

**ALASKA**

**LEGISLATURE**

**COMMITTEE**

**FILES**

**1991-1992**

**8672**

**7225**

**HOUSE STATE**

**AFFAIRS**

MICHAEL A. KORHONEN  
2830 Pribilof  
Anchorage, Alaska 99517  
(907) 243-0041

**OBJECTIVE:** To develop, coordinate, and deliver training to security and law enforcement organizations.

**EDUCATION:** 1961 graduate of Juneau Douglas High School, Juneau, Alaska.

1965 honor graduate of Alaska State Police Recruit School.

Received law enforcement oriented college credits from the University of Alaska, Sheldon Jackson College, University of Virginia and Central Connecticut State College. Graduate; National Emergency Management Institute, Emmetsberg, Maryland and numerous other Law Enforcement Management and Specialized in-service school conducted by F.B.I., Federal, State and private institutions.

#### EMPLOYMENT HISTORY

##### ALASKA STATE TROOPERS

1980- 1987

Commander of Administrative Services, Anchorage, Alaska.

Rank: Major

Responsibilities included budget development and management expenditures of approximately \$45 million; and supervision of the personnel section, the vehicle section, statewide communications, the Crime Laboratory and the Community Services Bureau.

\*Assisted in the planning and legislative testimony for the Alaska State Crime Lab and the Automated Fingerprint Identification System.

\*As a member of the management team, negotiated the State of Alaska position with the Public Safety Employees Association in 1980.

1969-1980

Public Safety Academy, Sitka, Alaska.  
Rank: Sergeant 1972, Lieutenant 1976,  
Captain 1978. Responsibilities included  
instructing over 700 Alaska State Troopers,  
500 city police officers in the Municipal  
Police Academy, as well as 2500 Emergency  
Medical Technicians, Village Police Officers  
and many other law enforcement persons at the  
state and federal levels.

\*Served as principal instructor in  
substantive criminal law, procedural criminal  
law, accident investigation and first aid.

\*Served as lead instructor in supervision  
classes to include Principals of Supervision  
and Management, and Motivation and Evaluation  
of Employees.

\*Developed the Emergency Medical Technician  
Training Course, an 88-hour Department of  
Transportation approved course.

\*Developed text and visual aids for the  
Emergency Trauma Training Course.

\*Developed and delivered the Village Police  
Officer, and later, the Village Public Safety  
Officer training program.

\*Assisted in the curriculum development and  
class design for the AST recruit school.

\*Developed the training requirements for the  
Alaska Security Guard Licensing Regulations.

\*Introduced and developed video tape training  
for Alaska Law Enforcement and established a  
training program utilizing video modules in  
ten locations throughout the state.

1968-1969

Corporal in Charge of Juneau Patrol,  
Juneau, Alaska.

1965-1969

Trooper, stationed in Anchorage, Bethel and  
Juneau.

TRUST TERRITORY OF THE PACIFIC ISLANDS

- 1986 Course Coordinator and Advisor to the second Micronesian Public Safety Academy.
- 1985 Commander to the first Micronesian Public Safety Academy, Koror, Republic of Palau. Responsibilities included overseeing the development of a 13-week law enforcement class which involved coordinating guest instructors, course planning, testing and supervising officers and students from all three Micronesian countries.
- 1979 Advisor to the Department of Public Safety's Division of Development. Responsibilities included designing a two-week basic law enforcement class for Micronesian Police Officers in Truk, Ponape and Marshall, Islands.

JUNEAU POLICE DEPARTMENT

- 1961-1964 Patrol Sergeant, following promotions from Patrolman and Police Cadet, Juneau, Alaska.

REFERENCES: Furnished upon request.

## ADDENDUM

1987 to 1991

Course coordinator for Micronesian public safety academy classes three four and five.

Developed Management Level Academy for ranking Micronesian officers and acted as Academy Commander and instructor.

Developed and coordinated several courses for Micronesian officers as a contractor for the U.S. Dept. of the Interior.

Continuously acted as training advisor to to the Micronesian Chiefs of Police.

Conducted field on site reviews of the Micronesian Departments and made recommendations for operational and administrative improvements. This activity was requested by the Micronesian Chiefs and funded by the U.S. Department of the Interior.

**FINAL REPORT**

**TITLE:**

**A NEEDS ASSESSMENT AND RECOMMENDATIONS FOR  
TRAINING WITHIN THE ALASKA DEPARTMENT OF  
PUBLIC SAFETY.**

**DATE:**

**APRIL 5, 1991**

**SUBMITTED BY MAJOR M. KORHONEN (retired)**

## REPORT ORGANIZATION

This report is organized in the following fashion:

- A. IN-SERVICE TRAINING
- B. PUBLIC SAFETY ACADEMY
- C. TRAINING ADMINISTRATION

Within each area will be found a detailed discussion of the problems or needs identified and recommendations.

## IN-SERVICE TRAINING

### 1-OBSERVATIONS AND SYMPTOMS

During the course of interviewing many of the employees were found to use characterizing statements that tended to make clear impressions on me. Most are subjective observations and they are relayed, only to give a feel for the atmosphere in which this needs assessment was conducted.

Patrol--"Once you are trained at the Academy you get no more."

Investigators--"They get all of the training."

We train and then send the person to another job, not the one they were trained for.

"When someone goes to class they should bring something back."

"I can't tell what training I need until I know what job I'm going to do."

"People take annual leave to go to Anchorage Police Department for training."

"About two years ago our training was so behind times, the D.A.'s office told us to call A.P.D. to help if we had a serious crime to investigate."

"The select few get to go to all of the schools, the good old guys."

Generally the in-service training being conducted within the Department is at the initiative of the Detachment commanders. Little is offered by the formal(Academy) training unit. The Divisions have been supportive of in-service training. However the funding has not allowed for a training effort that has reached everyone. The Division directors have provided the most training to the greatest number of personnel possible. This is true for all four divisions. Most of the training provided has been characterized as good by the field personnel. Selection of attendees has for the most part been to meet immediate needs.

In another section of this report I will make a further recommendation as to the need for a group of persons to be identified and trained as in-service coordinators and instructors.

As an overview the Divisions have recognized the need for in-service training and attempted to fulfill the need as best they could. The lack of an organized approach "PLAN" to the in-service question has resulted in a rather scattered, no systematic "band-aid" effort. Guidance, prioritization and planning should rectify the situation.

A very close review of the liability issues associated with the training in the areas of Emergency Vehicle Operations, First Aid and Use of Force should be made. If legal council sees a liability to the State, and or the personnel, in these and other issues, the prioritization of In-service training should be elevated. Many persons, staff and line, express a belief that there is a great liability associated with not training. Of all of the expressed issues and needs, this is foremost on the minds of most persons interviewed.

#### 2 (a) NEEDS IDENTIFIED IN D.M.V.

The following list is not complete but does reflect those most frequently mentioned or which appear the most pressing.

- Customer Relations
- Dealing with "hostile" people at the counter
- Defusing a situation, recognizing potential problems

- Haz-Mat
- Arctic survival
- Public Relations
- Press relations
- Drug Laws and Drug Identification
- O.I.C. Training
- F.B.I. Leadership School
- Domestic Violence procedures SAR for Bush Troopers
- Arson
- Officer Survival-Ron Adams
- APD Street Survival Course
- Intoximeter Supervisor
- SERT long-rifle
- Counter procedures, phone etiquette for civilians
- R Base training (computer)

## 2 (c) NEEDS IDENTIFIED

### FISH AND WILDLIFE PROTECTION

The following list is not a complete list but does reflect those areas most frequently mentioned or which appear to be the most urgent.

- Bag and Tag Evidence
- Testimony etc.

#### Role of the Fire Marshall(deputy)

There seems to be some confusion as to the role the deputy Fire Marshals are play in enforcement. If they are to be armed then:

- Firearms Qualification
- When and how to carry a firearm

### 3-VIDEO CONSIDERATIONS

The role that video can play as a medium to transmit training and other information has been under utilized. There has been a great reduction in the use of video as an in-service training tool. Many of the officers and civilian personnel suggested the use of video as a method to fill the training void. Many had specific suggestions for classes which they wanted and needed that could be delivered via video.

Updates and cases in Criminal Law Search and Seizure updates Use actual crime scene footage and investigator for short refresher or new crime scene technique training

be that the person return to the duty station and prepare a tape which outlines the material taught. This was suggested as a means of allowing other persons to know what is available and to advise everyone that there is further knowledge in that persons skills and abilities which may be helpful in a problem which they face.

The video capability in Anchorage is equal to any basic commercial studio, the personnel in the Department are very talented and the medium is under utilized.

#### 4-RECOMMENDATIONS

The following classes should be developed and delivered as the highest priority.

The use of force by police officers has been very much in the media. The commissioned officers of the Department have not been updated or retrained as a part of a systematic program for over 10 years. There is no reasonable belief that all personnel will respond appropriately in situations which may involve the use of force.

The commissioned officers of this department are expected, and legally required, to administer medical aid to the sick or injured when circumstances dictate. There has been no required first aid training offered nor have officers qualifications in first aid been addressed in five years. Some have had no training or updating in CPR, first aid or other emergency medical qualification

LAW AND TECHNIQUES UPDATE (8 HRS.)

Each of 289 officers would be given five days of in-service training.

This one week class addresses the greatest concern expressed by the field personnel and the staff.

