EXECUTIVE SUMMARY
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This executive summary, which summarizes study findings and recommendations, is divided into seven sections: core challenge facing the department; other management issues; staffing and scheduling; performance metrics; outsourcing analysis; civilianization analysis; and implementation.

A – CORE CHALLENGES FACING THE DEPARTMENT

This section discusses the core challenges facing the Boynton Beach Police Department and details the steps that should be taken to address them in both the short term and the long term. The section is divided into four subsections: current situation; overall approach to addressing these issues; short-term improvement initiatives; and ongoing improvement initiatives.

CURRENT SITUATION

While the Boynton Beach Police Department is a troubled organization that faces significant challenges, by combining forceful action in the short term with a long-term program of improvement not only can the Department address its current challenges but will also emerge as a strong Department that will be better able to address the needs of the Boynton Beach community.

In spite of the challenges that face the Boynton Beach Police Department, the organization is by no means dysfunctional and provides competent service to Boynton Beach residents and businesses. In focus groups residents expressed generally high satisfaction with the Department’s performance and some external stakeholders have an extremely positive view of the Department.

Nonetheless, the Police Department is beset by strife that saps morale and creates internal conflict. A number of factors contribute to this situation:

- The Department lacks a clear sense of organizational identity and shared norms. Within broad parameters individuals are allowed to establish their own norms for acceptable behavior which creates consternation when the performance norms of different officers conflict. Moreover, in part because they do not identify with the overall organization many staff identify with competitive factions within the Department creating ill will, jealousy, and conflict.

- A shared sense of organizational purpose has not been established. Discord within the Department has been magnified in part because so much management and staff attention is focused on these issues. The attention of managers and staff on internal issues results, at least in part, because a strong sense of purpose and direction has not been established.

- Employee misconduct has lowered morale and reduced employee pride in the Department (at least for some officers). Over the past few years a number of examples of employee misconduct have been highly publicized. Officers have been accused of falsifying police reports, conducting illegal searches, accessing pornography using Department computers, and, most seriously, trafficking drugs.
These incidents have lowered morale and reduced employee pride within the Department.

- **Many civilian employees do not feel valued by the Department.** Interviews and the results of the employee survey indicate that many civilians do not feel valued by the organization. A number of factors seem to contribute to this situation. Most notably, during recent budget cuts civilian positions were reduced while sworn positions were maintained. In addition, the manner in which the reductions were handled – the perception of many civilian employees is that civilian employees were summarily dismissed – contributed to civilian concerns that they are not valued employees.

**OVERALL APPROACH TO ADDRESSING THESE ISSUES**

While the challenges facing the Department are daunting, through forceful action the Department can address these challenges and, over time, become a strong organization that is better able to address Boynton Beach’s needs. The Department must approach the challenges facing it from both a short-term and a long-term perspective. In the short term the Department must, through its actions, clearly signal a break with the past. The types of issues the Department faces cannot be addressed through incremental change. Instead, aggressive action must be taken to change the Department’s focus and direction.

Once the new direction has been charted, however, management systems and practices must be established to gauge progress and ensure the Department remains on course. Any changes will be short-lived unless the management systems and training needed to support them are developed. In addition, the city manager and Police Department managers will not be able to ensure improvement efforts remain on track unless the performance metrics and accountability systems needed to monitor them are in place.

**SHORT-TERM IMPROVEMENT INITIATIVES**

The Department should take a number of steps over the next six months to signal a break with the past.

**A vision for how the Police Department does business that focuses attention on improving service to the Boynton Beach community should be articulated.** One important way that the Department should break with its past is to establish a new vision for policing in Boynton Beach around which employees can rally. At present, internal issues consume a great deal of time and attention. While this is certainly understandable given high levels of frustration among many employees, nonetheless, the considerable attention that is focused on these issues prevents attention from being focused on other issues that need to be addressed. Community policing could be a focal point for establishing this new vision.

