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Alaska Village Police Training: An Assessment and Recommendations

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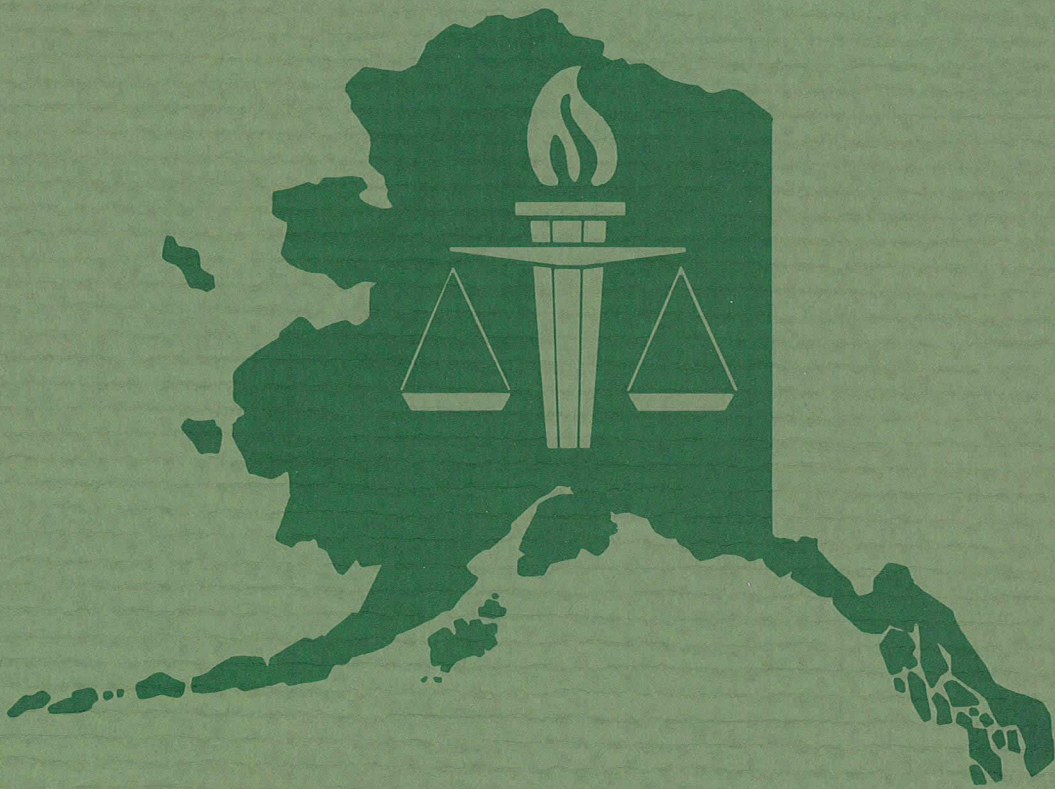
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Summary

The nature and effectiveness of such traditional social control methods in Alaska Native cultures is difficult to evaluate because of their displacement by methods introduced by fur traders, the Revenue Cutter Service, and U.S. Marshals. Territorial and state police continued the practice of establishing in Native communities the justice models with which they were familiar. The Alaska State Police began to organize formal training programs for Alaska Native people who would serve as police officers in Fairbanks (1964) and Juneau (1965), with more extensive police training programs financed by the Bureau of Indian Affairs in Nome in 1966 and the U.S. Department of Labor in 1968 (conducted by the Alaska State Troopers).

Beginning in 1971, the Alaska Department of Public Safety received action grants from the Law Enforcement Assistance Administration (LEAA) for the initiation of a broadly conceived program for developing criminal justice services in Alaska Native villages statewide — the Alaska Village Police Training program. A total of approximately \$542,000 of LEAA was ultimately invested in continuing the program over a period of seven years (1971–1978). The present study evaluates the Alaska Village Police Training program over the seven-year period on program purpose and goals, program achievements and impacts, and program costs. A final section contains recommendations for future programs to improve training for Alaska police in rural villages. Of 292 people trained since the program's inception, only 70 were still serving in their villages as of late 1978.

ALASKA VILLAGE
POLICE TRAINING:
AN ASSESSMENT AND RECOMMENDATIONS



THE CRIMINAL JUSTICE CENTER

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ALASKA VILLAGE
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AN ASSESSMENT AND RECOMMENDATIONS

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SECTION I

INTRODUCTION

It is apparent from the village police training files that many management level people connected with the Alaska Criminal Justice system in the 1960's and early 1970's viewed the social control mechanism of rural Eskimo and Indian villages as inadequate. The state police assumed a leadership role in the development of Anglo-American style criminal justice operations -- from village ordinances to policing to judicial operation -- in the rural native village. A major instrument used by the police was the so-called "Village Police Training" programs.

VILLAGE POLICE TRAINING BACKGROUND

Reference is frequently made to the traditional techniques of Alaskan native cultures that were used to minimize harmful deviancy and maintain social control. The nature and effectiveness of such techniques is difficult to evaluate at this point in time because their use seems to have been gradually discontinued over the years in favor of the methods introduced first by fur traders, then the Revenue Cutter Service and the Marshalls. The Territorial and State Police continued the practice of establishing the justice models with which they were familiar in native communities. They responded to problems in native villages and

taught -- often by example -- how criminal justice operates.

A new method, formal training programs for native people who would serve as police officers, was organized by the Alaska State Police in the mid-1960's. The first such program on which records were located was held in Fairbanks during January 1964. This was a five day indoctrination program designed primarily to teach trainees basic facts needed to properly preserve a crime scene until a State Police Officer could assume responsibility for the situation. A second program was conducted in Juneau a year later (Appendix A contains an outline of these programs). These programs were viewed by state police officials as demonstrating the potential of training methods for improving law enforcement in rural areas of Alaska.

The Bureau of Indian Affairs decided to finance a more extensive village police training program in 1966. This six-week-long program (See Appendix B) was conducted in Nome in mid-1966. It commenced with eleven students enrolled and ended with six successful graduates. For some undetermined reason, BIA did not continue support for additional training.

The U.S. Department of Labor agreed to sponsor an even more extensive village police training program in 1968. Under the Department's "new careers" program, the Alaska State Troopers organized and conducted 12 weeks of training which included basic general education as well as law enforcement training (See Appendix C). The records of this program indicate that 29 native students completed the training program. No evaluation of this program could be located.

The Department of Public Safety was unable to obtain financing for additional training programs for village law enforcement until 1971 when an LEAA Action Grant was awarded for the initiation of a broadly conceived program for developing criminal justice in native villages throughout the state. From a beginning grant of over \$55,000, a total of approximately \$542,000 of LEAA funds was ultimately invested in continuing the program over a period of seven years.

PURPOSE OF THIS STUDY

The issue of the effectiveness of the Department of Public Safety Village Police Training program has been raised periodically over the period of LEAA funding. The Criminal Justice Planning Agency (CJPA) contracted with the University of Alaska, Criminal Justice Center in 1978 for a study of the entire program. The CJPA specified that the study should cover the "...period of inception (of the program) to the Spring of 1978," and cover the following specific areas:

1. The length of training for each course.
2. The curriculum content.
3. The appropriateness of the curriculum.
4. The strengths and weaknesses of the training programs.
5. The number and duty stations of program participants.
6. The number of ineligible participants funded.
The number of participants still employed in law enforcement.
8. Reasons for leaving law enforcement.
9. The cost per participant.

10. Cost effectiveness of the training program.
11. Possible alternatives to the program.

STUDY METHODS

This study and the achievement of the preceding objectives required the performance of a variety of activities. The following is a summary of the methods used.

1. All available program records in the files of the Criminal Justice Planning Agency and the Public Safety Academy were reviewed. These records provided data concerning (1) program objectives, (2) grant expenditures, (3) training programs conducted, (4) curriculum content, and (5) student enrollment and performance. They also contained evaluative reports and data which had been previously prepared.
2. Questions to obtain information concerning village police training graduates and the responsibilities and problems of village police were incorporated in a research instrument which was administered in a sample of over 50 native villages throughout the state. The data obtained from this survey was used to estimate the turnover of trained village police, identify reasons for turnover, and define appropriate areas for village police training.
3. Village police activity reports and descriptions of village police responsibilities were obtained from the Public Safety Academy and village records.
4. Interviews of trainers, police officers, troopers and other officials knowledgeable in the area of village policing and training were conducted. Information obtained from this process was used in conjunction with the other data for the assessment of the past programs and available alternatives.

The assessment of village police training conducted under CETA and PEP programs during the same period as the LEAA funded

village police training programs was not a part of this study. Therefore, even though these programs have identical objectives and similar content and intertwined instruction, every effort has been made to focus exclusively on the LEAA programs and students.

●ORGANIZATION OF REPORT

The remainder of this report shall be organized in four sections. Section II shall deal with program purposes and goals. Section III will be focused on the program achievements and impacts. Section IV will be devoted to program costs. And Section V will contain suggestions concerning options for future programs.

SECTION II

PROJECT PURPOSES

The Alaska Department of Public Safety (DPS) received its first Law Enforcement Assistance Administration (LEAA) grant for village police training in June of 1971. The Department has administered 6 additional LEAA grants of a similar nature since the first award (See Table 1 for a summary of the grants). These grants provided approximately \$542,000 in federal funds -- which the Alaska Department of Public Safety supplemented with a significant, but precisely indeterminable, amount of State and local resources -- primarily for training of village police officers in policing skills. The project proposals and related materials reflect a far more complex labyrinth of purposes for this project than simply training village police officers in job related skills.

GOAL DEFINITIONS

The first few formal proposals submitted for funds for village police training did not contain precise statements concerning project goals. The 1971 Action Grant Application (71-A-005) indicated:

Virtually no law enforcement program compatible with the criminal justice system exists within the village structure. Those programs which do exist evolve around ethnic traditions and customs which are becoming less effective and desirable among the people themselves. The areas

TABLE 1

LEAA FUNDED VILLAGE POLICE
TRAINING EXPENDITURES

<u>GRANT NUMBER</u>	<u>GRANT PERIOD</u>	<u>TOTAL LEAA FUNDS EXPENDED*</u>
71-A-005	6-71 to 4-74	\$ 55,232
72-A-001	7-72 to 6-74	119,482**
73-DF-10-0001	9-72 to 2-74	
73-DF-10-0016	7-73 to 4-75	93,837
75-DF-10-0043	6-75 to 6-77	153,201
77-DF-10-0006	1-77 to 6-78	120,238**
77-ED-10-0004		
	TOTAL	\$ 542,090

*These figures do not include state and local money which was also invested in the program. Due to funding patterns and extensions there were as many as four grants running simultaneously.

**Grant expenditures were combined because the grants ran concurrently and the funds were completely mingled.

involved cover approximately 300,000 square miles with approximately 24,000 people inhabiting in excess of 60 villages. There are only 10 troopers stationed in this area to handle immediate needs. As the prime law enforcement agency in rural Alaska, we cannot meet the increasing demands for service and it is not practical nor is it desirable to consider stationing a trooper in every village.

The villages and cities involved are making concerned efforts to obtain funding and training for police service in order to satisfy one of the basic needs of any community. At present there is no acceptable system for reporting offenses occurring in the villages.... We feel our proposed program will be an initial step in an original self-help law enforcement program for rural Alaska and that we can provide better and more accurate reporting of offenses occurring in the villages. Also, a greater number of offenses will be acted upon because of the training.^{1/}

The purpose of this first grant was to assist rural Alaskan villages and cities to obtain law enforcement training "...within the general area of residence or trade." The people to be trained were natives residing in the villages who had "little or no exposure to formal law enforcement," and the instruction was to be "bilingual" and "...designed specifically for the area and people involved." The program was to consist of an initial intensive one-week program in Nome or Bethel and follow-up instruction in the trainee's villages over a six month period.

Progress reports on the program continually refer to the improvements which native villages and police officers were making in the area of criminal apprehensions as a consequence of the training. As an example, one document reports:

1

Underlining not in original, but added for emphasis.

It is of interest to note that prior to our village police training program, virtually no enforcement was available at the local village level. Since the initiation of the training program, village police have arrested 87 persons for local and state violations. This is noteworthy and shows a vast improvement at the village level.^{2/}

The second grant application for Village Police Training funds (72-A-001) committed the Department of Public Safety to continuing the pursuit of objectives initially undertaken with the first grant. This application points out:

In many villages there still exists a serious lack of understanding of due process. The traditional methods of administering justice at the village level many times directly conflict with the existing criminal justice system. ... (T)he Alaska State Troopers are in the best position to work with the existing problems. Our understanding of the problem is based on many years of experience in living and working with the people in these problem areas. ... We anticipate a major impact on existing justice facilities and administration. During Phase I emphasis was placed on reporting. Continued, this will produce information related to crime incidences which will shock the senses.^{3/}

The application stresses the intention of expanding the training effort by placing greater emphasis on training village councils:

Most village councils have no idea of how a Police Department functions in relation to modern day concepts of law enforcement. Where we have had the time to work with the councils, marked improvement is noted. The follow-up

²Quarterly Report, 2-14-72.

³Village Police Training: Action Grant Application, 72-A-001. June 1, 1972.

is essential if we are to develop meaningful police units for the bush. The key is closely spaced follow-up and supervision so as to establish self-confidence through training, pride in the profession and a desire to serve with little or no monetary benefits.^{4/}

The training provided under this grant was designed for village police, magistrates and village officials. The conclusions had been reached during the first grant period that village police training could not be effective without a compatible environment and particularly support from legislative and judicial personnel. This grant changed the focus from police training to rural criminal justice development. The periodic grant activity reports clearly document the utilization of the grant funds for both the training of police, and the development of criminal justice system operations in the villages of the state. The April 1, 1973 report indicates:

... (T)he follow-up officers have spent many hours with Village Councils and have attended Council meetings. They report that the Village Councils are now showing a real interest in the Justice system and have asked many questions and made many suggestions for what they think could be done to improve the program. Among other things, they have requested that more trials be held in the villages to enable the people to attend and get a better understanding of what it is all about. This is one of the things we hope to arrange in the near future as the weather improves....

The November 23, 1973 Final Report on 72-A-001 says:
"Training was continued on arrest procedures, case preparation and presentation, complaint preparation and crime scene protection. During this period, village police handled 62 criminal cases within the villages, all misdemeanors." This

⁴Ibid.

report again refers to the new focus of the village police training program:

The concept of this program was to bring to the villages a sense of the criminal justice system and to equip the village to handle problems within that system. Under this grant, training for both village magistrates and village policemen has equipped the villages to handle a large part of their crime problems and has resulted in a decrease in total crime, particularly serious crime and violent death.

The 1972 application for a grant of Discretionary Funds (Grant No. 73-DF-10-0001) attempted to obtain approval of a markedly more complete and precise, but apparently further expanded, definition of the goals of the Village Police Training program. It states:

Simply stated, our goal for this program is to train the villages so they are able to take care of their minor police problems prior to the arrival of an Alaskan State Trooper. In addition, we will also start educating the villages concerning the Alaska Justice System and the need to establish rules and regulations in accordance with State Statutes rather than village customs.

