

LAW ENFORCEMENT CONSOLIDATION TASK FORCE

LAW ENFORCEMENT ADMINISTRATION AND SUPPORT TEAM

November 4, 2011

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Law Enforcement Consolidation Task Force
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EXECUTIVE SUMMARY

The Law Enforcement Consolidation Task Force met on July 14, 2011, for an organizational meeting at which point Subject Matter Expert (SME) Teams were approved for the purpose of providing information and recommendations to the task force. The primary directive for the SME Teams is to validate the missions and objectives for the many state law enforcement agencies as well as identifying possible efficiencies that can be created between agencies and redundant efforts among agency missions and activities.¹

As part of the task force organizational effort, the Law Enforcement Administration and Support (LEAS) subject matter expert team was created to examine the following aspects of state law enforcement agencies:

- Support Staff functions and Administrative needs;
- Policies and Procedures;
- Legal Representation and Resources and
- Regional Configuration.

The LEAS Team has developed this status report to present their findings and recommendations to the team sponsor in preparation for future task force meetings.

By the very nature of the LEAS Team charter, team recommendations would need to be based on consolidation of agency or function recommendations from the task force. As consideration of the single “Department of Public Safety” concept was tabled at the August 3, 2011 task force meeting, the LEAS Team has focused on identification and development of criteria and possible “next steps” to provide to the task force for their use when providing recommendations for consolidation of state law enforcement activities or responsibilities.

¹ Meeting Minutes of August 3rd, 2011 Law Enforcement Consolidation Task Force

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SUPPORT STAFF FUNCTIONS AND ADMINISTRATIVE NEEDS

Integration of Administrative and Support Functions

An Implementation Guide

The Law Enforcement Administrative and Support Team was tasked with reviewing the process and effects that the consolidating of agencies or functions would have on the administrative and support functions of those agencies. Every law enforcement agency has administrative and support function needs. While there are common areas, such as human resources or procurement, the unique mission of each agency results in differing needs.

Due to the fact that agency or functional consolidation proposals are only now being considered, the focus of this portion of the report is to provide a guide on the issues and decision points that would need to be addressed should a consolidation of agencies or functions occur.

The steps outlined in this guide are dependent on the timing of any consolidation. The first consideration will be to what extent the integration can be accomplished simultaneously with the consolidation and what will need to be delayed until after the actual consolidation. A timeline should be prepared to identify those tasks that must be completed prior to and those tasks that can be accomplished in the months after the consolidation occurs.

The term administrative and support functions in law enforcement agencies generally refer to the Human Resource, clerical, procurement, budgeting, accounting, information technology, evidence management, research and planning type activities. Traditionally, personnel that perform these functions are not sworn law enforcement officers but the unit may be commanded by a sworn law enforcement officer. At the state level where the law enforcement function may be a division or bureau within a larger department, some

administrative and support personnel may not appear in the law enforcement function organizational structure, however are placed in the department's larger unit that handles the particular function, such as procurement, for the entire department. This is an important point as appropriate numbers of such positions should be identified for transfer to the new agency.

Integration Tasks:

- Identify all administrative and support positions in agencies or activities to be consolidated, within the division, bureau or agency including those positions not in the identified organizational structure;
- Determine the Job Classification of each position and develop a plan to assimilate similar functions into like classifications;
- Determine the duties and responsibilities of those positions;
- Determine tasks performed that were unique to the original agency;
- Determine opportunities to reduce overall staff due to overlapping duties;
- Determine the organizational placement of each position along with identifying the position's supervisor;
- Determine the office space needed and whether the positions will be moved to another facility;
- If a function is performed by sworn law enforcement in one agency and civilians in the other a determination will have to be made regarding the type of position that will perform the function in the consolidated agency.

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POLICIES AND PROCEDURES

Original Team Goal #4: Provide implementation plan for consolidating written directives of agencies identified for merger.

Amended Team Goal #4: Identify potential efficiencies for written directive standardization, distribution, and receipt verification.

In the absence of a mandate to merge law enforcement agencies, the Law Enforcement Administration and Support Team analyzed the function of policies and procedures utilized by state law enforcement. The issues that were identified included standardized policies, distribution of written directives to the employees, and verifying receipt of the documents. Below is a summary of the results of our research:

1. WRITTEN DIRECTIVE STANDARDIZATION

The purpose of a written directive is to outline specific procedures and protocols to be followed by the employees of any given agency. These guides provide standardized direction on how to handle a vast array of functions performed based on the mission of the law enforcement group, as established by the executive staff and management of each agency.

As State Law Enforcement Agencies, there are some common policies amongst all groups that encompass areas such as hiring, training, evaluations, and grievances. However, due to the vast distances that agencies must cover, and the differing core missions, each agency must include rules that pertain to actions and activities for their unique issues. Requiring every agency to adopt a single standard policy for each function performed would result in an extensive review and report to include multiple options depending on varying issues, and would require that each agency's management endorse the same detailed steps for accomplishing all tasks. By

encouraging agencies to pursue and maintain state law enforcement accreditation, functions and critical issues are not only identified, but also written directives that incorporate the standards for professional policing are shared amongst all users, and can be modified for each agency based on their mission.

In summary, it appears that potential efficiencies gained by all state law enforcement agencies using the same policies may be outweighed by the difficulties in obtaining approval by a multitude of agency managers, and create policies that would need to potentially include numerous options for each individual agency due to multiple locations and varied core missions. **Encouraging all agencies to achieve and maintain state accreditation will ensure each agency has directives that provide protocol for high liability issues that meet the standard identified as critical for providing professional law enforcement services to the citizens and visitors to the State.**

Should any individual accredited agencies merge, having these accreditation standards already built into agency directives can help provide a guideline to ensure a smooth transition of consolidating policies and procedures, and provide for a system of reviewing each function to enable a thorough review of functions to be consolidated.

2. POLICY DISTRIBUTION and POLICY RECEIPT VERIFICATION

The importance of writing clear, concise policies is critical, but the distribution of those policies is an important concern as well. In an effort to reduce the cost of printing and mailing policies to various employees deployed around the State, many agencies have transitioned to electronic policy distribution systems. These systems manage and distribute policies, allow employees to search for specific information, and verify when an employee has read the posted directive. By using an automated distribution and verification system, employees can be sure that their knowledge regarding how to conduct their agency's mission is current, and system reporting capabilities allow managers to track employees that have / have not read the agency's most current directives.

In reviewing the methodology used by State law enforcement agencies to distribute and verify receipt of agency policies, it was found that no agencies are using a manual (paper) method of policy distribution and management. Most agencies contract automated policy distribution and verification services from a private vendor. The vendor provides two options: a solution hosted on their server with an application that can be accessed over the internet; and, a solution installed on an agency's server.

One agency uses an automated policy distribution and verification system that was developed by the agency's in-house information technology team. This system is maintained

on agency servers using agency information technology personnel. This system could potentially be provided at no cost to other state agencies, if it can be supported by other agencies' technology environments.

Recommendation: The Team concluded that there may be financial benefits gained by all state law enforcement agencies use of the same automated policy distribution system. It is recommended that the Information Technology group:

- 1. Conduct a needs assessment to determine the system and functional requirements of each state law enforcement agency.**
- 2. Conduct a feasibility study to determine the cost and effectiveness of the various available off-the-shelf policy management systems and the policy management system developed within one agency. The study should compare the functionality of all systems, as well as the cost of purchase, cost of system customization, upgrades and maintenance.**

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LEGAL REPRESENTATION AND RESOURCES

The Law Enforcement Administrative and Support Team has determined that there are varying levels of need for legal resources among state law enforcement agencies. Differing agency missions and objectives and the requirement for specialized agency legal services needs make it difficult to propose a total consolidation for this support function. There does not appear to be a consistent model of legal support among the various law enforcement agencies. Several agencies house legal resources within the organizational structure of the law enforcement division, while others may utilize a department level approach with a dedicated legal office member or team. **However, there may be opportunities to provide legal services common to all law enforcement agencies.** Should the task force choose to explore the option of consolidation of certain legal resources into a centralized area, **an evaluation of all agency legal functions should be conducted to assess the efficiencies and effectiveness of centralizing legal services common to all law enforcement agencies.**

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REGIONAL CONFIGURATION

The Law Enforcement Administrative and Support Team recently requested and received regional boundary maps along with a brief explanation of the reasoning behind current agency boundary configuration for state law enforcement agencies.

We have identified a few similarities between agency operating regions, but there are greater differences necessitated by each agency's need to meet their primary law enforcement mission or other public service needs. Even within agencies, there are geographic differences between regional boundaries based on investigative and patrol or other law enforcement needs within the agency.

In the absence of a recommendation for consolidation of law enforcement functions from other teams or the task force itself, the Law Enforcement Administrative and Support team has provided a series of maps (**see appendix**) for state law enforcement agencies of jurisdictional, regional and/or service boundaries. Any recommendation of agency or functional consolidation will need to include a study of the impacts of office co-location or establishment, effects on response times, effects on public service needs due to the consolidation, and that the consolidated agency or functional boundaries are mission driven.

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CONCLUSIONS

As part of the task force organizational effort, the Law Enforcement Administration and Support (LEAS) subject matter expert team was created to examine the following aspects of state law enforcement agencies and offers the following information and/or recommendations:

Support Staff and Administrative Needs:

- Provides a guide of tasks needed for integration of administration and support functions and personnel for affected agencies or law enforcement functions.

Policies and Procedures:

- Encourage all state law enforcement agencies to achieve standard accreditation to provide a guideline to ensure a smooth transition of consolidating policies and procedures, and provide for a system of reviewing each function to enable a thorough review of functions to be consolidated.
- Task the Information Technology Team to assess the system and functional requirements of each state law enforcement agency.
- Conduct a feasibility study to determine the cost effectiveness of the various available off-the-shelf policy management systems and the policy management system developed within one agency.

