

**Organizational, Effectiveness and
Efficiency Study of the
Police Department**

WILTON MANORS, FLORIDA

FINAL REPORT

May 27, 2005

Dhillon Management Services
LOCAL GOVERNMENT CONSULTING

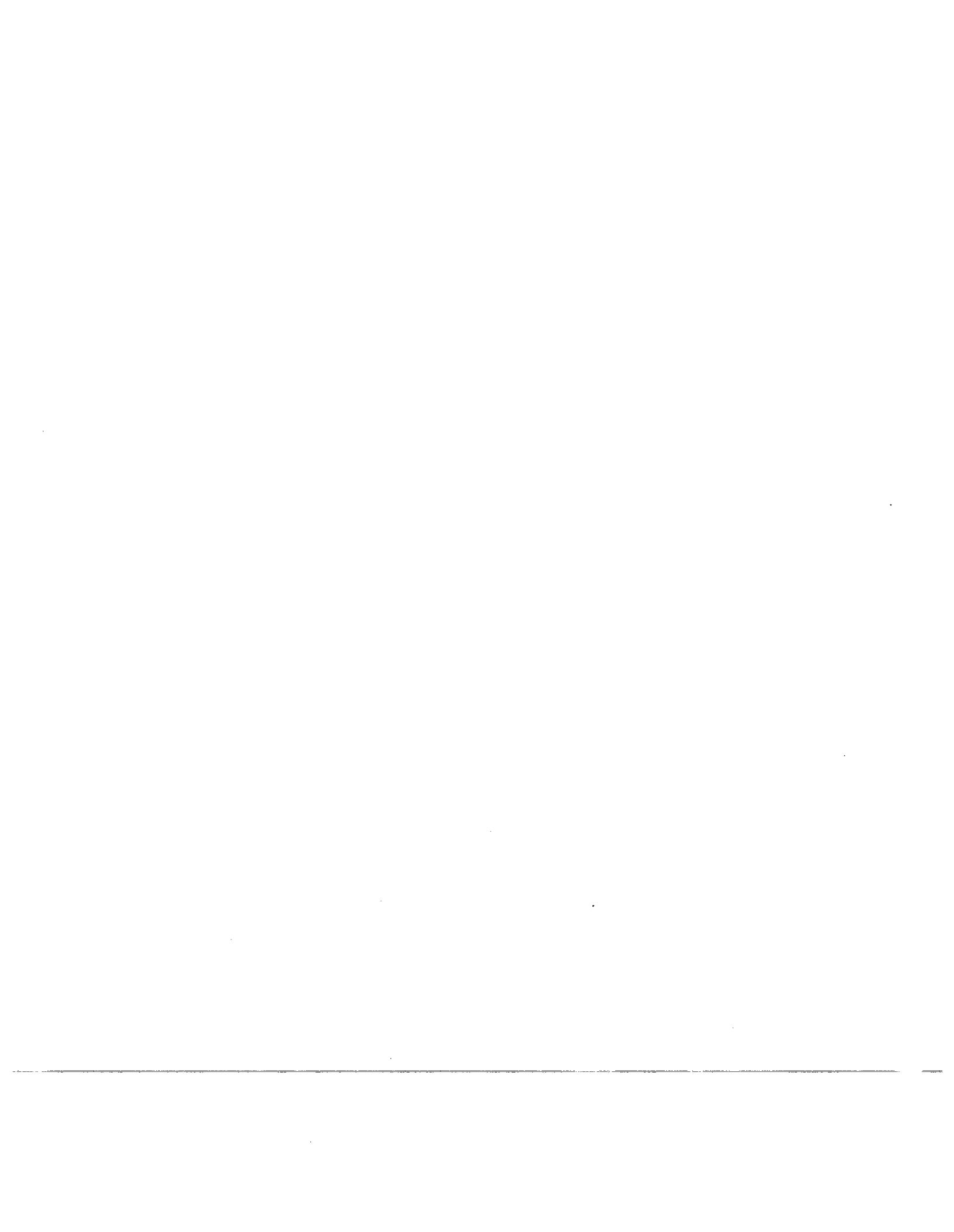


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May 27, 2005

Joseph L. Gallegos, City Manager
City of Wilton Manors
524 NE 21 Court
Wilton Manors, FL 33305

Dear Mr. Gallegos:

Dhillon Management Services is pleased to present the Final Report of the Organizational, Effectiveness and Efficiency Study of the Police Department.

As detailed in the body of this report, a major factor impacting the efficiency, effectiveness and fiscal well being of the Department and operations is the significant void that exists in the areas of managerial and administrative experience and expertise. As a result, the Department lacks focus, accountability and effectiveness in delivering services to the community. The above issues also lead to and facilitate the somewhat prevalent "abuses" that occur in the Department; including the extensive use of overtime, time and resources dedicated toward extraordinary activities, and under-utilization issues that exist throughout the organization.

