



POLICE PERSONNEL ALLOCATION
EFFICIENCY TEAM
SUMMARY REPORT

Police Personnel Allocation Efficiency Team Final Report

The Director of Public Safety Troy Riggs of the Indianapolis Department of Public Safety established the Police Personnel Allocation Efficiency Team in January 2013 as one of several Efficiency Teams to review and analyze key public safety functions and processes. The Police Personnel Allocation Efficiency Team was comprised of representatives from the Director of Public Safety's Office, IMPD Command Staff, Fraternal Order of Police, Marion County Prosecutor's Office, Board of Public Safety Committee, private enterprise, community and police officers. The primary mission or "Job One" of the team was to "Review IMPD's current staffing model and determine the best strategy for getting more officers back into patrol functions." In short, the team was given the task to "return 100 officers to patrol."

To accomplish this task, the team was instructed to begin by reviewing nine areas for efficiencies. Those nine areas for review were:

1. Review IMPD's current manning table for sworn and civilian personnel
2. Review current sworn and civilian job descriptions
3. Analyze IMPD Reserve Officer numbers and method of deployment
4. Define proper staffing ratio – appointed ranks to staff
5. Determine actual number of officers that are in patrol and able to take radio runs
6. Review all positions and determine their importance in relation to the patrol function
7. Review staffing levels tied to retirements and attrition
8. Develop a plan for the merit rank of captain
9. Examine setting a minimum staffing level for patrol

The Efficiency Team accomplished each of the reviews in varying depth as well as a much more thorough review of departmental staffing and personnel allocation.

The complexity of this task was evident from the start. During analysis of the staffing of the IMPD it was determined that hiring more officers is the only way to effectively staff the department. The very minimum national average for police officers to population is 2.5 per 1,000 people. The current staffing of IMPD is 1.7 officers per 1,000 persons. To reach this ratio, IMPD would need to hire 685 new officers. To achieve the given task, a "process" would have to be established to adequately address all areas of concern and complete the given task. Any misperceptions that the committee would be able to simply express opinions about positions and/or units they felt were not necessary and reassign personnel without review and discussion of the position and its responsibility, were quickly dispelled. The misperception that this discussion would only impact positions held by the rank of patrolman was also quickly dispelled.

The process followed by the committee to accomplish the above listed tasks with a focus on the "job one" of the committee to return 100 officers to patrol function began with the discussion of what constitutes the "patrol function." After much discussion, it

was agreed upon that “patrol function” pertained to officers whose primary responsibility was in a uniform capacity, assigned to a geographic area, performing patrol functions in that geographic area and being dispatched to calls for service within that geographic area (in the run queue). Volunteering for calls for service did not constitute being in the “run queue.”

The next step in the process was to define the day to day operational mission of the police department, not to be confused with the overall Mission Statement of the police department. This “operational mission” was broken down into core functions. These core functions were recognized, listed, and prioritized via vote by the committee. This prioritized core function list was then utilized as the standard for future decisions in making recommendations for an efficient and effective organizational structure. The core function list also allocates to respective divisions to accomplish the core functions with current available resources. At this point, there were recommendations for an efficient and effective organizational structure, stressing the flattening of the organization, streamlining communication and allocating responsibility for the prioritized core functions to each respective division. (The Prioritized Core Function List is attached.)

Following the establishment of the list of prioritized core functions for the police department, and prior to recommendations for the reallocation of any personnel, the committee looked at methods other than transferring personnel which could increase resources available for patrol, by brainstorming methods to free up “man-hours” (personnel and resources) through various means. This brainstorming session identified several methods to increase available personnel resources. Several of these brainstorming ideas were expanded upon in later meetings and are more thoroughly expressed throughout this report. Some brief examples of ideas considered were: transfer of tasks to other agencies, elimination of unnecessary tasks, elimination of duplication of tasks, exploring of alternative work schedules, regionalization of tasks, changing of policy/processes, privatization of function, civilianization of positions, transfer of task to volunteers within and outside the department, seeking private funding to support tasks, increase size of reserve officer division, functional demotion of tasks to higher ranking officers to free time of patrol officers and first line supervisors, better use of technology, and seeking methods to enhance revenue by charging for services rendered.

One area which quickly and frequently rose to the top of the list of recommendations was the more efficient use of civilian employees to perform duties currently being performed by sworn officers. The reallocation of responsibilities of several tasks would allow fully qualified civilian personnel to be tasked with performing duties and responsibilities currently being performed by sworn personnel. This would allow the task to be performed by a qualified civilian employee at a lower salary rate, thus increasing efficiency and simultaneously returning sworn officers to the patrol function. This would require the hiring of additional civilian employees in some instances, however the civilian employees could be hired, trained and deployed as fully functional employees at a considerable cost savings and much more quickly than hiring and training sworn officers.

