-term facilities are located in the peninsula area. The only jail is situated in Soldotna, but it holds only two persons and is not suitable for anything but short-term confinement. This pattern is duplicated through much of the State. A new method for prisoner transport is to charter an airplane and pilot from Anchorage to move the prisoner. A trooper usually accompanies the pilot although occasionally a judicial services officer might also serve in that post. No written guidelines or procedures have been prepared regarding prisoner movement.

Housing

Housing is a particular problem for the State troopers, especially in isolated outposts. Building materials are expensive and housing costs often are excessive, particularly in an area where the supply of housing is limited. Mobile homes have been provided in some instances but maintenance is difficult when placed in remote locations.

The Division of Fish and Wildlife Protection has some adequate housing available to it, apparently due to the transfer of some federal properties to that unit at the time of statehood. Other State agencies, such as the Department of Education and Department of Highways also have need for housing opportunities in remote locations, but a coordinated housing program at the State

level, while in development, does not seem to take into account the particular needs of the troopers.

Troopers have a specialized need for housing because the troopers' home frequently becomes the post. As a result, the entire family of the trooper becomes involved in the provision of police services to the particular locale. This is less true for educational or highway personnel where more traditional work hours are possible. To operate a twenty-four hour, 365-day a year, service program in a remote area with only one staff member necessarily will involve intrusions into the employee's personal life.

Division of Fish and Wildlife Protection

Alaska and Oregon are the only two states which have melded together the State policing, and fish and wildlife protective agencies. Until four years ago fish and wildlife protection was the responsibility of the Department of Game and Fish. It was shifted to the Department of Public Safety in 1972 by Executive Order of the then Governor because it was felt by most observers that the Division was not receiving adequate organizational support from the Department of Fish and Game.

The transfer was resisted by officials and personnel from both of the involved departments. Now, however, there is agreement by most interested parties that the Division does have better organizational support within the Department of Public Safety, that the level of training has improved, that working conditions are more adequate, that equipment has improved, and the like. Nonetheless, a new effort is underway within the Department of Fish and Game to reacquire the Division of Fish and Wildlife Protection.

Detachments and Posts

As is evident from Chart 3, the division of fish and wildlife protection operates with fewer detachments and posts than does the division of Alaska State troopers. Headquarter offices for detachments of both, however, tend to be in the same communities and frequently posts are, too. The two operating units of detachments are organized by major function, that is, detachments B, D, and E primarily are related to the problems of commercial and sport fishing while detachments C and I relate principally to the problems of game management. While all detachments deal with essentially similar problems, the degree of program concentration is a distinguishing point. Statewide, there are only three locations where fish and wildlife officers are not posted in the same community as State troopers. There are, however, more post locations for the latter division. Cooperation at the operating end (i.e., at the post level) appears strong between both divisions, a contrast to the pattern prior to the shifting of fish and wildlife into the Department.

Much of the enforcement action of the division follows a seasonal pattern depending upon which commercial fishing areas are open, what game hunting is permitted at a particular time, and so forth. Poaching and other illegal hunting and fishing activities are continual problems. Enforcement work frequently requires surveillance activity. A common technique is to use airplanes to spot illegal fishing and hunting activities.

