

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

by the

Dania, Florida, Police Department

209

August 7, 1973

NCJRS

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ACQUISITIONS

Prepared by:

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

(Per Contract J-LEAA-015-72)

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I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

G. Stephen Lloyd
Senior Associate
Public Administration Service

B. **Date Assignment Received:**

June 21, 1973

C. **Date of Contact with LEAA Regional Coordinator:**

June 22, 1973

D. **Dates of On-Site Consultation:**

June 27-29, 1973

E. **Individuals Contacted:**

James R. Longo, Chief of Police
Woodward Hampton, City Manager
Ted Kay, Mayor
Ted Grandis, Sergeant
E. J. Baxter, Sergeant
Robert Duncanson, Vice Mayor
Ross Lambert, Patrolman and Planning Officer

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

The Technical Instruction requested that a study be performed in the areas of organization, management, compensation, and growth projection. The request was for two consultants for four or five days.

B. Problem Actually Observed:

The problem observed on-site differed only slightly from the problem defined in the Technical Instruction. First, a restriction of three days on-site was placed on the consultant. Second, in view of the management and personnel problems which the Department has encountered over the past several years, it was decided by the consultant to concentrate efforts in these areas. However, the consultant did analyze the potential effect on the Department of community growth.

III. FACTS BEARING ON THE PROBLEM

Dania, located between Hollywood and Fort Lauderdale on the Florida east coast, had a 1970 population of just over 9,000. Current population is estimated at around 12,000 within an area of approximately five square miles. This area is invaded during the winter months by thousands of tourists who participate in activities connected with the Dania Jai Alai Palace, Pirates Cove Amusement Park, a public fishing pier, and a public beach. The Fort Lauderdale—Hollywood International Airport terminal is situated adjacent to Dania.

The City of Dania operates under the commission-manager form of government. Members of the five-man City Commission are elected for four-year terms. Among other duties, the Commission appoints all city department heads who serve under the supervision of the City Manager. This power of appointment has had some interesting effects on the relationship of department heads to City Commissioners. These effects are particularly evident with respect to the Chief of Police.

The Dania Police Department's present complement consists of 1 Chief, 4 sergeants, 23 police officers, 3 desk officers, 1 secretary, and 1 court clerk. In addition, one officer is on suspension and one officer is on relatively permanent sick leave.

The present organization of the Department is primarily based on time of day and geographic location. The Department is organized into four shifts to provide around-the-clock coverage of the City. Three basic shifts (7:00 a.m. to 3:00 p.m., 3:00 p.m. to 11:00 p.m., and 11:00 p.m. to 7:00 a.m.) are supplemented by a fourth shift (10:00 a.m. to 6:00 p.m.) on which are assigned the Department's only woman police officer, the investigations officer, and an officer who assists in records. With regard to the rest of the organization, one sergeant provides some supervision over the Department's records system and assists in recruitment. He also serves as a relief sergeant. Finally, an officer, who also works a patrol shift, has been assigned by the Chief as the Department's planning officer. Chart I illustrates the current organization of the Dania Police Department.

