

**Proposal for Analysis of Police Services  
Kenneth City, Florida**



POLICE OPERATIONS

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C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

Submitted by and reply to:  
ICMA Center for Public Safety Management  
International City/County Management Association  
777 North Capitol Street NE, Suite 500  
Washington, DC 20002  
[ConsultingServices@icma.org](mailto:ConsultingServices@icma.org)  
202-962-3607

**ICMA**

*Leaders at the Core of Better Communities*

May 20, 2011

Troy A. Campbell  
Director of the Department of Public Safety  
Town of Kenneth City  
6000 54th Ave N  
Kenneth City, FL 33709

Dear Mr. Campbell;

ICMA *Center for Public Safety Management* is pleased to respond to your request for a proposal to review the Kenneth City Police Department

This proposal is specifically designed to provide the Kenneth City with a thorough and unbiased solution to the questions regarding the delivery of police services. Because this issue will have a significant impact on the community and because the Town must have complete confidence in the outcome of our report, we have assembled a premier team of subject matter experts with nationally recognized expertise in a wide range of public safety services in Florida and nationally.

Each of our project consultants have decades of experience in the local government, specifically addressing the issues facing Kenneth City.

As you know, ICMA has provided direct services to local governments nationwide for nearly one hundred years, which have helped to improve the quality of life for millions of residents in the United States and abroad. From an enterprise-wide perspective, we guarantee an honest-broker solution for your jurisdiction's challenge. I, along with my colleagues at ICMA, greatly appreciate this opportunity and would be pleased to address any comments you may have. You may contact me at 716.969.1360 or via email at [lmatarese@icma.org](mailto:lmatarese@icma.org).

Sincerely,

A handwritten signature in black ink, appearing to read "Leonard A. Matarese", is written over a horizontal line.

Leonard A. Matarese  
Director, Research and Project Development  
ICMA *Center for Public Safety Management*

# Description of Association

## **International City/County Management Association (ICMA)**

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and fostering professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, and training and professional development to more than 9,100 chief appointed administrators, assistant administrators, and other individuals throughout the world. The organization's resources and services reach thousands of local, state, and federal government personnel, academics, private sector professionals, citizens, and other individuals with an interest in effective management at the local government level.

ICMA's members represent the administrative center of professional municipal, county, and regional services that affect millions of urban and rural citizens on a daily basis. They are responsible for the leadership that ensures strategic economic growth and management of public services and infrastructure planning, investment, and development. Every day, local government managers determine policy, programming, funding, and strategic decisions that impact the ability of local resources to deal with the management and operations of public safety and legal departments. Local government managers serve as the "hub of the wheel," coordinating efforts and implementing strategies for maximum effectiveness and efficiency.

### **ICMA Center for Public Safety Management**

ICMA *Center for Public Safety Management* helps communities solve critical problems by providing management consulting support to local governments. ICMA's public safety expertise includes: organizational development, leadership and ethics, training, assessments of calls for service workload, staffing requirements analysis, designing standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community oriented policing, and city/county/regional mergers.

ICMA's team is led by Director Thomas Wieczorek. He is assisted by Leonard Matarese, Director of Research and Project Development. Leonard, along with a team of highly experienced practitioners and consultants, support a number of public safety services projects for jurisdictions nationwide.

### **Size of Group**

ICMA Center for Public Safety Management approaches projects using a combination of full-time ICMA staff and subject matter experts who are renowned in the field of public safety. Subject matter experts are assigned to a project to specifically analyze and provide recommendations on client concerns.

