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REPORT

POLICE DEPARTMENT RISK REVIEW

LONG HILL POLICE DEPARTMENT

LONG HILL, NJ

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TABLE OF CONTENTS

REPORT

Introduction and Scope of Work4

 Introduction4

 Scope of Work5

 Methodology6

Community and Department Profile8

Police Facility9

 Facility Security12

 Employee Locker Facility12

 Recommendations13

Fleet Vehicles14

 Recommendations15

Written Directives16

 Policy review16

 The Written Directive System16

 High Risk Policy Review18

 Accreditation18

 Recommendations23

Organizational Structure and Staffing24

 Personnel Structure25

 Police Officer Recruitment and Selection27



| | |
|---|-----------|
| Training | 29 |
| Succession Planning | 29 |
| Recommendations | 31 |
| Workload Assessment..... | 32 |
| Competent Response to Citizens Complaint..... | 32 |
| Calls for Service Projection | 41 |
| Chronobiology..... | 42 |
| Recommendations | 43 |
| Communications | 44 |
| Morris County Communications Center | 44 |
| Recommendations | 50 |
| Intra-Government Relations, Community Policing, and Community Outreach | 51 |
| National Night Out..... | 52 |
| Intra-Governmental Relations | 55 |
| Town Administrator | 58 |
| Intra-Governmental Work Climate | 60 |
| Recommendations | 62 |
| Employee Survey | 64 |
| Conclusions | 65 |
| Executive Summary of Recommendations..... | 69 |
| Facility | 69 |
| Fleet | 70 |



Written Directives and Accreditation71

Organizational Structure and Staffing71

Workload Assessment71

Communications72

Intra-Government Relations, Community Policing, and Community Outreach72

Overtime74



**LONG HILL, NEW JERSEY
POLICE DEPARTMENT RISK REVIEW**

INTRODUCTION and SCOPE OF WORK

Introduction

The Township of Long Hill, New Jersey retained the services of Municipal Resources, Incorporated (MRI) to develop a high-level overview of the Long Hill Police Department for the purposes of assessing risk management and potential organizational enhancements that could be offered for consideration and implementation. The review is designed to analyze the organizational structure/governance; the communications, cross-functionality, and horizontal integration of the departments' internal workings; the efficiency and effectiveness of the policies, procedures, rules, and regulations giving guidance to the department; strategic and capital planning, the operating budget, and financial considerations of the budget within Township constraints; the application of professional standards and organizational accountability; along with the management, operations, and culture of the Long Hill Police Department.

Long Hill Township is a township in Morris County, New Jersey with an estimated population of 8,560. Available demographic statistics show that the Township of Long Hill has a racial makeup of 90.61% (7,885) White, 0.62% (54) Black or African American, 0.09% (8) Native American, 5.98% (520) Asian, 0.01% (1) Pacific Islander, 1.06% (92) from other races, and 1.63% (142) from two or more races. Hispanic or Latino of any race were 7.06% (614) of the population

Long Hill Township is governed by a "Township Committee" consisting of five (5) members who are elected at large for staggered three (3) year terms. Committee members hold policy-making and legislative authority and are responsible for passing ordinances, adopting the budget, appointing Board and Commission members, the Township Administrator, Township Attorney and all employees. The Committee meets each January to elect a Mayor and a Deputy Mayor from the five committee members. Matthew Dorsi is the current Mayor who presides at two meetings each month.

The Township Committee has appointed an Administrator, Nancy Malool, to oversee all municipal departments, coordinate the daily operations and ensure that the policies of the Township are adhered to and satisfactorily completed. Her role is to function as the principal

liaison between the Township Committee members, the department heads, and the public. Her work is wide-reaching including budgeting, overseeing purchasing for the Township, capital improvement projects, seek grant funding when available, while representing the Township in a host of external meetings with other governmental entities. The Township Administrator is also responsible for implementing and enforcing policies and ordinances of the Township Committee and overseeing the day-to-day operations of the government.

The Township Committee designates one of its members to act as formal liaison to the Chief of Police. Three of the five current committee members have served as police liaison:

1. Scott Lavender is the current police liaison and assumed that role in May 2022. He was alternate liaison in support of Vic Verlezza from Dec 2021 until May 2022
2. Vic Verlezza served as police liaison from March 2021 until May 2022
3. Brendan Rae served as police liaison from 2013 until March 2021, at which point the Township attorney recommended that Rae step down from his liaison role and recuse himself from all future police business due to a conflict of interest when his son was hired as a Long Hill police officer. Verlezza replaced Rae as liaison

Scope of Work

The organizational review of the Long Hill Police Department by MRI included an assessment of the organizational structure/governance; the communications, cross-functionality, and horizontal integration of the departments' internal workings; the efficiency and effectiveness of the policies, procedures, rules, and regulations giving guidance to the department; strategic and capital planning, the operating budget, and financial considerations of the budget within Township constraints; the application of professional standards and organizational accountability; along with the management, operations and culture of the Long Hill Police Department. Criteria such as Township size, demographics, form of government, etc. have been used in the comparisons wherever possible. In addition, unique aspects of the community pertaining to special risks or other unique challenges have been considered.

The audit is meant to focus on the management structure, staffing levels, efficiency and effectiveness of day-to-day operations, and the sufficiency of supporting data management tools and data collected, etc., used by Long Hill Police Department to prepare for and guide the department as it relates to the management of risk. For the purposes of this review, risk includes physical danger, financial liability, and the impact of operations on the police department and community.

Methodology

Key personnel from MRI and the Township of Long Hill met and began to discuss implementation, where expectations and anticipated needs were established. A team of experienced police consultants was assembled and the review of the requirements for this undertaking was started.

Meetings were held with various elected officials, appointed officials, and employees of the Town. An employee survey was developed and made available online to all police department members. The survey results of the 6 respondents of all department employees (25) given the survey were tabulated and made available to MRI consultants for analysis.

At MRI's request, the Township of Long Hill and other interested parties contributed significant data for review by MRI consultants. This information included but is not limited to:

- Accreditation related documents
- Police Department Operations Budgets
- Long Hill Police Department manuals for Organization, Policies and Procedures, Rules and Regulations, and Personnel Practices
- Long Hill Police Department Personnel Roster and Organizational Chart
- Collective Bargaining Agreements
- A broad array of reports with data for police officer response to incidents and overall activity for police officers, investigators, and supervisors
- Call for Service data
- Training records

Additional information was requested during the course of the assessment. Examples would be the use of overtime and sick leave by department members, compilation of court time by officers, and other relevant data needed to assess workload and other operations related to risk management.

In early August 2022, the MRI team traveled to Long Hill. A tour of the facility was given, where department members were met. During the tour, safety, and security concerns (in the broad sense) were noted. After the tour, members of the team spent time with department personnel in an effort to gather information that would put observations of the physical plant, written directives, and other factors into context. Over the course of the site visit, Chief Naga met with the MRI team several times to provide information and field questions. During the afternoon of the site visit, the team met with Long Hill Mayor Matthew Dorsi and Township Committee Police Liaison Scott Lavender to discuss areas of concern.

During the evening of the site visit, the MRI team attended National Night Out to observe LHPD interactions with the community, speak with members of the community, and confer with the Fire Chiefs of the departments that serve Long Hill.

This report is the work product that emanates from this extensive research. The observations made within this report are believed to be accurate based on the information gathered and the combined judgment of the entire MRI police team. The resulting recommendations are based upon an acknowledgment that police departments are living organizations. They must constantly change and adapt to current conditions and realities. Municipal policing, while holding steadfastly to its traditions, is a profession that requires constant improvement. The environment in which policing takes place is besieged with demands from the society it serves, as well as changes in the law, court decisions, impositions of the state Attorney General, technology, and new generations of men and women entering this public service career. The delivery of high-quality police service requires energetic, enlightened leadership at all levels of a police department. Every day must include an effort to improve and move forward.

MRI would like to take this opportunity to thank the Township of Long Hill, Long Hill Township Committee Police Liaison Scott Lavender, Mayor Matthew Dorsi, Town Administrator Nancy Malool, and the members of the Long Hill Police Department for their cooperation and assistance with this endeavor.



COMMUNITY AND DEPARTMENT PROFILE

Long Hill Township includes a total area of 12.06 square miles, including 11.80 square miles of land and 0.26 square miles of water. Of significance, the community is bisected in part by the Passaic River. Discussed in detail below, this water feature plays a significant role in the management of risks identified in this report.

MRI noted that in the early 1950s the Passaic Township, later renamed Long Hill Township, employed two (2) full-time police officers. Through the years the agency grew and in 1985 demonstrated its commitment to excellence by becoming the first nationally accredited police department in New Jersey under the Commission for Accreditation of Law Enforcement Agencies (CALEA)¹. Over the years, a succession of police chiefs has maintained CALEA accreditation while simultaneously earning accredited status for the department through the New Jersey State Association of Chiefs of Police Law Enforcement accreditation program. Additional information/discussion of accreditation and its impact on local police is found below.

Today, the Long Hill Police Department budget authorizes 28 police officers; in the current state, however, it is made up of just 23 police officers supported by two non-sworn administrative personnel to fulfill its mission.

¹ For more information about CALEA, visit www.calea.org

POLICE FACILITY

The existing police headquarters is located on Mercer Street in a mixed residential and commercial neighborhood. Approaching the police facility, MRI's first impression of the building was that it was an apartment complex. Not until a badge-style placard on the front of the building could be seen, was the identification as a police station possible. When asked, town management described that a sign was in process as part of a local boy scout troop project.



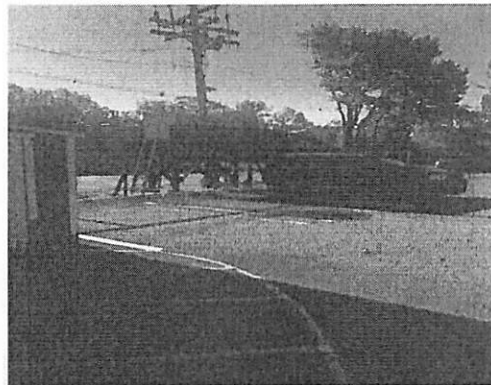
LHPD Approach from Main Avenue on Mercer Street (Above Right)

LHPD Entryway During 2021 Flood (Lower Right, Red Arrow)

During MRI's interaction with staff, there was not enough institutional memory for them to pinpoint the year that the Long Hill Police moved into this property. Interestingly, the United States Navy had previously owned the building. When the Navy no longer needed the facility, it was deeded to the Township. The police facility is a failed complex, not due to age, appearance, or functionality but due to the numerous and repeated flooding of the property. In discussions with Chief Naga, he described that during his tenure with the Long Hill Police, there have been five (5) one-hundred-year floods (confirmed by NOAA). Of concern, the Long Hill police facility was identified by Chief Naga as the designated emergency management center for the Township. Town management affirmed that the police department is identified by policy as the designated emergency operations center, but that the practice has been to manage emergencies from the town hall. MRI recommends that the policy be reviewed and revised to reflect practice.



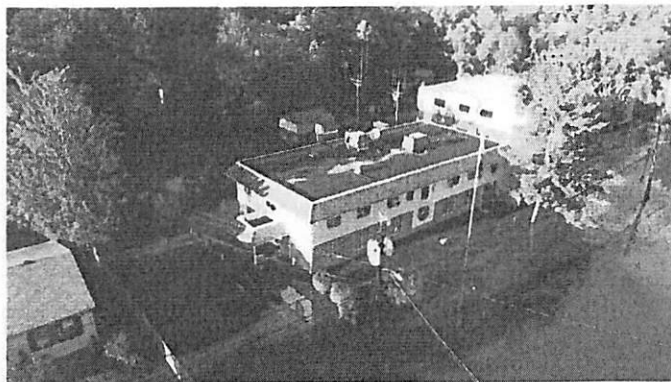
During the flooding that is illustrated in the photograph at left, the entire ground floor was under several inches of sewage-contaminated water. Access to the emergency management office by critical staff without direct exposure to the contaminated water was temporarily made possible using a military surplus vehicle and entering through a window on the second floor (above, red arrow). Subsequently, stairs were built and a door installed on the second floor at the spot highlighted by the red arrow.

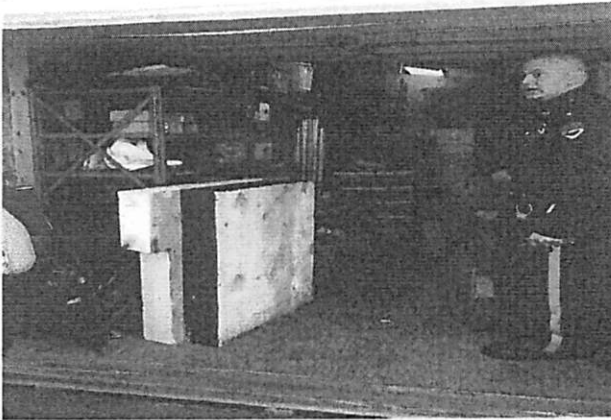


Following one storm, the emergency generator that supports the facility during crisis periods when electricity is not available was placed approximately eight (8) feet above the parking lot to avoid flooding (photo above right). Ironically, the generator has subsequently failed. According to Chief Naga, it is so antiquated that parts are no longer available. Chief Naga has since procured a military surplus generator that was used during the most recent flood. MRI noted that this generator does not meet industry standards and best practices due in part to the manual tasks required to keep the machine operating. MRI observed, and Chief Naga affirmed, that fueling the military surplus generator during emergency use, requires pouring fuel into a hot generator from cans carried through contaminated flood conditions. Town managers have reported that \$50,000 has been appropriated for a new generator; as of this writing, the generator ordered in April 2022 has yet to be delivered/installed.

While some floods have been less critical than others, the flood of September 2021 was so severe that the department had to abandon the building and operated out of rental trailers moved as close to the site as possible.

Once the water receded to a point where work renovating the facility could commence, significant floor and damaged wall removal resulted in new tile flooring, painted walls, and the installation of new drainage systems with pumps designed to curtail future flooding. Though a complex system of drainage barricades to prevent future flooding has been installed, the effectiveness has yet to be evaluated. It is reasonable





to assume that even if the new barricades are effective in keeping the flood waters from entering the building, they will do nothing to assure that the facility can continue to be used as the emergency management center. Flood waters surrounding the facility will continue to limit access to critical emergency service infrastructure.

The outbuilding shown below and one other building immediately adjacent, are used as storage for archived records and agency-owned property for which there is no storage space within the main police building. These buildings were flooded, resulting in damage and/or destruction of the contents. Chief Naga described substantial amounts of archived records that were destroyed by flooding and thrown away during the aftermath cleanup. The smell of mold was prominent and unpleasant. Given the risk of allergens and/or illnesses that may be linked to exposure to mold, steps to mitigate the risk and limit exposure should be taken.

