



City of Austin

Feasibility Study:
Public Safety Consolidation

August 24, 2006

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Consolidation Scenario

Premise:

On June 22, 2006 the City Council passed a resolution directing the City Manager to complete a feasibility study regarding the potential costs, savings, efficiencies, employment issues, and practicality of combining all of the City's law enforcement officers under a central command and control structure, and report back to Council in 45 days. The Austin Police Department was asked to examine the scenario of consolidating the two departments and to provide a plan for how APD would foresee the consolidation being accomplished.

APD does have concerns with consolidation in general. Most significant is the lack of a hiring process to screen former PSEM officers before allowing them to become APD officers. Also significant concerns for APD management is the ability for former PSEM officers to laterally transfer into APD with rank and have the ability to immediately begin promoting within the APD system without having first worked for a specified period of time under APD structure and supervision. Additionally, there is an important difference between the professional experience of officers who have worked only in a PSEM branch with a narrow focus of operations and that of APD officers. The difference would especially be problematic if former PSEM officers or supervisors immediately promoted and began supervising APD officers.

Any effort to consolidate the two departments should fully consider and address liability concerns, especially those related to officer training and safety.

Mission:

To consolidate the three separate functions of Airport Police, Park Police, and City Marshals into APD as divisions and ensure that APD continues to deliver the same level of quality service being provided currently by the three branches under PSEM.

Consolidation Scenario:

1. All current PSEM peace officers would be transferred to APD with a rank equivalent to an APD officer's up to the position of commander. Newly created APD patrol officers would be afforded the opportunity to transfer within APD after completing a 3-year PSEM "stabilization" assignment and APD training requirements. The only exception would be promotions as former PSEM officers and supervisors would be eligible for promotion within the APD system immediately upon consolidation. If not promoted, the former PSEM officer would stay at his or her PSEM division for the first three years. Current APD officers would be allowed to transfer into any of the three new divisions as vacancies became available within the new divisions.

This approach is designed to maintain current experienced personnel at the PSEM divisions for the purposes of continuity and transition, but offers considerable challenge and cost in training these new officers to become part of APD. For new positions that could not be filled by current PSEM officers, APD would have to provide specialized training for APD officers to be able to work in the new divisions - especially Airport Police.

2. To maintain the current level of service, APD would attempt to replicate the service provisions at each agency. In order to meet APD staffing, supervisory, and risk management standards, APD would need to increase staffing to various extents in the Airport Police, Park Police, and City Marshal functions.

Transfer and Promotion Requirements:

For all three PSEM agencies, this consolidation option involves bringing PSEM officers to APD with an equivalent rank structure. After a 3-year "stabilization period," and completion of training requirements, PSEM officers would be able to apply for transfer to other units within APD. As stated previously, the only exception to the 3-year rule would be a promotion within APD. The following chart shows the transfer and promotion requirements for each rank.

PSEM Rank	Classroom Training	Field Training	Assignment at PSEM Division
Police officer	8-week APD classroom/skills training designed for consolidation.	8 weeks with APD - certified Field Training Officer.	3-year assignment from completion of training, unless promoted to APD detective or corporal.
Sergeant	8-week classroom/skills and APD 80-hour basic supervisor course.	8 weeks with Patrol Sergeant	3-year assignment from completion of training, unless promoted to APD lieutenant.
Lieutenant	8-week classroom/skills and APD 80-hour basic supervisor course.	4 weeks with Patrol Lieutenant.	3-year assignment from completion of training, unless promoted to APD commander. Required attendance at an approved long-term management school within 3 years of consolidation.
Commander	8-week classroom/skills and APD 80-hour basic	2-week assignment to APD Patrol	3-year assignment from completion of training, unless appointed an APD Assistant Chief. Required

	supervisor course.	Commander and continued one-on-one mentoring for 6 months with senior APD. Commander.	attendance at an approved long-term management school within 3 years of consolidation.
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It would take approximately one year to complete the training requirements for all PSEM officers, if each class began one right after the other. If the current pool of 109 PSEM peace officer positions were divided into thirds for training purposes, then three 16-week blocks of training would be required. Dividing the total number into thirds would create smaller, more manageable classes and not totally deplete each agency during the 16-week blocks. Again, backfill – especially at the Airport where special training is needed – will be a continuing challenge for that year.

Training Recommendations:

Training recommendations are based on current APD practices and law enforcement risk management considerations:

- 8-week classroom training covers essential risk management areas, such as but not limited to Use of Force, Firearms Proficiency Training, Defensive Tactics, Police/Pursuit Driving, Code of Conduct/Law Enforcement Ethics, and Arrest, Search, and Seizure policies and case law. Also included would be an orientation to the different areas of APD, such as Homicide, Forensics, and Internal Affairs, that an APD officer needs to understand and know how to use. In addition, all APD officers and sergeants assigned to first responder patrol functions are in the process of completing a 40-hour "Street Tactics" course. This would need to be part of the consolidation training for incoming PSEM officers.
- 8 weeks field training for officers and sergeants. Previously, APD had a modified academy (11 to 18 weeks long) for prior law enforcement officers hired by APD. Those with prior law enforcement experience were required to ride a minimum of 8 weeks to demonstrate competency and then proficiency. Shift sergeants are primarily responsible for the day-to-day supervision, guidance, and development of patrol officers. This scenario calls for former PSEM sergeants to complete 8 weeks experience riding with a current APD patrol sergeant to speed up the process of acculturation and the understanding of APD expectations of first-line supervisors. The 4-week and 2-week field training periods for lieutenants and commanders, respectively, are based on the same principles.
- 80-hour supervisor course. APD has only one supervisor's course that it provides sergeants and corporals. To start all supervisors at the same baseline, the scenario proposes sending all former PSEM supervisors through the same basic supervisor's course required of all APD first-line

supervisors. Eighty hours covers just the classroom portion. The practical application portion would be covered under the field training done with APD patrol sergeants.

- Recommendations on long-term management schools for lieutenants and commanders are consistent with current APD requirements of its lieutenants and commanders.

Training Consideration:

The current commander over APD Training and its former long-term lieutenant over cadet training reviewed the proposed training requirements and *recommended far longer training periods for former PSEM officers to ensure their personal and professional standards more closely mirrored those of APD officers who were hired and trained by APD from the outset.* Differences included a 15-week modified training class and 12 weeks of field training. The recommendations in this proposal are based on APD's experience in training law enforcement officers who come to APD from other agencies, as well as a common-sense approach to risk management issues related to broadening the law enforcement responsibilities of the PSEM officers. The proposed recommendations are a starting point for more a comprehensive review of training needs that would precede any type of consolidation.

Airport Police Function:

Logistics:

Airport Police would be a division under an APD Commander who would be supervised by an Assistant Chief. Under this scenario, the current Airport Chief would be designated as the APD Commander for the newly organized Airport Unit.

A significant concern with Airport Police is that once it becomes an assignment within APD as opposed to a permanent position, there will be regular turnover at the patrol officer and supervisory ranks as people promote and transfer in and out. ***Key to the current success and effectiveness of the Airport Police is the consistent training on issues specific to Airport security and the ability to quickly react to new security directives from the Department of Aviation, Transportation Security Administration (TSA), and Department of Homeland Security.*** Heightened security levels from Homeland Security can immediately change work schedules and duties for all officers assigned to Airport Police. Currently, Airport police officers are prepared for unexpected changes to their work schedules. However, the unpredictable work hours could make this assignment less attractive and more difficult to fill in the future with APD officers. This could involve the eventual need for a stipend to attract voluntary staffing, or having officers assigned involuntarily.

Personnel/Promotions:

1. The current 48 Airport police officer positions would be assigned to the Airport Unit for a 3-year period, unless promoted. There are 36 police officer positions, 9 sergeants, 2 lieutenants, and the current Airport police chief's position currently assigned to the Airport police. In addition to any staffing needed to support the new Airport Police Division, immediate promotions within APD would be required to bring supervisory staffing levels in line with APD standards (e.g. corporals for patrol shifts with seven or more officers and detective positions for duties related to in-depth or follow-up investigations of criminal incidents occurring on airport property).
2. To use the existing Airport staffing and supplement the supervisory chain of control, the Airport Unit would be staffed as follows:
 - **33 Police Officer Positions.** Staffed using current shift schedules. Three of the current 36 police officer positions will be transferred to the new Park Police Division to assist with lake patrol staffing.
 - **2 Corporals** (2 day patrol shifts, each with seven officers. APD currently has no patrol shift with seven officers or more that does not have a corporal's position. The Airport evening and night shifts have less than seven officers per shift). Corporal is not currently a rank within Airport Police. It is needed to reduce span of control and ensure a supervisor is always on duty when the shift is on duty. Newly promoted APD officers would be assigned to this function.
 - **2 Detectives** - needed to investigate offenses occurring on Airport property and to coordinate investigations with federal authorities. In 2005, three Airport police officers reviewed 769 reports occurring on Airport property and conducted as-needed follow up. Airport police also has officers assigned to work with the Internal Revenue Service and the Joint Terrorism Task Force, which is a position at APD staffed by a detective because of the in-depth work. Airport Police officers currently fill these positions; however, APD officers cannot investigate cases past the preliminary stage (due to previous litigation by officers claiming to do the work of detectives but not receiving the pay). Two new detective positions would be created to conduct case investigations. The three patrol officer positions currently fulfilling this duty would be transferred to the Park Police Division. Between new corporal and detective promotions, this would reduce by four the number of current APD patrol officer positions elsewhere in the department.
 - **9 Sergeants** - currently filled by Airport police sergeants. Current Airport staffing includes nine sergeants; however, after consolidation, there would not be a need for nine APD sergeants. The extra position would be eventually eliminated through attrition, but in the meantime, would be assigned to administrative support at the Airport to assist with consolidation efforts.
 - **2 Lieutenants**- 1 Lieutenant over patrol functions and 1 Lieutenant over Administrative and Support functions. Current Airport police lieutenants would be assigned to this function.

- **1 Commander-** due to the insulated and highly specialized nature of the work done by Airport Police, a central manager is needed who would be onsite. Aside from overseeing Airport law enforcement and security would be the added responsibility of coordinating the law enforcement/security function with the Airport Police's client bases: Department of Aviation, Airlines, and the Public. The current airport police chief would be assigned to this position.

Airport Police Training Considerations:

1. Airport Police officers require special training because of the specific nature of their work. APD patrol officers are generalists and the Airport Police function requires specialists. Each APD officer assigned to the Airport Police would require 80 hours of immediate training specific to Airport security (based on what new Airport Police officers currently receive). Eight of these hours are required before the Department of Aviation will even allow a police officer into sensitive areas of the airport. ***Under this scenario, Airport Police Officers would continue to provide these services for the three-year period, but in order to fill any vacancies left by departing patrol officers, APD would need to institute special training as part of an assignment to the Airport Police Division.***
2. Currently, APD Training does not have any instructors certified to teach any courses related to Airport security. This requirement could be covered initially by incoming former Airport police officers; however, long-range needs would require instructors at APD who keep current with new requirements and training. This involves ongoing training.
3. In addition to the training required by Federal authorities is the current Airport Police requirement that all Airport Police officers be some level of advanced medical aid provider. This is a vitally important component to the current services provided by Airport Police because of the large numbers of travelers contained in an area not easily reached by other COA emergency workers. Any APD officer assigned to the Airport would require at minimum 40 hours of training for Emergency Care Attendant certification. Higher and more desirable levels are Emergency Medical Technician- Basic at 140 hours of training, EMT-Intermediate at 160 hours, and EMT-Paramedic at 624 hours.
4. Currently, APD Training does not offer training beyond basic first aid and CPR. An instructor must possess at least an EMT-I certification before being licensed to train at ECA or EMT-B levels.
5. K-9 officers at the Airport require training outside of that provided or required by the APD K-9 Unit. The TSA requires initial certification and annual re-evaluation of Airport K-9 officers using scenarios specific to airports. The APD K-9 Unit does not currently provide this kind of training.
6. Similar to the Homicide in Progress Scenarios (HIPS) that APD patrol officers annually receive because of the Columbine tragedy, Airport police require scenario-specific training using the unique environment of the airport, such as aircraft hijackings, terminal and cargo emergencies, and tarmac incidents. Currently, APD does not have the resources to provide this kind of training, which

would require ongoing training for in-house instructors or contracted services that specialize in this kind of training.