Legal Representation and Resources:

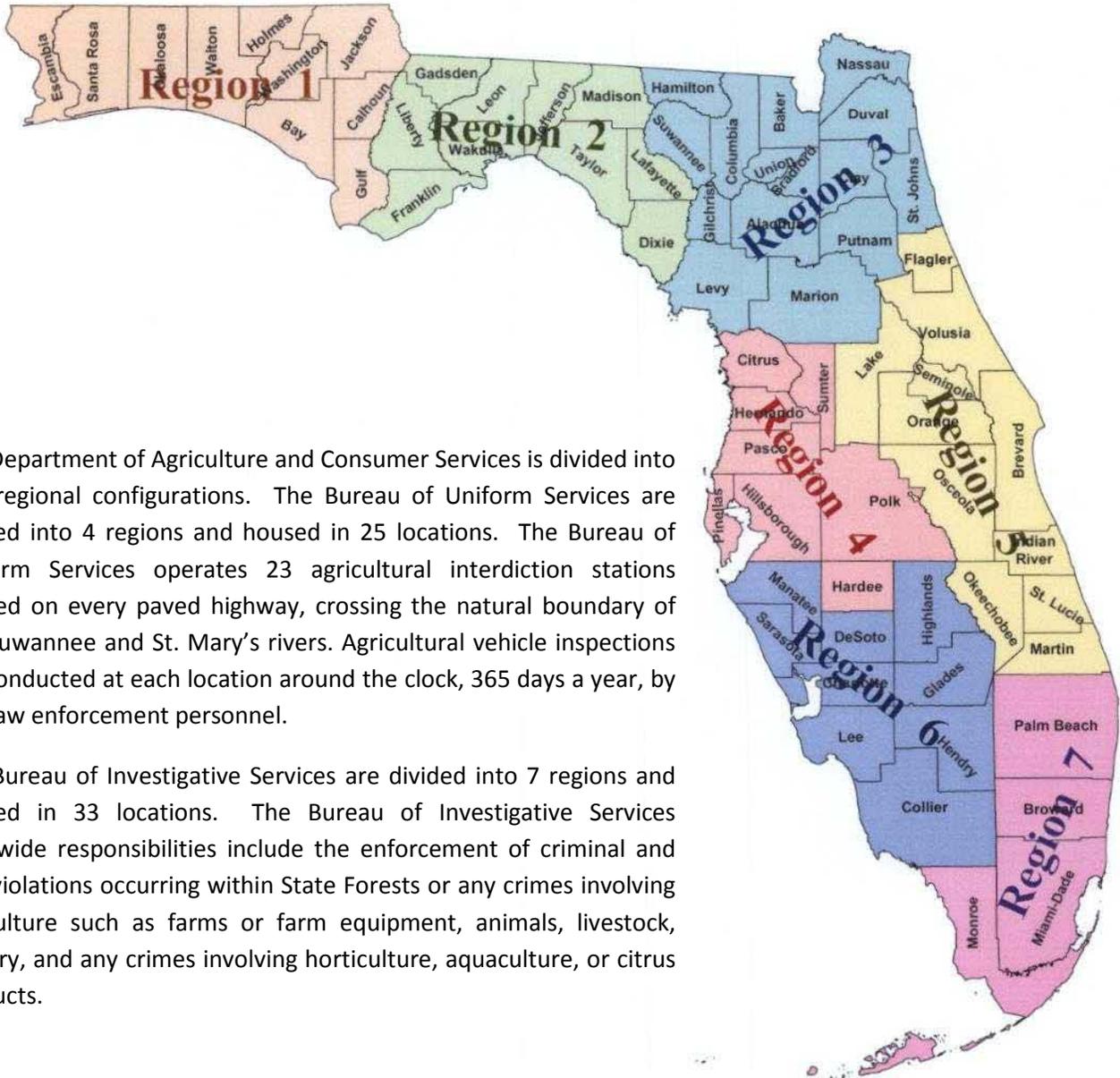
- An evaluation of all agency legal functions should be conducted to assess the efficiencies and effectiveness of centralizing legal services common to all law enforcement agencies.

Regional Configuration:

- In the absence of a recommendation for consolidation of law enforcement functions from other teams or the task force, maps of current regional configuration and reasoning behind the configurations are provided.

APPENDIX

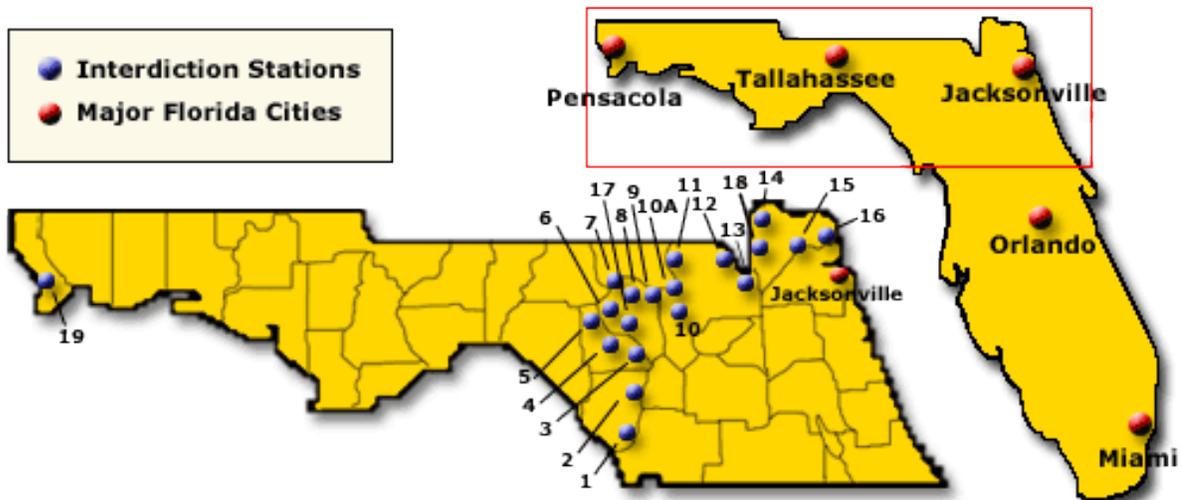
FLORIDA STATE LAW ENFORCEMENT AGENCY REGIONAL BOUNDARY MAPS



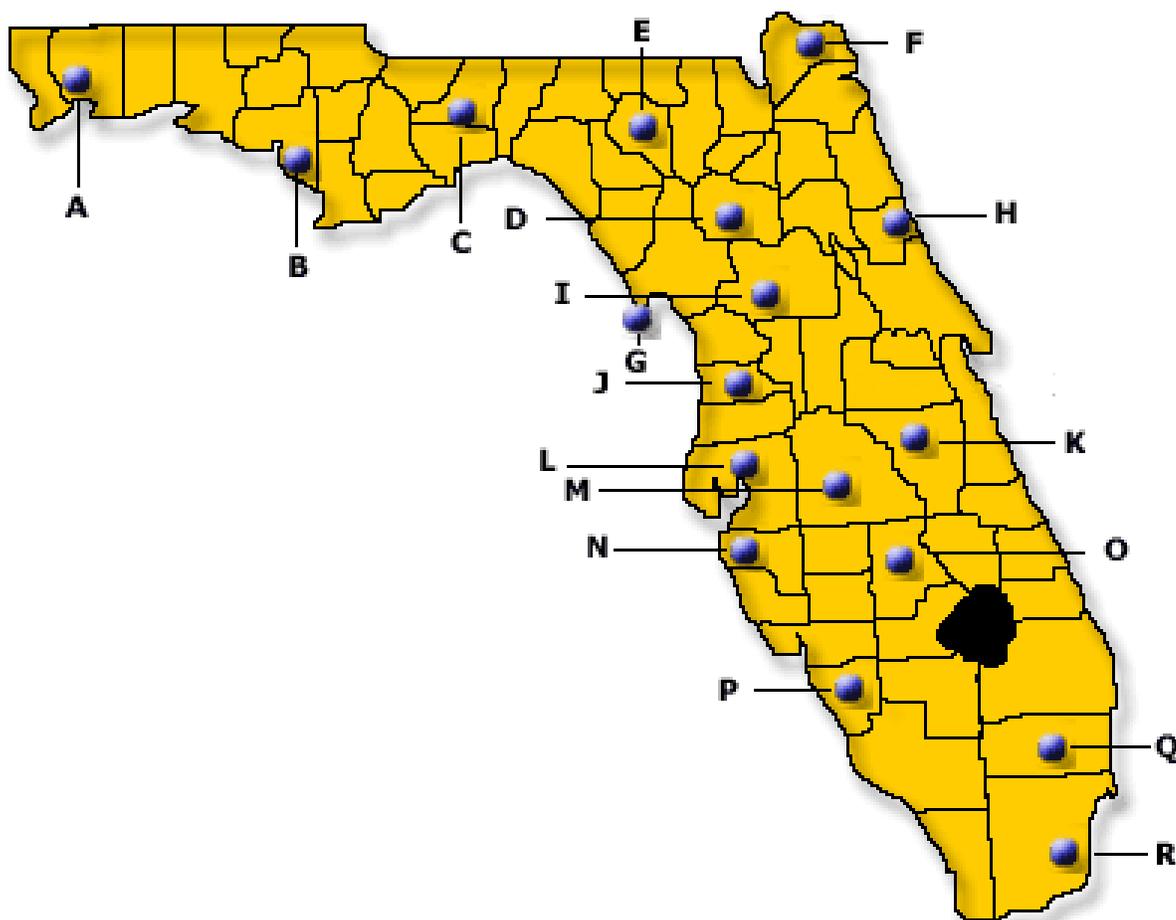
The Department of Agriculture and Consumer Services is divided into two regional configurations. The Bureau of Uniform Services are divided into 4 regions and housed in 25 locations. The Bureau of Uniform Services operates 23 agricultural interdiction stations located on every paved highway, crossing the natural boundary of the Suwannee and St. Mary’s rivers. Agricultural vehicle inspections are conducted at each location around the clock, 365 days a year, by 224 law enforcement personnel.

The Bureau of Investigative Services are divided into 7 regions and housed in 33 locations. The Bureau of Investigative Services statewide responsibilities include the enforcement of criminal and civil violations occurring within State Forests or any crimes involving agriculture such as farms or farm equipment, animals, livestock, poultry, and any crimes involving horticulture, aquaculture, or citrus products.