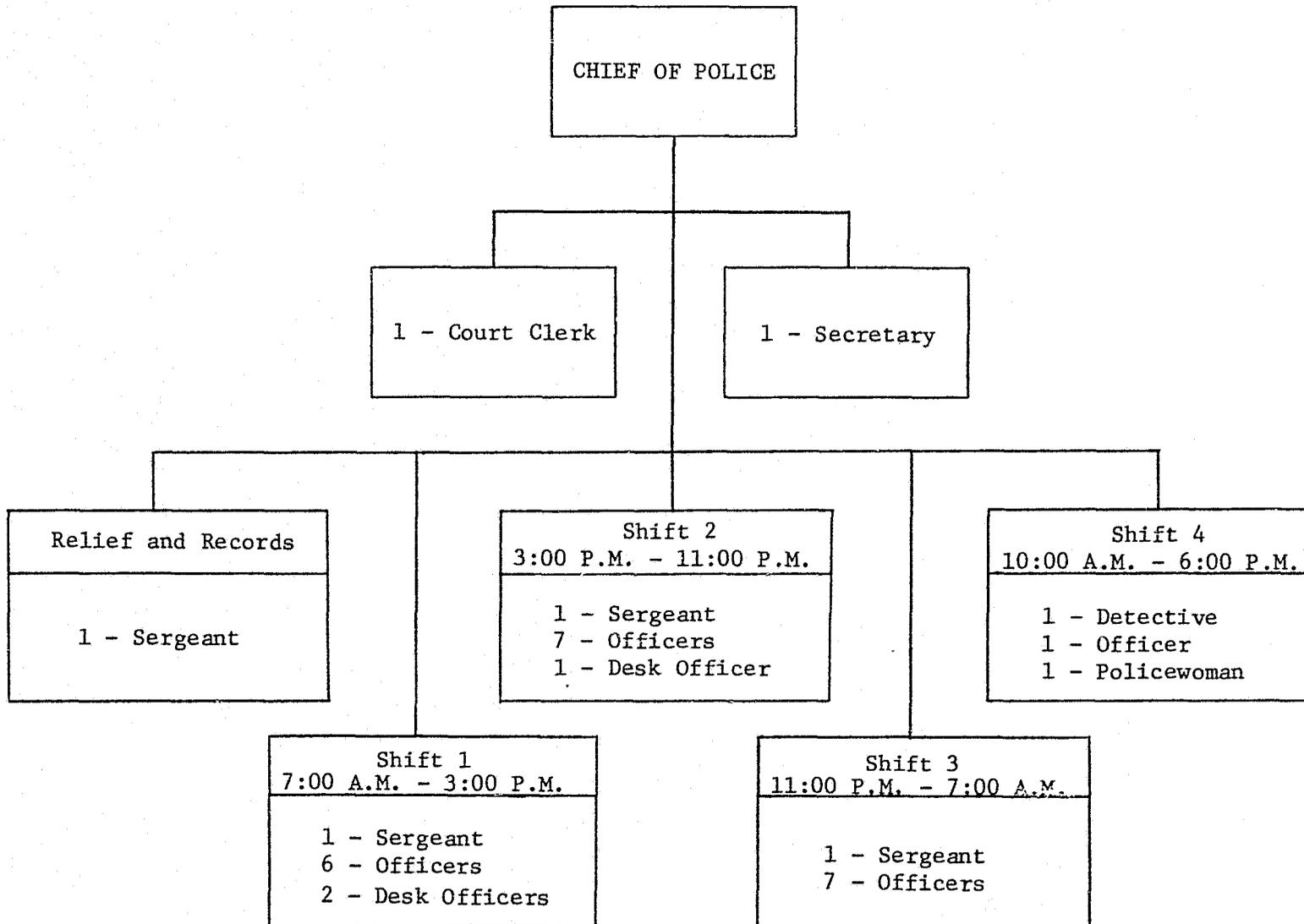
For patrol purposes the City is divided into four zones or beats roughly approximating the south, north, west, and central portions of the community.

With respect to criminal offenses, Dania has the dubious distinction of having the highest crime rate in Broward County. In 1972 a total of 794 index crimes were committed, giving Dania a rate per 100,000 population of 8,216.9. Of these 794 index crimes, 129 or 16.2 percent were cleared by arrest.

The problems encountered by the Dania Police Department in the last several years are well-known both within the community and to other law enforcement agencies in the immediate area. Although it is unnecessary to dwell on them in this brief report, it is essential that they be identified and briefly described.

1. *Personnel Turnover.* Of the total of 25 officers (23 available and 2 suspended or on long-term sick leave), 11 officers, or 44 percent of the force, have been members of the Department less than a year. Five officers have been on the Department less than two years, and four have served less than three years. Thus, of the total of 25 officers, 20, or 80 percent of the force, have been members of the Dania Police Department for less than three years.

