

Per
INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the
(JPD)
Juneau, Alaska, Police Department

February 1, 1973

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Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. Consultant Assigned:

George F. Gorgol
Consultant
Public Administration Service

B. Date Assignment Received:

December 26, 1972

C. Date of Contact with LEAA Regional Coordinator:

January 2, 1973
(W. Lawson, Region 10, Seattle, Washington)

D. Dates of On-Site Consultation:

January 18-23, 1973

E. Individuals Interviewed:

Juneau, Alaska, Police Department

R. J. Bacolas
Chief of Police

J. Ciraulo, Captain
Field Operations

S. Edwards, Lieutenant
Technical Services

J. Bulkley, Sergeant
Detective Section

J. Reed, Sergeant
Patrol Section

P. Hales, Secretary
Administration

G. Bulkley
Clerk of the Court

II. STATEMENT OF THE PROBLEM

A. Problems as per Request for Technical Assistance:

Requirement for improving the efficiency and operational effectiveness of the Juneau Police Department by the study and development of an appropriate organizational structure and management system.

B. Problems Actually Observed:

1. As stated.
2. The staffing structure and personnel classification system required analysis, since the effectiveness of the organization is largely dependent upon proper staffing and upon an appropriate grade and title structure. Staffing levels and the classification of positions were the most significant problems encountered.

III. FACTS BEARING ON THE PROBLEM

The City and Borough of Juneau is located in Southeastern Alaska and is the capital of the State of Alaska. The City had a 1970 population of 6,360 in an area of approximately 2.32 square miles. The Borough of Juneau had a 1970 population of 15,177 in an area of approximately 3,100 square miles. A combined government administers the City and the Borough.

The Juneau Police Department is currently responsible for providing full-range police services to the City of Juneau and limited contractual services to the nearby City of Douglas. The Alaska State Troopers provide police services to the remaining areas of the Borough. Expansion of the Juneau Police Department's area of responsibility, to include all populated sections of the Borough, is contemplated. Such expansion would serve a population base of approximately 15,000 in an area of 264 square miles. This population is projected to increase to 24,000 by 1980.

The Juneau Police Department is currently authorized a personnel strength of 29, in the following ranks:

Chief of Police	1
Captain	1
Lieutenant	1
Police Sergeants	2
Detective Sergeant	1
Investigator	1
Community Relations Coordinator	1
Juvenile Officer	1
Police Patrolmen	7
Clerk of the Court	1
Traffic Officer	1
Radio Dispatchers	5
Animal Control Officers	2
Secretary	1
Clerk Typists III	2
Clerk Typist II	1

Of this authorization, 4 positions (1—Clerk of the Court, 1—Clerk Typist III, 2—Animal Control Officers) are provided for areawide borough services, while the remaining 25 positions are provided for police services to Juneau and Douglas (designated service areas 1 and 2). All personnel positions except one (Clerk Typist II) are occupied by sworn law enforcement officers. Of the 28 sworn officers, 20 are male and 8 are female. The one nonsworn position is occupied by a female employee.

The current organization of the Police Department is depicted in Attachment 1. Manpower distribution is also indicated as it is normally assigned. Actual manpower utilization involves considerable interaction and redistribution of personnel to perform necessary functions that require augmentation or are not staffed. For example: maintenance of official police records is a part-time function of radio dispatchers, accomplished when time is available from primary duties; field patrol duties are assigned to detectives or a traffic (meter) officer when uniformed patrol personnel require augmentation; and clerk typists perform relief duties as radio dispatchers or parking enforcement officers. The structure and staffing of the Department require the constant reassignment of personnel away from normal duties to maintain essential police operations.

There are 16 different personnel job classifications covering the 29 authorized positions. Classifications are designed to identify the unique functional assignments of individuals rather than to categorize positions into broad levels of rank and responsibility. For example, the traffic officer (meter enforcement), animal control officers, and clerk of the court are separately classified according to the unique functions that the incumbents perform rather than being classified as police patrolmen according to their basic training and essential duty performance. A salary level distinction is in effect between the present position classifications. No adjustment is made for duty performance in other positions of higher salary category.

