Co-Location of Facilities

Marion County Coroner, Forensic Services Agency and IMPD Property Room

Final Report

Final Report Date: September 2016
Table of Contents

EXECUTIVE SUMMARY ............................................................................................................ 1

PHASE ONE: BUSINESS NEEDS AND AFFINITIES ................................................................. 2

PHASE TWO: AFFINITY MAP ..................................................................................................... 2

  EXHIBIT A ................................................................................................................................ 4

  EXHIBIT B ................................................................................................................................ 5

PHASE THREE: RECOMMENDATIONS ....................................................................................... 6

  RECOMMENDATION 1: NEGOTIATE A 24-36 MONTH EXTENSION OF MCCO’S CURRENT LEASE ................................................................................................. 6

  RECOMMENDATION 2: CONSIDER CO-LOCATION OF FACILITIES ........................................ 6

  RECOMMENDATION 3: CORONER BUILDING MITIGATION PLAN ............................................. 7

PROJECT TEAM MEMBERS & CONTRIBUTORS ......................................................................... 9
EXECUTIVE SUMMARY

Final project completed: August 2016

Why We Did This Project
This project was initiated by special request and deemed necessary by the director of the Office of Audit & Performance.

What We Recommend
We recommend that the involved agencies consider co-location of facilities between Crime Lab and IMPD Property Room and that the Coroner be a part of the co-located campus.

We also recommend that the Coroner work with the City Real Estate Director to negotiate a 2-3 year extension of its current lease as well as creating a new building mitigation plan and review of the City-County real estate acquisition process.

For more information on this or any of our other performance reports, visit our website:

http://www.indy.gov/OAP

BACKGROUND

The Office of Audit and Performance (OAP) was engaged to provide consulting services to the Marion County Coroner’s Office (MCCO), the Indianapolis-Marion County Forensic Services Agency (FSA), and the Indianapolis Metropolitan Police Department (IMPD) Property Room. Specifically, OAP was tasked with finding potential efficiencies and improved processes that could result from co-locating the above mentioned facilities. The current lease for the MCCO is expiring, and the building is no longer meeting the MCCO’s needs. Consequently, the Coroner initiated a search to find new space to conduct business. Presently, 15 FSA employees occupy 5,500 square feet of space at the Coroner’s current location. A subset of the 15 employees assist the MCCO with examination services for twenty-five percent (25%) of the Coroner’s autopsies. Additionally, FSA houses their entire serology and DNA testing units on the second floor of the MCCO.

The IMPD Property Room has a need for additional space and its operations frequently coincide with the work and functions of FSA. Currently, property is warehoused at two separate locations.

In response to the request, OAP initiated a three-phase process to facilitate discussion among the involved organizations about the utility and practicality of co-location. The project involved three phases:

Phase 1: Compile the business needs and requirements of each involved party and identify affinities in operation

Phase 2: Evaluate operational affinities and potential solutions

Phase 3: Recommendations

Several methods of data gathering and analysis were used in the production of this report, including meetings with key stakeholders, process maps, and review of proposed new models from the MCCO and FSA.

Finally, it should be noted that a special Criminal Justice Reform Task Force (CJRTF) has been established to recommend changes to the current criminal justice landscape. While the scope of this report is a subset of the entire criminal justice system, it provides information and recommendations that the task force can use in assembling its recommendations and final report.

1 Crime Lab employees are Indianapolis-Marion County Forensic Services Agency staff working at the MCCO.
2 Co-location refers to entities being housed in the same building.
**Phase One: Business Needs and Affinities**

During Phase One, OAP compiled the business needs and operational affinities of the parties.

- On February 29, 2016, OAP engaged with all of the aforementioned parties to discuss the impending move of MCCO and to examine the utility of co-locating the MCCO, Crime Lab and IMPD Property Room. In that meeting, it was discovered that the Coroner engaged with a real estate broker and developer to draft a plan for the MCCO to move operations to the near eastside of Indianapolis for a 15-year lease. The Coroner's reasoning to find new space is based on repair and maintenance issues in the current building and the pending expiration of the landlord favorable lease. Although the proposal called for immediate action to begin construction of a new building location, the Coroner was encouraged by the Thursday Afternoon Group (TAG), Criminal Justice Planning Council (CJPC)\(^3\), City-County Council and OAP to participate in the co-location review so that the recommendations could be considered alongside the proposal. There was also concern about the benefits to the City-County of the proposed long-term lease arrangement.