This study identified about \$475,000 in cost savings which can be realized through reducing the number of positions employed in the Police Department. In addition, another \$275,000 in savings can be realized by reducing the use and consumption of overtime. Finally, about \$212,000 in savings and revenues can be achieved by reducing the fleet (which is necessary upon staff reductions) and eliminating the vehicle take-home program. Therefore, the City stands to save approximately **\$962,000** by implementing recommended improvement opportunities and approaches.

I look forward to discussing this document with you at your earliest convenience.



Matt Dhillon

Dhillon Management Services

1. INTRODUCTION AND MANAGEMENT AUDIT OVERVIEW

The report which follows presents the results of the Organizational, Effectiveness and Efficiency Study of the Wilton Manors Police Department. The first sections of the report provide an overview of major project objectives and how the study was conducted, and subsequent sections present our findings, conclusions and recommendations.

1. STUDY OBJECTIVES AND PROJECT METHODOLOGY.

The City sought an experienced consultant to conduct an Organizational, Effectiveness and Efficiency Study of the Wilton Manors Police Department. The purpose of the study was to provide information and recommendations for City budget decisions, police department operations, and strategic planning. Further, it was expected that the study will review the department management, organization, budget, policies, staffing, equipment, capacity, and related variables that promote the efficiency and effectiveness of the Police Department in meeting both budget efficiency, police operation standards, and police response needs today and into the future.

In order to fulfill the study objectives outlined above, the following data collection and analytical steps were accomplished:

- Through interviews with all Department employees and review of records and operating reports, Dhillon Management Services developed a detailed narrative and statistical Profile of Police Department staffing, workload, operations and services. The purpose of the Profile was to provide the data base for more detailed analysis of staffing, facilities and other issues over the course of the study. The Profile was developed in draft form and submitted to the Police Department for review and correction.
- Employee attitudes toward staffing and service issues were solicited through personal interviews with all Department staff.
- Detailed analyses of workload and staff utilization in patrol and investigations were conducted based on a series of detailed methodologies which are described in more detail in the report which follows. Each analysis evaluated workload and staffing in the various components of the Police Department based on the specific characteristics of workload and service demand in Wilton Manors.

- City staff were interviewed in order to document current approaches employed in its recruiting and hiring practices pertaining to the Police Department.
- Based on the above, analyses, findings and recommendations were developed and are presented in the final report

2. STRUCTURE OF THE REPORT

In addressing the above issues, Dhillon Management Services has prepared this analysis of maintenance issues. This report is divided into four major sections, as detailed below:

- **Section I** – describes the scope of this study, the methodologies utilized and the structure of the report.
- **Section II** – provides a detailed analysis of all Police Department operations, including management and field functions.
- **Section III** – presents a summary of major findings and improvement opportunities.

II. EVALUATION OF POLICE DEPARTMENT MANAGEMENT AND OPERATIONS

This section presents our analysis of the adequacy and effectiveness of the existing organizational structure as well as efficiency and effectiveness of executive staff, utilization effectiveness based on workloads — including Road Patrol, Investigations, Golf 9, Records, SRO and others — adequacy and appropriateness of existing programs and operations, and service delivery requirements. Analysis presented in this section includes the following areas:

- The effectiveness of the executive staff — namely, the Police Chief and Assistant Police Chief.
 - The organizational structure and staffing of the executive, managerial and supervisory positions and units.
 - The utilization and effectiveness of all law enforcement units and operations.
 - The utilization and effectiveness of support and administrative operations.
 - Evaluation of various and numerous activities occurring which influence and shape Department operations.
- 1. THE POLICE CHIEF AND ASSISTANT CHIEF ARE NOT PERFORMING AT THE LEVEL COMMENSURATE WITH AND AT THE LEVEL REQUIRED FOR AN EXECUTIVE TEAM MANAGING A MUNICIPAL LAW ENFORCEMENT AGENCY.**

As will be demonstrated throughout the body of this report, the Police Department lacks adequate management and leadership. This issue potentially predates the current administration; however, it appears that both the Police Chief and Assistant Chief lack many of the skills needed for a Department-head level and/or executive management of a municipal law enforcement agency. As stated above, the body of this report will demonstrate and provide numerous examples of this lack of management; however, the following findings are inter-related to operational issues.