**The organizational structure should be modified to facilitate achieving this vision.** A number of shortcomings with the current organizational structure will make it more difficult to address the problems facing the Department.
The current structure isolates the police chief from the day-to-day management of the Department

The current structure complicates direct communication from the chief

Interest groups within the Department have become aligned with the two majors

Key functions lack visibility within the Police Department

The recommended organizational structure (which is presented in Exhibit A) will support change efforts in a number of ways:

The very act of changing the organizational structure signals the Department will embark on a new way of doing business

The police chief is not isolated from day-to-day operations – all key Department functions would report directly to the chief

The two major positions – around which factions within the Department grew – are suggested to be discontinued

Two patrol captain positions – who would be responsible for ensuring services are tailored to meet community needs in two areas of the City – would be established

Two functions – crime analysis and intelligence gathering – that support the Department’s operating vision would have more organizational visibility and be better positioned to provide support

The public information officer – who would be responsible for building support for and understanding of Department changes in the community – would report directly to the chief

A civilian would oversee the communications and records functions

Basic performance expectations should be established for key positions and staff should be held accountable for meeting those expectations. Setting basic performance expectations and holding staff accountable for achieving them will benefit the Department in a number of ways:

All officers and supervisors will have a clear understanding of how they should spend their time

All staff will achieve a basic minimum standard

The frustration of hard working staff who have had to work in close proximity to staff who are not working hard will be reduced

The suggested activities and expectations – which should be consistent with the Department’s approach to community policing – will reinforce the vision for policing it is working to implement
Civilian staffing should be restored in selected areas. The Department should take a number of tangible steps to demonstrate its recognition of the value of the role civilians play in its success. First, civilian staff should be restored to the positions they previously held but that are now filled by sworn officers. In particular, civilians should replace sworn staff serving as crime scene investigators and evidence room staff. In addition, the Department should establish civilian supervisor positions to oversee functions predominantly staffed by civilians (e.g., communications, records, and crime scene/property and evidence/asset forfeiture). Doing so not only communicates the Department’s confidence in the skills of civilian supervisors and managers but also creates a career path for the civilian staff assigned to these units. Finally, over time civilian staff should be assigned to functions the civilianization analysis (presented in Chapter VIII) suggests could be handled by civilians (e.g., the NIMS detective, the asset forfeiture detective, and the grants writer).

Training should be provided in selected areas. Training should be used to reinforce Department expectations for employee performance and how officers are expected to implement its policing vision. This training should have two components. First, the training should ensure that expectations for performance have been clearly communicated. Second, the training should focus on areas – identified by Department managers – where implementing the Department’s vision for policing will be most challenging. All employees should participate in these training sessions. In addition to this general training, first-line supervisors should receive additional training to reinforce expectations with regard to how they should fulfill their role and to provide initial guidance on how they should support efforts to implement the Department’s vision.

ONGOING IMPROVEMENT INITIATIVES

The Department should develop management systems to support ongoing improvement efforts in several key areas.

Systems to support the Department’s vision for community policing should be established. As discussed, the Boynton Beach Police Department should establish a vision for community policing that provides a framework for supporting overall improvement efforts. This community policing framework should be built around three themes:

- Establishing a personal relationship with community residents
- Understanding community needs and tailoring services to address those needs
- Projecting a friendly, customer-oriented demeanor to the public

If this policing vision is to become a reality a management infrastructure with the following elements should be established to support implementation of this vision on an ongoing basis: performance monitoring; training; organizational roles and management capacity; planning; use of discretionary resources; social media; and information.

A comprehensive approach to ensuring the quality and integrity of Department staff should be developed. No police department will ever be 100 percent effective at preventing officer misconduct; however, focused attention at each phase of an
employee’s career can help to minimize misconduct and its consequences. Discussed below are steps to strengthen efforts to identify and address problem employees.

- **Hiring phase.** The process that the Boynton Beach Police Department takes to hire employees is sound and is consistent with the best practices identified as part of this study. No recommendations for modifying the hiring process are suggested.

