



Management Audit, Haines Police Department, March 2015

EXECUTIVE SUMMARY:

The City and Borough of Haines desired to have a management audit of the Haines Police Department and asked that Russell Consulting, LLC perform it. By specific direction of the Borough Mayor, the scope of the audit included the daily routine operations of the Haines Police Department, along with any personnel and performance considerations that may be identified.

Russell Consulting, LLC observed the daily operations of the Haines Police Department (March 23-27, 2015); reviewed its existing Policy & Procedures Manual; audited its property and evidence room; observed its dispatch/call center operations; examined its records management system; interviewed departmental personnel (including the Chief of Police); inspected the existing police building (including jail); inspected police vehicles currently in service; and gathered data. Time was also spent talking with allied agencies, departments, services, and random members of the community.

Included in this report will be a suggested hierarchy of actions to improve the efficiency of the Haines Police Department, intended to reduce the risk of liability exposures, improve the professionalism of the department, and subsequently increase the public support for this public safety organization. See Attachment 1.

INTRODUCTION:

Efficient and effective police departments do not just happen. They need a great deal of planning and professional management, tasks rightly delegated to the chief of police. Competent and effective police chiefs must possess the management "know how" to build strong departments that ensure the continuous improvement of

police/public safety services to the communities they serve. They draw on a wealth of professional / practical skills and continual relationship building within the community to get that job done. The police chief's job must include, in part, the following:

Administration of personnel—providing direction and leadership to department personnel.

Management of public funds—ensuring the cost-effectiveness of programs, balancing budgets, and securing the financial health of the agency.

Implementation of programs and policies—working with elected officials and community leaders to achieve common goals and objectives for the community.

Coordination of service delivery—anticipating future needs, organizing work operations, and establishing timetables to meet community needs.

Above all else, today's professional police chiefs brings to the communities they serve a **commitment** to maintaining the public trust and confidence in the local police, achieving equity and social justice, affirming human dignity, and improving the quality of life for all residents. To accomplish this, the chief must:

- Work with elected officials as they develop policies. The chief will often be called upon to discuss problems and recommendations, propose new plans, or discuss issues that affect the community and its residents.
- Ensure that laws and policies approved by elected officials are equitably enforced throughout the city.
- Seek feedback from residents and members of the business community to address and solve problems.
- Prepare the annual budget, submit it to elected officials for approval, and implement it once approved.
- Supervise administrative personnel, other employees, and all volunteers associated with the department.
- As directed by City Hall, solicit bids from contractors and select or recommend the appropriate individual(s) or organization(s) to perform the work.
- Investigate citizen complaints and problems concerning the department and recommend changes to elected officials.
- Manage the day-to-day operations of the department.

In virtually all areas of review, it became my opinion that although previous police chiefs exceeded the basic standards required of a certified police officer in the State of Alaska, ***they did not perform to the expectations of an effective police chief and did not establish a good foundation on which to build a professional organization. Ineffective delivery of services, low morale, personnel changeover, and general lack of confidence throughout the community are indications that the police department suffered from a systemic lack of leadership within the organization as well as a lack of oversight by prior managers and assemblies that led to its current state. Its current condition did not happen in a vacuum nor did it occur overnight.***

This report is not intended to vilify or assign blame. Rather it is intended to be used to establish and maintain a modern day professional police agency that is committed to serve the residents and visitors of the Haines Borough. Though it should not be considered exhaustive, this report will help point the way to achieving the Haines Borough's goal of improving its police department.

NARRATIVE:

The Chief of Police cooperated with all aspects of this management audit, allowing unrestricted access to the entire department and participated in the department's review when requested. I found all Haines Police Department staff to be courteous, cooperative, and helpful; however, there was an obvious unhealthy and negative esprit de corps within the department. There were widespread feelings of a general lack of direction and follow through within the department. These same feelings were expressed by nearly all of the community members that talked with me. Such widespread sentiment understandably and predictably adversely affects the department's potential effectiveness of providing service to the community and its guests.

