

Overview

Dept. of

Public Safety

**DEPARTMENT OF PUBLIC SAFETY  
HOUSE FINANCE OVERVIEW OUTLINE**

**FY 92 NET CHANGE SUMMARY:**

FY 92 GF Adjusted Base	83,642.8	821	PFT	67	PPT
FY 92 GF Governor's Request	<u>78,426.2</u>	<u>790</u>		<u>20</u>	
		(31)		(47)	
ADJUST OMB PACS To Remain Within Vacancy Guidelines		<u>(15)</u>		<u>(11)</u>	
<b>Net General Fund Reduction</b>	<b><u>(5,216.6)</u></b>	<b><u>(46)</u></b>	<b>PFT</b>	<b><u>(58)</u></b>	<b>PPT</b>

**1. Basic philosophy Used to establish budget priorities:**

All Public Safety Programs Are Basic... The department provides police protection; fish and wildlife enforcement; motor vehicle services; fire prevention services; forensic and other statewide criminal justice services; shelter, assistance, counseling to victims of domestic violence and other crimes.

All of these services affect Alaskan basic life safety and security.

The Department reduced several services rather than eliminate one basic service.

**2. Possible legislative changes needed**

Hillside - Anchorage Police Department would assume coverage. If Hillside residents do not vote to pay for local police protection, perhaps a modified version of last session's SB 456 - An Act requiring certain general law and home rule cities to provide police protection and law enforcement services;

Mandatory Insurance - repeal the mandatory insurance law (AS 28.22). The financial responsibility program (AS 28.20) will continue which accomplishes most of the goals of the mandatory insurance program. The financial responsibility program provides more incentive for the liable party to settle claims.

**3. Changes in service level...** see budget impact summary attached.

**4. Highlight projects or programs which have been expanded.**

No projects or programs have been expanded.

**5. Note any proposed capital budget items...** the Governor continues to review the capital budget.

**6. Explain any major reorganizations affecting your department.** None identified.

DEPARTMENT OF PUBLIC SAFETY  
FY 92 OPERATING BUDGET IMPACT  
(All General Funds)

DIVISION OF FISH & WILDLIFE PROTECTION: ( \$ 1,061.6) ( 47 PPT/Sea)

Delete 47 Part-time/Seasonal Fish & Wildlife Protection Aides;  
Force 6 PFT positions vacant to meet underfunding requirement;

70 % Sportfish patrol cut Juneau and Ketchikan Area; 50 % patrol  
cut Susitna River Area; 25 % cut Prince William Sound; 20 % patrol  
cut Kuskokwim Area; No Sport Patrol Kodiak Area; no stakeout teams;

No response to complaints outside scheduled duty; reduced  
commercial fisheries enforcement; Reduce transfers; two posts,  
Hoonah and Nome, will not be filled, coverage thru roving patrol  
from nearest post;

Ground 1 Grumman Goose, No aircraft patrol, South East-Vessel  
patrol only; Eliminate PV Vigilant from Bristol Bay Patrol,  
Aircraft patrol only; 25 % overall Enforcement Patrol reduction

DIVISION OF FIRE PREVENTION: ( \$ 148.6) ( 1 PFT)

Delete 1 PFT position to meet underfunding requirement; reduce  
construction building plan reviews and inspections;

No Marine Shipboard firefighting program, 1 less firefighter I  
training session; No Instructor or Hazardous Material Courses.

HIGHWAY SAFETY PLANNING AGENCY: ( \$ 10.0)

Reduce field monitoring of projects; reduce training.

DIVISION OF MOTOR VEHICLES: ( \$ 330.3) ( 8 PFT & 11 PPT/Seasonal)

Delete 8 PFT and 11 PPT/Seasonal positions to meet underfunding  
requirement; only "at fault" reviews thru Financial Responsibility  
Program; will not review each reported accident;

Increased Microfilm document processing backlogs; delays in  
filming, film processing, and data entry which has exceeded 5-6  
Months; microfilm service is used routinely by DMV, the general  
public, and police agencies for basic research;

Reduce Office Hours statewide; close Eagle River office; delay  
filling special plate orders; Reduce accounting staff and ability  
to verify documents and revenue depositing activities; delays in  
processing reimbursements of motor vehicle taxes to participating  
municipalities.

DIVISION OF ALASKA STATE TROOPERS: ( \$ 2,796.0) ( 36 PFT)

Reduce enforcement personnel by 36 PFT (Delete 32 CSO positions  
and 4 PFT State Troopers); Force 15 PFT Trooper positions vacant  
to meet underfunding requirements;

(Continued)

DIVISION OF ALASKA STATE TROOPERS:

(Continued)

Withdraw 28 Trooper positions from field service to perform CSO functions; close Ft. Yukon, Cordova, and Sand Point posts; Increase response time to accidents and crimes by 20%; Eliminate funding for the Child Exploitation Grant, the Anchorage Police Department has assumed the full cost of the Unit; Reduce Training travel; reduce on-site crime area response;

Eliminate 88 Fleet vehicles, establish car pool; eliminate take-home car program; delay in accident responses; increased mileage for remaining vehicles resulting in increased repair/maintenance; delay movement of prisoners; no Alcohol Reward funds for villages; reduce "Buy Money" for investigative work;

Withdraw patrol service from Anchorage's Hillside area, Girdwood, Indian, and the Elmendorf AFB and Fort Richardson military bases; the Anchorage Police Department will assume enforcement duties in the Greater Anchorage Area.

VILLAGE PUBLIC SAFETY OFFICER PROGRAM: (\$ 196.1) ( 1 PFT)

Eliminate 3 contract VPSO positions and 1 State Trooper position to meet underfunding needs; reduce Aircraft Charter and Leasing funds; fewer contacts of VPSOs by Troopers; less training and evaluation oversight.

ALASKA POLICE STANDARDS COUNCIL: ( \$ 13.6)

Reduce Municipal Police Training; reduce field travel.

VIOLENT CRIMES COMPENSATION BOARD: ( \$ 20.0)

Reduce grants.

DOMESTIC VIOLENCE AND SEXUAL ASSUALT: (\$ 357.8)

