

The Bloomington Police Department's Progress and Implementation

of

The Final Report of the President's Task Force on 21st Century Policing



December
2016

President Barack Obama issued an Executive Order on December 18, 2014 appointing a task force on 21st century policing in an effort to respond to a number of serious incidents between law enforcement and the communities they serve and protect.

The mission set by the Executive Order was clear: *The Task Force shall, consistent with applicable law, identify best practices and otherwise make recommendations to the President on how policing practices can promote effective crime reduction while building public trust.*

Issued in mid-2015, *The Final Report of the President's Task Force on 21st Century Policing* was a multi-faceted document which was broken down into six pillars or categories ranging from *Building Trust and Legitimacy* to *Officer Wellness and Safety*. Each pillar has recommendations and action items which further the goal of that pillar. Many of these recommendations and action items are directed at the Federal Government or agencies outside of law enforcement such as training academies and other governmental bodies.

While it was felt that the Bloomington Police Department has a strong and durable relationship with the community, at the direction of Mayor John Hamilton the Department carefully evaluated the document and the recommendations contained therein to determine if there were additional avenues which could be followed to broaden and deepen the relationship.

In looking at the *Final Report of the President's Task Force on 21st Century Policing*, of the one hundred forty three recommendations and action items contained within, there are sixty four which were within the ability of the Bloomington Police Department to effect. Of those, the Department was directly on point with over 95% of those items and has made a concerted effort to begin taking action on the remaining.

Throughout the 2016 calendar year, the Bloomington Police Department carefully evaluated each Pillar in turn, including the recommendations and action items, and produced a report to the Bloomington Board of Public Safety detailing the Department's progress in fully implementing the overall report.

In the attached compendium we have detailed each of the Pillars and what the Department is doing in support of full implementation.

In an *Implementation Guide* which was published as a companion document to *The Final Report of the President's Task Force on 21st Century Policing*, the five goals of the entire initiative are listed as:

1. Change the culture of policing

In a republic that honors the core of democracy – the greatest amount of power is given to those called Guardians. Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy. –Plato

Guardians versus warriors: The final report calls for law enforcement to protect the dignity and human rights of all, to be the protectors and champions of the constitution. This rethinking of the role of police in a democracy requires leadership and commitment across law enforcement organizations to ensure internal and external policies, practices, and procedures that guide individual officers and make organizations more accountable to the communities they serve.

2. Embrace community policing

Community policing is a philosophy as well as a way of doing business. The commitment to work with communities to tackle the immediate and longer-term causes of crime through joint problem solving reduces crime and improves quality of life. It also makes officers safer and increases the likelihood of individuals to abide by the law.²

3. Ensure fair and impartial policing

Procedural justice is based on four principles: (1) treating people with dignity and respect, (2) giving individuals “voice” during encounters, (3) being neutral and transparent in decision making, and (4) conveying trustworthy motives. In addition to practicing procedural justice, understanding the negative impact of explicit and implicit bias on police-community relations and then taking constructive actions to train officers and the community on how to recognize and mitigate are key factors.

4. Build community capital

Trust and legitimacy grow from positive interactions based on more than just enforcement interactions. Law enforcement agencies can achieve trust and legitimacy by establishing a positive presence at community activities and events, participating in proactive problem solving, and ensuring that communities have a voice and seat at the table working with officers.

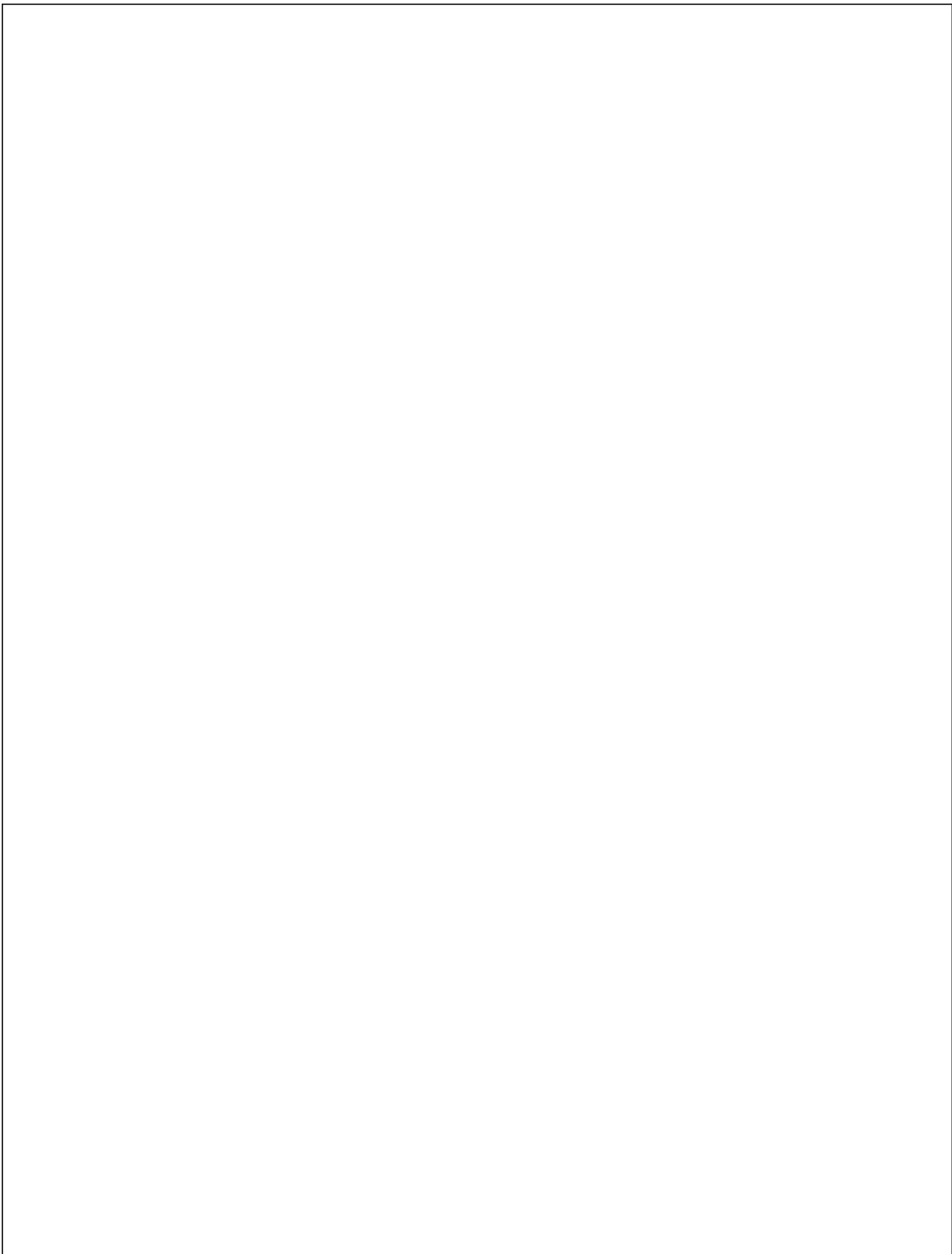
5. Pay attention to officer wellness and safety

Law enforcement officers face all kinds of threats and stresses that have a direct impact on their safety and well-being. Ensure that officers have access to the tools that will keep them safe, such as bulletproof vests and tactical first aid kits and training. Promote officer wellness through physical, social and mental health support.¹

The Bloomington Police Department enjoys a tremendous reputation among community members and has worked diligently to protect and promote that police/community connection. Efforts continue to grow our outreach and to make sure that we are doing everything possible to be as clear and transparent as possible in our actions and intentions.

The Department also continues to address officer wellness and safety in light of a growing number of tragic incidents which have resulted in deaths and injuries to law enforcement officers across the country.

¹ *The President’s Task Force on 21st Century Policing Implementation Guide*



Executive Summary:

The *Final Report of the President's Task Force on 21st Century Policing*, published in May of 2015, came as a welcome document which has validated the substantial effort which the Bloomington Police Department has spent during the last several years in engaging the community in a variety of different ways. The Department has hosted a large number of new and varied community engagement events designed to have officers and citizens interacting in a non-enforcement capacity. Additionally the Department has participated in or created a number of 'alternative to incarceration' programs while at the same time assuring that the Department was recruiting and retaining the most diverse, well-trained and properly equipped officers possible.

Bloomington Police Chief Michael Diekhoff long ago realized that the Department could do a much better job of engaging the community in casual, non-enforcement encounters and has instituted a number of initiatives intended to bring officers closer to all segments of the community which we serve.

The '*21st Century Policing Report*' as it has come to be called, validates this strategy as it places great emphasis on building trust between the officers and the citizens which we police using exactly the model that the Department has been following.

The report, which is organized into six main areas known as 'pillars', is intended to serve as a roadmap to building better community / police partnerships in an era of sometimes difficult relations. The pillars include:

- Pillar One: Building Trust and Legitimacy
- Pillar Two: Policy and Oversight
- Pillar Three: Technology and Social Media
- Pillar Four: Community Policing and Crime Reduction
- Pillar Five: Training and Education
- Pillar Six: Officer Wellness and Safety

Each of these pillars is further broken down into a number of overarching recommendations and specific action items.

Taking each of these into account, the Bloomington Police Department has carefully examined the report and has produced this companion document to highlight the areas in which the Department has made great strides in the areas mentioned by the President's Task Force. The document will also show where the Department needs further concentration in order to achieve the overall goal: the fair and efficient policing of a culturally and ethnically diverse populous.

Pillar One:
Building Trust and Legitimacy

Pillar One: Building Trust & Legitimacy

1.1 RECOMMENDATION: Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs' departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

How officers define their role will set the tone for the community. As Plato wrote, "In a republic that honors the core of democracy—the greatest amount of power is given to those called Guardians. Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy."

Law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to rule and control the community¹

The Bloomington Police Department long ago embraced the 'guardian mindset', has worked diligently to fulfill that role, while also integrating core components of procedural justice into our interactions.

Procedural Justice is based on four principals:

- 1) Treating people with dignity and respect;
- 2) Giving individuals "voice" during encounters;
- 3) Being neutral and transparent in decision making; and,
- 4) Conveying trustworthy motives

In fact, the Department's Mission Statement embodies exactly this mindset. It states: "The mission of the Bloomington Police Department is to safeguard life and property while respecting diversity, encouraging civility, solving problems, and maintaining a high standard of individual integrity and professionalism."

The Bloomington Police Department is actively engaged in numerous programs which are designed to bring officers and the community together in a non-enforcement fashion. Programs such as Coffee with a Cop, National Night Out, Open Houses, Cops in Schools, Citizen Police Academy, the Teen Academy and the Explorers are but a few of the ongoing programs in which BPD is involved that have officers and citizens interacting.

Programs such as the Downtown Resource Officer (DRO) Program, which is designed to assist the homeless and those at risk of homelessness, emphasizes collaborative problem-solving rather than arrest and incarceration. The Neighborhood Resource Officers (NRO) assist residents to work together to solve quality of life issues which directly impact their feeling of safety and "community". These are just a few examples of the programs that are offered by the Bloomington Police Department.

¹ *Final Report of the President's Task Force on 21st Century Policing*

Crisis Intervention Training (CIT) provides training to officers in how to deal with those suffering from various mental illnesses and the crisis and acting out behaviors that can occur as a result of the illness. Training includes the belief that immediate detention for treatment rather than arrest and incarceration is the preferred options, when appropriate. Soon, officers will be receiving training on how to administer Naloxone to counteract the potentially deadly effects of opioid overdose in an effort to save lives. These programs are further examples of the guardian mindset and core components of procedural justice.

1.2 RECOMMENDATION: Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust

At one listening session, a panel of police chiefs described what they had been doing in recent years to recognize and own their history and to change the culture within both their police forces and their communities²

The Bloomington Police Department has participated in several community conversations that have acknowledged issues which have existed both in law enforcement and the criminal justice system. These events include community forums the City has sponsored and forums at Indiana University involving African American Student groups and the Provost Office. BPD is working diligently to change the perception of some who have trust issues with law enforcement and is currently engaged in building community trust through a multi-tiered effort to encourage officer / community involvement.

Examples of this effort include National Night Out which is a police / community celebration held in early October each year, Coffee with a Cop, which is held at different locations throughout the City each month and others such as Open House events, and Citizen Police Academies which feature equipment and capability displays. These are a few of the events which take place on a routine basis where we encourage the public to come and speak with officers and learn more about how we do our job.