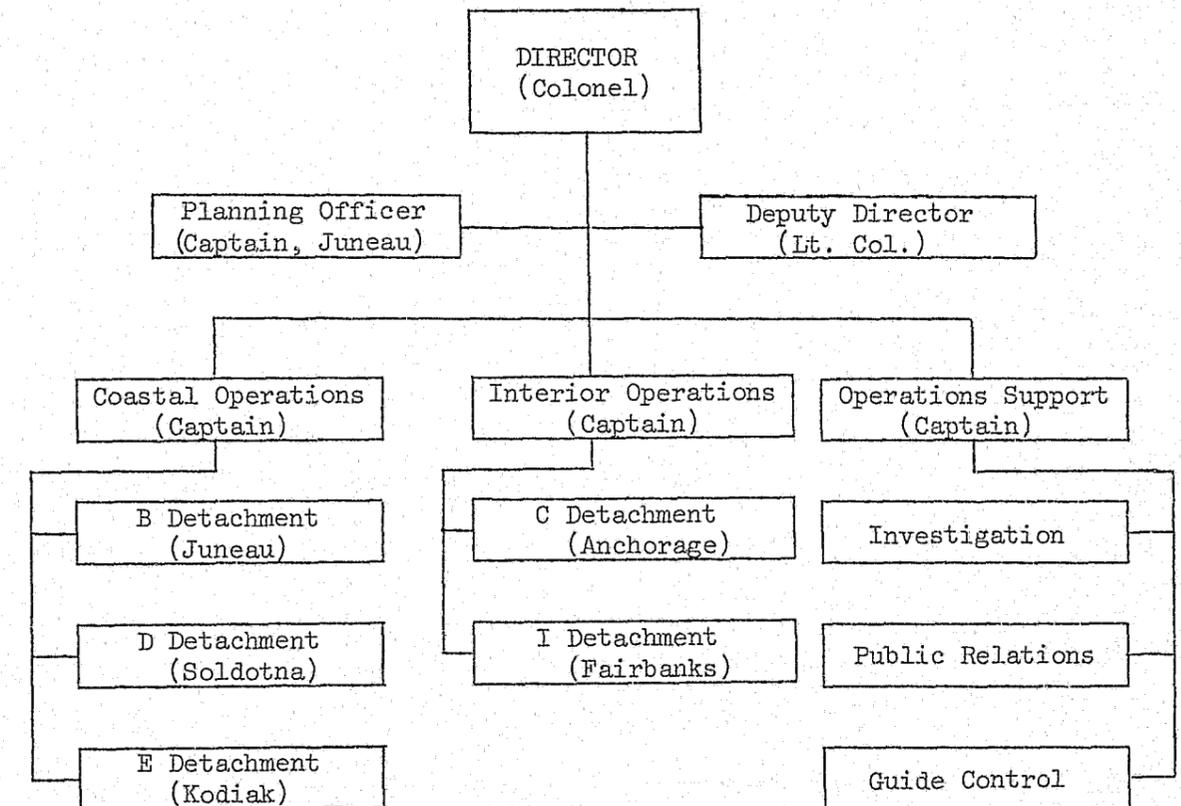
Travel and Communication Problems

The coastline of Alaska, as noted previously, is over 35,000 miles long. Much of this extensive coastline is suitable for commercial as well as sport fishing. Numerous local fisheries operate in the area as do a number of fishing ventures based in Seattle and other locations. But Alaskan waters attract international commercial fishing operations as well;

Chart 3

Current Organizational Structure

Division of Fish and Wildlife Protection
ALASKA DEPARTMENT OF PUBLIC SAFETY */



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The organizational chart depicted here shows the deputy director outside the direct chain of command. The official division chart places this position within the organizational hierarchy.

including fishers from Japan, the Soviet Union, and other countries. It is not uncommon, for example, to find from 700 to 900 ships of international registry fishing in the Alaskan coastal waters. The United States Coast Guard patrols the area to some extent but so too does the division of fish and wildlife protection.

The division has a number of vessels of varying lengths, the largest being some 65 feet. Most of the fishing vessels are in excess of 100 feet and are capable of traveling under all types of weather conditions. Because of the size of the division's vessels, however, this is not possible as there are safe limits beyond which they can operate. Budget authorization has been granted for the purchase of a new vessel but the cost (in excess of \$1,000,000) of a new vessel exceeds available funds. Efforts now are underway to purchase an older vessel rather than construct a new one.

Air surveillance is of particular importance in policing commercial fishing activities. Because of the vastness of the jurisdiction coupled with the staff limitations, policing often can be accomplished only through a coordinated air-land/sea effort. That is, an airplane can be used to identify a particular problem with the commercial fishing fleet and a vessel then dispatched to deal with the problem. Through regular patrol, it is doubtful that a vessel would ever encounter many problems because of the large fishing areas. On the other hand, an airplane often cannot land on land or sea to take appropriate enforcement action. Consequently, a joint air-land/sea operation is required.

