

Introduction

The City of Hollywood is an Oceanside community located in Broward County, Florida. Hollywood is known as "The Diamond of the Gold Coast" for its resurgent Downtown Art & Entertainment District and seven miles of pristine beachfront property. Hollywood is home to 138,000 full-time residents and the Chamber of Commerce estimates that three million tourists visit Hollywood each year.

Hollywood is nestled between Fort Lauderdale and Miami, is home to Port Everglades, the second busiest cruise port in the world, and abuts the Fort Lauderdale-Hollywood International Airport. Interstate 95, the Florida Turnpike, Tri-County Commuter Rail, and two major railroads cut through the city in a north-south direction.

From its formal incorporation by adoption of a municipal charter on November 28, 1925, the City of Hollywood has transformed itself into a city of over 30 square miles with a gross taxable value of real and personal property over 5.5 Billion Dollars. The October 1997 issue of Money Magazine noted that Hollywood's demographics best represent what the United States will look like in the year 2022. Hollywood's racial diversity, cultural variety, and blend of the old and young are where the country is headed. Hollywood, the "City of the Future," is proud of its cultural and racial diversity.

It is the mission of the Hollywood Police Department to insure the city's continued growth, and racial and cultural harmony. With the continued support of all facets of the community, we seek to be a leading force in Professional Law Enforcement.

"Restore Community Trust and Confidence"

THE PROBLEM: A lack of faith and trust in the Police Department brought on by the termination of two Police Chiefs. These terminations brought with them an onslaught of media coverage alleging scandal and cover-ups in hiring practices and internal investigations of officer misconduct.

ANALYSIS: City leaders determined that several problems at the Police Department led to the media coverage that contributed to the erosion of public faith. Among these problems were inconsistent discipline, low employee morale, lack of guidance, strained relationships among police administrators, a "good ole boy" form of management and in general, a lack of leadership.

RESPONSE: City administrators conducted a regional search for a new Police Chief. The new Chief would have to possess strong leadership skills and demonstrate a strong commitment to Community Policing. He would also have to possess excellent communication skills and the ability to administer a Department with over 600 employees and a budget of over \$42 million. After an exhaustive search through the region, a candidate was located and appointed as Hollywood's 19th Police Chief. *This new Chief began in August 1999 and immediately set out to enhance the image of the Hollywood Police Department and its Officers.*

The Chief began by immediately interviewing 80 employees of the Department. These employees consisted of the existing Command Staff, all Supervisory personnel, and randomly selected personnel at the operational level. Based on these interviews and input from City administration, a re-organization of the Police Department was begun with a focus on a Department-wide Community Policing Philosophy that would hold members accountable for problem solving. This philosophy was aimed at getting the Officers closer to the community and re-instilling the trust and confidence that the Department once enjoyed.

ASSESSMENT: With each Officer now trained in using the SARA method for problem solving, the Hollywood Police Department achieved a 12% reduction in reported crime in 2000. The Department now has teams of Officers assigned to each neighborhood throughout the City as well as Downtown and the Beach. These Officers no longer handle problems with a temporary fix but work with complainants to achieve a long-term solution. The Officers regularly attend neighborhood and civic meetings to get to know their neighbors and

tend to issues that they had previously viewed as trivial. The Department is working toward becoming accredited and is experiencing an extremely high level of "customer satisfaction".

SCANNING

The Hollywood Police Department has enjoyed a history of providing the finest law enforcement services available to the community since 1925. In 1996 however, this history came under fire as the Department found itself embroiled in internal turmoil. A scandal was alleged by the Police Chief in which he claimed that several unqualified Officers had been hired by the Department's personnel section. City administrators hired an independent consultant to review hiring practices that resulted in the overhaul of the policies and procedures governing personnel selection. Unfortunately, this scandal proliferated the local media and deteriorated the community's faith in the Officers sworn to protect them.

This scandal, along with adverse behavior demonstrated by several Officers, led to the termination of the Police Chief in 1996. At that time the City Manager appointed an interim Chief until a permanent replacement could be found.

