

South Bend Indiana Police Department

Organizational Structure Review



Mission of this review

“To Review the organizational structure of the South Bend, Indiana Police Department to operate more efficiently and effectively resulting in reduced crime, order maintenance and enhancing the quality of life for all.

TRG Review Methodology

- “ The Riseling Group, LLC (TRG) reviewed documentation, policy and finances regarding the South Bend Indiana Police Department (SBPD) prior to arriving on site.
- “ TRG sent two representatives to South Bend March 21-25, 2016 to conduct on site interviews.
- “ TRG interviewed all command staff individually.
- “ TRG conducted individual interviews with all the Lieutenants with one exception.
- “ The Patrol Sergeants were interviewed in their shift groups. The Training, Internal Affairs and Service Division Sergeants were not scheduled for an interview.

TRG Methodology Continued:

- “ Held listening sessions with every shift
- “ Held listening sessions with investigators from days (a few from specialty units) and from the afternoon shift.
- “ Held a listening session with civilian staff from all areas of the department.
- “ Held listening session with two members of the Police Commission
- “ Met with the Mayor
- “ Met with a member of the GVI/VCIU oversight board
- “ Met with two neighboring police agencies – Notre Dame and Mishawaka
- “ Met with an attorney from the City of South Bend
- “ Held a listening session for the general community

Four Options

- “ After reading the material and interviewing the vast majority of the department TRG is placing four options in this report.
- “ The first option would result in little change
- “ The second option would result in needed changes but would in TRG’s view fall short of the significant change in investigations that we believe SBPD needs at this time.
- “ The third option is similar to the second – however it goes further in the administrative areas.
- “ A fourth option is a blend of 2 and 3.

**SBPD structure can change...
but challenges will remain unless the
challenges are addressed in a different
manner**

As you approach these options please be mindful that structural changes can only take an agency so far. Operational changes need to be considered as well.

Greater focus on Crime Analysis

- “ Produce better data and make it actionable for the officers on the street.
- “ Get community input on what the measures of success should be for those communities.
- “ Sergeants, Officers and Investigators should have input on what data is needed for them to operate efficiently and effectively.
- “ Consider hiring civilian crime analysts.

Change to a Prevention Focus

- “ Embrace community oriented policing
- “ Establish at least 5 neighborhood community officers in some of the most challenged neighborhoods.
- “ Embrace problem solving policing practices.
- “ Train all police staff on the principles and processes of problem solving policing.

Leadership

Overall Leadership

- “ The SBPD is led by a homegrown, experienced Chief. TRG believes his inside vantage point and his desire to move the organization forward creates an ideal opportunity for real change in the organization.
- “ The SBPD has started a leadership transition and has adopted a single Deputy Chief model. TRG believes this model should be adjusted to have two Division Chiefs – Operations and Investigations and Support.

Overall Leadership

- “ The position of Deputy Chief is currently held by another homegrown, experienced police commander. His inside vantage point and desire for real change makes him an ideal operations leader for the organization.
- “ For chain of command purposes the Division Chief of Operations assumes the role of Chief in the Chief’s absence.
- “ All three positions should be considered for an increase in salary.

Overall Leadership – The Office of the Chief

- “ The Chief’s Office should contain the following elements:
 - “ Administrative Assistant
 - “ Public Information Director
 - “ Police Captain as Administrative Aide to Chief – Risk Management, etc
 - “ Police Attorney who oversees the following:
 - “ Professional Standards
 - “ Police Policy Development
 - “ Human Resource Policy
 - “ Internal Investigations

Overall Leadership – Office of the Division Chief

- “The Division Chief of Operations should have authority for all operation elements. In the absence of the Chief should assume that role.
- “The Crime Analysis Unit should report directly to the Division Chief of Investigations and Support.

Division Chiefs

- “ TRG recommends two Division Chiefs appropriately salaried and reporting to the Chief
- “ Two positions of this rank should be established:
 - “ One for Investigations and Support:
 - “ All Investigations – Metro and In house
 - “ Support – Crime Lab, Administrative Services, Crime Analysis, Crime Prevention and Training, Community Outreach, Recruitment and Career Path Development
 - “ One for Operations:
 - “ Patrol and Street Crimes/GVI
 - “ Traffic and Special Events
 - “ School Resource Officers

Captains

- “ Three of the five current Captains are in the “DROP” program and should be retiring within the next 18 months.
- “ TRG recommends with this large a turnover that these three seasoned leaders be reassigned from their current responsibilities to fully capitalize upon their experience and talent for their remaining time.

Captains

- ” Two Patrol function Captains to lead operations.
- ” A Captain over Investigations.
- ” A Captain in the Chief’s Office to assist the Chief.
- ” A Captain to oversee the Administrative functions of the agency.