1.2.1 ACTION ITEM: The U.S. Department of Justice should develop and disseminate case studies that provide examples where past injustices were publically acknowledged by law enforcement agencies in a manner to help build community trust.

While this is a Department of Justice item, the Bloomington Police Department could use these case studies in training scenarios to help further educate supervisors and officers to past events.

1.3 RECOMMENDATION: Law enforcement agencies should establish a culture of transparency and accountability in order to build public trust and legitimacy. This will help ensure decision making is understood and in accord with stated policy.

Each month BPD reports to the Board of Public Safety statistical information involving calls for service, arrest data for different crimes and training Officers complete. We also prepare an annual report on a variety of activities we participate in each year. The police department also compiles reports which

² *Ibid*

detail our outreach with the citizens, use of force incidents and citizen complaints. These documents are not routinely made available to the public unless asked for. However, starting this year, we are posting some of this information on the City of Bloomington's 'BClear' information portal.

Additionally, BPD has recently joined the White House Police Data Initiative. We are one of only a select number of law enforcement agencies within the United States, and only the second in Indiana, to join this initiative. This initiative will see the Department report nationally on ten (10) different statistical categories including demographics, use of force and others of significant public interest in order to make our interactions with the public as transparent as possible.

BPD was also one of the first agencies in the State to issue body worn cameras (BWC) to officers, documenting each officer/citizen interaction. In fact, as BPD has been one of the agencies on the forefront of this trend, Chief Michael Diekhoff was asked to participate in a Congressional Research Forum on the topic where a Body Cam Tool Kit was developed for Police Departments to access for information on how to start new programs. The Indiana Chiefs of Police Association, which Chief Diekhoff served as President of, also took a leadership role in the development of legislation for the State of Indiana on Body Cam usage. This emerging technology is establishing itself as an excellent tool for law enforcement agencies to deploy to further the culture of transparency and accountability.

1.3.1 ACTION ITEM: To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.

Policies and Procedures are available for public review and the Department does post information on the City's website on a variety of topics. We will continue to expand upon what is posted to the website and the frequency of such throughout 2016 by using the City's 'BClear' portal as well as the aforementioned Police Data Initiative

1.3.2 ACTION ITEM: When serious incidents occur, including those involving alleged police misconduct, agencies should communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality.

This is already done as a matter of policy by the Department. Press releases and media communication only involve the situation at hand and not the background information of the persons involved unless it directly impacts the crime, or incident, which is alleged at the time. Furthermore, the Department reports to the Bloomington Board of Public Safety, a citizen review board, on matters of internal discipline, officer-involved shootings and many other categories of significant public interest. Over the last several years, the Monroe County Prosecutors Office has reviewed all officer-involved shootings that BPD has been involved in to look for any misconduct that might have occurred.

1.4 RECOMMENDATION: Law enforcement agencies should promote legitimacy internally within the organization by applying the principles of procedural justice.

Internal procedural justice begins with the clear articulation of organizational core values and the transparent creation and fair application of an organization's policies, protocols, and decision-making processes.³

The core values of the Department are embodied as part of the Department's Mission Statement and it is posted throughout the Department in prominent locations to serve as a daily reminder of its importance in how an officer conducts oneself while doing their job. The values in the Mission Statement begin early in training through the Probationary Officer Training Course (POTC) once an officer is hired at BPD.

Additionally, the Collective Bargaining Agreement between the City of Bloomington and the Fraternal Order of Police and Departmental General Orders lay out specific procedures for internal investigations, promotions, transfers, and other internal events so that there is complete transparency for all employees involved in these matters. Those documents reinforce the four principals of procedural justice which are, treating people with dignity and respect, giving individuals "voice" during encounters, being neutral and transparent in decision-making, and conveying trustworthy motives.

1.4.1 ACTION ITEM: In order to achieve internal legitimacy, law enforcement agencies should involve employees in the process of developing policies and procedures

The Department does involve officers in developing policies and procedures, especially in areas where the officers are subject matter experts and who have long term experience with the issue at hand. Routine meetings between the Chief and members of the Fraternal Order of Police (Union) 'shift representatives' will start up again as well as 'open door' meetings where all officers are encouraged to come and meet with ranking officers and ask questions or give feedback on topics of concern to them.

As we get further into the standards of the Commission on Law Enforcement Accreditation (CALEA), Officers will play an important role in developing new standards and reviewing and rewriting current ones.

1.4.2 ACTION ITEM: Law enforcement agency leadership should examine opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Union leadership should be partners in this process.

As has been noted, the internal discipline process of the Department is governed by clear and concise General Orders as well as Board of Public Safety Standards on which all employees receive continuing training. Additionally, processes regarding internal discipline are governed by the Collective Bargaining Agreement between the City of Bloomington and the Fraternal Order of Police.

1.5 RECOMMENDATION: Law enforcement agencies should proactively promote public trust by initiating positive non-enforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies

In recent years, agencies across the county have begun to institutionalize community trust building endeavors. They have done this through programs such as Coffee with a Cop (and Sweet Tea with the Chief), Cops and Clergy, Citizens on Patrol Mobile, Students Talking It Over with Police, and the West Side Story Project.⁴

The Department is involved in a multitude of programs that seek to build public trust via non-enforcement contacts. Some examples of this include Coffee with a Cop, the Citizen Police Academy, Teen Academy, Explorers, Boys and Girls Club 'drop-ins', Downtown Resource Officers, Neighborhood Resource Offices and numerous other activities. The Department is also deeply involved with 'Cops in Schools' a program which was started several years ago that gives high school students daily access to officers who act as positive role models and mentors. Another program which has been in existence with the Bloomington Police Department for several decades is the 'ride-a-long' program which allows citizens to actually ride on patrol with officers so that they can observe first-hand the activities of the police department.

The IU Student community is one area with whom we have minimal contact. We recently hosted, along with IUPD, a "Coffee with a Cop" event on campus as a way to reach out and connect with students. The Chief participates in the Campus Community Coalition meetings hosted by IU. There is an ongoing effort to connect with students through social media via the BPD Facebook page and Twitter account. We have participated in meetings with Indiana University Administrators and Students on how best to structure community engagement opportunities and will be looking at other programs such as participating in Freshman Orientation.

1.5.1 ACTION ITEM: In order to achieve external legitimacy, law enforcement agencies should involve the community in the process of developing and evaluating policies and procedures.

The Department often seeks assistance from community partners in establishing programs and the procedures which govern those, as well as working with our partners to modify and update policies and procedures especially where they impact our collaborative work efforts. The Bloomington Board of Public Safety, a Civilian Board appointed by the Mayor, reviews standards which are in place and govern officer and Department conduct.

In a three year process, the Bloomington Police Department is undergoing an internationally recognized CALEA (Commission on Accreditation for Law Enforcement Agencies) accreditation. ⁵ "The Law Enforcement Accreditation Program was the first credentialing program established by CALEA after its founding. It was originally developed to address what was seen as a need to enhance law enforcement as a profession and to improve law enforcement service delivery. That mission continues today through a tiered law enforcement accreditation program."⁶

⁴ *Ibid*

⁵ <http://www.calea.org/>

⁶ *ibid*

During the CALEA process, the Department will be examined by outside reviewers who will determine our compliance with standards and 'best practices' with the ultimate goal of earning the much coveted international accreditation standard which is achieved by fewer than 5% of all American law enforcement agencies. During this accreditation process the public will be solicited on how they perceive the Department and how we can improve delivery of services to the community.

1.5.2 ACTION ITEM: Law enforcement agencies should institute residency incentive programs such as Resident Officer Programs.

Resident Officer Programs are arrangements where law enforcement officers are provided housing in public housing neighborhoods as long as they fulfill public safety duties within the neighborhood that have been agreed to between the housing authority and the law enforcement agency.⁷

Indiana State Law allows for officers to live in contiguous counties for officers employed by municipal police departments. For a number of years the Department has allowed officers the ability to serve as security in lieu of rent in those complexes which choose to employ them to encourage the officers to live within the City limits. This program has been very successful and continues to this day in a variety of areas within the City.

1.5.3 ACTION ITEM: Law enforcement agencies should create opportunities in schools and communities for positive, non-enforcement interactions with police. Agencies should also publicize the beneficial outcomes and images of positive, trust-building partnerships and initiatives

As has been noted, the Department is deeply involved with the community in a variety of programs. Coffee with a Cop, the Teen and Citizens Academies and Explorers are but a few of the ongoing programs designed to build community trust. Additionally, the Department has been placing officers in the schools in a non-enforcement capacity for the last five years through the Cops in Schools program. Here, officers go into the schools to serve as role models and mentors as well as attending school events where they promote the value of extra-curricular activities showing students that the Department, and the community as a whole, value their efforts to excel.

The Department is deeply involved with social media, including Facebook, Twitter and YouTube, as well as a bi-weekly radio talk show appearance, to keep the community aware and up to date about our activities.

⁷ *Final Report of the President's Task Force on 21st Century Policing*

1.5.4 ACTION ITEM: Use of physical control equipment and techniques against vulnerable populations—including children, elderly persons, pregnant women, people with physical and mental disabilities, limited English proficiency, and others—can undermine public trust and should be used as a last resort. Law enforcement agencies should carefully consider and review their policies towards these populations and adopt policies if none are in place.

Officers of the Bloomington Police Department receive yearly training in physical control tactics which instructs officers in the appropriateness of the use of such tactics in variety of circumstances.

1.6 RECOMMENDATION: Law enforcement agencies should consider the potential damage to public trust when implementing crime fighting strategies.

Crime reduction is not self-justifying. Overly aggressive law enforcement strategies can potentially harm communities and do lasting damage to public trust, as numerous witnesses over multiple listening sessions observed.⁸

The Bloomington Police Department uses what is known as ‘Intelligence Led Policing’ where crimes which have occurred are analyzed and patterns and series of crimes are identified. Each week there is a round table discussion with senior staff members as well as members of other agencies for the purposes of analyzing these crime patterns and series and developing strategies for dealing with those issues in an equitable and focused manner.

Information garnered through our Intelligence Led Policing efforts are shared with Neighborhood Associations and other community partners in a continuing effort to work together to solve issues which directly impact lives. The Police Department is also heavily invested in social media efforts which allow for us to quickly and accurately get information to the community on matters of interest and allow for information sharing on a daily basis.

1.6.1 ACTION ITEM: Research conducted to evaluate the effectiveness of crime fighting strategies should specifically look at the potential for collateral damage of any given strategy on community trust and legitimacy.

During the weekly crime analysis meeting, as well as the monthly COPPER meeting, each strategy is examined and carefully considered for both effectiveness and the potential for adverse community impact.

Additionally, the Bloomington Police Department holds monthly tabletop exercises during the COPPER meetings as training aids to test and examine responses to events which are either likely to occur or ones that have occurred in other jurisdictions. Incidents such as crowd control events, officer-involved shootings and other critical incidents are reviewed and examined in depth so that each supervisor has a specific understanding of the role they would play should similar events occur locally. These exercises

⁸ *Ibid*

help develop the core decision-making skills of our supervisors and are an important part of our response training.

1.7 RECOMMENDATION: Law enforcement agencies should track the level of trust in police by their communities just as they measure changes in crime. Annual community surveys, ideally standardized across jurisdictions and with accepted sampling protocols, can measure how policing in that community affects public trust.

Trust in institutions can only be achieved if the public can verify what they are being told about a product or service, who is responsible for the quality of the product or service, and what will be done to correct any problems. To operate effectively, law enforcement agencies must maintain public trust by having a transparent, credible system of accountability.⁹

The Bloomington Police Department, along with the City of Bloomington, is actively involved in the planning process to initiate a community survey. This survey is currently slated to debut in the third quarter of 2016, for the purpose of measuring public opinion on our crime fighting efforts and community trust-building efforts.

1.7.1 ACTION ITEM: The Federal Government should develop survey tools and instructions for use of such a model to prevent local departments from incurring the expense and to allow for consistency across jurisdictions

While this is not an actionable item by the Bloomington Police Department, we do welcome any assistance that the Federal Government might be able to provide in developing standard survey tools and measurements.