Civilian employees should immediately be deployed to assume the task of responding to all dispatched radio runs which are the result of a motor vehicle crash. The civilian employees should be trained to investigate and document vehicle crashes as well as be authorized with special police powers to write summons arrests and Uniform Traffic Tickets for traffic violations discovered while conducting the traffic investigation. The civilian employees could also be tasked with the implementation of the VIN check for a fee processed currently under development/research by the Traffic Branch of the Homeland Security Division. This would free up traffic officers to focus on traffic enforcement in areas of traffic complaints and high vehicle crash intersections thus increasing public safety by reducing crashes and simultaneously increasing revenue through the increased issuance of Uniform Traffic Tickets. The traffic officers could also focus enforcement on high crime locations increasing contacts with members of the community, garnering positive community relations, eliciting information from citizens pertaining to crime in the area and observing criminal activity such as weapons and narcotics possession while conducting traffic stops.

Additional Civilian Employees should be hired and tasked with fulfilling the positions of PAO's and PSO's. The additional PAO's would be tasked with staffing roll calls during peak hours to take the outlined reports, freeing up officers on patrol during those times. The PSO's would not only perform the task of civilianizing the crash investigations as listed above, but also be trained and equipped to perform all evidence collection duties not covered by the Crime Lab of the Marion County Forensic Services. This would free up in excess of 18 sworn officers who currently perform this task on all six districts for three shifts a day.

An additional recommendation from this brainstorming session was to open discussions pertaining to the transfer of responsibility to another agency the police functions in the city parks, Monon trail, cultural trail and waterways (canal). This would free up sworn police personnel currently tasked with patrolling these areas and allow them to be returned to the patrol function on their respective geographic district. Representatives on the committee from FOP Lodge 86 presented additional information pertaining to this topic and should be consulted regarding this recommendation.

The committee recommended a position by position analysis of each civilian position within the police department. This will ensure that each position is described by a current and accurate job description and has been assigned the appropriate and corresponding city civilian employee pay grade rating. The committee also recognized the need to transfer/assign personnel based upon departmental need. However, a strict process of completing personnel transfer/reassignment form, radio call number assignment/change form, and corresponding position control number changes and /or additions/deletions be completed prior to any transfers/reassignments. The transfers should also be consistent with any civilian union contracts that may exist. This must be completed to ensure accurate personnel Manning Table with corresponding position control numbers equal to the allocated strength.

During the analysis of personnel allocation, it was recognized that a significant amount of violent crimes committed are related to narcotics trafficking. For this reason, it was recommended that the existing narcotics enforcement plan and staffing remain as it currently exists, with the exception of transferring two squads of the VCU Unit to the Investigations Division to facilitate efficient communication between investigations and the VCU. The third VCU Squad would be “re-tasked” to investigate “mid-level” narcotics traffickers to fill an observed gap in our narcotics enforcement strategy. In addition to this, the committee also recognized an efficiency recommendation in the transfer of the Electronics Surveillance Unit from Professional Standards to the Investigations Division to enhance efficiency and effectiveness. There was a further recommendation to move the Arson group to Investigations Division.

There was also significant discussion regarding the structure of the Special Investigations Unit/Internal Affairs. The discussion centered on whether the criminal investigation portion could be handled by existing investigative unit supervisors within and without the agency. A consensus could not be reached and the committee recommends that the role of these units be reviewed by the chief and his command staff.

The final phase of the process was to perform a line by line analysis of the departmental manning table and compare each position to the prioritized core function list. The committee would then make recommendations for reallocation back to the Operations Division in a patrol function any positions not primarily tasked with accomplishing those tasks listed on the core function list. The Manning Table utilized by the committee was provided by the Administration Division, the latest version was dated current on April 18, 2013. It was agreed upon that this is a living document and changes occurred within the department as the discussions continued. Thus to be accurate, any personnel additions added to units which were reduced and/or eliminated after April 18, 2013, would be assumed to also be returned to the Operations Division in a patrol function. It was stressed at each meeting that the discussions and recommendations of the committee to reallocate personnel to the patrol function was in no way an indication that the effected function was not important, or that the officer was in any way not performing his/her duties properly; it was merely necessary to reallocate available personnel to properly accomplish the prioritized departmental core functions given the currently available personnel and resources.