This class must be preceded by the development of a OPM guide and the selection of the type of baton to be used. This class must begin with an overview of the Alaska Statute dealing with the use of force both deadly and non-deadly , the policy must be reviewed and discussed until the instructor is confident that each officer has had an COMMISSIONED OFFICERS CLASS opportunity to ask sufficient questions to clarify any misunderstanding of the policy. The instructor must be the same officer for all classes and should be of high rank. (A video may be developed and a technique using the telephone or legislative hearing system network to allow question and answer exchange in lieu of the officer being physically present at each class.) A 1st Sgt. or above must be present in the room where the officers are however to insure ample opportunity for a telephonic question and answer period.

Following the statutory and Policy period, the instructor assigned to the particular class would teach the use of force continuum and other classroom subjects. The officers would practice use of hand to hand tactics, unarmed combat, techniques and take downs and come-alongs. After this is complete the use of a baton would be introduced. Strike areas authorized will be demonstrated. The officers would then practice techniques and moves until the instructor is confident the officers are competent.

### USE OF FORCE TRAINERS CLASS

To insure uniformity of application of the Use of Force school, all of the trainers must undergo the same training. Because of the critical nature of this training all of the instructors will be trained or re-trained in the same place at the same time.

These officers must be carefully screened. The success of this program lies with the quality of these instructors.

The Department should identify the person of greatest national professional recognition in this area of instruction who has a philosophy and teaching approach with which we agree and hire that person to be the principal instructor at this class.

A management representative must attend the class as an observer to insure the OPM intent and techniques are taught.

### 1ST SGT TRAINING COORDINATORS CLASS

There are no identified personnel located in the field to train in local problems or to act as conduits to transmit information in or out of the detachments. The 1st Sgts. will be updated and trained as trainers and training coordinators.

Additional discussion as to the need for a field coordinator within each discussion is found is

AST, FWP, FM, DMV personnel are frustrated and stressed in their contacts with the public. This attitude many times is obvious to other "customers." These personnel recognize the need for a "customer relations" class.

Included in the curriculum should be telephone etiquette, recognizing potential inflammatory situations, dealing with irate people and defusing situations.

As an added area not expressed by the personnel a very short presentation covering personal security in the office when "a crazy goes wild" should probably be addressed. ( A class similar to one give bank employees may be a model.)

#### ADDITIONAL IN-SERVICE CONSIDERATIONS

First Aid instructors are going to be needed if the field personnel are to be kept current in First Aid. There may be several trainers within the Department now, I am aware of one who stated an interest in training. That officer is Trooper Cindy Pollitt, located in Anchorage. Another Trooper Rae Marie Arno, Palmer Post, indicated she had completed an EMT class on her own and would like to teach First Aid.

## TIME MANAGEMENT

The Department of Administration offers a class in time management which several persons characterized as very good and useful.

## CONTINUE ONGOING IN-SERVICE CLASSES AS NEEDED

As stated elsewhere, the successful ongoing in-service classes should not be abandoned. My not mentioning them here in no way indicates lack of support or recommendation.

## USE OF DEADLY FORCE

The Commissioner should designate one person within the Department of Public Safety who is authorized to teach the use of deadly force. This person would be designated as the one person who will advise all personnel in all circumstances of the policy. This responsibility could not be delegated or reassigned except by the Commissioner.

The standardization of instruction in this critical area is so critical that no-one should be allowed to express an official opinion in a hypothetical case except this designee.

I recommend Lt. John Myers be appointed as the Commissioner's Use of Deadly Force designee.

## TRAINING FOR DISPATCHERS

Soldotna AST, with the assistance of the other 911 board members on the Kenai has developed a Dispatcher training program.

Fairbanks AST has developed and is teaching a Dispatcher training course.

Both of these courses have merit and address a need which has gone unattended to for many years.

I recommend a copy of the two programs be reviewed at the division level and a standard program developed which has the approval of the Department. Although Dispatch responses have created no problems in the recent past the potential is always present. Therefore the Department should approve the training, not the Detachment level personnel.

## B. PUBLIC SAFETY ACADEMY

### 1-ORGANIZATION

The current organization of the Academy has resulted in its becoming an entity unto itself. The field divisions complain of the lack of communication, the academy complains of lack of communication, the students complain of a lack of communication within the academy, the academy complains that the instructors do not send lesson plans; the students complain that the

The curriculum as taught has been reviewed by the APSC Executive Director, and he advises that it meets the APSC requirements.

**RECOMMENDATION:**

The R41 curriculum should be made available to the Divisions. A syllabus and copies of the instructional objectives should also be furnished. A meeting at least two weeks after the furnishing of information should be held with Academy, Commissioner's office and Division personnel. At that meeting the Academy should be prepared to explain the as taught curriculum. Suggestions for change should be discussed and a final curriculum recommendation presented to the Commissioner for his approval. Once approved no substantial deviation may be made without concurrence of the Divisions or approval by the Commissioner if agreement cannot be reached.

The curriculum should be organized so it flows; the R-41 curriculum appears to have been organized around instructors.

**3-STAFF**

The current commander makes this observation;

"We have supplemented our basic training as much as possible on our calendar in order to justify our existence and to show that we are a viable organization

He should be left in place to implement the changes. With direction from the Captain in the Commissioner's office, he will function very well. During interviews, he exhibits no tendency to resist change.

The three commissioned officers as permanent staff officers do not have the capability of providing the variety of schools currently undertaken and giving proper attention to the primary function of providing guidance, leadership and role models to the recruits of the DPS Recruit schools or MPA Recruits. There must be no other school scheduled which requires the "squad Leaders" to travel. The roll of the Squad Leader must be redefined to include the above.

An officer from the Division of Fish and Wildlife Protection should be assigned to the staff. With three Squad Leaders assigned, the Sergeant can act as the "First Sergeant" and also as the quality control officer. There is a need to emphasize the role of Squad Leader as being a "leader" and not "overseer." The teaching assignments of the Staff appear about right.

One Tac officer should be rotated into the Academy each month as currently done however, he should not be a "Night Watchman." He should be an active instructor: P.T., Defensive Tactics, evening practicals etc. The T.O. is under utilized in the current situation.

During the course of the Municipal Academy, an agency that does not have an officer in

If funding should again not be available to conduct Academies due to lack of hiring this staff could very well develop and deliver in the field in-service schools. The staff should NOT be encouraged to hurry out and find schools to do until all avenues of providing in-service schools have been exhausted. Part of today's problem rests in the decision to do outside schools to "look busy" during short funding times.

#### 4-INSTRUCTORS

In addition to the instructors assigned to the Academy, forty-nine outside instructors taught in R-41.

A great many of the instructors traveled to teach short courses in very specific areas. There are several comments from the interviews that indicate some of the instructors were not well prepared. The Academy advises that not all of the instructors, particularly those from outside, supply outlines, much less lesson plans. The Academy staff identify the Behavioral objectives for each unit of instruction. Each of the Academy instructors is viewed as a subject matter expert on his area on instruction, this has resulted in a great deal of "Outside" training courses for the instructional staff. Turnover only increases this problem as staff is constantly going to school to develop into subject matter experts.

It appears that the staff is spending so much time developing into experts in their area of instruction that the students have been lost in the shuffle. Many troopers interviewed who

consideration. The facility is still in good condition and adequate for the training of recruit level officers. Although travel to Sitka is expensive, long schools more than offset this cost.

Short in-service schools to be attended by officers from the southcentral and northern areas of the state are not economically held in Sitka.

State agencies other than Public Safety should be contacted and needs analysis done as to the need for State Law Enforcement schools. There should be enough demand on this facility to keep it productive. Not all classes need be taught by DPS. In the past Dept of Law conducted training sessions at the academy, such multiple use should be addressed, if the time is available.

An in-service institution housing 36 officers should be constructed in the southcentral area. The geographical location should be chosen to allow road access, room for a firearms range, driving course, and building in which to conduct practical exercises. The U of A site a Goose Bay would certainly fit the geographical need, in addition they runway and boat dock would expand the potential uses. The old buildings would be maintained as practical sites.

This insitution would be available for use by all officers of the state and municipal governments.

## RECOMMENDATION

- Determine the most logical site for the records.  
All divisions records should be in one place.
- Develop an R-Base or similar random access computer file.
- Solicit Academy, APSC and Field records.
- Enter into the program
- Develop a questionnaire which covers other skills abilities and knowledge useful on occasion.
- Send a printout of combined records to each individual ask for return updated or indicate they are satisfied as is with the information.
- Catalog skills and training
- Develop a periodic compliance system to insure reporting

## 2-FUNDING

The Highway Safety Director indicated there had not been the customary requests for training grants to him. The in-service possibilities with Highway Safety funding are the same as the needs expressed by patrol officers. The Highway Safety Director should be encouraged to discuss funding availability with the Division of AST.

Shared expenses for training has been ongoing for some time, however representatives of APOA expressed a desire to do more. one post officer suggests the smaller departments and AST share expenses on schools in outlying areas.

The Tactical Underwater Diving Unit which is required to have on going in service practice has not been evaluated as to compliance in an unknown time. The unit is drifting due to lack of attention according to several members. The officer assigned to oversee the unit is active in the enforcement roll and geographically remote, his ability to furnish the required attention and control is evident.

The SERT Teams have been largely on their own until the recent training accident, members expressed a desire to have a close evaluation of the units as to training, equipment, training to use certain equipment.

