

**VILLAGE OF DOWNERS GROVE**  
**REPORT FOR THE VILLAGE COUNCIL MEETING**  
**NOVEMBER 7, 2006 AGENDA**

SUBJECT:	TYPE:	SUBMITTED BY:
FY07 Municipal Budget Discussion – Police Department (General Fund)	Resolution Ordinance ✓ Motion Discussion Only	Robert Porter Police Chief

**SYNOPSIS**

A motion has been prepared to direct changes to the proposed FY07 General Fund budget to modify program budgets for police and fire to reflect the recommendation that the Downers Grove S.W.A.T. team for emergency response be dissolved and instead the Village should fully participate in the F.I.A.T. multi-jurisdictional team for emergency response to high risk situations.

**STRATEGIC PLAN ALIGNMENT**

The Five Year Plan and Goals for 2006-2011 identified *Exceptional Municipal Organization*. A supporting objective of this goal is *Financially Sound and Sustainable Village Government*.

**FISCAL IMPACT**

The proposed FY07 General Fund budget for police officer and firefighter salaries will remain unchanged. However, the amount of these funds allocated to the emergency response program would be reduced to \$96,089 versus \$259,646 if the Village were to continue to maintain a stand alone S.W.A.T. team.

**UPDATE & RECOMMENDATION**

This item was discussed at the October 24, 2006 Village Council Workshop. Approval is recommended on the November 7, 2006 Active Agenda.

**BACKGROUND**

The Village Council held a discussion of this issue at the October 24, 2006, Workshop meeting to consider recommendations of the Public Safety Committee of the Village Council which met on September 6, 2006 and again on September 26, 2006. The primary purpose of the Public Safety Committee meetings were to review the financial costs and staff hours dedicated toward a number of programs within the Police Department including emergency response.

The Village currently funds and operates a twenty-two person Special Weapons and Tactics Team (“S.W.A.T. Team”) within the Police Department (with support of Fire Department personnel) and has done so since the mid 1970’s. The purpose of this Team is to provide emergency response law enforcement and medical services. The team is comprised of specialized officers that are trained as a unit under the direction of a commander and assistant commander and include hostage negotiations, snipers/observers, tactical operators and perimeter officers. The Team is activated by the shift supervisor, in conjunction with the S.W.A.T. Team Commander, to respond to emergency situations. These situations generally include the presence of a perpetrator of a crime in a specific location that is known to be dangerous and have a weapon or weapons and in some cases a victim or hostage. While incidents of this nature occur infrequently, most municipalities do not staff patrol units on a daily basis with either sufficient personnel or equipment to respond to such incidents. The incidents can be either emergency in nature or can be scheduled (to a degree) in cases such as serving a search warrant. Participation on the

S.W.A.T. Team is considered a specialty assignment, which means that police officers work full-time as either a patrol officer, detective, sergeant or lieutenant. In addition to this position classification, these personnel leave their regular assignments to train as a unit on Monday at least 16 times per year. There is no additional pay provided to police officers assigned to the S.W.A.T. team, however, non-exempt employees do receive overtime pay consistent with Village personnel rules and applicable collective bargaining agreements.

The Village has the option of providing special weapons and tactical law enforcement services via an internal Police Department team or via participation in a multi-jurisdictional team such as the Felony Investigative Assistance Team (F.I.A.T.), which currently exists in DuPage County. It should also be noted that some municipalities elect to neither have an internal specialized tactical unit nor participate in a regional effort, such as F.I.A.T. In these communities, mutual aid is invoked by calling the DuPage County Sheriff's Office. However, this alternative poses a risk to police officer safety as well as public safety and therefore, staff has not evaluated this alternative.

The proposed FY07 General Fund budget was prepared in advance of the Public Safety Committee meetings and the Emergency Response Program within the Police Department's portion of the General Fund Budget is reflective of the existing S.W.A.T. Team. It is recommended that the Council discuss changes to the FY07 recommended General Fund budget and reallocate operating costs associated within the Police and Fire Departments that are currently proposed for S.W.A.T. Team operations and instead fund emergency response operating costs based upon participation in a multi-jurisdictional team, also known as F.I.A.T. There will not be a budgetary reduction in salary and benefit expenditures. However, it is projected that there will be a reduction in overtime, training and equipment expenditures starting in FY08. The reason personnel costs remain essentially flat is that the reallocation shifts a minimum of 16 officers from specialty duties to day-to-day operations, including patrol, but does not eliminate any positions.

