

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

388 SCOM10: LOCAL GOVERNMENT STUDY 1979

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION

Anchorage, Westward Hilton, Anchorage, Alaska

October 5, 1979

AGENDA

7:00 a.m.	REGISTRATION Foyer	
8:00 a.m.	WELCOMING REMARKS	George Sullivan, Mayor of Anchorage
8:15 a.m.	INTRODUCTORY SESSION Kenai Aleutian Room	Bernard E. Kelly, Chairman, Northwest Federal Regional Council Marc Kelley, U.S. Dept. of Transportation Robert Ward, Commissioner Dept. of Transportation & Public Facilities
8:30 a.m.	OVERVIEW OF WHITE HOUSE RURAL INITIATIVES	Larry Gilson, Associate Assistant to the President
9:00 a.m.	SOCIAL SERVICE/PUBLIC TRANSPORTATION 10 Minute Presentations	Interagency Group Alaska Dept. of Health & Social Services
10:00 a.m.	BREAK	
10:30 a.m.	Town & Village Workshops (Separate dur- ing which the subjects will be covered; resource persons will rotate) Marine Aviation Rail Road Goods & Services Section 13(c) CETA and ACTION resources	
12:00 p.m.	LUNCH	A Prominent Public Official
1:45 pm	Town & Village Workshops Cont'nued	
3:25 p.m.	COFFEE - will be served	
3:30 p.m.	Wrap Up Session	
5:00 p.m.	Adjourn	

Pre-Registration Form

Registration Must be Received in the FRC Office by September 28, 1979

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION

Name(s): _____

Organization: _____

Address: _____

Phone: _____

REGISTRATION FEE: \$15.00 each/Includes Luncheon - PAYABLE TO Federal Regional Council
PLEASE RETURN TO: Federal Regional Council, 1321 2nd Avenue, Seattle, Washington 98101
PHONE INQUIRIES MAY BE MADE TO: Pat Oley (206) 442-0590 FTS 8-399-0590
Norma Schwinn (206) 442-1593 FTS 8-399-1593

INVITATION

In cooperation with the White House, we cordially invite you to attend a White House Conference on Rural Transportation.

On June 19, 1979, members of the President's Cabinet and top White House officials announced a series of Federal Initiatives designed to improve transportation in the Nation's small towns and rural areas. This program, the sixth in a series of White House Rural Development Initiatives, is designed to help rural and small town residents to overcome the problems of isolation and gain full access to essential human services and meet the transportation requirements of healthy, growing economies. The Rural Transportation Initiative places emphasis and improvements in the coordination and delivery of Federal programs, and on making these programs more accessible and more workable for the more than 50 million people living in non-metropolitan areas throughout the Country.

Included in this Initiative are:

- Agreements and actions to improve the coordination and effectiveness of social service and public transportation programs in rural areas;
- assistance for the rehabilitation of essential railroad branchlines (branchlines given high priority in state and rail plans);
- assistance to commuter airlines wanting to enter rural markets, and to small community airports to install or upgrade facilities needed to support or attract air service; and
- a series of actions to promote increased van-pooling and other forms of ridesharing in rural areas.

The Conference will be held in Anchorage, Alaska, on October 5, 1979, at the Anchorage Westward Hilton, beginning at 8:00 am — adjourning at 5:00 pm. Members of the White House Staff and representatives of the Federal Departments of Transportation, Labor, Agriculture, and Health, Education and Welfare will speak on the changes their Departments have made to facilitate and stimulate small transportation systems in rural areas.



Bernard E. Kelly, Chairman
Northwest Federal Regional Council

STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

Department of Transportation and Public Facilities

OFFICE OF THE COMMISSIONER

Pouch Z
Juneau, Alaska, 99811
(Telex 45-328)

September 7, 1979

Honorable Arliss Sturgulewski
Senator, District H
Alaska State Legislature
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

Dear Senator Sturgulewski:

In cooperation with the White House, we cordially invite you, representatives of your office and others whom you feel would have active interest, to attend a White House Conference on Rural Transportation.

The purpose of the conference is to acquaint you with Administration initiatives to solve problems and improve the availability of transportation in rural Alaska. This is the sixth in a series of White House initiatives undertaken over the past year to deal with pressing rural problems. While similar conferences had originally been scheduled in each of the ten Federal Regions nationwide, it was decided by the Northwest Federal Regional Council and the Alaska Department of Transportation and Public Facilities that, owing to the unique place Alaska occupies among the several States and owing as well to the unique problems associated with rural and bush Alaska, Alaska should be the scene of a separate conference.

During the conference specific Federal interagency agreements to simplify programs, to overcome the economic barriers of isolation and to assure access to essential human services for rural, bush and small urban citizens will be outlined.

The conference will be held at the Anchorage-Westward Hilton Hotel on October 5, 1979. A registration fee of \$12.50 will be charged, primarily to cover the cost of a luncheon. The Office of the Northwest Federal Regional Council will in the near future be sending you a brochure and a registration card. The registration fee may be paid at the time you send in your registration card or at the door, whichever is more convenient; the brochure will provide you with more definitive information concerning the agenda, guest speakers and specific workshop topics to be discussed.

Honorable Arliss Sturgulewski

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September 7, 1979

This conference is sponsored by the White House with support from the Northwest Federal Regional Council and the Alaska Department of Transportation and Public Facilities.

Sincerely,

Robert W. Ward, Commissioner
Bernard E. Kelly, Chairman
Northwest Federal Regional Council

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION: FINAL AGENDA

7:00 AM: Registration
Hotel Lobby

8:00 AM: Welcoming Remarks
Kenai-Aleutian Room

Mayor George Sullivan

8:15 AM: Introductory Session
Kenai Aleutian Room

Don Campbell
Marc Kelley
Robert Ward

8:30 AM: Overview of White House
Rural Initiatives
Kenai-Aleutian Room

Larry Gilson

9:00 AM: Social Services and
Public Transportation
(with slide show)
Kenai-Aleutian Room

Interagency Group

10:00 AM: Break

10:30 AM: Workshops

<u>Town (Kenai)</u>	<u>Village (Aleutian)</u>
Aviation	Marine
Rail	Highway
Social Services A	Social Services B

Noon: Lunch and Speaker (Alaska Room) Ward I. Gay

1:45 PM: Workshops

<u>Town (Kenai)</u>	<u>Village (Aleutian)</u>
Marine	Aviation
Highway	Rail
Social Services B	Social Services A

3:30 PM: Break

3:45 PM: Wrap Up Session (with question and answer)
Kenai-Aleutian Room

David Dougherty
John Sackett
Marvin Taylor

5:00 PM: No Host Reception
(room to be announced)

PLEASE NOTE: THE PRECEDING PAGES WERE TREATED
AS A UNIT IN THE ORIGINAL DOCUMENT.

PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED
AS A UNIT IN THE ORIGINAL DOCUMENT.

STATE OF ALASKA
Inter-Department Route Slip

TO:
MAIL STATION NUMBER 3100

DEPARTMENT Legislature

ATTENTION Sen. Murkowski

- | | |
|--|--|
| ☐ Approval | ☐ Note & Return |
| ☐ Signature | ☐ Initial & Return |
| ☐ Comment | ☐ Return As Requested |
| ☐ Contact Me | ☐ Return For Approval |
| ☐ Prepare Reply | ☐ Necessary Action |
| ☐ For Your File | ☐ Your Information |

Remarks:

FROM:
MAIL STATION NUMBER 1200

DEPARTMENT Public Safety

BY C. J. Ray DATE 3/10/80

02-002 (REV.10/73)

Village Public Safety Officer Program

Program Concept and Budget

Bristol Bay Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, no state agency actively assists communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying traditional informal sanctions. Sometimes the troublemakers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminately through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal, give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban

conditions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full-time policeman, a full-time fireman, a full-time medic, etc. It seems clear then, that although these various skills are needed - indeed are desperately needed - the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address almost all concerns that occur. This approach means that the degree of expertise developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residence in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response to alcohol abuse

situations and crime and delinquency prevention. Emergency medical skills could dovetail with Community Health Aides which now exist in many villages. Search and Rescue could involve organizing local men with boats and snowmachines to assist area wide efforts of the Troopers. Water safety could emphasize the use of life jackets and other basic water safety aspects in conjunction with the Coast Guard, and so on. When a complex problems arises, the Village Officer would call for the appropriate outside assistance. He would call the Trooper when a serious crime occurs, the Public Health Service, Troopers or other medical assistance when a major medical emergency arises, the Troopers when a Search and Rescue effort requires air support and so on. Since a serious fire requires immediate actions, the village officer cannot rely on outside assistance but must work through the Village Council to develop a fire suppression capability involving village residents.

