

DRAFT

Analysis/Audit of the Police Department

for the



Municipality of
SKAGWAY Borough

Submitted By:

McGrath Consulting Group

Ron Moser, Lead Police Consultant, Project Manager

ron@mcgrathconsulting.com

office #815-728-9111

mobile #630-746-2651

Craig A. Haigh, Lead Fire Consultant, Communications/PSAP

chaigh@mcgrathconsulting.com

May 5, 2023



DRAFT



McGrath Consulting Group, Inc.
PO Box 865, Jamestown, TN 38556
Office (815) 728-9111
Fax (815) 331-0215
Web Page: www.mcgrathconsulting.com

©Copyright 2023 McGrath Consulting Group, Inc. All rights reserved.
No part of this document may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic, mechanical, photocopy, recording or otherwise without the expressed written permission of McGrath Consulting Group, Inc.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	7
INTRODUCTION	10
POLICING MODEL.....	11
OPERATIONS.....	12
Workload.....	12
Calls For Service	12
Radio logs	15
Part I Crime	20
Arrests.....	21
Warnings.....	21
Traffic Crashes.....	22
Citations	22
MUTUAL AID AND BACK-UP.....	24
EQUIPMENT	29
Officer equipment.....	29
Fleet	30
Wrecker.....	31
TECHNOLOGY.....	32
Surveillance Cameras.....	32
Drone Program.....	32
COMMUNITY ENGAGEMENT	35
VEHICLE IMPOUNDMENT ORDINANCE	39
ABANDONED VEHICLE ORDINANCE.....	41
PERSONNEL WELLNESS	43
STAFFING & SCHEDULING	45
Staffing.....	45
School Resource Officer	48
Fire Investigator	49
K9 Unit.....	50
Community Service Officer (CSO)	51
Scheduling.....	53
Recommended 12-Hour Workday Schedule	53
Comparative Work Schedules.....	57
COMMUNICATIONS/PSAP/DISPATCH	65
Communication Overview	65
9-1-1 Outages.....	70
9-8-8 Suicide & Crisis Lifeline.....	71
Aging Radio Equipment.....	71
Fire Department Audit	72
Trunk Lines and Rollover Capability.....	74

Backup Power and Loss of Facility Capabilities 75
Records Management and Computer Aided Dispatch (CAD)..... 76
Single Dispatch Console 76
Alaska Land Mobile Radio System (ALMR) 77
Staffing 79
Communications Recommendation Summary 81
APPENDIX A: CHART OF CONSULTANT RECOMMENDATIONS 83

TABLE OF TABLES

Table 1: Priority Definitions for Recommendations	10
Table 2: Part I Crime Data 2017 – 2021	20
Table 3: Current Fleet Vehicles	30
Table 4: Current Department Schedule	45
Table 5: Current Schedule with Team B Adjusted Times	47
Table 6: Recommended 12-Hour Schedule w/ 4 Officers & 1 Sergeant.....	55
Table 7: 12 Hour Schedule w/ 3 Officers & 1 Sergeant	55
Table 8: 10-Hour Workday Schedule w/2 Add'l Officers	56
Table 9: 8-Hour Workday Schedule (Example #1)	57
Table 10: 8-Hour Workday Schedule (Example #2)	58
Table 11: 10-Hour Workday Schedule (Example #3)	59
Table 12: 12-Hour Workday Schedule (Example 4: 6 Officers/1 Sergeant).....	60
Table 13: Comparison of Shift Schedules per 28 Days	61
Table 14: 12-Hour Workday Schedule (Example #5: 8 Officers/1 Sergeant/2 CSOs)	62
Table 15: 12-Hour Workday (Example #6: 8 Officers/2 Sergeants).....	63

TABLE OF FIGURES

Figure 1: Total Calls for Service by Year	12
Figure 2: 2017 Calls by Time of Day	13
Figure 3: 2018 Calls by Time of Day	13
Figure 4: 2019 Calls by Time of Day	14
Figure 5: 2020 Calls by Time of Day	14
Figure 6: 2021 Calls by Time of Day	15
Figure 7: 2017 Radio Log 501-504	15
Figure 8: 2017 Radio Log - Unit 505.....	16
Figure 9: 2018 Radio Log - Units 501-504	16
Figure 10: 2018 Radio Log - Unit 505.....	17
Figure 11: Radio Log - Units 501-504.....	17
Figure 12: Radio Log - Unit 505.....	18
Figure 13: 2020 Radio Log - Unit 501-504.....	18
Figure 14: 2020 Radio Log - Unit 505.....	19
Figure 15: 2021 Radio Log - Units 501-504	19
Figure 16: 5 Year Arrest Data	21
Figure 17: 5 Year Warnings	21
Figure 18: 5 Year Traffic Crashes.....	22
Figure 19: 5 Year Citation Data	22
Figure 21: Recommended Organizational Chart.....	56
Figure 22: Long-Range Recommended Organizational Chart.....	63
Figure 23: 5-Yr. Analysis of How Calls are Received.	66
Figure 24: Skagway's Radio Channels and Repeater Status	69
Figure 25: Radio Narrow banding	72
Figure 26: Communication Recommendation Status - Fire Department Audit	73
Figure 27: Dispatch Schedule.....	79

EXECUTIVE SUMMARY

McGrath Consulting Group, Inc., an organization that specializes in public sector consulting, was contracted by the Municipality of Skagway, Alaska to conduct an Analysis/Audit of the Police Department. Ron Moser, Lead Police Consultant, served as the Project Manager. Craig A. Haigh, Lead Fire Consultant, assisted on the project and led the analysis of dispatch operations. Additional firm consultants assisted with research and reporting off-site.

The Department is responsible for policing the Borough of Skagway's 443 square miles. The jurisdiction has a tremendous risk level based on the nature of the environment, geography, and its remote location in Alaska. Skagway has a greater multidisciplined emergency preparedness need than many larger cities.

The department cannot rely on any type of timely mutual aid assistance. This requires the department to be self-sufficient in handling incidents, big or small, for the geographical region protected. All these characteristics result in numerous target hazards and service demands that bring great risk to emergency services.

The major concern found by the consultants is the staffing level of the department. With four sworn officers, the Department does not provide active police coverage 24/7/365. The current policing model of the Department is reactive in nature. Much of the patrol shift coverage is staffed by only one Officer, and there are times when the patrol function is not actively staffed but is on stand-by. Without the benefit of back-up, the officers are not proactive in initiating contacts, conducting investigative stops, or pursuing drug enforcement. With limited staff, their primary responsibility is to respond to calls for service. Officers are in a constant state of formal or informal stand-by status. The current level of staffing and the procedure to provide service is an issue of concern to the mental and physical health of the police personnel.

The consultants recommend that the Department have an immediate goal of adequate staffing to provide on-duty coverage 24/7/365 of at least one sworn personnel. To do so, the department should increase staffing with two patrol officers to the force at this time to provide additional coverage and support.

Consultants recommend adding two positions of civilian Community Service Officer (CSO) to supplement patrol and other duties. The positions should be phased in by first adding one CSO to determine if the department needs a second position. These positions should only be staffed subsequent to sworn staffing additions.

After the addition of two patrol officers a School Resource Officer should be staffed. The position should be contingent on an agreement on funding from the school district.

The position of Fire investigator as a collateral duty in the Fire Department should be developed. This would not be an added employee but would entail additional duties for a position in that department that would assist the Police Department with fire and other investigations.

To provide better patrol coverage, the Department should implement a 12-hour workday schedule (shown in Table 3) for the patrol and CSO functions.

The department should strive for minimum staffing in patrol for two officers assigned 24/7/365. There are obvious benefits to staffing a minimum of two officers on patrol at all times. It provides a greater amount of safety for officers, as well as the public. They protect each other in dangerous situations and are more capable of providing aid and assistance to the public in difficult situations. Furthermore, Skagway officers do not have the benefit of any readily available, useful mutual aid. The officers are on their own. As a long-range plan, depending on funding, to achieve 24/7/365 coverage in patrol with a minimum of two officers on duty, we recommend the addition of six patrol officers and one additional sergeant to the force to provide maximum coverage and support. (See Table 5.)

In addition to the need for additional police staff, the consultants make recommendations throughout the report on collaboration of efforts with the Fire Department to provide service in areas of training, equipment, emergency services and community engagement.

Each officer on the department must be trained and properly equipped to sustain a prolonged response to a natural, man-made, or criminal incident. Due to the limited number of personnel the department cannot staff a tactical team. They can, however, train and equip the officers to address emergency and tactical situations until additional resources can be brought to Skagway.

Given the small size of both the Police and Fire Departments, consultants recommend they train together in response to large scale events. This can serve as a force multiplier in that at a major incident that requires a long response, they are coordinating efforts and reinforcing each other. This will make their response more efficient and effective. The consultants provided a list of courses both departments would benefit from in training together.

With the mutual aid situation and lack of back-up from other agencies, each squad will need to be equipped with more equipment than may be standard in larger/more staffed departments,

as officers may have to be a “one officer show” for major incidents. A list of tactical equipment to be considered for each squad is provided.

Technology can enhance the police service through adoption of a drone program and surveillance cameras. Consultants recommend the implementation of both.

The municipality should develop and implement local ordinances for a vehicle impoundment program and a revised abandoned vehicle ordinance. To facilitate these programs, as well as provide needed support, a wrecker should be purchased.

The department does not have formalized community policing efforts or specific outreach to the public. Current staffing levels make community involvement difficult. Recommendations are made to improve community engagement, again through fire and police collaboration, in the forms of citizen police academies, coffees with the chiefs, community safety meetings, and formulation of a Citizens’ Emergency Response Team (CERT).

The consultants have provided 47 recommendations to the Municipality. Those recommendations are listed within sections of the report as well as a comprehensive listing in Appendix A.

The consultants would like to extend appreciation to Borough Manager Brad Ryan, Deputy Borough Manager Emily Deach, Executive Assistant Alanna Lawson, Police Chief J.J. Reddick, Sergeant Ken Cox, Police Officers Rick Ackerman and James Michels, Dispatch Supervisor Willeke van den Hoorn, Mayor Andrew Cremata, Public Safety Committee Chair Sam Bass, and Finance Committee Chair Jay Burnham for their time, cooperation and sharing of information with McGrath Consulting Group, Inc.

INTRODUCTION

Study Methodology

McGrath Consulting Group’s methodology for obtaining data and completing the assessment includes quantitative data analysis, qualitative on-site observations, and stakeholder interviews.

Quantitative Data Analysis

Quantitative methods emphasize objective measurements and the statistical, mathematical, or numerical analysis of data collected. Quantitative data is any data that is in numerical form such as statistics, percentages, etc., allowing the consulting team to analyze the data to yield an unbiased result that will validate the information gathered by the consulting team.

Qualitative Observations

Qualitative methodology is a method of observation to gather non-numerical data, e.g., thoughts, opinions, and key issues. Qualitative methods used included observations by the consulting team and interviews with stakeholders.

Recommendations

The report includes an overview of the police department by related topics. Each of these topic sections includes a review of the status quo and recommendations as applicable.

Overall, the consultants provide 47 recommendations for the Municipality’s consideration. At the close of each section throughout the report, a list of recommendations is provided for that section, if any. Additionally, all recommendations are summarized in chart format in Appendix A. Each recommendation is ranked with a priority level by the consultants. **Recommendations that further support the Objectives and Action Tables of the Skagway 2030 Comprehensive Plan are identified within the recommendation.**

The table below identifies how each level of priority has been defined.

Table 1: Priority Definitions for Recommendations

PRIORITY	DEFINITION	EXAMPLE
1	Urgent/Immediate	Potential issue of legality or detriment to the Municipality, in which essential action is needed.
2	Pressing < Priority 2	Significant impact on organization; action needed as soon as possible.
3	Important < Priority 3	Municipality will benefit by addressing soon; items that should be accomplished.

POLICING MODEL

The current policing model of the department is reactive in nature. Much of the patrol shift coverage is staffed by only one officer, and there are times when the patrol function is not actively staffed but is on stand-by. Without the benefit of back-up, the officers are not proactive in initiating contacts and conducting investigative stops. With limited staff, their primary responsibility is to respond to calls for service, provide visibility—particularly in the downtown and port areas—and when possible, interact with tourists, seasonal workers, and full-time residents.

The department does not have formalized community policing efforts or specific outreach to the public. On an ad hoc basis, department personnel will visit and provide presentations to the Skagway School District.

To provide proper proactive policing and to implement positive community relations and outreach, the department should expand the number of sworn and civilian staff. Specific positions are recommended in the staffing section of the report.

Recommendations:

- *To provide proper proactive policing and to implement positive community relations and outreach, the department should expand the number of sworn and civilian staff.*
Priority 1

OPERATIONS

Workload

The consultants reviewed the patrol workload calls for service, radio logs, Part I Crime, arrests, warnings, traffic crashes, and citations issued. To help understand the service level, data from 2017-2021 were examined. Note that data from 2017 only includes July-December as there was a change in reporting systems.

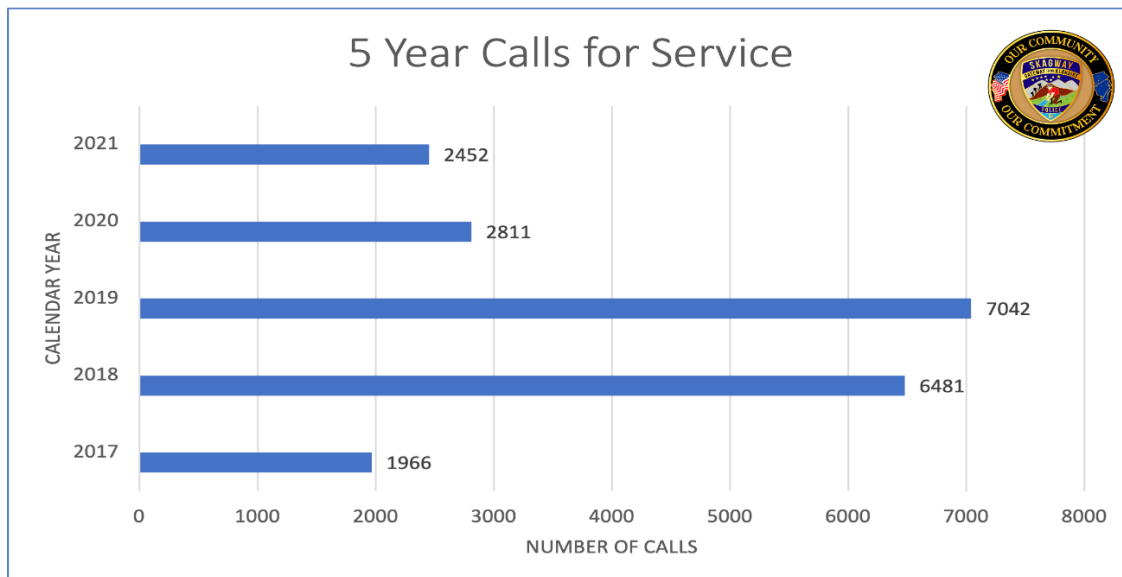
Units 501-504 include the Chief of Police, Sergeant, and two Patrol Officers. Unit 505 is the Code Enforcement Officer. During COVID, that position was eliminated; therefore, data on that unit is limited to 2017 through a partial year of 2020.

The department has experienced serious sworn staff shortages. During the years of 2019-2021, there were periods of time when there were as many as two sworn position vacancies resulting in only two or three sworn officers providing police service for the community. The consultants are of the opinion that these staff shortages are reflected in the following workload activity.

Calls For Service

Calls for service include all dispatched as well as self-initiated responses for Units 501-504. Data on calls are presented by “year” and “time of day.” The years prior to the COVID pandemic showed much higher levels of demand than the two years during COVID. Years 2018 and 2019 averaged 6,761 calls (2017 excluded as records only available for a half year).

Figure 1: Total Calls for Service by Year



Calls by time of day show a consistent pattern of peak periods during the hours of 8 a.m. to 6 p.m.

