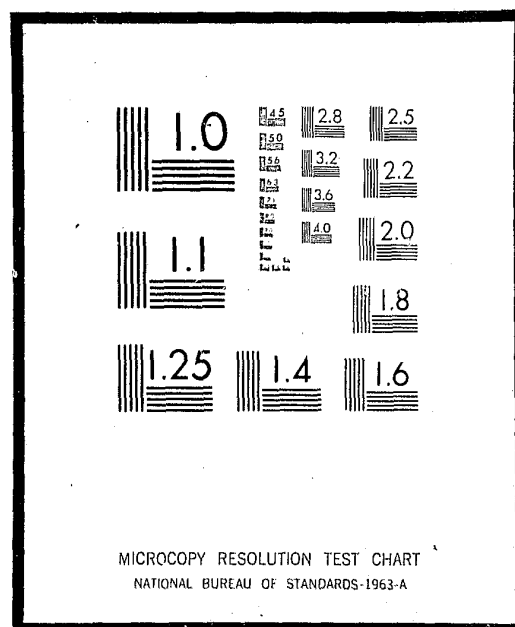


# NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed

4/7/76

30610

R-75-105

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

*Anchorage*  
SUBJECT: Identification of Topics for a Police Management Study

REPORT NUMBER: 75-69

FOR: Anchorage, Alaska, Police Department (APD)  
Anchorage Population: 68,548 (City only)  
100,188 (Served by APD)  
Police Strength (Sworn): 172  
Total: 234  
City Area: 17 square miles  
31 (Served by APD)

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Larry R. Walton

CONTRACT NUMBER: J-LEAA-003-76

DATE: October 31, 1975

## TABLE OF CONTENTS

	<u>Page</u>
Foreword . . . . .	iii
1. Introduction . . . . .	1-1
2. Understanding of the Problem . . . . .	2-1
3. Analysis of the Problem . . . . .	3-1
3.1 Organization . . . . .	3-1
3.2 Workload . . . . .	3-3
3.3 Salary Costs . . . . .	3-3
3.4 Training . . . . .	3-3
3.5 Records . . . . .	3-4
3.6 Communications . . . . .	3-4
3.7 Property Management . . . . .	3-4
3.8 Community Relations . . . . .	3-4
3.9 Intoxicated Persons . . . . .	3-4
3.10 Summary . . . . .	4-1
4. Findings and Conclusions . . . . .	4-1
4.1 Scope . . . . .	4-2
4.2 Objectives . . . . .	4-3
4.3 Requirements . . . . .	4-3
4.4 Primary Considerations . . . . .	5-1
5. Recommendations . . . . .	5-1

## LIST OF ILLUSTRATIONS

3-1	City of Anchorage Police Department . . . . .	3-2
-----	---	-----

## Foreword

This request for technical assistance was made by the Anchorage, Alaska, Police Department. The requested assistance was concerned with providing guidance in the preparation of a request for proposals for a police management study, by identifying those areas that should be included in the forthcoming management study.

Requesting Agency: Anchorage Police Department, Chief Charles Anderson

State Planning Agency: Alaska Criminal Justice Planning Agency,  
Mr. Terry Hanson

LEAA Region X: Mr. Walter Lawson, Police Specialist

## 1. INTRODUCTION

The City of Anchorage, Alaska, is 17 miles in area, excluding land occupied by Army and Air Force installation; contains approximately 68,548 persons, excluding those living on the military installations (Ft. Richardson and AFB Elmendorf); and is the borough (county) seat of government for Anchorage Borough. The City also provides contract police services to neighboring Spenard, which has a population of 31,640 and an area of 14 square miles. Therefore, the population and area served by the Anchorage Police Department is approximately 100,188 persons and 31 square miles. A recent election provided for unification of the entire Borough (1,717 square miles and approximately 150,000 population). Under provisions of the Unification Plan, cities may, by local option, replace present police services provided by the Alaska State Police with services of the Anchorage Police Department. Anchorage is a dynamic community which continues to increase in population and problems as influences of the Alaskan Pipeline are felt. It is estimated that the Borough is adding more than 6,000 residents per year and that, by 1980, Borough population will approximate 200,000. Anchorage itself is the transportation hub of the State and an international hub for air transportation.