1.8 RECOMMENDATION: Law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.

Many agencies have long appreciated the critical importance of hiring officers who reflect the communities they serve and also have a high level of procedural justice competency. Achieving diversity in entry level recruiting is important, but achieving systematic and comprehensive diversification throughout each segment of the department is the ultimate goal. It is also important to recognize that diversity means not only race and gender but also the genuine diversity of identity, experience, and background that has been found to help improve the culture of police departments and build greater trust and legitimacy with all segments of the population.¹⁰

The Bloomington Police Department strives to recruit a diverse workforce. In recent hiring processes, the Department has reached well beyond the local geographic area to recruit the best candidates

⁹ *Ibid*

¹⁰ *Ibid*

possible. Minority recruiting was, and continues to be, a priority which has seen the Department begin advertising on a national level using media and other resources that specialize in, and are directed at, minority hiring.

1.8.1 ACTION ITEM: The Federal Government should create a Law Enforcement Diversity Initiative designed to help communities diversify law enforcement departments to reflect the demographics of the community.

As with other items within this document denoted for Federal Government actions, this is not something which BPD can enact but we would welcome the assistance that the Federal Government can hopefully provide.

1.8.2 ACTION ITEM: The department overseeing this initiative should help localities learn best practices for recruitment, training, and outreach to improve the diversity as well as the cultural and linguistic responsiveness of law enforcement agencies.

At this point BPD is following known best practices in recruiting outreach including mass market advertising, job fairs and social media contacts, but we would urge the Federal Government to assist local agencies in scientifically researching what recruiting strategies have proven themselves to be the most successful over time in both hiring and retention of officers.

1.8.3 ACTION ITEM: Successful law enforcement agencies should be highlighted and celebrated and those with less diversity should be offered technical assistance to facilitate change.

The Bloomington Police Department would welcome such a program.

1.8.4 ACTION ITEM: Discretionary federal funding for law enforcement programs could be influenced by that department's efforts to improve their diversity and cultural and linguistic responsiveness.

The Bloomington Police Department would welcome such a program.

1.8.5 ACTION ITEM: Law enforcement agencies should be encouraged to explore more flexible staffing models.

Staffing issues in terms of hours of employment are governed by the Collective Bargaining Agreement signed between the City of Bloomington and the Fraternal Order of Police. Shifts and the hours of those shifts are set by this agreement and are 'bid' upon by the officers each year. Placement on a shift is based upon seniority however there are clauses within the Agreement which allow for the Department to place officers on a specific shift due to both the needs of the Department as well as any undue 'hardship' on a specific officer.

Additionally, officers involved in certain programs such as the Downtown Resource Officer Program, Motorcycle Detail and others have schedules which have been altered to provide flexibility for both program goals and officer success.

1.9 RECOMMENDATION: Law enforcement agencies should build relationships based on trust with immigrant communities. This is central to overall public safety.

Immigrants often fear approaching police officers when they are victims of and witnesses to crimes and when local police are entangled with federal immigration enforcement. At all levels of government, it is important that laws, policies, and practices not hinder the ability of local law enforcement to build the strong relationships necessary to public safety and community well-being.¹¹

The Bloomington Police Department does not enforce federal immigration law. BPD has a firm understanding that some individuals who are either immigrants or students from other countries come from cultures where law enforcement is not built on professional models. These individuals often show fear of the police and are not likely to seek assistance from law enforcement. This was underscored by the unfortunate events surrounding a 2015 homicide of a female student from China who had not reported a long-term domestic situation with a boyfriend who ultimately killed her then committed suicide.

While we have already conducted several outreach opportunities, as has been stated we plan to work with Indiana University as well as Departments within the City of Bloomington such as the Safe and Civil City Program and the Community and Family Resources Department who routinely meet with cultural and religious organizations. We plan to put renewed focus on these efforts by providing trust building opportunities and outreach to these communities throughout 2016 and beyond.

1.9.1 ACTION ITEM: Decouple federal immigration enforcement from routine local policing for civil enforcement and non-serious crime.

The Bloomington Police Department does not routinely enforce federal immigration laws.

1.9.2 ACTION ITEM: Law enforcement agencies should ensure reasonable and equitable language access for all persons who have encounters with police or who enter the criminal justice system.

The Department has several officers who speak multiple languages. In instances where an officer is not fluent in a certain language, we have partnered with Indiana University to provide interpreters so that everyone has reasonable and equitable access. Additionally the Department has access to a State of Indiana supported 'language line' which provides translation services for over fifty languages.

¹¹ *Ibid*

1.9.3 **ACTION ITEM: The U.S. Department of Justice should remove civil immigration information from the FBI's National Crime Information Center database**

The National Crime Information Center (NCIC) database is an electronic clearinghouse that law enforcement officers can access in the field. It contains data submitted by agencies across the country aimed at helping officers identify people, property, and criminal histories. At one time, NCIC also included civil immigration detainers (non-mandatory temporary hold requests issued by a federal immigration officer), although the FBI has indicated that the practice of accepting this information was discontinued and that the information does not currently exist in the database. The U.S. Department of Justice should ensure that this remains the case.¹²

This is beyond the purview of the Bloomington Police Department as this data is the property and sole responsibility of the Federal Government.

¹² *Ibid*

PILLAR 2: POLICY & OVERSIGHT

2.1 Recommendation: Law enforcement agencies should collaborate with community members to develop policies and strategies in communities and neighborhoods disproportionately affected by crime for deploying resources that aim to reduce crime by improving relationships, greater community engagement, and cooperation

The development of a service model process that focuses on the root causes of crime should include the community members themselves because what works in one neighborhood might not be equally successful in every other one. Larger departments could commit resources and personnel to areas of high poverty, limited services, and at-risk or vulnerable populations through creating priority units with specialized training and added status and pay.¹

The Bloomington Police Department is actively engaged with individual neighborhood associations and other community groups to improve the quality of life and the overall ‘feeling of safety’ for our citizens by improving relationships and furthering community engagement.

The Department realized that the at-risk and vulnerable members of our community required more services and in 2014 began the Downtown Resource Officer program, a specialized unit of officers designed to serve the chronic homeless and those at risk of homelessness. This program quickly became an unqualified success and a model program for other Departments to emulate.

Starting under the premise that the Department could actually be a catalyst to impacting not just crime within this population demographic but the causational factors of those crimes, the Downtown Resource Officers (DRO) were a hand selected group of six officers who would attempt to not only solve the crime but would investigate if there were causational factors which lead up to the crime being committed and if so, could those factors be eliminated.

It was realized long ago that the issue of criminal activity involving the homeless community was not one where we could ‘arrest ourselves out of the problem’, but instead one that had become cyclical for many and that a new path for some individuals needed to be found.

The DRO’s were tasked with entering into this community, establishing a bond of trust if possible in an attempt to get at root causes such as mental health, chronic substance abuse and lack of any support network for these individuals which might lead to them committing a crime or at the very least being the subject of police contact.

Partnering with community resources such as the Shalom Center, Centerstone, the Bloomington Housing and Neighborhood Development Department (HAND) and others such as Volunteers in Medicine, brought the DRO officers and their partners into a position of trust within the community. As a result, they slowly began to have people open up to them in a way that the public usually does not approach police officers.

¹ *Final Report of the President’s Task Force on 21st Century Policing*

Overall, the impact of the DRO program has reached well beyond the day-to-day and has achieved, in some cases, a life changing level of success.

The Neighborhood Resource Officer (NRO) program is intended as the 'next logical step' in community engagement and service. This program has officers assigned to specific neighborhoods to serve as a liaison between the Department and the respective neighborhood. Together, they work to address quality of life issues and other events which affect the overall 'feeling of safety' for residents.

Neighborhood Resource Officers will routinely meet with citizens in their area of responsibility at neighborhood meetings and community events such as Coffee with Cop or during 'Rolling Roll Call' which is a new program intended to bring the officers' roll call briefing to various neighborhoods in the City, allowing citizens to actually sit in on briefings and be a part of the conversation.

Neighborhood Resource Officers and Staff Officers routinely meet with representatives from areas of the City denoted as 'high incident areas' where the need for police services are increased.

The goal of these meetings is to formulate, with the neighborhood residents, a plan of action to mitigate the events which give rise to the need for an increased police presence in the area.

The Crestmont Community, a Bloomington Housing Authority complex, is but one example of a 'high incident area' where the Department is extremely active in not only enforcement but also in community engagement and assistance capacities.

The Department has long been engaged with our partners at the Bloomington Housing Authority along with members of the Crestmont Resident Council which is a group of Crestmont residents. The Department routinely communicates with the parties and meets with them on a regular basis in order to formulate plans and operations for lessening incidents in the area. Engagement opportunities such as National Night Out and Crestmont block parties are used to meet and speak with other residents of the area.

Each week members of the BPD Command Staff meet with the supervisory officers from each Shift and Division within the Department, representatives from other area law enforcement agencies as well as a crime analyst in a meeting known as 'Crime Analysis'.

This meeting is set each week to examine information gathered during our 'Intelligence Led Policing' efforts. Intelligence Led Policing is a near real time analysis of crime patterns and series throughout the City in order that we might structure our response, personnel allocations and staffing to best deal with issues.

Then, using Neighborhood Association contacts and tools such as 'Next Door'--a specially designed neighborhood blog site--the Department both distributes information and solicits input in order to take the appropriate measures to deal with any increase in calls for service or identified problems in a given area.

Additionally, the Department is exploring the use of the 'Next Door' program to begin a community survey to gauge perceptions of safety and BPD's overall interactions with citizens.

2.1.1 Action Item: The Federal Government should incentivize this collaboration through a variety of programs that focus on public health, education, mental health and other programs not traditionally part of the criminal justice system.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.2 Recommendation: Law Enforcement Agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise and openly available for public inspection

The Bloomington Police Department has in place a set of comprehensive General Orders that govern the use of force by officers and the reporting requirements of same. Those General Orders are currently under review as part of the CALEA accreditation process. All policies and procedures of the Department are made available to the public upon request.

Additionally, all cases involving the use of force are subject to a multi-tiered internal review process. As delineated in Bloomington Police Department **General Order: Force, Use of**, those events which involve officer involved shootings or ones which involve 'in-custody' deaths are reviewed by the Monroe County Prosecutor's Office.

Data concerning use of force is collected using a Use of Force form that officers are required to fill out post-event that records not only what type of force was used during an incident, but demographic and other data concerning the suspect and the officers involved. Data taken from those reports are now publically posted as part of the Police Data Initiative which the Bloomington Police Department joined in 2016.

The Bloomington Police Department **General Order: Force, Use of** states in pertinent part:

V. Reporting a Use of Force

A. Any officer who uses any type of force, regardless of whether or not said force results in an injury to the person who was the recipient of said force, shall note said force in his/her case report. Any report of force shall include, but not be limited to, the following:

- 1. A description of why force was necessary.*
- 2. A description of what force was used.*
- 3. Any follow-up action or treatment that was used or needed as a result of the use of force.*

B. Any officer who uses any type of force, regardless of whether or not said force results in an injury to the person who was the recipient of said force, shall complete a "Use of Force" form. The officer shall complete the form as soon as it is reasonably possible to complete.

C. The officer shall submit the completed "Use of Force" form with his/her case report. The form shall remain with the case documents until the case is reviewed by the supervisor. At that point, the reviewing supervisor shall initial the form as an acknowledgement that he/she has provided supervisory review of the form and of the section of the case narrative describing the force used (according to section V.(A)(1-

3), above). After review, the supervisor will provide the **“Use of Force”** form to the Captain of Operations.

D. Any officer who uses force that results in serious bodily injury or death to a person shall report the use of said force and the result of that force to his/her immediate supervisor as soon as it is reasonably possible to do so.

2.2.1 Action Item: Law Enforcement agencies policy for training on the use of force should emphasize de-escalation and alternatives to arrest or summons in situation where appropriate.

De-escalation is a routine part of use of force training for all Bloomington Police Officers.

All officers receive training on multiple occasions each year in use of force. Scenario training is heavily involved and includes the use of role players who force the officers into critical decision-making skills including de-escalation and disengagement techniques, ‘hand to hand’ skill sets , less lethal device employment as well as ‘shoot / no-shoot’ decision making .