Figure 2: 2017 Calls by Time of Day

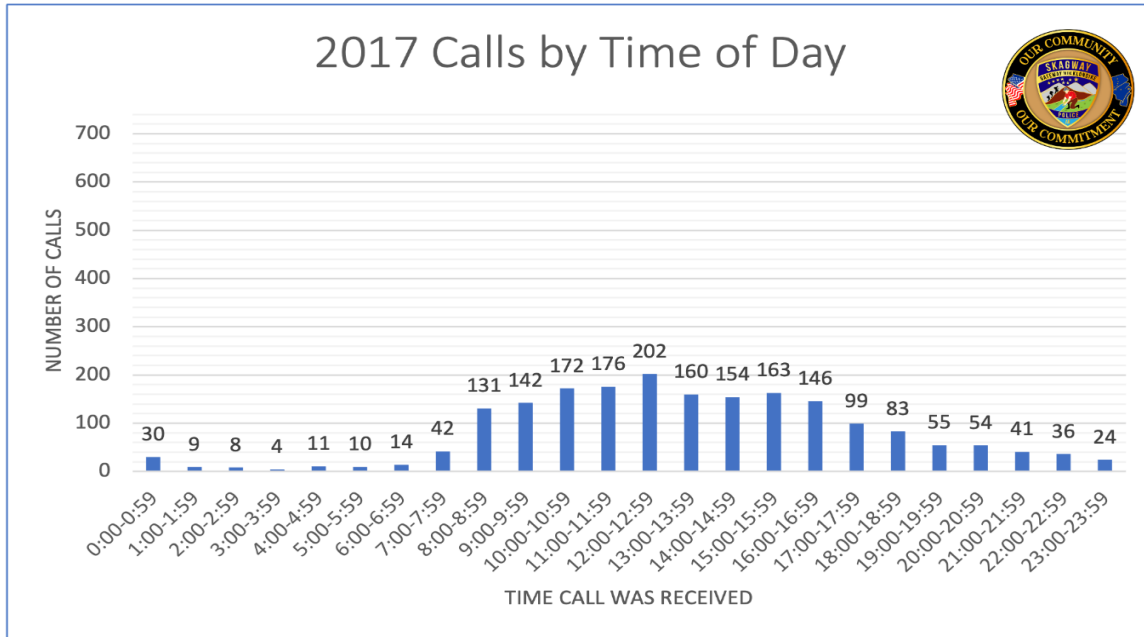


Figure 3: 2018 Calls by Time of Day

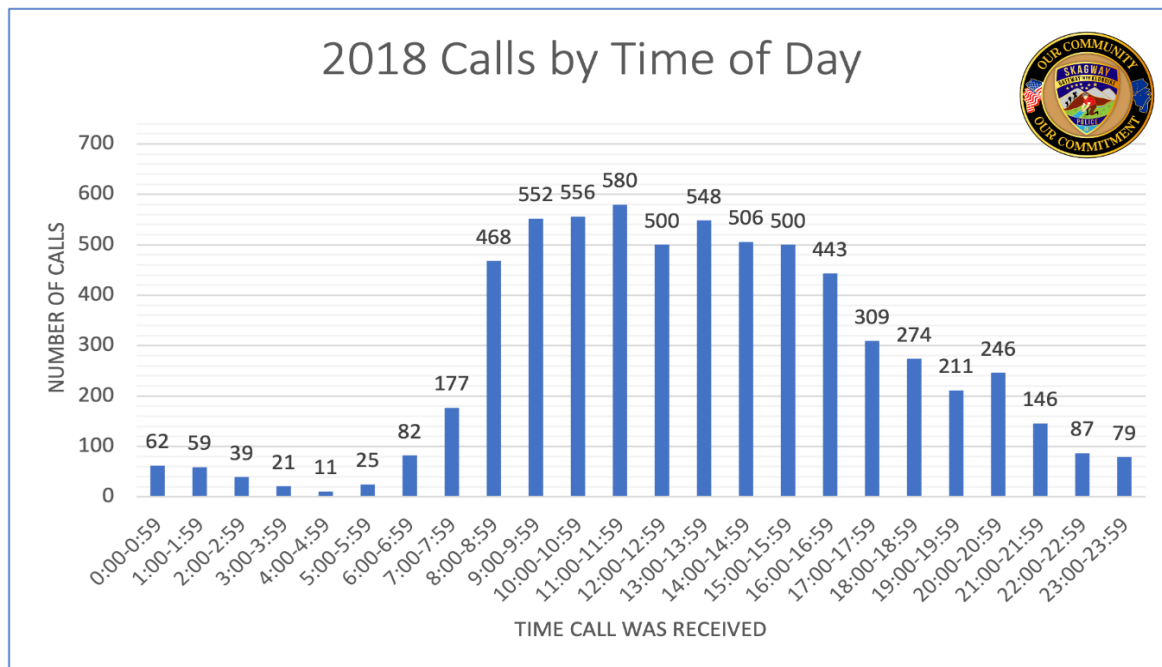


Figure 4: 2019 Calls by Time of Day

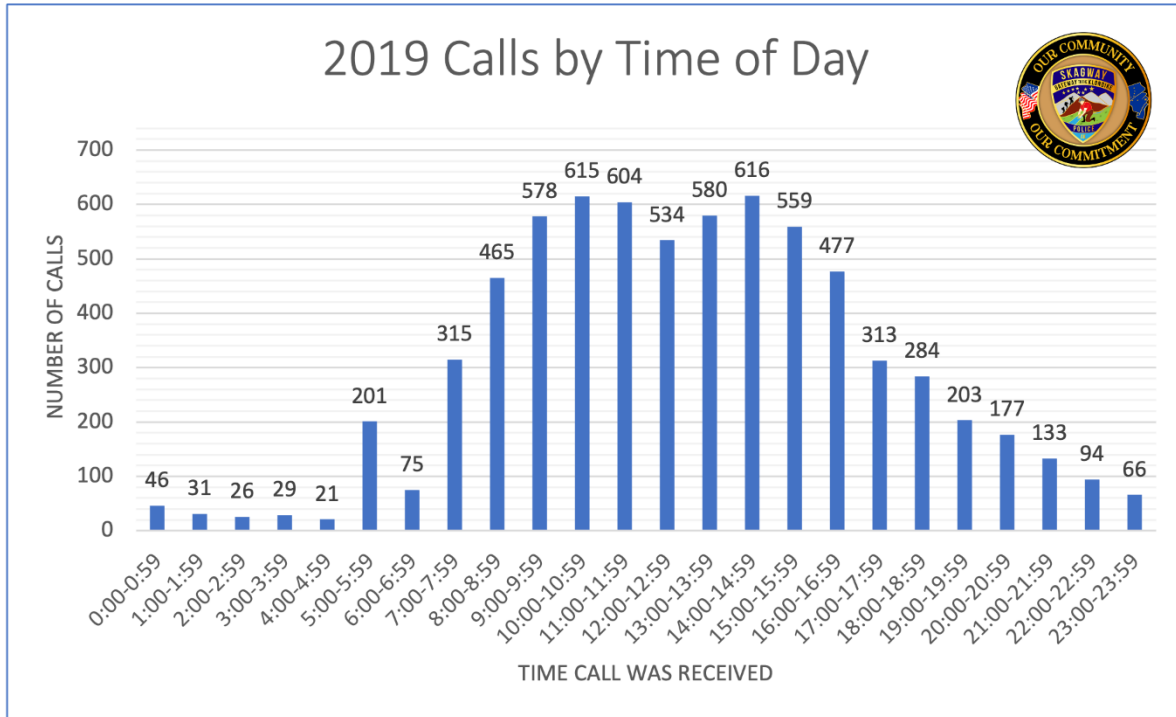


Figure 5: 2020 Calls by Time of Day

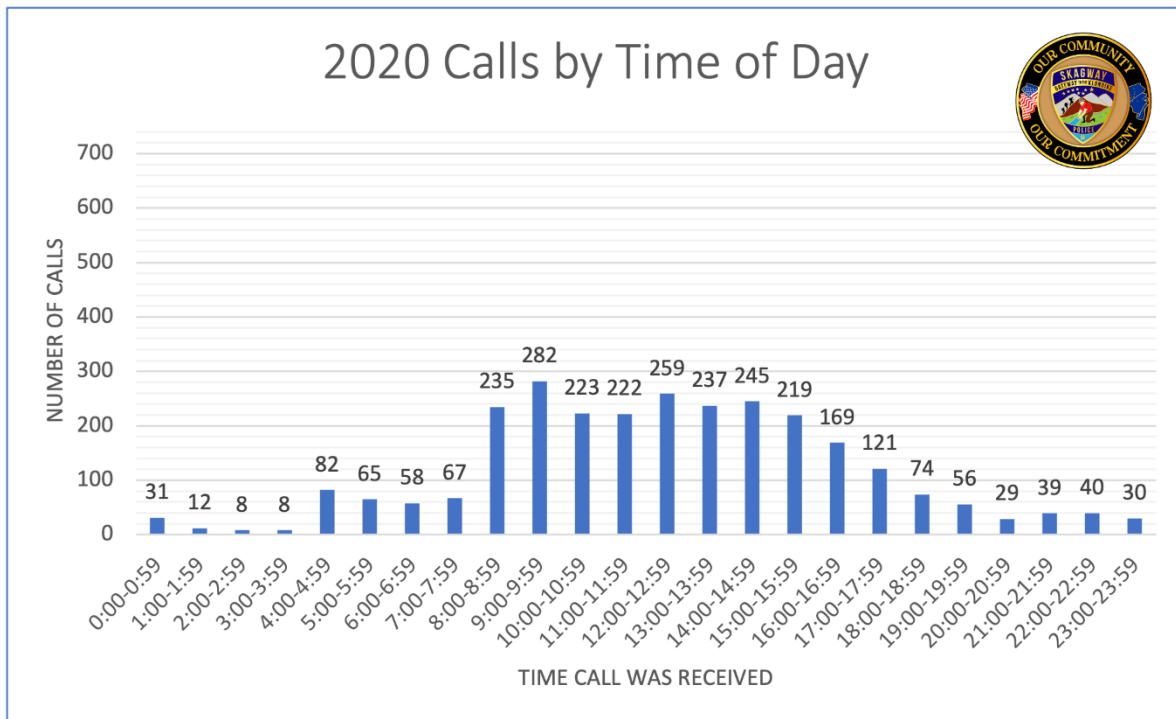
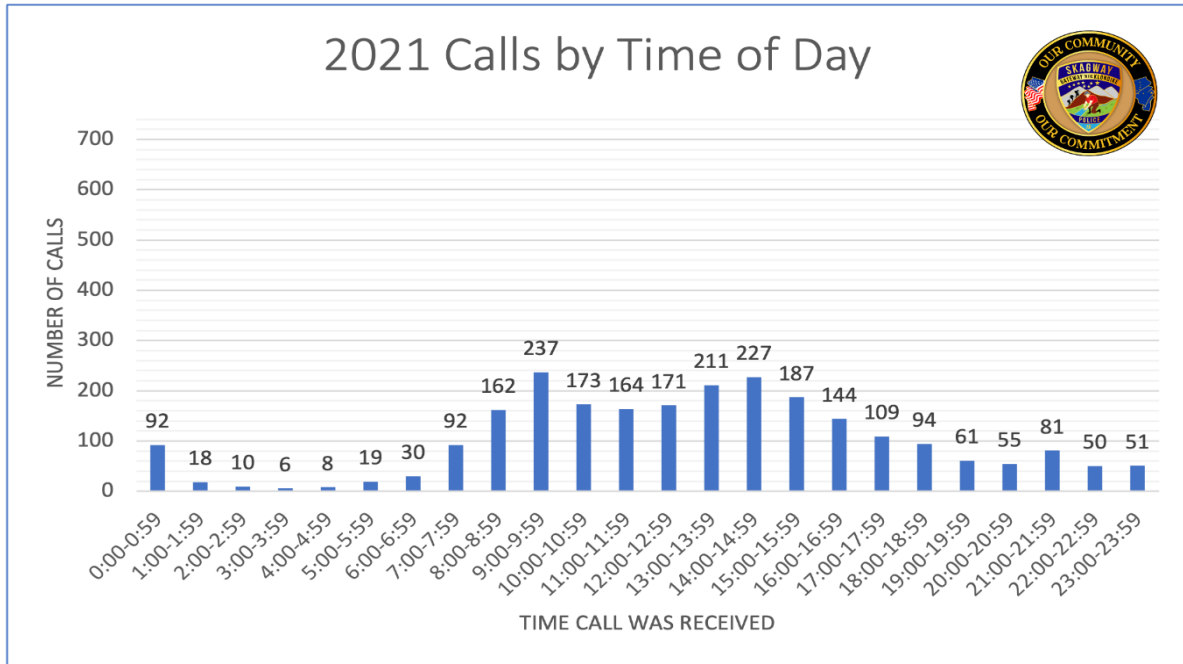


Figure 6: 2021 Calls by Time of Day



Radio logs

Radio logs show radio transmission activity by hour per year. The radio transmissions show a generally consistent pattern with call for service peak times.