Additional Cost Considerations Related to Training:

1. Currently, Airport Police provides a stipend to officers based on the level of their medical certification. This soft pay benefit acts as compensation for the additional skill and incentive to increase the skill. PSEM is currently training Park Police and City Marshals for this medical service. APD recognizes the immediate value of Park Police having this skill as they patrol out-of-the-way or hard-to-reach park/lake locations. APD would need to continue to provide the stipend for Airport officers and those working the parks.
2. The medical certifications acquired by Airport police require a fee. Each ECA or EMT-B certification or recertification costs \$60. For EMT-I or EMT-P, the fee is \$90.

Immediate Problems:

1. Maintain current staffing during training period:
 - While former PSEM Airport patrol officers would be available to begin working in the new Airport Police Division upon consolidation, they would also be required to complete 8 weeks of APD classroom training and 8 weeks of field training in an APD area command. As discussed in the training section of this document ("Combined Costs"), APD would have to conduct a series of training classes to ensure that adequate staffing is available at the Airport while officers are in training, most likely staffed at overtime using APD patrol officers. The Airport Police Division has specialized security requirements that pose challenges to overtime staffing with APD patrol officers who have not had the training.
2. Security Elevations and Alerts:
 - Periodically, the Department of Homeland Security will elevate the alert level for sensitive locations (i.e., airports) requiring an immediate switch to an emergency shift schedule. In addition, the Airport police must respond to random security directives by various airport authorities outside of APD. These directives require immediate response that may involve reallocation of personnel and or resources.
3. Non-law enforcement functions that are currently provided as a courtesy by Airport Police that APD would discontinue:
 - a. Response to alarms to non-critical areas of the airport, such as stairwells.
 - b. ATM money escorts. APD officers do not transport or escort cash or its equivalent. This has long been a prohibition for professional law enforcement agencies.

At this time, APD cannot offer a solution for these dropped services, other than armed or unarmed security. The ATM money escorts are especially problematic because non-peace officers are not allowed into the Airport with a weapon. APD may be forced to continue this practice because no other reasonable option exists.

Long-Term Considerations:

After the 3-year assignment period, Airport officers will have the ability to transfer to other APD departments. This may lead to the loss of experienced officers at the Airport. In addition, immediate promotional opportunities will lead to some turnover of former PSEM officers before the 3-year period ends.

Park Police Function:

Logistics:

The Park Police function would become a division under an APD commander. Patrol support functions would be provided by the area commands consistent with current practices. A significant concern with the Park Police function is that it is currently a service-driven organization focused less on law enforcement and more on crime prevention. It can afford this level of specificity because its only mission is the parks and lake ways. As part of APD, there will be an inevitable broadening of the Park Police focus to accommodate the greater and more diverse demands on APD in relation to the parks and the neighborhoods/areas adjacent to the parks.

Current Park Police staffing levels, at officer and supervisory ranks, do not meet current APD standards. To address officer safety, risk management, and span of control issues, additional officer and supervisory positions should be added.

Personnel/Promotion:

- **38 current Parks Police Officer Positions, 2 new positions added, 3 transferred from Airport Police.** The current 38 Park Police patrol officer positions would become APD patrol officer positions. Five additional patrol positions would be needed to properly staff Lake Patrol with two officers per boat with two full shifts: six officers and one sergeant on each shift. Of the 5 new positions, 3 will be filled from patrol officer positions transferred from Airport Police that will no longer be needed after consolidation. Two new APD patrol officer positions would be created to complete the 5 needed positions. Currently, there are only 7 lake patrol officers (one position is vacant) and one sergeant trying to cover 7 days a week. Two shifts of six would require transferring the seventh officer position to the second shift and adding five patrol officer positions. The addition of another full shift would allow for seven-day-a-week coverage with two-officer boats and double coverage on Sundays for the three lakes patrolled by Park Police. The additional sergeant position would come from the former Park Police ARCH/Special Events sergeant's position no longer needed after consolidation with APD.
- **2 corporals** - (2 patrol corporals, one for each of the 7-officer day shifts). Not currently a rank within in Park Police. Needed for span of control and to ensure a supervisor is always on duty when the shift is on duty. These 2

corporal positions would create 2 APD patrol officer vacancies as patrol officers promote and fill this rank.

- **6 sergeants** – Six of the current Park Police Sergeant positions will be assigned as the APD Sergeants for the Park Police Division. Park Police is currently carrying seven sergeant positions, but one is being carried as a vacancy (relief sergeant). This vacant position would be eliminated after consolidation.
- **2 lieutenants** – 1 for patrol functions and the other for administrative functions (for example, liaison for special events). The current Park Police Lieutenant positions will be assigned as the APD Lieutenants for the Park Police Division.
- **1 commander** - a central administrator is needed for this assignment to maintain a healthy and ongoing relationship with the client base for Park Police: COA Parks and Recreation Department, various Park boards, and the public (both citizens actively engaged in their parks and members of the general public who patronize the parks). The current Chief of Park Police position will be assigned as the APD Commander for the Park Police Division. This position is currently filled by a Park Police captain acting as a chief. The captain's position at Park Police would not be needed after consolidation.

Staffing Alternatives:

An alternative to help increase staffing during the busy time of the year without having to add additional patrol officer positions is the use of civilian park rangers and volunteers. This would help spread the ability of Park Police to at least provide observation of more parks and lakes. The downside is that if problems occur, the park rangers and volunteers would still have to summon peace officers. PSEM is in negotiations with AISD police to help supplement Park Police during the summer months, but that still leaves several warm-weather months during the school year when AISD would not be able to help.

Training Considerations:

Park Police provides the only lake and waterway patrol within the City of Austin. To operate a law enforcement boat on a waterway requires training under the Water Code and Parks and Wildlife rules. Any patrol officer who transfers to Lake Patrol would immediately need this training. Currently, Park Police requires a 2-month field training course that includes such things as a Marine Safety Enforcement Officer class, boater education instructor course, basic and advanced boat collision investigation, and boating while intoxicated course. The APD Training Academy does not currently provide this training. Incoming Park Police instructors could provide this training; however, long-range needs would require instructors at the APD who keep current with the new requirements. This involves ongoing training.

Equipment Considerations:

Jet Skis – currently Park Police is loaned free of charge two jet skis from Woods Honda-Kawasaki to use during the busy summer months. The jet skis have proven to be versatile and highly useful on congested lakes and waterways. Maintenance and repairs are provided free by Woods.

- Although gracious of Woods to offer this each year, it is not a preferred or reliable means of providing APD with a tool proven to be useful and valuable during the busiest time of the park year. APD should purchase or lease its own jet skis for its Park Police division. Needs would be:
 - 2 jet skis.
 - The ability to service the jet skis, either by additional training for COA mechanics or through paid contracted services.
 - A training course for jet skis, similar to what officers have to complete to ride bicycles or ATVs.

Immediate Problems:

1. Currently, Park Police provides a security function for the Austin Resource Center for the Homeless (ARCH). Four officers and 1 sergeant provide exterior security to the 3-story structure and its immediate areas. The four officers provide regular coverage is from 7am to 5pm, seven days a week. For the hours of 5pm to 9pm, 1 officer is paid overtime. Continuing this role at APD would likely be addressed in one of three ways:
 - First, APD could attempt to replicate the current Park Police staffing. However, this would require the use of overtime to staff at the current service level.
 - Second, APD could assign an extra patrol officer to each of its two Downtown Area Command (DTAC) day shifts and two evening shifts and assign the officers to exterior security at the ARCH. The officers currently assigned to the ARCH assignment at Park Police could be used to staff this option.
 - Third, APD could change current service levels by not assigning an officer and having officers respond to calls for service only at the ARCH. This would free the current Park Police patrol officer positions assigned to the ARCH to cover increased lake patrol staffing at Park Police and increased staffing on Class C warrant executions at the former City Marshals. However, this option would need careful consideration and input from the ARCH personnel as what their on-site security needs might be.A remaining option would be to hire unarmed or armed security to provide the same service.
2. Special Events. Park Police is currently responsible for coordinating about 45 special events per year that occur on park property. Trail of Lights, Austin City Limits, Urban Fest, Kite Fest, and Fourth of July are some examples. The planning for these events would be added to APD Special Events Unit's list of events; however, the large increase in planning will require enlarging APD's

Special Events unit. Trail of Lights will effectively shut down the Park Police Division for 4 weeks during the Christmas season.

3. Increased overtime. APD's overtime budget will be impacted if APD assumes the same role currently performed by Park Police for special events occurring in the parks. In addition, APD officers are likely to resist transferring to an assignment that is subject to schedule changes, making Park Police an undesirable assignment possibly staffed involuntarily.
4. Non-Law Enforcement related duties. The following are tasks currently provided by Park Police that would be discontinued by APD:
 - Courier services transporting money from pools and other park properties. APD does not transport or escort cash or its equivalent.
 - Mandatory time spent at recreational centers. Currently, Park Police requires that officers spend a minimum of 8 hours per week at various Park recreational centers. Although a commendable community policing tool, it becomes problematic paying an APD patrol officer to sit at a recreational center. An alternative would be a civilian uniformed park ranger or volunteer.
4. Turnover in patrol officers and supervisors at APD Park Police is inevitable, as it is for all APD assignments. Park Police was originally separated from APD to help create and maintain stable relationships between the park system and the public. This will be difficult to maintain when Park Police once again becomes an assignment within APD as opposed to a permanent position.

City Marshal Function:

Logistics:

City Marshals currently divide their personnel between Class C warrant execution and other general duties, such as courtroom security and response to reports of counterfeit handicapped placards. Over the years, City Marshals became a catch-all agency for peace officer duties not requiring the expertise or skill of an APD officer. If APD were to assume all City Marshal duties, then APD officers would be performing these duties. A primary determination is whether Class C warrant executions should be a focus for APD, or whether the additional APD patrol officer positions should be used to increase the ability to serve more serious warrants through the APD Fugitive Unit. If APD continues to focus exclusively on Class C warrants, then it could be perceived that it is only doing so as a revenue-generating exercise at the expense of more important issues. The downside to discontinuing the dedicated Class C warrant service might be a backlog in Class C warrants as individuals fear less the consequences of not resolving their citations. ***This scenario pre-supposes that APD will continue to provide the same services as City Marshals currently provides to its client bases: Municipal Court and Downtown Community Court.***

Personnel/Promotions:

1. City Marshals currently has 10 deputy positions and three supervisory positions. The 10 deputy positions would transfer to APD as a patrol officer positions. Four

deputies are currently responsible for Class C warrant execution. Six deputies currently provide courtroom security to Municipal Court-Main, Municipal Court-South, and Downtown Community Court. The 10 deputies split responsibilities for the boot and tow impounds that occur during the afternoon and response to complaints of counterfeit handicap placards. Class C warrant execution is an area where City Marshals are currently understaffed. The following positions would be needed to bring the division into compliance with APD standards for officer safety and supervision:

- **14 patrol officers** – Currently, City Marshals who serve Class C warrants, primarily at citizens' residences, do so without another officer as backup. APD's safety and risk management standards require that at a minimum two officers serve warrants. The current 4 deputy positions would need to be doubled to 8 APD patrol officer positions to continue serving the same amount of warrants as currently, but with two officers per vehicle. The current number of City Marshal positions at the three court sites is sufficient. The total number of patrol officers would be 14; 10 original officers and 4 newly added APD officers.
- **2 sergeants** – one sergeant for the Class C warrant executions and the other to supervise the six officers working court security. These positions would be filled by the two existing senior deputies otherwise known as "sergeants."
- **1 lieutenant** – needed as the central administrator for the division. The lieutenant would report to an APD commander, most likely the Centralized Investigations Commander over the Fugitive Unit or the DTAC commander. Another option would be having the lieutenant report directly to the Assistant Chief over consolidated services. The PSEM supervisor currently in this position has the rank of "Chief of City Marshals," but the span of control and responsibilities of that position are more consistent with that of an APD lieutenant, not a commander.