Department of Agriculture and Consumer Services
Law Enforcement- Uniform Services

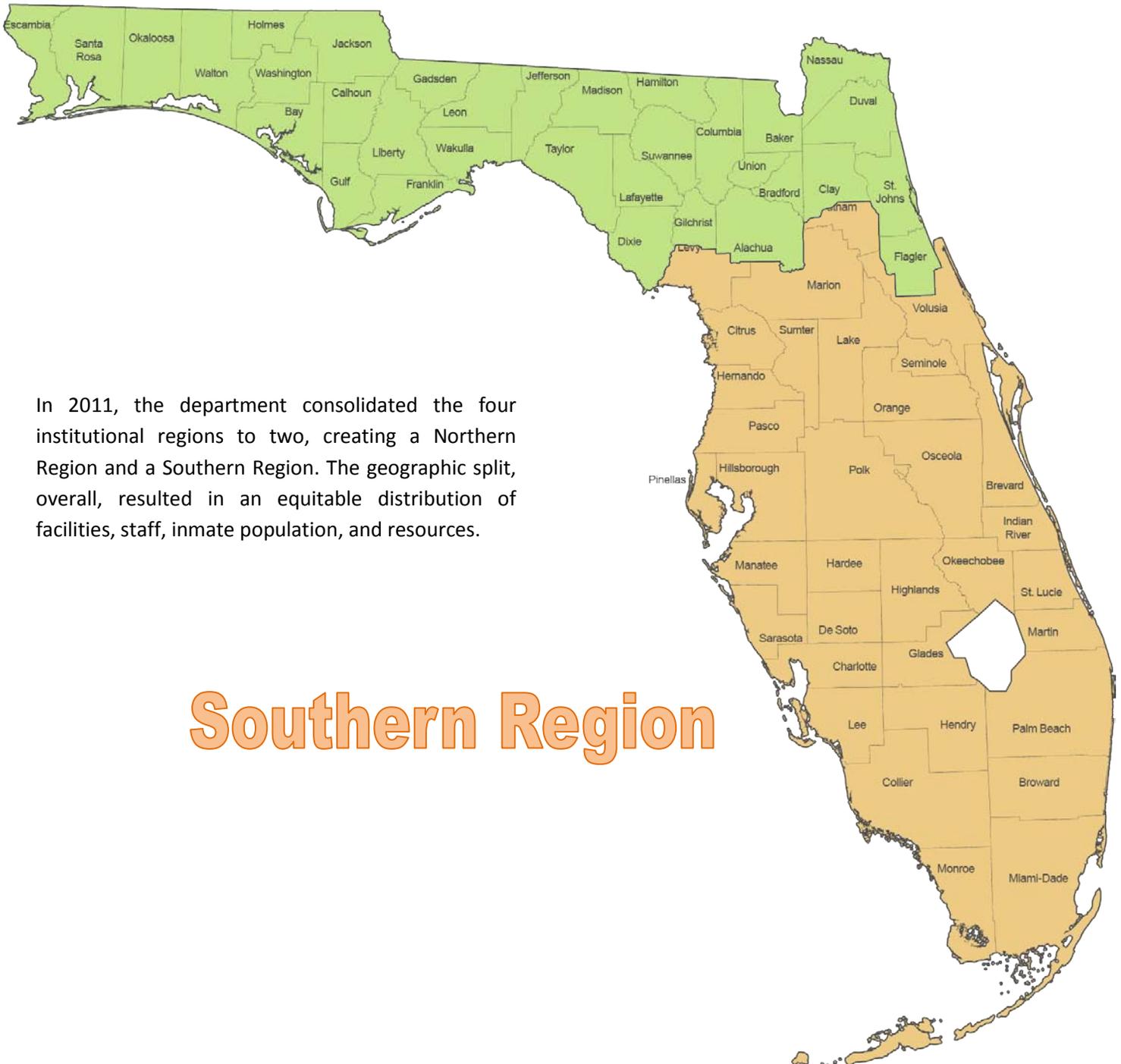


Department of Agriculture and Consumer Services
Law Enforcement- Investigative Service