As noted above, the Downers Grove Police Department has had a fully staffed S.W.A.T. Team since the mid 70's. The Downers Grove Police Department's S.W.A.T. Team has responded to numerous incidents (the dates and locations are listed in a document attached to this report.) The team has been involved in two shootings over the past several years, with both being classified as justified. Many more incidents have been defused through negotiation. The team is only activated for high-risk situations involving the threat of violence. Over the years, the team has evolved as tactics and training has improved.

The S.W.A.T. Team is made up of members of the police department who function in various capacities within the department. The team consists of patrol officers, detectives, tactical officers, school resource officers, sergeants and lieutenants. These officers train at least once a month together and on several occasions they train twice a month. The training encompasses everything from honing shooting skills and conducting live fire exercises to performing scenarios in vacant homes. The team consists of twenty-two members with the breakdown as follows:

- One team commander and one assistant team commander
- Three hostage negotiators
- Four snipers/observers
- Ten tactical operators
- Three perimeter officers

The concept of the Downers Grove Police Department training and equipping its own S.W.A.T. Team has worked for Downers Grove since its inception. During the late eighties and nineties many other police departments in the area had their own teams as well and this was the norm. Each individual department had to rely upon its own resources to handle life-threatening incidents. However, in the past several years

with the creation of the F.I.A.T. multi-jurisdictional S.W.A.T. Team, a number of agencies have moved away from internal S.W.A.T. units and are joining multi-jurisdictional efforts.

The Downers Grove Police Department has been a member of F.I.A.T. (Felony Investigation Assistance Team) since its inception in the mid 1970's. The purpose of this organization was to allow member agencies to marshal personnel and resources during the course of a major crime/investigation. Member agencies could call upon other member agencies for assistance during large-scale criminal investigations such as murder. Currently, there are sixteen law enforcement agencies, including Downers Grove, participating in this organization. F.I.A.T. has grown over the years to now include an Accident Reconstruction component, a S.W.A.T. Team component and a Canine Response Team component. A policy board, made up of the member agency's police chiefs, governs F.I.A.T. and as a group dictate protocol for the organization. Each agency, no matter how large or small, only has one vote on any matter before the board, including decisions affecting the S.W.A.T. Team. Bolingbrook is the largest municipality participating in F.I.A.T. with Downers Grove being second. However, Bolingbrook has really limited their participation over the last several years.

The multi-jurisdictional F.I.A.T. S.W.A.T. Team became operational in 2001 and currently consists of twenty-seven members, including operators, snipers, negotiators and command staff. The team consists of members from 13 different jurisdictions and can be activated to respond to fifteen other jurisdictions, which is the number of law enforcement agencies, besides Downers Grove, that are members of F.I.A.T.

***Alternative A: Village funding its own S.W.A.T. Team***

This alternative would allow for the police department to maintain its current team and continue to fund training/equipment expenditures. The current cost of this program, without salaries, is approximately \$25,053. This is the dollar amount that was requested for the current fiscal year in program 628, Police Emergency Response. This dollar amount covers training and equipment purchases (i.e., uniforms, ammunition, gun sights, etc.).

Under the current system, overtime for S.W.A.T. Team training is minimal. Total overtime for training for the past two fiscal years is as follows:

- Fiscal Year 04-05: 98.5 hours
- Fiscal Year 05-06: 105 hours

The S.W.A.T. Team trains on Mondays, which is the one-day a week all patrol personnel are scheduled to work. Because of this, the training has little impact on overtime as well as the operations of the police department. This means the police department has a surplus of "manpower" and can remove personnel from patrol for training without impacting minimum staffing requirements for any of the shifts.

The Downers Grove Police Department's S.W.A.T. Team responds to a minimal number of "callouts" or activations per year. The S.W.A.T. Team has averaged about 4.5 "activations" per year over the past three years with seven occurring in 2003, three in 2004 and four in 2005. This equates to a total of fourteen callouts or activations over the past three calendar years. There is overtime associated with each callout and the amount of overtime varies from callout to callout. An average estimate of 8 hours per callout has been utilized as a standard for the purpose of preparing this review.

The below table indicates some of the advantages and disadvantages of the Village maintaining its own S.W.A.T. Team.

**Advantages and Disadvantages of Police Department Maintaining its own Team**

Table 1

Advantages	Disadvantages
Having 22 members of the department trained in S.W.A.T., who are familiar with Downers Grove and can respond quickly.	Must devote the time and money to train all 22 members.
Familiarization of personnel and teams capabilities, which assist greatly in determining the appropriate response to critical incidents.	When handling a serious incident, we tend to drain our resources; 22 members or 27% of our sworn personnel are assigned to the team.
Complete control over the team and its response during critical incidents.	Can be costly to equip entire team (clothing, weapons & ammunition). \$25,053 in FY06.
The team currently trains on Mondays, which has almost no impact on minimum staffing levels or overtime.	Because the team trains at least once a month on Mondays, it limits the amount of days the department can conduct department wide training.
F.D. has assigned 6 paramedics to our team as S.W.A.T. medics who have actively participated in training.	F.D. incurs overtime for training days and callouts.
Having numerous S.W.A.T. trained officers on staff has enabled the department to handle serious incidents without activating the entire team.	
Having S.W.A.T. Team members provide training to the entire department on a myriad of tactical issues such as building searches, rapid deployment in schools, officer down rescues, etc.	