Immediate Problems:

1. Without the Class C warrant processing center at the main courthouse to take custody of prisoners, the current ability for APD officers to drop off Class C warrant prisoners might have to be discontinued. This would add to the out-of-service time associated with Class C arrests. More complicated is the current procedure for Downtown Community Court. APD might have to continue this service or Downtown Community Court might have to explore contracting with the Travis County Sheriff's Department (TCSO) to transport prisoners to Downtown Community Court. Although TCSO might transport the prisoners for a fee from central lockup, they might be far less likely to agree to standby with them until the judge hears all the prisoners' cases. The following are options available to COA:
 - Armed security could be used to supplement security services at the Municipal Court buildings. Previously, the COA had armed security at the court buildings but discontinued the practice because of concerns over the unknown quantity or quality of training provided armed contracted security

guards by their parent company. The COA could begin hiring its own armed security guards to supplement police services, but would need to create a hiring, training, and retention process of its own in accordance with risk management standards.

- While there are no laws that prohibit the City from using security guards to transport or guard Class C prisoners at Municipal Court or Downtown Community Court, there are risk management considerations that make this option problematic. Contracting for security guard services is an option, but the City would not have first-hand or immediate knowledge of the training and experience of the guards. Hiring non-peace officer personnel as City employees who are assigned to transport and guard prisoners would ensure that the City could thoroughly screen and train the employees who would take over these functions from the City Marshals, but the City would have to create the infrastructure to support such a program. Regardless of whether security personnel were contract workers or city employees, non-peace officer personnel have less training and authority than any City peace officer.
2. APD officers do not facilitate cash transactions or its equivalent because of the possible perceptions or accusations of coercion, duress, or theft. The current ability for citizens to pay by credit card via the telephone in lieu of custody arrest by City Marshals would be discontinued by APD.
 3. The potential loss of the processing center at the main court building and the loss of the ability to pay fines by credit card instead of going to jail create greater inconvenience for citizens guilty only of Class C violations.
 4. Boot and tow impounds require a peace officer to be present during the impound. Although a minor event, it would still require an APD patrol officer's time to standby during any afternoon impound, whether it is an APD officer working in the former City Marshal function or a DTAC patrol officer.
 5. The counterfeit handicap placard program is also a duty that would fall to an APD patrol officer.

Combined Costs in Addition to Salaries and Staffing:

These additional new cost factors would have to be considered if APD were to assume the hiring, training, and retention of former PSEM positions.

As discussed in the transfer and promotion section of this document, it will require a minimum of 8 weeks of classroom and skills training as well as 8 weeks of field training to make sure each PSEM patrol officer candidate is closer to the level of training received by APD personnel. In addition, for APD staff (corporals, detectives, and officers to fill any vacancies) who will be assigned to the new divisions, the APD training academy will need to modify its staffing and programs to assume the specialized assignment expectations.

Training Resources:

To meet the new training needs, Academy staff will need the following staff to prepare and execute the consolidation training:

- **5 patrol officers** – For the duration of consolidation training, all five officers would be assigned to APD's Advanced Officer Training Unit. APD would prefer that this team be supervised by a sergeant dedicated to this project, but the team could be assigned to one of the current Advanced Officer Training sergeants as an additional work unit.

This new consolidation training team would be responsible for conducting the 8- week classroom training for the former PSEM officers, Sergeants, Lieutenants and Commanders. In addition, this staff will provide the 80-hour basic supervisor course. The staff will also monitor the 8-week field training periods for former PSEM patrol officers and sergeants, and the 4-week and 2-week on-the-job training for PSEM lieutenants and commanders. This unit would also be responsible for providing or facilitating the specialized training for the officers who would backfill the Airport and Lake patrol positions during the 16-week training periods.

The number of additional training officers requested was provided by current APD Training personnel and supervisors taking into account the type of training needed and its duration, much of it hands-on skills training. For example, the recommendation by law enforcement professionals for student to instructor ratio in Use of Force skills training is 1 instructor for every 10 students. With the former PSEM positions divided into thirds for three classes, that would average out to 1 instructor for slightly under 10 students (estimating 36 students per class). The same instructor to student ratio is desired for other skills training such as police/pursuit driving and firearms training. In addition to in-classroom and hands-on training, is the need for an fifth instructor who is not actively teaching a class to coordinate resources and facilities for the following day or act as a backup for an instructor who is sick or otherwise unavailable. This newly added consolidation training would be provided on top of all other training conducted by APD's Advanced Officer Training Unit units for the current 1,300-1,400 APD officers and assistance it provides to cadet instructors during cadet classes. A separate team is needed to focus exclusively on training needs related to consolidation.

Upon completion of consolidation training for all former PSEM officers, the five officers comprising the consolidation training team could move to other assignments within APD. Although preferable to APD that they remain with the Training Academy, the former instructors could fill new Full Time Employee positions that will have occurred during the life span of the consolidation training project. Transitioning these officers from the consolidation project to other APD assignments would enable the first-year salary personnel expenses to be classified as a one-time expense for the consolidation project.

Training Consideration:

It is necessary for there to be some process whereby former PSEM officers who fail to complete any of the training portions either intentionally or through inability can be terminated. This is can be outlined through Meet and Confer; however, any vacancy

created places an additional burden on that division, APD Training, and APD in terms of replacement and specialized training.

Field training costs:

APD currently has 152 officers who are eligible to conduct field training and receive the field training officer stipend. For the consolidation, all former PSEM patrol officers will go through APD patrol field training. Of the 152 monthly stipends that are currently budgeted, APD would need to increase this to **180** to provide services for the former PSEM employees. The increase is based on the need for consolidation training to occur continuously throughout the year to expeditiously train all incoming former PSEM officers. This will have to occur while APD continues to train large cadet classes to fill regularly occurring vacancies and anticipated new officer positions due to potential 2008 annexations. Extra FTO positions are needed so that the core group of 152 FTOs can continue training cadets and rookies without interruption. The increase in FTO positions by 28 is based on the 84 patrol officer positions currently in the PSEM branches. If divided into three groups, that creates the need for 28 FTOs above the 152 currently set aside for APD cadets and rookies.

This will challenge APD to find additional experienced police officers to fill the field training officer role. APD has not been able to meet the figure of 152 FTOs because not enough qualified APD patrol officers volunteer to become field training officers. Raising the number of FTOs could be accomplished by assigning senior officers involuntarily as FTOs, but a realistic concern would be the quality of training provided by someone forced to be an FTO.

Recruiting:

APD Recruiting staff and budget would have to be increased to accommodate a larger need for attracting applicants to continue to fill the new divisions in the future. Currently, PSEM does not have a dedicated recruiter or recruiting budget, but APD would not be recruiting additional officers in the future to fill the smaller branches. APD would need to recruit additional APD applicants attracted not to a specialized peace officer role, but the broader role and responsibilities of a municipal police officer. As a result, APD would have to increase efforts to attract more APD applicants in an already competitive recruiting market. Based on the most recent cadet classes, APD needs to attract approximately 10 people for every one person who actually makes it through the hiring process and into the cadet academy. Having to increase cadet class size by two cadets because of anticipated former PSEM officer attrition (using current APD methodology to estimate APD attrition) means that about 20 more applicants need to apply to get two qualified to be APD officers. The current advertising and travel budget for recruiting should be increased by a ¼ so that the Recruiting Staff has greater options in attracting applicants. Needs for recruiting:

\$4,500 increase in recruiting advertising budget.

\$8,963 increase in recruiting travel budget.

Internal Affairs Division:

APD Internal Affairs Division would assume all administrative investigations for

about 109 new sworn positions. Currently, these units only investigate the most serious of allegations against PSEM officers.

1 detective for Internal Affairs – to handle increased workload. Currently, there is one Internal Affairs detective for every 100 sworn APD officers. Adding approximately 109 sworn former PSEM officers would require an additional detective to keep the workload at its current rate.

Special Events:

APD Special Events would now coordinate the planning for the 45 special events handled currently by Park Police. This is in addition to the already numerous special events (135) coordinated by APD's Special Events Unit each year. Staffing would need to be increased to handle the additional and growing workload as outdoor festivities are promoted by COA and desired by an increasing Austin population.

1 patrol officer – for increased workload related to facilitating the logistics of each event. Currently, APD Special Events averages about 67 special events for each of its two police officer coordinators for a total of 135 special events per year. The addition of the 45 Park Police special events would require an additional police officer position for special events so that current staff would not be overburdened.

Organizational Impact:

APD:

The lack of a screening process and extensive initial training for former PSEM Officers would likely lead to the former PSEM officers enjoying a second-class existence in APD for the remainder of their careers. Former PSEM officers would be viewed as not having "paid their dues" by going through the same hiring process as other APD officers and the 8-month academy specifically created for APD officers. Particularly objectionable for most APD officers would be the ability of former PSEM officers to laterally transfer with rank intact or to test for promotion immediately after consolidation. This would mean a loss of promotional opportunities for APD officers and the likelihood that APD officers would be supervised by someone who has never worked as an APD officer.

City Of Austin:

Two to three years of destabilization and changing service levels at the three branches before the transition was complete and APD had the training framework to accommodate the new APD divisional assignments. Also included in the two to three-year estimate would be the need to hire and train new APD officers to fill APD patrol officer vacancies brought about by consolidation. A reasonable screening process would likely disqualify some PSEM officers from becoming APD officers (projection based on the fact that some current PSEM employees have applied at APD previously and were disqualified). The vacant patrol officer position would, nevertheless, transfer over. Longer term is the potential loss of the close relationship between the three branches and their client bases as the three divisions become assignments instead of careers.

Scenario 1

Key Assumptions:

- PSEM employees would transfer to APD with their equivalent rank
- PSEM officers would be afforded the opportunity to transfer within APD after completing a 3-year PSEM "stabilization" assignment
- PSEM salary would be based on equivalent rank and years of service
- APD would promote additional personnel to bring supervisory staffing levels in line with APD standards
- APD would also need to increase staffing for training, IAD, special events, and HR
- Associated capital costs and soft pay are not calculated in this model, based only on salary/benefits
- Increased training costs to train PSEM employees at APD standards are not included in this model
- Overtime costs associated with increased training and vacancies due to promotion of APD personnel are not included in this model

	FY 07	FY 08	FY 09	3 -Year Total
PSEM Baseline ¹	6,282,167	6,475,322	6,675,238	
PSEM Transfer to APD	9,701,988	10,485,736	11,218,013	
Additional APD Staff	<u>1,486,994</u>	<u>1,170,656</u>	<u>1,333,072</u>	
	11,188,983	11,656,392	12,551,085	
Incremental Increase	4,906,816	5,181,069	5,875,847	15,963,732
Percent	78.11%	80.01%	88.02%	82.05%

¹ PSEM Baseline = if PSEM is not consolidated

² Insurance is projected at a constant yearly rate of \$7,004 per employee



Scenario 1 Staffing Levels

Airport Police

Position	Currently	Consolidation	Difference
Commander	1	1	0
Lieutenant	2	2	0
Sergeant	9	9	0
Detective	0	2	2
Corporal	0	2	2
Officer	36	33	(3)
	48	49	1

Note: Airport Police Chief = Commander
If Consolidated, 3 Officers will transfer to Park Police

Park Police

Position	Currently	Consolidation	Difference
Commander	1	1	0
Lieutenant	2	2	0
Sergeant	7	7	0
Corporal	0	2	2
Officer	38	43	5
	48	55	7