The Crime Lab has provided training to the field in service on several occasions. This training is expressed as a need by many field personnel. The re-issue of the lab manual with how-to do-it instructions was suggested as a method of meeting an in-service need.

#### 5-SELECTION FOR TRAINING

The rapid turnover of personnel in the last several years due to the RIP program has resulted in a person moving from assignment to assignment at such a rapid pace that they don't get a chance to put to use what they are trained in. This looks like a poor selection process to a person not on the inside of the decision making chain. It is time however to evaluate the need to reassign so rapidly, a very hard look at the long term stability of a position should be made prior to reassignment

Although not contractually binding, persons to be sent to schools over two weeks in length should agree that their career plan includes staying in this assignment for a sufficient length of time to utilize the information they are going to obtain. The Department should be willing, without binding commitment, to state that the person being considered for training should be able to count on some period of time in the assignment upon return, to use the training.

Warrant Program - this is an R:Base program used to keep track of outstanding warrants and to assist Troopers in working same. The information is taken directly from the dispatch cards generated by input into APSIX. Utilizing this program the Detachment sends letters out every three months on outstanding misdemeanor warrants with bail of less than \$500.00. Recently the Detachment received a bulk mail permit for these letters - which made it well worth the time and effort to send them out. The letters actually serve 2 purposes of course the first is to get people to contact the court regarding their outstanding warrant(s) and secondly by indicating "Address Correction Requested" on the envelope, the Detachment is able to update the address on the person named on the warrant.

Accidents and Citations - this database was set up in cooperation with the Highway Safety Planning agency. It is very extensive and lists, in detail, all accidents and citations in the "C" Detachment area since mid 1986. The citation information is put into several monthly reports including individual Trooper activity and overall detachment activity monthly and year-to-date. The accident database has been used to compile stats on moose related accidents, # of persons injured or killed, accidents by location/milepost, and safety equipment used.

Writs - by working with Margaret Simmons at Anchorage J.S., "C" Detachment has input a computerized writ service computer program in at Kenai J.S. This program has made a noticeable improvement in the ability to track service of writs and monitor court dates. Along with this is an accounting-reconciliation program for receipts, checks and deposits pertaining to the civil writ service. Two other programs that have been developed for J.S. are a daily prisoner transport log and daily service activity stats on the CSOs.

Inventory - in 1990 "C" Detachment's inventory was put on a database program. The fields were designed so that any item could be pulled up by state tag number or serial number, or item name or post location or Trooper id number. Dispatch worked very closely in developing this program so that the information would be as compatible as possible with the once a year inventory reconciliation report that is sent from Juneau. Greatly decreasing the time necessary to compile the yearly report and return it to Juneau.

Budget - the Lieutenant wanted a better detail accounting of expenditures as compared to the budgeted amounts for "C" Detachment. A report was developed to show which areas of the budget exceeded the amount to be expended for the month and

## CHAPTER 117 (CONTINUED)

### SECTION 117.020 (CONTINUED)

- E. Principle Instructors, or the Department official responsible for the coordination of a particular course of instruction, will ensure that each participant completes a course critique.
  - 1. All course critiques will be forwarded directly to the Training Officer along with the course completion report (APSC F-6 form).
  - 2. The training form included in this chapter will be used by any person who submits training information.

### SECTION 117.030..TRAINING INFORMATION

- A. Information on training available within the state will be accumulated and disseminated by the Training Officer to Division Directors and Detachment Commanders.

### SECTION 117.040..ROUTING OF TRAINING REQUESTS

- A. Applicants or individuals recommended for training, will be routed through the appropriate Division chain of command and forwarded to the Training Coordinator.
- B. An attendance roster will be developed.
  - 1. Attendants will be sent a reminder, just prior to scheduled attendance, of scheduled training.
  - 2. A copy of the training reminder will be sent to the attendant's commander.

### SECTION 117.050..TRAINING SUGGESTIONS

- A. A Commander, who identifies a training need, will document the need and forward the documentation to the Director.
- B. The Commander and the Training Officer will determine the most practicable solution to the need which could be:
  - 1. A change in the Academy syllabus;
  - 2. In-service training; or
  - 3. Specialized training.

# STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

WALTER J. HICKEL, GOVERNOR

P.O. BOX N  
JUNEAU, ALASKA 99811-1200  
PHONE: 465-4322

April 4, 1991

The Honorable Max Gruenberg  
Alaska State Legislature  
P.O. Box V  
Juneau, AK 99811

Dear Representative Gruenberg:

Thank you for your March 14, 1991 request for information as discussed in the State Affairs Committee meeting on March 8.

Question 1: The Department of Public Safety, Division of Alaska State Troopers, has \$2,294,702 budgeted for premium pay in the FY 92 Governor's amended budget request. This is up approximately 10 percent from an FY 91 authorized premium pay level of \$2,088,236 but is primarily due to salary and COLA increases.

Question 2: When would we return to the legislature with specific supplemental funding for increased premium pay costs? The answer is, At this time, we do not know exactly how overtime will be affected with our proposed reduction efforts and whether or not we would need a supplemental to meet increased premium pay usage by troopers due to other aspects of our proposed FY 92 Governor's Amended budget request. Our intent would be to live within funds appropriated and not seek a supplemental.

Question 3: Can Consumer Protection be funded under the Department of Public Safety rather than the Department of Law? It could, however, such cases are generally civil in nature and are more appropriately a function of the Department of Law.

I hope this answers your questions. If you have further questions, please feel free to call.

Sincerely,



Richard L. Burton  
Commissioner

# State of Alaska

## Committees

CO-CHAIR, HOUSE JUDICIARY  
VICE-CHAIR, HOUSE LABOR AND COMMERCE  
HOUSE HEALTH, EDUCATION  
AND SOCIAL SERVICES



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Representative Max F. Gruenberg, Jr.  
District 11  
Spenard, Upper Midtown Anchorage

TO: Dick Burton  
Commissioner of Public Safety

FROM: Representative Max Gruenberg *MFG*

DATE: March 14, 1991

RE: Questions raised in March 8, 1991  
State Affairs Committee meeting

I would very much appreciate it if you would respond in writing to the following questions which we discussed in the State Affairs Committee of March 8, 1991.

1. As you may recall I suggested that eliminating state troopers positions in situations where a certain amount of coverage is needed resulted in overtime expenses. How much personal overtime is estimated in your budget?

2. Once you have made your estimates, when will you be returning to the legislature with specific supplemental funding for this?

3. Also, can consumer protection be funded under the Dept. of Public Safety rather than the Dept. of Law?

Please direct any questions to Michael Plunkett of my staff at, 4968.

Thank you.

*Thanks*

cc: Governor Hickel  
Attorney General Cole  
State Affairs Committee members

# State of Alaska

## Committees

CO-CHAIR, HOUSE JUDICIARY  
VICE-CHAIR, HOUSE LABOR AND COMMERCE  
HOUSE HEALTH, EDUCATION  
AND SOCIAL SERVICES



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Representative Max F. Gruenberg, Jr.  
District 11  
Spenard, Upper Midtown Anchorage

TO: Lloyd Hames  
Commissioner of Corrections

FROM: Representative Max Gruenberg

DATE: March 14, 1991

RE: Questions raised in March 8, 1991  
State Affairs Committee meeting

I would very much appreciate it if you would respond in writing to the following questions which we discussed with Commissioner of Public Safety Dick Burton in our State Affairs Committee meeting of March 8, 1991.

In the meeting I stated that contract jails belonged under the Dept. of Corrections.

1. Why is the Dept. of Public Safety in the jail business?
2. Would not contract jails be more appropriate under the Dept. of Corrections?

Please direct any questions to Michael Plunkett of my staff at, 4968.

Thank you.

cc. Governor Hickel  
Commissioner Burton  
State Affairs Committee members

MAR 08 1991



**Public Safety Employees Association  
Alaska Troopers Chapter**

P.O. Box 92624, Anchorage, AK 99509-2624  
(907) 276-6464



*Saul*

March 7, 1991

Representative Eugene G. Kubina  
P.O. Box V  
P.O. Box V  
Juneau, AK 99811

Dear Representative Kubina:

During a recent visit to Juneau, I became aware that several legislators received testimony indicating that the Department of Public Safety was planning to eliminate Court Service Officers (C.S.O.s) because they are paid the same as State Troopers. The Association takes exception to this information as it is simply not true.

C.S.O.s are members of the Department of Public Safety. They wear uniforms, badges, and are armed. Many have some form of prior law enforcement experience, V.P.S.O., municipal, military, etc. They are "specialists" in most judicial service duties, including prisoner security and transportation, serving many of the court systems in Alaska. They are the lowest paid commissioned members of the Department of Public Safety. C.S.O.s are paid pay range 74 in our Collective Bargaining Agreement.

State Troopers are also members of the Department of Public Safety. They also wear uniforms, badges and are armed. Like most skilled trades they serve a one year "apprenticeship" during which their title is recruit. This apprenticeship normally consists of 14 weeks in the Sitka Academy, 12 weeks of Field Training (F.T.O.) which is direct one on one supervision by an experienced trooper. Then for the remainder of their first year they must complete a highly supervised form of probation. Throughout this apprenticeship they are also paid at range 74. At the end of that year they become a "journey person", are then paid at range 76, and their title changes to simply "trooper" instead of "trooper-recruit".