- On March 4, 2016, a meeting was held to identify the benefits of co-location for the selected areas and discuss potential implications regarding timing and funding. Real estate needs of each agency were discussed and a draft status report to be presented to the CJPC. It was determined that the MCCO needs approximately 22,000 square feet of space; IMPD Property room needs 100,000 to 120,000 square feet; and the Crime Lab needs 75,000 to 90,000 square feet of space.

- On March 31, 2016, OAP convened the parties to create a high-level process map illustrating the intersections of business operations between all three areas as well as discuss and review a general, high-level timeline for this project. The process map revealed that in several key areas related to a homicide death investigation, two of the three agencies (Crime Lab and IMPD Property Room) share key affinities in operations, which supports the idea for co-location. While there are intersections in the operations between the Coroner and the Crime Lab, the relationship is not fluid. The Coroner’s operational affinity is only a subset of a much larger process.

**Phase Two: Affinity Map**

Phase Two involved evaluating and validating the potential affinities of business operations between the involved agencies. Exhibit A (pg. 4) provides a detailed look at the intersection of operations among the three groups. The focus of this process map was to look at deaths involving a questioned death investigation\(^4\). It illustrates clear affinity between the Crime Lab and IMPD Property Room since evidence is delivered repeatedly between the two groups. The affinity from the MCCO is not as apparent because the involvement with the other agencies only happens when there is a death investigation. Exhibit B (pg. 5) provides a snapshot of the time and distance between the three agencies. Presently, Crime Lab employees travel and transport evidence between all three offices. It takes approximately seven minutes for three Crime Lab employees to travel from the MCCO to the FSA. It takes an additional two minutes (pending traffic) for those

---

\(^3\) OAP made a presentation status report to the CJPC on 3/14/2016.

\(^4\) Questioned Death Investigation is conducted in the case of suspected or potential crime, murder, or criminal element.
same employees to walk from the FSA \(^5\) to the IMPD Property Room. This process is repeated multiple times as needed. Additionally, IMPD Property Room employees\(^6\) who need to retrieve evidence for purposes of testing must travel approximately 17.8 miles\(^7\) \(^8\) per day round trip (89 miles per week) to the IMPD Property Room Annex. In total, an estimated, 1,170 work hours are spent each year in travel and preparation by IMPD Property Room\(^9\) and FSA employees\(^10\). Estimated annual costs for labor and vehicle use related to the processes total $66,090.23, as summarized in the table below:

<table>
<thead>
<tr>
<th>Estimated Staffing and Equipment Cost for Evidence Transport</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency</td>
</tr>
<tr>
<td>--------------------------------</td>
</tr>
<tr>
<td>Forensic Services Agency</td>
</tr>
<tr>
<td>IMPD Property Room</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

\(^5\) FSA Average salary of related staff is $44,408/year. Yearly hourly rate calculated as $44,408/2080=$21.35 \times 7 \text{ hours per autopsy for 250 autopsies per year;}

\(^6\) One trip per day

\(^7\) FSA vehicle costs are calculated at $0.52/mile. IMPD Property Room vehicle costs are based on average fuel usage and maintenance costs.

\(^8\) Average yearly salary of related staff is $30,347.20. Hourly rate calculated as $30,347.20/2080= $14.59 \times 7 \text{ hours daily for 260 days per year.}

\(^9\) 260 work days \times 2 \text{ hours of travel and preparation} = 520 \text{ hours}

\(^10\) 2.5 hours \times 260 \text{ death investigations} = 650 \text{ hours}
The dotted line (---) represents what would happen if FSA staff did not deliver evidence to the IMPD Property Room.
Phase Three: Recommendations

Recommendation 1: Negotiate a 24-36 month extension of MCCO’s current lease

OAP recommends to the CJRTF that the MCCO negotiate the extension of the current lease for a period of 24 to 36 months while the city evaluates potential options for new space. The MCCO currently spends $380,000 per year for its lease at 521 W. McCarty Street. It has been noted that the current landlord, pending tenant acceptance of a new two-year lease with a one-year option to extend, will reduce the annual rent by $80,000 in year one, $130,000 in year two, and an additional $180,000 in year three and will assume all major maintenance costs going forward. Such items include negative/neutral air system, HVAC, repairing the roof and adding a generator. The total savings over the three-year period is $390,00012. Given the increased value of real estate in the area, we believe it would be advantageous to the City for the Coroner to stay in the current location and realize potential savings. During this period, we recommend that the City explore options to find space suitable for the Coroner to conduct business. If there are repair or capital items the landlord won’t repair, savings can be used and the city still recognize a cost neutrality or savings alternative.

![Proposed MCCO Lease Payments by Year](image)

Recommendation 2: Consider co-location of facilities

- Crime Lab and IMPD Property Room
- Coroner a part of co-location campus

There are significant benefits for the City-County to co-locate the facilities of the Crime Lab and IMPD Property Room. These two operations share the responsibility for handling and transporting evidence.