Judging this approach to be reasonable and consistent with village conditions, the State Troopers, working with several Native non-profit corporations in Western Alaska began training selected villagers in all aspects of public safety in the Spring of 1979. These persons were already on the CETA payroll under the Manpower Training programs within the non-profit corporations. Their CETA funds paid for travel and subsistence expenses associated with the training since these expenses were not contained within the existing Trooper budget.

The training consists of six weeks of formal instruction to be followed by monthly contacts to each Village by the Troopers, as a means of support and continued development of these Village Public Safety Officers. The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reasons, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

An additional four weeks training then occurs at the Trooper Academy in Sitka, which involves law enforcement subjects, the Emergency Medical Technician course, and information about search and rescue, water safety and local ordinance development. Since the authority of the village officer derives from the inherent powers of a Second Class City, other ordinances are also needed to address local concerns not covered by State Statutes, such as dog control, curfew violation, trash disposal, etc.

The final session of formal training is a six day class in fire prevention and fire suppression involving the actual use of extinguishers, pumps, hoses, and smoke detectors in addition to classroom work.

To date, nineteen Village Public Safety Officers from villages in the Bethel area have completed all phases of training. A second group of Village Officers will complete their training in late March, 1980. They primarily represent villages in the Kotzebue-Nome areas but also include other villages

from Southeastern and Kodiak areas.

Beyond the formal classroom work, a structured training program is then offered to the Village Officers on a monthly basis by the State Troopers and other resource agency personnel. This "follow-up" training will occur monthly, both on an individual basis in the village, and as a group meeting in a regional center. The follow-up portion regarding law enforcement will include critiques of actions taken by the Village Officer, how he might have approached the problem in a different manner, finding out about local village problems, contacts with the Village Council in support of the program and related actions. On occasion, a resource person, such as a fire service instructor from the State Fire Service Training Program in the Department of Education, a specialist in local government from the Department of Community and Regional Affairs, an instructor in emergency medical services from the Department of Health and Social Services or the Regional Health Corporation, would accompany the bush Trooper. These specialized training sessions in the Village would be open to all interested persons, such as villagers interested in forming a fire department, those interested in emergency medical training and so on.

Another means of offering follow-up training is through an "on-the-job" approach, whereby a Trooper responding to a serious crime or other problem, would stop at an enroute village and pick up the Village Public Safety Officer to assist him. This experience would involve a real life situation, rather than a mock problem in the classroom. The Village Officer, for his part, can assist the Trooper

in various ways, including any language problems encountered and ultimately may take the place of a second Trooper who would normally have been involved, thus easing the manpower problem being experienced by the Trooper at bush outposts.

To assure that the oversight and follow-up training occurs on a regularly scheduled basis will require the lease of an aircraft and at least one additional Trooper to be stationed in Dillingham. In addition to the monthly village visits, the additional Trooper will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

In some villages, there may already be a fire chief or Community Health Aide. In every case, the Village Public Safety Officer is envisioned in a supportive role to these already existing authorities.

Although formal and long term follow-up training are provided, the Village Officer will also need a minimum level of public safety related equipment to be effective. A serviceable and distinctive uniform and parka, handcuffs, and baton will serve his law enforcement needs. The matter of a weapon is left to the discretion of the individual villages. The State Troopers do not recommend a handgun for the officer.

Emergency medical supplies are also required. A footlocker of medical gear is envisioned. Its content and storage arrangements will be made in coordination with the Alaska Native Service hospitals, and the federally funded Community Health Aide program.

Local government assistance will include the development of a portfolio of model ordinances which the Trooper will have available on his visits. Requests for information about dog control, for instance, would result in the Trooper referring to copies of three or four ordinances that have previously undergone scrutiny by the Department of Public Safety's in-house attorney to assure their legality. New ordinances developed by a Village Council can similarly undergo legal review. Additional assistance is also available thru the Division of Local Government Assistance in the Department of Community and Regional Affairs, as well as the Criminal Justice Planning Agency in Juneau which is developing a computerized storage and retrieval system of local ordinances.

Fire suppression equipment will also be needed. Initially, fire suppression in the villages would involve a coordinated attack using fire extinguishers capable of being refilled in the village, or even at the scene of a fire if necessary. Early warning would be provided thru the use of smoke detectors. An extinguisher and a smoke detector should be available in each residence. A shared purchase arrangement is suggested whereby village residents would contribute a part of the cost of these units to develop a feeling of ownership and to help assure their operational readiness.

Certain villages that have a well developed fire brigade and a high interest in the improvement of their fire fighting capabilities would be able to do so by the addition of a pump, lengths of hose, and necessary hardware. As with the basic fire protection equipment, some local effort will help insure the care and maintenance of the equipment.

Some villages now receive State Shared Revenue for fire protection. The Village Public Safety Officer program foresees the use of shared revenue to purchase additional fire extinguishers, and required extinguishing agent and propellant, and other efforts designed to increase fire safety in the village. Information about shared revenue will be provided by the Troopers as part of their oversight function and coordinated with the Department of Community and Regional Affairs.

Technical assistance concerning the fire service is available from the State Fire Marshal's Office and the State Fire Service Training program.

Although designed to respond to rural public safety needs, the concept of the Village Public Safety Officer program also represents a career ladder for the rural, often Native individual to enter into the public safety field. Initially he can begin as a Village Officer, and after gaining experience in that job, then advance to the position of Constable and become a State employee. From there, he can apply to become a State Trooper.

The Village Officers now are employees of their respective communities paid thru Bristol Bay Native Assoc. As local employees, they are responsible to community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

Over the long term, there are several programs that would be developed that would have a direct impact upon the Public Safety Officer concept.

A. Alcohol Related Legislation

Any degree of control upon the importation, sale, or possession of alcoholic beverages by the villages and the Village Councils, will directly affect the number of public safety problems confronting the Village Officers in terms of interpersonal violence, family quarrels, accidental fires, exposure, injury, drowning, etc, since almost all these problems have their origin in alcohol abuse.

The situation could be addressed in many ways including assisting the villages in development of ordinances pertaining to a dry community, ordinances forbidding importation, sale, possibly even possession of alcoholic beverages, etc. State statutes could be introduced making the importation of alcohol into dry villages a State crime.

Whichever way(s) are determined to be most effective, a joint effort must be mounted involving not only the State Troopers, but the District Attorneys, the Judiciary and Corrections as well, since legislation of this nature will have an impact upon these justice system agencies.

B. Local Mechanisms for Dispute Resolution

The development of the Village Public Safety Officer program will inevitably increase both the number of formal arrests as well as provide a mechanism to address local problems that could best be resolved by the application of sanctions reflecting village norms and conditions, without entering the formal processing of the State's Criminal Justice System.

For example, the village troublemakers who may have been ignored by villagers before the Village Officer program, will now have to deal with the officer. Many minor problems and misdemeanors can best be dealt with by informal village sanctions, such as the hauling of firewood and water, cleaning the village or other penalties of similar nature. This may be done by the Village Council acting as a Judgement Board which would pass non-criminal sanctions for violation of local ordinances, which now seems possible under existing State law. This concept was first proposed several years ago in a program under the auspices of the Alaska Federation of Natives, but never tried.

A pilot program could be developed jointly by the State Troopers and the Court System, possibly using grant funds. Several villages should be involved and the concept then evaluated, both programmatically and as a legally accepted alternative to formal justice system processing.

A similar dispute resolution program involving the Reconciliation Board concept, was developed several years ago by the Alaska Court System, but faltered apparently due to lack of followup actions. In this program, disputants agreed to lay their problem before a village-elected Reconciliation Board and to accept their decision. The program has the advantage of resolving disputes before they reach a volatile stage and a crime is committed.

Such local resolution of problem by the Village Council returns to them an additional measure of their historic decision-making power and increases local control and self-determination.

C. Public Safety Records System

Presently the rural law enforcement records system in Alaska is kept on a regional basis, rather than by community. Thus data about a single community is not readily available. The development of the Village Public Safety Officer program will increase the need for information on a community by community basis, not only for law enforcement but for emergency medical responses, and search and rescue. Fire related data fortunately is available on a community basis thru a program developed in the Fire Marshal's office.

The development of a community based records storage and retrieval system will enable analyses to be made in terms of total public safety activity and ultimately assist in decisions relating to program effectiveness.