The final analysis of the Manning Table was directed towards accomplishing the prioritized core function list with an emphasis on providing 100 additional officers to the five geographic districts. The agreed staffing number for the operational districts was thoroughly discussed with the agreed upon staffing plan attached as appendix A. The staffing of Downtown District was not included in this analysis due to the uniqueness of the staffing requirements of the district as it relates to special events and the close relationship with planning and staffing in conjunction with the Homeland Security Division. A related separate discussion as how to best staff and manage the Downtown District and Homeland Security Division of the Police Department is ongoing. In summary, the attached staffing plan for the five remaining Districts of the Operations Division outlines a plan to staff each of the five districts with an additional 100 officers.

This staffing analysis took into consideration District Size, District Population, Number of Arrests, Case Reports Made, Radio Runs/Mark Outs, and UCR Crime Trend Offenses. The Manpower Allocation Plan was used to determine a proper ratio of officers across the 5 large districts given an additional 100 officers using the number 718. District Commanders should use current shift schedules and have the flexibility to create unconventional shift starting times to allocate more manpower to the times of day/day of week in conjunction with violent crime and high run loads/calls for service. This staffing requires each district officer to be adept at community policing and intelligence led/hot spot policing on their respective beat and district. This staffing plan also provides an opportunity to begin discussions pertaining to patrol work schedules. There were currently 618 officers (based on the 2/25/13 operations staffing report) in this category making a difference of 100 patrol officers to reach the required number of 718. (This number is 58% of total patrolman) This gap would have to be filled by the reallocation of personnel pursuant to the line by line analysis of the Manning Table comparing current primary functional responsibility of each position in relation to the prioritized core function list.

A spreadsheet outlining the Manning Table analysis and positions recommended for reallocation to the Operations Division patrol duty is attached. It includes 1 Captain, 7 Lieutenants, 26 Sergeants and 115 Patrolmen. The approval and implementation plan for the recommended changes would need to be finalized and planned by the Command Staff as the committee is not fully aware of the intricacies and second and third tier effects of each recommendation. The recommendations for personnel reallocation by the committee are:

1. Lieutenant (Community Affairs Commander)
2. Sergeant (Community Affairs)
3. Sergeant (Homeless/Panhandling)
4. Patrolman (Homeless/Panhandling)
5. Patrolman (Homeless/Panhandling)
6. Patrolman (Homeless/Panhandling)
7. Patrolman (Homeless/Panhandling)
8. Sergeant (Comm. Aff. School Liaison)
9. Patrolman (Comm. Aff. School Liaison – (Use reserve officers/off-duty)
10. Patrolman (Comm. Aff. School Liaison – (Use reserve officers/off-duty)
11. Patrolman (Comm. Aff. School Liaison – (Use reserve officers/off-duty)
12. Patrolman (Comm. Aff. School Liaison – (Use reserve officers/off-duty)
13. Patrolman (Comm. Aff. School Liaison)
14. Patrolman (Comm. Aff. School Liaison)
15. Patrolman (Comm. Affairs /Volunteer Services)
16. Patrolman (Comm. Affairs /Volunteer Services)
17. Sergeant (Comm. Affairs/Youth Gang Violence Section)
18. Patrolman (Comm. Affairs/Youth Gang Violence Section)
19. Patrolman (Comm. Affairs/Youth Gang Violence Section)
20. Sergeant (Comm. Affairs/Multicultural Affairs)
21. Sergeant (Comm. Affairs/Multicultural Affairs)

22. Patrolman (Comm. Affairs/Multicultural Affairs)
23. Patrolman (Comm. Affairs/Multicultural Affairs)
24. Sergeant (Comm. Affairs/PAL Club)
25. Patrolman (Comm. Affairs/PAL Club)
26. Patrolman (Comm. Affairs/PAL Club)
27. Patrolman (Comm. Affairs/PAL Club)
28. Patrolman (Media Relations)
29. Patrolman (Media Relations)
30. Patrolman (Admin./Graphic Design)
31. Patrolman (Admin./Graphic Design)
32. Captain (Training/Return to Admin Division/Frees up one Captain position)
33. Sergeant (Training/streamline position by combination of Nexus and CLD)
34. Patrolman (Training/streamline position by combination of Nexus and CLD)
35. Lieutenant (Training/Recruit Training Section)
36. Sergeant (Training/Recruit Training Section)
37. Patrolman (Training/Recruit Training Section)
38. Patrolman (Training/One Probationary Officer Currently attending ILEA)
39. Sergeant (Training/EVOC)
40. Patrolman (Training/EVOC)
41. Patrolman (Training/Survival Tactics Section)
42. Patrolman (Training/Firearms Training/Armory – Return to Civilian position)
43. Sergeant (Operations/District FTO Coordinator)
44. Sergeant (Operations/District FTO Coordinator)
45. Sergeant (Operations/District FTO Coordinator)
46. Sergeant (Operations/District FTO Coordinator)
47. Sergeant (Operations/District FTO Coordinator)
48. Patrolman (Operations/Strategic Intelligence Officer)
49. Patrolman (Operations/Strategic Intelligence Officer)
50. Patrolman (Operations/Strategic Intelligence Officer)
51. Patrolman (Operations/Strategic Intelligence Officer)
52. Patrolman (Operations/Strategic Intelligence Officer)
53. Patrolman (Operations/MSW Crime Watch Specialist– Return to Civilian position)
54. Sergeant (Investigations/Pawn Unit)
55. Patrolman (Investigations/Pawn Unit– Return to Civilian position)
56. Patrolman (Investigations/Pawn Unit– Return to Civilian position)
57. Patrolman (Investigations/Firearms Investigations Unit)
58. Patrolman (Investigations/Criminal Interdiction Unit)
59. Patrolman (Investigations/Criminal Interdiction Unit)
60. Lieutenant (Operations/NRO Lieutenant)
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149. Patrolman (Operations/NRO)

