



IMPD STAFFING STUDY COMMISSION

FINAL RECOMMENDATIONS TO THE INDIANAPOLIS-MARION COUNTY CITY-COUNTY COUNCIL

APRIL 28, 2014



Introduction and Summary of Recommendations:

For many years Elected and Community Leaders of Indianapolis have stated that the Indianapolis Metropolitan Police Department (IMPD) is critically understaffed. To address those claims the City-County Council passed Council Resolution No. 65, 2013. The purpose of the resolution was to create a bipartisan study commission to determine the appropriate and necessary number of IMPD officers needed to best serve the people of Indianapolis, and to review and analyze long-term funding options. The Commission was instructed to hold public hearings and report its findings and recommendations to the Council.

Recommendations: By unanimous consensus the Commission recommends increasing the current strength from **1,565** officers to a new authorized strength of **1,797** officers by adding 58 new officers in the years 2015, 2016, 2017, and 2018 for a net increase of 232 officers. Estimated annual net cost to fund the net increase of 232 officers to reach a headcount of 1,797 officers is **\$28.5 million**.

The Commission further recommends that funding of these new officers can be achieved by raising the Public Safety Income Tax to .50% in 2014 to take effect in 2015, eliminating the COIT Homestead Credit* by phasing it out over a four year period starting in 2015 and applying for Federal COPS grants for the years 2015, 2016, and 2017. Details on expenditures and potential revenue will be addressed later in this document.

The Commission also recommends that the Mayor and the Council study other revenue possibilities that can help mitigate dependence on tax revenues such as imposing fees for special events and requesting voluntary payments in lieu of taxes (PILOTs).

Additionally the Commission encourages the Mayor and Council to consider discussing with the Indiana General Assembly such ideas as commuter income tax, local sales tax, and establishing Crime Prevention Districts.

*The COIT Homestead Credit is not the same as the State Homestead Deduction. The Homestead Deduction is granted by the State whereas the COIT Homestead Credit is a local policy decision. The Homestead Deduction is a deduction on a homestead's assessed value (60% of the Homestead gross AV, up to \$45K) and the COIT Homestead Credit is an applied credit toward your property tax liability.

Background:

The IMPD Staffing Study Commission was established by City-County Council Resolution No. 65, 2013 to:

- Determine the appropriate and necessary number of IMPD officers needed to best serve the people of Indianapolis
- Review and analyze long-term funding options.
- Hold public hearings and report its findings and recommendations to the Council
- Submit a final report to the Council by March 31, 2014

The Commission is comprised of 11 members, five of whom are City-County Councillors and two who represent the community at large. The remaining four members are representatives of the Fraternal Order of Police, Department of Public Safety, County Prosecutor and County Sheriff.

IMPD STAFFING STUDY COMMISSION ROSTER

Hon. Mary Moriarty Adams, Chair
City-County Councillor, District 17

Rodric Reid
Manager, Annual Giving and Special Projects
Fathers and Families Center

Hon. John Barth
City-County Councillor At-Large

Hon. Leroy Robinson
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Louis Dezelan
Lieutenant Colonel, Administration Division
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Laurel Judkins
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Ryan Vaughn
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PROXY: Valerie Washington
(Deputy Director, Department of Public Safety)

Spencer Moore
IMPD

Additional information can be found at:

<http://www.indy.gov/eGov/Council/Committees/Pages/IMPD-Staffing-Study-Commission.aspx>

Recap of Commission Meetings:

The Commission held five public meetings over a four month period to gather information from leading experts in policing and to hear from the public on their views of adequate police staffing.

Meeting #1 – Thursday, January 23, 2014 City-County Building Room 260

At the first commission meeting, the Commission received opening remarks from the Director of Public Safety, Troy Riggs, and presentations by IMPD Chief of Police Rick Hite, Commission member Rick Snyder on behalf of the Fraternal Order of Police, and from the IUPUI School of Public and Environmental Affairs Public Safety Lecturer Jim White.

Chief Hite's presentation provided informative and insightful background about current and requested IMPD staffing, the department's organizational chart and alternative staffing models that could be explored to add officers to the sworn rank between now and the year 2020. In summary, IMPD has requested sustainable funding for a minimum of 30 – 50 officers each year. An optimal funding level would provide for increases in patrol staff resulting in a net gain of 200 officers over the next 3 years. The Department of Public Safety estimates that it costs approximately \$6 million to hire 50 new officers – a rate of about \$120,000 per officer for compensation, training, equipment and vehicle costs.

Mr. Snyder's presentation included discussion of the FOP staffing proposal from its perspective of staffing needs as well as recommendations for funding.