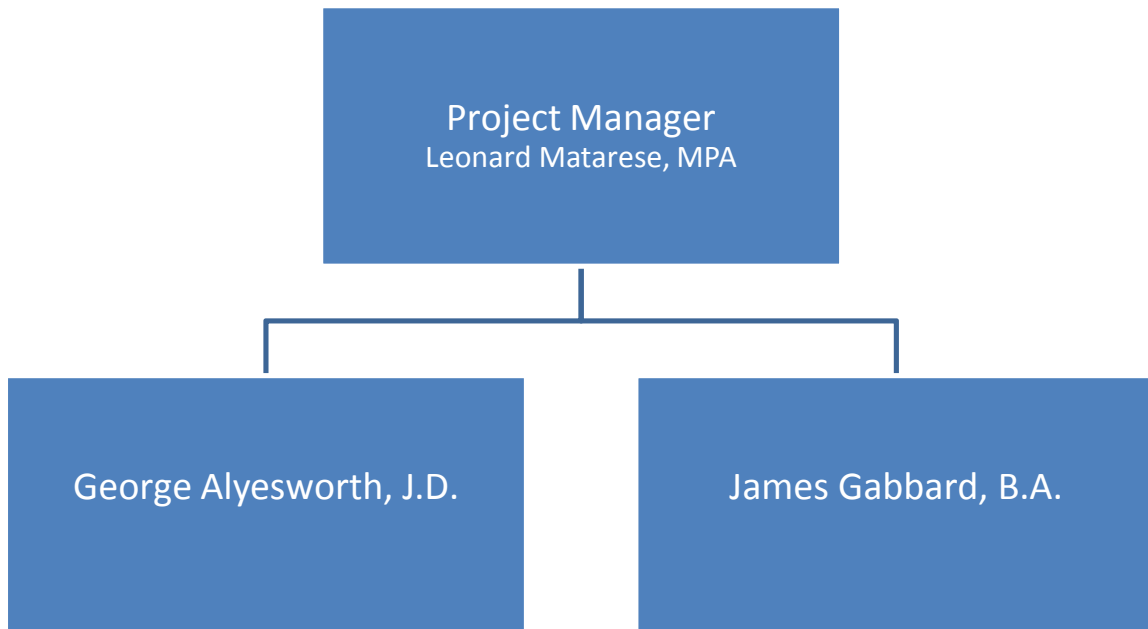
In addition to the Center for Public Safety Management, ICMA provides a wide range of services to clients both domestic and international. ICMA has developed affiliate relationships with many other groups such as the National Citizen Survey, National League of Cities, U.S. Cap and Gown Association, and Center for State and Local Government Excellence. This unique relationship provides our clients access to a large array of experts and services not normally found in a regular consultant group.

The Center for Public Safety Management deals specifically with police, fire, EMS, and Homeland Security Issues within five key areas: Technical Assistance, Research, Education and Training, Chief Selection, and Publications.

# Project Staffing

For this project, the ICMA has assembled a premier team of experts from a variety of disciplines and with particular expertise in Florida. The goal is to develop recommendations for Kenneth City that will enable it to produce the outcomes necessary to provide critical emergency services consistent with the community's financial capabilities. The team will consist of a project team leader and two senior public safety consultants selected from our team specifically to meet the needs of the Town.

**The management organizational chart for the project includes the following Key Team Members:**



## Project Manager

**Director of Research and Project Development, ICMA Center for Public Safety Management**

**Leonard Matarese, MPA, ICMA-CM, IPMA-CP, SPHR**

- **Background**  
Mr. Matarese is a specialist in public sector administration with particular expertise in public safety issues. He has 41 years experience as a law enforcement officer, police chief, public safety director, city manager and major city Human Resources Commissioner. He was one of the original advisory board members and trainer for the first NIJ/ICMA Community Oriented Policing Project which has subsequently trained thousands of municipal practitioners on the techniques of the community policing philosophy over the past 18 years. He has conducted numerous studies of emergency services agencies with particular attention to matching staffing issues with calls for service workload.

