



Alaska State Troopers B Detachment Patrol Staffing Study and Description of Dispatched Police Incidents

Prepared for the
Alaska Department of Public Safety

by

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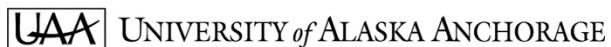
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Executive summary

This purpose of this study is to provide a workload-based staffing model for police patrol in B Detachment of the Alaska State Troopers. Based on the hour-of-day pattern of obligated Troopers — the number of Troopers who are busy at any given time — the optimal staffing model for the Mat-Su West Post and Palmer Post is one that provides a base level of at least five Troopers available to service citizen-initiated incidents per shift on two 12-hour shifts, 0600-1800 and 1800-0600, plus a third 12-hour shift from 1300-0100 to handle peak demand with three Troopers. This three 12-hour shift schedule provides 8 Troopers during peak times, which is sufficient staffing to handle the median call volume for years 2013-2015 and meet a target of 60% obligated time, while also not overstaffing low-demand times. The Glennallen Post requires an additional two Troopers per shift.

After including leave and shift-relief, B Detachment requires 54 Troopers assigned to routine patrol. In addition, eight Sergeants, two Lieutenants, and one Captain are needed. For the past several years, B Detachment has staffed an additional Crime Suppression Unit with three Troopers and one Sergeant. One Trooper and one Sergeant are assigned to Judicial Services. **This brings the total recommended B Detachment compliment to 58 Troopers, 10 Sergeants, two Lieutenants, and one Captain: a total of 71 sworn staff.**

This is an increase of 26 sworn staff, or 57.8% of the August 2017 sworn staff of 45 (35 Troopers, seven Sergeants, two Lieutenants, and one Captain). Implementing this increase in sworn staff requires a multiyear, sustained effort to both retain existing Troopers and recruit new Troopers.

This study also sought to describe the pattern of police incidents in B Detachment. Over the study period, from 2009 through 2015, Alaska State Troopers and Alaska Wildlife Troopers responded to an average of 48,000 incidents per year. Incidents peak between 1400 hours and 2200 hours Thursday through Saturday.

While incident counts have stayed stable over the study period, the number of Trooper-hours spent on incidents has increased 14.7%. This increase is not uniform across incident types, with increases of Trooper-hours spent on follow-up investigations, assist public incidents, and court order service/violation. Trooper-hours spent on property crime also increased sharply in 2015, particularly burglary and vehicle theft. Trooper-hours spent on disorder, violence, and motor vehicle collisions were flat. Time spent on traffic stops has declined, which is confirmation of the staffing analysis finding that B Detachment Troopers are over-utilized. As non-discretionary incidents have increased, discretionary incidents have decreased.

Introduction

There are approximately 18,000 state and local police departments in the United States. There is no industry-standard or widely-accepted simple formula for determining the number of sworn patrol staff needed by a policing agency in the United States. Older staffing studies (prior to the 1990's) frequently used the ratio of sworn police staff to residential population. While such a calculation is simple, it cannot adjust for (among other things) non-residential populations, seasonal populations, different demands on police agencies by different local communities, and differential demand for police services by particular sub-populations within a jurisdiction. Such ratios vary widely, with a nation-wide average of 1.6 officers per 1,000 residents for cities with 50,000-99,999 population in 2015. In the Pacific region (Alaska, California, Hawaii, Oregon, and Washington), the average was lower: 1.1 officers per 1,000 residents.¹

Over time, policing scholars and police agencies recognized that optimal police staffing is determined by a set of contextual factors including citizen demand for service, state law, agency policies, agency goals, and operational realities in the field. Modern staffing studies are generally based on an analysis of historical citizen demand for service and explicit assumptions about how other factors impact the number of sworn staff needed. This method is more complex to calculate and communicate than a simple ratio of police to population, but it comes with two distinct advantages. Because it is based on actual demand for police services, a workload-based method explicitly includes how the local community has used police services in the recent past. This method also makes all of its assumptions explicit, which allows agencies to examine agency policy and priorities.

This study has two purposes. The primary purpose is to provide a workload-driven patrol staffing model for the Alaska State Troopers in B Detachment that blends data-derived estimates of citizen demand for police services with reasonable and explicit goals for how Troopers should spend their time. The secondary purpose is to describe the citizen demand for police services within the B Detachment response area, including changes in demand for service over time.

B Detachment description and staffing as of August 2017

The Alaska State Troopers provide general policing services for the State of Alaska. The Alaska State Troopers divide the state into five service areas called *detachments* (A, B, C, D, and E). Management of each detachment is largely decentralized. Citizen demand for service, environmental conditions, and work style varies considerably among the detachments. Staffing analyses of each detachment would require different methods in each detachment. This report provides an examination of *only* B Detachment.

¹ Population and officer estimates from Table 71 of Crime in the United States 2015, available at <https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/tables/table-71>.

Alaska State Troopers provide service in unincorporated areas of the state.² B Detachment's service area is a large part of the Matanuska-Susitna Borough and portions of the Valdez-Cordova Census Area along the Richardson Highway. B Detachment Troopers are dispatched by MatCom, a police radio dispatch and citizen call center operated by the Wasilla Police Department. MatCom provided the computer-aided dispatch data used in this report at the request of the Department of Public Safety. MatCom staff also provided assistance in interpreting the data provided.

In 2015, Troopers in B Detachment were routinely dispatched over an area of about 20,000 square miles containing 2,250 miles of roadways, shown in Figure 1. Additional incidents occasionally occur in more remote areas not shown in Figure 1. B Detachment's routine service area is nearly the size of the state of West Virginia (24,000 square miles). Municipal police departments in Wasilla and Palmer cover approximately 30 square miles within B Detachment's service area, but the majority of the B Detachment incident volume occurs near these municipal areas. From 2010 to 2016, the approximate population served by B Detachment in the Mat-Su has increased 16.5% (from 75,227 to 87,626).³

As of 1 August 2017, the staffing at B Detachment is a total of 45 sworn staff: 35 Troopers, seven line-level supervisors (Sergeants), and three commanders (two Lieutenants and one Captain)⁴ as shown in Table 1. The Mat-Su and Palmer Posts share a schedule, with 28 Troopers assigned to general patrol on four teams. Teams 1-4 operate on 12-hour shifts from 0600-1800 and 1800-0600. These four teams work seven days out of each 14-day period, on a four days on / three off / three on / four off schedule. These teams handle approximately 95% of the B Detachment patrol incidents during the study period (2009-2015).

The Glennallen Post has three Troopers and a Sergeant who work more flexible schedules, including substantial numbers of hours on stand-by.

² In most other states, this work is done by county sheriffs. Compared to agencies nation-wide, B Detachment's workload and service area are most similar to a suburban county sheriff's department surrounded by large rural areas — with the notable difference that B Detachment's rural areas are larger than the total area of nine states.

³ Annual population estimates exclude Wasilla and Palmer population. Population data sourced from the Alaska Department of Labor and Workforce Development Alaska Population Estimates, <http://live.laborstats.alaska.gov/pop/>.

⁴ B Detachment also supervises seven Court Services Officers.

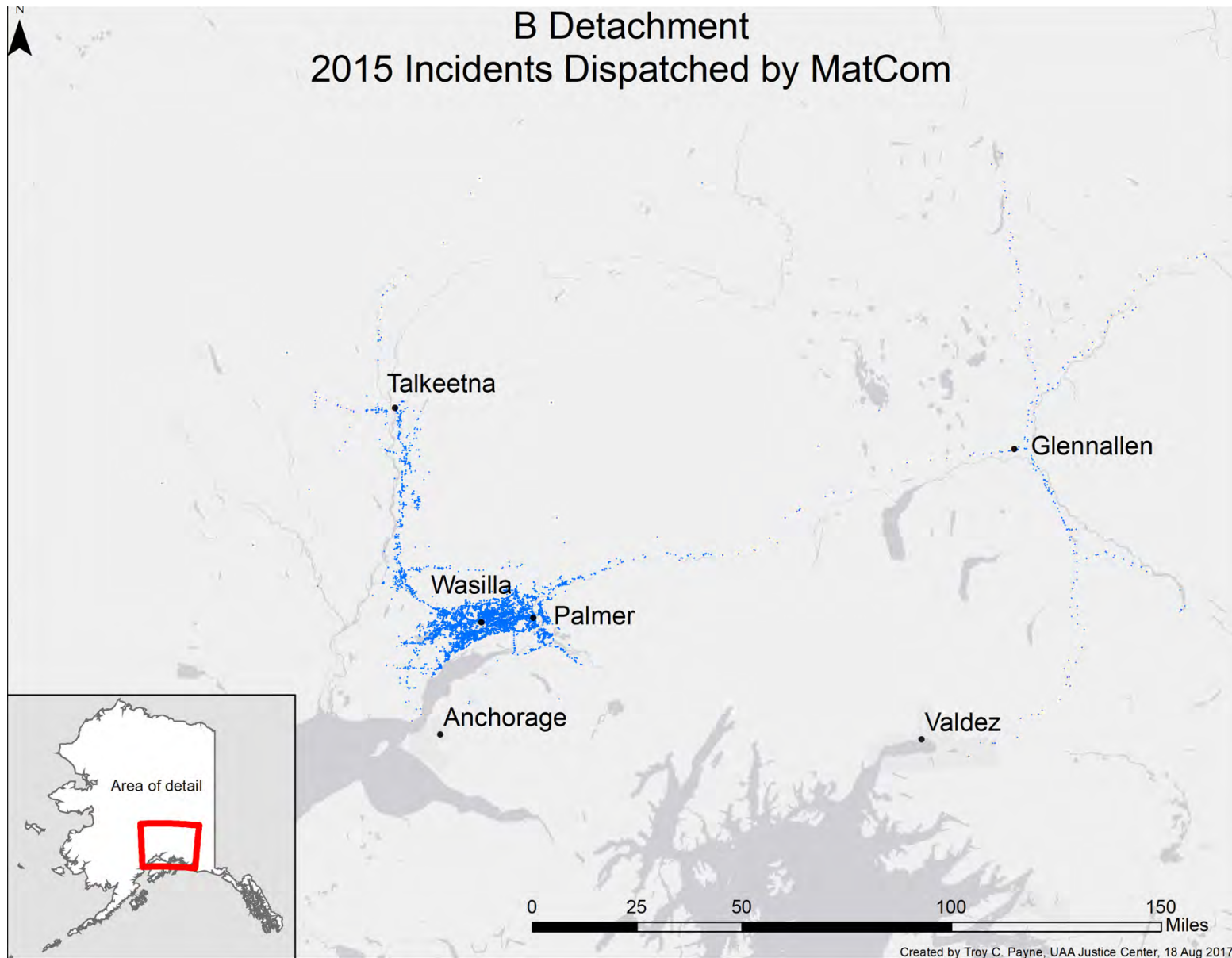


Figure 1: B Detachment service area and 2015 incidents

There are two units with sworn staff that are not generally available for patrol duties. Two Troopers are assigned to the Crime Suppression Unit (CSU) and work Tuesday through Friday 1200-2200. CSU Troopers carry out follow-up investigations, warrant service and conduct crime prevention. CSU also prepares cases for trial and completes related tasks for serial crimes and those requiring more investigative resources than patrol Troopers can provide. Judicial Services consists of one Trooper, one Sergeant, and seven Court Services Officers (CSOs are not shown in Table 1). Judicial Services provides a variety of security and law enforcement services for the Alaska Court System with B Detachment's service area. This report focuses on general patrol; CSU and Judicial services workloads were not analyzed.

Command staff consists of two Lieutenants and one Captain.

The total sworn staffing in B Detachment is 44, including specialized units and command. With a population of 87,626, this makes the ratio of Troopers to 1,000 population 0.5, considerably below the Pacific region average of 1.1.

Table 1: Sworn staff of B Detachment as of August 2017

Assignment	Troopers	Line-level Supervisors
Mat-Su West and Palmer Post general patrol		
Team 1	8	1
Team 2	6	1
Team 3	7	1
Team 4	7	1
Glennallen Post general patrol	3	1
CSU	3	1
Judicial Services	1	1
Total	35	7

Definitions and measurement

Obligated, administrative, and unobligated time

Obligated time is time spent traveling to and handling incidents. Obligated time is best thought of as time Troopers are not available to complete other tasks, although high-priority calls sometimes require reallocation of obligated Troopers (e.g., response to a serious violent incident may cause a Trooper to break from a routine traffic stop, depending on other resources available to respond).

For agencies using computer-aided dispatch systems, obligated time is the easiest aspect of police time to measure. MatCom, the dispatch center that provides citizen call-taking and radio dispatch for B Detachment, Alaska Wildlife Troopers in the area, and the Wasilla Police Department, creates a database record for each citizen call and police-initiated activity.

Database fields exist for among other things, type of call, police officer attached (unit designator), and date/time stamps for several stages of handling an incident.

A Trooper is obligated from the second they are attached to a police incident (dispatch time) to the second the Trooper is available to handle another incident (clear time). All times are as recorded by emergency services dispatchers at MatCom. Field observations and key informant interviews suggest that these times are a reasonable measure of obligated time in B Detachment.

Obligated time includes all Troopers attached to an incident. Travel time from dispatch to arrival on scene is included. Obligated time also includes travel time for Troopers who were dispatched to an incident but who were pre-empted or canceled before arriving at the incident scene. Obligated time does *not* include time spent returning from remote areas of the B Detachment service district. This unmeasured return travel time may be significant for some incidents; there is no accurate measure of return time available.

Unless otherwise indicated, obligated time includes both citizen-initiated incidents (calls for service) and Trooper-initiated activity such as traffic stops, warrant service, and follow-up investigations in the field.

Administrative time is time spent on required tasks such as follow up investigations at post, writing reports, logging evidence, and routine equipment maintenance. Administrative time also includes meal breaks and personal breaks. Troopers complete these tasks during time that they are not obligated.

Administrative time is frequently difficult to measure in police agencies because it is generally not systematically recorded. As in many other agencies, the common field practice in B Detachment is to “clear” each incident before conducting these administrative tasks — to signal to dispatch that the Trooper is available to handle another incident. This report uses estimates of administrative time based on time-task studies in the policing literature (see the Appendix for a brief review of these studies). This report estimates that Troopers spend about 33% of their shift time on administrative tasks. The practical impact of this time is to reduce the time each Trooper is available to respond to citizen calls for service and initiate proactive policing.

Unobligated time is time not spent on incidents or administrative tasks. Operationally, unobligated Troopers are generally considered to be available to handle calls for service and are dispatched to citizen-initiated incidents before obligated Troopers. It is important to note that unobligated does not mean *idle*. Unobligated time is used for tasks that are not time-sensitive, such as random patrol or traffic stops, or for directed tasks such as security checks at problematic places. Unobligated time is required for follow-up investigation tasks that occur at post⁵. Many policing strategies that have consistently been shown to reduce crime and citizen

⁵ Follow-up investigation tasks that occur in the field are recorded by MatCom, and are classified as obligated time in this analysis.

fear of crime require unobligated time (e.g., community policing, problem-oriented policing, intelligence-led policing, and focused deterrence).

Unobligated time is not generally measured by police dispatch data, and must be inferred from total time minus obligated time minus an estimate of administrative time.

The “correct” staffing is determined by both citizen demand and organizational preferences

The mix of obligated plus administrative time and unobligated time among police officers in an agency is dependent on citizen demand for service, available resources, staffing of specialized units, distribution of work among patrol and those specialized units, agency priorities, and community preferences for how police spend their time.

There is no clear industry standard for how much police time should be spent in each category of work. This is because policing agencies vary considerably in the United States, and are responsive to a variety of local conditions. A review of other agency staffing studies suggests that targets for obligated time range from 30% to 67%. This report provides staffing estimates with 60% obligated time and 85% obligated time.

Number of obligated Troopers versus Trooper-hours obligated

The number of Troopers who are obligated changes by the minute. Imagine a hypothetical early morning, with four Troopers working and three total incidents between 12:00am and 3:00am:

- Trooper A responds to a noise complaint at 1:00am and clears the call at 1:30am.
- Trooper B responds to a burglary call at 12:00am and completes the report at 1:40am.
- Trooper C initiates a traffic stop at 1:00am. The driver is drunk, and a cover unit is requested at 1:15am.
- Trooper D provides cover for Trooper C starting at 1:15am until 2:30am.
- Trooper C completes processing the DUI suspect at 3:30 am.

This example is shown in Figure 2. The maximum number of Troopers obligated at any one time is four (from 1:15am to 1:30); the minimum number of obligated Troopers is one (from 12:00am to 1:00am and again from 2:30am to 3:00am).

Figure 2 shows why an hour-by hour analysis is needed, and why it is useful to describe obligated Troopers in addition to Trooper-hours. The total number of obligated Troopers is how many Troopers are conducting activity recorded by dispatch at any given time. This count explicitly includes incidents that require a cover unit and the unequal distribution of service demands throughout an hour. In the example used in Figure 2, the total number of Trooper-hours is approximately 7.02. In three hours, that’s an average of 2.34 Troopers, which rounds up to three Troopers — but if this three-hour period were staffed with three Troopers, one of those calls will receive delayed service or a Trooper would have to break from one call to service another.

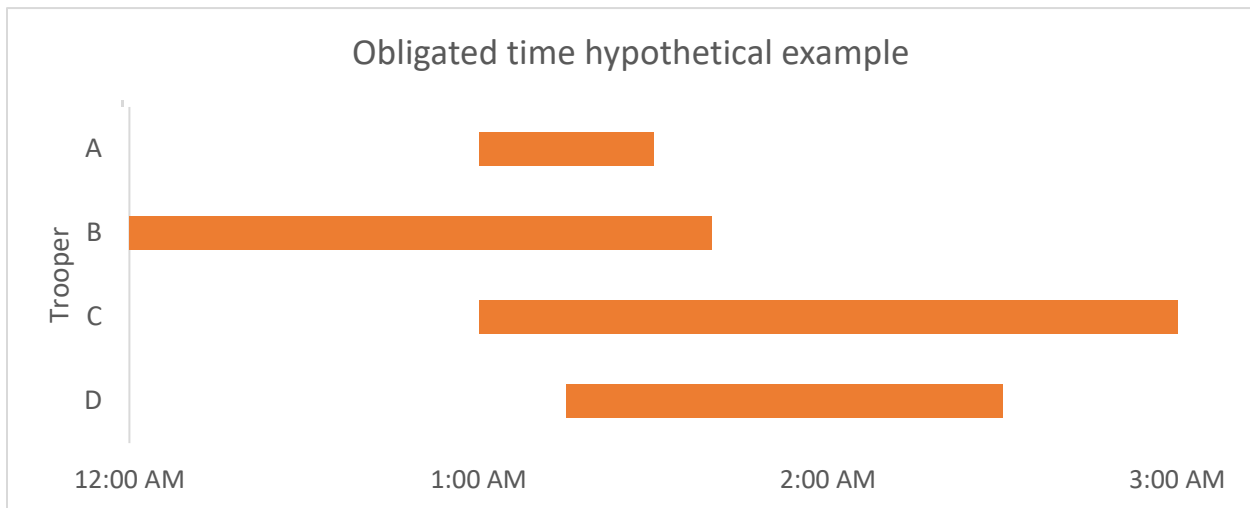


Figure 2: Obligated time hypothetical example

This report describes the number of obligated Troopers as well as Trooper-hours. Both serve as a check against the other. Recommendations for staffing changes are based on Trooper-hours, which is the most conservative estimate of the sworn staff required to provide police services at 2015 levels.

Patrol demand

Maximum number of obligated Troopers per hour

This section examines obligated Troopers according to MatCom dispatch data. The number of obligated Troopers was counted for each minute in the study period, and the maximum number of obligated Troopers was recorded for each hour in the data, from 1 Jan 2009 00:00 to 31 Dec 2015 23:59. This number of obligated Troopers is not an estimate — it is the maximum number of Troopers who were simultaneously engaged in activity recorded by MatCom in each hour.

The number of obligated Troopers ranged from 0 to 27, with variation by year, hour, and season. Over the entire period 2009-2015, the median⁶ number of obligated Troopers was three at any given time, with slightly more Troopers obligated in the summer compared to

⁶ The median, or 50th percentile, is preferred to the mean in this instance because of outliers. There are a small handful of critical incidents requiring *every* available Trooper, regardless of how many Troopers there happen to be. Because these incidents involve so many more Troopers than are typically on patrol, they bias the arithmetic mean (i.e., the average) upward, making the mean a poor measure of the typical number of Troopers who are obligated. This analysis uses the median because it is focused on patrol staffing, which requires a focus on the typical.

winter.⁷ There was slow growth in the typical number of obligated Troopers over time and by summer 2015 the median number of obligated Troopers increased to four.

Figure 3 shows the number of obligated Troopers by hour in 2009 and 2015. The horizontal axis shows hour of the day; the vertical axis shows the number of obligated Troopers. The shaded areas in Figure 3 show the midspread — the counts between the 25th and 75th percentile — by hour for each season. The midspread can be thought of as the common or typical range of obligated Troopers. The dashed and dotted lines show the median number of obligated Troopers by hour for each season.

Examination of Figure 3 shows that the number of obligated Troopers peaks between 1400 and 1900 hours. In 2009, this peak was routinely between two and six Troopers. The peak time has remained the same over the study period, but the peak number of obligated Troopers slowly increased to between four and eight Troopers in 2015. Other partial-year (January through October) data from 2016 (not shown) was similar to 2015. Figure 3 also shows that the growth in the number of obligated Troopers is almost entirely in the afternoon and early evening — in the overnight and early morning hours, the number of obligated Troopers is approximately the same in 2009 and 2015.

Given that the August 2017 staffing in B Detachment is between five and six Troopers on patrol per shift, this analysis shows that it is not uncommon to have more than the assigned number of Troopers on shift obligated — either traveling to an incident or at an incident scene, as recorded by MatCom — for at least part of every hour between 1400 and 1900. This suggests a patrol force that is routinely over-utilized. Removing traffic stops from this count reduces the 75th percentile of obligated Troopers by one at peak times but has no other substantive effects. Recall that this measure of obligated Troopers does not include administrative time, report writing, or breaks.

⁷ Summer (May through September) and winter (all other months) were defined such that the within-season variation is negligible. There was variation by day of week, with slightly higher median obligated Troopers on the weekend. These weekend medians are within the midspread, and day of week variation is not shown to simplify presentation.