The effects of the above factors are being felt in the Police Department. Requests for police services are increasing by almost 8 percent per year; the Crime Index for 1974 (Anchorage and Spenard) was approximately 7 percent above 1973; in the first 6 months of 1975, Index Crimes rose 19.44 percent and traffic accidents rose 30.3 percent above the same period of 1974.

Anchorage has the Council-Mayor-City Manager form of government. The budget year commences January 1. Jail facilities are staffed and operated by correctional personnel employed by the State of Alaska. Policing for both the airport and seaport is provided by City police agencies that are separate and distinct from the Police Department.

Analyses conducted by the Consultant were based on interviews with operating personnel (both within and outside of the Police Department), observations of operating procedures, review of work documents used by the Department, and examination of pertinent statistical reports and data.

Persons interviewed included the following:

- Mr. Walter Lawson, LEAA Region X, Seattle, Washington.
- Mr. Terry Hansen, Alaska Criminal Justice Planning Agency.
- Mr. Douglas Weiford, City Manager, Anchorage, Alaska.
- Mr. William Coleman, Anchorage City Labor Relations Office.

- Mr. Sam Coxson, Administrative Assistant, Anchorage City Manager's Office.

The following personnel of the Anchorage Police Department were interviewed:

- Chief Charles Anderson.
- Deputy Chief Frank Kolhouse.
- Captain George Weaver.
- Captain Mark Hogan.
- Captain Brian Porter.
- Lieutenant Brad Moerlins.
- Lieutenant V. N. Pablovich.
- Lieutenant Fred Taylor.
- Lieutenant Robert Riedel.
- Sergeant Pennington.
- Corporal Greg Frank.
- Officer Dennis Poss.
- Officer John Denning.
- Officer Larry Robinett.
- Police Clerk III Betty Montgomery.

Data collected and reviewed by the Consultant included the following:

- Anchorage Police Department Table of Organization.
- Operational Policies and Procedures Manual.
- Salary Schedule.
- Reported Offenses, 1973, 1974, and first 6 months of 1975.
- Traffic Accidents, 1973, 1974, and first 6 months of 1975.

- Personnel Deployment.
- Workload statistics including call load.
- Clearance Rates for Index Crimes.
- Department forms and report blanks.
- Observations of operations.

## 2. UNDERSTANDING OF THE PROBLEM

As a result of the growth in population, continuing increase in requests for police services, and the likelihood of expansion associated with Borough unification, it is highly probable that the Anchorage Police Department will experience a significant increase in both size and territorial responsibilities in the foreseeable future.

Recognizing these problems, the City has obtained a grant from the Law Enforcement Assistance Administration to conduct a police management study in the near future. The need for such a study to explore and develop innovative concepts of law enforcement is stressed herein. The purpose of the present technical assistance assignment was to identify those areas that should be included in the planned management study and to provide assistance and guidance in the development of a request for proposals for the management study.

It should be noted that the purpose of the present assignment did not include the development of solutions or innovative answers to problems, but only the recognition and identification of major problem areas to be addressed in a comprehensive management study.

In addition to this report, meetings were held with the Chief of Police and City Manager where an oral report of the conditions observed was made. Discussions were also held with Mr. Sam Coxson, and administrative assistant to the City Manager, during which time specific suggestions for preparation of the request for proposals were made.

3. ANALYSIS OF THE PROBLEM

3.1 Organization

The Anchorage Police Department is organized as shown in Figure 3-1. It will be noted that the Administrative Bureau reports directly to the Chief of Police (one lieutenant, one patrolman, and one clerk) and the Department staffs a single Deputy Chief who is in direct line of command between the Chief and all operating personnel. It should also be noted that the Services Division, commanded by a captain, is responsible not only for the functions normally considered as supportive, but also those generally classed as administrative. Staffing in these administrative operations consists of one lieutenant only in the Training and Personnel Bureau, and one sergeant and two patrolmen in the Police Community Relations Bureau. The Traffic Bureau consists of one captain, one sergeant, four patrolmen, five metermaids, and eighteen crossing guards.

The Investigation Bureau consists of two sergeants, fifteen investigators, and nine patrolmen. Seven of these twenty-six personnel are assigned to night and graveyard shifts, thus reducing the number of investigators actually devoting full time to followup investigation to nineteen. This staff is further reduced due to three members of the Bureau being actively involved in union matters as either union officers or stewards. This is balanced somewhat by placing the load for followup investigation of most misdemeanor crimes on the Patrol Bureau. Total Department personnel consist of 172 sworn officers and 62 civilian personnel. The effects of Borough unification, in terms of necessary manpower, are unknown at this time.

