

Chesapeake VIRGINIA

POLICE DEPARTMENT PERFORMANCE AUDIT



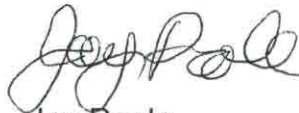
JULY 1, 2004 TO DECEMBER 31, 2005

**CITY OF CHESAPEAKE, VIRGINIA
AUDIT SERVICES DEPARTMENT**

not meet department needs. Finally, there were delays in expending certain COPS Technology Grant funds.

This report, in draft, was provided to Police Department officials for review and response. Their comments have been considered in the preparation of this report. These comments have been included in the Managerial Summary, the Audit Report, and Appendix A. Police Department management and staffs were very helpful throughout the course of this audit, and we appreciate their courtesy and cooperation on this assignment.

Sincerely,

A handwritten signature in cursive script, appearing to read "Jay Poole".

Jay Poole
City Auditor
City of Chesapeake, Virginia

C: Dr. Clarence V. Cuffee, Chesapeake City Manager
Richard A. Justice, Chesapeake Chief of Police

Managerial Summary

A. Objective, Scope, and Methodology

We have completed our review of the Chesapeake Police Department (Police Department) for July 1, 2004 to December 31, 2005. Our review was conducted for the purpose of determining whether the Police Department was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and Department procedures in areas of cash, revenues, payroll, procurement, vehicle inventory, safety, information technology, training, and grants management. The review was conducted in accordance with Government Auditing Standards and included such tests of records and other audit procedures as we deemed necessary in the circumstances.

The Police Department provided essential services within the 353 square miles of the City of Chesapeake. The primary police services included prevention and deterrence of crime, apprehension of offenders, recovering and returning lost and stolen property, facilitating the safe and expeditious movement of vehicle and pedestrian traffic, and assisting and advising the public in routine and emergency situations. During Calendar Year 2004, the Police Department received 475,891 emergency 911 calls; made 13,708 adult, 1,195 juvenile, and 1,243 DUI arrests; and issued 58,916 traffic summons. In addition they responded to 3,491 vehicle accidents.

For Fiscal Year 2006 the Police Department had an operating budget of \$36,600,317 and an authorized compliment of 375 sworn officers and 153 non-sworn, which includes Animal Control Officers. The Police Department received funds from the Federal, State, and City and public donations. The Police Department has its Headquarters and the 1st Precinct in Great Bridge, and has four precincts in South Norfolk, Deep Creek, Western Branch and Greenbrier areas. In addition, it maintained a Police Academy in the southern part of the City.

The Police Department has maintained a high productive police force while having the lowest ratio of officers to city population in the region. The Department's extensive training at its Police Academy for new recruits and sworn-officers has helped to maintain a high quality of service. The Department has made significant advances in the use of technology including 800 MHz communications devises that were both portable and mounted in patrol vehicles, laptop computers designed to save time for patrol officers, and cameras mounted on vehicle dashboards.

To conduct this audit, we reviewed and evaluated City and Police Department administrative policies and procedures, annual budgets, and other financial and operations documents and reports. Also, we evaluated the strategic plan and

expenditures for worker's compensation, analyzed documents related to the management of grants, and the facilitation of recruit training. We interviewed and discussed these audit areas with Police headquarters and precinct management and officers, supervisors, and administrative staff, and Departments of Finance and Budget staff and the City's Fleet Manager.

Major Observations and Conclusions

Based on our review, we have determined that the Police Department had accomplished its overall mission of working with the community to promote a safe City through prevention of crime and enforcement of laws. In addition, the Department has made substantial progress in developing and implementing a Strategic Plan. However, we did identify areas where practices and procedures could be enhanced. Specifically, certain elements of the Strategic Plan had not been developed or implemented. The Department had not been following written procedures at the revenue collection unit. The annual workers compensation budget was significantly less than actual expenditures. The City's vehicle replacement schedule and assignment practices did not meet Department needs. Finally, there were delays in expending certain COPS technology Grant funds.

This report, in draft, was provided to Police Department officials for review and response. Their comments have been considered in the preparation of this report. These comments have been included in the Managerial Summary, the Audit Report, and Appendix A. Police Department management and staffs were very helpful throughout the course of this audit, and we appreciate their courtesy and cooperation on this assignment.

B. Performance Information - Implementation of Strategic Plan

1. Management of Strategic Plan

Finding - The Police Department did not have an individual to manage the Strategic Plan to assure that the targeted measures, initiatives, and statistical measures were developed and implemented in a timely manner. Also, several of the targeted measures, initiatives, and statistical measures had not been developed or implemented.

Recommendation – The Police Department should designate an individual to oversee the entire Strategic Plan to ensure its implementation and to evaluate the progress the Department has made towards meeting the Plan's goals. Also, the Department should evaluate the unimplemented measures and initiatives, deciding which ones to implement and which ones to eliminate or revise.

Response – While the Department did not assign any one person to manage the Strategic Plan, the plan was reviewed frequently and discussed at various staff meetings. Additionally, each Bureau Commander submitted an annual report on their efforts in developing initiatives and meeting the targeted measures. In the future, the

Department's Planner will be responsible for the coordination and management of the Strategic Plan. A meeting has been scheduled to review and make appropriate changes to the existing Strategic Plan that will provide the framework for initiatives/changes for the upcoming fiscal year.

C. Administrative and Operational Issues

1. Vehicle Replacement Policy

Finding – The City's informal fleet replacement policy did not meet the needs of the Police Department's fleet of cars.

Recommendation – The Police Department should work with the City's Fleet Manager to establish a vehicle replacement policy and procedures that better reflect the needs of the Police Department and should consider requesting that the City increase its budget to accelerate the replacement of older high mileage cars that have high maintenance costs. The City's annual maintenance budget could be reduced by replacing cars with the highest maintenance costs.

Response – The department has worked with the Fleet Manager and has made the replacement of high mileage vehicles a part of the department's supplemental budget annually. The lack of funding for this has prohibited the department from establishing a more formal plan and moving forward in this area. The department also evaluates the type of use and mileage of vehicles to ensure proper utilization and then rotates vehicles among various assignments to meet our needs. We will establish a more formal policy concerning this, focusing on the needs of the department, vehicle age, mileage, and replacement history in rotating or assigning vehicles among police personnel or units. We have been moving towards obtaining smaller, less expensive, sedans to assist in this area.

2. Assignment of Vehicles

Finding – The Police Department assigned at least 71 unmarked full-sized and upper mid-sized cars to sworn officers and non-sworn staff that did not require vehicles of that size to carry out their daily duties.

Recommendation – In addition to its annual purchase of full-sized and upper mid-sized cars for the Police Department, the City should begin to purchase unmarked mid-sized cars for those sworn officers and non-sworn staff that do not use the cars for patrol and pursuit. The current practice of decommissioning the old full-sized cars when new cars are purchased should be continued.