Figure 7: 2017 Radio Log 501-504

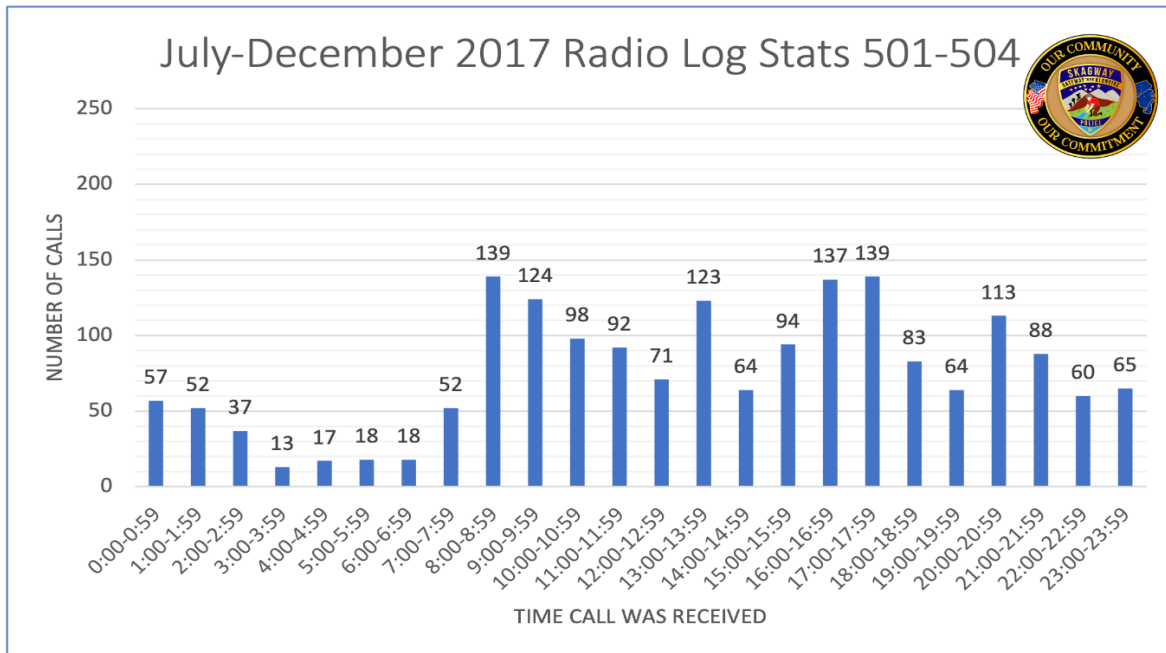


Figure 8: 2017 Radio Log - Unit 505

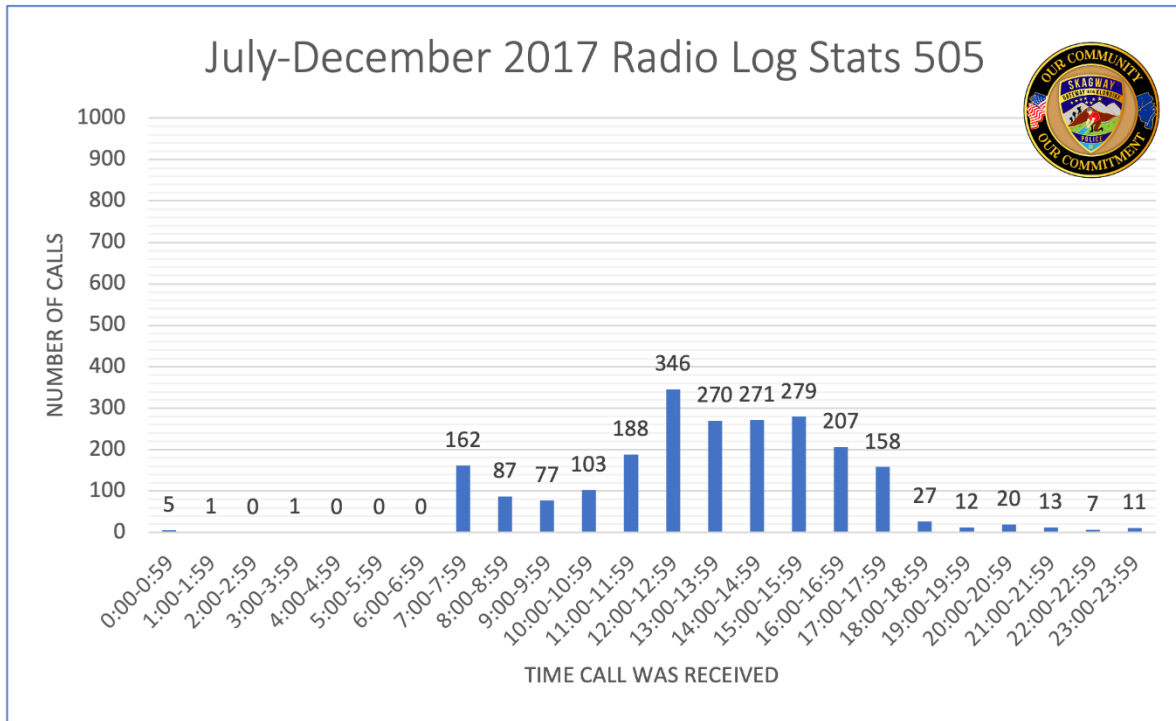


Figure 9: 2018 Radio Log - Units 501-504

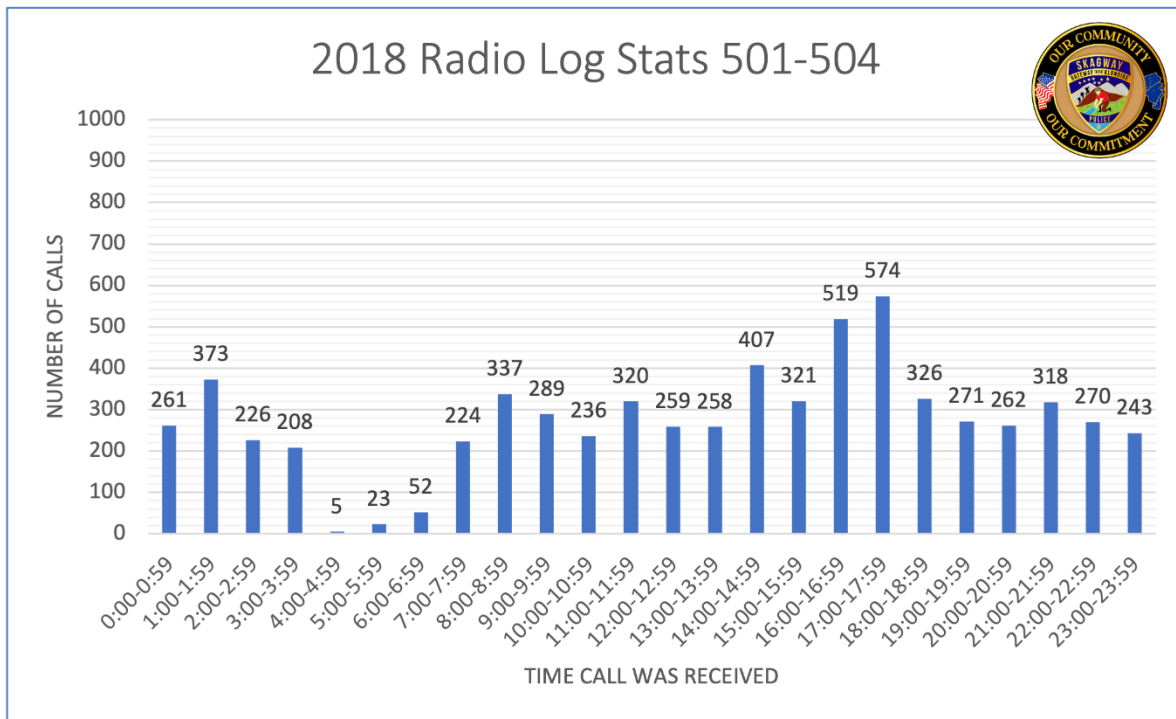


Figure 10: 2018 Radio Log - Unit 505

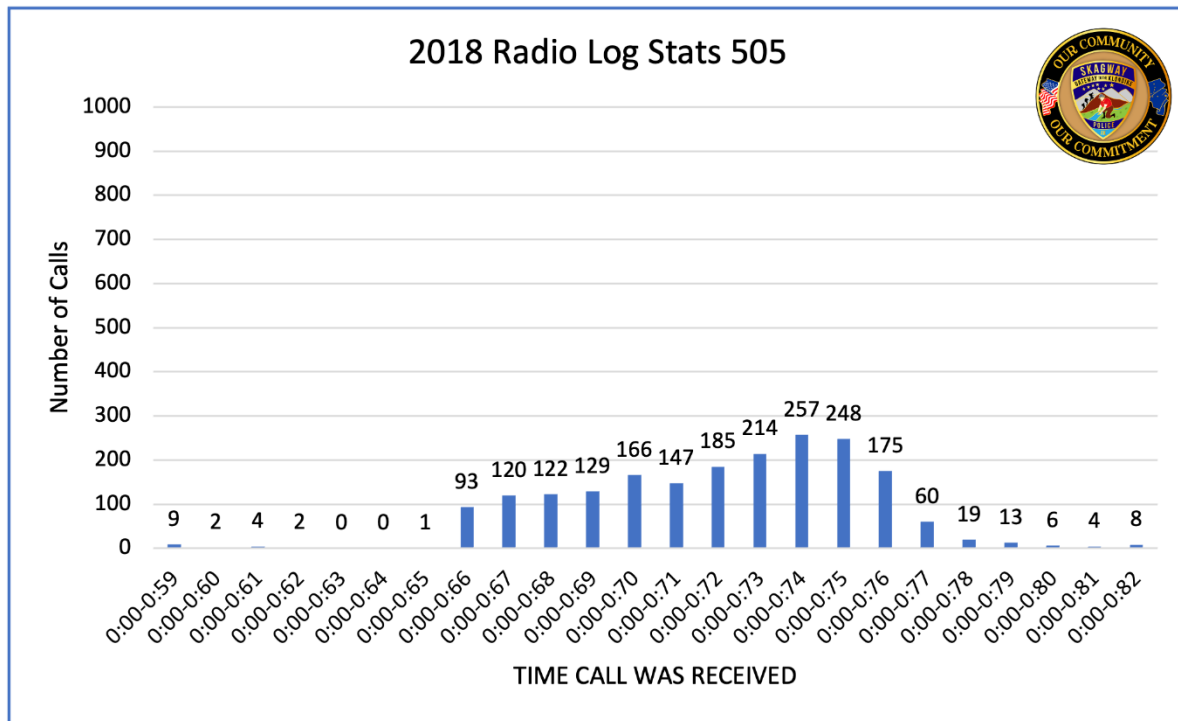


Figure 11: Radio Log - Units 501-504

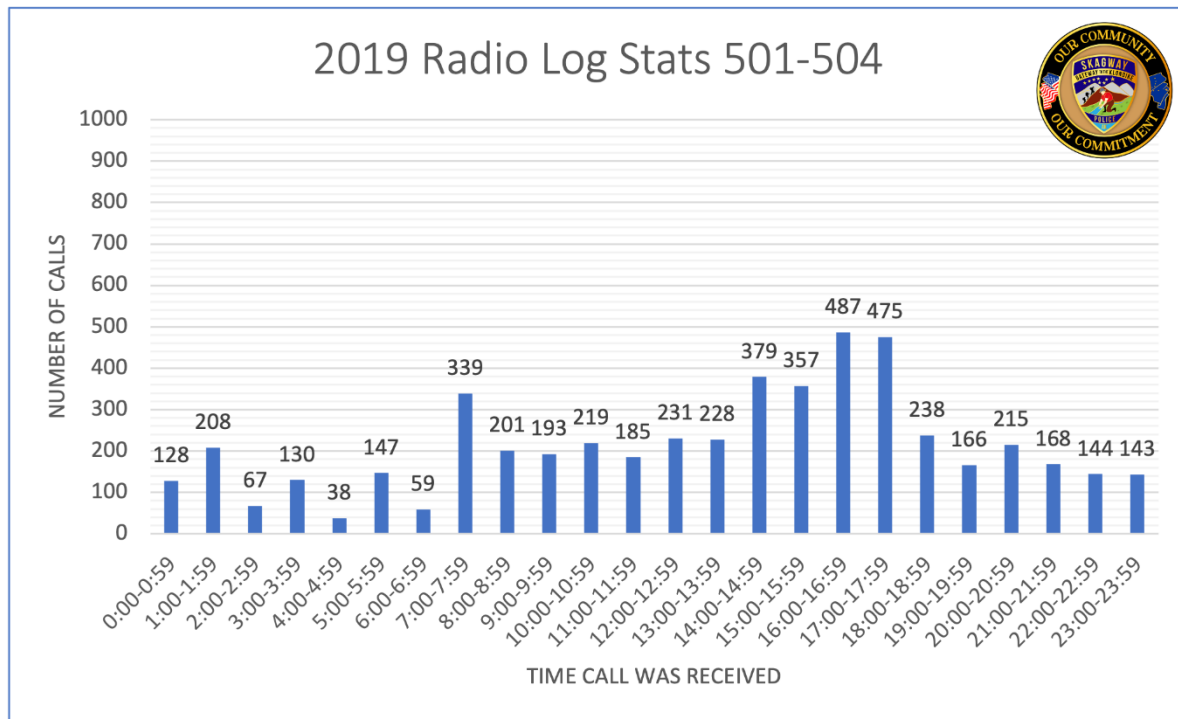


Figure 12: Radio Log - Unit 505

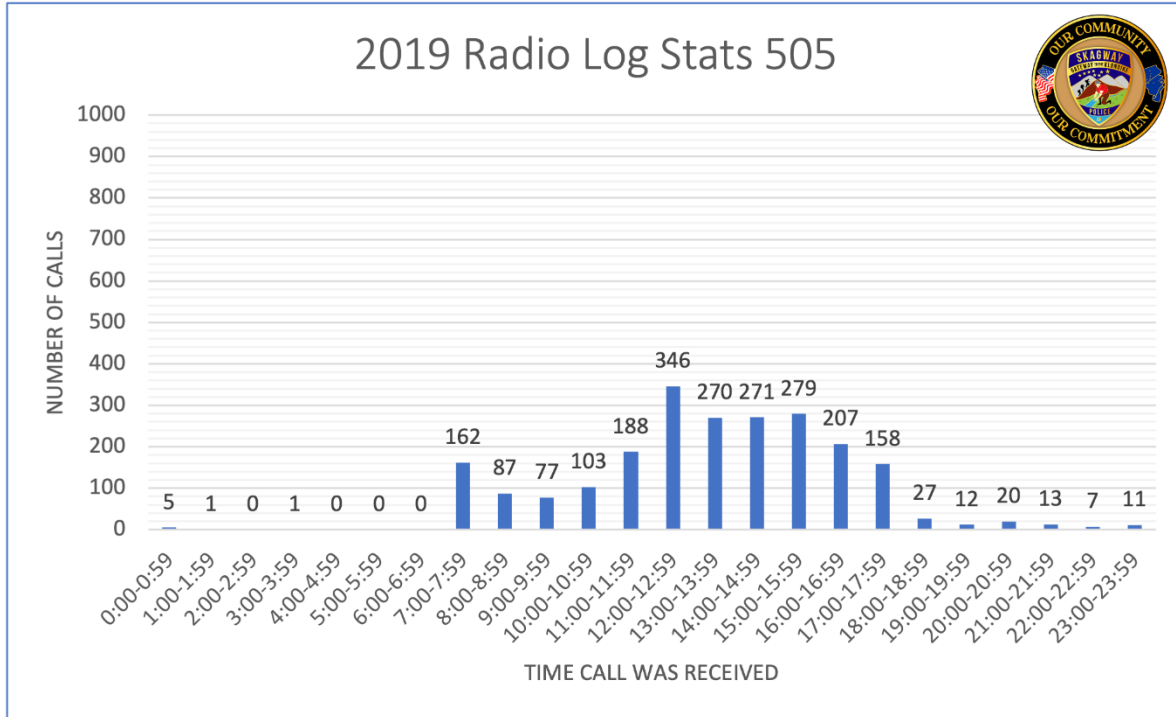


Figure 13: 2020 Radio Log - Unit 501-504

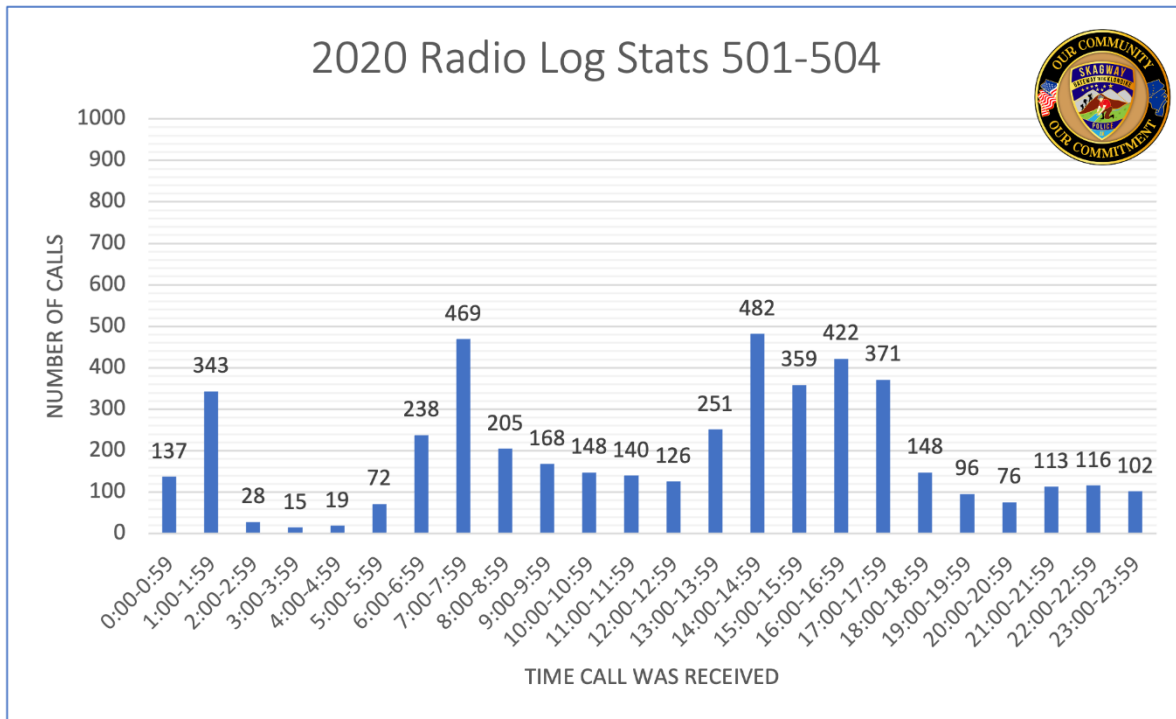


Figure 14: 2020 Radio Log - Unit 505

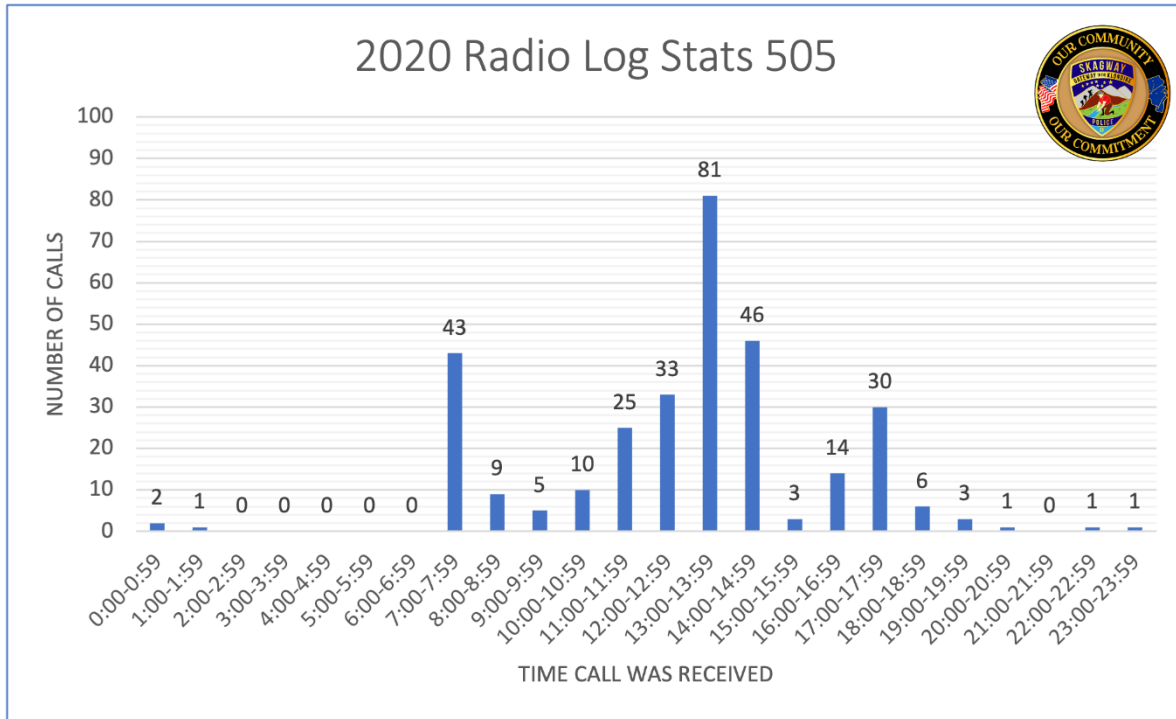
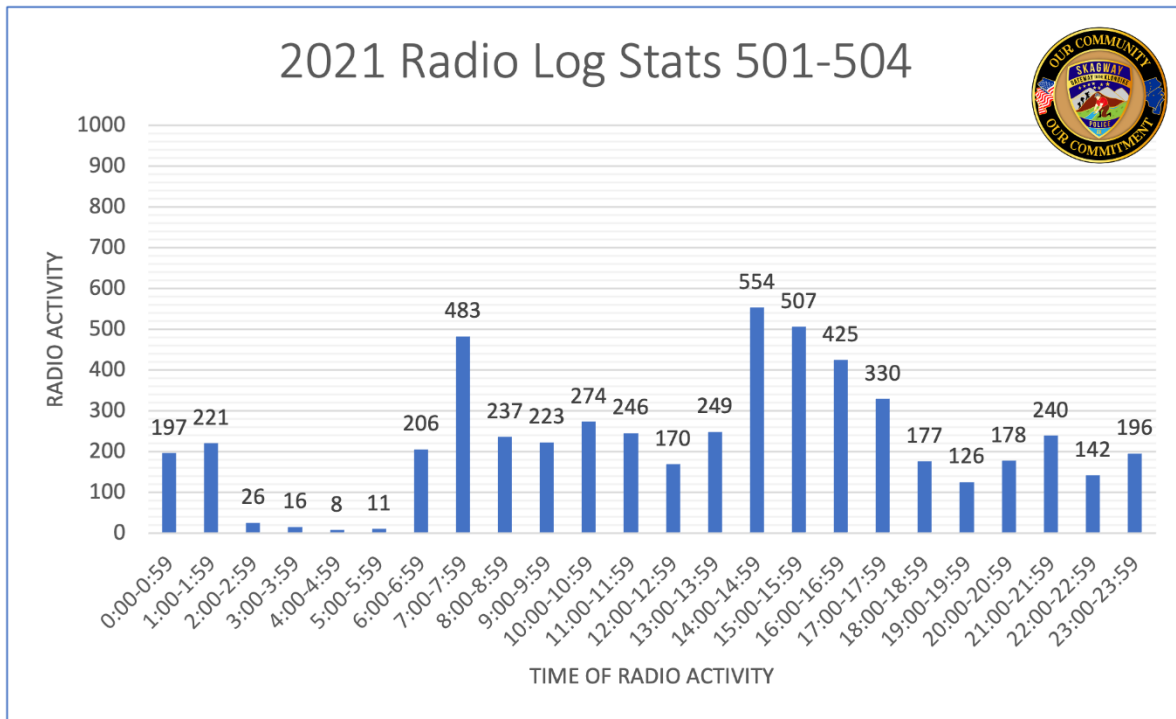


Figure 15: 2021 Radio Log - Units 501-504



Part I Crime

The consultants reviewed Part I crime data for five years. Part I crimes are those reported to the Federal Bureau of Investigation and the State of Alaska by police agencies. They are comprised of three types: violent crime which include murder, rape, robbery, and aggravated assault; property crimes which include burglary, larceny, motor vehicle theft, and arson; and human trafficking which includes commercial sex acts and involuntary servitude.

Part I crime in Skagway is rare. The year 2017 recorded the highest number of these offenses at 20 offenses--16 of which were thefts. Violent crime is very infrequent. In this five-year period, only two violent crimes were reported.

Table 2: Part I Crime Data 2017 – 2021

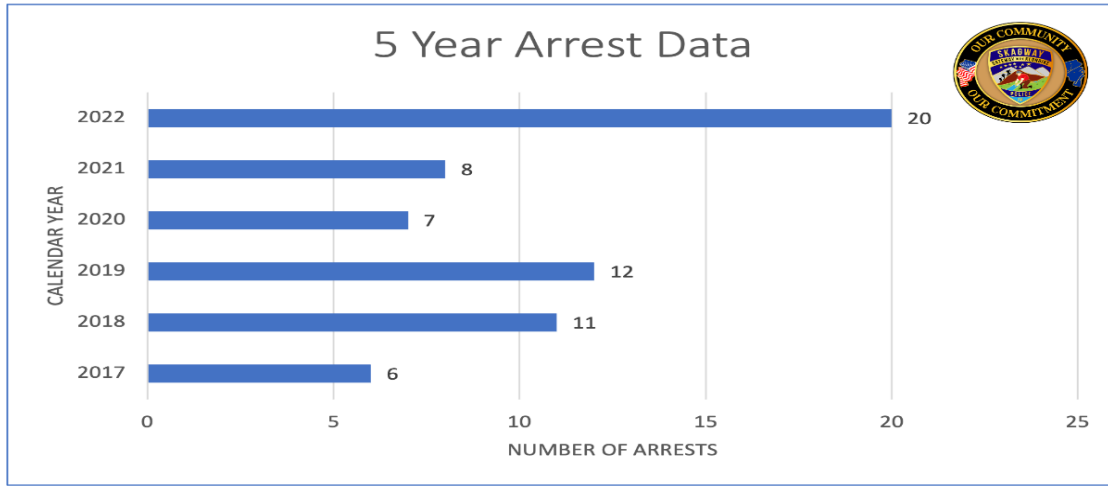
YEAR	HOMICIDE	RAPE	ROBBERY	AGG ASSAULT	BURGLARY	LARCENY THEFT	MOTOR VEHICLE THEFT	ARSON	HUMAN TRAFFICKING - COMMERCIAL SEX ACTS	HUMAN TRAFFICKING - INVOLUNTARY SERVITUDE	TOTAL
2017	0	0	0	0	2	16	2	0	0	0	20
2018	0	0	0	0	1	8	0	0	0	0	9
2019	0	1	0	0	0	9	2	0	0	0	11
2020	0	0	0	1	0	0	0	0	0	0	1
2021	0	0	0	0	0	0	0	0	0	0	0

Source: *Crime in Alaska, Uniform Crime Reporting Program, 2017-2021.*

Arrests

An arrest is an incident in which a person is taken into physical custody for a criminal offense. The pre-COVID years of 2018-2019 had a total of 11 and 12 arrests, respectively. The number of arrests decreased in 2020 and 2021. In 2022 the number of arrests increased and was the highest number over these six years. The department was at full sworn staffing in 2022.

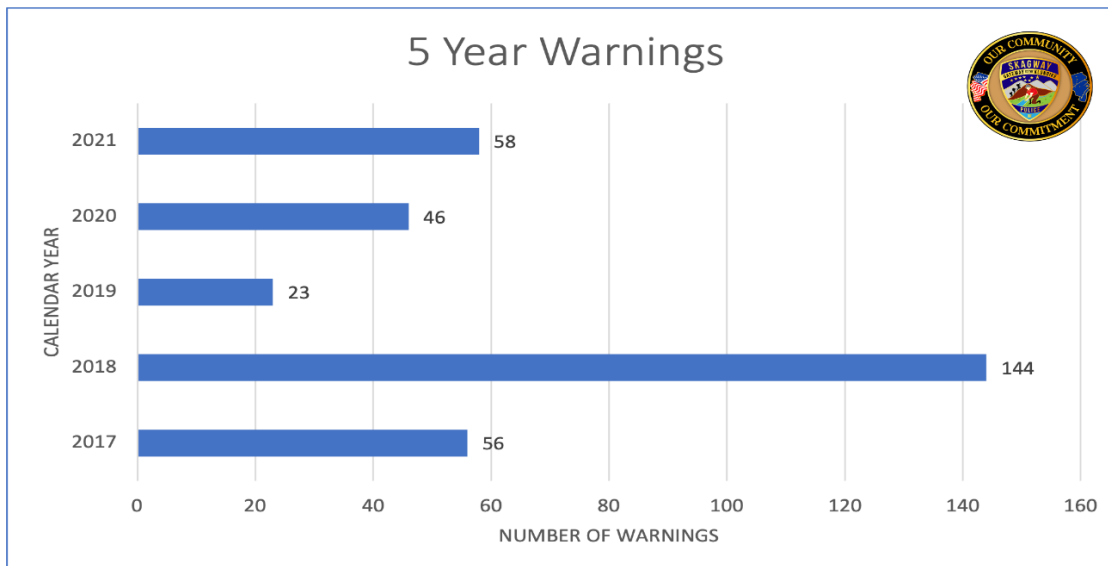
Figure 16: 5 Year Arrest Data



Warnings

Warnings are recorded for minor traffic or other offenses. The year 2018 recorded the highest number of warnings, decreased in 2019, but has shown increases in 2020 and 2021.

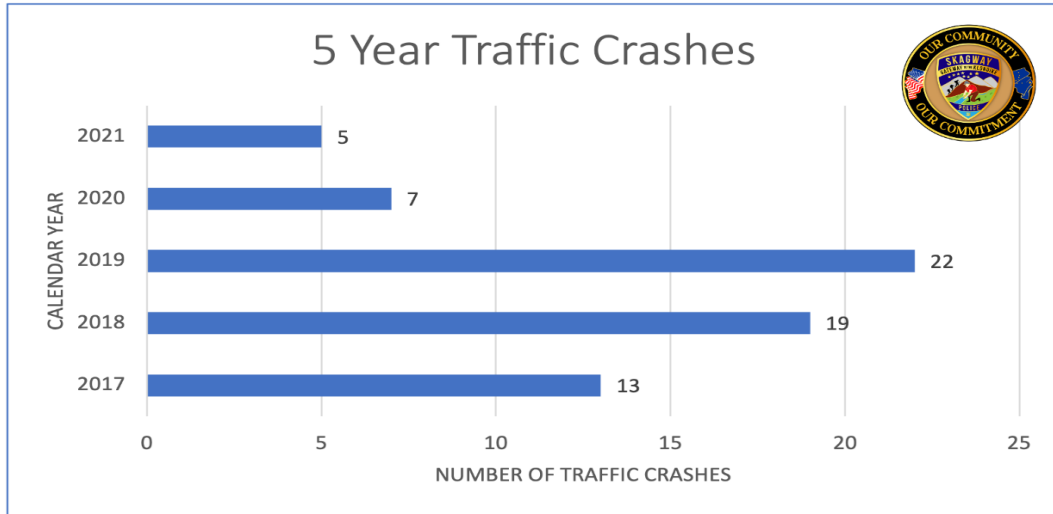
Figure 17: 5 Year Warnings



Traffic Crashes

The year 2019 recorded the highest number of traffic crashes and decreased in both 2020 and 2021.

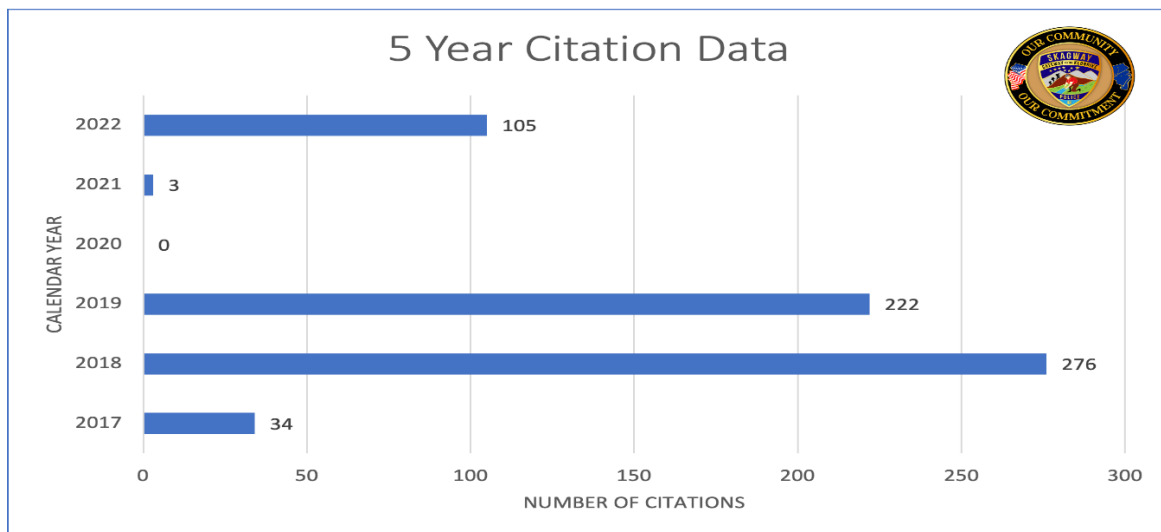
Figure 18: 5 Year Traffic Crashes



Citations

The year 2018 recorded the highest number of citations, which decreased in 2019; and no citations were issued in 2020, the peak COVID year. This workload area appears to have been significantly affected by the loss of the Code Enforcement Officer. Citations increased in 2022.

Figure 19: 5 Year Citation Data



Note on the COVID pandemic and impact on police workload and service.

As can be seen from the workload charts during the COVID pandemic, the police workload and service was impacted. The consultants recognize this and take it into consideration when reviewing the data and making recommendations.

The COVID pandemic and the associated government mandates on businesses and schools significantly impacted the gathering and movement of citizens. These actions included closures on businesses that were determined to be “non-essential” and restrictions on “essential” businesses. Schools were closed and transitioned to “Learn at Home” operations. Many police departments revised their rules, techniques and protocols for response to Calls For Service, in an attempt to protect the health of citizens and department employees and to safeguard the ability of the department to continue police operations.

The COVID pandemic began on or about in the United States January 20, 2020, when the U.S. began health screening of airline passengers from certain international regions. The situation rose to the declaration of a national public health emergency on February 3, 2020. On March 13, a national emergency was declared.

Skagway was particularly affected by the loss of the incoming cruise ships and travelers. The last cruise ship in Skagway during the pandemic was October 3, 2019 (the end of the 2019 cruise season). The next cruise ship did not arrive until June 11, 2021.

It is important to recognize that Calls for Service & Crime Rates were impacted for the time period of these restrictions, when conducting any statistical review.

MUTUAL AID AND BACK-UP

The Skagway Police Department, due to the isolated location and vast jurisdiction, does not have any mutual aid or back-up from other law enforcement agencies that can be relied on in emergency situations requiring help.

The consultants reviewed the agencies that provide criminal justice functions in the area to determine what, if any, aid and back-up could be provided to the Department in an emergency.

- **Customs and Border Protection (CBP):** The agency has a limited scope of law enforcement duties and training. They are armed but cannot enforce state criminal statutes. Their jurisdiction is limited and does not include local law enforcement actions. Chief Reddick recently met with the new Port Director of CBP. The Director advised the Chief that they have no jurisdiction outside their border duties, and they cannot assist the Department even with a task as simple as securing a crime scene. Therefore, they should not be considered as mutual aid or back-up.
- **Park Service Federal Law Enforcement Officers:** There are two sworn officers and a contingent of non-sworn security officers. These officers are stationed adjacent to the train station. Similar to the CBP, they have limited scope and training. Their authority is within the federal parks. They cannot enforce state criminal statutes. They should not be considered as mutual aid or back-up.
- **Alaska State Wildlife Trooper:** A Trooper is stationed in Haines. The Trooper has full law enforcement authority in the state and is armed. Travel time is 30 minutes by boat from Haines when ready and weather permits, or a seven-to-eight-hour drive through Canada, again weather permitting.
- **Haines Police Department:** They have expressed willingness to provide mutual aid, but as their agency is staffed with five officers, they could send very limited assistance. Travel time is the same as the Wildlife Trooper.
- **Juneau Police Department Special Weapons and Tactics Team (SWAT):** Skagway PD is a member of the regional Drug Task Force which gives them access to use the Juneau PD SWAT Team. However, this use would be limited to very high-risk situations such as hostage incidents, barricaded subjects, high risk search warrants, etc. They are not for other forms of mutual aid or back-up. Drive time after mobilization is seven hours; flight time by helicopter is one hour, both weather permitting.

- Alaska Army National Guard: The closest Guard Unit is in Anchorage. They must receive authorization to mobilize and operate in support roles during disasters or civil unrest. They are not suited for common mutual aid or back-up for common police operations. They should not be considered as mutual aid or back-up.

As can be seen from the descriptions of the other area agencies, the officers of the Department do not have mutual aid or back-up available to them for the common occurrences they face in everyday policing.

As an example of what can happen when back-up is not available, the Department provided the consultants with reports and video of a violent incident that occurred on November 11, 2022, at 11:37 p.m. Dispatch received a call for assistance from a female asking for help in getting her intoxicated boyfriend home. The one patrol officer on duty responded. Upon arrival the officer encountered the female caller, her boyfriend, and a third male. Both males appeared intoxicated to the officer.

The officer repeatedly tried to talk the boyfriend into accepting a ride home in the patrol vehicle. As this continued, the boyfriend became more belligerent and aggressive toward the officer. Additionally, the other male present began interjecting himself and interfering. As repeated efforts to deescalate the situation were not working with what appeared to be a highly intoxicated person, the boyfriend's aggressiveness intensified, and he assaulted the officer. The officer defended himself and radioed for back up. The officer attempted to get the boyfriend into custody, but he fought the officer. Then the other male present physically tried to stop the officer from taking the subject in custody.

After dispatch received the call for assistance, the sergeant was called at home at approximately 11:53 p.m. The sergeant prepared and responded. Upon arrival, the sergeant assisted the officer in getting the subject into custody. During this time the other male present continued to interfere and try to stop the arrest. The subject was finally taken into custody and transported to the police station. Without the availability of other personnel on duty, or other agencies that could assist, help for officers can be lengthy in response time.

The arresting officer's uniform was damaged, and he suffered injuries to his knee, elbow and arm.

Recommendations:

- *The Department should look toward future patrol staffing of a minimum of two officers on duty. **Priority 2***

TRAINING

The Department is responsible for policing the Borough of Skagway's 443 square miles. The jurisdiction has a tremendous risk level based on the nature of the environment, geography, and its remote location in Alaska. Skagway has a greater multidisciplined emergency preparedness need than many larger cities.