**"Representing Alaska's Finest"**

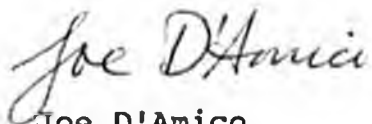
March 7, 1991  
Page 2

The minimum difference between comparable steps in ranges 74 and 76 is approximately 15.8%, or about \$480.00 per month per person. In addition, a C.S.O. who stays with the Department over a 10, 20 or even 30 year career never leaves pay range 74. The difference when comparing 32 C.S.O.s at step A with 32 Troopers at step A is over \$15,000 per month and over \$184,000 per year. Numbers don't lie; eliminating this program will not save money.

But please, do not take my word for this. Attached are the appropriate pages of our Collective Bargaining Agreement for your reference. Then you will know that the numbers I have quoted are not only accurate, but conservative as well. If you desire additional information, please feel free to contact myself, or Mr. Robert Piazza who is our Business Manager.

We are proud of our Court Service Officers. This program was started a few years ago to replace State Troopers who served in that capacity at the higher corresponding salaries. Since the C.S.O. program began, these professional men and women have performed with great success. There had been some prisoner escapes and other problems prior to the C.S.O. program; however, our C.S.O.s have not "lost" a single prisoner to an escape, and have protected the citizens of Alaska from our worst offenders.

Sincerely,



Joe D'Amico  
President  
Public Safety Employees Association  
Local #92, I.U.P.A.

AGREEMENT  
BETWEEN THE  
STATE OF ALASKA  
AND THE  
PUBLIC SAFETY EMPLOYEES  
ASSOCIATION  
BARGAINING UNIT

JANUARY 1, 1990  
TO  
DECEMBER 31, 1991

ARTICLE 15

WAGES

Section 1 - Classification Plan

- Range 73 Security Specialist I, P.S.
- Range 74 Court Service Officer  
State Trooper Recruit  
Constable  
Security Special. II, P.S.  
Airport Safety Officer I
- Range 75 Airport Safety Officer II
- Range 76 State Trooper  
Deputy Fire Marshall I  
Airport Safety Officer III
- Range 77 Corporal, P.S.  
Investigator I, P.S.  
Demolition Specialist  
Deputy Fire Marshall II  
Airport Safety Officer IV
- Range 78 Sergeant, P.S.  
Staff Sergeant, P.S.  
Investigator II, P.S.
- Range 79 Warrant Officer, P.S.  
Investigator III, P.S.  
Technical Sergeant, P.S.

Range change assignments to classifications shall not be made during the life of this agreement.

Section 2 - Salary Schedule

a) The monthly salary schedule shall be:

RANGE	STEP A	STEP B	STEP C	STEP D	STEP E	STEP F	STEP J	STEP K	STEP L	STEP M
71	2317	2404	2495	2588	2685	2785	2889	2998	3111	3229
72	2495	2588	2685	2785	2889	2998	3111	3229	3349	3474
73	2685	2785	2889	2998	3111	3229	3349	3474	3605	3738
74	2889	2998	3111	3229	3349	3474	3605	3738	3879	4025
75	3111	3229	3349	3474	3605	3738	3879	4025	4176	4333
76	3349	3474	3605	3738	3879	4025	4176	4333	4495	4665
77	3605	3738	3879	4025	4176	4333	4495	4665	4839	5020
78	3879	4025	4176	4333	4495	4665	4839	5020	5209	5404
79	4176	4333	4495	4665	4839	5020	5209	5404	5606	5816

If additional ranges are needed during the life of the Agreement, the uniform three and three quarters (3 3/4) percent difference between steps shall be maintained.

For 1991, the 1990 salary schedule shall be increased by the Anchorage CPI for all urban wage earners, rounded to the nearest one tenth of a percent, as published by the U.S. Department of Labor, BLS. However, under no circumstances shall the increase exceed five (5) percent. The index used shall be from the publication for yearly comparisons issued for the month of January, 1991.

# MEMORANDUM


# State of Alaska

TO All Division Directors  
and Agency Heads  
Department of Public Safety

DATE January 24, 1991

FILE NO

TELEPHONE NO 465-4322

FROM  Richard L. Burton  
Commissioner  
Department of Public Safety

SUBJECT Directive #C91-2  
Communications with  
the Legislature

The legislative session is just beginning, and I would like to clarify my policies regarding departmental contacts with the legislature. For the time being, I would like to be very closely informed of any dealings any DPS employee has with our elected officials. The only way that I and my Juneau staff can possibly keep track of what's going on in a couple of dozen different subject areas is to rely on each of you to keep us informed of contacts/communications you or your staff have with legislators or members of their staff. The following are my policies:

1. All personal or telephonic inquiries from legislators or their staff are to be reported to my office immediately, by phone or by twix. The only exception to this is requests for routine information such as might be received from any citizen (i.e., Where do I go to renew my driver's license? How much does a security guard license cost?). Even requests for purely factual information (i.e., How many VPSOs are there in my district?) should be reported to us, as they may indicate issues that are "heating up." If you are involved in an on-going project with a legislator, make sure we are aware of it, and keep us informed of any significant developments.
2. In most cases, replies to written requests from the legislature for information should be routed through my office in Juneau. If the matter is urgent, a telephone call to Gretchen Pence, Gayle Horetski, or me may suffice. Otherwise, the draft reply should be mailed or telecopied to Juneau for review. In either case, a copy of the final correspondence should be sent to me immediately.
3. Except as allowed in AS 39.26.010(a)(5), no DPS employee is to testify at a legislative hearing without my prior express approval. Please notify us immediately if you are asked to testify. I am circulating a separate memo to all employees

All Directors

-2-

January 24, 1991

clarifying their right to testify as a private citizen.


These rules are not intended to interfere with the timely flow of information to the legislature. These are intended to allow me to keep track of what we are being asked about, and what we have said in reply. Please ensure that all employees under your supervision are aware of, and comply with, these policies.

cc: Governor's Office

# MEMORANDUM

## State of Alaska

TO All Department Employees  
Department of Public Safety



FROM Richard L. Burton  
Commissioner  
Department of Public Safety

DATE January 24, 1991

FILE NO

TELEPHONE NO 465-4322

SUBJECT Directive #C91-1  
Legislative  
Testimony

### Purpose

To provide employees of the Department of Public Safety with Policy and Procedures related to their testimony or comments on matters being considered by the legislature.

### Objective

To ensure the Department's official position on matters before the legislature is accurately presented.

### Official Testimony

1. No employees of this Department may at any time represent the Department's official position on matters before the legislature without first having received permission from the Commissioner or Deputy Commissioner.

### Private Citizen Testimony

1. Employees wishing to express themselves as provided for in AS 39.26.010(a)(5), shall comply with the following:
  - a. Employees must be on their own time or on approved leave.
  - b. Employees may not make reference to, use their official title, or refer to their affiliation with this Department in any written or verbal communication unless this information is in response to a specific request. If it is specifically requested, employees will make clear they are communicating as a private citizen and not as a representative of the Department.

(over)

All Employees

-2-

January 24, 1991

c. Employees may not appear in the legislative halls or at a legislative hearing in uniform, or any other Department furnished clothing, or be armed.

cc: Office of the Governor  
Division of Labor Relations  
State Personnel Board  
Public Safety Employees Association

**Court Services Officer Overview**  
Division of Alaska State Troopers  
Department of Public Safety

In response to FY88 budget cuts, Court Services Officers were established to transport prisoners, serve papers, and provide court security at a much lower cost than Troopers.

FY87 AST BRU GF Operating Budget	\$32,336.7
FY88 AST BRU GF Operating Budget	<u>27,807.7</u>
GF Cut	\$ 4,529.0

Assigning paraprofessional duties to lower paid employees was viewed as good police management; the Department continually explores ways to reassign or "civilianize" duties wherever practical to reduce costs and make the most effective use of its law enforcement positions. When CSO's were established in FY88, they represented a significant savings:

Trooper (76A) 120 hrs OT, Anchorage	\$59,200
Court Services Officer(13A) 120 hrs OT, Anchorage	\$41,300
In FY88, each Trooper cost 43% more than a CSO, or	\$17,900

Faced with an FY88 budget cut of \$4,529,000 plus \$417,500 in personal services underfunding within AST, Public Safety maintained the highest service levels within its management options and established 30 CSO's for the cost of 21 Troopers.

Court Services Officers received only two weeks training but performed their duties satisfactorily; the concept worked.

Faced with an FY92 budget cut of \$777,700 plus \$791,500 in personal services underfunding within AST, Public Safety has to explore its options, and the Trooper/CSO equation has changed. Labor Relations Agency decisions, and interest arbitration reviewed by both the Superior and Supreme Court, have resulted in substantially higher personal services costs for CSO's:

Trooper (76A) 120 hrs OT, Anchorage	\$65,900
Court Services Officer (74A) 120 hrs OT, Anchorage	\$57,500
In FY92, each Trooper costs 15% more than a CSO, or	\$8,400

The size of AST's FY92 operating budget cuts will require staff reductions, which again requires a review to determine what management options will provide the highest service levels.

While Troopers can perform CSO duties, Court Services Officers cannot perform Trooper duties. With a sizable AST staff reduction ahead for FY92, management has to review how it can maintain the highest service levels. Management needs to be able to react to emergency situations within Public Safety's statutory responsibilities, but CSO's limited scope of duties make them an expensive paraprofessional.

The Court Service Officer's class is distinguished from State Troopers in that State Troopers are fully commissioned officers and require certification by the Alaska Police Standards Council. Court Service Officers are partially commissioned, are not certified and are assigned a limited range of duties and responsibilities. Court Services Officers initially received two weeks of formal training. CSO's now receive on-the-job training under experienced supervision, and are assigned limited duties.