Note: Park Police Chief = Commander
If Consolidated, 3 Officers will transfer from Airport Police
If Consolidated, 1 vacant Sergeant Position will be eliminated

City Marshal

Position	Currently	Consolidation	Difference
Lieutenant	1	1	0
Sergeant	2	2	0
Officer	10	14	4
	13	17	4

Note: City Marshal = Lieutenant
Deputy Marshal Senior = Sergeant

Additional APD Staff

Position	Currently	Consolidation	Difference
Detective	0	1	1
Officer	0	6	6
	0	7	7

Note: Training = 5 Officers (To be redeployed in Year 2)
IAD = 1 Detective
Special Events = 1 Officer



Scenario 1

Additional APD Command Staff¹

FY 2006-07 Costs

Airport Police				
Position	No.	Salary	Benefits	Total
Corporal	2	63,481.60	23,287.03	173,537.26
Detective	2	63,481.60	23,287.03	173,537.26
	4			347,074.52

Park Police				
Position	No.	Salary	Benefits	Total
Officer	2	52,763.36	20,537.80	146,602.32
Corporal	2	63,481.60	23,287.03	173,537.26
	4			320,139.58

City Marshal				
Position	No.	Salary	Benefits	Total
Officer	4	52,763.36	20,537.80	293,204.65

Training				
Position	No.	Salary	Benefits	Total
Officer	5	52,763.36	20,537.80	366,505.81

IAD				
Position	No.	Salary	Benefits	Total
Detective	1	63,481.60	23,287.03	86,768.63

Special Events				
Position	No.	Salary	Benefits	Total
Officer	1	52,763.36	20,537.80	73,301.16

Additional APD Staff	19			1,486,994.35
Additional Recruiting Costs ²				39,299.00
Total APD Increase³				1,526,293.35

¹ The assumption is that the command staff is the new FTE rather than calculating the incremental increase due to the promotion from the previous rank and then adding another patrol officer

² Additional Recruiting Costs include \$25,836 for 2 Temp. Civilian Background Investigators, a \$4,500 increase in advertising budget and an \$8,963 in recruiting budget

³ Total APD Increase does not include capital costs associated with hiring 19 new positions



RESOLUTION NO. 20060622-079

WHEREAS, the City of Austin employs law enforcement officers in four different capacities: as Austin Police Officers in the Police Department and as Airport Police Officers, Park Police Officers, and City Marshals in the Public Safety and Emergency Management Department; and

WHEREAS, the officers in each Department perform different duties but all are commissioned as peace officers by the Texas Commission on Law Enforcement Officers Standards and Education (TCLEOSE) and exercise law enforcement powers; and

WHEREAS, the two Departments employing the officers have separate command structures and use different sets of policies and procedures; and

WHEREAS, the officers in the two Departments have different employment rights and compensation structures; **NOW, THEREFORE**,

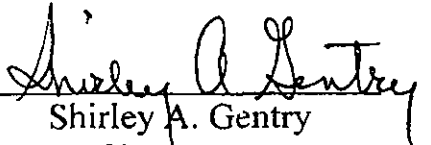
BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF AUSTIN:

That the City Manager be directed to complete a feasibility study regarding the potential costs, savings, efficiencies, employment issues, and practicality of combining all of the City's law enforcement officers under a central command

and control structure, and report back to Council in forty-five (45) days after this resolution.

ADOPTED: June 22, 2006

ATTEST:


Shirley A. Gentry
City Clerk

COUNCIL AGENDA ITEM # 79
June 22, 2006

"Approve a resolution to direct the City Manager to complete a feasibility study including costs, savings, efficiencies, employment issues, and practicality regarding the combination of the Austin Police Department, the City Marshals, the Austin Park Police and the Airport Police under a central command and control and report back to Council in 45 days." (Council Member Lee Leffingwell and Mayor Will Wynn)

PUBLIC SAFETY AND EMERGENCY MANAGEMENT DEPARTMENT

History

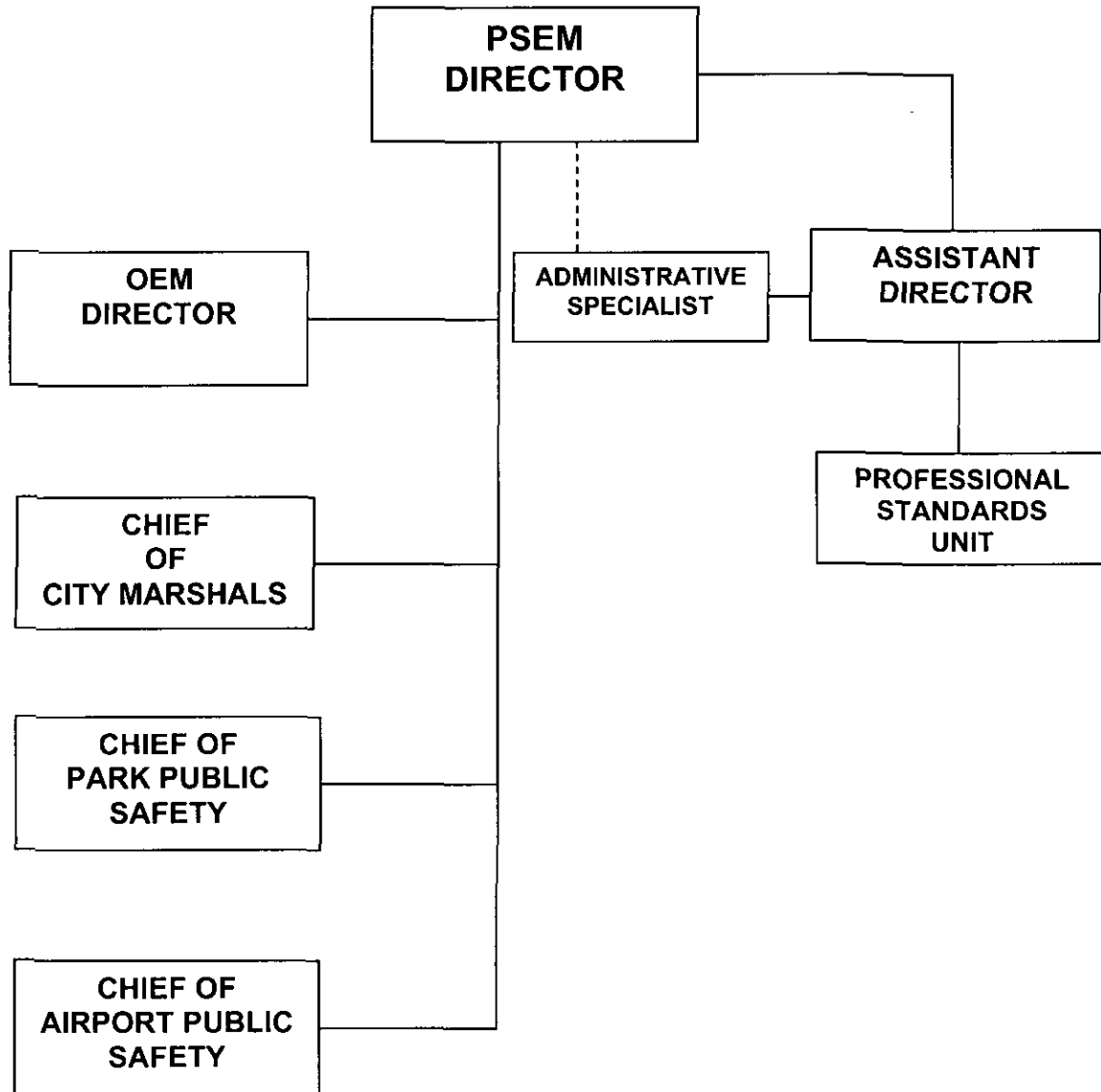
In August of 2005, City Council passed ordinance # 20050804-047 which created the Public Safety and Emergency Management Department. The creation of this new city department was the result of the merger of four separately operated divisions previously established within four separate city departments, all operating independently of each other. Included in the merger were the Park Police from the Parks and Recreation Department, the Airport Police from the Department of Aviation, the City Marshals from Municipal Court and the Office of Emergency Management.

The merger allowed for performance and efficiency enhancements of the four divisions by placing each under one centralized command and control structure. The merger also allowed for the standardizing of law enforcement, public safety operations and emergency response to each specialized area with oversight from a single Department Director, an experienced law enforcement professional.

Departmental Management, Command and Control

The three law enforcement divisions within the Public Safety and Emergency Management Department (PSEM) are currently managed by a Department Director (Bruce Mills) and an Assistant Director (Sean Shepard), both of whom are experienced law enforcement professionals. Client city departments that receive PSEM services include Aviation, Parks and Recreation and Municipal Court.

PSEM Organizational Chart



Current Staffing

Current staffing levels for the **Airport Public Safety Division** are as follows;

- Division Chief (1)
- Lieutenants (2)
- Sergeants (7)
- Officers (35)

Current staffing levels for the **Park Public Safety Division** are as follows;

- Division Chief (1)
- Lieutenants (2)
- Sergeants (7)
- Officers (37)

Current staffing levels for the **City Marshal Division** are as follows;

- Chief City Marshal (1)
- Sergeant Marshals (2)
- Deputy Marshals (10)

Professional Standards Unit

Four additional FTEs are proportionately funded by each client department in support and standardization of PSEM division services and functions such as recruiting, testing, interviewing, hiring, training and the development of departmental standard operating procedures. One employee is dedicated to the goal of PSEM becoming nationally accredited by The Commission on Accreditation for Law Enforcement Agencies by 2009. The standards which PSEM must meet for national accreditation include;

- Role, responsibilities and relationships with other agencies,
- Organization, management and administration,
- Personnel structure,
- Personnel process,
- Operations,
- Operational support,
- Traffic operations,
- Prisoner and court-related activities, and
- Auxiliary and technical services.

These standards will help PSEM;

- Strengthen crime prevention and control capabilities,
- Formalize essential management procedures,
- Establish fair and nondiscriminatory personnel practices,
- Improve service delivery,
- Solidify interagency cooperation and coordination, and
- Boost citizen and staff confidence in the agency.

Emergency Medical Services

In 1998, ten airport officers embarked on a new program to provide emergency medical services and move to a more "public safety" model by achieving dual-certification as both police officers and medical first responders. This model also included the addition of Automated External Defibrillators (AED) to be utilized in the event of sudden cardiac arrest.

On March 27, 2000, ABIA became the first airport in Texas and the fourth in the U.S. to provide Public Access Defibrillators (PAD) by strategically placing AEDs within a one minute response to any location in the airport terminal. The medical program at the airport, in concert with the AED program, has been very successful in that 11 lives have been saved to date.

PSEM currently has twenty certified Emergency Care Attendants and nine Emergency Medical Technicians-Basic on staff. Fifteen officers have completed their initial ECA course and are waiting state testing. Ten officers began an ECA course July 12, 2006 and three more are scheduled for EMT-B training in the fall.

As part of its departmental *FY '06-'07 Business Plan*, it is the goal of the Public Safety and Emergency Management Department that 100% of its officers become "certified" as Medical First Responders by 2008. The high service level of this program has been very successful and is supported not only by the PSEM and the Austin-Travis County Emergency Medical Services, but by the client departments at Aviation, Parks and Recreation and Municipal Court as well.

Training

With an average of 86 hours of training during the past nine months, each PSEM officer far exceeds the minimum number of training hours as required by the Texas Commission on Law Enforcement Officer Standards and Education (TCLEOSE). PSEM has focused its training in areas such as firearms, force-on-force, pressure point control tactics and medical first response. Approximately 31% of all PSEM training has been in the area of the proper use of force.

The department has made training mandatory for each officer in such disciplines as the American Heart Association's Healthcare Provider courses, Perspectives on Racial Profiling and the National Incident Management System (NIMS). NIMS courses for all PSEM employees will be completed by September 31, 2006. While most other agencies are taking these courses on-line, PSEM believes that its NIMS "hands-on" classroom course is better preparing its officers to fully understand and feel confident in using the national incident management system when necessary.