On the first day of my arrival, I gave the police chief a 23-page survey dealing with Law Enforcement Management and Administration. The survey provided useful management and administrative information about the department and its own perception of what is expected of it as well as identifying areas of potential liability exposures. It often comes as no surprise that the department's perception of what is expected of it differs from the community's expectations for their police department. Interviews with various community members and community leaders highlighted the differences of those unmanaged expectations

The Police Chief and I toured the Haines Police Department facility together. In addition to housing the Haines Volunteer Fire Department and Borough Assembly Chambers, this same building also houses three (3) holding cells capable of holding up to six prisoners. The Police Department is comprised of ten (10) members when fully staffed, consisting of its police chief, four full-time police officers, four full-time dispatchers, and one dispatch supervisor. One

part-time reserve police officer position is currently not filled though authorized; bringing the total personnel under the police chief's direct span of control to eleven. In addition to regular police duties, the police chief handles the operational supervision of the city-owned jail facility which is contracted to the State of Alaska Department of Corrections. When the dispatch supervisor resigned her position, the police chief assumed direct supervision over dispatch as well. The police chief also assumed responsibility over the department's Property & Evidence room as the department's evidence custodian. The police chief exerts direct supervisory control was over the entire department, with no delegation of responsibility to others.

I spent time interviewing department personnel, former department personnel, and allied agencies, community members, elected officials, members of the media, business owners, and varied visitors to Haines. With specific attention to redact identifying information from its source, information gained from these interviews will be provided throughout in this report.

JAIL FACILITY: (sub-standard)

The jail facility consists of a sally port, refrigerated storage that serves as a temporary morgue when needed, three holding cells, a booking area, prisoner property cells, a shower, and jail-related storage area. I saw that all of the holding cells were clean; however, minor maintenance and/or repairs were needed but not planned.

This facility is considered a state contracted jail and is expected to experience contractual funding reduction by this year's state budget cuts. Such cuts were expected to have an adverse effect on the department's operations budget, potentially resulting in an anticipated hiring freeze and the loss of previously funded position (-s).

The jail facility itself would benefit from better organization of its working areas and property, with an eye towards improving general safety and overall efficiency. Segregation of property associated with the jail from that associated with the rest of the police department makes sense, reduces clutter, and minimizes duplication. Regular and consistent inspections will help with accurate budgeting and facilitate practical, integrated cost expenditures. These inspections will reduce the likelihood of injury or loss and will be critical in the formation of a plan going forward.

A well-organized policy and procedures manual for the jail is critical to its success. Formal rules, regulations, policies or ordinances will govern the conduct of all jail personnel. The responsibility for the development and implementation of this manual falls squarely with the chief of police. Specific high-risk areas that the manual must address include, in part, strip searches, identity verification, classification of prisoners, duty to protect from assault, grievances, medical, suicide, use of force, nutrition, religious meals/materials/worship, and mail. The chief of police, or designee, must train all jail personnel consistent with the manual and then supervise accordingly. Model policy and

procedure manuals for small jails, as well as best practice guides, are available for the development of this critical component.

DISPATCH: (*below standards*)

Currently the City and Borough of Haines provides 24-hour emergency dispatch coverage. This service is typically the community's first interaction with the public safety department during crisis. The dispatch work area is sectioned off from direct access of the public by a panel of clear Plexiglas and an electric lock controlled door. The pane of Plexiglas does not adversely limit direct communication between the public and dispatch.

Police dispatchers also function as Municipal Corrections Officers (MCO) for the jail facility, relying exclusively with on-the-job training generally provided by senior personnel. The primary responsibility for booking, release of prisoners, fingerprinting and photographing of prisoners, pat and strip searches, keeping inventory of prisoner's property, as well as preparing meals and feeding prisoners falls to the on-duty dispatcher, not necessarily the police officer on duty. Closed circuit television monitors allow dispatchers to monitor a prisoner's behavior remotely; however, dispatchers are not trained to intervene, or respond to, a crisis inside the jail. On-duty police officers are utilized for such occurrences.