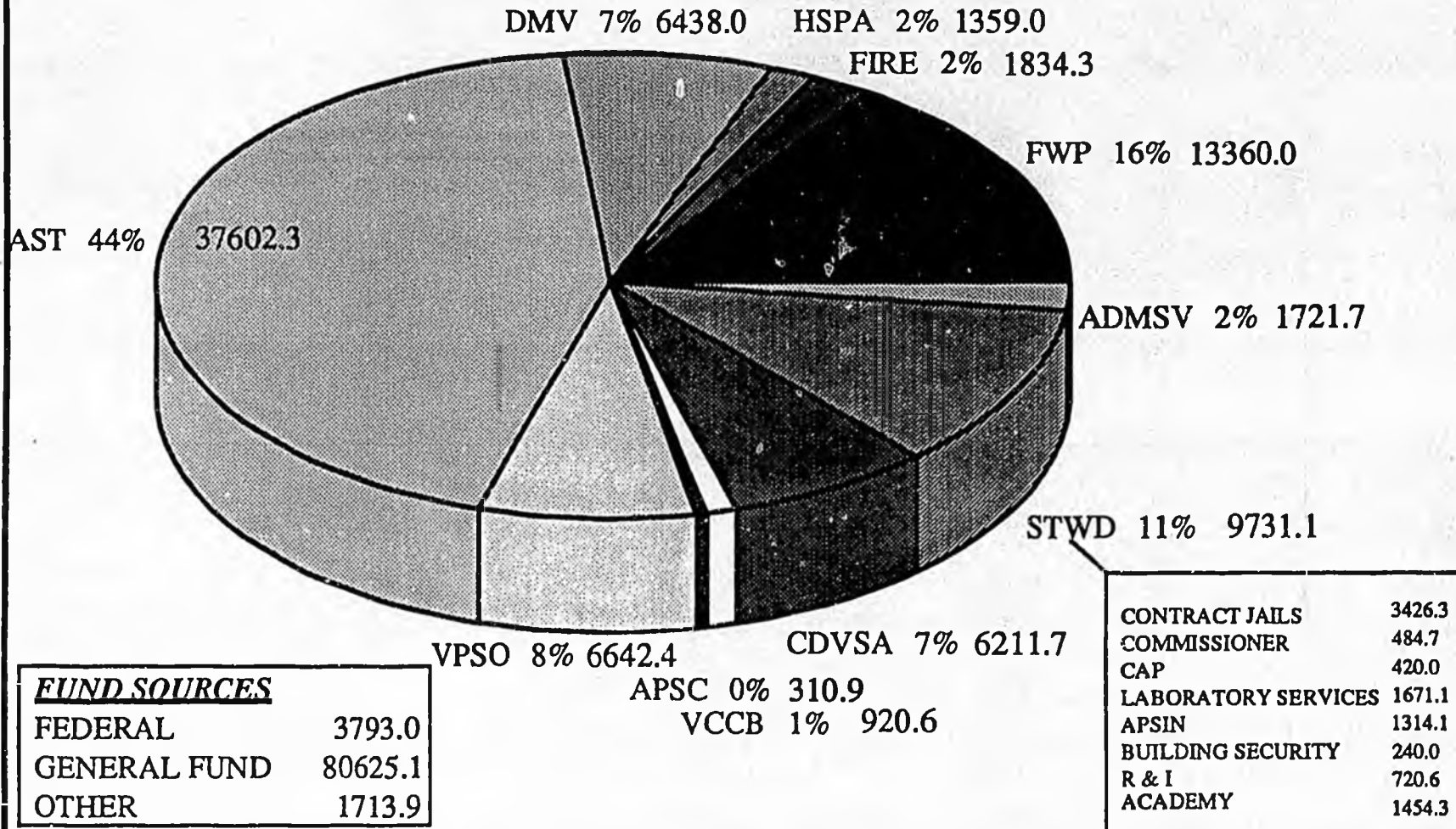
Programs that may be reduced or cut include: services providing immediate safety to victims, program staffing, program service levels, outreach programs, statewide training, and staff training.

DPS STATEWIDE SUPPORT BRU: (\$ 930.4) ( 3 PFT)

A base funding shortfall of \$ 670.0 for reimbursements to local Jail Operators will result in 11 Contracts not being fully funded, the Department of Corrections will have to pick up prisoner housing; prisoner transportation costs will not be fully covered, the Alaska State Troopers will have to transport all prisoners and may be required to request an FY 92 Supplemental to cover the costs; travel cuts will reduce on-site Jail inspections; fewer contacts with contracting municipalities;

Eliminate Sitka Academy State Trooper Recruit Training funds; reduce CAP Search and Rescue capability; delete 1 Accounting Technician in Administrative Services to meet underfunding needs; Crime Lab: Discontinue Autopsy work and 1 PFT autopsy position; Discontinue Breath Alcohol Testing program and 1 PFT criminalist; results in delay of forensic services statewide.

# FY 91 CONFERENCE BRU PERCENTAGES ALL FUNDING SOURCES



TRANSITION REPORT

Alaska Department of Public Safety

August 20, 1990

TRANSITION REPORT  
DEPARTMENT OF PUBLIC SAFETY

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## ALASKA STATE TROOPERS

### History

The Alaska State Troopers (AST) came into being in 1941 as the Alaska Highway Patrol, under the Alaska Highway Commission. In 1953 the Alaska Highway Patrol became the Territorial Police, in 1959 the Alaska State Police, and in 1967 the Alaska State Troopers, a Division of the Department of Public Safety. Organized into six Detachments and three Bureaus, the Division has 420 authorized positions. These include 258 State Troopers, 32 Court Service Officers, and 130 non-commissioned (civilian) positions. These personnel are assigned to 42 locations statewide.

The main function of the Division of Alaska State Troopers is to preserve the peace, enforce the law, prevent and detect crime, and protect life and property. The Division and its members are empowered to pursue and apprehend offenders and obtain legal evidence necessary to ensure the conviction of such offenders. These duties include specialized criminal investigation, alcohol and narcotics law enforcement, oversight of village public safety officers, search and rescue, and the enforcement of laws regulating the operation of motor vehicles to improve safety on the highways of the State.

The Alaska State Troopers have law enforcement authority throughout Alaska, except in McKinley National Park and on the Annette Island Indian Reservation. In those jurisdictions, the troopers can respond at the express invitation of the local authority. The Alaska State Troopers cooperate with federal, borough, municipal, and village law enforcement and criminal justice agencies in all matters concerning law enforcement and criminal prosecutions.

### Key Policy Issues

#### Short Range Issues

1. One of the most immediate challenges AST faces is the replacement of experienced mid and top level supervisors and criminal investigators who were lost as a result of the Retirement Incentive Program. AST must provide critical management training and rebuild the depth of knowledge in the criminal investigation units. This will be addressed through both in-state and out-of-state training programs. Recurrent training such as intoximeter, radar operation, emergency first aid, and officer safety also must be provided.

2. Fifty percent of the vehicles in the "L" car portion of AST's vehicle fleet exceed their economic useful lives, and are inefficient, unreliable, and approaching the point where they are unsafe. These cars cannot be replaced, however, because of shortfalls in the Highway Working Capital Fund. Division personnel are looking into the possibility of leasing vehicles to replace these "L" cars which, for the most part, are used by investigative personnel.
3. The Division must develop a flexible plan to respond to external factors that will impact law enforcement, such as native sovereignty, subsistence, and native lands trespass complaints. These issues must be addressed in cooperation with the Attorney General's Office.
4. Enforcement methods relating to alcohol and drug laws in the rural areas require close evaluation. The alcohol information reward program established by the Legislature in 1988 has not produced the benefits envisioned. The Division is considering the establishment of a toll free number and a program similar to the "Crime Stoppers" program.
5. The Rural Trooper Housing Program portion of the FY 91 operating budget is not covered by rental receipts and is subsidized by general fund money. The recommended solution to this problem is to change the present Public Safety Employees Association (PSEA) bargaining unit agreement to allow for the recovery of actual costs. The lack of housing in some rural areas is becoming critical. If we are to assign troopers (and their families) to rural areas, we must ensure that housing is available.
6. In a pending lawsuit, the State is challenging a 24% pay increase awarded to Court Service Officers (CSOs) by an arbitrator. If the court rules in favor of the PSEA, the Division must reevaluate the role and responsibilities of the Court Service Officers. The CSO job class originally was developed to save money. If the arbitrator's award stands, these limited-duty positions, which have received only two weeks of structured training, will be paid the equivalent of state trooper recruits.

### Long Range Issues

1. Recruitment and retention of qualified minorities in the Alaska State Troopers has continued to be problematic. New, creative, non-traditional methods of recruitment must be considered in future efforts.
2. In the long run, the citizens of the State must decide the level of law enforcement service that should reasonably be provided in communities of varying size and character. Changes in law enforcement in some locations, such as the "Hillside" area of Anchorage, the City of Wasilla, and some rural communities, may increase or decrease the need for AST resources in the future.
3. If projects such as the Trans-Alaska Gas Pipeline, the opening of the haul road to private vehicles, and ANWR occur, the State must develop a plan to upgrade statewide communications capabilities and enforcement personnel, especially along the pipeline corridor and the Dalton Highway.