V. Program Analysis

The Village Public Safety Officer Program offers several advantages to the people in rural Alaska:

1. Village Officers will address a wide array of public safety problems at minimum costs that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to Regional Corporations and villages.
4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer Program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

The value of the program was forcefully demonstrated when, only six days after returning to their villages from the law enforcement and emergency medical service portion of their training, one Village Officer from the Bethel area was called upon to respond to a shooting incident. His actions in taking the necessary emergency medical responses are credited with saving the life of the victim - his sister. He also apprehended the assailant and held him for the State Troopers.

VI. Funding

Funding to date, continues to be thru Bristol Bay Native Assoc. CETA Manpower program, including the salaries of the Village Officer (\$833/mo.),

and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were unforeseen when their budgets were developed.

A small grant for LEAA will enable the State Troopers to at least begin the follow-up training in the villages, during the spring of 1980, but that effort is temporary at best and provides only an immediate means to develop the oversight portion of the program.

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even so, some of the Regional Corporations face having to terminate some of their Public Safety Officers before July 1, 1980.

Given the lack of local resources in the small villages, the residents there have no alternative than to look to the State for financial support, or to continue experiencing the highest loss of life in the United States as a result of public safety problems.

The following pages set forth a rather detailed budget for the Dillingham area that would result in the development of the Village Public Safety Officer program during the next year during which time

several indicators of program effectiveness would be developed. Significantly the concept envisions a substantial portion of the budget to be "passed thru" the Department of Public Safety on a contractual basis to Bristol Bay Native Assoc. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling more than half of the total program cost would pass thru the Department of Public Safety by contract to Bristol Bay Native Association. In essence, State pass thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 33% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 8% would be earmarked for the Department of Public Safety for the salary and benefits of the additional Dillingham based Trooper who would have the oversight and coordination functions, the aircraft lease, etc. Even those funds, however, are all specifically allocated for the Village Public Safety Officer Program.

VPSO PROGRAM BUDGET
REGIONAL CORPORATION

100 PERSONAL SERVICES

A. Salaries

1. VPSO Program Coord. (AST-ANC)	NC
2. Asst. Program Coord. (AST-ANC)	NC
3. VPSO Field Supr., Corporal in Dillingham	
3062/mo. x 12 mos =	\$36,744
Estimated overtime 15/hrs/mo. x 12 mo x 28.26 hrs	5,086
4. Clerk Typist III in Dillingham, 1426 x 12	17,112

B. Estimated Benefits

1. VPSO Program Coord. - ANC	NC
2. Asst. Program Coord. - ANC	NC
3. VPSO Field Supr. - Dillingham, 25.5% x 3,062	9,360
4. Clerk Typist III in Dillingham, 25.5% x 1426 x 12 mo	4,363
Subtotal	\$72,665

200 TRAVEL AND PER DIEM

A. VPSO's (On OJT with AST during Field Responses)

1. Travel - to villages with Trooper (see 300-C)	NC
2. Per diem - 25 VPSO's x est. 3 days/mo x	
12 mo/yr x \$63/day	\$56,700

B. VPSO Oversight Training in Dillingham

1. Travel - from villages to Dillingham via charter, mail plane, etc.	5,000
2. Per diem - estimated quarterly sessions at 5 days x 25 VPSO's x \$63/day	31,500

C. VPSO Program Coordinator

1. Travel - ANC to Dillingham and return (Dept. budget)	NC
Dillingham to villages and return (Dept. budget)	NC
2. Per diem - (Dept. budget)	NC

D. AST Field Supr. of VPSO program - Corporal in Dillingham

1. Travel - Dillingham to villages and return - Trooper leased A/C	NC
2. Per diem - estimated 20 days/mo. in travel x 6 mos x \$63/day	7,560

E. Fire Training Instruction

1. Travel - Comm. air fair - KTKN-ANC-Dillingham x 4 round trips	1,775
2. Per diem - 3 mos x \$63/day	5,670

F. Law enforcement Training Instruction

Instructors from either the Detachment or Academy or both.
Travel and per diem from Dept. budget

NC

G. Video Filming

Two personnel from AST, plus fire service, and other technical instructors as consultants - films to be used for continued training - film library, etc.

1. Travel - ANC-DLG-RET, \$254 x 3; JUN-ANC-RET, \$198	960
2. Per diem - estimated 5 days x 3 x \$63	\$945
3. Excess baggage - estimated \$250	250

H. Local Govt. Specialist

1. Travel - airfare to Dillingham to be paid by C&RA	NC
2. Per diem - 2 mos to be paid by C&RA	NC

I. Emergency Medical Instructors

Instructors from Regional Health Corp or Southeastern EMS Council or both

1. Travel - SEMSC-ANC-DLG-RET, \$254 x 2 trips	508
2. Per diem - One session/village, 15 villages x 3 days at \$63/day	2,835
Plus one session in DLG, 5 days at \$63	315
Subtotal	\$114,018

300 CONTRACTUAL

A. Salaries and Benefits of VPSO's

1. Salaries: 25 officers at \$1100/mo (avg. of 6 mos at \$1000/mo and 6 mos at \$1200/mo) x 12 mos	330,000
2. Benefits: 18.8% (6% pension, 4% medical, 5% WC, 1.9% annual leave 1.9% sick) x \$330,000	62,040

B. Fire Training Instructor

Either contractual to AST or thru RSA to DOE, 3 mos at \$3000/mo.	9,000
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C. Charter Aircraft

Estimated 450 hrs. at \$105 hr. including standby	47,250
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D. Emergency Guard Hire

3 days/mo x 12 mos x \$10/hr x 25 villages	9,750
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E. Printing

VPSO manuals, training materials, etc., estimated
at \$4500 4,500

F. Communications

Long distance charges between ANC and DLG and DLG and
VPSO's in villages, estimated at \$5000 5,000

Subtotal \$467,540

400 SUPPLIES AND OPERATING EXPENSES

Supplies for AST office in Dillingham, 2 file cabinets, desk, chairs,
etc, estimated at 3,500

INDIRECT - ADMINISTRATIVE OVERHEAD TO BRISTOL BAY NATIVE ASSOC.

Regional Corporation in Dillingham, 20% of total pass-thru funds
consisting of salaries, travel, per diem, and guard hire = 98,998

Subtotal 102,498

500 EQUIPMENT

A. Uniforms

Shelf items - shirts, pants, jackets, parka, etc.,
estimated at \$500 x 25 officers 12,500

B. Badges and Patches

To be issued by AST only - two badges and two patches,
estimated at \$65 x 25 officers 1,625

C. Handcuffs, Case, Leather Items and Batons

Estimated at \$75/officer x 25 officers 1,875

D. Fire Extinguishers

Cold-rated, Ansul dry chem, multi-purpose, cartridge un.
or equivalent - \$90 (State contract price), estimated
50/village x 25 villages x \$90 = 112,500. Sell at 25% local
match (75% x 112,500) 84,375

Foray Powder (5 gal pails) - 5 pails/village x 25
villages x \$38/paid 4,750

Cartridges - 20 extra/village x 25 villages x \$21@ 10,500

E. Smoke Detectors

Photoelectric, battery operated - estimated \$30 x 50/village
x 25 villages = \$37,500. Sell at 25% local match
(75% x 37,500) \$28,125

F. Fire Siren

Multidirectional - one per village - alerting for fire,
drowning, SARS, etc. estimated \$2200 x 25 villages 55,000

G. EMT Caches

One footlocker with EMT supplies/village estimated
\$500 x 25 villages 12,500

H. Pumps and Hoses

Second generation fire protection and envision local use of
shared revenue. Estimating 12 villages participating the first
year

1 each 300 gpm. pump, lightweight, portable, with 20' section
hose and strainer, estimated at \$2,450
1 each, 1½, 1½, 1½ gated wye at 270
2 each combination Spanner wrenches at 15
2 each plastic nozzles 60-90 gpm, variable at 50
2 each mil packboards at 20
1,000 single jacket rubber lined hose at 1500
1 each reducer 2½ to 1½, pump to wye at 17

Total Package = 4,322/village

Assuming 25% local effort (thru rev. sharing x 12 villages for
first year) 51,864 x .75 38,898

I. Fire Training Kit

For on-site instruction - Carmody kit (\$500) plus variety
of extinguishers (\$400), a variety of smoke detectors (\$200)
several films for village showings (1,200), and the pump, hose
etc. package as shown above (\$4322). 6,622

J. Video Tape and Associated Expenses for Training Aid

Portable video playback and monitoring unit = 3200
10 tapes at 35 each = 350, plus \$500 for props, on-scene
needs, equipment, cleaning, etc. 4,050

Subtotal \$260,820

BUDGET RECAP

100 Personal Services	\$72,665
200 Travel and Per Diem	114,018
300 Contractual	467,540
400 (a) Supplies and Operating Expenses	3,500
(b) Indirect (overhead) 15%	98,998
500 Equipment	<u>260,820</u>
GRAND TOTAL	\$1,017,541

BUDGET ANALYSIS

Amount to Bristol Bay Assoc. (pass thru) =	593,988 or 58.47%
Amount to Vendors, etc. =	338,633 or 33.33%
Amount to Dept. of Public Safety =	<u>84,920 or 8.36%</u>

1,017,541 or 100%

February 8, 1980

Honorable Arliss Sturgulewski
State Senator
Alaska State Legislature
Pouch V
Juneau, AK 99811

Re: The Village Public Safety Officer Program

Dear Senator Sturgulewski:

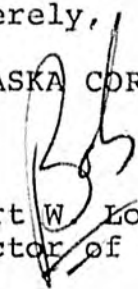
Sealaska Corporation has become aware of the Village Public Safety Program designed to improve law enforcement and public safety in the rural areas in Alaska. We would like to urge your consideration of funding and other legislative support in order that this program can become viable and effective.