Patrol Bureau personnel work the so-called 4-10 Plan and are deployed at approximately equal strength to each watch. Five lieutenants are used to cover the three watches to provide seven-day-a-week command officer presence. Due possibly to the fact that the patrolman, corporal, and sergeant ranks belong to a union and all remain together for indefinite time periods on the same watch, while lieutenants rotate monthly, the latter tend to feel they cannot adequately fulfill their responsibilities or exercise their authority.

3.2 Workload

The Department is experiencing a sharp increase in major crimes. Although totals for 1973 computed on a per-100,000-population basis compare favorably with national averages (1973 is the latest year available), during the first 6 months of 1975, Index Crimes increased 19.44 percent above the comparable period of 1974. Traffic accidents have also increased by 30.3 percent for the same period. At the same time, clearance rates for Index Crimes for 1974 totaled approximately 12.4 percent. Specific crime reduction plans are not utilized despite a January-to-June-1975 increase over the same period of 1974 of 17.95 percent for Forcible Rape, 72.6 percent for Robbery, 8.35 percent for Burglary, 61.07 percent for Grand Larceny, and 50.94 percent for Auto Theft.

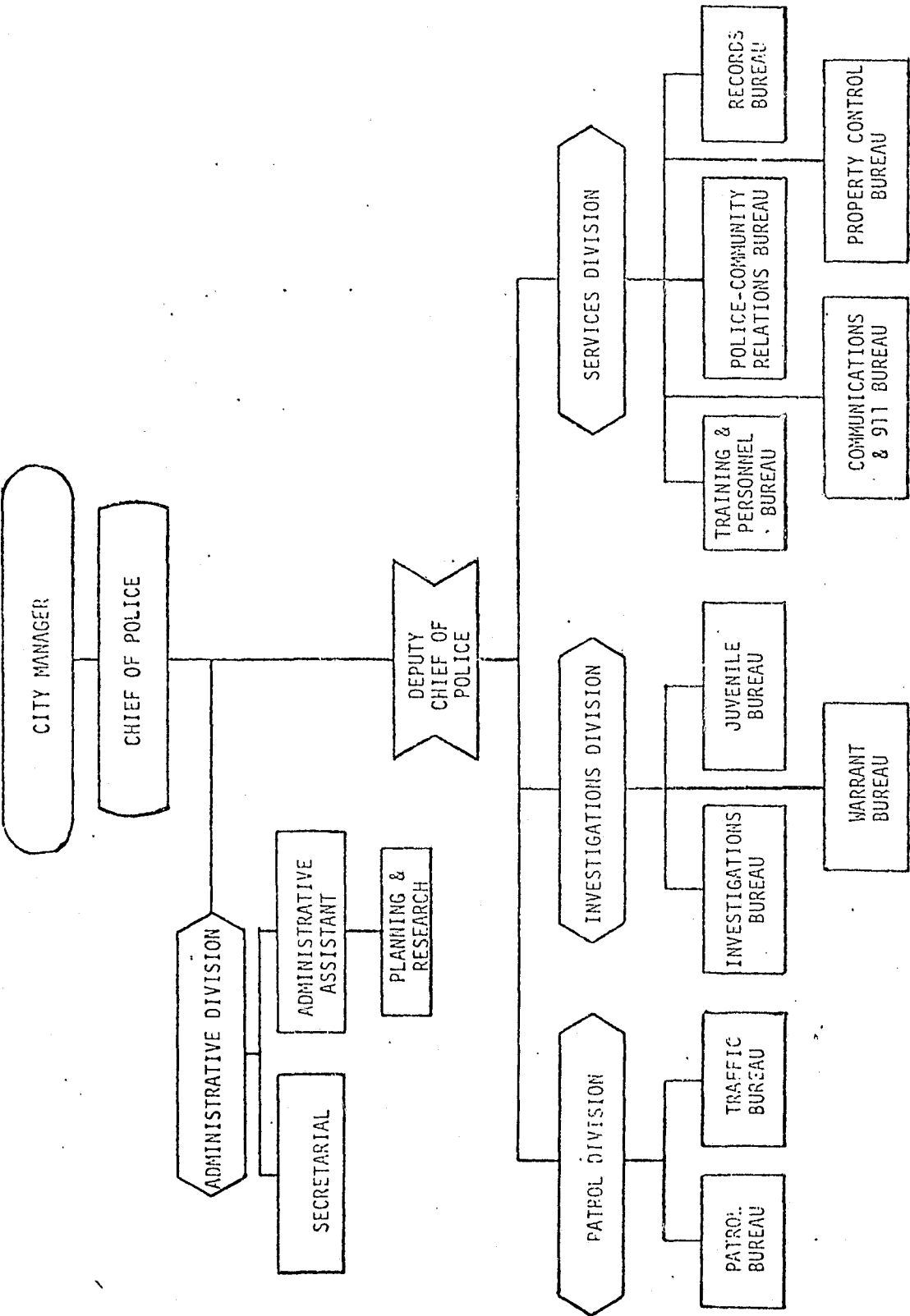


Figure 3-1. City of Anchorage Police Department

### 3.3 Salary Costs

Two years ago, patrolman, corporals, and sergeants as group joined the Teamsters' Union. As a result of aggressive negotiating, salary scales and job benefits of these ranks have risen to the point where a patrolman with 4 or 5 years' experience receives in excess of \$30,000 annually, plus very generous fringe benefits. Consequently, personnel of higher ranks receive considerably less than those whom they supervise, not even counting overtime pay received by the patrolman through sergeant ranks. The morale of command personnel has tended to deteriorate, and City management is concerned that a percentage adjustment will merely create greater problems with ranking personnel of other Departments who would thus be on a lower scale than the Police Department.

Due to union restrictions and requirements, normally accepted techniques of field deployment and manpower utilization are in some cases unavailable. Recourse is to the use of paid overtime. Court scheduling of cases (there is no court liaison officer) serves to further increase overtime costs. Based on the 4-10 Plan of deployment, an officer can receive as much as two and one-half times his regular hourly rate for a 4-hour minimum for off-duty court appearance.