---

12 The rent savings is calculated using the current rent of $380,000 per year as a basis.
Year One Savings: = $380,000-$300,000 = $80,000
Year Two Savings = $380,000-$250,000 = $130,000
Year Three Savings: = $380,000-$200,000 = $180,000
Currently, both agencies transport key evidence back and forth between operations. There is a high level of risk involved with transporting evidence as these transactions are often done on foot and in plain view of the public. Furthermore, there is potential risk of damage or alteration of evidence. We recommend that one facility be created to house the two groups as this will help better mitigate potential gaps in control and security. In addition, co-location provides the additional benefits of reduced energy costs, improved cycle time, and increased security. The Crime Lab has engaged the services of McClaren, Wilson & Lawrie (MWL), a recognized leader in the planning and design of suitable architecture for public safety and forensic services organizations. The analysis resulting from this engagement will provide advice and best practices for a new facility. In addition, MWL provided several insights that support co-location.

There is no compelling reason, however, to co-locate the MCCO with the Crime Lab and IMPD Property Room; MCCO involvement with the two groups is only a subset of a much larger process. The Crime Lab and IMPD Property Room work much closer together and have intersecting lines of business. Although the level of affinity is not the same, we recommend that the MCCO be a part of the co-located campus as the close proximity to the IMPD Property Room and Crime Lab will allow an improved process flow as well as create efficiencies in operational reductions of travel time and increase the flexibility and fluidity of the operation. While the MCCO does not have a direct relationship with the IMPD Property Room, it is only because the FSA Forensic Evidence Technicians are transporting the evidence from autopsies to the IMPD Property Room. If this service rested with the MCCO, then the relationship would be direct where it is now a “dotted line”. If the MCCO were to move its location to the near eastside of Indianapolis as currently planned, it would add unnecessary costs to the Crime Lab as Lab Technicians would need to travel farther to conduct business. Any discussion of co-location or move, however, should also take into consideration the needs of the entire criminal justice system.

Recommendation 3: Coroner Building Mitigation Plan

MCCO should create a mitigation plan for staying in the current space. This plan should take into consideration building concerns, lease dates, and the cost/benefit analysis of a long-term lease and comparison of cost with a purchase. Under the current landlord favorable lease agreement, the Coroner is responsible for all building upkeep, and spends approximately $19,000 in excess of the annual lease costs of $380,000. In addition, the MCCO has major building maintenance and system concerns, which include, but are not limited to, a 20-year old HVAC system, no backup power or generator in case of electrical surges, and insufficient space for staffing and operations. Because the landlord is willing to negotiate the terms of the lease agreement, provide concessions on rent, and assume maintenance for all major building problems, the Coroner will be better suited to stay in the current space and utilize the cost savings while creating a plan. We also recommend that the MCCO review City-County real estate procurement to better understand the approval process necessary to acquire new space. The 2-3 year time period will coincide with the current Criminal Justice Task Force (CJRTF) plan. Finally, all planning should take into account the time sensitivity and needs of the MCCO, to create a long-term permanent solution. It should be noted that the MCCO has sustained its operations in a less than optimal environment over several years. While the concessions currently offered by the landlord at the existing location will mitigate certain risks and address some
operational needs, the City should work with the MCCO to ensure that an optimal solution to address the space and operational needs of the Coroner has been identified by the end of the negotiated extension period.
**Project Team Members & Contributors:**

Alfie Ballew, Chief Deputy Coroner, Marion County Coroner’s Office (MCCO)

Bart Brown, Chief Financial Officer, City-County Council

Walter Hughes (Author), Six Sigma Master Black Belt, Office of Audit and Performance (OAP)

Brenda Keller, Chief Deputy Director, Indianapolis-Marion County Forensic Services Agency (FSA)

Frank Lloyd Jr., Coroner, Marion County Coroner’s Office (MCCO)

Mike Medler, Director, Indianapolis-Marion County Forensic Services Agency (FSA)

Tim Moriarty, Senior Executive Policy Advisor, Office of the Mayor

Jeani Nolte, Forensic Administrator, Indianapolis-Marion County Forensic Services Agency (FSA)

Bryan Roach, Assistant Chief, Indianapolis Metropolitan Police Department (IMPD)

Larry Shultz, Deputy Director, Indianapolis-Marion County Forensic Services Agency (FSA)

John Slatten, Director of Real Estate, Office of Finance and Management (OFM)

Hope Tribble, Director, Office of Audit and Performance (OAP)