Number of Troopers obligated by hour and season

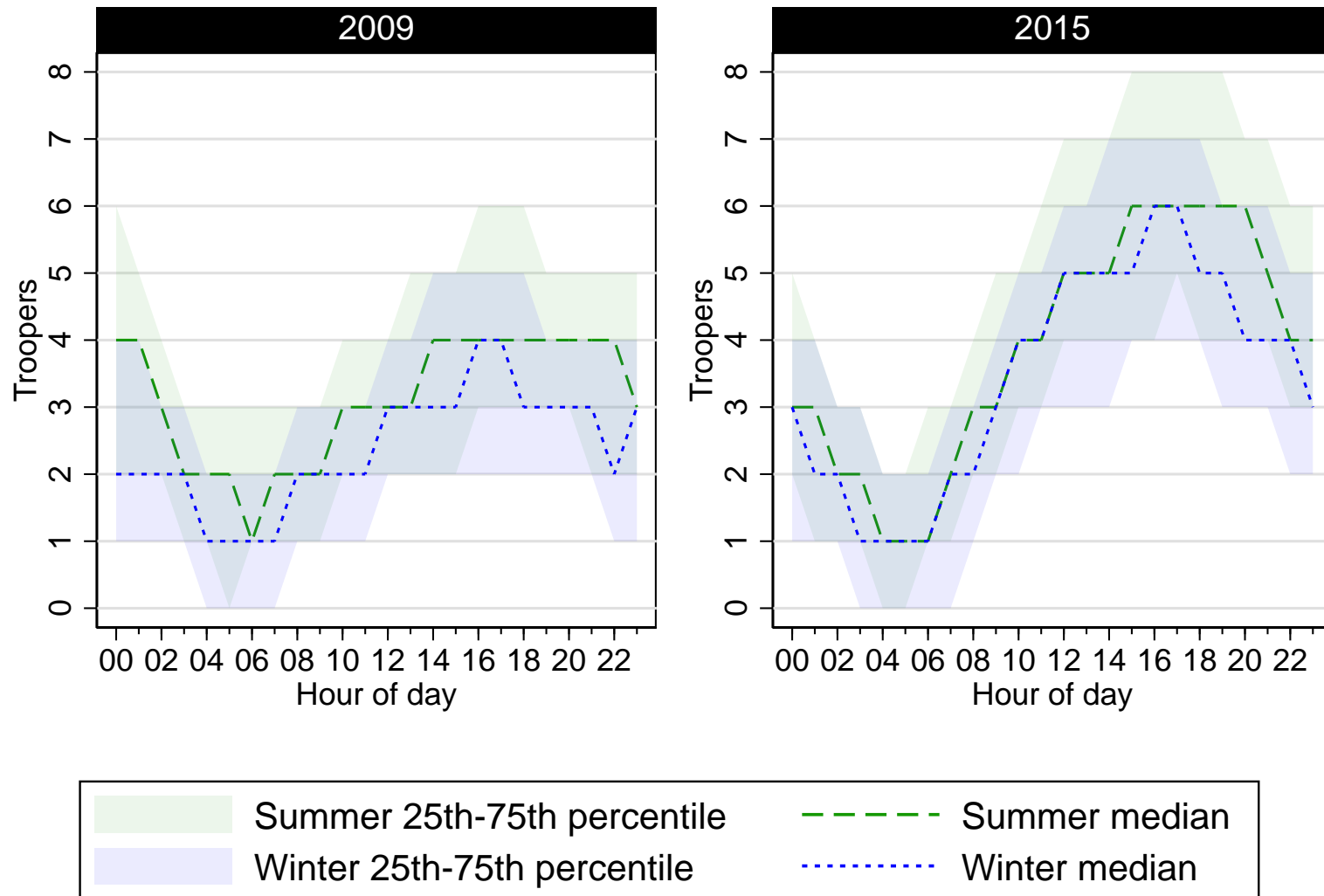


Figure 3: Number of Troopers obligated by hour and season all B Detachment Troopers, 2009 and 2015

Median obligated Trooper-hours — Mat-Su and Palmer Posts

The previous section shows that the number of obligated Troopers frequently exceeded six in 2015. Analysis of the median obligated Trooper-hours shows similar results. Table 2 shows the median number of obligated Trooper-hours by hour and day of week for 2013-2015. For example, from 00:00 to 01:00 on Mondays, the median number of obligated Trooper-hours was 2.9. When examined by season (not shown), median Trooper-hours are 0.5 higher per hour summer (May through September) than in winter (all other months).

Table 2: Median obligated Troopers, 2013-2015

Median obligated Trooper-hours, Mat-Su and Palmer Posts by hour and day of week, 2013-2015							
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
00	2.9	2.3	2.5	2.4	2.8	3.8	4.2
01	2.5	1.9	1.8	2.0	2.3	3.4	3.7
02	2.0	1.5	1.6	1.8	2.1	2.9	3.2
03	1.6	1.3	1.4	1.8	1.7	2.6	2.7
04	1.4	1.2	1.4	1.5	1.4	2.4	2.4
05	1.2	1.3	1.1	1.3	1.2	2.0	1.7
06	1.4	1.3	1.4	1.4	1.3	2.0	1.8
07	1.5	1.8	1.6	1.7	1.5	1.8	2.0
08	2.2	2.2	1.9	1.9	2.4	2.1	2.0
09	2.7	2.6	2.7	2.4	2.7	2.2	2.4
10	3.2	3.3	3.0	3.1	3.3	3.1	2.8
11	3.2	3.5	3.4	3.1	3.5	3.4	2.9
12	3.7	3.9	3.8	3.7	3.9	4.2	3.7
13	4.2	4.0	4.0	3.9	4.3	4.2	3.8
14	4.1	4.2	4.3	4.3	4.6	4.7	4.1
15	4.5	4.7	4.6	4.9	5.4	5.3	4.4
16	4.6	4.7	4.7	5.0	5.3	4.9	4.7
17	4.3	4.8	4.8	5.2	5.3	5.0	4.3
18	4.2	4.6	4.6	4.9	5.1	4.9	4.3
19	4.0	3.8	4.5	4.5	4.3	4.8	4.5
20	3.6	3.5	4.0	4.5	4.4	4.5	4.4
21	3.3	3.1	3.8	4.1	4.1	4.9	4.0
22	3.2	2.7	3.2	3.7	4.3	4.6	3.6
23	2.7	2.8	2.9	3.1	4.2	4.2	3.3

The median number of obligated Trooper-hours is above 4.0 in 34.5% of day-of-week/hour combinations (58 of 168). The median number of obligated Troopers is equal to or greater than five Thursday through Saturday late afternoon and early evening (the shaded cells in Table 2). Recall that this does not include administrative time or unobligated time. Table 2 shows only *obligated* time, which in this analysis includes both officer-initiated and citizen-initiated incidents.

Percent of Trooper-hours that are obligated

After accounting for leave — a topic covered in more detail in a later section — the shift schedule as of August 2017 in B Detachment provides six Troopers for the day shift (0600-1800) and five for the night shift (1800-0600). Using this information and data from Table 2, we can calculate the median percentage of total Trooper-hours that are obligated per hour and day of week. This is shown in Table 3. The shaded cells in the table show days of the week and hours where the median percent obligated time exceeds 60% of existing staffing. Of the 168 hours in a week, 85 (50.1%) have median percent obligated hours exceeding 60%.

While 60% is an arbitrary target for obligated time, it is a reasonable target. When police officers spend more than 60% of their time responding to incidents it is difficult to consistently achieve community policing and crime prevention objectives — these activities require blocks of time where officers are free from responding to citizen calls for service.

Table 3: Median percent Trooper-hours obligated by day of week and hour, 2013-2015

Median percent Trooper-hours obligated, Mat-Su and Palmer Posts by hour and day of week, 2013-2015							
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
00	57.6%	45.3%	50.6%	47.8%	56.7%	75.2%	84.6%
01	50.0%	38.1%	36.7%	39.9%	45.4%	67.0%	73.9%
02	39.3%	29.4%	31.2%	36.7%	42.2%	58.6%	64.5%
03	32.3%	25.7%	28.9%	36.1%	34.2%	51.9%	54.3%
04	27.6%	23.8%	27.7%	29.6%	28.4%	47.2%	47.6%
05	23.5%	25.1%	21.1%	26.8%	24.7%	39.6%	34.7%
06	23.6%	21.9%	24.1%	23.9%	21.0%	33.3%	30.8%
07	25.3%	29.8%	26.3%	28.1%	25.7%	30.2%	33.7%
08	35.9%	37.4%	32.3%	32.1%	40.5%	35.6%	33.1%
09	45.4%	43.4%	44.6%	40.2%	44.2%	37.2%	39.9%
10	52.6%	55.7%	49.7%	51.0%	55.3%	52.0%	46.2%
11	52.8%	58.8%	56.3%	52.1%	58.3%	56.6%	48.9%
12	62.1%	65.1%	63.0%	61.0%	64.4%	70.4%	60.9%
13	69.5%	66.0%	66.2%	65.4%	72.4%	70.4%	62.8%

14	68.1%	69.6%	71.7%	71.2%	77.0%	77.6%	68.8%
15	74.8%	78.2%	77.4%	81.7%	89.8%	88.4%	73.0%
16	76.2%	78.5%	77.6%	82.8%	87.5%	81.7%	78.5%
17	71.2%	79.5%	79.4%	87.3%	88.1%	84.0%	72.5%
18	83.8%	91.2%	92.9%	98.5%	101.5%	97.3%	85.9%
19	80.8%	75.3%	90.5%	89.0%	86.6%	95.5%	89.3%
20	71.1%	70.5%	80.1%	90.2%	88.5%	90.9%	87.7%
21	66.6%	61.9%	76.5%	81.0%	82.2%	97.5%	79.9%
22	63.1%	54.1%	64.1%	73.5%	85.3%	91.9%	71.6%
23	53.7%	56.4%	57.9%	61.1%	83.8%	84.8%	65.9%

The MatCom data provided for analysis lacks a good measure of Trooper-initiated activity — it is difficult to separate incidents that originate from a citizen complainant from incidents that originate from Trooper actions. However, the policing literature and key informant interviews in B Detachment suggest that most Trooper-initiated activity is likely to begin as a traffic stop. Table 4 removes traffic stops⁸ from the percent obligated calculation. As in Table 3, days of the week and times with greater than 60% obligated time are shaded.

Even after excluding traffic stops, on most days of the week, more than 60% of Trooper-hours are obligated between the hours of noon and nine p.m. on all days of the week, and between noon and midnight Friday, Saturday, and Sunday.

Table 4: Median percent of time obligated, excluding traffic, 2013-2015

Median percent Trooper-hours obligated Mat-Su and Palmer Posts, by hour and day of week, excluding traffic stops, 2013-2015							
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
00	55.9%	43.2%	50.3%	47.5%	52.4%	62.8%	62.8%
01	48.1%	37.4%	37.2%	41.8%	42.9%	54.0%	54.0%
02	37.2%	28.0%	33.2%	32.9%	40.7%	52.6%	52.6%
03	32.4%	25.8%	29.1%	35.6%	32.4%	48.2%	48.2%
04	32.6%	23.8%	29.7%	30.7%	31.2%	44.8%	44.8%
05	24.8%	28.4%	23.7%	26.5%	25.0%	43.4%	43.4%
06	25.6%	21.8%	22.7%	24.8%	26.3%	35.2%	35.2%
07	25.9%	32.2%	26.7%	28.5%	26.3%	32.6%	32.6%
08	35.1%	36.7%	32.0%	29.1%	38.7%	34.6%	34.6%

⁸ Only incidents with a final type of traffic stop are excluded; incidents that begin as a traffic stop but end as another incident type (DWI, warrant arrest, etc) remain included.

09	42.9%	41.3%	42.4%	36.3%	42.0%	34.9%	34.9%
10	47.5%	55.4%	46.5%	48.3%	51.6%	50.7%	50.7%
11	51.1%	57.3%	52.7%	50.1%	56.3%	54.7%	54.7%
12	60.4%	61.0%	57.2%	54.9%	61.7%	65.3%	65.3%
13	62.3%	60.3%	60.3%	59.1%	66.8%	67.9%	67.9%
14	63.8%	66.5%	67.5%	63.3%	71.2%	70.1%	70.1%
15	70.4%	72.0%	71.9%	76.0%	80.3%	82.2%	82.2%
16	69.2%	71.1%	70.3%	75.1%	80.5%	71.8%	71.8%
17	65.8%	72.6%	74.2%	78.0%	81.2%	75.6%	75.6%
18	78.1%	83.1%	86.2%	90.0%	91.5%	85.4%	85.4%
19	72.7%	69.7%	80.7%	78.3%	78.2%	84.3%	84.3%
20	64.0%	63.3%	74.9%	82.3%	77.6%	78.1%	78.1%
21	59.9%	55.7%	69.9%	70.3%	72.2%	79.0%	79.0%
22	54.7%	47.8%	58.4%	64.8%	72.6%	76.9%	76.9%
23	50.0%	55.4%	56.3%	56.8%	70.4%	70.2%	70.2%

Troopers needed in the field

Minimum number of Troopers required for Trooper safety

In small and mid-size agencies, it is common to have a minimum number of police officers that must be in the field at any given time. Given the large geographic area serviced by B Detachment, desired response times, and Trooper safety concerns (including the availability of a cover unit) command has determined that the absolute minimum number of Troopers in the field is seven.

Five of these Troopers are split between the Mat-Su and Palmer Posts (these Troopers also cover Talkeenta). The other two Troopers are based at the Glennallen Post. Given the road distance between the two areas — approximately 100 miles — these two areas are staffed separately and are considered separately below.

When leave, training, sick time, or other circumstances result in fewer than five Troopers in the field between the Mat-Su Post and Palmer Post, one or more Troopers are called in for overtime until there are five in the field. When fewer than two Troopers are in the field from the Glennallen Post, off-duty Troopers are put on standby (essentially, on-call).

Number of Troopers in the field needed to meet median 2013-2015 demand at the Mat-Su and Palmer Posts

As the previous sections have shown, five Troopers in the field cannot adequately service the workload in B Detachment, particularly from noon to midnight. The workload analysis above suggests that staffing should be greater in some hours than in others, and that adding Troopers to either of the 0600-1800 / 1800-0600 shifts would result in a suboptimal allocation of

resources. It is therefore useful to think of the 0600-1800 / 1800-0600 shift schedule as providing a base that can be augmented with additional resources in peak demand hours.

Assuming that the target percent obligated time is 60%, and assuming that traffic enforcement should remain at 2015 levels, then the number of Troopers required on shift is calculated as

60% of needed Trooper hours = expected workload

$$\text{Needed Trooper-hours} = \frac{\text{expected workload}}{60\%}$$

Table 5 shows the result of this calculation for each day of the week and hour of the day, using 2013-2015 median obligated Trooper-hours from Table 2 as the expected workload. Cells with more than the August 2017 staffing level of five Troopers 1800-0600 and six Troopers 0600-1800 are shaded. This is the number of Troopers required in the field to meet median incident demand — this number does *not* yet include leave and shift relief, special assignments such as CSU, supervisors not attached to incidents, Glennallen Post Troopers and command in B Detachment.

It is clear from Table 5 and the obligated Trooper analysis in Figure 3 that the August 2017 six Troopers in the field 0600-1800 and five Troopers in the field 1800-0600 is inadequate to meet peak demand. Optimally deploying existing B Detachment Troopers is also inadequate to meet peak incident demand. If a 60% obligated time target is desired, additional Troopers must be assigned to B Detachment.

Table 5: Troopers needed to meet 2013-2015 median obligated time and 60% obligated time target

Troopers needed in the field from the Mat-Su and Palmer Posts to meet 2013-2015 median obligated time and 60% obligated time target							
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
0	5.0	5.0	5.0	5.0	5.0	6.3	7.0
1	5.0	5.0	5.0	5.0	5.0	5.6	6.2
2	5.0	5.0	5.0	5.0	5.0	5.0	5.4
3	5.0	5.0	5.0	5.0	5.0	5.0	5.0
4	5.0	5.0	5.0	5.0	5.0	5.0	5.0
5	5.0	5.0	5.0	5.0	5.0	5.0	5.0
6	5.0	5.0	5.0	5.0	5.0	5.0	5.0
7	5.0	5.0	5.0	5.0	5.0	5.0	5.0
8	5.0	5.0	5.0	5.0	5.0	5.0	5.0
9	5.0	5.0	5.0	5.0	5.0	5.0	5.0
10	5.3	5.6	5.0	5.1	5.5	5.2	5.0
11	5.3	5.9	5.6	5.2	5.8	5.7	5.0
12	6.2	6.5	6.3	6.1	6.4	7.0	6.1

13	7.0	6.6	6.6	6.5	7.2	7.0	6.3
14	6.8	7.0	7.2	7.1	7.7	7.8	6.9
15	7.5	7.8	7.7	8.2	9.0	8.8	7.3
16	7.6	7.8	7.8	8.3	8.8	8.2	7.9
17	7.1	8.0	7.9	8.7	8.8	8.4	7.2
18	7.0	7.6	7.7	8.2	8.5	8.1	7.2
19	6.7	6.3	7.5	7.4	7.2	8.0	7.4
20	5.9	5.9	6.7	7.5	7.4	7.6	7.3
21	5.5	5.2	6.4	6.8	6.9	8.1	6.7
22	5.3	5.0	5.3	6.1	7.1	7.7	6.0
23	5.0	5.0	5.0	5.1	7.0	7.1	5.5

Note: The minimum number of Troopers in the field is five due to Trooper safety concerns; this table replaces medians less than five with this minimum number.

The 0600-1800 / 1800-0600 schedule can provide the Troopers that command has determined are the absolute minimum necessary for Trooper safety: five Troopers split between the Mat-Su and Palmer Posts. This leaves open the question of how to provide additional resources for peak demand. Peak demand occurs largely during a 12-hour block of time from 1300-0100 hours. A third 12-hour shift, from 1300-0100, could provide the needed capacity to meet peak demand. This power shift would provide the needed resources for peak demand (at least eight Troopers 1300-0100) without dramatically overprovisioning resources during off-peak times.⁹

Number of Troopers in the field required at the Glennallen Post

Similar analyses for the Glennallen Post showed that the median number of obligated Trooper-hours rarely exceeds the minimum safety threshold of two in any day-of-week / hour combination.

Leave, shift-relief, and administrative time

Like all employees, Troopers do not work every day of the year. Troopers are entitled to a variety of different types of leave, plus their regular days off and training.

Table 6 shows estimated leave, training, and regular days off for 12-hour shifts. The Public Safety Employees Association contract specifies that Troopers with 5-10 years of service accrue 24 hours of personal leave per month (personal leave includes both sick leave and vacation time). This tracks well with the average personal leave accrued by staff in B Detachment (23.2 hours per month) during the study period. The PSEA contract also specifies that Troopers belonging to reserve components of the United States Armed Forces are entitled to 132 hours of additional leave (16.5 working days times 8 hours per day). Five of the 35 Troopers assigned

⁹ Other shift schedules are certainly possible. Eight- and 10-hour shift alternatives are not presented because 1) peak demand exists for longer than any 8-hour shift; 2) 10-hour shifts require more staff due to shift overlap; and 3) both command and line-level staff in B Detachment expressed a preference for 12-hour shifts.

to B Detachment during the study period are entitled to military leave (14.3%). A slightly more conservative estimate of 25% of staff is used in Table 6 to ensure sufficient flexibility in scheduling military leave.

Monthly leave data were provided by DPS for 2007-2015 from OARS. Specifically, the number of hours of administrative, court, comp time, sick, personal, PSEA union administration, military, leave without pay, and injury leave were provided, along with the total number of all other hours worked by Troopers were provided for each month. This data was used to calculate the monthly proportion of total Trooper hours spent on leave. The mean leave factor was 1.3 hours per hour of time worked, which is consistent with the estimates used here.

Training is estimated at 40 hours per Trooper per year. Accurate measures of in-service training were difficult to obtain from existing data systems. Forty hours is a minimum estimate; Troopers with additional assignments or specializations may spend considerably more time training.

Table 6: Time off (not available for patrol) each year for Troopers working 12-hour shifts

	Hours per year
Personal leave (5-10 years of service)	288
24 hours accrued per month	
Military leave	33
132 hours per Trooper x 25% of Troopers	
Training	40
40 hours in-service training per year	
7 regular days off in each 14-day period	2,184
26 14-day periods x 7 days per period x 12 hours per day	
Total time off	2,587

Troopers in B Detachment work seven days per 14-day rotation, leaving seven regular days off per two-week period. Summing the time off categories gives a total number of hours each Trooper is not available for patrol each year: 2,587.

For each 12-hour shift, there are 4,380 shift-hours per year (365 days x 12 hours). To have a single Trooper on patrol during a 12-hour shift 365 days per year, 2.44 Troopers must be assigned to that shift:

$$\begin{aligned} \text{Troopers per shift to get 1 on patrol} &= \frac{\text{shift-hours per year}}{\text{shift-hours per year} - \text{time off per year}} \\ &= \frac{4,380}{4,380 - 2,587} \\ &\cong 2.44 \end{aligned}$$

This estimate of leave and shift relief is likely a lower-bound. The actual number of Troopers needed is likely higher due to court time and light duty resulting from injury. Reliable estimates of court time and light duty were not available. While there is a court time leave type in OARS, hours billed to court time in the OARS data were unreasonably low. Key informant interviews suggested that court time is handled as either overtime or as comp time, and would frequently not be recorded as the OARS leave type provided.

Administrative time

Administrative time is not included in the obligated Trooper-hours discussed above. Administrative time is time spent on required tasks such as follow-up investigations at post, writing reports, logging evidence, routine equipment maintenance, meal breaks, and personal breaks.

Like most police departments, B Detachment does not keep records of administrative time. Based on the prior literature and interviews with line-level and command staff in B Detachment, a reasonable estimate of administrative time is 33% of a Trooper's shift. Because administrative time is time Troopers are not available to service incidents in the field, this has the effect of increasing the number of Troopers needed on shift by a factor of 1.33.

Number of Troopers required to meet 60% obligated time targets

Troopers with general patrol duties

After multiplying by the leave and shift-relief factor of 2.44 required to staff each 12-hour shift 365 days a year, and rounding up to the next whole Trooper, B Detachment requires 48 Troopers whose primary responsibility is responding to calls for service. In addition, each shift should have a line-level supervisor (Sergeant) who provides coverage during particularly busy times (e.g., Friday and Saturday nights) but has primarily supervisory duties — a total of six sergeants. This brings the total number of Troopers and line-level supervisors needed to meet 60% obligated time per hour, 33% administrative time per shift, and adequate leave and shift relief to 50. Table 7 shows the calculations in detail.

Specialized units and command

The available data do not allow separating specialized units from patrol. Some of the work performed by the Crime Suppression Unit (three Troopers and one Sergeant) is included in the above estimates. For example, follow-up investigations conducted in the field and warrant service are known to MatCom and are therefore included as obligated time in the above analysis. Other tasks completed by CSU, such as follow-up investigation conducted at post and preparing casefiles for prosecution, are invisible to MatCom.

Table 7: Calculating total number of Troopers with general patrol duties needed, three 12-hour shifts and 60% obligated time goal

Shift	Troopers in field	Plus administrative time (x1.33)	Plus leave and shift-relief (x2.44)	Full-time Troopers required	Line-level supervisors
Mat-Su / Palmer					
0600-1800	5	6.7	16.3	17	2
1300-0100	3	4.0	9.8	10	2
1800-0600	5	6.7	16.3	17	2
Glennallen*					
Shift 1	2	.	4.9	5	1
Shift 2	2	.	4.9	5	1
Total Troopers with primary patrol duties				54	8
Note: Glennallen workload is sufficiently low to allow Troopers to complete administrative tasks during their shift without additional resources.					

It is, however, reasonable to assume the majority of CSU's workload is invisible to MatCom; the reason the unit exists is to enable a small number of Troopers to conduct follow-up investigation without being obligated to conduct general patrol duties. It is *possible* that CSU's responsibilities could be devolved to patrol Troopers if B Detachment were adequately staffed, but CSU's workload was not specifically examined for this report. Without augmenting B Detachment staff to meet service demand, it will likely be *necessary* to disband CSU and reallocate its Troopers in an attempt to meet citizen demands for general patrol services.

B Detachment also includes one Trooper, one Sergeant, and seven Court Services Officers. Their workloads were not examined for this report, which focuses on general patrol duties.

Finally, B Detachment requires command staff. During the study period, this consisted of two Troopers at the rank of Lieutenant and one at the rank of Captain. Given the span of control, this is an adequate number of command staff.

Total staffing recommendation

The total staffing recommendation is 58 Troopers (54 with general patrol duties, three in CSU, and one in Judicial Services), nine Sergeants (eight with general patrol duties, one with CSU, and one in Judicial Services), two Lieutenants, and one Captain. This is an increase of 23 Troopers and three Sergeants over August 2017 staffing.

Including command (but excluding Court Services Officers), the total recommended number of sworn staff is 71. Though this is a substantial increase — 57.8% — over the August 2017 staffing of 45 total sworn, the ratio of Troopers to 1,000 population would be 0.81, well below the Pacific region average of 1.1 police officers per 1,000 population for areas of 50,000 to 99,999.