Court Service Officers transport prisoners from correctional facilities to court appearances, medical care, other transportation centers and to communities within the State of Alaska. Court Service Officers maintain custody and security of prisoners during transport and appointments and return prisoners to incarceration.

Court Service Officers serve documents in accordance with instructions from the Courts and Judicial Services Standard Operating Procedures to include: writs, subpoenas, orders, summons and complaints, and other notices.

Court Service Officers are limited on their powers of arrest primarily concerned with those incidents that may occur in their presence in a court building, court room, hallway or corridor of a court room, or while transporting prisoners. Court Service Officers have no investigative authority or responsibility outside of those areas described above.

Trooper Recruits receive thirteen weeks of Academy training, plus three months of field training under Trooper oversight. Troopers are fully commissioned officers and require basic certification from the Alaska Police Standards Council. Alaska State Troopers perform the following:

1. highway patrol;
2. criminal investigation;
3. coordinate or direct search and rescue operations;
4. body recovery in aircraft crashes, drownings and disasters;
5. protection of dignitaries;
6. enforce Fish and Game laws;
7. make arrests;
8. use technical investigative equipment;
9. conduct surveillance and stakeouts;
10. oversee narcotics investigations;
11. testify in District and Superior Court;
12. travel to remote villages and handle all enforcement duties;
13. certified radar and Intoximeter operator;
14. vehicle safety inspections;
15. serve search warrants;
16. prepare criminal complaints;
17. act as Court Clerk in rural areas;
18. serve as members of Special Emergency Reaction Team.

**Financial Summary:** Currently, the FY 91 operating budget has thirty-two CSO positions within the Division of Alaska State Troopers: seventeen in the Judicial Services-Anchorage component and fifteen in the Detachments component. The following provides an analysis of the costs between an FY 92 and FY 93 "Status Quo" continuation of the Range 74 CSO positions in the operating budget to a budget where new Range 76 State Trooper positions are substituted for the CSOs:

A) FY 92 CSO Status Quo Budget - PACS Scenario #1

Full Funding Needs 32 CSO's \$2,066,701

FY 93 CSO Continuation Budget- PACS Scenario # 1

Full Funding Needs 32 CSO's, adjusted for annual merit increase eligibles \$2,135,347

B) FY 92 Trooper Substituted Budget - PACS Scenario #2

Full Funding Needs 31 Troopers (19-74A's and 12-76A's) \$1,929,656

FY 93 Trooper Continuation Budget - PACS Scenario #2

Full Funding Needs 31 Troopers, adjusted for annual merit increase eligibles (19-76A's and 12-76 B's) \$2,120,554

**Cost Summary:**

FY 92 Continuation CSO position Costs	\$2,066,701
FY 92 Trooper Substituted Costs	<u>1,929,656</u>
Trooper Cost Difference	\$ (137,045)
or 6.63 percent less than CSO's	

FY 93 Continuation CSO position Costs	\$ 2,135,347
FY 93 Trooper Substituted Costs	<u>2,120,554</u>
Trooper Cost Difference	\$ (14,793)
or 0.69 percent less than CSO's	

**Conclusion:** Court Services Officers perform limited court duties, yet are paid the same as a State Trooper Recruit, range 74, and are paid almost as much as a Trooper. Troopers perform law enforcement duties and provide management more flexibility to achieve the highest service levels within limited resources.

The Court Services Officer program adopted in FY 88 was implemented to live within budget constraints. Direct savings in the budget year and projected future years no longer outweigh the reduced level of service associated with continued use of Court Services Officer positions.

Because of the FY92 budget reductions facing it, the Department of Public Safety intends to abolish the CSO program and substitute a lesser number of Troopers in their place to accomplish both court and law enforcement responsibilities.

# MEMORANDUM

State of Alaska

TO: All Division Directors  
Agency Heads

DATE January 31, 1991

FILE NO



TELEPHONE NO 465-4322

FROM: Richard L. Burton  
Commissioner  
Public Safety

SUBJECT Press Inquiries

As the legislative session rolls along, some of you may receive press inquiries regarding the DPS budget, staffing levels, policy priorities, etc. To simplify things, and to ensure that the most current and accurate information is released to the public, I am directing that all inquiries be referred to my office for response to all such requests concerning policy decisions which have to be made by myself or the Governor.

Please advise all detachments and supervisory units under your respective command.

cc: D. Max Hodel  
Chief of Staff  
Office of the Governor

GENERAL TROOPER INFORMATION

PID	NAME	DETACHMENT/POST/ASSIGNMENT
M280	SGT MELVIN BELEN	A: JUNEAU/GID

84 Set  
 86 that  
 86- person

ALASKA STATE TROOPERS  
 COMMISSIONED OFFICER TRAINING STATUS REPORT

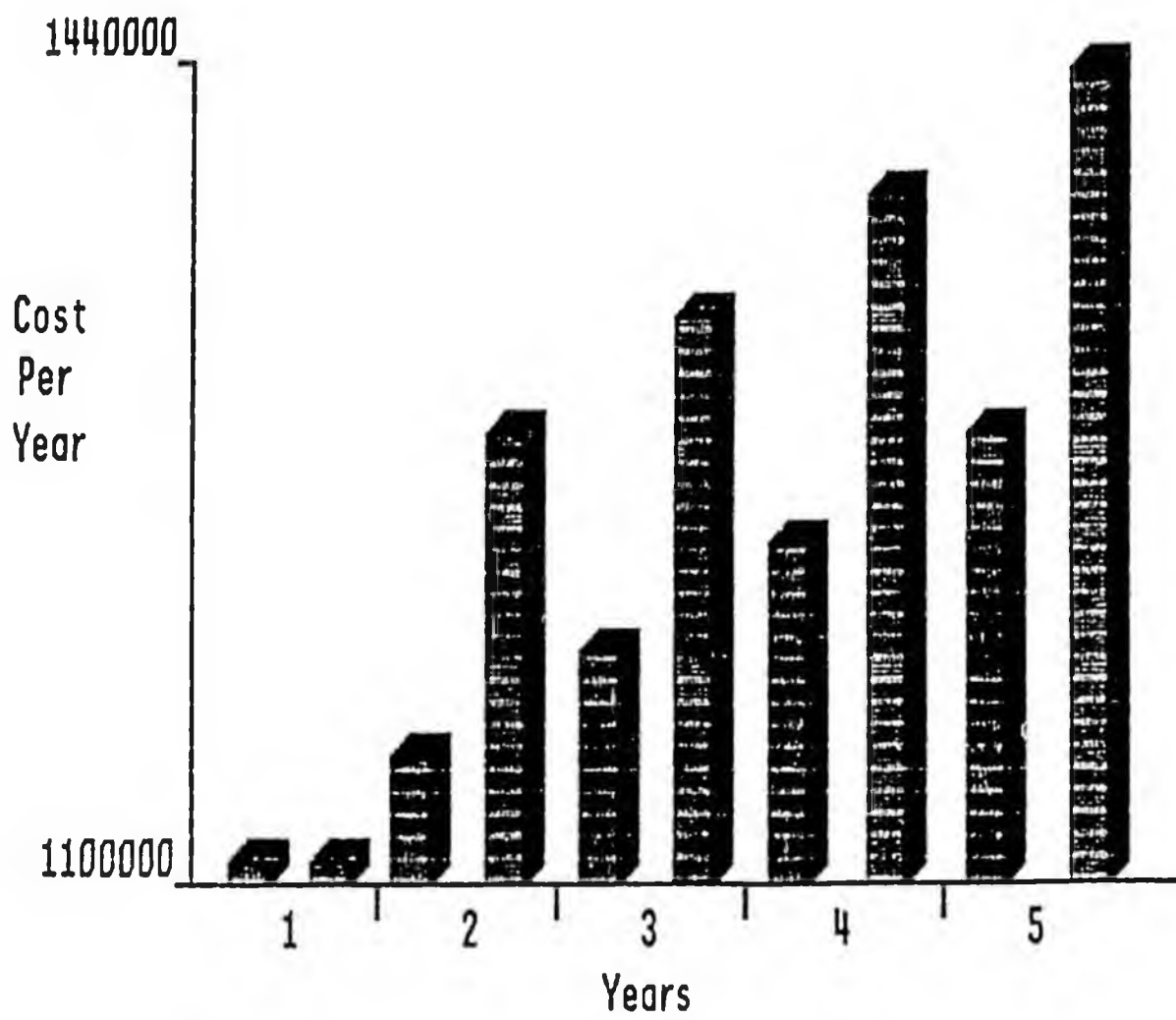
40  
 40  
 46

07/87	HEMOCIDE INVESTIGATIONS	16.	ESTHEL	-0-  -0-
03/14/87	INTOXIMETER INSTRUCTOR	40.	ANCHORAGE	-0-  -0-
03/14/88	HOMICIDE INVESTIGATION	87.	ANCHORAGE	-0-  -0-
03/18/88	SEXUAL ASSAULT	10.	ESTHEL	-0-  -0-
05/24/88	ELECTRICAL FIRE INVESTIGATION	47.	FAIRBANKS	-0-  -0-
04/03/89	DRUG/NARCOTIC IDENTIFICATION/INFO	4.	SOLDOTNA	-0-  -0-
07/11/89	CRIMINAL PSYCHOLOGY	32.	ANCHORAGE	-0-
01/26/90	BACKGROUND INVESTIGATIONS	16.	ANCHORAGE	-0-  SGT. STEWART/MIKE GOETZ/E. SGT. BARRIS
07/19/90	ADMINISTRATIVE INVESTIGATIONS	16.	ANCHORAGE	-0-  KASNICK/FENCE/STRAUSBLUGH/MCGHEE/CUMIN