Other items of importance directly related to an efficient department were discussed superficially but not concluded will need further discussion. A recommendation the Chief of Police review his executive/appointed staff positions to determine if each position is commensurate with the rank and responsibility was approved. Specific discussion of appointed staff revolved around the appointed rank of Major. A large re-allocation of manpower such as the above; calls for a re-structure of the organizational chart and a review of current span of control. The Committee recommends this begin with a

reduction of current divisions under large umbrellas: Operations, Administration, and Investigations Divisions. This should further increase efficiencies. The above Manpower Allocation study of 718 patrolmen for the Operations Division should be viewed as a percentage of the entire department and not as a number in and of itself as the department moves forward. The remaining division's core functions should be reviewed and the remainder of the percentage of the department divided accordingly to create an overall view and assessment. These percentages should be maintained with future attrition or increase of personnel. The percentages should only be changed after careful review of changing priorities and should be reviewed on a yearly basis. This allows reasoning and logic to dictate manpower changes. Looking to the immediate future, manpower shortages have the potential to increase dramatically given current projections. The following units were discussed as future potential returns to patrol function: Traffic unit, Mounted Patrol, K-9, VCU, Narcotics, and District Community Relations.

Police Personnel Allocation Efficiency Team

Richard Hite
Chief of Police

Valerie Washington
Deputy Director

Karen Arnett

Michael Bates

Gregory Bieberich

Scott Haslar

Linda Jackson

Chad Knecht

Thomas Koppel

Brian McEwen

James Reno

David Rimstidt

Bryan Roach

Joseph Robinson

William Owensby

Melissa Thompson

James Waters

Rick Snyder

Police Department Core Function List

Core Function:	Total Points:
1. Respond to Calls for Service	10
2. Proactive/Directed Patrol	28
3. Reactive Investigations (Crimes against Persons)	34
4. Proactive Investigations (Vice/Narc/Gangs/Interdict)	45
5. Reactive Investigations (Property Crimes)	50
6. Traffic Control/Enforcement/Investigation (A/I, DWI, Crash)	72
7. Plan/Staff Critical Incidents (Natural Disast., Man-Made Disast.)	92
8. Training (Physical and Academic)	93
9. Staff Special Events	100
10. Plan Special Events	101
11. Community Policing (quality of life issues, crime watch, block clubs)	108
12. Internal Investigations (Criminal/Administrative/Complaints)	118
13. Crime Data Collection and Analysis	125
14. Administration (Policy Development, Budgeting, Records, Clerical)	134
15. Community Outreach/Affairs (PAL, OK, YPI, etc)	147
16. Federal Agency Liaison/Partnerships	150
16. Media Relations	150
18. School Liaison	153

*** Mean Score: 95**

*** Median Score 100**

Upon review of the initial report submitted by the Police Personnel Allocation Efficiency Team, Director of Public Safety Riggs requested additional information pertaining to four primary questions. The questions were related to information included within the report and/or not covered by the report which could be answered more thoroughly by the Chief of Police and his Command Staff. The Efficiency Team co-chair, Captain Chad Knecht then met with the Chief of Police and members of his Command Staff to obtain responses to the questions posed by Director Riggs.