Response – The utilization of the full-sized vehicles throughout the department has enabled the department to prolong the life expectancy of vehicles by rotating vehicles among assignments. This rotation is completed after the evaluation of the needs of the department, vehicle age, mileage, and history. The mixing of various sizes of vehicles

into the department's fleet will prohibit this ability. Full-size vehicles allow officers who are assigned collateral duties, such as SWAT, Underwater Search and Rescue, and Special Incident Response Team, to carry the extra equipment required for these assignments. Smaller vehicles, with limited trunk space, severely limit the amount of extra equipment that can be carried, in addition to the routine equipment required. It must be noted that the patrol vehicles are an officer's office during their tour of duty. As such, they must carry a multitude of items from summons books to patrol rifle. Chesapeake officers work solo except during field training when the recruit officer accompanies the Field Training Officer. The lap top computers take up a portion of the passenger compartment in the front passenger area and pose additional safety and comfort risks for the passenger. We have currently placed several smaller vehicles throughout the department and additional vehicles are on order for this coming year. These vehicles have been assigned to more experienced officers not normally involved in routine patrol duties. We have experienced several mechanical problems with the smaller vehicles that will be further compounded when the small vehicles are placed into general use. The vehicle is low to the ground and tends to bottom out in some circumstances, increasing the chance of damage. The move from the rear wheel drive vehicles to the front wheel drive vehicles will involve the training in high speed maneuvers for all officers having access to these vehicles. This is due to the difference in handling characteristics and is both a time and cost factor for the department.

3. Separation of Duties for Record Management Fees

Finding – Reconciliation duties for certain Records Management fees were not always separated from transaction handling, fee receipt and customer transaction data entry duties.

Recommendation – The Police Department should follow written standard operating procedures and maintain staff scheduling that would prevent the staff from handling counter and fee receipt duties and daily reconciliation duties for those same transactions and fee receipts.

Response – The department has a Standard Operating Procedure for this but it was not followed. Appropriate action has been taken to ensure adherence and a copy of the existing SOP is attached. (We did not show the SOP in this report.)

4. Budget for Worker's Compensation

Finding – The Police Department had been budgeting significantly less then it expended on Worker's Compensation claims.

Recommendation – The Police Department should work with the City's Budget Department during the next budget cycle to obtain an allowance to increase its Worker's Compensation line items.

Response – This is an issue that has been presented annually during our budget presentations. The department has no control on how much money is allocated for the Workers Compensation line items. In FY95-96 the department's total authorized strength was 382 employees and our appropriated funds for Workers Compensation and Risk Management totaled \$177,761. This was a per-capita appropriation of \$465.34 per employee. In FY05-06 the department's total authorized strength was 524 employees and our appropriated funds for Workers Compensation and Risk Management totaled \$85,426. This was a per-capita appropriation of \$163.00 per person. The amount allocated for these line items has steadily decreased while expenses have increased. From FY95-96 to FY04-05 the department had to absorb over \$3,695,478.70 in from our operating budget to cover the unbudgeted costs. In this years FY05-06 budget a total of \$85,426 was appropriated for the Workers Compensation and Risk Management line items. Our expenses through March 2006 already total \$575,114.30 with three more months remaining in the budget. These line items are already over budgeted by \$489,688.30.

5. Administration of COPS Grant

Finding – The Police Department had experienced delays in the receipt and administration of the COPS Technology Grant by the Police Department.

Recommendation – The Police Department's management should assure itself that the completion of the project will meet the grant's requirements and the Department's expected results.

Response – The department is working to ensure the project meets the needs of the department while at the same time meeting the grant guidelines. The Information System Manager is working full time with the vendor to finalize specifications for the grant contract. We have also appointed a Lieutenant to be the project manager. Once the contract has been finalized and signed, work can begin and the Project Manager will oversee the installation process. We are expecting to meet all requirements prior to the expiration of the grant.

CHESAPEAKE POLICE DEPARTMENT

PERFORMANCE AUDIT

JULY 1, 2004 TO DECEMBER 31, 2005

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A. Objectives, Scope, and Methodology

We have completed our review of the Chesapeake Police Department (Police Department) for July 1, 2004 to December 31, 2005. Our review was conducted for the purpose of determining whether the Police Department was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and Department procedures in areas of cash, revenues, payroll, procurement, vehicle inventory, safety, information technology, training, and grants management. The review was conducted in accordance with Government Auditing Standards and included such tests of records and other audit procedures as we deemed necessary in the circumstances.

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expenditures. The City's vehicle replacement schedule and assignment practices did not meet Department needs. Finally, there were delays in expending certain COPS Technology Grant funds.

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Scope and Methodology

To conduct this audit, we reviewed and evaluated City and Police Department administrative policies and procedures, annual budgets and other financial and operations documents and reports. We traced revenue streams and operating expenses; analyzed a sample of individual payroll/overtime pay documents; and tested information systems capability for access and security controls. Also, we evaluated the strategic plan, and expenditures for worker's compensation, analyzed documents related to the management of grants, and the facilitation of recruit training. We interviewed and discussed these audit areas with Police headquarters and precinct management and officers, supervisors, and administrative staff, and Departments of Finance and Budget staff and the City's Fleet Manager.

To determine the status of implementing its 2004 Strategic Plan by the Police Department, we reviewed the four goals that were laid out in the Plan to meet the Department's overall mission. More specifically we chose to evaluate two of the four goals (Enhance Highway Safety and Enhance Community Safety) because we considered them to be the most critical goals related to the safety of the City's residents. We determined the adequacy of the objectives, targeted measures, initiatives (specific programs, tactics, and activities) and statistical measures required to meet the two goals.

To determine how efficient and effective the Police Department was handling its fleet of vehicles, we reviewed rotation, replacement, and staff assignment practices and/or procedures; analyzed age, mileage and maintenance costs; and accident reports and restitution requirements. We contacted the City of Virginia Beach Fleet Manager to obtain comparison data concerning vehicle replacement requirements. Also we reviewed a 2002 survey conducted by the Michigan State Police on replacement mileage restrictions for law enforcement agencies.

To determine the adequacy of controls for revenue collection, we reviewed procedures and observed the receipt of revenues at the Police Department's Records Center that provided copies of documents including accident reports, background checks, and fingerprints of individuals to mostly businesses and government agencies. Also, we reviewed procedures and observed practices in the handling of fees for pet licenses and other services at the Animal Control unit.