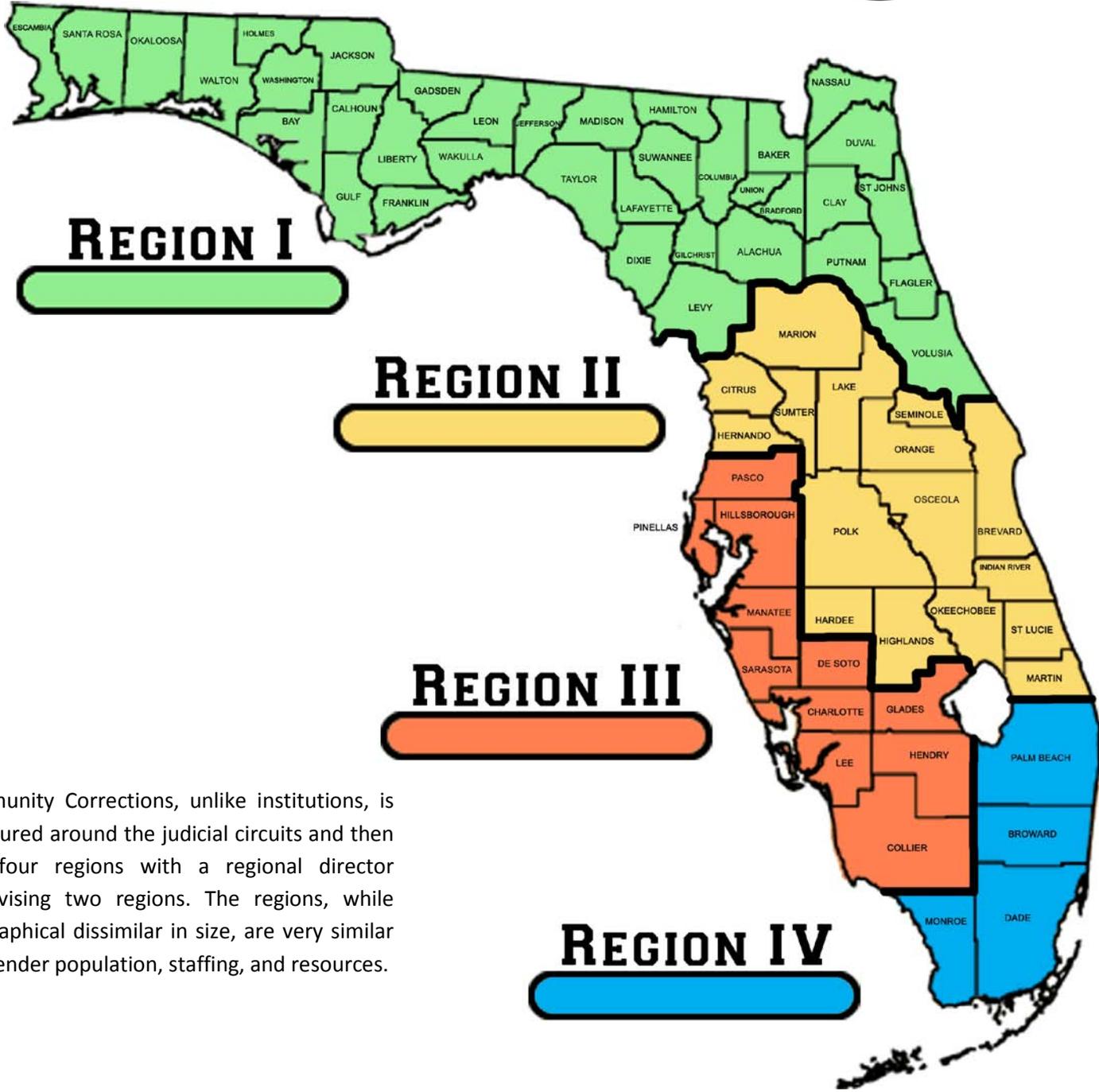


Northern Region

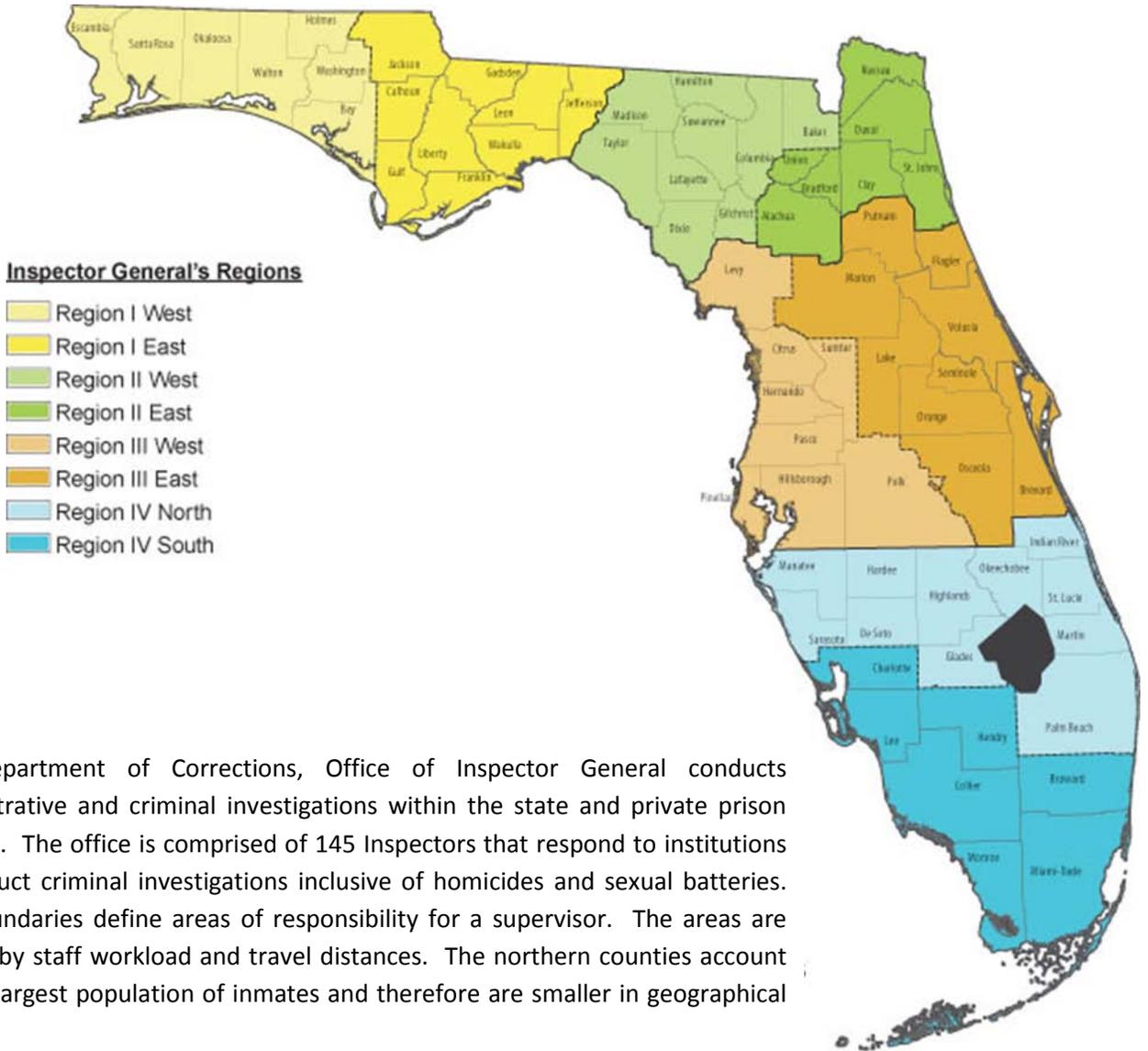


In 2011, the department consolidated the four institutional regions to two, creating a Northern Region and a Southern Region. The geographic split, overall, resulted in an equitable distribution of facilities, staff, inmate population, and resources.

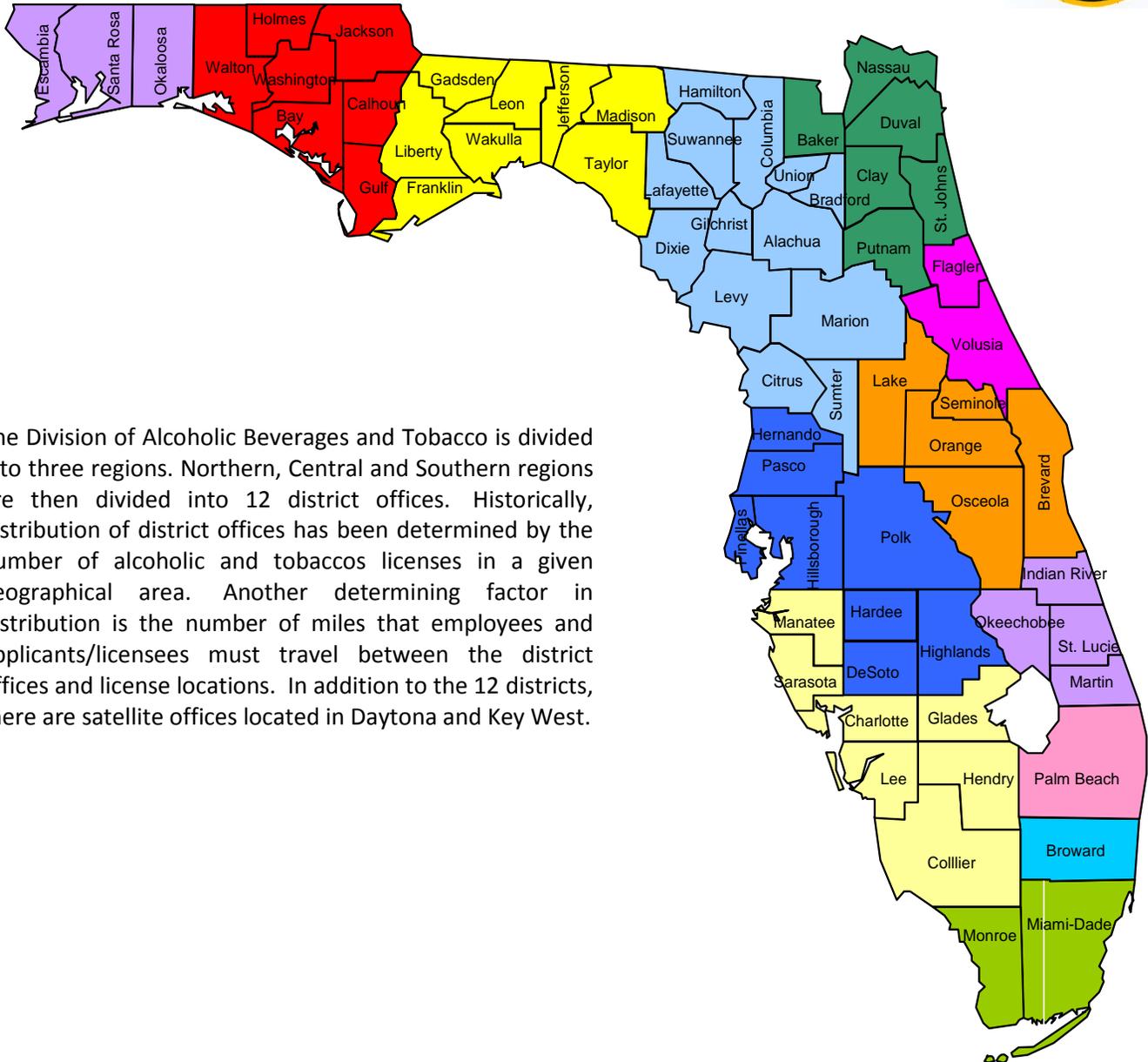
Southern Region



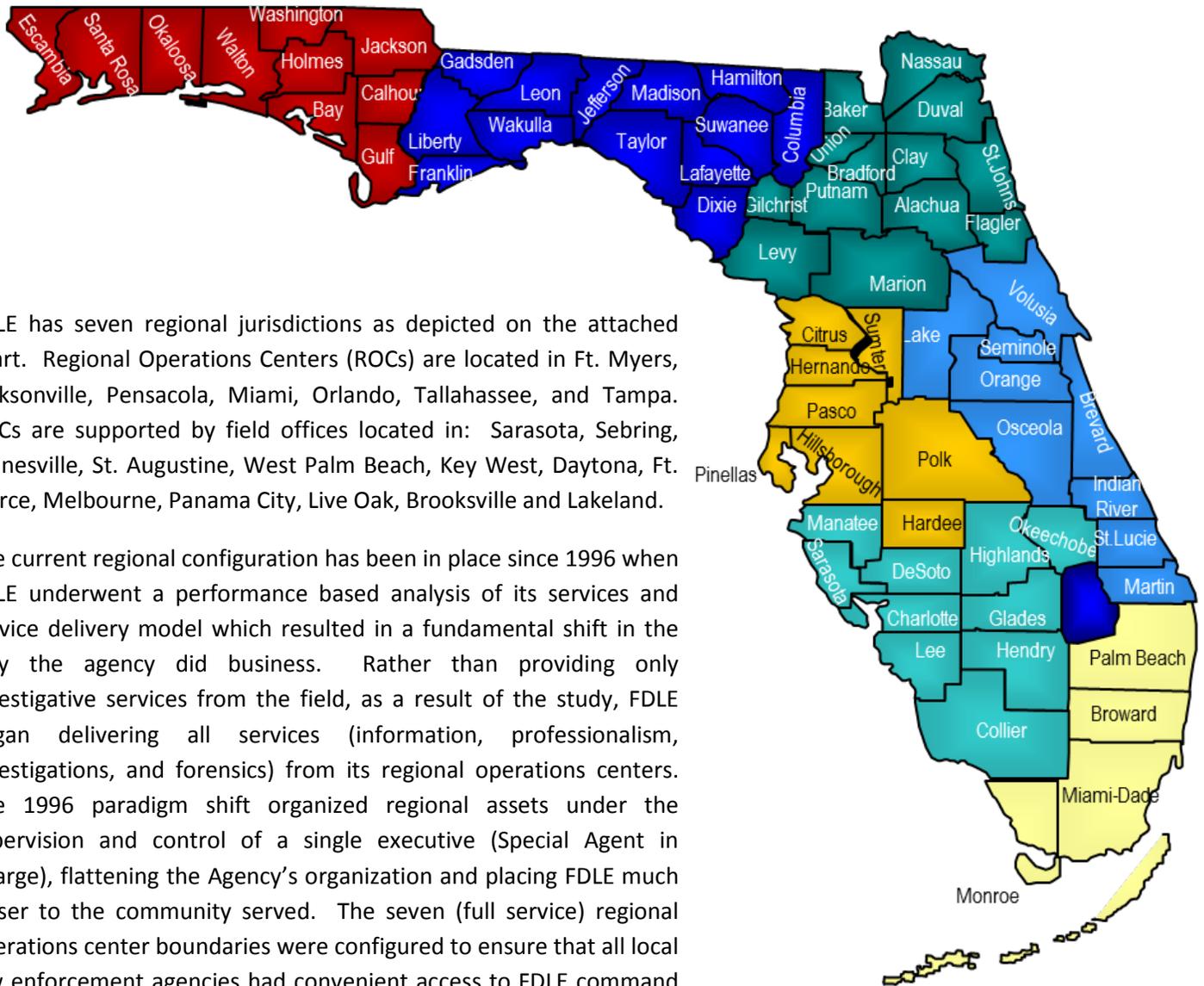
Community Corrections, unlike institutions, is structured around the judicial circuits and then into four regions with a regional director supervising two regions. The regions, while geographical dissimilar in size, are very similar in offender population, staffing, and resources.



The Department of Corrections, Office of Inspector General conducts administrative and criminal investigations within the state and private prison facilities. The office is comprised of 145 Inspectors that respond to institutions to conduct criminal investigations inclusive of homicides and sexual batteries. The boundaries define areas of responsibility for a supervisor. The areas are divided by staff workload and travel distances. The northern counties account for the largest population of inmates and therefore are smaller in geographical areas.