Unfortunately, the Governor's Management and Efficiency Review Committee, a special study group which analyzed the operations of all State agencies has suggested that the use of surface craft be lessened and that the use of airplanes for patrol work be expanded. The difficulty comes in the need for

coordinated action between air-land/sea operations. If the suggestion of the Governor's Committee is followed, it will be more difficult for the division to take direct enforcement action.

Design of Fish and Game Regulations

The division of fish and wildlife protection enforces the rules and regulations of the Department of Fish and Game. Specifically, two boards, one for fish management and the second for game, determine the particular fishing and hunting regulations which will be set for the ensuing season. The overriding concern is proper resource management. The difficulty comes from the fact that the two policy boards directly affect the workload of the division of fish and wildlife but do not control the division's financial resources. A shift in a regulation may cause a complete adjustment in division priorities and might require suspending action in one enforcement area in order to assume responsibility for implementing the new policy. There appears to be no mechanism for assessing the impact of policy changes upon the division of fish and wildlife or the Department of Public Safety. The net result is a policy of selective enforcement which may or may not relate to the policy objectives of the two regulatory boards.

Division of Fire Prevention

The division of fire prevention is headed by the State fire marshall with regional fire marshalls based in Juneau, Anchorage, and Fairbanks. The principal function of the division is to determine the cause of all fires where personal injury, death, or substantial loss occurs. Inspection, however, is a major day-to-day thrust of the division.

The fire prevention division has a limited staff with which to perform fire inspection tasks. The State's inspection responsibility extends to facilities in those areas of the State where no local capability exists. Practically speaking, this means the entire State with the exception of the three largest cities. If State facilities are constructed in any of those communities having their own inspection program, however, the State inspector must inspect that site, too.

It would appear on the surface that the State fire marshall's office has not been given the basic tools to perform its assigned tasks, particularly with the lack of manpower. Coordination with other elements of the Department of Public Safety also appear to be a problem. For example, regional fire marshall offices are not located with those of other Departmental sections in spite of the fact that Anchorage and Fairbanks are the two regional worksites. In the field areas, few troopers have any cognizance of the role of the fire marshall's office. Indeed, the single arson investigator in the State is assigned to CIB, not the division of fire protection.

The inspection program suffers principally because there is a lack of on-site inspection. Mostly, inspectional activities are confined to reviewing building plans and there is limited capability to follow-through on the plans to guarantee that fire protection/prevention features have been incorporated into the final structure. Further, there are no criteria presently in effect to suggest when a building, or what type of building, should be inspected. Usually the only time a building is seen by an inspector is when it is completed, a period when effective inspection of a building is severely limited.

Division of Administrative Services

This division is a newly-created one designed to link together personnel, budget, and fiscal planning into one integrated unit. Previously, these functions were performed independently which provided the Department with limited overall control capability. A civilian heads up the new division and it is staffed entirely by civilian personnel. The director reports to the deputy commissioner, Juneau, although the director has frequent contact with the commissioner by virtue of location.

Housing difficulties are a major problem for the Department as a whole, and in particular with the Alaskan State troopers. The deputy commissioner, Anchorage, has been made responsible for overall coordination of the housing program but this arrangement is awkward because the fiscal and purchasing controls are vested in the division of administrative services. Additionally, there is a state-wide review of housing programs being conducted by the State Department of Administration, also based in Juneau. Communication regarding housing policies and issues sometimes is confused because of these mixture of assignments. Unfortunately, personnel in the field, particularly those with families, appear to be leaving Department of Public Safety employment because of housing problems.

Personnel Administration

The Department's personnel program is administered through the division of administration. One full-time personnel officer and several clerical assistants aid division heads and others in filling open positions, evaluating positions, and the like. A number of new positions have been created within the Department during the past few months, particularly at the

middle supervisory level. Sharp distinctions were drawn between staff and line positions within the para-military chain of command (e.g. staff sergeant, warrant officer) and a number of positions were upgraded (e.g. detachment commanders of large units were elevated to captain positions from lieutenant posts). There are now three sergeant positions (sergeant, staff sergeant and first sergeant) and two other positions (warrant officer and the second level of investigator) that are viewed as comparable to sergeants. Ambiguity seems evident from a variety of personnel (including some who hold these positions) as what meaningful distinctions exist between them. Too, every organizational unit (except motor vehicles) seems to have a "deputy" director position although in most instances the position incumbent functions as an administrative assistant not a full assistant unit head.