### Legislative Issues

1. Present State laws allowing the forfeiture of property used in violation of drug laws are cumbersome, confusing, outdated, and internally inconsistent. As a result, most forfeiture actions in Alaska are handled by the U. S. Attorney's Office in federal court; the State or local communities receive only a percentage of the proceeds that could be used to bolster drug enforcement efforts. The federal government has also indicated an intention to restrict the routine use of the federal forfeiture process for what are essentially local cases. A well-drafted, effective forfeiture law, including a provision for an administrative forfeiture process, should be introduced and adopted as soon as possible.
2. Enforcement of the State's laws regarding commercial motor vehicles is fragmented, with the AST enforcing safety and equipment laws, but the Department of Commerce operating the highway scale houses. An impartial, objective review of the present situation should be made by a person or group without a "turf" interest in the issue. This is an area where increased effectiveness and a reduction in costs could probably be achieved by a consolidation of all commercial vehicle enforcement-related functions in one agency.

## DIVISION OF FISH & WILDLIFE PROTECTION

### HISTORY

Prior to statehood, fish and wildlife law enforcement was carried out by the U.S. Department of Fisheries and then the Territorial Department of Fish & Game. With Statehood, the Protection Division was established within the Department of Fish & Game. Twenty full-time officers were assigned to thirteen offices throughout the state. By the end of 1962, there were 33 commissioned protection officers within the division.

As Alaska's population continued to grow and the pressure on her fish and game resources increased throughout the 1960's and 1970's, the Division continued to expand within the Department of Fish & Game. In 1972, Governor William A. Egan signed Executive Order #16, which transferred the Division of Protection to the Alaska Department of Public Safety, in keeping with its full-time law enforcement duties. By 1983, the Division of Fish & Wildlife Protection had grown to 117 commissioned Fish & Wildlife Troopers, enforcing the laws governing a fishing and hunting industry worth hundreds of millions of dollars a year to Alaska.

Commercial and recreational values for Alaska fish and game resources as a whole have continued to rise dramatically. Alaskan ports, such as Unalaska and Kodiak, are traditionally among the top ten in the country for value of fishery products landed. As the profit that can be made from illegal harvest of resources has grown, so has the clamor for enforcement presence to protect the rights of the honest fisherman. In addition, other resource-oriented activities such as Native Land claims, expanding restrictions in hunting lands, and growing subsistence use are placing an increased emphasis on the need for effective fish and wildlife law enforcement.

Unfortunately, the decline in state revenues in the mid-1980's has resulted in a 25% cut in enforcement positions in the Division. There are currently 88 commissioned positions within Fish & Wildlife Protection, stationed in 33 posts throughout the state.

## KEY POLICY ISSUES

### Long Range Issues

1. Enforcement Capabilities: The most pressing issue facing this division is the lack of adequate enforcement personnel and equipment. The pressure on Alaska's renewable resources has been increasing greatly. Commercial landings of fish in the three ports of Unalaska, Kodiak, and Petersburg have increased 221% (374.9 million pounds to 831.0 million pounds) between 1987 and 1989. Commercial fleets are expanding into new fisheries and becoming more competitive in traditional fisheries. There has been a dramatic increase in commercial participation in big game and sport fishing harvests. During this same time, Fish & Wildlife Protection Troopers have decreased from 117 positions to 88 positions. Many of our fish and wildlife resources cannot survive enforcement neglect. As oil revenue declines, the importance of renewable resources to the state's economy grows. The users of those resources have been vocal in their support for more enforcement of the regulations passed to protect those resources. The need is apparent.

The other area where the resource user is out-pacing the enforcement officer is in equipment. Especially in highly competitive commercial fisheries, the fishing fleets have been capitalizing with larger and faster boats. Some of the equipment Fish & Wildlife Protection depends on to enforce those fisheries is growing old and is no longer adequate to compete with high-tech violators.

2. Subsistence: The subsistence issue has been a growing problem for our enforcement personnel. Over the past two years, individuals and groups have been conducting "fish-ins" in order to emphasize their view points -- generally their contentions have been that they have a right to unrestricted harvest of a resource. Most of these demonstrations have been peaceful, but they require a lot of personnel and time which could be better spent protecting the resources. The present dichotomy between federal and state subsistence laws will make this problem even greater. The boundaries between federal and non-federal lands are often difficult to locate. When there are different seasons, or different regulations about who is a legal hunter, the enforcement problem is compounded.
3. Sovereignty: During the past couple of years there has been an increasing push for "native sovereignty" in the bush, particularly in the Yukon-Kuskokwim Delta. There have been at least two incidents which developed into physical confrontations. One was in Quinahagak, where a FWP Trooper investigating the illegal killing of numerous caribou was prevented by a crowd of villagers from leaving the village with any of the evidence he had accumulated. The locked area where the evidence (two snowmachines and some guns) was stored was opened and the evidence was stolen. The situation was resolved only after a contingent of State Troopers responded from Bethel.

The other incident occurred in Tanunuk. A Trooper was in the village to serve two arrest warrants from the Bethel court. The villagers prohibited him from serving the warrants, telling him that the State had no authority in their village. Since he was alone, he left the village. State Troopers from Bethel later returned to the village to make the arrests.

The Association of Village Council Presidents (AVCP) has not supported these villages in their confrontations. This may have quieted things down. But the potential for some violence is there. There have also been threats to sport fishermen on the Kanektok River near Quinahagak. Some of the more vocal devotees of sovereignty are not content to patiently pursue the issue in the courts.

#### LEGISLATIVE ISSUE

The vast majority of fish and game law enforcement statutes are located in Title 16 of the Alaska Statutes. Various provisions in AS 16 have been enacted and amended over the past 30 years, sometimes in a piecemeal fashion. A comprehensive review and rewrite of AS 16 should be performed to simplify and clarify the law, delete obsolete provisions, and improve the enforceability of the fish and game laws.

## Division of Motor Vehicles

### Division History

Prior to 1975 the licensing of drivers was the responsibility of the Department of Public Safety, while the registration and titling of motor vehicles was administered by the Department of Revenue. Both of these programs had been in existence for a number of years prior to statehood, and both were closely related to highway safety issues. For efficiency and better management, these two functions were combined into a Division of Motor Vehicles under the Department of Public Safety, effective July 1, 1975.

In early 1976 a new division director and deputy director were appointed with instructions to straighten up a badly floundering division. At this time the division operated five field offices and employed 20 commission agents throughout the state to assist the public in motor vehicle matters. During the next two years problems were aggressively addressed through capable management and by the use of the latest technology. Field offices increased to 19 and commission agents decreased to 15, and Alaska became the first state in the Union to issue computer-generated driver's licenses, titles, and registrations across-the-counter to the public.

Since 1978, numerous changes and new programs have altered the division's operations. Staggered registration allowed a leveling of the registration renewal work load over the entire year, instead of concentrating it in one month. A new license plate was phased in over a two-year period beginning in 1981. By 1984 a new computer system had replaced the original outdated, and overloaded one. Also in 1984 a new program of administrative revocation of driver licenses was begun to remove drunk drivers from the road. Mandatory auto insurance started a year later, along with the enforcement of emission inspection programs in Anchorage and Fairbanks, and enforcement of the Federal heavy vehicle use tax. In 1987 the division began planning for the Federally-mandated Commercial Drivers License program, with expected implementation in January 1991.

The division has also provided a base for several programs unrelated to drivers or vehicles, including voter registration, municipal tax collection, organ donor identification and information, trash bag dissemination, issuance of identification cards, and driver license suspensions of minors for non-driving alcohol offenses.