- **Probationary period.** During an officer’s probationary period two steps should be taken to reduce the likelihood that they will become problem employees. First, the Department should strengthen field training by taking steps to ensure that only the most exemplary officers serve as field training officers (FTOs). Second, the Department should dismiss officers who do not meet expectations during their probationary period. Reportedly, at present, this rarely happens.

- **Ongoing career.** In general the Department has established effective “early warning” processes for identifying problem employees and addressing their needs. Moreover, when incidents take place that require investigations the investigations are thorough. As discussed, being more strict and consistent in the application of discipline would be beneficial. In addition, steps should be taken to improve the consistency of first-line supervision. High expectations must be established for sergeants and performance against those expectations must be consistently monitored.

**Systems should be established to ensure consistency in the application of discipline.** Concerns about disciplinary processes in the Boynton Beach Police Department are widespread. While in a study such as this it is difficult to determine which perceptions are real and which are not, a range of concerns were consistently voiced in interviews and supported by the results of the employee survey:

- Discipline is widely viewed as being too lax
- Disciplinary recommendations are frequently reduced
- Discipline is not consistently applied throughout the Department

While the former chief had reportedly been working to address some of these issues, more systematic and visible initiatives will need to be implemented by the new chief to address the widespread perceptions that discipline is both lax and inconsistently administered.

The recommended steps the Department should take to ensure discipline is consistently applied are designed to address both reality and perceptions. Indeed, unless strategies to address perceptions are developed, the perception of problems will likely persist long after the underlying problem (if any) has been addressed. Recommended actions include the following:

- Review disciplinary guidelines to ensure the progressive discipline process is sufficiently strict to dissuade employee misconduct
- A roll-call training program should be developed to ensure all employees are familiar with disciplinary processes and guidelines (and to help to communicate to employees that a change in how the Department approaches discipline is underway)
Steps should be taken to ensure the disciplinary process is as transparent as possible

In addition, the Police Department should seek the assistance of the City’s Human Resources Department to provide ongoing counsel on how to address specific disciplinary issues. Indeed, the Police Department should explore whether some disciplinary matters might be handled by the Human Resources Department for the Police Department.

B – OTHER MANAGEMENT ISSUES

This section presents recommendations to strengthen the Police Department’s performance in areas not already discussed. The section is organized into seven subsections: issues affecting the entire department; patrol; traffic enforcement; code compliance; investigations; communications; and technical services.

Issues Affecting The Entire Department

The Department should negotiate to have more flexibility when making supervisory and management assignments. Existing labor agreements limit the Department’s flexibility about where sergeants and lieutenants can be assigned. At present, sergeant assignments are selected through seniority. While the Department has the discretion to determine the number of persons assigned to each shift and division how these slots are filled is determined by seniority. For lieutenants the Department has the authority to determine the division to which lieutenants are assigned but not the specific slots they will fill.

These constraints make it difficult to address problem employees. In particular, senior sergeants who are not meeting performance expectations in a current assignment cannot be easily moved to an assignment where they may be more successful. Unless this limitation is addressed, the Department’s efforts to address the challenges it faces will be hampered. To address this issue the Department should therefore work to negotiate more flexibility to make supervisory and management assignments.

The promotional process should be revised to include consideration of past performance. As discussed the quality of first-line supervisors is perceived to be inconsistent and a number of steps have already been suggested for strengthening the pool of sergeants including clarifying expectations, monitoring performance against expectations, and providing training. The most important step to improving the pool of sergeants and lieutenants is ensuring that high quality sergeants and lieutenants are selected for promotion. Yet, concerns about the promotional process were raised in interviews and were supported by the results of the employee survey.

A review of the promotional process suggests that while the process is generally sound, including consideration of past performance when ranking promotional candidates would substantially improve the process.