Pay levels, too, seem somewhat confusing. The newly created positions have been sandwiched between existing pay levels within the Departmental salary structure and, consequently, there are insufficient pay differentials between supervisory levels. There is some evidence that promotions have not been sought by otherwise qualified individuals because of the narrow pay level distinctions. Part of this problem, however, pertains to overtime policies of the State as found within the collective bargaining agreement. Apparently, some of the new positions were created to enable the Department to circumnavigate overtime pay requirements and, therefore, the positions likely do not reflect substantially new duties.

Division of Driver and Motor Vehicle Services

This division also is new to the Department of Public Safety. Portions of the program were always lodged with the Department (driver's licenses) but the entire program of motor vehicle registration was recently

transferred into the Department due to administrative problems elsewhere. The division is charged with a number of specific functions. Included are licensing drivers, registering motor vehicles, operating the port of entry border stations, conducting the driver improvement program, disposing of abandoned vehicles, collecting taxes for local jurisdictions under certain conditions (subject to approval by the Governor of enabling legislation), and a few other related tasks.

The division, perhaps more than others, operates with considerable latitude in sharing and dealing with policy and procedural concerns. The director of the division reports to the commissioner for basic policy direction, to the Anchorage deputy commissioner for day-to-day matters, and to the Juneau deputy commissioner for legislative and budget considerations.

One problem the division has been taking active steps to correct is in daily customer service relations. Until recent months there were often long delays in securing title and registration documents for applicants, and in forwarding driver's licenses on a timely basis. An intensive study has been made of operating procedures by division staff and a number of modifications have been made in order to enhance service operations.

One area where additional changes could be made is in the establishment of service centers throughout the State at points which may serve more than only one component of the Department of Public Safety. Private vendors now engage in some of the licensing and registration activities of the division in return for a fee. Use of vendors could be lessened if alternatives were possible in a number of locations.

Other Support Services

Essential to the day-to-day operations of the Department of Public Safety is its fleet of airplanes. A separate section is responsible for the maintenance and operation of Departmental air equipment with the head of that unit, a captain, reporting to the deputy commissioner, Anchorage. Charter flights and commercial flights are used by Departmental personnel whenever possible, but in a number of situations that alternative simply is not practical.

There is a communications section which reports to the Anchorage deputy and a records and identification section which reports to the Juneau deputy. Both of those sections have analogous functions although the Juneau based operation technically is the central records unit for the whole Department. There appears to be some organizational overlap and some confusion in the field as to which provides what resource. In fact, the Anchorage unit serves more as the communications arm for C detachment of the State troopers and provides few if any services to other elements of the Department. There are no centralized complaint reception centers for other detachments or posts because of size and distance factors. A trooper or fish and wildlife officer is just as likely to receive a call at his or her personal residence as at the "official" office, if indeed there is an office.

Limited use is made of records generated by the various police-type divisions for management information. A computer-based system is in the process of being implemented for the Anchorage area but it will apply only to the activities of C detachment for the troopers. No such system apparently is contemplated for C detachment of the fish and wildlife unit.

SECTION III. RECOMMENDED AREAS FOR FURTHER ANALYSIS

The foregoing discussion has set forth in summary fashion an overview of the organization and management of the Department of Public Safety for the State of Alaska. The overall objective of this report was to identify, if any, problems which will require more extensive analysis in order to develop alternative means for their resolution. The following represents a summary of the matters or practices deemed to require further analysis.

Organization

Office of Commissioner

The office of commissioner requires more adequate definition as to the organizational role which the commissioner should play in day-to-day activities of particular divisions. Alternative organizational models should be considered which are designed to place greater decision-making responsibility for day-to-day matters at key points within the structure, and to minimize all but major policy decision flow into the commissioner's office. A similar problem is evident at the director level in some divisions.