The department cannot rely on any type of timely mutual aid assistance. This requires the department to be self-sufficient in handling incidents, big or small, for the geographical region protected. All these characteristics result in numerous target hazards and service demands that bring great risk to emergency services.

According to the National Park Service, Alaska is the most seismically active state in the union¹. Other natural hazards in the area include tsunamis, forest fires, flooding, high winds, incidents on the ocean and other bodies of water, and rockslides. In July of 2022, a rockslide occurred adjacent to a port area sending debris onto the dock surface and blocking access to/from cruise ships for passengers.

Man-made hazards include cruise ship disasters, airport/heliport accidents, railways, fuel storage tanks, and others.

Effective training plans must address the unique circumstances that are present in the community. The Department faces significant challenges in providing training due to the geographic location of the jurisdiction. Sending personnel to travel to attend training presents logistical difficulties due to travel distance costs and time. Additionally, when an officer leaves the area, the available workforce is substantially reduced. This may result in overtime costs and extended work shifts for other personnel.

To address training needs, the Department has a practice of utilizing online training resources. The agency uses the system provided by the *Lexipol* online training program. This is a nationally recognized training program for police. The cost is covered by the Municipality's insurance carrier. Personnel access the training online, and it is available 24/7. The learning platform contains features that provide the ability to assign, track, and report training hours and subjects. The options include more than 1,100 training videos and 400 online courses².

¹ National Park Service www.nps.gov

² www.lexipol.com/industries/law-enforcement

Consultants are of the opinion this is a valuable resource and a solution to providing appropriate standard training needs without incurring logistical difficulties. Officers can undertake this training during low call volume hours, particularly in the off season.

However, due to the unique geography, hazards, and lack of mutual aid and backup, the personnel need specialized training. Each officer on the department must be trained and properly equipped to sustain a prolonged response to a natural, man-made, or criminal incident. Though the Department cannot staff a tactical team, they can train and equip the officers to address emergency and tactical situations until additional resources can be brought to Skagway. Moreover, the Police Chief expressed concern for training needs for long-term events and tactical events.

With the low staffing levels and sparse backup, officers must prepare with as much scenario-based, rapid deployment training as possible. This should include simplified one- and two-officer entry and takedown strategies. One potential solution is to invest in a virtual training simulator. There are many available at costs that vary widely. When the simulator is set up, they can run an officer through a wide variety of scenarios and train on a wide variety of skills (in solo or team situations) without having to send anyone anywhere or even leave their building at all. This training will help them in resolving critical incidents.

Given the small size of both the police and fire departments, the consultants recommend they train together on response to large scale events. This can serve as a force multiplier in that, at a major incident that requires a long response, they are coordinating efforts and reinforcing each other. This will make their response more efficient and effective. For example, it is recommended that they train together on tactical topics that would benefit both departments.

It is further recommended that the trainers come to Skagway to allow larger numbers of personnel to receive the training at the same time without other travel costs. Training should be scheduled during the cruise ship off-season as much as possible. The topics that could be addressed that are pertinent to both police and fire include the following. They are listed in level of priority.

1. FEMA, ICS, and NIMS – These are the basic courses to build from. The National Incident Management System identifies the basic courses required by level of command or level.
2. Proper response to high-risk situations – Identify techniques and strategies for safe and effective first responders.

3. Command post management – Establishing and operating the command post to include personnel, equipment, communications and logistics
4. Rapid deployment to mass casualty events – Safe and effective response and mitigation
5. Containment and perimeter control – Use of barriers and personnel
6. Negotiation skills – Effective communication techniques for persons in crisis
7. Outdoor terrain searches – Safe and effective procedures
8. Drone deployment (pending development of a drone program) – Complying with all state and federal regulations as well as the effective usage of the drone
9. Thermal imaging usage – Technical aspects and how to use and maintain the device
10. Night vision – Technical aspects and how to use and maintain the device
11. Map utilization – Basic use of maps, both paper and electronic

Recommendations:

- *Police and Fire departments should train together for large scale events. **Priority 3***
- *Trainers should come to Skagway, as much as possible, which will allow larger numbers of personnel to receive the training at the same time without other travel costs. **Priority 3***
- *The Department should consider acquiring a training simulator for scenario-based tactical training. **Priority 3***
- *A training plan should be developed in conjunction with the fire department to address the tactical courses recommended. **This recommendation supports 2030 Comprehensive Plan Action Public Safety 4A: Provide adequate staff training; Assess training and staff development needs. Priority 3***
- *The training courses should be scheduled during the off-cruise ship season as much as possible. **Priority 3***

EQUIPMENT

Officer equipment

The Department is well-equipped for its basic policing functions. The Chief expressed a need for additional tactical equipment.

With the mutual aid situation and lack of back-up from other agencies, each squad will need to be equipped with more equipment than may be standard in larger/more staffed departments as officers may have to be a “one officer show” for major incidents.

Department squads are currently equipped with large secure boxes to store equipment. The following is a list of equipment to consider for each squad to be equipped with that will allow the officer to have the tools for a lengthy engagement.

- Binoculars
- Ram
- Halligan Tool
- Sledgehammer
- Heavy Duty Bullet Resistant Vest
- Ballistic Helmet
- Ballistic Shield
- Goggles & Safety Glasses
- Knee & Elbow Pads
- First Aid Kit
- AED
- Rope
- Fire Extinguisher
- Small Tool Kit
- Cold Weather Gear
- Utility Tools
- Less lethal Munitions
- Noise Flash Diversionary Device
- Spare Radio Battery
- Sundries (sunscreen, bug spray)
- Extra Handcuffs (Steel, Flex, Velcro)
- Flashlights
- Road Flares
- Tow Rope (20' and/or 30')
- Phone Charger & Backup

Recommendations:

- *Review list of recommended tactical equipment. Determine what items are most critical or are not currently utilized and prioritize to equip the squads. **Priority 3***

Fleet

The current police fleet is comprised of the following six vehicles.

Table 3: Current Fleet Vehicles

YEAR	MAKE/MODEL	MILEAGE	ASSIGNED PERSONNEL
2020	Chevrolet Tahoe	12,719	Chief Reddick 501
2018	Chevrolet Tahoe	32,569	Officer Ackerman 504
2016	Chevrolet Tahoe	49,700	Officer Michels 503
2012	Chevrolet Tahoe	61,411	Sergeant Cox 502
2009	Chevrolet Tahoe	61,893	Spare
2005	Interceptor 3 wheel	18,866	Previous Code Enforcement

Three of the Tahoe's that are used for patrol are seven years of age or older. The 2030 Comprehensive Plan recommends replacing the oldest squad every two years. If budgeting allows, the consultants recommend purchasing two Chevrolet Tahoe's at this time to assign to officers. The two oldest squads should be kept until it is determined if the department will add additional staff to the ranks of officer or the new positions of Community Service Officer. If staffing is increased these vehicles will be needed to remain in the fleet.

The 2005 Interceptor should be retired from the fleet as it has limited use and prohibitive maintenance costs.

As an alternative, consider Enterprise Car Rental Company's program of leasing police and fire vehicles. Enterprise has developed information relevant to Skagway on the benefits of leasing instead of buying vehicles. Some information has been presented to the Chief and Municipality administration, but no decisions have been made.

Recommendations:

- *Municipality officials should confer with Enterprise representatives at the scheduled meeting and then determine if leasing or purchasing of police vehicles is best. Consultants will attend the conference call meeting. **This recommendation supports 2030 Comprehensive Plan Action Public Safety 2C: Continue program to upgrade the oldest police car every two years. Priority 3***
- *The 2005 Interceptor vehicle should be retired from the fleet. **Priority 3***

Wrecker

There is no private wrecker service available in Skagway. This creates difficulties in clearing the roadways from traffic crashes, abandoned vehicles, and other incidents. When a vehicle absolutely needs to be removed from the roadway, a public works vehicle is deployed with a forklift to move the vehicle.

The consultants believe the Municipality needs the services of a wrecker. It is recommended that the municipality purchase a wrecker to be used by the municipality for traffic crashes, troubled municipal vehicles, the administrative tow program (if adopted), abandoned vehicles, and private towing (at a charge).

The consultants recommend that the wrecker be a medium-duty tow truck (wrecker) with dual winches, an extendable boom, and a wheel lift system. A medium duty will handle all the light vehicles (cars, SUVs, pickups) as well as ambulances, public works trucks, work vans, small buses, etc. If the Borough would rather purchase a rollback instead of a tow truck/wrecker, the unit should be medium-duty equipped with multiple bed winches allowing use for vehicle retrieval as well as transport.

Recommendations:

- *The Municipality should purchase a wrecker to be used for traffic crashes, towing municipality vehicles, the administrative tow program (if adopted), abandoned vehicles, and private towing (at a charge). The wrecker should be a medium duty vehicle. **This recommendation supports 2030 Comprehensive Plan Action Transportation 9A: Acquire tow truck as needed. Priority 3***

TECHNOLOGY

Surveillance Cameras

The consultants recommend the installation and use of surveillance cameras in strategic locations in the port areas. These cameras should have the capability of live monitoring and retention from the Dispatch Center 24/7. They serve as a “force multiplier” without the need for additional staffing. This is helpful particularly at the Ore Dock as the Municipality recently took over management and control.

The presence of the cameras provides the dispatcher on duty with the ability to see events that may require emergency service response even before being contacted by the public. The dispatcher can direct police when they observe violations or matters needing response. They also serve as a deterrent to criminal or unruly activities, and they provide evidence in cases in which the activity was recorded. The videos may provide valuable documentation on incidents of damage in the dock areas. The Police Chief reported that in conversations with Coast Guard personnel, they expressed support for cameras at the port areas. The Police Chief should confer further with the Coast Guard officials to explore their ability to provide funding.

Police and fire administration should give guidance for specific locations.

Recommendations:

- *Install surveillance cameras that can record and be monitored live by the dispatch center in strategic locations in the port dock areas. **This recommendation supports 2030 Comprehensive Plan Action Table Economic Development 1B: Invest in infrastructure and services that enhance the ability to manage and ensure visitor enjoyment, safety, and comfort. Priority 2***
- *The Police Chief should confer with Coast Guard authorities to explore their ability to provide funding for the port security cameras. **Priority 2***

Drone Program

The consultants recommend the creation of a Public Safety Drone Program in the Municipality of Skagway. This program would be a joint venture between the Fire Department and the Police Department and would provide benefits to the community in both public safety disciplines. The costs of equipment and training could be shared between these two departments.

Benefits derived from a police operations program may include, but are not limited to:

- Crime scene investigation
- Analyzing accident scenes
- Monitoring and tracking dangerous animals

Some of the ways that fire departments across the nation have used drones include:

- Rapid fire scene assessment
- Monitoring dangerous situations
- Assessment of scenes involving hazardous materials
- Cause and origin investigations

The drone could also be employed to assist both agencies when they are engaged in shared duties and responsibilities, such as:

- Mapping the municipality
- Search and rescue operations
- Disaster relief and assessing damage

In certain circumstances, recordings from the drone may also be used by the departments for legitimate training purposes.

In many of the situations listed above, a drone would be capable of covering a considerable amount of area quickly and, in some cases, relay critical information back to first responders without unnecessarily placing a person in harm's way. Drones with cameras and thermal imaging equipment could relay information and images back to a command post via computer. Examples of this may include searching for a lost person in rough and/or dangerous terrain, identifying hazardous materials before personnel enter the scene, and identifying "hotspots" at a fire scene.

Operation of drones is closely regulated by the FAA and Alaska State Law³. Some FAA regulations include:

- The drone must weigh less than 55 lbs.
- The drone must remain in the line of sight of the person operating it.
- Drones may only be operated during daylight hours.
- The drone pilot must not fly the drone higher than 400 feet above ground level.
- Remote pilots must receive FAA authorization to fly in airspace near airports.
- The agency can apply to the FAA for waivers of some of these rules.

Mandates and restrictions on the use of drones by law enforcement agencies pursuant to Alaska State Law include:

- Create and adopt procedures for the use of the drone.
- Adhere to all FAA regulations and requirements.

³ Alaska Statute 18.65.900-909, Public Safety and Government | Federal Aviation Administration (faa.gov)

- Operate the drone only by unmanned aircraft system pilots and crew members who have been trained and certified in the operation of the unmanned aircraft system and only under the supervision of officials trained in the policies and procedures governing the use of the unmanned aircraft system.
- Require that the flight of the drone be approved by the chief administrative officer of the agency.
- Ensure that the flight of an unmanned aircraft system is for a public purpose.
- Maintain a record of each flight, including the time, date, and purpose of the flight, and the identity of the authorizing official.
- Establish an auditable flight record system, including the documentation of a change in a flight time record.
- Establish a method for notifying the public of the operation of an unmanned aircraft system, unless notifying the public would endanger the safety of a person.
- Provide for community involvement in the development of the policies required in this section, including the consideration of public comment.

State law restrictions include specific requirements for when a drone can be used to gather evidence.

State law also contains a general prohibition on retaining images, except when required as part of an investigation or prosecution, for training purposes or pursuant to federal or state law or by municipal ordinance. Recorded images that may not be retained are confidential and are not public records.

Recommendations:

- *Implement a Public Safety Drone Program to be managed by both the Police and Fire Departments. **Priority 3***

COMMUNITY ENGAGEMENT

With limited staff, the outreach to the community by the police department is limited. The police need positive relationships with the community they serve to maintain excellent public safety and provide effective policing. The community needs to have trust and confidence in their police. Reaching out to the community by the police can be an effective means of promoting goodwill, informing community members of ordinances, and providing tips to make them safer as well as recruiting potential candidates for employment positions within the police department. Good relationships with citizens strengthen the ability to detect and solve crimes when the people are confident in reporting and providing information.

The Municipality is unique in that the police serve three distinct communities. Those communities include the local, permanent year-round residents; the cruise line passengers and other tourists as well as the ship's staff; and the seasonal workers. The permanent residents are a source that could serve as volunteers to assist public safety.

As is discussed in other portions of this report, the number of permanent Skagway residents reported in the 2020 US Census is 1,240. During multiple discussions with employees, consultants learned that when seasonal employees are added to the community, a reasonable population estimate rises to more than 1,000 persons. Statistics also indicate that in 2021, the City of Skagway was visited by over 1.1 million people entering the city from cruise ships⁴. In 2022 the first ship arrived on April 26 and the final ship on October 19. In 2023 the season is expanded with the first ship scheduled for arrival on April 18 and the final ship on October 25th. This will correspondingly mean more tourists⁵.

It is extremely important to note that these seasonal employees and visitors come from across our nation and beyond. The non-residents bring with them their own core values, attitudes toward law enforcement officers and commitment to voluntary compliance with established laws and customs within the community of Skagway. Therefore, during tourism season, the values, attitudes, and behavior of the vast majority of the people in the businesses and on the streets of Skagway can more accurately be described as reflective of national and global trends, than that of the local residents. This is important because when Skagway police officers initiate contact with people during this time, they are facing the same people with the same potential behavior that officers across the nation face daily and, by extension, the same risks to their safety that officers across the nation face. The department should implement programs to foster good public relations will all sectors of the population.

⁴ Explore Skagway Alaska 2022 Visitor Arrival Schedule, www.skagway.org

⁵ Cruise Line of Alaska 2023 Schedules, calaaska.com

The Department has opportunities to foster strong public relations and support as well as helpful volunteers. As highlighted throughout this report, consultants recommend cooperative efforts between the police and fire departments on issues of concern to both. The consultants recommend that community outreach be a cooperative effort between both departments. This will help spread the work needed to accomplish greater community outreach and assistance.

The consultants are recommending additional sworn and civilian staff including Patrol Officers and Community Service Officers. Additional staff would be instrumental in organizing these efforts.

The following Community Outreach programs are recommended.

- Sponsor a monthly Coffee with the Fire and Police Chief's (and their designees). Each Department will present a special topic and then have time for questions and discussion. The event could be at the public safety building and other venues throughout the municipality.
- Conduct a Citizen's Public Safety Academy of both Police and Fire. Recommend ten sessions of two hours, once per week, from early January to mid-March (off-season). Graduates of the Academy could form an alumni group for graduates and future graduates.
- Develop a Citizen's Emergency Response Team (CERT). CERT is a program sponsored by the Federal Emergency Management Agency (FEMA). The CERT program trains volunteers in basic disaster response skills including home preparedness. The members would be required to have attended the Citizen's Public Safety Committee. Training materials are free and are available on the FEMA website. Police and fire personnel would manage the program. If the position of CSO in the police department is approved, that position could assist with the program. Our fire consultant feels this program could be very beneficial to the Dyea area and residents. CERT is not a reserve program. They are not armed and do not have enforcement authority but, if activated, they will wear a distinctive shirt or jacket for identification. Members could be of assistance in a disaster. They could also serve as "municipality ambassadors" downtown and at special events to assist with tourists, provide directions, etc.
- Conduct two to three informational meetings for seasonal employers and employees at the beginning of the cruise line season. The objective is to inform the seasonal workers of safety and community concerns, including topics such as municipality ordinances; contacting police, fire, and medical services; fire safety; how to report a crime; hours of businesses; hiking and other recreational safety; personal emergency planning

preparations; water safety; licensing requirements; etc., to be conducted by personnel from both the Police and Fire Departments.

- Emphasize positive police and school relationships. Any programs should be initiated with the collaboration and approval of the school district. The programs could include but not be limited to:
 - Random foot patrols within and on the grounds of the school. The purpose is to meet and familiarize the students and staff with the police officers. Officers could be encouraged to occasionally have lunch at the schools interacting with students.
 - While on duty and in uniform, attend school functions and events. Again, this serves to develop positive relations.
 - Through increased presence, students and faculty may be more comfortable seeking assistance from the police.

The outreach programs recommended are also a tool to be used to recruit persons for employment within the police department. The Department should begin to focus inward to the current community as opposed to predominately focusing out of the region for its human capital pool. Other agencies in Alaska are offering signing bonuses and other benefits to attract candidates. Focus on community policing will help because, as the Department and community start to build trusting relationships, the community becomes the applicant pool to give back to that community in the form of service. The Department should be developing relationships with the community through these outreach activities. Both the local year-round residents as well as seasonal workers are sources of employment candidates.

Recommendations:

- *Increase community outreach through mutual fire and police programs. **Priority 3***
- *Sponsor a monthly Coffee with the Fire and Police Departments. **Priority 3***
- *Conduct a Citizen's Public Safety Academy of both Police and Fire. **Priority 3***
- *Develop a Citizen's Emergency Response Team (CERT). **This recommendation supports 2030 Comprehensive Plan Action Land Use and Further Growth 2C: ... gather multi-agency first responders and test plan with tabletop and in-field exercises. Priority 3***
- *Conduct two to three informational meetings focused on seasonal employers and employees' attendance at the beginning of the cruise line season. **This recommendation supports 2030 Comprehensive Plan Action Land Utilities 6A: Use education, ... to prevent dumpster overloading by businesses and seasonal residents at the end of summer. Priority 3***

- *Develop and initiate programs in collaboration with the school district to foster positive relationships. **Priority 3***

VEHICLE IMPOUNDMENT ORDINANCE

The consultants recommend the implementation of a Vehicle Impound Ordinance. The ordinance would establish that “a motor vehicle, operated with the permission, express or implied, of the owner of record, that is used in connection with violations enumerated in the ordinance, would be subject to seizure and impoundment, and the owner of record of the vehicle would be liable to the Municipality for an administrative penalty, in addition to any towing and storage fees.” The ordinance would not apply to a stolen vehicle when the theft is reported to a qualified law enforcement agency within 24 hours of the discovery of the theft.

Applicable violations include the following (or a violation of a substantially similar Alaska State Statute):

- Driving with a suspended or revoked driver’s license, except when the reason for the suspension or revocation is for unpaid citations or violation of a state’s emissions testing requirements (where emissions testing is required).
- Driving under the influence of drugs and/or alcohol
- No valid driver’s license, except in cases when a license is expired for under one year
- Fleeing or attempting to elude police
- Reckless driving
- Illegal transportation of alcohol by driver
- Possession of controlled substances
- Firearm offenses:
 - Unlawful use of a weapon / Aggravated unlawful use of a weapon
 - Aggravated discharge of a firearm
 - Reckless discharge of a firearm

Vehicles would not be impounded under this procedure when they are being held for evidence in conjunction with a felony or when being held pending forfeiture proceedings.

The Officer impounding the vehicle would ensure that the passengers of the impounded vehicle are offered transportation to the public safety building for purposes of securing alternative transportation. The passenger(s) of the impounded vehicle may decline transportation to the building, in which case the Officer would document in the Incident Report that the offer of transportation was offered and declined.

The impounded vehicle would be towed to a secure location where it would be held until the administrative fee is paid or the vehicle owner is found to be not liable by a Hearing Officer in a civil hearing.

To safeguard the rights of the vehicle owner, provisions are made for a Preliminary Hearing to be conducted when the owner makes a written request on the required form within 24 hours of the impoundment of the vehicle. The Preliminary Hearing is conducted by the Chief of Police or a police department Supervisor within 24 hours of the department receiving a request for that hearing, except Saturdays, Sundays or holidays. The formal rules of evidence would not apply at the hearing and hearsay evidence would be admissible only if it is the type commonly relied upon by reasonably prudent persons in the conduct of their affairs.

If, after the hearing, the Chief of Police or Supervisor determines there is probable cause to believe that the vehicle is subject to seizure and impoundment pursuant to this ordinance, the authority would order the continued impoundment of the vehicle, unless the owner of the vehicle posts with the Municipality a cash bond in the amount of \$500 and pays the Municipality of Skagway any applicable towing and storage fees. If the Chief of Police or Supervisor determines that there is no such probable cause, the vehicle would be returned without penalty or other fees.

In any case, a Notice of Impoundment Hearing would be sent to the registered owner(s) and Lien holder(s) by the police department via certified mail within 10 days of the seizure, and the Impoundment Hearing would be conducted by a Hearing Officer within 45 days of the impoundment of the vehicle when the owner or lien holder requests a hearing

If, after the hearing, the Hearing Officer determines by a preponderance of evidence that the vehicle was used in connection with a violation set forth in this ordinance, the Hearing Officer would enter an order finding the owner of record of the vehicle civilly liable to the Municipality for an administrative penalty in an amount of \$500 and requiring the vehicle to continue to be impounded until the owner pays the administrative penalty to the Municipality plus fees for the towing and storage of the vehicle.

Copies of this type of ordinance, along with a sample police department policy and required forms are provided to the Chief of Police and Administration of the Municipality of Skagway.