The Department should re-establish the use of a “rule of five” when selecting sergeants and lieutenants for promotion. No promotional process is going to do a perfect job of evaluating promotional candidates. Some candidates who would make
excellent managers and supervisors may not score well on tests. Other candidates who do perform well on tests, by contrast, may not be effective managers.

In the past, the Boynton Beach Police Department, like many other organizations, addressed this problem by ranking the top candidates and allowing the police chief to select the candidate among the top five he or she feels will perform the best as a manager or supervisor. “Rule of five” language, however, is not included in existing labor agreements. To address this the Department should negotiate to re-establish a “rule of five” when selecting sergeants and lieutenants for promotion.

**Staff should be rotated out of specialty assignments on a regular basis.** No set rotations out of specialty assignments have been established in the Boynton Beach Police Department. To address this issue the Department should set the expectation that staff rotate through all specialty assignments at least on a five-year basis with a shorter rotation (for example, three years) where the potential for corruption exists. In addition, the Department should negotiate to limit the number of detective first grades (DFGs) employed to one per investigative unit (e.g., special victims, white collar and property crimes, and major case). This will allow the Department to maintain the expertise of skilled detectives serving in the DFG position without unduly limiting opportunities for officers to serve as detectives.

**A Police Department space needs study should be conducted.** Concerns about the Police Department’s physical space are widespread and legitimate. While the consultants lack the expertise to systematically assess facility needs, interview findings, survey results, and the consultants’ observations suggest that investing in a space needs study to determine how to cost-effectively address the Department’s space needs is warranted.

**Immediate steps should be taken to improve facility maintenance.** That the police headquarters is not a clean building and is not well maintained is supported by consultant observations, interview findings, and survey results. While addressing this issue will require resources, doing so will also provide a visible sign that the City is working to provide the Police Department with the support it needs.

**The Department should use the budget as a management and accountability tool.** At present, the budget is not used to set priorities, control expenditures, or to establish accountability. Indeed, at present, the police chief is the only position in the Department with budget accountability. Moreover, the expenditure levels set in the Department’s budget are not strictly adhered to, requests for expenditures that have not been budgeted (but could reasonably have been foreseen) are not uncommon, and the process for establishing the budget is not inclusive. To address these issues, several steps should be taken to use the budget as a management and accountability tool.

**The Department should consider disbanding its SWAT team.** The number of incidents to which the SWAT team responds may not justify the cost of maintaining the team. The number of SWAT team call outs is not high while training and equipment costs are not insignificant. Since there is little that can be done to reduce SWAT team costs – if the City is to field a team that team must be well equipped and well trained – the City should consider relying on the Palm Beach County Sheriff’s Office to provide SWAT team support. Alternatively, a number of local police departments could work
together to establish a SWAT team that would serve each of the participating jurisdictions.

**Patrol Issues**

**The Department should take a number of steps to make more effective use of patrol resources and to improve response times.** Response times achieved by the Boynton Beach Police Department are not fast. Average response times to emergency and non-emergency calls-for-service are somewhat long – emergency calls are responded to within 7 minutes and 6 seconds on average and non-emergency calls are responded to within 15 minutes and 24 seconds on average. A better measure of the actual response achieved by the Police Department is the response time achieved by the Department 90 percent of the time. On this measure response times to emergency and non-emergency calls-for-service are much longer – emergency calls are responded to within 13 minutes and 4 seconds 90 percent of the time while non-emergency calls are responded to within 31 minutes and 49 seconds 90 percent of the time.