B. Performance Information - Implementation of Strategic Plan

The Police Department had made substantial progress in their development and implementation of a Strategic Plan. The 2004 Strategic Plan was designed to help it meet its Mission which stated “In Partnership with the Community, Promote a Safe City through Prevention of Crime and Enforcement of Laws”, and also served as a performance measurement tool. The Plan was intended to guide the Department’s use of resources more efficiently and to help maintain organization vision in a work environment as complex and unstable as law enforcement. The Plan established four goals to address the most pressing public safety issues in the City. These goals were:

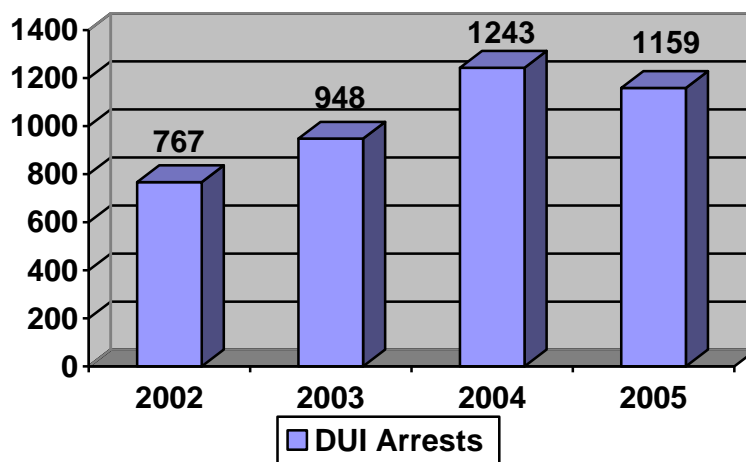
- Promote Increased Highway Safety (Goal #1);
- Enhance Community Safety (Goal #2);
- Enhance Relationships with Citizens, Government and Employees to Promote Increased Involvement and/or Promote the Concept of Community Policing (Goal #3);
- Increase Organization Efficiency and Effectiveness (Goal #4).

For each goal, there were a number of objectives utilized to meet the overall goal. For each objective, there were a number of Targeted Measures and Initiatives. Targeted Measures and Initiatives included specific programs, tactics and activities to meet the objective. For the initiatives, there were Statistical Measures that would serve as an evaluation tool to measure the effects of the initiatives and thus provide an indication of meeting the objective as part of meeting the overall goal. While the Department was revising the plan, for the purposes of this report, we evaluated only the final 2004 Strategic Plan and have highlighted the first two goals.

Goal #1: Promote Increased Highway Safety.

This goal had three Objectives. The 1st Objective was to reduce the incidents of traffic accidents and violations.

**Chart 1
Driving Under the Influence Arrests: 2002 – 2005**



Three Targeted Measures had been developed for this objective including reducing accident rates by 5%; increasing DUI arrests by 10%; and increasing emphasis on moving violations that lead to higher accident rates by 5%. Also, ten Initiatives had been developed, eight of which had been implemented. The implemented initiatives included:

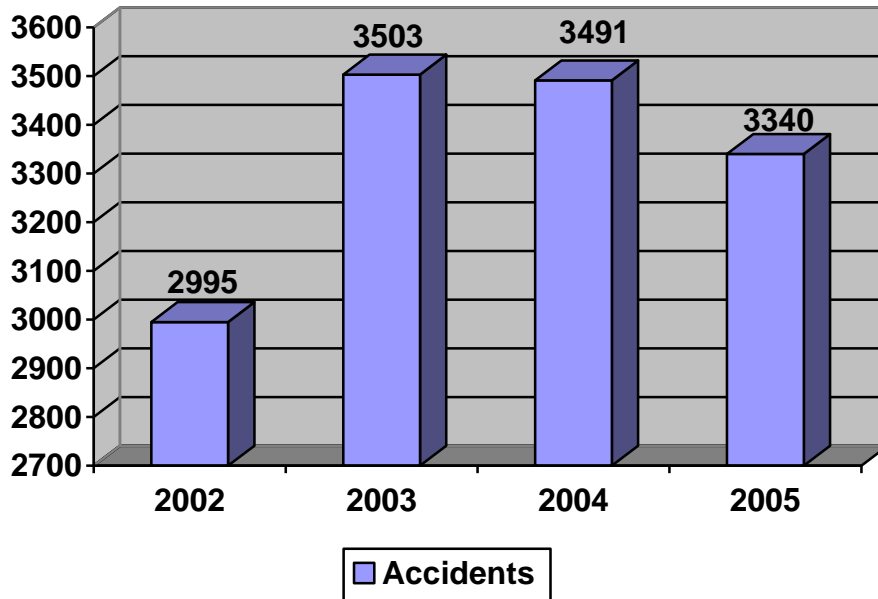
- Increasing Department resources,
- increasing the use of the officer rotation system,
- Increasing Department-wide emphasis on moving violations,
- Enhancing the use of awards/incentive program,
- Strengthening liaisons with other City Departments,
- Increasing public awareness,
- Targeting high-incident locations for selective enforcement, and
- Taking enforcement action when investigations determine accident fault.



Motorcycle Patrol Officer Performing Traffic Enforcement Duties

Two out of five listed Statistical Measures for the objective had been developed to measure 1) the effects of the initiatives, and 2) progress towards achieving the targeted measures. The fully developed measures included year-to-year and long range traffic charges reports, and development of automated/routine reports accessible at the Precinct command level. Two other measures were partially developed. These measures were short and long term accident reports; and traffic analysis reports. The reports were being manually developed initially, and a software program was being acquired that would be utilized for automating the reports.

Chart 2
Reportable Vehicular Accidents: 2002 – 2005



The 2nd Objective was to educate the public and the courts, and increase officer training. Targeted Measures for this objective included increasing public education, announcements and information bulletins by 10%; increasing officer training sessions by 5%; and increasing communications with courts concerning traffic safety and other initiatives. Four Initiatives had been identified, all of which had been implemented. They included:

- Increasing roll-call and training,
- Developing a broad range of campaigns for educating the public on traffic enforcement issues,
- Improving communication between the Police Department and the courts to address mutual concerns, and
- Sharing information with courts on traffic problems and goals of reducing these problems.

One out of two listed Statistical Measures was developed, and this measure tracked the number and types of training sessions conducted annually.

The 3rd Objective was to increase and enhance effectiveness of Police Department traffic enforcement operations. The Targeted Measures for this objective included conducting selective enforcement campaigns annually, and providing Departmental personnel with a quarterly “hot” list of problem areas for each precinct. Three of four Initiatives had been implemented. They included:

- Review of existing laws/ordinances and development of legislative proposals,

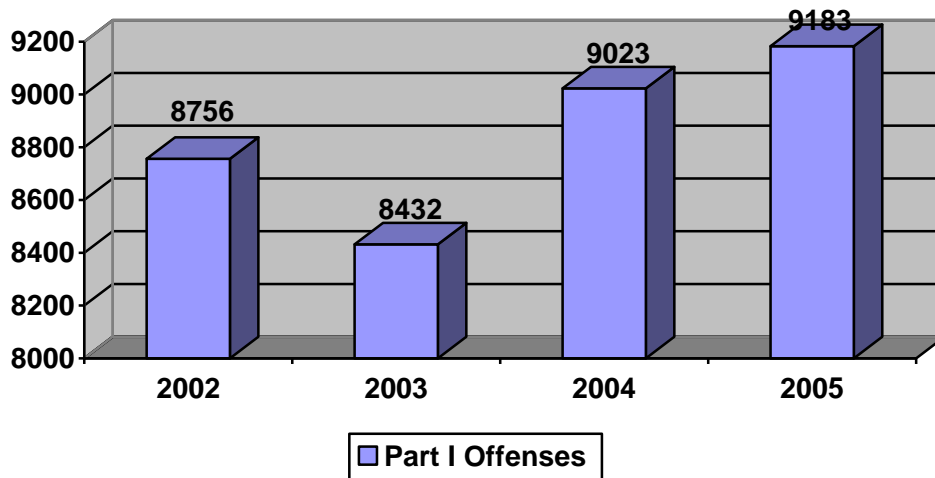
- Sharing of responsibility between Traffic Enforcement Section/Precinct Commanders for monitoring/directing efforts, and
- Conducting annual reviews of policies and standard operating procedures related to traffic enforcement operations.