Recommendations:

- *Implement a Municipality Vehicle Impound Ordinance and procedures. **This recommendation supports 2030 Comprehensive Plan Action Table Transportation 7C: Prioritize speeding and traffic law enforcement around the school. Priority 3***
- *Establish a secure municipality impound and storage lot or facility. **Priority 3***
- *Purchase and add a wrecker to the municipality fleet (see fleet and equipment section of report for details). **This recommendation supports 2030 Comprehensive Plan Action Table Transportation 9A: Acquire boots or tow truck as needed. Priority 3***
- *Develop procedures for deployment of municipality wrecker. **Priority 3***

ABANDONED VEHICLE ORDINANCE

The issue of the abandonment of automobiles on public property has been identified to the consultants as a situation in need of improvement. The Municipality has adopted Alaska State Statute Title 28 – Alaska Uniform Traffic Laws as the Municipal Ordinance. Chapter 11 of this Statute relates to the issue of Abandoned Vehicles.

The unamended verbiage of this state statute chapter, which is therefore current municipal ordinance, in section 28.11.020 (a), defines a presumption of abandonment as, *a vehicle registered or titled as required under [AS 28.10](#) that reasonably appears to have been left unattended, standing, parked upon or within 10 feet of the traveled portion of a highway or vehicular way or area in excess of 48 hours, or a vehicle registered or titled as required under [AS 28.10](#) that reasonably appears to have been left standing or parked on private property in excess of 24 hours or upon other public property for more than 30 days, without the consent of the owner or person in charge of the property.*⁶

Alaska State Statute 28.11.100 provides authority for the establishment of a unique municipal ordinance pertaining to abandoned vehicles as long as three provisions are included in the ordinance. These provisions are:

1. Notice to owners and lienholders of record and persons known to be lawfully entitled to possession of the vehicles, of their right to a hearing which shall be conducted by the municipality in the manner provided for by municipal ordinance;
2. notice to owners and lienholders as provided in [AS 28.11.040](#); and
3. disposal of abandoned vehicles as provided in [AS 28.11.070](#).

This statute, therefore, provides discretion to the Municipality to establish an ordinance that may have restrictions other than those specified in the statute, as long those three provisions named above have been included.

The consultants recommend that the current municipal ordinance language pertaining to the time period for the presumption of abandonment of a vehicle on public property be amended from 30 days to a shorter duration of time, such as 7 days or 10 days. This will provide the police department with the ability to initiate enforcement actions within a shorter window of time from when the vehicles are abandoned and, therefore, provide for the removal of the vehicles within a shorter time period while still safeguarding the rights of the vehicle owners.

⁶ <https://www.akleg.gov/basis/statutes.asp#28.10.661>

It should be further noted that the state statute (also current municipal ordinance) differentiates between an abandoned vehicle and a wrecked or junk vehicle. Section 28.11.010I defines a junk vehicle and a wrecked vehicle. When the vehicle in question qualifies as a wrecked or junk vehicle under the statute (ordinance), section 28.11.020(b) states, *“a wrecked or junk vehicle that reasonably appears to have been left unattended, standing, parked upon or within 10 feet of the traveled portion of a highway or vehicular way or area in excess of 24 hours, or a wrecked or junk vehicle that reasonably appears to have been left standing or parked on private property or other public property in excess of 24 hours and without the consent of the owner or person in charge of the property, may be removed under [AS 28.11.030](#) and treated as an abandoned vehicle, unless the vehicle is reclaimed and removed before removal occurs under [AS 28.11.030](#).”* The consultants recommend that enforcement actions to abate junk and wrecked vehicles be initiated within the time frame provided for in the current state statute and ordinance.

Copies of this type of ordinance along with a sample police department policy and required forms are provided to the Chief of Police and Administration of the Municipality of Skagway.

Recommendations:

- *Implement a revised Abandoned Vehicle Ordinance and procedures. **This recommendation supports 2030 Comprehensive Plan Action Table Housing 8A: ...increase MOS enforcement and inspection presence to address safe and sanitary housing violations including...abandoned vehicles. Priority 3***

PERSONNEL WELLNESS

It is common for police agencies to focus on providing officers with training and equipment to properly conduct their public safety work functions. But it is equally, if not more important, to make sure the officers are emotionally and physically well to continually do their job.

Policing is clearly a dangerous profession. Every workday the officers wear bulletproof vests and are armed with firearms and other non-lethal weapons for protection for themselves and the public they serve. The act of preparing for each day's shift can raise the stress level of the officer. Fortunately, violent crime is a rare event in Skagway, although it can occur at any time. However, the officers are presented with unique stressors. Officers typically work alone without the benefit of backup. They can, and have, been put into situations where they have only themselves to rely on for extensive periods of time.

The current level of staffing and the procedure to provide service is an issue of concern to the mental and physical health of the police personnel. As cited previously in this report, the department has an unwritten procedure to require no fewer than two of the sworn contingents of Chief, Sergeant and two Officers to remain in the jurisdiction at any time. Therefore, the officers are in a constant state of alert to make sure enough personnel are available in case extra officers are needed for an incident, to cover a shift vacancy, or any other matters that require additional personnel. Unless an officer leaves the jurisdiction to travel, they are in this continuous state of readiness.

The consultants were informed of a current situation that will require a police officer assigned to patrol to work 12 consecutive shifts of 10 hours without a day off. This is because the other police officer assigned to patrol will be on leave. The officer assigned will have no days away from work during the 10-day stretch.

For any position, regardless of whether it is public safety or not, there is importance to time away from work. Officer safety may be compromised by excessive working hours in a first responder position. In addition to that consideration, the reasons are as follows to allow sufficient time off:

1. Improved productivity. When burnout starts, even the simplest of tasks becomes a challenge, and we lose some of our drive/motivation.
2. Better balance between work and personal life. When you are chronically overworked, you can start to lose your sense of self. Hobbies and interests fall to the wayside as you focus all of your energy on your career. Taking time away from work gives you a chance to revive what makes you happy.

3. Improved focus. No matter how much you love your job, doing the same thing day in and day out can wear on anyone. Taking time away gives you the chance to refocus on your goals and gain a fresh perspective.
4. Better relationships. While it is important to focus on your career, you also need to work on your relationships or the important people in your life will start feeling neglected, and there is a high divorce rate among public safety.
5. Better health. Vacations reduce stress by removing people from the activities and environment that they associate with stress and anxiety. With the increase in awareness of suicide, mental health is a vital issue to a successful career in public safety.

When one adds the factors that law enforcement officers continuously put their lives in jeopardy and respond to stressors most citizens do not experience, ensuring they have support and time away from work is even more critical.

Recommendations:

- *Increase sworn officer staffing to reduce officer stress due to coverage concerns and improve officer wellness. **Priority 1***

STAFFING & SCHEDULING

Staffing

This report section addresses staffing and scheduling of the sworn officers and civilian community service officers (CSO's). The Skagway Police Department currently employs four full-time sworn police personnel. They include the Chief of Police, one Sergeant and two Police Patrol Officers. The civilian members of the department include an Acting Lead Dispatcher, four Dispatchers, and the DMV Clerk.

Note that the department uses a stand-by system for staffing patrol and responding to calls for service since they do not have sufficient personnel to staff the patrol function 24/7. During any time period that no personnel are scheduled on duty, an officer is assigned to be on stand-by. For clarity, the following distinction in terminology is used in this report:

On duty: Officer is in uniform and on active patrol function.

On stand-by: Officer is available and must remain in the jurisdiction and able to respond if contacted by dispatch. The officer is paid an hourly rate equal to that of the Alaska minimum wage for time spent on stand-by. The current minimum wage is \$10.85 per hour.

Table 4 depicts the current work schedule for sworn officers of the department. The Chief of Police is designated as Team A, the Patrol Officers - Team B, and the Sergeant - Team C.

Table 4: Current Department Schedule

Current Skagway Police Department Schedule																														
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
Team A 7am-3pm																														
Chief	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O		
Team Total	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0		
TEAM - B 5pm-3am																														
Officer 1	W	W				W	W	W	W				W	W	W	W	W	W			W	W	W	W		W	W			
Officer 2			W	W	W	W				W	W	W	W				W	W	W	W				W	W	W	W			
Team Total	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	1	2	1	1	1	1	2	1			
TEAM - C 7am-5pm																														
Sergeant	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W		
Team Total	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1		
Sworn Total	2	2	2	3	3	3	2	2	2	2	3	3	3	2	2	2	2	3	3	3	2	2	2	2	3	3	3	2		
On-Duty Coverage	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
7am-3pm	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1		
3pm-5pm	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1		
5pm-3am	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	
3am-7am	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

The position of Chief of Police is salaried. The Chief's schedule is Monday-Friday, 7 a.m.–3 p.m. The Chief not only has administrative duties, but also responds to calls for service and provides crossing guard services in the morning and the afternoon while school is in session. The Police Chief's work hours deviate from the schedule described above to attend required administrative meetings, events and command related functions outside of those scheduled hours.

In the current schedule, the Chief of Police is the only sworn officer on duty Monday-Wednesday from 7 a.m. until 3 p.m. Therefore, that position is not only responsible for patrol duties, but also the administrative functions of the department. On those same days, no officers are on duty from 3 p.m. to 5 p.m. There are no officers on duty for four hours each day from 3 a.m. to 7 a.m.

The Sergeant and Police Patrol Officers are paid hourly wages and work a 10-hour-per-day work schedule. The current 10-hour work schedule with four personnel does not provide on-duty police coverage 24/7/365. Each week, employees are paid "stand-by" hours at the rate of the Alaska minimum hourly wage because no one has been scheduled to work during those hours.

The two Police Patrol Officers currently work 5 p.m.-3 a.m. and are identified in the schedule as Team B. One police officer works Saturday through Tuesday, and the other police officer works Wednesday through Saturday. The Sergeant currently works 7 a.m.-5 p.m., Thursday through Sunday and is identified in the schedule as Team C.

This current schedule results in 34 hours per week when an officer is required to be on stand-by because no one has been scheduled to work. Therefore, each week at a minimum, 20.2% of the week no sworn personnel are on active duty. This equates to an annual cost of \$19,182.80, at the current rate of compensation.

The consultants were informed that the scheduled work hours of the Police Patrol Officers may be flexed from 5 p.m.-3 a.m. to 3 p.m.-1 a.m. **Table 5** depicts the current work schedule for the department with this change in hours for Patrol Officers. This schedule results in 42 hours of stand-by coverage per week because no one has been scheduled to work. When this schedule is flexed for the entire week, 25% of the week does not have a sworn officer on active duty. The period on Monday-Wednesday from 3 p.m.-5 p.m., which in the previous scheduled was not staffed, is now covered. However, a six-hour period from 1 a.m.-7 a.m. is now covered by stand-by staff all days of the week. This equates to an annual cost of \$23,696.40, at the current rate of compensation.

Table 5: Current Schedule with Team B Adjusted Times

Current Skagway Police Department Schedule																														
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
Team A 7am-3pm																														
Chief	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O
Team Total	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	1	0	0	1	1	1	1	1	1	0	0
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
TEAM - B 3pm-1am																														
Officer 1	W	W				W	W	W	W				W	W	W	W				W	W	W	W				W	W		
Officer 2			W	W	W	W				W	W	W	W				W	W	W	W				W	W	W	W			
Team Total	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	1	2	1	1	1	1	1	1	1	2	1
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
TEAM - C 7am-5pm																														
Sergeant	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W		
Team Total	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1	0	0	0	1	1	1	1		
Sworn Total	2	2	2	3	3	3	2	2	2	2	3	3	3	2	2	2	2	3	3	3	2	2	2	2	3	3	3	2		
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU		
On-Duty Coverage																														
7am-3pm	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1		
3pm-5pm	1	1	1	2	2	3	2	1	1	1	2	2	3	2	1	1	1	2	2	3	2	1	1	1	2	2	3	2		
5pm-1am	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1		
1am-7am	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Although the department can respond to a call by having dispatch call the stand-by officer, this is not a good practice. There are multiple layers of personnel that have the discretion to respond to the call or not when they are on stand-by status. The dispatcher can decide to hold the call until personnel go on duty and, when the dispatcher does call the officer, that officer has discretion to respond, or call the complainant to assess the situation, or not respond. It is not unusual for the officer that responds to a call to find upon arrival that the situation is very different from what was described by the caller.

Response time is delayed in making initial contact with the officer and allowing the officer time to dress and prepare to respond. The consultants were advised that it is not uncommon when the officer does respond that they are not in full uniform but are identified by a police-marked protective vest. It is a better practice, and safer for the responding officer and the citizen, for the officer to be clearly identified as a police officer in uniform.

Although call volume is low during the typical stand-by hours (3 a.m.-7 a.m.), there are citizen calls to dispatch during those hours. During the years 2018-2021, which includes lower call volume due to the COVID years, there were 678 calls received by dispatch when officers were only on stand-by. There is a belief expressed internally in the Department that there are persons that are aware of when officers are not on active duty and use this time to act inappropriately. This illustrates that the Department sacrifices the deterrent effect to illegal activity derived from active police presence during this time period.

An additional safety concern is for that of the dispatch center and personnel on duty in the hours without active patrol coverage. Persons needing critical assistance may come to the public safety headquarters seeking help and assistance. The dispatcher on duty is unable to leave the dispatch center to assist. Furthermore, the dispatch center itself could become the target of an attack. Therefore, we recommend that the department have a goal of adequate staffing to provide on-duty coverage 24/7/365 of at least one sworn personnel.

The Department does not have the formalized position of detective/investigations. As Part I Crime is rare, the consultants do not see the need for a specialized position. The department may continue follow-up investigations with current staff.

A potential risk is the serious coverage shortage and ability to provide service, given the current level of staffing, if an officer were to go on extended leave due to a medical issue or other matters. The options available to fill the hours regularly scheduled for that officer would have to be covered by overtime, flexing of the Sergeant's hours on days when there are overlap hours, or leaving the hours covered only by putting another officer on stand-by.

Furthermore, sworn staffing in the department remains at the same level it was in 1998. However, year-round population has increased. According to the US Census Bureau, according to the last census conducted in April 2020, the population of Skagway was 1,240. This represents a 43.8% increase of the population of 862 recorded in the 2000 census. It is recognized that the actual increase is 378. During the tourist season it is estimated by the police administration that an additional seasonal workforce in excess of 1,000 persons resides in the jurisdiction. Staffing has remained static while the demands on policing have increased substantially over those years.

We recommend staffing combined with scheduling allow for the Chief of Police to focus on administrative duties and not be scheduled for patrol on a regular basis. To accomplish this, we recommend adding two Patrol Officers to the force at this time to provide appropriate coverage and support. (See Table 6.)

As a long-range plan (depending on funding) to achieve 24/7/365 coverage in patrol with a minimum of two Officers on duty, we recommend the addition of six patrol officers and one additional sergeant to the force to provide maximum coverage and support. (See Table 14.)

SCHOOL RESOURCE OFFICER

The consultants recommend the hiring of one sworn School Resource Officer (SRO) dependent upon the request from the school district for the services of such an officer. The Officer would be assigned to the day shift working a five day, 8-hour schedule, Monday-Friday, while schools are in session.

The goals of the position and program are to help provide a safe learning environment, improve school and law enforcement collaboration, and to improve relations between police, students and faculty.

The Chief has already had conversations with the school district regarding the assignment of an SRO at the school. The SRO could provide in-school police services and cover the crossing guard responsibilities currently provided by the Chief of Police, allowing the Chief to focus on administrative duties. When the SRO is not needed at the schools (i.e., summers, holidays, etc.), this position would be assigned to a 12-hour patrol work schedule to supplement patrol staffing. The Municipality should work with the school district on funding this position. Staffing should be contingent on the school district's request for the position as well as funding from the district.

FIRE INVESTIGATOR

To supplement police staffing, consultants recommend assigning a Fire Department employee the collateral duties of the position of Fire Investigator. This position, while located in the Fire Department structure, would have full police powers and authority. The purpose of this position is to function as the lead investigator on any fire-related investigations and provide additional investigative support to the Police Department on other investigations. The position will continue to serve under the authority of the Fire Department and requires cooperation and collaboration with fire and police command.

This employee would be required to successfully complete the Alaska Police Academy and become certified as a Police Officer. The Police Department would further provide training on department procedures and policies. Uniforms and equipment would be provided and the employee would be required to maintain those at the fire station in case of an immediate need by the police.

The advantages of using the Fire Department employee for this position includes:

- Already vetted and trained in aspects of public safety.
- Knows the geography of the jurisdiction.
- Has knowledge of working in a para-military structure.
- Has experience working in hazardous and stressful situations.
- Serves as a "force multiplier" to the police department without increasing staffing.

Craig Haigh, fire consultant, is in support of this position. (See page 163 of the McGrath Consulting "Skagway Fire Department Audit" dated November 2021.)

K9 UNIT

In the latter stages of completing this report, the Chief inquired about the benefits and costs of adding a K9 Unit to the Department. This was in response to two drug overdose deaths that had occurred recently. From professional experience, the Chief estimated the start-up costs would be approximately \$30,000.

The consultants reviewed the drug overdose related reports, search and rescue reports (SAR), and the email conversations with the Alaska Department of Public Safety and the Chief. In Skagway, a canine unit would be helpful for the following:

- Drug detection
 - Searching vehicles/buildings
 - Screening cruise ship passengers for drugs as they embark/disembark
 - Screening travelers at the airport for drugs
- Tracking missing people/Search and Rescue (SAR)

The consultants conclude that the canine unit would be hard to justify as the cost/benefit does not justify it. As such, it is not recommended for the following reasons:

- Alaska case law only allows canines to be used when reasonable suspicion exists. Doing air sniffs on vehicles, buildings, cruise ship passengers, and airport travelers would not be allowed without reasonable suspicion, which greatly limits their use. They could only be used where a drug situation already exists, such as: a drug overdose, possession, search warrants, drug interdiction where reasonable suspicion exists, etc.
- Most SAR incidents are for injured people. Very few were for missing people. The missing person cases reviewed had GPS coordinates from cell phones. USCG Air Station Sitka provides the nearest helicopters which are used when local fire/police aren't able to make a rescue or to assist each rescue. USCG helicopters are equipped with FLIR airborne thermal imaging and would be better utilized than a canine doing a ground track. USCG doesn't charge for their helicopter use.
- The initial start-up costs, ongoing costs and weekly training/dog care requirements would detract from our recommendations of adding other personnel to the department.
- The officer assigned would need to volunteer for this multi-year commitment as the K9 is typically housed at the officer's residence. The current focus on personnel at this time should be to add additional patrol officers.

- Initial start-up costs - \$30,000
 - Canine - \$10,000
 - Canine handler/dog training - \$10,000
 - Kennel for handler's residence - \$2,000
 - Vehicle dog cage - \$8,000
- Ongoing Costs
 - Weekly training/dog care
 - Up to 8 hours of canine training on own
 - 1 hour of dog care per work shift
 - Quarterly training
 - DPS Academy travel/lodging costs – Unknown cost
 - Bills
 - Food, vet, drug training objects - \$3,000 annually

COMMUNITY SERVICE OFFICER (CSO)

In addition to sworn staff increases, the consultants recommend adding two positions of civilian Community Service Officer (CSO) to supplement patrol and other duties. The positions should be phased in by first adding one CSO to determine if the department needs a second position. However, these positions should only be staffed subsequent to sworn staffing additions.

The work conducted by the CSO would mirror the work of the previous Code Enforcement Officer that was laid off during the pandemic on May 29, 2020. Following the reduction of this position there was a significant drop in citations. In 2018 there were 276 citations issued and in 2019 there were 222 citations issued. In 2020, the first year of COVID, no citations were issued and only three issued in 2021. The sworn staff also experienced significant shortages in 2020-2021 as there were times when the department was staffed with only two or three officers.

This position could be utilized as a path toward becoming a sworn Skagway Police Officer. In addition to the code enforcement duties, responsibilities could include but not be limited to:

- School crossings
- Traffic direction
- Assisting tourists with directions
- Parking and other ordinance enforcement
- Enforcing ban of on-street commercial vehicle washing and maintenance
- Enforcing abandoned vehicle ordinance
- Clerical tasks
- Assisting with fleet and equipment
- Assisting with community outreach programs

- Cross-training with basic dispatch functions
- Assisting with animal control
- Responding to calls for service that do not require a sworn officer
- Investigating and writing reports on minor incidents
- Providing visible presence at the school district
- Working at community special events
- Assisting with Drone operations

Scheduling

RECOMMENDED 12-HOUR WORKDAY SCHEDULE

In addition to adding staff, the consultants recommend a change in scheduling of the Sergeant, all Police Patrol Officers and CSOs to a 12-hour workday schedule. This schedule change will provide for more coverage of on-duty personnel. It is recommended that the department implement the schedule on a 6-month trial basis, and then determine if it should be continued. The trial basis should include both in- and off-season months.

Implementation of the 12-hour patrol schedule results in the Patrol Officers and Sergeants being scheduled seven full days, at 12-hours per shift, every 14 days. The total hours per work/payroll period is 84. This requires four hours of overtime per officer and sergeant. The department could, however, in the case of shifts where there is sufficient overlap, allow the officers and sergeant to take off up to four hours during the 14-day cycle. This is typically accomplished by scheduling in advance to report four hours late to one shift per pay period or leave four hours early. This would reduce the annual hours for this schedule from 2,184 to 2,080, which is the same total hours that are associated with the eight-hour schedule. By doing so, the four hours of overtime would be eliminated. It is also important to note that the City of Skagway would be able to reduce costs associated with stand-by hours--an annual savings of \$ \$19,182.80 at the current compensation rate.

Since each work period has seven full days off, there are 182 workdays and consequently also 182 full days off per year. Current patrol scheduling is eight shifts per 14-day cycle, resulting in 208 workdays per year before any benefit time off is taken. Officers assigned to the 12-hour schedule will work the same number of hours per year if they take four hours off per pay period but will work 26 fewer shifts per year. The 12-hour shift also provides for 26 three-day weekends per year, which equates to each patrol officer and sergeant being scheduled for a 3-day weekend every other weekend. With the current patrol schedule, Officers and the Sergeant never have a full weekend off. In a stressful profession like law enforcement that requires employees to work nights, weekends, and holidays, creating a work schedule that allows for more weekend time with family and friends has proven to increase employee satisfaction, attitude, and longevity, to name just a few. Furthermore, research has shown that officers assigned to 12- hour shift schedules and their significant others, have reported positive impacts from the fixed 12-hour shifts on their ability to pursue their own educational, work, and recreational interests, including family activities. They also noted that it significantly enhanced the time they have together on days off. It also helps to reduce travel costs to work.

Implementing a 12-hour work schedule has significant advantages for employees, administration, and the community. It is also important to note that the added annual hours of a 12-hour work shift, has been addressed by a long list of law enforcement agencies across the country.

In addition to the positive impacts on the police officers and their families, the department and community would benefit from a schedule that provides 24/7/365 coverage by on-duty sworn police officers. This schedule also relieves the Officers from the responsibilities of remaining on stand-by and available during the periods of time that the current schedule provides no on-duty coverage and relieves the municipality of the expense of paying stand-by pay during these scheduled lapses in coverage. As previously stated, these costs range from \$ \$19,182.80 to \$23,696.40.