The proposal plan (pages 6-2) indicates:

We will not only talk with the village policeman and the magistrate, but will also discuss law enforcement problems with the village council and the residents of the village. It has also been our practice in the past to go into the schools to discuss the concept of the village policeman and the justice system with the school children there.

Administrators in LEAA, Region X, took exception to the goal expansion and the DPS proposal to transport Tribal Council members to its Sitka Academy for police training. LEAA authorized the training of "native Alaska Village policemen and magistrates" but in special conditions attached to the grant award dated

September 20, 1972, ordered "expenditures for tribal council members to visit the Academy are not allowable except to provide for their participation when serving as magistrates."

The Department of Public Safety in a letter from its Federal Project Coordinator dated October 31, 1972, appealed to Region X to remove this condition. Among the arguments of this letter is:

One of the goals of the grant, is to get the villages to accept our system of enforcement and justice. Without the cooperation of Village Councils, this would be very difficult. For this reason, we intend to invite a member of each Village Council hopefully the most influential, to observe the training and undergo an indoctrination into our system of enforcement and justice. By doing so, it is hoped that the old system will eventually give way to the new and make the Village Policemans' job easier.

The LEAA refusal to permit the expenditure of village police training funds for the training of council members seemed to firmly direct program concentration on the training of people for the performance of village law enforcement activities. The objectives of Grant No. 73-DF-10-001, nonetheless, continued to include the training of magistrates. Under these objectives the village police training program was:

1. To provide advanced training to approximately 15 native Alaska village policemen;
2. To provide follow-up training for 70 native Alaska village policemen; and
3. To provide follow-up training for 40-60 native Alaska bush magistrates.

The proposal for Discretionary Grant No. 73-DF-10-0016, however, dropped all reference to magistrate training and focused specifically on the training of village police officers. It established two specific goals: (1) to provide advanced training for approximately 35 native Alaska Village Policemen; and (2) to provide follow-up training for those 35 native Alaska village policemen in their resident villages. This grant was to give increased attention to village police from the upper Yukon and Kodiak-Aleutian areas.

The proposal submitted for funding in 1975 was a cooperative effort between the City of Kotzebue and the Department of Public Safety. According to the project narrative the most fundamental purpose behind the grant continued to be the development of effective law enforcement for rural Eskimo and Indian communities within the state. Specially stated action objectives were:

1. Train 70 Alaska natives in villages as policemen, so they can provide law enforcement in their remote areas, handle minor problems and preserve major crimes until a trooper is able to arrive.
2. Provide public education in villages concerning the Alaska justice system and establish rules and regulations in accordance with each village council and compliance with State Statutes;
3. Develop and distribute village police manuals;
4. Provide a training coordinator, and
5. Conduct continuous assessment of village police training needs and update the curriculum accordingly.

This grant reflected several significant modifications in the village police training efforts. First, was the addition

of a goal of assessment of the nature of the training needed by village police officers. Previous training was not based on an assessment of village police responsibilities but on the assumption that village police training should be primarily an indoctrinary exercise to prepare villages for Anglo-American style law enforcement. Second, a position of training coordinator which was designed to obtain a person with an educational background in traditional native cultures was proposed. Third, the production of training documents for distribution to village police was proposed.

The underlying fundamental goal implicit in the most recent grant applications submitted by the City of Bethel in cooperation with the Department of Public Safety in 1977 (Grant No. 77-DF-10-0006 and 77-ED-10-0004) reflects the greatest emphasis of all proposals on preparing people to perform village "policing" as opposed to "law enforcement". These proposals for the first time focus specifically and exclusively on the training of village police for the effective performance of the police role in rural, predominantly native villages.

The specific objectives of these proposals are, however, difficult to identify. At one point the proposal states the project will "...provide training in basic police procedures and/or inservice training for up to 96 village police officers in 4 one-week bush schools."^{5/} However, later in the same proposal, a commitment is made to provide "...2 one-week village police training courses."^{6/} Other specified objectives include:

⁵Application for Federal Assistance, Village Police Training Program, signed March 10, 1977, p. 12

⁶Ibid. p. 15.

1. To provide advanced police training for up to 48 village police officer or constable candidates.
2. To publish 10 Village Police training bulletins and changes or additions to the Village Police Manual.
3. To continue the analysis of Village Police activities and curriculum improvement.

Goals serve important project management functions. The raison d'etre of a project is the service of its goals. They depict a future state which a project will achieve. They provide guidelines for monitoring project progress. They establish standards by which the success (i.e., its efficiency and effectiveness) can be measured.

Goal definitions have been a source of problems for the village police training program. Project goals were not, particularly in the early stages of the program, defined in a clear and explicit fashion. Although the grants have always been designated as "Village Police Training", a thorough review of the early proposals clearly reveals that the purpose of this program was viewed by some in the DPS as considerably broader than simply training village officers. The original, fundamental (although implicit) purpose of the program as reflected in the grant proposals and related documents was the development of Anglo-American criminal justice system operations in the rural villages of Alaska.

The "Village Police Training" project title combined with inadequate explicit goal statements contributed to the development of controversy over the program. Some officials in the DPS,

many of whom were involved in the program even before LEAA commenced supporting it, had become mentally fixed on the importance of a broad, social change nature of the program to any effective improvement in village policing; whereas planners and policy making officials have tended to maintain the view that the program is a relative, narrow effort to provide trained and component officers for rural villages.

This difference in perspective is frequently revealed in the correspondence surrounding the program. For instance, in 1973-74 when Criminal Justice grant managers began to question the high proportion of the village police trainees leaving village police positions soon after receiving VP training, trooper officials countered by pointing out that the trainees who had resigned remained in the villages and contributed support to criminal justice system operations, hence satisfying project goals.

Region X's rejection of the DPS proposal to train "Tribal Council Members" in 1973 seems to be a turning point for the program. Nearly everyone involved in the program began to accept, however gradually, the more narrow concern with the training of village officers. The objectives of the grant proposals began to be focused exclusively on village police training. References to magistrate training are not in the proposals after 1973. The project emphasis on indoctrinating trainees about criminal justice system operations was modified, and efforts were undertaken to determine the appropriate role of local police in villages. Attempts were made to modify the training curriculum and techniques accordingly.

CONCLUSIONS

Problems related to project goal definitions make an absolutely complete assessment of the village police training program at this point in time extremely difficult if not impossible. There is simply no practical method for determining the contribution which this program has made to the overall development of criminal justice operations in rural villages. We cannot determine how many villages have enacted ordinances as a result of the efforts of Troopers supported by funds from the grants of this program. We cannot assess changes in due process afforded suspects by village police officers and magistrates as a result of these grants. We cannot determine changes in the understanding of and commitment to Anglo-American criminal justice methods that have occurred as a consequence of this program. Accomplishments in these areas are frequently referred to with pride by DPŞ personnel who have been involved in the project. This situation illustrates the importance of both sound, meaningful goals and objectives and timely continuous monitoring of the goals and objectives.

In spite of the fact that this program has involved several separate grants and a variety of techniques, the overlapping and concurrent grants plus the mingling of state, local and federal resources in the program prevent a comparison of the relative achievements and impacts of the individual grants. The following sections will, of necessity, attempt a comprehensive assessment of the overall Village Police Training program.

SECTION III

PROGRAM ACHIEVEMENTS AND IMPACT

The original purposes of the "Village Police Training" program as reviewed in the previous sections, have been:^{1/}

1. To educate the villages with the Alaska Justice System and establish rules and regulations with the Village Council in accordance with State Statutes rather than village customs.
2. To train Alaska Natives in the villages as policemen so that they can provide law enforcement in their remote areas, handling minor problems until an Alaska State Trooper is able to arrive.

The approach proposed in grant applications to accomplish these ends consisted of several separate, but related, components. First, formal classroom training sessions were to be presented for village police officers and magistrates. This training consisted of two types of programs -- a "Basic" one week orientation program at regional centers such as Bethel and Nome, and an "Advanced" four week curriculum conducted at the Public Safety Academy in Sitka. Second, Troopers assigned to rural detachments were directed to conduct relatively informal, information sessions for village police officers, residents and officials as they visited the villages within their regions. Troopers were expected to instruct the village police officers

¹These statements are quoted from a memorandum, "Village Police Training" (April 7, 1974), prepared by the Chief CJPA Planning Officer, Dennis W. Lund. This memo presented a broad staff evaluation of the program up to early 1974.

by using criminal complaints that had been made to the village police officers. While in the villages, Troopers were also expected to instruct village officials about the development of ordinances and administration of village police operations. Third, program funds were to be used to provide uniform clothing, badges and equipment for village police officers who successfully completed Village Police Training. According to a grant proposal: "The uniforms and equipment will instill pride in their job and give them the symbols of authority within their villages. We must be able to tell the players from the spectators."

The grant applications of 1975 and 1977 added another significant component, the preparation and distribution of a comprehensive "Village Police Manual" and "Village Police Training Bulletins." The manual was intended for direct distribution to village police in all eligible villages. This would be followed by one training bulletin per month for 10 months. These training documents were viewed as an effective technique for supplementing the previous training components.

ASSESSMENT OF OVERALL ACCOMPLISHMENTS

The grant applications of the Village Police Training program contain a variety of commitments -- related to the preceding purposes and components -- to accomplish a minimum quantity of specific activities. While in some instances statements concerning the minimum anticipated activity accomplishments are hazy,^{2/} there

2

This situation is similar to that described in the previous section on project goals.

are a sufficient number of specific statements about minimum commitments to facilitate a comprehensive quantitative evaluation of the program production.^{3/}

Table 2 is a compilation of the overall production commitments that can be measured, and an indication of the success achieved in accomplishing and meeting the specified minimum production. Nearly all of the minimum "training" commitments were exceeded. The total classroom programs actually conducted (14) exceeded the minimum proposed (12) by 14%. The minimum number of basic trainees promised in the grant application (250) was surpassed (271 trainees) by approximately 8%. Follow-ups and public education sessions in the villages are documented in Trooper trip reports, and although it is difficult to place a precise figure on the number of villages in which substantive training was provided, it is clear that the minimum commitments were met. Likewise with the establishment of a Village Police Training Supervisor and the development and distribution of the Village Police Manual. Although both of these commitments were achieved later than anticipated, they were accomplished during the project.

The minimum proposed activity was not achieved in two areas related to the training components. First, 97 people were actually trained in Advanced Training Programs whereas a minimum of 128 or 32% more was committed in the grant applications. Second, the Department of Public Safety could not get representatives of

3

Not all activities specifically mentioned and implied in the applications can be measured because of the ex post facto nature of this study and the resources available. Therefore, these unmeasurable items will not be dealt with in this section.

TABLE 2

ACCOMPLISHMENTS OF
PLANNED ACTIVITIES *

Committed

Accomplished

Training Sessions and Trainees

- °Minimum of 6 to 8 Basic Programs**
- °Minimum of 250 Basic Program trainees
- °Minimum of 4 Advanced Programs
- °Minimum of 128 Advanced Program trainees
- °GED instruction in 1978 Advanced Program

- °9 Basic Programs
- °271 Basic Program trainees
- °5 Advanced Programs
- °97 Advanced Program trainees
- °Yes, included in program

Village Training Activity

- °Follow-up minimum of 75-95 police/magistrates
- °Public education in 70 villages
- °Involve representatives of Alaska court system, Department of Law, Public Defender Agency, and Health and Social Services in training at village

- °Yes, precise number not available
- °Yes, precise number not available
- °No

Dissemination of Training Materials

- °Village police manual
- °Village police training bulletins

- °Yes
- °No

Preparation of Evaluations

- °Surveys of village resident attitudes toward V.P. training program
- °Pre and post trainee learning surveys
- °Evaluation of village receptivity to criminal justice system
- °Evaluation of overall program effectiveness
- °Assessment of V.P. training needs

- No formal report
- °Yes, but report not completed
- °No formal report
- °Partially completed
- °Yes, but report not completed

(continued)

TABLE 2 (continued)

<u>Establishment of Village Training Supervisor</u>	°Yes
<u>Account for V.P. Property Issued</u>	°No

*This is a summary of specific commitments contained in the grant applications.

Not every activity proposed or mentioned in the text of the proposals is included. Further, this summary is not intended as an evaluation of the quality of activity performance.

**Grants 71-A-005, 72-A-001, 73-DF-10-001, and 75-DF-10-0043 simply specify basic training programs will be conducted and do not indicate the number planned. Grants 77-DF-10-0006 and 77-ED-10-0004 contain conflicting information. Page 12 of these applications indicates 4 and page 15 says 2 basic village police programs will be conducted.

agencies such as the Alaska Court System, Department of Law, and Public Defender to accompany Troopers into the villages on training missions designed to contribute to the development of the criminal justice system. Progress reports place responsibility for the lack of involvement on the uninvolved agencies.

The Department was also unable to identify the location of all property issued to village police officers during the early years of this program. The Department was urged to undertake this task late in the program, and it should not be surprising that clothing and equipment issued over a three to five year period preceding the cataloguing efforts could not be located. The Rural Justice Survey found that in only four out of 34 villages with police officers trained in the Advanced Village Police Training program did the police official who was interviewed acknowledge receiving clothing or equipment from the Troopers. In most cases, village police officers indicated they provide their own clothing and equipment. If control of property issued to village police officers was required, the property control system was not adequate.

The largest and perhaps most important number of unaccomplished tasks was related to project evaluations. Evaluation was an expected part of the activities of each grant. Evaluation activities entailing implications for substantial effort are specified in several applications. In nearly all instances some efforts at performing the evaluation specified in the proposal were made; however, the evaluations usually did not match the commitments included in the applications. It appears that evaluations

took a low priority among program activities. Where research was completed little was done to record and report the results. Given the ambiguous goals of the project, evaluation of its achievements would be difficult under any circumstance. Nonetheless, periodic assessment as specified in the applications could have been used to further improve the program.

When considered in total, most fundamental operational activities of the project have been completed. The quantitative data alone is not sufficient, however, for judgments about the effectiveness and efficiency of the program. The Criminal Justice Planning Agency defined several specific areas where this study should provide qualitative effectiveness information. Each of these areas will be reviewed in the following pages.

CLASSROOM CURRICULUM

Two types of classroom training curricula were funded by the grants of this program. First, a "Basic Village Police Training" (BVPT) curriculum consisting of approximately 40 hours primarily of classroom instructional activity during a five day period. Second, an "Advanced Village Police Training" (AVPT) curriculum entailing a minimum of 160 hours primarily of classroom instruction in a police academy setting. During the seven years of this project, nine Basic VP Training sessions have been conducted at rural, regional centers in Western and Interior Alaska, and five Advanced VP training sessions have been presented at the Public Safety Academy in Sitka. Table 3 is a summary of grants, training sessions conducted, and total trainees attending each session.