PSEM also has a *Contractual Training Agreement* with TCLEOSE in order to provide specialized and mandatory training to its officers. These courses provide TCLEOSE continuing education credit. The requirements for an academy and a contractual

agreement are very similar and are periodically audited by TCLEOSE. One of the requirements is to maintain an advisory board to review relevant courses, class size and frequency. TCLEOSE requires PSEM to have adequate training facilities, experienced instructors, evaluations for each course and instructor/course critiques for each class presented.

AIRPORT PUBLIC SAFETY DIVISION

History

The Airport Public Safety Division began as the Airport Police Division within the Department of Aviation in 1973 as the result of a Presidential Directive and a subsequent Federal Aviation Administration (FAA) regulation requiring the presence of state-certified law enforcement officers at the then Robert Mueller Municipal Airport. This requirement was the result of an increase in terrorist activities directed against U.S. civil aviation aircraft and facilities in the late 1960's and early 1970's, primarily multiple commercial aircraft hijackings to Cuba and various bombings throughout the aviation transportation industry.

The presence of an adequate number of state-certified law enforcement officers trained in *specific civil aviation security subjects* was required to support the airport's federally mandated anti-hijacking/terrorism program. Included was law enforcement support for the airline's passenger security screening process.

In May of 1999, operations at Robert Mueller Municipal Airport moved to Austin-Bergstrom International Airport. To enhance law enforcement support and public safety for a much larger campus, additional officers were authorized and they began to be "cross-trained" as emergency medical care first responders.

Following September 11, 2001, multiple federal responsibilities were added to the duties of the Airport Police. This would include vehicle inspections, increased perimeter and terminal patrols and increased random identification checks of persons found in the Airport Operations Area (AOA). Perhaps the most noticeable addition was that of FAA trained and certified Explosive Detection Canine Teams.

Duties & Responsibilities

The Airport Public Safety Division provides a variety of law enforcement and security services to their client department, the Department of Aviation (DOA). Officers utilize modern law enforcement tactics to proactively prevent, investigate and prosecute criminal activity related to the airport community, including counter-terrorism, anti-hijacking and interdiction operations. In addition, officers maintain intelligence related to the security of the airport, provide support for local state and federal agencies and provide public safety services for the medical health and well-being of the users of the airport. All officers assigned to the division are licensed peace officers of the State of Texas.

Duties include, but are not limited to, patrolling by foot and auto, enforcement of local, state and federal laws, providing law enforcement support for the federally-mandated

Airport Security Program and Transportation Security Administration Security Directives, responding to and mitigating security breaches, responding to all security-related alarms and immediate response to, and support of, the passenger screening process.

Additional unique services provided to their client department include 24-hour per day security of the entire airport property, response to TSA explosive detection systems and participating in federally-mandated table-top exercises in support of the FAA's approved Airport Certification Manual and the TSA approved Airport Security Program.

In 2002, the Airport Public Safety Division and the Department of Aviation (DOA) partnered with the U.S. Department of Homeland Security-Transportation Security Administration (TSA) by entering into a long-term Cooperative Agreement for explosive detection canines at ABIA. Although some U.S. airports have elected to have civilians manage their K9 Program, to include having non-law enforcement handlers, the DOA has deferred this major responsibility to the Airport Public Safety Division. The TSA K9 Program, better known as the National Explosive Detection Canine Team Program (NEDCTP), is regarded by many to be the best in the world. A significant portion of this program has been classified by the U.S. Attorney General's Office as Security Sensitive Information, or SSI, and cannot be discussed outside of the K9 Unit.

Generally, the responsibilities of the airport's K9 Units is to respond to unattended or suspicious bags, unattended vehicles, and any aircraft (Commercial or Cargo), or airport structure that may indicate that an explosive device is present or threat received. TSA mandates that the teams spend uncommitted time in areas of high pedestrian traffic to provide a "public visibility" deterrent.

Although PSEM personnel provide 24-hour per day coverage at the airport, staffing levels may vary based on scheduled and unscheduled leave, training, etc., and minimum manpower must be available at ABIA to meet or exceed all federal regulations and mandates during the hours of passenger screening operations and during heightened security levels.

PARK PUBLIC SAFETY DIVISION

History

The Park Public Safety Division was originally established in November of 1968 with the passage of City of Austin Ordinance 681212-D. Known then as Austin Park Rangers, the organization was originally created to address a growing number of assaults occurring in the various parks within the city.

In early 1970, the Park Rangers also assumed the Austin Police Department's (APD) responsibility for patrolling area lakes located within the city limits.

Based upon a legislative change regarding the definition of a state peace officer, in July of 1980, the Park Ranger title was officially changed by the City of Austin to the title of Park Police.

In May 1992, a Hike & Bike Unit was created within the Park Police to provide foot and bicycle patrol for the city's numerous hike and bike trails and adjacent parks.

The Austin City Council in 1995 passed two ordinances (11-1-10 and 11-1-11) which established the autonomy of the Park Police as a separate entity from the Austin Police Department and expanded their authority to city-wide jurisdiction. The Park Police Division remained within, and their officers were employed by, the Parks and Recreation Department over the next ten years.

Duties & Responsibilities

The Park Public Safety Division's primary function is to serve its primary client, the Parks and Recreation Department (PARD), by providing a safe recreational environment through law enforcement support and additional public safety responsibilities to the approximately 205 parks, 172 athletic fields, 17 recreation centers, 3 area lakes and 50+ miles of hike and bike trails encompassing approximately 16,076 acres within the city. All officers assigned to the division are licensed peace officers of the State of Texas.

While Zilker Park is probably the best known and considered by many to be the "crown-jewel" of the Austin parks system, many other facilities operated by the Parks and Recreation Department such as those listed below are also the primary responsibility of the Park Public Safety Division for law enforcement support and public safety services:

Dittmar Recreation Center	Caswell Tennis Center	Lake Austin
Dick Nichols Park	Mary Moore Searight Park	Town Lake
Mabel Davis Park	Emma Long Park	Givens Park
Dottie Jordan Park	Morris Williams Golf Course	Mt. Bonnell
Decker Lake	Tarrytown Park	Deep Eddy

Patrol of City of Austin PARD facilities by Park Public Safety personnel is accomplished by conventional patrol vehicle, foot, bicycle and boat. Eight officers are currently "bike-certified" and primarily provide bicycle patrol services to the Hike & Bike Trail as well as other downtown area parks. One sergeant and seven officers are assigned full-time to the Marine Enforcement Unit for the 3,336 surface acres of lakes within the Austin city limits.

In addition to providing law enforcement support to the various city parks, recreation centers, lakes, etc., another current area of service is that to the Austin Resource Center for the Homeless (ARCH) located at 500 E. 7th Street. Park Public Safety Officers currently provide general security to the facility on a daily basis, interface with Child Protective Services and Adult Protective Services personnel, assist clients being counseled, insure the safety of the medical staff in the ARCH clinic, interface with mental health professionals, etc.

An Inter-local Agreement signed in 2005 with the Downtown Austin Alliance provides 120 working hours per week for Park Public Safety Officers to specifically provide law enforcement services at Palm Park, Republic Park, Waterloo Park, Waller Creek Greenbelt, Shoal Creek Greenbelt and Wooldridge Square throughout the downtown business area. The Downtown Area Park Patrol is currently a grant-funded reimbursable program through PARD.

Additional services provided to PARD by the Park Public Safety Division include, but are not limited to, money courier services from various PARD facilities for bank depository purposes, bike safety rodeos, rape aggression defense presentations, Stranger Danger, gun safety awareness programs, safety training for seasonal PARD staff, etc.

Park Public Safety personnel are also responsible for providing law enforcement, security and safety services to approximately forty-five (45) PARD "special events" throughout the calendar year. Special events such as Kite Fest, the Austin City Limits Music Festival, Holiday Trail of Lights, the Fourth of July Symphony & Fireworks Display, Blues on the Green, Summer Jam, Easter Eggstravaganza, Juneteenth, Cinco De Mayo and SXSW all require services provided by the Park Public Safety Division.

CITY MARSHAL DIVISION

History

The City Marshal Division was originally created in 1987 through City Ordinance # 87093-G to address a growing number of outstanding Municipal Court Class 'C' warrants that were not being served. The organization was originally assigned to the Law Department under the management of the City Attorney. An Austin Police Department Lieutenant was assigned to assist in the initial hiring of personnel, organizational set-up and subsequent daily supervision of the unit.

In May 1988, a seven member Austin Police Department Warrant Task Force was disbanded as the Marshal Service was expanded.

On March 29, 1990, City Ordinance # 900329-E was adopted, transferring the "City Warrant Clearance Office" budget from the Law Department to the Municipal Court. A Chief City Marshal was subsequently hired to assume the daily supervision of the operation from the APD Lieutenant.

Due to various courtroom tragedies throughout the U.S. in the 1990's, an additional responsibility of the Marshal's Office later grew to include the oversight and management of courtroom security. In FY 97-98, the unit expanded by adding Security Marshals at the request of Municipal Court judges in order to provide enhanced security measures for Municipal Court operations.

Duties & Responsibilities

As its client department, the City Marshal Division serves the Municipal Court by assigning personnel to either a street assignment, where outstanding Class 'C' warrants and subpoenas are served, and/or to court security services and functions. All officers assigned to the division are licensed peace officers of the State of Texas.

Deputy Marshal's duties include seeking out and arresting defendants who have outstanding municipal court warrants, serving subpoenas issued by the court, impounding vehicles that have been immobilized (booted) by Municipal Court order and conducting multiple warrant "round-ups" throughout the year typically centered in specific zip code locations.

As a service to the Austin Police Department, City Marshals respond to calls from APD officers who have arrested persons with Class 'C' warrants and provide transportation for said persons to Municipal Court. By doing so, this allows APD officers to return to duty much sooner than if they had to transport the defendants themselves. In addition, if an APD officer brings a defendant into Municipal Court, he or she may transfer custody to the Deputy Marshal on-duty who will complete all necessary paperwork and appearance requirements thus allowing the APD officer to return to his or her patrol duties much quicker.

The City Marshal's Division also manages site security for three Municipal Court facilities; the "main" courtrooms located at 700 E. 7th Street, the Downtown Area Community Court located on E. 6th Street and the Municipal Court sub-station located at 5730 Manchaca Road. Duties include, but are not limited to, oversight and management of un-armed contract security guards, responding to calls for assistance or panic duress alarms within the court facilities, conducting regular patrols of the court facilities and oversight of the court's security system to include magnetometers, x-ray machines and security-access controlled portals.

Recently, the City Marshal Division coordinated with other local law enforcement agencies in an operation to detect and address persons misusing handicapped and disabled parking privileges in the downtown business area. Multiple fictitious handicapped and disabled hang-tags and other decals were confiscated and charges filed against suspected violators.

How Are Other Cities Organized?