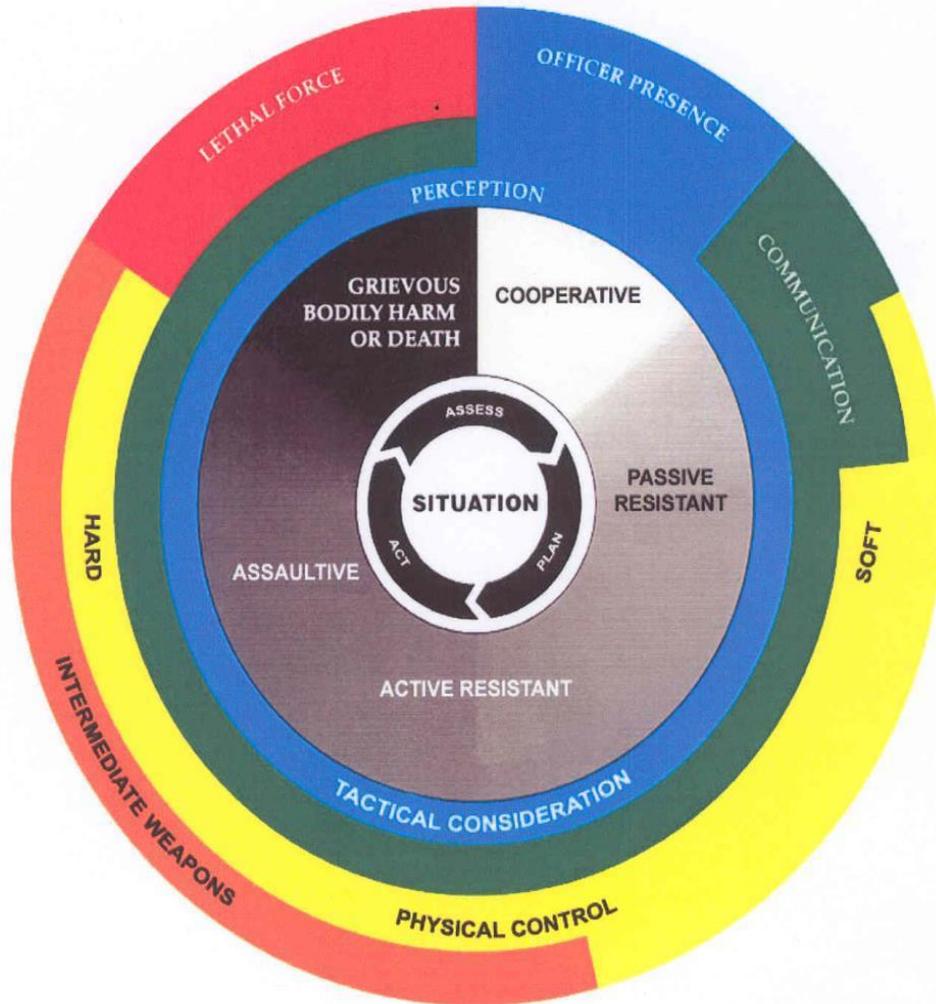
Training aids such as padded ‘defensive tactics’ suits and ‘simunitions’, which are a specialty marking cartridge designed to be used in building lethal force decision making skills, are heavily used during this training. The role players, who work off of specific ‘training scripts’ that are taken from real life events, help to train officers to make not only instantaneous use of force decisions, but also allow for both pre- and post- event de-escalation training.

Officers are instructed on a ‘use of force model’ known as the ‘National Use of Force Framework’.

As can be noted in the accompanying graph, use of force actually begins with officer presence at a scene and escalates depending upon the actions of the suspect. The model is fluid and moves according to suspect actions which range from Cooperative through the Passive Resistance range into Active Resistance, Assaultive and finally Grievous Bodily Harm or Death. Officer actions range from communication skills through ‘soft’ empty hand techniques, and various skill sets and tools up to and including the use of deadly physical force. Officers are taught that all use of force events are fluid and ever changing and may necessitate both escalation and de-escalation depending upon the suspects corresponding actions.

Officers are instructed to constantly evaluate what the suspect is doing and to de-escalate the event as the opportunity for such becomes reality.

National Use of Force Framework



The officer continuously assesses the situation and acts in a reasonable manner to ensure officer and public safety.

2.2.2 Action Item: These policies should also mandate external and independent criminal investigations in case of police use of force resulting in death, officers involved shootings resulting in injury or death and in-custody deaths.

In regard to this action item, Bloomington Police Department General Order, Officer Involved Shootings and In-Custody Death in relevant part states:

B. Officers Involved in Deadly Force: Criminal Investigation.

3. The results of the criminal investigation shall be provided to the Chief or his/her designee. Upon final review, the report shall be forwarded to the Monroe County Prosecutors Office.

The Monroe County Prosecutor's Office, who reviews all uses of force involving death, officer-involved shootings and any deaths which occur in line of duty, is a wholly independent, County-level agency and is in no way connected to the Bloomington Police Department. Any request for a special prosecutor would, by law, need to emanate from the Monroe County Prosecutor who, as an elected official, is not subject to any policies or procedures which may be promulgated by the Bloomington Police Department.

2.2.3 Action Item: The task force encourages policies that mandate the use of external and independent prosecutors in cases of police use of force resulting in death, officers involved shootings resulting in injury or death, or in-custody deaths.

In regard to this action item, Bloomington Police Department General Order, Officer Involved Shootings and In-Custody Death in relevant part states:

B. Officers Involved in Deadly Force: Criminal Investigation.

3. The results of the criminal investigation shall be provided to the Chief or his/her designee. Upon final review, the report shall be forwarded to the Monroe County Prosecutors Office.

The Monroe County Prosecutor's Office, who reviews all uses of force involving death, officer-involved shootings and any deaths which occur in line of duty, is a wholly independent, County-level agency and is in no way connected to the Bloomington Police Department. Any request for a special prosecutor would, by law, need to emanate from the Monroe County Prosecutor who, as an elected official, is not subject to any policies or procedures which may be promulgated by the Bloomington Police Department.

2.2.4 Action Item: Policies on use of forces should require agencies to collect, maintain and report data to the Federal Government on all officer involved shootings, whether fatal or nonfatal, as well as any in-custody death.

The Bloomington Police Department joined the White House Police Data Initiative in 2016 and currently reports all officer-involved shooting and in custody deaths as part of the overall data package which is posted for review by the public.

2.2.5 Action Item: Policies on use of forces should clearly state what types of information will be released, when, and in what situation, to maintain transparency.

The policies on officer-involved shootings and in custody deaths mandate that information is released by the Chief or his designee. In practice, the Department has made a statement of the known facts concerning the initial cause of the officer / suspect interaction, the health status of both the officer and suspect, and any other immediately relevant and known facts within several hours of the event. Updates have also been provided as the investigation proceeds and new information becomes known.

In regard to this action item, Bloomington Police Department General Order, Officer Involved Shootings and In-Custody Death in relevant part states:

B. Officers Involved in Deadly Force: Criminal Investigation.

5. *On behalf of the Department and the officer involved, an official public statement of facts shall be made by the Chief, or his or her designee, as soon as practical during the course of the investigation. The Chief, or his or her designee, shall authorize any release of information to the media prior to the information being provided.*

2.2.6 Action Item: Law enforcement agencies should establish a Serious Incident Review Board comprising sworn staff and community members to review cases involving officer-involved shootings and other serious incidents that have the potential to damage community trust or confidence in the agency. The purpose of this board should be to identify any administrative, supervisory, training, tactical or policy issues which need to be addressed.

The Bloomington Board of Public Safety are civilians appointed by the Mayor that serve as a review board for major events. Within the Department, major events trigger a review either through the Board of Lieutenants or through a Board of Captains, each of which ultimately reports through the Chain of Command to the Chief of Police and through that office to the Board of Public Safety.

Issues involving policy, training, tactical, supervisory or other items that may have affected the outcome of the event are examined in-depth and recommendations are made to the Chief via the findings of either Board.

2.3 Recommendation: Law enforcement agencies are encouraged to implement non-punitive peer review of critical incidents separate from criminal and administrative investigations.

The Bloomington Police Department has in place a system of 'after action reviews' where officers are encouraged to talk about events, their perception of those events and what 'lessons were learned' from those events. Officers are encouraged to critique not only the actions of peers but also of supervisory officers as well as the policies which govern actions taken, or not taken, at those incidents.

2.4 Recommendation: Law enforcement agencies are encouraged to adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.

The Bloomington Police Department has provided training that govern identification procedures to eliminate or minimize presenter bias.

2.5 Recommendation: All federal, state, local and tribal law enforcement agencies should report and make available to the public census data regarding the composition of their departments including race, gender, age and other relevant demographic data.

One part of the White House's Police Data Initiative that the Bloomington Police Department reports is the demographic makeup of the Department including the race, gender, age, and educational background of each sworn member. This data is available as part of the Data Initiative and is accessible to all members of the public.

2.5.1 Action Item: The Bureau of Justice Statistics should add demographic questions to the Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to meet the intent of this recommendation.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.6 Recommendation: Law enforcement agencies should be encouraged to collect, maintain and analyze demographic data on all detentions (stops, frisks, searches, summons and arrests). This data should be disaggregated by school and non-school contacts.

This is data which the Department has, in part, collected to a large degree for many years. Beginning in May of 2016, the Department tracks all 'enforcement level' contact with members of the public and has begun to analyze this data as to stops, arrests, citations and other data relevant to not only the public, but also of Departmental concern.

2.6.1 Action Item: The Federal Government should incentivize universities and other organizations to partner with police departments to collect data and develop knowledge about analysis and benchmarks as well as to develop tools and templates that help departments manage data collection and analysis.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.7 Recommendation: Law enforcement agencies should create policies and procedures for dealing with mass demonstrations that employ a continuum of managed tactical resources that are designed to minimize the appearance of a military operation and avoid using provocative tactics and equipment that undermine civilian trust.

Policies should emphasize protection of the First Amendment rights of demonstrators and effective ways of communicating with them.²

The Bloomington Police Department trains its officers to recognize the First Amendment rights of those who choose to protest and police intervention occurs when the rights and safety of all participants is threatened or there is significant property damage resulting from criminal acts. In any intervention which might become necessary, the Department has established a uniform event plan in Bloomington Police General Order: Civil Disturbance which governs the continuum of operations to manage the event.

² *Ibid*

Bloomington Police General Order: Civil Disturbance states in pertinent part:

II. POLICY

Civil disturbances may take many forms and vary in size and degree of danger to the public. Civil disturbances include riots, disorders, and violence arising from dissident gatherings, rock concerts, political actions and labor disputes. Of primary importance in any civil disturbance is defusing the situation and restoring order. Officers must be able to respond to a civil disturbance, isolate it from the remainder of the community, protect life and property, and maintain control.

V. PROCEDURES

A. Implementation

*1. In the event of a planned and/or spontaneous civil disturbance incident the on-duty supervisor will assess the situation for seriousness and danger and evaluate what resources are needed to meet the problem. The supervisor will then determine the level of the incident (see Definitions above) **Remember that incidents may escalate and de-escalate which would change the necessary response.***

2.7.1 Action Item: Law enforcement agency policies should address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and a guardian mindset

Civil disturbances require constant assessment by officers and command staff. The dynamics of the situation are fluid and, should intervention become necessary, officers and supervisors are trained to begin with the lowest level of interaction possible. In any intervention which might become necessary, the Department has established a uniform event plan in Bloomington Police General Order: Civil Disturbance which governs the continuum of operations to manage the event.

2.7.2 Action Item: The Federal Government should create a mechanism for investigating complaints and issuing sanctions regarding the inappropriate use of equipment and tactics during mass demonstrations.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.8 Recommendation: Some form of civilian oversight of law enforcement is important in order to strengthen trust with the community. Every community should define the appropriate form and structure of civilian oversight to meet the needs of that community.

The Bloomington Board of Public Safety functions as a civilian Board appointed by the Mayor that provides oversight for both the Police and Fire Departments of the City of Bloomington.

2.8.1 Action Item: The U.S. Department of Justice, through its research arm, that National Institute of Justice (NIJ), should expand its research agenda to include civilian oversight.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.8.2 Action Item: The U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) should provide technical assistance and collect best practices from existing civilian oversight efforts and be prepared to help cities create this structure, potentially with some matching grants and funding.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.9 Recommendation: Law enforcement agencies and municipalities should refrain from practices requiring officer to issue a pre-determined number of tickets, citations, arrests, or summons, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.