Functional Organization

Consideration should be given to establishing two distinct organizational elements, each headed by a deputy commissioner, with work activity organized upon a functional base, not a geographic one. One element could consist of the basic operational programs (i.e., those which carry out the prime purposes of the organization, protection, prevention and service). The other major element

could relate to the supportive activities of the Department, those which serve to augment the field elements (e.g. administrative services, planning, training, etc.). What is needed is more integration of comparable work activities.

Span of Control

Reasonable efforts should be made to develop organizational models which maintain a span of control of from five to eight direct subordinates for most policy level positions. Informal, as well as formal, work patterns should be reflected in such considerations. Special attention must be given to the current widespread organizational practice of creating "deputy director" positions at all levels of the organization. This practice, in part, stems from an excessive reliance upon a para-military structure with a fixed chain of command. Preliminary review suggests that a number of the incumbents of these positions do not in fact function as deputy directors, but rather as administrative assistants and, as a consequence, represent a source of organizational confusion.

Coordination

Support Services

At the detachment level, there appears to be no sustained effort to provide a coordinated program of supportive services to either detachment or post staffs. In most instances the division of Alaska State troopers and the division of fish and wildlife protection exist side by side without any sharing of clerical or other support staff. (There is, however, substantial cooperation in enforcement activities, an approach which should be sustained, if not strengthened.) Efforts should be made to assess means by which a common support staff can be secured to serve field units, particularly detachments.

Detachment and Post Locations

No formal criteria has been developed to determine where detachments or posts should best be located. Problems of climate, geography, time zones, and related matters all affect site selection, as does the actual workload within a given area. Efforts should be made to develop such criteria with particular emphasis upon identifying as many common work sites as is feasible.

Area Coordination

In those instances where joint detachment/post sites are feasible, a need likely will develop for area coordination in the field between participating divisions of the Department. Consideration should be given towards the development of "field area coordinators" who would have, among other duties, the responsibility for monitoring the workflow of any joint field service effort to ensure that objectives are being met on a timely basis for all participants. A field book of procedures should be developed to facilitate this task.

Integration of Other Divisions

Consideration should be given to the possibility of locating units of the division of motor vehicle and driver services and units of the division of fire prevention at detachment and post locations. Consideration should be given, too, for using support staff at detachment/post locations to handle certain registration and licensing activities.

Staffing and PersonnelPosition Classification Plan

Consideration should be given to the development of a new position classification plan for the Department, one that evaluates all functions within the Department, not just those in the enforcement areas. A random review of the current plan suggests that distinctions have been made between staff and line functions within the enforcement areas with the result that artificial distinctions in para-military rank have been made. Ambiguity exists in the tasks to be performed by the incumbents of some of these positions as a consequence.

Compensation Plan

The general compensation plan of the Department (established by another State agency and through collective bargaining) is in need of modification. When new positions were created salary ranges were fixed at intervening points within the existing plan, and as a consequence, proper recognition has not been given to the various levels of supervision so far as compensation is concerned. Criteria that relates to the State's collective bargaining agreement needs to be developed to govern the use of overtime.

Manpower Needs

No firm data presently is available to document the workload of the Department and as a consequence proper staff levels cannot be determined. This is particularly true in the protective service areas. A management information system will need to be developed to identify at what days, at what times, and what types of activities occur in the field regarding service demands. The system will need to be practical in its application, not only for both

divisions, but also for the sundry detachments and posts. That is, some field units are in urban areas where more sophisticated data collection efforts are possible; whereas data collection in bush locations likely requires a different approach. Each type must be taken into consideration. Further, allowance must be provided for the rather small statistical base in analyzing the data given the population density of the State as a whole.

Remote Field Stations

A practical field procedures manual needs to be developed, one which relates to the problems of self-supervision in remote field locations. Practical guidelines also need to be developed to identify individuals who will perform adequately under such conditions. This is particularly important given the problems of housing, and the impact remote locations may have upon the employee's personal life.