One out of two listed Statistical Measures was developed, and this measure required that year-end reports compare accident rates and locations from previous years.

Goal # 2 - Enhance Community Safety.

This goal had four Objectives. The 1st Objective was to reduce crimes against persons and property. Targeted Measures for this objective included reducing robbery, burglary, domestic violence, auto theft, and larceny rates; increasing clearance rates for major crimes; and emphasizing Community Oriented Policing tactics.

**Chart 3
Total Part I Offenses: 2002 – 2005**



Note: Part I Offenses included Homicide, Rape, Robbery, Aggravated Assault, Larceny, and Auto Theft

All five of the Initiatives to meet the objective had been implemented. They included:

- Programs to educate the public and to increase community participation in prevention and detection of crimes,
- Development of neighborhood task forces to address crimes,
- Greater use of police planning and crime analysis,
- Increasing public awareness of crime prevention through environmental design, and
- Promoting broader use of the Police Department web pages to provide information/statistics to the public and department personnel.

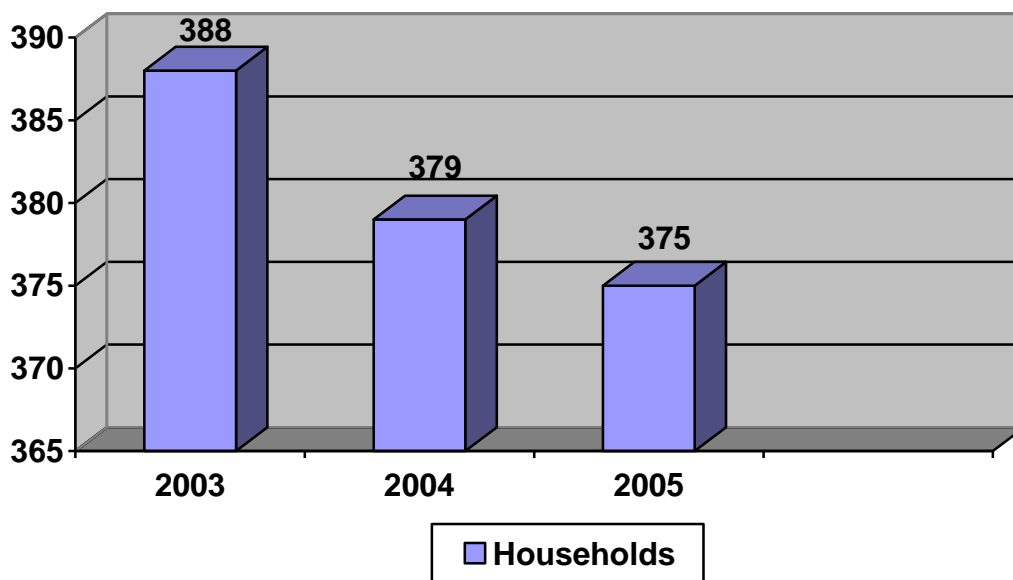
Four out of five listed Statistical Measures were utilized. These included monthly and annual reports on crimes and clearance rates; year-end local and national Uniform Crime Reporting (UCR) comparative reports; reports on Part I crimes by beat and precinct; and monthly detailed crime analysis by beat and precinct.

The 2nd Objective was to enhance partnerships with the community. Targeted Measures for this objective included increased attendance of police officers and citizens at community meetings, increased officers' time spent in Community Policing, and increasing the number of neighborhoods involved in the Neighborhood Watch and McGruff House programs. All seven initiatives had been implemented. They included:

- Programs to educate the public in crime prevention,
- Increase interaction of Department personnel with civic groups,
- Developing public e-mail programs to provide notification of events,
- Developing a school crime prevention program,
- Increase community involvement by Command staff,
- Increasing participation in crime prevention programs in schools and other, programs such as Mc Gruff Houses and Neighborhood Watch Groups,
- Establishing a Police Hotel/Motel safety coalition.

Three of the five listed Statistical Measures were developed, including tracking of the number of media events, officer activity reports, and crime prevention reports.

Chart 4
Households Participating in McGruff House Program: 2003 -2005



The 3rd Objective was to increase detection/prosecution of violators. Targeted Measures for the objective included reducing crimes committed by career criminals, identifying serious and currently active juvenile offenders and reducing the juvenile daytime crime rate. All four of the initiatives have been implemented including:

- Developing a truancy abatement program in schools,
- Emphasizing enforcement of juvenile crimes,
- Promoting a Serious Habitual Offender Comprehensive Action Program,
- Promoting a gang abatement program.

Three listed Statistical Measures that were needed to provide information on progress towards achieving the targeted measures had not yet been developed.

The 4th Objective was to increase utilization of crime prevention strategies. Targeted Measures for this objective included increasing the number of crime prevention and Crime Prevention through Environmental Design (CPTED) reviews, increasing training of personnel in crime prevention techniques, increasing City-wide education/knowledge of crime prevention operations, and promoting adoption of crime prevention and CPTED recommendations. All five of the initiatives had been implemented including:

- Training operational personnel in CPTED principles,
- Reviewing operations of the crime prevention and CPTED units to increase efficiency of those units,
- Partnering with Neighborhood Services and other departments to increase awareness of crime prevention and CPTED activities,
- Conducting seminars and create publications to increase awareness of crime prevention activities,
- Partnering with the Chesapeake division of the chamber of commerce to increase awareness of crime prevention and CPTED activities.

Two of the four listed Statistical Measures, including 1) year-end reports of crime prevention and CPTED activities, and 2) year-end reports detailing crime prevention and CPTED public education endeavors had been developed.

Overall, we were impressed with the progress the Department had made in developing and executing the Strategic Plan. However, we did identify several areas where we thought the Plan's execution could be enhanced. It appeared that the Department would benefit by designating an individual to oversee the entire plan. We also found that several Targeted Measures, Initiatives, and Statistical Measures had not been developed and/or implemented as indicated by the Plan.

1. Management of Strategic Plan

Finding - The Police Department did not have an individual to manage the Strategic Plan to assure that the targeted measures, initiatives, and statistical

measures were developed and implemented in a timely manner. Also, several of the targeted measures, initiatives, and statistical measures had not been developed or implemented.

Designating an individual responsible for overseeing the Department's Strategic Plan was important because of the need to ensure that all the essential parts of the Plan had been developed and implemented. We found that the Police Department had designated several individuals in Administration and in each of the four Bureaus to manage the development and implementation of the measures and initiatives as they related to their operational responsibilities. However, no one had been designated to oversee the entire Plan's development and implementation of the measures and initiatives needed to evaluate progress in meeting the Plan's overall goals and objectives.