As the rural areas continue to grow through investment by government and from our corporations and other business entities, local law enforcement will become more important in order to protect property, people and resources. In our opinion, this is an important element in local government development in the rural areas of our state. We urge your support.

Thanking you for this consideration.

Sincerely,

SEALASKA CORPORATION


Robert W. Loescher
Director of Natural Resources

cc: All Mayors, Southeastern Alaska

Discuss of Palmer McCarlin
Lee McCarlin

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

February 5, 1980

JAY S. HAMMOND, GOVERNOR

William R. Nix
Commissioner

POUCH N - JUNEAU 99111

Honorable Arliss Sturgulweski
Alaska State Senate
Pouch V
Juneau, Alaska 99811

Dear Senator Sturgulweski:

The Department's attempt to address a portion of rural (Bush) public safety needs by developing the Village Public Safety Officer (VPSO) program has progressed far beyond the point first envisioned in our Budget request for FY-81.

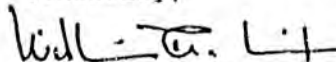
As a result of the increased awareness of rural public safety needs, I have been requested to develop an expanded program. Due to mounting legislative and local interest, the Department has been fast-tracking the program with the Association of Village Council Presidents (AVCP) and the Mauneluk Association.

The program is delicately balanced between the increasing needs for public safety services and the principal of self determination and local control. This is done in part by becoming a partner in the management of the program with the two non-profit corporations mentioned above. I envision this program as the cornerstone for building the coordination and cooperation between state agencies and local government that is needed to solve public safety concerns in rural areas.

The cost effectiveness of this program becomes obvious when you consider the skills of the VPSO's and their numbers, as compared to stationing a like number of troopers in those locations.

If there are any questions you have concerning the program, I would like to discuss them with you.

Sincerely,



William R. Nix
Commissioner

STATE OF ALASKA
Inter-Department Route Slip

TO:

MAIL STATION NUMBER 3100

DEPARTMENT

Legislature

ATTENTION

Hon. Dennis Stangor

- | | |
|--|--|
| ☐ Approval | ☐ Note & Return |
| ☐ Signature | ☐ Initial & Return |
| ☐ Comment | ☐ Return As Requested |
| ☐ Contact Me | ☐ Return For Approval |
| ☐ Prepare Reply | ☐ Necessary Action |
| ☐ For Your File | ☐ Your Information |

Remarks:

FROM:

MAIL STATION NUMBER 1500

DEPARTMENT

Public Safety

BY

Cona Ray

DATE

5/2/76

02-002 (REV.10/73)

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY-81

NANA Region

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Kotzebue Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of live, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

*Campfire
program
9*

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying tradition informal sanctions. Sometimes the trouble makers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminantly through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban condi-

tions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full time policeman, a full time fireman, a full time medic etc. It seems clear then, that although these various skills are needed--indeed are desperately needed--the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address most all concerns that occur. This approach means that the degree of expertise developed in any one field would generally be less than the skills developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residences in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response

to alcohol abuse situations and crime and delinquency prevention.

Emergency medical skills could dovetail with Community Health Aides which now exist in many villages. Search and Rescue could involve organizing local men with boats and snowmachines to assist area wide efforts of the Troopers. Water safety could emphasize the use of life jackets and other basic water safety aspects in conjunction with the Coast Guard, and so on. When a complex problem arises, the Village Officer would call for the appropriate outside assistance. He would call the Troopers when a serious crime occurs, the Public Health Service, Troopers or other medical assistance when a major medical emergency arises, the Troopers when a Search and Rescue effort requires air support and so on. Since a serious fire requires immediate actions, the village officer cannot rely on outside assistance but must work through the Village Council to develop a fire suppression capability involving village residents.

Judging this approach to be reasonable and consistent with village conditions, the State Troopers, working with several Native non-profit corporations, including the Association of Village Council Presidents in Bethel, began training selected villagers in all aspects of public safety in the Spring of 1979. These persons were already on the CETA payroll under the Manpower Training programs with AVCP. Their CETA funds paid for travel and subsistence expenses associated with the training since these expenses were not contained within the existing Trooper budget.

The training consists of six weeks of formal instruction to be followed by

monthly contacts to each village by the Troopers, as a means of support and continued development of these Village Public Safety Officers.

The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reason, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

An additional four weeks training then occurs at the Trooper Academy in Sitka, which involves law enforcement subjects, the Emergency Medical Technician course, and information about search and rescue, water safety and local ordinance development, since the authority of the village officer derives from the inherent powers of a Second Class City. Other ordinances are also needed to address local concerns not covered by state statutes, such as dog control, curfew violation, trash disposal, etc.

The final session of formal training is a six day class in fire prevention and fire suppression involving the actual use of extinguishers, pumps and hose, and smoke detectors in addition to classroom work.

To date, nineteen Village Public Safety Officers from villages in the Bethel area have completed all phases of the training. A second group of Village Officers will complete their training in late March 1980. They primarily represent villages in the Kotzebue-Nome area but also include other villages

from Southeastern and Kodiak areas.

Beyond the formal classroom work, a structured training program is then offered to the Village Officers on a monthly basis by the State Troopers and other resource agency personnel. This "follow-up" training will occur monthly, both on an individual basis in the village, and as a group meeting in a regional center. The follow-up portion regarding law enforcement will include critiques of actions taken by the Village Officer, how he might have approached the problem in a different manner, finding out about local village problems, contacts with the Village Council in support of the program and related actions. On occasion, a resource person, such as a fire service instructor from the State Fire Service Training Program in the Department of Education, a specialist in local government from the Department of Community and Regional Affairs, an instructor in emergency medical services from the Department of Health and Social Services or the Regional Health Corporation, would accompany the bush Trooper. These specialized training sessions in the village would be open to all interested persons, such as villagers interested in forming a fire department, those interested in emergency medical training and so on.

Another means of offering follow-up training is through an "on-the-job" approach, whereby a Trooper responding to a serious crime or other problem, would stop at an enroute village and pick up the Village Public Safety Officer to assist him. This experience would involve a real life situation, rather than a mock problem in the classroom. The Village Officer, for

his part, can assist the Trooper in various ways, including any language problems encountered and ultimately may take the place of a second Trooper who would normally have been involved, thus easing the manpower problem being experienced by the Troopers at bush outposts.

To assure that the oversight and follow-up training occurs on a reasonably scheduled basis will require the lease of an aircraft and two additional Trooper personnel to be stationed in Bethel. In addition to the monthly village visits, involving 19 villages in the Bethel area alone, these additional Trooper personnel will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

In some villages, there may already be a fire chief or a Community Health Aide. In every case, the Village Public Safety Officer is envisioned in a supportive role to these already existing authorities.

Although formal and long term follow-up training are provided, the Village Officers will also need a minimum level of public safety related equipment to be effective. A serviceable and distinctive uniform and parka, handcuffs, and baton will serve his law enforcement needs. The matter of a weapon is left to the discretion of the individual villages. The State Troopers do not recommend a handgun for the officer.

Emergency medical supplies are also required. A footlocker of medical gear is envisioned. Its contents and storage arrangements will be made in coordination with the Alaska Native Service hospitals, and the federally funded Community Health Aide program.

Local government assistance will include the development of a portfolio of model ordinances which the Trooper will have available on his visits. Requests for information about dog control, for instance, would result in the Trooper referring to copies of three or four ordinances that have previously undergone scrutiny by the Department of Public Safety's in-house attorney to assure their legality. New ordinances developed by a Village Council can similarly undergo legal review. Additional assistance is also available thru the Division of Local Government Assistance in the Department of Community and Regional Affairs, as well as the Criminal Justice Planning Agency in Juneau which is developing a computerized storage and retrieval system of local ordinances.