One intangible benefit to this alternative is the fact that the police department knows what its team is capable of and is familiar with its training. The police department would have complete control over the incident.

**Alternative B: Village participates in F.I.A.T. S.W.A.T.**

This alternative would require the Village to eliminate its current S.W.A.T. Team and commit personnel to the F.I.A.T. multi-jurisdictional S.W.A.T. Team. Although the Village is a paying member of F.I.A.T. (\$2,500 per year), the policy board has asked that any member agency utilizing the S.W.A.T. Team to commit approximately 10% of its sworn personnel to that team. This is a goal and is not mandatory. Following that request, the Village would need to commit eight officers to the S.W.A.T. Team. The Police Department currently allows one of its negotiators to participate in F.I.A.T. and this individual attends a portion of their training. Should the Village elect to participate in F.I.A.T. S.W.A.T. the Village could seek approval for less than the mandatory 10% personnel. This request would stand a reasonable chance of approval, but it is likely not fewer than six officers would be required (inclusive of the one negotiator currently serving.) The police department has committed personnel to other components of F.I.A.T. and feels that a total of six officers assigned to S.W.A.T. would be equitable.

With that being said, the Police Department would be able to eliminate a large portion of its training and equipment costs from its yearly emergency response budget (Program 628) if this alternative is chosen. However, these costs could only be eliminated after the first year of joining the multi-jurisdictional S.W.A.T. Team. F.I.A.T. utilizes different uniforms and equipment than our current team and, therefore, the department would have to purchase the appropriate equipment to properly outfit five additional officers that would be assigned to the team. This initial output would be approximately \$19,155. The following table outlines the costs associated with assigning five additional officers to the F.I.A.T. S.W.A.T. Team compared to what was requested this fiscal year for the same line items.

**Cost for Transition Year**

<b>Expense/Item</b>	<b>Cost with F.I.A.T.</b>	<b>Current Budget</b>
Uniforms	\$806 per officer = \$4,030	\$500
Tactical Vests	\$1,400 per officer = \$7,000	None-did not request for 06
Radios and Headsets	\$805 per officer = \$4,025	None-our team is equipped
Ammunition (per year)	\$400 per officer = \$2,000	\$7,000 per year
Training (per year)	\$250 per officer = \$1,500	\$7,500 per year
Small Tools & Equipment	\$100 per officer = \$600	\$1,000
	<b>Total: \$19,155</b>	<b>Total: \$16,000</b>

\*The above table does not depict all costs associated with the emergency response budget only those items that would be needed to transition to F.I.A.T. S.W.A.T.

After the initial cost to outfit the five new team members, the ongoing yearly costs would diminish greatly. The yearly costs to properly equip these six officers would be approximately \$5,900 as opposed to \$25,053, which is a savings of \$19,153 per year.

**Ongoing F.I.A.T. S.W.A.T. Costs for 6 Officers**

<b>Expense/Item</b>	<b>Cost</b>
Uniforms (replacements-used as needed)	\$100 per officer = \$600
Ammunition	\$400 per officer = \$2,000
Training	\$250 per officer = \$1,500
Small Tools and Equipment	\$100 per officer = \$600
Pager Service	\$200 per officer = \$1,200
	<b>Total: \$5,900</b>

One unknown factor when considering this alternative is the amount of overtime required for training. The F.I.A.T. S.W.A.T. Team trains twice a month on Tuesdays. This could potentially require officers to attend training on their days off or even create shortages on different shifts. For purposes of this review, it was calculated that no overtime would be required for training. This may not be realistic when considering the collective bargaining agreement. Additionally, this analysis shows that the Police Chief would assign only officers (no sergeants or lieutenants) to the FIAT team. However, if the Village assumed the worst case scenario and all training by all 6 F.I.A.T. assigned officers was at overtime, this would equate to approximately \$25,000 more in wages than the \$48,678 shown in the table under fiscal impact.

The F.I.A.T. S.W.A.T. Team does schedule a one week training each year, which means whoever is assigned to the team would have to attend this training and would not be available for patrol. The police department would be without these 6 officers for one week.