Performance evaluations conducted on officers do not include anything related to “quotas” for tickets, arrests, or any other similar category. Also, the Bloomington Police Department does not benefit directly from any enforcement action that might be considered “revenue generating” in other locations.

2.10 Recommendation: Law enforcement officers should be required to seek consent before a search and explain that a person has a right to refuse consent when there is no warrant or probable cause. Furthermore officers should ideally obtain written consent to search in these circumstance.

This is already a matter of State and Federal law. In Indiana, the State Supreme Court decided *in Pirtle v State*³ that officers are required to explain to persons, absent a warrant, probable cause or exigency, that they are free to refuse any search. Officers of the Bloomington Police Department receive continuing training in search and seizure issues throughout their careers. In fact, officers receive a monthly ‘Police, Prosecutor Update’ publication that deals with Court decisions of relevance related to search and seizure case law.

Written consent forms are available for use by officers as is a ‘Pirtle Warning’ form which is distributed by the Department. Additionally each officer is equipped with body worn camera to document the citizen / officer contact which would document the consent via video recording.

2.11 Recommendation: Law enforcement agencies should adopt policies requiring officers to identify themselves by their full name, rank and command (as applicable) and provide that information in writing to individuals they have stopped. In addition, policies should require officers to state the reason for the stop and the reason for the search if one is conducted.

Each uniform officer of the Department is required to wear a name tag prominently displayed on the uniform as governed in Bloomington Police General Order: Appearance, Proper Wearing of Uniform and Equipment.

All officers are issued business cards which can also be used for further identification purposes.

³ **323 N.E.2d 634 (1975)** *Robert E. PIRTLE, Appellant, v. STATE of Indiana, Appellee.*

Additionally officers are required by Bloomington Board of Public Safety Rules and Regulation, Chapter XIV, to identify themselves upon request.

2.11.1 Action Item: One example of how to do this is for law enforcement officers to carry business cards containing their name, rank, command and contact information that would enable individuals to offer suggestions or commendations or to file complaints with the appropriate individual, office or board. These cards would be easily distributed in all encounters.

Each officer of the Department is issued a business card which can be used for this purpose.

2.12 Recommendation: Law enforcement agencies should establish search and seizure procedures related to LGBTQ and transgender populations and adopt as policy the recommendation from the President's Advisory Council on HIV/AIDS (PACHA) to cease the possession of condoms as the sole evidence of vice.

Officers of the Department receive regular training in proper search techniques for all individuals. Search procedures are established in Bloomington Police Department General Order: Arrests, Handling of Prisoners and Consular Notification Guidelines.

The Bloomington Police Department does not use possession of condoms as evidence of vice.

2.13 Recommendation: Law enforcement agencies should adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, or language fluency.

These policies are already in effect. Bloomington Board of Public Safety Rules and Regulation, Chapter XIV, states in pertinent part:

Chapter XIV, Personal Conduct⁴

C. Public Relations. It is the policy of the Department that Members shall strive to gain public support and win friendly citizen cooperation with the Department's programs and procedures in order to facilitate the accomplishment of the Department's objectives

- 5. All Members shall maintain a completely impartial attitude toward all persons coming to the attention of the Department, regardless of an individual's race, creed or sex, gender identity, sexual orientation, age, housing status and/or veteran status.*

2.13.1 Action Item: The Bureau of Justice Statistics should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender non-conforming people, by law enforcement officers to the Police Public Contact Survey.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

⁴ *Ibid*

2.13.2 Action Item: The Centers for Disease Control should add questions concerning sexual harassment of and misconduct toward community members, and in particular LGBTQ and gender non-conforming people, by law enforcement officers to the National Intimate Partner and Sexual Violence Survey

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

2.13.3 Action Item: The U.S. Department of Justice should promote and disseminate guidance to federal, state and local law enforcement agencies documenting, preventing, and addressing sexual harassment and misconduct by local law enforcement agents, consistent with the recommendations of the International Association of Chiefs of Police.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department. However, the Bloomington Police Department and the City of Bloomington have policies addressing sexual harassment and misconduct.

2.14 Recommendation: The U.S. Department of Justice, through the Office of Community Oriented Policing Services and the Office of Justice Programs, should provide technical assistance and incentive funding to jurisdictions with small police agencies that take steps toward shared services, regional training and consolidation.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

Instructors from the Bloomington Police Department play a crucial role in training officers from other area jurisdictions including the Monroe County Sheriff's Office, Ellettsville Police Department, and the Indiana University Police Department. The Department also participates in mutual training with the other agencies listed.

2.15 Recommendation: The U.S. Department of Justice, through the Office of Community Oriented Police Services, should partner with the International Association of Directors of Law Enforcement Standards and Training (IADLEST) to expand its National Decertification Index to serve as the National Register of Decertified Officers with the goal of covering all agencies with the United States and its territories.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

Pillar 3: Technology & Social Media

- 3.1 Recommendation: The U.S. Department of Justice, in consultation with the law enforcement field, should broaden the efforts of the National Institute of Justice to establish national standards for the research and development of new technology. These standards should also address compatibility and interoperability needs both within law enforcement agencies and across agencies and jurisdictions and maintain civil and human rights protections.**

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

- 3.1.1 Action Item: The Federal Government should support the development and delivery of training to help law enforcement agencies learn, acquire, and implement technology tools and tactics that are consistent with the best practices of 21st century policing.**

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

- 3.1.2 Action Item: As part of national standards, the issue of technology's impact on privacy concerns should be addressed in accordance with protections provided by constitutional law. Though all constitutional guidelines must be maintained in the performance of law enforcement duties, the legal framework (warrants, etc.) should continue to protect law enforcement.**

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

- 3.2 Recommendation: Implementation of appropriate technology by law enforcement agencies should be designed considering local needs and aligned with national standards.**

While standards should be created for development and research of technology at the national level, implementation of developed technologies should remain a local decision to address the needs and resources of the community

The Bloomington Police Department has embraced technological advances in equipment, and software to meet the needs of effective and efficient policing. From transcription systems that provide officers more time to respond to calls for service and less time typing cases, to advanced analytical systems designed to predict crime BPD has often been at the forefront of technological developments.

Some examples of the technology utilized are:

- Spillman Technologies is the one of the leading records management and computer aided dispatch software systems in the nation. Spillman was adopted and implemented by the Department in the fall of 2014.
- Body Worn Cameras were implemented in 2013 and have been in constant use since April of 2014.
- NC4 Street Smart software is a web based application that allows officers to share live crime information and even "blog" with other officers regarding ongoing events. The NC4 system was customized specifically for the needs of local law enforcement.

- E-Ticket is an electronic ticketing system that officers utilize to issue citations.
- Online Crash Reports are completed and sent to the state repository in a paperless system.
- The distribution of tablet computers to allow for detectives and administrators to access the latest technology such as NC4 and Spillman.
- Agency360 Field Training Software provides our trainers with in-depth documentation of the training programs and the ability to analyze recruit officer performance.
- Bair Analytics can take data from calls for service, identify crime patterns, and create predictive analysis for future events.

These are simply a few of the innovative technological advancements made by BPD.

3.2.1 Action Item: Law enforcement agencies should encourage public engagement and collaboration, including the use of community advisory bodies, when developing a policy for the use of a new technology.

Policy development is done internally after consulting with manufacturers, legal authorities, other agencies and review of national standards through the International Association of Chiefs of Police (IACP) and the Commission on Accreditation of Law Enforcement Agencies (CALEA).

3.2.2 Action Item: Law enforcement agencies should include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community

The Bloomington Police Department frequently utilizes test groups and pilot projects within the department to ascertain the validity of new technology. The test groups consist of officers, detectives and training staff from all levels of the organization. This group not only tests the product but also provides feedback to the policy makers regarding the technology and its effectiveness.

When the department instituted Body Worn Cameras, a group of selected officers were used to test the cameras' effectiveness, durability, and capabilities. The feedback from the officers assisted in not only the selection of the product, but the creation of the governing policy for the technology.

3.2.3 Action Item: Law enforcement agencies should adopt the use of new technologies that will help them better serve people with special needs or disabilities.

The Bloomington Police Department in conjunction with the Bloomington Fire Department utilizes technology that assists with the tracking of individuals who become lost due to Alzheimer's. The technology can also be used to track autistic individuals who become agitated and run away from their caregiver.

The Monroe County Central Dispatch maintains a Special Needs Database which provides first responders with information regarding individuals and locations where people with disabilities and other special needs may be encountered.

The Downtown Resource Officers are equipped with a cell phone specifically designed to allow those experiencing homelessness to contact social service groups seeking assistance.

3.3 Recommendation: The U.S. Department of Justice should develop best practices that can be adopted by state legislative bodies to govern the acquisition, use, retention, and dissemination of auditory, visual, and biometric data by law enforcement.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

3.3.1 Action Item: As part of the process for developing best practices, the U.S. Department of Justice should consult with civil rights and civil liberties organizations, as well as law enforcement research groups and other experts, concerning the constitutional issues that can arise as a result of the use of new technologies.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

3.3.2 Action Item: The U.S. Department of Justice should create toolkits for the most effective and constitutional use of multiple forms of innovative technology that will provide state, local, and tribal law enforcement agencies with a one-stop clearinghouse of information and resources.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

3.3.3 Action Item: Law enforcement agencies should review and consider the Bureau of Justice Assistance (BJA) Body Worn Camera Toolkit to assist in implementing BWCs.

A Body-Worn Camera Expert Panel of law enforcement leaders, recognized practitioners, national policy leaders, and community advocates convened a two-day workshop in February, 2015 to develop a toolkit and provide guidance and model policy for law enforcement agencies implementing BWC programs.

In late 2013, the Bloomington Police Department began investigating the use of Body Worn Cameras. Initially, a small number were purchased for testing and in April of 2014 all patrol officers were equipped with cameras during their shift. The implementation of this technology at the Bloomington Police Department took place well before the Bureau of Justice Assistance created the Body Worn Camera Toolkit in 2015. Chief Mike Diekhoff was asked to be on the initial panel that created the Body Worn Camera Toolkit based on his experience implementing just such a program at BPD.

3.4 Recommendation: Federal, state, local, and tribal legislative bodies should be encouraged to update public record laws.

This responsibility has been placed upon those legislative bodies and not the Bloomington Police Department. The Department complies with existing laws related to public access to documents and records.

3.5 Recommendation: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.

The Bloomington Police Department is currently undergoing a comprehensive review of our policies as part of the three year Commission on Law Enforcement Accreditation. In the end the Department's policies will mirror best practices from throughout the United States and will require constant review and updating.

Engagement with the community is an integral part of the overall CALEA accreditation process.

Current efforts in technology based community engagement includes the release of crime maps through the City's B-Clear portal in an effort to provide transparency and to build community trust and goodwill.

That effort was expanded on June 2nd when BPD joined the White House Police Data Initiative and released ten (10) data sets to the public.

3.6 Recommendation: The Federal Government should support the development of new "less than lethal" technology to help control combative suspects.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

3.6.1 Action Item: Relevant federal agencies, including the U.S. Departments of Defense and Justice, should expand their efforts to study the development and use of new less than lethal technologies and evaluate their impact on public safety, reducing lethal violence against citizens, constitutionality, and officer safety.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

3.7 Recommendation: The Federal Government should make the development and building of segregated radio spectrum and increased bandwidth by FirstNet for exclusive use by local, state, tribal, and federal public safety agencies a top priority.

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department.

Pillar Four:
Community Policing and
Crime Reduction

4.1 Recommendation: Law Enforcement Agencies should develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.

Community policing is not just about the relationship between individual officers and individual neighborhood residents. It is also about the relationship between law enforcement leaders and leaders of key institutions in a community, such as churches, businesses, and schools, supporting the community's own process to define prevention and reach goals.

Law enforcement agencies cannot ensure the safety of communities alone but should seek to contribute to the strengthening of neighborhood capacity to prevent and reduce crime through informal social control.²

As has been highlighted in other pillar summaries, the Department is deeply involved with community programs and relationships. The Downtown Outreach Program which brings together not-for-profit, medical and psychological services as well as other entities such as faith based groups is one leading example. The Department is also in the process of forming a group of faith based leaders which will meet to discuss their perspectives and offer suggestions on community engagement.