A substantial amount of overtime is required by the Juneau Police Department. During the period of July through December 1972, over 3,000 man-hours of overtime work was performed. Approximately two-thirds of the total was paid overtime and the remainder allowed as compensatory time. Paid overtime cost was approximately \$17,000 for the six-month period.

The Juneau Police Department is operating under severe topographic and winter climatic conditions. Winter patrol is encumbered by steep-grade streets and heavy precipitation of snow and ice. Response to calls for service and a high rate of

vehicular accidents place unusual winter demands on the force. During the summer season, an influx of approximately 30,000 tourists and visitors serves to maintain a high rate of police activity.

A review of department activity was made as a basis for determining the most effective organization and required staffing levels. Work load factors are indicated by the following data, compiled for varying significant periods of 1972:

1. *Calls for Service.* 27,000 in 1972.
2. *Patrol Work Load Distribution* (percent of average daily).
Shift I (2300—0700) — 30 percent (approximate)
Shift II (0600—1500) — 30 percent (approximate)
Shift III (1500—2300 — 40 percent (approximate)
3. *Investigation Case Load.* Varies from 53 to 95 cases per month, based on the last six months of 1972. Average case load—67 per month.
4. *Individual Case Load.* Twenty-two per month for each of three investigators. Average time per case is 12 hours, or a total case time of approximately 804 hours per month, and an individual time expenditure of 268 hours per month.
5. *Traffic Control.* Approximately 11,200 traffic and parking citations and warnings issued in 1972.
6. *Animal Control.* Approximately 1,200 complaints, citations, and other animal cases handled in 1972.
7. *Clerk of the Court.* Processed approximately 11,200 citations and 540 court cases in 1972. Approximately 50 percent of parking citations required verification of registration, summons, or other follow-up action.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

Organizational and management problems of the Juneau Police Department do not stem from the lack of internal ability to create and maintain a responsive police structure or to effectively delegate duties and responsibilities. Instead, department management is faced with the almost insoluble problem of providing constant full-range police services with inadequate resources and under constraints imposed by the existing personnel and pay system. The most obvious condition that exists is the shifting of people from one position to another to cover essential duties that are unattended because of days off, sickness, court appearances, and other unscheduled absences. Management must regularly "rob Peter to pay Paul." If a patrolman is to be sent to the state academy for important basic training, a series of personnel shifts must be made to cover his absence. Invariably, this results in some lower priority task being delayed or in the use of overtime to compensate for the extra demand on available personnel.

It is not the objective of this report to provide the Juneau Police Department with recommendations for personnel staffing and organizational provisions to cover every possible contingency. It is the function of management to use its reasonable resources in an efficient and effective manner to perform its function. There is, however, an irreducible minimum of resources required to enable the law enforcement task to be performed. It is the purpose of this report to establish this minimum, based on a factual assessment of the scope and size of the task.

The organization of the Juneau Police Department into two subordinate divisions of Field Operations and Technical Services is a sound approach. With minor modifications, the present structure is suitable to support the level of operations required and is a base for future expansion of the scope of responsibility into other populated areas of the Borough of Juneau.

The staffing and management of the police organization, however, are serious concerns if it is to carry out a full range of police services for the community. Staffing was reviewed in terms of the work load experience of each major function and minimal personnel to accomplish this work load are projected. Attention was also given to the reduction of overtime, continuity of performance, and the elimination of constant personnel reassignments. Four functional areas were determined to be in need of reconstitution:

1. *Patrol.* The field patrol force now consists of seven patrolmen and two sergeants. Two patrol beats are needed on each shift minimally to provide response to calls for service, traffic accident investigations, and preventive patrol. A minimum of 10 patrolmen is required to cover two beats each shift every day. Authorization for that level of staffing would permit sergeants to be used as supervisors and would avoid the constant shuffling of other sworn officers to fill vacant patrol positions.

The most important first level of supervision provided by police sergeants is almost nonexistent at this time because the two available sergeants are necessarily used to fill patrol positions. Supervisory functions of field inspection, training, reports review, and performance evaluation are left to command personnel or ignored. With the addition of two sergeants, one supervisor would be available on each shift. He would act as Watch Commander, field supervisor, and the responsible police representative on the shift. The sergeant would be used to back up field patrolmen in periods of high demand and would be charged with the timely and complete preparation of records and reports by shift personnel. His increased availability at the headquarters would provide supervision and security to the dispatcher.