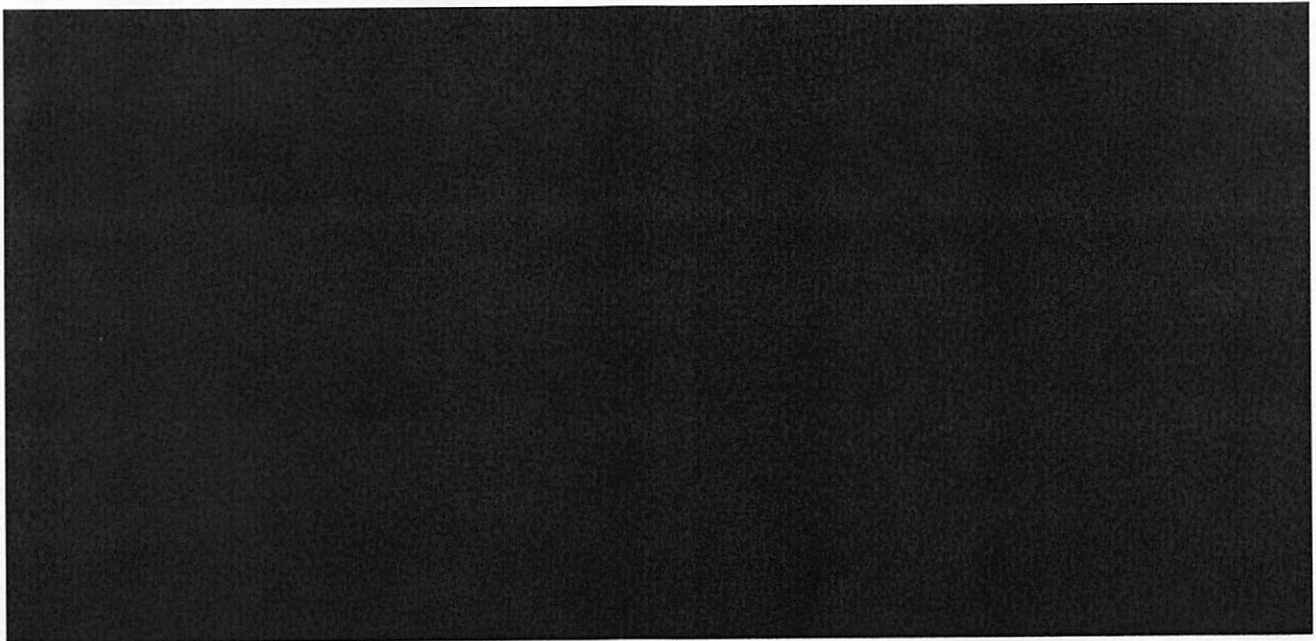
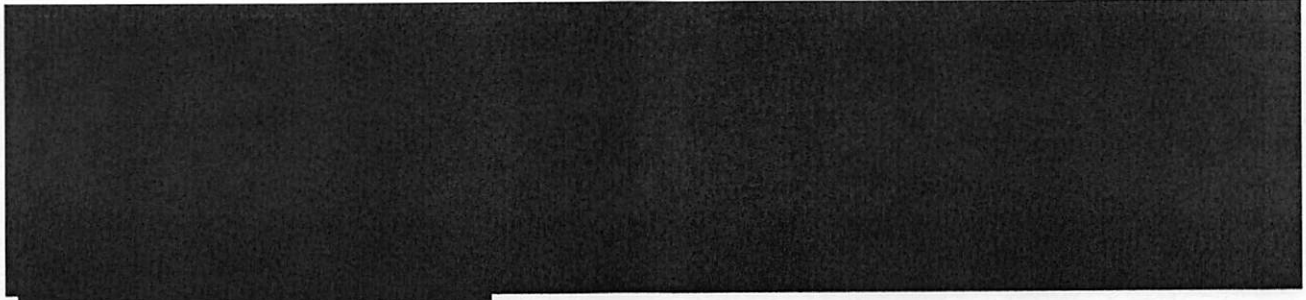
What seems obvious due to the history of repetitive “one-hundred-year floods” is that it is probable that such damaging floods will continue to occur. In terms of emergency services delivery, this is an unacceptable and unsustainable situation for the Township.

MRI also noted that the space within the police facility is limited and shows signs of having reached maximum occupancy. The critical infrastructure needed to support police operations, such as secure active and archived records storage, expanded evidence retention, improved gender-specific locker space (see further comments below), and other needs, will likely not be met should the department staffing level expand due to expectations of a higher or increased level of service needed from the community, and/or changes to state regulations for the retention of certain articles.

MRI recommends that immediate steps be taken to replace the existing structure at a location not prone to flooding. Whether purchased as an existing turnkey structure or custom-built for the police department, compliance with police industry standards and applicable governing laws, such as the Americans with Disabilities Act of 1990 (ADA), is of paramount importance. While MRI fully grasps the financial implications of such a recommendation, a committee of public safety professionals and representatives of the community may identify a host of options for the Township including a combined public safety complex, a stand-alone facility, or possibly

a complex combined with another Township entity. Remedial actions taken by the Township to try and prevent flooding of the building is only "kicking the can down the road."

Facility Security



Employee Locker Facility

New Jersey Law Against Discrimination (LAD) and Title VII of the Civil Rights Act of 1964 make it unlawful for an employer to engage in any discriminatory practice based on gender expression or identity. The current locker room facilities at the Long Hill Police Department are adequate for current operations and staffing levels by gender. Future growth may strain gender equity as it relates to employment by the police department associated with the forecasted growth of the community. Regardless of legal considerations, social convention suggests that the Long Hill Police Department take the steps necessary to ensure equal rights to access and privacy of all employees.



RECOMMENDATIONS

Principle Recommendation

1. Replace the facility at a location safe from flooding. Such replacement should account for space needs of personnel, records, evidence, and other factors for a period of not less than 50 years.

Interim Recommendations

1. Place prominent signs at the entrance to the facility to clearly identify the structure as a police department. Such signs should be visible at night and during poor weather conditions.
2. Move the Township Emergency Operations Center to a location that will not be impacted by flooding.
3. Replace the generator with a current make/model that operates automatically and is fueled without human touch. The new generator should be made secure by being surrounded by appropriate fencing, video monitoring, and other security features that may be applicable to the facility, generator, and placement.
4. Replace outbuildings with weather-tight and appropriately ventilated structures that have been mounted above anticipated flood levels. New outbuildings should separately accommodate agency-owned property and archived records, as applicable. Such replaced buildings should be made secure by being surrounded by appropriate fencing, video monitoring, and other security features that may be applicable to placement and access authority.
5. Expand the use and placement of security cameras to assure 360-degree coverage of the property and facility.

FLEET VEHICLES

In Long Hill, police patrol routes include coverage of 60 miles of roadway. Though the Township is not responsible for the maintenance of all 60 miles, the police must still patrol roads that are owned/maintained by other governmental subdivisions. As a result, no Township vehicle receives as much continuous use as those found in the LHPD fleet. Efficient management of a police motor vehicle fleet involves keeping mileage, maintenance, performance, and repair records for each vehicle. It involves the regular scheduling of routine preventative maintenance and safety inspections for all vehicles. When consideration is given to the critical mission of the police fleet, one must conclude that police vehicle maintenance is of the utmost importance.

Police vehicles are classed as emergency vehicles (along with fire trucks, ambulances, and rescue vehicles) and as such, must have more frequent preventative maintenance and safety inspections, particularly since they are operated 24 hours per day, 365 days per year. When good vehicle fleet management programs are followed, it is not uncommon to reduce the total operating costs of the fleet while improving the operational capability and condition of all vehicles.

Often, police chiefs are questioned about whether a fleet vehicle requires replacement when mileage is thought to be low compared to the average resident's personal vehicle with similar mileage. Replacement recommendations made by the Chief of Police must account for the critical need for use as an emergency vehicle used under the harshest of conditions when the average vehicle may be parked in a garage for the duration of similar conditions. Additional consideration must be given to engine use when the vehicle is not in motion. At present, the majority of vehicles in the LHPD fleet are Ford models. Ford estimates that engine use when not in motion equates to approximately 25 miles for every hour of idling.

MRI observed that the fleet of police vehicles for LHPD was consistent with the organizational structure. The combination of high-visibility marked vehicles and low-profile or unmarked vehicles was appropriate for the mission of the Long Hill Police Department. The fleet appears to be well stocked to provide officers with the needed equipment in support of patrol and call response activities. Policy enables replenishment of expendables as needed.

When asked about the practices of the police department relative to vehicle maintenance, Chief Naga provided the following explanation:

"Patrol officers are required to inspect their vehicles at the start of their shift. Any error codes or notifications for oil changes, and/or repair needs are reported to an email group titled Vehicles. The vehicles email group includes Command Personnel and is shared with a local ASE-certified mechanic that we have utilized for as long as I can

remember. When vehicles are scheduled for oil changes or repairs, they undergo a multipoint inspection. Any concerns raised during an inspection are then shared with a Lieutenant and/or me to approve any repairs. This process has been successful and has kept the fleet operational and more importantly safe. We have and typically request and receive the replacement of two patrol vehicles on an annual basis. Due to manufacturing plant schedules, budgeting, and upfitting, we typically run out to about 18 months prior to putting a new vehicle in service. Patrol vehicles staged for replacement are done at a minimum of 100K miles and are transferred to a traffic vehicle to be used for extra duty details. Most of the equipment including radios and radar are stripped and placed in the new vehicles. Light bars and sirens remain in the traffic vehicles. The Township collects a fee from the contractor on all vehicles used for extra duty jobs to cover wear and tear as well as gas. Traffic cars are retained until they are determined to be out of service for a significant repair such as an engine or transmission. We will put any vehicle out of service and deadline it, if a safety issue is raised.”

RECOMMENDATIONS

1. A comprehensive fleet replacement plan should be developed and implemented as part of a greater strategic plan. First line cars (those responsible for day-to-day patrol and emergency response to calls for service) should be replaced or cycled to less critical duties with the frequency needed to keep those vehicles in a condition intended by the manufacturer at the time of delivery.
2. Officers should conduct a comprehensive inspection of fleet vehicles and assigned equipment at the start of each use to document the condition of vehicles prior to use, whether good or bad. Consistent with industry standards and best practices a secondary inspection of certain features should be conducted prior to the officer going home at the end of assigned use.

WRITTEN DIRECTIVES

Policy Review

Long Hill Police Department has sufficient policies and procedures in place to support operations and administration, department personnel, and those external parties with interest in the management of the police department. However, by allowing third-party observation, such as the Rodgers Group², of department practices through the process of accreditation to expire and/or go unfunded, the police department and Township Committee is now in the untenable position of having to require documented proof of practice to be delivered directly by the department to the committee for any reasonably meaningful oversight to occur. Though possible, direct examination of policy compliance by the Township Committee, who are not skilled in the best practices of a police agency, is a time consuming and ongoing process that could have been avoided through the maintenance of accreditation through the New Jersey Chiefs or CALEA.

By separating from the contracted services of the Rodgers Group, Long Hill Police Department has accepted the responsibility for updating written directives and organizational training on those changes without the expertise and guidance of the Rodgers Group. Chief Naga has expressed dissatisfaction with the administrative tasks that the department is responsible for completing. MRI believes that by separating from the Rodgers Group, LHPD has added to their burden rather than reducing the administrative workload.

The Written Directive System

Guidance for police agencies is most often found within the written directive system administered by the Chief of Police. Commonly referred to as a “policy manual,” the written directive system is made up of the policies, procedures, rules, and regulations of the agency. The department’s written directive system often points staff in the direction of external regulations that are binding on the agency, such as training manuals, NJAG protocols, employment agreements, laws, and constitutional requirements that give guidance to ensure that the department behaves honorably, ethically, and lawfully.

A well-written policy manual should be thought of as a living document, reflective of organizational core values. The policy manual must be reviewed and revised frequently to ensure that it remains relevant, reflective of the community needs, and addresses such changes that may come with shifting technology or other influences on the agency. Regardless of

² The Rodgers Group is a privately held company contracted by the New Jersey Chiefs to provide accreditation consulting to law enforcement throughout the state.

changes made by the department, the Chief of Police must ensure that the manual is understood and applied consistently, fairly, and justly.

Proper application of policy instills community confidence and trust in the organization. A law enforcement agency is often the most visible evidence of government in a community. The police department's interaction with a community has the far-reaching effect of influencing people's belief in fair government, either negative or positive. Police officers swear an oath in Long Hill. It is a promise to the community that they will uphold the constitutions of the United States and the State of New Jersey, and the rule of law derived therefrom. For officers and staff to fulfill this promise, the Chief of Police has an obligation to lead and manage the agency fairly, equitably, and impartially, at least in part through its system of written directives.

Officers selected for their character must be carefully trained to understand and apply the written directive system in their formative years with the department; these directives and learned skills become habits. It is imperative that the application of the written directive system evokes practices from employees that are reflective of the agency's core values, honor, ethics, and the law. By equitable and repetitive enforcement of the regulations during times of ordinary police operations, officers can perform their sworn tasks under duress and in the absence of supervision. With the guidance of the organizational mission and written directives, officers and staff are enabled to dedicate their professional lives to the service of the community.

For a policy manual to be effective, it must thoroughly guide staff, while also allowing discretion to apply the directives when flexibility is needed. A policy can be spirit crushing if it is overbearing. When overly restrictive, the policy manual becomes an unnecessary burden to employees and management. Officers hired for their character should be entrusted to administer the expectations of the community fairly and justly within the spirit of the intended outcomes. In this regard, the risk is managed by a written directive system that supports effective leadership, communication of expectations, repetitive training, commendations, and self-discipline. By virtue of effective leadership and the just, fair, and impartial management of the written directive system, Chief Naga and supervisory staff should ideally find the imposition of punitive discipline to be uncommon ground.

Though further review and revision are necessary (a process ordinarily administered by the Rodgers Group), the policy manual used by the Long Hill Police Department generally provides needed guidance to officers. Observed objectively, the existing policy manual is more comprehensive than others reviewed by MRI. We believe that the comprehensive nature of the policy manual is a direct reflection of the decades-long commitment, now defunct, to accreditation. Without exercising the manual as a matter of day-to-day operations, and in the absence of proof of such exercise, the manual is of little value to organizational management of

liability. It has been MRI's experience that the ongoing commitment to organizational excellence required by accreditation is diminished without accreditation.

Recommendations for revision of those written directives that are thought to be linked to "high-risk" activities of the police department or legal changes dictated by the NJ Attorney General's Office have in the past, been delivered to the department by the Rodgers Group. That no longer being the case, MRI cannot adequately comment on the reliability of the Long Hill Police Department policy manual as a current/up-to-date risk management tool. As of this writing, there is no plan to effectively replace the Rodgers Group and the process of practicing and proving law enforcement excellence by internal administration of the policy manual.

High Risk Policy Review

MRI has conducted a review of a sampling of Long Hill Police Department written directives that give guidance to officer activities that are characterized by high risk, whether in the form of danger to the officer/public or in the form of financial or reputation liability to the community. These have been associated with this review through MRI's observations and interviews of employees, as applicable. Additional policies have been reviewed due to observations made during the site visit and of those referred to during the multitude of meetings, whether in person, videoconferencing, or by phone. MRI found the current versions of the Long Hill Police Department's high-risk policies to reflect industry standards and best practices. Noted above and throughout, without third-party oversight and a program of continuous improvement administered by third-party oversight, it is reasonable to forecast that these critical policies may not remain relevant.

In general, MRI recommends that the Long Hill Police Department seek to reengage with the Rodgers Group, the New Jersey Chiefs, and/or the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) with respect to assuring that the critical elements needed in written directives for compliance with industry standards and best practices established for New Jersey law enforcement agencies. As discussed elsewhere in this report, the benefit of having third parties prepare updates and provide objective oversight is critically important.

Accreditation

MRI recognizes that accreditation is a progressive and time-proven method of assisting law enforcement agencies with assuring that they are adhering to best practice policing and continuously improving their overall performance. The essence of the accreditation process lies in the adoption of standards that contain explicit statements of professional intentions. Possessing accredited status represents a significant professional achievement for the Long Hill Police while ensuring residents that the agency adheres to the best practices of the profession

in all tasks. Achieving accredited status will not ensure error-free policing or a crime-free environment, nor will it ensure an absence of litigation against law enforcement agencies and executives. However, through effective leadership of the Long Hill police which is based upon accredited standards, the community will have a higher level of understanding that their police department is conforming to law enforcement professional best practices. When the agency stumbles, for instance, an accredited agency has policies and procedures in place as a safety net to find and correct the problem before substantial liability may arise

MRI was pleased to note the lengthy and proud history of Long Hill Township Police having been the first nationally accredited agency in the State of New Jersey and maintaining the status for many years starting in 1985. During these challenging socio-political times for the police profession when scrutiny of every action is very much the norm, accreditation assists police departments to operate more professionally, justify their operations, and promote trust in their community as they can demonstrate adherence to best practices in the industry. Whether national or state, most accrediting programs require agencies to assess high-liability areas of their operations, provide officers with more training, and hold officers accountable to policy and training compliance. At the national level, and within New Jersey, inevitable changes to social norms and best practices are reflected in revisions to standards with which agencies are expected to comply. Accreditation ensures that revisions to industry standards and best practices are made in real time. Such timely changes result in subsequent agency demonstration of commitment to *currently expected* excellence. At present, the Long Hill governing body is pleased with the premise that accreditation promotes transparency and fosters a culture of accountability while providing some assurances addressing the management of risk associated with a profession that has the inherent ability to arrest, detain, and interrogate people, as well as the uncompromising power to utilize deadly force when such a drastic step is called for in the defense of self or others.

While accreditation is a relatively new process for law enforcement, hospitals and healthcare facilities across the United States have long been required to maintain accreditation to receive government funding such as Medicare and Medicaid. Colleges and universities also must maintain their accredited status to participate in federal funding for financial aid and prove that the quality of education is at the highest levels. Oft asked, would you send your loved one to a hospital that was not accredited? Or a college/university? What would the community reaction be if the faculty at the Watchung Hills Regional High School lost their NJDOE certification?