Analysis suggests however that these response times do not result from a lack of patrol resources. On the contrary, the staffing analysis suggests that substantially improved response times can be achieved with somewhat fewer patrol staff. Instead, existing patrol practices appear to unnecessarily lengthen response times. In particular, response times appear to be longer than necessary for the following reasons:

- Practices associated with assigning officers to districts prevent officers from responding to calls even when they are available to do so
- More officers than are needed respond to some calls-for-service
- Patrol officers are taken out of service to support proactive and administrative activities which results in their not being available to respond to calls
- Officers do not consistently return to service quickly after responding to calls
- Deploying dedicated prisoner transport vans reduces the number of officers available to serve as the primary responder on calls
- Not enough vehicles are deployed to ensure one officer is always assigned per vehicle

A number of steps should be taken to address these issues. First, procedures should be established to ensure that assigning officers to districts does not materially delay call response or hamper efforts for officers to work together collaboratively. Second, the number of officers responding to some calls should be reduced. Third, officers should not be taken out of service to support proactive initiatives or administrative activities when call volumes are expected to be high. Fourth, officers should be encouraged to return to service quickly when no longer needed on a call and to notify dispatch that they are available. Fifth, dedicated prisoner transportation should be provided on an “as needed” basis only. Lastly, the Department should reassess the terms of its take home car program to ensure priority is given to ensuring each patrol officer is assigned to an individual unit.
Lights and sirens should be used to respond to calls only when timely response is needed. At present, patrol officers sometimes use lights and sirens to respond to calls even when a fast response is not needed – for example, to property crimes where the perpetrator is not at the scene. Using lights and sirens to respond to calls when it is not needed creates a safety risk for both officers and the community. In addition, the risk of damage to vehicles is increased. To address this issue, sergeants should work with officers to ensure that lights and sirens are used to respond to incidents only when warranted.

The Department should consider installing automatic vehicle locators (AVLs) on patrol cars. AVLs automatically track the location of patrol vehicles. While these systems are a supervisory tool and can aid supervisor efforts to monitor the officers they oversee, even more importantly AVL systems enhance officer safety. If an officer is in need of assistance the AVL can immediately and accurately identify his or her location.

Traffic Enforcement Issues

Traffic enforcement officers should focus on activities that will reduce traffic accidents. While traffic officers are not given a quota of tickets they should write they are encouraged to be productive. This emphasis on writing tickets may, however, divert attention from what should be one of the unit's primary objectives – reducing the number of injury accidents in the City.

This issue can be addressed by ensuring traffic officers' productivity is measured not just in terms of the total number of tickets written but by tickets written that will reduce behaviors associated with injury accidents. A weighting system should be established so that more credit is given for tickets written for violations that are correlated with injury accidents and in areas where the volume of injury accidents is high. Officer productivity should then be evaluated based on the weighted number of tickets written.

The Department should establish expectations for how quickly traffic related complaints are addressed. One important function traffic officers currently perform is responding to traffic related complaints from citizens (for example, of speeding in a residential neighborhood). While traffic officers indicate that they try to respond to complaints quickly the range of response times reported – from within a day to within a couple of weeks – is broad. To address this issue, the Department should establish an expectation for how quickly traffic complaints should be responded to.

Code Compliance Issues

Code compliance should be integrated into the plans the Department develops to address community needs. One important benefit of having code compliance included as part of the Boynton Beach Police Department is that code compliance can be used to help address community policing needs. While law enforcement and code compliance resources are sometimes used together to address needs in Boynton Beach the Department does not appear to take full advantage of these opportunities. In the future, therefore, the Department should explicitly consider how code compliance could be used to support these efforts.

Dispatchers should receive additional training on the types of calls that can be handled by code compliance officers. Code compliance officers report that it is not
uncommon for dispatchers to send them to a call – such as an overgrown hedge – that they have no authority to address. Sending code compliance officers to address non-code issues is not an effective use of officer time. Dispatchers should therefore receive additional training on the types of calls that can be handled by code compliance officers.

Investigations Issues

**Sergeants should oversee the Department’s investigative units.** At present, each of the Department’s five investigative units are led by officers-in-charge rather than by sergeants. While using officers-in-charge as a short-term expedient to lead units (if, for example, sufficient sergeants to lead units have not been promoted) is reasonable, using officers-in-charge in lieu of sergeants is not a good practice (even if the existing officers-in-charge seem to generally be performing well as supervisors). Sergeants therefore should be assigned to oversee the Department’s investigative unit.