Dispatchers are the primary call takers for police services and emergencies. Individual training and experience varies. The attainment and retention of highly trained emergency dispatchers must be a fundamental goal of the department. Like the jail, dispatch would benefit from a well-organized policy and procedures manual. Such a manual is critical to its success. Formal rules, regulations, policies or ordinances will govern the conduct of all dispatch personnel. The responsibility for the development and implementation of this manual falls squarely with the chief of police. Recommended topics for a typical dispatch manual include, in part, animal bite, assault, assist other agency, auto theft, bomb/explosive device, burglary, alarm response, child abandonment, criminal mischief/vandalism, disturbances, dealing with the disabled, drunk/reckless drivers, explosion, fire, fight, hazards, leaks, hang-ups, hit and run, indecent exposure, kidnapping, lost child, runaway, supervisor/public official notifications, loud party/music/noise, medical emergency, missing person, officer emergency, police pursuits, open door/window/business, release of information to media or general public, parking, prowler, public intoxication, sexual assault, public intoxication, robbery, bank alarm, shots fired, theft, shoplifting, suspicious persons, suicide threats, traffic accidents, traffic control, traffic stops, and welfare checks. The chief of police, or designee, must train all dispatch personnel consistent with the manual and then supervise accordingly. Entry level training for dispatchers should be delegated to the Dispatch Supervisor who subsequently provides input to the chief of police in the form of recommendation for retention or termination of probationary dispatchers. Establishment of a dispatch training and evaluation program is highly recommended. Dispatch Supervisor recommendations are to be based on observed performance of the employee's demonstrated

ability or lack thereof. Model policy and procedure manuals and training/evaluation programs for small dispatcher centers are available for the development of this critical component.

As elsewhere in the police department, regular and consistent inspections in dispatch will help with accurate budgeting and facilitate practical, integrated cost expenditures. These inspections will reduce the likelihood of redundant or unnecessary purchases and will be critical in the formation of a plan going forward. Mirrored workstations in dispatch allow two or more dispatchers to work simultaneously during shift overlap or during an emergency. An integrated approach to equipment and software upgrades would ensure functionality and reliability during routine or crisis situations. A much-needed robust and reliable records management system (RMS) would provide for accurate / consistent data entry and retrieval, replacing outdated and unreliable methods currently in place. Not all areas within the department's service or response area is covered by existing radio equipment. Emergency personnel operating in these areas are without radio communication or other dispatch resources. Regular maintenance considerations and equipment/software upgrades are highly recommended.

Those actually doing the work in the field are often unheard when it comes to operational feedback. All feedback from practitioners (officers, dispatchers, firefighters, troopers) should be considered when it comes to providing efficient communication during calls for service or emergency. Regularly scheduled staff meetings, as well as post critical incident debriefings, are highly recommended as they will enhance professionalism, reduce stress, and promote employee retention. Such meetings recognize an employee's value to the organization and promote a commitment to continue to help their community and grow professionally.

POLICY AND PROCEDURES MANUAL: *(outdated, not maintained, or non-existent)*

The police department's policy and procedures manual is absolutely critical to the success of a department. The caveat is this. It must be up-to-date, well thought out, promoted, understood, and followed. It is the document against which the department is measured and regulated. After establishing a mission statement, the manual will establish departmental priorities, promote ethics and integrity, establish community partnerships, identify priorities and solve problems, and make management and organization more efficient and effective. After talking with police personnel, borough government officials, and members of the public, it is my opinion that the desired mission of the department is similar to establishing a partnership with the people of the community to make their borough a place where people can live or visit safely, without fear, served by a police agency that is a role model of unquestionable integrity, cooperation, and professionalism.

To that end, it is recommended that several "high-risk" areas of the existing department manual become updated, e.g., pursuit, use of force, training, firearms, less-than-lethal technology utilization, impact weapons, officer compliance with DV laws, property and evidence control, hazardous communications, search and seizure, motor vehicle

and citizen contacts, entering and searching homes, off-duty issues and others. Practical policies that are recommended include limits of authority, direction, personnel matters, fiscal management, complaint and disciplinary procedures, training and career development, public information and community relations, crime analysis, patrol operations, general operations, unusual occurrences and special operations, traffic, equipment, communications, records, and custody standards. Policies and procedures are dynamic, that is they are constantly being reviewed, updated, added to, or deleted as is necessary to ensure contemporary standards and practices. Policies speak to the “what” should be done. Procedures speak to the “how” the agency accomplishes the “what.” The goal is to create a manual that encourages/allows departmental employees make proper decisions when faced with circumstances that are routine or extraordinary. The responsibility of developing and following such a manual typically lies with the chief of police. Recognition of this critical function and a willingness to fulfill that responsibility must be considered when selecting a police chief. Model policy and procedure manuals for smaller police agencies, as well as best practice guides, are available for the development of this critical component; however, I do not recommend a “cut and paste” approach to policy manual development. Thoughtful consideration of the agency’s mission statement and an understanding of community expectations require a more deliberate approach.