Chart I
CURRENT ORGANIZATION
DANIA POLICE DEPARTMENT
DANIA, FLORIDA



2. *Relations with City Government.* The record speaks for itself. For one reason or another, the Department has had eight chiefs of police in 10 years. Any organization would find it difficult, if not impossible, to develop cohesiveness and a generally accepted philosophy of law enforcement. Moreover, there seems to be a lack of agreement between the City Commission, the City Manager, and the Chief of Police on the basic role and responsibilities of the Police Department.
3. *Department Image.* Officers have new uniforms and reasonably adequate equipment. Despite these improvements, the Department presents an image of sloppiness and inefficiency. The station is dirty; files and typewriters are in many cases of World War II vintage; several offices are crowded and poorly laid out; and the officers' locker room is in a state of disrepair. Hot water in the officers' washroom is nonexistent. Storage of evidence and recovered property is not properly controlled and supervised. These factors and many more create an image which reflects poorly on the City of Dania.
4. *Training and Education.* Recruit training is now mandatory in the State of Florida. Three new officers are now attending a thorough recruit training course at Broward Community College. In addition to their full-time attendance at school, these men are required to work full-time at the Police Department. Currently they are serving as desk officers. There is apparently little in-service or specialized training going on within the Department. Range practice is not required.

With respect to education, only three officers are enrolled in courses at institutions of higher education in spite of the inexpensive nature of these programs.

5. *Command and Supervision.* Besides the Chief there is authorization for one captain and four sergeants to complete the Department's command and supervisory ranks. The position of captain is currently unfilled. In a department of this size coupled with the presence of a large group of inexperienced officers, it is abundantly clear that the Department lacks sufficient supervisory and command capability. The complement of four sergeants is barely enough to provide adequate supervision of patrol personnel. The dearth of supervisory and command staff allows little time for the vital functions of follow-up investigation, staff inspection, records and reporting, community relations, in-service training, police planning, crime prevention, and a host of others.

6. **Organization.** In addition to deficiencies in command and supervision, scant attention is given organizationally to the above-mentioned functions. A major departure from the present concept of organization by time of day and location is not necessary. However, the almost complete lack of attention to support services requires that these services be given some organizational prominence and attention.
7. **Police Planning.** The Chief recently appointed a planning officer who also works a shift. The doubling of duties for this individual is not conducive to achieving maximum performance in either function.
8. **Crime Prevention.** The Department, after some delay, is participating in the State's Help Stop Crime Program. This program is designed to reduce crime by concentrating on specific serious crimes. No city needs this program more than Dania. But the mere fact that the Department has assigned the function to a patrol officer as an additional duty means that little attention can be devoted to this program.

Some of the more severe problems of the Department can also be considered assets if the City and the Department choose to view them in this light. For example, the Department's corps of inexperienced officers can be molded and motivated by the Chief in his own image. The Chief, with less than six months in that position, has the opportunity to renew a failing police department. With proper relationships with the City Manager and the City Commission, he should be capable of accomplishing this objective.

The future of Dania must be considered in conjunction with the future of the Police Department. Conservative estimates of growth within the present city limits would place Dania's ultimate population at 22,000. In addition, a vast area to the west presents numerous opportunities for annexation.

IV. POSSIBLE COURSES OF ACTION

There are several possible courses of action which the City and the Police Department can take to improve law enforcement services in Dania. These courses of action are discussed below.

Improve Relations Between City Government and the Police Department

The need for a solid understanding of the respective roles of the City Commission, the City Manager, and the Chief of Police in law enforcement matters is all too apparent. The following are possible courses of action to remedy defects in the existing relationship.

Role of the City Commission

The City Commission provides broad guidelines for the conduct of all city services, legislates specific measures, and establishes the tone of the city service. It authorizes the level of financial and other support which each department needs to operate. The Commission does not and should not supervise the Police Department. The Commission's responsibility is to find people who can supervise. Moreover, the Commission should be especially concerned with the management of the Police Department because this Department is the most visible of all city departments.

Below are several specific suggestions in connection with the Commission's responsibilities for the Police Department:

1. Establish guidelines for the type of Police Department desired. Basically, there are three styles: legalistic, watchman, and service. The legalistic style is concerned more with enforcing the law than with providing service. The watchman style is neither concerned with law enforcement nor service but merely concentrates on guarding property. The service style emphasizes response to all calls for service, both criminal and noncriminal.
2. Communicate the policy to the citizens. There are numerous opportunities for the Commission to promulgate its policies. One key method is through the annual budget. In any event, the Commission should agree on what kind of Police Department it wants and even subject itself to a public hearing and debate on this issue. The Chief should participate in this open hearing.