We noted that some of the initiatives and measures had not yet been implemented. It appeared that some of these items may have been overlooked because they crossed over Bureaus or were Department-wide or City-wide in nature. We have referenced these by goal and objective.

Goal 1, Objective 1 (Reduce Accidents and Violations):

One unimplemented Initiative was emphasizing traffic enforcement on performance evaluations. A second unimplemented Initiative was the development of a mapping/report strategy to analyze traffic problems. The implementation of the second Initiative was contingent upon the acquisition of a no-cost software program that allowed officers to input specific accident information into their car computers that the Department expected to receive in the Summer of 2006. Also, a Statistical Measure that monitored court conviction rates for traffic charges and evaluated them as a quality assurance program was not developed because of the significant time needed by supervisors to compile the necessary information. As an alternative, the Department solicited informal feedback for this purpose.

Goal 1, Objective 2 (Educate Public and Courts, Increase Officer Training)

A Statistical Measure requiring that a survey analysis be distributed to citizens, courts, and officers on various traffic safety issues and programs was not completed because the Department had not developed the survey.

Goal 1, Objective 3 (Enhance Effectiveness of Traffic Enforcement Operations)

A Targeted Measure to conduct quarterly traffic enforcement road checks had not been implemented because the DUI arrests resulting from such checks often required multiple officers to spend significant amounts of time in court. As an alternative, periodically Traffic Enforcement saturated a specific area with patrol cars to monitor traffic and/or DUI-related violations. The initiative that was not implemented pertained to the Support Bureau developing monthly and year-end reports that measured

enforcement operations, charges, and similar items. While the Traffic Enforcement section had been manually tracking this information, no monthly or year-end reports had been developed. A Statistical Measure pertaining to this initiative also had not been developed. The Department relied on state and other sources to obtain this information.

Goal 2, Objective 1 (Reduce Crimes against Persons and Property)

A Statistical Measure that required an annual or bi-annual citizen survey to measure perception, fear of crime, and victimization had not been developed. The Department was working with Old Dominion University to develop a large scale telephone survey to gather the required information, and hoped to implement it during the Spring of 2006.

Goal 2, Objective 2 (Enhance Partnerships with the Community)

The Statistical Measure that required an annual city-wide community survey had not been completed since 2001, but the City had appropriated funds in 2006 to complete the survey. Also, the Statistical Measure that required an annual crime prevention survey has not been developed by the Department.

Goal 2, Objective 3 (Increase Detection/Prosecution of Violators)

Three Statistical Measures for this objective had not been developed. One Statistical Measure that required year-end reports analyzing repeat offender statistics and local recidivism rates had not been completed because the Department had not requested its Information Technology section to extract data to develop these reports. A second Statistical Measure required year-to-year comparisons of juvenile crimes and arrests by police beat. A report that could produce the statistics was available on-line, but the officer responsible for developing the year-end reports was not aware of its existence. The third Statistical Measure required year-end analysis of the Serious Habitual Offender Comprehensive Action Program. In March 2006, Information Technology developed a software program that provided the data needed to do the analysis.

Goal 2, Objective 4 (Increase Utilization of Crime Prevention Strategies)

Two Statistical Measures related to an annual survey on crime prevention and a comparison of year-end annual report statistics to determine effectiveness of crime prevention initiatives had not been developed. The Department's Information Technology section did not view the request for this information as a high priority item.

This situation appears to have occurred because of the distributed nature of oversight over the Strategic Plan within the Department. However, because no one had given overall responsibility to track progress in developing and implementing all of the initiatives and measures, the Department may not be sufficiently able to demonstrate its success in meeting the goals and objectives.

Recommendation – The Police Department should designate an individual to oversee the entire Strategic Plan to ensure its implementation and to evaluate the progress the Department has made towards meeting the Plan’s goals. Also, the Department should evaluate the unimplemented measures and initiatives, deciding which ones to implement and which ones to eliminate or revise.

While the Department may continue to distribute responsibility for certain elements within the plan, it should designate one individual to oversee the implementation of the Strategic Plan for the entire department to ensure that the initiatives, targeted measures and statistical measures are developed and implemented in a timely manner, and that the resultant measures and initiatives support the objectives and goals in the Plan. By designating an individual to have primary responsibility for the Plan’s implementation, the Department can better track the progress to be made towards meeting the Plan’s overall goals and objectives.

Also, for the Targeted Measures, Initiatives, and Statistical Measures that had not yet been implemented, the Department should evaluate each one on a case-by-case basis to determine whether it believes the item is still relevant. If a measure or initiative is deemed to be relevant, a plan should be developed for implementing it. If a measure or initiative was not needed to meet the Plan’s Goals and Objectives, it should be revised or excluded. Such action, particularly if it is performed on a periodic basis, will allow the Strategic Plan to maintain its relevance and move forward as a dynamic instrument in fulfilling the Department’s overall mission.

Response – While the Department did not assign any one person to manage the Strategic Plan, the plan was reviewed frequently and discussed at various staff meetings. Additionally, each Bureau Commander submitted an annual report on their efforts in developing initiatives and meeting the targeted measures. In the future, the department’s Planner will be responsible for the coordination and management of the Strategic Plan. A meeting has been scheduled to review and make appropriate changes to the existing Strategic Plan that will provide the framework for initiatives/changes for the upcoming fiscal year.

C. Administrative and Operational Issues

We found that the Police Department had accomplished its overall mission of working with the community to promote a safe City through prevention of crime and enforcement of laws. However, we did identify some areas where administrative and operational practices could be enhanced. In the fleet management area, we found that the City's vehicle replacement policy did not meet the needs of the Police Department's fleet of cars. Also, we found that sworn officers and non-sworn staff that did not require full-sized cars to carry out their daily duties were assigned to these cars. The Police Department did not have written procedures and did not maintain separation of duties for its revenue collection unit. Annual budgeting for worker's compensation was significantly less than it expended. Finally, delays have occurred in the administration of the COPS Technology Grant by the Police Department.

1. Vehicle Replacement Policy

Finding – The City's informal fleet replacement policy did not meet the needs of the Police Department's fleet of cars.

Establishing a written replacement vehicle policy and procedures for the Police Department that would replace out-dated and worn-out vehicles with economical and high performance patrol vehicles at a reasonable cost and within a reasonable time would be critical to allowing the Department to meet its goals of promoting increased highway safety and enhancing community safety.

While the City had an informal (unwritten) fleet replacement policy based on age for police cars, it generally did not adhere to the policy. The City's Fleet Manager indicated that police cars in the Community/Resident Vehicle (CRV) program were to be replaced every 7 years and the police pool (precinct) cars were to be replaced every 5 years. Although not part of the replacement policy, the City's Fleet Manager stated that consideration was given to cars that were the most costly to keep in service.