### 3.4 Training

Due to limitations imposed by union demands for overtime pay, the training program is relatively underdeveloped. This matter is further aggravated by the assignment of a single officer (a lieutenant) to the coordination and development of the total training program (including recruit, advanced officer, refresher, roll call, command, and specialized training programs). Distance and time factors seriously effect sending personnel to courses, seminars, or other training sessions in other localities and States.

### 3.5 Records

A review of the records function reveals several instances of report forms that do not appear to be adequately fulfilling the purposes for which they were designed. In some cases, the possibility of combining different forms appears likely. Considerable employee time is devoted to a filing system that is, perhaps, more intricate and detailed than necessary. Although information is computerized in some cases through use of the National Crime Information Center (NCIC), the Alaska Justice Information Center (AJIC) and a local system, the potentialities of full computer use in terms of systems analysis, statistical data compilation and reporting, modus operandi searches, and the like have not been fully exploited. Tallies of crimes are made by hand, pawnshop records are not computerized, and field interrogation card files are not even maintained or stored in the Records Bureau.

### 3.6 Communications

The existing communications receiving and dispatching equipment appears to be unable to effectively provide total service. This is due simply to the volume of traffic on a single frequency, where as many as 35 to 40 units may be monitored at one time. Personnel of the Communications Bureau are also responsible for storage, issuance, and maintenance of such equipment as shotguns, tear gas, walkie-talkies, and master building keys -- all activities usually managed more efficiently elsewhere in the organization.

### 3.7 Property Management

The volume of work and underdeployment of personnel has resulted in a property storage situation that makes extremely difficult the adherence to generally accepted property management concepts. The storage system utilized does not appear to be appropriate to a department of the size of Anchorage, and could conceivably create serious problems of security and continuity of evidence.

### 3.8 Community Relations

While staffing and direction of activities of this bureau appear to be appropriate, the lack of aggressive ongoing programs was noted. Personnel appear to be dedicated, but the lack of a developed program tends to make the function only responsive to requests and expressed interest rather than aggressive in terms of bringing programs to the community.

### 3.9 Intoxicated Persons

Due to the State legislatures' having declared a state of public intoxication to be noncriminal, Anchorage is plagued with drunken persons loitering on the streets, accosting passersby, creating nuisances, and the like. There are no provisions for detaining or administering to these people's needs.