Mr. Jim White provided insightful and thought provoking information and suggestions about effective policing and staffing considerations.

Meeting #2 - Wednesday, February 26, 2014 Library Services Center

At the second commission meeting, the Commission heard from three national experts, who gave suggestions and shared best practices about police staffing. The Commission asked the panelists to include, as part of their opening remarks, an assessment of IMPD based on the presentation and information that was sent to them. The panelists identified several strengths of the department and were complimentary about the direction and changes being made in terms of increasing civilian staffing

Mr. Kim Kohlhepp, of the International Association of Chiefs of Police, commended IMPD's commitment to active policing community partnerships. All three panelists stressed the importance of community/police partnerships. He noted however, that the

department has as a result of declining funding, retreated from a proactive community police model. He encouraged the continuation of a positive change environment, illustrated by widespread collaboration and a new labor agreement. Mr. Kohlhepp encouraged the Commission, IMPD, FOP, and the community to collaborate in identifying what return all stakeholders will realize from the increased investment of additional staffing being discussed. He said those returns should be measurable and quantifiable.

Denver Chief of Police Robert C. White made three major points, the first of which was that the central focus of policing should be the prevention of crime. His second point was the importance of the community and that it is the greatest multiplier of the police force. Third, Chief White gave praise to the Department of Public Safety and Chief Hite in the accomplishments made recently. He encouraged the department to strengthen its ability to be data driven and able to produce measurable outcomes and evidence.

The third panelist was Dr. Craig Fraser from the Police Executive Research Forum. Dr. Fraser stressed the importance of civilians, technology and police staffing. He said that it is important to have a clear vision and to understand how you plan to use officers' time as it relates to community engagement, investigation and other specialty units.

Meeting #3 - Thursday, March 6, 2014
Library Services Center

The Commission received a briefing from Hope Tribble, the Council CFO, about potential funding options for increased police staffing. Some of these options are under the direct and currently available purview of the Council and Mayor within existing local authority. These include changes to the local income tax structure currently in place in Marion County and the imposition of Payments in Lieu of Taxes (PILOTs) from certain local municipal agencies. Ms. Tribble also identified some options related to additional fees for police services for large events and the use of off duty police services. She also discussed the idea of voluntary PILOTs from tax exempt entities and the concept of a public safety tax for commuters into the county, noting that the latter could only be enacted through changes in state law.

In addition to the funding options, the Commission received public testimony and heard suggestions from Councillor Christine Scales about additional considerations related to funding.

Meeting #4 – Thursday, March 20, 2014
City-County Building, Room 260

At its fourth meeting the Commission received additional information from Assistant Chief Crowe of IMPD that supplemented Chief Hite's initial presentation and responded

to additional questions about compensation structure and the IMPD's requested funding levels.

After the IMPD presentation, the Commissioners reviewed and discussed in more detail the three alternative staffing models that IMPD presented at our first meeting.

Model #1, adds 50 recruits each year, would primarily have the effect of maintaining the current staffing level once attrition due to retirement and other termination are taken into account. The projected gain in officers over the 6 year projection period (2015 – 2020) under this model would be 86 officers.

Model #2, adds 80 officers each year, would result in a net gain of 266 officers by 2020.

Model #3, adds 100 officers each year, would result in an aggregate increase of 386 officers by 2020.

For each model, the Commission reviewed the impact of the projected staffing levels and discussed how it would assist the department in meeting its mission and responding to the IMPD vision as a proactive, community policing force.

In summary, after reviewing the options and discussing each, the Commission came to a consensus that Model 3 would provide the optimal staffing level; however, the Commission also recognized that budget and resource constraints will be a consideration in determining which of these staffing models will be recommended as a goal.

Meeting #5 – Tuesday, April 15, 2014
City-County Building, Room 260

The Commission heard from the financial advisory team of Council CFO Bart Brown, City Controller Jason Dudich, and Deputy Director of Public Safety Valerie Washington. The team gave a presentation on funding alternatives that covered projected expenditures based on 100 new officers per year and available revenues to cover those costs.