Four BVPT sessions were held in Bethel with an average of

VILLAGE POLICE TRAINING
GRANTS, PROGRAMS
AND TRAINEES

<u>GRANT</u>	<u>LEAA FUNDS</u>	<u>PROGRAMS</u> ^x	<u>LENGTH</u>	<u>TRAINEES</u> ⁺
71-A-005 (6-71 to 4-73)*	\$ 55,232°	Basic Bethel (9-71) Basic Nome (9-71) Adv. Sitka (11-71)	1 week 1 week 4 weeks	40 22 15
72-A-001 (7-72 to 6-74)*	67,619°	Basic Bethel (9-72) Basic Nome (9-72)	1 week 1 week	46 36
73-DF-10-0001 (9-72 to 2-74)*	51,863°	Adv. Sitka (11-72)	4 weeks	15
73-DF-10-0016 (7-23 to 4-75)*	93,837°	Adv. Sitka (3-74) Basic Bethel (9-74)	4 weeks 1 week	25 47
75-DF-10-0043 (6-75 to 6-77)	153,201°	Basic Dillingham (1-76) Adv. Sitka (3-76) Basic Ft. Yukon (4-76)	1 week 4 weeks 1 week	13 21 16
77-DF-10-0006	100,180A	Basic Bethel (10-77)	1 week	39
77-ED-10-0004 (6-77 to 7-78)*	20,158A	Adv. Sitka (1-78) Basic Nome (4-78)	4 weeks 1 week	21 12
TOTAL	\$ 542,090	14	29 weeks	368

TABLE 3

-
- * Includes extensions granted.
 - + Includes all trainees recorded in each class session. Some individuals attended several different programs. (See Table 12 for actual number of people trained.)
 - x Due to overlapping of grants, it is not always possible to identify a training session with a specific grant.
 - ° Actual expenditures.
 - A Authorized expenditures.

43 trainees in each; three were held in Nome with an average of 23 trainees each; one session for 13 trainees was conducted in Dillingham; and one session for 16 trainees was presented in Fort Yukon. A session planned for Nome in 1974 was cancelled because of inadequate enrollment and the students were transported to Bethel for the training. Bethel, obviously, was the most successful location, due, perhaps, to the combination of a higher number of villages in the area and more aggressive recruitment by Troopers in the region. The student turnout, particularly in Bethel, can be interpreted as an endorsement by villages of such training. Although student evaluations of all sessions were not available, those that were must be characterized as complimentary of the quality training.

All four of the AVPT sessions held in Sitka were attended by 25 or fewer trainees. An effort was made to enroll 20 trainees in each of these sessions on the assumption that 20 is an ideal size for police training. The first two AVPT sessions fell below 20 students because only 20 people were invited to attend and several failed to arrive, did not stay, or were terminated because of misconduct. This situation was changed in later sessions as the Public Safety Academy invited a larger number of trainees to compensate for no-shows and dismissals. Overall, the average (mean) attendance for AVPT sessions was 19.6 trainees. The desire to attend the training seems to be indicated by the fact that considerably more people expressed an interest in attending the sessions than could ultimately be accommodated.

The curriculum content of the sessions is summarized in Table 4 (BVPT) and Table 5 (AVPT). Both the Basic and Advanced

TABLE 4

-27-

VILLAGE POLICE TRAINING
BASIC PROGRAM CURRICULUM
(One Week)

1971-75*		1976		1978	
<u>TOPIC</u>	<u>HOURS</u>	<u>TOPIC</u>	<u>HOURS</u>	<u>TOPIC</u>	<u>HOURS</u>
Introduction/ Orientation	2	Introduction/ Pre-tests	2	Introduction/ Pre-tests	1
Police Terms	1	Police Terms	1	Communication with AST	1
AST/VP Relations	1	AST/VP Relations	1	Police Procedures and Reports	1
Public Defender Role	2	Magistrate/VP Roles	2	Patrolling	1
District Attorney Role	2	VP/Village Relations	2	Criminal Justice System	1
ABC Board	1	Customary Law in Village	1	Court Procedures	2
Court System	1	Alaska Statutes	2	Substantive Criminal Law	6
Protecting Crime Scene	1	Criminal Law	2	Procedural Criminal Law	2
Criminal Law	2	Evidence/Crime Scene Preservation	2	Stop, Frisk, Arrest	1
Evidence	1	Laws of Arrest	2	Searches and Search Warrants	1
Laws of Arrest	2	Search & Seizure	2	Crime Scene Preserva- tion	1
Search & Seizure	2	Miranda	1	Evidence	1
Miranda	1	Alcoholism & Crime Reports	6	Miranda	1
Observation of Court	1	Come alongs, Handcuffing and Defense Tactics	4	Fingerprinting	1
Moot Court (Preparation and Practice)	6	First Aid	6	Hemorrhage and Shock	1
Reports	5	Mental Problems	2	Fracture and Splints	1
Handcuffing (Handling Prisoners)	4	Testing	1	Frostbite and Poison	1
First Aid	1			Bandaging	1
Mental Problems	2			First Aid Miscellan.	4
Testing	1			Handling Prisoners	3
TOTAL	39	TOTAL	40	Come alongs and Handcuffing	2
				Jail Operations	3
				Handling Mentally Disturbed Juveniles	1
				Testing	1
				TOTAL	40
* A few variations occurred		PLUS: Volunteer attendance		PLUS: Volunteer attendance	
		1. Evening training films on juvenile problems, Alcoholism, Police problems and AST recruitment		1. Evening training films	
		2. Graduation banquet		2. Graduation Banquet	

training curriculum was relatively stable for the first four years of the project. During these years the emphasis on establishing an understanding of the criminal justice system and its operation is conspicuous, particularly in the Basic training curriculum where over 90% of the training is related to the crime handling aspects of the village police job. The Advanced training provides a considerably broader coverage of information and skills for handling the types of public safety problems which village police may encounter. This difference in emphasis seems to have been reasonable in light of a heavy involvement of magistrates as trainees in the Basic Village Police Training session of 1971 and 72. Magistrates were not included in the Advanced programs. It is also reasonable in light of the original project goals of establishing and developing the criminal justice system in rural areas of the State.

The 1976 and 78 programs reflect a shift to a more comprehensive coverage of the knowledge and skills needed for handling village policing problems. Again, this shift reflects a narrowing of the Village Police Training focus to the preparation of Village Police for dealing with problems they are likely to encounter in villages. The content of these two programs was no doubt influenced by the information about the problems and responsibilities of village police collected during this period and by the addition of a full-time Village Police Training Supervisor who was knowledgeable about the cultural background and patterns of traditional people.

The available student evaluations of the AVP Training sessions are, almost without exception, highly supportive throughout the

TABLE 5

VILLAGE POLICE TRAINING
SUMMARY OF ADVANCE PROGRAM CURRICULUM
(Four Weeks)

1971-75*		1976		1978	
TOPIC	HOURS	TOPIC	HOURS	TOPIC	HOURS
Orientation/Admin./ Tests	26	Orientation/Admin./ Tests	16	Orientation/Admin./ Tests	17
VP/Role/Village Relations	4	Police Role & Ethics	3	Police Roles	1
Police Terms & Ethics	3	Patrol tactics & observation	4	Patrol tactics & observation	3
Patrol Tactics	2	Background and types of law	5	Background and types of law	4
Criminal Law, evidence search & seizure	10	Criminal Law, arrests, and searches	28	Criminal Law, arrest, search & seizure	37
Interviewing	5	Interviewing	2	Civil rights (interpretation)	2
Handling Complaints	3	Self-defense, swimming & physical training	21	Criminal Complaints	3
Defensive Tactics/Hand- cuffing	6	Crime Scene, evidence preservation	6	Self-defense/ Physical training	15
Crime Scene Preserva- tion	8	Traffic law/accident investigation	5	Crime scene, Evidence preservation	8
Traffic law	3	Reports and Report writing	4	Report writing	5
Report and Citation writing	4	Self-Preservation	2	Domestic Disturbance, browlers	3
Driving	3	Medical/First Aid	34	Drugs and Mental	4
Drugs and Alcohol	4	Fire preventing and fighting	8	Juvenile procedures	3
Juvenile Procedures	2	Firearms safety	4	Medical/First Aid	22
Medical/First Aid	15	Firearms qualifica- tions	8	Fire prevention, equipment, fighting	7
Fire prevention, equip- ment & fighting	8	Student presentations	12	Firearms classroom	3
Firearms policies/ safety	3			Firearms Qualifica- tions	8
Firearms care and qualifications	10			Fingerprinting	4
Watercraft safety/laws	1			Alaska CJ System	1
Fingerprinting	4			Public Defender Role	1
Polygraph	1			District Attorney Role	1
Independent projects	16			AST Role	
Courtroom testimony	1			Jail Booking & records	4
Moot Court	3			Other Miscellaneous	3
Physical exams	4				
Postmaster responsibilities	1				
Other Miscellaneous	5				
TOTAL	160	TOTAL	162	TOTAL	160

* Variations occurred during these years, but the Advanced Program was not substantially changed.

program. Pre/Post testing of students reflect reasonable increases in student scores on the final test given. Most students, when taught material comparable to that presented in the Trooper Basic Training program, earned approximately comparable scores on tests. Based on student testing conducted by the Public Safety Academy, the curriculum was well received by students and contributed to their knowledge.

Perhaps more important than trainee expressions of satisfaction with the training sessions is the issue of whether the training adequately prepares officers for their responsibilities as village police officers. Appendix D contains two illustrations of the situations with which village police officers must cope. Although all villages are to some extent unique, these seem to be in many respects representative. Villages are commonly isolated and without adequate funds for even the most fundamental public services. Frequently, less than 25% of the residents of a village are employed in a paying job. There are few public buildings and police office space, detention facilities, equipment and even transportation expenses for official business is not within the financial capacity of a village. The remote locations of most villages force the members of the village to be collectively self-reliant but individually dependent on others in the community. The police officer is no exception.

The sample activity logs illustrate the variety of responsibilities facing village police officers. They perform nearly every type of human service in the village. Nearly everything they do involves and affects other members of the community. They

TABLE 6

VILLAGE POLICE AND HANDGUNS
1977 - 78

VILLAGE	ALWAYS CARRY HANDGUNS	DO NOT CARRY HANDGUNS
Alakanuk	X	
Angoon	X	
Aniak		X
Chuathbaluk		X
Diomede	X	
Deering		X
Elim	X	
Gambell	X	
Kake	X	
Kiana		X
Kotlik		X
Kotzebue	X	
Koyuk	X	
Lower Kalskag	X	
Mekoryuk	X	
Marshall		X
McGrath		X
Noorvik		X
Olakanuk	X	
Savoonga		X
St. Marys	X	
St. Michael	X	
Selawik		X
Shaktoolik		X
Stebbins		X
Unalakleet		X
Upper Kalskag		X
<hr/> TOTAL (27)	<hr/> 13	<hr/> 14

have little in the way of physical devices such as vehicles, jails and file cabinets to make their duties easier. As indicated on Table 6 in spite of their remote locations, only about half of the police surveyed regularly carry handguns. They usually can count on support from (1) a village health aid, (2) village officials, (3) residents of the village and (4) in an emergency, the Alaska State Troopers. However, usually they must rely entirely on their own devices and ingenuity in dealing with human problems.

The most frequent problems they face involve: (1) interpersonal conflicts - usually to some extent the consequence of alcohol consumption, (2) health hazards such as stray dogs, reckless children, and intoxicated adults, and (3) villagers who need help. Except for incidents of personal and interpersonal violence stemming from arguments and disputes that are primarily alcohol related, felony crime is not a significant part of the village police job. This is not to argue that the criminal law should be dropped from village police training, but rather the emphasis should be placed on preparing officers to handle those tasks which are most demanding and difficult.

Responses to the Rural Justice survey indicate that inadequate training is the most frequently mentioned weakness of village police. Nearly two-thirds of the interviewees saw it as a problem. Table 7 is a summary of the areas of training mentioned by village police officers who were interviewed during the Rural Justice survey. Self-defense or protection especially in handling disorderly or intoxicated persons was the most frequently mentioned training need. This was followed by

TABLE 7

AREAS OF TRAINING SUGGESTED BY
ALASKA VILLAGE POLICE OFFICERS*

<u>SUBJECTS</u>	<u>NO. MENTIONS</u>
1. Self defense/subduing disorderly arrestees	20
2. Criminal laws (substantive)	17
3. First aid/EMT	16
4. Reporting (preparation and preservation)	15
5. Handling alcohol and drug users	15
6. Criminal procedures (court and legal)	13
7. Investigative techniques (interviewing, fingerprints, crime scene drawing, etc.)	11
8. Initiating arrests	10
9. Firearms use	9
10. Understanding local conditions (i.e. people, values, cultures)	7
11. Fire prevention/fighting	5
12. Village laws	3
13. Juvenile problems/vandalism	3
14. All other (i.e. individual rights, driving, coldweather survival, etc.)	7
TOTAL	<u>151</u>

* Based on interviews with police in 51 villages

substantive criminal law and handling emergency medical problems which were mentioned with nearly equal frequency.

Tables 8 and 9 give an indication of why emergency medical training is important to village police. According to Village Health Aids most of the health emergencies occurring in villages are directly related to situations which would normally receive police attention whether they occurred in a rural or urban area. For example, 21% were caused by fighting, 20% by vehicular accidents, 15% by suicide attempts, 10% from family fights and 2% from child mistreatment. Further, aside from the Village Health Aid the village police officer is the person most frequently contacted in medical emergencies.

Village police who discussed the problems that hamper them in the performance of their jobs constantly refer to human and social related situations (See Table 10).

Close study of the village police role and circumstances surrounding it leaves little room for doubt, village police officers have one of the most difficult jobs in the Alaska justice system. Their workload is usually not heavy nor do they frequently encounter serious felonies which require sophisticated investigative efforts. As harsh as it may sound, the fundamental problem of the village police officer lies in the fact that the major village police responsibility is the manipulation of people he knows and depends upon for his own physical and psychological well-being (i.e., his family, friends, neighbors and acquaintances) so as to keep them from situations where they might hurt someone else or themselves. Further, the manipulation, to be ultimately successful, must be handled in such a manner that it doesn't

TABLE 8

CAUSES OF MEDICAL EMERGENCIES
IN ALASKA VILLAGES: 1977-78*

<u>CAUSE OF INJURY</u>	<u>CASES</u>	
	<u>#</u>	<u>%</u>
Nonvehicular Accidents (often involving firearms)	170	24
Fights (nonfamily)	149	21
Vehicular Accidents	144	20
Suicide Attempts	105	15
Family Fights	67	10
Frostbite	31	4
Heart Attacks	27	4
Child neglect or abuse	16	2
	<hr/>	
TOTAL	709	100

* Obtained from interviews with village health officials in 55 villages.