Patrol Operations

Operations Division Chief

- “ This Division Chief’s position will have four elements reporting to it as outline below:
- “ Lieutenant in charge of Traffic and Special Events
- “ Lieutenant in charge of Street Crimes which should merge with GVI/VCIU (see investigations section for more detail)
- “ The city should be divided into two – East and West each led by a Captain. Community Police Officers should be added to one or both “sides” of the city.
- “ School Resource Officers continue to be led by a Lieutenant and Sergeant. The unit including its supervision should be reassigned to Patrol, divided by east and west in alignment with the school locations.

Staff patrol to reduce crime and respond to crime that cannot or was not prevented.

- ” Shifts have a 19 officer minimum and often run at 19 officers.
- ” Crime does not happen in the same frequency every hour of the day, every day of the week. Staffing uniformly is not logical.
- ” Greater numbers of officers can be scheduled on duty in an overlap fashion if shifts are changed to 10 hours in length from 8 hours in length.

For Example:

- “ If crime analysis shows there are certain hours of the day that crime is more frequent explore adopting an overlap schedule for peak times. In this example – crime analysis shows most crime occurring between 9:00 pm – 2:00 am.
- “ 9:00 pm- 7:00 am 15 officers minimum
- “ 6:30 am-4:30 pm 19 officers minimum
- “ 4:00 pm-2:00 am 19 officers minimum
- “ **Between 9 pm – 2 am there would be a total of 30 officers on duty.**

Another Example

If Crime Analysis finds crime occurs more often on Thursdays, Fridays and Saturdays, later evenings until early morning.

Keep the three – 8 hour shifts and supplement by adding another shift 10 hours in length on a constant Wednesday, Thursday, Friday, Saturday schedule for the peak 10 hours, 8 pm – 6 am with a 6 officer minimum. This would give you $19 + 6 = 25$ officers on duty between the hours of 8 pm to 6 am on those four nights/days.

Add Community Police Officers

- “ In city after city community policing has been found to reduce problems, crime and mistrust.
- “ Community police officers can make great inroads into communities that have been disenfranchised by historical inequities.
- “ Once embedded in a community the Officers can find and nurture relationships with those who can be helpful to the police in thwarting crime.
- “ Consider creating community officer positions in several of the most challenged areas of the community.
- “ Officers should be assigned for three years and then be evaluated for renewal or reassignment.

Canine Unit - Assignments

- “ The Canine Officers are currently in their own unit headed by a Lieutenant and 1 Sergeant. The unit is spread over 5 locations.
 - “ One is in general investigations (unclear what its function is)
 - “ One is assigned to the Metro Drug Unit
 - “ Three are assigned to daytime hours
 - “ Two are assigned to second shift
 - “ Three are assigned to third shift
 - “ However, the hours of the K-9s do not match the patrol shift hours

Canine Unit - Assignments

- “ Consider placing the K-9’s under the authority and control of the patrol leadership for the 8 dogs assigned there.
 - “ Reassign the K-9 Lieutenant to the day shift patrol (He currently works days)
 - “ Patrol wants and needs greater coordination with the patrol dogs.
 - “ There is currently a Sergeant who coordinates most of the training. He should continue to have those duties along with other patrol responsibilities yet to be determined.

Evidence Technicians

- “ Currently evidence technicians cover a beat as well as serve as technicians. A review should be conducted to establish whether or not this is a good use of the technicians or whether they should be assigned city wide responsibility for evidence without the confines of beat responsibilities.
- “ Consider having one departmental vehicle assigned to the evidence technician with all of the equipment s/he may need to properly respond, instead of having each technician carrying their own equipment. The Officers could keep their take home cars for use when they are on patrol and not THE evidence technician for the shift.
- “ Ensure regular training is attended and passed to keep technicians up to date on evidence handling, collecting, storage and chain of custody.

Crime Prevention

- "Citizen's Academy should be re-assigned to Training
- "Crossing Guards should be re-assigned to Traffic
- "Adult Protective Services should be re-assigned to Investigations
- "Gun Permits should be re-assigned to Support Services
- "Housing/Code Compliance should be re-assigned to GVI/Street Crimes
- "PAL should be re-assigned to Community Outreach
- "All other Crime Prevention functions should be re-assigned to Support Services
- "Crime Stoppers should go to Support

Investigations

Update and change Memorandums of Understanding with outside entities

- “ Currently the District Attorney’s Office supervises Metro Homicide Unit, Metro Drug Unit and Special Victims Unit. Often these supervisors are retired SBPD members.
- “ Currently SBPD has MOU’s in place that set the SBPD and other agencies staffing contribution to these units.