### 3.10 Summary

It is believed that the problems described in this section constitute the major areas to be addressed in the planned comprehensive study of the Anchorage Police Department. Obviously, such a study should not be limited to those factors, for closer detailed examination may reveal additional profitable areas for scrutiny.

#### 4. FINDINGS AND CONCLUSIONS

The following factors should be considered in preparing the request for proposals.

##### 4.1 Scope

The study should entail a review and examination of all areas of Police Department operations, including survey and analysis of organizational functions and activities, formulation of specific recommendations for correcting identifiable deficiencies, and evaluation of the project following an implementation phase. The study should identify opportunities for increases in productivity and/or reductions in costs. Emphasis should be placed on innovative approaches to observed problems.

Specifically, the study should include analysis of all areas of management and operations such as:

- Organizational Structure.
- Administrative and Management Procedures.
- Operational Procedures.
- Personnel Management.
- Support Functions.
- Manpower Utilization.
- Equipment and Material Resources.
- Communications.
- Information Acquisition, Storage, and Retrieval.
- Property Management.
- Adequacy of Facilities.

The study should also include all related functions, activities, and responsibilities. Special emphasis should be placed on manpower utilization and internal operational procedures, especially in the light of unification influences and employee union restrictions.

All departmental work activities should be examined, with the major effort directed toward the following functions:

- Traffic
- Patrol.
- Criminal Investigation.
- Planning and Research.
- Communications.
- Records Administration.
- Juvenile Operations.
- Training.

##### 4.2 Objectives

Objectives of the comprehensive study should be:

- To determine the existence of operational deficiencies and to develop specific approaches to bring about improvements.
- To determine whether internal management and supervisory problems exist, and to recommend appropriate corrective action.
- To achieve optimum utilization of personnel and material resources through operational improvements.
- To formulate sound techniques for improving management of departmental equipment and material.
- To evaluate the overall adequacy of all departmental resources and development of projections of future needs.
- To establish a basis for developing reliable measurements of effectiveness for manpower allocation and utilization.

#### 4.3 Requirements

The study should be structured to produce:

- The most efficient organizational structure and division of responsibilities and functions.
- An aggressive training program designed to develop personnel in all ranks on an ongoing basis.
- Appropriate, efficient plans for deployment of field personnel, taking into consideration employee union restrictions.
- Workable contingency plans for assimilation of other areas in the future as a result of unification.
- Specific crime reducing plans.
- A structured crime prevention program.
- Specific recommendations for implementing an improved records system, including types of equipment necessary, manpower requirements, space requirements, and organizational structure.
- A review of the team policing concept, in light of employee union restrictions, with appropriate recommendations.
- An efficient system for scheduling court appearances in a manner tending to keep overtime compensation to a minimum.
- An equitable compensation plan for nonunion personnel.
- An efficient property management and storage system.
- Alternatives for handling intoxicated persons, in light of existing legislation.

#### 4.4 Primary Considerations

The initial task of the comprehensive study should be the development of a preliminary work program and plan for work accomplishment. Meetings should be held with the Chief of Police, key police personnel, and representatives of the City Manager's office to discuss the overall project and reach agreement on major items regarding the general approach and methods of work accomplishment.



Submission of the final report should be not later than 90 days before adoption of the 1977 City budget and should include oral presentations of major findings and recommendations to key operating personnel, the City Manager's office, and the City Council. A detailed implementation schedule pertaining to recommendations should accompany the final report.

Recommendations should be explicit and action-oriented, and should include appropriate substantiated alternatives whenever possible.

## 5. RECOMMENDATIONS

The following specific study areas should form the basis of the proposed comprehensive management study:

- Overall Organization and Manpower.
- Manpower Utilization.
- Contingency Plans and Projects of Needs Related to Unification.
- High Crime and Traffic Accident Rates.
- Low Clearance Rates.
- Specific Crime Reduction Plans.
- Training Programs.
- Aggressive Crime Prevention and Community Relations Programs.
- Responsibilities and Exercise of Authority by Supervisory Ranks.
- Restrictions in Techniques of Deployment Related to Employment Contract.
- Compensation of Nonunion Personnel.
- Records Bureau Functions and Responsibilities.
- Communications Bureau Functions and Responsibilities.
- Property Management.
- Scheduling of Court Appearances.
- Equipment Management.
- Public Drunkenness.

**END**