Director Riggs asked for additional information pertaining the number of officers needed to adequately staff the Indianapolis Metropolitan Police Department in relation to those outlined in the original report. The original report outlined a need for 685 additional officers to meet a general standard number of officers per 1,000 citizens in relation to a ratio outlined by the International Association of Chiefs of Police (IACP). A portion of this number was explained in the original report in the document submitted by Commander Bryan Roach titled "2013 Manpower Allocation Report -718" which is attached. Roach's report stated that the Operations Division would require 718 total officers to minimally staff three shifts on each district, covering each "beat" with one officer. In response to Director Riggs' follow up question, this number was researched and reviewed in much greater detail. The in-depth research is outlined in the report submitted by Commander Koppel titled "Ops Div Staffing Rpt 6-22-13" attached. Koppel's report pertaining to staffing requirements for the Operations Division outlines a need for an additional 411 patrol officers and 255 sergeants to staff the operations division. This number provides staffing for each district taking into account beat coverage, "Time Off Factors", increased coverage in areas of higher run-loads, times of day with increased run-loads, areas with higher UCR Type I crime and violent crime and corresponding appropriate span of control. Deputy Chief Lorah and Major Bieberich provided a report titled "2013 Investigations Division Staffing Report Overview" which outlines the need for an additional 2 sergeants and 31 detectives (as well as 10 civilians) to properly staff the Investigations Division. Deputy Chief Crowe has provided research and documentation pertaining to the Training Division in the report titled "Training Division Support Document" which outlines a need for an additional 32 officers for the training division to maintain proper training for the currently staffed officers and additional officers hired in future recruit classes. This research makes no additions to the Homeland Security Division provided that current levels of staffing remain at constant and that the Operations Division will

continue to provide personnel/support to staff all traffic positions, security posts and ERG squads needed to secure all special events, critical incidents, major sporting events and details such as Broadripple, Downtown, and the Monon Trail. The total number of additional officers needed to properly staff the Indianapolis Metropolitan Police Department given all submitted data is 731 (474 patrol officers and 257 sergeants).

Director Riggs asked for a review by the Chief and the Command Staff of the 149 positions identified by the committee for return to patrol, to refine the number and include an implementation plan for those returned to patrol. Upon review by the Chief of Police and the Command Staff, **101 positions** were identified for return to a “*patrol function.*” The positions identified for a return to patrol were **90 NRO’s, 5 FTO Sergeants, 2 from the Training Academy Staff, and 4 from the Community Affairs Branch.** The NRO’s and NRO Supervisors have already been “re-deployed” to patrol as outlined in Deputy Chief’s Haslar’s report titled “NRO Deployment Post Allocation Efficiency Group.” The 5 FTO Sergeants have been assigned to patrol on the district in which they are currently assigned. The two officers identified from the Training Academy have been notified and the transfers are in progress. The four officers recommended from the Community Affairs Branch are in the process of being identified in conjunction with a review of the role of officers assigned to the Charter Schools and Homeless and Panhandling Unit and will be identified upon completion of a review of the branch and its ability to continue to provide service with requested staffing levels. It was also noted that these transfers to patrol are in *addition* to numerous positions previously identified by the staff and returned to operations including personnel from Homeland Security, a squad from the VCU Unit, and personnel from the Training Division prior to this report being submitted. Deputy Chief Valerie Cunningham is currently reviewing departmental staffing to identify positions staffed by sworn police officers which could be migrated to a civilian position to free up sworn positions back to the operations division. This would include research into developing a plan to recruit, hire and train civilians as PSO’s to provide coverage on all Crash Investigations and Evidence Technician responsibilities. This is currently in progress in conjunction with a review of potential funding sources for the hiring of these additional civilian positions.

A recommendation was made by Chief Hite that the Homeland Security Division be realigned within the Department of Public Safety to assign all members of the Indianapolis Metropolitan Police Department

assigned to the Homeland Security Division back under the auspice of the Chief of Police for continuity of operations. The recommendation was to organizationally place Deputy Chief Bates under the Chief of Police with a organizational “dotted line” back to Chief Coons of the Division of Homeland Security under the Department of Public Safety to provide continuity of working relationships and partnerships with other divisions of public safety while placing all police officers organizationally back under the Chief of Police.

The final area of additional discussion related to the departmental organizational structure and merit and appointed command ranks/positions. A review of the department’s organizational and rank structure was performed in conjunction with a comparison to organizational and rank structures of police departments nation-wide with similar populations and department size. This comparison is outlined in the report submitted by the Administration Division titled “Department Rank and Structure 6-18-13.” The recommendation by Chief Hite upon completion of this review was that the police department is organized consistently with other police departments in comparable cities, and that the current rank structure and number of merit captains and appointed ranks is appropriate to command each established Division and Branch of the police department based upon size, complexity and importance of function.