It is widely recognized that when an agency enrolls in an accreditation process, they are committing to excellence in leadership, resource management, and delivery of services. Ultimately, the basic tenet of accreditation is a systematic internal review of policies, procedures, training, and operations, all of which are measured against an accrediting body's standards manual to prove compliance. When a police agency is "accredited," they are following the best practices in the field, *and they can prove it!* It is not up to the department to simply say that they are delivering the goods; with accreditation, a third party that has no special interest in the outcome of examinations, sets the standard, reviews the work, and declares that the agency has proven excellence.

In New Jersey, there is a unique process whereby a single private, for-profit entity, supports a law enforcement agency's quest for and maintenance of New Jersey Accreditation via the New Jersey State Association of Chiefs of Police. The Rodgers Group provides an array of services; and while fully independent, keeps agencies in the accreditation system and on schedule with the creation of directive revisions and time-sensitive reports. Additionally, the Rodgers Group can write directives, policies, and procedures while ensuring they are compliant and up to date with emerging topics and legislation from the New Jersey Office of the Attorney General (NJAG).

Long Hill is a client of the Rodgers Group with the Township having compensated them approximately \$30,000 over the course of the past three years for their services in supporting the Department. As MRI learned, the Rodgers Group essentially performed all the duties ordinarily expected of an in-house accreditation manager; a task previously managed internally by LHPD. Updates from the NJAG are provided by Rodgers Group in directive policy format enabling the Long Hill Police to simply implement and train personnel on the new/revised directive. Maintenance and all applicable legal, law, and legislative changes are accomplished by the Rodgers Group saving Long Hill Police significant human resource time.

During our meeting with Chief Naga, he conveyed that the Long Hill Police Department was currently out of compliance with the New Jersey accreditation system having missed their June 2022 expiration date. He attributed this situation to the challenges associated with the 2021 flooding of the building/property, working from trailers, short staff, and more pressing challenges facing the agency. However, MRI obtained an extensive number of emails between the Rodgers Group and Long Hill Police discussing various tasks that needed to be accomplished as well as a number of failures to update and maintain standards dating back to 2019. It appears from the emails that there had been minimal if any maintenance of applicable file

documentation or updating of relevant policies. To MRI, based on the extensive email exchanges between the department and the Rodgers group, this was a demonstration of a cavalier attitude toward the accreditation process. Several examples taken from the emails have been provided below:

- *On March 18, 2021, Tom Andrascik sent an email to [REDACTED] letting [REDACTED] know that he was the Rodgers Group assignee and that he would be accessing DMS for file review.*
- *March 19th, [REDACTED] responded that [REDACTED] would be his POC.*
- *April 1st, Andrascik let Chief Naga know that he thinks that the department is “underutilizing” DMS.*
- *April 1st, Mike Rodgers sent an email to [REDACTED] about three policy revisions from 2019 that had not yet been approved.*
- *April 5th, Andrascik sent a note referring [REDACTED] to task lists on DMS, including proofs for “year one” and instructions on how to deal with proofs on DMS.*
- *April 20th, [REDACTED] responded to Rodgers April 1st email stating that Naga had approved two and requested a change to the 3rd policy.*
- *April 23rd, Andrascik asked [REDACTED] to get caught up “now” and deal with year three in June.*

In an August 2022 telephone conversation with representatives of the Rodgers Group, MRI was offered insight as to how the Rodgers Group functioned and the services they offered. This resource was very impressive to MRI as the majority of our accredited clients accomplish these services via in-house resources. The idea that the Rodgers Group provides the total array of resources and writes policy while maintaining applicable NJAG laws and regulations sounded extremely beneficial to the Long Hill Police and Chief Naga specifically. Essentially, the singular responsibility of the agency was to remain in compliance with applicable standards while adhering to applicable policy and updating by downloading and/or scanning directives into policy.

Once the reporting period file maintenance was projected to be completed, Chief Naga was expected to request a “mock assessment” through the Rodgers Group who must provide “the green light” for the process to move forward. A “mock” is a trial run of the inspection process designed to detect errors, omissions, and other nuances that can be rectified prior to the actual assessment by the NJ Association of Chief of Police. According to the Rodgers Group, no requests for a mock assessment before June 2022 were received from Chief Naga or the Long Hill Police Department. This lack of movement was disconcerting to the Rodgers Group who are

aware of extensive organizational history of professionalism through accreditation. Additionally, they are aware that Long Hill Township would be required to notify the Municipal Joint Insurance Fund that the accredited status of the Long Hill Police would be out of compliance as of June 2022. The Rodgers Group believes it likely that this notification will negatively impact the liability insurance premiums for the Township.

MRI understood that Chief Naga had drafted and sent a letter to the NJ Law Enforcement Accreditation Program asking for an extension using their guidelines. In an effort to verify the Accreditation status of the LHPD, MRI requested a copy of the letter asking for an extension. Due to the importance of this subject matter as it relates to police excellence and third-party oversight, it was surprising to MRI that the request for an extension was not memorialized in writing by Chief Naga. Regardless, Chief Naga would be required to adhere to the following guidelines established by the New Jersey Chiefs:

On occasion, agencies have sought an extension of time beyond the 24-month limit prior to the initial on-site assessment. An agency may be granted up to two (2) six-month extensions; no further extensions are permitted. To receive the first extension the Chief/CEO of the agency must write a letter requesting the extension to the NJLEAC. The program staff can approve the initial six (6) month extension. To receive the second extension, the Chief/CEO of the agency must send a second letter requesting the extension to the NJLEAC. All applicable program fees must be paid in full prior to approval of the second extension. Only the NJLEAC may approve the second and final extension. If the agency fails to make the second extension, the agency can make a re-application for a fee of \$500.00. This will give the agency a new two-year self-assessment period. Failure to apply for or complete this re-application extension will mean all program fees are forfeited and the agency must make a new initial application.³

MRI later learned, and later verified by watching video recordings of Township Committee meetings, that the Committee had requested that Chief Naga reduce his projected 2023 operating budget by a certain amount while allowing him to make the decision as to where the funding should be removed. Chief Naga chose to remove the funding supporting the services of the Rodgers Group for 2023. While he stated during the televised workshop that losing accreditation would be a “professional blow” to the agency, he reiterated that policies were in good shape. Viewed objectively, Chief Naga’s statements and actions are counter-intuitive. On one hand, he claimed to have requested an extension from the Chiefs Association; on the other,

³ New Jersey Law Enforcement Accreditation Program Administrative Manual

he defunded accreditation. With the intra-governmental conflict between the police department and the Township Committee, no plan for alternative oversight or funding exists at the time of this writing.

MRI routinely urges its' police clients to enter the accreditation process for all the positive reasons previously articulated. MRI has long concluded that if accredited standards are in place and carefully adhered to in practice, many deficiencies, errors, and shortfalls can be avoided. The early history of accreditation at Long Hill Township warrants admiration for being the first in the state to be recognized for professional excellence through the process. However, recent history demonstrates the erosion of their commitment to the process. Over time national accreditation through the Commission on Accreditation of Law Enforcement Agencies (CALEA), which has approximately 465 standards to follow, was eliminated, presumably due to cost. It appears that to the previous Long Hill Police Chiefs, entering the New Jersey Law Enforcement Program with 112 standards, a fraction of those required by CALEA, was preferable to no accreditation at all. MRI agrees. This move from CALEA to the New Jersey Chiefs, when viewed in a light most positive to the LHPD, it can be construed that a conscious decision was made to keep Long Hill money earmarked for accreditation in the state, despite the risk of reducing proof of standards and best practice compliance by nearly 75%.

Recommendations

1. MRI recommends that the Township of Long Hill continue its contracted relationship with the Rodgers Group for policy maintenance and accreditation management.
2. MRI recommends that the Township of Long Hill fund the accreditation of the Long Hill Police Department.

ORGANIZATIONAL STRUCTURE AND STAFFING

Organizations are established to allow individuals to accomplish tasks that they would not individually be able to accomplish or prefer not to accomplish alone. Once a task is identified, an organization is structured so that the goals and objectives associated with the task may be achieved. Administrators of organizations are charged with ensuring that the services to be delivered by an organization are done so efficiently, effectively, and equitably. Over time organizations tend to become static; not changing to meet the times or the evolving demands placed on them by the constituents that they serve.

In order for police organizations to remain efficient and effective, to provide the greatest level of service to the public with the scarce financial resources available, police administrators should be open to frequent review of the mission of their organization and to ensure to the extent possible that the structure of the organization, its staffing, and the management of all resources are optimal.

In terms of staffing, since personnel services account for typically 80% or more of a police department's budget, it is most important that managers do the best job possible to ensure that department members are properly recruited, selected, trained, assigned, supervised, evaluated, equipped, and otherwise supported.

The patrol function of traditional police organizations provides the primary policing service to the public; a call is received, and a patrol officer responds. When not responding to a call for service, patrol officers are expected to undertake preventive patrol and proactive enforcement activities. The Long Hill Police Department is now based on this traditional model. An alternative to the traditional model of policing is the proactive community policing model. In this model, a proactive public safety agenda is developed for the community based on input from all facets of the community of which the police are but one. The police and the community then share the responsibility to affect the agenda.

The Long Hill Police Department has a policy governing community policing complementary to crime prevention. When queried, Mayor Dorsi stated that during his tenure as a member of the Township Committee and as a long-standing member of the community, he has observed and been repeatedly impressed with the organizational commitment to the concepts of community policing.

MRI noted strong feelings of support for the Long Hill Police Department expressed at the National Night Out event (discussed further below) which is supportive of Mayor Dorsi's observations about positive community interaction by police. Of interest and concern, however, MRI was provided with photos of a highway sign that, with circumspection, seems to

pit the community and police chief against the Township Committee rather than work toward a cooperative effort of community, police, and local government to achieve Township wide goals for safety and security.

MRI recommends that the Long Hill Police Department re-evaluate the application of existing community policing policy in practice so that there is a contribution by the department to collaborative efforts in all local government and community efforts toward education and crime prevention, as applicable.



Personnel Structure

On August 2nd, at various times throughout the day, MRI met with multiple sworn and non-sworn members of the Long Hill Police Department. MRI spoke with Lieutenants Alexis Ciambriello, and James Marczewski; Sergeants John Roberts and Matt Newschwander, as well as civilian sworn staff members Patricia Falzarano and Andrea Tsimboukis.

In discussions with Chief Naga, he conveyed that the Long Hill Police Department is budgeted for an authorized strength of twenty-eight (28) officers but currently is staffed with twenty-three (23) leaving four (5) vacancies. There are two (2) full-time civilian employees who accomplish myriad administrative tasks. According to the organizational chart created in June 2022, there are two (2) Lieutenants; one oversees Patrol, and the other Support Services. Seven (7) patrol Sergeants, who are considered working supervisors (in addition to their supervisory responsibilities, they also take calls for service as first responders) and oversee the individual patrol shifts comprised of twelve (12) patrol officers. Two Detectives are assigned to the Investigative component and report directly to the Support Services Lieutenant.

The lack of staff dominated the discussions with Chief Naga who explained that the overwhelming number of administrative tasks are crushing the Department. Many of these tasks resulted from new edicts originating from the New Jersey Attorney General's Office regarding areas of law enforcement interest such as forfeiture seizures, marijuana retail stores, concealed weapon permits, use of force actions, and accreditation as examples. During additional discussions with support staff, both shared that their roles were becoming burdensome with the administrative requirements of new laws. As an example, with the new concealed weapons permit system, requests for permits went from approximately seven (7) a month to over forty (40). Ultimately, the Lieutenants become laden with associated requirements of law enforcement protocol in these administrative tasks, and they stated that they find themselves frequently overloaded with tasks.

This discussion led to an inquiry as to the organizational structure and the division of functional assignments between the Lieutenants as essentially, the number two ranking officers within the Long Hill Police Department who are presumably responsible for a vast array of tasks. When asked who oversaw Operations and who was the Administrative Lieutenant, a common delineation with agencies embracing best practices, both stated that there are not assigned responsibilities in that manner. They offered that they assist and support each other with a variety of tasks. MRI asked if this was confusing. MRI believes that not having well-defined responsibilities can lead to the possibility of redundancies and/or critical job tasks being missed. Additionally, there is the possibility of an occasional personnel conflict resultant from staff not being sure to whom they are expected to report. Both said they got along, worked well, and ultimately “got the job done.”

This conversation was somewhat surprising as it may have served to highlight that while the agency has accredited policies in place, they were obviously not adhering to all standards. The organizational design of an agency is a basic tenet of best practices whereby written policy describes the agency’s structure and accompanying functions which are clear and unambiguous to all agency personnel. The application of organizational principles, which ensures unity of command, delineation of responsibilities and the delegation of authority has been a basic concept of both CALEA and the New Jersey Accreditation program as well as nationally accepted best practices.

This deviation from such a basic tenet of accepted accredited practices caused pause with the MRI team. The essence of accreditation is having a system of written policies in place, based on industry best practices, and then adhering to those standards in everyday operations. It is the demonstrated adherence to policies that delineates those police departments who say they do it, from those who can prove they do. Demonstrated compliance with industry standards and best practices is critical to liability management via the provision of reasonably predictable outcomes.

Reaffirming our concern, on the 15th of August, there was a download of reports and documents from Chief Naga. One of them was an organizational chart that indicates it was active on June 27, 2022; this chart clearly illustrated the expected job tasks of the Lieutenants, with one assigned to operations, and the other to administration. Yet little more than a month later, the author of the organizational chart, Lieutenant Alexis Ciambriello, told the MRI team that there is no delineation of functions between the two Lieutenants. While this is not an overly grievous statement, originating from a high-ranking officer of the Department, coupled with the agency’s tenuous status with the New Jersey accreditation process, caused MRI to

question LHPD's adherence to the policies that are currently in place which renders the accreditation process as little more than a facade.

While some of MRI's interview process with agency personnel was curtailed after it was learned that though lawful the interviews were being surreptitiously recorded by LHPD employees, enough insight was gleaned that enables MRI to recommend that steps be taken to retain the services of at least one additional civilian support person to assist in addressing the ever-increasing administrative workload due to new legislative initiatives as well as maintaining accreditation. Nationally, many agencies employ civilian personnel to fill tasks traditionally accomplished by sworn staff. Transferring duties from sworn personnel to civilians would have significant positive impacts on officer availability. It is important to note that civilians have come to play significant roles in law enforcement organizations and as the number of civilians fulfilling traditional policing services has increased, their roles have also expanded.

Progressive police organizations have moved from the singular focused civilian clerical positions to key skilled positions in I.T., crime analysis, intelligence, human resources, and accreditation. Not only is the antiquated practice of filling roles that do not require sworn expertise with police officers an expensive endeavor, but the training period for police officers is exceedingly lengthy when compared with the recruitment, selection, and onboarding of civilians that do not require the expense and time associated with attendance at a police academy.

For example, civilian accreditation managers, who have proven to excel in the police profession are a common practice throughout the field. Additionally, many of the required accreditation reports, crime analysis, and administrative overview of the recruitment and selection process could all be accomplished by this recommended civilian position. While MRI did not perform a civilian workload analysis, it is evident from our observations and interactions that existing civilian support staff are often burdened by their current assignments with no relief evident in the near future.

Police Officer Recruitment and Selection

Generally, the stated purpose of the Long Hill Police Department selection process directs that the ideal is to identify those persons with skills, knowledge, and ability to be successful in law enforcement. MRI suggests that consideration be given to recruiting and selecting people with the character and values that are important to the community. Though these traits can be complementary, when given the choice, Long Hill Police should opt for character over skills. Skills, knowledge, and ability can be trained; new employees must come to the department with character, values, and a high sense of morality, as these cannot be taught.

Until recently, the Long Hill Police Department was an accredited agency. MRI was not surprised to find comprehensive policy and the recent 2022 recruitment plan to include statements of the department's commitment to equal opportunity employment. Particularly when considering the national discussion and social uncertainty with respect to the police, MRI would urge continued adherence to best practices and industry standards that requires an analysis of the community demographics and the development of a plan for recruiting and selecting personnel reflective of the results.

The Township is predominantly white (76%); Hispanics (11%), and Asians (8%) make up the next largest groups identified in the 2020 census. The same census identified that 50% of the population is female. MRI noted that the department recruitment plan that supports the Equal Opportunity Plan, "...seeks to attract the following race, ethnicity, and/or gender categories to its ranks: African American, Hispanic, Female." No reference was made to Asian recruitment while local demographics described in the same report list that protected group making up 8% of the population.