City	Airport	Civil Service	Park	Civil Service	Marshal	Civil Service
Dallas, TX	(Love Field) Dallas PD	Yes	Dallas PD	Yes	Marshals Office	Yes/Sep
El Paso, TX	El Paso PD	Yes	El Paso PD	Yes	El Paso PD	Yes
Fort Worth, TX (Including DFW Airport)	(DFW) Airport Police	No	Split-Marshals Office-lake patrol and land adjacent to lake	Yes PD/No Marshal	Marshals Office - Separate	No
Houston, TX**	Houston PD	Yes	Houston PD **Houston also has Park Rangers (not-certified)	Yes	Houston PD	Yes
San Antonio, TX	Airport Police	Yes/Sep	Park Police	Yes/Sep	Marshals Office	Yes/Sep
Columbus, OH	Columbus PD	Yes	Columbus PD	Yes	No Marshals Office	N/A
Denver, CO	Denver PD	Yes	Denver PD	Yes	Marshals Office	No
Kansas City, KS	Airport Police	No	Park Police	No	No Marshals Office	N/A
Oklahoma City, OK	Oklahoma City PD	Yes	Oklahoma City PD	Yes	Marshals Office	Yes/Sep
Seattle, WA	Port Authority Police	Yes/Sep	Seattle PD	Yes	Marshals Office	No
Corpus Christi TX	Airport Police	Yes/Sep	Corpus Christi PD	Yes	Marshals Office	Yes/Sep
Portland, Oregon	Port Authority Police	Yes	Portland PD	Yes	No Marshals Office	N/A
Orlando, FL	Orlando PD	Yes	Orlando PD	Yes	No Marshals Office	N/A
Charlotte, NC	Charlotte PD	Yes	Charlotte PD	Yes	Charlotte PD	Yes
San Jose, CA	San Jose PD	Yes	Sheriff's Office	N/A	Sheriff's Office	N/A
Los Angeles, CA	Airport Police & Los Angeles PD					

If listed as "Yes/Sep" the peace officers are separate from the municipal police department and also have civil service status.

** Unable to obtain a response if the City of Houston "Park Rangers" has civil service status.

Legal Issues Related to Consolidation

Civil Service

Texas law mandates that all APD law enforcement officers be hired through the process set out in the Civil Service Act and the current Meet and Confer Agreement. No act by City management or City Council can lawfully merge the current PSEM officers into APD, if the current PSEM employees will be employed at APD as law enforcement officers.

Meet and Confer

Absent special legislation to amend the Civil Service Act, the only avenue available to merge the two Departments and employ the current PSEM employees as law enforcement officers at APD, is to re-open the current Meet and Confer Agreement with the Austin Police Association and, through the usual contract negotiation process, attempt to reach agreement with the Association on contract provisions that would permit the proposed merger.

Pension Laws

By state law, APD officers belong to the Austin Police Retirement System (APRS), a legal entity separate from the City. The statute that governs APRS requires that all APD officers belong to APRS, which is not part of the state proportionate retirement system.

PSEM officers currently participate in the City of Austin Employees' Retirement System (COAERS). Unless APRS joins the proportionate retirement system, PSEM officers who move into APD will not be able to combine their service from both systems to qualify for retirement. APRS may elect, with City Council's concurrence, to participate in the proportionate retirement system, but legislation will be required to adjust some provisions of the APRS statute.





The PFM Group

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August 23, 2006

Memorandum

To: Rudy Garza
From: Scott Quehl
Matthew Brown
Re: The City of Austin Police Department Consolidation Scenario

The Austin City Manager presented the Austin Police Department (APD) with a scenario to consolidate two of the City's police forces, Park Police and Airport Police, and the City Marshal with the APD. APD prepared a consolidation report that noted operational and cost issues that the City would face under such a merger.

The City of Austin has requested an independent, external analysis of the APD response by Public Financial Management (PFM). PFM has analyzed police expenditures and formulated tens of millions of dollars in savings initiatives for Nassau County, NY, Oakland, CA, Pittsburgh, PA, Memphis, TN, Jackson, MS, East Orange, NJ, Providence, RI, Fulton County, GA, the District of Columbia, and Philadelphia, PA. PFM has also advised the Metropolitan Government of Louisville-Jefferson County, KY on overtime, salary, and benefit analysis and initiatives connected to its successful collective bargaining with police labor representatives. PFM provided ability-to-pay and comparability analysis and/or testimony in compensation arbitration cases associated with the police departments of Napa County, CA, New York, NY, Camden, NJ, Nassau County, NY, and Stroud, PA.

In reviewing the APD analysis of a proposed consolidation, PFM has found the following:

- While examples of municipal police departments absorbing separate local police operations can be found around the country, Austin's present arrangement of dedicated forces for the Parks, Airport, and City Marshal is not uncommon in Texas cities with populations over 275,000.
- The implementation of the APD scenario would cost the City approximately \$5.1 million annually beyond the \$6.3 million of present expenditures for Parks, Airport, and City Marshal services, for total gross expenditures of \$11.4 million. These estimates do not include a number of unquantified costs (e.g., overtime incurred while transferred staff are being trained, existing and possible new stipends, and some equipment). Some salary and operational savings could offset these costs by \$0.5 million, resulting in a net increase of \$4.6 million.



- The City Manager's scenario requires that all transferred personnel retain their rank. The implementation of this would cost the City approximately \$3.5 million (of the \$11.4 million total cost) annually plus another \$0.1 million for their equipment, uniforms, and badges.
- The APD has identified \$1.5 million in new costs, some of which could be considered service enhancements, such as new corporal supervision, additional staff for the Boat Patrol, doubling the number of individuals that administer Class C warrants, and additional staff for special events and internal affairs functions. Some "service enhancements" could be considered to be necessary. For example, in the APD all patrol functions with more than seven officers have a corporal; to be consistent with APD's span of control, corporals would need to be added. Many of these initiatives, such as additional staff for the Marshal service and the Boat Patrol, were recommended in the Coy report.

Consolidation of Forces

Under a scenario presented by the City Manager to the APD, the PSEM (Public Safety and Emergency Management) officers would transfer with their rank into new divisions (Airport, Park, and Marshal) within the APD. During the first three years, transferred staff would remain within their current assignments unless they are promoted within APD. As vacancies occur, APD officers would be allowed to transfer into the new divisions.

As described more fully below, the transfer of staff with their rank would cost the City approximately \$3.6 million annually (\$3.5 million for salaries and benefits and \$0.1 for uniforms, equipment, and badges). This does not include any additional staff. This increased cost is mainly a result of disparities between the APD and PSEM pay scales and associated employee benefit costs. The cost of absorbing these three services into APD could be different if officers were stripped of their rank or if they were transferred in at the closest salary in the APD pay scale. The total cost would depend on the way in which the officers would be supervised. If the PSEM sworn personnel were stripped of their rank and transferred as officers, the Department believes that the cost of adding supervision by APD officers would be more than the scenario presented here.

It has been proposed that there is no difference in the skill level and service provided by APD and PSEM officers and this is the reason that the proposed plan transfers PSEM officers with their rank.

Current Organization of Services in Texas Cities

Using information provided by the City of Austin and gathered by PFM, we have reviewed the way in which Airport and Park police and Marshal services are provided in Texas. For this, PFM focused on the seven other Texas cities with a population of 275,000 or greater.



Texas Cities with Population Greater than 275,000

City	Population
Austin, TX	672,011
Arlington, TX	355,007
Dallas, TX	1,208,318
El Paso, TX	584,113
Fort Worth, TX	585,122
Houston, TX	2,009,690
San Antonio, TX	1,214,725
Corpus Christi, TX	279,208

Source: US Census Department, 2003 Estimates

These Texas cities all feature relatively large police departments, urban density, and a diverse range of competing demands for public dollars. At the same time, none of these cities is a perfect “twin” for Austin in terms of its local economy, demographics, or fiscal condition. Within this peer group, the provision of these services varies by city. In Houston, all are provided by the Police Department. In San Antonio, they are provided in a manner similar to Austin; the Airport, Parks, and Marshal all have stand alone forces. In Corpus Christi, the park police function is provided by the City’s Police Department and Airport Police and Marshal Services are their own forces.

Texas Cities Greater than 275,000, Airport and Park Police and Marshals

City	Airport Policing Agent	Civil Service Status	Park Police Services	Civil Service Status	Marshal Services	Civil Service Status
Arlington, TX	(Arlington Municipal Airport) Arlington PD	No	Arlington PD	No	Marshals Office	Yes
Dallas, TX	(DAL) Dallas PD	Yes	Dallas PD	Yes	Marshals Office	Yes/Sep
El Paso, TX	(ELP) El Paso PD	Yes	El Paso PD	Yes	El Paso PD	Yes
Fort Worth, TX	(DFW) Airport Police ¹	No	Split ²	Yes PD/No Marshals	Marshals Office ³	No
Houston, TX	(IAH & EFD) Houston PD	Yes	Houston PD	Yes	Houston PD ⁴	Yes
San Antonio, TX	(SAT) Airport PD	Yes/Sep	Park PD	Yes/Sep	Marshals Office	Yes/Sep
Corpus Christi, TX	(CRP) Airport Public Safety	Yes/Sep	Corpus Christi PD	Yes	Marshals Office	Yes/Sep

Source: City of Austin, PFM

Notes:

1. Meachum Airport Police are controlled by the Fort Worth Department of Aviation - 1 officer is responsible for security
2. Fort Worth Park Police are separate from the Marshals Office They are responsible for lake patrol and adjacent to lake
3. Fort Worth Marshal's Office is Independent of Courts and Police Department
4. Houston also has Park Rangers (not-certified)



A National Perspective

Cities across the country have considered or are considering the consolidation of independent police forces into the police departments. In 2005, the New York City Housing Police became part of the Police Department (NYPD). Under the consolidation plan, the ranks and positions of Housing Police officers, which were similar to NYPD, were transferred. The City previously merged the Transit Police by creating a Transit Bureau within NYPD. Taking an alternative approach, on October 29, 1999, the City of Chicago disbanded the 270 officer Chicago Housing Authority Police Force and handed these duties to the Chicago Police Department, which had originally patrolled the housing developments prior to 1990.

In late 2004, and early 2005, the City of Los Angeles considered merging the Los Angeles Airport (LAX) police into the Police Department (LAPD). The measure failed when voters rejected a measure to remove a clause of the City Charter that protects the airport police from LAPD oversight.

The City of Boston is in the process of formalizing plans to merge the 64 officer Boston Municipal Police and the 30-officer Boston Housing Police into the Boston Police Department. Under the plan, the members of the Municipal Police would be stripped of all rank, would be required to pass a physical and a psychological examination, and complete a 12-week training course.

Operational Issues

In the APD report, the Department presents operational challenges with a plan of consolidating the forces. To address these operational issues, the report suggests a number of initiatives, including a three year "stabilization" period, training, and additional staff. As the APD report indicates, the APD and the PSEM officers work in different environments and the training required for each is unique. Airport Officers must respond to directives from the Transportation Security Administration (TSA) and situations particular to the Airport. Park Police provides lake and water patrols, something that is not done by the APD. Marshals administer Class C warrants and provide security for the City Courts.

The APD report presents the cost of providing the services that are currently provided by PSEM officers. Because there are certain functions that APD officers do not provide, however, the APD indicates that some services would be reduced if the officers are transferred. For example, the Park Police transports money from pools and other park properties and the Airport Police act as ATM money escorts. APD officers do not transport or escort cash and these services would be discontinued.

The APD also indicates that there would be a loss of specialized services. Park Police, for example, focus more on crime prevention than law enforcement. This focus could be lost in the incorporation of the Park Police by the APD.



Budgetary Impact

PFM has worked with the City of Austin to identify and quantify as many of the costs as possible to better understand the full budgetary impact of the proposed police integration. In all cases the costs could not be fully quantified, however.

Some of the costs identified in the analysis and the APD report are “mandatory.” These costs would be incurred by the City if it incorporates the three services into APD without any personnel losing rank. The most basic cost would be increased wages and benefits. Training could also be a mandatory expense if the City wanted to ensure that all APD officers have the same level of training and skills.

There are also costs that have been identified that could be considered “service enhancements.” The APD proposes adding corporals to increase the span of control and to provide supervision on all shifts. In the PSEM services, the corporal level does not exist. In APD, all patrol functions with seven or more officers have a corporal and the APD would like a consistent span of control over its entire organization. APD also takes the position that would be necessary to increase the number of Boat Patrols and double the number of staff administering Class C warrants. Again, these enhancements may be desirable, but are enhancements to the existing services nonetheless. With these enhancements in service, indirect costs for uniforms, training, vehicles, and equipment would also increase.