That replacement came in late 1996. A new Chief came in amidst continued internal strife. The Department was rife with talent and knowledge, but in need of leadership and guidance. Under the new Chief, the Department continued to flounder and the turmoil continued to grow. The Chief developed an adversarial relationship with the Union and met obstacles in each endeavor he attempted. This relationship with the Union became highly publicized which further eroded the community's confidence in the Police Department and finally resulted in a negotiated settlement with the Chief providing for his separation.

The City Manager then sought assistance from the Sheriffs Department. A representative of the Sheriffs Department was contracted to act as Police Chief until a permanent replacement could be found. This action initiated numerous rumors about a takeover of the Police Department by the Sheriff and further exacerbated Department members who were already suffering from low morale, low job satisfaction, and a lack of guidance, direction, and leadership.

The Sheriffs Department representative continued to act as Police Chief until the current Chief was hired in August 1999.

The current Chief assumed the reins of a Department thought by many South Florida Police Executives to be a "snake pit" where a Chief could not last. The Union was seen as very powerful and politically influential. Fortunately, this was an image created by the vast amount of media coverage of the Department over the previous 3 years and not an actual depiction of the current state of affairs. The current Chief recognized the need for sweeping changes within the organization and began his crusade to regain public trust, confidence and support immediately.

ANALYZING THE PROBLEM

In 1994, a dispute erupted between members of the Hollywood Police Department's Command Staff that resulted in numerous allegations of impropriety in the management and leadership of the Department. One of the allegations made accused the Department of lowering its standards for new hires and ignoring disqualifying features in others. This dispute garnered a great deal of media attention that portrayed the

Department as employing numerous Officers that were not qualified or had criminal pasts. After going through two interim Chiefs' and one full-time Chief, the current Chief was hired in August 1999. This Chief took the reins of a Department that was still portrayed by the media to be rife with unqualified Officers.

The newly appointed Chief wasted no time in assessing the personnel in the Department. He was led to believe that many of the sworn employees were unqualified and largely incompetent. The Chief began by reviewing the personnel files, work history, and education of the Command Staff. He then began an interview process in which he interviewed each and every Supervisor in the Department and numerous non-supervisors, both sworn and non-sworn. The Chief queried over 80 personnel to get a feel for the level of competency and dedication to the Agency. Upon completion of the interviews, the Chief, with only two weeks on the job began re-structuring his Command Staff. This included numerous promotions, retirements, and one demotion. The Chief then provided each Command Member and Supervisor a memorandum outlining his .._findings and his expectations (See Appendix A).

MEDIA PERCEPTION

An analysis of the personnel employed by the Hollywood Police Department revealed an Agency saturated with veteran Officers and Supervisors wholly qualified with education levels that most Chiefs would envy. After further analysis of Officer performance, citizen complaints, use of force, crime trends, and commitment to the Agency, the determination was made that the Department was comprised of competent,

well-educated, dedicated Officers that were committed to the citizens of Hollywood. Since the local media plays a large role in providing the citizens with information, the public perception mirrored the image that had been portrayed by the media. This perception was also shared by other Law Enforcement Agencies in the South Florida area.

C.O.P. PHILOSOPHY

An analysis of the structure of the Agency revealed that most Officers had not been trained or exposed to the philosophy of Community Oriented Policing. A specialized Unit had been created within the Special Operations Division, consisting of 26 Officers assigned as "Community Oriented Police". These Officers were assigned based on neighborhoods that had established civic associations. An Officer was assigned to each of these associations to coordinate problem solving and address issues and concerns as they arose. In addition, COP Officers were assigned to patrol the Downtown area and Hollywood Beach.

The examination of this structure revealed a significant shortfall. If the COP Officer assigned to a specific neighborhood was off-duty there was no one the association could go to directly. Since Patrol Officers had not been trained for problem solving or held accountable for it, they viewed their role as that of a first responder to maintain peace and offer temporary solutions until the COP Officer returned to work. It was also discovered that the workload was very unevenly dispersed as some areas made great demands on the COP Officer while others were relatively quiet and calm.