FATS

THIS PRINT OUT WAS SENT TO  
 EACH DET. COMM LATE 87. EACH  
 EARL 88 REQUESTING THAT  
 TROOPER UP DATE HIS/HER  
 RECORDS. WHATEVER NOW SHOWS  
 IS WHAT THEY SENT IN  
 RESPONSE

	Step A	Step B	Step C	Step D	Step E
Range 74 (Current)	2889	2998	3111	3229	3349
Range 76 (Current)	3349	3474	3605	3738	3874
Range 74 (With 5%)	3033	3148	3266	3390	3516
Range 76 (With 5%)	3516	3648	3785	3925	4073
	Year 1	Year 2	Year 3	Year 4	Year 5
Difference per month (Current)	0	11232	11616	12032	12448
Difference per month (With 5%)	0	11776	12224	12640	13088
Difference per year (Current)	0	134784	139392	144384	149376
Difference per year (With 5%)	0	141312	146688	151680	157056
32 CSO's Current Cost per year	1109376	1151232	1194624	1239936	1286016
32 Alaska State Troopers Current <i>ASC</i>	1109376	1286016	1334016	1384320	1435392
32 CSO's Cost per year (with 5%)	1109376	1151232	1194624	1239936	1286016
32 Alaska State Troopers (with 5%)	1109376	1286016	1334016	1384320	1435392
Total Cost for 5 years of CSO's (Current)	5981184				
Total Cost for 5 years of AST's (Current)	6549120				
Cost Savings over a 5 year period (Current)	567936				



-  32 Alaska State Troopers Wages Per Year
-  32 Court Services Officers Wages Per Year



OFFICIAL BUSINESS

# Alaska State Legislature

House of Representatives

REPRESENTATIVE  
**RAMONA L. BARNES**  
DISTRICT 14

## MEMORANDUM

TO: House Majority Members

FROM: Representative Ramona Barnes

DATE: March 5, 1991

RE: Commissioner of Public Safety

A handwritten signature in cursive script that reads "Ramona Barnes".

At the request of Representative Max Gruenberg, House Majority Leader, the attached correspondence is transmitted for your information.

ANCHORAGE  
2230 PARSON  
ANCHORAGE, ALASKA 99504  
(907) 337-7737  
(907) 561-2036

BOX V  
JUNEAU, ALASKA 99811  
(907) 465-0438



OFFICIAL BUSINESS

# Alaska State Legislature

House of Representatives

REPRESENTATIVE  
**RAMONA L. BARNES**  
DISTRICT 14

ANCHORAGE  
2230 PARSON  
ANCHORAGE, ALASKA 99504  
(907) 337-7737  
(907) 561-2038  
BOX V  
JUNEAU, ALASKA 99811  
(907) 465-3438

TO: Minority Caucus Members  
FROM: Representative Ramona Barnes  
DATE: March 1, 1991  
RE: Letter from Richard Burton

This A.M., I received the attached letter from Richard Burton. Since he has seen fit to copy some members of the caucus and not the others, I feel it only proper that the rest of you have the same information.

My opening statement to Mr. Burton on the evening under discussion was, "How are you this evening?" Following his response, my exact context of my next remarks is as follows, "I hope you're not upset that my staff has been beating up on you department." His next response was something to the effect that if there was something I was interested in knowing about in his department or if I was looking for advice about making changes in his department, the least I could have done would have been to call him to discuss the philosophy behind it rather than calling his subordinates. I then responded that I presumed that he was talking about the fixed wing and rotary aircraft fleet that is utilized by the Department of Public Safety and that my interest was not in the philosophy behind needing use of the aircraft but rather in whether it would be more cost effective to contract with the private sector for the use of those aircraft as compared with the state owning and maintaining these aircraft.

Mel Krogseng of my staff who was standing close by then told Mr. Burton that it was she who made the calls and that she had not asked anyone for advice but simply had requested pertinent information about the cost and utilization of the aircraft in order to make a cost comparison.

After Ms. Krogseng left, Mr. Burton then made the following comment to me, "And just which one of your friends do you want those aircraft contracts to go to?" I was astounded and angry at such a question. I do not even know anyone who leases aircraft let alone have any friends in the business. I was attempting to find areas in which the budget could be cut and looked at this section at the suggestion of Minority Leader Robin Taylor.

WALTER J. HICKEL, GOVERNOR

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

P.O. BOX V  
JUNEAU, ALASKA 99811-1200  
PHONE: 465-4322

March 1, 1991

The Honorable Ramona L. Barnes  
Alaska State Legislature  
P.O. Box V  
Juneau, AK 99811

*RAMONA*  
Dear Representative Barnes:

I think our discussion the other night has gotten blown completely out of context and you and I need to talk. I've always had the utmost respect for your service in the Legislature and the fact that you will take on hard issues and don't sidestep things that you strongly believe in. The acquaintanceship that you and I have had in the past I've always enjoyed, and thought that we were friends. I know you've always been a strong supporter of Public Safety and law enforcement, and that your integrity is beyond question. The statement that I made to you the other night was off-hand and meant to be a joke. I have run into this question about aircraft in the past, and it is a sensitive area with me. I certainly apologize for your having perceived it other than how it was intended. I shouldn't have made that kind of comment to you, especially in light of your dedication to good law enforcement in the state.

I think my reaction to you was influenced by your opening statement, that your staff had been "beating up" on my staff. This probably caused me to overreact. I want to assure you that I want to work with you, and all the legislators, in providing the highest quality of public protection and law enforcement that we can to the people of the State of Alaska. As you may or may not know, one of the things I am considering at this time is the formation of a unit to work on the over 50 unsolved homicides in Alaska, to strengthen our ability to interdict the large amount of drugs, and to work on the major crimes, especially fraud crimes, which are occurring in Alaska.

I'll have to admit that when looking at the vast amount of work that needs to be done in Alaska and facing the impending budget cuts, knowing that there is so much work to be done, I may be a little bit oversensitive to people who want to attack programs in the department. My offer, as I made to you the other night, to sit down and talk about our programs is still open. Although you said that you really didn't need to talk to me about the programs, I wish you would

The Honorable  
Ramona L. Barnes

-2-

March 1, 1991

change your mind and that we could get together to have a detailed discussion about the Department of Public Safety. I will answer any questions you may have about anything the department is doing.

Again, as far as I'm concerned, I've always considered that you and I were friends, and I am not comfortable with this present situation on a personal basis, nor is it in the best interest of the State of Alaska. For whatever part that I have had in precipitating this I certainly apologize.

Sincerely,



Richard L. Burton  
Commissioner

cc: The Honorable Larry Baker  
Alaska State Representative

The Honorable Mark Hanley  
Alaska State Representative

The Honorable Loren Leman  
Alaska State Representative

The Honorable Terry Martin  
Alaska State Representative

The Honorable Jim Zawacki  
Alaska State Representative

RECEIVED  
FEB 04 1991

ALASKA PUBLIC OFFICES COMMISSION  
1991 CONFLICT OF INTEREST STATEMENT

APOC - JNU  
P.M. H.C. 2-1-91

IMPORTANT  
INFORMATION ABOUT HOW TO COMPLETE THIS REPORT

1. This report is for the preceding calendar year, so include only information about financial interests held during January - December 1990.
2. You must show both your own financial interests and the interests held by your spouse, dependent children and nondependent children residing with you during the preceding calendar year.
3. This statement is required under AS 39.50, so it is important that it be accurate.
4. If you have any questions or need help completing the form, refer to the instruction manual. If you still need help, call APOC at 276-4176.

BACKGROUND INFORMATION:

NAME: Richard L. Burton DAY PHONE NUMBER: 907, 465-4322 FAX: 907 465-4362  
OCCUPATION: Commissioner of Public Safety  
MAILING ADDRESS: P. O. Box N, Juneau, AK 99811

OFFICE SOUGHT OR HELD (CHECK ONE):

STATE  MUNICIPAL

OFFICE: Public Safety

TITLE: Commissioner

TERM OF OFFICE: from Jan. 15, 1991 to \_\_\_\_\_

TYPE OF STATEMENT (CHECK ONE):

CANDIDATE STATEMENT

Must be filed no later than the final filing date for your declaration of candidacy.

INITIAL STATEMENT

For newly appointed state and municipal officials.

ANNUAL STATEMENT

Must be filed by April 15.

FAMILY MEMBER INFORMATION (list names):

Spouse: Diane R. Burton Dependent Children: \_\_\_\_\_

Nondependent children, living with reporting official: \_\_\_\_\_

THE FOLLOWING SUMMARY MUST BE COMPLETED BY ALL FILERS  
DO NOT COMPLETE THIS SUMMARY PAGE UNTIL YOU HAVE  
ALL COMPLETED SCHEDULES.