Recognized as an innovator by his law enforcement colleagues he served as the Chairman of the SE Quadrant, Florida, Blue Lighting Strike Force, a 71 agency, U.S. Customs Service anti-terrorist and narcotics task force and also as president of the Miami-Dade County Police Chief's Association – one of America's largest regional police associations. He represents ICMA on national projects involving the United States Department of Homeland Security, The Department of Justice, Office of Community Policing and the Department of Justice, Office Bureau of Justice Assistance. He has also served as a project reviewer for National Institute of Justice. He is the subject matter expert on several ICMA / USAID police projects in Central America.

He has a Master's degree in Public Administration and a Bachelor's degree in Political Science. He is a member of two national honor societies and has served as an adjunct faculty member for several universities. He holds the ICMA Credentialed Manager designation, as well as Certified Professional designation from the International Public Management Association- Human Resources and the Senior Professional in Human Resources from the Society for Human Resources Management. He also has extensive experience in labor management issues, particularly in police and fire departments and is currently editing an ICMA book on the selection of police chiefs.

## **ICMA Senior Public Safety Consultants – Police Operations**

### **James Gabbard, B.A., City of Vero Beach, Florida – Retired Chief of Police, Retired City Manager, Former Commander, West Palm Beach Police, Former President of Florida Police Chiefs Association.**

- **Background**

James M. Gabbard is the retired City Manager of Vero Beach, Florida, appointed in 2005. Prior to his appointment as City Manager he completed 37 years of law enforcement service in a series of increasingly responsible positions. Mr. Gabbard formerly served as the Police Chief of the Vero Beach Police Department. During his tenure as chief he served as interim city manager on several occasions. Prior to his service with Vero Beach he was a member of the West Palm Beach Police Department, serving in all divisions of the Department and in many assignments including Detective Lieutenant of Homicide. Upon his promotion to Captain he was placed in command of organized crime and organized drug crime investigations. He retired from West Palm Beach in 1986 to accept the chief's position in Vero Beach.

Mr. Gabbard has received numerous professional recognitions and was elected President of the Florida Police Chiefs Association, one of the largest organizations of senior police managers in the United States. He was cited for bravery by Governor Jeb Bush before a joint session of the Florida Legislature for his actions during several hurricanes which struck Vero Beach. Upon his recent retirement from Vero Beach he was recognized by the Governor and Attorney General of Florida for his numerous contributions to law enforcement in the state.

### **George Aylesworth, J.D., Retired Police Major and Chief of Legal Bureau, Miami-Dade Police Department, Miami, Florida, ICMA Senior Public Safety Consultant**

- **Background**

George Aylesworth is a retired Miami-Dade Police Department

(MDPD) Major who, for more than 25 years, was in charge of the Miami-Dade Police Legal Bureau. Mr. Aylesworth began his career with MDPD as a uniformed Police Officer in 1975, shortly after graduating from the University of Miami, School of Law. He worked in that capacity until 1978, when he was assigned to the Police Legal Bureau. Promoted to command the Legal Bureau in 1980, he remained in that position until retiring.

During his tenure with the Police Legal Bureau, Mr. Aylesworth had the opportunity to work on many challenging issues, such as those involving imposition of special prohibitions and use of mutual aid agreements during a state of emergency, police use of force, and internal discipline. Also, as a result of his affiliation with international, state and local law enforcement associations, he had the opportunity to work with and assist many police chiefs, sheriffs and other law enforcement agency heads. Additionally, Mr. Aylesworth worked extensively on the state legislative programs of these associations.

# Project Understanding

ICMA understands that Kenneth City seeks a comprehensive review of its police department operations. Kenneth City is a small community – 4,500 - population located within the major metropolitan area of Pinellas County. It operates a police department of 13 sworn officers.

We will review all aspects of the department, including deployment, training, staffing, and scheduling. We will review the staffing and tactics being utilized by the investigations unit to determine if they might be more effective in clearance of cases.