Long Hill police may wish to add to their recruiting plans the potential for connecting with Hispanics, Asians, and female candidates on college campuses, at sororities, in women's athletic groups, and at gyms catering to female membership. Developing a relationship with the Center for Workforce Development and the various offices representing minority groups on campus at the Community College of Morris may open doors to a breadth of possible candidates' representative of the community.

Long Hill Police Department should consider seeking advice from the National Hispanic American Police Command Association, Hispanic American Law Enforcement Association, National Latino Law Enforcement Organization, National Association of Asian American Law Enforcement Commanders, Asian American Law Enforcement Association, National Association of Women Law Enforcement Executives (NAWLEE), the New Jersey Women in Law Enforcement, and the National Center for Women and Policing and other similar venues for recruiting strategies more likely to yield positive results within these very specific demographics.

In addition, the United States Department of Justice COPS Office and the Bureau of Justice Assistance (BJA) both offer advice for attracting military veterans to police work and have links to advise for transitioning veterans to policing. The department may also benefit from partnering with local civic groups such as the Lions Club and Rotary Club, to collaborate with successful local women in business and industry to identify strategies that may be useful for attracting female candidates to law enforcement. An ancillary positive effect could potentially improve local relations with these important opinion-makers in the community.

MRI recommends continuing and/or enhancing the uniform personnel selection policy/procedures reflective of industry standards and best practices, currently in place to specifically attract and retain persons with character and values important to the community.

Training

Found in the May 2015 final report of “The President’s Task Force on 21st Century Policing”, a report that remains relevant today, the importance of a well-trained and educated police force is a critical component of developing and retaining community trust. The task force identified a foundation on which police and the community can partner, including training and education. The task force stated that police must be trained and capable to address a myriad of tasks and challenges. Seen on the news almost daily, the challenges include terrorism, immigration, the swift evolution of technological advances, mental health, and changes in law/judicial findings.

The Long Hill Police Department has policies and procedures in place that direct department activities at every level of a police officer’s career. From pre-service academy training through specialized assignments and promotions, policy identifies minimum training/qualifications of its officers. A document provided by the LHPD memorializes training for CY 2021; not unusually, training in ’21 was substantially limited. Like police departments across the United States, the Long Hill Police Department has resorted to finding alternatives to traditional training platforms during the COVID pandemic. MRI has reviewed training records produced by the department for CY 2021; courses described are familiar to and consistent with training that MRI has found to be the norm under these unusual conditions.

As the Township and the country recover from COVID, MRI recommends that the Committee and Police Department take reasonable steps to fund substantive training needed to close the multi-year gap created by pandemic.

Succession Planning

The Long Hill Police Department has policy in effect that governs the promotion of persons through the rank structure of the department. The policy is consistent with requirements found in NJSA Title 40, the umbrella statutes by which municipalities and counties can find imposed governance of their police. When considering promotion, Title 40 requires, “Due consideration shall be given to the member or officer so proposed for the promotion, to the length and merit of his service and preference shall be given according to seniority in service. No person shall be

eligible for promotion to be a superior officer unless he shall have previously served as a patrolman in such department or force⁴.” This governance also applies to the Chief of Police.

With the limitations imposed by statute, it becomes an organizational imperative that the Town and Police Department take steps to ensure that those given *preference* “...according to seniority in service...” have the knowledge, skills, and abilities to perform at a high level within the rank structure. Notably, “preference” does not require seniority to be the deciding factor. By policy, the Township may create an eligibility list based on the recommendation of the Chief of Police.

MRI recommends that the Township Committee and Chief of Police work cooperatively to develop a program designed to ensure that senior personnel within each rank have participated in career development preparations for the next rank, at a minimum. The process should be articulated so that law enforcement professionals are ready to assume increased responsibility in their present assignment/rank and for future promotion to ranks of greater responsibility.

Toward that end, MRI recommends that any program developed by the Committee and the Chief include the elements necessary to analyze departmental needs within the larger community structure; conduct an inventory of training needed to fulfill mission and hierarchy requirements that have already been completed; identify gaps in training; develop a plan to fill the gaps of immediate need; develop a plan for ongoing fulfillment of organizational needs over time; and an effective assessment method to determine the effectiveness of the plan and provide oversight to ensure that the gaps don’t recur. Though Title 40 effectively levels the playing field, the reality is that some personnel are more inclined or able to lead than others. Any system developed for effective succession planning would benefit from the knowledge, skills, abilities, (KSA) development of all personnel within the limitations of individual capability. In essence, MRI recommends avoiding the “Peter Principle” whereby personnel are promoted to a level of incompetence; instead, choose to enhance individual capability at the highest level of competence within a given rank or assignment.

Assuming for a moment that the Long Hill Police Department Performance Evaluation policy is exercised on the annual basis called for, as vacancies occur at higher ranks, there should be a record of those persons who have demonstrated aptitude within their rank and assignment to successfully perform requisite tasks. MRI suggests that the policy requirement that employees not holding rank are not evaluated on leadership traits should be revised. The section of policy is well-written in its present form; however, there is an opportunity to identify key leadership

⁴ 40A:14-129. Promotion of members and officers in certain municipalities

traits over the course of a non-supervisory officer career. Simple language changes to policy would enable evaluators to apply the leadership trait evaluation criteria to all personnel within their rank and at the expected level of competency compared to their seniority within their rank. Applied in practice, the revised policy will substantially improve the ability of the Chief and Township Committee to consider the likelihood of success of candidates seeking higher office.

In the end, it is a critically important task of the Chief and Township Committee to ensure that the Long Hill Police Department is staffed with high-performing employees capable of stepping into the role of the next higher rank at a moment's notice to operationalize continuity of command in a practical way while keeping the critical element of *character* at the forefront. Though seniority must be given *preference* by law, it is MRI's recommendation that the ultimate determining factor is competence.

Recommendations

1. MRI recommends that policy governing the organizational structure be implemented in practice so that the Lieutenants, at a minimum, understand their roles within the organization.
2. MRI recommends that the police department evaluate the current assignment of tasks to sworn officers that may be less expensively assigned to non-sworn personnel, thereby freeing sworn officers for patrol, crime prevention, and other traditional police activities.
3. MRI recommends that the Township Committee and Chief of Police work cooperatively to develop a program designed to ensure that senior personnel within each rank have participated in career development preparations for the next rank, at a minimum.

WORKLOAD ASSESSMENT

Competent Response to Citizens Complaints

Just how many police officers are required to adequately provide competent services to a community has always been a topic for debate. The Federal Bureau of Investigation (FBI) has long tracked police officers per 1,000 residents. The largest police presence is found in Washington, DC, where there are 5.7 officers for every 1,000 residents, followed closely behind by Wilmington, Delaware, with 4.3 officers per 1,000. Obviously, larger agencies have a greater call volume to address, but they also have the flexibility to assign their larger staff numbers to issues as they arise. According to FBI statistics, Northeastern communities with a population under 10,000 residents have an average of 2.9 police officers per thousand residents⁵.

Agencies such as the Long Hill Police Department, which currently has 28 officers with four (4) vacancies and 3.2 per thousand when fully staffed at twenty-eight (28), do not have the same flexibility to reassign officers as a larger organization. It is for these very problematic variations that the MRI staffing model does not rely on population as a single variant for calculating police staffing demands. However, Municipal Resources recognizes any increase in population will undoubtedly result in additional workload, and these population shifts are often predictable and measurable and must be understood to have a negative impact on the demands for limited police services. As we will highlight, the need for staffing increases for the Long Hill Police is based upon a comprehensive approach considering workload demands, officer availability, and ultimately, the challenges of the police agency to respond to the community on a 24/7 basis.

The optimum allocation of human resources in a police department is a challenging problem not only for police managers, but also for town administrators, elected officials, and taxpayers. No one formula is interchangeable from one community to the next. Likewise, the quality of law enforcement is related to the effective distribution of police personnel, especially patrol officers, who represent the most visible element in the police service. For this reason, the proper staffing and distribution of personnel should be given prime consideration and be well-conceived by the governing body.

The manner in which law enforcement services are provided by the police department and the types of services that it provides are a reflection of the character and demands of that community. The continuing challenge for the department will be the ability to define the appropriate allocation and deployment of officers to meet the demands of the residents of Long Hill. While this report could focus upon crime statistics as the driving factor for

⁵ <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/topic-pages/tables/table-24/>

determining how many police officers are necessary, MRI believes that is a counter-productive strategy as more crime may dictate more police, but if there is less crime, should there spontaneously be fewer police?

In today's policing profession, calls for service are obligated functions to which officers must adequately respond. Many calls are not criminal in nature, but the police are responsible for resolving the issue regardless and the community expectations are high, to do so in an efficient, compassionate, and professional manner. Today's police are challenged with complicated issues such as mental health, homelessness, juvenile challenges, community disorder, and other incidents that are not easily or immediately resolved. If officers do not have adequate time to address the service demands, community satisfaction wanes, and the management of risk by the agency becomes problematic.

Police need to be available to accomplish more than just responding to calls for service, in order to work towards addressing the underlying reasons for crime and disorder. Additionally, the purpose of the police department, and particularly those who work within the patrol function, is to arrest criminals, reduce crime, reduce the fear of crime, and use proactive problem-solving methods in partnership with the citizens of Long Hill. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, drug enforcement, and other highly visible police functions. Patrol personnel respond to emergency and non-emergency calls for service, and when not responding to these calls, they use non-obligated time to actively patrol the community.

Due to the random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Police managers design purposeful patrol activities to prevent a given number of incidents, but for purposes of tabulation and statistical analysis, being definitive with the number of incidents that were prevented is not possible as you can't accurately measure what didn't happen. However, one objective for any police manager is to create a highly visible police presence, thereby encouraging those with nefarious intent to go to a community with a more passive patrol strategy. That is a difficult premise to accomplish if officers are constantly "responding" to calls for service.

Regardless of the funding, in communities such as Long Hill, there is a firm expectation that police services will be delivered in a timely, very personal, and compassionate manner. This model of policing often consumes significant officer time. Additionally, yet the most critical component of managing personnel in a law enforcement agency, is the expectation that they will be available to perform requested or required tasks. While police operational budgets must calculate that employees are compensated for 52 weeks of work, factors such as vacation,

training, sick leave, and/or court time make officers unavailable to perform obligated work. All these influences deduct from police officers' availability to respond, thereby reducing the ability of the department to react in a timely fashion to the community's requests.

The following exercise is designed to assist the Township of Long Hill with determining officer availability and therefore, the number of officers required to meet the demands of the community. It may also serve as one factor enabling the Township of Long Hill to plan accordingly for setting benchmarks when additional personnel should be considered.

As stated earlier, performing a workload analysis for a police department is not an exact science. One strategy, which was developed by the International Association of Chiefs of Police (IACP) is based upon the premise that suggests an officer's day should be divided into three equal parts including:

- Obligated police officer work or responding to calls for service
- Administrative Tasks/Report writing
- Proactive community policing activities and/or preventive patrol

Ideally, an officer should be responding to calls for service or needs and resolving problems for approximately one-third of their day. This is referred to as "obligated" work, as police have no option but to respond to these requests. Police work is recognized as a very paper-intensive profession. For virtually every action an officer performs, there is the necessity to complete a report or form so that the events and subsequent actions are memorialized. It is often the situation that the time committed to report development, and the writing of the report may take longer than the act of resolving the original issue that resulted in the report. These report-writing/follow-up functions account for another third of the officer's time. The remaining one-third of the officer's time should be committed to community policing or active patrol designed to protect the community and deter criminal activity, as well as to conduct enforcement initiatives demanded throughout the community related to traffic safety. Without high visibility of police officers patrolling throughout the community, criminal activity will fill that void. Generally, communities are predisposed to want meaningful interaction with their police officers, even if it is as basic as performing directed traffic patrols throughout neighborhoods.

The first step in this process is determining the actual availability of a Long Hill police officer. The importance of this segment of the exercise is recognition of the reality that even though a community compensates an employee within a budgeted calendar year for 52 weeks of

employment, they are simply not available for actual patrol duties for that complete time as the following exercise demonstrates:

40 hours of work per week X 52 weeks 2080 hours

By contractual agreement, the Long Hill Police are entitled to vacation or annual leave. An analysis of that data revealed that each of the police officers earns an average of four and a half (4.5) weeks of time off for annual leave, with junior employees having less and senior employees having more weeks. To remain conservative in the calculations, 183 hours of leave is used:

Average 183 hours combined vacation leave 183 hours
Remaining 1897 Hours

During 2021, using available data, the average use of sick time was approximately 55 hours:

55 hours of sick leave 55 hours
Remaining 1842 hours

During 2021, Long Hill Police officers completed a high level of training hours to remain current with best practices and to satisfy applicable New Jersey training requirements. These hours recognize a minimum and do not take into account other specialized training that individual officers may have committed weeks attending. To remain conservative in the calculations, the average time each officer committed to training is calculated at 83 hours. During these training classes and exercises, the officer is eliminated from patrol activity. Another area that consumes officer time is roll-call training which consumes additional hours of each officer's time but was not calculated by MRI as it was determined that officers could leave the police facility and respond to the call for service if necessary. Regardless of where this training occurred, off-site or in-house, officers were not engaged in proactive or reactive police initiatives. While training is recognized as a critical component, and in some cases, New Jersey mandated, the absence of staff due to these needs is an important component for management to gauge.

| | |
|-----------------------------------|--------------------------|
| Average training for each officer | <u>83 hours</u> |
| Remaining | <u>1759 hours</u> |

Whenever a Long Hill Police officer makes an arrest or issues a traffic summons, there is the possibility that they will need to attend court proceedings, taking them away from performing tasks within the community. While the vast majority of police action will not result in trials, officers are routinely in consultation with court officials preparing for the potential trial. Long Hill Police are routinely tasked with attending court. Virtually a week of patrol staff availability is consumed by court activities including trials, case preparation, and pre-trial conferences.

| | |
|--|--------------------------|
| Average time for officer to be in court activity | <u>33 hours</u> |
| Remaining | <u>1726 hours</u> |

Additionally, officers perform a variety of community outreach tasks that are not patrol-related such as safety presentations and responding to school events and/or calls. All these tasks are approximated to equate to 20 hours for each officer's commitment to community outreach.

| | |
|-------------------------------|--------------------------|
| Community outreach activities | <u>20 hours</u> |
| Remaining | <u>1706 hours</u> |

Officers are entitled to maternity or paternity leave throughout the year. While the leave for these joyous events is relatively low, the average for 2021 was two (2) hours

| | |
|---------------------|--------------------------|
| Maternity/Paternity | <u>2 hours</u> |
| Remaining | <u>1704 hours</u> |

Unfortunately, the passing of a loved one results in the use of bereavement time spent in dealing with the death. In 2021, there was an average of six (6) hours per patrol officer attending to bereavement matters.



| | |
|-------------------------|--------------------------|
| Bereavement | <u>6 hours</u> |
| <u>Remaining</u> | <u>1698 hours</u> |

Long Hill police officer’s contract authorizes the use of compensatory days which are distributed in lieu of pay. From the available data provided to MRI, the average time available to officers is 120 hours.

| | |
|-------------------------|--------------------------|
| Compensation Time | <u>120 hours</u> |
| <u>Remaining</u> | <u>1578 hours</u> |

Based upon the “one-third principal,” $1,578 \text{ hours} / 3 = 526 \text{ hours}$. It is desired that officers at the Long Hill Police Department should be committing 526 hours annually to each task demonstrated in the following manner:

- Obligated police officer work 526 hours
 - Administrative tasks /Report writing 526 hours
 - Proactive community policing and/or preventive patrol 526 hours
- 1,578 hours

Continuing with the exercise, MRI found that the Long Hill Police have a robust records management system that can produce detailed reports, including when the most demands, or “call for service” (CFS) upon the department exist. A call for service is defined for this review as an incident that required a police action, such as a response to 911 and non-emergency phoned in requests, self-initiated field activity, and other “calls” that result in a case number or dispatch log number that is not associated with an administrative task. Regardless of the magnitude of the event, or how the police view the situation, the Long Hill Police Department must respond and satisfactorily address the issue.

MRI concluded that all officers, including patrol sergeants, who are deemed “working supervisors,” routinely respond to calls for service. However, the exercise is also designed to quantify and articulate the fact that simply because an officer is employed by an agency, does not necessarily indicate that the officer is available to provide patrol services to the community. After the external and internal influences upon officer time is calculated, each officer has 1,578



hours annually in which they can deliver police service to the citizens of Long Hill, not the entire 2080 hours for which the officer is compensated. In essence, each patrol officer is unavailable to provide services to the community for at least twelve (12.6) weeks out of each fiscal year creating an immediate staffing shortfall.