DEPARTMENTAL INVENTORY: *(no inventory, lack of control of assets)*

The proper care and feeding of a police department requires inventory control measures. The expenditure of public funds necessitates transparent and regular accountability. Inventory control keeps expenses within approved budgets, enhances public confidence, and helps forecast future purchases. A property management system that may include ownership tagging of high value departmental items will help the police chief and borough administration to know the state of the department’s resources at any given time.

The storage of police, jail, or dispatch inventory requires adequate storage space and organization. Hazardous materials such as ammunition, chemicals, and similar products require approved storage containment as well as appropriately placed Material Safety Data Sheets (MSDS). Personal Protective Equipment, products, or other specific employee protection equipment and devices must be regularly inspected to ensure availability and operation. Employee training and understanding as to use, storage, clean-up, and replacement of all department inventories must be considered an important function within the department.

EVIDENCE: *(below standards)*

Police departments routinely acquire property, either for safekeeping or evidence. As such, this property is temporarily entrusted to the department. Proper procedures for the receiving, tagging, storage, return, or disposition of property becomes a primary police function that is often overlooked or disregarded. Return and disposal procedures must be consistent with applicable laws, administrative legal processes, and current best practices. It is not necessary

for the department's property and evidence custodian to be a sworn officer. In fact, many agencies utilize non-sworn civilian personnel in this capacity. Given the high-visibility and critical nature of this function, specialized training and certification often accompanies such a designation.

Regular or unannounced evidence audits are commonplace in police agencies. Few functions have the potential of generating adverse sentiment or lack of confidence as a property room that does not operate as expected. Great care should be exercised to ensure that the proper evidence custodian is selected and proper procedures are in place and followed. Allied agencies and the community must have confidence in this critical function of the police department.

It should go without saying that the evidence room is to be secure with limited access. Not all police personnel are to have access to this room. Access key control is to be limited to the evidence custodian. Temporary evidence lockers allow police personnel to store items until the evidence custodian takes control of property, only after ensuring that each item is properly tagged and documented. The right of refusal to accept property that does not meet that standard is bedrock to the custodian's function. After taking custody of the property, the custodian maintains an unbroken chain of custody until the property is released or disposed. Until removed from this position, the evidence custodian is solely responsible for all items received. To better fulfill this obligation, the evidence room must be secure, organized, and compliant with recognized best practices. High value items (guns, cash, and drugs) are often secured in a separate secure area within the evidence room. Items requiring special handling, like refrigeration or air drying, are kept in such a manner as to prevent cross contamination or not allow hazardous conditions to develop. Property returned to the owner or otherwise disposed is fully documented by the evidence custodian. The return or disposal of high value items are often witnessed by another department person. A property/evidence component is recommended when considering a department records management system. Sample manuals and guidelines from the International Association for Property and Evidence (<http://www.iape.org/>) are available for download on their web site at no cost.

A full audit of the department's property and evidence room is recommended. This can be accomplished by the evidence custodian or by an outside contracted resource. An audit will provide a full accounting of property and evidence under the control and keeping of the department and should be done annually, whenever a change in Evidence Custodian occurs, or as directed by the chief of police.

TRAINING: (*below standards – no records, no training plan*)

Training enhances professionalism, promotes confidence, ability, and capability, and thereby reduces potential liability. Training records document training, identify training yet to be attained, and demonstrate compliance with departmental policy and procedures. It is strongly encouraged that departmental instructors be properly certified or endorsed, that training records be centrally stored and regularly reviewed, and that budget considerations include this responsibility of the police department. It is strongly recommended that training be acquired or delivered that

addresses those predictable situations that department personnel will encounter on a regular or routine basis. The department has a duty to train its personnel in areas where there such an obvious need for training exists. Attention to those already identified high risk areas is a good place to begin. In this particular application, predictable is preventable. Basics before advanced.

VEHICLES: *(needs improvement)*

The Haines Police Department's motor pool consist of three patrol vehicles; a pickup, a 4-door sedan, and an SUV. The vehicles were in good working order, well equipped, and appeared to be well maintained. They are immediately recognized as emergency vehicles with operational emergency lights and sirens. Standardization and modernization of a police fleet has many advantages, including cost savings when it comes to maintenance and the acquisition of profession-specific equipment. Standardization of the equipping of police vehicles will not only improve the professional appearance of the fleet, it will ensure that each vehicle has the same capabilities as the rest. Mismatched equipment supplied by the "vender-of-the-day" can end up costing significantly more than the salesperson's promised savings. Done methodically and comprehensively, a standardized modern fleet will result in an increased "pride of ownership" from the individual officer and public, lend itself to predictable and accurate budget preparation, and ensure compatibility with all other department equipment.