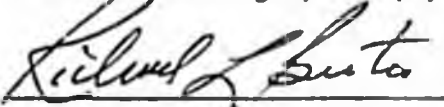
### SUMMARY OF SCHEDULES

Check one box for each schedule:

		SCHEDULE COMPLETED AND ATTACHED	NO REPORTABLE INTERESTS SCHEDULE LEFT BLANK
SCHEDULE A	SOURCES OF INCOME	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<hr/>			
SCHEDULE B	BUSINESS AND REAL PROPERTY INTERESTS	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<hr/>			
SCHEDULE C	BENEFICIAL INTERESTS, LOANS, GOVERNMENTAL CONTRACTS AND NATURAL RESOURCE LEASES	<input checked="" type="checkbox"/>	<input type="checkbox"/>

### CERTIFICATION

I, the undersigned, certify under penalty of perjury that the information in this Statement is, to the best of my knowledge, true, correct and complete. By statute, a person who makes a false sworn certification which s/he does not believe to be true is guilty of perjury.

  
SIGNATURE

1/30/91  
DATE

STATE OFFICIALS send statement to:

AK PUBLIC OFFICES COMMISSION OR  
2221 E. NORTHERN LIGHTS, #128  
ANCHORAGE, AK 99506  
(907) 276-4176  
FAX (907) 276-7019

AK PUBLIC OFFICES COMMISSION  
JUNEAU BRANCH OFFICE  
BOX CO. 112 4th ST. #114  
JUNEAU, AK 99811-0222  
(907) 465-4864

MUNICIPAL OFFICIALS send  
statement to:

YOUR LOCAL CITY OR BOROUGH  
CLERK'S OFFICE

NAME Richard L. Burton

**SCHEDULE A**  
**SOURCES OF INCOME**  
(ACTUAL MONETARY AMOUNTS NOT REQUIRED)

**SALARIED EMPLOYMENT**

NAME OF OFFICIAL, SPOUSE  
OR CHILD:

EMPLOYER:

0  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**SELF EMPLOYMENT**

Includes: (1) sole proprietorships; (2) all partnerships; (3) all professional corporations; and (4) corporations in which a controlling interest is held. If you checked nonretail, you MUST list all clients or customers by name.

BUSINESS NAME, TYPE  
AND ADDRESS:

NAMES OF CLIENTS OR CUSTOMERS:

1. Burton & Associates  
7810 Mae Rene Circle  
Anchorage, AK 99502  
RETAIL \_\_\_ NONRETAIL X

City of Ketchikan  
Friedman & Friedman  
Camarot, Sandberg & Smith  
Attys

2. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
RETAIL \_\_\_ NONRETAIL \_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
RETAIL \_\_\_ NONRETAIL \_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

FEB 0 1 1991

(CONTINUE ANY SECTION ON BLANK PAPER)

SCHEDULE A CONTINUED

RENTAL INCOME

Includes all income over \$100 received from real property rentals.  
You must list managing agent (if any) and all tenants by name.

OWNER:

TENANTS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

DIVIDENDS AND INTEREST

RECIPIENT:

SOURCE:

Richard & Diane Burton

Dean Witter Reynolds

Richard & Diane Burton

Security Pacific Bank

\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

OTHER INCOME

(Includes gifts, honoraria, capital gains, retirement, campaign funds taken as personal income  
and other income over \$100.)

RECIPIENT:

SOURCE AND TYPE OF INCOME

Richard L. Burton

State of Alaska Retirement

Richard L. Burton

Alaska Security, Inc.

\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

(CONTINUE ANY SECTION ON BLANK PAPER)

NAME Richard L. Burton

**SCHEDULE B**  
**BUSINESS AND REAL PROPERTY INTERESTS**

**BUSINESS INTERESTS**

*Includes all interests even if they were not a source of income. List ownership interests as stockholder, director, officer, partner or employee.*

---

Richard L. Burton  
Name of official, spouse or children

Burton & Associates, 7810 Mae Rene Circle, Anchorage, AK 99502  
Name of Business                      Address

Owner  
Nature of Interest

Public Safety Management Consultant  
General description of business activity

---

\_\_\_\_\_  
Name of official, spouse or children

\_\_\_\_\_  
Name of Business                      Address

\_\_\_\_\_  
Nature of Interest

\_\_\_\_\_  
General description of business activity

---

\_\_\_\_\_  
Name of official, spouse or children

\_\_\_\_\_  
Name of Business                      Address

\_\_\_\_\_  
Nature of Interest

\_\_\_\_\_  
General description of business activity

---

(CONTINUE ANY SECTION ON BLANK PAPER)

SCHEDULE B CONTINUED

REAL PROPERTY INTERESTS

MUST include a street address or a legal description.  
Do not include property held through limited partnerships.  
List limited partnerships on page 5.

Richard L. Burton & Diane R.  
Name of official, spouse or children

7810 Mae Rene Circle, Anchorage, AK 99502  
Street address or legal description

Lot 7, Div. 39 Sudden Valley, Bellingham, WA *Property sold through Small Inc. Realty*  
Nature of interest (for example, option to buy, ownership, leasehold) *3/4/91*

ownership  
Current use (for example, vacant, residence, recreational)

sold

Richard L. & Diane R. Burton  
Name of official, spouse or children

7810 Mae Rene Circle, Anchorage, AK 99502  
Street address or legal description

ownership  
Nature of interest (for example, option to buy, ownership, leasehold)

residence  
Current use (for example, vacant, residence, recreational)

\_\_\_\_\_  
Name of official, spouse or children

\_\_\_\_\_  
Street address or legal description

\_\_\_\_\_  
Nature of interest (for example, option to buy, ownership, leasehold)

\_\_\_\_\_  
Current use (for example, vacant, residence, recreational)

NAME Richard L. Burton

**SCHEDULE C**  
**BENEFICIAL INTERESTS, LOANS, GOVERNMENT CONTRACTS**  
**AND NATURAL RESOURCE LEASES**

**BENEFICIAL INTEREST IN TRUSTS OR OTHER FIDUCIARY RELATION**

---

0  
Name of beneficiary \_\_\_\_\_ Name of trustor \_\_\_\_\_

\_\_\_\_\_  
Type of assets \_\_\_\_\_ Extent of interest \_\_\_\_\_

---

\_\_\_\_\_  
Name of beneficiary \_\_\_\_\_ Name of trustor \_\_\_\_\_

\_\_\_\_\_  
Type of assets \_\_\_\_\_ Extent of interest \_\_\_\_\_

---

\_\_\_\_\_  
Name of beneficiary \_\_\_\_\_ Name of trustor \_\_\_\_\_

\_\_\_\_\_  
Type of assets \_\_\_\_\_ Extent of interest \_\_\_\_\_

---

**LOANS AND LOAN GUARANTEES**

Includes all financial obligations of \$500 or more; does not include credit card balances.

Richard L. & Diane Burton  
Name of Debtor

Goldome Realty  
Name of Lender

Richard L. & Diane Burton  
Name of Debtor

Frontier Alaska Credit Union  
Name of Lender

\_\_\_\_\_  
Name of Debtor

\_\_\_\_\_  
Name of Lender

\_\_\_\_\_  
Name of Debtor

\_\_\_\_\_  
Name of Lender

(CONTINUE ANY SECTION ON BLANK PAPER)

SCHEDULE C CONTINUED

CONTRACTS AND OFFERS TO CONTRACT WITH THE STATE  
OR ITS INSTRUMENTALITY

Contracts of your family, including your parents, must be listed.  
AS 39.50.030(b)(7)

0  
Name of contractor \_\_\_\_\_ State Contracting Dept. or Instrumentality \_\_\_\_\_

Contract number and description \_\_\_\_\_ Indicate: Bid, Held or Offered \_\_\_\_\_

---

\_\_\_\_\_  
Name of contractor \_\_\_\_\_ State Contracting Dept. or Instrumentality \_\_\_\_\_

Contract number and description \_\_\_\_\_ Indicate: Bid, Held or Offered \_\_\_\_\_

---

\_\_\_\_\_  
Name of contractor \_\_\_\_\_ State Contracting Dept. or Instrumentality \_\_\_\_\_

Contract number and description \_\_\_\_\_ Indicate: Bid, Held or Offered \_\_\_\_\_

---

LEASES OR OFFERS TO LEASE MINERAL, TIMBER, OIL OR  
OTHER NATURAL RESOURCES

Contracts of your family, including your parents, must be listed.  
AS 39.50.030(b)(8)

0  
Name of Lessor \_\_\_\_\_ Nature of Lease \_\_\_\_\_

Identity of Lease \_\_\_\_\_ Indicate: Held or Offered \_\_\_\_\_

---

\_\_\_\_\_  
Name of Lessor \_\_\_\_\_ Nature of Lease \_\_\_\_\_

Identity of Lease \_\_\_\_\_ Indicate: Held or Offered \_\_\_\_\_

(CONTINUE ANY SECTION ON BLANK PAPER)

RICHARD L. BURTON

---

33 years experience in public safety and private security operations and management from patrolman to department head and company president.

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EMPLOYMENT HISTORY

**PUBLIC SAFETY MANAGEMENT CONSULTANT 1988 - Present**

- Perform management audits of Police Departments and consultant for Law Firms.

**CO-OWNER AND PRESIDENT 1985 - 1988**

Alaska Security, Inc. Anchorage, Alaska

- President and member of The Board of Directors of Alaska Security, Inc., a full service private security and armored car company.

**CONSULTANT 1983 - 1985**

- Consultant on management and operations for national security company.
- Consultant to various law firms on legal issues related to lawsuits involving police practices and procedures.

**JUSTICE SERVICES ADMINISTRATOR 1981 - 1982**

Confederated Tribes of Warm Springs, Oregon.