Other examples of working with the community to manage public safety includes officers appearing at downtown business meetings, as well as involvement in 'alternative to incarceration' programs such as drug court, re-entry court, and veteran's court. Working with businesses, other governmental units such as probation and parole as well as others within the community are continuing alliances which benefit not only the Department but the community as a whole.

4.1.1 Action Item: Law enforcement agencies should consider adopting preferences for 'least harm' resolutions, such as diversion programs or warnings and citations in lieu of arrest for minor infractions

Community policing must be a way of doing business by an entire police force, not just a specialized unit of that force.³

The Department has adopted preferences for issuing citations for minor crimes and has a long history of being involved in 'alternative to incarceration' programs such as drug court, probation checks and other means of keeping individuals out of jail. Recent changes in Indiana law have also reinforced this process. For example, the Indiana Public Intoxication law has been changed to focus on incarcerating only those who are a danger to themselves or others and not simply a nuisance. Since moving to a preference for 'minor offense citation' the rate of officers issuing citations in lieu of arrest has risen significantly.

At all levels officers are encouraged to show the upmost in discretion looking at the totality of a problem rather than the immediate individual action. Officers are encouraged to look at second and third order effects of incarceration and make decisions accordingly.

The Downtown Resource Officer Program is but one outstanding example of the Department's preference in seeking alternatives to arrest. Overall the impact of the DRO program has reached well beyond the day-to-day and has achieved, in some cases, a life changing level of success.

² *Final Report of the President's Task Force on 21st Century Policing*

³ Ibid

In the beginning of 2014 there were fifty 'high-risk' individuals identified who had been the subject of repeated law enforcement contact over the preceding year. In 2013 these individuals had been involved with the Police Department 462 times which had resulted in 221 arrests.

By the end of 2014 this one program, which emphasized alternatives to arrest, showed tremendous success in that with the fifty identified individuals call volume had decreased over 48% to 237 and arrest rates by over 55% to 99.

4.2 Recommendation: Community policing should be infused throughout the culture and organizational structure of law enforcement agencies

Community Policing is a concept which is taught to Bloomington Police Officers beginning within the first few weeks of their employment. Throughout the Probationary Officer Training Course (POTC) as well as the follow-on Field Training Course, officers are instructed that community policing is the core of the Department's policing philosophy. Officers throughout the Department engage in a wide variety of community policing efforts. Officers routinely attend Coffee with a Cop, numerous officers participate in the social media outreach and others who regularly attend neighborhood meetings.

From the newest officer to the Chief himself, the Department is completely committed to not only the concept of community policing but also to not only implementing and but also innovating in the community policing philosophy by structuring different programs and developing new and better methods to engage the community.

4.2.1 Action Item: Law enforcement agencies should evaluate officers on their efforts to engage members of the community and the partnerships they build. Making this part of their performance evaluation process places an increased value on developing partnerships.

While the Department has long included 'community involvement' as one of the criteria on officer evaluations, we are in the process of adopting a software suite which will allow for supervisors to better manage and evaluate the officers while at the same time providing early warning flags concerning officers who may be in need of assistance or mentoring.

Guardian Tracking is a software system which was specifically developed for police supervision and management that will allow for supervisors to greatly improve the quality of officer evaluations by drilling down to the complete picture of an officers actions, tracking supervisor and peer recognition as well as a greatly expanded set of other categories which all contribute to giving a truer picture of who the officer actually is and how they are performing as a whole.

The Guardian Tracking program will allow for a much greater degree of flexibility so that performance evaluations can adequately reflect what an officer is doing to further the Department mission.

4.2.2 Action Item: Law enforcement agencies should evaluate their patrol deployment practices to allow for sufficient time for patrol officers to participate in problem solving and community engagement activities

For decades officers have been taught to 'solve the problem' on calls for service hoping to do the least possible harm while at the same time aiming to prevent greater impact to the individual and the community as a whole.

Unfortunately the Bloomington Police Department is experiencing a staffing shortfall which greatly restricts our ability to change patrol deployment practices. While every effort is made by the Department and officers to participate in these activities it would be disingenuous to believe that there are a sufficient number of officers available to meet the standard on every call for service. As staffing allows we hope to see large scale improvements in this area based upon the stage what was set when Chief Micheal Diekhoff introduced intelligence lead policing to the agency several years ago.

4.2.3 Action Item: The U.S. Department of Justice and other public and private entities should support research into the factors that have led to dramatic crime reduction in some communities through the infusion of non-discriminatory policing and to determine replicable factors that could be used to guide law enforcement agencies in other communities.

The action item has been assigned to a Federal Level agency, not the Bloomington Police Department.

4.3 Recommendation: Law enforcement agencies should engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors

Collaborative approaches that engage professionals from across systems have emerged as model practices for addressing community problems that are not resolvable by the police alone. These team approaches call upon law enforcement agencies, service providers, and community support networks to work together to provide the right resources for the situation and foster sustainable change.⁴

As was highlighted in the Pillar One summary, the Bloomington Police Department is actively engaged in numerous programs which are designed to bring officers and the community together to solve problems and develop strategies to prevent crime.

The Department is involved in leading several joint public safety efforts made up of agencies and organizations from throughout the area.

As has already been stated the Department intends to form a faith based leaders group and investigating the formation of a citizen's advisory panel which would provide input and guidance on programs and projects which the Department may undertake.

4.3.1 Action Item: The U.S. Department of Justice should collaborate with others to develop and disseminate baseline models of this crisis intervention team approach that can be adapted to local contexts

The action item has been assigned to a Federal Level agency, not the Bloomington Police Department.

4.3.2 Action Item: Communities should look to involve peer support counselors and part of multidisciplinary teams when appropriate. Person who have experiences the same trauma can provide both insight to the first responders and immediate support to individuals in crisis

⁴ Ibid

We believe that this action item is in place. We are in the process of investigating what is available.

4.3.3 Action Item: Communities should encourage efficacy of these crisis intervention team approaches and hold agency leaders accountable for outcomes

As this report moves forward we will be able to include both the faith based leaders group and citizens panel thought on our perspective of training all of our officers in the Crisis Intervention Team model as has been our practice, rather than forming special teams as other agencies have done.

4.4. Recommendation: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

While this recommendation is best answered by the community as a whole, it is important to note that the mission statement of the Department reflects exactly these concepts.

"The mission of the Bloomington Police Department is to safeguard life and property while respecting diversity, encouraging civility, solving problems, and maintaining a high standard of individual integrity and professionalism."

4.4.1 Action Item: Because offensive or harsh language can escalate a minor situation, law enforcement agencies should underscore the importance of language used and adopt polices directing officers to speak to individuals with respect

The Bloomington Police Department long ago embraced the 'guardian mindset', which begins with our interaction with the citizens whom we serve. Part of the core concepts of procedural justice which all officers are taught are:

- 1) Treating people with dignity and respect;
- 2) Giving individuals "voice" during encounters;
- 3) Being neutral and transparent in decision making; and,
- 4) Conveying trustworthy motives

In fact, as was highlighted previously, the Department's Mission Statement embodies exactly this mindset. It states: "The mission of the Bloomington Police Department is to safeguard life and property while respecting diversity, encouraging civility, solving problems, and maintaining a high standard of individual integrity and professionalism."

The Bloomington Police Department has in place a set of comprehensive Rules and Regulations and General Orders that govern officer behavior during interaction with citizens. Those General Orders are currently under review as part of the CALEA accreditation process however currently Bloomington Board of Public Safety Rules and Regulations, **Chapter XIV. Personal Conduct** states in pertinent part:

C. Public Relations. *It is the policy of the Department that Members shall strive to gain public support and win friendly citizen cooperation with the Department's programs and procedures in order to facilitate the accomplishment of the Department's objectives.*

1. *Members shall be courteous and efficient in their dealings with the public.*
2. *The attitude of each Member shall be pleasant and personal; and on occasions calling for regulation and control, the attitude shall be firm and impersonal, but avoiding an impression of rudeness.*
3. *Members shall perform their duties in such a manner as to avoid harsh, violent, profane or insolent language and shall remain calm regardless of provocation to do otherwise.*
4. *Upon request Members shall supply their names and rank in a professional manner; and shall attend to requests from the public quickly and accurately, avoiding unnecessary referral to other divisions or individuals of the Department.*
5. *All Members shall maintain a completely impartial attitude toward all persons coming to the attention of the Department, regardless of an individual's race, creed or sex, gender identity, sexual orientation, age, housing status and/or veteran status.*

Along with the Regulations requiring such courtesy, officers are taught, beginning in the Probationary Officer Training Course, how to de-escalate situations. This training emphasizes officer actions during calls for service can in some ways control the outcome of the event. Regular de-escalation training for all officers- which begins with how we speak to individual citizens- is included during continuing in-service training events.

4.4.2 Action Item: Law enforcement agencies should develop programs that create opportunities for patrol officers to regularly interact with neighborhood residents, faith leaders, and business leaders

The Downtown Resource Officer and the Neighborhood Resource Officer Programs are designed to do exactly this. Both programs place officers into situations where they routinely interact with a large, diverse segment of the community, helping to shape the solutions to problems using a holistic approach rather than one that is strictly based on enforcement.

Both the faith based leaders and citizens advisory panel will create even more opportunities in this vein.

4.5 Recommendation: Community policing emphasizes working with the neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

Community policing is not just about the behavior and tactics of police; it is also about the civic engagement and capacity of communities to improve their own neighborhoods, their quality of life, and their sense of safety and well-being⁵

The Bloomington Police Department is actively engaged with individual neighborhood associations and other community groups to improve the quality of life and the overall 'feeling of safety' for our citizens by improving relationships and furthering community engagement.

⁵ Ibid

The Department has, for over 15 years, been deeply involved with the Neighborhood Watch Program which has given rise to the Neighborhood Resource Officers. The Neighborhood Resource Officer program is intended as the 'logical next step' in community engagement and service. This program, which sees officers assigned to specific neighborhoods to serve as a liaison between the Department and the neighborhood itself, working together on quality of life issues and other events which effect the overall 'feeling of safety'.

In addition to the Neighborhood Resource Officers is our involvement with Next Door, a community blog site where the Department and Neighborhood Groups can further communication.

The Department routinely meets with Neighborhood and other interest groups to work together to create solutions to problems which are long lasting and in some cases, life changing.

4.5.1 Action Item: Law enforcement agencies should schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.

Community policing is not just about the behavior and tactics of police; it is also about the civic engagement and capacity of communities to improve their own neighborhoods, their quality of life, and their sense of safety and well-being. Members of communities are key partners in creating public safety, so communities and police need mechanisms to engage with each other in consistent and meaningful ways. One model for formalizing this engagement is through a civilian governance system such as is found in Los Angeles. As Chief Charlie Beck explained in testimony to the task force,

'The Los Angeles Police Department is formally governed by the Board of Police Commissioners, a five-person civilian body with each member appointed by the mayor. The commission has formal authority to hire the chief of police, to set broad policy for the department, and to hold the LAPD and its chief accountable to the people'.⁶

Over the last several years the Department has been very active in this area. There have been numerous public forums, meetings and community conversations which have featured Department representatives. We encourage citizens to come forward and speak to officers about issues which the police can play a part in resolving. In the near future the Department will begin a series of public meetings concerning the CALEA accreditation which will give the public the opportunity to even further be involved in policy formulation.

The Department is also deeply involved in a multitude of programs that seek to build public trust via non-enforcement contacts. Some examples of this include Coffee with a Cop, the Citizen Police Academy, Teen Academy, Explorers, Boys and Girls Club 'drop-ins', Downtown Resource Officers, Neighborhood Resource Offices and numerous other activities. The Department is also deeply involved with 'Cops in Schools' a program which was started several years ago that gives high school students daily access to officers who act as positive role models and mentors. Another program which has been in existence with the Bloomington Police Department for several decades is the 'ride-a-long' program which allows citizens to actually ride on patrol with officers so that they can observe first-hand the activities of the police department

⁶ Ibid

4.5.2 Action Item: Law enforcement agencies should engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem solving teams, community action teams, and quality of life teams.

Youth engagement is relatively new to the Department but is quickly becoming a priority with the beginning of the Teen Academy, which for the second year is completely full with forty-five participants, and the Police Explorers Post.