SITE / BUILDING: *(needs improvement)*

The Haines Police Department shares a parking lot with the Haines Volunteer Fire Department and the Haines Borough Assembly Chambers. Visibility in the parking lot does not seem to be a problem despite the likelihood of heavy traffic usage during emergencies or assembly meetings. The main door of the police station is handicap accessible by means of ramp. Viability and sustainability of the building is beyond the scope of this report and was not considered. Police department security consisted of its primary access into the building being controlled by on-duty dispatch personnel, utilizing an electric lock on the door. Steps or the ramp into the building are used by police personnel transporting prisoners in and out of the jail. A rear sally port can also be used to access the jail. The front of the building, parking lot, entrances, sally port, and jail is monitored by a surveillance cameras monitored inside dispatch.

Workstations within the department were generally free from clutter and organized. Computer components were logically placed or stacked throughout the station. The department would benefit from the establishment of an integrated and comprehensive approach to its technology acquisition and deployment. Regular software upgrades and technology equipment maintenance could be assigned to a qualified person (a technology technician) within the department or outsourced to borough and its technology maintenance program. In addition to the duties described, this technology technician would ensure that equipment operational manuals and other related supplies were centrally located and available when needed. This would allow the chief of police to evaluate current technology needs within

the department and budget towards a reasoned acquisition based on priority, availability, and future needs of the department.

BUDGET: (requires immediate attention – more detail in budget preparation and planning)

The police chief and I reviewed the FY 2015 Budget for the police department and dispatch. The overall budget appeared realistic only by its comparison with previous years' budgets. However, it did not provide adequate line item detail as to exactly how the budget was reached or how the allocated money is to be spent. The budget did not reflect much of a plan (short or long-term) for the development and improvement of police/jail services to the community. The budget appeared shortsighted and chronically "status quo." There is expected to be an adverse impact on the department's budget due to the anticipated reduction in the state contract for the jail. At the time, the police chief anticipated the state's budget reduction would result in an imposed hiring freeze and the potential loss of sub-contracted animal control position. The department would benefit greatly by the development of short-term (1-3 years) and long-term (3-5 years) plans that promotes professionalism within the department and enhance services delivered to the community.

OTHER CONSIDERATIONS:

Personnel - After the community and its leadership has defined the kind of agency it needs, then personnel recruitment and selection is clearly the key to successfully obtaining it. If the community is unwilling to identify what kind of police agency they want, or the police services they require, then just about anyone or anything will do. It is assumed that with the overall dissatisfaction with its current police department, the Haines Borough is willing to change what has been done before so that it does not only get more of the same.

When it comes to the selection of a police chief, it is my recommendation that selecting someone with proven leadership, experience, and capability is critical. Select someone who has a vision for the department; someone who is willing to share that vision with staff and community alike; someone who has a history of achieving goals, successes, and building healthy relationships within the community; someone who is willing and capable of communicating with administration and all members of the community, including media; someone who is able to review and revise procedures when appropriate; and someone who is either current or eager to become current with Alaska criminal law and procedures. It is insightful and often helpful to bring outside experiences to a department; however, more than just a passing knowledge of Alaskan criminal law and procedure is imperative. An effective police chief must be more than just willing to take the position. An effective police chief must be qualified and capable of meeting the expectations of the agency and community.

Those responsible for the selection of next police chief must first establish minimum qualifications and then recruit accordingly. Online and print resources should be utilized for recruitment, promoting not only the agency but the community it serves. This approach will attract a person that is not just motivated by money or title, but understands and supports the value of community.

Final selection decisions must extend beyond the resume and include a comprehensive background check that not only validates information supplied in the resume but explores suitability and compatibility of the applicant with the department and community. A comprehensive pre-employment background check is a very useful tool and communicates a commitment to excellence from the very beginning. It is appropriate to look for a police chief that is willing to commit to long-term service in Haines. Incentives will most likely include a wage and salary package comparable with agencies of similar size, composition, and location. A copy of the Alaska Municipal Salary & Benefit Survey, FY 2015 is attached to this report. Eighty-one communities around the state responded to survey to assist in the evaluation and comparison of benefits and salaries of municipal employees in Alaska. Not all cities and boroughs participated in the survey (Haines did not), nor does it cover all positions. It does include applicable data in public safety positions. Please note that the Alaska Municipal League staff compiled the data and every effort was made to carefully present it; however, AML and Russell Consulting, LLC cannot assume any liability for errors or omissions in that survey.