TABLE 9

PEOPLE WHO MOST FREQUENTLY CALLED TO
HANDLE MEDICAL EMERGENCIES*

	NO. MENTIONS	RANK
Village Health Aid	50	1
Police	24	2
Nurse	12	3
Doctor	9	4
Paramedic	6	5
Traditional Medicine Person	3	6
Fish and Wildlife Officer	1	7

* Based on frequency of mention by Village health officials in 55 villages.

TABLE 10

SUMMARY OF VILLAGE POLICE COMMENTS
CONCERNING PROBLEM AREAS

(Source: 1978 Rural Justice Survey)

- Village police aren't accepted in village.
- Biggest police problem is disorderly and dangerous people.
- Must understand problems of people.
- Need to know how to judge and handle people.
- Village pressure on police.
- Conflict between people and officials.
- Need to know whether or not crime has been committed.
- People in village disagree with laws enforced by troopers.
- Village police training is minimal - doesn't help our police.
- Arresting relatives.
- Crime not big problem; alcohol abuse is.
- No funds for police.
- Must know language and culture.
- Maturity in decision making.
- Dealing with drinking people.
- How to arrest people without hurting them or getting hurt myself.
- Lenient courts; lack of criminal justice attention; need more probation investigation.
- Must put yourself in their place and understand their native culture.
- Need more training.
- Arresting drunks.
- Problem with drunks carrying dangerous weapons.

TABLE 10

- No money for police.
- Handling drunks must be firm but show tolerance; you must live with the people you arrest.
- Ability to talk with people including drunks; common sense.
- Handling family problems.
- Making arrests.
- Investigation should be taught.
- Handling drunks, paperwork.
- Speak language.
- Must have ability to talk with people; unafraid, interest in law and job.
- Having to arrest or correct relatives.
- Alcohol and marriage counseling.
- Must be patient; must know law and give proper advice.
- Objectivity in order to separate or confront family and friends.
- Need training in drug addiction and arrest procedures.
- Good judgment all cases need not end with an arrest.
- Understanding of culture and ways of people.
- Must be able to stand psychological effects of being disliked.

create an enemy from among any of the participants. Contrast this responsibility with that of an Alaskan State Trooper, District Attorney, or Judge - whose responsibility, vis-a-vis the villages, has been confined very tightly to manipulation of the laws - and the difficulty of the village police role can be better appreciated. The Village Police officer must often live with severe consequences for miscalculations in dealing with people while other criminal justice actors who make errors are screened from direct consequences by the social and physical separation of their lives from the village.

The Rural Justice Survey produced data which indicates that in spite of the difficulty of their role, village policemen do not have the formal classroom educational preparation of others in the Alaska justice system. Table 13 indicates that approximately 45% of the officers surveyed in 1978 had not completed high school. Therefore, it is reasonable to expect they would encounter difficulty in traditional classroom type training structures designed to provide traditional police and criminal justice knowledge and skills. In order for a Village Police Training program to be effective in preparing village residents who will be competent to handle and be satisfied with the responsibilities of a village police officer, it must include significant strategies for preparing trainees to cope with these problems.

The village police training curriculum has obviously been changed in the directions suggested by the preceding comments. The emergency medical and first aid instruction has been increased

significantly. The inclusion of emergency child delivery techniques was particularly well received by the most recent village police training. The recent improvements should be a beginning for additional updating of the curriculum.

One feature of the village police training classroom curriculum which deserves assessment because of its cost implications is the "Basic" and "Advanced" training structure. The division of the classroom component of the village police training program into "Basic" and "Advanced" sessions was based on two assumptions. First, the Basic Village Police training curriculum would provide a foundation of knowledge on which the Advanced Training would be built. Second, the Basic program would provide an opportunity for the assessment of an officer's potential for success in an Advanced Village Police Training session. Successful completion of a Basic session was, therefore, initially established as a prerequisite to admission to an Advanced training. This procedure was closely observed until the third Advanced Village Police Training session in 1974 when 18 of the 25 trainees (72%) were admitted without Basic training. Following this pattern, 30 of the 67 trainees (45%) who completed Advanced Village police training sessions between 1974 and 1978 did not have Basic training prior to attending the Advanced program.

This situation provided data for assessment of the contribution of the Basic curriculum to the preparation of trainees for the Advanced curriculum. People who completed the Basic school logically should have performed at a higher level and attained higher grades in the Advanced school. It

is interesting that they did not. The average final score, based on grades available, for an advanced session graduate who had not completed a Basic session was 81.7%, whereas the average final score for trainees who had been through a Basic Village Police Training Program was 80.6%. The completion of Basic VP Training curriculum prior to attending the Advanced program did not, in these instances, result in a statistically significant improvement in a trainee's performance in the Advanced Training school.

The concept of a short, intensive police training program conducted at locations convenient to people who need the training is sound. Further, the concept of using the Basic program as an occasion to study a trainee's performance and behavioral patterns -- especially in light of the high proportion of drop-outs -- prior to investing in a four-week training program may be useful. However, the Basic training should not be viewed as a prerequisite to attendance in Advanced training.

It is apparent, in conclusion, that the village police training curricula of both the Basic and Advanced program have been made more directly complementary to the role of a village police officer within the past couple of years. However, there are numerous issues and avenues that have potential for enhancing the value of the training and reducing its cost. Given the overwhelming problems of village police connected with social pressures and manipulation, the village police training curriculum critically needs to be strengthened in this area. Other examples of avenues open for making beneficial changes range from an evaluation of the type of weapons training

(the practical pistol course may be of limited value if over half the trainees do not carry handguns on their job) to an exploration of the appropriate location for training and the assumption that the appropriate class size is 20 students (researchers have in recent years produced evidence of an absence of relationship between class size and the student learning).

FIELD TRAINING

The field training component is, in many respects, the most unique aspect of the village police training program. Troopers stationed in the rural areas of the state, initially, were given the responsibility for providing instruction by working with village police officers who had completed a Basic Training session. This responsibility was quickly expanded to include the education of other village officials and residents about the concepts of crime and criminal justice.

Trooper training for the village police officer involved, in its ideal form, a two-fold approach. First, troopers would review complaints about criminal situations that had occurred in the village, and would proceed to instruct the village police officer on corpus delicti and appropriate procedures to be followed in investigating, reporting, and processing the case. He instructed the village police officer about those aspects of a case that should be handled by village police and those that could be performed by a trooper. Second, in the second year of the program, troopers were given Village Police Training Guides and suggested materials which they could follow -- in providing follow-up instruction

that was specifically related to the Basic Village Police classroom training. All traces of this material are now gone.

The general community education aspect of the program was left primarily to the discretion of each Trooper. The education provided included explanations of the importance and characteristics of village ordinances, the role of police and other criminal justice operatives and agencies, the importance of supporting good village police operations, and the authority and procedures of the Alaska State Troopers. However, it was not limited purely to criminal policing matters as, depending on the individual trooper, attention was also given to matters ranging from contract law to welfare application methods to testing of villagers for driver's licenses. Some troopers became, under this program, general consultants to the villages in their jurisdictions. The nature and extent of Trooper performance in this area, obviously, varied from trooper to trooper.

The accomplishment of this component of the project was made possible by funds for leasing aircraft. In addition to providing the Troopers with transportation needed for the field training, the availability of a continuously available aircraft, greatly facilitated the Trooper capacity to periodically or rapidly travel to remote villages.

The field training component was initiated in 1972 and was continued under the grant until 1975 at which time it was picked up with the regular budget of the Department of Public Safety. Village police field training by individual troopers and detachments in Western Alaska was still being conducted in conjunction with regular Trooper visits to villages in the

fall of 1978.

Available records concerning the activities initiated under this component of the program are, unfortunately, minimal. Appendix F contains samples of a Village Police Training Log and typical travel reports with notations about the training performed. There is apparently no documentation of the precise training completed in the village nor of village police officers' developmental progress. Further, none of the Village Police Training Guides nor suggested training materials could be located. This obviously makes objective evaluation most difficult.

Interviews of people involved can be used however as a basis for subjective evaluative data. It is quite apparent this component of the program had multiple long-term impacts aside from the training of village police officers. First, it provided Troopers with an opportunity to have contact and communication with residents of native villages. While at first blush this may not seem to be of major impact, it is in fact a very important activity. According to Lt. Loren Campbell, one of the Troopers originally involved in field training programs in the Bethel region, prior to the initiation of frequent visits to remote villages as a result of this grant, in the Bethel region the Yupik work (Tegusta) used for Trooper meant literally "man who takes away." A Trooper was apparently viewed as an executor of banishment, a view bound ultimately to produce problems between villagers and the criminal justice system personnel. Periodic trips into the villages for interaction with people in the villages laid the groundwork for an

understanding of the limits of criminal justice sanctions.

Second, the visits to villages served to educate Troopers to the problems, life styles, cultures, and practices of the villagers. The improvement of mutual understanding produced greater role consensus among the trooper and the village residents and officials.

Third, improved transportation enabled Troopers to contribute to the improvement of the general quality of life in villages. They carried water samples, interpreted bureaucratic and legal rules and regulations, transported injured, issued driver's licenses, and helped deliver babies along with performing untold additional services for which the local community had no alternative source of assistance.

Fourth, Troopers were able to establish relationships with village police officers which were psychological and physically supportative of the village police. Given the familiar milieu within which the village police had to work, such support was no doubt beneficial.

Finally, the troopers began transporting people from the Department of Law, Public Defender Agency and Court system into villages for court hearings and trials. Such experiences were without a doubt of educational value to these officials, and they may have contributed to the education of village officials and residents.

The instruction provided village officers tended to emphasize the "law enforcement" as opposed to the most common responsibilities of village police officers. According to grant records, as one would anticipate, village police arrests

increased most dramatically during the first few years of the program. The frequency with which village police contacted troopers for assistance also increased after the initiation of the program. It is clear that the training did have the impact which was anticipated in the project application.

This component of the grant, it seems to me, contributed to the development of village policing. It appears to have furthered the achievement of the ultimate project purposes. The effectiveness of the technique as a training strategy is supported by the fact that the Alaska State Troopers continue to rely on it even in the absence of grant funds.

Criticisms of this component must be leveled at areas aside from the effectiveness of the technique. Dennis Lund in his 1974 staff report on the grant appropriately identified two of these criticisms:^{1/}

It is the format by which the level of training is recorded and the attention given to individual problems in each village that is questionable. Documentation of training completed in the villages can be recorded with more emphasis on the progress of the trainee.

A second issue is the appropriateness of the field training emphasis on handling felony crimes rather than the problems normally faced by village police officers. It is true that the training did not include instruction in handling non-criminal police responsibilities.

¹
Memorandum on "Village Police Training (April 17, 1974),
p. 5.

A third criticism directed at this component of the program is that the field training, which should have been the primary concern of the activity was subordinated to the State Trooper responsibility for criminal apprehension. The records can be interpreted as providing some support for the validity of this criticism.

The field training strategy of this program, is properly utilized, has promise as an extremely effective technique for continuous police training in the remote areas of the State. A key to its effectiveness, however, lies in (1) the design of appropriate training objectives and materials that would be used, (2) the preparation of troopers to provide instruction and (3) the provision of monitoring and educational support services for field instructors.

TRAINEES

This program was designed for training (1) village residents and officials and (2) village police officers. As previously discussed, it is not possible with the resources available for this study to obtain precise information about the village residents and officials who received information as a result of the program. However, information concerning the village police trainee is available.

An extensive search of the available records produced a total of 292 people^{2/} from 101 separate villages who attended at least one of the village police training sessions (a

2

The enrollment counted separately for each training session will produce 368 trainees; however, approximately one-third of the people attended more than one session.

VILLAGE ELIGIBILITY STATUS

	Villages	Trainees
Eligible	55 (55%)	197
Ineligible	<u>46 (46%)</u>	<u>95*</u>
TOTAL	101 (100%)	292

TABLE 11

*Quarterly reports indicate that two people from ineligible villages trained in 1977 paid for their own participation.

complete list of all trainees, villages of employment, and programs attended is contained in Appendix E. At least 13 of these people were magistrates at the time they attended the program, hence approximately 279 were village police officers.

The 101 villages consisted of 55 "eligible" and 46 "ineligible" villages (See Table 11). One hundred ninety-seven trainees were from eligible and 95 from ineligible villages.

The training provided per student under this program ranges from attendance at one Basic Village Police Training session to the participation in two Basic and two Advanced Village Police Training sessions (See Table 12). Approximately 67% of the trainees attended only one Basic session, 10% attended only one Advanced session, and the remaining 23% attended two or more sessions. One trainee apparently attended one Basic and one Advanced program, and one trainee apparently attended two Basic and two Advanced sessions.

The issue of how many trainees are still village police has been raised several times in the periodic program progress reports. Accurate information concerning the question is difficult to obtain because of the normally low return of mailed questionnaires and the on-again, off-again work patterns of the village police officers. The information contained in project reports, however, suggests that from 20% to 30% of the trainees remain as village police officers.

The Rural Justice Survey was used as an instrument for obtaining verification of the DPS reports concerning village

VILLAGE POLICE OFFICER
PROGRAM ATTENDANCE

Program Attended	Trainees	
	No.	%
1. Only one basic VP training program	195	67
2. One basic and one advanced VPTP	55	19
3. Only one advanced VPTP	30	10
4. Two basic and one advanced VPTP	6	2
5. Two basic VPTP	4	1
6. One basic and two advanced VPTP	1	*
7. Two basic and two advanced VPTP	<u>1</u>	<u>*</u>
TOTAL	292	100

TABLE 12

*Less than .5%.

police trainee retention. Training records indicated 125 village police officers had been trained for 34 villages that were included in the Rural Justice Survey. The survey questionnaire was designed to obtain information about the status of these 125 former trainees. Some of the information obtained is summarized in Table 13. Twenty-five or 20% of the 125 officers trained over the past 7 years are still employed by the villages. Nearly half (8%) of those that are employed had been trained within three to nine months preceding the survey.

Since the survey involves approximately one-third of the participants in the program, it is reasonable to use the data as a basis for generalizing about the probable overall retention rate of trainees. It is highly likely that between 50 and 70 of the original 292 trainees are still employed as village police officers. It is highly unlikely that more than 70 of the 292 are still police officers.

Efforts to determine the precise employment and status of former trainees who are no longer village police officers were not very successful. Up to possibly 10% of these people now have positions as village or native corporation officials. A majority however, were characterized as being unemployed.

Regardless of the retention rate or the subsequent jobs of former trainees, the Department of Public Safety maintains -- quite correctly -- that the original purpose of the grant was also to educate village residents about the criminal justice system. Therefore, any former trainee who has learned about the system and remains in a village contributes to the

TRAINEE POLICE EMPLOYMENT
FOLLOWING TRAINING PROGRAM ATTENDANCE*

Length of Time in Policing Since Training**	Sample Village Police (N=125)	
	Number	Percent
Less than one year	10	8
1 to 2 years	5	4
2 to 4 years	4	3
4 to 6 years	2	2
Approximately 7 years	4	3
No longer employed as village police	100	80
TOTALS	125	100

TABLE 13

*Sample includes all people trained from 34 out of the total 10 villages (one-third) for which officers were trained.