A comparison was made between the police department’s patrol schedule and the F.I.A.T. S.W.A.T. Training Schedule. The results indicate that on virtually every date F.I.A.T. has scheduled as a training day the police department is above minimum staffing levels. Therefore, for this review, it was assumed that the only time backfill hires would be needed is when unexpected multiple officer sick leave is taken. As the schedule stands now, the police department would incur minimal overtime for F.I.A.T. S.W.A.T. training.

F.I.A.T. has averaged nine “activations” per year over the past three years. F.I.A.T. responded to twelve callouts in 2003, eight in 2004 and seven in 2005 for a total of twenty-seven “activations” over the last three years. If six Downers Grove Police Department officers were assigned to F.I.A.T. S.W.A.T., those six officers would respond to all “callouts” associated with the team. F.I.A.T. S.W.A.T. would respond to any activation within Downers Grove as well as all other requests in the fifteen other jurisdictions.

The below table provides an overview of the advantages and disadvantages of relying solely upon the F.I.A.T. S.W.A.T. Team.

**Advantages and Disadvantages of relying solely upon the F.I.A.T. S.W.A.T. Team**

Table 2

Advantages	Disadvantages
Will have access to a 27 member team including snipers, operators, negotiators and command staff	Not familiar with all personnel; they would come from 13 other jurisdictions
Only have to supply a maximum of 6 officers instead of 22	Police Department command staff would not have complete control over incident/scene.
Reduction in overtime for major incidents; would minimize number of DG personnel assigned to major incidents.	Training will not be conducive to our schedule and more than likely will have to pay overtime for training. Currently, all officers work on Mondays and that is when training is held.
Would not strain our resources during a prolonged incident	Officers assigned to F.I.A.T. S.W.A.T. would be responding to incidents in 15 other jurisdictions.

The police department could see a significant savings if this alternative is chosen but that would depend upon the number of hours of overtime created by the new training schedule.

While both Alternative A and Alternative B are viable options, each provides distinct advantages. Virtually all S.W.A.T./F.I.A.T. situations are high risk, high liability situations with the potential for violence. Therefore, the Village Council should be aware of the liability provisions of the F.I.A.T. existing agreement whereby the Village is a member of F.I.A.T. and the manner in which any litigation would be handled should F.I.A.T. become our emergency response provider.

At the Public Safety Committee meetings the following questions were asked:

1. *What are the F.D. staffing costs?*

The F.D. staffing costs have been added to the above table titled “Annualized S.W.A.T. Expenses.” The total dollar amount now includes the costs associated with six paramedics assigned to the S.W.A.T. Team.

2. *What are the F.I.A.T. numbers with 6 officers?*

Alternative B has been re-figured to reflect the costs associated with 6 officers assigned to the F.I.A.T. S.W.A.T. Team.

3. *What is the ILEAS liability?*

Each participating law enforcement agency shall assume sole responsibility for indemnifying their own employees, as well as providing for all personnel benefits and benefits that arise due to injury or death to the extent provided for by State and federal laws. Furthermore, each participating agency will be responsible for defending their own respective entity in any action or dispute that arises in connection with or as the result of the agreement and each agency will be responsible for bearing their own costs, damages, losses, expenses and attorney fees.

4. *What is the F.I.A.T. liability?*

Each municipality requesting aid agrees to indemnify, defend and hold harmless any municipality, employee or officer thereof, rendering aid for any liability, cost, expense, claim, demand, judgment or attorneys' fees arising out of injury or damage caused by an employee or officer involved in rendering aid. Provided that the total extent of the indemnification, including the cost of defense, shall be limited to the greater of the following:

1. The limits of liability prescribed by State statute (\$1,000,000);
2. The limits of liability for such an occurrence established by a self-insurance pool of which the municipality liable is a member;
3. The limits of liability of any insurance policy, which provides coverage to the municipality liable for the claim.

Furthermore, all employee benefits, wage and disability payments, pension and workmen's compensation claims, damage to or destruction of equipment and clothing of the municipality rendering aid shall be paid by the municipality regularly employing such person performing the services.