EMPLOYEE MORALE

In conducting an analysis of the Agency, the Chief interviewed 80 members from all levels to ascertain issues, concerns, problems, and perceptions. Throughout these interviews, one recurring theme was low morale among all employees. These interviews revealed that the previous chief was perceived to be incompetent, uncaring, stubborn, and somewhat autocratic in nature. The former Chief had even gone so far as to publicly state that the Agency was in complete turmoil and that he was "hired to turn chicken shit into chicken salad". He also subscribed to the theory that the Department was laden with incompetent, lazy people and that "those that did not get on the train to move forward would be run over by it". The former Chief was also overheard by Officers to say, "this is the most snakebit Police Department I've ever seen". His public comments and lack of leadership skills served to exacerbate employee morale that was already suffering from the highly publicized hiring scandal. In addition to this, several other factors were seen as contributing to low morale:

Short staffing in Patrol

- Inconsistent discipline
- Minimal training funds available
- + Lack of structure in the Agency
- Patrol viewed as the "dumping ground"
- Condition of equipment
- Off-Duty employment

RESPONSE

The new Command Staff of the Hollywood Police Department immediately set out to establish a plan to correct its deficiencies and to restore the public's faith and confidence. A Human Resource consultant was hired to conduct an assessment and develop a plan to steer the department. All employees were invited to participate in the development of a "business plan" to insure the correct direction of the Department and establish goals and objectives. Over 70 employees volunteered to participate in a daylong exercise to provide the consultant with the information needed to establish the Department's strategic plan (See Appendix B). The Agency's new mission was to establish the Hollywood Police Department as a leading force in the Law Enforcement Community. Specific objectives were established for each Division and Division Commanders were held accountable for achieving them. Quarterly meetings were conducted with all Staff Members to monitor the progress in achieving objectives and all members of the Agency were kept abreast of the progress via the Departmental " Information Bulletin.

DELIVERY OF POLICE SERVICES

The Patrol Division (which comprises approximately 50% of the sworn members of the Agency) began an in-depth analysis of the method in which Police services were being delivered. This analysis revealed that Officers assigned to a Patrol function were operating much as they were twenty years ago, they were 911 driven. Citizens would call for Police and an Officer would respond. During the times when Officers were not

responding to calls for service, they were randomly patrolling and engaging in traffic enforcement. This analysis revealed that 50% of an Officer's workday was uncommitted.

The Officers assigned as COP Officers were held accountable for their assigned neighborhoods, but were assigned to a separate Unit from Patrol. They spent a great deal of their workday devoted to quality of life issues in those neighborhoods, issues that traditional Officers did not see as Police related. Patrol Officers came to resent the COP Officers as they felt that they were handling everything and the COP Officers were "goofing off". This separation of Units caused a great deal of strife and turmoil, mostly due to the lack of understanding of Patrol Officers about the nature of the COP Officer's duties.

The analysis revealed a need to reorganize the Patrol Division and to restructure the way in which Police services are being provided. With the Department's goal in mind, the Division established the following objectives:

1. To provide the highest quality of Police service possible.
2. To provide guidance and direction in the daily activities of Officers.
3. To project a professional image of the Hollywood Police Department.
4. To hold Officers accountable for specific geographic regions of the city.

NEIGHBORHOOD POLICE TEAMS

A complete reorganization of the Patrol Division was completed in February 2000 and implemented. This reorganization renamed the Division the C.O.P. Division and placed dual accountability on each Officer assigned. This dual accountability consists of "911 Response" and "Team Policing". The Division is now separated into two distinctive compositions.

911 RESPONSE MODEL

The Patrol Section is comprised of 14 squads consisting of one Sergeant, eight Officers, and one Community Service Officer. These squads are responsible for handling traditional Policing activities such as calls for service, emergency response, traffic enforcement, etc. Each of these Officers is also assigned to a Neighborhood Police Team with specific objectives to address during their uncommitted time (See Appendix C).