- No apparent goals, objectives or standards emerge for any facet of Police Department activities, including operations, programs, output, and staff utilization and effectiveness. In many cases, operations and activities occur, or do not occur, with little rationale or nexus to further improvement of law enforcement services to the community. Programs appear to be

based on historical practice and, often, the specific desire of individuals within the Department. Also, programs have been increased and/or expanded, again, based on the preferences of individuals in the Department rather than sound decision-making processes. Examples, which will be further analyzed in this report, include the Dive Team, LEACH, K-9, School Resource Operations, Golf 9, Motors, and the like

- Commensurate with the above, no mechanism seems to be in place to evaluate existing and potential operations, activities and programs. It appears that current operations are not evaluated in terms of appropriateness for the community; rather, again, many are based on the individual desires of Department personnel.
- The ineffectiveness of the Police Chief and Assistant Police Chief is illustrated by the current discussion within the Department whether to create and place a Commander position organized below the Assistant Chief and above the Road Patrol Sergeants. Alarming, all Police Department personnel favor this approach based on the belief that there is no existing management structure to oversee and manage Road Patrol and other operations. There is mass consensus that there are “four police departments” in Wilton Manors; each a reflection of the particular strengths and weaknesses of the four Road Patrol sergeants. While staff favors a Commander position to manage effectively and uniformly, no one in the Department has expressed a belief that the Chief or Assistant Chief can and should handle the various responsibilities. Unfortunately, this is a clear reflection of the underlying abilities — or, more precisely, the inabilities — of the Chief and Assistant Police Chief. We understand that the Department has always staffed the Lieutenant position and that fact could lend itself to the perception that the fourth tier is necessary; however, the previous Lieutenant has been largely ineffective and irrelevant to the day-to-day operations of the Department for many years. Additionally, one could argue that the Assistant Chief position evolved from a Lieutenant classification, and therefore, three tiers are appropriate (the current Assistant Chief was in an acting capacity for some time prior to the classification becoming permanent).
- Clear issues regarding staff utilization and effectiveness are detailed further in the body of this report. These utilization and effectiveness issues are further exacerbated by what appear to be poor management decisions, input and oversight.
- There is, at best, a fractured chain of command in this organization. Any law enforcement agency, in order to be effective, must maintain some level of a “quasi-military” persona or character, due to the dynamics and responsibilities surrounding law enforcement operations. There appears to be no existing chain of command — on paper, yes, in practice no.

- Many of the tasks currently handled by the Police Chief and Assistant Chief may not be appropriate. That is, time currently spent handling various tasks may not be appropriate and may limit these positions' abilities to handle what should be considered more appropriate tasks. For example, the Assistant Chief spends considerable time on numerous and various administrative tasks — many of which might be considered below the skills and pay of an Assistant Chief. Examples may include accounts payable, grant writing, and the Department's inventory. Also, the Police Chief doesn't appear to spend significant time involved in the day-to-day operations of the Department. As such, with the Police Chief not being, or perceived as not being, involved in the day-to-day operations and the Assistant Chief focusing on the Administrative operations, there is a significant gap in accountability in terms of responsibility and leadership.
- Finally, the response of the Police Chief and Assistant Chief to preliminary findings resulting from this study further demonstrate their deficiencies as executive managers for a police or any department. Quite frankly, the reactions of both positions were that of complete denial of any shortcomings or deficiencies in the department as well as a resistance to any potential improvement opportunities. The response of the two positions further demonstrates a "business-as-usual" attitude, a complete lack of understanding of the role of public sector managers and the inability to be flexible in an ever-evolving environment.

In addition to the above issues, we have found other concurrent and contributing issues and operational factors.

- Grant Writing — Both the Police Chief and Assistant Chief believe that the preferred role of the Assistant Chief is to investigate, pursue, write and manage various grants. This is disturbing from a couple of perspectives.
 - First, the fact the two executives believe that the second-in-command's time is best spent in a largely minor administrative function is inappropriate — particularly, given the issues noted above.
 - Second, as it is, the position doesn't appear to be able to manage an adequate workload as the Grant management process already appears to consume a significant portion of the Assistant Chief's time. Today, the Department manages a total of nine grants totaling about \$450,000 — of which the Laptop Program accounts for about \$311,000 of that total. As noted, the primary role of a Grant Writing position would be to identify federal, state and local funding opportunities/sources for various projects. By comparison, recently a Northern California City (population ~ 55,000) staffed a

Management Analyst dedicated to grants writing for the entire City, Project workload included the following:

- .. Administered 24 grant projects totaling over \$3.8 million in funding.
- .. Managed 16 pending grants with a total value exceeding \$2.5 million.

Clearly, this workload level is significant when compared to that in Wilton Manors. Another significant issue is that if the existing workload in Wilton Manors already impacts the time requirements of the Assistant Chief, what would happen if the number of grants administered increases? Finally, the above workload comparison is further influenced by the fact that Wilton Manors Police Department engaged a consultant to research Federal, State and Local grant opportunities and also hardware and software options. As such, it appears that this program is neither managed well nor effectively.