Fire suppression equipment will also be needed. Initially, fire suppression in the villages would involve a coordinated attack using fire extinguishers capable of being refilled in the village, or even at the scene of a fire if necessary. Early warning would be provided thru the use of smoke detectors. An extinguisher and a smoke detector should be available in each residence. A shared purchase arrangement is suggested whereby village residents would contribute a part of the cost of these units to develop a feeling of ownership and to help assure their operational readiness.

Certain villages that have a well developed fire brigade and a high interest in the improvement of their fire fighting capabilities would be able to do so by the addition of a pump, lengths of hose, and necessary hardware. As with the basic fire protection equipment, some local effort will help insure the care and maintenance of the equipment.

Some villages now receive State Shared Revenue for fire protection. The Village Public Safety Officer program foresees the use of shared revenue to purchase additional fire extinguishers, and required extinguishing agent and propellant, and other efforts designed to increase fire safety in the village. Information about shared revenue will be provided by the Troopers as part of their oversight function and coordinated with the Department of Community and Regional Affairs.

Technical assistance in the fire service is available from the State Fire Marshal's Office and the State Fire Service Training program .

Although designed to respond to rural public safety needs, the concept of the Village Public Safety Officer program also represents a career ladder for the rural, often Native individual to enter into the public safety field. Initially he can begin as a Village Officer, and after gaining experience in that job, then advance to the position of Constable and become a State employee. From there, he can apply to become a State Trooper.

The Village Public Safety Officers now are employees of their respective communities paid thru the CETA Manpower program of the Mauneluk Association in Kotzebue. As

local employees, they are responsive to community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

Over the long term, there are several programs that could be developed that would have a direct impact upon the Public Safety Officer concept.

A. Alcohol Related Legislation

Any degree of control upon the importation, sale, or possession of alcoholic beverages by the villages and the Village Councils, will directly affect the number of public safety problems confronting the Village Officers in terms of interpersonal violence, family quarrels, accidental fires, exposure, injury, drowning, etc, since almost all these problems have their origin in alcohol abuse.

The situation could be addressed in many ways including assisting the villages in development of ordinances pertaining to a dry community, ordinances forbidding importation, sale, possibly even possession of alcoholic beverages, etc. State statutes could be introduced making the importation of alcohol into dry villages a State crime.

Whichever way(s) are determined to be most effective, a joint effort must be mounted involving not only the State Troopers, but the District Attorneys, the Judiciary and Corrections as well, since legislation of this nature will have an impact upon these justice system agencies.

B. Local Mechanisms for Dispute Resolution

The development of the Village Public Safety Officer program will inevitably increase both the number of formal arrests as well as provide a mechanism to address local problems that could best be resolved by the application of sanctions reflecting village norms and conditions, without entering the formal processing of the State's criminal justice system.

For example, the village troublemaker who may have been ignored by villagers before the Village Officer program, will now have to deal with the officer. Many minor problems and misdemeanors can best be dealt with by informal village sanctions, such as the hauling of firewood and water, cleaning the village or other penalties of similar nature. This may be done by the Village Council acting as a Judgement Board which would pass non-criminal sanctions for violation of local ordinances, which now seems possible under existing State law. This concept was first proposed several years ago in a program under the auspices of the Alaska Federation of Natives, but never tried.

A pilot program could be developed jointly by the State Troopers and the court system, possibly using grant funds. Several villages should be involved and the concept then evaluated, both programmatically and as a legally accepted alternative to formal justice system processing.

A similar dispute resolution program, involving the Reconciliation Board concept, was developed several years ago by the Alaska Court System, but faltered apparently due to lack of followup actions. In this program, disputants agreed to lay their problem before a village-elected Reconciliation Board and to accept their decision. The program has the advantage of resolving disputes before they reach a volatile stage and a crime is committed.

Such local resolution of problems by the Village Council returns to them an additional measure of their historic decision-making power and increases local control and self-determination.

C. Public Safety Records System

Presently the rural law enforcement records system in Alaska is kept on a regional basis, rather than by community. Thus data about a single community is not readily available. The development of the Village Public Safety Officer program will increase the need for information on a community by community basis, not only for law enforcement but for emergency medical responses, and search and rescue. Fire related data fortunately is available on a community basis thru a program developed in the Fire Marshal's Office.

The development of a community based records storage and retrieval system will enable analyses to be made in terms of total public safety activity and ultimately assist in decisions relating to program effectiveness.

V. Program Advantages

The Village Public Safety Officer Program offers several advantages to the people in rural Alaska:

1. Village Officers will address a wide array of public safety problems at minimum cost that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to the Mauneluk Association, and through there, to the villages.

4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

The value of the program was forcefully demonstrated when, only six days after returning to their villages from the law enforcement and emergency medical service portion of their training, one Village Officer from the Bethel area was called upon to respond to a shooting incident. His actions in taking the necessary emergency medical responses are credited with saving the life of the victim -- his sister. He also helped apprehend the assailant and held him for the State Troopers.

VI. Funding

Funding to date, continues to be thru the CETA Manpower programs of the Mauneluk Association, including the salaries of the Village Officers (\$833/mo.), and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were not foreseen when their budgets were developed.

A small grant from LEAA will enable the State Troopers to at least begin the followup training in the villages, during the spring of 1980, but that effort is temporary at best and provides only an immediate means to develop the oversight portion of the program.

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even utilizing the extensions, three of the Kotzebue area villages will have their Public Safety Officers terminated on March 30, 1980. Others face termination in the following months if the six month extensions are not approved by the Federal Government.

Given the lack of local resources in the small villages, the residents there have no alternative than to look to the State for financial support, or to continue experiencing the highest loss of life in the United States as a result of public safety problems.

The following pages set forth a rather detailed budget for the Kotzebue area that would result in the development of the Village Public Safety Officer program during the next year during which time several indicators of program effectiveness would be developed.

Significantly the concept envisions a substantial portion of the budget to be "passed thru" the Department of Public Safety on a contractual basis to the Mauneluk Association. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling about 58% of the total program cost would pass thru the Department of Public Safety to Mauneluk. In essence, State pass-thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 38% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 3% would be earmarked for the Department of Public Safety for the aircraft lease and per diem of Troopers performing the oversight functions. Even these funds, however, are all allocated for the Village Public Safety Officer program.

NANA REGION
VILLAGE PUBLIC SAFETY OFFICER PROGRAM
FISCAL YEAR 1981

100 Personal Services and Benefits

VPSO Program Coordinator-Division of State Troopers, Anchorage		NC
Asst. VPSO Program Coordinator-Division of State Troopers, Anchorage		NC
VPSO Field Supervisor in Kotzebue	Sub-Total	NC

200 Travel and Per Diem

A. AST Field Supervisor of VPSO Program-Kotzebue		
1. Travel-Kotzebue to Villages and return-use Trooper leased aircraft		NC
2. Per Diem-estimated 20 days/ month in travel x 6 months x \$96/day		\$11,520
B. VPSO on OJT with area Troopers on Field Assignments		
1. Travel-Trooper leased aircraft		NC
2. Per Diem-11 VPSO's estimated 3 days/mon. x 12 months x \$96/day		\$38,016
C. VPSO-Training and Oversight sessions in Kotzebue		
1. Travel-utilize Trooper leased aircraft, mailplane, charters when needed, etc. estimated		\$5,000
2. Per Diem-estimate quarterly sessions in Kotzebue at 5 days x 11 VPSO's x \$96/day		\$21,120
D. AST Program Coordinator		
1. Travel-Anchorage to Kotzebue and return, travel Kotzebue to villages and return Trooper leased aircraft		NC
2. Per Diem-Paid by Alaska State Troopers		NC
E. Law Enforcement Training Instructor (to travel with Trooper as part of Oversight aspect)		
1. Instructor from either Academy or Detachment, travel and per diem paid by Alaska State Troopers		NC