The scenarios described below and throughout this analysis are as follows:

- **Existing.** This is the FY2007 cost to provide services as currently configured. Note that this does not include special pays, such as the cell phone allowance and longevity.
- **Staff or “Basic”.** This is the cost of transferring staff to APD, while maintaining their ranks.
- **Modified.** This includes the costs of training, the addition of staff to Internal Affairs, Special Events, Human Resources, two court security officers, and detectives at the airport.
- **Modified Enhanced.** Modified Enhanced includes all additional costs identified as “modified” and includes additional corporal supervision, additional warrant officers, and additional lake patrol staff.

As described more fully in the sections which follow, converting PSEM sworn personnel to APD officers would cost approximately \$3.6 million, due to \$3.5 million for salary and benefits increases and \$0.1 million for uniforms, equipment, and badges. This could be offset by \$0.3 million in savings, for net expenditure increase of \$3.3 million.



Adding staff under a Modified Scenario would represent an additional cost of \$0.7 million, for a total of increase of \$4.3 million over current expenditures. Savings could reach \$0.5 million, for net expenditure growth of \$3.8 million.

A Modified Enhanced Scenario would cost about \$1.5 million over the \$3.6 million in base increase, or \$5.1 million over current costs. Savings could be approximately \$0.5 million, for a net cost of \$4.6 million.

City of Austin: Summary of Budgetary Impact

	Existing		Basic		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
<u>Across the Board</u>								
Base Pay Increases	109	\$6,282,167	109	\$9,921,915	109	\$9,921,915	109	\$9,921,915
Training (one-time costs)					5	\$372,006	5	\$372,006
Other Costs					2	\$162,270	2	\$162,270
<u>Service Specific</u>								
Airport Police					2	\$175,737	4	\$351,475
Park Police					0	\$0	4	\$324,540
City Marshal					0	\$0	4	\$297,605
TOTAL	109	\$6,282,167	109	\$9,921,915	118	\$10,631,928	128	\$11,429,810
Total new staff					9	\$663,014	19	\$1,486,994
Increase over current				\$3,639,749		\$4,349,762		\$5,147,643
Savings	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Staff Reductions	0	\$0	3	(\$327,907)	5	(\$527,960)	5	(\$527,960)
Efficiencies	0	\$0	0	\$0	0	\$0	0	\$0
TOTAL	0	\$0	3	(\$327,907)	5	(\$527,960)	5	(\$527,960)
Decrease from current				(\$327,907)		(\$527,960)		(\$527,960)
Budgetary Impact: Cost/(Savings)				\$3,311,842		\$3,821,802		\$4,619,684



COSTS

Across the Board Costs

Base Increases

As indicated previously, the cost of simply moving PSEM officers into the APD pay scale while maintaining the current ranks of the PSEM officers is approximately \$3.5 million. Of this amount, \$2.4 million is for salary increases due to the disparities that exist between the PSEM and APD pay scales and \$1.1 million for FICA, Medicare and Retirement (due to the base pay increases and the 10 percent difference in the City's retirement contribution between APD and PSEM officers).

The sworn personnel who would be transferred to APD receive approximately \$45,000 per year on average. Under the transfer scenario, the average pay would increase by almost \$22,000, to \$66,567, or about 48.1 percent. Park Police would receive the greatest increases on average, 56.6 percent or \$23,000.

Estimated Base Pay Increases by Service

	Number of Sworn Personnel	Base Pay	Average Base Pay	Scenario Total Pay	Average Scenario Pay	Average Pay Increase	Average Increase
Airport	49	\$2,226,060	\$45,430	\$3,309,611	\$67,543	\$22,113	48.7%
Park	47	\$1,912,837	\$40,699	\$2,993,879	\$63,700	\$23,001	56.5%
Marshal	13	\$633,027	\$48,694	\$889,968	\$68,459	\$19,765	40.6%
TOTAL	109	\$4,771,924	\$44,941	\$7,193,457	\$66,567	\$21,626	48.1%

To provide uniform, equipment, and badges to the PSEM sworn personnel would cost approximately \$1,000 per officer, or a total of about \$120,000.

For the 102 currently filled PSEM positions, the City pays Service Incentive Pay at a rate of 0.25 percent times the number of years of service up to 12 times the annual salary. APD officers receive longevity at a rate of \$70 times the number of years of service, up to a maximum of 25 years. Based on initial calculations, Service Incentive Pay for the current employees is approximately \$79,000 and APD longevity would be approximately \$55,000, a difference of approximately \$25,000. On October 7, 2007, APD longevity will be \$96 for each year of service, up to a maximum of 25 years. The cost of Longevity and Service Incentive Pay is not included in this analysis.

The City has not quantified the impact of various stipends that are currently provided to APD and PSEM officers. For example, APD officers receive a language stipend although PSEM officers do not. At the Airport, PSEM officers are paid a medical stipend; APD officers do not receive this stipend. Additionally, APD officers receive termination pay for their unused sick leave. PSEM officers do not currently receive this pay. These costs are not included in this analysis.



Vehicles would also need to be retrofitted, mainly the changing of the decals. The cost of vehicle retrofits is also not included in the analysis.

Anticipated Base Increases

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Base Pay Increases	109	\$6,282,167	109	\$9,921,915	109	\$9,921,915	109	\$9,921,915
Salary		\$4,771,924		\$7,193,457		\$7,193,457		\$7,193,457
FICA, Medicare, Retirement		\$746,806		\$1,845,122		\$1,845,122		\$1,845,122
Insurance		\$763,436		\$763,436		\$763,436		\$763,436
Longevity		not included		not included		not included		not included
Special Pays and Stipends		not included		not included		not included		not included
Uniform / Equipment / Badges				\$119,900		\$119,900		\$119,900
Vehicle Retrofit				not included		not included		not included

Training

According to plans developed by APD, it would take a year for the Department to provide training to all of the officers that would be transferred. To provide this training, the Department proposes a one year increase of five patrol officers at cost of \$372,006, including \$366,506 for salary, FICA, Medicare, retirement, and insurance costs and \$5,500 for uniforms and equipment.

To train the 109 officers, the City would also incur a significant amount of overtime as officers were pulled off of their normal shifts for the required training. Additionally, the City would likely increase the number of field training officers, therefore increasing the number of officers receive stipends for providing this training. These additional costs have not been quantified.



Anticipated Training Costs

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Training (one-time costs)					5	\$372,006	5	\$372,006
Additional Training Staff								
Salary, FICA, Medicare, Retirement, Insurance					5	\$366,506	5	\$366,506
Other								
Uniform / Equipment / Badges						\$5,500		\$5,500
Field Training Officer Stipends						not included		not included
Overtime to Cover Training						not included		not included

Other Costs

The APD anticipates additional costs for recruitment, Internal Affairs, Special Events, and overtime related to APD officers who are promoted into new positions.

With an increase in the size of the APD force, the Department anticipates additional recruitment challenges. The Department estimates that \$39,299 is required on an annual basis to supplement the advertising and travel budget. This cost is considered an additional one because PSEM currently does not budget for recruitment costs.

In Internal Affairs, the APD anticipates the need for a detective. According to the Department, there is currently one Internal Affairs detective for every 100 officers. An additional detective (total cost \$87,869, including \$86,769 for salary and benefits and \$1,100 for uniform, equipment, and badge) is required because 109 officers would be transferred to APD under the consolidation scenario.

To coordinate 135 annual special events, APD relies on a Lieutenant, a Sergeant, two Officers and a civilian support person. The Park Police coordinates 45 events annually with a sergeant who also provides security for ARCH. Under the consolidation scenario, the Department proposes to add one officer (total cost \$74,401, including \$73,301 for salary and benefits and \$1,100 for uniform, equipment, and badge) to the Special Events staff to coordinate events after consolidation. The Parks Police sergeant who coordinates special events and ARCH security would be assigned to the Boat Patrol.

It is anticipated that all of the new positions that are created as a result of the absorption of the forces would be filled by current APD sworn personnel. The overtime and other costs associated with covering existing APD shifts and assignments are not included in this analysis.



Other Anticipated Costs

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Other Costs					2	\$162,270	2	\$162,270
<u>Additional Staff</u>								
IAD/Integrity Crimes								
Salary, FICA, Medicare,					1	\$86,769	1	\$86,769
Retirement, Insurance						\$1,100		\$1,100
Uniform / Equipment / Badges								
Special Events								
Salary, FICA, Medicare,					1	\$73,301	1	\$73,301
Retirement, Insurance						\$1,100		\$1,100
Uniform / Equipment / Badges								
<u>Other</u>								
Promotions (Overtime)						not included		not included
One-time Recruitment Costs						\$39,299		\$39,299

Service Specific Costs

Airport Police

The APD recommends the addition of four sworn personnel – two corporals and two detectives – to the current 48 officer positions. Two corporals would be added to ensure that the Airport service has the same span of control as APD. Corporals do not currently exist as a rank at the Airport. Detectives would be added to investigate offenses. Offenses at the Airport are currently investigated by three officers, though as a result of previous City litigation APD officers cannot investigate cases past the preliminary phase. Therefore, the APD would add two detectives to the airport and three officers would transfer to the Boat Patrol that is currently conducted by the Park Police.

The total cost of providing additional staff to the Airport would be \$351,475, including \$347,075 for staff and \$4,400 for uniforms and other equipment. This does not include unquantified costs that include a possible new stipend to attract officers to work at the Airport, vehicles, the medical certification stipend, ongoing training (i.e. Airport security, K-9, and medical) and overtime related to ongoing training. Corporals are included as a “Modified Enhanced” cost as this level of supervision does not currently exist at the airport.



There are nine sergeants at the Airport, though the APD would only require eight. One would be eliminated through attrition. This is reflected in the "Savings" section below.

Anticipated Airport Police Costs

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Airport Police					2	\$175,737	4	\$351,475
<u>Additional Staff</u>								
Detectives: Salary, FICA, Medicare, Retirement, Insurance Uniform / Equipment / Badges					2	\$173,537 \$2,200	2	\$173,537 \$2,200
Corporals: Salary, FICA, Medicare, Retirement, Insurance Uniform / Equipment / Badges							2	\$173,537 \$2,200
<u>Other</u>								
Assignment Stipend						not included		not included
Medical Certification Stipend						not included		not included
Vehicles						not included		not included
Additional Training						not included		not included
Overtime Related to Training						not included		not included

Park Police

The APD proposes to add eight positions to the Park Police. Four new positions would be created and three officers and one sergeant would be transferred from the Park Police. These positions would double the Boat Patrol staff and add the rank of corporal to this service.

Under the scenario, five officers and one sergeant would be added to the Boat Patrol. With this personnel the APD would staff each boat with two officers, implementing a recommendation from the Coy Report. According to the Department, even before the consolidation scenario was presented PSEA had requested five additional positions for the Boat Patrol. Additionally, a sergeant would be transferred from the Park Police to provide supervision. The APD also proposes adding two corporals at a cost of \$175,737 including benefits.

The total cost of providing additional staff to a new Park Police Division would be \$324,540, including \$320,140 for staff, and \$4,400 for uniforms and other equipment. This does not include the cost of transferred staff. For this analysis, all of these costs are considered "Modified Enhanced" because they would add staff to the Boat Patrol and add corporal supervision.



Unquantified costs are jet skis, boats, vehicles, and ongoing training. The APD would also eliminate a vacant sergeant position. This is reflected in the "Savings" section below.

Anticipated Park Police Costs

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Park Police							4	\$324,540
Additional Staff								
Lake Patrol Officers: Salary, FICA, Medicare, Retirement, Insurance							2	\$146,602
Uniform / Equipment / Badges								\$2,200
Corporals: Salary, FICA, Medicare, Retirement, Insurance							2	\$173,537
Uniform / Equipment / Badges								\$2,200
Other								
Vehicles								not included
Jet Skis								not included
Boats								not included
Additional Training								not included
Overtime Related to Training								not included

City Marshal

The Department reports that a dangerous situation exists because City Marshals are currently administering Class C warrants alone. This is consistent with the Coy report. To remedy this situation, the APD recommends adding four patrol officers to administer warrants. For this analysis, these costs are considered "Modified Enhanced" because they would augment services provided by the City Marshal.