ICMA will:

- Evaluate how productively personnel and resources are used in current operations. Assess current fleet management systems and review and evaluate current and future processing operations as well as the use of technology being used in an efficient and productive manner.
- Review evidence and property management processes.
- Review expenses of the department to determine if it is achieving its objectives.
- Review the department's use of data analysis to address assignments and deployment to determine if best practices are being implemented to make full use of existing resources within the agency; and
- Review all phases of the department's operations to determine opportunities for cost savings / avoidance.
- Review the agency's training programs.
- Review relationships with other law enforcement agencies.
- Review selection and retention policies.
- Review disciplinary process.

We will pay particular attention to the opportunity to use civilian employees wherever possible in lieu of sworn personnel or to partner with other law enforcement agencies.

We understand that Kenneth City, like so many other American communities, is currently facing economic challenges requiring the community to insure that all aspects of municipal government are operating at the highest levels of efficiency and effectiveness. This is particularly critical in public safety agencies since they often constitute the bulk of organizational expenses. At the same time these agencies require a special level of review and analysis given their importance in maintaining the community's safety.

# Project Overview

## 1. Document Review

The project team will be assembled and conduct a review of documents related to police services in Kenneth City.

In addition to review of documents, a project launch strategy session will be conducted with the parties involved. Such an approach has been beneficial in establishing the relationships necessary to complete this type of comprehensive project. Expectations on the part of ICMA as well as the affected agencies will be clarified.

Program Manager: Leonard Matarese.

Timeline: Within 15 days of contract award

## 2. Operations Analysis

In order to evaluate the effectiveness, efficiency and performance of the police department the document review will be augmented by an on-scene review of operations.

ICMA will develop a comprehensive series of recommendations based on best practices and processes used throughout the United States. The recommendations will include opportunities to make the current deployment more productive and safe both for the officer as well as the public.

Operations analysis will begin within 30 days of project initiation with draft operations analysis delivered in conjunction with data analysis. A final report combining both projects will be delivered 60 days from signing of contracts.