F. Fire Service Training Instructor (to travel with Trooper as part of Oversight aspect)		
1. Travel-Commercial Airfare- Ketchikan or Anchorage to Kotzebue-approximately \$500 x 3 round trips		\$1,500
travel from Kotzebue to villages-on Trooper leased aircraft		NC
2. Per Diem-60 days (involving two trips to each village at 2 days each plus one session in Kotzebue) x \$96/day		\$5,760
G. Local Government Training Instructor (to travel with Trooper as part of Oversight aspect)		
1. Travel-Commercial to Kotzebue-to be paid by C&RA- Kotzebue to Villages and return via Trooper leased aircraft		NC
2. Per Diem-60 days (involving two trips to each village at 2 days each, plus one session in Kotzebue) x \$96/day		\$5,760
H. Emergency Medical Training Instructor (to travel with Trooper as part of Oversight aspect) Instructor from Regional Health Corp. or through Emergency Medical Services Office		
1. Travel-if other than Regional Corp. - estimated \$500 x 3 trips		\$1,500
2. Per Diem-60 days (two trips/village and one in Kotzebue) \$96/day		\$5,760
I. Video Filming Crew		
Two from AST plus Fire Service Instructors as technical consultants for on-scene filming in a village		
1. Travel-Anc-Otz-Anc \$200 x 3		\$600
Jun-Anc-Ret x 1		\$200
2. Per Diem-5 days x 3 x \$96		\$1,440
3. Excess Baggage estimated		\$200
	Sub-Total.	\$98,376

300 Contractual

A. Salaries of VPSO's

Eleven officers x 1100/month (average of 6 months at 1000, 6 months at 1200) x 12 months	\$145,200
benefits - 1100/mo x 10% x 11 Officers x 12 months x 16.72% (FICA 6.13%, W/C 5.99%, ESC 4.00% FUTA .70%)=	24,277

B. Salary-Fire Training Instructor (on contract to AST or through RSA to DOE)	
2 trips to 11 villages x 2 days each plus Kotzebue session = 60 days 2 months at \$3000	\$6,000
C. Trooper Leased Aircraft-	
300 hours at \$105/hour	\$31,500
D. Emergency Guard Hires-	
local village men-estimated 3 days/month x \$10/hour x 11 villages	\$3,960
E. Printing	
VPSO Manuals and Training Aids etc. estimated at \$3,000	\$3,000
F. Communications	
Long distance telephone-Anc-Ktz & Ktz villages-estimated	\$5,000
G. Secretarial Assistance (Casual Labor)	
90 days x 7.5 hours/day x \$10/hour	<u>\$6,750</u>
Sub-Total	225,687
400-A <u>Supplies and Operating Expenses</u>	
Extra administrative supplies for Kotzebue Troopers	\$2,500
400-B <u>Indirect</u>	
Overhead Costs to Maneluk Association	
15% Overhead rate x \$237,573	<u>35,635</u>
Sub-Total	38,135
500 <u>Equipment</u>	
A. Uniforms-	
Shelf item shirts, pants, jacket, parka, etc. estimated at \$500/officer x 11 men	\$5,500
B. Badges and Patches-	
issued by Alaska State Troopers - 2 badges and 2 patches each-estimated at \$65 x 11 officers	\$715

- C. Handcuffs, Case, Leather and Baton
estimated at \$75 x 11 men \$825
- D. Fire Extinguishers
Ansul 10 # dry chem. multi purpose cartridge units or equivalent at \$90 @ (state contract price) estimated 50/Village x 11 village x \$90 = \$49,500 sell at 75% match \$37,125
Foray Powder, five gallon pails/village x \$38.00 @ x 11 villages \$2,090
Cartridges-20 extra/village x 11 villages at \$21.00 @ \$4,620
- E. Smoke Detectors (Photo electric, battery operated)
estimated \$30 x 50/village x 11 villages = 16,500 sell at 75% match \$12,375
- F. EMT Supplies
One footlocker with supplies in each village estimated \$500 @ x 11 villages \$5,500
EMS training supplies and equipment, estimated \$300 x 11 villages \$3,300
(expendable training supplies for village training courses)
- G. Pumps and Hose (Second Generation Fire Protection and Envisions local use of shared revenue)-estimating six villages participating the first year.
1 each 300 gpm, pump, light weight, portable with 20' suction hose and strainer, estimated @ \$2,450
1 each 1½, 1½, 1½, gated wye - \$270
2 each combination spanner wrenches @ \$15
2 each plastic nozzles 60-90 gpm variable @ \$50
2 each military packboards @ \$20
1000' single jacket rubber lined hose @ \$1,500
1 each reducer 2½ to 1½", pump to wye @ \$17
Total package, per village = \$4,322
Assuming 75% local effort x six villages for first year, 25,932 x .75 \$19,449
- H. Fire Training Kit (for on site instructor)
Camody Kit Components as above plus variety of extinguishers, smoke detectors, films etc. for village training courses \$6,622

I. Video-tape and Associated Expenses for Developing Training Aid

Portable video playback and monitoring unit =	\$3,200
10 tapes at \$35 @ plus 500 for props, on-scene needs, etc.	<u>\$4,050</u>

Sub-Total	\$105,371
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BUDGET RECAP

100 - Personal Services	0
200 - Travel and Per Diem	\$98,376
300 - Contractual	\$225,687
400 - Supplies	\$2,500
Overhead 15% of Passthru	\$35,635
500 - Equipment	<u>\$105,371</u>

Grand Total	\$467,569
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BUDGET ANALYSIS

Amount to Regional Corporation (Pass-thru) = \$273,208	or 58.43%
Amount to Vendors etc., for VPSO Program = \$180,401	or 38.58%
Amount to Dept. of Public Safety for VPSO Program = \$13,960	<u>or 2.98%</u>

Total	\$467,569 or 100%
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THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY-81

CALISTA Region

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Bethel Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not suprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage.

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying tradition informal sanctions. Sometimes the trouble makers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminantly through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban condi-

tions that they deny attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full time policeman, a full time fireman, a full time medic etc. It seems clear then, that although these various skills are needed indeed are desperately needed the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address most all concerns that occur. This approach means that the degree of expertise developed in any one field would generally be less than the skills developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residences in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response

to alcohol abuse situations and crime and delinquency prevention.

Emergency medical skills could dovetail with Community Health Aides which now exist in many villages. Search and Rescue could involve organizing local men with boats and snowmachines to assist area wide efforts of the Troopers. Water safety could emphasize the use of life jackets and other basic water safety aspects in conjunction with the Coast Guard, and so on. When a complex problem arises, the Village Officer would call for the appropriate outside assistance. He would call the Troopers when a serious crime occurs, the Public Health Service, Troopers or other medical assistance when a major medical emergency arises, the Troopers when a Search and Rescue effort requires air support and so on. Since a serious fire requires immediate actions, the village officer cannot rely on outside assistance but must work through the Village Council to develop a fire suppression capability involving village residents.

Judging this approach to be reasonable and consistent with village conditions, the State Troopers, working with several Native non-profit corporations, including the Association of Village Council Presidents in Bethel, began training selected villagers in all aspects of public safety in the Spring of 1979. These persons were already on the CETA payroll under the Manpower Training programs with AVCP. Their CETA funds paid for travel and subsistence expenses associated with the training since these expenses were not contained within the existing Trooper budget.

The training consists of six weeks of formal instruction to be followed by

monthly contacts to each village by the Troopers, as a means of support and continued development of these Village Public Safety Officers.

The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reason, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

An additional four weeks training then occurs at the Trooper Academy in Sitka, which involves law enforcement subjects, the Emergency Medical Technician course, and information about search and rescue, water safety and local ordinance development, since the authority of the village officer derives from the inherent powers of a Second Class City. Other ordinances are also needed to address local concerns not covered by state statutes, such as dog control, curfew violation, trash disposal, etc.

The final session of formal training is a six day class in fire prevention and fire suppression involving the actual use of extinguishers, pumps and hose, and smoke detectors in addition to classroom work.

To date, nineteen Village Public Safety Officers from villages in the Bethel area have completed all phases of the training. A second group of Village Officers will complete their training in late March 1980. They primarily represent villages in the Kotzebue-Nome area but also include other villages

from Southeastern and Kodiak areas.

Beyond the formal classroom work, a structured training program is then offered to the Village Officers on a monthly basis by the State Troopers and other resource agency personnel. This "follow-up" training will occur monthly, both on an individual basis in the village, and as a group meeting in a regional center. The follow-up portion regarding law enforcement, will include critiques of actions taken by the Village Officer, how he might have approached the problem in a different manner, finding out about local village problems, contacts with the Village Council in support of the program and related actions. On occasion, a resource person, such as a fire service instructor from the State Fire Service Training Program in the Department of Education, a specialist in local government from the Department of Community and Regional Affairs, an instructor in emergency medical services from the Department of Health and Social Services or the Regional Health Corporation, would accompany the bush Trooper. These specialized training sessions in the village would be open to all interested persons, such as villagers interested in forming a fire department, those interested in emergency medical training and so on.