3. Establish, with the City Manager, what the Chief of Police should try to accomplish. This can take the form of a written performance contract which specifies what the Commission wants the Chief to accomplish and when. Obviously, however, the Chief should have something to say about this.
4. After the contract has been signed, grant the Chief independence to carry out these performance objectives. Stated more bluntly, avoid interfering in internal police operations once the objectives have been agreed upon, while being free to question the general policies of the Police Department relating to the enforcement of the law.

Role of the City Manager

While he does not appoint the Chief of Police, the City Manager is charged with the responsibility of supervising the Chief. A few suggestions in this regard are offered:

1. Participate fully in drawing up the interpersonal contract with the Chief.
2. Deal directly and candidly with the Chief on police matters affecting public policy.
3. Ensure that the Chief reports regularly on the progress toward meeting the objectives of the interpersonal contract.
4. Support the Chief in his efforts to improve the Department. Specific actions should include recommending sufficient financial support; backing up the Chief on disciplinary matters; accepting the Chief's recommendations on promotions, training courses, and department reorganizations; and keeping the Chief fully informed on community attitudes, trends, and preferences.
5. Avoid publicly blaming the Chief for his handling of controversial matters. The Chief needs the support of the City Manager in potentially volatile situations.

Role of the Chief

The Chief should be completely familiar with the community and the city government. He should in turn keep the community and the city government fully informed on police policy and administration.

1. Report regularly and perhaps daily for the next few months to the City Manager on significant police matters.
2. Insist that the Commission and the City Manager adhere to their parts of the interpersonal contract.
3. Remember that the Police Department is only one department, albeit perhaps the most important, in city government. Coordinate police efforts with those of other city departments.
4. Participate with the City Manager in seminars for local administrators on law enforcement. In 1972 the International City Management Association sponsored three seminars on city manager-police chief relations. These are also being held in 1973. If one of these is not available locally, perhaps one of the local universities can be convinced to sponsor one.

Improve the Image of the Department

1. Police headquarters needs complete cleaning and refurnishing; funds should be appropriated for this task.
2. Replace all outmoded office equipment with new equipment, e.g., typewriters, files, desks, chairs, lockers, tables, and the like.
3. Provide regular janitorial service. One only needs to compare the Police Headquarters with City Hall to understand that the Police Department is perhaps being slighted in this regard.

Reduce Personnel Turnover

1. Improve the recruitment and selection process by including psychological screening as one phase.
2. Increase compensation so that it is roughly commensurate with the better paying departments in Broward County. Current starting salary for a Dania officer finishing recruit school is \$8,079 per year. At the time of the survey, a Hollywood officer at the same level received an annual salary of \$9,324, while a similar officer in Fort Lauderdale receives \$8,970. It would be appropriate to set the starting salary closer to the higher of these last two figures. Salaries of other police ranks should be as follows: 10 percent higher than police officers for sergeants, 15 percent higher than sergeants for lieutenants, and so on.

Improve Training

1. Institute regular in-service training. Officers should be required to attend 40 hours of in-service training annually. This can be accomplished in 10 four-hour sessions. Officers should be paid a modest amount for attending the sessions if training is not conducted while they are on duty.
2. Institute regular range practice. Six shoots per year should be adequate. Hollywood has a good range, and it could be used.
3. Do not require officers attending recruit school to work a regular shift. This practice defeats the purpose of recruit training. If relief desk officers are required, either additional desk personnel should be hired or reserves used.
4. Encourage officers to attend college and arrange their work schedules accordingly.
5. Send all police supervisors to locally available supervisory training.
6. Send selected officers to specialized training in criminal investigations, juvenile investigations, criminal evidence, family crisis intervention techniques, accident investigation, and other pertinent subjects.