2. *Investigations.* The case load carried by the three detective personnel is so large as to promote cursory investigations. Cases are necessarily delayed until investigative time is available. Further, the detectives incur substantial amounts of overtime and devote much of their personal time to investigations, without compensation, in an effort to maintain some semblance of currency.

It should be noted that the probability of successful investigation is reduced in proportion to the delay in initiation. Leads become clouded, witnesses are less available and trustworthy, and offenders relocate. It appears that reasonable augmentation of the detective force is warranted to offset case delays and excessive overtime. Based upon the case load, a minimum of two additional investigators are necessary.

3. *Records.* A previous technical assistance report strongly recommended the full-time assignment of a competent records clerk. The tasks of controlling, filing, and retrieving official records and of conducting a microfilm retirement program cannot be accomplished by part-time personnel or as an extra-duty assignment. The records work load adequately justifies a full-time position.

4. *Clerical and Typing.* There are four administrative personnel now authorized. One secretary handles correspondence, administrative reporting, and budget and payroll preparation. One Clerk Typist III is fully utilized by the Clerk of the Court for preparation of judicial documents. One Clerk Typist III attempts to accomplish all the typing and filing required by both Field Operations and Technical Services Divisions. One Clerk Typist II is used as the full-time administrative switchboard operator.

There is adequate justification for the assignment of a Clerk Typist III to each of the subordinate divisions. This would provide one additional position to Field Operations for the purpose of preparing case and accident reports, community relations announcements, and required periodic reports and correspondence.

With the staffing augmentation discussed above, substantial improvement may be expected in the management of the Department. Personnel performance can be evaluated because personnel are in regular assignments and responsible for measurable output. The chain of command and supervision would be clearly defined and every member would be aware of his function and what is expected of him. The Chief of Police can thereby exercise strong control over departmental progress and resource expenditure. Efficient management and economy cannot be anticipated under current conditions.

The classification system now in use appears unduly restrictive and contributes to poor morale. Classification of each unique position into a separate title destroys the Department's flexibility to reassign personnel of equal basic training and experience to other duties without extensive reclassification. Salary differentials between titles penalize members who are temporarily assigned to duties authorized higher pay levels because no adjustment is allowed. It appears that a simplification of the classification and pay system would improve management flexibility and reduce inequities. For example, a sworn personnel title structure of Patrolman, Sergeant, Lieutenant, Captain, and Chief would simplify classification and would permit assignment to any position authorized at the rank level. All patrolmen would be classified in that title, regardless of their functional performance as traffic officers, animal control officers, clerk of the court, or dispatchers.

It is not the purpose or intent of this technical report to suggest the precise classification of police positions. It is necessary to point out that the present classification system reduces the ability of police management to effectively use assigned personnel resources without by-passing the classification rules.

With the additional personnel authorizations, most of the overtime expenditure can be eliminated, partly offsetting the added cost. Reduction in the number of work-hours would have the effect of improving individual performance, since productivity tends to decline with the extension of work-hours beyond the normal week.

It is recognized that the increased personnel authorizations may be difficult to support in a single budgetary period. The Juneau Police Department will achieve improvement, however, only to the degree the augmentation is provided. A phasing of personnel adjustments over two or more budgetary periods may be necessary. It is suggested that the priorities would be Patrol, Records, Investigations, and Clerical—Typing, in that order.