Police Vehicles at City Garage for Maintenance/Repair Work

Our analysis of the Police Department's car fleet showed that 26% of the active CRV cars were over 7 years old and 68% of the active pool cars were over 5 years old. Also, in total these older cars had significantly higher mileage and maintenance costs than the cars that were less than 7 years and 5 years old, respectively. For example, the CRV program provided about 193 marked and unmarked police cars to eligible officers for the purpose of enhancing public safety by reducing response times and increasing visible police presence. These vehicles generally were not shared by other officers. The CRV program had 51 cars that were older than 7 years; the oldest was 13 years. Also, these cars had been driven an average of 113,890 miles and had \$16,851 in maintenance costs. The CRV cars that were 7 years or less were driven an average of 32,718 miles and had \$5,263 in maintenance costs.

In addition, the Department had about 109 marked and unmarked police pool cars used generally as precinct cars for patrol. Of those, 74 pool cars were older than 5 years; the oldest was 17 years. These cars had been driven an average of 130,691 miles and had \$25,132 in maintenance costs. The pool cars that were 5 years or less were driven an average of 41,158 miles and had \$9,500 in maintenance costs. Generally, patrol officers put on between 3,000 to 4,000 miles per month and many cars were used 24 hours a day, seven days a week. A summary table of our results is shown below.

Table # 1
Comparison of Police Cars by Age, Mileage, and Maintenance Costs

AGE	CRV		POOL	
	7 YRS. OR LESS	OVER 7 YRS.	5 YRS. OR LESS	OVER 5 YRS.
NO. OF CARS	142	51	35	74
AVG. MILES	32,718	113,890	41,158	130,691
AVG. MAINT. COST	\$5,263	\$16,851	\$9,500	\$25,132

We contacted Virginia Beach's Fleet Manager to determine that City's replacement policy. The manager stated that police cars were replaced at about 100,000 miles or when the maintenance costs reached 75% of the original cost of the vehicle. He did not use age as major criteria for the replacement of police cars because of their various uses, i.e., patrol cars received heavier use than non-patrol cars. Separately, in a 2002 survey conducted by the Michigan State Police, sixteen law enforcement agencies including state highway patrol, state police, sheriff's departments, and city police departments had replacement mileage guidance for their cars ranging from 45,000 to 100,000 miles.

The Chesapeake Fleet Manager indicated that funding has not been adequate to meet the replacement levels of 7 years for CRV cars and 5 years for pool cars. However, operating a fleet of police cars where many of the cars are past the end of their useful lives may strain the Department's ability to respond quickly to emergencies and maintain a high level of operational efficiency. It also required the City to budget for the higher maintenance costs associated with the older cars. In addition, the safety of a police officer driving a car with over 100,000 miles may be an issue when pursuing a potential violator at high speeds.

Recommendation – The Police Department should work with the City’s Fleet Manager to establish a vehicle replacement policy and procedures that better reflect the needs of the police department and should consider requesting that the City increase its budget to accelerate the replacement of older high mileage cars that have high maintenance costs. The City’s annual maintenance budget could be reduced by replacing cars with the highest maintenance costs.

In establishing these written policy and procedures and increasing its vehicle purchase budget, the Police Department should replace its out-dated and worn-out vehicles with economical and high performance patrol vehicles that should better meet its goals of promoting increased highway safety and enhancing community safety. The Department should base its replacement criteria on the age of the car, cumulative maintenance costs, mileage, and overall vehicle fatigue.

Response – The department has worked with the Fleet Manager and has made the replacement of high mileage vehicles a part of the department’s supplemental budget annually. The lack of funding for this has prohibited the department from establishing a more formal plan and moving forward in this area. The department also evaluates the type of use and mileage of vehicles to ensure proper utilization and then rotates vehicles among various assignments to meet our needs. We will establish a more formal policy concerning this, focusing on the needs of the department, vehicle age, mileage, and replacement history in rotating or assigning vehicles among police personnel or units. We have been moving towards obtaining smaller, less expensive, sedans to assist in this area.

2. Assignment of Vehicles

Finding – The Police Department assigned at least 71 unmarked full-sized and upper mid-sized cars to sworn officers and non-sworn staff that did not require vehicles of that size to carry out their daily duties.

The City should acquire new police cars in the most economic and efficient manner consistent with how these vehicles will actually be utilized. As of November 2005, the City maintained a fleet of 363 vehicles (301 cars and 62 specialty vehicles including motorcycles, vans, and SUVs) for Police Department use. Of the 301 cars, 82 were unmarked full-sized (Ford Crown Victoria and Chevrolet Caprice) and upper mid-sized (Chevrolet Impala) cars assigned to and/or used by officers in command, pool, or the Community Residence Vehicle program. We identified a minimum of 71 of the 82 unmarked full-sized and upper mid-sized cars that were assigned to or used by police officers and staff that had duties that did not require the use of these large cars. These officers included majors, captains, lieutenants, detectives, sergeants and other sworn officers and non-sworn staff assigned to all levels of the Police Department.

In 2005 the Police Department acquired 3 mid-sized Ford Taurus vehicles that were used by 3 non-patrol detectives in the Criminal Investigations Section (CIS). Their assessment of the Taurus was very positive overall. The City’s Fleet Manager indicated

that, in addition to higher gas mileage, the mid-sized car's maintenance costs would be less than a full-sized car. Finally, Virginia Beach's Fleet Manager told us that most sergeants and detectives in his city drove mid-sized cars including the Ford Taurus.

Because the Crown Victoria had been proven to be very reliable and sturdy, the City had acquired and maintained a fleet of mostly full-sized cars for its police officers. In addition, in 2005 the City acquired 29 upper mid-sized Chevrolet Impalas. While it was reasonable for the City to purchase full-sized and upper mid-sized cars for police officers' that patrolled streets and pursued criminal suspects and traffic violators, a significant number of police officers had duties that did not require full-sized or upper mid-sized cars.

Full-sized and upper mid-sized cars were more expensive to purchase and maintain and received lower gas mileage than mid-sized cars. The cost to purchase an unmarked 2006 full-sized Crown Victoria and an upper mid-sized Impala was \$22,422 and \$20,199 respectively. Conversely, the cost for an unmarked mid-sized Taurus was only \$18,095. Thus, the City could potentially save in excess of \$2,000 to \$4,000 per vehicle for these purchases.

Recommendation – In addition to its annual purchase of full-sized and upper mid-sized cars for the Police Department, the City should begin to purchase unmarked mid-sized cars for those sworn officers and non-sworn staff that do not use the cars for patrol and pursuit. The current practice of decommissioning the old full-sized cars when new cars are purchased should be continued.

The Police Department should review the duties and functions of each sworn officer and non-sworn staff to determine which individuals should be assigned an unmarked mid-sized car rather than full-sized and upper mid-sized cars. Transitioning the assignment of mid-sized cars to these individuals should begin with the acquisition of the next vehicle purchases. Following this guideline should reduce the cost of police vehicle acquisitions for the City.