Table 8: August 2017 staff and recommended staffing at B Detachment by assignment

Assignment	Current staff	Recommended staff	Change
Mat-Su West / Palmer	28 Troopers	44 Troopers	+16 Troopers
	4 Sergeants	6 Sergeants	+2 Sergeants
Glennallen	3 Troopers	10 Troopers	+7 Troopers
	1 Sergeant	2 Sergeants	+1 Sergeant
Crime Suppression Unit	3 Troopers	3 Troopers	.
	1 Sergeant	1 Sergeant	.
Judicial Services	1 Trooper	1 Trooper	.
	1 Sergeant	1 Sergeant	.
	7 Court Services Officers	7 Court Services Officers	.
Command	2 Lieutenants	2 Lieutenants	.
	1 Captain	1 Captain	.
Total	35 Troopers	58 Troopers	+23 Troopers
	7 Sergeants	10 Sergeants	+3 Sergeants
	2 Lieutenants	2 Lieutenants	.
	1 Captain	1 Captain	.

Alternate obligated time target: 85%

As discussed above, the 60% obligated time recommendation is somewhat arbitrary, and different agencies set different targets for percent obligated time. If the target were increased to 85% obligated time, then the number of Troopers in the field on the 1300-0100 shift at the Mat-Su West and Palmer Posts could be reduced to two. This reduced number of Troopers could allow the other shift Sergeants to supervise the 1300-0100 shift — though this would put these shift Sergeants at the upper end of a reasonable span of control.

The result is shown in Table 9. The overall number of Troopers is reduced to 41, with four Sergeants. Command, CSU, Glennallen, and Judicial Services recommendations would remain unchanged from the prior estimates. This alternative target would therefore still result in substantially higher staffing than was allocated to B Detachment during the study period.

Table 9: Calculating number of Troopers needed, three 12-hour shifts and 85% obligated time goal

Shift	Troopers in field	Plus administrative time factor (1.33)	Plus leave and shift-relief	Full-time Troopers required	Line-level supervisors
Mat-Su / Palmer					
0600-1800	5	6.7	16.3	17	2
1300-0100	2	2.7	6.5	7	.
1800-0600	5	6.7	16.3	17	2
Total Troopers with primary patrol duties				41	4

Troopers in B Detachment are chronically over-utilized — and this means workload-based staffing models may underestimate demand

The August 2017 staffing in B Detachment was 31 Troopers with general patrol duties and five Sergeants. There are an additional three Troopers and a Sergeant in CSU, plus two Lieutenants and one Captain.

This staffing level is barely adequate to meet minimum safety requirements of five Troopers in the field from the Mat-Su West and Palmer Posts (combined) and two Troopers in the field from the Glennallen Post after including leave. This staffing level is also barely adequate to meet citizen demands for service. Even after excluding most Trooper-initiated activity (traffic stops), it is common for more than 80% of Trooper-hours to be obligated. This frequently leaves zero excess capacity. Stated slightly differently, it is common for *every* Trooper in the field to be handling an incident.

This chronic over-utilization creates a problem for any analysis of computer-aided dispatch data, like what is used for staffing recommendations in this report: the data used to create the staffing recommendations in this report may represent the lower bound of citizen demand. When a Trooper is unavailable to handle a call because she or he is already busy, the incident is put in a call stack (delayed) when it's low-priority. When an incident is high-priority, Troopers must break from another incident to service it. *In either case, the number of obligated Troopers or obligated Trooper-hours can never be higher than the number of Troopers working at any given time.*

Several methods not detailed in this report were used to estimate appropriate staffing levels. Average counts of incidents were multiplied by average incident durations, for example. *All* of these methods suggest that Troopers in B Detachment are chronically over-utilized, particularly during times of peak demand.

This over-utilization causes operational problems. Many evidence-based policing practices such as community policing, problem-oriented policing, and focused deterrence require unobligated time to conduct — without unobligated time, Troopers cannot engage in these activities. Near-100% utilization also leaves Troopers in a constant, day-to-day state of emergency. This causes safety, retention and recruitment problems as Troopers are unable or unwilling to take leave¹⁰ or obtain advanced training. Trooper stress and fatigue are also increased by persistent over-utilization, potentially leading to increased injuries and poor decision-making.

¹⁰ There are direct and indirect effects of high workloads on leave. The direct effect is that Troopers who request leave cannot take leave as requested. The indirect effect is that Troopers do not request leave because they know it will be denied, or because they know that there are insufficient resources to fill their shift and their fellow Troopers will be left short-handed. The direct effects on leave could be measured by comparing leave requests to granted and taken leave; it is harder to estimate indirect effects.

Fifty-eight Troopers, 10 Sergeants, two Lieutenants, and one Captain are required to meet citizen demand, provide 2013-2015 levels of proactive activity, meet 60% obligated time targets, and maintain existing specialized units. Reducing the target for obligated time to 85% reduces this recommendation by three Troopers and two Sergeants.

Under either obligated time target, B Detachment should have substantially more sworn staff than its August 2017 staffing level. Implementing the recommended sworn staffing increases will require a multi-year retention and recruitment plan beyond the scope of this report.

How much excess capacity police agencies require is a policy question that, ultimately, is not answerable by a workload analysis such as that reported here. The 60% obligated time target used here is a guideline, not a hard rule, and considerable variation exists among police agencies in the United States. This analysis has, however, made it clear that B Detachment is operating at a utilization rate that is unlikely to be sustainable in the long term.

Workload description

Incident counts

Between 1 Jan 2009 and 31 Dec 2015, the Alaska State Troopers or Alaska Wildlife Troopers dispatched via MatCom in B-Detachment were the primary unit for an average of 48,000 incidents per year, including traffic stops. The Wasilla Police Department (and, before 2011, the Houston Police Department) handled an additional 22,000 incidents combined. Figure 4 shows the number of incidents by primary unit agency and year.¹¹ The overall trend of the total number of incidents where AST/AWT Troopers are the primary is one of stability, neither consistently increasing nor decreasing.

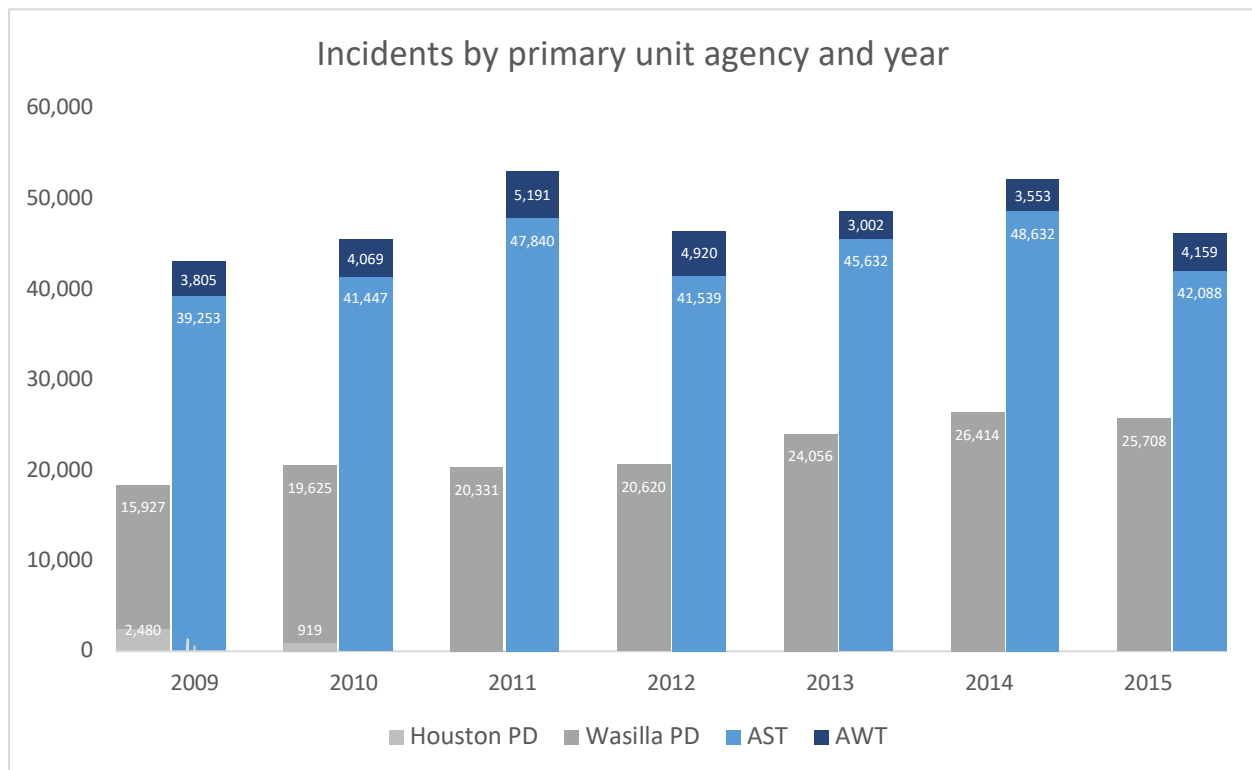


Figure 4: Incidents by primary unit agency and year

MatCom data includes the times calls were dispatched and when they were cleared, allowing for the calculation of Trooper-hours spent servicing calls. The measures of Trooper-hours used here include both travel time and time onscene. Figure 5 shows the total number of Trooper-hour spent servicing calls by year. The number of Trooper-hours spent servicing calls has increased 14.7% from 2012 to 2015. Over the same period, the number of incidents has decreased 0.5. Together, this suggests that the Troopers are either spending more time per incident, or that the types of incidents have shifted over time.

¹¹ Incidents where AST or AWT Troopers responded but were not the primary unit are additional 500 (approx.) incidents per year.

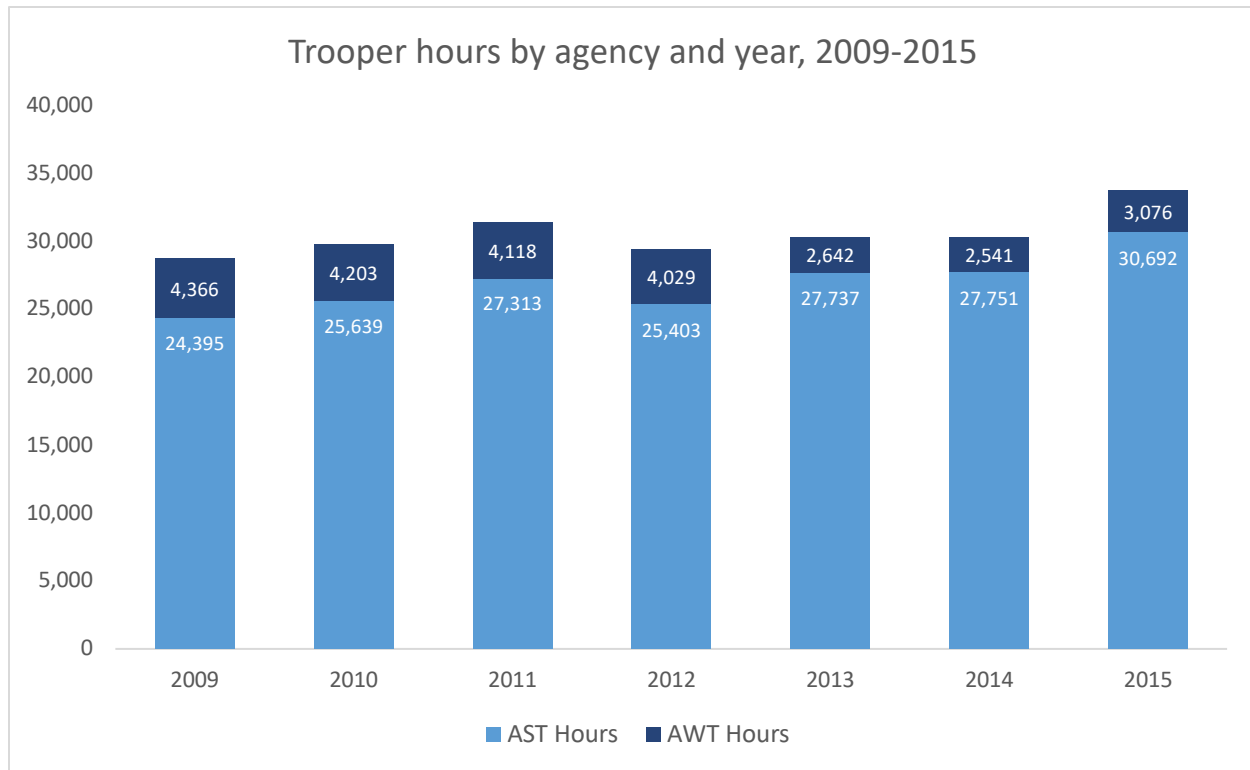


Figure 5: Trooper-hours spent from dispatch time to clear time; includes all incidents where AST/AWT units responded

Incidents by month

Citizen demand for police services typically varies throughout the year. The average number of incidents serviced by Alaska State Troopers and Alaska Wildlife Troopers in B-Detachment are 24.3% higher in May-August (4,600 per month) than in September-April (3,700 per month)¹², as shown in Figure 6. Traffic stops are 29.6% to 39.3% of monthly AST/AWT incidents in the MatCom data during the 2009-2015 period.¹³

¹² Monthly average count of incidents where at least one AST/AWT Trooper responded regardless of what agency was primary for years 2009-2015.

¹³ "Traffic stops" include incidents with a final code of traffic stop or ATV stop. Traffic stops do not include other vehicle-related incidents such as vehicle collisions, driving while suspended, driving while intoxicated, etc.

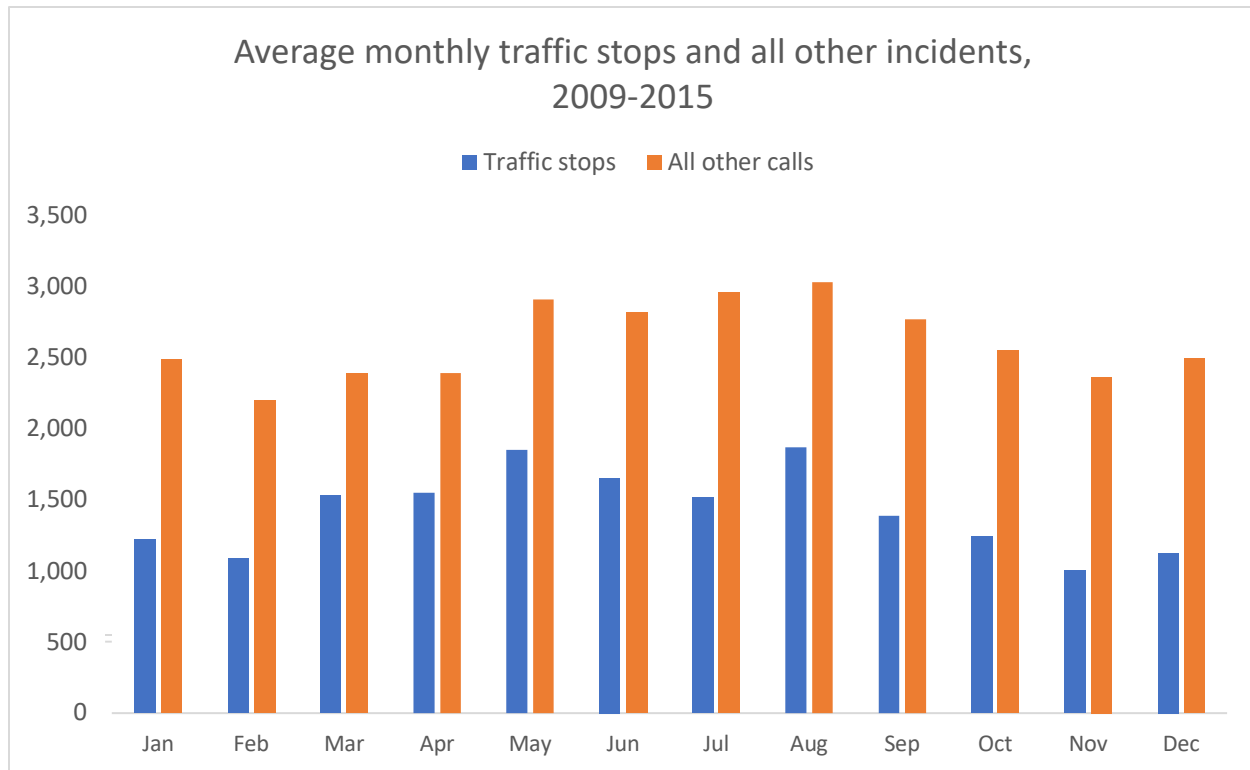


Figure 6: Average monthly incidents by type (traffic stop v. all other incidents), 2009-2015; includes all incidents where AST/AWT units responded

Figure 7 shows the average number of incidents by day of week, again splitting traffic stops from all other incidents. On average, incidents tend to increase on the weekend, with Monday through Thursday having lower average incident counts (119.2) than Friday through Sunday (152.8).

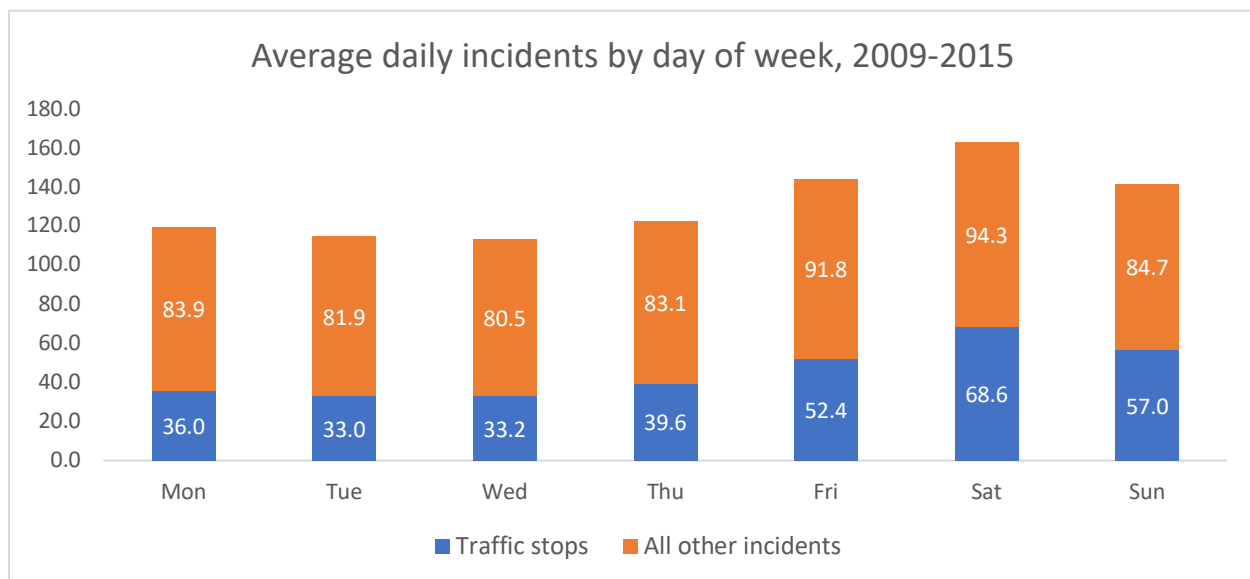


Figure 7: Average daily incidents by day of week and type (traffic stop v. all other incidents), 2009-2015; includes all incidents where AST/AWT units responded

Figure 8 shows the average monthly incident counts by hour. Total incident counts peak during the 1600 hour and decline smoothly until 0500. The proportion of incidents that are traffic stops remains relatively stable across all hours.

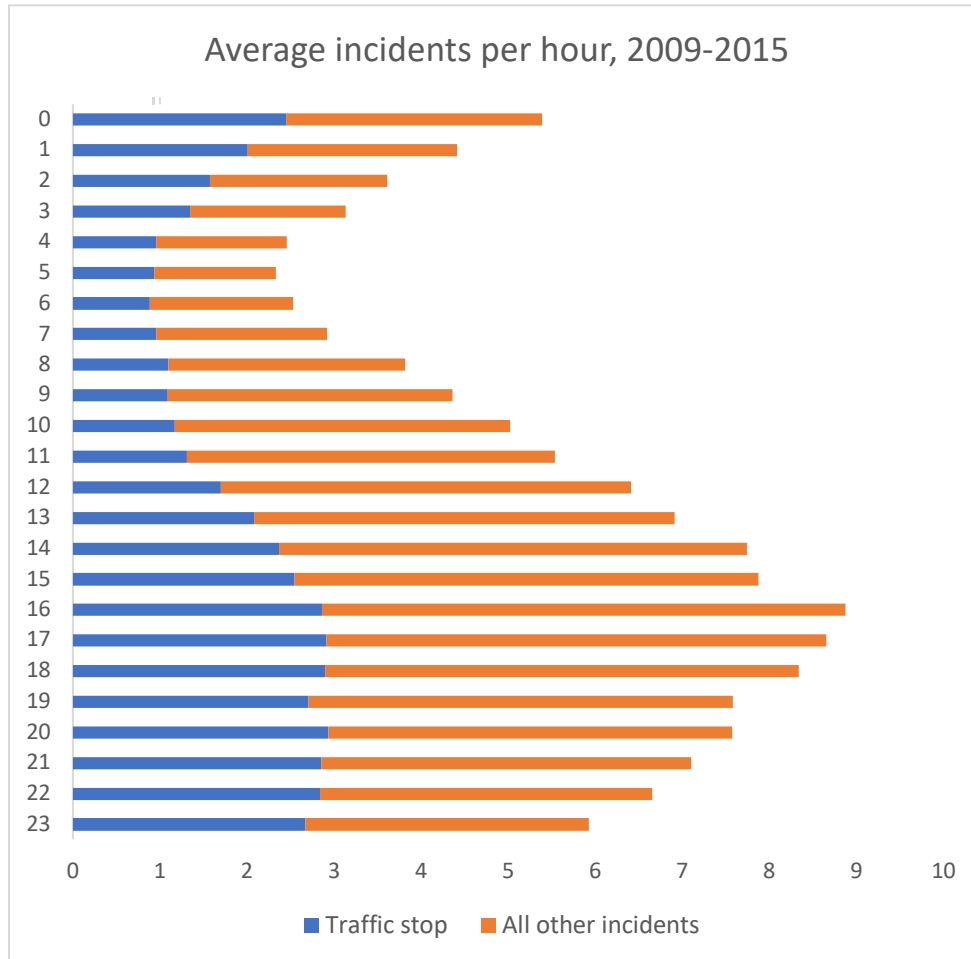


Figure 8: Average incident counts by hour, 2009-2015; includes all incidents where AST/AWT units responded

Day of week and time of day can be combined into a contour plot, as shown in Figure 9. In terms of total incidents, the busiest time of day and day of week is Thursday-Sunday 1500-2300, shown in red in Figure 9. Figure 9 also shows that the average number of incidents per hour is otherwise relatively stable across days of the week.

