



“Excellence in Police Service”

## POLICE DEPARTMENT

222 South Walnut Street • Appleton, WI 54911-5899  
(920) 832-5500

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Date: June 6, 2018

To: Alderperson Lobner and Members of the Safety and Licensing Committee

Re: Request to approve a contract with All City Management Services to manage the City of Appleton Crossing Guard program.

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In early 2017 we began discussions with the Appleton Area School District to review our School Resource Officer and Crossing Guard agreement and programs. The goal was to create a shared services agreement that covered both programs and ensured their sustainability and growth. We have had lengthy discussions on funding and staffing of these programs and how we could most efficiently provide the services. We are both committed to these programs and continue to have a great partnership; clearly we have a shared vision and philosophy. The agreement we reached increases the reimbursement from the school district for the School Resource Officer program by approximately **\$157,000 per year**, provides sustainability of both programs, and creates an opportunity to improve overall police services in the City of Appleton.

This process included a review of the management of the crossing guard program and consideration of other options available to us to address inefficiencies. Additionally, we needed to create an MOU that included crossing guards because we have not had one in place to protect the city. As part of this agreement we have, for the first time, received a formal commitment from the school district to fund 50% of the cost of the crossing guard program.

### Crossing Guard Management

A major challenge in the program is the administration has fallen completely on the police department. This is costly and an inefficient use of resources. While the financial cost of the program is around \$175,000 a year, the actual cost of staffing and managing the program is significantly higher. We have attempted to estimate the costs of the administration and emergency staffing of this program, but it is difficult because of the inability to track time actually spent. We know our Support Services Lieutenant and Lead CSO spend hours daily managing the program. This service is provided at \$25.00 - \$45.00 an hour. We also know CSO's and Officers regularly are taken out of service to cover crossing guard duties, at a cost of \$14.00 - \$35.00 an hour.

We can only estimate these administrative and staffing needs cost our department an additional \$40,000 to \$50,000 a year of time and resources. Time spent doing these duties, both administrative and operational, takes employees away from other critical duties. Traffic enforcement around our schools is a priority for our day shift officers and is frequently a team goal. When officers are doing crossing guard duties they can't be working school zone traffic enforcement. Traffic complaints were also the one of the top issues identified in our recent community survey.



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Human Resources has estimated their cost of recruitment and hiring crossing guards at several thousand dollars a year, depending on the number of hiring processes, and that is not counting the potential workers compensation issues. Time they spend in recruitment and hiring would be better spent working on a multitude of other issues and helping all departments stay fully staffed.

The council is aware of the additional demands the department has had placed on it in the last decade. We have done more with less, and continue to look for ways to creatively use our staff and resources to provide excellent police services. We have the same staff but now are challenged with dealing with the mental health crisis, school violence issues, opioid and a growing methamphetamine epidemic, homelessness and transient issues, immigration and racial justice issues, etc...

Our staffing plan and philosophy is a perpetual process of evaluation of needs and looking at a multitude of things before we request additional staffing. One of the cornerstones of the staffing plan is to look at alternate delivery systems that are more efficient so we can free staff to do more “police focused” duties. The contracting of services is something that both the school district and the city already do, and something that is growing in popularity in the area of crossing guard services.

A team of employees from Human Resources, Finance, Legal Services, and the Police Department created and put out a request for proposals (RFP) to contract out the administration of the crossing guard program. We received a response from the largest provider of crossing guard services in the country, All City Management Services (ACMS). An evaluation team reviewed and scored their proposal, checked references, and reviewed the language of the proposal. We are recommending contracting with ACMS to manage the crossing guard program, on a trial basis.

We have met with the current crossing guards and explained the reasoning behind the contract. We would still be involved in hosting training and coordinating with the contracted company on coverage, quality of service, and complaint resolution. ACMS has a business model that facilitates the transfer of current crossing guards to their employment, at the same or higher wage, and provides leadership opportunities for some of the current guards. We have reviewed their practices and are impressed with their service model. There are areas where we see some improvements over what we currently do, as would be expected with a company that specializes in a service.

I have attached some documentation from their proposal for your review. The timeline would be to have approval by the July 30<sup>th</sup> council meeting so that the transition can happen before this school year. The cost for year one is \$251,674; to cover our 50% portion for this year we would need an additional \$15,800. We have salary savings due to the unpaid unexpected military leave of one of our investigators. His leave will save us approximately \$58,800 in salary and benefits this year.

**I’m requesting approval to contract with All City Management Services, on a trial basis and contingent on approval of final contract language by our Legal Services Department, to manage the City of Appleton Crossing Guard program. The contract is a three year contract with the first year annual cost of \$251,674, second year \$257,314, third year \$264,565. There is also an option for a two year extension upon written consent of both parties.**

Please contact me if you have any questions. Thank you for your consideration.

Chief Todd Thomas

Core Values of the Appleton Police Department: “Compassion, Integrity, Courage”