Operations Team Leader: James Gabbard

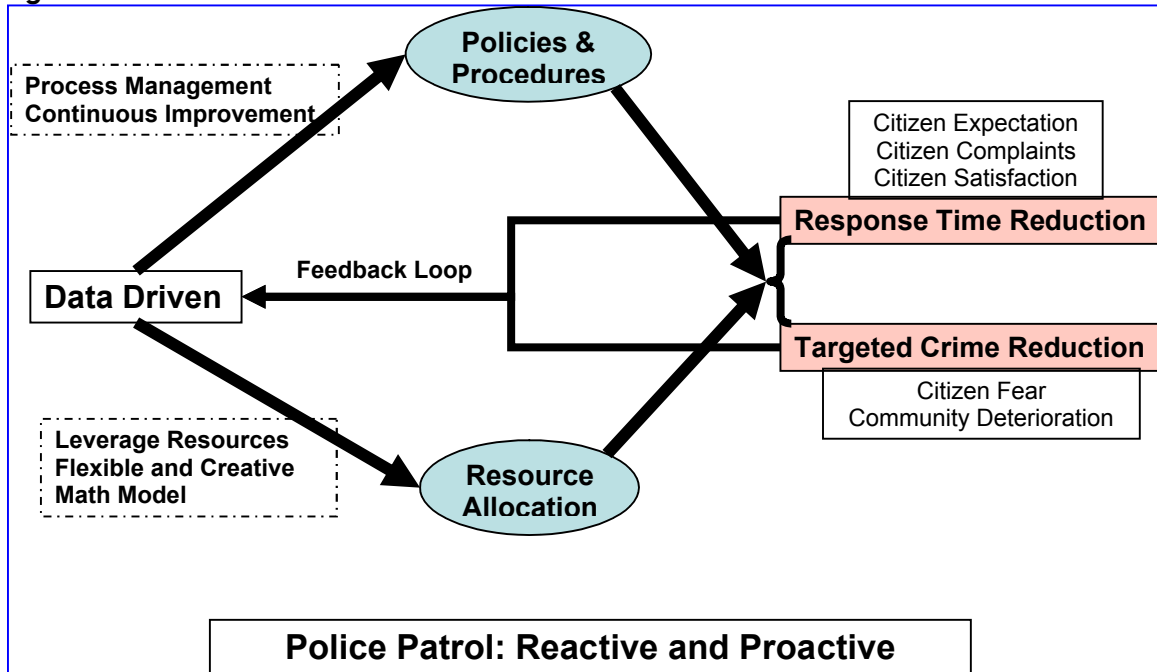


# Police Operations

## Background – Police

Police departments utilize their patrol forces in two modes: reactively to respond to calls for service and proactively to address crime problems as well ongoing nuisance issues. (See Figure 1) Detectives provide another element of a primarily reactive force, seeking to solve crimes that have already been committed. The effectiveness of these units affects the clearance rates for the department.

Figure 1



### Reactive – Citizen initiated calls

- High priority calls – citizens expect extremely rapid response
- Moderate Priority calls – Best practice departments manage citizens' expectation by letting them know a realistic response time and then meeting or surpassing their expectation. If there is an unexpected further delay, the citizen is contacted with up-to-date information
- Low priority calls – Best practice departments find creative strategies such as a telephone crime reporting so as to free up the patrol force for either rapid response to a high priority call or to continue with crime-directed activities
- On-Scene handling: The manner in which a police officer handles himself or herself on-scene plays a critical role in developing or discouraging citizen support for the department

Rapid response to the highest priority calls can sometimes mean the difference between life and death but is unlikely to broadly influence the crime rate. Meeting or exceeding citizen expectations reduces the number of citizen complaints and increases community support for the police department. Community support is a critical element in developing a proactive crime directed patrol force. With accurate and timely data, a police department can reduce response time by adopting a philosophy of data driven

continuous improvement. This usually entails first finding the multiple root causes of slow response and then changing operating policies that contribute to the problem. Police departments can also reduce response time by making data driven strategic decisions that better match patrol force levels with patrol workloads.

#### Proactive – Officer initiated in cooperation with citizenry

- Police use detailed crime data to develop both short-term targeted activities and long lasting strategic initiatives
- Departments can use specially assigned units in conjunction with the in-between call time of the patrol force
- Performance measures and accountability of management is a critical element of this strategy
- Activities need to be tracked to determine their effectiveness and to continually evolve to respond to changing crime patterns

#### **Center for Public Safety Management Studies**

- a) Document current patrol performance and workload levels
- b) Establish an existing benchmark and long range performance goals and objectives for the Police Department
- c) Identify opportunities to improve on performance with existing resources
- d) Estimate the manpower requirements and associated costs that would be needed to achieve management specified performance objectives
- e) Provide guidance on routine standard reports that should be used to track performance

#### **Police – Operational Analysis**

Using the analyzed data from the department, the project team will conduct a comprehensive review of the services of the department, comparing the delivery with other best practices. The focus of the analysis will also include the following areas:

- A. Administration, Policy and Procedures, Planning, and Utilization of various best practice models in the department.
- B. Deployment of resources, particularly the use of civilian employees in lieu of sworn officers. The team will look at identifying opportunities to civilianize positions to allow more sworn personnel to perform police duties.
- C. Review of the investigations division to determine if the effectiveness of staff.
- D. Crime Fighting Strategies -- Provide crime fighting strategies to strengthen the police environment. An example would be the development of Computerized Statistics (COMPSTAT) which is a tool capable of assisting the department's middle and upper management.
- E. Communications – How the computerized aided dispatch/records management system provides real time information to the department and ways that it may be improved.