Organization and Staffing

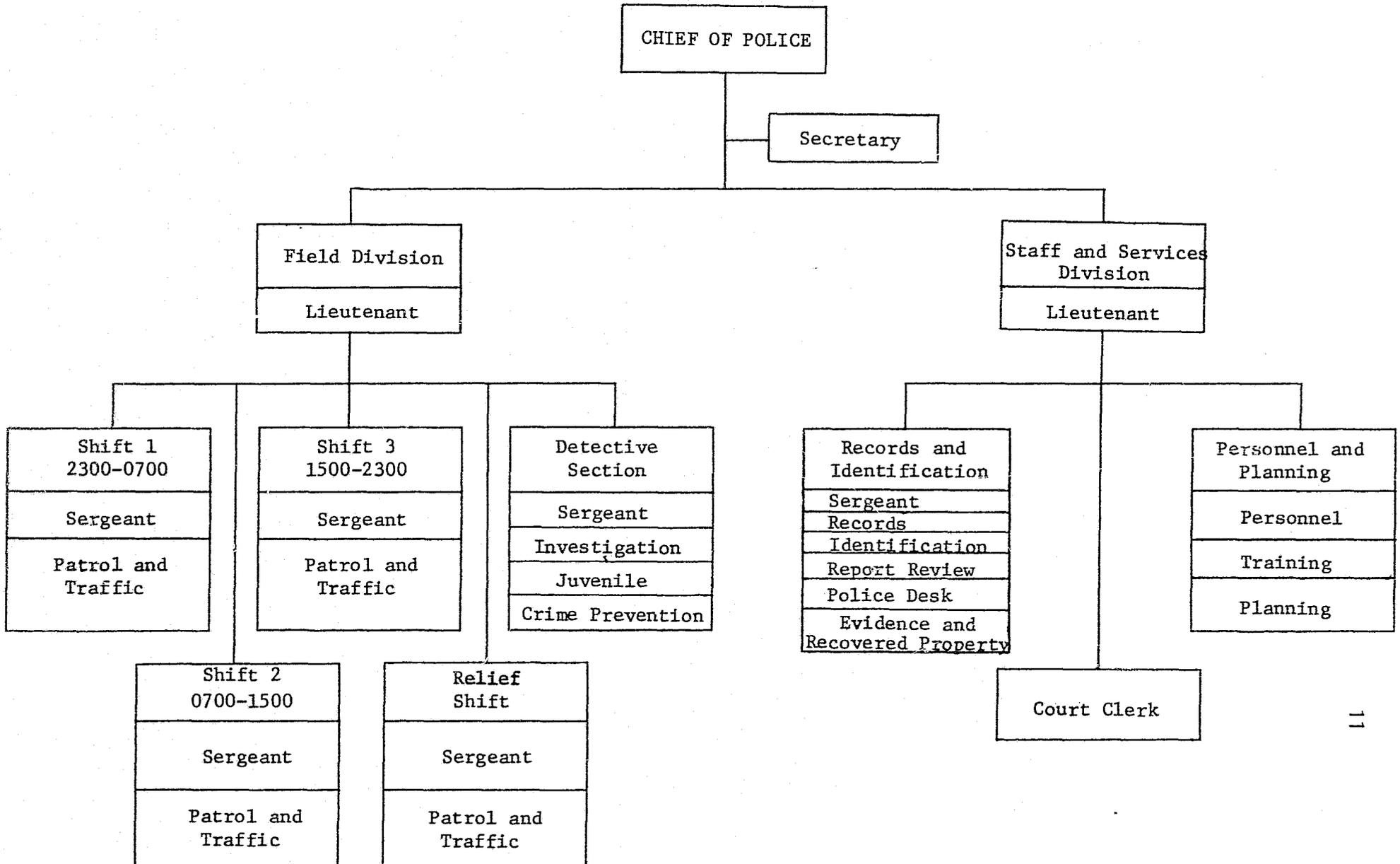
Organization

Restructure the organization as illustrated in Chart II. For the most part the chart is self-explanatory. A few comments are necessary, however. Emphasis is given to crime prevention in the Field Division. The Detective Section, supervised by a sergeant, should be responsible for the normal investigative and juvenile functions. The patrol units should operate on the same basis as at present with three basic shifts. The Field Division commander may decide that a fourth shift is necessary. This can be determined after a thorough analysis of calls for service. With respect to the Staff and Services Division, the Records and Identification Section should include the records and identification functions and the police desk. All police reports should be reviewed by this section for clarity and completeness. The sergeant in charge of this section should be the only one, with the exception of the Chief, with a key to the evidence and recovered property room. This room should be his responsibility.

The Personnel and Planning Section should be the direct responsibility of the lieutenant in charge of the Staff and Services Division. Of course, he will need assistance on this function from an intelligent police officer. The range of personnel and planning functions is broad but must nevertheless be covered.