In conversation with Skagway police members, objections were raised to the option of the 12-hour shift for Patrol. They expressed that there is very little activity between the hours of 3 a.m.-7 a.m., particularly during the winter months. They cited that the jurisdiction is still covered by the officer on stand-by. The call for service data does show that there is little activity during these hours, but there is activity and certainly the possibility for immediate response. During these quiet periods the officers can write their reports, do online training, care for vehicles and equipment, log evidence, conduct security checks at the ports and other critical facilities, and other assignments as directed by supervision. The consultant's opinion is that the advantages of the 12-hour shifts outweigh the objections stated.

Table 6 below depicts the 12-hour schedule with the addition of two Police Patrol Officers and two Community Service Officers (Community Service Officers are secondary to any additional sworn staffing) with the implementation of a 12-hour schedule.

If it is not feasible to add two patrol officers to the force at this time, the consultants recommend one additional officer. With this officer, the Department can schedule coverage 24/7/365. However, this staffing level requires the Police Chief to be scheduled for patrol in addition to administrative duties. There will also be a need for continuing the stand-by system and/or use of overtime when personnel are on leave. See Table 7.

Table 6: Recommended 12-Hour Schedule w/ 4 Officers & 1 Sergeant

SKAGWAY PATROL: 12-Hour Pittman Schedule Example - 4 officers/1 sergeant																												
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
DAY - Sgt 5AM-5PM																												
Sergeant * flexible hours	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	O	O	W	W	W	O	O	W	W	O	
DAY - A (6 AM - 6 PM)																												
Patrol Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	
Community Service Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	
DAY - B (6 AM - 6 PM)																												
Patrol Officer 2	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	
Community Service Officer 2	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	
Total Officers-Sworn	1	2	2	2	1	1	1	2	1	1	1	2	2	1	1	2	2	1	1	2	2	2	1	1	2	2	1	
Total Officers- Non-Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
NIGHT - C (6 PM - 6 AM)																												
Patrol Officer 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	
NIGHT - D (6 PM - 6 AM)																												
Patrol Officer 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	
Total Officers- Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

Table 7: 12 Hour Schedule w/ 3 Officers & 1 Sergeant

SKAGWAY PATROL 12 Hour Pittman Schedule Example 3 officers 1 sergeant																												
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
DAY - A (6 AM - 6 PM)																												
Patrol Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	
Patrol Officer 1	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	
Total Officers-Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
NIGHT - C (6 PM - 6 AM)																												
Patrol Officer 2	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	
NIGHT - D (6 PM - 6 AM)																												
Patrol Officer 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	
Total Officers- Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	

LEGEND	
W	WORK- Sworn Officer
O	OFF

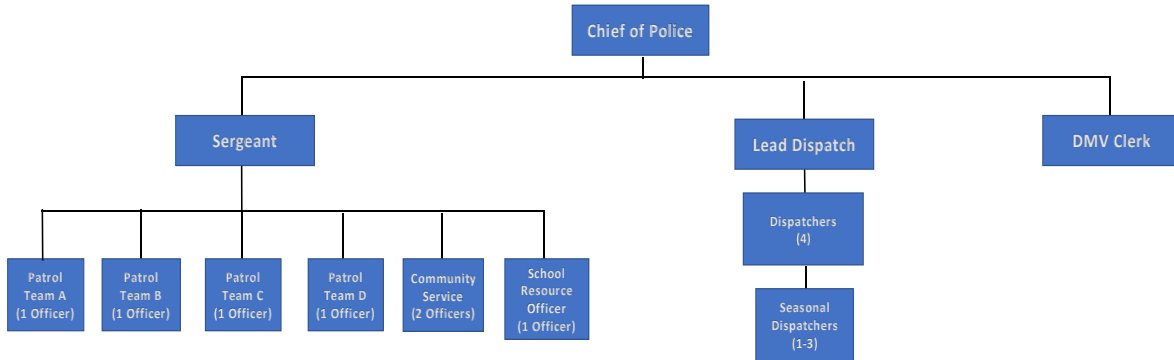
Police Chief work hours not depicted in schedule.
Sergeant hours and days are flexible when Chief is present to facilitate supervisory contact with Officers on Team B.

By implementing the schedule in Table 6 with additional staff, the Department is able to provide 24/7/365 coverage to the jurisdiction. Of course, however, there will still be a need for overtime and use of stand-by pay when officers are on leave. The hours and days of the Sergeant can be

flexed to allow that position to have regular supervision and interaction with all Patrol Officers, CSOs, and the Chief of Police. **With this schedule, the Chief of Police is not included in the patrol function, allowing the position to devote time to administrative functions.**

The following organizational chart reflects this recommended staffing and scheduling.

Figure 20: Recommended Organizational Chart



In contrast, following is a 10-hour schedule with two Officers added to the force. This, like the 12-hour schedule in Table 6, gives 24/7 coverage and does provide for overlapping times of day. It does reduce the patrol schedule of the Chief, but the position still requires some patrolling. **With this schedule, the Chief of Police is included in the patrol function, reducing time to devote to administrative functions.**

Table 8: 10-Hour Workday Schedule w/2 Add'l Officers

Current Skagway Police Department Schedule with addition of 2 Police Officers																																			
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU							
Team A 7am-3pm																																			
Chief	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O
TEAM - B 7am-5pm																																			
Sergeant	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W
7a-3p Total	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1	1	1	1	2	2	1	1
TEAM - C 3pm-1am																																			
Officer 1	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	
Officer 2	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	
Team Total	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	
TEAM - D 1am-11am																																			
Officer 3	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	
Officer 4	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	
Team Total	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	

COMPARATIVE WORK SCHEDULES

For comparative purposes, the following schedules are presented. For each, the number of Officers required for 24/7/365 coverage is provided. **In each of the following schedules the Chief of Police is not included in the patrol function, allowing the position to devote time to administrative functions.**

8-Hour Workday Schedule: 5 Days On/Two Days Off (Example #1)

As depicted in the example schedule below, the minimum number of sworn Police Patrol Officers needed to provide a minimum staffing level of one officer on-duty 24/7/365 is **six police patrol officers**. This would require the **addition of four police officers** to the current staff.

Officers do not have any full weekends off. The Sergeant is scheduled Monday-Friday with weekends off. Two non-sworn Community Service Officers (CSO) have been added to this schedule; and the result is a minimum of one CSO assigned to work 8 hours every day from 7 a.m.– 3 p.m., with two CSOs on duty on three days of each week. (The same two CSOs assigned to the recommended 12-hour schedule will provide the same number of days of minimum coverage. However, the hours of coverage provided by the 12-hour shift will be 50% greater, from eight hours to twelve hours. There would be no days when two CSOs were scheduled on duty on the same day.)

Table 9: 8-Hour Workday Schedule (Example #1)

SKAGWAY PATROL: 8-Hour Schedule - 5 Days On/2 Days Off (Example #1)																													
SWORN	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	
TEAM - A (8 AM - 4 PM)																													
OFFICER 1	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	O
OFFICER 2	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W
Sergeant 1	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	O	O
# SWORN OFFICERS	2	2	2	3	3	2	1	2	2	2	3	3	2	1	2	2	2	3	3	2	1	2	2	2	3	3	2	1	
NON-SWORN																													
(7AM - 3PM)																													
CSO 1	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	O
CSO 2	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
# NON-SWORN OFFICERS	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	
TEAM - B (4 PM - MIDNIGHT)																													
OFFICER 3	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	O
OFFICER 4	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
# SWORN OFFICERS	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	
TEAM - C (MIDNIGHT - 8 AM)																													
OFFICER 5	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	W	O	O	W	W	W	W	W	O
OFFICER 6	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
# SWORN OFFICERS	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	

LEGEND
W WORK- Sworn Officer
W WORK- Non-Sworn Officer
O OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

8-Hour Workday Schedule: 5 Days On/2 Days Off (Example #2)

As depicted in the example schedule below, the minimum number of sworn police patrol officers needed to provide a minimum staffing level of one officer on-duty 24/7/365 is **six police patrol officers**. This would require the **addition of four police officers** to the current staff.

In this schedule the days off have been changed to provide optimum Police Officer & CSO coverage on the weekends. This schedule does not provide Police Officers and CSOs regularly schedule weekends off, but it does provide double coverage on the weekends and can therefore be more flexible in granting extra days off during the weekend days.

Table 10: 8-Hour Workday Schedule (Example #2)

SKAGWAY PATROL: 8-Hour Schedule - 5 Days On/Two Days Off (Example #2-Full Coverage Weekends)																												
SWORN	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
TEAM - A (8 AM - 4 PM)																												
OFFICER 1	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
OFFICER 2	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	
Sergeant 1	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	O	O	
# SWORN OFFICERS	2	2	2	2	3	2	2	2	2	2	2	3	2	2	2	2	2	2	2	3	2	2	2	2	2	3	2	
NON-SWORN (7AM - 3PM)																												
CSO 1	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
CSO 2	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	
# NON-SWORN OFFICERS	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	
TEAM - B (4 PM - MIDNIGHT)																												
OFFICER 3	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
OFFICER 4	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	
# SWORN OFFICERS	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	
TEAM - C (MIDNIGHT - 8 AM)																												
OFFICER 5	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	
OFFICER 6	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	W	W	W	O	O	W	W	
# SWORN OFFICERS	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	2	1	1	1	1	2	2	

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

10-Hour Workday Schedule

As depicted in the example schedule below, the minimum number of sworn police patrol officers needed to provide a minimum staffing level of one officer on duty 24/7/365 is **six police patrol officers**. This would require the **addition of four police officers** to the current staff.

Two non-sworn Community Service Officers (CSO) have been added to this schedule and the result is one CSO assigned to work 10 hours every day from 7 a.m.–5 p.m. (The same two CSOs assigned to the recommended 12-hour schedule will provide the same number of days of coverage; however, the hours of coverage by the 12-hour shift will be 20% greater, from 10 hours to twelve hours.)

Table 11: 10-Hour Workday Schedule (Example #3)

SKAGWAY PATROL: 10-Hour Days Schedule (Example #3)																												
SWORN	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
TEAM - A (7 AM - 5 PM)																												
OFFICER 1	O	O	W	W	W	W	O	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	
OFFICER 2	W	W	W	O	O	O	W	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	W
Sergeant 1	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	
# SWORN OFFICERS	1	1	2	2	2	2	2	1	1	2	2	2	2	2	1	1	2	2	2	2	2	1	1	2	2	2	2	
NON-SWORN (7AM - 5PM)																												
CSO 1	O	O	W	W	W	W	O	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	
CSO 2	W	W	W	O	O	O	W	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	W
# NON-SWORN OFFICERS	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	
TEAM - B (2PM-MIDNIGHT)																												
OFFICER 3	O	O	W	W	W	W	O	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	
OFFICER 4	W	W	W	O	O	O	W	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	W
# SWORN OFFICERS	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	
TEAM - C (10PM - 8AM)																												
OFFICER 5	O	O	W	W	W	W	O	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	
OFFICER 6	W	W	W	O	O	O	W	W	W	W	W	O	O	O	W	W	W	W	O	O	O	W	W	W	W	O	O	W
# SWORN OFFICERS	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1	1	1	2	1	1	1	

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

12- Hour Workday Schedule: 6 Police Officers + 1 Sergeant (Addition of four Police Officers)

The schedule below depicts the addition of **four new Police Patrol Officers** to the patrol unit in a 12-hour workday configuration. This schedule is provided for comparison to the 8-hour and 10-hour schedules above with the same number of personnel.

Table 12: 12-Hour Workday Schedule (Example 4: 6 Officers/1 Sergeant)

SKAGWAY PATROL: 12-Hour Pittman Schedule (Example #4 - 6 Officers & 1 Sergeant)																													
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	
DAY - Sgt 5AM-5PM																													
Sergeant * flexible hours	O	W	W	W	O	O	W	W	O	O	W	W	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	W	W
DAY - A (6 AM - 6 PM)																													
Patrol Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	
Community Service Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	
DAY - B (6 AM - 6 PM)																													
Patrol Officer 2	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	
Community Service Officer 2	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	
Total Officers- Sworn	1	2	2	2	1	1	2	2	1	1	1	2	2	1	1	2	2	1	1	2	2	2	1	1	2	2	1	1	
Total Officers- Non-Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
NIGHT - C (6 PM - 6 AM)																													
Patrol Officer 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	
Patrol Officer 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	
NIGHT - D (6 PM - 6 AM)																													
Patrol Officer 5	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	
Patrol Officer 6	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	
Total Officers- Sworn	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

With this schedule, the night shift always has two officers scheduled. Therefore, one officer could be on leave, but coverage for the entire shift will be provided. On day shift, half of the shifts have two sworn personnel (Officer and Sergeant) scheduled. However, on ten days in the two-week cycle, the Chief will be on duty for part of the day shift.

Comparison of Shift Minimum Staffing of 2 Sworn Officers by Shift Work Hours

The table below provides comparison data for the number of shifts that can be staffed with two sworn Officers for each of the schedule options previously described, per 28-day period, with six Police Patrol Officers and one Sergeant assigned to the patrol function.

The 8-hour and 10-hour workday schedules result in 84 shifts occurring within the 28-day period, whereas the 12-hour workday schedule results in 56 shifts.

As shown in the table, the 12-hour shift schedule provides 2 sworn Officers for 73% of the shifts worked. The 8-hour shift schedule provides 2 sworn Officers for 62% of the shifts, and the 10-hour schedule provides 2 sworn officers for 32% of the total shifts worked. ***The 12-hour shift is more effective in providing two officer coverage.***

Table 13: Comparison of Shift Schedules per 28 Days

Comparison of Shift Schedules per 28 days			
	8 hour	10 hour	12 hour
Total Shifts	84	84	56
Shifts with 2 sworn			
Dayshift	28	19	13
Afternoon	12	4	NA
Midnights	12	4	28
Total Shifts with 2	52	27	41
% of shifts with 2	62	32	73

12-Hour Workday with 8 Officers (additional 6 officers) and additional 2 Community Service Officers

The following schedule depicts coverage with six additional patrol officers.

Table 14: 12-Hour Workday Schedule (Example #5: 8 Officers/1 Sergeant/2 CSOs)

SKAGWAY PATROL: 12-Hour Pittman Schedule (Example #5 - 8 Officers/1 Sergeant)																												
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
DAY - Sgt 5AM-5PM																												
Sergeant * flexible hours	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O
DAY - A (6 AM - 6 PM)																												
Patrol Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Patrol Officer 2	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Community Service Officer 1	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W
DAY - B (6 AM - 6 PM)																												
Patrol Officer 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Patrol Officer 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Community Service Officer 2	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Total Officers- Sworn	2	3	3	3	2	2	2	3	2	2	2	3	3	2	2	3	3	2	2	3	3	3	2	2	3	3	2	2
Total Officers- Non-Sworn	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
NIGHT - C (6 PM - 6 AM)																												
Patrol Officer 5	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Patrol Officer 6	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W
NIGHT - D (6 PM - 6 AM)																												
Patrol Officer 7	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Patrol Officer 8	W	W	O	O	W	W	W	O	O	W	W	O	O	O	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Total Officers- Sworn	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2

LEGEND	
W	WORK- Sworn Officer
W	WORK- Non-Sworn Officer
O	OFF

Police Chief work hours not depicted in schedule
Sergeant hours and days are flexible.

12-hour Workday with 8 Officers (additional 6 officers), 1 additional Sergeant, and additional 2 Community Service Officers

Table 15: 12-Hour Workday (Example #6: 8 Officers/2 Sergeants)

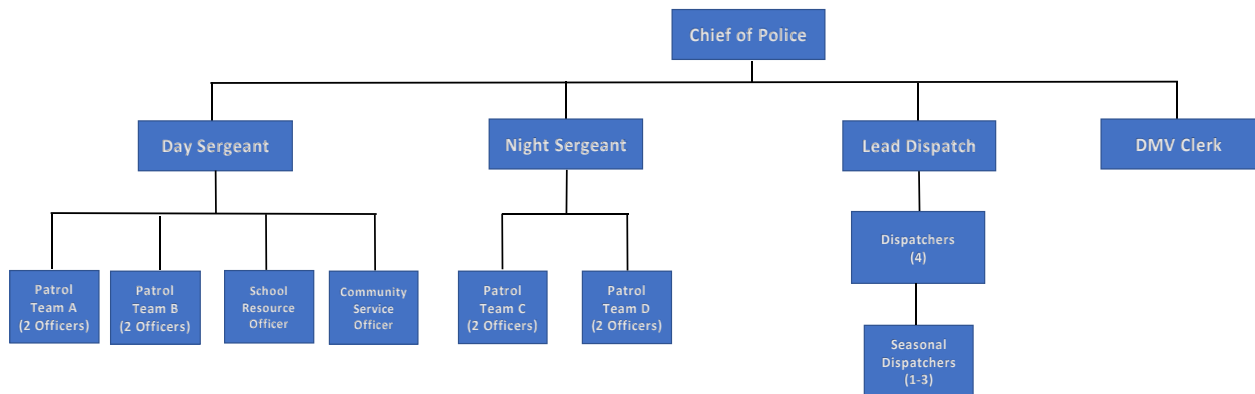
SKAGWAY PATROL 12 Hour Pittman Schedule Example 8 officers 2 sergeants																												
Feb 1 - Feb 28	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
DAY - A (7 AM - 7 PM)																												
Sergeant 1	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	0	0	W	W	0	0	W	W	0	0	
Patrol Officer 1	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	
Patrol Officer 2	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	
Feb 1 - Feb 28	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
DAY - B (7 AM - 7 PM)																												
Patrol Officer 3	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	
Patrol Officer 4	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	
Total Officers	2	3	3	3	2	2	3	3	2	2	2	3	3	2	2	3	3	2	2	3	3	3	2	2	3	3	2	
NIGHT - C (7 PM - 7 AM)	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Sergeant 2	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	0	0	W	W	0	0	W	W	0	0	
Patrol Officer 5	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	
Patrol Officer 6	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	
Feb 1 - Feb 28	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
NIGHT - D (7 AM - 7 PM)																												
Patrol Officer 7	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	
Patrol Officer 8	W	W	0	0	W	W	W	0	0	W	W	0	0	0	W	W	0	0	W	W	W	0	0	W	W	0	0	
Total Officers	2	3	3	3	2	2	3	3	2	2	2	3	3	2	2	3	3	2	2	3	3	3	2	2	3	3	2	

LEGEND
W WORK
0 OFF

Each shift has 14 days with 3 Officers, and 14 days with 2 Officers.

This staffing and scheduling provide maximum coverage and service by the department for the jurisdiction. Of course, it is recognized that the cost is a substantial increase from the current budget and is not feasible at this time.

Figure 21: Long-Range Recommended Organizational Chart



Recommendations:

- *The consultants recommend that the department have a goal of adequate staffing to provide on-duty coverage 24/7/365 of at least one sworn personnel. **Priority 1***
- *Increase the department staffing with two patrol officers to the force at this time to provide additional coverage and support. **Priority 1***
- *If it is not feasible to add two patrol officers to the force at this time, the consultants recommend one additional officer. **Priority 1***
- *Add the position of School Resource Officer. The position should be contingent on a request from the school district for the position as well as funding from the school district. **Priority 3***
- *Create and staff the position of Fire Investigator having collateral duties in the police department. **Priority 1***
- *Add two positions of civilian Community Service Officer (CSO) to supplement patrol and other duties. The positions should be phased in by first adding one CSO to determine if the department needs a second position. These positions should only be staffed subsequent to sworn staffing positions. **This recommendation supports 2030 Comprehensive Plan Action Transportation Housing 8A, abandoned vehicles, Utilities 6C, Enforce ban on-street commercial vehicle washing and maintenance. Priority 2***
- *Implement a 12-hour workday schedule (shown in Table 6) for the patrol and CSO functions. **Priority 2***
- *As a long-range plan, depending on funding, to achieve 24/7/365 coverage in patrol with a minimum of two officers on duty, we recommend the addition of six patrol officers and one additional sergeant to the force to provide maximum coverage and support.(See Table 14). **Priority 3***

COMMUNICATIONS/PSAP/DISPATCH

As part of the police study, an add-on contact was extended to do further review and analysis of the Borough's public safety communication/public safety answering point (PSAP). The communication system was evaluated in 2021 as part of the Fire Department audit. Some of the categories evaluated in the 2021 study are applicable to both police and fire dispatch services while others addressed concerns specific to fire communications. This evaluation stopped short of analyzing the radio technology systems and hardware. It did not evaluate law enforcement communication needs or challenges.

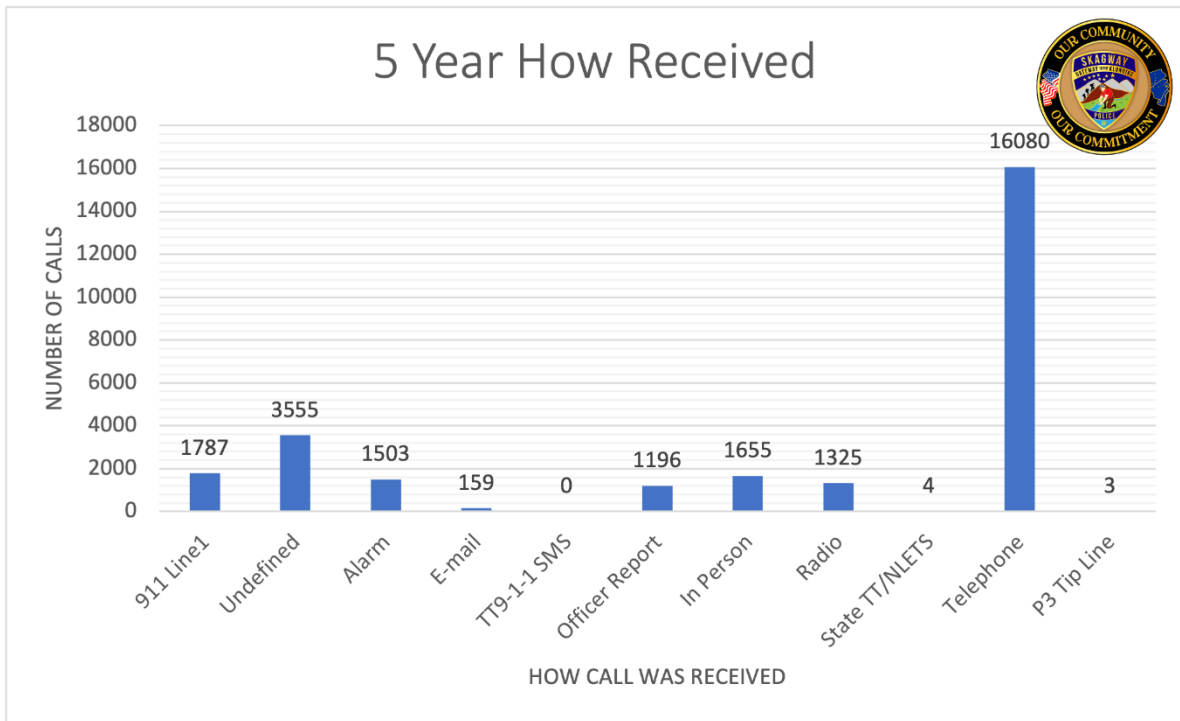
COMMUNICATION OVERVIEW

Emergency communication is managed by a joint PSAP (police and fire) operated by Skagway and housed in the public safety building. The center is under the command of the Skagway Police Department with direct oversight provided by an acting lead dispatcher. The position of lead dispatcher does not exist within the structure of the Municipality. The assignment was implemented by a former police chief and has been allowed to continue awaiting the completion and any associated recommendations coming from this study.