In 1987 the Division's operating budget topped \$7 million, with 149 full-time and 19 part-time employees. Three years later the budget is a million dollars less, and 22 full-time and 2 part-time employees have been eliminated. Both the operating budget and the number of employees have been reduced by 14% during this period of time. Motor vehicle and driver license transactions have increased 16% during the same period. There are fewer field offices today than there were in 1978.

## Key Policy Issues

### Short range issues

1. Commercial drivers license — This Federally-mandated program has been in the planning and development stage for several years. Implementation is scheduled for January 1991. The program must be approved prior to that date by the Federal Highway Administration.
2. Staff replacement — Three key management positions will be vacated with the retirements of the Chief of Driver Services, the Registrar of Motor Vehicles, and the Anchorage Field Office Manager. While capable managers will be hired, the loss of knowledge and expertise will be extensive.

### Long range issues

1. Budget reduction — The latest in a series of budget cuts will seriously hamper the Division's ability to provide adequate public service. Nearly every adult Alaskan has contact with this Division on at least a yearly basis. For many, this is the only contact with our government, and their perception of government is formed from the service received. If the Division is to provide adequate, quality service then the financial needs must be provided for this agency (which brings in over four times its budget in revenue).
2. Equipment replacement — The Division's ability to handle the large volume of motor vehicle work with a relatively small staff is partially the result of automation/computers. Much of the equipment has already exceeded its normal life-span. To continue operating efficiently, the Division must constantly take advantage of new technology in systems and equipment. The alternatives are to increase staffing levels or to further reduce public services.
3. Other group support — The Division's mission is to protect the public's ownership rights in vehicles, and provide for safety on the roadways by licensing and controlling drivers. Programs that use the Division as a point of contact for other purposes can diminish its ability to provide basic services.

### Legislative Issues

1. Commercial drivers license penalties — Federal law requires certain penalties be applied for commercial vehicle violations. These penalties are a part of the overall Commercial Drivers License program. Failure to conform to the Federal requirements could result in a loss of federal highway funds.
2. Mobile homes — Mobile homes may be real property or a vehicle, depending on the whim or needs of the owner. A vehicle title, once issued, is frequently lost as the mobile home transfers ownership over the years. All too often, significant research efforts are required to locate records for old titles. Mobile homes should be removed from vehicle titling provisions and treated uniformly as real property.
3. One license plate — The Division can save approximately \$75,000 per year by removing the requirement for both a rear and front license plate on motor vehicles. A rear license plate is considered adequate in over one-half of the states in the U.S.
4. Fee increases — Alaskans enjoy some of the lowest fees in the country for titling/registering vehicles and for driver's licenses. A relatively modest increase in these fees would substantially increase revenue to the State.

## DIVISION OF FIRE PREVENTION

### History

The Division of Fire Prevention (DFP) was created in 1954 to develop and promote ways to protect life and property against fire, explosion, and panic. The Fire Service Training program was transferred to the Division of Fire Prevention from the Department of Education in 1986.

The Division has statewide responsibility for establishing minimum standards for fire safety in existing and new commercial buildings. At the request of local jurisdictions, and under certain conditions, the authority to enforce the State Fire Codes can be transferred ("deferred") to these communities. Anchorage, Fairbanks, Juneau, and Kenai have complete code enforcement authority. The Cities of Valdez and Seward have approved local inspection programs, but the Division maintains authority for plan review of new or remodeled construction.

The State built five regional fire training centers in the late 1970s, located in Bethel, Kotzebue, Juneau, Fairbanks, and Anchorage. After ten years, ownership was transferred to the local governments, which are required to maintain the regional training concept and allow use by other area fire departments. The last center was officially turned over on August 9, 1990.

The Division works with other State agencies, fire departments, local police, Village Public Safety Officers (VPSOs), local building officials, design professionals, public safety associations, native health associations, local and federal governments, school systems, and private industry to reduce the impact of fires on the citizens and communities of Alaska. New "program receipts" authorization, allowing the Division to charge tuition for certain fire training programs, has been a tremendous help in meeting the training and proficiency needs of emergency responders. A new marine firefighting program and the hazardous material training programs are examples of needs which probably could not have been addressed without the ability to charge tuition. Other program receipts are provided by the plan review program. Both programs play a significant role in helping the Division accomplish its goals.

## Key Policy Issues

### Short Range Issues

1. **Timely Adoption of the State Fire Codes.** The fire codes in Alaska are established through the adoption of regulations by the DFP. The State codes are based upon national model codes; these codes are issued by national code development bodies, and are revised every three years. The model codes are not adopted in total. Most portions are adopted, some with amendments which reflect conditions peculiar to Alaska. The review of newly-issued model codes, and the adoption of regulations based upon them, is very time consuming and requires considerable assistance from the Department of Law. Serious delays have occurred in the past. Unless a higher priority is assigned to this work in the Department of Law, and a more concerted effort made by Division staff, future legislation may mandate adoption timetables that would be difficult for the Division to meet. Architects and local building officials are faced with hardships when different editions of the same model code are used by the State and local code authorities.
2. **Replacement of Deteriorating Equipment.** Capital program needs for the Division have been "put on hold" since the revenue declines of the mid 1980s. The State turned over the regional training centers to local governments but maintained ownership of all training equipment. Fire trucks, hoses, and training tools urgently need to be replaced.

One option is to place a surcharge on all classes using the equipment. Charges for training have been kept to a minimum, and are generally set to cover material and supplies necessary for the courses. If additional charges are added, the largely volunteer firefighters around the State may be unable to attend. Either a new source of revenue must be found, or higher priorities placed on the agency's capital budget requests.

### Long Range Issues

1. **Decaying Public Infrastructure.** Decaying and neglected public facilities owned by the State and local governments are affecting the code enforcement responsibilities of the Division. In the past, appropriations for new facilities appear to have been more attractive, legislatively, than the repair of existing buildings. In addition, routine preventive maintenance funds are sometimes diverted by managers to maintain programs in times of budget reductions. The decaying infrastructure is causing a very serious situation for the Division of Fire Prevention and State building tenants. The Division is increasingly faced with difficult technical and legal decisions involving closure and/or major modification of existing buildings for serious life safety violations. The legislature must make a commitment to the adequate maintenance of existing State facilities or the Division will be placed in

an increasingly adversarial role in trying to carry out its public safety responsibilities. When a public school or other facility burns down, the State spends millions to replace it--but when a hundred thousand dollars is requested to help prevent a building from burning, there seems to be little support. This is a remarkably short-sighted attitude, which must be changed.

2. Local Fire Department Needs. Continued resources will be needed to maintain some of the statewide gains in fire protection achieved during the past decade. Fire departments will be facing tremendous needs for capital funds for facilities and new equipment. Much of the fire equipment now in service was purchased by the State in the "oil boom" years of the late 1970s and early 1980s. That equipment is nearing the end of its useful life. Local funding in many rural areas to replace fire trucks is nonexistent. Even where there is a local tax base, competition for local funds have failed to address this issue.
3. Division Staffing Level. Many new programs and responsibilities have been added to the Division over the past decade with no increase in staff. Some of these include administration of the burn injury reporting program, enforcement of the law requiring residential smoke detectors, placarding requirements for hazardous materials, and higher standards from the federal government for the training of firefighters. The Division cannot continue adding new programs without the addition of sufficient funding to administer these programs; the "core" duties of the agency suffer as a result.

#### Legislative Issue

In 1987 Representative Fran Ulmer introduced a bill, HB 230, which increased the insurance premium tax from 2.7 to 3.0 percent, provided for separate accounting of 10 percent of the tax collected, and allowed the appropriation of those proceeds to fund fire prevention services. CSHB 230 passed the House, but was never approved by the Senate. If a bill similar to HB 230 were to be adopted, the resulting fund would provide monies to replace fire equipment and improve staffing in the Division without drawing scarce resources from other divisions or departments.