Ultimately, the single most important factor in determining adequate staffing for a police agency is what level of service the community desires. Often this is driven by how much the community is willing to spend on police resources, as personnel are the costliest item in any police budget. While a community determines staffing levels, there are a number of questions that must be answered by the community, such as how long residents are willing to wait for an officer to respond to a routine (non-emergency) call for service. Do community members desire a highly visible police patrol presence designed to deter crime or address those who speed through neighborhoods? Will the community embrace special programs such as School Resource Officers, homeless person liaison, a focus on elderly victimization/services, or the current opioid crisis? Are residents interested in specialized police services, such as participating in a regional drug unit or other task force(s)? Crimes by type often indicate areas of specialized policing that make it attractive for department participation in such task forces. For instance, if the Long Hill Police Department responds to an unusually high number of internet crimes involving youths, it may be desirable to assign an officer to the New Jersey Internet Crimes Against Children Task Force (ICAC). In 2021, the New Jersey Attorney General increased the size of the auto theft task force, has Long Hill experienced a spike in auto thefts?

MRI understands that the current authorized (budgeted) strength and composition of the Long Hill Police Department is a Police Chief supported by two (2) Lieutenants, seven (7) Sergeants, two (2) Detectives, and sixteen (16) patrol officers. There are no school resource officers or specialized units that focus on such issues as traffic, homelessness, community policing, and/or opioid addiction. Of the authorized staff, the 16 patrol officers are assigned to provide coverage at service levels expected by the Long Hill community. As noted, the total authorized sworn officer (budgeted) strength of the Long Hill Police is twenty-eight (28). However, at the time of this report, there are four (4) vacancies less than the authorized strength. Given the fluctuation that has occurred over the past several years, for the purposes of this study, the patrol staff will be calculated using the authorized strength of seven (7) sergeants and sixteen (16) patrol officers for a total authorized complement of twenty-three (23). This is important as the workload statistical analysis should reflect the number of staff that are designed to respond to calls for service even though there are currently four (4) vacancies. This reality is far from ideal and patrol shifts are currently under significant stress. Fortunately, for management purposes, there are currently no minimum staffing regulations by policy or contract but Chief Naga

believes that three (3) patrol officers and a Sergeant are preferable. Currently, there are two patrol shift configurations of 7:00 AM to 7:00 PM and 7:00 PM to 7:00 AM.

Chief Naga has attempted to maximize the complement of officers to the community's best interests. With four (4) officer positions vacant, as noted, Chief Naga and his staff have concluded that each shift should be ideally staffed with three (3) patrol officers and a sergeant with the minimum allocation of two (2) patrol officers and one sergeant. The overwhelming challenge for the CEO of an agency such as Long Hill is to assign personnel in a way that maximizes coverage yet minimizes vacant shifts which would require overtime expenditures.

MRI agrees that the shift configurations that focus the limited resources via a twelve-hour shift strategy are effective under the circumstances. While studies have often criticized the twelve-hour shift patrol strategy due to officer fatigue, these adjustments demonstrate focus by Chief Naga and the willingness of department staff to meet the communities demands (see Chronobiology below). Although the majority of police calls in Long Hill can be categorized as quality-of-life issues, such as traffic complaints, and assisting the public, they remain obligated tasks that must be addressed.

The vacancies pose a challenge as MRI continues analyzing the data. Calculations could be based upon the current situation with vacancies, but that would be unrealistic as the vacancies will be filled as qualified candidates are identified but remain somewhat in flux as the reality of training new officers does not allow for quickly filling the position(s) with independently operating officers. The question remains, is the authorized strength appropriate to address the obligated demands of the Long Hill Police Department? MRI believes that the best approach to answer this question is to focus on the authorized staff of twenty-eight (28) officers with twenty-three (23) assigned to patrol duties in the Township of Long Hill.

Twenty-three (23) X 40 hours/week X 52 weeks equates to 47,840 hours.

In other words, *if* each of the twenty-three (23) full-time officers were available for patrol activity for 2080 hours per year, those officers can adequately cover 47,840 hours of work in a year. However, as the previous exercise demonstrates, MRI concludes that due to contractual obligations and other tasks required of the patrol officers that prevent them from being available for their patrol duties, the twenty-three (23) officers are only available 36,294 hours annually to respond to obligated demands.

Twenty-three (23) officers X 1,578 hours annually equates to 36,294 hours

47,840 hours required – 36,294 available equates to an **11,546-hour shortfall**

The gap of 11,546 hours, or essentially five and half (5.5) officers that are not filled by personnel to address the obligated patrol duties, nor does it address the scheduled patrol shifts that Chief Naga deems essential for minimally providing services to the community of Long Hill.

11,546 hours/2080 hours equates to 5.5 officers

Ultimately, MRI has concluded that the Long Hill Police Department is short five and a half police officers, which is essentially six (6) officers to meet the current demands and the obligated workload. As with any mathematical approach to a profession that must respond to and satisfy subjective consumers, the residents of Long Hill, there are acknowledged shortcomings. MRI suggests caution be exercised in interpreting these results, however, there is ample information within these calculations that should provide the Chief and governing officials with abundant evidence that the current authorized staffing levels at the Long Hill Police Department are below those necessary to provide desired staffing levels on a 24/7 basis. Despite this, the Long Hill community enjoys a low crime rate, a safe lifestyle enjoyed by many residents, and a seemingly satisfying police response time to residents' requests.

The challenge for Chief Naga and the Township Committee is ensuring that the Long Hill Police does not evolve into a reactive agency where police reports are seemingly completed simply to check a box or fulfill an insurance-driven need as opposed to a proactive, problem-solving, and engaged strategy. The reality of a reactive agency is resident dissatisfaction and officer awareness that they could and should be accomplishing more. Before the potential of community dissatisfaction arrives at that intersection, and while the need to address the patrol officer shortage is more immediate, there is also the opportunity to strategically plan to gradually address staff challenges while continuing to meet community satisfaction. While challenges will undoubtedly surface due to staff shortages, it remains that each call for service will still require an appropriate police response. When responses to service requests are delayed or ignored due to more serious incidents or a large volume of calls, there needs to be an assessment of the level of services the department can provide. If the backlog becomes too lengthy, or clearance rates decline due to the Long Hill Police's inability to adequately investigate, or traffic accidents increase due to the agency's inability to perform directed traffic patrols, there must be preparation to make suggestions that may not be embraced by a community accustomed to personalized service. Ultimately, without additional human resources, the community will need to determine the level of service that it desires and can afford; and whether there is the willingness to replace the human touch of policing with automation of some kind.

Calls for Service Projection

| | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 |
|-----------------------------------|--------|--------|--------|--------|--------|--------|--------|
| Calls for service* | 20,056 | 20,858 | 21,693 | 22,560 | 23,463 | 24,401 | 25,377 |
| Budgeted # Police Officers | 28 | 28 | 29 | 29 | 30 | 31 | 32 |
| Calls Per Officer | 716 | 744 | 748 | 778 | 782 | 787 | 793 |

*A 4% increase is projected annually to perform this analysis

The exercise above is designed to further enhance the ability of the Long Hill community to monitor demands upon the existing staff and react accordingly. While annual calls for service are hovering in the 20,000 range during Covid, MRI cautions that the estimated call volume increase of 4% per year used in the chart above is a fair yet deliberately conservative approach to anticipate the number of patrol officers required to meet demands (past years have experienced a 6% to 9% increase annually).

MRI is using the total authorized agency complement of twenty-eight (28) officers divided into the number of calls for service to determine the number of calls each officer is anticipated to handle within a year. The Long Hill Police have, at the time of this writing, four vacancies so the number of officers responding today is twenty-four (24). However, the vacancies are temporary in nature; for Chief Naga and the governing body to project future needs, using the actual authorized strength of 28 officers is a more realistic approach. Additionally, to remain conservative in our projections, MRI is making calculations *based on the total authorized strength*, not just patrol personnel consisting of patrol sergeants and patrol officers. Obviously, the Chief and Lieutenants are not responding to calls for service as a matter of routine.

With the number of calls each officer is handling during a year, the department can be deemed to be in a proactive mode. The lower the calls per officer become, the more attentive and problem-solving the officer can be. For instance, if the number of calls per officer was lowered to 650 by adding additional patrol staff, a more positive resolution for the resident taxpayer is likely to be experienced. The reality of adding personnel immediately may simply be a non-

starter for any fiscally adverse governing body. MRI believes that a positive and reasonable approach is to attempt to maintain the calls per officer within the 750-800 range. While this can be accomplished by simply adding additional patrol staff, a difficult alternative may be limiting the types of calls that the LHPD dispatches an officer to address. For example, how much staffing time would be saved by not sending an officer to car accidents that don't involve injury? Could time be saved by not having an officer respond to past-tense property crimes? How much time could be saved by merely directing callers to a website that takes "reports" via computer-based software? These alternatives are contrary to the current expectations of the style of policing expected by and provided to the Long Hill community. Eliminating service levels is discussed here to highlight the difficult decisions that may be required if personnel are not available to provide these levels of service.

It is important to note that the data above focuses on patrol capacity to respond to obligated calls for service. If there are any deviations of personnel assigned from patrol to staff specialized assignments such as the addition of a School Resource Officer, task force assignments, detectives, or administrative functions, the projections will falter. The burden of an overwhelming number of calls for service will fall on a lesser number of patrol officers, not the detective/s or command staff who are required to fulfill a host of administrative tasks that support the community-facing functions of patrol. When patrol staff begins simply responding and not problem-solving due to the pressure of calls for service backing up, then community dissatisfaction is likely to escalate, creating a crisis for the Township government that will ultimately cost more tax-payer funds as opposed to a well-planned systematic approach. Additionally, it is important to note that the Township should plan to add additional police officers as the community grows in population or when/if calls for service rise sharply. As noted previously, FBI statistics cite an *average* of 2.9 full-time officers per 1000 inhabitants in Northeast communities with populations under 10,000 inhabitants.

Chronobiology

There have been studies in recent years that have commented on the effects of shift work on individual workers called the science of Chronobiology. Analysis of the lives of shift workers seems to indicate that various schedules can contribute to the disruption of the normal circadian cycles of human beings. Such change can contribute to sleep disruption and fatigue, as well as social and domestic disturbances. It must be realized that the length of the shift, the frequency of shift change, and the direction of the shift cycle will have health, safety, and social implications. These effects should be considered when establishing shift rotation policies as well as individual assignments. (See Chronobiology on the Internet for more information.)

According to the National Library of Medicine, “Disruption in police officers. In recent years there has been widespread growth in services, available regardless of time or day organization (24/7 service) and a diffuse increase in their use, both in work and private lives, generally ignoring the importance of a regular sleep organization. Police officers - often need to work extended shifts and long hours under highly stressful conditions, which results in reduced levels of safety and operational effectiveness. In numerous studies, perceived stress has been found to correlate with both subjective and objective disturbances in sleep. Consequently, excessive daytime sleepiness is one of the most frequent health and safety hazards that police officers have to deal with. Sleep deprivation affects performance outcomes through a wide range of cognitive domains. Sleepiness and fatigue, caused by sleep loss, extended work and wakefulness, circadian misalignment, and sleep disorders are major causes of workplace human errors, incidents, and accidents. Therefore, prevention of sleep loss, high levels of stress, and fatigue is a key factor to consider when assessing emergency intervention⁶.”

Noted elsewhere, as a matter of operational efficiency, the current twelve on twelve off-duty schedule makes sense. However, given the risk associated with prolonged periods of fatigue, once staffing levels can support a change to a more healthful schedule, consideration of such a change is recommended.

Recommendations

1. Once staffing is increased to *current* authorized levels, consideration of alternate shift scheduling/configurations to assure rest and effectiveness of police is recommended.
2. The Police Chief and Township Committee should work cooperatively to develop and implement a plan to introduce an additional six police officers to the operating budget based on community expectations for policing.

⁶ <https://pubmed.ncbi.nlm.nih.gov/25558741/>

COMMUNICATIONS

Policing has changed dramatically over the last several decades. Keeping pace with the acceleration of innovative technology has proved challenging for most law enforcement agencies. Nowhere has that change been more dramatic than in the area of Communications. The use of computers, the Internet age, the increasing accessibility of information, and the recognition of the critical role Telecommunication Professionals play in providing safety and security for our citizens have all combined to place significant demands on limited resources. With information almost instantly available to residents through a variety of media platforms, community expectations are that the police will have information instantly available for consumption.

Despite community expectations about access to newsworthy events or police services, the basic function of Public Safety Communications has not changed over the years. Best practices and industry standards suggest that the core function of any police department communications system is to satisfy the immediate information needs of the law enforcement agency during its normal daily activities and during emergencies. This means being able to effectively transfer information between the public and the officer on the street. Toward that end, the Township of Long Hill contracts communications services from Morris County. For newsworthy events, the LHPD relies on its Facebook page to relay information to the community. Though not daily, the Facebook page seems to be well managed and provides information with relative frequency. MRI also noted the LHPD's use of Instagram for sharing police department photos. Chief Naga also maintains a personal page on LinkedIn.

Morris County Communications Center

Expressed conflict between the Long Hill Police Department and their communications service provider, Morris County Communications Center, related to radio coverage areas and equipment efficacy was examined in some detail as it related to risk to the officer and public safety. Each party pointed to the other for failing to meet the responsibility for this critical emergency service support component. In part, this conflict has been played out in public sessions of the Long Hill Township Committee and in media accounts. The public interest is notable and understandable.

Emergency management relies heavily on the ability of a police department to communicate internally, as well as with its public safety partners in the region. Citing gaps in coverage within the Township, Chief Naga and members of the Township Committee expressed concern with the existing communications infrastructure. To better understand the communications system,

MRI traveled to the Morris County Public Safety Training Academy and met with Morris County Communications Director Mike Peoples. Mr. Peoples had previously been the Police Chief for Long Hill Township and had hired a young patrol officer named Ahmed Naga. With his background, Director Peoples possesses a significant understanding of the public safety environment at Long Hill Township.

Director Peoples conveyed to MRI that Long Hill Township had transferred their communications dispatching services from Bernard's Township to Morris County Communications on April 1st, 2012. Director Peoples shared that a signal strength and readability report had been accomplished prior to the transition and demonstrated that there were several areas of the Township where portable radio reception obstructions were noted, especially inside some buildings including high-value locations such as several of the community schools. This was not surprising as seldom, if ever, does any community enjoy radio reception and/or transmission at 100% coverage of all land mass and building interiors. Natural and man-made barriers to the transmission of radio waves often interfere with the quality of received transmission. For the layperson, consider the frustration of cell phone use whether inside a building or out in the community. Map overlays of the four largest cell phone providers suggest that cell service in Long Hill is 100%. It is likely that this is not the average cell phone user's reality; total loss and reduced signal strength are the norms rather than the exception as people move throughout any community.

To learn what a reasonable expectation for police radio coverage should be, MRI interviewed known radio communications specialists that have no affiliation with either the Township or Morris County. MRI learned that it is almost impossible to provide radio viability over an expanse that includes structures, hilly terrain, and trees that would even approach 95% coverage. While MRI was advised that it was theoretically possible, the geographic area would need to consist of flat terrain, no buildings, trees, or any other obstructions. There are few, if any, communities in the State of New Jersey that operate within that environmental condition.

An article on the subject, "Understanding Wireless Communications in Public Safety"⁷ published by the National Institute of Justice highlights that public safety personnel themselves are considered an obstacle depending upon how they are standing in proximity of receivers. Even raindrops can severely hinder transmission. Most design engineers are striving for 95% coverage, especially with the transmission and reception capabilities of portable radios, but rarely achieve that goal. With full disclosure of the geographical impediments and the pre-

⁷ <https://nij.ojp.gov/library/publications/understanding-wireless-communications-public-safety-guidebook-technology>

identified portable radio-challenged reception areas, the Long Hill Township elected to proceed with the transition to Morris County Communications a decade ago.

Director Peoples shared with MRI that as long ago as 2012, the Long Hill Police Department was warning that portable radios did not work in the Township's three (3) schools. Working collaboratively with Long Hill, Morris County eliminated the problem by installing a radio repeater system in each school, at the expense of the County. To understand what this terminology means, a "repeater" is a mechanical device installed, in this specific case, within a school building, which enables two-way radios to achieve better coverage, better penetration, and longer range than is possible without the addition of the repeater. Basically, a repeater receives the radio signal on one frequency and simultaneously transmits the same signal on another frequency thereby overcoming the difficulty within some buildings and difficult terrain areas. The only caveat that came with that installation was that the Township and the Long Hill Police Department would be responsible for the appropriate and annual maintenance of the repeaters to keep the equipment in a state of operational readiness. According to Director Peoples, to his knowledge, this maintenance has not recently occurred nor have there been any steps to ensure the viability of the equipment despite the critical nature of safeguarding the children and staff of these schools. Director Peoples has no direct understanding of why this maintenance has not occurred but shared that Chief Naga is fully aware of the arrangement and his responsibility as Police Chief to oversee the continued operational readiness of this critical equipment.