Another means of offering follow-up training is through an "on-the-job" approach, whereby a Trooper responding to a serious crime or other problem, would stop at an enroute village and pick up the Village Public Safety Officer to assist him. This experience would involve a real life situation, rather than a mock problem in the classroom. The Village Officer, for

his part, can assist the Trooper in various ways, including any language problems encountered and ultimately may take the place of a second Trooper who would normally have been involved, thus easing the manpower problem being experienced by the Troopers at bush outposts.

To assure that the oversight and follow-up training occurs on a reasonably scheduled basis will require the lease of an aircraft and two additional Trooper personnel to be stationed in Bethel. In addition to the monthly village visits, involving 19 villages in the Bethel area alone, these additional Trooper personnel will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

In some villages, there may already be a fire chief or a Community Health Aide. In every case, the Village Public Safety Officer is envisioned in a supportive role to these already existing authorities.

Although formal and long term follow-up training are provided, the Village Officers will also need a minimum level of public safety related equipment to be effective. A serviceable and distinctive uniform and parka, handcuffs, and baton will serve his law enforcement needs. The matter of a weapon is left to the discretion of the individual villages. The State Troopers do not recommend a handgun for the officer.

Emergency medical supplies are also required. A footlocker of medical gear is envisioned. Its contents and storage arrangements will be made in coordination with the Alaska Native Service hospitals, and the federally funded Community Health Aide program.

Local government assistance will include the development of a portfolio of model ordinances which the Trooper will have available on his visits. Requests for information about dog control, for instance, would result in the Trooper referring to copies of three or four ordinances that have previously undergone scrutiny by the Department of Public Safety's in-house attorney to assure their legality. New ordinances developed by a Village Council can similarly undergo legal review. Additional assistance is also available thru the Division of Local Government Assistance in the Department of Community and Regional Affairs, as well as the Criminal Justice Planning Agency in Juneau which is developing a computerized storage and retrieval system of local ordinances.

Fire suppression equipment will also be needed. Initially, fire suppression in the villages would involve a coordinated attack using fire extinguishers, capable of being refilled in the village, or even at the scene of a fire if necessary. Early warning would be provided thru the use of smoke detectors. An extinguisher and a smoke detector should be available in each residence. A shared purchase arrangement is suggested whereby village residents would contribute a part of the cost of these units to develop a feeling of ownership and to help assure their operational readiness.

Certain villages that have a well developed fire brigade and a high interest in the improvement of their fire fighting capabilities would be able to do so by the addition of a pump, lengths of hose, and necessary hardware. As with the basic fire protection equipment, some local effort will help insure the care and maintenance of the equipment.

Some villages now receive State Shared Revenue for fire protection. The Village Public Safety Officer program foresees the use of shared revenue to purchase additional fire extinguishers, and required extinguishing agent and propellant, and other efforts designed to increase fire safety in the village. Information about shared revenue will be provided by the Troopers as part of their oversight function and coordinated with the Department of Community and Regional Affairs.

Technical assistance in the fire service is available from the State Fire Marshal's Office and the State Fire Service Training program .

Although designed to respond to rural public safety needs, the concept of the Village Public Safety Officer program also represents a career ladder for the rural, often Native individual to enter into the public safety field. Initially he can begin as a Village Officer, and after gaining experience in that job, then advance to the position of Constable and become a State employee. From there, he can apply to become a State Trooper.

The Village Officers now are employees of their respective communities paid thru the CETA Manpower program of the AVCP. As local employees, they are responsive to

community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

Over the long term, there are several programs that could be developed that would have a direct impact upon the Public Safety Officer concept.

A. Alcohol Related Legislation

Any degree of control upon the importation, sale, or possession of alcoholic beverages by the villages and the Village Councils, will directly affect the number of public safety problems confronting the Village Officers in terms of interpersonal violence, family quarrels, accidental fires, exposure, injury, drowning, etc, since almost all these problems have their origin in alcohol abuse.

The situation could be addressed in many ways including assisting the villages in development of ordinances pertaining to a dry community, ordinances forbidding importation, sale, possibly even possession of alcoholic beverages, etc. State statutes could be introduced making the importation of alcohol into dry villages a State crime.

Whichever way(s) are determined to be most effective, a joint effort must be mounted involving not only the State Troopers, but the District Attorneys, the Judiciary and Corrections as well, since legislation of this nature will have an impact upon these justice system agencies.

B. Local Mechanisms for Dispute Resolution

The development of the Village Public Safety Officer program will inevitably increase both the number of formal arrests as well as provide a mechanism to address local problems that could best be resolved by the application of sanctions reflecting village norms and conditions, without entering the formal processing of the State's criminal justice system.

For example, the village troublemaker who may have been ignored by villagers before the Village Officer program, will now have to deal with the officer. Many minor problems and misdemeanors can best be dealt with by informal village sanctions, such as the hauling of firewood and water, cleaning the village or other penalties of similar nature. This may be done by the Village Council acting as a Judgement Board which would pass non-criminal sanctions for violation of local ordinances, which now seems possible under existing State law. This concept was first proposed several years ago in a program under the auspices of the Alaska Federation of Natives, but never tried.

A pilot program could be developed jointly by the State Troopers and the court system, possibly using grant funds. Several villages should be involved and the concept then evaluated, both programmatically and as a legally accepted alternative to formal justice system processing.

A similar dispute resolution program, involving the Reconciliation Board concept, was developed several years ago by the Alaska Court System, but faltered apparently due to lack of followup actions. In this program, disputants agreed to lay their problem before a village-elected Reconciliation Board and to accept their decision. The program has the advantage of resolving disputes before they reach a volatile stage and a crime is committed.

Such local resolution of problems by the Village Council returns to them an additional measure of their historic decision-making power and increases local control and self-determination.

C. Public Safety Records System

Presently the rural law enforcement records system in Alaska is kept on a regional basis, rather than by community. Thus data about a single community is not readily available. The development of the Village Public Safety Officer program will increase the need for information on a community by community basis, not only for law enforcement but for emergency medical responses, and search and rescue. Fire related data fortunately is available on a community basis thru a program developed in the Fire Marshal's Office.

The development of a community based records storage and retrieval system will enable analyses to be made in terms of total public safety activity and ultimately assist in decisions relating to program effectiveness.

V. Program Advantages

The Village Public Safety Officer Program offers several advantages to the people in rural Alaska:

1. Village Officers will address a wide array of public safety problems at minimum cost that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to Regional Corporations and villages.

4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

The value of the program was forcefully demonstrated when, only six days after returning to their villages from the law enforcement and emergency medical service portion of their training, one Village Officer from the Bethel area was called upon to respond to a shooting incident. His actions in taking the necessary emergency medical responses are credited with saving the life of the victim -- his sister. He also helped apprehend the assailant and held him for the State Troopers.

VI. Funding

Funding to date, continues to be thru the AVCP CETA Manpower program, including the salaries of the Village Officers (\$833/mo.), and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were foreseen when their budgets were developed.

A small grant from LEAA will enable the State Troopers to at least begin the followup training in the villages, during the spring of 1980, but that effort is temporary at best and provides only an immediate means to develop the oversight portion of the program.

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even utilizing the extensions, three of the Bethel area villages will have their Public Safety Officers terminated on March 30, 1980. Others face termination in the following months if the six month extensions are not approved by the Federal Government.

Given the lack of local resources in the small villages, the residents there have no alternative than to look to the State for financial support, or to continue experiencing the highest loss of life in the United States as a result of public safety problems.

The following pages set forth a rather detailed budget for the Bethel area that would result in the development of the Village Public Safety Officer program during the next year during which time several indicators of program effectiveness would be developed. Significantly the concept envisions a substantial portion of the budget to be "passed

thru" the Department of Public Safety on a contractual basis to the AVCP. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling some 53% of the total program cost would pass thru the Department of Public Safety by contract to AVCP. In essence, State pass-thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 28% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 19% would be earmarked for the Department of Public Safety for salaries and benefits of the two additional Bethel-based State Troopers who have the oversight and coordination functions, two clerk typists, and the aircraft lease. Even those funds, however, are all specifically allocated for the Village Public Safety Officer Program.