**This data was collected in May 1978.

successful achievement of the project goals. If this was not the intent, then the main fault lies with the project goals.

The Rural Justice Survey provided data which can be interpreted as indicating that approximately 24% of Alaskan villages have no village police, 2% have part-time police, 2% are policed by resident Alaskan Troopers or Borough officers, and 73% have full-time village police officers. The lack of preparation (of village police officers, and the relative role of the DPS village police training in changing the situation can be assessed by reviewing Table 14. In the 73% of Alaskan villages that have full-time village police officers, 58% of the officers have no training. The 42% that have received training have received that training primarily from the village police training program. Fourteen percent have attended a Basic session, 8% have attended an Advanced program, and 5% have attended both a Basic and an Advanced session.^{3/} Consistent with previous estimates approximately 20% to 25% of the people in Alaska currently employed as village police officers have received village police training through this program. An additional 5% have attended the Municipal Police Training or the Police Short courses taught by the Alaska State Troopers.

3

For some reason not apparent to me, the highest retention rate was among people who completed a single Advanced school.

VILLAGE POLICE EDUCATION
AND TRAINING SURVEY*
(N=89)

Highest Educational Level Completed	Reported Police Training Completed															
	None		Only BVPT		Only AVPT		Basic and Adv. VPT		AK MPA		Other Basic Police Courses		Police Short Courses		TOTAL EDUCATION	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Less Than High School	28	31	8	9	2	2	2	2	0	0	0	0	0	0	40	45
High School Graduation	18	20	2	2	5	6	2	2	3	3	0	0	2	2	32	36
College Courses	2	2	3	3	0	0	0	0	1	1	1	1	0	0	7	8
2 Years of College	2	2	0	0	0	0	1	1	1	1	1	1	0	0	5	6
4 Years of College	1	1	0	0	0	0	0	0	0	0	1	1	0	0	2	2
More Than 4 Years of College	0	0	0	0	0	0	0	0	0	0	1	1	0	0	1	1
Unknown	2	2	0	0	0	0	0	0	0	0	0	0	0	0	2	2
TOTAL TRAINING	53	58	13	14	7	8	5	5	5	5	4	4	2	2	89	100

*Based on data collected in 37 villages that were employing village police in May 1978.

Percentages were rounded to nearest whole number.

TABLE 14

CONCLUSION

The full impact of the village police training program may never be precisely identified. It is clear, however, this program has had consequences far beyond the simple training of village police officers. The program facilitated, and likely stimulated, the adoption of many Anglo-American criminal justice methods in native communities. Whether these methods actually replaced traditional native ways, and if so, whether they are more effective than old ways cannot be determined by this study.

The classroom training sessions have evolved from indoctrination sessions about the structure and procedures of criminal justice to the teaching of job related skills which local officers need for performing village policing. Latitude still exists for increasing the relevancy of this training particularly in the areas of specific village police job skills and handling situations involving tense human interactions. In addition, fewer than 25% of the present village officers have received the training.

The "follow-up" or field training component which was an integral part of the program through 1973, seems to have been heavily focused on serious criminal matters infrequently faced by most village police officers. This approach, however, provided essential support for village officers, and served to educate the Troopers who were involved. It improved relations between the Troopers and villages, and has great potential as a basis for future efforts to improve village policing.

SECTION IV

PROGRAM COSTS

The Alaska Department of Public Safety has received a total of over \$542,000 during the past seven years from the Law Enforcement Assistance Administration for conducting Village Police Training. These monies have been substantially supplemented -- according to grant applications and available information -- by salaries for instructors and administration paid from the budgets of the Department of Public Safety, other state and local agencies, and even a few federal agencies. All told, the complete cost of this program -- although presently not completely calculable -- would surely total well over three-quarters of a million dollars.

Intangible benefits from the program appear to exist, but the tangible results are fewer in number. They include: (1) 14 training programs provided a total of 29 weeks or slightly over 6 months of training, (2) 292 people who have received classroom training related to law enforcement, criminal justice and in most instances, village policing, (3) broad curriculum outlines of village police training programs, (4) a village police manual of which all copies have been distributed, and (5) a substantial number of trip reports which reflect State Troopers numerous visits to rural Alaskan villages where Troopers usually assisted village police officers in the handling of criminal cases.

The Department of Public Safety has not pretended that this program is inexpensive. Their 1973 grant application explained the Department's position:4/

4

Application for 73-DF-10-0001 Grant, p. 3.

"We feel that no area of training is so vital but yet so expensive and only through LEAA support can a program of this type be a reality."

The Alaska Criminal Justice Planning Agency specifically requested measurement of the costs of the tangible results of the program as a part of this study and this section will attempt to provide meaningful cost figures related to these results.

OVERALL PROGRAM COSTS

A cost assessment of the accomplishments of each individual grant is complicated because of the overlapping of early grants. In addition, grants 71-A-005 (6-71 to 4-73), 72-A-001 (7-72 to 6-74), 73-DF-10-0001 (9-72 to 2-74), and 73-DF-10-0016 (7-73 to 4-75) included money for chartering aircraft to be used in field education in the villages. The last three grants have not included field training support; hence 75-DF-10-0043 (6-75 to 6-77) and 77-DF-10-0006 and 77-ED-10-0004 (6-77 to 7-78) can be more fairly evaluated by standard student credit techniques.

Table 15 contains a summary breakdown of the grant expenditures and production by reasonably distinct programs. The first four grants paid for both classroom training and field training. These grants were used to provide 17 classroom weeks at an average cost of \$15,797 per week. There were 246 trainees in these sessions at an average cost of \$1,092 per trainee. The average weekly cost per trainee was \$653.

Grant 75-DF-10-0043 supported six classroom weeks at an average cost of \$25,534 per session. Fifty trainees were in these sessions for an average cost of \$3,064 per trainee. The average cost for one week of training for one trainee was \$1,356.

TABLE 15

SUMMARY OF LEAA VILLAGE POLICE GRANT FUNDS EXPENDED
BY PROGRAM, TRAINEE AND TRAINING WEEK

GRANTS	LEAA FUNDS EXPENDED	CLASSROOM TRAINING		TRAINEES		
		Number of weeks	Average per week cost	Number	Average per trainee cost	Average per trainee week cost
71-A-005 71-A-001 73-DF-10-001 FT 73-DF-10-0016 (6-71 to 4-75)	\$ 268,551	17	\$ 15,797	246	\$ 1,092	\$ 653
75-DF-10-0043 (6-75 to 6-77) NFT	153,201	6	25,534	50	3,064	1,356
77-DF-10-0006 77-ED-10-0004 NFT (6-77 to 7-78)	120,338	6	20,056	72	1,671	891

TOTAL^a/Average^b \$ 542,090^a 29^a \$ 18,721^b 368^a \$ 1,473^b \$ 823^b

* These figures do not include salaries and other resources invested in the program by AST and other organizations.

FT: Program includes cost of leasing aircraft and instructor per diem for field training.

NFT: Program does not include field training in villages.

Per trainee/week = Average cost of one trainee for one week.

Grants 77-DF-10-0006 and 77-ED-10-0004 provided \$120,338 for six training sessions. This resulted in an average per week training cost of \$20,056. Seventy-two people were trained for an average per trainee cost of \$1,671. The average cost per trainee of one week of training was \$891.

The overall average cost for providing a one week village police training class was \$18,721. The average cost of supporting one trainee for a complete program was \$1,473. And the average cost of one week of training for one student was \$823.

Obviously, in spite of the fact that the first group of grants paid for both classroom and field training, the per unit costs of classroom training was lower than that of the more recent grants. This is attributable to two factors: (1) inflation has driven up the costs of transportation and materials, and (2) the salaries of a Supervisor of Village Police Training and a clerk have been added to the 1975 and 1977 grants. The total administration of the first four grants was paid by the Department of Public Safety general budget. If these personnel salaries had not been paid from grant funds, the average per week cost would have been \$13,422 and the average per trainee cost would have been \$1,118.

BASIC VS. ADVANCED TRAINING SESSION COSTS

The overall figures presented above are not adequate for a comparison of the cost of providing a one week Basic Training session and a four week Advanced Training session. Even though at first blush the Basic Training should be considerably less costly, when one considers that the grant paid transportation and per diem, the situation is less clear. The actual expenditures

for each type program could not be reconstructed due to the book-keeping system; therefore the figures contained in the grant applications are used in the following comparisons.

The most recent grants 77-DF-10-006 and 77-ED-10-0004 provided \$120,180 which funded two Basic Village Police Training sessions of one week duration and one Advanced session of four weeks in length. Based on the initial allocation of funds, a reasonable estimate for the cost in LEAA funds for a one week Basic Training program is \$24,700. Since a total of 51 students were enrolled in these two sessions, one week of Basic training costs an estimated \$844. On the other hand, the four week Advanced Training session cost an estimated \$71,781 or \$17,945 per week and \$854 per student (21) per week or \$3,418 per student for the four week program.

CONCLUSIONS

The addition of the salaries of a Village Police Training Supervisor and Clerk to the program may have reduced the cost of administering the grant for the Department of Public Safety and produced improvements in the training curriculum, but it also substantially increased the per student costs in LEAA funds. In addition to salary, the cost of travel for the supervisor has added considerably to the project costs. The supervisor's travel and per diem in the 1975 grant application was \$7,600 and in 1977 \$7,692.

The highest cost items in recent village police grants have been trainee transportation and per diem. For example, the 1975 grant application included the following allocation of funds:

Student transportation	\$ 26,000
Student per diem	51,665
Supervisor/instructor travel	9,400
Supervisor/instructor per diem	9,143
Total Grant \$153,201: Total travel & per diem	96,200

The 1977 grant contains a similar situation:

Student transportation	16,600
Student per diem	19,984
Instructor transportation	8,500
Instructor per diem	5,992
Contract meals (at DPS Academy)	9,208
Academy tuition for repair, etc.	5,500
Total Grant \$120,180: Total travel/housing/board	65,784

Efforts to reduce the costs of the village police training program must be focused primarily on transportation and per diem and/or housing.

It is interesting to consider the fact that it would be no more expensive in the long run to purchase aircraft and fly instructors into villages for individual tutoring sessions with village police than to transport all of the village police and the instructors to Bethel, Nome or Sitka. In the latter case travel and per diem has to be paid for both students and instructors; in the former only for instructors.

There is room for reducing the cost of this program. However, any sizeable reduction in costs would necessitate reducing the movement of trainees on commercial airlines from their villages to far-away locations such as Sitka for training. It might also be possible to shift the costs of the program to another organization. Several operations such as the Seward Skill Center and local high schools are already being subsidized by the State and Federal governments and by stimulating their entry into the field many of the program costs could be shifted to educational institutions.

SECTION V

SUGGESTIONS AND OPTIONS

The final task identified for this study was the definition of possible alternatives for improving training for Alaska police in rural villages. It seems apparent that the early emphasis of the Department of Public Safety village police training program on winning a complete substitution of the traditional Anglo-American model of law enforcement and criminal justice in the villages of Alaska has shifted. There seems to be a consensus among those who have been involved with the Village Police training program that in the future the emphasis should be on the preparation of village agents who will competently and conscientiously perform policing and public safety services needed by rural villages.

There is a general recognition that the situations which a village police officer must face and the methods he can use are different than those of a police officer in an urban area or even a State Trooper working the same rural region. Those who are familiar with the operations of urban police will recognize that the information reported in Section III and Appendix D is evidence of differences in the nature and level of village police workloads. Further, the village police officers themselves are not the same type people as those who normally become municipal police officers. They seem to be more traditional in attitudes and values, more comfortable with small group

ways, more committed to one village as the place for their lives and less determined and aggressive in the pursuit of materialistic values. On the whole, they also tend to have fewer years of formal classroom education. Finally, a village police officer must work in a much different milieu than an urban police officer. The village is probably the officer's home, as he sees it, for life. His social life is tied almost exclusively to the village people all of whom the officer knows personally and many of whom he must depend at times for survival. He is usually a sociable member of the village community first and a police officer second. This situation is accentuated by the fact that most villages are isolated places at periods throughout the year; therefore, a village officer cannot obtain assistance in an emergency in the same way as can an officer in a more urban area. Response to a police officer in trouble in Anchorage will most likely occur within seconds or minutes; in the village it will be hours, likely days and on occasion, weeks. Not much imagination is needed to visualize that differences in approach are needed under these difficult circumstances.

At this point in time, the precise nature of a village police officers work and related problems is still unknown. We do not know with any certainty how the village police job can, should or might be modified, and for sound village police training, it is important that information bearing on these areas be obtained and used as a basis for the curriculum of training programs.

RECOMMENDATION 1. The first step in improving village police training should be the accumulation of detailed information on the actual and desirable role, responsibilities and problems of village police officers.

This task has not been adequately completed to date, and is an essential component of effective training. A properly conducted training needs study should result in the identification of appropriate attitudes, knowledge and skills for competent and effective village policing. This information can be used for developing well defined "behavioral objectives" that will provide direction for specific curriculum content and structure. These behavioral objectives will provide the criteria for evaluating the effectiveness of the training.

A word of caution concerning the importance of this first recommendation may be in order. The evaluation of the past eight years of village police training has disclosed an impact vis-a-vis the overall program purposes. Such an evaluation obviously accepts the training objectives themselves as sound. This may not be true. To continue without an evaluation of objectives, and an appropriate curriculum for village police training may result in more long range harm to both the village police officers and the quality of village life than would occur if no training at all were given.

The second fundamental conclusion I have reached as a result of this study is that whatever reorganization of village police training is initiated, for the foreseeable future in most areas of the state it is critical that the Alaska State

Troopers continue to play an important role.^{1/} The reason for this conclusion is quite simply based on a recognition that the Department of Public Safety -- primarily through its Division of State Troopers -- provides the primary emergency support and assistance available to a substantial majority of the rural villages in the Western and Southern regions of the state. The relationship between the Troopers and village officers must be maintained if for no other reason than the sake of the village officers.

There are, however, other sound reasons. Trooper mobility throughout rural areas of the state -- originally facilitated by the Village Police Training program -- is a unique asset in training village officers. Trooper aircraft enable them to move routinely or in an emergency to remote settlements. This capability can be used to assist in follow-up village police training, evaluate village police officer performance and identify those in need of further training, facilitate police apprenticeship programs for newly trained officers, and provide for transportation of village officers to training sessions. The village police themselves apparently recognize the importance of the Trooper role, and in response to the Rural Justice Survey indicated the State Troopers to be their first choice for providing their training.^{2/}

1

The reason for the modifying clause "...in most areas of the state" is that where Borough organizations have replaced the AST, the Borough police should be involved.