Over the ensuing years, Morris County has taken affirmative steps to enhance portable radio coverage in Long Hill Township. Under construction at the time of this report with a completion date no later than the end of the calendar year, is a new mast tower at Wagner Farms. Also constructed at the expense of Morris County, this tower is capable of hosting various antennas, microwave antennas, repeaters, and/or receivers. Director Peoples is optimistic that this tower will successfully resolve the vast majority of portable radio reception problems found in the most recent signal strength and readability report completed prior to the Wagner Farms mast tower construction.

According to Director Peoples, in October 2020, in preparation for Morris County preparing to supply Long Hill police with new, Motorola APX8000 radios, also at no cost to Long Hill Township, Morris County provided a survey asking for all the radio frequencies/channels Long Hill PD would like installed on the new APX8000 portable radios. The survey was returned to the County with several specific radio channel frequencies requested by Chief Naga, but

Director Peoples told MRI that he was surprised when the survey was returned with a list of frequencies that did not include any of the school's repeater channels.

According to Director Peoples, since June 2021, the newly delivered portable and mobile radios have been unable to connect with the existing school repeaters because the channel was not included in the new portable radios. This fact rendered the effectiveness of all the existing Long Hill Police portable radios, as tenuous at best to function within the schools. It wasn't until 2022 that the Long Hill Police Department inquired about the school repeater channel not being included in their radios and the matter was resolved, again at the expense of the County.

Director Peoples told MRI that Long Hill Police had most recently complained about inoperability issues with the new APX8000 portable radios. He later learned that Chief Naga had removed the factory-installed antennas from the portables because officers were complaining about the size and the uncomfortable nature of the longer (approximately 12") antennas and replaced them with shorter antennas that Chief Naga purchased on Amazon. Director Peoples expressed dismay at this move as he understood in discussions with the manufacturer that the replacement of the antennas with a substitute, significantly reduced the capability of the radios and essentially voided the warranty of the radios the County had purchased.

MRI learned that portable radio antennas customarily use helically wound or rod antennas attached to the radio. These are usually less efficient than base (located in a facility) or mobile (in vehicle) antennas. MRI was advised by Motorola technicians that there are also times when the user's own body is between the portable and the base with which it is communicating, causing a decrease in signal. In addition, the height of the portable antenna (belt mounted versus a lapel-mounted speaker-microphone antenna) can make a significant difference in radio coverage⁸

In hopes of acquiring an objective opinion of the replacement antennas and their potential impact upon the viability of the portable radios, MRI interviewed Mr. William Bartlett, President/Owner of Two-Way Communications⁹, an authorized Motorola dealer who services police agencies throughout Maine, Massachusetts, and New Hampshire. His response follows:

"The APX8000 is a multi-band radio, meaning it talks on multiple frequencies/systems. Changing the antenna on these radios requires even more consideration since the radio has specific needs. The large antenna is multi-band and satisfies all of the radios needs across all bands. If the antenna installed doesn't properly match the frequencies in use it

⁸ <https://transition.fcc.gov/pshs/docs-best/lmel-wireless03.pdf>

⁹ <https://www.2-way.biz>

can absolutely damage the radio. However, you slice it, arbitrarily changing the antenna on your radio is not advisable and can absolutely lead to damage or poor performance.

“My guess is that NJ Police operate on VHF or UHF and the County system is on 800 MHz, or some other combination. Because they are on disparate systems, the radio must be multi-band to talk on both systems. This is why the antenna is large and capable of covering multiple bands. If all of the channels in the radio were a single band, then the antenna could be swapped for a band-specific antenna, likely with a smaller profile. I’m sensing this is not the case. If I knew all the frequencies in play, I could be more precise.

“In my opinion, the radios were gifted for the sole purpose of interoperability. The NJ Police can either use them in the configuration provided, for the purpose intended, or simply decline them. Modifying the radios to suit the needs of the NJ Police doesn’t seem to be consistent with the intended purpose.”

Chief Naga has expressed concern about the viability of the radio system provided to Long Hill Township by Morris County. As a result, Director Peoples directed that County technicians perform several tests to pinpoint the origin of the issues. He was advised that County personnel conducted portable radio coverage tests on three (3) separate occasions in February 2022 and could not duplicate the radio coverage issues identified by Chief Naga. Director Peoples provided MRI with a PowerPoint document detailing the history of the Long Hill Township communications and the steps taken since the transition to Morris County Communications.

After reviewing available data and interviewing Director Peoples and Mr. Bartlett, MRI has concluded that the Long Hill Township is receiving appropriate technical and professional services to meet its public safety communication requirements from Morris County Communications Center (MCCC). The MCCC serves twenty-six (26) Morris County municipalities as the primary agency to answer all 9-1-1 calls and to dispatch local police, fire, and emergency medical personnel. The Communications Center also provides a County-wide law enforcement records management system (RMS) which allows the participating police departments to prepare their investigation reports and share information between departments. Additionally, Morris County Communications is CALEA Communications Accredited since 2015, therefore demonstrating adherence to national best practices ensuring Long Hill Township that they are receiving the most professional and responsive communications achievable.

MRI has also concluded that MCCC is working as should be reasonably expected by the Township to resolve any issues or problems that have surfaced and appear to be doing so exclusively with County funds. As MRI noted, Long Hill entered the service agreement

understanding that there were inoperability challenges in several locations within the community. Morris County addressed several of these issues with repeaters in the schools. Recently Morris County purchased 108 new Motorola portable radios for the Long Hill Police, Stirling and Millington Fire Departments, and the Long Hill EMS. Each radio cost approximately \$7,000 for a total of \$756,000.00, all at no expense to Long Hill Township.

Another major expenditure by Morris County to address the Long Hill portable radio issues is the construction of a mast tower on Wagner Farm. The Wagner Farms site acquisition cost the County \$450,000.00 to purchase and install the base radios and antennas on the tower, inclusive of building a new radio shelter structure and installing a backup generator to ensure 24/7 operation. Additionally, the County is providing the landowner, who happens to be the Township of Warren, \$182,000.00 in radios for use for their local emergency services, which will allow interoperability with the County radio system, as compensation to use the land the tower occupies. The County is required to pay the owner of the tower, SBA Communications Corporation, \$30,000.00 per year in a lease payment to occupy the tower. Overall, the investment by Morris County for the Wagner Farm site is approximately \$632,000.00, plus the annual lease payment of \$30,000.00 per year. The construction and operability of this site are nearing completion and is expected to greatly enhance radio operability in the Township.

Director Peoples stated that the Wagner Farm site is being constructed primarily to serve Long Hill Township. He pointed out that if Long Hill Township were not a participating government in the Morris County Communications system, the tower site would not be required. He speculated that if Long Hill Township were to leave the County Communications system that the expectation would be that the Township would return the mobile and portable radios owned by the County and assume operating and maintenance costs of the Wagner Farm radio tower site.

Within the parameters of the MRI high-level overview to identify enhancements and make recommendations, MRI observed that Chief Naga has demonstrated that he is unhappy with the quality of coverage and the County's response. His public comments may lead observers to conclude that he desires to separate from Morris County and operate his own dispatch center even though it appears that in great part, some of the issues related to the quality of service are due to his mismanagement. MRI found the array of services that are being provided to Long Hill Township for an annual budget of approximately \$227,153.47 in 2022 to be truly impressive. Comparatively, this sum would not cover the *payroll* of the required formula of 5.5 full-time employees to staff one position 24/7/365, let alone the costs of benefits and other compensation. Morris County's starting salary for a Telecommunicator is \$45,000.00, plus an

estimated 50% benefits cost equals \$67,500.00 per employee for an annual total of \$371,250.00. MRI was informed that the County provides the Long Hill Police Department access to the County law enforcement Records Management System (RMS), at no cost to the Township. The initial cost of the RMS to the County was \$700,000.00 with \$100,000.00 per year in maintenance fees. Additionally, the County provides the required software and yearly updates for the mobile data terminals (MDT) installed in the Long Hill Township police and fire vehicles. That cost is \$3,000.00 per year for police and \$4,000.00 per year for the fire departments.

MRI's review of dispatching services finds that those provided by contract to the Township represent remarkable savings and warrant an atmosphere of positive engagement all designed to strengthen the existing collaboration. MRI found that Morris County Communications Center is a professionally managed organization that adheres to CALEA accreditation policies and practices as evidenced by having achieved re-accredited status from CALEA in July 2022. Additionally, RMS services and all the technical nuances necessary to maintain a complex organization such as this at continuous operational readiness ultimately saves literally millions of dollars for Long Hill Township over the expected lifetime of the service. MRI recommends that Chief Naga find a way to work collaboratively with Morris County rather than engage in negative public displays at Township Committee meetings or in newspaper articles. With our review of existing data, Township meetings, and practices, Chief Naga's approach to the information and communications management for Long Hill Police appears to MRI as unnecessarily confrontational, obstructive, and counter to the best interests of the Township.

Recommendations

1. MRI recommends that the Long Hill Township maintain contracted services provided by Morris County.
2. Due to the life safety imperative nature of communications within school buildings, MRI recommends immediate assessment of repeaters located in the school system should be conducted and any/all repairs and necessary maintenance contracted as soon as possible. Additionally, an annual maintenance contract be secured to ensure the operational readiness of the school repeaters.
3. MRI recommends that personnel assigned to patrol should maintain a log to document specific locations in the community that they find have poor radio communications service.

4. MRI recommends that at the start of each patrol shift or other police duty, officers should conduct a documented inspection of their assigned police radio(s) to assure operational readiness.

INTRA-GOVERNMENT RELATIONS, COMMUNITY POLICING AND COMMUNITY OUTREACH

The terms community outreach and community policing are often used interchangeably, but the terms have substantially different meanings. Community outreach often refers to programs that police departments provide to their communities, programs being delivered typically under the heading of community relations such as Drug Abuse Resistance Education, and school resource officer. Community relations programs are provided by police departments that are based on the traditional policing model. Traditional police departments primarily respond to calls for services received from the community and do not create meaningful partnerships with the community which allow the community to have an equal say in the issues that define the public safety agenda of the community.

In the 1930s, police departments began a process of reform moving away from the previous decades of policing that were very much influenced by partisan politics with a fair amount of corruption. The reforms resulted in the professionalization of police agencies, resulting in the so-called professional or traditional policing model that is widely used today. The reforms also caused police departments to focus on "crime-fighting" increasingly at the expense of positive community relations and engagement with community members.

The social turmoil of the 1960s and 1970s caused a greater separation between police agencies and the communities they served. Those unsettling times resulted in the development of a philosophy of community policing which has ushered in the first substantial reforms to the institution of policing in America since the reform efforts of the 1930s.

The philosophy of community policing has several core ideals which include community input, developing trust with the community, sharing power with the community, and creative methods of resolving problems identified through a collaboration between the police department and its community partners.

Making the transition from a traditional policing department to a community policing department is a substantial undertaking. The mission of the police department and its guiding

core values must be reviewed and made consistent with the community policing philosophy. The skills and abilities necessary for police officers to successfully affect community policing will require an emphasis on training in community policing. Supervisory practices will need to change to support the front-line officers who will have greater discretion for decision-making and problem-solving. To support this premise, LHPD should consider revising policy so that position/job descriptions and personnel evaluations are tailored to the performance of the officers and consistent with the organizational philosophy.

There are many valuable resources available to police agencies that embark on the transition to community policing through the International Association of Chiefs of Police (www.theiacp.org) and the United States Department of Justice, Office of Community Oriented Policing Services (www.cops.usdoj.gov). Among the first steps in becoming a community policing agency is to complete a strategic plan which defines the public safety goals and objectives for the police department and the community that it serves. In creating the strategic plan, the police department needs to formalize existing partnerships with community members to assist in identifying and solving community problems. Typical community partners include representation from civic organizations, business leaders, community leaders, medical and mental health organizations, social services providers, churches, neighborhood groups, individual citizens, and representatives from minority communities. As of this writing, MRI notes that the department has loose but positive relationships with these groups; they enjoy the support of those with whom MRI has spoken with outside of local government.

In May 2015, the Final Report of The President’s Task Force on 21st Century Policing was published. Through the report, the nation was introduced to the Six Pillars that form the foundation of policing in the new millennium.

“Trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of policing services.”

Applied with vigor, the report is intended to be a road map to connecting a police department with the people it serves.

National Night Out

Later in the evening of August 2nd, MRI attended “National Night Out” activities being held on the grounds of the Long Hill Town Hall. While mingling with the attendees, MRI met with

multiple Long Hill residents at random and inquired if the residents could share their opinions and any comments regarding the Long Hill Police Department. Everyone engaged expressed positive reviews for the police department (generally) and Chief Naga (specifically). When they were asked for examples of specific interactions with the police department, all shared a belief that they felt safe living in Long Hill and that the police are a major part of that belief. Residents shared that they felt that the police are there for them when needed and provide excellent service to the community.

Several residents expressed their belief that the Long Hill Police go “above and beyond” their call to duty. When asked for specific examples supporting their assertions, several of those highlighted a recent structure fire: Police officers arrived prior to the Fire Departments and realized that there were most likely people inside. The first responding officers entered the building while it was fully engaged and searched for occupants. There was great praise for this heroic action as all those MRI spoke to recognized that the officers did so with little regard for their own personal safety. Stirling Fire Chief John Whitmore shared this sentiment. Fire department staff that were with Chief Whitmore at the time were seen nodding their heads affirmatively in support of the Chief’s remarks.

Saying that it is “outrageous,” several residents expressed their concern that the police department had flooded on several occasions in the recent past. Considering the number of flooding events, the residents have concluded that the police department should be relocated away from this obvious floodplain. While still discussing the flooding topic, two residents were aware that the police department had to work out of trailers while the facility building was being renovated. The residents felt this was an embarrassment for the police officers and presented a poor image of the Township in general.

All the residents who spoke with MRI gave Chief Naga high marks for the job he has done as police chief. Some of these residents didn’t know the chief by name but expressed praise for the job he was doing as chief. The theme repeated most often was approval for the chief’s commitment to community policing and community outreach. They said that the Long Hill officers are visible in the community and are very friendly. Another example given was the “National Night Out” event we were all attending. One resident said that while the past few Long Hill Police Chiefs were good, Chief Naga stands out as one of the best. When asked to possibly expand upon his opinion, the person reiterated many of the comments previously heard.

One particular person was outspoken about what he described as the “open conflict” between the police chief and the Long Hill Township Committee. He described himself as a resident and

a business owner who felt that the Township Committee had a vendetta against the police chief. He felt that the Committee was constantly making unreasonable demands upon the chief, such as making him go through red tape whenever he needs something from them and not allowing him to attend committee meetings in uniform. An example given was the fact that police radios in the town don't work in many areas. The man felt this was an obvious safety issue that the chief has been attempting to address but that his attempts to get new radios have been unreasonably questioned at every step by the Township Committee.

MRI was able to observe an activities area of the National Night Out where Lieutenant Marczewski, along with several young men, were standing and talking to each other. One of the young men was in a Long Hill Police uniform indicating he was a Corporal. The others were wearing white tee shirts that stated, "Support Long Hill Twp Police Chief Naga and His Department.... It's Personal!" (photo bottom right) and appeared to be manning a booth related to the "National Night Out" activities. Lieutenant Marczewski was asked if the young men were Long Hill Patrolmen and/or Detectives and he stated that they were. The Lieutenant was asked if he objected to MRI speaking with the officers in a discrete manner that wouldn't disturb what they were doing. He stated that it was fine by him if the officers agreed to speak with MRI. After that discussion, MRI greeted one of the officers who confirmed he was in fact a Long Hill patrol officer, although he was in a white tee shirt described previously. He was asked if he minded responding to several questions related to his department and National Night Out activities, but he declined to do so. The officer stated, "You had your chance," referring to an interview request earlier on this date that MRI canceled due to the officers demanding to audio record the interview. Several other officers were within earshot, and they were asked if they wished to be interviewed but all of them ignored the question and did not respond.