Update and Change MOU's

- “ It is important to recognize the value in having every agency in the County who is able to contribute staffing or funding to these Metro units.
- “ It is important to acknowledge that crime doesn't honor the artificial borders established by cities, campuses and towns. Therefore a Metro model of cooperation is an effective way in which to combat crime.
- “ It is also important to acknowledge the critical role the District Attorney plays in significant investigations of sexual assault, homicide, illegal drug sales and other major crimes.

Update and Change MOU's

- “ Currently these staffing arrangements must be filled at all times when a vacancy (transfer, retirement, promotion) occurs, without consideration of the impact upon other investigations units within SBPD. This depletes other units in SBPD and causes vacancies that are not easily filled.
- “ Vacancies should be filled on the specialty units as quickly as possible once the vacancy it causes at SBPD is filled and not the other way around.

Update and Change MOU's – Supervision

- “ Currently there are former members of the SBPD who are hired by and supervised by the District Attorney's Office overseeing these units. This on its face is awkward. At the very least the oversight group should select these individuals.
- “ Currently the overwhelming majority of the staff in every metro unit are SBPD members. Some type of oversight of management, supervision and leadership for these personnel should be established and maintained by SBPD.
- “ Consideration should be given to having these units directly supervised by active SBPD Lieutenants. It gives a career path to investigators, supervision by active SBPD with oversight by the District Attorney. At the least, Add a SBPD Lieutenant or a Captain who is a fulltime coordinator for all metro units

Update and Change MOU's Add Major Crimes

- “ Consideration should be given to having the homicide unit conduct all shooting and stabbings investigations, even if the victim is alive at the time of the police response. Today, often what separates a shooting from a homicide is quick, good medical care – not the circumstances that led to the crime. Therefore, it is important that every shooting, stabbing and any other attempted homicides are investigated from the start by the same unit.
- “ If that is not acceptable, at the very least, there should be a provision for recalling investigators to be used in other major crime investigations. For example, if homicides drop significantly for a period of time, SBPD should be able to reassign their personnel with the understanding that if a homicide occurs the staff will return to the unit.

Update and Change MOU's Special Victims Unit

- “ SBPD should consider having the Special Victims Unit take responsibility for elder abuse.
- “ SBPD and the SVU should consider formally establishing what level of cases the SVU will investigate and the other levels that SBPD will handle. Currently there is some confusion on the part of SBPD of when SVU will and will not respond to take a case.
- “ The co-location of the SVU with other victim services is an excellent practice.

SBPD Investigations – Rank Structure

- “There needs to be a rank structure within the Investigations areas that rewards good performance and retains expertise.
- “Currently some of the Investigators have the rank of Sergeant from an old process that granted them that title after being an Investigator for 18 months. This confuses the actual rank of Sergeant which is earned by a promotional process.

SBPD Investigations – Rank Structure

- “ Consider having ranks of Investigators – Investigator Third Class would be for new non-experienced investigators. Investigator Second Class would be attained, along with an increase in pay after 2 years. Investigator First Class would be a rank earned by promotion only and be accompanied by an increase in pay.
- “ Investigator First Class would have some “supervisory” responsibilities as well.
- “ A change in title from “Sergeant” that was earned after 18 months to Investigator second class should be completed as part of the transition. Then only those individuals who were promoted to the rank of Sergeant would hold that rank/title.

Investigations General – Hours of Operation

- “ Currently Investigators within SBPD (not metro or task force units) work a day shift that starts at 7:30 am and ends at 3:30 pm. This timing should be reviewed and adjusted to be appropriately serve the needs of the department, victim and patrol needs.
- “ From the timing of major crimes – the afternoon shift should be increased with major crime focused Investigators.
- “ The timing of both of these shifts and the days worked need to analyzed to see if it corresponds with the needs of the public and patrol, especially on the weekends.

Investigations – General Workload vs Staffing

- “ This review did not entail how many Investigators are needed to work the cases that the general investigation unit handles. A review of this nature should be conducted.
- “ The type of training and skill level of Investigators should be reviewed, analyzed and evaluated to determine whether or not the investigators are ready to handle the type and severity of crimes being investigated. For example, reviewers learned there was no one currently ready to handle fraud cases.
- “ In addition, as cybercrime continues, identity theft and the proliferation of the use of cell phones and computers in all forms of crime – the department may need to have a more highly skilled in cyber crime investigatory staff.

Recommendation: GVI/VCIU should be combined with Street Crimes

- “ One Lieutenant should be responsible for these functions.
- “ Supervising Sergeants should be added so that each street crimes shift (there should be two shifts– covering different times of the day and days of the week) have supervision. The Investigators assigned to GVI/VCIU should report to an Investigator first class, who in turn reports to the same Lieutenant as Street Crimes.
- “ The Lieutenant of GVI/VCIU or the Lieutenant of Street Crimes should be assigned elsewhere.