2

The specific responses of village police officers concerning who should be responsible for training village police were (1) Alaska State Troopers = 62%; (2) Alaska Court System = 16%; (3) the villages themselves = 8%; (4) Alaska Police Standards Council = 7%; and (5) Educational institutions = 7%.

It seems at the present time no optimally -- perhaps even marginally -- effective village police training arrangements can be designed for serving most areas of the state which does not include the Alaska State Troopers.^{3/}

RECOMMENDATION 2 The Alaska State Troopers should increase their support for village police and of Alaska. Specific attention should be given to preparation of policy and procedural statements and action programs in these areas.

A third observation that I can make as a result of this study is related to a need to establish stable economic support for village police operations. Village police training will continue to have less than an optimum impact until methods of providing financial support for village police operations is developed. There simply is not the independent financial base in most regions of the State needed to support village policing. A review of the Rural Justice Survey data shows a minimum of 40% of the village police officers are supported by tenuous CETA funds. If these funds were to be terminated, as is currently being considered by the National Administration, well over one-half of the Native villages in this state will likely be left without funds for full-time local police.

As one might expect the salary levels of village police are presently a pittance.^{4/} The highest salary reported in the Bush Justice Survey was \$2200 per month. This was an unusually high salary for village police and may be explained by the fact that it is paid by the North Slope Borough. The

3

This conclusion also applies to the North Slope Borough Department of Public Safety; however, village policing on the slope is already the responsibility of the Deaprtment so its participation is assumed.

4

It is an interesting fact that some village police officers who attended village police training sessions received more from the per diem than they normally receive in pay for a comparable period.

low salary was \$65 per month and overall those villages with full-time police officers paid an average of \$837 per month. Such salaries are constantly being discontinued because of short falls in funds. Given this situation, it is understandable that a village police officer often views his job as a lower priority than hunting or fishing or a neighbor's opinions. Unless the situation is changed, entire village populations may eventually be trained as village police officers in the continuing effort to keep trained officers in each village.

RECOMMENDATION 3 Methods be developed and implemented for stabilizing the village police employment situation and reducing the turnover rate to reasonable levels.

Although the specific solution to the preceding problem was beyond the scope of this study, it might be addressed by (1) increased direct support from the State, (2) arrangements with native and private corporations, (3) arrangements developed under borough governments or (4) reorganizations within the Department of Public Safety. One of the most promising possibilities presently being considered is the initiation of a public safety officer concept within the Alaska Department of Public Safety -- an arrangement proposed by Inspector William Nix and Mr. James Messick for the Aleutian Region of the State. This arrangement, if properly integrated with local control, has potential for providing the stability needed to increase the long term impact of village police training to an acceptable level.

Even without this study, it was widely suspected that the expense of providing even minimal training for village

police officers might not be justified by the results. This study disclosed that if one simply looks at the number of village police trainees who are still employed as village officers this suspicion is most definitely accurate. The study also revealed however, that the original intent of the grants were broader than simply training village police and the program seems to have had significant consequences in these related areas.

When the focus of the program narrowed on the training of village police in 1975, however, the costs continued to remain high and in fact, increased. The increase appears to have been the consequence of the transfer of grant administrative costs from the Department of Public Safety to the grant. This situation is precisely the opposite of the intent of LEAA funding. LEAA funds should be committed to projects which can be maintained without LEAA support if they prove to be of continuing value. Village police training is an exercise that will probably be an essential element of quality policing in rural Alaska in the foreseeable future. In light of this situation, the Governor's Commission on the Administration of Justice should give serious consideration to stimulating the development of and providing support for quality village police training programs that have reasonable potential for becoming on-going operations without the continual commitment of LEAA funds to maintain the program.

RECOMMENDATION 4 The Governor's Commission on the Administration of Justice should encourage the development of proposals and plans for village police training projects that will, after an initial period of LEAA support, continue without further investment of LEAA funds.

There are a number of agencies which have potential for developing such a village police training program. The Alaska Department of Public Safety, which has amassed substantial experience as a result of previous training programs and would also have to cooperate with future village police training efforts in the field, must be considered in the forefront of those organizations with potential. Other such agencies include the Alaska Police Standards Council, Seward Skill Center, North Slope Department of Public Safety, regional high schools, and native corporations. From among these agencies, specific interest has been expressed by the Alaska Department of Public Safety, Police Standards Council and Seward Skill Center. In the absence of specific proposals, only general statements can be made concerning the advantages and disadvantages of each; however, general observations may be useful.

The Alaska Department of Public Safety certainly has advantages in developing a high quality and effective program. It has the field contacts and resources for follow-up training activity. It has an existing clientele in the sense that village attitudes toward the legitimacy of the trooper provision of village police training are already established. It has a substantial number of Troopers who collectively know more about the problems of village policing than any other people, except perhaps village police officers themselves, in the Alaska criminal justice system.

The problems related to the Department of Public Safety merit reiterating. First, the past projects conducted by the

the Department have been expensive and there has been no indication that the Department is able (or at least willing) to cut those costs. Obviously, since transportation and per diem is a segment of the costs, the continuation of segments of the program in locations requiring extensive travel will keep the costs high.

Second, the Public Safety Academy has as its primary mission the training of Troopers and Fish and Wildlife officers. This mission has resulted in the past in priority being given to those officers over the village police officers and the same is likely to occur in the future (i.e., the village officers have been housed in Sheldon Jackson College to keep the Troopers and Wildlife trainees at the Academy; and village police trainees have received video presentations of lectures being given in person to Trooper classes being conducted simultaneously with the village police school). This situation may hamper the DPS training staff in developing and presenting the unique type of program needed by village police.

Third, the Department of Public Safety Academy has traditionally focused its training activity on law enforcement rather than more general educational matters which need to be addressed in the village police training program. The question which must be answered involves whether the Academy is willing to conscientiously undertake instruction related to reading and writing which may be essential to training village police.

Fourth, an extremely significant question involves the Public Safety Academy's potential for establishing village police training as a program which will continue without LEAA support. The state

police involvement in village police training -- which goes back at least 15 years -- has always been supported by federal grants. The potential for a "hard fund" assumption of the costs in the regular Public Safety Academy budget is not very good. There is simply no significant amount of support for permanently expanding the Department's responsibilities in this area.

The Alaska Police Standards Council has not to date been involved in village police training. It does, however, have responsibility for establishing training and educational standards for Alaskan police and upgrading the quality of police training in the state. In recent times the Council has undertaken an active role in not only the coordinating and supervision of training programs around the state, but also the provision of training. These efforts have been supported by the Governor's Commission and the Criminal Justice Planning Agency. Since the Council has the ultimate responsibility for police training, its staff is obviously in a reasonable position to handle village police training.

At the present time, the Police Standards staff is not adequate to personally undertake a village police training effort. In order to actually conduct the training, additional personnel would be required. Since the Council has no facilities of its own, classroom space would probably have to be purchased. These situations are likely to result in the costs of village police training under the Council being even higher than for a program under the Alaska Department of Public Safety.

It has been suggested that the Alaska Police Standards

Council should receive LEAA funds which it would use to purchase village police training. This would facilitate Police Standards ability to coordinate police training in Alaska and maintain the standards which the Council feels are realistic and appropriate. It would also place responsibility on the Council for deciding the most appropriate agency for providing village police training. However, it would also add another set of decision makers between the Governor's Commission and the village police training program.

The Seward Skill Center is a stable part of the Alaska educational system. It has expressed an interest in entering the village police training field. It has prepared an eleven week curriculum which it proposes to offer in Seward. Its efforts have been supported by the Seward police department and endorsed by the Alaska Police Standards Council. It has adequate residential facilities for housing its trainees, and a history of providing integrated basic education and vocational programs for native students. It has as a major goal the preparation of Alaskans for vocations, hence, it offers the potential for continuation of a village police training curriculum as part of its regular programs. Finally, it claims to have the capacity to provide village police training at considerably lower costs per student week than has been the situation with the Public Safety Academy (i.e., the Skill Center estimates a program can be provided for less than \$200 per student week as compared to over \$800 for the Academy).

The disadvantages of the Center include its lack of experience in the field and inability to provide follow-up field training operations in the villages. Neither is it supported by village

police attitudes about its legitimacy as a police training operation. It would have to win village support. Any curriculum it develops would have to meet the Alaska Police Standards Council approval and it would have to maintain instruction standards which satisfy Police Standards. Perhaps the most difficult of these handicaps involves the inability to provide continuing support for village police officers in their home villages.

Considering the situation and available options, the most logical arrangement from the readily apparent possibilities would be the development of a cooperative program involving the Department of Public Safety Academy and the Seward Skill Center. The Center could oversee classroom training in which trooper instructors could be involved. The troopers and North Slope Borough officers assigned to rural areas could be prepared to oversee apprenticeship training in rural villages following the classroom sessions. Such an arrangement seems to have potential for reducing the costs and increasing the effectiveness of village police training.

RECOMMENDATION 5. The Governor's Commission should encourage a cooperative effort by police agencies and the Alaska Skill Center and other such agencies to develop and initiate an experimental training program for village police and Public Safety officers.

Such a cooperative arrangement might be developed by other organizations such as private groups and regional high schools. Ultimately such programs might be modified to permit people who wish to obtain village police training at their own expense prior to accepting a police position to do so. It might be an initial step toward relieving the public of some of the expenses involved in training police officers.

APPENDIX A

VILLAGE POLICE OFFICERS TRAINING PROGRAM
1965

WEDNESDAY - JANUARY 27, 1965:

8:00 - 9:00 AM	REVIEW OF TRAFFIC LAWS & REGULATIONS. (ACCIDENT REPORTING & INVESTIGATION, RECKLESS & DRUNKEN DRIVING, VEHICLE & OPERATOR LIC.)	TRP. ROBERTSON
9:00 - 10:00 AM	ALASKA LIQUOR LAWS & REGULATIONS	MR. BILL RAY
10:00 - 12:00 AM	STATE CRIMINAL CODE WITH REFERENCE TO VILLAGE ORDINANCES.	D.A.
1:00 - 2:00 PM	USE OF DEADLY FORCE IN EFFECTING AN ARREST.	TRP. ROBERTSON
2:00 - 5:00 PM	POLICE FIREARMS TRAINING. INDOOR RANGE FIRING. (PRELIMINARY REVOLVER INSTRUCTION, SAFETY).	TRP. HOWARD TRP. OEHLER

THURSDAY - JANUARY 28, 1965:

8:00 - 9:00 AM	LAWS OF ARREST.	TRP. ROBERTSON
9:00 - 10:00 AM	SEARCH & SEIZURE AND RIGHTS OF PRISONERS.	TRP. ROBERTSON
10:00 - 12:00 AM	FISH & GAME REGULATIONS	ADF & G
1:00 - 2:00 AM	SANITATION CODE VIOLATIONS	ADH & W
2:00 - 3:00 AM	SEARCHING & HANDCUFFING PROCEDURES.	TRP. IVERSON
3:00 - 4:00	VISIT TO STATE JAIL. REVIEW OF JAIL PROCEDURES FOR BOOKING STATE PRISONERS.	JAIL COMMANDER
4:00 - 5:00	VISIT TO STATE POLICE HEADQUARTERS.	S/SGT. BRADSHAW

EVENING: Students will be assigned to patrol with uniformed State Troopers.

FRIDAY - JANUARY 29, 1965:

8:00 - 10:00 AM	COLLECTION & PROCESSING OF CRIMINAL EVIDENCE.	TRP. ROBERTSON
10:00 - 12:00 AM	CRIME SCENE SEARCH - PRACTICAL EXERCISE. DEMONSTRATING USE OF POLICE INVESTIGATIVE EQUIPMENT.	INV. MONAGLE
1:00 - 3:00 PM	BASIC FIREFIGHTING PROCEDURES.	FIRE MARSHALL
3:00 - 4:00 PM	IDENTIFICATION PROCEDURES - FINGERPRINTING.	SGT. BARNETT
4:00 - 5:00 PM	BASIC POLICE REPORT WRITING & NOTE TAKING.	SGT. BARNETT

EVENING: Students will be assigned to patrol with uniformed State Troopers.

SATURDAY - JANUARY 30, 1965:

9:00 - 10:00 AM	PUBLIC RELATIONS & POLICE ETHICS.	CAPT. HOLIFIELD
10:00 - 11:00 AM	WHAT TO DO UNTIL THE STATE POLICE ARRIVE.	S/SGT. BRADSHAW
11:00	GRADUATION EXERCISES & AWARDING CERTIFICATES OF COMPLETION.	STATE & ASP OFFICIALS

APPENDIX B
BUREAU OF INDIAN AFFAIRS VILLAGE POLICE TRAINING

1966

FIRST WEEK

MAY, 1966

	16 MONDAY	17 TUESDAY	18 WEDNESDAY	19 THURSDAY	20 FRIDAY
9 - 10	Orientation		Individual Interviews	Orientation to program materials, photos	First Aid
10 - 11				History & origin - ASP and law enforcement	
11 - 12				Film: Under Pres- sure JPD	
12 - 1	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1 - 2			Interviews	Police & the community (Responsi- bilities, duties, ethics) P.R.	First Aid
2 - 3					
3 - 4					

SECOND WEEK

MAY, 1966

23
MONDAY

24
TUESDAY

25
WEDNESDAY

26
THURSDAY

27
FRIDAY

First Aid

First Aid

First Aid

Fish & Game

Fire Marshall

LUNCH

LUNCH

LUNCH

LUNCH

LUNCH

First Aid

First Aid

First Aid

First Aid

THIRD WEEK

May, 1966

	30 MONDAY	31 TUESDAY	June 1 WEDNESDAY	2 THURSDAY	3 FRIDAY
9 - 10		Criminal	Criminal	Criminal	Criminal
10 - 11	Holiday	Law	Law	Law	Law
11 - 12					
12 - 1	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1 - 2		Organiza- tion of	Crime	Crime	Crime
2 - 3	Holiday	Alaska Court System	Scene	Scene	Scene
3 - 4		(Emphasis on Dep. Mag's)	Proced's (Charting, Mapping, Sketching)	Photo	Finger- printing

FOURTH WEEK

June, 1966

	6 MONDAY	7 TUESDAY	8 WEDNESDAY	9 THURSDAY	10 FRIDAY
9 - 10	Collection	Firearms	Range (Practice)	Village Sanitation	Testimony
10 - 11	and Preservation	(Safety Lecture, film and dry runs)	(Pistols & shotguns)	(D.H. & W.)	
11 - 12	of Evidence				
12 - 1	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1 - 2	Crime Scene	Range Practice	Range (Record & Cleaning)	Officers Notebooks	(Mock) Trial
2 - 3		(Pistols & Shotguns)			