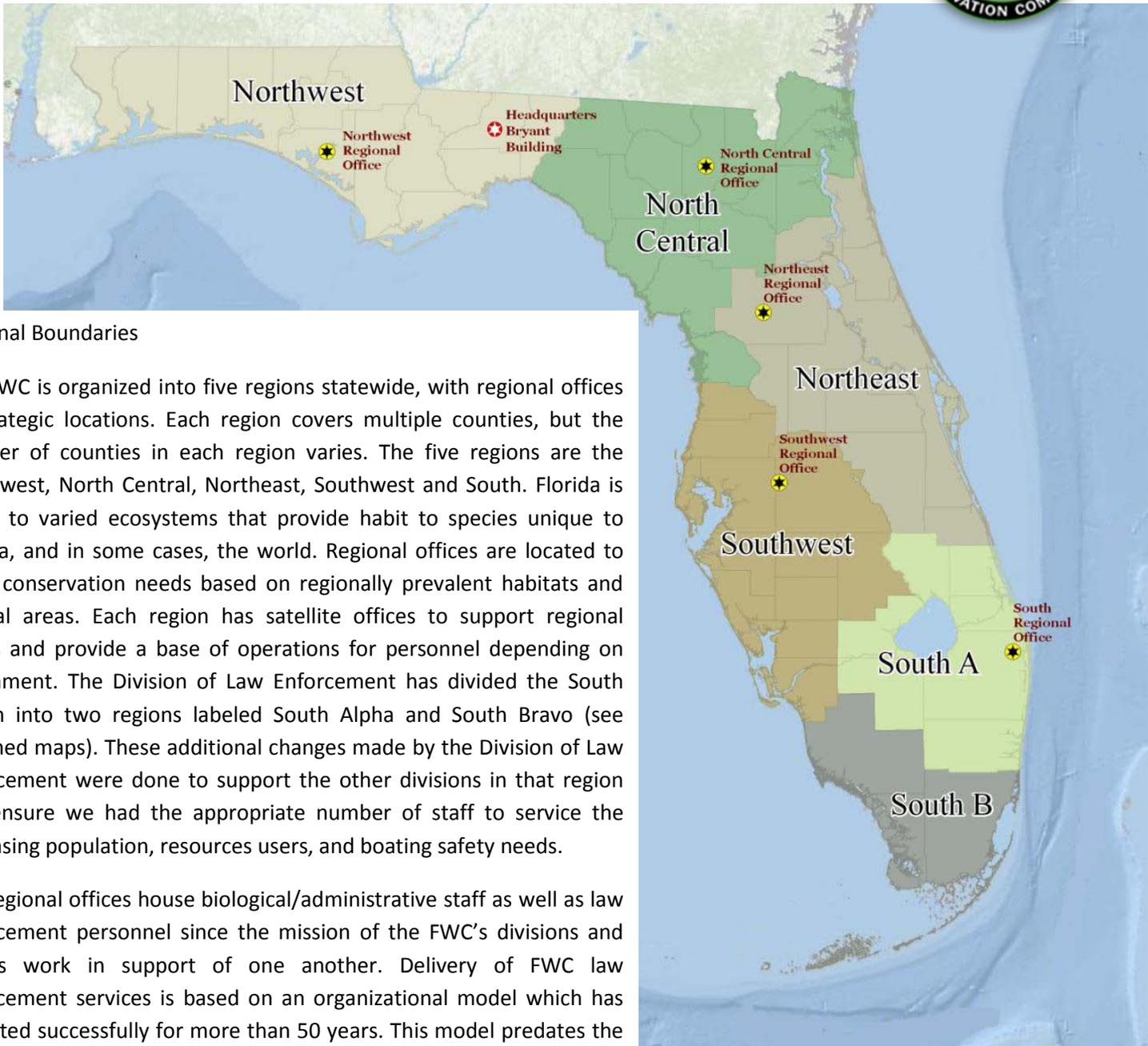
The Division of Alcoholic Beverages and Tobacco is divided into three regions. Northern, Central and Southern regions are then divided into 12 district offices. Historically, distribution of district offices has been determined by the number of alcoholic and tobaccos licenses in a given geographical area. Another determining factor in distribution is the number of miles that employees and applicants/licenseses must travel between the district offices and license locations. In addition to the 12 districts, there are satellite offices located in Daytona and Key West.



FDLE has seven regional jurisdictions as depicted on the attached chart. Regional Operations Centers (ROCs) are located in Ft. Myers, Jacksonville, Pensacola, Miami, Orlando, Tallahassee, and Tampa. ROCs are supported by field offices located in: Sarasota, Sebring, Gainesville, St. Augustine, West Palm Beach, Key West, Daytona, Ft. Pierce, Melbourne, Panama City, Live Oak, Brooksville and Lakeland.

The current regional configuration has been in place since 1996 when FDLE underwent a performance based analysis of its services and service delivery model which resulted in a fundamental shift in the way the agency did business. Rather than providing only investigative services from the field, as a result of the study, FDLE began delivering all services (information, professionalism, investigations, and forensics) from its regional operations centers. The 1996 paradigm shift organized regional assets under the supervision and control of a single executive (Special Agent in Charge), flattening the Agency’s organization and placing FDLE much closer to the community served. The seven (full service) regional operations center boundaries were configured to ensure that all local law enforcement agencies had convenient access to FDLE command and services, and that FDLE could rapidly, and appropriately respond to any location within Florida.

Florida Fish and Wildlife Conservation Commission - Division of Law Enforcement
Regional Office Boundaries



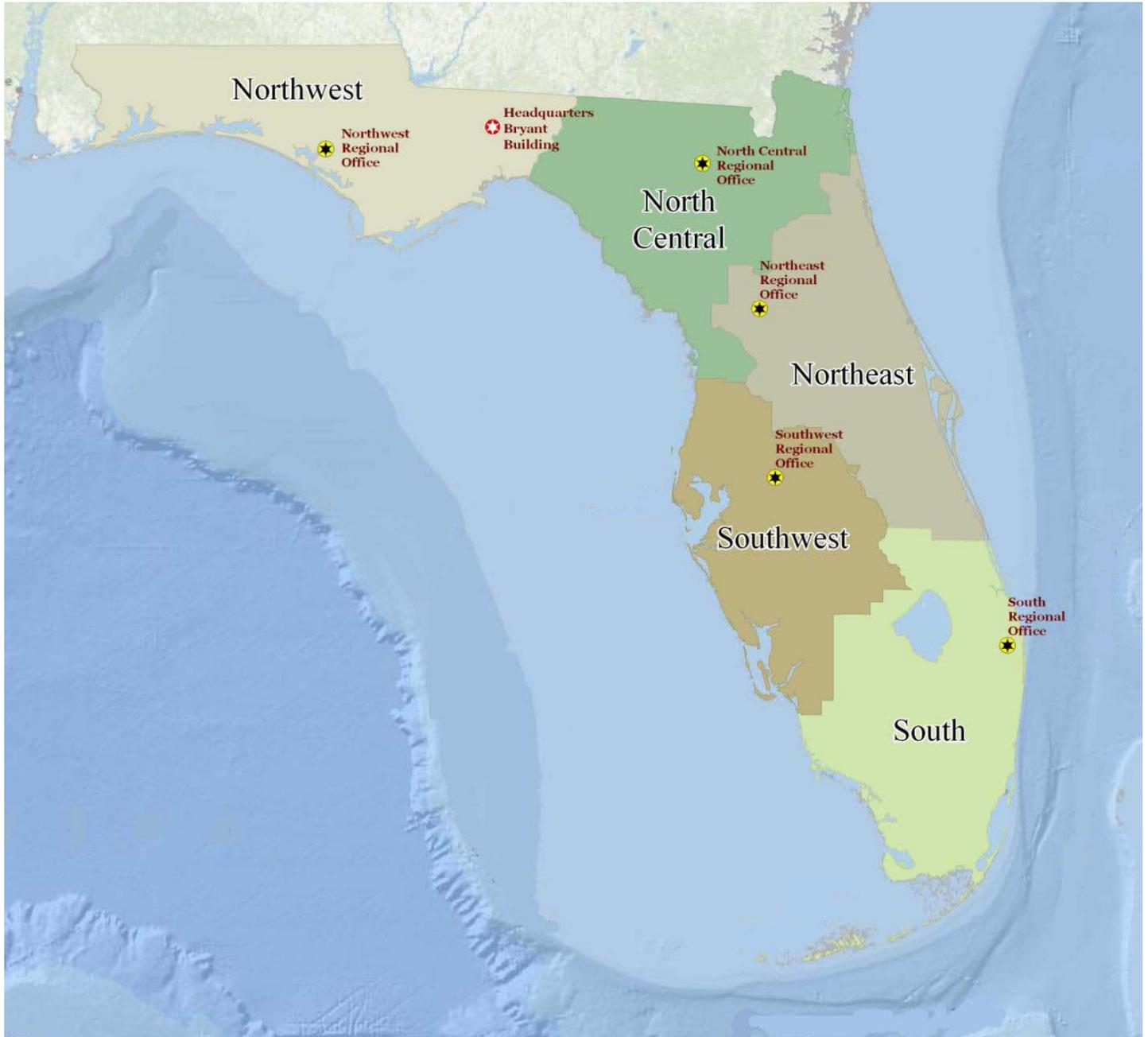
Regional Boundaries

The FWC is organized into five regions statewide, with regional offices in strategic locations. Each region covers multiple counties, but the number of counties in each region varies. The five regions are the Northwest, North Central, Northeast, Southwest and South. Florida is home to varied ecosystems that provide habit to species unique to Florida, and in some cases, the world. Regional offices are located to meet conservation needs based on regionally prevalent habitats and coastal areas. Each region has satellite offices to support regional needs and provide a base of operations for personnel depending on assignment. The Division of Law Enforcement has divided the South region into two regions labeled South Alpha and South Bravo (see attached maps). These additional changes made by the Division of Law Enforcement were done to support the other divisions in that region and ensure we had the appropriate number of staff to service the increasing population, resources users, and boating safety needs.