The total cost of providing additional staff for APD to conduct Marshal duties would be \$297,605, including \$293,205 for staff, \$4,400 for uniforms and other equipment. The cost for ongoing training and overtime related to that training and vehicles has not been quantified.



Anticipated City Marshal Costs

Category	Existing		Staff		Modified		Modified Enhanced	
Costs	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
City Marshal					0	\$0	4	\$297,605
Additional Staff								
Warrant Officers: Salary, FICA, Medicare, Retirement, Insurance							4	\$293,205
Uniform / Equipment / Badges								\$4,400
Other								
Vehicles								not included
Additional training								not included
Overtime related to training								not included

SAVINGS

Savings would occur in two areas, staff reductions and efficiencies.



Anticipated Savings

Category	Existing		Staff		Modified		Modified Enhanced	
Savings	Head Count	Cost	Head Count	Cost	Head Count	Cost	Head Count	Cost
Staff Reductions	0	\$0	3	(\$327,907)	5	(\$527,960)	5	(\$527,960)
<u>Salaries</u>								
PSEM Director			1	(\$125,548)	1	(\$125,548)	1	(\$125,548)
PSEM Assistant Director			1	(\$100,297)	1	(\$100,297)	1	(\$100,297)
PSEM Admin			1	(\$39,520)	1	(\$39,520)	1	(\$39,520)
Salary, FICA, Medicare, Retirement				(\$41,530)		(\$41,530)		(\$41,530)
Insurance				(\$21,012)		(\$21,012)		(\$21,012)
<u>Elimination of Vacant Park Police Sergeant</u>								
Salary					1	(\$74,033)	1	(\$74,033)
FICA, Medicare, Retirement						(\$18,989)		(\$18,989)
Insurance						(\$7,004)		(\$7,004)
<u>Elimination of Airport Police Sergeant</u>								
Salary					1	(\$74,033)	1	(\$74,033)
FICA, Medicare, Retirement						(\$18,989)		(\$18,989)
Insurance						(\$7,004)		(\$7,004)
Efficiencies								
Duplication in service (Park calls)						not included		not included

Staff Reductions

It is anticipated that some PSEM positions would no longer be needed after consolidation. The total cost of the administrative positions is \$327,907, \$265,365 for salary and \$62,542 for benefits. Budget savings would depend on the City's decision regarding these positions. If they are transferred or absorbed by the Police Department, then no net City savings would occur. If they are separated the full savings would be realized, less net separation costs. If the individuals were hired by another division of the City government, the impact on the General Fund would depend on the position to which they are hired.



In both the Park Police and Airport Police, there are sergeant positions that could be eliminated, according to APD. In the case of Park Police, there is a vacancy that could be eliminated immediately for a total savings of \$100,026, including \$74,033 in salary costs. In the case of the Airport, a sergeant position would be eliminated at an estimated annual impact of \$100,026. However, it is anticipated that these savings would not be realized until the position was vacant through attrition.

All of the staff that are proposed to be transferred receive administrative support from their respective organizations. According to PSEM, there would be limited opportunity for reductions in administrative staff because they are performing other functions for the organizations.

Efficiencies

The consolidation of forces would bring some efficiencies to the department with regard to Park Police calls. In some cases, both the Park Police and the APD respond to calls at the Parks. If this duplication can be eliminated through the consolidation of the Park Police, then the City could achieve some savings or allow officers to respond more quickly to other calls.

Because of the difference in salary and benefit costs, overall it is more expensive for APD officers to respond to calls than Park Police officers. This cost is recognized in the APD analysis; it is included in the \$3.5 million that it would cost to absorb all of the PSEA officers into the APD.

Potential Future Savings

If the City makes a decision to incorporate the Airport and Park Police and City Marshals with the APD, it should work to creatively provide as many services as possible, while ensuring that services for the public are not compromised. The following are initiatives that the City may consider in the future:

- **Civilianization.** Where feasible, the City could consider civilianizing staff. For example, crime prevention at the Parks could be provided by civilian Park Rangers.
- **Private security guards.** At the Courts and ARCH facility, Marshals provide security services. The City could consider the use of a private security force to provide these services.
- **Retired police officers.** Many jurisdictions have had success by using retired police officers as guards, detectives, and trainers.
- **Video arraignment.** Under a system offering video arraignment, the accused are able to be arraigned without leaving the detention facility. The accused is sworn in and is connected through the video conferencing equipment to the judge, the prosecution, and the defense. The proceedings take place as if all were present in the room and the



accused is able to see the judge, the defense attorney, the prosecutor, and any witnesses that are called.

- In Austin, there are face-to-face meetings with the judge and the accused outside of the magistration process for Class C warrant resolution and at the Downtown Community Court. These and other issues would need to be addressed if the City considers video arraignment.
- **Greater reliance on existing officer to provide training.** To bolster training resources without the addition of permanent to the Academy and for ongoing training, the City could consider the use of additional officers to provide training. This would need to be evaluated in the context of the cost of overtime to cover the cost of backfilling officers while they are conducting training. Additionally, the City would need to consider the impact on the training provided to cadets by adjunct instructors. At APD, there is an emphasis on ensuring that permanent instructors keep their skills and knowledge current.



Public Safety Consolidation

August 24, 2006

Public Safety and Emergency Management


- ❑ Park Police, Airport Police, and Marshals provide specialized law enforcement, security services and customer service
- ❑ All three divisions are within the Public Safety and Emergency Management (PSEM) Department
 - PSEM was created to enhance training and professional development, standardize procedures, enhance customer service, operational efficiencies and coordinated communication
- ❑ Personnel are TCLEOSE certified peace officers
 - Non-Civil Service

Public Safety Proposed Pay Adjustments

Pay Adjustment	Amount
PFP	\$214,159
Service Incentive Enhancement	\$112,715
Market Adjustments	\$261,039
Stipends	\$658,785
Total	\$1,246,698

Peer City Comparison (Texas Cities)

City	Airport	Park	Marshal
Austin	Airport PD	Park PD	Marshal's Office
Dallas	DPD	DPD	Marshal's Office
El Paso	EPPD	EPPD	EPPD
Fort Worth	Airport PD	FWPD & Marshal's Office for Lake Patrol	Marshal's Office
Houston	HPD	HPD & Park Rangers	HPD
San Antonio	Airport PD	Park PD	Marshal's Office



Resolution No. 20060622-079

- Be it resolved by the City Council of the City of Austin:
 - That the City Manager be directed to complete a feasibility study regarding the potential costs, savings, efficiencies, employment issues, and practicality of combining all of the City's law enforcement officers under a central command and control structure, and report back to Council in forty-five (45) days after this resolution.



Departments Involved

- ☐ PSEM
- ☐ APD
- ☐ Law
- ☐ Budget
- ☐ Client Department Directors (PARD, Airport, Municipal Court)
- ☐ Assistant City Manager – Public Safety
- ☐ PFM Group – Public Financial Management (independent analyst)



Steps/Process Followed

- ❑ Assessment of full services provided by PSEM Officers - APD & PSEM
- ❑ Analysis of integrating PSEM services within APD operations - APD
- ❑ Development of basic transition requirements for PSEM personnel - APD, PSEM, Law
- ❑ Development of operating structure of PSEM services within APD standards - APD
- ❑ Development of comprehensive action plan and operational requirements for each PSEM Division - APD



Steps/Process Followed (cont.)

- ❑ Review of comprehensive action plan by APD Chief and Assistant Chiefs as well as several Commanders; adjusted as necessary - APD
- ❑ Review of comprehensive action plan by PSEM, Law, Assistant City Manager, PFM
- ❑ Cost calculation and assessment - Budget Office, Assistant City Manager, PFM
- ❑ Final review of action plan and costs - All Departments

Consolidation Assumptions

- ❑ PSEM Officers will maintain rank and tenure
- ❑ Division Chiefs will become Commanders
- ❑ Salaries and benefits would be increased to be within APD pay structure
- ❑ PSEM Officers gain civil service status
- ❑ Staffing and supervisor structure would be in compliance with existing APD standards
- ❑ Each function (Park Police, Airport Police, Marshals) would become a division within APD

Summary of Financial Impact

Cost Break Down - Incremental Increase				
	Year 1	Year 2	Year 3	3-Year Total
Salary & Benefit Increases for 109 Existing Positions	\$3,419,821	\$590,592	\$532,361	\$4,542,774
19 Additional APD Staff	\$1,486,994	(\$316,339)	\$162,417	\$1,333,072
Total	\$4,906,816	\$274,253	\$694,778	\$5,875,847
Cumulative Increase from PSEM to APD Consolidated Dept.	\$4,906,816	\$5,181,069	\$5,875,847	\$15,963,732

Summary of Financial Impact

Incremental Cost and Staff Increases						
	Positions		Year 1	Year 2	Year 3	3-Year Total
	Existing	Added				
Airport Police	48	4	\$1,931,162	\$242,831	\$308,293	\$2,482,287
Park Police	48	4	\$1,769,726	\$268,566	\$253,651	\$2,291,942
Marshal	13	4	\$679,353	\$122,196	\$109,630	\$911,179
Other	0	7/2	\$526,576	(\$359,339)	\$23,202	\$190,439
Total	109	19/14	\$4,906,816	\$274,253	\$694,778	\$5,875,847
Cumulative	128/123		\$4,906,816	\$5,181,069	\$5,875,847	\$15,963,732

* Cumulative = Cumulative increase from PSEM to APD Consolidated Dept.

* Year one costs only; future year's salaries and benefits subject to current meet and confer contractual increases (contract expires 9/08)

* Costs do not include additional capital, supplies and equipment needs

* Training Officers (5) redeployed after Year 1

Staffing Changes

- Airport Police
 - 3 – Officers transferred to Parks Division
 - 2 – Corporals
 - 2 – Detectives
- Park Police
 - 5 – Officers (3 transferred from Airport)
 - 2 – Corporals
- Marshal
 - 4 – Officers

Staffing Changes (cont.)

- Training
 - 5 – Officers (To be redeployed in Year 2)
- Internal Affairs
 - 1 – Detective
- Special Events
 - 1 – Officer



Key Issues/Concerns

1. Scope of Service / Experience
 - Specialized Area/Function
 - Non-Law Enforcement Functions
 - Experience
 - Limited focus
 - Tempo
 - Stabilized staffing
 - Stabilization required for specialized functions
2. Training
 - Different Focus
 - Increased/Different Needs
3. Cost



Implementation Options

1. Reduction-In-Force of all personnel and transfer vacant positions to APD
2. Meet & Confer – Negotiations initiated using the Austin Police Association’s contract re-opener
3. Special Legislation

Remaining Legal Issue

☐ Pension Laws

- PSEM officers currently participate in COAERS. PSEM officers who move into APD must participate in APRS.

- APRS is not part of the proportionate retirement system but could join the system if:

 - ☐ APRS board acted by resolution to join and

 - ☐ City Council approved the board's resolution

- APRS says it will require, before participating in proportionate system:

 - ☐ Legislative change to adjust plan language

 - ☐ Legislative change to increase the City's 18% contribution rate because of current actuarial condition of fund

 - ☐ That COA pay all fees associated with participation

Proposed Budget

- The Proposed Budget for PSEM includes full funding and staffing to maintain current service approach and service levels
 - Safety concerns identified require additional funding:
 - Marshals: Court Security / Class C Warrants – 2 additional Marshals
 - Parks: Lake Patrol (included in unfunded strategic adds)
 - Full year funding for salary market adjustments: \$261,039
 - Full year funding for PFP: \$214,159
 - Full year funding for Service Incentive Enhancement: \$112,715
 - Full year funding for additional pay, i.e. stipends: \$658,785



Recommendation

- ❑ Continue current approach within existing structure through PSEM for providing specialized law enforcement, security and customer services. Do not consolidate with the citywide police services in APD.



Public Safety Consolidation

August 24, 2006