BETHEL REGION VPSO PROGRAM

Fiscal Year 1981

100 Personal Services

A. Salaries

1. VPSO Program Coordinator (AST-ANC)		NC
2. Ass't. Program Coordinator (ANC)		NC
3. VPSO Field Supervisor, Corporal in Bethel, estimated overtime 15/hrs mo. x 12 months x \$18.84/hr =	3,062 x 12 =	36,744 3,392
4. VPSO Ass't. Field Supervisor, Trooper in Bethel, estimated overtime 15 hrs/month x 12 months x \$17.50/hr =	2,844 x 12 =	34,128 3,150
5. Clerk Typist III in Bethel	1,426 x 12 =	17,112
6. Clerk Typist III in Anchorage	1,178 x 12 =	14,136

B. Estimated Benefits

1. VPSO Program Coordinator (AST-ANC)		NC
2. Ass't. Program Coordinator (ANC)		NC
3. VPSO Field Supervisor (Corporal in Bethel) Benefits: 25.5% x \$3,062 =		9,360
4. VPSO Ass't. Field Supervisor (Trooper in Bethel) Benefits: 25.5% x \$2,844 =		8,700
5. Clerk Typist III in Bethel Benefits: 25.5% x \$1,426 = \$364 x 12 months =		4,368
6. Clerk Typist III in Anchorage Benefits: 25.5% x \$1,178 = \$300 x 12 months =		<u>3,600</u>
		26,028
	Sub-Total	134,690

200 Travel and Per Diem

1. VPSO's - (On OJT with AST in Field Assignments)

- a. Per diem 19 VPSO's x estimated 3 days/mo. x
12 mo. x \$65/day = 44,460
- b. Travel - Villages leased A/C = NC

2. VPSO - (Training/Oversight Sessions in Bethel)

- a. Travel - Villages leased A/C, mailplane
and charters. Cost estimated at 5,000
- b. Per diem - estimate quarterly sessions at
5 days @ x 19 VPSO's x \$65/day = 24,700

3. VPSO Program Coordinator

- a. Travel A/C - Bet. -Ret. - (Dept. budget) NC
Travel Bet. - Villages - Ret. - (Dept. budget) NC
- b. Per diem (Dept. budget) NC

4. AST Field Supv. of VPSO Program - Cpl. (Pilot)

- a. Travel Bet. -Villages - Bet. -leased A/C NC
- b. Per diem - est. 20 days/mo. in travel x 6 mo.
x \$65/day = 7,800
- AST Ass't. Field Supv. - Same as Field Supv. 7,800

5. Fire Training Instruction

- a. Per diem - 3 mo. = 90 days x \$65/day = 5,850
- b. Travel, commercial air fare - Ktn. or Jno. to
Anc. - Bet.
Ktn-Anc = \$243.00 x 4 rd trips 972
Anc-Bet-Anc = \$192 x 4 rd trips 800

6. Law Enforcement Training Instruction

Instructors for either Det. or Academy
or both. All Travel/per diem thru Dept. budget NC

7. Video Filming Personnel

Two from AST, plus fire service instructors as
technical consultant for videotaping for fire
fighting scene for use as training aid.

- a. Travel - Anc-Bet-Ret. \$192 x 3 = 576
Jno-Anc-Ret. (fire instructor) 198

b. Per diem - estimated 5/da x 3 x 65 =	975
c. Excess baggage estimated at \$200	200

8. Local Government Specialists

a. Per diem 2 months per diem while in travel status - (to be paid by C & RA)	NC
b. Travel Commercial air to Bet - (to be paid by C & RA)	NC
Travel - Bet/Villages/ret - leased A/C	NC
c. Salary - pd by C & RA	NC

9. Emergency Medical Training Instructors

Instructors from YKHC or Southern EMS Council or both

YKHC - Travel and Per Diem - None	NC
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a. Travel - Southern EMSC Anch-Bet-Ret 192 x 2 =	384
b. Per Diem - 1 session/village - 19 x 3 days @ 65/day =	3,705
c. Per Diem - 1 session in Bet - 5 days x 65/day =	325

Sub-Total	103,745
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300 Contractual

1. Salary - UPSO

19 officers @ \$1,00/mo (avg. 6 mo. @ \$1,000, 6 mos @ \$1,200) x 12 months =	\$250,800
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16.72 benefits - 1100/mo x 19 officers x 12 mo =	41,933
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2. Fire Training Instructor - either contractual to AST or thru RSA to Dept. of Ed.
3 months at \$3,000/mo =

	9,000
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3. Trooper Leased A.C - 300 hrs. at \$85/hr + 20/hr for fuel, oil, etc. = \$105 x 300

	31,500
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4. Emergency Guard Hires - 3 days/mo x 12 months x \$10/hr x 19 villages =

	6,840
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5. Office Space Rental in Bethel
200 sq. ft. x 1.65/ft x 12 =

	3,960
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6. Printing - VPSC Manuals, tng. materials
Est. at \$2,600

	2,600
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7. <u>Communications - Long Distance Charges</u>	
Anch-Bethel-Anch & Villages -Bet-Villages, Est	<u>5,000</u>
Sub-Total	351,633

400A Supplies and Operating Expenses

Secretarial Supplies

File Cabinets (2) 200 @	400
Typewriter (2) 1,000 @	2,070
2 desks & chairs 800 @	1,600
Admin. Supplies for 2 Clerk Typists	<u>500</u>
Sub-Total	4,500

400B Indirect

Admin. Overhead for AVCP

15% of Total AVCP pass-thru portion	
15% x 381,540 =	Sub-Total
	56,059

500 Equipment

1. <u>Uniforms</u> - shelf items - shirts, pants, jackets, parka, etc.	
Est. at \$500 @ x 19 =	9,500
2. <u>Badges & Patches</u> - to be issued by AST	
2 badges and 2 patches, est. @ \$65 x 19 officers	1,235
3. <u>Handcuff, Case, Leather, Batons</u>	
Est. at \$75 x 19 officers	1,425
4. <u>Fire Extinguishers</u>	
Ansul 10# dry chem. multi purpose, cartridge units or equivalent - \$90 @ (State Contract)	
Est. 50/village x 19 villages = \$85,500	
Sell at 75% match = 64,125	64,125
Foray powder 5 - five gallon pails/village x 19 villages	
x \$38 @	3,610
Cartridges, 20 extra/village x 19 villages x \$21	7,980
5. <u>Smoke Detectors</u> (Photo electric, battery operated)	
Est. \$30 @ x 50/village x 19 villages = \$28,500	
Sell @ 75% match = \$21,375	21,375

6. EMT Caches

One footlocker with EMT supplies/village Est. 500 @ x 19 villages =	9,500
EMS Training Supplies & Equipment - Est \$300 x 19 villages (Expendable items, demonstration equip, texts, etc)	5,700

7. Pumps & Hoses (Second generation fire protection and envisions local use of shared revenue)

(Estimating 8 villages participating the first year)

1 ea. 300 gpm. pumps, lightweight, portable with 20'	
section hose & strainer, Est. @	2,450
1 ea. 1 1/2, 1 1/2, 1 1/2 gated Wye, =	270
2 ea. Combination Spanner wrenches =	15
2 ea. Plastic nozzles 60-90 gpm. variable=	50
2 ea. Mil. Packboards =	20
1,000 single jacket rubber lined hose =	1,500
1 ea. reducer 2 1/2 to 1 1/2, pump to Wye =	17

Total Package = 4,322/village

Assuming 25% local effort (thru rev. sharing x 8 villages for first year) 34,576 x .75 =	25,932
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8. Fire Training Kit (for on-site instruction)

Carmody Kit (\$500) plus variety of extinguishers (\$400) a variety of smoke detectors (\$200) several films for village showings (\$1,200) and the pump, hose, etc. package as shown above.	6,622
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9. Video Tape & Associated Expenses for Training Aid

Portable video playback and monitoring unit = 3200 10 tapes at 35 @ = 350, plus \$500 for props, on-scene needs, equip. cleaning etc.	4,050
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Sub-Total	\$161,054
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BUDGET RECAP

100 Personal Services	134,690
200 Travel and Per Diem	103,745
300 Contractual	351,633
400 a. Supplies and Operating Expenses	4,500
b. Indirect (overhead) 15%	56,059
500 Equipment	161,054
GRAND TOTAL	\$811,681

BUDGET ANALYSIS:

Amount to Regional Corporation (pass-thru) =	\$429,792 or 52.95%
Amount to Vendors, etc. for VPSO program =	\$230,423 or 28.38%
Amount to Dept. of Public Safety for VPSO program =	<u>\$151,466 or 18.66%</u>
TOTAL	\$811,681 or 100%

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY--81

Nome Area

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Nome Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying traditional informal sanctions. Sometimes the troublemakers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminately through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal, give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Rural conditions in Alaska are so completely at variance with urban

conditions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full-time policeman, a full-time fireman, a full-time medic, etc. It seems clear then, that although these various skills are needed, indeed are desperately needed, the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address almost all concerns that occur. This approach means that the degree of expertise developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residence in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response to alcohol abuse