The Department is also deeply involved with 'Cops in Schools' a program which was started several years ago that gives high school and middle school students daily access to officers who act as positive role models and mentors.

Our citizen police academy and ride-a-long program allows citizens to see first the activities of the officers and the police department.

4.5.3 Action Item: Law enforcement agencies should establish formal community/ citizen advisory committees to assist in developing crime prevention strategies and agency policies as well as providing input on policing issues.

Both the faith based leaders group and the citizen's advisory panel as well as Downtown Bloomington Inc., the DRO Advisory Panel and public meetings in connection with the CALEA Accreditation process will allow citizens to provide input on policing issues.

4.5.4 Action Item: Law enforcement agencies should adopt community policing strategies what support and work in concert with economic development efforts within communities.

The Department regularly meets with Downtown Bloomington Inc., others within the business community as well as committees within the City which discuss new economic opportunities, construction and planned developments so that we can evaluate those matters to determine if there are changes which need to be made in our policing strategies and staffing.

In response to the economic development opportunity afforded when the City of Bloomington began the creation of the Bloomington Entertainment and Arts District (BEAD), the Police Department created a new patrol district known as District 1.

This patrol district was created to adequately provide police services and patrol in the Downtown area which encompasses the BEAD district and was intended to support the economic opportunity made possible by the development of that area.

4.6 Recommendation: Communities should adopt policies and programs that address the needs of children and youth most at risk for crime and violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

The past decade has seen an explosion of knowledge about adolescent development and the neurological underpinnings of adolescent behavior.⁷

The Department is involved with the Juvenile Detention Alternatives Initiative (JDAI) which is a data driven process that strives to offer alternatives to incarceration for at-risk teens while doing

⁷ Ibid

the 'least harm' to both the juveniles and the community as a whole. The Department also participates in the Monroe County Community School Corporation School Safety Committee which discusses at-risk youth and behavior in the school corporation.

As has been highlighted, the Department has been placing officers in the schools in a non-enforcement capacity for the last five years through the Cops in Schools program. Here, officers go into the schools to serve as role models and mentors as well as attending school events where they promote the value of extra-curricular activities showing students that the Department, and the community as a whole, value their efforts to excel.

The Bloomington Police Department does not maintain School Resource Officers as the Monroe County Community School Corporation has formed its' own Police Department which would be best suited to carry out this recommendation.

4.6.1 Action Item: Education and criminal justice agencies at all levels of government should work together to reform policies and procedures that push children into the criminal justice system

As has been noted the Department is involved with the JDAI which looks at alternative for juvenile justice.

4.6.2 Action Item: In order to keep youth in school and to keep them from criminal and violent behavior, law enforcement agencies should work with schools to encourage the creation of alternatives to student suspensions and expulsion through restorative justice, diversion, counseling, and family interventions

The Bloomington Police Department does not maintain School Resource Officers as the Monroe County Community School Corporation has formed its' own Police Department which best suited to carry out this action item.

4.6.3 Action Item: Law enforcement agencies should work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions.

The Federal Government could incentivize schools to adopt this practice by tying federal funding to schools implementing restorative justice practices⁸

While we do respond to all calls for service and emergencies with the schools within the city limits, the Bloomington Police Department does not maintain School Resource Officers as the Monroe County Community School Corporation has formed its' own Police Department which has this responsibility.

We welcome the opportunity to work more closely with the schools on issues related to alternative strategies.

4.6.4 Action Item: Law enforcement agencies should work with schools to adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop better behavior skills and positive strategies to avoid conflict, redirect energy, and refocus on learning.

⁸ Ibid

The Bloomington Police Department does not maintain School Resource Officers as the Monroe County Community School Corporation has formed its' own Police Department which has this responsibility.

We welcome the opportunity to work more closely with the schools on issues related to alternative strategies.

4.6.5 Action Item: Law enforcement agencies should work with schools to develop and monitor school discipline policies with input and collaboration from school personnel, students, families, and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

The Bloomington Police Department does not maintain School Resource Officers as the Monroe County Community School Corporation has formed its' own Police Department which has this responsibility.

4.6.6 Action Item: Law enforcement agencies should work with schools to create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

The Monroe County Community School Corporation has formed its' own Police Department which has this responsibility within the schools, the Bloomington Police Department plays no role in this action item.

4.6.7 Action Item: Law enforcement agencies should work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

The Department works closely with the Monroe County Court System and through it, the Monroe County Probation Department, including Juvenile Probation.

Officers often play a role in probation checks, mentoring and other activities which assist in reintegrating offenders, including juveniles, back into the community by participating in programs designed for this purpose.

4.6.8 Action Item: Law enforcement agencies and schools should establish memoranda of agreement for the placement of School Resource Officers that limit police involvement in student discipline.

The Bloomington Police Department does not maintain School Resource Officer as the Monroe County Community School Corporation has instead, formed its' own Police Department which has this responsibility within the schools.

4.6.9 Action Item: The Federal Government should assess and evaluate zero tolerance strategies and examine the role of reasonable discretion when dealing with adolescents in consideration of their stages of maturation and development

This responsibility has been placed upon a Federal Agency and not the Bloomington Police Department

4.7 Recommendation: Communities need to affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaborations and interactions.

We believe this may already be occurring but will be investigating further.

4.7.1 Action Item: Communities and law enforcement agencies should restore and build trust between youth and police by creating programs and projects for positive, consistent and persistent interaction between youth and police

The Department has long been involved in programs which are designed to foster and create trust and interaction between youth and the police. Examples of this include the Teen Academy, a week long course which takes teens age 13-18 through a variety of law enforcement related training classes similar to what officers experience when attending the police academy.

Additionally the Department has a Law Enforcement Explorer Post, which is similar in many ways to Boy/Girls Scouts but with a law enforcement focus. Explorers interact with officers in training programs, ride-a-longs and by doing other community service activities.

As has been repeatedly stated the Department also involves itself in a variety of programs which see officers mentoring and interacting with youth in non-enforcement capacities such as Boy's and Girl's Club 'drop-in's', visits to classrooms and other engagement opportunities, as well as the Cops in Schools Program.

4.7.2 Action Item: Communities should develop community and school-based evidence-based programs that mitigate punitive and authoritarian solutions to teen problems.

The Department has not been active in this area however we will begin researching to find what our role in this should be.

Pillar Five:
Training and Education

5.1 Recommendation: The Federal Government should support the development of partnerships with training facilities across the country to promote consistent standards for high quality training and establish innovation hubs.

As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for more and better training has become critical. Today's line officers and leaders must meet a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis⁹

This responsibility has been placed on the Federal Government and not the Bloomington Police Department. ***The Bloomington Police Department does have a training facility, however, that could provide a location for federal, state and local training opportunities once those partnerships are developed.***

5.1.1. Action Item: The training innovation hubs should develop replicable model programs that use adult-based learning and scenario-based training in a training environment modeled less like boot camp. Through these programs the hubs would influence nationwide curricula, as well as instructional methodology

A starting point for changing the culture of policing is to change the culture of training academies. The designation of certain training academies as federally supported regional "training innovation hubs" could act as leverage points for changing training culture while taking into consideration regional variations.¹⁰

This action item is the responsibility of other agencies and not the Bloomington Police Department.

5.1.2 Action Item: The training innovation hubs should establish partnerships with academic institutions to develop rigorous training practices, evaluation, and the development of curricula based on evidence-based practices

This action item is the responsibility of other agencies and not the Bloomington Police Department.

5.1.3 Action Item: The Department of Justice should build a stronger relationship with the International Association of Directors of Law Enforcement (IADLEST) in order to leverage their network with state boards and commissions of Peace Officer Standards and Training (POST).

This action item is the responsibility of other agencies and not the Bloomington Police Department.

5.2 Recommendation: Law Enforcement agencies should engage community members in the training process.

Not only can agencies make important contributions to the design and implementation of training that reflects the needs and character of their communities but it is also important for police training to be as transparent as possible. This will result in both a better informed public and a better informed officer.¹¹

⁹ *Final Report of the President's Task Force on 21st Century Policing*

¹⁰ Ibid

¹¹ Ibid

The Bloomington Police Department actively engages community members, groups and others in our training efforts. The City of Bloomington, and with it Indiana University, is rich in talent which gives rise to BPD having access to subject matter experts in a variety of fields. Likewise, the Department itself presents training to citizen and corporate groups on a regular basis, involving them in ongoing projects, initiatives and matters of concern to the whole community.

Every year the Department host the Citizen Police Academy, a course designed to bring citizens into the Department and assist them in exploring nearly every facet of law enforcement. Likewise, the Department hosts the Teen Academy, a forty hour course which takes teens from around the community and puts them in an 'academy like' setting, showing them how law enforcement officers are trained, and gives them a broader perspective on the world in which they live.

The Bloomington Police Department exposes the community to current training methods during the Citizen's Police Academy offered every year. Citizens learn about how officers train on traffic stops, domestic violence, firearms, physical tactics, and a variety of other topics. Much of this is also covered in the Teen Police Academy held during the summer and the BPD Explorer Program.

The Department also utilizes a number of professionals in the community to provide training for officers for such things as CIT (Crisis Intervention Team) and the DRO Program (Downtown Resource Officer)

5.2.1 Action Item: The U.S. Department of Justice should conduct research to develop and disseminate a toolkit on how law enforcement agencies and training programs can integrate community members in the training process.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.3 Recommendation: Law Enforcement agencies should provide leadership training to all personnel throughout their careers.

The Department recognizes that leadership training is a core component to each officer's career and makes opportunities available to each officer, in each phase of their career, to excel in this area.

Career opportunities and training for leadership occur beginning with officers, as they acquire experience moving into the ranks of the field training program, where they become mentors, instructors and are responsible for training the next generation of officers. As officers progress in their careers other leadership opportunities, and the training which goes with it begin to broaden. In some cases officers choose to become Neighborhood Resource Officers, Downtown Resource Officers or Departmental training instructors. Each of these career paths require substantial training and experience to achieve.

As officers begin to contemplate movement into supervisory ranks most become involved in the SPO-IC, or Senior Police Officer In Charge program, which sees those officers shadowing supervisory officers, making leadership decisions and growing in their capability and experience.

Once an officer is promoted to supervisory rank the training does not stop. New Sergeants are sent to specific schools and training courses designed to provide them the skill sets to not only manage a squad of officer but also give them the core underpinnings of leadership.

All of the Departments supervisory staff is then sent to a series of courses known as the Police Executive Leadership Academy (PELA). This course, which is four weeks in length, is intended to set the stage for the supervisor to take their particular leadership style and duty responsibilities to the highest level.

PELA is a substantial investment of both time and training monies, but has provided a base core competency for all of the Department's supervisory personnel.

Even after PELA, leadership training does not stop. Courses offered by the International and Indiana Association of Chiefs of Police, the United States Attorney's Office and others are required of middle management and administrative personnel, making sure that leadership training continues no matter what position an officer occupies.

5.3.1 Action Item: Recognizing that strong, capable leadership is required to create cultural transformation, the U.S. Department of Justice should invest in developing learning goals and model curricula/training for each level of leadership

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.3.2 Action Item: The Federal Government should encourage and support partnerships between law enforcement and academic institutions to support a culture that values ongoing education and integration of current research into the development of training, policies and practices.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.3.3 Action Item: The U.S. Department of Justice should support and encourage cross-discipline leadership training.

This can be within the criminal justice system but also across governments, nonprofits, and the private sector, including social services, legal aid, businesses, community corrections, education, the courts, mental health organizations, civic and religious organizations, and others. When people come together from different disciplines and backgrounds, there is a cross-fertilization of ideas that often leads to better solutions.¹²

This responsibility has been placed on the Federal Government and not the Bloomington Police Department. It is important to note, however, that the Bloomington Police Department is deeply involved with the community on a variety of projects and initiatives which results in a significant amount of cross-discipline training and interaction.

5.4 Recommendation: The U.S. Department of Justice should develop, in partnership with institutions of higher education, a national post-graduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

¹² Ibid

5.5 Recommendation: The U.S. Department of Justice should instruct the Federal Bureau of Investigation to modify the curriculum of the National Academy at Quantico to include prominent coverage of topical areas addressed in this report. In addition, the COPS Office and the Office of Justice Programs should work with law enforcement professional organizations to encourage modification of their curricula in a similar fashion.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.6 Recommendation: POST'S should make Crisis Intervention Training (CIT) a part of both basic and in-service officer training.