The regional offices house biological/administrative staff as well as law enforcement personnel since the mission of the FWC's divisions and offices work in support of one another. Delivery of FWC law enforcement services is based on an organizational model which has operated successfully for more than 50 years. This model predates the creation of FWC and was part of the Game and Fresh Water Fish Commission's organization.

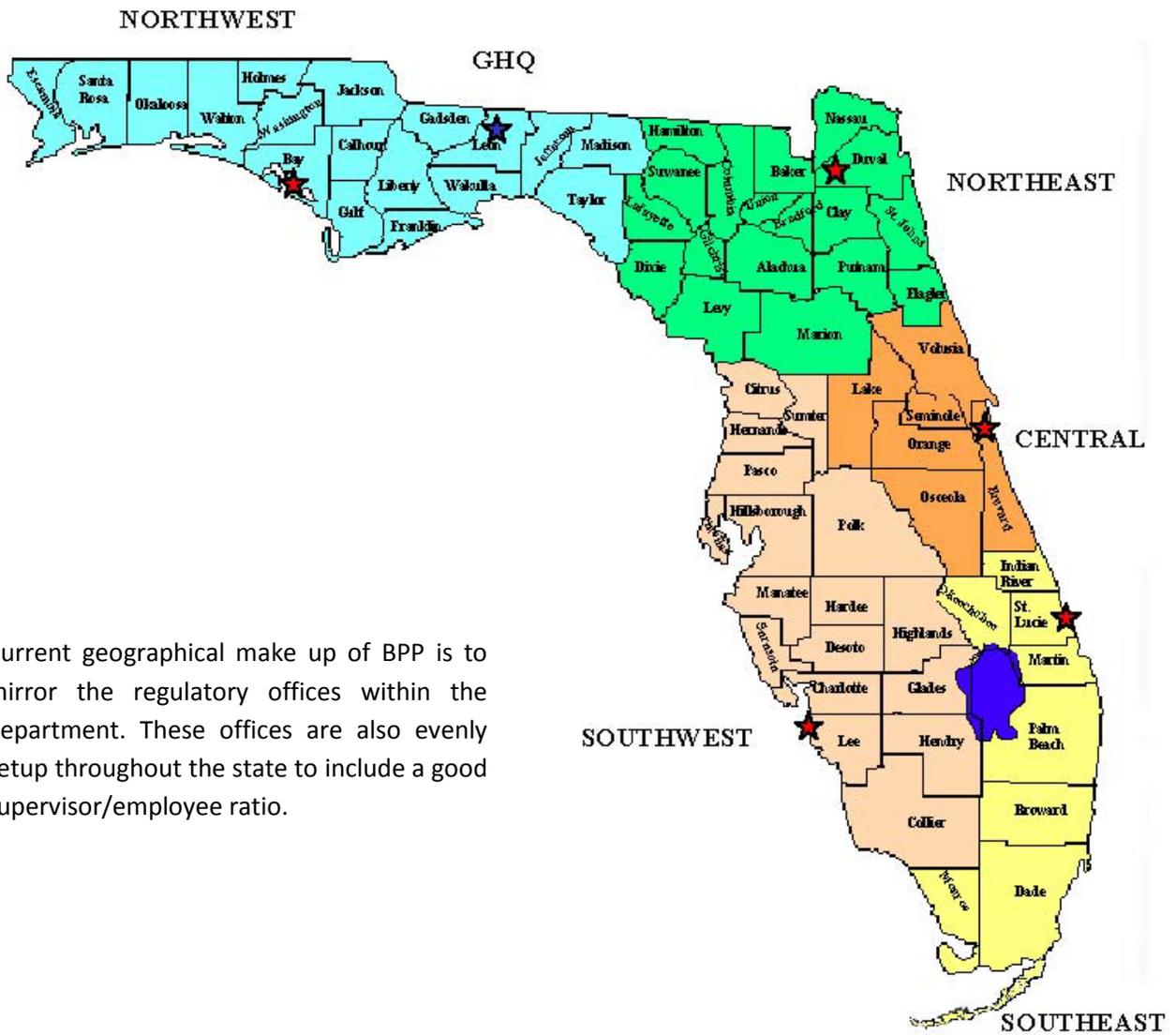


Florida Fish and Wildlife Conservation Commission Regional Office Boundaries

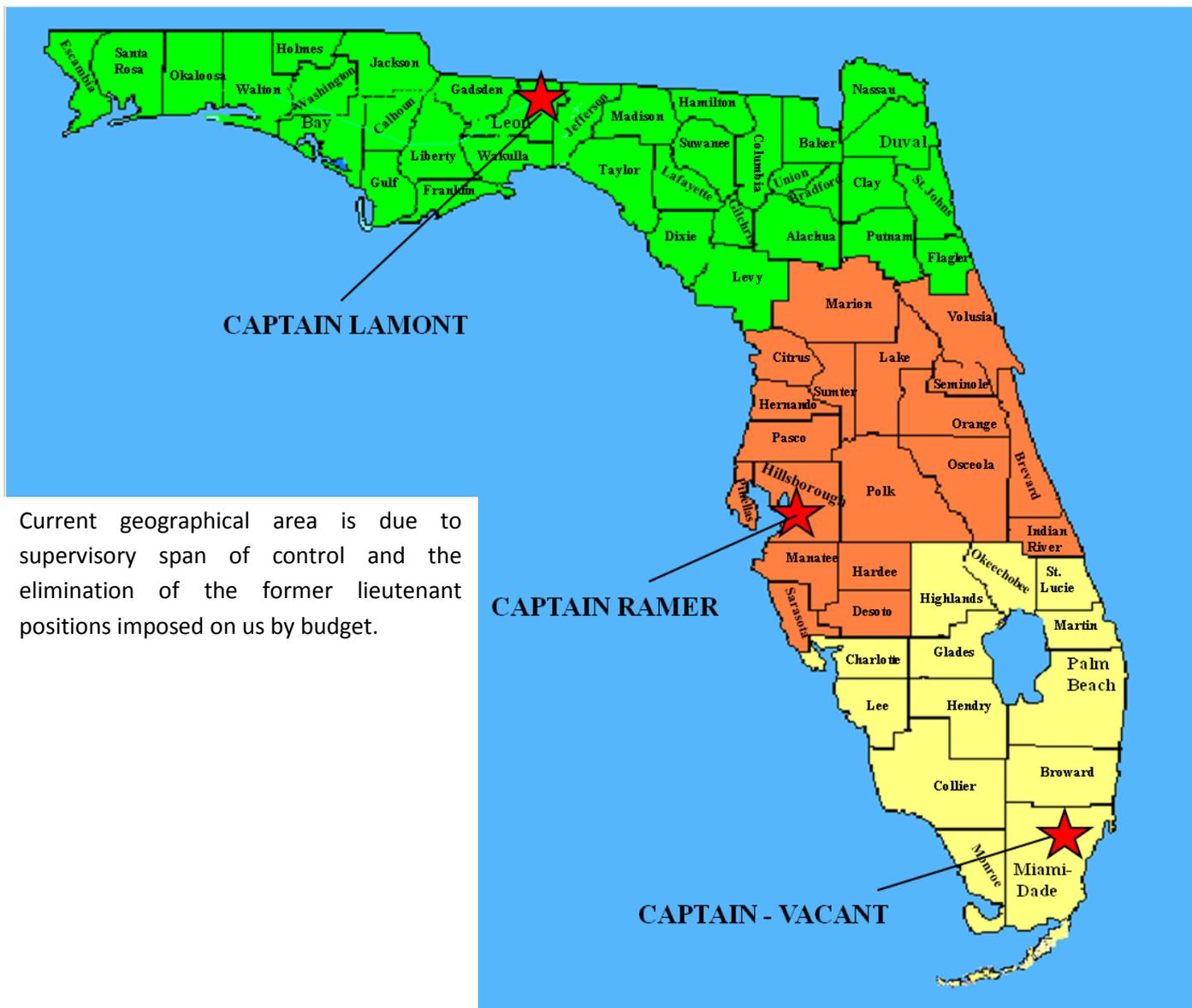




Department of Environmental Protection Law Enforcement- Park Police

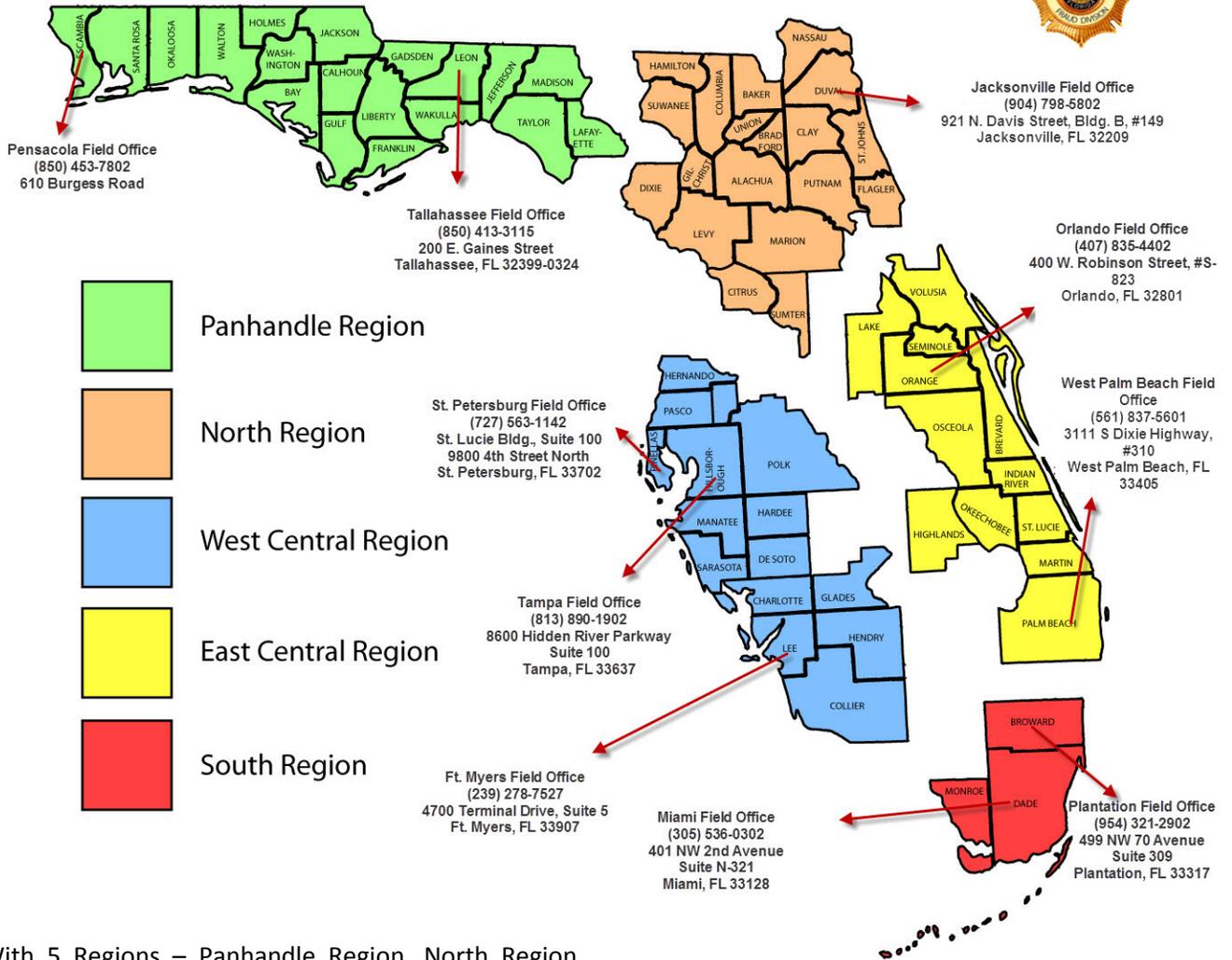


Current geographical make up of BPP is to mirror the regulatory offices within the department. These offices are also evenly setup throughout the state to include a good supervisor/employee ratio.

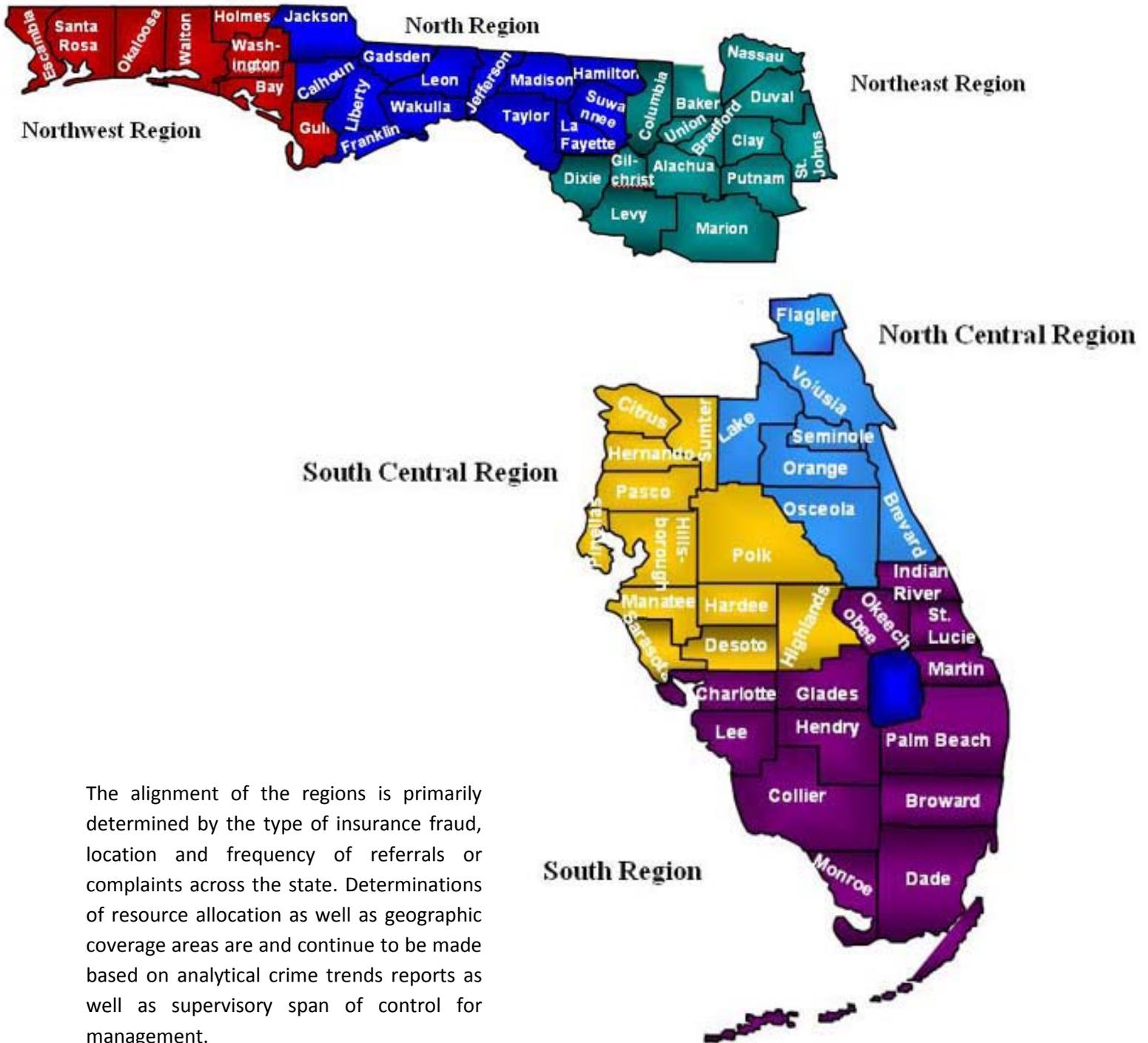