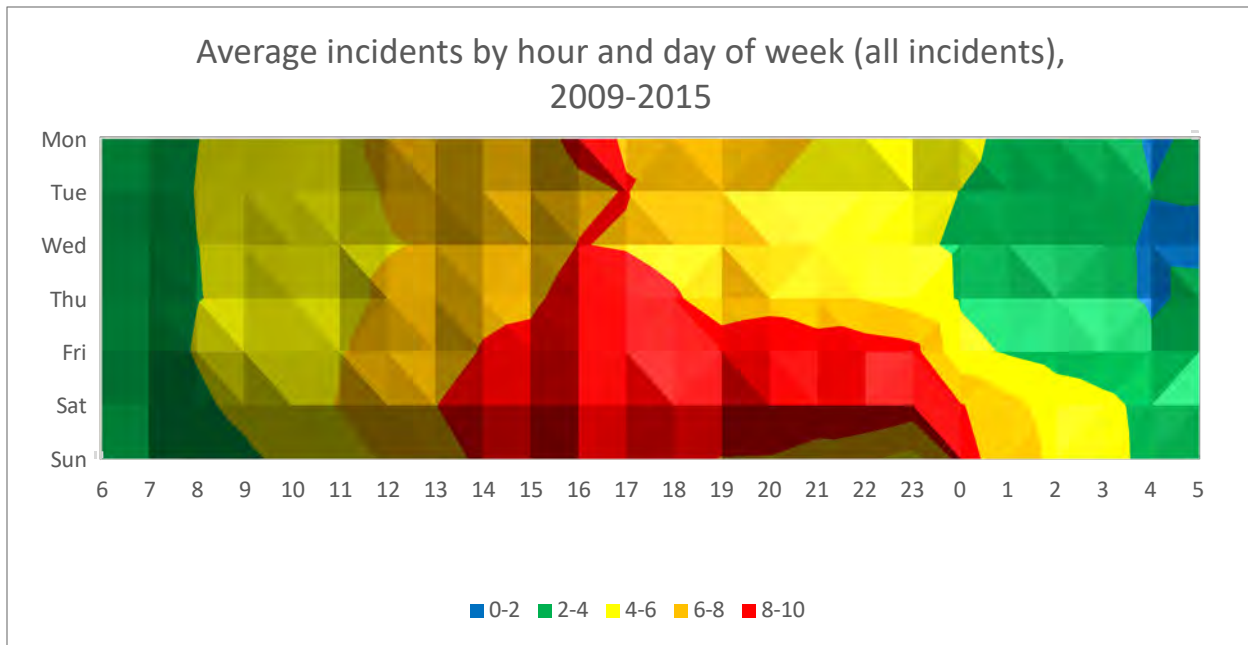


Figure 9: Average incident counts by time of day and day of week, 2009-2015

Incident counts and Trooper-hours by call type

Incident type is measured as the final call type as recorded by MatCom after the unit arrives on-scene. Final incident types can vary from original incident types. Each incident can have one and only one final incident type.

Figure 10 splits incidents by type (see Appendix I for how calls were categorized). Figure 10 shows the percent of total Trooper hours (in orange) and the percent of total incidents (in blue). Trooper time was estimated by differencing cleared times from dispatched times in the MatCom data for any incident where at least one AST or AWT Trooper was attached to the call.¹⁴

Figure 10 shows the importance of examining both incident counts and Trooper time spent on calls. While violent incidents are rare (2.1% of incidents), they consume 9% of Trooper hours during the study period. Traffic incidents, which include any non-collision vehicle-related incident (traffic stops, road kill, DWI) are 45.4% of incidents but consume 21.7% of Trooper-hours. The analysis of B-Detachment workload therefore pivots to focus on Trooper-hours spent rather than incident counts, because Trooper-hours is the most relevant measure for the purpose of patrol staffing.

¹⁴ Estimated times includes travel time. Observation of field practice and radio procedure suggest that the time estimates included here are reasonably accurate but not exact. Multiple Troopers can be attached to a single call; time estimates include all units attached to the call, including Troopers who never arrived on-scene (e.g., Troopers who were preempted by higher priority calls while traveling to the scene).

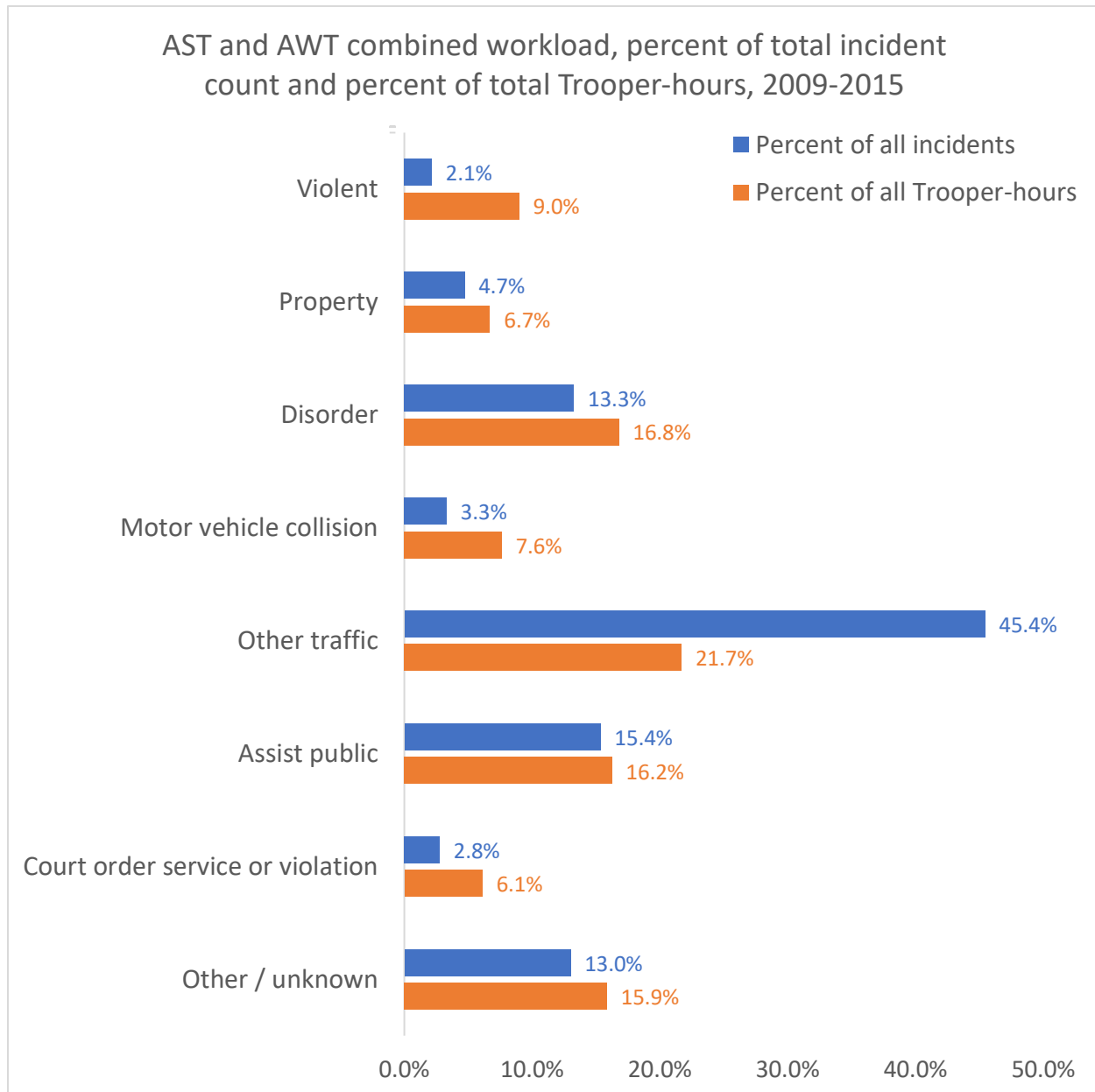


Figure 10: Percent of total incidents and percent of total Trooper hours by type, 2009-2015

Trooper hours by incident type and Trooper-hour growth over time

When including all Troopers attached to a call, the average number of Trooper-hours spent per incident is 0.6 (about 36 minutes). The typical time spent on an incident varies considerably by type. Violent crimes are the most time consuming, taking 2.8 Trooper-hours per incident. Motor vehicle collisions are next and take 1.5 Trooper-hours on average. Court order service and violations are third, taking 1.4 Trooper-hours. Figure 11 shows the average Trooper-hours spent per incident by incident type over the study period (2009-2015).

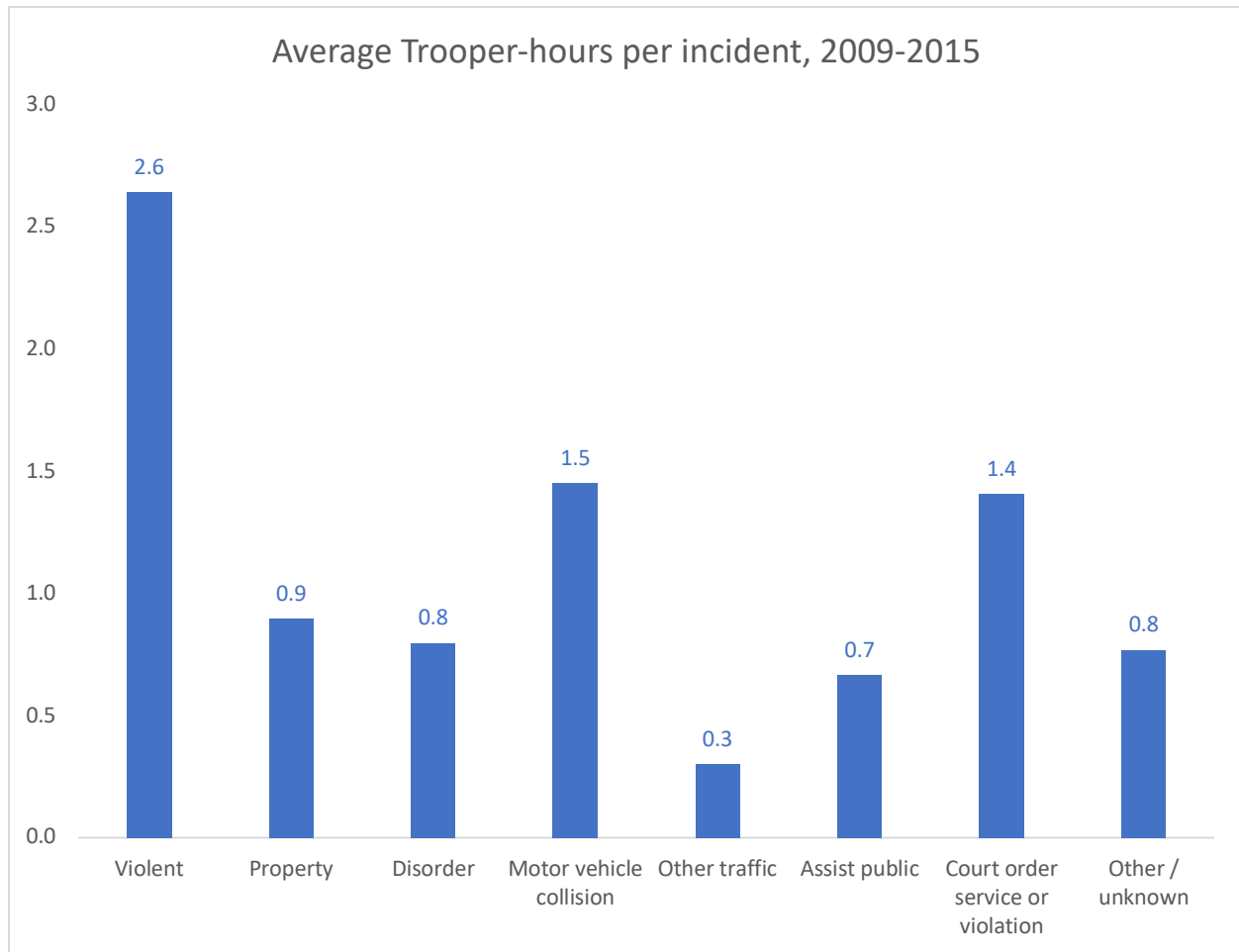


Figure 11: Average Trooper-hours per incident, AST and AWT B Detachment, 2009-2015

Recall that Figure 5 showed total Trooper-hours. The total number of Trooper-hours spent on incidents increased 17.4%, to 33,768 from 28,761 over the 2009-2015 period. This increase is not uniform across categories of incidents, which suggests there is value in examining the Trooper-hour trend over time by incident category. Figure 12 shows Trooper-hours spent by year and incident category for the study period.

During the study period, Trooper hours spent on traffic incidents, which are typically discretionary, have decreased slightly as Troopers have spent more time on non-discretionary incidents such as assist public, court order service (and in 2015, property crime). Trooper-hours spent on traffic incidents have decreased 7.6%, from 6,149 in 2009 to 5,683 in 2015.

Other / unknown incidents include agency assists and follow-up activity. Trooper-hours spent on these incidents have more than doubled during the study period, from 1,247 to 2,714. Other / unknown also includes and catch-all categories of “other activity not categorized”, “suspicious circumstance”, and “all other calls”. Over the study period, the number of Trooper-hours in these catch-all categories has decreased 43%, from 4,761 to 2,706, which may explain increases in other categories.

Disorder incidents include an array of nuisance incidents such as disturbances, civil complaints, drug complaints, non-criminal family offenses, harassment complaints, runaway juveniles, and trespassing complaints. Overall, Trooper hours spent on disorder incidents are up 27.3% from 4,504 in 2009 to 5,732 in 2015. Half of the Trooper hours in this category are spent on disturbance incidents, which have increased 17.9% (from 2,135 to 2,516). Trooper hours spent on trespassing complaints increased sharply over the study period, to 329 from 148, a 122.3% increase. Trooper hours spent on minors in need of supervision incidents increased 115.7%, to 358 from 166. Other incidents in this category showed non-remarkable changes from 2009-2015.

Assist public incidents include a wide variety of incidents where the public requires some sort of help. Overall, Trooper hours spent on these calls showed a steady increase from 2009 to 2015. Trooper hours spent on assist public incidents increased 34.0% over the study period, from 4,223 to 5,659 hours per year. These calls include motorist assist, medical assist, and public assist incidents, which together increased 29.9% (from 1,343 to 1,744) from 2009 to 2015. This category also includes search and rescue, security check, 911 hang-up, and animal issues (domestic and wildlife). Trooper hours on these incidents increased 12.6%, from 2,028 to 2,284. This category also includes fires with law enforcement requested, a category that was not captured in 2009. In 2015, 125 Trooper hours were spent on these fires. Trooper hours spent on welfare checks increased 76.7%, from 852 to 1,505.

Trooper hours spent on court order service grew 110% over the study period, to 2,683 hours in 2015 from 1,277 hours in 2009. Much of this growth was in warrant arrests, with Trooper hours on warrant arrests increasing from 973 in 2009 to 2,087 in 2015. It is unclear if this increase in warrant arrests is due to a real change in field practice or a change in reporting practices over the study period. In additional analyses (not shown) the average number of Troopers attached to each arrest incident *increased* over the study period, from 1.8 in 2009 to 2.7 in 2015. Over the same time, the number of warrant arrest incidents increased from 655 to 825. MatCom data includes an “original” incident type as well, allowing exploration of incidents with a final type of warrant arrest to see if they originated as warrant arrests. From 2009-2015, there was *not* a clear pattern of increasing incidents that originated as warrant arrests. This is true even if “follow up investigations” are added to warrant arrests (this is the most likely incident type miscategorization, given the available types).

The available data suggests that Troopers may be encountering increasing numbers of citizens who have warrants while Troopers are handling other incidents, and on average those incidents have more Troopers attached for more Trooper-hours in 2015 compared to 2009. There is insufficient data to explain why this is the case. Plausible explanations include changes in policy/procedures regarding warrant checks or changes in policy/procedure that increase arrestee processing time. It is, of course, also possible that an increased number of citizens have open warrants.

In property crime, Trooper-hours spent on burglary increased 63.1%, from 470.5 in 2009 to 767.4 in 2015, with the increase being almost entirely in 2015. Burglary incident counts (not

shown separately) increased by 14.5% over this same time period, from 338 in 2009 to 387 in 2015. The average number of Troopers assigned per burglary call increased from 1.6 to 2.2 in the same period, suggesting that the majority of the increase is in more Troopers being sent per call. Trooper hours spent on vehicle thefts increased 207.9% from 135.7 in 2009 to 417.8 in 2015. Vehicle theft incident counts increased 66.7%, from 126 to 210. As with burglary incidents, the average number of Troopers responding to vehicle thefts increased also increased, from 1.4 in 2009 to 2.3 in 2015.

Trooper-hours spent on violent crime incidents is virtually flat. Violent crime includes clear acts of violence such as assault, child abuse, domestic violence, homicide, robbery, and sexual assault. This category also includes potentially violent incidents, such as suicides and deceased persons. There is no consistent change in Trooper-hours spent on violent crime incidents from 2009-2015, with 3,053 Trooper-hours in this category in 2015. The noteworthy trend in this category is overall growth in the average number of Troopers attached to each incident. In 2009, 2.0 Troopers were attached on average; by 2015 this number had grown to 2.6. In fact, Troopers responded to slightly fewer violent incidents in 2015 (961) than in 2009 (1,085).

Trooper-hours spent on motor vehicle collisions is largely flat, with 2,608 Trooper-hours in 2015.

Overall, this examination shows two categories that merit further attention. First, the number of Trooper hours spent on vehicle thefts and burglaries showed a large increase in 2015. This increase is due to both an increase in incident counts *and* an increase in Troopers attached to each incident. Second, the number of Trooper-hours spent on court order service and violations, in particular warrant arrests, has shown steady increases since 2012. Further examination (beyond the scope of what can be analyzed for this report) is suggested.

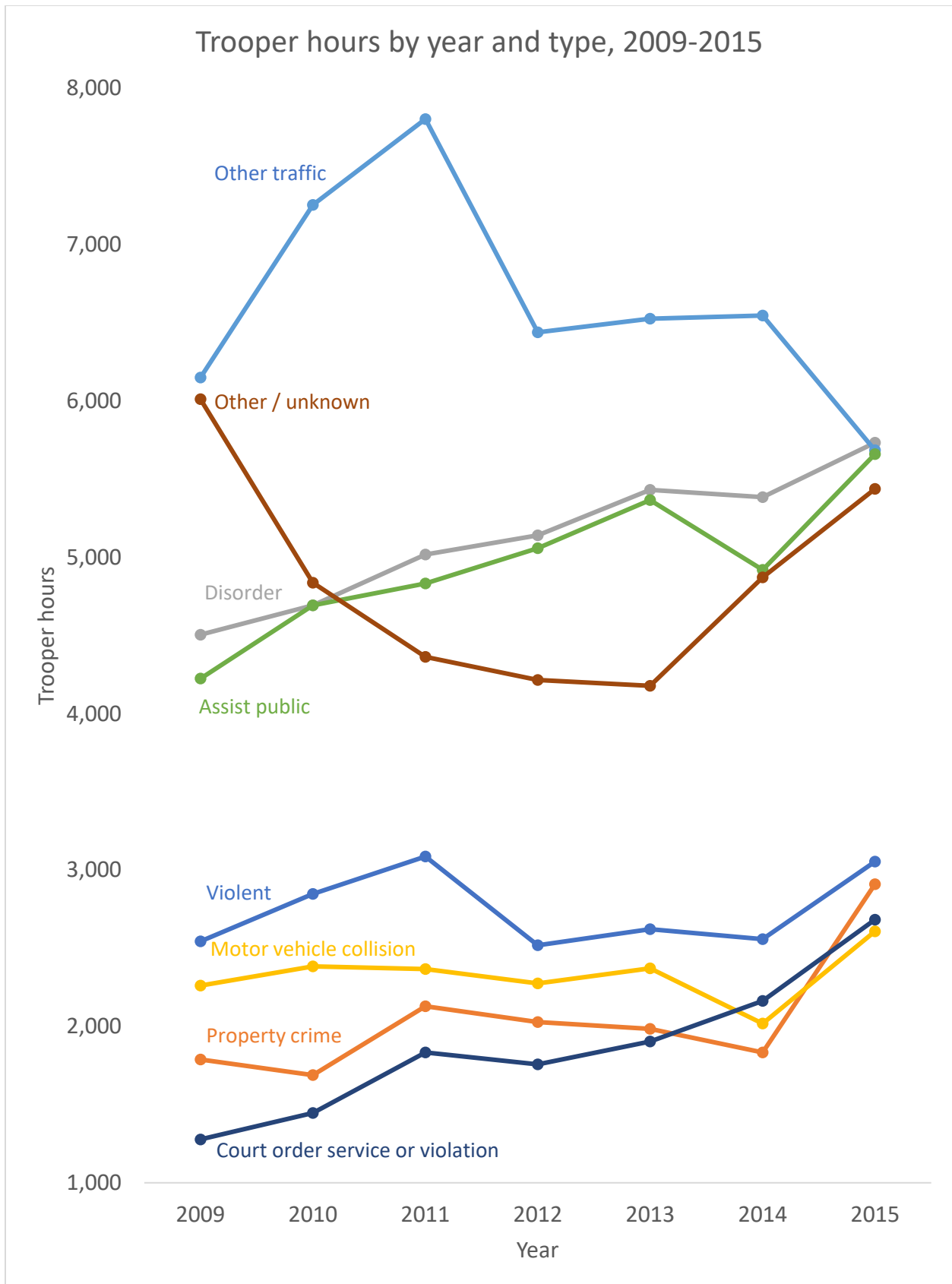


Figure 12: Trooper hours by year and type, 2009-2015

Appendix

Call classification, data source, and methods

Table 10: Number of incidents, average Troopers attached, and average Trooper-hours, B Detachment, 1 Jan 2009-31 Oct 2016

		Average per call	
	Freq.	Troopers	Trooper-hours
Other / unknown			
Agency Assist	5,452	1.6	1.0
Escape Custody of Le Corrections	5	5.0	6.6
Foot Pursuit	7	7.3	7.0
Follow Up Activity	14,273	1.2	0.7
Other Activity Not Categorized	6,850	1.2	1.2
Suspicious Circumstance (All)	21,873	1.4	0.6
All other calls	1,218	1.6	1.3
Disorder			
Abandoned Vehicle	2,810	1.2	0.5
Alarm (Any)	11,015	1.3	0.4
Atv Complaint	1,867	1.1	0.4
Civil Complaint	9,015	1.2	0.6
Disorderly Conduct	229	2.8	2.6
Disturbance	13,376	2.2	1.3
Drug Complaint	1,973	1.8	1.7
Family Offenses Non-Criminal	898	2.2	1.2
Fireworks Complaint	391	1.2	0.3
Harassment Complaint	3,301	1.2	0.6
Intoxicated Person	272	1.5	0.7
Minor Consuming	3	3.0	2.2
Minor in Need of Supervision	2,302	1.5	0.9
Prostitution Complaint	5	1.8	1.7
Runaway Juvenile	739	1.5	1.0
Trespassing Complaint	2,004	1.5	0.9
Property			
Burglary	2,730	1.7	1.5
Counterfeit	22	1.2	0.9
Found Property	945	1.3	0.9

	<i>Freq.</i>	<i>Average per call</i>	
		<i>Troopers</i>	<i>Trooper-hours</i>
Forgery Complaint	24	1.0	1.0
Fraud Complaint	2,021	1.1	0.5
Lost Property Complaint	703	1.1	0.5
Malicious Mischief, Vandalism	2,712	1.4	0.9
Theft from Merchant by Concealment	195	1.6	0.9
Theft by Taking or Receiving	7,845	1.3	0.8
Vehicle Theft	1,197	1.8	1.5
Violent			
Assault	2,913	2.7	3.4
Attempted Suicide	296	2.7	1.9
Child Abuse	44	1.2	1.1
Deceased Person	1,546	1.7	2.7
Domestic Violence Complaint	859	2.6	2.7
Domestic Violence in Progress	33	3.2	2.3
Violate DV Protective Order	859	1.5	1.2
Homicide	29	11.1	31.3
Indecent Exposure or Activity	28	1.5	0.7
Kidnap	11	6.3	12.6
Robbery	95	4.5	5.2
Report of Harm	156	1.3	1.1
Sexual Assault	514	1.4	1.8
Suicide	176	3.3	5.6
Weapons Offense-Shots Fired	549	1.7	1.5
Assist public			
911	6,827	1.4	0.6
Domestic Animal Related	2,749	1.1	1.0
Emergency Locator Beacon Alert	36	1.3	0.5
Fire (Any Fire Le Are Requested)	474	1.7	1.4
Motorist Assist	8,700	1.1	0.2
Medical Assist	2,041	1.9	1.1
Public Assist	16,577	1.2	0.5
Search and Rescue	436	2.4	5.2
Security Check	2,165	1.1	0.3

	<i>Freq.</i>	<i>Average per call</i>	
		<i>Troopers</i>	<i>Trooper-hours</i>
Welfare Check	11,035	1.6	0.8
Wildlife Related Animal Issues	8,112	1.2	1.0
Court order service or violation			
Court Order Service or Violation	922	1.8	2.1
Serve DV Protective Order	993	1.5	0.9
Eviction from Premises by Court Order	25	1.6	0.9
Fail to Register as Sexual Offender	159	1.1	0.3
Serve Subpoena, Summons	1,735	1.1	0.3
Warrant Arrest	6,551	2.1	1.8
Motor vehicle collision			
Hit and Run	706	1.5	1.0
Damage Only Collision	8,425	1.5	1.0
Collision Resulting in Fatality	95	6.3	15.8
Collision Resulting in Injury	1,884	2.7	3.1
Collision Occurring on Private Property	175	1.2	0.5
Motor Vehicle Accident (injuries unknown)	1,272	1.5	1.3
Other traffic			
Aircraft Incident	188	2.1	3.6
Driving Under Influence	3,673	2.6	4.1
Drive While License Suspended Cancelled	2,905	1.5	1.2
Minor Operating Motor Vehicle After Consuming	154	2.0	1.8
Operating Without Valid License	560	1.4	0.9
Road Kill	116	1.3	0.7
Reckless Driving	1,253	1.3	0.3
Report Every Dangerous Driver Immediately	16,014	1.2	0.2
Subject Stop	3,122	1.1	0.2
Traffic Stop	130,569	1.1	0.2
Atv Stop	171	1.1	0.2
Traffic Hazzard	3,963	1.2	0.4
Traffic Offense	884	1.6	1.0
Traffic Pursuit (Fail to Yield)	339	3.8	3.0
Vehicle in Ditch	3,695	1.3	0.5
Municipal ordinance violation	24	1.0	0.5

Data structure and agency identification

MatCom (Wasilla Police Department dispatch) provided computer-aided dispatch (CAD) data for 1 Jan 2007 through 31 Oct 2016. Data were provided in two tables: 1) incident-based; 2) unit-based. The incident table has one record per incident. Incidents can have multiple Troopers or police officers (i.e., more than one *unit*) dispatched to them. Each record in the unit table has one record per incident-unit combination. These tables were merged using the incident number.