**The functions assigned to the major cases unit should be modified.** A number of disparate functions currently report to the major cases unit:

- Investigation of major crimes (e.g., robbery, home invasion, aggravated battery, aggravated assault, suspicious death, suicide, and homicide)
- A NIMS detective who ensures the Department complies with requirements for access to the NIMS system, serves as a domestic prevention officer, and provides crime analysis support
- A civilian crime analyst
- A civilian animal cruelty officer

When the recommended structure is implemented the animal cruelty officer will be assigned to the specialized enforcement unit and the analysis and intelligence functions currently performed by the NIMS detective and the crime analysts will report to the patrol captains. Since only four detective positions will remain with the unit the sergeant who leads the restructured unit should assume a small caseload. In addition, one of the four detectives should serve as the Department’s domestic prevention officer and ensure compliance with NIMS requirements.

Communications Issues

**The communications center should hire in advance of positions becoming vacant.** At present, the communications center does not hire in advance of positions becoming vacant. The time required before a new communications center employee is fully functional, however, is lengthy. In addition to the time required to fill the vacancy nine months of training is provided before the employee is authorized to function independently. Consequently, the unit is short-staffed for up to 10 months after vacancies occur. To address this issue, conservative hiring in advance of need based on historical turnover levels should be authorized.

**Communications shift supervisors should report directly to the records and communications manager.** At present, communications shift supervisors report to a sergeant who in turn reports to a lieutenant (who also oversees the records unit). Three
supervisory positions – at present the two sergeants who oversee records and communications and the lieutenant they report to – are not needed to oversee these functions. A single civilian manager can directly oversee communications operations while also providing management support for the records supervisor.

Technical Services Issues

Contractor resources should replace one of the positions assigned to the technical services unit. A civilian technical services manager currently leads the technical services unit that is staffed with two civilians and an officer. Depending on the project work being undertaken this level of staffing seems appropriate. However, with such a small staff it is difficult to ensure the capabilities needed to handle the range of issues and projects necessary to address the Department’s needs are resident in unit staff. If, however, one of the full-time positions was replaced with as needed contract resources the unit manager would have more flexibility in tapping specialized expertise and would be better able to adjust staffing when the volume of special projects makes it possible to do so.

C – STAFFING AND SCHEDULING

This section presents staffing and scheduling recommendations for the following Police Department functions: patrol, communications, and professional standards. Please note that staffing levels were evaluated for other functions (most notably investigations) but no change in staffing for these functions is recommended.

PATROL

This subsection is divided into four parts. The first part presents an overview of the process used to evaluate patrol staffing. The second part presents staffing recommendations under two scheduling alternatives. The third part discusses supervisory needs and the final part compares the recommended number of patrol officers to the number that are currently deployed.

Process For Determining Staffing Needs

The process for evaluating patrol staffing needs is divided into 10 steps.

- Step 1: Determine response expectations
- Step 2: Determine the number of citizen-initiated calls-for-service responded to
- Step 3: Change the categorization of some calls from “non-emergency” to “emergency”

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1 Staffing results are based on the best data the Department was able to provide and the consultants’ interpretation of this data.

2 Only eight percent of calls-for-service in Boynton Beach are characterized as emergency calls while in other communities the consultants have studied this number ranges from 20 to 33 percent. To ensure the Boynton Beach Police Department has enough capacity to respond to a higher percentage of calls quickly (that is, within 6 minutes 90 percent of the time) 15,792 of the
- Step 4: Adjust the number of calls to reflect the fact that some call types require more than a one-officer response
- Step 5: Determine which calls should be handled by sworn officers and which calls should be handled by civilians
- Step 6: Consider how traffic affects the time it takes patrol officers to respond to calls in some areas of the City at certain times of the day
- Step 7: Use queuing analysis and travel time analysis to determine the number of officers that need to be deployed to meet response time expectations during each hour of the week
- Step 8: Develop preliminary schedule
- Step 9: Confirm that adequate time is available for officers to perform administrative duties and to support proactive initiatives
- Step 10: Adjust staffing levels to account for expected absences

**Staffing Recommendations**

In addition to evaluating staffing needs under the current schedule, alternative schedules under which officers continue to work 11.5 hours per shift but start shifts at different times were also evaluated to determine whether these alternative schedules better matched staffing needs and workload. A range of scheduling alternatives was evaluated but two schedules were considered the most practical for the Boynton Beach Police Department.