**Annualized S.W.A.T. Expenses**

S.W.A.T. Team	hourly rate	avg hours/year training (16 training dates 8 hours per date)	Cost of Training	avg hours/year callout (4.5 time/year 8 hrs/callout)	Cost of Callouts
Salary Police Officers (19)	34.97	2,432	85,047.04		
Benefits	12.39	2,432	30,132.48		
Overtime	53.21	90	4,788.90	684	36,395.64
Salary Sgt (2)	42.23	256	10,810.88		
Benefits	13.73	256	3,514.88		
Overtime	64.26	15	963.90	72	4,626.72
Salary Lt (1)	43.83	128	5,610.24		
Benefits	14.10	128	1,804.80		
Overtime	exempt	-	-	-	-
Non S.W.A.T. Team (back fill hires)					
Salary Police Officers	34.97		-		
Benefits	12.39		-		
Overtime	53.21	24	1,277.04		
Paramedic (6)	35.09	768	26,949.12		
Benefits	14.57	768	11,189.76		
Overtime	53.40	-	-	216.00	11,534.40
			182,089.04		52,556.76
Equipment Supplies and training (as reflecting in the budget program)				25,000.00	25,000.00
<b>Total Annualized Cost of S.W.A.T.</b>					<b>259,645.80</b>

**Annualized F.I.A.T. Expenses After Start Up Year**

F.I.A.T. Team	hourly rate	avg hours/year training (24 training dates 8 hours per date + one 40 hour training)	Cost of Training	avg hours/year callout (9 time/year 8 hrs/callout)	Cost of Callouts
Salary Police Officers (6)	34.97	1,392	48,678.24		
Benefits	12.39	1,392	17,246.88		
Overtime (assuming members shift schedules, may not work under collective bargaining agreement)	53.21		-	432	22,986.72
Non S.W.A.T. Team (back fill hires)					
Salary Police Officers	34.97		-		
Benefits	12.39		-		
Overtime	53.21	24	1,277.04		
			<u>67,202.16</u>		<u>22,986.72</u>
Equipment Supplies and training (as reflecting in the budget program)				5,900.00	
<b>Total Annualized Cost of F.I.A.T.</b>					<b>96,088.88</b>

## **S.W.A.T. Participation of area Departments**

<b><u>Department</u></b>	<b><u>Team Status</u></b>	<b><u>Who do you use?</u></b>
1. Roselle P.D.:	Never had a team	N.I.P.A.S.
2. Westmont	Disbanded their team	F.I.A.T.
3. Itasca	Never had a team	DuPage County
4. Lombard	Never had a team	F.I.A.T.
5. Aurora	Has their own team	Aurora
6. Carol Stream	Disbanded their team	DuPage County
7. Woodridge	Never had a team	F.I.A.T.
8. Darien	Disbanded their team	F.I.A.T.
9. Addison	Disbanded their team	DuPage County
10. Hanover Park	Small team for warrants	N.I.P.A.S.
11. Schaumburg	Disbanded their team	N.I.P.A.S.
12. Bartlett	Never had a team	N.I.P.A.S.
13. Naperville	Has their own team	Naperville
14. Oak Brook Terrace	Never had a team	DuPage County
15. Glendale Heights	Never had a team	DuPage County
16. Warrenville	Never had a team	F.I.A.T.
17. Glen Ellyn	Never had a team	DuPage County
18. Wheaton	Has their own team	Wheaton
19. Elmhurst	Has their own team	Elmhurst (backup-N.I.P.A.S.)
20. Bloomingdale	Has their own team	Bloomingdale

## **D.G.P.D. S.W.A.T. Activation Locations**

### *2003 - 7 activations*

- 02/03 - Midwest Sports 1730 Ogden (Gun burglary, team called to search building when guns were seen at the entry point by responding officers).
- 04/03 - 6014 Fairview (assist to DuMeg on drug search warrant)
- 04/03 - 4920 Stonewall (Garbe, barricaded subject)
- 06/03 - Put on stand-by for FIAT callout in Warrenville, never had to respond.
- 08/03 - Activated to assist FIAT (again in Warrenville) due to extreme manpower shortage from vacations on their part.
- 08/03 - 7809 Knottingham (Barricaded subject call)
- 09/03 - 1019 Saylor (Barricaded subject call)

### *2004 - 3 activations*

- 05/04 - 4347 Highland (assist to DuMeg on drug search warrant)
- 08/04 - activated from training to search downtown area after pipe bomb was disabled.
- 10/04 - Activated to assist FIAT on call-out in Lombard. (responded and on scene) total time from activation to returning to DG after de-briefing was four (4) hours.

### *2005 - 4 activations*

- 03/05 - 6 SWAT officers assisted DuMeg in Glendale Heights on a buy/bust operation. 6 offenders were taken into custody without incident. NOTE: Not listed in the year-end report as activation because of the small number of personnel used.
- 03/05 - 5628 Brookbank (drug search warrant from DG Tac unit case).
- 06/05 - 1032 Ogden (Bourke, barricaded subject call).
- 09/05 - 613 Claremont (Wenzel, search warrant from investigations counterfeiting case) SWAT used because of past contacts and previous activation in 2000.