Unit number prefixes are used to identify the agency of a unit. For example, 1B45 is a unit designator, with a prefix of “1B”. Table 11 shows the agencies and associated prefixes.

Table 11: Agency identification by unit designator prefix

Agency	Prefixes
Alaska State Troopers	1B
	1D
	1E
	1H
	1T
	1V
	1X
	2N
	2X
	4V
	5H
	8T
	HELO
Wildlife Troopers	5N
	5B
Court Services	3B
	3J
Alaska Bureau of Investigation	2I
Wasilla Police Department	W
	K
	R
Federal agencies	10B
	11B
Commercial enforcement	80
Houston Police Department	HPD
Parks	24C
	24G
Department of Public Safety Fire	7G

The agencies of primary interest for this report are the Alaska State Troopers and Wildlife Troopers — but other agencies cannot be ignored.

First, multiple agencies can respond to a single incident. This is to be expected when large, unusual incidents occur. Even routine incidents can have units from multiple agencies respond. This is especially true of situations requiring backup, or incidents along the borders of the service areas for each agency.

Second, MatCom's CAD records the "primary unit" based on which unit was assigned *first*. The primary unit did not necessarily spend the most time on scene. Incidents can be handed off from one unit to another, which sometimes results in a different agency handling most of the work related to an incident. Where practicable, unit-level data is used within this report to estimate trooper-hours.

Data dropped from the analysis

The original MatCom data contained 795,417 incidents. Incidents that were never assigned to a unit were dropped (68,326). Inconsistencies in incident type codes in years 2007 and 2008 caused those years to be dropped (121,263). Incidents with locations in Anchorage were dropped (815) because they were outside the study area. Records with a final incident type of "locate" (521) or request for patrol of a particular geographic area (13,745) were dropped after consultation with MatCom — these are frequently information-only items and not incidents that require a response. Incidents where the primary agency was the Alaska Railroad (10), federal agencies (148), ABI (1,958), DPS fire (30), Court Services (28,885), Parks (2,676), Commercial enforcement (1,833), or where the agency was unknown or unrecorded (416) were all dropped.

Finally, the primary Sockeye fire incident record was dropped. Many resources from many agencies were attached at various times. Including this incident in the analyses is difficult — this was a unique event in terms of the number of troopers/officers and police hours spent (377 units were dispatched over 12 days, spending at least 1,035 Trooper/officer hours on-scene). This left 554,790 incidents from 1 Jan 2009 through 31 Oct 2016 from all agencies served by MatCom. Of these incidents, 379,187 had at least one AST or AWT unit assigned to the incident, regardless of which agency was the primary.

Brief review of administrative time literature

A comprehensive review of the literature showed relatively few studies of administrative and personal time specifically, but several observational time-task studies exist. Most studies collected data in the late 1990's. Combined, these studies show a wide range of estimates of police officer time spent on administrative tasks, meal breaks, and personal breaks, but they converge on an estimate the IACP first suggested decades ago: about one-third of officer time is spent on these tasks. Nine studies included time-task data from 26 agencies.

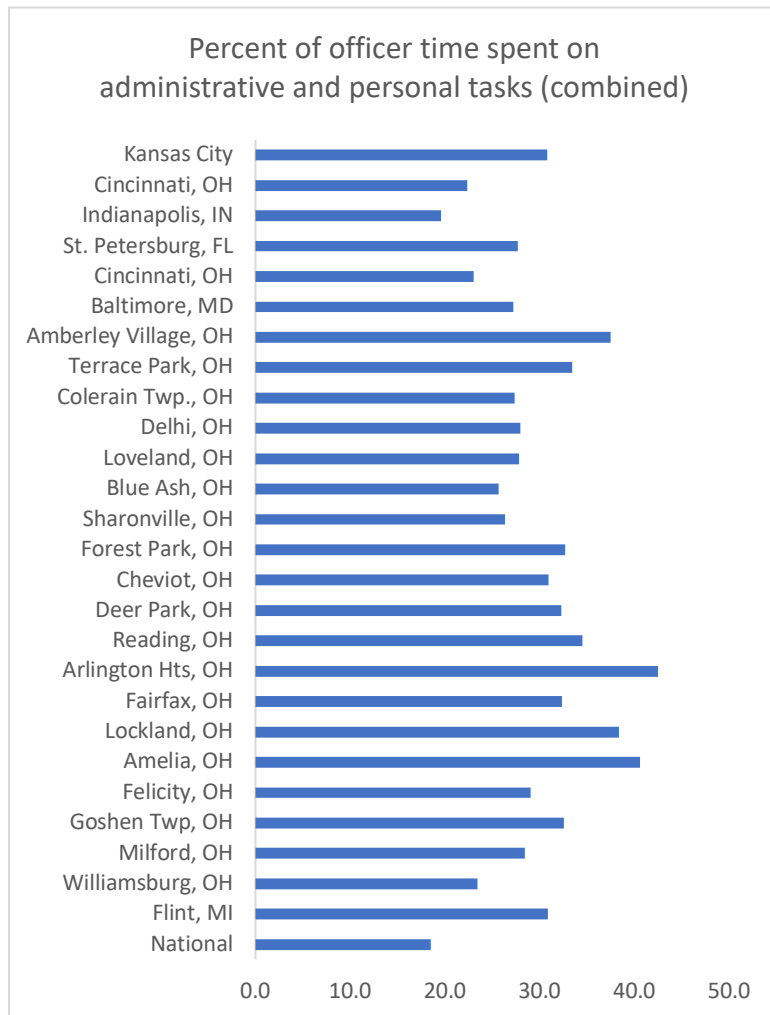


Figure 13: Percent of officer time spent on administrative and personal tasks

The average of administrative and personal time in these studies is 29.8% of officer time. For estimating workloads, this report uses a slightly more conservative estimate of 33.3% that is still well within the common range of these studies.

Many of the included studies are from Ohio — a research team from the University of Cincinnati conducted a series of studies using direct observations of police officers in 1999-2000. Many of these are small-midsize agencies serving rural areas. The workload of these agencies is likely similar to that of B Detachment Troopers.

More recent studies are rare. The most recent study available, from 2012, used a national survey of officers. This study found substantially lower estimates of administrative and personal time than the other studies, all of which used direct observation of officers. While it is possible that administrative/personal time changed 1999-2012, it is more likely that officers underestimate the amount of time spent on these tasks relative to other tasks.

Table 12: Percent of shift spent on administrative and personal tasks

Percent of shift spent on administrative and personal tasks	Data collection site	Year of collection
30.8	Kansas City	1972-1973 ¹⁵
22.3	Cincinnati, OH	1995 ¹⁶
19.6	Indianapolis, IN	1996 ¹⁷
27.7	St. Petersburg, FL	1996 ³
23.0	Cincinnati, OH	1997-1998 ¹⁸
27.2	Baltimore, MD	1999 ¹⁹
37.5	Amberley Village, OH	1999-2000 ²⁰
33.4	Terrace Park, OH	1999-2000 ⁶
27.3	Colerain Twp., OH	1999-2000 ⁶
27.9	Delhi, OH	1999-2000 ⁶
27.9	Loveland, OH	1999-2000 ⁶
25.6	Blue Ash, OH	1999-2000 ⁶
26.3	Sharonville, OH	1999-2000 ⁶
32.7	Forest Park, OH	1999-2000 ⁶
30.9	Cheviot, OH	1999-2000 ⁶
32.3	Deer Park, OH	1999-2000 ⁶
34.5	Reading, OH	1999-2000 ⁶
42.5	Arlington Hts, OH	1999-2000 ⁶
32.4	Fairfax, OH	1999-2000 ⁶
38.4	Lockland, OH	1999-2000 ⁶
40.6	Amelia, OH	1999 - 2000 ²¹
29.0	Felicity, OH	1999-2000 ⁷
32.5	Goshen Twp, OH	1999-2000 ⁷
28.4	Milford, OH	1999-2000 ⁷
23.4	Williamsburg, OH	1999-2000 ⁷
30.9	Flint, MI	2010-2011 ²²
18.5	National survey	2012 ²³

¹⁵ Whitaker, G. P. (1982). What is patrol work? *Police Studies*, 4(4), 13-22.

¹⁶ Frank, J., Brandl, S. G. & Watkins, C. R. (1997). The content of community policing: A comparison of the daily activities of community and "beat" officers. *Policing: An International Journal of Police Strategies & Management*, 20(4), 716 - 728.

¹⁷ Parks, R. B., Mastrofski, S. D., DeJong, C. & Gray, K. (1999). How officers spend their time with the community, *Justice Quarterly*, 16(3), 483 - 518.

¹⁸ Smith, B. W., Novak, K. J. & Frank, J. (2001). Community policing and the work routines of street-level officers. *Criminal Justice Review*, 26(1), 17-37.

¹⁹ Famega, C.N. (2008). Proactive policing by post and community officers, *Crime & Delinquency*, 55(1) 78-106.

²⁰ Liederbach, J. (2005). Addressing the "elephant in the living room". *Policing: An International Journal of Police Strategies & Management*, 28(3), 415-434.

²¹ Liederbach, J. & Frank, J. (2003). Policing Mayberry: The work routines of small-town and rural officers. *American Journal of Criminal Justice*, 28(1), 53 - 72.

²² Terrill, W., Rossler, M. T. & Paoline, E. A. III (2014). Police service delivery and responsiveness in a period of economic instability. *Police Practice and Research*, 15(6), 490-504.

²³ Korre, M., Farioli, A., Varvarigou, V., Sato, S., & Kales, S. N. (2014). A survey of stress levels and time spent across law enforcement duties: police chief and officer agreement. *Policing*, 18(2), 109 - 122.

Bert Cottle

From: Troy Tankersley
Sent: Tuesday, April 24, 2018 1:11 PM
To: Bert Cottle; Gene Belden
Subject: WPD Officer to Houston

Mayor,

In review of an officer going to Houston for 2 months the Chief asked me to use a mid-range officer for price comparison.

In this example I used the wages and benefits associated to Officer Holmgren.

Wages and Benefits:	\$24,000
Vehicle fuel:	750
Vehicle Insurance:	200
Repair and Maint.	500
Total (2 months):	<u>\$25,450</u>

Let me know if you need additional information.

*Troy Tankersley, CGIP
Finance Director
City of Wasilla
290 E Herning Ave
Wasilla, AK 99654*

*ttankersley@ci.wasilla.ak.us
Ph: (907) 373-9084
Fx: (907) 373-9085*



Honoring our Past, Celebrating our Present,
Igniting the Future

Crime in the Mat-Su Borough

A Report of the Mayor's Blue Ribbon Task Force on Police Powers

January 2005

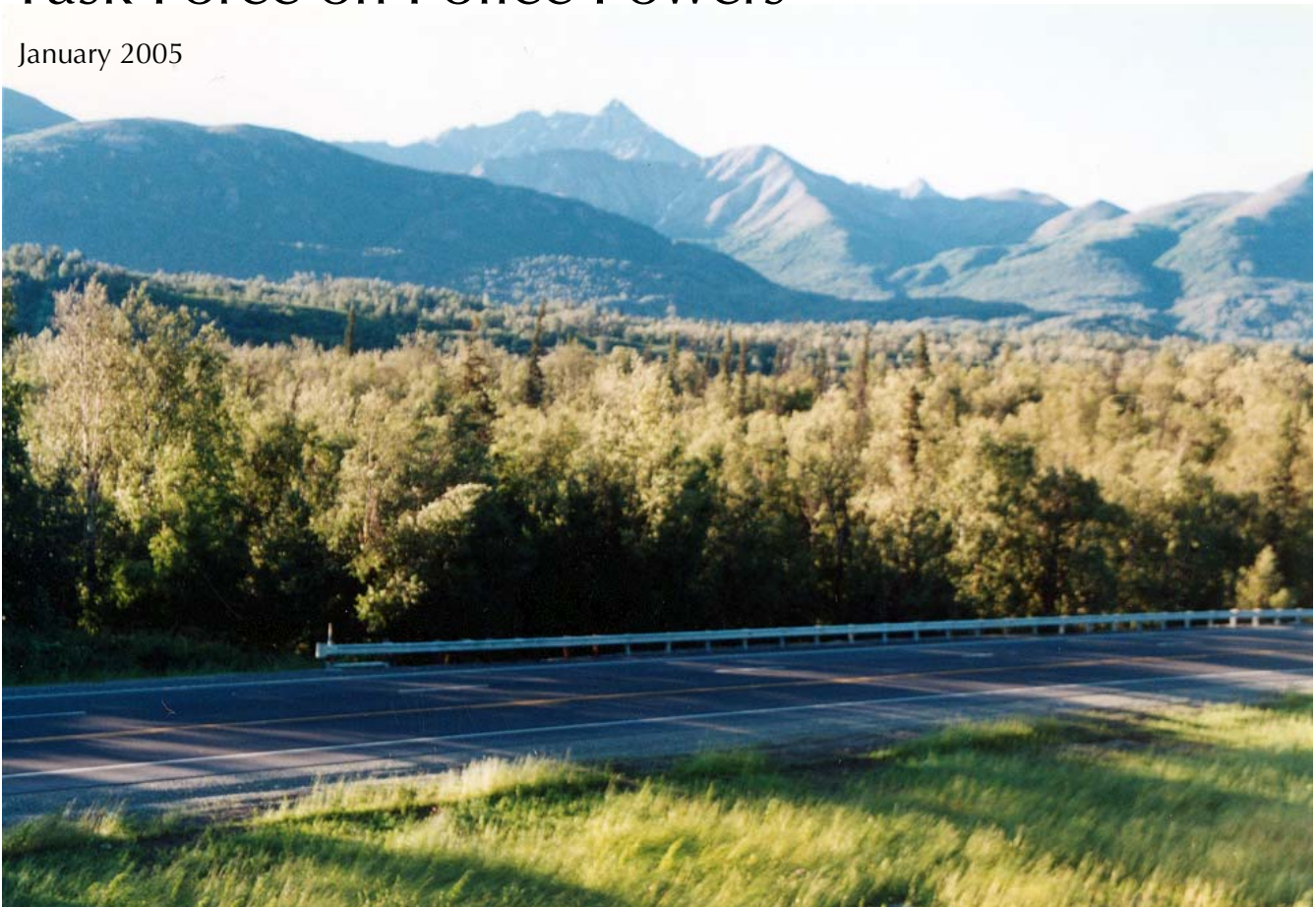


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MATANUSKA-SUSITNA BOROUGH MAYOR'S BLUE RIBBON TASK FORCE ON POLICE POWERS

Diane LoRusso, Co-Chair

Cynthia Payne, Co-Chair

Ted Cox

Doyle Currier

Ole Larson

Major Joseph Masters (AST)

Gerald Rexrode

Mike Sears

Laura Jane Wineinger

Mat-Su Borough support staff included Walter Gilmour, Administration, and Sandra Petal, Planning.

The Matanuska-Susitna Borough Mayor, Assembly, and staff commend the task force for their dedication and hard work in assisting the Borough with this vital service to the community.



MATANUSKA-SUSITNA BOROUGH **Planning and Land Use Department**

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1 Executive Summary

Introduction

The Matanuska-Susitna (Mat-Su) Borough may exercise police protection, with all of its incidental powers, only with approval by the voters. Due to increasing concern expressed by Borough residents regarding crime, vandalism, and criminal mischief, the Mayor's Blue Ribbon Task Force on Police Powers was established by Assembly resolution in August, 2003. It was composed of members from the private sector, the public sector, public safety, crime victims, a member with legislative experience, and the general public. The task force was directed to analyze and summarize the incidence of crime within the Borough, review the various ways that increased police services may be provided, review the results of the Borough's surveys on police protection, estimate the costs of providing police protection, and develop a set of recommendations for consideration by the Borough Assembly.

Background

The task force completed a variety of research including a review of Core Area and non-Core Area surveys on crime; an examination of police staffing levels and costs; consideration of public comments and testimony; consultation with law enforcement, corrections, and judicial experts; and an analysis of local crime data.

The task force reviewed the results of crime and crime prevention surveys which were prepared for the Borough and distributed to a sampling of residents in August, 2003. Residents were asked about victimization, perceptions of the current level of police protection, and preferences for supplementing the current level of police protection.

Task force members also prepared and distributed a questionnaire to nine municipal police departments within Alaska to establish a baseline range of costs and services for the provision of additional police services within the Borough. The municipalities were questioned about population, service area size, staffing levels, equipment costs, training costs, types of services, and total operating budget.

Students and other members of the public attended numerous task force meetings, providing insight and perspective. The task force invited a number of guest panelists to a round-table discussion of crime-related challenges, trends, and solutions in the Borough. Guest panelists included Ray Michaelson, Director of the Mat-Su Youth Facility; Pat Beegle, Supervisor of the Point MacKenzie Rehabilitation Facility; Don Savage, Wasilla Chief of Police; George Boatwright, Palmer Chief of Police; Peter Ashman, former presiding District Court judge, and Lisa-Albert Konecky, Program Coordinator of the Mat-Su Youth Court.

The Alaska Department of Public Safety (AKDPS) provided the task force with data of all reported non-traffic related offenses in the Borough between the years of 1999 and 2003. Task force members analyzed and organized the data by offense codes, crime category and "beat" area. Using the data, they created a series of charts showing the annual incidence of high-impact crimes within the Borough. The task force also coordinated with the AKDPS to create the first geographic depiction of "beat" areas in the Borough. These tools will give the Borough and the State Troopers the ability to create a "crime map" or visual depiction of the geographic distribution of crime in the Borough.

Summary of Findings

The survey results indicated that residents perceive crime as serious and victimization as high. The majority of survey respondents indicated support for Borough-sponsored public safety services and a willingness to pay for nightly drive-by patrols. Survey respondents were asked to rank their preference for the provision of additional police services by the Troopers, the Borough, cities, or private contractors. Contracting with the Troopers received the greatest support (27%), followed by creating a Borough Sheriff or Police Department (24%), contracting with either Palmer or Wasilla police (17%), and contracting with a private security firm (10%).

Public concerns expressed during task force meetings included perceived increases in crime and criminal mischief and the lack of adequate police response time in outlying areas. All of the public testimony received during task force meetings supported the Borough's adoption of police powers and provision of police services.

Panelist testimony is summarized as follows: the most prevalent problems in the Mat-Su area are alcohol and drug abuse, domestic violence, child abuse, and sexual abuse. While juvenile crime has decreased, violent crimes tend to be more extreme. Property crimes are often not immediately discovered in recreational areas, and are not considered priorities when there are more immediate needs. There is a need for increased resources in the Borough dedicated to programs emphasizing prevention, early intervention and treatment.

Alaska Department of Public Safety statistics revealed that Borough-wide service calls for domestic violence, burglary, larceny, vandalism, vehicle theft, and assault increased between 1999 and 2003. **Calls for assault, domestic violence, robbery, homicide, kidnapping, and vehicle theft doubled over the same five year period, and burglary and larceny calls increased by over 50 percent.**

Results of the task force's survey of municipal police departments within Alaska indicated an average cost of \$100,000 per patrol officer including support staff. Cost estimates provided by the Alaska Department of Public Safety indicated a cost of \$187,000 per patrol officer for the first year including support personnel, equipment and training, and \$137,000 per year thereafter.

Conclusion

After months of discussion, analysis, and careful consideration, the task force concluded that the borough should adopt police powers and contract with the State Troopers for the provision of additional police services. Local control, improved services, increased police presence, reduced crime rates, peace of mind for residents, rapid response times, and the ability to seek grant funding were some of the benefits considered by the task force in making their recommendations. Task force members considered a number of possible options for increased police services including the creation of a new law enforcement agency and contracting with local police departments and/or the State Troopers. Task force members also explored the feasibility of establishing a Borough Sheriff's Office, and discussed the provision of police protection by service areas. However, the Borough Attorney's Office advised that an elected sheriff position would not be feasible under the current structure of the Borough government, and that the provision of police services by service area could result in future problems, as evidenced by the Anchorage Hillside debate.

The Alaska State Troopers currently have 50 full-time patrol officers and the Palmer and Wasilla Police Departments have 12 and 19 full-time patrol officers respectively, totaling 81 officers in the Mat-Su Borough. According to the most recent International Chiefs of Police statistics, the average staffing ratio is 2.5 officers per 1000 population. In raw numbers, that suggests that the entire Mat-Su Borough should have approximately 162 police officers serving the population. Outside of the cities of Palmer and Wasilla, Mat-Su Borough residents receive the services of approximately .86 officers per 1000 population. Approximately twice the number of patrol officers would be needed to reach the average staffing ratio for the current Borough population, not taking into consideration the special demographic and geographic attributes of the Borough.

Source: Greater Wasilla Chamber of Commerce Governmental Affairs Committee

Recommendations

By Resolution 04-01, the task force recommended that the Borough

- adopt police powers and contract with the state troopers for the provision of additional police services;
- support ancillary measures such as wellness courts and COPS in Schools;
- establish a centralized neighborhood watch office;
- collaborate with community groups to develop and fund programs that emphasize prevention, education, intervention, and treatment.

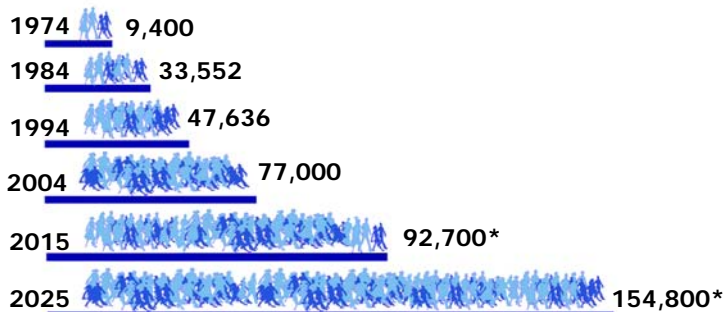
The task force asked that the Borough consider their research and recommendations in preparing an action plan for the potential adoption of police powers and provision of police services.