- Oversaw police department with 65 employees. Supervised criminal investigations, fish and game, jail operation, tribal prosecution, legal aides and security for Indian reservation with population of 3600. Monitored budget of \$1.5 million.

RICHARD L. BURTON

MANAGEMENT SPECIALIST/PLANNER 1979 - 1980

- Criminal Justice Planning Agency, United States Department of Justice.  
Government of the Commonwealth of Northern Marianna Islands.
- Provided technical assistance in Public Safety Management and operations. Manpower/workload analysis allowed proper distribution of duties and reduction of supervisory positions. Implementation of minimum job related qualifications in hiring; restructuring of employee compensation and benefits, management training and courses in communication. Improved investigation bureau activity.

COMMISSIONER 1974 - 1979

- Alaska Department of Public Safety, Juneau, Alaska
- Top law enforcement position in the state of Alaska. Responsible for fiscal budgets of up to \$40,000,000 with 800 employees.
- Departmental divisions included State Troopers, Fish and Wildlife protection, Motor Vehicles, Fire Prevention and Administrative Support, State Highway Safety Planning Agency, and Police Standards Council.
- Member of the Governors Council on Criminal Justice and the Police Standards Board. Governor's Highway Safety Representative to the Federal Highway Safety Administration. Served on task force reorganizing structure and manpower training for state's correction system.

CHIEF OF POLICE 1973 - 1974

- City and Borough of Juneau. Alaska
- Provided law enforcement to a population of 10,000 within the cities of Juneau and Douglas, Alaska with limited service to Borough's population of 25,000.
- Full administrative control over all municipal police functions. Department employed approximately 30 personnel. Managed budget in excess of \$1 million.

RICHARD L. BURTON

PUBLIC SAFETY ADVISOR 1971 - 1973

- Public Safety Advisor to Province Police Command in South Vietnam for the Agency for International Development, U.S. State Department, Washington, D.C.
- Consulted and trained Province Police in development and implementation of modern management principles to upgrade management of personnel, facilities, field operations, and logistics.
- Command consisted of 1 Province and 7 District Police Stations and Corrections Centers with 1800 police personnel. Capacity of Correction Centers exceeded 1,000 inmates. Traffic control, crime prevention, and institution of humane conditions at corrections facilities were priority objectives. Coordinated emergency procedures to react to terrorist activities against the civilian population.

TROOPER, SERGEANT, LIEUTENANT, CAPTAIN 1959 - 1971  
Alaska State Troopers

- 5 years as Trooper, 3 years in charge of remote outposts.
- 3 years as Sergeant in charge of detachments with 5 to 20 troopers and investigators.
- 4 years as Lieutenant and Captain - Regional Commander for southeast region. In command of all state law enforcement functions plus search & rescue, natural disaster, and civil defense functions.

POLICE OFFICER CITIES OF KETCHIKAN AND FAIRBANKS, ALASKA  
1954 - 1959

RICHARD L. BURTON

PROFESSIONAL AFFILIATIONS

- GENERAL CHAIRMAN, Division of State and Provincial Police of the International Association of Chiefs of Police, 1977 - 1978. Travelled extensively through U.S. and Canada meeting with Chief Administrators of major law enforcement agencies, members of Congress, and heads of federal departments and agencies.

- PAST PRESIDENT, VICE-PRESIDENT of Alaska Chiefs of Police Association, 1967 - 1969.  
Chaired seminars and meetings with state and local agencies related to statewide Criminal Justice. Served as liaison in frequent meetings with Legislative Committees.

- PRESENT MEMBERSHIPS

International Association of Chiefs of Police.  
Life Member of Alaska Chiefs of Police Association.  
Life Member of Alaska Peace Officers Association.  
American Society for Industrial Security.

- CIVIC ACTIVITIES

Past member Anchorage Chamber of Commerce.  
Crime Commission  
Legislative committee  
Board member Alaskans for Drug Free Youth.  
Board member Victims for Justice.  
Director Sand Lake Community Council.  
Board member Alaska State Troopers Golden Anniversary Committee.

RICHARD L. BURTON

7810 MAE RENE CIRCLE  
ANCHORAGE, ALASKA 99502  
(907) 243-2019

BIOGRAPHY

Came to Alaska in 1952 with the Bureau of Public Roads as a survey party chief. Worked on reconstructing and paving jobs on the Richardson, Seward, and Tongass Highways.

Entered law enforcement 1954, with the Ketchikan Police Department. Married Diane Thompson, in 1955. Have two daughters and two sons all living in Alaska.

Joined the Alaska State Police in 1959. Served as trooper, sergeant, lieutenant and captain, until 1971. Worked and lived in Ketchikan, Sitka, Fairbanks, Dillingham, Anchorage and Juneau. Left the Department for a two year appointment with the U.S. Department of State in 1971 as a police advisor. Served in South Vietnam until 1973.

Was Chief of Police in Juneau from September of 1973, until my appointment by Governor Jay Hammond as Commissioner of the Department of Public Safety in December of 1974.

Lived in Juneau from 1967 to 1979. Held positions which required considerable time with Legislative process; budgeting, drafting, and testifying on a broad spectrum of legislation. Member of the Criminal Justice Commission, Police Standards Council and was the Governor's representative for Highway Safety.

Retired from State Service in February of 1979, and took an assignment with the Department of Justice as a Police Specialist to the Commonwealth of the Northern Marianas in Saipan.

From 1980 to 1982 I served as Justice Services Administrator for the Warm Springs Indian Reservation at Warm Springs, Oregon.

In March 1985 established Alaska Security, Inc. in Anchorage, a security and armored car company. Sold my interest in the company in April 1988.

Presently owner of Burton & Associates, a Public Safety Management Consulting firm, specializing in management audits of police departments and consultant to law firms on public safety liability issues.

#### PROFESSIONAL AFFILIATIONS

- GENERAL CHAIRMAN, Division of State and Provincial Police of the International Association of Chiefs of Police, 1977 - 1978.

- PAST PRESIDENT, VICE-PRESIDENT of Alaska Chiefs of Police Association, 1967 - 1969.

Chaired seminars and meetings with state and local agencies related to statewide Criminal Justice.

#### MEMBERSHIPS

International Association of Chiefs of Police  
Life Member of Alaska Chiefs of Police Association  
Life Member Alaska Peace Officers Association  
Past Member Anchorage Chamber of Commerce

- Legislative Committee

- Crime Commission

Member and Director, Sand Lake Community Council  
Board of Directors, Alaskans for Drug Free Youth  
Member American Society for Industrial Security  
Board of Directors, Victims for Justice  
Board of Directors, Alaska State Troopers Golden Anniversary Committee

*Public Safety*

# 1990 TRANSITION REPORT

October 1990



Produced by  
Office of the Governor

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

# **CORRECTION**

**THIS DOCUMENT  
HAS BEEN REPHOTOGRAPHED  
TO ASSURE LEGIBILITY**

TRANSITION REPORT  
DEPARTMENT OF PUBLIC SAFETY  
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## ALASKA STATE TROOPERS

### History

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

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

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

### Key Policy Issues

#### Short Range Issues

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

2. Fifty percent of the vehicles in the "L" car portion of AST's vehicle fleet exceed their economic useful lives, and are inefficient, unreliable, and approaching the point where they are unsafe. These cars cannot be replaced, however, because of shortfalls in the Highway Working Capital Fund. Division personnel are looking into the possibility of leasing vehicles to replace these "L" cars which, for the most part, are used by investigative personnel.
3. The Division must develop a flexible plan to respond to external factors that will impact law enforcement, such as native sovereignty, subsistence, and native lands trespass complaints. These issues must be addressed in cooperation with the Attorney General's Office.
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6. In a pending lawsuit, the State is challenging a 24% pay increase awarded to Court Service Officers (CSOs) by an arbitrator. If the court rules in favor of the PSEA, the Division must reevaluate the role and responsibilities of the Court Service Officers. The CSO job class originally was developed to save money. If the arbitrator's award stands, these limited-duty positions, which have received only two weeks of structured training, will be paid the equivalent to state trooper recruits.

### Long Range Issues

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

### Legislative Issues

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

DIVISION OF  
FISH & WILDLIFE PROTECTION

HISTORY

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

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

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

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

## KEY POLICY ISSUES

### Long Range Issues

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

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

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

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

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

#### LEGISLATIVE ISSUE

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

## Division of Motor Vehicles

### Division History

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

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

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

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

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

## Key Policy Issues

### Short range issues

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

### Long range issues

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

### Legislative Issues

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

## DIVISION OF FIRE PREVENTION

### History

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

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

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

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

## Key Policy Issues

### Short Range Issues

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

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

### Long Range Issues

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

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

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

#### Legislative Issue

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

## DIVISION OF ADMINISTRATIVE SERVICES

### History

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

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

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

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

## Key Policy Issues

### Short Range Issue

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

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

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

### Long Range Issue

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

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

## Legislative Issue

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

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

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

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

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

## COMMISSIONER'S OFFICE

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

### BUILDING SECURITY

#### History

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

#### Key Policy Issues

##### Long Range Issue

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

### ALASKA WING CIVIL AIR PATROL

#### History

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

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

## Key Policy Issues

### Short Range Issue

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

### Long Range Issue

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

## CONTRACT JAILS

### History

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

## Key Policy Issues

### Short Range Issue

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

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

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

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

#### Long Range Issue

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

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