FIFTH WEEK

June, 1966

	13 MONDAY	14 TUESDAY	15 WEDNESDAY	16 THURSDAY	17 FRIDAY
9 - 10		Searching	Handling	Traffic	Alaska
10 - 11	Process	& Transport-	Mental	Law	Liquor
		ing prison-	Problems	(Theory)	Laws
11 - 12		ers. Searching Houses	(field techniques Safety pre- cautions, disposition		
12 - 1	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1 - 2	Process	Searching & Transporting Prisoners.	Interview Techniques	Traffic Law Application	Accident Investigation (Theory)
2 - 3		Searching Houses		(Checking OL Reg. Equip.)	
3 - 4					

SIXTH WEEK

June, 1966

	20 MONDAY	21 TUESDAY	22 WEDNESDAY	23 THURSDAY	24 FRIDAY
9 - 10	Police Report	Police Report	Police Patrol	Police Patrol	Final Practical
10 - 11	Writing (Theory) Including	Writing (Discussion Further exer-	(Practical) (1/2 class) Accident	(Practical) Accident Invest.	Exam
11 - 12	Accident	cises)	Invest. Scene	Scene	
12 - 1	LUNCH	LUNCH	LUNCH	LUNCH	LUNCH
1 - 2	Classroom Exercises	Police Report	Police Patrol	Police Patrol	Course Review
2 - 3	& Homework	Writing (Discussion & further exercises)	(Practical) (1/2 class) Accident	(Practical) (1/2 class) Accident	
3 - 4			Invest. Scene	Invest. Scene	

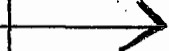
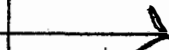
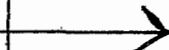
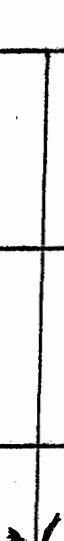
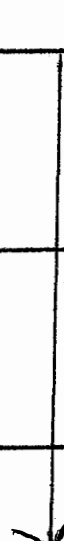
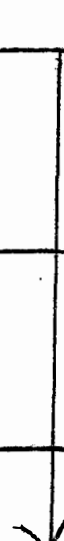
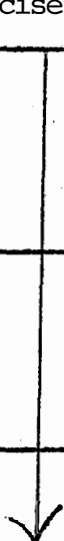
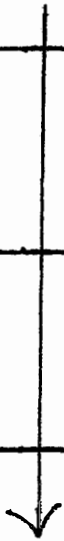
APPENDIX C

NEW CAREERS VILLAGE POLICE TRAINING

8:00	Basic Education							
9:00							Cleaning of Barracks & Inspection	
10:00								
11:00								
1:00 P.M.	Physical Conditioning							
2:00	Free Time							
	Counselling							
3:00	Basic Police Procedures Police Patrol & Observation	Handling Misdemeanor Complaints		Miscellaneous Requests for Pol. Services				
4:00								

8:00	Basic Education									
9:00									Cleaning of Dormitory & Inspection	
10:00										
11:00	Defensive Driving Techniques									
1:00 P.M.	Police Report Writing and Remedial Spelling									
2:00	Modern Trends in Corrections		Transportation & Restraint of Prisoners	Public Relations	Basic Correctional Procedures					
3:00										
4:00	Physical Conditioning									
	Self Defense									

8:00	Basic Education	Crime Scene Equipment & Exercise	Basic Education	Moot Court	Examinations		Departure to Duty Stations
9:00						Cleaning of Barracks & Inspection	-93-
10:00						Preparation for Commencement	WEEK
11:00							12TH
1:00 P.M.	Basic Correctional Procedures					Communications Procedures	CAREERS
2:00	Basic Criminal Investigation, Criminal Law & Criminal Evidence					Overview & Course Critique	NEW
3:00	Introduction to Photography					Scheduled Counselling Interviews	
4:00	Physical Conditioning						
	Self Defense						



NEW CAREERS 12TH WEEK

APPENDIX D

ILLUSTRATIONS OF VILLAGE POLICING SITUATIONS

ILLUSTRATIONS OF VILLAGE POLICING SITUATIONS

These illustrations are constructed from activity records prepared by village police and are based on actual villages. Facts have been modified to prevent identification of the officers or the villages.

SMALL VILLAGE POLICING

This village has a population of approximately 200 people (55% female, 45% male) and is located about 100 miles upriver from the next nearest village. It has no telephone, no roads, no automobiles, no airplanes, no criminal justice facilities, no magistrate, and only about 25 paid jobs. Very few people earn more than \$5,000 per year. Emergency communication is by BIA school radio, and the last time it was used for suicide, and it took 11 hours to get a Trooper. The village has two "part-time" police officers who average the workload between them. Their pay fluctuates depending on what the council can afford. There are 40 snow machines in the village and the village police patrol by sno-go or walk. Police claim most of their problems are alcohol related, and they normally handle intoxicated persons by taking them home and putting a family member in charge of them. Other times, when school is out they use a room in the school as a jail. If a "stranger" is causing problems, one of the officers may take the person to his own home until assistance arrives. ("I don't want drunks to drown or freeze.")

The village council handles nearly all people who cause problems. The village police usually report people who are doing wrong to the council and the council decides what to do. Last year the village police took approximately 40 people to

the council. The council at times fines people, sentences them to work, and gives them warnings. The Alaska State Troopers are called to the village, approximately 6 times a year. The police have about 200 complaints or problems to handle each year. The following is a sample of an active day for the police.

10:00 AM Chief on duty.

11:00 AM Chief took two people who had been sentenced by the council to repair the village clinic to work.

12:00 AM Chief handled a request to carry water in from a woman with a sick husband.

1:00 PM Chief check of "fine" workers.

1:30 PM Chief killed stray dog.

2:50 PM Coffee/lunch break

3:00 PM Chief released workers.

5:00 PM Chief patrolled village on foot.

5:15 PM Patrol completed: on call at home.

6:00 PM Chief off duty/officer on duty.

7:00 PM Officer has coffee break.

7:30 PM Officer patrolled village.

7:50 PM Patrol completed - on call at home.

10:00 PM On call at home.

12:00 PM Patrolled village

1:00 AM On call at home.

10:00 AM Chief on duty.

Examples of the serious police problems in recent years are suicide, assaults, disorderly conduct, roving dogs, and injuries by accident. The police normally do not carry handguns, but

sometimes use a firearm on sick or stray dogs. They do not have uniforms. They rely most heavily on Council members and the Village Health Aid for assistance with most problems which they cannot handle alone.

LARGE VILLAGE POLICING

This is a coastal fishing village with approximately 550 permanent residents. At times there may be nearly 1000 people in the village. Although there are no roads out of the village, it has an airstrip and scheduled commercial aircrafts. Within the village itself is approximately 2 miles of roads. Most villagers earn some cash by selling fish. The village school (K-8) has over a hundred students. Many outsiders visit the village including a few tourists and occasional foreign ships. The village has a commercial store, a few telephones, several radios, a health clinic, youth center, and a number of motor vehicles. An Alaska State Trooper is stationed approximately 45 minutes flying time away.

The village police department consists of a chief and two full-time officers. The chief has completed Basic and Advanced Village Police Training sessions, and one of the officers has attended a basic police officer training program. Police patrol by walking, personal motorcycle, and sno-go. The police chief uses his home as the police office. He maintains a file on police activities and the department handles about 30 complaints a month. The troopers are called about a dozen times each year for such things as illegal entries, assault and battery, disorderly conduct, and suicides. The village police sometimes carry handguns provided by the village and use handcuffs provided

by the Troopers. The village has a magistrate who handles approximately 10 cases a month. There is no local jail, but in an emergency, the armory is used. The village council has authorized the chief to hire guards to sit with prisoners in an emergency.

The following is a summary of a sample one day activity log:

8:30 AM	Received report of 13 year old who went to get wood at river and didn't return. Chief and officer began search of river area.
11:00 AM	Notified of plane load of booze landing at airport. Officer responded and watched people pick-up packages.
11:30 AM	Chief returned from search and got pilot to fly river in search of lost boy.
1:30 PM	Police officer shot and disposed of several stray dogs.
2:30 PM	Chief returned from search.
3:00 PM	Received word by telephone to village that lost boy was in another village 15 miles away.
4:30 - 6:00 PM	Received several complaints concerning drinking people.
6:10 PM	Received information of intoxicated person trying to pick a fight. Got person's brother to take him home and watch him.
7:45 PM	Some drinking guys in a boat nearly hit a woman who was fishing. Found them and warned that boat would be taken away.
9:00 PM	Blew curfew alarm and chased some kids home.
10:15 PM	Checked youth center pool hall.
11:00 - 5:00 AM	Patrolled and checked on family arguments and fights.

Although this was a relatively active and disorderly period, no arrest were made. The officers spent most of their time handling disputes.

APPENDIX E

VILLAGE POLICE TRAINEES

VILLAGE POLICE TRAINING PROGRAM

TRAINEES

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Akiachak (I)	Frederick, Sam	Bethel - 9/72	
	Kasayulie, Willie*	Bethel - 9/72	
	Pasitnak, George	Bethel - 9/71	
	Frederick, Golga	Bethel - 9/74	
	James, Isaac	Bethel - 9/74	
Akiak (E)	Egoak, Melvin	Bethel - 9/71	
	Nicolai, James	Bethel - 9/72	
	Ivan, Robert	Bethel - 9/74	76
	Jasper, John	Bethel - 9/74	
Akolmiut (E)	Chaliak, Chuck	Bethel - 9/71	
Akutan (I)	McGlashan, Thomas		74
Alakanuk (E)	Strongheart, George Jr.	Bethel - 9/71	71
	Patrick, Charles	Bethel - 9/72	74
	Harry, Albert J	Bethel -10/77	
	Shelton, Isidore W.	Bethel -10/77	78
	Weaver, Richard E.	Bethel -10/77	78
Aleknagik (I)	Bavilla, Henry	Bethel - 9/71	
	Etuckmelra, Mike	Bethel - 9/72	
Ambler (E)	Downey, Frank	Nome - 9/71	
	Gray, Walter	Nome - 9/72	74
Angoon (E)	Daetwiler, Gary L.	Bethel -10/77	78
	Nelson, Michael L.	Bethel -10/77	78
Aniak (I)	Brown, Peter		74
	McKindy, Bobby	Bethel - 9/71	
	Morgan, Leo	Bethel - 9/71	
	Morgan, Walter A.	Nome - 4/78	
	Kramme, James		78
Atmauthuk (I)	Hare, David	Bethel - 9/71	
	Nicholai, Andrew	Bethel - 9/72	

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Barrow (E)	Neakok, Saddle* Staudt, Paul	Nome - 9/72 Ft Yukon- 4/76	
Bethel (E)	Edge, Helen* Hoffman, Gary Kylook, Gabe	Bethel -- 9/72 Bethel - 9/72	76
Brevig Mission (E)	Olanna, Leonard Olanna, Thomas	Nome - 9/72 Nome - 9/72 Ft Yukon- 3/76	72 76
Buckland (E)	Ahkpuk, Jesse Hadley, Louis** Nelson, Lee	Nome - 9/72 Nome - 9/72 Ft Yukon- 3/76	76
Chefornak (I)	Erik, John Tunuchuk, Peter Tunuchuk, Hubert	Bethel - 9/71 Bethel - 9/72 Bethel - 9/74	72
Chevak (E)	Matchian, Felix Stone, John R. Taniegak, Tony John Imgulrea, Peter Smart, Hank	Bethel - 9/71 Bethel - 9/74 Bethel - 9/74 Bethel - 10/77 Bethel - 10/77	78 78
Chuathaluk (I)	Matchian, Felix Suel, Kenneth Phillips, Philip S. Phillips, Robert R.	Bethel - 9/71 Bethel - 9/74 Nome - 4/78 Nome - 4/78	
Crooked Creek (I)	John, David	Bethel - 9/71	
Deeving (E)	Moto, Emerson Moto, Jerry D. Schwind, Bernard Scott, Elmer	Nome - 9/71 Nome - 9/72 Ft Yukon- 4/76 Bethel - 10/77	
Diomedes (E)	Kunayak, Andrew J.	Nome - 9/72	
Eagle (E)	Erick, John Jr. Juneby, Robert	Ft Yukon- 4/76 Ft Yukon- 4/76	
Eek (E)	Carter, Sam Brown, Frank Nicholai, John W. Brown, Walter	Bethel - 9/71 Bethel - 9/72 Bethel - 9/74 Dillingham 1/76	71 76

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Elim (I)	Amaktoolik, William	Nome - 9/71	
	Aukon, Garretts	Bethel - 10/77	
Emmonak (E)	Moore, Fred	Bethel - 9/71	
	Manumik, William	Bethel - 9/72	72
	Kozenenikoff, Alexie	Bethel - 9/74	
	Yupanik, Phillip J.	Bethel - 9/74	76
	Paul, Kenneth	Bethel - 10/77	
Fortuna Ledge (E)	Evan, Charlie	Bethel - 9/71	
	Oney, Ken	Dillingham 1/76	74
	Sergie, Andrew	Dillingham 1/76	76/78
	Coffee, Alex	Bethel - 10/77	
Ft. Yukon (E)	Thomas, Albert	Ft Yukon- 4/76	
	Warner, Paul	Ft Yukon- 4/76	
	Herbert, Paul	Ft Yukon- 4/76	
Gambell (E)	Oseuk, Aaron	Nome - 9/71	71
	Apangalook, Leonard*	Nome - 9/72	
	Apatiki, Michael	Nome - 9/72	74
	Niksik, Stephen	Nome - 9/72	72
	Campbell, Waldimar	Bethel - 9/74	
	Silook, John	Bethel - 9/74	
	Siwooko, Ferrin	Bethel - 10/77	
Golovin (E)	Amarok, Bobby		74
	Punguk, Thomas	Nome - 9/72	
Goodnews Bay (I)	Smith, John	Bethel - 9/72	
	James, John	Bethel - 9/73	
Grayling (E)	Nicholi, Gabriel	Bethel - 9/72	
Holy Cross (E)	Edwards, Moses	Bethel - 9/71	
	Anthony, James	Bethel - 9/71	
	Walker, Darryl	Bethel - 9/72	
Hooper Bay (E)	Hoelscher, Damien	Bethel - 9/71	
	Lake, Peter	Bethel - 9/72	72
	Napolean, Janet*	Bethel - 9/72	
	Friday, Peter	Bethel - 9/74	
	Tall, Andrew J.	Bethel - 9/74	
	Olson, Eric	Dillingham 1/76	
	Smith, Bob	Bethel - 10/77	76