ICMA was one of the leaders in identifying the critical importance of the police department partnering with the public it serves. Since 1990 ICMA has been integrally involved in assisting communities in advancing the community policing philosophy. In partnership with the Department of Justice, Office of Community Oriented Policing (COPS) we have produced numerous publications addressing the implementation of the philosophy in departments throughout the county. Additionally, we have conducted hundreds of workshops training managers and law enforcement professionals on the implementation of the COP philosophy. A critical part of our evaluation will include the effectiveness of existing programs in partnering with the citizens of Hooksett.

# References – Partial Listing



<b><u>Municipality &amp; Population</u></b>	<b><u>Contact Person</u></b>	<b><u>Address</u></b>	<b><u>Phone</u></b>	<b><u>Email</u></b>
City of Novi, Michigan Pop. 54,100	Clay Pearson, CM	45175 W. 10 Mile Road Novi, MI 48375	(248) 347-0450	<a href="mailto:cpearson@cityofnovi.org">cpearson@cityofnovi.org</a>
City of Annapolis, Maryland Pop. 36,525 (State Capitol)	Robert Agee Former City Adm.	617 Giddings Ave., Ste 41 Annapolis, MD 21401	(443) 306-1036	<a href="mailto:robertagee@comcast.net">robertagee@comcast.net</a>
Village of Glenview, IL Pop. 46,100	Christopher Clark Deputy CM	118 Parkview Glenview, IL 60025	(847) 904-4375	<a href="mailto:cclark@glenview.il.us">cclark@glenview.il.us</a>
City of East Providence, Rhode Island Pop. 46,680	Richard Brown Former CM	145 Taunton Ave East Providence, RI 02914-4530	(401) 435-7520	<a href="mailto:rbrown@cityofeastprov.com">rbrown@cityofeastprov.com</a>
City of Alameda, California Pop. 72,300	Ann Marie Gallant CM	2263 Santa Clara Avenue Alameda, CA 94501	(510) 747-4881	<a href="mailto:amgallant@ci.alameda.ca.us">amgallant@ci.alameda.ca.us</a>
City of Huron, Ohio Pop. 8,000	Andy White, CM	417 Main Street Huron, OH 44839	(419) 433-5000	<a href="mailto:awhite@cityofhuron.org">awhite@cityofhuron.org</a>
Wyoming, Michigan Pop. 70,122	Curtis Holt CM	1155 W. 28th St. Wyoming, MI 49509	(616) 530-7265	<a href="mailto:holtc@ci.wyoming.mi.us">holtc@ci.wyoming.mi.us</a>
Palo Alto, CA Pop. 64,460	Pamela Antil ACM	250 Hamilton Ave, Palo Alto, CA 94301	(650)- 329-2533	<a href="mailto:pamela.antil@cityofpalocalto.org">pamela.antil@cityofpalocalto.org</a>
Indianapolis, IN Pop. 829,718 (State Capitol)	Frank Straub, Ph.D. Dir. Of Public Safety	200 E.Washington St. Indianapolis, IN 46204	(317)- 327-5090	<a href="mailto:FSTRAUB@indy.gov">FSTRAUB@indy.gov</a>
Belton, TX. Pop. 15,200	Sam Listi, CM	333 Water Street, Belton, TX 76513	(254) 933-5819	<a href="mailto:slisti@ci.belton.tx.us">slisti@ci.belton.tx.us</a>

# The ICMA Approach

Among ICMA's many activities, it assists local governments through a variety of programs that focus on specific concerns, including public safety. ICMA's focus is on the management perspective in organizing and operating these areas. ICMA Center for Public Safety Management acts as an objective and trusted broker tapping into the knowledge of the association's membership base and combining expertise from other appropriate experts to offer innovative ideas, lessons learned, and leading practices to communities. The program provides practical advice and resources that local government managers and staff need to improve services and service delivery in their communities.

We apply standard project management practices to each solution, ensuring that:

- All projects are completed within the contractual scope of work;
- Are completed on time, and within budget.

We rely on these principles to ensure that the final solution meets the client objectives for a comprehensive and concise analysis of resource deployment.