- The current schedule in which 11.5-hour shifts begin at 4:30 a.m.; 9:00 a.m., 3:30 p.m., and 5:30 p.m.
- The alternative schedule in which 11.5-hour shifts begin at 6:00 a.m., 3:00 p.m., and 7:00 p.m.

To meet service expectations under the current schedule, 42 sworn officers and 8 CSOs are needed. To meet service expectations under the alternative schedule, 40 sworn officers and 8 CSOs are needed.3

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3 If CSOs are not used to respond to calls 50 sworn officers are needed under the current scheduling option and 48 sworn officers are needed under the alternative schedule.
Supervisory Staffing Needs

When determining the number of first-line supervisors (sergeants) needed for each scheduling alternative it was assumed that a span of control for one sergeant for every eight officers or CSOs assigned to a shift was appropriate. For each alternative three sergeants are needed per primary shift for a total of nine patrol sergeants.

Implications

Staffing recommendations under the current schedule suggests a net reduction of 13 positions. Police officer staffing can be reduced by 21 positions but the number of civilian CSOs should increase by 8 positions. Staffing recommendations under the alternative schedule suggests a net reduction of 15 positions. Police officer staffing can be reduced by 23 positions but the number of civilian CSOs should increase by 8 positions. Under each alternative the number of sergeants assigned to patrol will be reduced by nine positions.

COMMUNICATIONS

This subsection is divided into four parts. The first part presents an overview of the process used to evaluate communications staffing. The second part presents staffing recommendations and the third part presents supervisory staffing needs. The final part compares the recommended number of dispatchers to the numbers that are currently deployed.

Process For Determining Staffing Needs

The process for evaluating communications staffing needs (which are incorporated in the staffing model that accompanies this report) is divided into six steps.

■ Step 1: Establish service expectations

■ Step 2: Determine the number of calls handled by hour of the day

■ Step 3: Use queuing analysis to determine the number of call takers needed by hour of the day

■ Step 4: Develop preliminary schedule

4 Please note that rather than reduce positions the City may choose to direct patrol officers to support proactive initiatives.

5 The analysis assumes that a dispatcher will be available to handle a 911 call 99 percent of the time. (This level of staffing ensures 911 calls will not be held.) In addition, the analysis assumes that non-emergency calls will be handled within 2 minutes 90 percent of the time.

6 Since information on communications center workload was not available, CAD data from the period from January 1, 2012 to December 31, 2012 was used as a starting point for determining the number of calls received by the communications center. This data was then adjusted based on the experience of other cities the consultants have studied. In particular, 911 calls were multiplied by a factor of 2.3 to reflect the fact that the communications center often receives multiple calls for an incident.
Step 5: Determine the number of public safety dispatchers that are needed

Step 6: Adjust staffing levels to account for expected absences

Staffing Recommendations

In addition to evaluating staffing needs under the current schedule, alternative schedules under which dispatchers continue to work 12 hours per shift but start shifts at different times were also evaluated to determine whether these alternative schedules better matched staffing needs and workload. No schedule was identified, however, that would reduce the number of communications staff needed.

To meet service expectations one dedicated call taker, one dedicated dispatcher, and two dispatchers who also handle calls are needed on each shift. A total of 20 dispatchers are needed after accounting for expected absences.

Supervisory Staffing Needs

One supervisor should be deployed on each shift. To cover all shifts a total of four supervisors are needed. In addition, one supervisor should continue to be assigned responsibility for quality assurance.