It has been MRI's experience that the intended purpose of National Night Out is to create an atmosphere expressly designed to bring the community closer together, enhance relationships between the police and the people that they serve, and build trust and demonstrate the legitimacy of police in the community. National Night Out events are designed to engage neighborhoods in local crime prevention activities while allowing many residents to meet their officers on a one-to-one basis. In smaller communities similar to Long Hill Township, residents often know many of the officers, but this event creates an opportunity for those less engaged residents and their children to come out and interact in a non-stressful environment with their local law enforcement personnel. MRI observed that the opportunity presented



by National Night Out was being used in an obvious political way by members of the Long Hill Police Department wearing tee shirts supporting Chief Naga. The presence of officers wearing these tee shirts created a divisive atmosphere. The tee-shirts created a negative dialog at the event by openly insinuating that there is a chasm between the police and Township Committee. MRI concluded that this may have been an opportunity missed by the Long Hill Police Department to engage with the community in a more positive way.

Intra-Governmental Relations

It is difficult to ignore the heated environment that exists in Long Hill Township between Police Chief Naga and those responsible for public funds and authority oversight of the police department. The obvious conflicts between Chief Naga, Town Administrator Nancy Malool, and the Township Committee have challenged the completion of this report. From the implementation of the contract with the Township, the MRI team was committed to meeting the purpose of the study and focusing on potential operational enhancements, identifying risk areas that could be readily addressed, and providing recommendations based on industry standards and best practices.

During telephone discussions with the Mayor and the Township Administrator at the outset of this study, MRI found both to be deliberately unresponsive when asked for opinion-based responses. When asked why they would not share opinions, recommend focus areas, or make suggestions, they stated that they wanted MRI to render an objective report based on our experience with professional best practices. It was within that spirit that the MRI team commenced the review of data to analyze the operational functions of the Long Hill Police Department. A comprehensive list of requested documents and the establishment of a folder for Long Hill Police in MRI's Dropbox was sent to Chief Naga on June 29, 2022. However, on July 14th, MRI received this email from Chief Naga:

I am in receipt of your request for documents. It appears that there was a request sometime in June from your firm to have the Township Administrator communicate your intentions to initiate the study in August and that was never done. It wasn't until your email on July 7, 2022, at 4:34 p.m. that I received official notification of your planned arrival on August 1, 2022, as well as your request for documents. While the Township Committee has the authority to commission this study, I would ask for additional time to prepare accordingly for your extensive request of documents and site visit. The request for documents adds to the current workload of the Command Staff and will require

additional hours outside their day-to-day responsibilities. I would ask the Appropriate Authority to provide additional temporary support to facilitate your request and/or authorize compensation or stipend to the Command Staff for additional duties and responsibilities potentially resulting in increased work hours. Additionally, with current family leave and the month of August being notorious for family vacations it will be extremely difficult, if not impossible to meet your request. In regard to facilitating a meeting with the County Communications Center staff and providing you with commuter traffic estimations, please schedule accordingly as I have no control over County Communications. Thank you for your assistance and understanding.

As a result of Chief Naga's expressed concern with the extensive document request, MRI immediately sent a revision that identified certain documents for delivery prior to the scheduled site visit and others for later delivery. Chief Naga was told that the early delivery documents were intended to add value to the MRI site visit scheduled for Tuesday, August 2nd. Despite a letter on behalf of the Township Committee sent to Chief Naga by Attorney James Prusinowski on July 27th, documents called for in the revised request were not received until after the MRI site visit in August.

Upon arrival in Long Hill on the evening of August 1st, the MRI team reached out to Chief Naga and ultimately invited him to join us for dinner at a local restaurant. During the period, Chief Naga was engaging and shared a perception of a negative working environment created by the Township Committee. In a superficial, non-descriptive way, [REDACTED]

[REDACTED] Chief Naga conveyed that he felt that this atmosphere led to the retention of MRI to do an Internal Affairs (IA) investigation against him. While still at dinner, the MRI team conveyed to Chief Naga that neither the term "Internal Affairs" nor "IA" had been mentioned nor were they part of the written contract. We reiterated several times that our goal was to develop a high-level overview of the Long Hill Police Department, assess any risk, and offer organizational enhancements that could be offered for consideration and implementation. While it was clear he remained skeptical, the perceived tensions and anxiety with the MRI team, seemed to lessen.

MRI perceived an atmosphere of suspicion from the Long Hill Police staff towards MRI and the purpose of the study. The MRI team's perception of the suspicion was exacerbated by MRI discovering that our interactions with members of the agency had been audio recorded without our knowledge. When this discovery was discussed with Chief Naga, he stated that he was not

surprised. When he was asked directly if our casual conversations at dinner on August 1st were recorded, he responded that he did not have to answer our question.

Repeatedly, department employees and Chief Naga said that recording conversations without notifying all parties was legal. MRI does not argue the point of legality; however, the underlying behavior related to the surreptitiously recordings serves to highlight the potential for the systemic absence of organizational integrity within the police department. This unenlightened organizational behavior serves to emphasize the divisive environment that exists in Long Hill Township between the police department and the local government.

Later in the day on August 2nd, MRI met with Mayor Matthew Dorsi and Police Liaison Committee member Scott Lavender. MRI was provided with a list of concerns that the two Committee members had regarding Chief Naga's oversight of the Long Hill Police Department. Many of the concerns quickly surfaced during MRI's site visit while other points reflected their growing concerns about Chief Naga's management and leadership. The apprehensions of the Mayor and Committeeman warrant further review; the described actions/inactions of the Chief are emblematic of a strained relationship that seem to be centered on the Chief's disregard for township policy and procedures when they don't suit him. The MRI team noted that the Committee members' perception of Chief Naga's performance has been allowed to fester resulting in numerous concerns without any affirmative corrective action by the Committee. MRI reminded the Mayor and Committeeman Lavender that the study was not intended to be an internal affairs investigation of Chief Naga's alleged misconduct, but an overview of risk factors associated with police department operations; they agreed.

As noted, MRI opened a "DropBox" in June 2022 for use by Long Hill police for the transfer of documents needed for analysis. On July 7th, a request was sent to Chief Naga with a comprehensive list of documents. Despite numerous requests for updates, no documents were sent to MRI through DropBox. Eight days after our site visit to Long Hill, MRI received an email from Chief Naga resulting in the following email being sent to Mayor Doris and Committeeman Lavender.

Good morning,

As of this morning, despite at least seven requests made to Chief Naga, MRI has yet to receive the documents from our initial request made July 7th (five weeks ago today). Monday, August 8th, after Scott asked for a copy, MRI received the 2019 NJSACOP Accreditation report.

Of note, yesterday, August 10th at 12:19 PM, Chief Naga contacted MRI and informed us that he was unable to access the DropBox for document delivery. When staff looked into the Chief's concern, they learned that his access had expired after 30 days without use. Chief Naga's access was renewed at 12:39 PM. Chief Naga reported that he'd tested his access and found it working at 12:41 PM...just 22 minutes after notifying us of his concern.

A useful assessment of the LHPD operations and risk management depends heavily on the review/analysis of the requested documents.

In the aftermath of this email, Mr. Prusinowski, Esq. of the law firm Trimboli & Prusinowski sent a letter to Chief Naga on behalf of the Township Committee that delineated tasks that Chief Naga was required to complete. Shortly thereafter, MRI began receiving the requested data via downloads to Dropbox. Due to other demands in the same letter not applying to this study, no further follow-up of those required activities has been conducted. However, MRI found it remarkable, and a validation of the perceived divisive political environment, that a letter by township legal counsel was necessary to order Chief Naga to accomplish tasks that, by any reasonable measure of a professional superior/subordinate relationship, would be considered normal and routine activity expected of any Police Chief.

Town Administrator

The management of risk often depends on open and honest lines of communication between key parties. Relative to organizational communications between the Committee and the police department, MRI learned that the Town Administrator is the historical liaison between the two. However, it was described that Chief Naga and TA Nancy Malool had poor relations resulting in a breakdown of effective communication. As a result, TA Malool was taken out of Naga's chain of command and the Committee took over direct communications with the Chief. To understand this organizational disruption, MRI interviewed Nancy Malool.

On August 22, 2022, MRI spoke with Long Hill, NJ Township Administrator Nancy Malool. TA Malool conveyed that she has been employed as Township Administrator since 2017; the day of this conversation coincidentally marked her fifth anniversary of employment with the Township.

TA Malool said that she had been appointed as Town Administrator prior to Police Chief Naga's appointment/promotion to chief. Once Naga was appointed, like all department heads in the Township, he was a direct report to Malool. Though Chief Naga had been a direct report, TA

Malool explained that the Township Committee had passed an ordinance in October 2021 that changed Naga's oversight. The ordinance allowed Chief Naga to report directly to the Township Committee through the police committee liaison (Vic Verlezza). This ordinance enabled Chief Naga to bypass the ordinary/historic organizational protocols so that he was not responsible to the Town Administrator.

When TA Malool was asked why this unusual circumvention occurred, she explained that she was somewhat blindsided and initially unaware that the change was being contemplated until she saw the proposed ordinance on a regularly scheduled Township Committee meeting agenda. When asked why this occurred, she stated that she felt that Chief Naga was unhappy with her as the Township's "Qualified Purchasing Authority" (appointed as QPA in 2021). As the QPA, she had been requiring Chief Naga to adhere to Township purchasing protocol in the aftermath of a hurricane that occurred in August of 2021 (described in part above) for non-emergency purchases not directly related to the flooding. The hurricane created a devastating flood that made the police facility unusable and Chief Naga was attempting to secure trailers so that the agency could continue functioning. TA Malool said that she thought the chief was disappointed and frustrated because the items were subject to the bid process, rather than an "emergency" purchase given the circumstances.

Over the course of time, Malool described that her relationship with Naga became more toxic and untenable. Malool described that she thinks that Chief Naga believes that he was being unfairly scrutinized at every juncture while she believed that Chief Naga felt the rules and financial protocol were for others, not him. TA Malool said that she still has contact and oversight of the police department related to purchases in her role as the QPA, as she does with all department heads. As the QPA, she is required to ensure that all purchasing adheres to applicable requirements of the Township and State legislation. Malool shared that, occasionally, pertinent requirements are not always met by the various department heads. When that occurs, her role as QPA requires her to request additional documentation. TA Malool said that she doesn't subject the police department to any further scrutiny than any other departments, and that if proper documentation is provided initially, there would be no follow-up questions.

TA Malool was asked if she understood why the police department accreditation process had not been funded in the Long Hill Police Department budget request for 2022. She shared that she recalled that the police department had an initial budget request that was 40% more than the prior fiscal year. She recalled being present for a ZOOM Township meeting in March of 2022 where Chief Naga and Police Liaison Scott Lavender were discussing budget items. She recalled

the chief sharing that he had requested an extension from the New Jersey Chief's Association because they were not able to complete the requirements for re-accreditation. MRI reviewed the video from this meeting and learned that Chief Naga was advising that the police operating budget could be further reduced by the \$15,000 to the Rodgers Group as well another \$3,000 for fees to the New Jersey Chief's Association as Long Hill Police would no longer be engaged as an accredited agency.

Malool is frustrated with the Township Committee for not supporting the historic role of the TA as it relates to management of the police department. After also hearing remarks made by Mayor Dorsi and Committeeman Lavender during phone and in-person meetings that included discussions about Malool and Naga, MRI believes it likely that the relationship between these two key public figures/executive managers is irreparable.

Intra-governmental Work Climate

MRI explored the intra-governmental relationship as it related to the managed risk associated with uniform application and enforcement of town policies and procedures by the police department. The basis for the heated environment between Chief Naga, Township Administrator Nancy Malool, and some Township Committee members may not be easily siloed. MRI's brief visit and observations were relatively ordinary and devoid of controversy when observing local government relations, however, hours of viewing Township Committee meetings allowed a more enlightened, yet narrowly focused, view of the relationship between Chief Naga and the Township Committee. Disagreement is not an uncommon occurrence in local government. There is a division within the Township Committee when it comes to matters of police department governance. What is not common, and certainly unhelpful in resolving any disagreements is the visible and audible emotion/animosity between committee members when conducting Township business related to the LHPD.

Chief Naga has deviated from Township operating protocol on a variety of occasions and is not being held accountable by the Township Committee. For instance, on one occasion, Chief Naga used his personal funds via a credit card to make a purchase for the police department. After he did so, he was told explicitly not to use his own funds and/or credit card to purchase items for use by the Township. However, after being told not to, Chief Naga did exactly what he was told not to do; and despite having his request denied by Malool, he circumvented the protocol by going directly to the Township Committee for reimbursement. Administrator Malool attempted to hold Chief Naga accountable to established procedures. However, she received no backing or support from the Township Committee during a formal meeting, even when it appears that there were commitments prior to the meeting with various members of the Township

Committee. Support for Malool evaporated during televised proceedings leaving an embarrassed Town Administrator offering her resignation as the Qualified Purchasing Authority (QPA).

On another occasion, a video of a Township Committee meeting demonstrates that Chief Naga deviated from long-established Township procedures by verbally granting a resident permission to create and use a firearms range on his property. Although Chief Naga knew or should have known by virtue of his role as Police Chief, that there was an existing protocol that stated that the Township Committee is the lone granting authority in this matter, he apparently conveyed to the resident his permission to create and use the range. This generated an issue in the neighborhood when shooting at the firearms range disturbed and upset abutters who then called the police to complain. By not following proper protocol, Chief Naga created a situation where the abutters had no prior knowledge of the firearms range or opportunity to voice opposition or support at a public forum before formal action of the Township Committee. By deviating from town policy, Chief Naga put the Township in a tenuous position with potential financial and/or reputational liability.

The earlier discussed decision to replace factory-authorized antennas on portable radios purchased by Morris County without any discussions with MCCC also follows a recurring pattern. Through his demonstrated actions, Chief Naga seems to embrace the quote from Rear Admiral Grace Hooper, "It's easier to ask forgiveness than it is to get permission." However, within a bureaucracy or a formal organization like Long Hill Township, there are established reasons for rules, procedures, and protocols when expending residents' hard-earned tax dollars. While purchasing furniture to replace some lost in the flood that appears to be a better value for the Township may be admirable, Chief Naga had been directly instructed not to use his personal funds or credit card in any future purchases in April 2022. He was told that a purchase order (PO) was required for such acquisitions. Additionally, he was further advised that he would not be reimbursed were he to do so. Subsequently, Chief Naga acted unilaterally and made the purchase. Instead of being held accountable for his misconduct by the Committee, Chief Naga was reimbursed the funds.

MRI is concerned with Chief Naga's pattern of deviating from clear directives and established protocols that even the most inexperienced police chief would comprehend. At least equally concerning is the absence of any correction of his conduct by the Township Committee. A good example is the Township Committees' decision to reimburse Chief Naga following the unauthorized purchase of furniture. This action was poorly conceived and severely undermined those at Town Hall who are responsible for ensuring that all employees follow legal and

Township guidelines regarding purchases. The Township Committee not only by-passed adherence to the Township's own regulations, but acting as they did, they gave tacit permission for insubordination and demonstrated to other Township employees that misconduct, at least at the executive level, has no consequences. Standing alone, each of these examples represents financial and reputational liability risk to Long Hill; together, they represent a pattern of risk that must be stopped.

MRI believes that the Long Hill Township Committee's failure to hold Chief Naga responsible for following established protocol has served to enable a series of managerial missteps that benefit Chief Naga. This mismanagement is public-facing and easily seen or discovered. With such overt misconduct by the Chief of Police being ignored in practice by the Township Committee, the community may already be asking what is being done covertly at the Long Hill Police Department that has gone undiscovered. Noted above, the defunding of accreditation by CALEA and NJSACOP removes a program of ongoing third-party oversight, updating, and systemic improvement; a program that serves to identify missteps and corrective actions taken by the police department, as applicable. Without accreditation, and programming serving as a watchdog, the Township Committee will likely find themselves having to substantially increase oversight to ensure that the department is running efficiently, effectively, and within expectations; a task that Mayor Dorsi and Committeeman Lavender acknowledge has been slow or non-existent.

Recommendations

1. MRI recommends that the LHPD develop a strategic plan. The strategic plan should define the public safety goals and objectives for the police department and the community that it serves. In creating the strategic plan, the police department needs to formalize existing partnerships with community members to assist in identifying and solving community problems. Typical community partners include representation from civic organizations, business leaders, community leaders, medical and mental health organizations, social services providers, churches, neighborhood groups, individual citizens, and representatives from minority communities.
2. MRI recommends that the LHPD revise the existing policy so that position/job descriptions and personnel evaluations are tailored to the performance of the officers and consistent with the organizational philosophy of community policing.