## **Methodology**

The ICMA team follows a standardized approach to conducting analyses of police, fire and public safety departments. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts.

ICMA conducts an on-site operational review. Here the performance indicators serve as the basis for the operational reviews. Prior to any on-site arrival of an ICMA team, agencies are asked to compile a number of key operational documents (policies and procedures, assets lists, etc.). Most on-site reviews consist of interviews with management and supervisors, as well as rank and file officers; attendance at roll calls and ride-alongs with officers. We review case files with investigators and observe dispatch operations to ensure compliance with the provided written documentation.

As a result of on-site visits and data assessments, our subject matter experts produce observations and recommendations which highlight the strengths, weaknesses, opportunities and threats of the department.

We have found that this standardized approach insures that we measure and observe all of the critical components of agencies. We liken this standardized approach to the manner of an auditing process:

- ICMA asks questions and requests documentation upon project start up;
- We confirm accuracy of information received;
- We deploy operations teams on-site to research the uniqueness of each environment;
- We assess any inconsistencies reported by client cities and communicate our results in a formal, written report.

# Reporting



The Program Manager or specific area team leads will report project status to the identified Town contacts at identified intervals.

**Contact Info**

Principal-in-Charge – Thomas J. Wiczorek

[twiczorek@icma.org](mailto:twiczorek@icma.org)

202-962-3607

Project Manager – Leonard Matarese

[lmatarese@icma.org](mailto:lmatarese@icma.org)

716-969-1360

Police Operations Team Lead – James Gabbard

[jgabbard@icma.org](mailto:jgabbard@icma.org)

# Proposed Fees



The quotation of fees and compensation shall remain firm for a period of 90 days from this proposal submission.

ICMA agrees to conduct the project for the sum of \$8,000, exclusive of travel. The project would be billed in three installments: the first within 14 days after contract signing for \$4,000; the second billed at the time of presentation of the final report for \$4,000. Payments would be made out to the International City/County Management Association upon invoicing as according to the aforementioned payment schedule. If some other arrangement is deemed more appropriate by the Town, ICMA will work cooperatively for an agreement on the payment terms.

A travel budget not to exceed \$1,200 is proposed. All travel costs will be billed separately on an occurrence bases, or upon final project completion. ICMA agrees to work cooperatively with the client in order to reduce such costs to the greatest extent possible while still meeting the expectations of the Town.

## **Deliverables**

Draft reports will be provided for review in electronic format.

In order to be ecologically friendly, ICMA will deliver the final report – in computer readable material either by email or CD. The final report will incorporate the operational as well as recommendations. Should the municipality desire additional copies of the report, ICMA will produce and deliver whatever number of copies the client request and will invoice the client at cost.

ICMA staff members will be available to make a formal presentation of the report in person should the client so desire.

# Contract Administration



## **Contract Administrator**

The individual who can make final decisions regarding the contract and has the authority to contract for ICMA is:

Krishna Sob  
Director, Grants & Contract Administration  
International City/County Management Association (ICMA)  
777 North Capitol Street, Suite 500  
Washington, DC 20002

## **Primary Point of Contact**

The primary point of contact regarding this contract and that has the authority to speak with all involved parties for ICMA is:

Thomas Wieczorek  
Director  
*ICMA Center for Public Safety Management*  
International City/County Management Association (ICMA)  
777 North Capitol Street, Suite 500  
Washington, DC 20002

# Conclusion



Part of ICMA's mission is to assist local governments in achieving excellence through information and assistance. Following this mission, *ICMA Center for Public Safety Management* acts as a trusted advisor, assisting local governments in an objective manner. In particular, ICMA's experience in dealing with public safety issues combined with its background in performance measurement, achievement of efficiencies, and genuine community engagement, makes ICMA a unique and beneficial partner in dealing with issues such as those being presented in this proposal. We look forward to working with you further.