2 Public Safety Within the Mat-Su Borough

The Matanuska-Susitna (Mat-Su) Borough lies in the heart of south central Alaska, encompassing more than 25,000 square miles of rolling low lands, mountains, lakes, rivers and streams. The Borough includes portions of the Alaska Range to the northwest, portions of the Chugach Mountains to the southeast, and essentially the entire Talkeetna and Clearwater Ranges in its interior. The Municipality of Anchorage, Upper Cook Inlet, and Knik Arm delineate the Borough's southern border.

The Borough is the fastest growing region in Alaska and the 47th fastest growing county in the nation. Its population has doubled in the last 20 years. According to the Institute of Research and Economic Development, the Mat-Su Borough will grow three times faster than the statewide average, and by 2025 it will have more than twice the population and employment that it has today, around 155,000 people and 31,000 jobs.

Mat-Su Borough Population



*Projected population based on ISER figures

Accelerated growth strains public infrastructure and contributes to increases in traffic, cost of living, housing costs, land use conflicts, and public safety needs including police and fire protection. Borough communities are spread out over a large geographical area, contributing to longer police response times as responders try to keep up with increasing calls in outlying areas.

CITY SERVICES

The Cities of Palmer, Wasilla, and Houston provide police services within the municipalities, and the Village of Chickaloon participates in the Peace Officer Program. The City of Houston began implementing police protection in November 2004. The Palmer and



Alaska Dept. of Public Safety



Mat-Su Borough Planning Dept.

Wasilla police departments have 12 and 19 full-time patrol officers respectively.

BOROUGH SERVICES

For the Borough to adopt police powers and seek grant funds for police services, an area-wide vote of the people is required. The Borough Code Compliance Division currently enforces the borough code of ordinances, and the Borough supports a number of public safety and human services programs including Citizens Corps, Mat-Su Youth Court and the Boys and Girls Club.

STATE SERVICES

The Division of Alaska State Troopers is charged with enforcement of all criminal and traffic laws of the State of Alaska, with an emphasis in areas not covered by a local police unit. Identification and apprehension of violators and the prevention of crimes and traffic violations are their main tasks. *Source: AK Dept of Public Safety.*

The Alaska State Troopers currently have 50 full-time patrol officers in the Borough. The Troopers reported to the task force that staffing has not increased in proportion to population growth, and that the troopers were behind schedule on approximately 900 cases in the Borough as of June, 2004.

FEDERAL SERVICES

Palmer, Chickaloon, and Wasilla participate in Neighborhood Watch, a program being revived by the Federal Justice Bureau to promote neighbors helping neighbors for security and to fight against crime in the community. The program is also supported by the Alaska State Troopers and the Mat-Su Borough.

3 Crime Surveys

In August 2003, Dittman Research Corporation prepared a questionnaire for the Mat-Su Borough designed to measure the opinions of residents in the Core Planning Area regarding crime and crime prevention. (The Core Area is the unincorporated populated region between the cities of Palmer and Wasilla.) This questionnaire was sent to the Matanuska-Susitna Borough and the South and North Lakes Community Councils for mail-out distribution. One hundred forty-eight residents responded to the survey, and their views and opinions were recorded on a strictly confidential basis. The Core Area survey was supplemented by a similar survey conducted by the Borough of non-Core Area residents. The Borough survey used the same questions as the Core Area survey. The following is a summary of the surveys' findings:

Survey on Crime and Crime Prevention - Summary of Findings

- It's clear that the crime situation in the Borough is considered "serious" (61%)
- Victimization is high--nearly three out of four respondents (71%) said they personally know of someone who had been a victim of crime in the Borough, and over half (55%) said they or close family members had been victims.
- Nightly drive-by patrols are widely believed to deter crime (58%), and a similar number of respondents (53%) would be willing to pay at least \$5 per month to help fund night-time patrols.
- A substantial majority of respondents (61%) said they would be interested in subscribing to some form of Borough-sponsored public safety services involving drive-by patrols and centrally monitored alarm systems.
- Centrally monitored security systems are widely believed to deter burglars (71%) and make homes safer (67%), and over half (52%) reported they would be willing to pay at least \$5 per month to cover the costs of a centrally monitored alarm system.
- The level of police protection now provided by the State Troopers is generally considered to be "poor or very poor" (52%).
- A majority (53%) of respondents indicated that they would be willing to pay for nightly drive-by patrols. 22% of respondents would be willing to pay \$5 per month, 13% would be willing to pay \$10 per month, 4% would be willing to pay \$15 per month, 7% would be willing to pay \$20 per month, and 7% would be willing to pay \$25 per month. 38% of respondents indicated that they would not be willing to pay for nightly drive-by patrols, and 9% were unsure.
- For the provision of additional police protection, contracting with the Troopers received the greatest support (27%), followed by creating a Borough Sheriff or Police Department, (24%), contracting with either Palmer or Wasilla police (17%), and contracting with a private security firm (10%).
- The results of the question regarding the Borough's adoption of police powers were non-conclusive.



Alaska Dept. of Public Safety

4 Panelist Discussions

Local law enforcement, judicial, and corrections experts attended task force meetings to discuss their experiences, concerns and observations related to crime in the Mat-Su Borough. The following selections are paraphrased from their discussions:

Ray Michaelson, Director, Mat-Su Youth Facility

Current trends include a spike in domestic violence against parents as well as kids, marijuana in schools, felony assaults, and weapons assaults. Juveniles tend to have a very short memory, and longer response times can negate their sense of responsibility, erode their relationship with the community and contribute to a lack of respect. It is critical to get young people's attention immediately and for intervention to take place very soon after the crime. Currently this is only happening with the most serious responses, while others can take months to process. This is difficult due to a general lack of resources that the Valley has.

Until the troopers have the resources they need, they will not be able to deal with the problem and provide police reports immediately. Resources have never kept up with population growth and crime rate. Property crimes are not discovered until later in recreational areas, and are not priorities when there are more immediate needs such as DWI offenses. To adequately do the job, there is a need for more police, more reporting, more resources for investigation, and quicker response time.

George Boatwright, Palmer Chief of Police

The Youth Court in Anchorage was very effective in making sure kids followed through on sentencing, and it arranged community service opportunities for them. The recidivism rate was less than 3 percent, and the kids were tried, defended, and prosecuted by peers. Many kids who went through the program became involved by working in it later. A wide variety of activities are needed; the Boys and Girls Club is one of the biggest single things that the community has going for young people.

Lisa Albert-Konecky, Program Coordinator, Mat-Su Youth Court

The Mat-Su Youth Court only deals with first-time offenders, about 25 percent of the referrals that come to probation officers. They only deal with misdemeanors. Referrals were 127 in 1997 and 136 this year. Over 50 percent of first time offenses are shoplifting. Next is criminal mischief, followed by marijuana cases at school. Probation reduces felony marijuana cases at school to a misdemeanor so they can be tried in Youth Court. First time alcohol offenders go before Judge Zwink, who refers approximately 80-90 cases to Youth Court per year. Mat-Su Youth Court is experiencing budget cuts. This year, the governor's drug and violence prevention program was cut completely.

Awareness is going up. Most of the kids coming to Youth Court just had a stupid day. The court is the first point of contact for intake, like regular probation officers. The recidivism rate for criminal referral is under 10 percent, because once was enough, and because many of them have families who care to a certain degree. We tell them, if you're going through Youth Court, you must be in school. Student members are getting quite the education. It's a good program, letting teenagers have a say in what's going on. Peers can be harder on offenders than adults, and are creative with sentencing. Trooper cases tend to be late, sometimes 6 months old, though that is not the norm. Still, we would like to see things happening faster. Sometimes we don't see the kid for a month after the offense.

There is a strong group of homeschoolers involved in the Mat-Su Youth Court. Burchell and Pathways are doing an excellent job: kids are in activities, taking college classes, and involved in family business; parents are involved.

Don Savage, Wasilla Chief of Police

We are seeing more extremes in violent crime with a total disregard for human rights or even the perpetrator's own self-protection. There is a population that is extremely dangerous. There are increasing numbers of "homeless and aimless" juveniles in the Mat-Su area, starting at the age of 12-13, who are living in the woods or "couch surfing," and not going to school. Sex abuse, child abuse and neglect issues are keeping kids out of school. Statistically the Mat-Su area has the highest incidence of sex abuse per capita in the state. The vast majority of offenders are not in the cities, and some people choose to live across an invisible dividing line, which allows them to receive government services but have very little interference. Mandatory reporting by schools and medical staff often identifies the problem. Kids who are sexually abused are showing up as homeless and aimless juveniles or substance abusers.

Patrick Beegle, Supervisor, Point MacKenzie Rehabilitation Facility

The biggest issue for public safety in corrections is that prisons are swamped. Beds are over capacity. 800 inmates from Alaska are being housed in Arizona in a contract facility. There is a big push for halfway houses, which places a burden on field probation officers. Incarcerating people is not the answer. We tend to turn into warehouse facilities. There is a lack of interaction, a lack of accountability and an increasing lack of respect for authority.

Peter Ashman, Former Presiding District Court Judge

The main problems in the Valley are child abuse and neglect and alcohol abuse. Drugs play a role, but it tends to be overblown because there is federal money for drug programs but no money to deal with child abuse and neglect. The population of the Valley has a different relationship with drugs; kids are getting drugs from their parents. Engage their parents, and early. Kids require attention, and expectations are not coming from homes. Deal with child abuse and neglect and domestic violence when the kids are young. Children living in violent and unpredictable situations can suffer permanent neurological change by the age of three, so the time for intervention is limited. We don't have a baseline for crime reporting because there are children and women who don't report. Victims of domestic violence don't tend to be assertive.

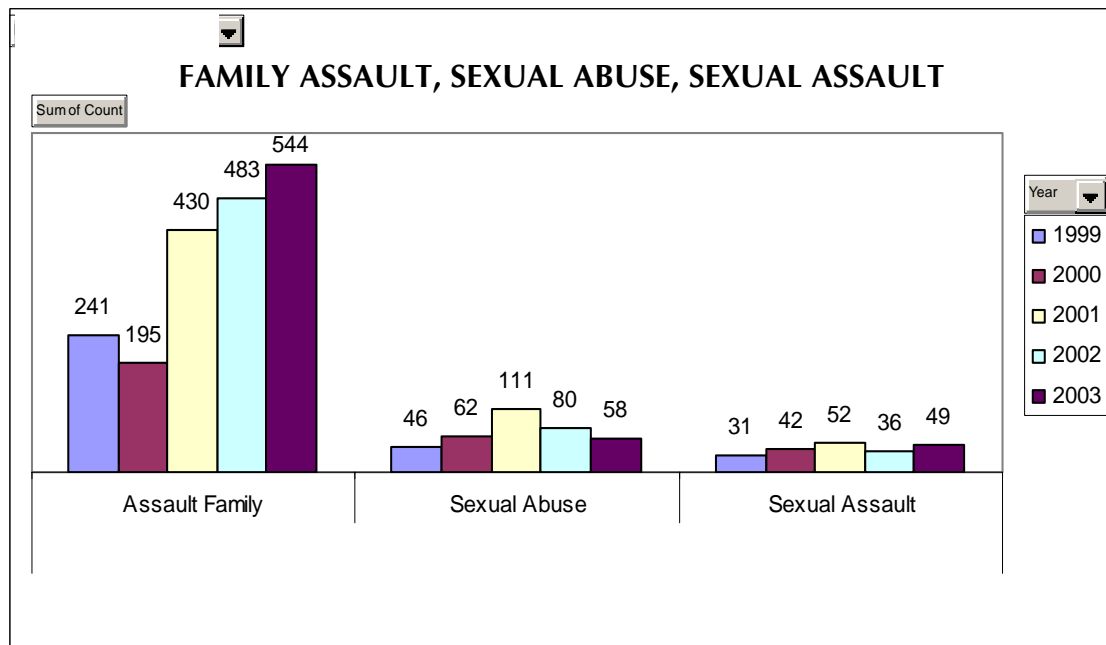
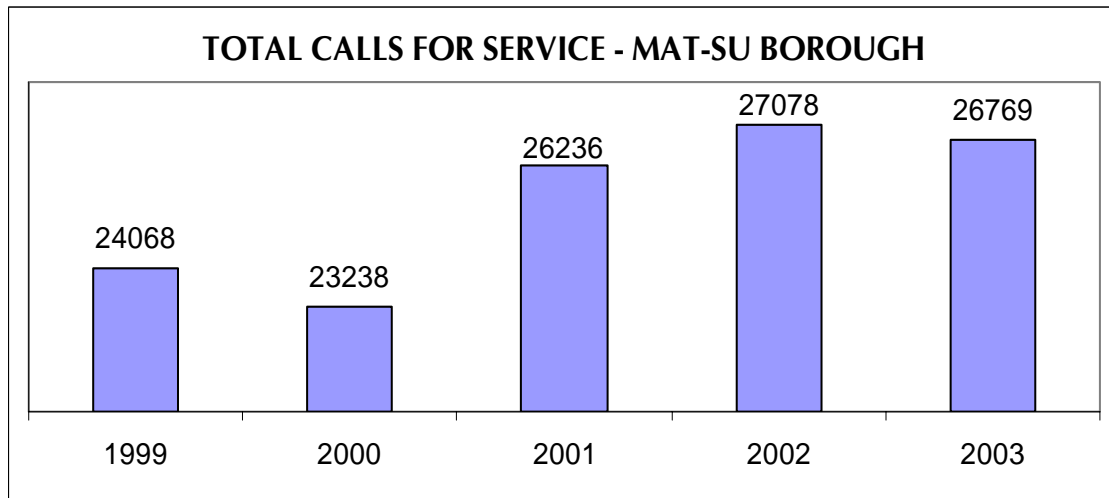
95% of the cases in district court are related to alcohol. Multiple DWIs are being committed by a small percentage of offenders. We need to give attention to changing people's behavior. Alcoholism is a disease of relapse; build a system that supports people through the relapse process, like DWI courts. That's the way people recover. In Anchorage, a group of downtown merchants formed a coalition for alcohol courts. Businesses have more power at the legislative level for enacting change.

Serious violent felons usually have a juvenile rap sheet. Early intervention is the key. There is a hidden criminal population in domestic violence situations. These situations are a breeding ground for other crimes. There's a reason that kids don't go home. All resources can't substitute for a parent, an uncle, Job Corps. Attention is the only thing that matters. Money should be spent on probation officers, supervision for domestic violence, educational programs, more recognition programs. Criminals do not think the way you do – they lack a level of ethical development. You are not going to scare them, not with negative consequences. Create an atmosphere for change.

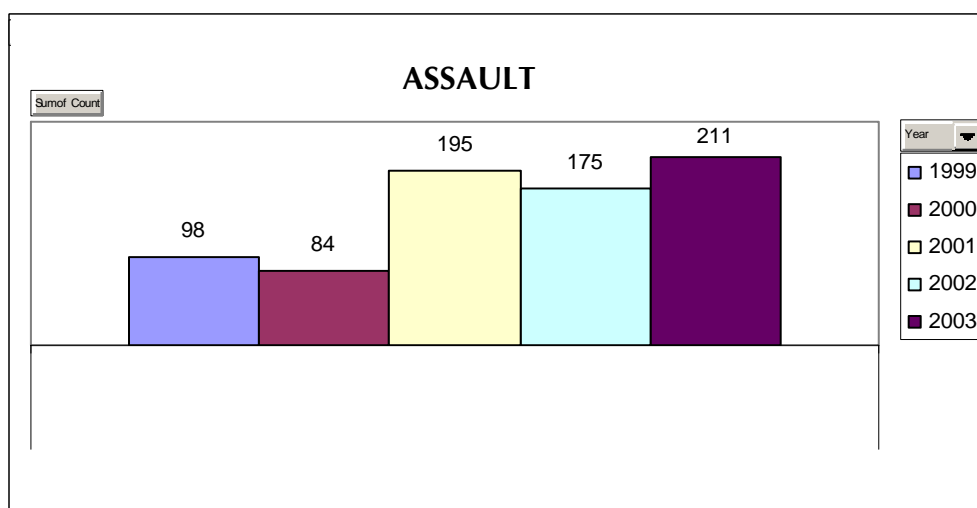
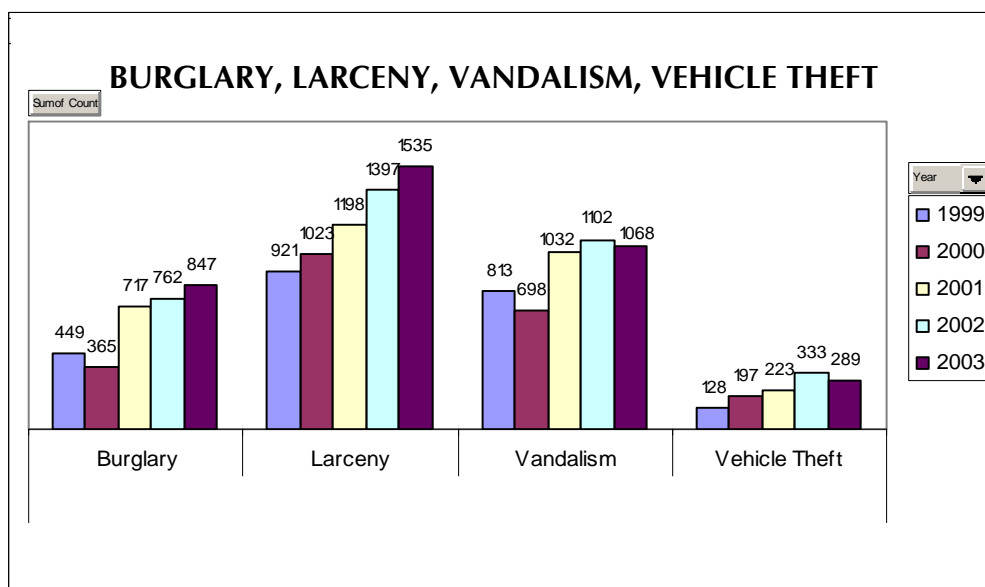
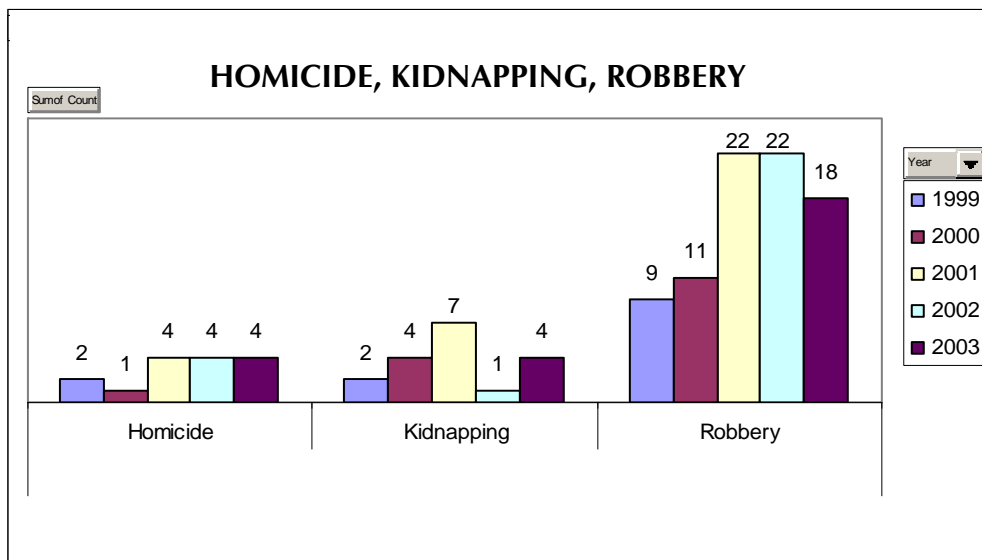
Think about what is creating the perception of crime: a few kids, a few repeat drunk drivers. Focus on developing DWI courts, drug courts. Look at programs that are working: foster grandparents for women and children. Someone caring is of incalculable value. Supporting the family is the big key. Families are overwhelmed emotionally and financially. There are many parents who commute. Cast around for things that are working, and support what works.

5 Reported Crimes

To gain a better understanding of the borough-wide volume, distribution, and growth of crime, the task force asked the Alaska Department of Public Safety for a data extraction of all reported non-traffic related offenses over a five year period, including the cities of Palmer and Wasilla. Task force members analyzed and sorted the data, and charted crimes which they felt had the greatest impact on borough residents.



Note: the anomaly for assaults within the family during the years 1999 and 2000 is most likely due to a change in the reporting methods.



Source data: Alaska Department of Public Safety

6 Alcohol and Motor Vehicles

Drunk driving is a major public safety concern in the Borough as well as the state. The following charts illustrate the time of day and frequency of alcohol-related driving arrests along with other motor vehicle crimes in the Mat-Su Borough.

Alaska Impaired Driving Statistics

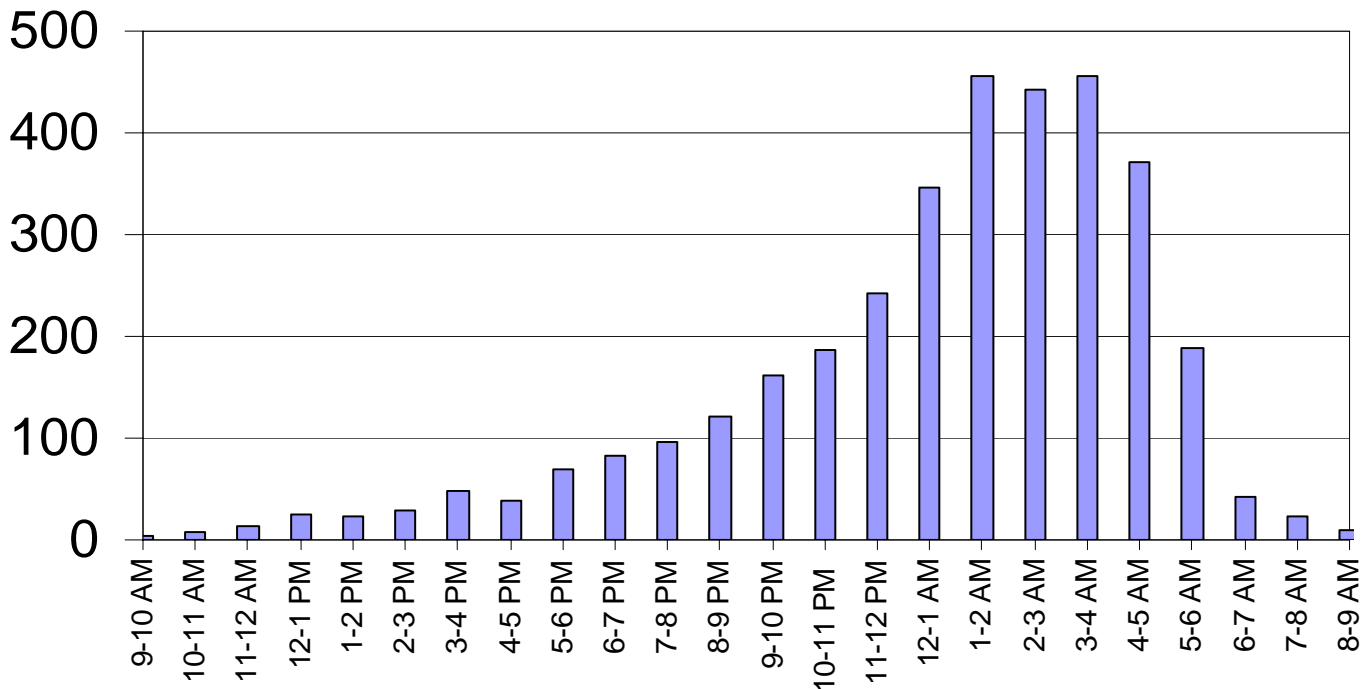
- Statewide, in 2002, there were 5,356 DUI offenses
- 39% of total DUIs were repeat offenders. (2,097)
- 20% were second offenses (1,065)
- 10% were third offenses (535)
- 5% were fourth offenses (267)
- In 2003, there were 95 fatalities of which 38 involved alcohol (40%)
- In 2002, there were 88 fatalities of which 38 involved alcohol (43%)
- In 2001, there were 89 fatalities of which 42 involved alcohol (48%)
- Youthful drivers (those under the age of 21) represent an average of 14% of the drinking drivers in fatal collisions, but make up only 6.4% of the state's licensed drivers.