- Mounted Unit — The Assistant Police Chief has proffered herself and her horse as a “community-event” Mounted Unit — this typically involves about eight community and school events per year, such as Kiwanis Kids Day, Career Day at Wilton Manors Elementary, Stonewall Festival and Parade, and block parties. Under ordinary circumstances, this activity would be considered community-minded and beneficial to all concerned — the citizens of Wilton Manors, the community and the City. However, there are costs and operational issues associated with this minor program that belie the concept that there is no cost to the City and only benefits.
 - First, there are out of pocket expenses associated with the horse. The City pays the stabling fees (housing and feeding of the animal at the Fort Lauderdale Police stables) and all veterinarian bills. In addition, the City, on the recommendation of the Chief and Assistant Chief, recently purchased a horse trailer for the transport of the animal. The \$12,000 outlay for the horse trailer was considered acceptable as the trailer is said to double as mobile emergency command center. In the Consultant’s fourteen years’ experience in local government, this is the first case of a mobile command center doubling as a horse trailer and vice versa.
 - The Assistant Chief participates in various training exercises with the Fort Lauderdale Police Department’s Mounted Unit and also provides services at Fort Lauderdale events. This is time away from the Wilton Manors Police Department with no value or benefit to the City.

- The Assistant Chief visits and feeds the horse every morning. There is on-going mixed belief in the Police Department that the Assistant Chief is routinely “late” to work in the morning due to this routine. Whether true or not, the perception is damaging to morale and the instilling of structure and consistency to the organization.
- Finally, commensurate with the above, a nagging perception exists that the Assistant Chief leaves the office early due to the horse.

Regardless of the veracity and accuracy of the above-mentioned attitudes and perceptions, the Mounted Unit is clearly a controversial issue. Further, the Chief and Assistant Chief have done little to quell or mollify this on-going problem.

There are numerous examples of organizational “dysfunction” that further demonstrate and support our finding of a lack of leadership in the Department. Examples follow:

- Department-wide consensus that accountability among staff members varies and is capricious, based on perceived favoritism and membership in whatever social grouping an individual may belong — i.e. ‘A’ group, ‘B’ group. This lack of accountability, lack of adherence to uniform standards, decision-making occurring at the lower levels, all seem to be influenced and characterized on many levels of the organization.
- As will be discussed later in this report, overtime utilization is substantial and, perhaps, abused in the sense that its use and value to the Department is not always clear or warranted, or approved by Department or City management. Many examples exist, including Dive Team training and activities, K-9 training and activities, Motors operations — particularly motors on overtime — “Other” time expended, “LEACH”, etc. Again, commensurate with above, the use of overtime is often perceived as a reward for the “in-crowd” — again, contributing to the perception and experience of an inconsistent, non-uniform, dysfunctional organization.

Finally, commensurate with an above finding, the response of the Chief and Assistant Chief during review meetings about the above issue — for example, Dive Team — has been to challenge, deny and not acknowledge any of these operational issues and impacts. The Chief and Assistant Chief informed the Consultant that officers pay for their own Dive Team training which therefore does not impact the operations of the Department. First, this isn’t true as the City pays for all equipment and training costs. Second, and more importantly, virtually all absences due to training are covered under an overtime basis (this is analyzed in a subsequent chapter). To claim there is not impact on the Department is incorrect and further demonstrates deficiencies in the leadership

and management of the Department. Other examples are provided in the body of the report.

2. THE EXISTING STRUCTURE AND STAFFING LEVEL OF THE MANAGEMENT ORGANIZATION IS INAPPROPRIATE AND TOP-HEAVY.

This section of the report analyzes the organizational structure and level of the management organization of the Wilton Manors Police Department.

(1) An Evaluation of Management Staffing Levels and Spans-of-Control as Well as Comparative Analysis of Other Jurisdictions Indicate that Wilton Manors is Overstaffed with Management/Supervisor Positions.

As of this writing, there are 36 positions in the Wilton Manors Police Department, including:

Sworn

- (1) Police Chief
- (1) Assistant Police Chief
- (6) Sergeant
- (21) Police Officer/Detective

(29) Subtotal Sworn Positions

Non-sworn

- (1) Records Manager
- (1) Records Technician
- (4) Desk Officer/Service Aide
- (1) Administrative Coordinator

(7) Subtotal Civilian Positions

(36) Total Police Department Positions

Given the above staffing levels, the following are some span-of-control comparisons:

- Ratio of Sworn Managers/Supv. (8) to Total Remaining Staff (28) **1 : 3.5**
- Ratio of Total Managers (9) to Total Remaining Staff (27) **1 : 3**
- Ratio of Sworn Manager (8) to Remaining Sworn Staff (21) **1 : 2.625**