Other Investigation Units

- “ Currently SBPD has full time members on the U.S. Marshal’s Task Force and on the Alcohol, Tobacco, Firearms and Explosives Task Force.
- “ Given the level of violent crime throughout the county these are important groups for SBPD to take part in.
- “ The supervision of these Investigators is unclear and should be properly defined.
- “ A temporary recall provision should be developed so that SBPD may recall these human resources when needed to assist SBPD efforts.
- “ Replacements for these positions should not be at the expense of other SBPD investigation units.

Support Services

Support Services - Captain

“The areas under Support Services are quite complex.

“The skill set and broad understanding of operations, training, recruitment, finance, etc. are significant.

“Usually sworn personnel do not excel at law enforcement and everything needed to support law enforcement.

“This Captain will need to rely upon talented and fairly compensated civilian employees

Relocate School Resource Unit

- “ By all accounts this is a well functioning unit. Its structure led by a Lieutenant and Sergeant should remain intact. Consider relocating the unit away from Investigations and into Patrol.
- “ Consider a structured annual evaluation process for each officer in the unit. Limit the assignment to this unit to three years – at which time the school district, the officer, the unit’s leadership and a SBPD Commander (Captain or Division Chief) should review the performance of the individual for continuation in the role.
- “ The assignment of School Resource Officers should come with an increase in pay – equal to the rank of Investigator Second Class.

Training Functions and Expectations

- “ Currently each officer decides what s/he will attend for training once they are finished with the academy and off probation.
- “ Officers can select from an array of training courses with what appears to be little oversight or guidance from management or supervisors.
- “ It is the officer’s responsibility to ensure s/he has the number of hours spent in training as required by law.
- “ The Training Section of the Department currently appears more focused on providing training for other departments.

Improve Training Functions & Expectations

- “ Training should be primarily focused on SBPD needs while other departments throughout the region are welcome to attend for a registration fee.
- “ A strategic plan for Training should be established for SBPD. This should include the number of sessions per year and the number of hours to be spent on the identified training.
- “ There should be some classes that EVERY member of SBPD must attend and pass.
- “ There should be some classes that EVERY patrol member of SBPD must attend and pass that cover patrol specific issues and tactics.

Improve Training continued

- “ Developing leaders should be a focus of the training strategic plan. Career development, leadership and supervision development courses should be available to all to attend who meet certain criteria.
- “ Specific training geared toward investigators should be developed
- “ Specific training geared toward other specialties – K-9, evidence technicians, SWAT, etc.
- “ Training and career development for the wide variety of civilian staff should occur on a periodic basis.

Support Services

This area should be led by two Lieutenants.

The first Lieutenant should oversee:

- Crime Lab Director (Civilian)
- Director of Administrative Services (Civilian)
- Crime Prevention (reconstituted unit with new responsibilities)

The other Lieutenant should oversee:

- Training - (needs a strategic plan) In-Service, Specialty and Regional
- P.A.L.
- Citizen's Academy
- FTO Program
- Recruits and Recruitment

Administrative Services

There should be a civilian hired or promoted to be the Director of Administrative Services.

The Director should have two direct reports:

- Deputy Director Finance (civilian)

- Deputy Director Records (civilian)

All civilian positions should be granted an increase in wage compensation.

Support - Administrative Services Information Technology

Currently the IT staff work in house and on site. The city is looking to consolidate these employees with the rest of the city IT staff and management. While on the surface it may appear combining staff would be more effective, it is our experience that is not the case. Law enforcement is 24 hours a day, 7 days a week, 52 weeks a year. Its systems need to be robust and function at a high level. When a system fails or goes offline in the middle of the night that may not be an emergency to the city - but to a police department it is critical. **We strongly recommend SBPD retain its own onsite technology staff.**

Conclusions

“The department needs a strategic plan.

“Office of the Chief should be reorganized with an attorney added.

“Two Division Chief model should be created.

“Patrol should divide the city into two sections, add canine to the shifts, review the role of evidence technicians, begin community policing, reassign the SRO to patrol.

“TRG recommends with the upcoming retirements of three Captains that these seasoned leaders be reassigned from their current responsibilities to fully capitalize upon their experience and talent for their remaining time.

Conclusions

“Greater emphasis on crime reduction, prevention, analysis and problem solving.

“The MOUs for the county wide units should be updated.

“Develop a strategic plan for training that involves career path development.

“The department should be far more direct in establishing and requiring certain training.

Conclusions

- “Improve training- by making training available to all staff, administrative, investigators, patrol, etc.
- “Recruit a diverse, well qualified candidate pool. To accomplish this assign senior commanders to work on processes to enhance the department effort.
- “Restructure administrative services with properly compensated professional staff.
- “Keep Information Technology staff onsite.

Questions??