Source: Alaska Highway Safety Office



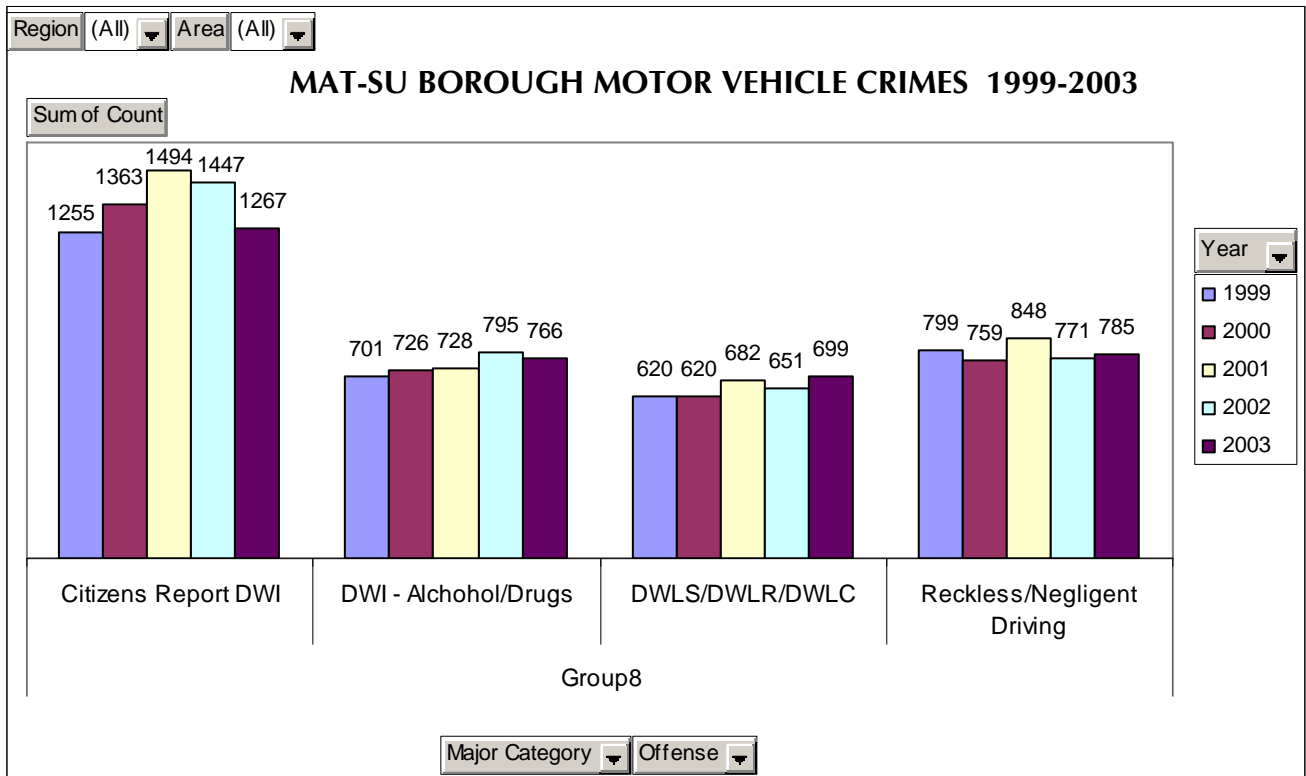
Alaska Department of Public Safety

MAT-SU BOROUGH ALCOHOL-RELATED DRIVING ARRESTS 1992-2002



Source Data: Alaska Department of Public Safety

Chart created by Sandra Petal, MSB Planning Dept.



Source Data: Alaska Department of Public Safety

Mandatory Penalties - DUI, Refusal, DUI-CMV*

FIRST OFFENSE	Misdemeanor	
Minimum jail time:	72 consecutive hours	
Minimum fine:	\$1,500	
Cost of imprisonment:	\$270**	
License Revocation:	1year	
Surcharge	\$75	
SECOND OFFENSE	Misdemeanor	
Minimum jail time:	20 days	
Minimum fine:	\$3,000	
Cost of imprisonment:	\$1,000**	
License Revocation:	1 year	
Surcharge	\$75	
THIRD OFFENSE	Misdemeanor	Felony***
Minimum jail time:	60 days	120 days
Minimum fine:	\$4,000	\$10,000
Cost of imprisonment:	\$1,000**	N/A
License Revocation:	3 years	Life
Surcharge	75	100

Source: Alaska Court System 2002

* Commercial Vehicle

**This amount is subject to change by regulation

***Third or subsequent DUI or Refusal convictions may be misdemeanors or felonies, depending on when the prior offenses occurred.

7 Domestic Violence

Violence or abuse is a pattern of behavior used to establish power and control over another person through fear and intimidation, often including the threat or actual use of violence. Abuse of family members can take many forms, including emotional abuse, economic abuse, sexual abuse, using children, threats, intimidation, isolation, and a variety of other behaviors used to maintain fear, intimidation and power. Alaska is among five states with the highest levels of domestic violence on a per capita basis.

According to the State of Alaska Department of Public Safety, in 1991, fifty percent of female murder victims were killed by their husbands or boyfriends. The Alaska State Troopers reported that 67 percent of all homicides that they investigated during 1995 were related to domestic violence.

Because of the potential threat to victims, domestic violence calls are the number one priority for law enforcement officers in the Borough. Every call results in a mandatory arrest to ensure the victim's safety, and each victim is offered medical assistance and an opportunity for shelter outside the home. The victim may ask the officer to request an emergency protective order on his or her behalf. Domestic violence protective orders, sometimes called restraining orders, are court orders that prohibit an abuser from threatening to commit or committing domestic violence against a victim.

Living in rural areas presents special challenges for victims of domestic violence. Poverty, lack of public transportation systems, shortages of health care providers, under-insurance or lack of health insurance, and decreased access to many resources, such as advanced education, job opportunities and adequate child care, all make it more difficult to escape abusive relationships. The increased availability of weapons such as firearms and knives also increases both the risks and lethality of domestic attacks upon victims.

In Alaska, for legal purposes, domestic violence can only occur between people with a "household" relationship and is conduct resulting in the following crimes: assault, burglary, criminal trespass, criminal mischief, terroristic threatening, violating a domestic violence order, or harassment. Parents or guardians can request protective orders on behalf of their child. The abuser must have committed a crime of domestic violence against the child, and the child must have a household relationship with the abuser.

Source: Rural Report on Domestic Violence; Alaska Department of Public Safety; Alaska Court System

CHILD ABUSE

Child abuse or neglect exists when parents or other adult guardians hurt or endanger children in their care, physically or mentally, or fail to protect them from such harm. Throughout the United States every year, hundreds of children, especially the youngest and most vulnerable (those under age 5), are killed by abuse, and thousands more are seriously hurt. Among those who survive, many spend the rest of their lives with severe physical and mental disabilities.

Neglect was the most frequent type of substantiated child abuse in Alaska in the late 1990s. From fiscal year 1996 through 2000, DFYS found evidence that an annual average of about 9 in 1,000 Alaskan children had been neglected, 4 per 1,000 children had been physically abused, and between 1 and 2 per 1,000 had been sexually abused.

The production of methamphetamine in illegal clandestine laboratories is a significant problem across the Mat-Su area. Mat-Su Borough Emergency Services personnel have special protocols for treating children found at these sites. These children have tended to be at greater risk for toxicity and abuse than the normal population and may experience more profound health issues (physical and behavioral.)

Source: Kids Count 2001 Children in Danger; Alaska State Troopers Statewide Drug Enforcement Unit 2002 Drug Report



8 The Cost of Crime

Task Force members and the public expressed concern about crime's social and economic impacts on our communities and its effect on the quality of our lives. A Butte resident reported that in her community, small things are being ignored because of a lack of resources, and are not being reported; people get away with a little thing one day and move on to a bigger thing the next day; this wears on productivity, sleep, peace of mind, and enjoyment of life.



Mat-Su Borough Planning Dept.

SOCIAL AND ECONOMIC COSTS TO VICTIMS AND THE COMMUNITY

Victim Services Criminal Justice System Fear of Crime Lost Work Days
 Lost School Days Lost Housework Medical Care Mental Health Care
 Deterrence Fear of Crime Death Justice Costs
 Incarcerated Offender Costs Precautionary Expenditures/Efforts

TOTAL COST OF VIOLENT CRIME IN ALASKA 1995 (in 1997 dollars)					
Expenses	Rape	Assault	Robbery	Murder	Total
Medical Spending	\$6,600,000	\$21,900,000	\$1,200,000	\$1,600,000	\$31,300,000
Mental Health	\$29,300,000	\$3,900,000	\$200,000	\$500,000	\$33,900,000
Victim Work Loss	\$19,100,000	\$32,200,000	\$2,000,000	\$66,100,000	\$119,400,000
Public Programs	\$600,000	\$2,800,000	\$400,000	\$100,000	\$3,900,000
Property Damage	\$1,000,000	\$1,000,000	\$1,700,000	\$8,000	\$3,708,000
Criminal Justice Processing	\$700,000	\$2,500,000	\$500,000	\$400,000	\$4,100,000
Legal Defense	\$100,000	\$300,000	\$40,000	\$30,000	\$470,000
Sanctioning	\$3,300,000	\$18,500,000	\$4,000,000	\$5,100,000	\$30,900,000
Prisoner Work Loss	\$2,600,000	\$6,500,000	\$1,520,000	\$1,600,000	\$12,220,000
Total Monetary	\$63,300,000	\$89,600,000	\$11,560,000	\$75,438,000	\$239,898,000
Quality of Life	\$710,800,000	\$267,700,000	\$12,400,000	\$125,800,000	\$1,116,700,000
Total Comprehensive	\$774,100,000	\$357,300,000	\$23,960,000	\$201,238,000	\$1,356,598,000

Source : Economics and Data Analysis Resource Center

Note: Police-reported robbery and assault were adjusted to account for underreporting using the rates in the National Crime Survey. Police reported rape was adjusted to account for underreporting using TR Miller, DG Kilpatrick, and HS Resnick, "Incidence of Rape, Abuse and Child Neglect," Working Paper, NPSRI, 1994. Police-reported case counts are from the Uniform Crime Reports, 1996, US Department of Justice.

9 Building a Supportive Community

The task force considered a wealth of observations and suggestions from the public and guest panelists for improving conditions contributing to crime in the Mat-Su Borough. These were instrumental in the task force's recommendations for the Borough to support wellness courts and COPS in Schools, establish a centralized neighborhood watch office, and collaborate with community groups to develop and fund programs that emphasize prevention, education, intervention, and treatment.



Mat-Su Borough Planning Dept.

"Promote a foster grandparent program to help women and children"

"If resources are there for the little things, the big things tend to take care of themselves"

"Supporting the family is the big key. Families are overwhelmed emotionally and financially"

"Good police services will cost more: being in schools, on the trails, as an informal presence"

"It is critical to get young people's attention immediately, and for intervention to take place very soon after the crime."

"Money should be spent on probation officers, supervision for domestic violence, educational programs, and more recognition programs"

"Elevate a community awareness program"

"Use diversion programs like wellness courts, drug courts, and alcohol courts – go to a treatment program, face the judge once a week, and have short immediate consequences"

"A police in schools program would be a good bang for the buck, because it covers prevention, intervention, treatment, and response"

"Consider a "one-stop shop" for drug, alcohol and mental health-related issues, where clients are screened and routed for services"

"Get DWI offenders into treatment programs on the night of arrest"

"Point MacKenzie should be an alcohol treatment facility"

"Consider probation night school for kids who have been suspended"

"Alternative courts put the onus back on the community, and communities who accept responsibility generally have positive results"

10 Prevention and Intervention

Wellness Courts

As part of an effort to alleviate recidivism and reduce the overall number of misdemeanor offenses, Palmer District Court will introduce the Coordinated Resources Project (CRP), a dual-diagnosis mental disorders court, or “therapeutic” court, in January 2005. The target population for this court will be misdemeanor offenders with a mental illness and substance-abuse problems. The court will be based on the Anchorage CRP model and will focus on treatment and rehabilitation.

Source: Frontiersman, December 14, 2004

Neighborhood Watch Programs

The Matanuska-Susitna Borough is promoting the Neighborhood Watch Program and the Community Emergency Response Team (CERT) program. These are two of the five programs under the Citizen Corps umbrella within the Department of Homeland Security, Office of Domestic Preparedness. The goal of Citizen Corps is to strengthen the spirit of volunteerism by bringing together our emergency responders, law enforcement, and emergency managers with citizens in response to shared threats, be they earthquakes, floods, or acts of terrorism.

Neighborhood Watch promotes neighbors helping neighbors for security and to fight against crime in the community. Neighborhoods participating in the program are identified by “Neighborhood Crime Watch” signs that let everyone know that trained eyes are watching out for the safety of residents and their property. Palmer, Chickaloon, and Wasilla participate in the Neighborhood Watch program, supported by the Alaska State Troopers and the Mat-Su Borough.

COPS in Schools

COPS in Schools (CIS) is a federal grant program designed to help law enforcement agencies hire new, additional school resource officers to engage in community policing in and around primary and secondary schools. CIS provides an incentive for law enforcement agencies to build collaborative partnerships with the school community and to use community policing efforts to combat school violence. Trained, sworn law enforcement officers (SROs) serve in a variety of roles, including law enforcement officer, law-related educator, problem-solver, and community liaison. The SROs funded through the COPS in Schools program teach classes in crime prevention, substance abuse awareness, and gang resistance. SROs monitor and assist troubled students through mentoring programs and promote personal and social responsibility by encouraging participation in community service activities. SROs continue to build upon the respect and understanding between law enforcement and the school communities. These officers also identify physical changes in the environment that could reduce crime in and around primary and secondary schools, and help develop school policies that address criminal activity and school safety.

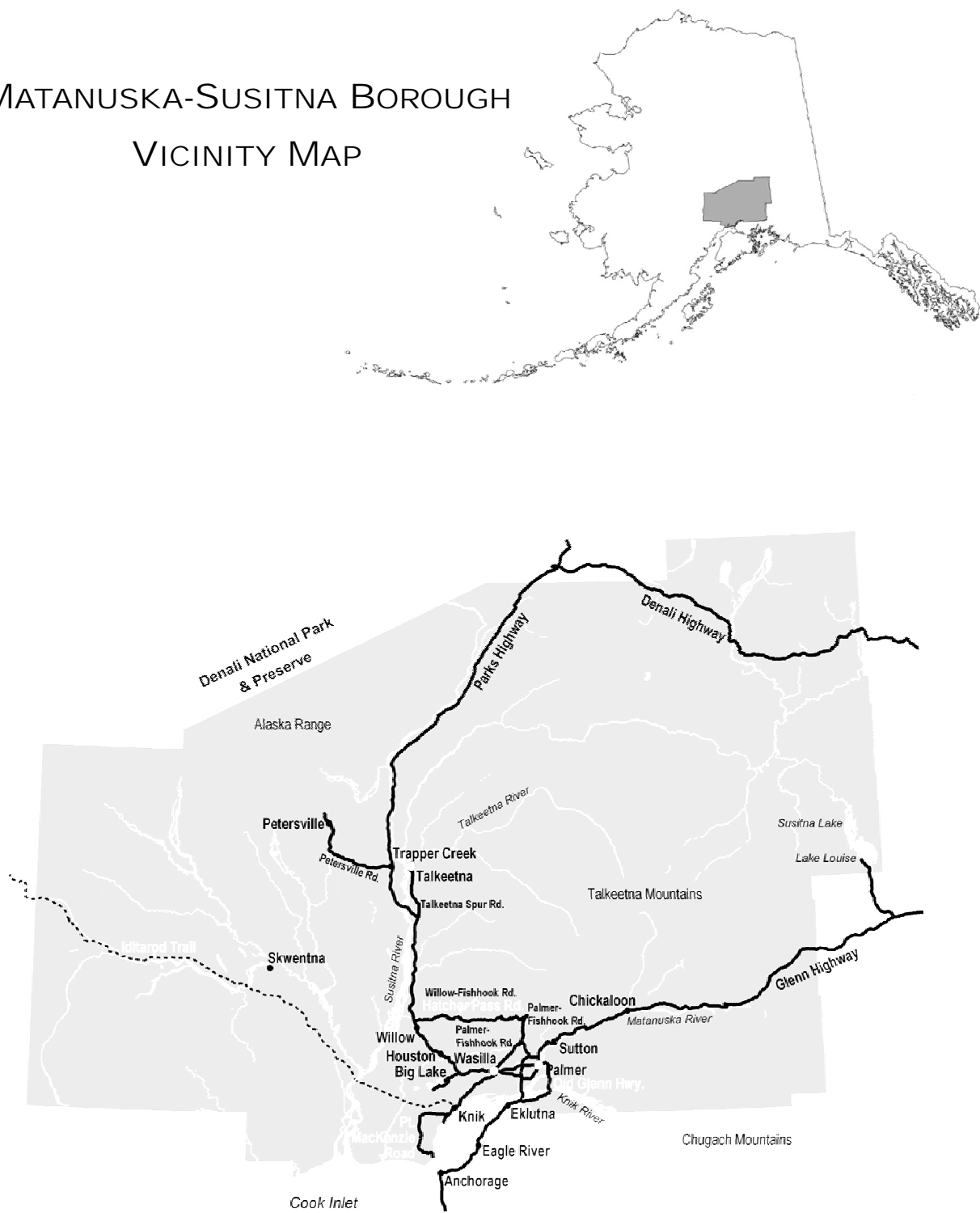
Source: U.S. Department of Justice

11 Future Actions

This action plan was not discussed during committee meetings. Its purpose is to provide a prospective course of action to implement the committee's recommendations. It is anticipated that this plan will be added to and or modified upon further Mat-Su Borough (MSB) and community review.

COMMITTEE RECOMMENDATIONS	REQUIRED STEPS	INVOLVED ENTITIES	POTENTIAL FUNDING SOURCES
Adopt police powers and contract with State Troopers for additional police services.	<ul style="list-style-type: none"> Community Involvement Assembly resolution and ballot measure Initiate process with State Troopers Crime distribution analysis 	<ul style="list-style-type: none"> MSB State Troopers Community Councils Borough Municipalities Tribal Governments 	<ul style="list-style-type: none"> Sales tax Grant funding Property taxes General fund
Support ancillary measures such as Wellness Court and COPS in Schools.	<ul style="list-style-type: none"> Coordinated Resources Project Court (currently underway) Seek grant funds (police powers required) 	<ul style="list-style-type: none"> Alaska Court System Public and Private Schools MSB State Troopers 	<ul style="list-style-type: none"> Grant funding MSB partnership with Alaska Court System
Establish a centralized Neighborhood Watch Office.	<ul style="list-style-type: none"> Continue with MSB Citizens Corps efforts Encourage community council involvement 	<ul style="list-style-type: none"> Dept. of Homeland Security MSB Community Councils 	<ul style="list-style-type: none"> Federal funding Local voluntary efforts
Develop and fund programs that emphasize prevention, education, intervention, and treatment.	<ul style="list-style-type: none"> Continue with MSB Human Services funding efforts Partner with existing social services agencies, schools, tribes 	<ul style="list-style-type: none"> MSB Community Councils Borough Municipalities Public and Private Schools Tribal Governments 	<ul style="list-style-type: none"> Grant funding Research other funding options

MATANUSKA-SUSITNA BOROUGH
VICINITY MAP



MATANUSKA-SUSITNA BOROUGH

MATANUSKA-SUSITNA BOROUGH
MAYOR'S BLUE RIBBON TASK FORCE ON POLICE POWERS
RESOLUTION NO. 04-01

A RESOLUTION OF THE MATANUSKA-SUSITNA BOROUGH MAYOR'S BLUE RIBBON TASK FORCE ON POLICE POWERS RECOMMENDING THE BOROUGH'S ADOPTION OF AREAWIDE POLICE POWERS

WHEREAS, the Mayor's Blue Ribbon Task Force on Police Powers has completed a preliminary study of crime-related issues within the Matanuska-Susitna Borough; and

WHEREAS, study methodology included the review of a Core Area Survey on Crime and Crime Prevention, the consideration of public comments and concerns; the compilation and graphing of borough-wide crime statistics; the analysis of local, state, and national crime studies and reports; and discussions with local law enforcement, incarceration, and judicial experts; and

WHEREAS, a substantial majority of survey respondents indicated support for borough-sponsored public safety services; and

WHEREAS, public testimony at task force meetings indicated perceived increases in criminal activity and a need for additional police protection; and

WHEREAS, the analysis of five years of Matanuska-Susitna Borough crime statistics indicated an increase in reported cases of assault, burglary, larceny, vehicle theft, homicide, and cases involving domestic violence; and

WHEREAS, studies reviewed by the task force indicated that sexual assault and domestic violence rates per capita in Alaska were significantly higher than the national average; and

WHEREAS, the Alaska State Troopers reported that Trooper staffing levels have not increased in proportion to population growth, and that the Troopers are behind schedule on approximately 900 cases in the Matanuska-Susitna Borough; and

WHEREAS, major local problems reported in discussions with law enforcement, judicial, and incarceration professionals included upward trends in domestic violence, alcohol and drug related crimes, and the severity of juvenile crime; and

WHEREAS, concerns about the lack of immediate consequences for juvenile offenders, under-reporting by victims of domestic violence, an overloaded judicial system, overcrowding in prisons, and reductions in state funding for intervention and treatment programs were also addressed; and

WHEREAS, the same professionals conveyed that there is a need for additional police, quicker response times, additional probation officers, and increased resources dedicated to programs emphasizing prevention, early intervention and treatment; and

WHEREAS, through a survey and discussions, the task force examined the potential costs and benefits of several options including implementing a borough police force, contracting with the Alaska State Troopers, and contracting or combining forces with the Cities of Palmer and Wasilla.

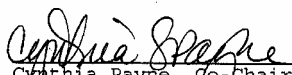
NOW, THEREFORE, BE IT RESOLVED that the Matanuska-Susitna Borough Mayor's Blue Ribbon Task Force on Police Powers hereby recommends that the borough adopts police powers and contracts with the state troopers for the provision of additional police services;

BE IT FURTHER RESOLVED that the task force recommends that the borough supports ancillary measures such as wellness courts and COPS in Schools; establishes a centralized neighborhood watch office; and collaborates with community groups to develop and fund programs that emphasize prevention, education, intervention, and treatment.

ADOPTED by the Matanuska-Susitna Borough Mayor's Blue Ribbon Task Force on Police Powers this 16th day of June, 2004.


Diane Lorusso, Co-Chair

ATTEST:


Cynthia Payne, Co-Chair

Palmer Police Department
Police Service Area Staffing and Cost Study



January 2018.

INTRODUCTION

This study is being prepared in response to recent discussions at the Matanuska Susitna Borough (MSB) during which the feasibility of a MSB Sheriff's Department were repeatedly mentioned. Both MSB residents and legislators have voiced concerns about inadequate police services in the Borough outside the incorporated areas. Specifically, low numbers of Alaska State Trooper (AST) patrol and investigative units have compromised that agency's ability to respond to calls for service in a timeframe considered acceptable by some MSB elected officials. The purpose of this report is to summarize one option to rectify this in the form of a new police service area (PSA) or areas staffed by Palmer Police personnel. It is to be stressed that at no time is the author seeking to imply poor service or work ethic on the part of AST.