Housing

A cohesive housing program needs to be developed which relates specifically to the needs of the Department of Public Safety where personnel often are on duty twenty-four hours per day, particularly in remote areas. Criteria should be developed identifying the most suitable type of housing for both personal and operational needs as well as a practical maintenance and replacement plan. Rental fees for such space should be designed to take into consideration the unique service needs of the Department. Responsibility for this program should be placed within the supportive services component of the Department, and efforts should be made to coordinate the Department's housing program with those of other state agencies.

Supportive ServicesCommunications

Efforts should be launched to determine the most feasible means by which all detachments and posts can be linked together in a State-wide communications network. Of particular importance is the need to provide timely police criminal and management information. A State agency already has responsibilities in this area and liaison with that agency will be necessary.

Records

The continued maintenance of a centralized records system in the Juneau office should be evaluated. Principal users of the criminal data contained in the system already are based in Anchorage and a duplicate records system appears to be developing in that location. A re-evaluation should be conducted to ascertain the most suitable location for all the various types of information available for Departmental use.

Prisoner Transport

Methods of transporting prisoners should be reviewed with consideration given to the establishment of guidelines regarding the movement of prisoners. A classification plan should be developed to provide guidelines regarding the particular type of transportation to be used and to provide for the possible release of prisoners. Included in any analysis should be the costs involved in handling prisoners.

Air, Land, and Sea Operations

Detailed recommendations should be developed regarding the scope and extent (including the need) for coordinated air, land, and sea operations, particularly as they relate to the enforcement activities of the division of fish and wildlife protection. Cost data, including detailed staffing recommendations, should be developed.

Enforcement and PreventionInvestigations

The maintenance of a centralized criminal investigation bureau for the State troopers in Anchorage should be evaluated. One detachment presently operates independent of the central unit and that practice, too, should be evaluated. Recommendations regarding the manner in which investigations should be handled should be developed with particular emphasis upon the role of the detachment commander in the event the centralized approach is continued. The use of separate investigator position classes should also be reviewed. Consideration should be given to placing all such positions in the category of "trooper" (See "Staffing and Personnel" above).

Fire Prevention Services

Criteria need to be developed in practical economic terms, by region, as to when a field inspection should be made by fire prevention personnel. As an outgrowth of that policy development, some projections should be made as to an adequate number of inspectors necessary to carry out the assigned tasks. Consideration should also be given to assigning arson investigative specialists to this division.

A P P E N D I X

Appendix A

INDIVIDUALS INTERVIEWED

Charles G. Adams, Jr.
Executive Director
Alaska Criminal Justice Planning Agency

Lois Benzel
Personnel Officer
Department of Public Safety

Capt. U. Dean Bivins
Commander
Criminal Investigation Bureau
Division of Alaska State Troopers

Richard L. Burton
Commissioner
Department of Public Safety

Capt. Arthur English
Commander, C Detachment
Division of Alaska State Troopers

Lt. Wayne Fleek
Commander, C Detachment
Division of Fish and Wildlife Protection

Frank Gorham
Supervisor
Planning, Research, and Development
Department of Public Safety

Terry Hanson
Law Enforcement Specialist
Alaska Criminal Justice Planning Agency

Ron Hendrie
State Fire Marshall
Division of Fire Prevention

Trygve Herman
Director
Division of Administrative Services

Walter V. Lawson
Law Enforcement Assistance Administration
U. S. Department of Justice

Donald L. McQueen
Deputy Commissioner
Department of Public Safety

Capt. Lowell Parker
Commander, Communications Services
Department of Public Safety

Mel Personett
Chief
Building Security Section
Department of Public Safety

Vern Roberts
Director
Division of Motor Vehicles

Major Roy A. Rush
Commander, Zone 2
Division of Alaska State Troopers

Cpl. A. G. Schadle
D Detachment
Division of Alaska State Troopers

Capt. W. B. Stewart
Commander, Aircraft Section
Department of Public Safety

Lt. Col. H. J. Sydnam
Deputy Director
Division of Alaska State Troopers

Lary W. Talbert
Deputy Commissioner
Department of Public Safety

Cpl. Almin Thompson
D Detachment
Division of Fish and Wildlife Protection

Col. J. Pat Wellington
Director
Division of Alaska State Troopers

Col. Fred Woldstad
Director
Division of Fish and Wildlife Protection

END

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