3. MRI recommends that the Township Committee should carefully document direction to its department heads, including the Chief of Police. When there is an undesirable deviation from policy and direction, the Township Committee should take documented steps to correct unwelcome conduct and hold all employees accountable.
4. MRI recommends that the Township Committee restore the oversight authority of the Police Department to the Township Administrator.
5. MRI recommends that with the assistance of Counsel or a consultant specializing in workplace conflict mediation, the Township Committee should mediate a return to a healthy work partnership between the Township Administrator and Chief of Police. Mediation efforts should be carefully documented.
6. MRI recommends that in 2023, the LHPD National Night Out Event should be focused on building relationships within the community. Deliberate efforts designed to elicit divisiveness between the department and local government should be strongly discouraged from being repeated.



EMPLOYEE SURVEY

MRI sent invitations to twenty-five (25) members of the Long Hill Police Department, both sworn and civilian personnel, to participate in an anonymous online survey. Each invitation had a unique identifier that was distributed at random by the survey instrument and was unknown to MRI. Once the anonymous identifier was used by the recipient, the survey instrument effectively expired for that user; further access to, or sharing of, the survey instrument would be denied. This is a deliberate strategy designed to encourage candid and thoughtful insight of the department and solicit ideas about where enhancements may be possible. Of the twenty-five (25) invitations sent to the agency, only seven (7) employees elected to participate. It is MRI's experience that 28% is an extremely low return rate for surveys of this nature.

Six (6) of the respondents were in agreement in most categories. Responses were consistent with six, "strongly agree," to one "agree;" or six, agree and one disagrees. Regardless, there was a lone negative leaning pattern related to the areas of favoritism, discipline, promotional opportunities, and the ability to offer suggestions to management. Conversely, there were numerous positive comments which stated such things as, "good teamwork during major incidents," "best police department in the State of New Jersey," "good relationship with the public and businesses," as well as a cohesive and happy work environment. The majority of those few who responded profess to enjoy working at the Long Hill Police Department.

Most negative comments referred to the existing tension between Chief Naga and the governing body of the Township. That tension equates to an "us against them" environment with staff unable to separate the Chief's disagreements with the Township Committee from the entire agency. In other words, employee perception of the intra-governmental relations is, 'if the Township Committee doesn't like the Chief, they don't like us!'

A sampling of the added written comments shared in the survey state that, "the building is in a flood zone and keeps flooding, there is tension and interference from Town Hall, lack of support from PART of the township committee, non-support of Town Council, radio communication problems, the building is dilapidated and in need of repairs in comparison with other buildings in town", and finally, "from watching the meetings, it appears the administrator and some of the committee members don't make it easy to purchase equipment and services needed for the department to function properly."

The data that was gleaned from the survey instrument was informative, but with less than 1/3 of the invited personnel participating in the survey, an opportunity was missed to offer anything other than anecdotal information. MRI customarily conducts surveys as part of a high-

level organizational overview with outstanding participation and results that can often be formulated into action. Long Hill was the first such project where MRI encountered such strong resistance or organizational apathy.

CONCLUSIONS

The Township of Long Hill has made a prudent and valuable decision to evaluate the current delivery of police services to the community to enable greater effectiveness and efficiency for its delivery in the future. In the absence of programmatic oversight, such as has been provided in the past by CALEA and the New Jersey Chiefs, a risk review such as this one can be a valuable tool to assess the current state and provide a road map to the future for the police department.

This risk review was intended to be a high-level review of physical, financial, and reputational risks as they pertain to the operations of the Long Hill Police Department. Immediately apparent and nearly overwhelming in nature is the inadequacy of the police facility and its' imperiled location within the Passaic River floodplain. In addition to a flood-prone dysfunctional work environment that is worsened with each flood, the police department headquarters building works against the good morale and esprit de corps of the police force.

As Long Hill appropriately seeks to have a high-performing police department, it must realize that the current building is a negative factor. When people speak of officer safety it is almost exclusively in the context of "on the streets." Unfortunately, the police facility extends those concerns inside its walls and the confines of the property lines to some extent. Reasonable steps should be taken to garner community support for the replacement of the aged police facility at a location that is not prone to dangerous flooding as soon as possible.

Over the course of this review, a significant observation of strained relations between the Township Committee, Township Administrator, and its Police Chief is an impediment to healthy local governance. By interview, document review, and video study, MRI has concluded that the Township Committee has allowed the Chief of Police to deviate from practical norms of management within the construct of Township policies and procedures. The resultant friction has created an atmosphere of mistrust between these highly visible and important parties that has permeated the Committee, town administration, and police department to their core.

In preparing for the future, Long Hill officials should underpin the delivery of police services on a business and strategic planning basis. From a private sector enterprise perspective, having a business plan is essential in gaining start-up financing. The plan must be frequently updated to

meet the competition of the marketplace. The public sector is different in that police departments do not have competitors and traditionally they have not had strategic plans to guide their delivery of services. Strategic planning will be beneficial, as it will require priorities to be set by commonly understood goals and objectives. By the clear delineation of assignments consistent with established goals and objectives, followed by organizational and personnel evaluation of performance, accountability for defined outcomes can be assigned and expected.

MRI was mindful that the Long Hill Police Department has had a long and successful history of policing excellence through its active participation with CALEA and the NJ Chiefs in the pursuit and maintenance of compliance with industry standards and best practices. At present, the written directives of the police department are timely, relevant, and representative of industry standards established by the NJ Chiefs. In short order, however, with accreditation being removed from the operating budget, coupled with the loss of assistance by the Rodgers Group and the oft-repeated concerns of overworked staff, it is a reasonable belief to expect that the department will lose sight of the imperative nature of organizational policy compliance. The risk associated with this loss can be overcome by funding accreditation and requiring the Chief of Police to maintain accredited status of the Long Hill Police Department.

It cannot be overstated how important a well-structured, well-equipped, well-managed, public safety communications center, operated by fully trained personnel, is to the delivery of public safety services, both emergency and non-emergency, to the community. The technology supporting communications in all of its forms must be current; base, mobile-mounted, and officer-carried radios should have full functionality within reasonable limits. The current contracted communications and technical support services provided by Morris County are excellent; the Township Committee should continue to pursue contract extensions for as long as costs and services are in line with community expectations.

A viable organizational structure has been described; however, it must be put into practical application. To be viable, LHPD must adhere to basic principles of organization, assign people to tasks that meet contemporary needs of the organization, and through an articulated evaluation process, hold people accountable for the performance of their tasks. The recommended civilianization of tasks currently assigned to sworn officers that are administrative and clerical in nature is consistent with a trend in policing that has been underway for the past 20 to 30 years. Continued civilianization emphasizes that sworn police officers need to be assigned to the enforcement side of a department and not the non-enforcement side. Police agencies are better able to relate to the community they serve when the composition of the department

generally reflects the composition of that community. Chief Naga has expressed his desire to ensure that there is diversity within the ranks of the department, a desire reflected in comments made to MRI by the Mayor and other Long Hill officials.

Personnel costs in most police departments account for 80% or more of the department's annual budget. The patrol function of police departments has the lion's share of the personnel. For police departments to be efficient, they must effectively manage the patrol function. With data currently available to the department, LHPD should be conducting analysis of calls for service data based on the geographic location of the calls to better configure patrol assignments. In the present state of the department, MRI's staffing analysis has demonstrated that the LHPD will need to hire additional officers to meet the scheduling needs of the department. In the interim, data analysis could improve the department's ability to respond to calls and prevent crime and temporarily fill the gap while new positions are funded and filled.

Training in a police department serves several important requirements; meeting the legal requirements of recruit training that lead to a police officers' certification, enhancement of basic skills, meeting in-service training requirements for veteran officers, and meeting certification requirements for officers with specialized skills. The Long Hill police have a good track record in meeting all requirements. These last (2) two years they have responded appropriately to the restrictions imposed by a pandemic on ordinary training regimens. As the pandemic is resolved, a renewed effort to expand training exponentially is recommended. Training helps safeguard the community from liability stemming from the behavior of untrained officers. Training also goes hand-in-hand with career development and can be a morale booster. For available training to be most effective, three things are required. First, the department must set its training needs in a priority fashion while conducting an inventory of skills already found within the ranks. Second, a training plan to meet the priorities and sustain the level of needed training must be developed, and thirdly, the training plan must be included in the annual department budget.

The current financial situation for municipal governments across the country today is challenging. Increased costs associated with fuel, durable and expendable goods, health care, and other cost centers make budgeting as much an art as a science. With no apparent relief in sight, it is all the more necessary for department managers to act more strategically based on data-driven planning, and to build organizations that strive for every efficiency to be gained in their operation. The annual budget becomes the expression of these efforts as the budget sets out the priorities established by department managers. The Long Hill Police will be more viable in competing for scarce municipal resources when it adopts a more strategic, business plan

model for its budget development. With the adoption of greater inventory control and equipment replacement schedules, the department will also become efficient with the resources it acquires.



EXECUTIVE SUMMARY OF RECOMMENDATIONS

This review provides a snapshot of the current state of the Long Hill Police Department as it relates to managed risk. For consideration while moving forward, MRI makes three generalized recommendations:

1. Long Hill Police Department should return to the work of a comprehensive review of policies, practices, and administrative tasks with the assistance of the Rodgers Group to ensure they comply with industry standards and best practices as soon as possible. The historic relationship of the LHPD with Accreditation should be restored.
2. Mediation and/or correction of the relationship between the Township Committee, Township Administrator, and Chief Naga to restore mutual trust and transparency is important to the long-term health and wellness of intra-governmental effectiveness.
3. Compliance with Title 40 imposes mutual responsibility for careful and continuous succession planning on the Chief of Police and Township Committee.

Though shown numerically, these recommendations are not listed in order of priority. Generally, they are repeated here in part from the contents of the report. Working together, the Township Committee, Township Administrator, and the Chief of Police should review these recommendations and establish an order of priority. MRI further recommends that those items found below that are related to life safety risks should be addressed soonest.

FACILITY

Principle Recommendation

1. Replace the facility at a location safe from flooding. Such replacement should account for space needs of personnel, records, evidence, and other factors for a period of not less than 50 years.

Interim Recommendations

1. Place prominent signs at the entrance to the facility to clearly identify the structure as a police department. Such signs should be visible at night and during poor weather conditions.
2. Move the Township Emergency Operations Center to a location that will not be impacted by flooding.
3. Replace the generator with a current make/model that operates automatically and is fueled without human touch. The replaced generator should be made secure by being surrounded by appropriate fencing, video monitoring, and other security features that may be applicable to the facility, generator, and placement.
4. Replace outbuildings with weather-tight and appropriately ventilated structures that have been mounted above anticipated flood levels. New outbuildings should separately accommodate agency-owned property and archived records, as applicable. Such replaced buildings should be made secure by being surrounded by appropriate fencing, video monitoring, and other security features that may be applicable to placement and access authority.
5. Expand the use and placement of security cameras to assure 360-degree coverage of the property and facility.

FLEET

1. A comprehensive fleet replacement plan should be developed and implemented as part of a greater strategic plan. First line cars (those responsible for day-to-day patrol and emergency response to calls for service) should be replaced or cycled to less critical duties with the frequency needed to keep those vehicles in a condition intended by the manufacturer at the time of delivery.
2. Officers should conduct a comprehensive inspection of fleet vehicles and assigned equipment at the start of each use to document the condition of vehicles prior to use, whether good or bad. Consistent with industry standards and best practices a secondary inspection of certain features should be conducted prior to the officer going home at the end of assigned use.

WRITTEN DIRECTIVES AND ACCREDITATION

1. MRI recommends that the Township of Long Hill continue its contracted relationship with the Rodgers Group for policy maintenance and accreditation management.
2. MRI recommends that the Township of Long Hill fund accreditation of the Long Hill Police Department.

ORGANIZATIONAL STRUCTURE AND STAFFING

1. MRI recommends that policy governing the organizational structure be implemented in practice so that the Lieutenants, at a minimum, understand their roles within the organization.
2. MRI recommends that the police department evaluate the current assignment of tasks to sworn officers that may be less expensively assigned to non-sworn personnel, thereby freeing sworn officers for patrol, crime prevention, and other traditional police activities.
3. MRI recommends that the Township Committee and Chief of Police work cooperatively to develop a program designed to ensure that senior personnel within each rank have participated in career development preparations for the next rank, at a minimum.

WORKLOAD ASSESSMENT

The workload analysis identified that in addition to the current budget authorized strength, the Long Hill Police Department has the workload to suggest the need for an additional six (6) police officers. Recognizing this is a significant investment, this shortfall should be realized in a structured and timely manner. Based on information collected in the aggregate, MRI also suggests that the police department would be well served by the addition of at least one more civilian employee. With additional civilian employees, consideration of job task re-assignment may result in improved police service delivery and administrative task completion in a more cost-effective way.

1. Once staffing is increased to *current* budget authorized levels, consideration of alternate shift scheduling/configurations to assure rest and effectiveness of police is recommended.
2. The Police Chief and Township Committee should work cooperatively to develop and implement a plan to introduce an additional six police officers to the operating budget based on community expectations for policing.

COMMUNICATIONS

1. MRI recommends that the Long Hill Township maintain contracted services provided by Morris County.
2. Due to the life safety imperative nature of communications within school buildings, MRI recommends immediate assessment of repeaters located in the school system should be conducted and any/all repairs and necessary maintenance contracted as soon as possible. Additionally, an annual maintenance contract be obtained to ensure the operational readiness of the school repeaters; administration of the contract should be assigned to an LHPD staff person with authority to act swiftly in the event of a system failure.
3. MRI recommends that personnel assigned to patrol should maintain a log to document specific locations in the community that they find has poor radio communications service.
4. MRI recommends that at the start of each patrol shift or other police duty, officers should conduct a documented inspection of their assigned police radio(s) to assure operational readiness.

INTRA-GOVERNMENT RELATIONS, COMMUNITY POLICING AND COMMUNITY OUTREACH

1. MRI recommends that the LHPD develop a strategic plan. The strategic plan should define the public safety goals and objectives for the police department and the community that it serves. In creating the strategic plan, the police department needs to formalize existing partnerships with community members to assist in identifying and solving community problems. Typical community partners include representation from civic organizations, business leaders, community leaders, medical and mental health organizations, social services providers, churches, neighborhood groups, individual citizens, and representatives from minority communities.
2. MRI recommends that the LHPD revise existing policy so that position/job descriptions and personnel evaluations are tailored to the performance of the officers and consistent with the organizational philosophy of community policing.
3. MRI recommends that the Township Committee should carefully document direction to its department heads, including the Chief of Police. When there is an undesirable deviation from policy and direction, the Township Committee should take documented steps to correct unwelcome conduct and hold all employees accountable.

4. MRI recommends that the Township Committee restore the oversight authority of the Police Department to the Township Administrator.
5. MRI recommends that with the assistance of Counsel or a consultant specializing in workplace conflict mediation, the Township Committee should mediate a return to a healthy work partnership between the Township Administrator and Chief of Police. Mediation efforts should be carefully documented.
6. MRI recommends that in 2023, the LHPD National Night Out Event should be focused on building relationships within the community. Deliberate efforts designed to elicit divisiveness between the department and local government should be strongly discouraged from being repeated.



Overtime Use

Overtime in many police departments is both a challenge to the governing body and the police chief tasked with managing the operating budget. Police CEOs approach the budget year with allocations for expenses they can define and anticipate will occur within the budget year. The annual challenge to budget development is the knowledge that no governing body will allow blanket financial projections regarding events that may not occur. Hence, yearly projections for overtime expenditures will be unable to fund unknown natural disasters or other horrific events. Most managers and governing bodies understand this challenge and will readily transfer funds from other budget lines to financially contain these necessary expenses.

The matrix below is a six (6) year budgeted and expended funds from Long Hill Police Department's overtime lines.

| Budget Year | Budgeted | Actually Spent |
|-------------|----------|----------------|
| 2017 | \$78,000 | \$77,991.19 |
| 2018 | \$80,000 | \$65,459.14 |
| 2019 | \$75,000 | \$51,093.21 |
| 2020 | \$75,000 | \$83,824.85 |
| 2021 | \$75,000 | \$101,481.61 |
| 2022 | \$85,000 | \$61,234.99 |
| Average | \$78,000 | \$73,514.16 |

MRI was impressed that the budget projections were well-developed and apparently cautiously expended. While 2021 is an outlier, the average funds expended over this period is well within the budgeted allocations.