Implications

If the current schedule is maintained 20 public safety dispatcher positions will be needed or two more than the current number. No change in the number of communications supervisors is recommended.

PROFESSIONAL STANDARDS

The professional standards caseload is low. In 2012, 2.33 investigators\(^7\) handled 19 cases or an average of 8.15 cases per year. The unit should be able to handle this caseload with one fewer investigator (which will bring the annual caseload up to 14.3 cases) even after considering that professional standards investigators also conduct background investigations.\(^8\)

D – PERFORMANCE METRICS

Performance metrics have been established for each of the major functions performed by the Boynton Beach Police Department. For each function, these metrics assess both the cost and the quality of services provided. Moreover, in addition to using information on results achieved to evaluate performance (that is response times, cases accepted for prosecution, and service wait times) surveys are used to assess perceptions of the

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\(^7\) One investigator divides his time between investigations, public records requests, and serving as the public records custodian.

\(^8\) Please note that contract staff should be used to support background investigations efforts as necessary.
quality of service provided. These surveys include employee surveys, manager surveys, surveys of all residents, and surveys of residents who have received police services.

E – OUTSOURCING ANALYSIS

Analysis suggests that the potential benefits of outsourcing outweigh the costs and risks for six functions and services:

- Provide specialized and/or tactical response and support – SWAT
- Provide automated traffic enforcement
- Provide human resources support to the Police Department (perhaps within the City government)
- Provide financial support to the Police Department (perhaps within the City government)
- Provide purchasing support to the Police Department (only if part of a larger City initiative to privatize purchasing)
- Identify and respond to grant opportunities

The Department should either put these services out to bid\(^9\) or explore ways that City departments can provide some of the support currently provided by Police Department staff.

F – CIVILIANIZATION ANALYSIS

An evaluation framework was used to assess the positions within the Boynton Beach Police Department that should be assigned to sworn and civilian staff. This analysis indicates that the Department should consider assigning civilians to perform the following functions: grants writer; technical services officer; asset forfeiture detective; crime scene detective; evidence detective, NIMS detective; and crime analyst. In addition, public records and records custodian responsibilities should be reassigned from the detective who currently performs these duties to a civilian who should also serve as the accreditation manager. Inspection responsibilities (a function currently performed by the sworn officer who has accreditation responsibilities) should be assigned to the detective who previously served as the records custodian and handled records requests.

\(^9\) Please note that this analysis does not suggest that these services should be definitively outsourced only that it is worthwhile for the City to take the time and expense to put them out to bid.
G – IMPLEMENTATION

There are three key steps the City should take to implement the study recommendations:

- Adopt the study recommendations
- Establish an implementation task force
- Clarify the personnel and labor implications of the study recommendations

An implementation plan to guide the City in implementing the recommended improvements is presented in the body of the report. This plan proposes priorities for implementation, suggests who should assume responsibility for each implementation activity, and offers a timetable for executing the plan. In addition to serving as a guide, the implementation plan can be used as a “score card” for measuring implementation progress at periodic city commission reviews. Once the implementation task force has been assembled, one of its first tasks should be to develop action plans – in coordination with Police Department leaders – to flesh out implementation details.
RECOMMENDED ORGANIZATIONAL STRUCTURE

Chief
Police Department

- Administration
- Technical Services
- Budget
- PIO

Lieutenant
Professional Standards
- Professional Standards
- Training
- Grants
- Accreditation
- Staff Inspections

Captains(2)
Patrol Operations
- Road Patrol
- Specialized Enforcement (Crime Prevention, Community Action Team, Code Compliance, Marine, Traffic Enforcement, Canine, Animal Cruelty)
- Crime Analysis/Intelligence

Administrator
Communications And Records
- Communications
- Records

Lieutenant
Investigations
- Major Cases
- White Collar
- Property
- Special Victims
- Asset Forfeiture
- Crime Scene
- Evidence