Response – The utilization of the full-sized vehicles throughout the department has enabled the department to prolong the life expectancy of vehicles by rotating vehicles among assignments. This rotation is completed after the evaluation of the needs of the department, vehicle age, mileage, and history. The mixing of various sizes of vehicles into the department's fleet will prohibit this ability. Full-size vehicles allow officers who are assigned collateral duties, such as SWAT, Underwater Search and Rescue, and Special Incident Response Team, to carry the extra equipment required for these assignments. Smaller vehicles, with limited trunk space, severely limit the amount of extra equipment that can be carried, in addition to the routine equipment required. It must be noted that the patrol vehicles are an officer's office during their tour of duty. As such, they must carry a multitude of items from summons books to patrol rifle. Chesapeake officers work solo except during field training when the recruit officer accompanies the Field Training Officer. The lap top computers take up a portion

of the passenger compartment in the front passenger area and pose additional safety and comfort risks for the passenger. We have currently placed several smaller vehicles throughout the department and additional vehicles are on order for this coming year. These vehicles have been assigned to more experienced officers not normally involved in routine patrol duties. We have experienced several mechanical problems with the smaller vehicles that will be further compounded when the small vehicles are placed into general use. The vehicle is low to the ground and tends to bottom out in some circumstances, increasing the chance of damage. The move from the rear wheel drive vehicles to the front wheel drive vehicles will involve the training in high speed maneuvers for all officers having access to these vehicles. This is due to the difference in handling characteristics and is both a time and cost factor for the department.

3. Separation of Duties for Record Management Fees

Finding – Reconciliation duties for certain Records Management fees were not always separated from transaction handling, fee receipt and customer transaction data entry duties.

Procedures should be followed to adequately segregate individual duties of reconciliation from the collection and recordation of transaction fees. Such duties assigned should be compatible for the identified operation to ensure that revenues are properly accounted for and to deter risks associated with misappropriation.

The Police Department's Record Management office received fees for providing records. During the first 10 months of 2005, the Department collected \$140,287 in checks, money orders, and cash from individuals, businesses and government agencies that mailed in requests or came to the office counter to request accident reports, background checks, fingerprints, abandoned vehicle information, taxi permits, and Freedom of Information Act documentation.

The Records Management office had two counter staff that primarily handled mail and customer's requests, collected fees, and recorded the transactions in the City Treasurer's Revenue Collection system. A third office staff member, an alternate, backed up the two counter workers when they were not on duty. In addition, this third office staff member was the primary person to sign and complete the daily reconciliation report for the prior day's customer transactions and receipts. Finally, when the third office staff member was not working or was unable to complete the reconciliation sheet, one of the counter staff completed the reconciliation report. Therefore, there were times that the same individuals who handled customer requests, collected revenues, and recorded the transactions also reconciled these transactions and receipts.

The Police Department had written procedures that required complete separation of fee receipt and daily reconciliation duties within the office. Because these procedures were not followed, the fee collection process was not adequately controlled and the Department risked potential losses related to these revenues.

Recommendation – The Police Department should follow written standard operating procedures and maintain staff scheduling that would prevent the staff from handling counter and fee receipt duties and daily reconciliation duties for those same transactions and fee receipts.

Staff assignments should be established that would separate the fee collection and recordation duties from the daily reconciliation duties. This would ensure that revenues are properly accounted for and would reduce the risk of potential losses.

Response – The department has a Standard Operating Procedure for this but it was not followed. Appropriate action has been taken to ensure adherence and a copy of the existing SOP is attached. (We did not show the SOP in this report.)

4. Budget for Worker’s Compensation

Finding – The Police Department had been budgeting significantly less then it expended on Worker’s Compensation claims.

City departments should develop budgets that reflect realistic spending expectations to the greatest extent possible. We noted that the Police Department had budgeted significantly less funds than it had historically spent for worker’s compensation (both medical and indemnity/salary). As indicated below, during the past 3 years the Police Department had budgeted \$132,843 for worker’s compensation and spent \$1,728,350. For the 3 years in total, the difference between the budgeted and actual expenditure amounts was \$1,595,507. As the case in previous years, the Police Department, in its Fiscal Year 2006 Budget was appropriated \$44,281 for worker’s compensation.

**Table # 2
Police Department’s Budget and Expenditures for Worker’s Compensation from
Fiscal Years 2003 - 2005**

Account #	Fund & Code 11-31000	FY 2003	FY 2004	FY 2005	3-Year Total
2710 (Medical)	Appropriation	\$44,281*	\$44,281	\$44,281*	\$132,843
	Expenditure	\$508,324	\$251,599	\$679,106	\$1,439,029
	\$ Difference	(\$464,043)	(\$207,318)	(\$634,825)	(\$1,306,186)
2711(Salary)	Appropriation	\$0	\$0	\$0	\$0
	Expenditure	\$126,671	\$78,071	\$84,579	\$289,321
	\$ Difference	(\$126,671)	(\$78,071)	(\$84,579)	(\$289,321)
	Total \$ Difference	(\$590,714)	(\$285,389)	(\$719,404)	(\$1,595,507)

*In Fiscal Year 2003 and 2005 Risk Management transferred \$185,064 and \$159,769 respectively from its contingency (dedicated) fund to help reduce the Police Department’s 2710 account deficit.

This situation arose because, while each year the Police Department submitted a Worker’s Compensation budget that met targets requested by City management, the target did not reflect the actual expenditure history in the Worker’s Compensation accounts. As a result, because of insufficient funds in the Worker’s Compensation

accounts, the Police Department had to transfer significant funds from its other operating accounts, including police clothing and supplies, and office supplies to pay for the unbudgeted costs. We noted that, in Fiscal Year 2005, the Department's total expenditures exceeded its budget by approximately \$194,000. This deficit could be largely attributed to the unfunded Worker's Compensation costs.

Recommendation – The Police Department should work with the City's Budget Department during the next budget cycle to obtain an allowance to increase its Worker's Compensation line items.

During the next budget cycle, the Police Department should work with the City's Budget Department to obtain an allowance to increase its Worker's Compensation line items for amounts that were billed back to the department. These budget amounts should more closely reflect the expected annual costs. When developing projections of Worker's Compensation claims costs for future years, the Police Department may wish to request assistance from the City's Risk Manager to establish a projection methodology, so that the projection is as realistic as possible.

Response – This is an issue that has been presented annually during our budget presentations. The department has no control on how much money is allocated for the Workers Compensation line items. In FY95-96 the department's total authorized strength was 382 employees and our appropriated funds for Workers Compensation and Risk Management totaled \$177,761. This was a per-capita appropriation of \$465.34 per employee. In FY05-06 the department's total authorized strength was 524 employees and our appropriated funds for Workers Compensation and Risk Management totaled \$85,426. This was a per-capita appropriation of \$163.00 per person. The amount allocated for these line items has steadily decreased while expenses have increased. From FY95-96 to FY04-05 the department had to absorb over \$3,695,478.70 in from our operating budget to cover the unbudgeted costs. In this years FY05-06 budget a total of \$85,426 was appropriated for the Workers Compensation and Risk Management line items. Our expenses through March 2006 already total \$575,114.30 with three more months remaining in the budget. These line items are already over budgeted by \$489,688.30.

5. Administration of COPS Grant

Finding – The Police Department had experienced delays in the receipt and administration of the COPS Technology Grant by the Police Department.