The center receives 9-1-1 calls and then notifies and directly communicates via radio with police officers and fire units. The center is staffed 24 hours per day with one (1) telecommunicator who serves as both the call taker and dispatcher. Some dispatchers also have additional duties assigned (e.g., police clerk).

A five-year analysis of how calls are received by the center is shown in the below graph:

Figure 22: 5-Yr. Analysis of How Calls are Received.



As a general statement, public safety communication has been a challenge for the Borough for many years. Radio communication relies on “line-of-sight” signal transmission. Line-of-sight communication refers to the transmission of radio waves in a direct path from the source to the receiver. The topography of the region makes line-of-sight communications very difficult with radio signals often being blocked by mountain rock or heavy pine forest areas. As cruise ships have continued to increase in size and height, they can at times also serve as an impediment by blocking radio waves.

An additional challenge beyond line-of-sight communication is the geographical size of the area protected by Skagway public safety assets. Radio signals need to be able to reach the “receive site” and, in many cases, the distances covered are greater than the transmit strength of the radio. Skagway utilizes for all communication a High-band VHF (very high frequency) system. High-band VHF signals, based on their frequency range, tend to travel farther than a UHF (ultra-high frequency) system. However, even with the VHF system, the signal strength is significantly impacted by distance and obstructions.

To address these line-of-sight challenges, the Borough relies on radio repeaters. Repeaters are “signal receive sites” that accept the radio transmissions sent by public safety personnel and “repeat” or rebroadcast the message. If the signal transmitted by a portable handheld or mobile

radio reaches the repeater site, the message will be rebroadcast. The challenge is the ability of the initial signal to reach the repeater site.

The Borough currently operates using a primary and a secondary repeater. The primary repeater is located on AB Mountain with a secondary repeater at Goat Lake.

An important technical aspect of making repeaters work is understanding “transmit” and “receive” radio frequencies. A repeater receives a signal on one frequency and simultaneously retransmits (repeats) it on another frequency. The receiving frequency is called the “input frequency,” and the transmitting frequency is called the “output frequency.” This is important in that the primary repeater on AB Mountain and the Goat Lake repeater operate on different transmit and receive frequencies and are, therefore, not linked. Consequently, police personnel are required to switch radio channels to receive notifications from the two repeater sites. This required switching of radio channels has the potential to become an officer safety issue—especially for the police department whose officers operate alone.

Goat Mountain Repeater

Based on information gleaned from the 1998 Skagway Police Department Annual Report, it appears that the Goat Lake repeater was originally installed to communicate with the Haines dispatch center. It can be surmised that, at the time of the writing of the report, Haines served (at least in part) as Skagway’s dispatch center. The goal of bringing the Goat Lake repeater online was to limit unnecessary communication between Skagway and Haines. The report reads as follows:

The new Goat Lake repeater will be Skagway’s link to Haines dispatch. We believe that Haines should be able to talk to mobile traffic anywhere on Skagway’s road system, and portable traffic to most of Skagway’s road and trail system. What trail system traffic not able to reach Goat Lake should be able to reach the police station base via either the Lower Lake or National Park Service repeater.

We will separate the Lower Lake repeater away from Goat Lake by installing a second frequency [second frequency on the Lower Lake repeater]. This will become our primary business channel, with reliable coverage all over town, Dyea and up to US Customs. By separating the repeaters by frequency, Haines dispatch will not have to listen to our daily business chatter and will only need to be aware of our emergency needs.

To implement this plan:

- 1. The Goat Lake repeater site must be brought online. This will give us two repeaters, both with hardwired power, together covering the entire Skagway road and trail system.*
- 2. An agreement for dispatch services must be reached with Haines. Dispatchers need to receive training in dispatching our emergency services.*

3. *The Haines Dispatch center must be outfitted with the frequency for Goat Lake. Any other changes necessary to reliably hit this repeater must be identified and provided for.*
4. *The Lower Lake repeater site must be rechanneled with a new frequency and reprogrammed to broadcast our business line calls [phone patch system].*

It appears that the above recommendations were implemented.

Since implementation of the recommendations, the Lower Lake repeater has been taken offline and a new repeater installed at AB Mountain. The consultants were advised by radio engineers from the communications company who installed the repeater that signal strength throughout Skagway and up the Klondike Highway should be excellent based on this new location. It was noted that signal strength using the AB Mountain repeater or the Goat Lake repeater will not allow communication from the Dyea area. When the engineers were advised that signal strength is often poor from the AB Mountain repeater, they advised that this is likely due to equipment degradation.

Other Repeater Sites

An agreement exists with the US Park Service related to the use of their repeaters. Based on information provided to the consultants, it appears that the US Park Service operates four repeater sites in the Skagway area. These repeater sites provide two operational channels for the US Park Service. The US Park Service has repeater sites as follows:

- AB Mountain
- Chilkoot
- Dyea
- Goat Lake

Any use of these sites by Skagway Public Safety personnel would again necessitate the changing of radio channels by public safety personnel.

An extraordinarily unique situation is that Skagway has an agreement through March 31, 2026, with Innovation, Science and Economic Development Canada for use of a fixed repeater site a Mielke PK, BC (Taiya Peak). This authorization is made in accordance with the Canada Radiocommunication Act. The Mielke PK, BC site is a VHF input frequency licensed to Skagway using the primary police frequency of 154.770 MHz. The output frequency is UHF which requires an interconnect to make the transmissions audible on the VHF system. It appears that although this agreement was originally executed August 12, 1994, no interconnect was ever installed and therefore the system has not been operational.

Non-Repeater Frequencies

Not all Skagway radio frequencies are repeated. This is appropriate based on the specific designed use of each frequency. The challenge is in training personnel, so they understand which frequencies are repeated and which are not as well as the appropriate use of each. Detailed standard operating procedures are needed with specific radio training included as part of any new employee (police or

fire personnel) onboarding / field training time. The chart below shows the status of Skagway radio frequencies:

Figure 23: Skagway's Radio Channels and Repeater Status

Channel	Transmit	Receive	Repeater
Police	154.770	155.595	Yes
Fire	153.890	155.295	Yes
Goat Lake	153.890	155.295	Yes
EMS/Search & Rescue	155.160	155.160	No
Clinic	153.890	155.205	Yes
TAC 1	155.310	155.310	No

**Based on this frequency listing, it appears that police communications utilize the AB Mountain repeater site and fire communications is operated from the Goat Lake repeater. Therefore, when police switch to the Goat Lake repeater, they are really moving to the primary fire transmit and receive frequency.

Generally, repeater frequencies should be used when communicating with a fixed site such as the dispatch center or the clinic. The non-repeater frequencies are designed for direct radio-to-radio communication where public safety personnel are working in relatively close proximity. They are also very important for communication on a fireground where firefighters are operating inside a structure and need to have signals that easily penetrate the building and can be heard by the incident commander. Rarely should repeater channels be used for these type operations. The consultants recommend that once fire crews arrive on scene at a working fire incident, they establish a fireground frequency (non-repeated) for interior operations. The incident commander will need to monitor both the repeated dispatch frequency and the fireground frequency. This will require two separate radios. The incident commander should not rely on the scan feature built into most radios.

The non-repeated frequencies are not as critical for police tactical events since they do not deal with the same issues impacting radio signals (smoke, noise, SCBA, PPE) that firefighters do. Skagway police leadership should establish policies related to the use of non-repeated frequencies and when it is appropriate to switch channels.

Communication Dead Zones

Within any communication system, dead zones always exist. The goal in developing a system is to minimize dead zones as much as possible. Although computer modeling exists and can provide a relatively accurate picture of radio signal coverage as transmitted from repeater sites, the only sure way to evaluate a system is to actually have someone equipped with a radio attempt to

transmit and receive from areas of question. For Skagway public safety personnel, one of the known dead zones is the flats and the roadway approaching the flats in the Dyea area. Based on the topography of this area as well as the location of the existing repeaters, radio signals are unable to travel here and be received for rebroadcast. Line-of-site communication using non-repeated frequencies works fine, but any communication made using these channels will not reach dispatch. This creates a significant challenge and is an officer safety concern. How the US Park Service addresses this issue is by having a repeater located in the Dyea area. If Skagway continues to use the existing VHF repeater system or elects to move to the ALMR System (discussed later in the report), the installation of a repeater in Dyea should be strongly considered. A coverage study should be conducted by radio engineers prior to selection of a repeater location.

9-1-1 OUTAGES

9-1-1 phone outages occur within Skagway. On two separate occasions while the consultants were in Skagway, the 9-1-1 phone service experienced outages. It was later determined (or believed) that a particular cruise ship was causing the outage. The outages seemed to occur when this particular ship arrived in port and ended when it left. Besides the need to fully understand and address this challenge, the Borough needs to have a detailed procedure for managing these outages. This procedure needs to detail how the public will be notified of the outage and the alternative call process that should be used to report emergencies (i.e., seven-digit number). The public notification process should likely include use of a reverse 9-1-1 system, social media, the Borough's website, public signage, etc.

Next Generation 9-1-1

The Borough needs to begin learning about and planning for the implementation of Next Generation 9-1-1 (commonly referred to as NG911). This is a digital, internet protocol (IP)-based system that will replace the analog 9-1-1 infrastructure. The FCC has not yet issued a mandatory compliance date for conversion to NG911.

NG911 is designed to support and take advantage of the rapid growth of evolving communication technologies (e.g., text, photos, video, Facetime™, medical alert systems, etc.). Most PSAPs in the U.S. and Canada were built using analog technology rather than digital technologies. In order to make the NG911 system operate, upgrades will be required to both hardware and software to accommodate the conversion to digital technology. A best practice will be to provide information received via NG911 to public safety personnel operating in the field. A digital radio system compliant with P25 standards will be required to transmit and receive this data. Analog systems, as Skagway currently uses, will not allow this type of signal transmittal. In addition to the need for a P25 radio system, PSAP will also need upgraded recording systems to support the increased size of stored data.

FirstNet®

FirstNet® is a cell phone service dedicated to public safety that provides for "first tier" connectivity over calls placed by the general population. This prevents public safety personnel from being blocked due to a high number of calls being placed in a geographical area. Non-public safety callers can actually be "bumped" to facilitate a phone call being made by a FirstNet® equipped police officer or firefighter. There is a push-to-talk feature also being designed for use by public

safety personnel. Skagway should investigate this system and how it might be integrated into the communication infrastructure of the Borough.

9-8-8 SUICIDE & CRISIS LIFELINE

The National Suicide Prevention Lifeline went live in Alaska July 16, 2022, with a new three-digit number of 9-8-8. The new number is designed to provide an easy-to-remember number for those needing mental health support, including thoughts of suicide, substance abuse, or any other kind of emotional distress. The system also aids anyone calling about a friend or family member who is in distress. The new 9-8-8 number operates using components of NG911 since texting capabilities were built into the new system. Currently in Alaska, 9-8-8 calls are routed to a call center who then redirects the call to a crisis counselor who can provide confidential support and determine how best to assist the caller. In other states, a 9-8-8 caller is routed to 9-1-1 PSAPs who have personnel trained in the initial steps of suicide and crisis prevention and who can manage the transfer of the call to a crisis counselor while also dispatching public safety assets as appropriate. This is a new system becoming operational in most states in 2022. In almost all instances, there is a close alignment between the local PSAP and the 9-8-8 call taking center due to the frequent need for local emergency assistance. The long-term management of the national 9-8-8 system is not yet clear and it would be wise for Skagway to closely monitor the impact of this service on the operations of its communication center.

AGING RADIO EQUIPMENT

Skagway utilizes a mixed grouping of portable and mobile radios. There is no standardization of radio equipment. Thirty percent (30%) of all radios are more than 20 years old and many are in disrepair or are no longer operable. Several vehicle antenna systems have deteriorated causing problems in both transmission and receiving.

It also appears that some of the mobile radios within the fire department are improperly installed. Some apparatus have the radio wired to the “hot” side of the ignition switch. This configuration provides continual power to the radio which could potentially drain the battery system on the apparatus.

Other areas of concern are as follows:

- **Mobile Repeaters**

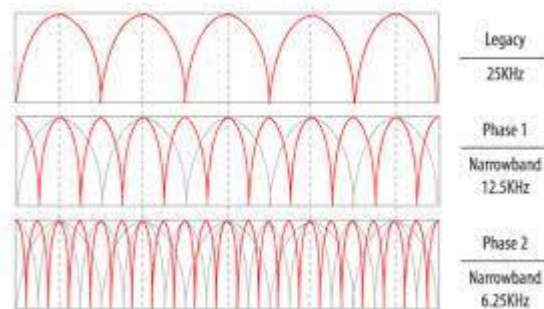
Some apparatus are equipped with Pyramid SVR-200 mobile repeaters. These units are designed to interface between a mobile radio (higher powered) and a portable handheld (lower power). If the radio operator is out of the vehicle and the mobile radio receives a transmission, the SVR-200 will repeat the signal to the user’s handheld. By design, any messages transmitted back to the mobile radio will be repeated, thereby effectively extending the range of the low power handhelds. However, all these mobile repeaters are either disconnected or inoperable. The reasoning behind this disconnection is not known.

- **Narrowbanding**

In 1992 the Federal Communications Commission (FCC) issued a requirement that all VHF and UHF users migrate to a narrowband radio frequency spectrum. Narrowbanding is designed to promote more efficient use of the frequency spectrum. The legacy VHF and

UHF spectrum used a frequency separation of 25 kHz. The FCC directed a Phase 1 narrowbanding to 12.5 kHz separation with an ultimate plan to move to 6.25 kHz separation. This separation allows more radio frequencies to be available for use, increasing the overall capacity of radio communications. The mandate for completion of Phase 1 narrowbanding was January 1, 2015. A Phase 2 narrowbanding completion date has not yet been released.

Figure 24: Radio Narrow banding



** The above chart provides an example of the frequency spread between 25 KHz, 12.5 KHz, and 6.25 KHz. The Phase 1 narrow banding project doubles the frequency spectrum available. Phase 2 quadrupling the spectrum.

To implement narrowbanding, most older radios needed to be replaced. Any radio not narrowbanded would both transmit and receive radio signals with extensive bleed-over to/from the narrowbanded channels on either side of the spectrum. Skagway still has a handful of radios that were not narrowbanded and their technological capability of accepting narrowbanding is questionable. Seventy-two percent (72%) of Skagway’s radio equipment was purchased prior to the 2015 date.

Based on some of the bleed-over that occurs from non-public safety VHF radio systems onto Skagway’s public safety channels, it is very likely that some local businesses are still operating radio equipment that does not meet the narrowbanding standards.

Later in the report is a discussion about VHF trunking / Project 25 (P25). The Alaska Land Mobile Radio (ALMR) system operates a trunked P25 system that may be an alternative for Skagway to address the bleed-over issues from non-public safety VHF radio users.

It is recommended that all non-narrowbanded radios be removed from service.

FIRE DEPARTMENT AUDIT

During the 2021 fire department audit, McGrath Consulting Group evaluated eight (8) specific categories related to communication system operations and made several recommendations. Although the categories and recommendations were focused primarily on the fire department, overlap with the police services exists. To show this overlap each of the evaluated categories are identified below with a statement as to applicability toward police and fire services.

- Single Dispatch Console – applicable to both police and fire
- Lack of a Backup Communications/PSAP/Dispatch – applicable to both police and fire
- Emergency Medical Dispatching – applicable (primarily) to fire with some overlap to police

- Tsunami Alert System – applicable to both police and fire
- Call Processing Standards – applicable to fire
- Call tracking and records management – specific to a situation in the fire department
- Quality Assurance (QA)/Quality Improvement (QI) – applicable to both police and fire
- Problematic Dispatch Procedure – specific to a situation in the fire department

From these focus areas the consultants made recommendations as listed in the chart below. Based on conversations with police and fire leadership, the status of these recommendations is also shown.

Figure 25: Communication Recommendation Status - Fire Department Audit

Recommendation	Status
A fully functional second dispatch console should be added ASAP.	Budgeted – work not started
The formalized backup PSAP plan needs to be developed and instituted via an interlocal agreement. An ongoing training plan with the selected backup PSAP needs to be established.	Not started
Continue providing Emergency Medical Dispatching using guide cards. Incorporate into the fire service dispatch protocol the use of guide cards for fire response.	Not started
Establish a policy for call processing. A policy goal should be ≤60 Seconds 90% of the time. Monthly quality assurance/quality improvement reviews need to be conducted to determine compliance.	Not started
Implement a policy where all CAD tickets generated have a corresponding NFIRS report written including a narrative of actions taken.	Complete
Implement a policy where all responding personnel are tracked within the NFIRS report.	Complete
Implement a policy where telecommunicators page the fire department utilizing generic response information to maintain a ≤60 second call processing standard. Provide EMD services post paging. Statistically monitored monthly and make corrections as necessary.	Unknown

<p>Implement a policy requiring a ≤80 second turnout time for in-house fire department personnel. Statistically monitored monthly and make corrections as necessary.</p>	<p>This practice has been implemented. No written policy has yet been established and monthly reporting analysis has not yet been started.</p>
<p>Continue the current quality assurance/quality improvement process for 9-1-1 call handling.</p>	<p>Ongoing</p>
<p>Implement a policy in which all calls for service are paged thereby notifying both volunteer and off-duty personnel of a fire department response.</p>	<p>Complete</p>

This communication specific report will not restate (for most subjects) the information already given in the fire department audit.

TRUNK LINES AND ROLLOVER CAPABILITY

The center operates with three (3) dedicated 9-1-1 trunk lines (extra phone lines dedicated to incoming 9-1-1 calls). There is no rollover capability of these lines to another dispatch center should they go unanswered. It is common when a serious incident is unfolding for the communications center to receive multiple 9-1-1 calls related to the same incident. Also, there is the potential for two or more incidents to occur simultaneously. With only one telecommunicator (TC) on-duty, if more than one 9-1-1 trunk line rings, the TC must put the first caller on hold while they answer the second or subsequent calls. One or more of these calls could become disconnected as the TC juggles them on and off of “hold status.” Additionally, the single TC may not be able to answer the multiple 9-1-1 calls in a timely fashion.

The formalized backup PSAP (as recommended in the 2021 Fire Department Audit) would address this rollover concern. Rollover calls could be answered by the backup center and then be relayed or transferred back to Skagway for asset dispatch. Establishment of an interlocal agreement with a neighboring PSAP should continue as a high priority and should include rollover answering capabilities.

When selecting a backup center, consideration should be given to the power linkage between Skagway and Haines. AP&T provides power to Haines through a submarine power cable system stretched between Skagway and Haines. Should the power generating facility in Skagway go down, the potential exists for both communities to lose sustained power to their PSAP/Communication Centers. The consultants have been told that Haines also has backup diesel generator capabilities, which may alleviate concerns in linking the two communication centers. Also important is a better understanding of Haines communication? infrastructure. Are they capable of receiving rollover calls

via cellular, microwave, or submarine fiberoptic systems? This information will all be important when determining how best to create and interact with a backup PSAP.

Another consideration for connection to a backup facility is development of a cloud-based system which could theoretically allow any communication center to fill this role. Representatives from Alaska Technical Solutions (ATS) indicate that they can design and implement a system. They suggested that this issue of backup PSAP/communication centers may be a project that the Alaska Municipal League may want to assume since many communities face similar challenges as Skagway.

BACKUP POWER AND LOSS OF FACILITY CAPABILITIES

The communication center has backup power capabilities from an onsite diesel generator. The generator is maintained by Public Works and is tested weekly. A full-service, fluid analysis and load bank testing are conducted annually. Fuel supply for the generator is a direct plumb into the facilities 4,000-gallon on-site diesel tank. A contract exists with Klondike Fuels for refilling. If Klondike Fuels is unavailable, the tank can be filled by Petro Marine. As a last resort, Public Works has a “self-haul” tank that can be used as a third option to sustain emergency operations. In addition to the generator capabilities, the facility also has battery backup power that can be accessed and used for a limited period.

Should the public safety/communication center need to be evacuated, there is no plan for how telecommunicators (TCs) would leave and still be able to provide 9-1-1 answering and dispatch services. Besides the recommended backup PSAP with rollover capabilities, a plan needs to be developed and instituted where TCs have a “go-bag” with all needed documents, plans, and procedures needed to maintain operations from a remote location. This plan could include both physically moving the Skagway TCs to the backup communication center or relocating them into the Borough’s Incident Command Mobile Trailer (or other location) where they would be able to have direct communication with the backup PSAP. Where possible, all information needed should be maintained in an electronic format that is updated regularly. The “go-bag” should include computers, cell phones, portable radios, and any other electronic devices needed to maintain emergency communications.

The center does not currently have redundant servers. A redundant server is a duplicate of the information technology system – including lines of communication and network devices – that can act as the main operating system if the primary server goes down for any reason. Backup servers are critical for 9-1-1 centers in that they allow continuous operation while one server is shut down for maintenance, upgrade or to fix a system problem. This redundant server issue becomes of greater significance with the increase in cyberattacks. Cyberattacks are a malicious and deliberate attempt to breach the information system of the 9-1-1 center. Typically, this attack is an attempt to access personal information available through a public safety dispatch system. The dispatch center currently utilizes virus protection but does not have a formalized cyber security plan.

Skagway needs to set as a high priority the implementation of a redundant server system along with a detailed written cyber security plan.

RECORDS MANAGEMENT AND COMPUTER AIDED DISPATCH (CAD)

The PSAP/Communication Center recently switched Computer-Aided Dispatch and records management software from Spillman to Crimestar. Spillman is a product of Motorola and was reportedly cumbersome and not liked by dispatch personnel. The new system does seem to have some reporting limitations compared to the Spillman product. These differences have been evident as the consultants have attempted to obtain the data needed for this report.

Within the CAD system, the center has the ability to obtain information for pinpoint locations of both mobile and landline phone systems (ANNIE = Name associated with phone number / ALLEY = Address). The center also uses a mapping system that reportedly does not work well. A plan is in place to move to a Zetron™ System for dispatch processing. Leadership believes that mapping will be enhanced by this change.