## DIVISION OF ADMINISTRATIVE SERVICES

### History

Administrative Services was established as a Division in 1975 to provide supervisory management to fiscal, personnel, and supply functions that were, at that time, reporting directly to the Commissioner. Major constituencies include both statewide central programs (e.g. Legislative Finance; Legislative Audit; OMB; Divisions of Finance, General Services and Supply, Personnel, Labor Relations; EEO; Human Rights Commission; etc.) as well as line divisions and specialized agencies within Public Safety.

Major projects typically involve centralized staff within Administrative Services monitoring work performed by the staff of DPS's three largest line divisions, and completing administrative assignments for most specialized agencies to ensure that a satisfactory product is submitted to central state programs. Individual actions needed to meet line division objectives are assisted through statewide agency approval by staff specialists who also handle basic functions such as bill payment, payroll, leave, personnel records, purchasing, etc. During Legislative Audits, the Administrative Director must certify department-wide compliance with state law and policies.

The Records and Identification function was transferred into Administrative Services from the Commissioner's Office in 1979; centralized criminal records have existed since before statehood. Major constituencies include both state and local police as well as all other criminal justice agencies (e.g. prosecutors, courts, corrections, etc.) which depend on a central repository of criminal history record information and the Alaska Automated Fingerprint Identification System (which provides positive identification).

Information Systems dates back to July, 1980, when five systems analysts were transferred to DPS from the Department of Administration, Division of Data Processing in Anchorage. That reorganization shifted to each department the responsibility for its own mainframe computer applications such as the Alaska Public Safety Information Network (APSIN) a 24-hour statewide system. Major constituencies include all police and criminal justice agencies, roughly 1,900 users accessing APSIN through 480 terminals statewide. APSIN automates driver license, vehicle registration, and time-critical law enforcement information (e.g. wanted persons, stolen property, criminal records, etc.).

## Key Policy Issues

### Short Range Issue

Adequate Administrative Support -- Federal and state law must be followed by all Departments; policy and procedures should be followed whenever possible. Basic administrative functions common to all large organizations must be performed in this "bureaucratic" framework. Central statewide agencies, (e.g. OMB, Administration) are not staffed to address the amount and complexity of paperwork needed to deliver public service.

Working together with administrative staff in large divisions, and program managers in smaller programs, the Division of Administrative Services must maintain adequate numbers and types of staff to help insure that line divisions deliver their services to the public in a timely manner, in spite of the "rules".

Strategy: Identify those key and critical functions which should be centralized, and maintain staffing levels to avoid major audit exceptions, minimize employee complaints about the administration of their pay and benefits, avoid interest payments to vendors for late payment of bills, submit a consolidated budget, facilitate action by statewide central agencies, etc. Discontinue functions which can be handled by civilians or commissioned officers within line divisions, recognizing that decentralizing functions places further resource constraints on direct service programs and can be inefficient overall.

### Long Range Issue

Maintain Automated Efficiencies -- Computerization has provided specialized services to large client groups using telecommunications and mainframe applications. The Alaska Public Safety Information Network (APSIN), for example, is operated at a centralized state data center. Data center managers have had the recurring problem of delayed computer terminal response time as more agencies turn to automation to increase employee productivity. The public is often kept waiting while state employees in turn wait for their terminal to access the mainframe to complete a driver license or motor vehicle transaction.

Strategy: Computer infrastructure must be provided if the potential productivity gains from automation are to be realized. Some law enforcement functions depend on time-critical information such as: wanted, dangerous, or missing persons; stolen property; and repeat criminals using false identities. Without prompt access to a complete data base, many law enforcement objectives cannot be achieved.

## Legislative Issue

Comprehensive Criminal Records Law -- National attention has been focused on the need for timely, accurate, and complete criminal history records by all elements of the criminal justice process. Alaska's statutory and regulatory law needs major revision to correct deficiencies in how criminal records are created and maintained. Among the problems:

Mandatory Fingerprinting: some persons arrested or issued a summons are not fingerprinted. This omission makes it impossible to use the fingerprint computer (AAFIS) to verify that person's identify in subsequent encounters with law enforcement.

Unique Tracking Number: without a unique number linking each arrest with its disposition, criminal history records may contain incorrect information which should have been recorded on another person's record.

Disposition Reporting: there is no disposition for about one-third of the arrests contained in Alaska's criminal history records. When a person's record contains a serious arrest without indicating whether the person was innocent or the charges dismissed, etc. there is some chance that there was a finding of guilt, so research must be done to verify innocence.

Strong executive leadership is required to develop the necessary multi-agency commitment to address this issue, which involves all parts of the criminal justice system including the court system.

## COMMISSIONER'S OFFICE

There are many diverse agencies and functions that, for administrative oversight, are located within the Department of Public Safety's Commissioner's Office. The major functions and related issues are discussed briefly in this section of the report.

### BUILDING SECURITY

#### History

In 1987 the Alaska State Legislature appropriated \$250.0 in operating funds for the Department to establish and maintain a building security program. The Department contracts with a private security agency to provide unarmed security personnel in nine State-owned/operated government buildings in Alaska's capital city. The enforcement of parking regulations in the State-owned/leased parking lots is included in the contract. The Department also contracts for two armed security officers to be present during legislative sessions in the Capitol.

#### Key Policy Issues

##### Long Range Issue

The Department was able to reduce the cost of this function from \$250.0 to \$240.0, and intends to continue the security enforcement program as established for the next two years. Contractual costs are expected to increase by FY 93, however, which will require either an increase in operating funds or a reduction in the level of service.

### ALASKA WING CIVIL AIR PATROL

#### History

The Alaska Wing Civil Air Patrol (CAP) was established in 1961 and is a federally-chartered civilian auxiliary of the United States Air Force. Its purpose is to provide aviation education and training and to assist in local and national emergencies.

The CAP is funded by the federal and state government, with state funding administered by the Alaska Department of Public Safety. Since the CAP has over 1300 members, 38 corporate-owned aircraft, and access to an additional 350 aircraft in 28 squadron locations throughout the state, the CAP is an important asset in assisting the Department with its statewide search and rescue responsibilities.

## Key Policy Issues

### Short Range Issue

During the past three years, the State has directed capital funds to the acquisition of aircraft hangars needed as operating bases. The State operating funds appropriated to the CAP were reduced from \$850.0 in FY 85 to its present level of \$420.0. In FY 92, the CAP will be confronted with increases in operating costs -- insurance, aircraft maintenance, and utilities. It is recommended that CAP funding should be maintained at at least the current level. Some further cost-savings could be realized by the continued consolidation of CAP hangars and aircraft with Alaska State Trooper and Fish and Wildlife Protection functions.

### Long Range Issue

During the next five years, capital funding will be necessary for repair and maintenance of state-owned CAP hangars and communication equipment.

## CONTRACT JAILS

### History

In 1986 the Department became responsible for providing care and custody for persons incarcerated on State charges while in pre-trial status or until transferred to State-owned detention facilities (AS 33.30.071). The Department currently contracts with 20 communities throughout the state to provide for the care and custody of prisoners in local jails. In communities not under contract, emergency guards are hired until prisoners are transported to State facilities.

## Key Policy Issues

### Short Range Issue

The current annual contractual cost for the 20 contract jails is \$3,900.0. The cost of this program has risen steadily since 1986. There is a strong feeling among the leaders of some contract jail communities that their communities should not be responsible for the liability risks of incarcerating persons unless local jails are fully staffed by jail guards to provide full-time inmate supervision and/or the State accepts all liability associated with incarceration of prisoners, and the actions of community police department jail guards. Some

communities have threatened to refuse to contract with the State for local jail use. Such an action would result in higher prisoner transport costs, increased need for trooper escort personnel, and larger inmate populations in State-owned correctional facilities.