NEIGHBORHOOD TEAM MODEL

15 Neighborhood Police Teams are also comprised within the Patrol Section. Each team consists of 6 Officers, (2 from each shift), a Sergeant, an Officer assigned as the Neighborhood Team Leader, and a Lieutenant who, in most cases commands the activity of multiple teams (See Appendix D). Each team is responsible for solving problems in a specific geographical area. Each team member is challenged to be imaginative and creative in their approach to offering permanent solutions to problems and concerns that have been plaguing their communities. At the onset of the program,

team members met with citizens in public forums to discuss their concerns and quality of life issues. Neighborhood Team Leaders then conducted an analysis of crime trends and traffic concerns in their neighborhood in order to arm their Team members with as much information as possible. Teams then met and collectively established goals and objectives based on the information revealed by the analysis.

Each Officer was then supplied with a Neighborhood Resource Book. These books contained an array of information specific to the neighborhood so that each Officer stayed current on all facets of the area. These books contained information from the Teams goals and objectives, to residents on vacation, to registered sexual predators along with photos and identification information. Each Officer was charged with the responsibility of maintaining this resource book and as Officers were transferred into new positions, the resource book is passed on to new Team members. Team members were also supplied with copies of Neighborhood Referrals for those complaints, concerns, and information reported to the department on a daily basis.

Patrol zones are now configured so that Officers are assigned to zones that are congruent or adjacent to their Neighborhood Team areas. This configuration allows Officers to spend their uncommitted time working on Team initiatives. Officers now have specific direction, based on team goals and objectives, for their entire tour.

EDUCATING THE COMMUNITY

Prior to the implementation of this program, a PowerPoint slide show was produced to be presented to the community. This presentation was conducted for each of the 15 geographic regions that comprise the City. Residents were advised that they now would have an Officer in their neighborhood at all times who is familiar with their concerns, crime trends, and traffic patterns. At least one of their Team members would be available at any given time. Since traffic was the number one complaint throughout the City, 5 additional Motorcycle Officers were assigned, and 43 additional speed-measuring devices were purchased and assigned to team members to combat traffic violations.

It was a goal of each Neighborhood Police Team to have a member in attendance at 100% of the civic and neighborhood association meetings conducted. These meetings allowed the Officers to educate residents on any concerns or problems that may be on going in the area. It also allowed the residents to educate the Officers on their concerns or problems that are on going in the area. These meetings proved to be invaluable for information exchange between the citizens and the Officers. Most important, these meetings allowed the residents to get to know the Officers that are assigned to their neighborhood on a first name basis.

EXAMPLES

Neighborhood Police Team #1

Neighborhood Police Team #1 is assigned to the area of the City referred to as North Beach. Armed with information from the Department's computer data base and input from the residents, Team members established the following goals and objectives for 2000 and achieved the following results:

- Members of team #1 realized that vehicle burglaries had long been a major problem on North Beach. They developed an action plan to educate beach visitors about leaving valuables in their vehicle along with additional surveillance and enforcement activities. They established a goal to reduce the number of vehicle burglaries by 15% over the previous year. As a result of their activities, they far exceeded their expectations and reduced the number of vehicle burglaries by 33%.
- Team members also discovered that traffic was a major concern of residents City-wide. Two Team members requested and received training and certification in the operation of speed measuring devices (radar). Team members advised residents at monthly meetings of the increased enforcement and provided information on its importance. The members' devotion to safety resulted in an increased number of intersection surveillance's, traffic warnings, and traffic citations, but most important-a reduction in the number of vehicle accidents.
- Team members realized the importance of education and establishing and maintaining an accurate communications exchange between the Police and the Community. They insured that at least one Team member was present at every civic/business association meeting conducted throughout the year (See Appendix E).