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Iqiuqig (I)	Paine, Andrew	Bethel - 9/72	
Kake (E)	Jackson, Joel	Bethel - 10/77	78
Kalskag (I)	Smith, Paul		74
Kasigluk (presently Akolmiut) (E)	Active, Matthew	Bethel - 9/71	
	Andrew, Yeako	Bethel - 9/72	
	Brink, Yako*	Bethel - 9/72	
	Brink, Peter	Bethel - 9/74	
Kiana (E)	Barr, Lee	Nome - 9/71	71
	Blastervold, Amelia*	Nome - 9/72	
	Smith, David J.	Nome - 9/72	
	Douglas, Daniel	Bethel - 10/77	
	Gooden, James		74
Kivalina (E)	Adam, Bert	Nome - 9/71	
	Hawley, Ernest	Nome - 9/72	
	Koenig, Albert	Ft Yukon - 4/76	76
Kipnuk (I)	Amik, Issaac	Bethel - 9/71	71
	Paul, Paul	Bethel - 9/72	72
	Carl, Karl	Bethel - 9/74	
Klawock (E)	Thomas,, James		78
	Smith, Ernest		78
Kobuk (I)	Custer, John D.	Nome - 9/72	
Kokhanok (I)	Rickteroff, William	Bethel - 9/72	
Kongiganak (I)	Lewis, James	Bethel - 9/71	
	Mute, Tommy	Bethel - 9/72	
	Otto, Evan	Bethel - 9/74	
Kotlik (E)	Wasuli, Aloysires		74
	Savetilik, Clarence E.	Bethel - 9/74	
	Yunak, Peter J.	Bethel - 9/74	
	Kameroff, Patrick P.	Bethel - 10/77	78

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Kotzebue (E)	Gallahorn, John		76
	Lunduski, Larry		76
	Salazar, Carlos		78
	Swan, Kath		78
	Jones, Frankie	Nome - 9/71	
	Henry, Phillip	Nome - 9/72	
	Gregg, Fletcher F.*	Nome - 9/72	
	Downey, Alfred	Ft Yukon - 4/76	
	Rossi, Roy	Bethel - 10/77	
Koyuk (E)	Charles, Robert	Nome - 9/71	
	Douglas, Clarence	Nome - 9/71	71
	Kimoktoak, Allen	Nome - 9/72	
	Kavairlook, Frank	Bethel - 9/74 & 10/77	
Kwethluk (I)	Mann, Timothy	Bethel - 9/71	
	Alexie, Alex	Bethel - 9/72	
	Alexie, Gabriel	Bethel - 9/74	
Kwigillingok (I)	George, Edward Sr.	Bethel - 9/71	
	Phillip, Tony	Bethel - 9/72	
Little Diomede (I)	Iyapana, Ernest	Nome - 4/78	
Lower Kalskag (E)	Evan, Crim	Bethel - 9/71 & 10/77	71
	Crisco, John	Bethel - 9/72	
	Phillips, Crimet	Bethel - 10/77	
Manokotak (E)	Gloko, Chris	Bethel - 9/71	
	Itumulria, Carl	Bethel - 9/72	
	Etuckmelra, Mike	Dillingham 1/76	
	Kusma, Evan	Dillingham 1/76	
	Wassillie, John	Dillingham 1/76	
McGrath (I)	Hart, Richard L. Sr.	Bethel - 10/77	
Marshal (I)	Moxie, John	Bethel - 9/72	
	Sergie, Andrew N.	Bethel - 9/74	
Mekoryuk (E)	Smith, Dale	Bethel - 9/71	
	Edwards, Bob	Bethel - 9/72	
	Shavings, Hilma**	Bethel - 9/72	
	Abraham, David	Bethel - 10/77	
	Edwards, Bob Sr.	Bethel - 10/77	

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Mentasta (I)	Sanford, Huston		74
Mt. Village (E)	Thompson, Ephrim	Bethel - 9/71	72
	Bean, Marie*	Bethel - 9/72	
	Guidry, Teddy E.	Bethel - 9/74	
	Aqwiak, Norman G.	Bethel - 10/77	78
Napakiak (E)	Willie, James	Bethel - 9/71	71
	Nelson, Daniel	Bethel - 9/72	76
	Jimmy, Allen	Bethel - 9/74	
	Willie, Fritz	Bethel - 9/74	
	Paul, Steven H. Sr.	Bethel - 10/77	
	Wassillie, Allen	Bethel - 10/77	
Napaskiak (E)	Clark, Paul	Bethel - 9/72	
	Cyirl, Kalela	Bethel - 9/74	
	Steven, Zacharais	Bethel - 9/74	
Newhalen (E)	Anelon, Henry	Bethel - 9/72	
New Stuyahok (I)	Kusma, Evan	Bethel - 9/72	
Newtok (I)	Evan, Jack	Bethel - 9/71	
	Kassaiuli, Karl M.	Bethel - 9/74	
	Usugan, John P.	Bethel - 9/74	
Nightmute (I)	Tom, Peter	Bethel - 9/71	
	Mike, Joe	Bethel - 9/72	72
	Amadeus, John F.	Bethel - 9/74	
Noatak (I)	Luther, Peter	Nome - 9/71	
Nome (I)	Aukongak, Morgan	Nome - 9/71	
	Murdock, Edward	Nome - 9/71	
Nondalton (I)	Hobson, Davis		74
Noorvik (E)	Sheldon, Richard		74
	Jack, Timmy	Nome - 9/71	
	Snyder, Jackie C.	Nome - 9/72	
	Russell, Walter	Ft Yukon - 1/76	76
	Nay, Kim E.	Bethel - 10/77	

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Nunapitchuk (presently Akolmiut) (E)	Tikium, Henry	Bethel - 9/72	
	Andrew, Thomas T.	Bethel - 9/74	
	Chris, Zachariak	Bethel - 9/74	
Old Harbor (I)	Christiansen, Emil		74
Pedro Bay (I)	Jacko, Norman	Bethel - 9/71	
Pilot Station (I)	Evan, John	Bethel - 9/72	
	Heckman, Charles	Bethel - 9/74	78
	Minock, Peter		78
Pitkas Point (I)	Lamont, Raymond	Bethel - 9/72	
Platinum (I)	Williams, Henry		78
	Small, Henry	Bethel - 9/74	
Point Hope (E)	Oviuk, Ronald	Nome - 9/71	
	Frankson, David O.*	Nome - 9/72	
	Oktollik, Martin O.	Nome - 9/72	72
	Tuzroyluk, Sayars R.	Nome - 9/72	72
	Killigolk, Isaac	Ft Yukon- 4/76	
Port Lyons (I)	Yurioff, William		74
Quinhagak (I)	Mark, John	Bethel - 9/71	
	Hill, David	Bethel - 9/72	
	Jones, John	Bethel - 9/72	
Russian Mission (E)	Pitka, William	Bethel - 9/71	
	Changsak, Matthew	Bethel - 9/74	
	Pitka, Yako Sr.	Dillingham 1/76	76
Savoonga (E)	Noongwook, Henry	Nome - 9/71	
	Pelowook, Gilbert	Nome - 9/71	71
	Gologergen, Ray	Nome - 9/72	
	Pelowook, Carl	Dillingham 1/76	
	Waghiyi, Fritz	Dillingham 1/76	76
	Kava, Bob Jr.	Nome - 4/78	
	Noongwook, Elvin	Bethel - 10/77	
	Nome - 4/78		

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
Scammon Bay (E)	Akerelrea, Carlie P.	Bethel - 9/71	
		Bethel - 10/77	78
	Aguchak, Aloysius	Bethel - 9/72	
	Ulak, Anthony	Bethel - 9/74	
		Dillingham 1/76	76
		Dillingham 1/76	76
	Kaganuk, Naaman	Bethel - 10/77	78
Selawik (E)	Jones, Bert	Nome - 9/71	71
	Greist, Franklin	Nome - 9/72	
	Foster, Tillman	Bethel - 10/77	
	Ticket, Allen	Bethel - 10/77	
Shaguk (I)	Wulf, Earl	Bethel - 9/72	
Shaktoolik (E)	Katchatag, Clarence	Nome - 9/71	
	Takak, Dan	Bethel - 9/74	
	Tooktoo, Srederick	Bethel - 9/74	
	Sampson, Thomas	Bethel - 10/77	
Sheldon Point (I)	Afcan, Joseph	Bethel - 9/72	72
Shishmaref (E)	Sinnok, James A.	Nome - 9/72	74
		Bethel - 10/77	
	Olanna, Jacob		74
Shungnak (E)	Cleveland, Levi	Nome - 9/71	71
	Cleveland, Reginald	Nome - 9/72	
	Sun, Roy		74
Sleetmute (I)	Derendy, Steve	Bethel - 9/72	
Stebbins (I)	Southall, Terrencs A.	Nome - 9/72	
	Matthias, Albert H.	Nome - 4/78	
	Pete, Frank A.	Nome - 4/78	
	Tom, Raphael P.	Nome - 4/78	
	Washington, Joseph D.	Nome - 4/78	
	Lyon, Joseph		74
St. Marys (E)	Kinzy, Hohn	Bethel - 9/71	71
	Afcan, John	Bethel - 9/72	74
	Cowboy, Sebastian*	Bethel - 9/72	
	Kinzy, Peter	Bethel - 9/74	
	Polty, Elias W.	Bethel - 10/77	78

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>
St. Michael (E)	Washington, Albert	Nome - 9/71	
		Bethel - 10/77	
	Lockwood, Charles	Bethel - 9/74	
	Abouchuk, Peter E.	Bethel - 10/77	
St. Paul (E)	Kashevarof, Andy		74
	Frisby, David		74
Teller (E)	Kakaruk, Edward	Nome - 9/71	71
	Kugzruk, Rodney V.	Nome - 9/72	
	Menadelook, Norman	Ft Yukon - 4/76	76
Tetlin (I)	David, Roy		74
Togiak (I)	Ayojiak, Moses	Bethel - 9/72	
Toksook Bay (I)	Bill, David Sr.	Bethel - 9/71	
	Charlie, Willie	Bethel - 9/72	
	Chagluak, Ben		74
Tuluksak (I)	Japhet, Nicholai	Bethel - 9/71	72
	Alexie, Peter	Bethel - 9/72	
Tuntutuliak (I)	Andrew, Paul	Bethel - 9/71	
Tununak (I)	Hooper, Martin	Bethel - 9/71	71
	Patrick, Andy	Bethel - 9/72	
	Lincoln, Dick*	Bethel - 9/72	
	Flynn, Paul	Bethel - 9/74	
	Oscar, David	Bethel - 9/74	
Unalakleet (E)	Soxie, Albert	Nome - 9/71	71
	Anagick, Lowell*	Nome - 9/72	
	Katchatag, Fred Jr.	Nome - 9/72	72
	Toshavik, Randolph	Bethel - 9/74	
	Johnson, Frank	Bethel - 10/77	
	Dwenkar, David		74
Upper Kalskag (I)	Passamika, Fred	Bethel - 9/71	
	Sigley, Thomas	Bethel - 9/72	72
	Kameroff, Paul N. Jr.	Nome - 4/78	
	One, Frank P.	Nome - 4/78	

<u>VILLAGE</u>	<u>STUDENT</u>	<u>BASIC PROGRAM</u>	<u>ADVANCED PROGRAM</u>	
Wainwright (E)	Driggs, Albert	Nome -	9/72	
	Kagak, Luke	Nome -	9/72	
	Aveoganna, Jim*	Nome -	9/72	
	Driggs, Robert	Ft Yukon-	4/76	76
Wales (E)	Ongtawasruk, Clarence*	Nome -	9/72	
	Seetook, Raymond N.	Nome -	9/72	
White Mountain (E)	Lincoln, Alfred	Nome -	9/72	
		Ft yukon-	4/76	76
	Kowchee, John	Bethel -	9/74	

I = Not on Indian Desk Eligibility list

E = On Indian Desk Eligibility list

* Magistrate

APPENDIX F

VILLAGE POLICE TRAINING LOGS AND REPORTS

DEPARTMENT OF PUBLIC SAFETY
TRAVEL REPORT

Duty Station BETHEL
Division AST

Location Visited	Times	Date	Purpose	TR or 05s	Cost Aircraft Time
Dpt BETHEL	10:50am	9-5-74	INV.	State A.C.	"
Arr ALAKANUK	12:03pm	"	"	"	"
Dpt ALAKANUK	2:55pm	"	"	"	"
Arr EMMONAK	3:03pm	"	"	"	"
Dpt EMMONAK	5:10pm	"	"	"	"
Arr BETHEL	6:30pm	"	"	"	2.9
Dpt					
Arr					
Dpt					
Arr					
Dpt					
Arr					

V.P.

Total 2.9

Synopsis of Trip: Complaint number; Etc.
Attach yellow copies of TRs and/or SA-05s

ALAKANUK - FURTHER INV. INTO
F-0925. F-0920 - INJURY
TO BUILDINGS.

EMMONAK - CORONOR INQUESTS
ON ARLO L. CRAWN & ALFRED
MOSES.

ASSISTED BY VILLAGE
POLICE APPROX. 6 HOURS

(Use back if necessary)

Snowmachine patrol - Where _____

_____ Hrs @ \$2.25 .

_____ Miles
(Private owned vehicle)

Per Diem yes ~~XXX~~ no

Signature Paul E. Bartlett

Approved Det. J. M. Campbell

TO: Detachment Commander

(This portion to be completed by Division)

F Detachment

RE: Per Diem Claim of P. BARTLETT
Name

Air Miles 340

Dates Claims Covered 9-5-74

Auto Miles _____

Purpose INV. OF COMPLAINTS &
CORONOR'S INQUESTS.

Snowmachine Miles _____

Days (1)

Per Diem \$ No

NOV 8 74

File
73 DFI-0016

- SAC DIRECTOR
- CHIEF PLANNER
- DEPUTY PLANNER
- ASST. PLANNER
- COMM. PLANNER
- ADMIN. OFFICER
- FINANCIAL OFF.
- FIELD TRNG. OFF.

TO: [Stan Stauffer
Admin. Officer

DATE : Sept. 2, 1974

FROM: *John* Sgt. Lorn M. Campbell
"F" Detachment
Bethel, Alaska

SUBJECT: Village Police Training
Report 7-29 to 9-1-74

During the months of 7-29 to 9-1-74 A.S.T. flew a total of 18.9 hours with A.S.T. Aircraft of this 10.9 hours were on Village Police Training work, the remainder was spent on criminnal Investigation.

The following Villages with Village Police were contacted with 49 hours spent in Village Police Training.

1. Kwethluk
2. Quinhagak
3. Eek
4. Aniak
5. Tuntutuliak
6. Newtok
7. Goodnews Bay
8. Emmonak
9. Mekoryuk
10. Hooper Bay
11. Kotlik
12. Alukanuk
13. Shageluk
14. Sleetmute
15. Napakiak
16. Napaskiak
17. Chevak

Time was also spent in the following villages with Councils that don't have Village Police.

1. Holy Cross
2. Anvik
3. Grayling
4. Chauthbault
5. Crooked Creek
6. Red Devil
7. Stoney River
8. Sheldon Point

An additional 45 hours was also spent as Administrative Time on preperations for a Village Police Training School to be held in Bethel September 9 through the 13th. Bringing the total overall time spent on Village Police Training to;

FLYING 10.9 Hours
Training in Village 49 Hours
Administrative 45 Hours

Total 104.9 Hours.