At present, there is no law that requires organized boroughs or cities to operate a local jail. Without that, contractual operating costs may continue to increase, and some communities may simply "drop out" of the system, leaving the State with few options, none of them good.

The Department recommends that certain communities be required, by statute, to operate a local jail. The State would then reimburse the communities for reasonable operational costs verified through audits.

#### Long Range Issue

Several contract jails (and non-contract jails) throughout the state do not meet national minimum safety, environmental, and occupancy standards. In the long run, this issue will result in jail closures to eliminate liability, or lawsuits that will require the upgrade or closure of facilities.

Since the responsibility for providing care and custody of these prisoners remains with the State, capital funding will most likely be necessary for these jails to comply with minimum standards. As an alternative to capital funding, it is possible that private jail leasing agencies could contract with local communities to replace old or defective jails with new jails meeting the minimum occupancy standards.

## COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT

### HISTORY OF THE COUNCIL

The development of services for Alaskan victims of domestic violence and sexual assault and their families is truly an example of a "grassroots" effort that led to the creation of a number of major statewide programs as well as a governmental funding agency, the Council on Domestic Violence and Sexual Assault (Council). The effort was begun in 1976 when a group of concerned women established the Alaska Women's Resource Center in Anchorage and began efforts to obtain services for battered women. They organized the first Alaskan conference on domestic violence. As a result of that conference, which began to focus attention on the need for services, the state's first shelter Abused Women's Aid In Crisis (AWAIC) was established in Anchorage in the fall of 1977. By 1978, limited services for victims of domestic violence and sexual assault were also being provided in eight other communities, primarily through volunteers and some federal funds.

In 1978, a statewide network of the community-based non-profit groups which were providing services, the Alaska Network on Domestic Violence and Sexual Assault (Network), was incorporated. By 1980, federal funding ended, but State funds for the programs increased to \$1.8 million for FY81. This money supported sixteen programs. Funding for the programs was funneled through the Network for decisions on program funding, with the Department of Health and Social Services only administering and monitoring the grants. The Legislature added intent language in the FY81 budget stating "No further increases in domestic violence and sexual assault budgets until legislation establishing responsibilities is passed." There were concerns that having a non-profit group outside of State government making funding decisions was unprecedented and had no statutory base.

As a result, the Network and the Department of Health and Social Services developed proposed legislation for authorization to administer grants-in-aid to domestic violence and sexual assault programs. The resulting legislation was AS 18.66, which established the Council on Domestic Violence and Sexual Assault and placed it in the Department of Public Safety, effective October 24, 1981. The Network felt strongly that since domestic violence and sexual assault are primarily issues of safety and must be acknowledged as the serious crimes they are, the Council should be in the Department of Public Safety. Also, cooperation of police officers is crucial to protect victims of domestic violence and sexual assault.

The Council, which is an administrative, policy-making body, is composed of three public members appointed by the Governor after consultation with the Network, and representatives from the Departments of Public Safety, Law, Education, and Health and Social Services. The purpose of the Council is to "provide for planning and coordination of services to victims of domestic violence or sexual assault and to perpetrators of domestic violence and sexual assault and to provide for crisis intervention and prevention programs" (AS 18.66.010). In FY91, the Council funded twenty-three community-based programs (See Appendix A).

## KEY ISSUES CONFRONTING THE COUNCIL

I. The major policy issue facing the Council is how to allocate resources to most effectively provide safety to victims and alleviate the trauma caused by domestic violence and sexual assault in Alaska. This critical task is complicated by the size of the State, variable infrastructure, and different cultural groups. Domestic violence and sexual assault programs provided 53,000 nights of safety to victims and their children, in FY90. This is an increase of more than 32% over FY89. In FY90, existing programs served more than 10,000 Alaskans who either were victims of domestic violence and sexual assault or related to victims. Also, as Alaskans begin to understand the extent of domestic violence and sexual assault in our state, more communities are demanding that services be available to them.

Domestic violence programs have not received sufficient funding to meet basic needs such as food for clients, increased insurance costs, relief staff needed to meet increased numbers of clients, utilities, building maintenance and emergency client transport. Programs cannot provide adequate salaries or even minimal benefits; this has resulted in high staff turnover. Lack of funding and increased demands have resulted in domestic violence and sexual assault programs establishing waiting lists or turning people away.

### RECOMMENDED STRATEGIES:

1. Provide additional funding for basic safety and crisis intervention services to victims of domestic violence and sexual assault.
2. Develop regional service centers that provide comprehensive services to victims and their families and coordinate services to villages and smaller communities. Comprehensive services go beyond providing basic safety and crisis intervention to victims. They include services for children and batterers and education, prevention, and outreach services.

ALTERNATIVE STRATEGY: Without increases in funding, services will have to be reduced. The first service to be cut should be intervention and counseling of batterers. Other services that will have to be reduced are services to children and prevention, outreach, and education services.

II. It is important to educate other service providers in the dynamics of domestic violence and sexual assault and to continue to improve coordination. Many agencies that work with domestic violence victims and perpetrators do not understand the potential lethality of these situations. Counseling is being provided for couples where family violence is present; this increases the jeopardy to victims. Many women who abuse alcohol and other drugs are victims of domestic violence and sexual assault; yet not all services for these people address victimization as an issue. Arrest has been proven to be an effective deterrent to domestic violence and Alaskan law enforcement agencies are leaders in this area; yet not all people recognize domestic violence for the serious crime it is.

### RECOMMENDED STRATEGIES:

1. Ensure that services to victims of domestic violence and sexual assault are priorities of all affected departments (Public Safety, Health and Social Services, Law, Education, and Corrections.)
2. Departmental representatives on the Council should be in policy-making positions and transmit Council concerns and decisions back to their respective departments.

## LEGISLATIVE ISSUES, COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT

The Council on Domestic Violence and Sexual Assault recommends changing three statutes so that victims of domestic violence will be further protected. The three areas to be revised follow:

AS 11.61.120(a)(6). HARASSMENT. Under this section, a person commits the crime of harassment if, with intent to harass or annoy, that person violates a domestic violence order restraining the respondent from communicating directly or indirectly with the petitioner.

The Council has learned that under the existing language, it is difficult to prove that the defendant intended to harass or annoy the other party. Acts which on their face do not appear to be threatening or even objectionable, are threatening when given the history of the relationship. Also, any contact, however benign, is a violation of the restraining order and should be illegal. Therefore, the Council proposes changing the harassment statute so it is clear that contact in violation of a restraining order is illegal. The focus should be on the offender's conduct, not his subjective state of mind

AS 25.35.010(b)(7). INJUNCTIVE RELIEF IN CASES INVOLVING DOMESTIC VIOLENCE. Under this section a restraining order may direct the respondent to "engage in personal and family counseling".

Family counseling is dangerous in cases of domestic violence. Many battered women report that past family therapy sessions were followed by violent episodes. In family counseling, battering is not seen as the primary treatment issue but rather a symptom of some larger underlying problem. The result of this is that a batterers' non-violence may be seen as negotiable. The primary purpose of a restraining order is safety for the victim. The only way for safety to be maintained is for the battering to stop or to make sure the perpetrator does not have access to the victim.

Since it is important for the batterer to address his/her violence and that is best accomplished in a setting where the counselors are trained in domestic violence, this section would afford more protection if it read "to engage in personal counseling, particularly counseling that provides alternatives to aggression if such counseling is available".