Neighborhood Police Team #7

Neighborhood Police Team #7 is assigned to the area of the City referred to as South Central. Armed with information from the Department's computer data base and input from the residents, Team members established the following goals and objectives for 2000 and achieved the following results:

- Team members discovered that traffic was a major concern of residents City-wide. Two Team members requested and received training and certification in the

operation of speed measuring devices (radar). Team members advised residents at monthly meetings of the increased enforcement and provided information on its importance. The members' devotion to safety resulted in an increased number of intersection surveillance's, traffic warnings, and traffic citations. Although the Team realized an increase in the number of traffic accidents despite their increased enforcement efforts and visibility, the number and severity of injuries sustained in vehicle accidents decreased indicating that the speed at the time of impact was reduced.

The major concern of residents in the South Central Neighborhood was that of drug dealing at several locations. Team members worked in conjunction with the Department's Community Affairs Section in conducting security surveys at these locations to assess issues that enhance dealers' ability to ply their trade. As a result of these surveys, Officers and Residents worked together in trimming and/or removing shrubbery and adding lighting. Officers then increased their efforts to enforce issues that also aided the dealers such as riding bicycles without proper equipment, vehicle operators stopping in the street, etc. As a result of the efforts of Team members, we have observed the number of field contacts increase by as much as 83%, the number of citations increase by as much as 100%, and the number of drug arrests and complaints drop by as much as 76%.

- Another goal established by Team #7 was to reduce the number of prostitution related incidents by 50%. This goal was established as a result of citizen complaints and through an analysis of the prostitution related arrests from the previous year. Team members worked in conjunction with the Department's Crime Suppression Team and Legal Advisor. A municipal ordinance was proposed to the City Commission which was approved that allowed the seizure of vehicles used in prostitution related offenses. The perpetrators were assessed \$500 in administrative fees to retrieve their vehicle. This money was utilized to pay the overtime salaries of Officers from the Crime Suppression Team, Vice, Intelligence and Narcotics Unit, and the Neighborhood Police Team to conduct undercover reverse stings. These stings resulted in the arrest of over 300 subjects and the seizure of over 80 vehicles. Each of the alleged "johns" then received a letter at their residence from the Department advising them of the hazardous nature of their activity (See Appendix F). The prostitution and drug activity that was prevalent for years on this corridor, has been greatly curtailed and recognized to the satisfaction of the local residents and merchants.

CITY-WIDE

The one concern that was voiced throughout the City at every civic/community/business association was that of traffic enforcement. The community felt as if enough was not being done to enforce traffic laws.

The Police Department had recently increased its complement of Motorcycle Officers from 6 to 9. A plan was devised to further increase the number of Motorcycle Officers to 18 in the upcoming year. Each of these Officers are equipped with dual facing radar and charged with the sole responsibility of traffic enforcement and traffic homicide investigation. With a new emphasis on traffic enforcement, the number of traffic citations increased from 18,496 in 1998 to 35,917 in 1999, to 38,082 in 2000. More importantly, we saw the number of traffic fatalities reduced from 18 in 1999 to only 6 in 2000, a substantial decrease of 66% (See Appendix G). At recent community meetings, residents advise that they have noticed a significant increase in Police visibility and a noticeable impact in the level of traffic enforcement throughout the city.

Also mentioned at many of these meetings, was a perceived lack of regulatory signage. Neighborhood Police Teams worked with community members in identifying areas and locations and facilitated the posting of appropriate signage. Team members followed up with consistent enforcement (See Appendix H).

Numerous initiatives were undertaken to improve the image of the Department and its Officers throughout the City. These initiatives include the following:

Youth Programs

Since August 1999, the Police Chief has earmarked over \$2 million for youth programs throughout the City. This funding was provided to construct a new 8500 square foot Police Athletic League facility, a 4000 square foot addition to the Hollywood Unit of the

Broward County Boys and Girls Club, and the implementation of the S.A.V.I. (School Anti-Violence Initiative) Program.