Likewise, the hiring of police officers must include selecting only those that meet or exceed minimum qualifications as outlined by the Alaska Police Standards Council (13 AAC 85.010). A comprehensive pre-employment background check is highly recommended to ensure that the officer selected is likely to obtain and/or maintain APSC certification and work well within the department. Incentives will likely include a wage and salary package comparable with agencies of similar size, composition, and location.

Since public safety dispatchers routinely deal with confidential and personal information and have access to sensitive and privileged data, their hiring must include a comprehensive pre-employment background investigation. Their position within the department is prone to high stress and requires the ability to multi-task in pressured circumstances, dealing with all sorts of stressors within and without the department. Regular training and ongoing support will enhance the likelihood of retention and job satisfaction. Incentives will likely include a wage and salary package comparable with agencies of similar size, composition, and location.

Accreditation – The recognized benefits of agency seeking accreditation are primarily three-fold. The community, the police chief, and agency personnel benefit as follows:

- The community receives more efficient and effective delivery of police services because the agency is better able to prevent and control crime. The community gains an understanding of the law

enforcement agency, its goal and objectives, and its role within the community. Citizens and the police work together to prevent/control crime, thereby enhancing public confidence in the agency.

- The police chief benefits from accreditation through increased cooperation with allied agencies; an independent confirmation that policies comply with professional standards; a periodic review of the effectiveness of department administration; a continuous and systematic review of departmental policies, procedures, and practices; decreased exposure to civil liability and costly settlements; and recognition of professional competence.
- Agency personnel benefit from accreditation by gaining understanding of departmental policies and procedures; being assured of consistent and fair selection, promotion and employment practices; experiencing improved morale within the agency as well as pride and confidence in the agency's operations; and having written policies and procedures available to all personnel.

The accreditation process is not an easy one; however, it is intended to make an agency more professional as it improves its services to the community. Typically the process will consist of measuring an agency against a uniform set of best practices, verified by an independent body as to compliance, and consequently create accountability to the community, elected officials, and department personnel who provide service to the community. There really is no legitimate reason an agency would not want to comply with professional standards whether or not they participate in a formal accreditation process. Alaskan police agencies currently have at least two options when it comes to accreditation – the [Commission on Accreditation for Law Enforcement Agencies](#) (CALEA) and the [Oregon Accreditation Alliance](#). CALEA is a nationally recognized credentialing authority and the Oregon Accreditation Alliance is a state recognized credentialing authority. The Oregon Accreditation Alliance recently offered Alaska law enforcement agencies the opportunity to seek a 3-year accreditation through their program. After comparing both accreditation programs, I recommend the Oregon Accreditation Alliance program. A copy of the Law Enforcement Standards Manual will accompany this report. Nearly all of the recommendations contained in this report would be met if the Haines Borough Police Department attained accreditation from a recognized credentialing authority. On average, it takes about 18-24 months to prepare an agency for an onsite assessment. Depending on the agency circumstances or impacts, the time frame can be shorter or longer. Costs of accreditation will include application fees and annual dues which are based on an agency's size. Preparation costs, including personnel allocations, on-site assessment, and awards presentation is borne by agency.

Community Oriented Policing – By virtue of the circumstances leading up to this audit and the sentiment expressed throughout the community, I recommend that community oriented policing and problem solving be integrated into the police department's overall philosophy and general way of doing business. The goal of community

oriented policing is to bring the police and public closer together to identify and address crime issues. Instead of merely responding to emergency calls and arresting criminals, police get involved in finding out what causes crime and disorder, and attempt to creatively solve problems within the community. In order to do this, police must develop a network of contacts inside and outside the department. Effort must be made to get out of the squad car and into the community. Not surprisingly, a key element to this program is crime prevention. Already established programs like Neighborhood Watch and Crime Stoppers are fairly familiar to most people and could become established by partnering police and members of the community. Reduction of fear in the community is a significant advantage to implementing this policing model; however, one disadvantage is that the only way community oriented policing to work is with community involvement. It should be noted that a component of this management audit included the preparation and delivery of a public survey, intended to capture the community's perception of the police department and its services. The survey was heavily promoted within the community via local news media, internet, and social media outlets. ***Only one respondent took part in the survey.***

There ***must*** be an established partnership between police officers and the community. It is not a quick fix and requires establishing and maintaining relationships from everyone involved. The focus of this program must be on improving the community and not using the program to further some other agenda or career. The Borough's Public Safety Commission is a step in this direction and should be encouraged to continue in his function. The police chief must be responsive and supportive of its efforts to make the community safer by participating in a freer flow of information in and out of the police department.