AS 25.35.060. DEFINITIONS. The Council has learned from community-based domestic violence programs that there are many instances when people in dating relationships need the protection of a domestic violence restraining order. In a teleconference held last September, the Council heard that teen violence is a major problem in Alaska. Many teens are the victims of violence from other teens whom they date. The Council is suggesting that "current and former sexual partners" be added to the list of persons eligible to obtain injunctive relief orders in cases of domestic violence as well as other protections provided to victims of domestic violence. Although adding this group does not ensure protection of all people who need protection, many individuals would be covered who are not now protected.

PROGRAMS FUNDED BY THE  
COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT  
FY91

<u>Anchorage</u>		
Abused Women Aid In Crisis (AWAIC)		\$661,600
Alaska Women's Resource Center (AWRC)		140,400
Standing Together Against Rape (STAR)		313,700
<u>Barrow</u>		
Arctic Women In Crisis (AWIC)		235,700
<u>Bethel</u>		
Tundra Women's Coalition (TWC)		457,200
<u>Dillingham</u>		
Safe & Fear-Free Environment (SAFE)		205,600
<u>Emmonak</u>		
Emmonak Women's Shelter (EWS)		69,800
<u>Fairbanks</u>		
Tanana Chiefs Conference (TCC)		47,700
Women In Crisis-Counseling & Assistance (WICCA)		561,000
<u>Homer</u>		
South Peninsula Womens Services (SPWS)		181,300
<u>Juneau</u>		
Aiding Women from Abuse & Rape Emergencies (AWARE)		418,600
Parent Aid & Family Support Center (PAFSC)		22,000
Tongass Community Counseling Center (TOCC)		42,950 *
<u>Kenai</u>		
Kenai/Soldotna Women's Resource & Crisis Center (K/SWROC)		305,000
<u>Ketchikan</u>		
Women In Safe Homes (WISH)		361,900
<u>King Cove</u>		
Aleutians East Borough (AEB)		1,000
<u>Kodiak</u>		
Kodiak Women's Resource & Crisis Center (KWROC)		221,500
<u>Nome</u>		
Bering Sea Women's Group (BSWG)		366,200
<u>Palmer</u>		
Valley Women's Resource Center (VWRC)		314,000
<u>Seward</u>		
Seward Life Action Council (SLAC)		30,000
<u>Sitka</u>		
Sitkans Against Family Violence (SAFV)		216,600
<u>Unalaska</u>		
Unalaskans Against Sexual Assault & Family Violence (USAFV)		41,400
<u>Valdez</u>		
Advocates for Victims of Violence (AVV)		130,400
	SUBTOTAL	\$5,345,550
Tongass Community Counseling Center (TOCC)		42,950 **
	TOTAL	\$5,388,500

\* Six month grant award.

\*\* These funds may be awarded if TOCC is in compliance with grant award conditions and regulations.

## Alaska Police Standards Council

### HISTORY

The Alaska Police Standards Council is a regulatory and quasi-judicial body that was created by ch 178, SLA 1972. The legislation was in response to a national recommendation that individual states appoint a body that would set mandatory police training, education, and selection requirements and/or standards for law enforcement officers. At the present time all 50 states have councils or commissions that perform a function similar to that of the Alaska Police Standards Council.

Effective July 1, 1988 the legislature expanded the Alaska Police Standards Council to include correctional, probation, and parole officers. Two more members were added to the council, making the total membership eleven. This amendment expanded the number of officers requiring certification from approximately 1,200 to 2,000.

Effective August 28, 1989 the Alaska Police Standards Council Act was again amended by changing the definition of a police officer to include "an officer or employee of the Department of Transportation and Public Facilities who is stationed at an international airport and has been designated to have the general police powers authorized under AS 02.15.230(a)." This amendment added an additional 120 airport safety officers to the council's jurisdiction.

### KEY POLICY ISSUES

#### 1. Application of revised standards.

The Council has made recent changes in their regulations for police officers and have established regulations setting the minimum standards for correctional, probation, and parole officers that will become effective February 8, 1990. Procedures for the implementation of the amended statutes and resulting regulations have been established.

The correctional, probation, and parole officers that were hired before the effective date of the regulations are "grandfathered in," and will not be required to meet the minimum standards for their respective position. If a person in this status chooses to apply for certification then he or she will be required to meet all of the standards established for the position. Airport Safety Officers were not "grandfathered in," and will be required to be certified in order to maintain employment in their current position. The statute requires all Airport Safety Officers to be certified by August 28, 1991. The council has already experienced an increase in litigation as a result of the amendments to the law; as the deadlines for certification approach a greater increase is anticipated.

2. Inadequate police training.

Lack of funds for the training of police officers has created a situation where at any given time there may be as many as fifty persons functioning as village police officers who have no formal training for the position. Funding for entry level law enforcement training has been seriously reduced, and funding for specialized and in-service training has been eliminated. Law enforcement officials and community leaders are expressing increasing concern over the lack of training and the negative impact it will have on the effectiveness of their police officers.

## VIOLENT CRIMES COMPENSATION BOARD

### HISTORY

AS 18.67, establishing a Violent Crimes Compensation Board, was adopted by the Alaska Legislature in 1972. Its purpose was to alleviate the financial hardships caused by crime-related medical expenses or loss of income sustained by innocent victims of violent crimes in Alaska. Additionally, it provides for the payment of pecuniary loss to dependents of deceased victims of crimes to mitigate the loss of a loved one.

The need for this program is reflected in the fact that almost daily there is a report of some act of violence against a person in this state. If the offender is apprehended, the concern for his dignity and rights as an accused are not forgotten, and after his imprisonment the concern continues as to rehabilitation and training programs. These efforts are praiseworthy; however, the problems and need of the victim sometimes can be overlooked. To address this need, the Violent Crimes Compensation Board was established.

The Board is appointed by the Governor, and consists of three members who are compensated on a per diem basis for meetings only. It is mandatory to have a licensed medical doctor and an attorney on the Board, thus providing the expertise in these fields necessary to determine claims. In FY90, the Board awarded compensation to 152 victims of violent crimes or their family members.

### KEY POLICY ISSUE

The only "key policy issue" confronting the Board at this time is the continuation of funding to provide compensation to innocent victims. The number of claims is expected to increase this year another 20%, to approximately 300 claims.

## Alaska Highway Safety Planning Agency

### History

In accordance with 23 U.S.C. 401 - 404 (The Highway Safety Act of 1966), the 1967 legislature passed AS.44.99.001, which designates the Governor as the State Official having the ultimate responsibility for dealing with the federal government with respect to programs and activities under the Federal Highway Safety Act of 1966. This statute also provides that the Governor may designate a person to serve as the Governor's Highway Safety Representative, while maintaining the ultimate responsibility for the program.

The Alaska Highway Safety Planning Agency was created in 1976 by Executive Order number 34. The Agency identifies major traffic safety problems through the analysis of statewide traffic crash and other data, develops countermeasures directed at impacting identified problems, implements these countermeasures, and evaluates the results. The Agency's Goal is to prevent and reduce the loss of life, personal injury, property damage and societal and economic loss to the citizens of the State.

### Key Policy Issues

#### Short Range Issue

1. Implementation of the Mandatory Seat Belt Law. The Agency will be conducting a statewide public information and education campaign to inform the public about the law that becomes effective on September 12, 1990, and to encourage volunteer compliance to the law. The Agency will also be encouraging all State and local law enforcement agencies to actively enforce the new law.

#### Long Range Issues

1. Increase the rate of use of automotive restraints from the current level of approximately 40 percent to 70 percent by 1992. This will be accomplished through a combined public information and education effort and an enthusiastic enforcement program.
2. Continuation of Drinking Driver Prevention Programs. The Agency supports statewide programs directed at the prevention of drinking and driving. It is essential to the welfare of the Alaskan motorist that these programs are continued.