This recommendation is directed at POSTs (Police Officer Standard Training (Academies). While directed at POSTS, Police Officer Standard Training (Academies), it is important to note that all Bloomington Police Officers receive in-service Crisis Intervention Team training. BPD was one of the first agencies in the country to mandate that all officers receive such training.

5.6.1 Action Item: Because of the importance of this issue, Congress should appropriate funds to support law enforcement crisis intervention training.

The Action Item has been placed upon the Congress of the United States and not the Bloomington Police Department.

5.7 Recommendation: POSTs should ensure that basic recruit and in-service officer training include curriculum on the disease of addiction

This action item has been placed upon POSTs and not the Bloomington Police Department. *BPD does however have personnel active in the Monroe County Drug Treatment Court and the DROs have received training on addictions-related issues.*

5.8 Recommendation: POSTs should ensure that both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness

This action item has been placed upon POSTs and not the Bloomington Police Department.

5.9.1 Action Item: Law Enforcement agencies should implement ongoing, top down training for all officers in cultural diversity and related topics that can build trust and legitimacy in diverse communities. This should be accomplished with the assistance of advocacy groups that represent the viewpoints of communities that have traditionally had adversarial relationships with law enforcement.

In 2015, the entire Department underwent cultural diversity training which included a great deal of topics, all designed to make our officers more responsive to the community that we serve. While far from the first time the Department has received this training, it is an on-going commitment by the Agency to insure that our officers are trained, experienced and prepared to deal with the many diverse cultures that we deal with each day.

5.9.2 Action Item: Law enforcement agencies should implement training for officers that covers policies for interactions with the LGBTQ population, including addressing issues such as determining gender identity for arrest placement, the Muslim, Arab and South Asian communities, and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

The Bloomington Police Department has a culture of working well with our diverse community. Training to work in this diverse environment begins with the Probationary Officer Training Course within the first few weeks of an officer's employment. The Bloomington Police Department has established LGBTQ liaisons who work closely with that community to ensure that there is mutual trust and respect.

All of the policies and procedures of the Bloomington Police Department are undergoing review as part of the internationally recognized CALEA accreditation process. As that process continues all of the officers will receive the appropriate training in all areas of concern.

5.10 Recommendation: POSTs should require both basic recruit and in-service training on policing in a democratic society.

This action item has been placed upon POSTs and not the Bloomington Police Department.

5.11 Recommendation: The Federal Government, as well as state and local agencies, should encourage and incentivize higher education for law enforcement officers

While this recommendation has been partially placed on the Federal and State Government, it is important to note that BPD has financial incentives in place for our officers to complete higher education.

5.11.1 Action Item: The Federal Government should create a loan repayment and forgiveness incentive program specifically for policing.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.12 Recommendation: The Federal Government should support research into the development of technology that enhances scenario-based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.13 Recommendation: The U.S. Department of Justice should support the development and implementation of improved Field Training programs.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department. Despite that, the Bloomington Police Department has a very rigorous and comprehensive Field Training Program. Also, the Department has personnel who instruct several other agencies around the country on the Field Training Program.

5.13.1 Action Item: The U.S. Department of Justice should support the development of broad Field Training Program standards and training strategies that address changing police culture and organizational procedural justice issues that agencies can adopt and customize to local needs.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

5.13.2 Action Item: The U.S. Department of Justice should provide funding to incentivize agencies to update their Field Training Programs in accordance with the new standards.

This responsibility has been placed on the Federal Government and not the Bloomington Police Department. It is important to note, however, that the Field Training Program of the Bloomington Police Department is used as a state and national model for other agencies to follow. Instructors who are Bloomington Police Officers travel throughout the United States teaching this model to other agencies so that they can update their own programs, making them better and achieving the overall goals of training better police officers.

Pillar Six:
Officer Wellness & Safety

6.1 Recommendation: The U.S. Department of Justice should enhance and further promote its multi-faceted officer safety and wellness initiative

As noted by all task force members during the listening session, officer wellness and safety supports public safety. Officers who are mentally or physically incapacitated cannot serve their communities adequately and can be a danger to the people they serve, to their fellow officers, and to themselves¹

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

6.1.1 Action Item: Congress should establish and fund a national ‘Blue Alert’ warning system

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

6.1.2 Action Item: The U.S Department of Justice, in partnership with the U.S. Department of Health and Human Services, should establish a task force to study mental health issues unique to officers and recommend tailored treatments

Law enforcement officers are subject to more stress than the general population owing to the nature of their jobs. In addition to working with difficult—even hostile—individuals, responding to tragic events, and sometimes coming under fire themselves, they suffer from the effects of everyday stressors to those of the veteran who has spent the last five years sitting in a squad car. Many health problems—notably cardiac issues—are cumulative²

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

6.1.3 Action Item: The Federal Government should support the continuing research into the efficacy of annual mental health check for officers, as well as fitness, resilience, and nutrition.

Because officers are exposed to a wide range of stressors on a continuous basis as part of their daily routines, mental and physical health check-ups should be conducted on an ongoing basis. Furthermore, officer nutrition and fitness issues change with time, varying widely from those of the new academy graduate³

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

6.1.4 Action Item: Pension Plans should recognize fitness for duty examination as definitive evidence of valid duty or non-duty related disability

This Action Item has been placed on another agency and not the Bloomington Police Department.

¹ *Final Report of the President’s Task Force on 21st Century Policing*

² *Ibid*

³ *Ibid*

6.1.5 Action Item: Public Safety Officer Benefits (PSOB) should be provided to survivors of officers killed while working, regardless of whether the officer used safety equipment (seatbelt or anti-ballistic vest) or if the officers death was the result of suicide attributed to a current diagnosis of duty-related mental illness, including but not limited to post-traumatic stress disorder (PTSD)

This responsibility has been placed on agencies other than the Bloomington Police Department.

6.2 Recommendation: Law Enforcement agencies should promote safety and wellness at every level of the organization

The Department is deeply involved with officer safety and wellness. Beginning in the very first days of an officer's employment they are instructed in numerous facets of officer safety, and in fact that is a core component on which each recruit officer is evaluated daily. Once the officer has completed field training this crucial skill set is an on-going topic during 'in-service' training for all officers.

Policies and procedures which mandate the use of seatbelts and body armor are in place and are enforced at all levels of the agency.

While overall 'wellness' is a very broad topic, the Department has placed renewed emphasis on this issue and is pro-actively working to provide heart scans for all employees, immunizations and medical tests to help in keeping our officers fit and healthy. Mental health counseling and medical assistance is in place and is available to any officer who needs those services.

Additionally the Department provides an exercise/weight room which is available to all of the officers 24 hours a day. The Department is in the planning stages of building a larger, better equipped room with expanded capabilities.

6.2.1 Action Item: Though the Federal Government can support many of the programs and best practices identified by the U.S. Department of Justice initiative described in recommendation 6.1, the ultimate responsibility lies with each agency.

It is understood, however, that there are no "one size fits all" solutions and that implementation will vary according to agency size, location, resources, and other factors⁴

As has been stated the Department takes this topic very seriously and is deeply involved in providing as safe a workplace as possible for our officers and employees.

6.3 Recommendation: The U.S. Department of Justice should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

⁴ *Final Report of the President's Task Force on 21st Century Policing*

6.3.1 Action Item: The U.S. Department of Justice should fund additional research into the efficacy of limiting the total number of hours an officers should work within a 24-48 hour period, including special findings on the maximum number of hours an officer should work in a high risk or high-stress environment (e.g., public demonstrations or emergency situations)

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

6.4 Recommendation: Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vest

Task force witness Dr. Alexander Eastman, who is a trauma surgeon as well as a law enforcement professional, noted that tactical first aid kits would significantly reduce the loss of both officer and civilian lives due to blood loss. Already available to members of the military engaged in combat missions, these kits are designed to save lives by controlling hemorrhaging.

This would be a national adoption of the Hartford Consensus, which calls for agencies to adopt hem-orrhage control as a core law enforcement skill and to integrate rescue/emergency medical services personnel into community-wide active shooter preparedness and training. These activities would complement the current "Save Our Own" law enforcement-based hemorrhage control programs.¹¹⁵

To further reduce officer deaths, the task force also strongly recommends the provision of body armor to all officers with replacements when necessary.⁶

The Department provides body armor for all officers and mandates its use. Officers receive yearly training in trauma care and the Department provides each officer with a trauma pack containing material designed to control hemorrhages, which are the leading cause of deaths from gunshot, knives and other traumatic penetrating injuries.

6.4.1 Action Item: Congress should authorize funding for the distribution of law enforcement individual tactical first aid kits

This responsibility has been placed on the Congress of the United States and not the Bloomington Police Department

6.4.2 Action Item: Congress should reauthorize and expand the Bulletproof Vest Partnership (BVP) program

This responsibility has been placed on the Congress of the United States and not the Bloomington Police Department

⁵ Ibid

⁶ Ibid

6.5 Recommendation: The U.S. Department of Justice should expand efforts to collect and analyze data not only on officer deaths but also on injuries and ‘near misses’

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

6.6 Recommendation: Law Enforcement agencies should adopt policies that require officers to wear seat belts and bullet-proof vests and provide training to raise awareness of the consequences of the failure to do so.

The Department has, in the Department Rules and Regulation, a section directly on point with seat belt usage which states in pertinent part:

Chapter XI, Department Motor Vehicles

F. Safety Restraints. *Operators of Department vehicles shall make use of lap belts and shoulder restraints at all times the vehicle is in motion. Individuals in the front passenger seat shall also be required at all times the vehicle is in motion to wear lap and shoulder restraints. Occupants of rear seats shall only be excluded from the requirement of lap or shoulder restraints when not practical to do so when other approved law enforcement restraint practices are necessary*

Additionally the Department has a General Order on Body Armor which states in part:

GENERAL ORDER: BODY ARMOR

II. POLICY

It is the policy of the Bloomington Police Department to enhance officer safety by providing each sworn member with bullet-resistant soft body armor

C. WEARING OF VESTS:

Officers are required to wear their Department issued vest whenever they are wearing the BPD uniform.

Officers assigned to plain clothes duty will ensure that their vest is readily available when they are on duty. Readily available means either wearing it or having it in close proximity so that it can be put on at a moment's notice.

6.7 Recommendation: Congress should develop and enact peer review error management legislation

The task force recommends that Congress enact legislation similar to the Healthcare Quality Improvement Act of 1986¹¹⁹ that would support the development of an effective peer review error management system for law enforcement similar to what exists in medicine. A robust but non-punitive peer review error management program—in which law enforcement officers could openly and frankly discuss their own or others' mistakes or near misses without fear of legal repercussions— would go a long way toward reducing injuries and fatalities by improving tactics, policies, and procedures. Protecting peer review error management findings from being used in legal discovery would enable the widespread adoption of this program by law enforcement.⁷

This responsibility has been placed on the Federal Government and not the Bloomington Police Department

⁷ *Final Report of the President's Task Force on 21st Century Policing*

6.8 Recommendation: The U.S. Department of Transportation should provide technical assistance opportunities for departments to explore the use of vehicles equipped with vehicle collision prevention 'smart car' technology that will reduce the number of accidents.

Given that the FBI's 2003 to 2012 Law Enforcement Officers Killed in Action report showed that 49 percent of officer fatalities were a result of vehicle-related accidents, the need for protective devices cannot be understated. New technologies such as vehicle collision prevention systems should be explored.⁸

This responsibility has been placed on the Federal Government and not the Bloomington Police Department.

The Department has, over the last several years, taken steps to provide officers with squad cars which are equipped with vehicle options that help to alleviate 'backing' accidents which traditionally have been one of the most common accidents officers are involved in. While 'backing' incidents do not account for a significant amount of injuries to officers or others, it is a step in the direction of providing the officers with every advantage possible. In all of the patrol vehicles a rear backing sensor has been installed which provides an audible tone when there is an obstruction behind a patrol vehicle which is backing up.

Additionally the Department has installed more emergency lights in critical areas of the squad cars so that the vehicles are more easily seen from every direction which will assist in keeping officers from being involved in vehicle crashes while on emergency runs.

⁸ Ibid