IMPD Staffing Model

Key Assumptions are:

1. 100 officers a year
2. Annual attrition of 42 officers
3. Recognition of inflation; approximately 3% per year.
4. A projected \$15 million structural deficit in 2015.
5. Annual cost of \$120,000 per new officer

Add 80 Recruits in 2014 & 100 Recruits in years 2015-2018						
	<u>Current Staffing as of 1/20/14</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>Net Gain 2014-2018</u>
Officers	1527	1565	1623	1681	1739	
Retirements/Separations	-42	-42	-42	-42	-42	
Recruits	80	100	100	100	100	
Total Projected Year End Staffing	1565	1623	1681	1739	1797*	
Net Officer Gain	38	58	58	58	58	270

*2007 Authorized Strength – 1,740

IMPD Expense Model

IMPD Budget	2014 (Base Year)	Net Change over Base	2015	Net Change over Base	2016	Net Change over Base	2017	Net Change over Base	2018
Sworn Salaries ¹	106,496,609		110,904,609		115,428,609		120,126,609		124,998,609
Other IMPD Character One - civilians & sworn & civilian fringes , & overtime ²	55,655,486		57,325,151		59,044,905		60,816,252		62,640,740
Character Two ³	970,843		970,843		970,843		970,843		970,843
Character Three ⁴	16,089,731		16,572,423		17,069,596		17,581,683		18,109,134
Character Four ⁵	29,000		29,000		29,000		29,000		29,000
Character Five ⁶	11,817,323		12,053,669		12,294,743		12,540,638		12,791,450
Total IMPD Budget	191,058,992	6,796,703	197,855,695	13,778,704	204,837,696	21,006,033	212,065,025	28,480,784	219,539,776

Assumptions:

- ¹ Assumes 2% increase to base salary
- ² Assumes 3% increase per year to account for changes in health, life, etc.
- ³ Keeps Character 2 flat
- ⁴ Assumes 3% increase per year for building rent, technology, etc.
- ⁵ Keeps Character 4 flat
- ⁶ Assumes 2% increase (some reductions in fuel costs from energy efficient vehicles)

Sources for Additional Revenue

Local Control

- 1) Public Safety Tax (PST)
 - a) Current rate is .35%; maximum rate is .50%.
 - b) The maximum rate would raise an additional \$24 million in revenue for units in Marion County with \$15 million going to IMPD.
- 2) Elimination of the COIT Homestead Credit - would raise approximately \$7.5 million for IMPD.
- 3) COPS Grants – 10 new officers every year for 3 years

IMPD General Fund Cash Flow 2014-2018

\$'s in millions	2014	2015	2016	2017	2018
Current Revenues	\$186.0	\$171.0	\$171.0	\$171.0	\$171.0
Organic Growth: Income Taxes		\$10.5	\$13.7	\$16.9	\$20.1
Organic Growth: Property Taxes		\$0.7	\$1.4	\$2.4	\$3.4
CIB Revenue Share	(\$0.2)	(\$1.3)	(\$1.3)	(\$1.3)	(\$1.3)
Increase in Public Safety Tax (0.50%)		\$15.9	\$16.1	\$16.4	\$16.6
Max out LOIT Levy Freeze Tax		\$0.0	\$0.0	\$0.0	\$0.0
Eliminate Local Homestead Credit (Net)		\$2.6	\$5.2	\$7.8	\$10.4
Total Funding (Current and New)	\$185.8	\$199.4	\$206.1	\$213.2	\$220.2
Total Budget Needs (New Officers)	\$191.1	\$197.9	\$204.8	\$212.1	\$219.5
Projected Year End Fund Balance	\$0.5	\$2.1	\$3.3	\$4.4	\$5.1

The chart above indicates the fiscal impact of hiring additional officers from 2014 through 2018 and the necessary resources to provide for current officers and new officers over the 5 year period.

The total funding necessary to support both current and new officers by 2018 is \$220.2 million. To provide proper resources to support the new officers, both organic (normal annual growth) growth coupled with increasing revenue options as recommended by the Study Commission will support current and new officers. The figures noted in the table are projections of current revenue sources and new revenue sources and may vary in future years based on the economic conditions in the city and county.

It should be noted that organic growth in current revenue sources alone will not cover the projected deficit moving forward. Also, while the table indicates the IMPD General fund balance is growing between 2014 and 2018, if revenues were to decrease, operating costs rise above the figures projected, the fund balance could drop over a period of time.

Other Revenue Sources to be explored

- 1) Levy Freeze LOIT Adjustment
 - a) Current rate is .27%; maximum rate is .3224%
 - b) Maximum rate would raise approximately \$10 million additional revenue for all units in Marion County with \$1 million going to IMPD
- 2) Voluntary PILOTS from largest property tax-exempt institutions
- 3) Fee for policing services revenue (special events)
- 4) Special Purpose Districts

Non-Revenue Recommendations

- 1) MOU's with other police jurisdictions within Marion County can improve response times.
- 2) Allowing the Marion County Sheriff to provide patrols in parks and on trails will allow IMPD to reposition officers in other areas of need.
- 3) Continue to civilianize sworn positions when appropriate and increase use of police reserve and volunteer units.