Chart II

PROPOSED ORGANIZATION
DANIA POLICE DEPARTMENT
DANIA, FLORIDA



The above recommendations on organization do not vary significantly from those proposed by the Chief. One thing is clear: the Chief is moving in the right direction.

Staffing

Insofar as staffing is concerned, this report makes no recommendations on the manpower needs of patrol operations. A more detailed study of calls for services and other patrol activities should be conducted using a methodology similar to that used by the Hollywood Police Department. We will assume for the present that patrol manpower is adequate.

Investigative activities are greatly in need of bolstering. It was reported that the Department holds 300 bench warrants in Broward County. The clearance rate of index crimes (16.2 percent in 1972) is low and needs improving. To this end, it is recommended that a sergeant and two police officers be assigned to staff the Investigation Section.

The Records and Identification Section should be supervised by a sergeant and staffed with four desk clerks, a police identification officer, and two typists for report preparation.

Personnel and Planning should have one police officer to assist the lieutenant with such activities as personnel management; training; and planning activities which include manpower analysis, crime analysis, department procedures, and department manual.

The following summarizes the recommended manpower of the Department, assuming that the Patrol Section remains as at present.

Administration

Chief	1
Secretary	1
Total	2

Field Division

Lieutenant	1
Sergeant	5
Police Officer	23
Total	29

Staff and Services Division

Lieutenant	1
Sergeant	1
Police Officer	2
Desk Officer	4
Court Clerk	1
Typist	2
Total	11
Grand Total	42

Procedures

1. The records and field reporting procedures should be completely revamped. Some of the neighboring larger departments have good systems, and Dania should review them for possible adaptation. A volume on police records for a small police department has recently been published, and the Department should obtain a copy.¹ At a minimum the following should be considered.
 - a. Field reports to include a general case report, crime against persons report, crime against property report, miscellaneous incident report, arrest report, and traffic accident report.
 - b. Central files with one numbering system.
 - c. Central index to all case reports, accident reports, criminal history sheets, and identification files.
 - d. Complaint/dispatch cards using the form to be used by Hollywood in the new central dispatch operation.
 - e. Report review.
 - f. Use of the Hollywood Police Department's data processing capabilities.
2. Evidence and recovered property should be centralized, tagged, and strictly controlled.
3. A simple police manual should be developed and made available to every officer.

Police—Community Relations

This function should be the direct responsibility of the Chief assisted by his two lieutenants. The range of functions should include a speaker's bureau consisting of these three men and some of the more articulate officers, attendance at neighborhood meetings, liaison with the three schools, and, of course, assistance in furthering the objectives of the crime prevention program.

¹ Donald G. Hanna and John R. Kleberg, A Police Records System for the Small Police Department (Springfield, Illinois: Charles C. Thomas, 1969).

Growth

The growth potential of Dania is omnipresent. The recommended organization should serve the Police Department well for some time to come even in the face of this growth. When Dania reaches 22,000 population, the Police Department should consider some of the following changes:

1. Separating the police planning and personnel management functions into two sections: Police Planning and Personnel and Training.
2. Creating a separate crime prevention unit.
3. Increasing the patrol and detective forces commensurate with the analysis of need.
4. Creating a staff inspections unit as part of the Personnel and Training Section.

The Jail

The Police Department should not maintain a jail. All prisoners should be taken to the Broward County Jail, an 11-minute drive from the center of Dania. The Dania Jail is distant from the main police operations; security is nonexistent; and conditions are not conducive to work-release or any types of recreational or educational programs.

V. RECOMMENDED COURSE OF ACTION

Every one of the preceding possible courses of action is recommended for implementation as soon as possible. The recommendation which should be implemented immediately is to establish a firm understanding of the respective roles of the Chief of Police, the City Commission, and the City Manager and for these units to settle on a development plan for the Police Department. All other recommendations should naturally follow the adoption of this agreement. Until this agreement is consummated, the Dania Police Department will continue to search for objectives. Despite the proven need for this understanding, however, one thing must be done with or without this understanding. The Chief should insist that Police Department Headquarters receives appropriate maintenance and janitorial services.

END

7/25/50