V. RECOMMENDED COURSES OF ACTION

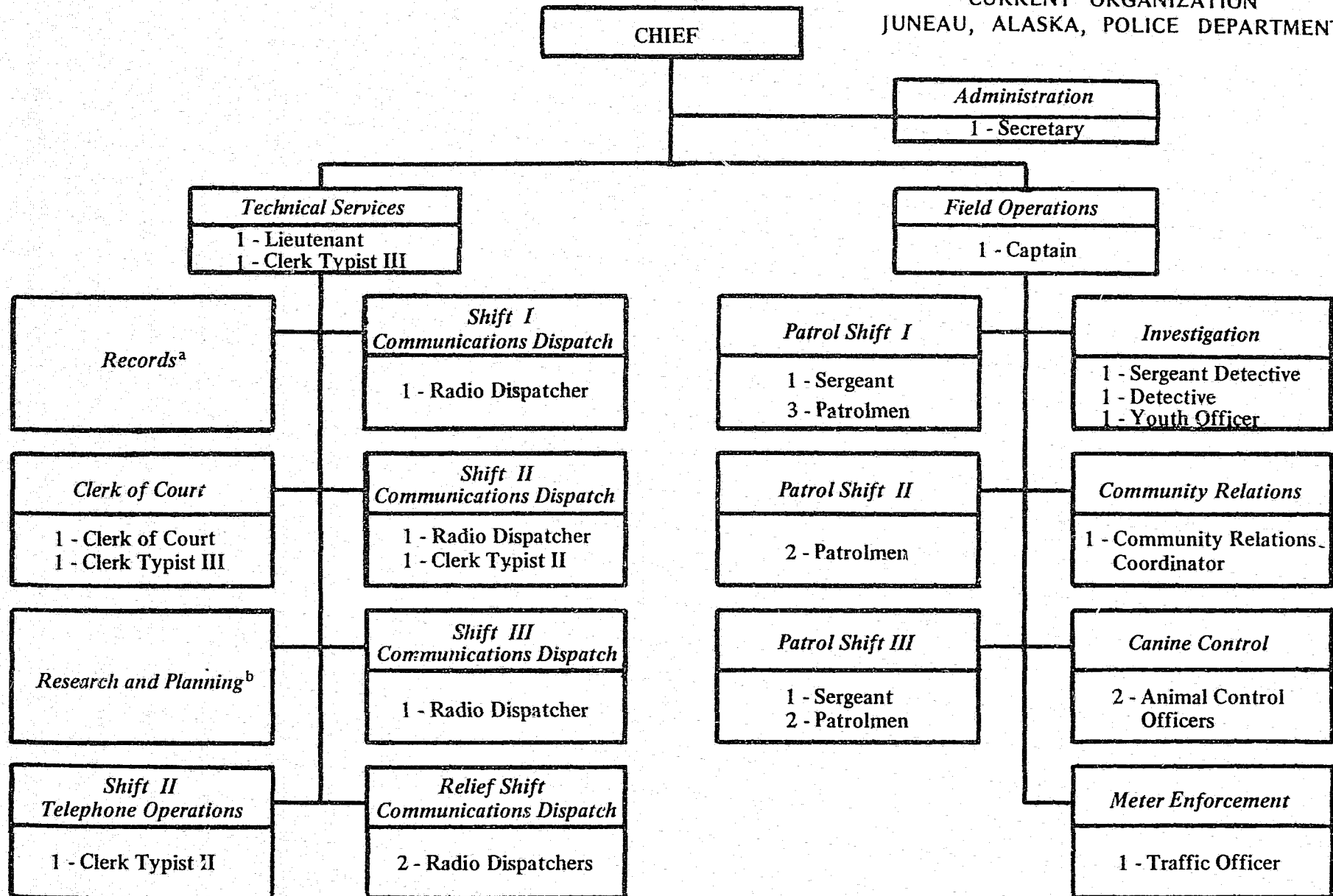
It is recommended that the Juneau Police Department:

1. Amend the current organization to add relief shift elements for Patrol and Dispatch, as indicated in Attachment 2.
2. Consider and establish the requirement for personnel augmentation to achieve staffing levels as suggested in Attachment 2. Additions would include:

Patrolmen	3
Sergeants	2
Detectives	2
Records Clerk	1
Clerk Typist III	1

3. Request a study of the classification structure of the Department to reduce the number of unique position titles and provide greater personnel assignment flexibility through a generalized grade and pay system.
4. Use the augmented staffing to establish firm work schedules; minimize reassignment; and reduce overtime expenditures.
5. Establish management procedures and controls to plan and program police services; to measure personnel performance and effectiveness and to evaluate the levels of public service and crime suppression resulting from police efforts.
6. Develop plans and procedures for expansion of police services to other populated areas of the Borough of Juneau, by determining necessary field personnel and equipment additions. The organization and services structure is adequate to support such an expansion with minimal augmentation.