The U.S. Department of Justice (DOJ) required that an applicant for a federal grant must comply with certain administrative requirements of the grant, including the Office of Management and Budget's Circular A-87. This Circular stated that government units are responsible for the efficient and effective administration of Federal awards through the application of sound management practices.

In July 2003, the Police Department applied to the DOJ COPS Technology Grant Program for a much needed Police Department Computer Aided Dispatch (CAD) system and related systems upgrade. The COPS grant totaled \$993,500 and was awarded to the Police Department in October 2003. The grant financial clearance memo arrived the following month authorizing money to be charged against the grant. The original grant award period ran from February 20, 2003 to February 19, 2004.

In January 2004, a non-standard 12 months no fault extension was provided to the Police Department by the DOJ because the DOJ delayed the issuance of the grant's clearance memo. This extension pushed back the project ending date to February 19, 2005.

In December 2004 the Police Department requested and was given a seven-month extension to allow it sufficient time to apply for a one-time "no-cost" extension to the grant period without any reduction in grant money. In March, 2005 the Police Department applied for and was given a "no cost" 24-month extension for the COPS grant from the DOJ. The new grant award end date became February 19, 2007.

At the time the Police Department requested the "no cost" extension the project was at the vendor selection, contract negotiation and signing phase of the project. In December 2005, the Police Department sent the selected vendor a non-binding letter requesting a 60-day upgrade discount price extension until February 28, 2006. Discussions with the Police Department's Information System coordinator confirmed that the extension was granted and that the City Manager has approved a sole source contractor. As of March 2006, the Information System coordinator and the City Attorney's Office were in contract negotiations with the contractor and anticipated that the contract would soon be final and signed off by the Chief of Police. The project plan called for final acceptance of the CAD and related systems by February 2007.

We noted that several delays had occurred in the administration of the COPS grant by the Police Department including 1) the change of the vendor selection review methodology from sole source to multiple vendors, 2) the loss of the project manager, 3) the hiring process of and the project knowledge transfer to a new project manager, and 4) the unexpected logistic issue with vendors' user demonstrations and user survey evaluation across multiple users.

While the Police Department anticipated that they would meet the February 2007 completion date, any further delays in the implementation of the grant could significantly reduce the amount of money that the Police Department would received from the DOJ. This reduction could affect the full implementation of the CAD and related systems upgrades.

Recommendation – The Police Department's management should assure itself that the completion of the project will meet the grant's requirements and the department's expected results.

The Information System coordinator should closely oversee the project's progress and be assured that the project leader is meeting the scheduled project plan milestones. The coordinator should provide the Police Department management with periodic reports on the status of the grant. Any indication of a project impediment should be immediately addressed by management with an action plan to deal with the cause of the delay. These steps will help ensure that the project is completed in a timely manner.

Response - The department is working to ensure the project meets the needs of the department while at the same time meeting the grant guidelines. The Information System Manager is working full time with the vendor to finalize specifications for the grant contract. We have also appointed a Lieutenant to be the project manager. Once the contract has been finalized and signed, work can begin and the Project Manager will oversee the installation process. We are expecting to meet all requirements prior to the expiration of the grant.

APPENDIX A

RESPONSE FROM POLICE DEPARTMENT OFFICIALS

CHESAPEAKE POLICE DEPARTMENT RESPONSES
for July 1, 2004 to December 31, 2005
PERFORMANCE AUDIT
Conducted by the City of Chesapeake Audit Services Department

B. Performance Information - Implementation of Strategic Plan

1. Management of Strategic Plan

Finding - The Police Department did not have an individual to manage the Strategic Plan to assure that the targeted measures, initiatives, and statistical measures were developed and implemented in a timely manner. Also, several of the targeted measures, initiatives, and statistical measures had not been developed or implemented.

Recommendation – The Police Department should designate an individual to oversee the entire Strategic Plan to ensure its implementation and to evaluate the progress the Department has made towards meeting the Plan's goals. Also, the Department should evaluate the unimplemented measures and initiatives, deciding which ones to implement and which ones to eliminate or revise.

Response – *While the Department did not assign any one person to manage the Strategic Plan, the plan was reviewed frequently and discussed at various staff meetings. Additionally, each Bureau Commander submitted an annual report on their efforts in developing initiatives and meeting the targeted measures. In the future, the department's Planner will be responsible for the coordination and management of the Strategic Plan. A meeting has been scheduled to review and make appropriate changes to the existing Strategic Plan that will provide the framework for initiatives/changes for the upcoming fiscal year.*

C. Administrative and Operational Issues

1. Vehicle Replacement Policy

Finding – The City's informal fleet replacement policy did not meet the needs of the Police Department's fleet of cars.

Recommendation – The Police Department should work with the City's Fleet Manager to establish a vehicle replacement policy and procedures that better reflect the needs of the police department and should consider requesting that the City increase its budget to accelerate the replacement of older high mileage cars that have high maintenance costs. The City's annual maintenance budget could be reduced by replacing cars with the highest maintenance costs.

Response – *The department has worked with the Fleet Manager and has made the replacement of high mileage vehicles a part of the department's supplemental budget annually. The lack of funding for this has prohibited the department from establishing a*

more formal plan and moving forward in this area. The department also evaluates the type of use and mileage of vehicles to ensure proper utilization and then rotates vehicles among various assignments to meet our needs. We will establish a more formal policy concerning this, focusing on the needs of the department, vehicle age, mileage, and replacement history in rotating or assigning vehicles among police personnel or units. We have been moving towards obtaining smaller, less expensive, sedans to assist in this area.

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Response – *The utilization of the full-sized vehicles throughout the department has enabled the department to prolong the life expectancy of vehicles by rotating vehicles among assignments. This rotation is completed after the evaluation of the needs of the department, vehicle age, mileage, and history. The mixing of various sizes of vehicles into the department's fleet will prohibit this ability. Full-size vehicles allow officers who are assigned collateral duties, such as SWAT, Underwater Search and Rescue, and Special Incident Response Team, to carry the extra equipment required for these assignments. Smaller vehicles, with limited trunk space, severely limit the amount of extra equipment that can be carried, in addition to the routine equipment required. It must be noted that the patrol vehicles are an officer's office during their tour of duty. As such, they must carry a multitude of items from summons books to patrol rifle. Chesapeake officers work solo except during field training when the recruit officer accompanies the Field Training Officer. The lap top computers take up a portion of the passenger compartment in the front passenger area and pose additional safety and comfort risks for the passenger. We have currently placed several smaller vehicles throughout the department and additional vehicles are on order for this coming year. These vehicles have been assigned to more experienced officers not normally involved in routine patrol duties. We have experienced several mechanical problems with the smaller vehicles that will be further compounded when the small vehicles are placed into general use. The vehicle is low to the ground and tends to bottom out in some circumstances, increasing the chance of damage. The move from the rear wheel drive vehicles to the front wheel drive vehicles will involve the training in high speed maneuvers for all officers having access to these vehicles. This is due to the difference in handling characteristics and is both a time and cost factor for the department.*

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