The center is also in the process of installing a system to allow wireless alarms (fire and burglar) to be received which will reduce some of the false activations currently experienced through deteriorating hard wired copper phone lines used throughout Skagway. The Borough should update the municipal code to require all new or upgraded alarms to be wireless and not hard wired.

The wireless transmitters should also function as alarm repeaters. As more and more businesses and homes move to wireless alarms, the multiple repeaters form a network which receives, screens, verifies, and retransmits low power radio signals. This configuration would establish redundancy in the Borough's alarm infrastructure, thereby reducing the chance of an unbroadcasted alarm to the PSAP when activated.

The center also has 9-1-1 call recording and instant playback capabilities. This is critical in that sometimes TCs are unable to understand callers due to their heightened emotions when placing a call for help.

SINGLE DISPATCH CONSOLE

Addressed in the fire department audit, the center only having one dispatch console is problematic and a second console needs to be added. Even though the center currently operates with only one telecommunicator (TC) on duty, the center lacks the infrastructure to pull in a second telecommunicator during times of high call volume or to assist with a labor intensive 9-1-1 call. In these instances, as the single telecommunicator works to obtain vital information from the caller(s), the actual dispatching of response units is delayed. Additionally, the lack of a second console makes training telecommunicators very difficult in that all training must be done on the "live console." To address these concerns, a fully functioning second dispatch console should be added ASAP.

The consultants were advised that a second console has been budgeted and plans developed for center reconfiguration and desk design.

ALASKA LAND MOBILE RADIO SYSTEM (ALMR)

The Alaska Land Mobile Radio (ALMR) Communications System is a shared radio network for emergency responders in Alaska. ALMR Provides Alaskan public safety-first responders with interoperable communications that adhere to national standards for public safety land mobile radio.

The ALMR system is a digital trunked Project 25 (P25) system. Project 25 is a joint effort of the Association of Public Safety Communications Officials International (APCO), the National Association of State Telecommunications Directors (NASTD) various federal agencies, the National Communications System, and the Telecommunications Industry Association. This collaborative project, driven by the need to have interoperable communication during large-scale incidents and disasters, utilizes both a conventional mode (Skagway's current system) and a trunked mode where traffic is automatically assigned to one or more voice channels by a repeater or base station. A trunked radio system utilizes a computer network to control communication between frequencies, repeater sites, and mobile/portable radios to link users automatically based on assigned "talk groups." When a trunked system is built out geographically, it allows communication over long distances and between agencies that may only operate together during large scale incidents.

A trunked P25 radio system is important to Skagway due to the potential for large scale mass casualty incidents requiring the response of outside assistance agencies. As stated in the 2021 Fire Department Audit, Skagway has a greater multidisciplined emergency preparedness need than most big cities. The potential for emergencies involving rockslides, incidents with the cruise industry, port and harbor emergencies, transportation incidents involving the White Pass & Yukon Route Railroad, the airport, heliport, wildland fires, flash flooding, and tsunamis caused by earthquakes all direct the need for Skagway to have a strong interoperable emergency communication system.

The ALMR system is currently used by numerous State, Federal non-department of defense agencies (e.g., FBI, ATF, DHS, FEMA, US Marshals, US Forest Service – Law Enforcement, National Park Service), Department of Defense, and local communities. There are over 80 Alaskan communities that utilize ALMR as their primary communication system through their local PSAP. Skagway already has an agreement with ALMR and has a handful of VHF radios programmed to transmit and receive on the system.

Several years ago, Skagway signed an agreement with ALMR to allow installation of a digital P25 repeater on the AB Mountain tower site. This agreement was renewed in September of 2022. In return for allowing use of the tower site, Skagway assets can operate fully on the ALMR system at no cost for airtime, infrastructure management, and maintenance. Skagway PD has tested the system repeatedly and found that it has strong capabilities and allows communication via handheld portable radios with centers as far away as Anchorage and Fairbanks.

The P25 system is tremendously attractive based on several key issues currently facing Skagway:

- Provides true interoperability with other public safety personnel.
- Addresses the need for a digital communication system as required for next generation 9-1-1 (NG911). ALMR has a planned upgrade to Time-Division Multiple Access (TDMA) which will increase the amount of information that can be carried over a radio channel, enabling data transfer while also allowing simultaneous voice conversations. This is set to begin December 31, 2026.
- Address narrowbanding Phase II (6.25 kHz) which can only be addressed using P25 capable radio systems. It will address the current bleed-over issues related to local narrowbanding (or lack thereof).
- Will ease the backup PSAP challenge in that direct communication can occur with other communication centers.
- Eliminates the need to switch radio channels when operating off AB Mountain and Goat Lake.
- Because ALMR is a VHF based system, Two-Tone Sequential paging continues to be supported which thereby allows the fire department's existing paging system to remain operational.
- Because ALMR is a VHF based system, fireground analog frequencies can be programmed into radios and will allow function "off-line" from the ALMR repeater system in a simplex point-to-point mode.
- Although the exact process will need to be investigated, it is very likely that the ALMR system can utilize the Mielke PK, BC repeater site to enhance communication capabilities in the Skagway region.
- The AMLR system currently has a 99.999% uptime indicating that the system is incredibly reliable.

The consultants recommend that Skagway move to utilization of the ALMR system as its primary public safety communications model. This will necessitate the purchase of upgraded radio equipment capable of operating within the P25 system. This upgrade is necessary regardless of a transition to ALMR due to the age, disrepair, and lack of standardization of radio equipment.

Dyea Area Repeater

Even with the robustness of the ALMR system, a repeater will be necessary in the Dyea area to address transmit and receive concerns. Due to the availability of electrical power which will be needed to operate a repeater site, Nahku Bay may be an ideal area to construct a tower and repeater.

Bi-Directional Amplifier Ordinance

Due to the design nature of some structures, it is nearly impossible to transmit digital signals out of the building. This is especially significant for hardened or partly hardened structures like the public safety building. This can occur due to the building materials, architectural design, or just the geographic location of the property weakening the radio signal strength back to a repeater

site. As a result, buildings that do not have complete coverage in place are at risk of emergency responders being unable to communicate. A Bi-Directional Amplifier (BDA) is a signal-boosting device designed to enhance in-building radio frequency signal coverage. Many communities who have transitioned to P25 radio systems have instituted local ordinances requiring the installation of BDA devices in structures that exhibit signal penetration problems. Currently the only known building in Skagway with this challenge is the public safety building, therefore any need for a BDA would manifest itself through new construction or significant remodels.

The consultants recommend that a BDA ordinance be instituted now while there are few structures/facilities that are impacted by this scenario. This would allow the Borough to be prepared for any new structure approval process, avoiding a rushed ordinance change in the midst of a project.

Backup Analog Simplex System

Since Skagway already owns the repeater sites and has purchased new repeaters (they have never been installed) and has FCC authorization to utilize several assigned radio frequencies, the consultants recommend that Skagway maintain the existing analog simplex system as a backup to the ALMR system.

This system will be able to be maintained at a minimal cost and will provide redundancy to the public safety communication system. It is also recommended that the Goat Lake repeater frequency be reviewed and realigned to eliminate the need for police officer to switch frequencies when needing to utilize this repeater site. This realignment will also necessitate a review of fire department transmit and receive capabilities from this site as well as AB Mountain.

STAFFING

Although only having one TC on duty is not ideal, the dramatic fluctuation in population, including call volume, between the tourist season and the winter months brings to question the appropriate staffing level of the center.

When at full staffing, there are five (5) full-time TC positions with one (1) being a supervisor. The below chart details the current dispatch schedule:

Figure 26: Dispatch Schedule

*Note: The current positions of Police Clerk, Dispatch Supervisor and Dispatcher 1 are being filled by one employee.

Full Staff	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Sat
Police Clerk		8am-4pm	8am-4pm	8am-4pm	8am-4pm	8am-4pm	
Disp Super		8am-4pm	8am-4pm	8am-4pm	8am-4pm	8am-4pm	
Disp 1	8am-4pm	8am-4pm	8am-4pm			8am-4pm	8am-4pm
Disp 2	4pm-12am			8am-4pm	4pm-12am	4pm-12am	4pm-12am
Disp 3	12am-8am	4pm-12am	4pm-12am	4pm-12am			12am-8am
Disp 4		12am-8am	12am-8am	12am-8am	12am-8am	12am-8am	

To address the tourist season influx of visitors and increased population with the accompanying volume of both emergency 9-1-1 and non-emergency phone calls, and in keeping with sound principles for Emergency Medical Dispatching, a couple staffing changes are recommended:

1. Although one TC has been assigned to serve as the lead dispatcher/supervisor, the position does not exist within the organizational structure of the Borough. This position, in the eyes of the consultants, is needed and should be officially developed and staffed. The position should work a Monday – Friday schedule and focus on TC oversight, TC training, development of policies and procedures, management of the radio network, liaison with ALMR personnel, TC quality assurance/quality improvement, as well as other duties. The lead dispatcher/supervisor should not be responsible for working the radio or call-taking unless the center becomes extremely busy or Emergency Medical Dispatching is required.
2. An additional “seasonal” TC position should be added to work a schedule aligned with the arrival and departure of cruise ships. This position will help to address added call volume and will allow the lead dispatcher/supervisor to focus on the administrative aspects of the center, thereby reducing the number of times they are pulled away to supplement the on-duty TC.

Emergency Medical Dispatching

In the above recommendation a reference is made to Emergency Medical Dispatching (EMD). EMD is a protocol-driven caller assistance system where the TC provides instructions to help treat a patient suffering a medical condition or trauma with the intent of sustaining life until the responding EMS unit arrives. When a TC needs to provide pre-arrival instructions to a caller, it is extraordinarily difficult to both manage the dispatch process and any incoming 9-1-1 calls while simultaneously providing lifesaving instructions to the original caller. In the majority of centers where EMD is provided, two on-duty dispatchers partner together to manage a single 9-1-1 event. Since it is unrealistic for Skagway to staff two TCs 24-hours per day, the use of a seasonal peak-time TC along with the availability of a lead dispatcher/supervisor will greatly enhance the service level of EMD needs.

Training

The consultants were advised that it typically takes between 3 – 4 weeks to onboard and train a new TC. One of the challenges in training these new employees is the lack of a second dispatch console. This training time does not allow all TCs to become certified to run subjects through the National Crime Information Center database. This singular lack of information can create an officer safety issue during public interactions with subjects who have been stopped or detained. Additionally, the 3 – 4-week training does not allow TCs to undergo training in EMD and become certified through the State of Alaska Department of Health and Social Services. Allowing TCs to perform EMD without completing the required training and becoming certified by the State of Alaska is a significant liability for the Bureau.

COMMUNICATIONS RECOMMENDATION SUMMARY

Priority	Definition	Example
1	Urgent/Immediate	Potential threat the life, legal and/or regulatory compliance violations; physiological needs; essential prevention action needed
2	Pressing < Priority 1	Significant impact on organization; action needed as soon as possible
3	Important < Priority 2	Organization will benefit by addressing soon; items that should be accomplished
4	Future Consideration	Items need to be addressed; develop future plan of action; low consequences of delay-action

Skagway Communications/PSAP/Dispatch - Recommendation Priority			
Number	Priority	Topic	Recommendation
1	2	Use of Radio Frequencies	Written standard operating procedures should be developed detailing the use of specific radio channels for both police and fire personnel. Training on this policy needs to be part of all new employee onboarding / field training.
2	2	Use of non-repeater Radio Frequencies: Fire	Develop and implement a policy that once fire crews arrive on scene at a working fire incident, they establish a fireground frequency (non-repeated) for interior operations.
3	2	Use of non-repeater Radio Frequencies: Police	Develop and implement a policy related to the use of non-repeated frequencies for law enforcement events including when it is appropriate to switch channels.
4	1	9-1-1 Outages	The Borough needs to establish a detailed procedure for managing 9-1-1 outages. This should include how the public will be notified of the outage and the alternative call process that should be used to report emergencies (i.e., seven-digit number).
5	4	FirstNet™	Skagway should investigate the FirstNet™ cellular phone system to determine how it might be integrated into the communication infrastructure of the Borough.
6	1	Narrow banding	Remove all non-narrowbanded radios from service.

Skagway Communications/PSAP/Dispatch - Recommendation Priority			
Number	Priority	Topic	Recommendation
7	2	Backup PSAP	The formalized backup PSAP plan needs to be developed and instituted via an interlocal agreement. An ongoing training plan with the selected backup PSAP needs to be established.
8	2	PSAP Evacuation	A plan needs to be developed and instituted where TCs have a “go-bag” with all needed documents, plans, and procedures needed to maintain operations from a remote location. Where possible all information needed should be maintained in an electronic format that is updated regularly.
9	2	Redundant Servers and Cyber Security Plan	Skagway needs to set as a high priority the implementation of a redundant server system along with a detailed written cyber security plan.
11	4	Wireless Alarm Systems	The Borough should update the municipal code to require all new or upgraded alarms to be wireless and not hard wired.
11	1	Second Dispatch Console	Install a fully functional second dispatch console within the PSAP.
12	1	Alaska Land Mobile Radio (ALMR) System	Move to utilization of the ALMR system as Skagway’s primary public safety communications model.
13	1	Alaska Land Mobile Radio (ALMR) System	Develop a funding plan to upgrade all radio equipment to meet P25 standards.
14	1	Alaska Land Mobile Radio (ALMR) System	Install a P25 compliant digital repeater in the Dyea area.
15	3	Bi-Directional Amplifier (BDA)	Institute a BDA ordinance requiring their installation in structures where digital radio signal penetration is problematic.
16	2	Analog Radio System	Skagway should maintain the existing analog simplex system as a backup to the ALMR system.
17	1	Staffing	Create and staff a lead dispatcher/supervisor position.
18	3	Staffing	Create and staff a seasonal telecommunicator position.

APPENDIX A: CHART OF CONSULTANT RECOMMENDATIONS

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
1	1	Policing Model	<i>To provide proper proactive policing and to implement positive community relations and outreach, the department should expand the number of sworn and civilian staff.</i>
	2	Mutual Aid & Back-Up	<i>The department should look toward future patrol staffing of a minimum of two officers on duty.</i>
2	3	Training	<i>Police and Fire departments should train together for large scale events.</i>
3	3	Training	<i>Trainers should come to Skagway, as much as possible, which will allow larger numbers of personnel to receive the training at the same time without other travel costs.</i>
4	3	Training	<i>The department should consider acquiring a training simulator for scenario-based tactical training.</i>
5	3	Training	<i>A training plan should be developed in conjunction with the fire department to address the tactical courses recommended. This recommendation supports 2030 Comprehensive Plan Action Public Safety 4A: Provide adequate staff training; Assess training and staff development needs.</i>
6	3	Training	<i>The training courses should be scheduled during the off-cruise ship season as much as possible.</i>
7	3	Equipment/ Officer Equipment	<i>Review list of recommended tactical equipment. Determine what items are most critical or are not currently utilized and prioritize to equip the squads.</i>
8	3	Fleet	<i>Municipality officials should confer with Enterprise representatives at the scheduled meeting and then determine if leasing or purchasing of police vehicles is best. Consultants will attend the conference call meeting. This recommendation supports 2030 Comprehensive Plan Action Public Safety 2C: Continue program to upgrade the oldest police car every two years.</i>

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
	3	Fleet	<i>The 2005 Interceptor vehicle should be retired from the fleet.</i>
9	3	Wrecker	<i>The Municipality should purchase a wrecker to be used for traffic crashes, towing municipality vehicles, the administrative tow program (if adopted), abandoned vehicles, and private towing (at a charge). The wrecker should be a medium duty vehicle. This recommendation supports 2030 Comprehensive Plan Action Transportation 9A: Acquire tow truck as needed.</i>
10	2	Technology/ Surveillance Cameras	<i>Install surveillance cameras that can record and be monitored live by the dispatch center in strategic locations downtown and in the port dock areas. This recommendation supports 2030 Comprehensive Plan Action Table Economic Development 1B: Invest in infrastructure and services that enhance the ability to manage and ensure visitor enjoyment, safety, and comfort.</i>
	2	Technology/ Surveillance Cameras	<i>The Police Chief should confer with Coast Guard authorities to explore their ability to provide funding for the port security cameras.</i>
11	3	Technology/ Drone Program	<i>Implement a Public Safety Drone Program to be managed by both the Police and Fire Departments.</i>
12	3	Community Engagement	<i>Increase community outreach through mutual fire and police programs.</i>
13	3	Community Engagement	<i>Sponsor a monthly Coffee with the Fire and Police Departments</i>
14	3	Community Engagement	<i>Conduct a Citizen’s Public Safety Academy of both Police and Fire.</i>
15	3	Community Engagement	<i>Develop a Citizen’s Emergency Response Team (CERT). This recommendation supports 2030 Comprehensive Plan Action Land Use and Further Growth 2C: ... gather multi-agency first responders and test plan with tabletop and in-field exercises.</i>

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
16	3	Community Engagement	<i>Conduct two to three informational meetings focused on seasonal employers and employees' attendance at the beginning of the cruise line season. This recommendation supports 2030 Comprehensive Plan Action Land Utilities 6A: Use education, ... to prevent dumpster overloading by businesses and seasonal residents at the end of summer.</i>
	3	Community Engagement	<i>Develop and initiate programs in collaboration with the school district to foster positive relationships.</i>
17	3	Vehicle Impound	<i>Implement a Municipality Vehicle Impound Ordinance and procedures. This recommendation supports 2030 Comprehensive Plan Action Table Transportation 7C: Prioritize speeding and traffic law enforcement around the school.</i>
18	3	Vehicle Impound	<i>Establish a secure municipality impound and storage lot or facility.</i>
19	3	Vehicle Impound	<i>Purchase and add a wrecker to the municipality fleet (see fleet and equipment section of report for details). This recommendation supports 2030 Comprehensive Plan Action Table Transportation 9A: Acquire boots or tow truck as needed.</i>
20	3	Vehicle Impound	<i>Develop procedures for deployment of municipality wrecker.</i>
21	3	Abandoned Vehicle	<i>Implement a revised Abandoned Vehicle Ordinance and procedures. This recommendation supports 2030 Comprehensive Plan Action Table Housing 8A: ...increase MOS enforcement and inspection presence to address safe and sanitary housing violations including...abandoned vehicles.</i>
22	1	Personnel Wellness	<i>Increase sworn officer staffing to reduce officer stress due to coverage concerns and improve officer wellness.</i>
23	1	Staffing & Scheduling	<i>The consultants recommend that the department have a goal of adequate staffing to provide on-duty coverage 24/7/365 of at least one sworn personnel.</i>

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
24	1	Staffing & Scheduling	<i>Increase the department staffing with two patrol officers to the force at this time to provide additional coverage and support.</i>
	1	Staffing & Scheduling	<i>If it is not feasible to add two patrol officers to the force at this time, the consultants recommend one additional officer.</i>
25	3	Staffing & Scheduling	Add the position of School Resource Officer. The position should be contingent on a request from the school district for the position as well as funding from the school district.
26	1	Staffing & Scheduling	<i>Create and staff the position of Fire Investigator having collateral duties in the police department.</i>
27	2	Staffing & Scheduling	<i>Add two positions of civilian Community Service Officer (CSO) to supplement patrol and other duties. The positions should be phased in by first adding one CSO to determine if the department needs a second position. These positions should only be staffed subsequent to sworn staffing positions. This recommendation supports 2030 Comprehensive Plan Action Transportation Housing 8A, abandoned vehicles, Utilities 6C, Enforce ban on-street commercial vehicle washing and maintenance.</i>
28	2	Staffing & Scheduling	<i>Implement a 12-hour workday schedule (shown in Table 6) for the patrol and CSO functions.</i>
29	3	Staffing & Scheduling	<i>As a long-range plan, depending on funding, to achieve 24/7/365 coverage in patrol with a minimum of two officers on duty, we recommend the addition of six patrol officers and one additional sergeant to the force to provide maximum coverage and support. (See Table 14).</i>
30	2	Communications/ PSAP/ Dispatch	Written standard operating procedures should be developed detailing the use of specific radio channels for both police and fire personnel. Training on this policy needs to be part of all new employee onboarding / field training.
31	2	Communications/ PSAP/ Dispatch	Develop and implement a policy that once fire crews arrive on scene at a working fire incident, they establish a fireground frequency (non-repeated) for interior operations.
32	2	Communications/ PSAP/	Develop and implement a policy related to the use of non-repeated frequencies for law

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
		Dispatch	enforcement events including when it is appropriate to switch channels.
33	1	Communications/ PSAP/ Dispatch	The Borough needs to establish a detailed procedure for managing 9-1-1 outages. This should include how the public will be notified of the outage and the alternative call process that should be used to report emergencies (i.e., seven-digit number).
34	4	Communications/ PSAP/ Dispatch	Skagway should investigate the FirstNet™ cellular phone system to determine how it might be integrated into the communication infrastructure of the Borough.
35	1	Communications/ PSAP/ Dispatch	Remove all non-narrowbanded radios from service.
36	2	Communications/ PSAP/ Dispatch	The formalized backup PSAP plan needs to be developed and instituted via an interlocal agreement. An ongoing training plan with the selected backup PSAP needs to be established.
37	2	Communications/ PSAP/ Dispatch	A plan needs to be developed and instituted where TCs have a “go-bag” with all needed documents, plans, and procedures needed to maintain operations from a remote location. Where possible all information needed should be maintained in an electronic format that is updated regularly.
38	2	Communications/ PSAP/ Dispatch	Skagway needs to set as a high priority the implementation of a redundant server system along with a detailed written cyber security plan.
39	4	Communications/ PSAP/ Dispatch	The Borough should update the municipal code to require all new or upgraded alarms to be wireless and not hard wired.
40	1	Communications/ PSAP/ Dispatch	Install a fully functional second dispatch console within the PSAP.
41	1	Communications/ PSAP/ Dispatch	Move to utilization of the ALMR system as Skagway’s primary public safety communications model.
42	1	Communications/ PSAP/ Dispatch	Develop a funding plan to upgrade all radio equipment to meet P25 standards.

Skagway Police Department- Recommendation Priority			
#	Priority	Topic	Description
43	1	Communications/ PSAP/ Dispatch	Install a P25 compliant digital repeater in the Dyea area.
44	3	Communications/ PSAP/ Dispatch	Institute a BDA ordinance requiring their installation in structures where digital radio signal penetration is problematic.
45	2	Communications/ PSAP/ Dispatch	Skagway should maintain the existing analog simplex system as a backup to the ALMR system.
46	1	Communications/ PSAP/ Dispatch	Create and staff a lead dispatcher/supervisor position.
47	3	Communications/ PSAP/ Dispatch	Create and staff a seasonal telecommunicator position.