FINAL RECOMMENDATIONS:

○ Priority Recommendation - Policy and Procedures Manual

The department's policy and procedures manual needs to be updated, revised, and followed. The work associated with reviewing and updating a policy manual can be overwhelming and is often avoided. However, once begun, and with the involvement of the entire department, the project will move ahead quickly. As you might suspect, it must first begin with the formation of a mission statement. This is critical, because nearly all subsequent policy revisions will be measured against it. The manual should become a "living document," meaning it is to be reviewed frequently, at least once every 18 months. There are plenty of sample policies available, and once adapted and adopted, they will provide direction and stability to all staff. The revised manual will regulate daily operations in accordance with recognized standards of performance and thereby reduce liability exposures. Consequently, as the level of professional police services improves, so will public confidence in the police department. This recommendation is most generally accomplished at the specific direction of the police chief, independently or with outside assistance.

○ Priority Recommendation – **Staff Development**

Ongoing staff development is critical to being able to deliver professional police services to the community. In addition to the basic training an officer receives at the academy, continuing education will help the officer utilize emerging technologies and can assist in the detection, investigation, and apprehension of criminals and their illegal activities. Effective, proactive community oriented policing practices help make communities safer.

Ongoing staff development includes all members of the department. Administration, corrections, dispatch, police, and support staff alike will carry out their responsibilities with a higher degree of professionalism if they receive the essential training to do their jobs.

Many Alaskan police agencies plan and budget for officers to receive training annually. Grants and subsidies are available to offset the costs of registration, travel, and lodging. Some agencies (e.g., the Alaska Police Standards Council, the Alaska Department of Public Safety, insurance pools, and others) provided Traveling Trainers that bring specialized training to an agency to further help reduce training costs. Technology, such as online courses and video conferencing, can and should be utilized to stretch the limited training budget whenever practical. Local instructors should be utilized whenever available.

○ Priority Recommendation – **Fleet /EQUIPMENT Upgrade** (Technology Acquisition and Utilization)

As already referenced above, standardization and modernization of a police fleet has many advantages, including cost savings when it comes to maintenance and profession-specific equipment. In addition to those comments, it should be noted that existing radio equipment needs maintenance, upgrade, or replacement to provide communication throughout service area.

○ Priority Recommendation – **Training**

In order for the department's staff and administration to carry out their duties at predictable levels of professional performance, I recommend the following areas of training for your consideration. They are not listed in order of priority or significance. Some reoccurring training is regulated by statute or administrative code. Other recommendations just make good sense. ***The department would benefit from a detailing training plan to include:***

- **Domestic Violence**
 - Required annual refresher
 - DV laws change and procedures are updated

- Mandatory Arrest vs. Primary Aggressor updates
- Officer responsibilities to the victim
- Protective Orders procedures
- Investigative and reporting updates
- Mandatory reporting updates
- Courtroom procedures and testimony
- DV evidence collection
- SART protocols
- **Hazmat**
 - Required annual refresher
 - Officers likely to encounter hazardous material spills/releases
 - Incident Management protocols
 - Personal Protective Devices / Clothing
 - Decontamination procedures
 - Community resource identification and allocation
 - Interagency cooperation
 - Interoperability of communication / data
- **Disaster Response Training**
 - Incident Management Response
 - Resource identification and allocation
 - Interagency cooperation
 - Interoperability of communication / data

- **First Aid / CPR / AED**
 - Bi-annual refresher
 - Maintain certification of training

- **Use of Force**
 - Integrated component of bi-annual firearms trainings
 - Mandatory reporting procedures and review process
 - Includes less-than-lethal technologies and application
 - Emphasize the use-of-force continuum

- **Firearms**
 - Bi-annual training (minimum recommendation) that includes use of force recommendations above

- **Defensive Tactics (DT) / Physical Means of Arrest (PMA)**
 - Annual training that includes use of force recommendations above

- **Taser / OC / ASP**
 - Annual training that includes use of force recommendations above