## PUBLIC SAFETY ACADEMY

### History

The Department of Public Safety's Training Academy is in Sitka, located on a 19-acre campus next to the Sheldon Jackson College. The Academy is a modern, two-story, 21.5 thousand square foot, co-ed facility with two classrooms and accommodations for 54 resident students. Sheldon Jackson College provides meals, gym, and pool facilities as needed.

Early training for officers of the Alaska Highway Patrol, the Alaska Territorial Police, and the Alaska State Police was conducted as needed, by officers temporarily assigned to the training sessions as instructors. The Division of Alaska State Troopers was created in 1967. In 1968, the Department of Public Safety (DPS) arranged to house its Academy in a dormitory on the Sheldon Jackson College campus.

As the State's population continued to grow, there was a commensurate increase in the need for well-trained and competent state troopers. In 1973 the Legislature approved a \$1.4 million capital project to build a separate facility for the Public Safety Academy. The building was designed to be large enough to house the necessary training facilities, but was located close to the Sheldon Jackson Campus to allow use of college facilities that did not have to be duplicated. The current Academy building opened in October, 1974.

The primary mission of the Academy is to train Alaska State Trooper Recruits. The Academy basic training program is 13 weeks, followed by 12 weeks of on-the-job training. State Trooper Recruit certification requires each graduate of the 13-week Academy training to work under the direct supervision of an experienced State Trooper. The 12-week Field Training Officer (FTO) program increases the total training to 25 weeks. The FTO supervisors are trained by the Academy, and the program is directed by the Academy Commander. With the graduation of the 40th Trooper Recruit class in August, 1990, 935 Alaska State Troopers have been trained at the Academy.

The Public Safety Academy is more than just a "Trooper" Academy, however. All municipal police officers in the State, with the exception of the Anchorage Police Department, are trained at the DPS Academy in Sitka. To date, nearly 600 Alaskan municipal law enforcement officers have been trained at the Academy. Other training programs conducted over the years include training for correctional officers,

Emergency Medical Technicians, Coast Guard "Sea Survival," Fish and Game biologists, and National Park Rangers.

Training in public safety services for Village Public Safety Officers (VPSOs) began in 1979, and continues to the present time. The 17th VPSO class graduated from the Academy on March 2, 1990. To date, over 350 VPSOs have been trained in search and rescue, fire prevention and fire fighting, emergency trauma techniques, community services, and basic law enforcement procedures. These officers fill a crucial need for "first responder" public safety in rural Alaska.

The Public Safety Academy also conducts essential in-service training in Sitka and in the field for DPS commissioned personnel. Over the past few years, in-service training has been provided in supervision, budget management, management of staff, shooting decisions, accident reconstruction, and search and rescue procedures. Such training is necessary to be sure that all troopers maintain proficiency in firearms use and are aware of new developments in law enforcement techniques.

#### Key Policy Issues

##### Short Range Issue

Successfully complete the current training schedule, which includes:

- a two-week in-service academy for municipal officers with police training from other states; this "re-training" qualifies these officers for basic police certification by the Alaska Police Standards Council;
- a one-week intoximeter supervisor school for troopers/police officers statewide;
- a 15-week program under contract with the University of Alaska Southeast; graduates are eligible to be hired by any Alaska municipality as a police officer or by the National Park Service as a seasonal park ranger;
- a 13-week State Trooper/Fish & Wildlife School (Basic Academy);
- a 6-week basic academy for Village Public Safety Officers; and

- an 8-week basic police academy for new municipal police officers who require a basic police certificate from the Alaska Police Standards Council.

#### Long Range Issue

The principal long-range issue concerning the Public Safety Academy is its continued existence. When State revenues took a nose dive in 1986, the abolition of the Academy was discussed as a cost-saving measure. Such an action would have been remarkably short-sighted, as the need to train rookie state troopers, municipal law enforcement officers, VPSOs, and other law enforcement-related professionals would remain, even if the Academy were abolished. In this era of increasing litigation regarding all aspects of law enforcement officers' conduct, training efforts must be increased, not eliminated. Well trained, competent police officers are a basic necessity if the safety of the public is to be maintained.

## SCIENTIFIC CRIME DETECTION LABORATORY

### History

The Scientific Crime Detection Laboratory was funded by the legislature in 1984 to provide forensic services to all law enforcement agencies within the State of Alaska. Prior to the opening of this new facility in 1986, forensic work was either contracted out to private laboratories or conducted by the F.B.I. Laboratory in Washington, D.C. Alaska was the last state to construct a full-service crime laboratory, but now has one of the most modern, well-equipped state crime laboratories in the nation.

The primary duties of laboratory personnel are to conduct scientific and technical analyses and examinations of evidentiary items in criminal cases, give court testimony in connection with the examinations at trials of subsequent criminal cases, provide instruction in police training schools, and liaison with all police agencies. In extremely serious or difficult cases, Crime Lab personnel assist investigating officers by the collection of evidence from the scene of the crime.

The Scientific Crime Detection Laboratory now consists of the following sections:

- A. Administrative - clerical, evidence custody, fiscal, and supply functions;
- B. Criminalistics - forensic serology, trace evidence, arson, firearms and toolmarks, footprint and tiretracks, and fish and wildlife identification;
- C. Controlled Substances - street drug identification and toxicology;
- D. Latent Fingerprints - physical, chemical, and laser enhancement of fingerprints with photography, composite artistry, facial reconstruction, autopsy support for coroner/pathologist, and maintenance support functions.

Twenty-two crime scene investigation assists have been conducted by the Criminalistics and Latent Fingerprint Sections in the past year. Approximately 750 fingerprints have been identified per year from over 3000 suitable latent fingerprints retrieved, some through the use of the Alaska Automated Fingerprint Identification System (AAFIS).

Evidence from over 2900 cases is being analyzed per year. Over 4300 items are analyzed in Controlled Substances, over 2900 items are analyzed in Criminalistics, over 12,450 are analyzed in Latent Fingerprints, and over 300 items are analyzed in Toxicology per year.

### Key Policy Issues

#### Short Range Issues

1. The recruitment and retention of qualified forensic science personnel. The Latent Fingerprint Section is currently 200 cases behind. Two vacant positions have not been filled due to a lack of qualified in-state applicants. Out-of-state recruitment is now occurring. The sole Toxicologist position in the laboratory is also vacant. In-state recruitment was not successful, and to date, out-of-state recruitment has not been successful. This may be a major problem in the future.
2. The Crime Laboratory, to a certain extent, is a victim of its own success. A proposal that autopsies in major crimes be performed at the Crime Lab has been enthusiastically accepted by pathologists, coroners, and law enforcement investigators. Consequently, the number of autopsies performed at the Crime Lab has increased dramatically, from under 100 in FY 88 to over 300 in FY 91. An additional (second) Autopsy Assistant position is needed to handle the increasing number of autopsies performed at the laboratory facility.

#### Long Range Issue

The responsibility for administration of the State's alcohol breath test program (for drinking drivers) was transferred from the Department of Health and Social Services in July 1987. Only a tiny fraction of the funds necessary to support the program were transferred with it. The program includes 70 intoximeter breath test instruments located with city, state, and federal agencies, 75 breath test supervisors, and 1100 breath test operators statewide. The Lab has been supporting this program through a grant from the Alaska Highway Safety Planning Agency and by using supply, personal services, and contractual monies that would otherwise be available to support the Lab's forensic functions. Federal monies are not expected to be available for this program after next fiscal year, however, and general fund support for this essential public safety function will have to be sought at that point.