Officer Next Door

The Police Department, working in conjunction with the City's Community Planning and Housing Division, identified blighted neighborhoods and vacant homes in those areas. The Chief provided Law Enforcement Forfeiture Funds to restore the property and offer uniformed Police Officers with an assigned marked Patrol vehicle the opportunity to move in rent-free. The Officer must maintain the property in accordance with established standards. It is hopeful that the Officer's presence will assist in building community pride and prompt other homeowners to restore their property.

Citizen Traffic Task Force

Citizens are recruited and trained in the operation of the Department's two S.M.A.R.T. (Speed Monitoring Awareness Radar Trailer) trailers. They are then positioned near the trailer to document the license number of vehicles observed to be exceeding the posted speed limit. A letter is then sent to the owner of the vehicle advising that his/her vehicle was observed speeding. Although there is no enforcement mechanism to this method, it serves to get citizens involved in a non-confrontational role and heighten the awareness of drivers and vehicle owners.

Neighborhood Network Centers

The Police Department has recently identified and purchased two sites to operate as Neighborhood Network Centers. These centers will serve as sub-stations for the Police Department and also as satellite facilities for City Hall. Residents will have the ability to address issues at these centers from making and receiving Police reports to paying water bills. It is our goal to make City services accessible to the community without having to travel to the Police Station or City Hall. There are also meeting rooms available for community use as well as conference rooms that can be used for conflict resolution and arbitration. There are plans for a total of four centers throughout the City.

Hollywood Neighborhood Enhancement Team (H-NET)

An analysis of complaints received by the Police Department revealed that much of an Officer's time was spent dealing with issues that could be handled more effectively by other City Departments. As such, the Police Department took the initiative to coordinate all affected City Departments to meet and tour each neighborhood in the City. Community members were encouraged to also attend and voice their concerns to members of the H-NET. We have been able to resolve hundreds of concerns from parking issues to illegal dumping and overflowing dumpsters. Through the resolution of many of these issues, the Police Department has noticed a significant reduction in the number of calls for service relating to issues falling under the purview of other City

Departments. We have also noticed a reduction in the number of calls for service for crime issues that may have been caused by these quality of life issues.

Community Oriented Policing Problem Solving Award (COPPS).

This award was adopted to recognize an entire Neighborhood Police Team for taking a community problem and bringing it to a successful conclusion. The award is presented on a quarterly basis and is in the form of a ribbon that can be worn on the uniform shirt. Additionally, a standing plaque with a plate inscribed with the Team number is displayed in a public access area of the Police Headquarters Building.

ASSESSMENT

The efforts of the Hollywood Police Department were measured by the feedback received from the community at civic/homeowner association meetings, public forums, City Commission meetings, and media response (See Appendix I). The Department now enjoys one of the highest approval ratings in its 75-year history with accolades being heaped on it by the community and City leaders. Through intense efforts, utilizing Dr. Goldstein's Problem Oriented Policing Philosophy, we have achieved tremendous results in the areas of crime reduction, traffic complaints, quality of life issues, and respect and admiration for the men and women of the Hollywood Police Department.

"The Hollywood Police Department is committed to providing the finest Law Enforcement services possible to the citizens and visitors of Hollywood. Community leaders, politicians, the media, and Officers themselves realized a tremendous lack of public faith and confidence in the Department. Through the dedication of each and every member and a commitment to the principles of Problem Oriented Policing expounded by Dr. Goldstein, the image of an Organization in complete disarray has truly turned 180 degrees. We now routinely receive praise from our citizens concerning every aspect of policing. Residents report that they now feel confident when calling for Police assistance

policing. Residents report that they now feel confident when calling for Police assistance that their concerns will be dealt with professionally and completely. The media now portrays us as an Organization focused in the right direction with a great deal of guidance and leadership.

We have taken the principles endorsed by Dr Goldstein to a new level. We have demonstrated that these principles can be used not only for community problems, but also for much larger Organizational problems. Through the implementation of Dr. Goldstein's theories of Problem Oriented Policing, the Hollywood Police Department is well on its way to achieving its goal of becoming a leading force in the Law Enforcement Profession.

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