Current geographical area is due to supervisory span of control and the elimination of the former lieutenant positions imposed on us by budget.

Department of Financial Services
Division of Insurance Fraud



With 5 Regions – Panhandle Region, North Region, West Central Region, East Central Region and South Region, the alignment of the regions is primarily determined by the type of insurance fraud, location and frequency of referrals or complaints across the state. Determinations of resource allocation as well as geographic coverage areas are and continue to be made based on analytical crime trends reports as well as supervisory span of control for management.

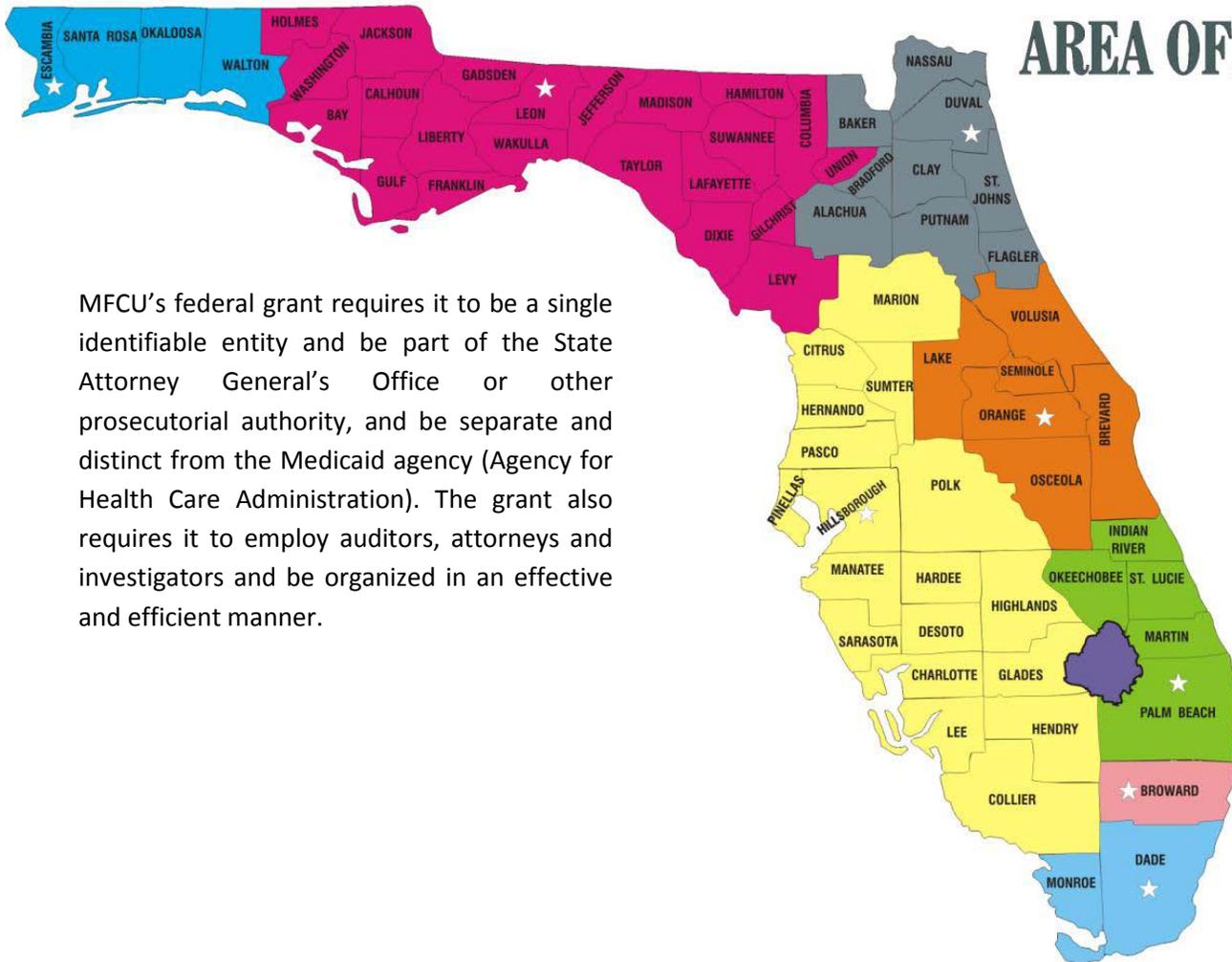


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The Florida Lottery, Division of Security, employs sworn law enforcement officers with statewide jurisdiction. These special agents can offer unique assistance to other law enforcement agencies throughout the state.