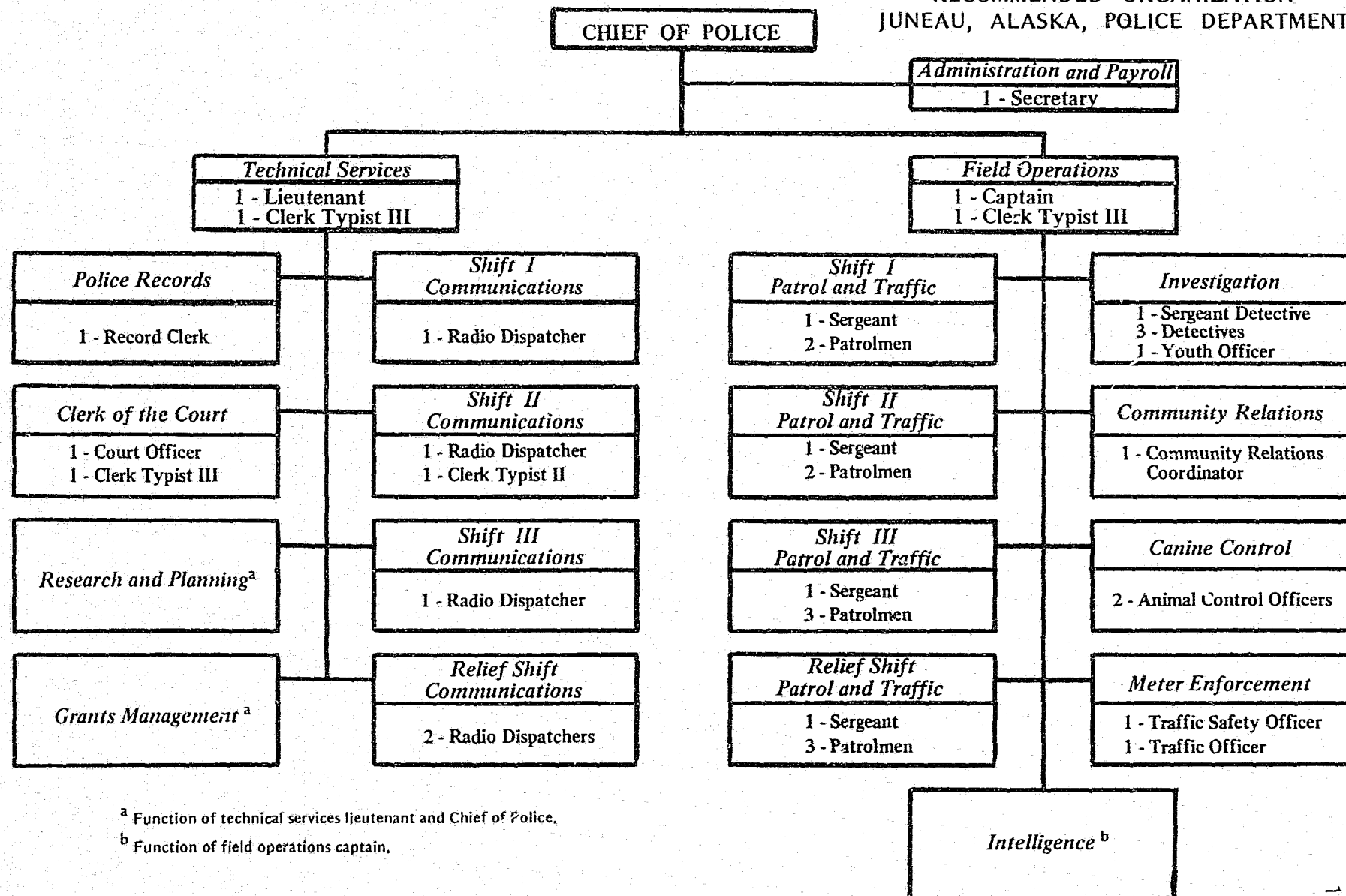
Attachment 1

CURRENT ORGANIZATION
JUNEAU, ALASKA, POLICE DEPARTMENT

Note: Shifts I, 2300-0700; II, 0700-1500; III, 1500-2300.

^a Not staffed—accomplished by part-time dispatch and clerk-typist personnel.^b Not staffed—function of technical services lieutenant and Chief of Police.

RECOMMENDED ORGANIZATION
JUNEAU, ALASKA, POLICE DEPARTMENT



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