- **Proactive Driving for Emergency Vehicles**
 - Every-other-year training, or more frequently as needed

- **1st Line Supervision**
 - Regular and ongoing instruction, to begin within first year of promotion to supervisor position

- **FTO Training**
 - Approved instruction prior to serving as FTO, covering training and reporting procedures as expected and required

- **Management Development**
 - Regular and ongoing instruction, to begin within first year of promotion to management position
- **Dispatcher Training**
 - Initial training in accordance with dispatch policy and procedures manual
 - Annual training refreshers as identified by dispatch supervisor
- **Property & Evidence Training**
 - Regular and ongoing training for property and evidence custodian
- **Ethics**
 - Annual training
 - Sexual harassment and culturally sensitivity component
 - Workplace etiquette component
- **Dealing with the Mentally Ill**
 - Annual training
- **Search and Seizure Laws / Legal Updates**
 - Annual training –provided by District Attorney’s Office and APSC training bulletins
- **Title 4 enforcement / DUI detection**
 - Bi-annual training
 - Marijuana laws and DUI-D detection
- **Radar**
 - 24 hours of training at basic academy

- **Municipal Corrections**
 - Instruction provided by State DOC, as available
 - Online courses available

- **Water safety**
 - Annual refresher in Basic Water Safety and swimming
 - Use and application of personal floatation devices, including “PFD’s of opportunity”
 - Annual training in physical means of arrest in and around water

- **Community Oriented Policing / SARA Problem Solving Model**
 - Each officer to receive basic introduction to Community Oriented Policing and the SARA Problem Solving Model

- **School Resource Officer / DARE**
 - As appropriate

CONCLUSION:

This information contained in this report is provided in good faith and every reasonable effort is made to ensure that it is accurate and up to date. The report is based upon one on-site visit and the interviews obtained to this date. It is not intended to be exhaustive, but rather indicative of the state of the department when I was there. All personal opinions presented in this report are based upon my specialized experience, training, and knowledge of professional police practices.

I am familiar with criminal and civil litigation and know the normal phases of discovery. With this in mind, I recognize that there may be additional documentation and/or testimony. However, it is my understanding that no additional materials are in the process of being produced or requested. Accordingly, I ask that this report be considered my **final report**. Should any subsequent information be produced that materially affects or alters any of these opinions, I will either submit a supplemental response or be prepared to discuss them with you.

In the event that the City and Borough of Haines considers any personnel or disciplinary actions based on the opinions expressed in this report, I strongly recommend that the City and Borough of Haines seek legal counsel before taking such actions, and that any actions taken are consistent with its personnel policies and guidelines.

Finally, I would like to thank the Haines Borough for the opportunity to be of service. The task before you is attainable, though not an easy one. It requires willingness to change, hard work, perseverance, and a commitment to excellence. The reward will be the realization of a police department delivering competent and efficient public safety services in such a manner that enhances feelings of personal safety, reduces potential liability, and promotes good will and professional pride throughout the community.

A handwritten signature in cursive script that reads "Gregory A. Russell". The signature is written in black ink and is positioned above the printed name.

Gregory A. Russell

Item	Impact to Operations if Uncorrected	Fiscal Cost to Correct	Personnel Cost	Time to Complete	Status	Priority
Evidence Room: Organization and Audit	High Liability	Low	Moderate	3 months	Ongoing	High
Personnel (Recruit/Screen/Hire)	High	High	High	3-6 months	Ongoing	High
Policy & Procedures Manuals: Jail Dispatch Property & Evidence Departmental	High	Low	High initial cost; Low maintenance cost	12-18 months	Planning & Assessment	High
Fleet Equipment	Moderate	High	Moderate	3-5 years	Ongoing	Low
Staff Development	Moderate to High	Moderate (sustained cost)	Moderate	12-18 (current personnel)	Planning & Assessment	High
Training	Moderate to High	Moderate (sustained cost)	Moderate	12-18 (current personnel)	Ongoing	Medium
Inventory Management	Moderate	Low	High initial cost; Low maintenance cost	3-6 months	Ongoing	Medium
Jail Maintenance & Repairs	Moderate	Moderate (ongoing)	Low	6-9 months	Ongoing	Medium
Accreditation	Intermediate	High	Moderate to high	3-5 years	Not started	Low
Audit (Triennial)	High	High	Low	Completed	Ongoing	Moderate