MFCU AREA OFFICES

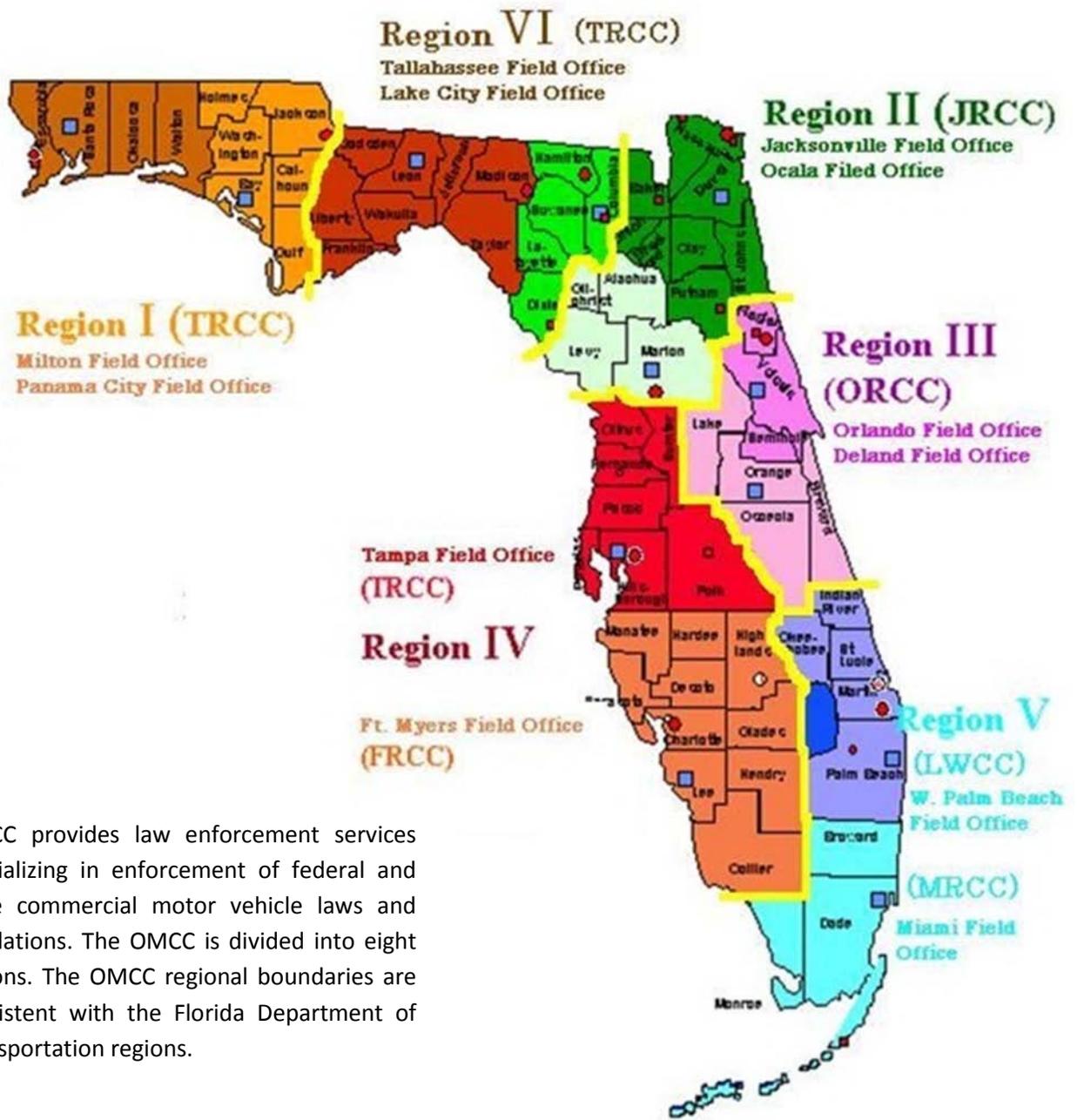


MFCU's federal grant requires it to be a single identifiable entity and be part of the State Attorney General's Office or other prosecutorial authority, and be separate and distinct from the Medicaid agency (Agency for Health Care Administration). The grant also requires it to employ auditors, attorneys and investigators and be organized in an effective and efficient manner.

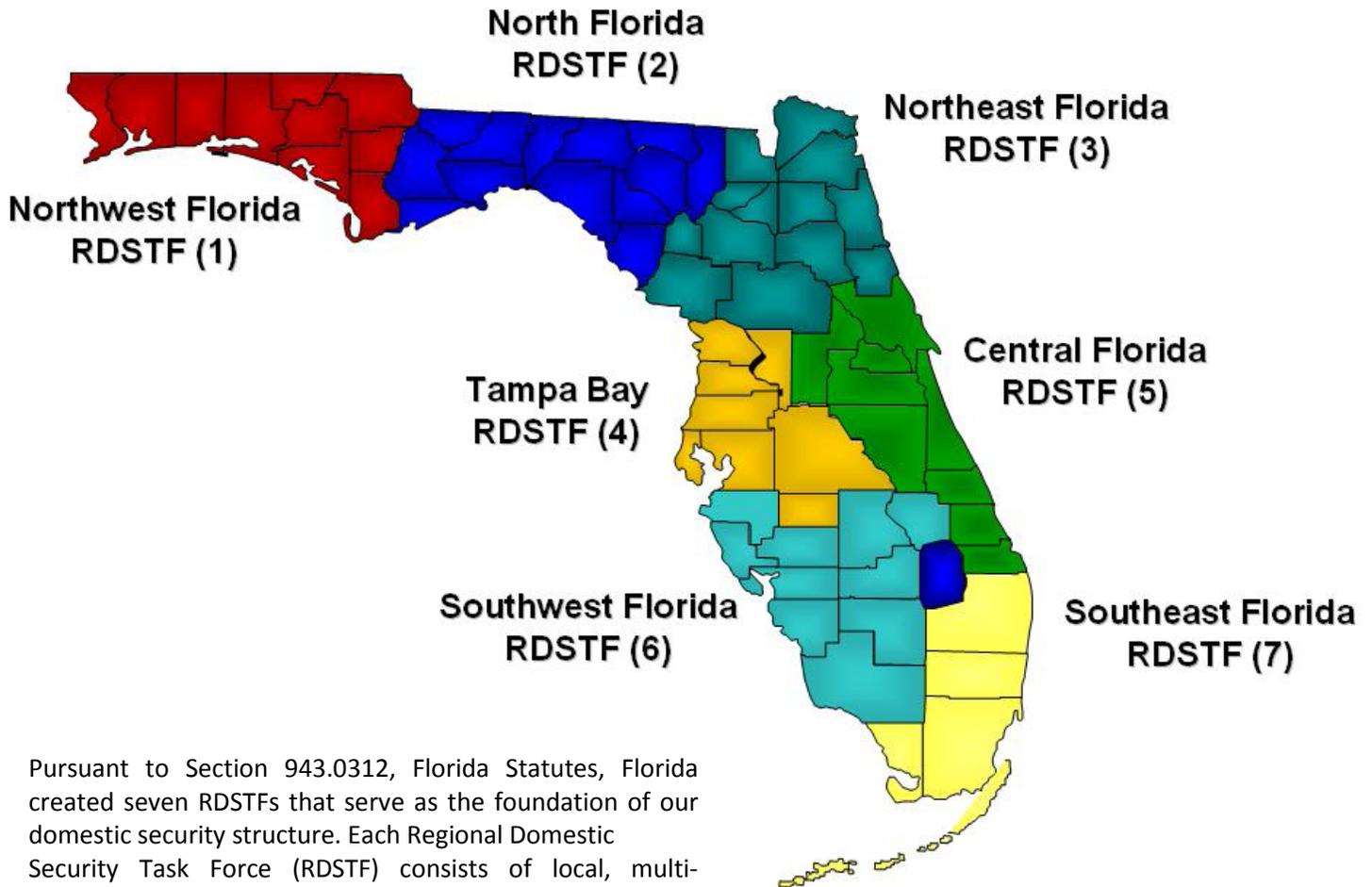


FHP delivers services to Florida’s residents and visitor through its Patrol Services Command and Office of Motor Carrier Compliance (OMCC). The FHP General Headquarters is located in Tallahassee. The Patrol Services Command provides first responder law enforcement services specializing in traffic law enforcement, traffic crash investigations, and motor vehicle related criminal investigations. The Patrol Services Command is divided geographically into ten. The troop headquarters are located in Panama City, Tallahassee, Lake City, Jacksonville, Orlando (2), Tampa, Bradenton, Lake Worth, and Miami. There are an additional 18, district and sub-district. The FHP troop boundaries are based on the state’s major interstate corridors and the Florida Turnpike.

FHP also provides law enforcement dispatch services for 10 of the 11 state law enforcement agencies using 7 Regional Communications Centers (RCC) throughout the state.



OMCC provides law enforcement services specializing in enforcement of federal and state commercial motor vehicle laws and regulations. The OMCC is divided into eight regions. The OMCC regional boundaries are consistent with the Florida Department of Transportation regions.



Pursuant to Section 943.0312, Florida Statutes, Florida created seven RDSTFs that serve as the foundation of our domestic security structure. Each Regional Domestic Security Task Force (RDSTF) consists of local, multi-disciplinary representatives who collectively support preparing for, preventing, protecting against, responding to, and recovering from a terrorism event. The RDSTFs form the critical link between policy makers at the state level and local “boots on the ground” partners faced with the daily challenges of protecting our communities.



Florida 20 Judicial Circuits



**** Judicial Circuits boundaries are included only for informational purposes. The Judicial Circuits are not in the scope of the Law Enforcement Consolidation Task Force ****