EXECUTIVE SUMMARY

Police staffing analysis is best approached in a multifaceted manner. Simple methods, such as the number of sworn officer per 1,000 population, are certainly of value and will be employed here. Geographic data, community needs, case load, and crime trends will also be addressed. Finally, a budgetary estimate for the proposed PSA will be included at the end of the report.

The proposed PSA extends from the current City boundary north on the Glen Highway to Palmer Fishhook and continues on Palmer Fishhook to Trunk Road. It then turns generally south on Trunk until it intersects with the Parks Highway. It follows the Parks south to the Parks/Glenn interchange, then runs northeast to the current City boundary at the southern end of the Alaska State Fair Grounds. It also includes the area commonly known as the Springer System to provide continuity of service and prevent jurisdictional confusion. (Please see attached map in Annex A.) In summary, the proposed PSA requires a staffing level of eight additional patrol officers, two patrol sergeants, one detective, and three additional police dispatchers. This would be the largest area incorporated, but could also be approached in smaller defined service areas depending on the resources available and the demand of particular communities for police service.

DEFINING THE PSA

The boundaries of the PSA were determined using three criteria:

1. Existing road networks to create clearly defined borders.
2. Traditional areas of influence for the City of Palmer vs those of the MSB or Wasilla.
3. The ability of Palmer resources to staff the proposed area in anything less than five years.

DETERMINING STAFFING

Staffing the PSA, along with determining a budget, are the two primary concerns of this study. Five factors have been considered to arrive at a conclusion for needed personnel: Officers per 1,000 population; Geographic area; Community needs; Case load; Crime trends.

OFFICERS PER 1,000 POPULATION

Calculating police staffing by the number of sworn personnel per 1,000 people in a given service area is the most basic means of conducting such a study. It is best used in conjunction with other factors, and should be viewed with a healthy dose of skepticism if held out as the only means of arriving at staffing numbers. Broadly speaking, however, it has value if viewed in context with other local jurisdictions of similar size and work load. In this instance, the proposed PSA abuts the City of Palmer.

According to July 1, 2016 census estimates, the City of Palmer had 7,000 people living within its borders. Current staffing for the Palmer Police Department is generally considered adequate. 14 sworn personnel serving a population of 7,000 yields a ratio of 2 officers per 1,000 City residents. (Note: This number includes The Police Chief, Commander, and an officer attached to the DEA Tactical Diversion Squad.) Determining the population of the PSA is somewhat more challenging since the area has never existed as a distinct, defined location for population study. However, with assistance from the MSB, population of the proposed PSA has been determined to be approximately 6,500 people. The addition of 11 sworn personnel for the PSA would lower the present ratio only slightly to 1.9 per 1,000, by having 25 sworn personnel serve a population of approximately 13,500 people.

GEOGRAPHIC CONSIDERATIONS

The City of Palmer is between five and six square miles in total areal with about 41 miles of roads. The relatively compact size allows PPD officers to respond quickly to calls for service no matter where they happen to be in town. Average response time is less than five minutes, often much faster in the event of an emergency. This is a rapid response for police services and is a standard we would aspire to in any area we offered services in.

The proposed PSA, on the other hand, is about 21 square miles. It encompasses many undeveloped sections and parcels, so even though it is four times the area of the City it has a lower population by about 500 residents. Road coverage for the PSA is approximately 103 miles, roughly two and a half times what is currently within the Palmer city limits. More significant is that those 103 miles include large sections of the Glenn Highway, Parks Highway, Trunk Road, Palmer Fishhook Road, and the Palmer Wasilla. These are major traffic arteries with a corresponding number of vehicle crashes, including fatalities. The area also has about two dozen lakes of various size, as well as recreational destinations such as Crevasse Moraine trailhead. This raises the potential for water or off-road rescue operations, activities PPD is not currently equipped to perform.

The PSA includes several major sources of high call volume. Notable among these are Mat Su Regional Hospital, Colony Middle and High Schools, Valley Pathways, and the Mat Su campus of the University of Alaska. Note that a School Resource Officer is not currently included in the study. However, given the twofold increase in secondary schools covering the PSA would entail, a SRO is certainly worthy of consideration. PJMS, PHS, CMS, and CHS are not served by a SRO at this time.

COMMUNITY NEEDS

The main impetus for this study is increasing dissatisfaction on the part of Valley residents and MSB elected officials with rising crime rates, and the perceived inability of AST to field enough troopers to combat it. Since a major cause for concern is staffing levels in the area covered by AST, it follows logically that any PSA would need to increase what is currently in place. At present, there are typically seven to nine AST patrol units from "B" Detachment covering the area in question. It is an area of approximately 52,000 square miles, which is slightly larger than the entire state of Arkansas. Included in this area are a population of approximately 100,000 and 2,845 road miles. This has resulted in slow response times, on some occasions measured in hours or days rather than minutes for non-emergency calls.

Staffing the PSA with a minimum of two patrol units per shift at all times would accomplish several things. First and foremost, it would allow for minimum safe staffing levels and the presence of emergency backup close at hand. Second, it would provide a more favorable density of patrol officers in the coverage area. It is anticipated that at proposed levels officers would have a reasonable balance between reactive and proactive activities. Attention could be paid to crime suppression activities and community oriented policing. Officers would have time to complete reports and charging documents, a critical and often overlooked part of their job, in a more timely manner than currently feasible with AST's caseload. In

essence, the proposed staffing levels would allow for response times, patrol frequency, and investigative attention in the PSA similar to those currently present inside Palmer city limits.

CASE LOAD

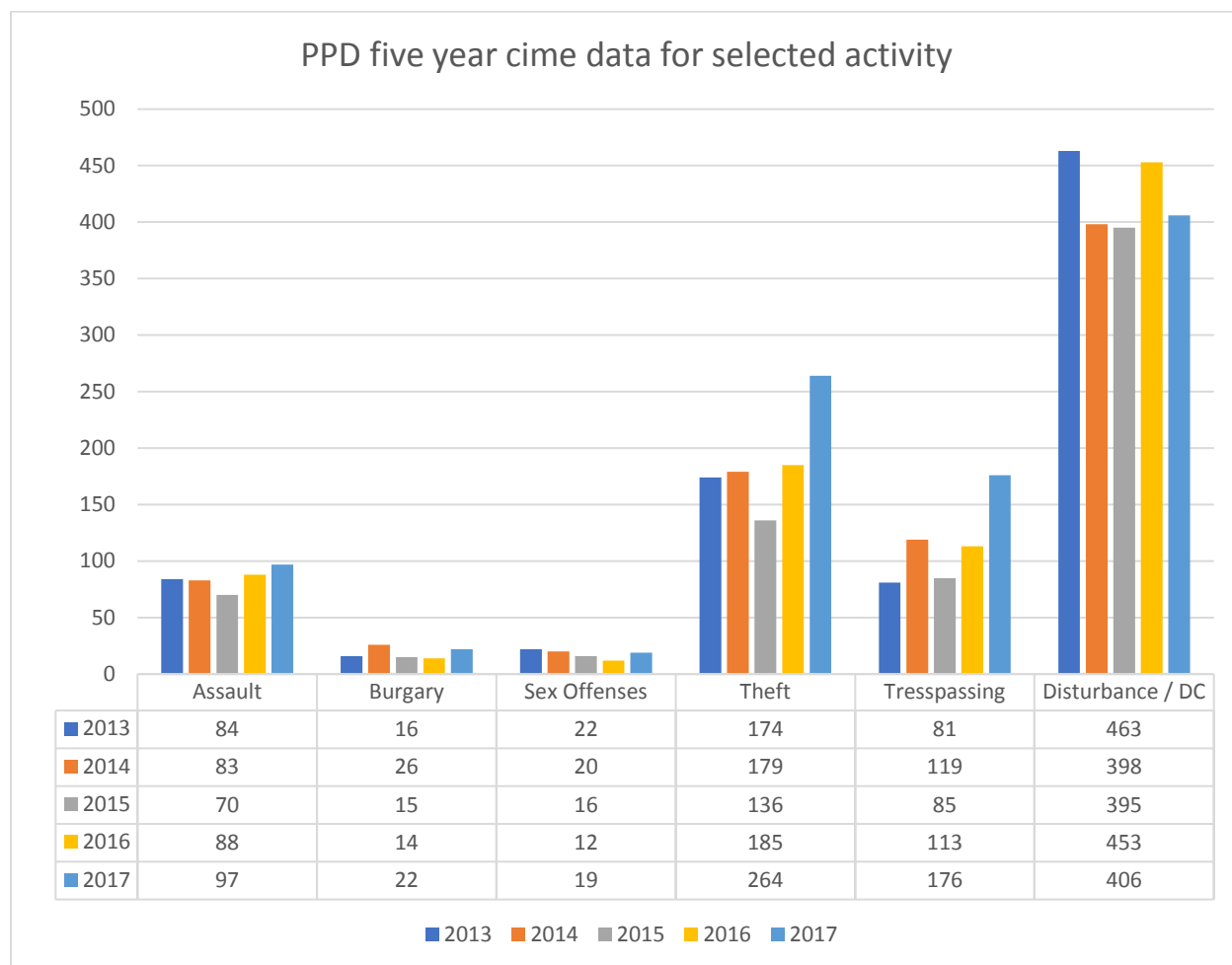
The Palmer Police Department typically responds to between 8,000 - 10,500 calls for service each year based on historical data. Of those, usually 900-1,300 will result in a police report being written, with arrests hovering around 1,000 per year. Depending on departmental strength this is either a workable case load or quite busy. Proactive activity in the form of traffic stops varies between 2,500 to almost 5,000 stops per year depending on numbers of officers and experience levels. PPD also conducts between 400 and 500 airport check a year, as well as a varying number of security checks and extra patrol watches.

Equivalent statistics for the PSA are somewhat more difficult to come by. AST typically views stats for B Detachment as a whole rather than the much smaller proposed area covered in the PSA. Working with local AST resources, we have been able to determine there were approximately 1,200 reportable incidents in the PSA for 2017. A “reportable” incident to AST would roughly coincide with what PPD considers to be a police report, though the two are not exactly interchangeable. Other stats were not readily available at the time this report was drafted. However, given the proximity to Palmer, the residential and commercial makeup, and the socio-economic groups represented in the PSA, we can anticipate a call for service volume broadly similar to what we currently experience inside the Palmer city limits.

CRIME TRENDS

The Mat Su Valley in general is experiencing an increase in criminal activity. Property crime in particular is on the rise and opiate use tends to be very high. There a variety of factors acting on this with economic, legislative, and a simple increase in population being perhaps the most directly related. Palmer has seen a rise in property crimes in the past five years, particularly in thefts and burglaries. This trend has followed on the heels of increasing opiate use / addiction in the same general time period. Conventional wisdom holds that drug activity and property crime are closely linked, and recent data from PPD tends to support that belief. Assaults and criminal trespassing are also at five year high levels in Palmer. The latter is largely the result of a growing homeless population in and around the City. (Please see table on following page.)

Drug crime resulting in arrests is actually down in Palmer, in part due to the legalization of marijuana in 2014. The reduction in classification from felony to misdemeanor for possessing smaller amounts of hard drugs, including cocaine, methamphetamine, and heroin also appears to have emboldened use at precisely the same time when the District Attorney's office is experiencing a shortage in prosecutors. Drug *activity*, on the other hand, has increased. PPD officers are encountering hard drug paraphernalia like syringes, heroin rigs, packaging, scales, and the like at levels not seen in the last two decades.



Much the same as in the previously discussed Case Load category, it is difficult to statistically document crime trends in the PSA. Data is generally not kept for a small subsection of the area covered by B Detachment. However, by speaking with Troopers and citizens, and inferring similar activity to Palmer based on proximity, it is likely the PSA is experiencing a similar increase in crime. Traffic enforcement and traffic related patrol activities, especially motor vehicle crashes, would likely increase somewhat more

based on the total volume of travelled roadway. Based on this hypothesis, a staffing level similar to that currently deployed by PPD would seem an objectively reasonable place begin. There is no substitute for actually doing the work, however, and any agreement would have to be flexible to allow for personnel increases based on actual Case Load and Crime Trends which establish themselves after assumption of responsibility.

DISPATCH

Any increase in police coverage to the scope being discussed would require an increase in dispatch staffing. At present the Palmer Dispatch Center employs one Dispatch Supervisor and six Dispatchers. This allows at least one or sometimes two emergency dispatchers on shift depending on the time of day. This number would have to be increased by at least three dispatch positions to allow for full time two-person coverage in the Dispatch Center 24/7. Discussions with the Dispatch Supervisor have determined two dispatchers working at any given time would be sufficient staffing to handle all police and fire traffic in the both the Palmer city limits and the PSA. Having the PSA dispatched by another organization is not feasible due to the turmoil it would create in having one department dispatch by two centers.

IMPLEMENTATION

There are some significant challenges to implementing a paper plan for Palmer to serve the new PSA. First among these is that there is simply not enough office space to house an additional 11 personnel. While Dispatch easily has enough room for three additional dispatchers, and radio / phone equipment to allow them to work, the same cannot be said for the police side of the equation. Officers could share desk space on a temporary basis, but the squad room at PPD is inadequate to house an additional eight officers permanently. The two new patrol sergeants could likewise move into the sergeant's office, but it is also too small to support this on a permanent basis. There is nowhere for the new detective to work at all based on current spatial allowances. The fix is either occupying space currently leased by the Alaska State Troopers or occupying a new building. Either of these options is liable to have a significant, and at this time unknown, impact on the overall cost of the PSA.

Implementation is estimated to take at least two years, possibly as many as three. The likelihood of attracting 11 experienced sworn personnel to staff the PSA is remote to the point of being discountable. Historically it takes at least six months to hire a new police officer when advertising and testing are factored in, often more based on applicant qualifications. The Police Academy is then a three month

process with an additional 14 weeks of field training following. Typically, at least one out of every three selected will not complete the training regimen and become a full time officer. It is also worth noting that academy attendance could significantly alter startup costs. Based on reduced APSC funding, it is anticipated that local departments will now have to pay for their cadets to attend a police academy. The cost for this training varies between \$9,000 and \$12,000 per student depending on the location.

BUDGET

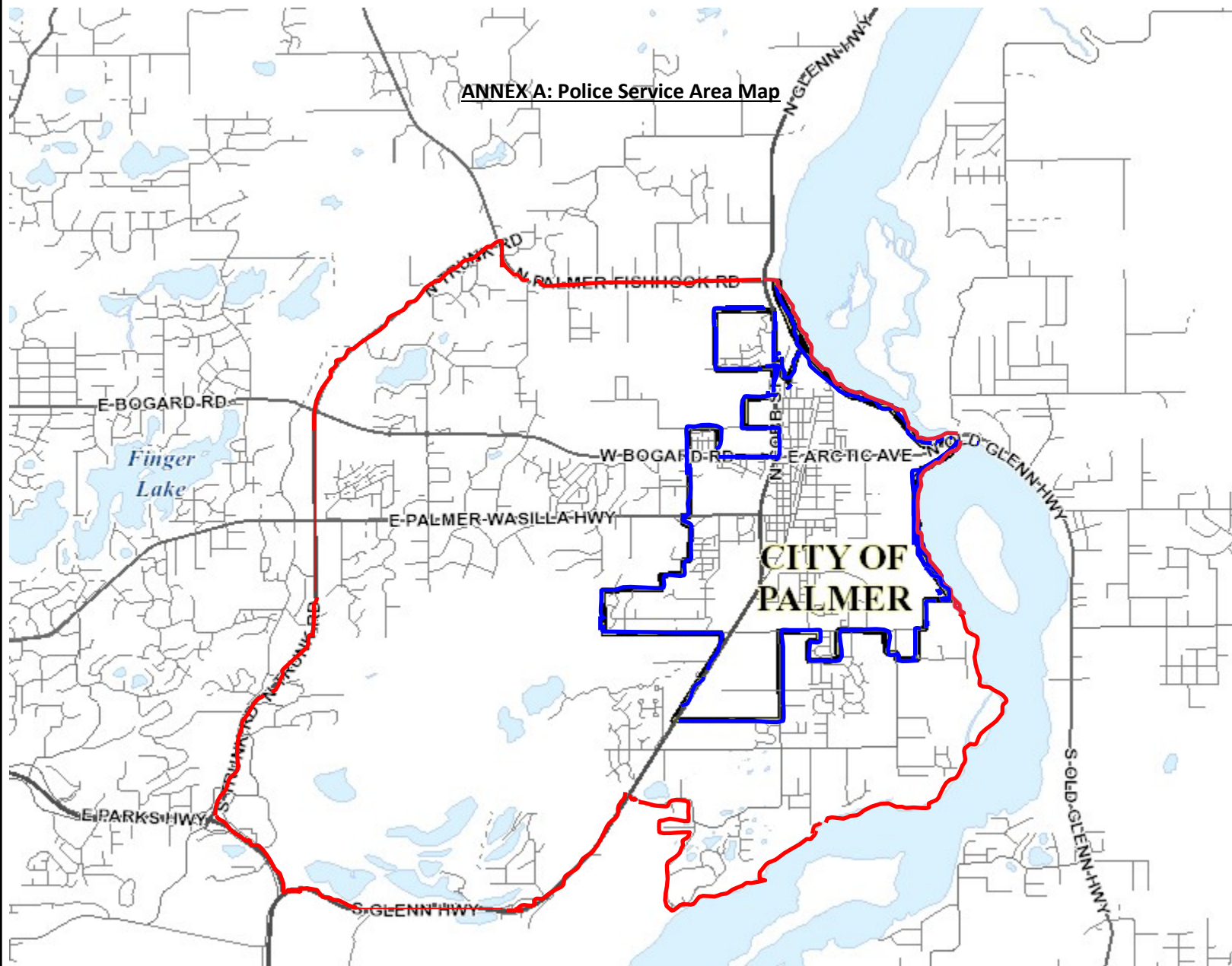
The budget for the new PSA is best viewed in two parts: Initial expenses for equipping the new officers and then recurring yearly costs. Initial costs to purchase equipment required for 11 sworn personnel is estimated at \$851,255.00. Recurring costs are anticipated to run \$2,206,450.00 for the police budget and \$397,300.00 for the dispatch portion. This yields a total of \$3,455,005.00 for the first year and approximately \$2,603,750.00 for each year thereafter. To this it would be prudent to add 4-5% per year to cover increased personnel costs and prices of fuel, equipment, etc. (Please see attached budget spreadsheets in Annex B for further details.)

CONCLUSION

Providing service to the PSA as detailed in this study can only be viewed as a major undertaking which would fundamentally change the landscape of the Palmer Police Department. Political implications, annexation considerations, liability concerns, and the direction and feel of City of Palmer would all be radically altered for better or worse. It is not the intent of this paper to either support or oppose the adoption of any such plan. Rather it is to inform those at the elected level of city government of the potential costs of such a course. We hope it has been informative and welcome any questions the Council may have.



ANNEX A: Police Service Area Map



ANNEX B: BUDGET SPREADSHEETS

PALMER PSA INITIAL EQUIPMENT EXPENSES

Asset	For Eleven Officers
Patrol Vehicles	11 x \$47,000 = \$517,000
Portable Radios	11 x \$5,500 = \$60,500
Laptops	11 x \$3,000 = \$33,000
Radar Units	11 x \$2,500 = \$27,500
AEDs	11 x \$1,500 = \$16,500
Body Armor	11 x \$850 = \$9,350
Pistols	11 x \$600 = \$6,600
Rifles	11 x \$1,500 = \$16,500
Shotguns	11 x \$600 = \$6,600
Leather Gear	11 x \$500 = \$5,500
Jackets	11 x \$400 = \$4,400
Uniforms	11 x \$600 = \$6,600
Tasers	11 x \$1,000 = \$11,000
Body Cams	11 x \$500 = \$5,500
Evidence Kits	11 x \$200 = \$2,200
1st Aid Kits	11 x \$200 = \$2,200
Ammo	Estimate \$10,000 initial purchase
Handcuffs	11 x \$30 = \$330
ASP Batons	11 x \$150 = \$1,650
Animal Poles	11 x \$75 = \$825
Cameras	11 x \$300 = \$3,300
Digital Recorders	11 x \$500 = \$5,500
Hats	11 x \$225 = \$2,475
Badges	11 x \$600 = \$6,600
Fire Extinguishers	11 x \$75 = \$825

Spike Strips	11 x \$800 = \$8,800
MVA Scene Laser	1 x \$80,000 = \$80,000
Total	Total for 11 Officers = \$851,255.00

PALMER PSA FIRST YEAR POLICE BUDGET ESTIMATE

Line Item	8 Ofc. / 2 Sgt. / 1 Inv.
Salary / Benefits	\$1,570,000
Overtime	\$200,000
Leave	\$100,000
Uniform Allowance	\$6,600
Advertising	\$1,000
Travel	\$12,000
Training	\$15,000
Legal Fees	\$2,500
Court Admin.	\$3,300
Services	\$26,300
Phone	\$10,000
Fuel	\$41,250
Insurance	\$20,000
Vehicle Insurance	\$20,000
Office Supplies	\$7,500
Uniform	\$11,000
Operating Supplies	\$13,000
Sm. Tools and Equip.	\$20,000
Equipment	\$3,000
Office Equipment	\$30,000
Vehicle Purchases	\$94,000
Total:	For 8 Ofc. / 2 Sgt. / 1 Inv. = \$2,206,450

PALMER PSA FIRST YEAR DISPATCH BUDGET ESTIMATE

Line Item	For Three Dispatchers
Salary / Benefits	\$330,000
Overtime	\$30,000
Leave	\$4,500
Advertising	\$300
Travel	\$2,000
Training	\$3,000
Contract Services	\$6,000
Telephone	\$5,000
Insurance	\$8,000
Office Supplies	\$1,000
Uniform	\$500
Operating Supplies	\$1,000
Repair and Maint	\$3,000
Office Equipment	\$3,000
Total for Three Dispatchers	\$397,300 per year

CONSIDERATIONS FOR ADDITIONAL POLICE IN THE MAT-SU BOROUGH

Summary by Jim Sykes

Crime is up, drug usage is up and the number of State Troopers is down. People want a response when they call 911 for help with a crime.

It's also well-recognized that better education, early intervention and treatment are needed to better prevent future crimes--especially those related to drug usage.

If the people of Mat-Su want a better law enforcement response, by contracting for more State Troopers, City Police to extend coverage, contract officers, police service districts or creating a borough police force like a sheriff's department, voters are required to approve law enforcement authority for these and other possible options.

There are three basic ways to ask voters whether to extend police services:

- Ballot question as an advisory vote only
- Ballot question that authorizes the borough to provide law enforcement
- Both of the above

An advisory vote may indicate the strength of interest in certain areas that might be in more need of more locally based police service.

Cost estimates, based on recent information suggest a range of 3 to 3.5 mills per \$100,000 of property value would be able to provide police service in areas with significant population density. For example: Cost at those rates would be \$300 to \$350 for \$100,000 of assessed property and \$600-\$700 for assessed property value of \$200,000.

An advisory vote would have to be followed by an actual vote for the authority to begin building law enforcement by the Mat-Su Borough. The actual authority vote could be held **without** an advisory vote. If an advisory voter were held and there was desire to move forward with implementation, the second vote asking for the authority would be required.

It might take a couple of years to put the entire system together to be completely functional. Emergency services already provides space for law enforcement in some Fire and EMS facilities. The Land Management Division also provides space for Troopers, as needed, at Jim Creek Recreation Area.

There are several documents available for background information:

- Mayors Blue Ribbon Task Force on Crime, 2005, (note pages 8 and 11)
- Palmer Police Area Staffing and Cost Study on extending service to new outlying areas (note costs on last three pages)
- Wasilla rate for extending temporary police service to Big Lake (multiply amount x 6 for annual figure)
- UAA Department of Justice Study on State Trooper Attachment B (Mostly Mat-Su)