

Indianapolis Public Schools

Review of IPS Police Department Operations and Activities

*A research partnership between the Indianapolis Public Schools
and the Indiana University Public Policy Institute*



Indiana University Public Policy Institute

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INTRODUCTION

The Indiana University Public Policy Institute (PPI) at IUPUI has a long history of partnering with state and local criminal justice and public safety organizations to address critical issues including: *crime prevention; drug and alcohol abuse associated with crime; law enforcement; sentencing and corrections; and traffic safety*. In the fall of 2015, Indianapolis Public Schools (IPS) requested the assistance of PPI in conducting a review of IPS Police Department (IPS PD) operations. The purpose of this study is to gain a better understanding of the types of activities performed by IPS PD personnel and to identify opportunities for internal and external collaborations related to IPS PD duties and responsibilities. It is important to note that this study is not intended to be a comprehensive evaluation of the IPS Police Department, but rather it is meant to provide a broad overview of IPS PD efforts and the allocation of resources within the department. This report summarizes project research findings related to the following tasks: 1) a review of existing literature on school-based police officers and police departments, 2) analyses of IPS data sets including IPS PD budget and personnel, cases and incident reports, investigations, arrests, and use of force reports, and 3) key informant interviews with IPS officers.

OVERVIEW OF IPS POLICE DEPARTMENT

According to a document provided by the IPS PD, an internal police force has been a part of IPS since the 1940s, but were originally an arm of the Public Safety Division. In 2007, the IPS Board of Commissioners Established the IPS PD as a separate, fully trained law enforcement entity within IPS, and a memorandum of understanding was entered into with the Indianapolis Metropolitan Police Department (IMPD) to clearly define issues of jurisdiction and investigations.

A primary role of the IPS PD is to assist school administrators in providing a safe educational and work environment in which students, staff, and members of the community feel secure and are able to focus on teaching and learning. According to IPS PD, all officers are required to complete the Indiana Law Enforcement Academy (ILEA) basic training course within one year of hire, mandatory firearms training, and are also offered a series of other mandatory and optional training opportunities throughout the year. Officers are equipped with a firearm and are also trained in the use of other tools that may be required in the event that use of force becomes necessary to protect the safety of students, staff, and visitors to IPS facilities.

METHODOLOGY

As well as a review of existing literature on school-based policing programs, PPI spent significant time gathering additional information and data needed to complete this study. Data and supplemental documentation were provided by IPS Operations, IPS PD, and other external parties within IMPD and the City of Indianapolis. These data (primarily covering the years 2013 to 2015) were then analyzed and synthesized and incorporated into the final report. Additionally, PPI conducted a set of key informant interviews described in more detail below. As is always the case, prior to initiating any investigative activities, PPI contacted the university human subjects research office to ensure that all research was conducted in compliance with university policy.

Key informant interviews

PPI researchers developed key informant interview questionnaires (see Appendix A – Interview Questionnaires) and shared with interviewees prior to conducting the interview. The questionnaires covered the following topics:

- Mission and goals of IPS PD
- Budgetary issues related to IPS PD operations
- Internal and external political environmental
- Perceptions of the primary role and responsibilities of school police officers
- Type and frequency of school personnel interaction with IPS police officers
- Perceptions of impact of IPS PD presence on overall school climate
- Accessibility to and adequacy of training and equipment provided to officers
- Accessibility to IPS PD data and linkages with school data regarding potential criminal activity, attendance, academic performance, and disciplinary records
- Strengths and weaknesses of the IPS PD efforts and operations

Contacts within the IPS Operations Division identified a number of administrative personnel in the Operations Division as well as several IPS PD administrators and officers for PPI to contact and interview for their knowledge and experience with IPS PD operations and activities. PPI conducted key informant interviews with the following:

- Deputy Superintendent of Operations
- 2 Operations professional staff
- IPS Chief of Police
- 5 IPS police officers (varying ranks including Sergeant and Captain)

LITERATURE REVIEW

Background

Law enforcement has a history of serving schools. Generally, this has included traditional patrols, responding to calls for service, and criminal investigations of offenses involving youth. In the 1980s and 1990s, assigning law enforcement officers to schools expanded with the rising involvement of juveniles in crime and a shift to “zero tolerance” discipline policies. In the late 1990’s, federal funding for community oriented policing (COPs) and high profile school shootings contributed to the increased use of law enforcement in schools.

In practice, there is not one uniform definition of how law enforcement operates in schools, but there are some common characteristics. School Resource Officers (SROs) are typically sworn law enforcement officers selected and trained to promote safety within an assigned school or group of schools. SROs typically are employed by law enforcement agencies (local police or sheriff’s departments). Some notable exceptions to this rule include the Los Angeles Unified School District, the Houston Independent School District, and the School District of Philadelphia, all of which have internal police departments independent of local law enforcement agencies, similar to that of the Indianapolis Public Schools. Broadly, the reported benefits of SRO programs include the following:

- Preventing crime and violence in schools by increasing the likelihood that students report witnessing a crime
- Establishing a safe and secure school environment by increasing feelings of safety among students, teachers, and administrators
- Deterring aggressive behavior and reducing time spent on behavioral disruptions and discipline
- Connecting at-risk students to required services
- Diverting youth from the juvenile justice system

SRO roles and responsibilities

A 2014 Minnesota survey found that SROs report satisfaction with their roles about specific aspects of the job, including the following:

- Enjoy working with youth and school staff
- Enjoy opportunity to teach others
- Rewarding and valuable law enforcement position
- Like the shift/schedule SROs work
- Like school environment (Swayze & Buskovich, 2014)

School resource officers typically fill a number of roles and are responsible for a range of duties. The following bulleted lists of responsibilities that fall under the roles of *educator*, *informal counselor*, and *law enforcer*, are excerpted from *School Resource Officers: Steps to effective school-based law enforcement* (Thomas et al., 2013).

As **educators**, SROs teach students and staff about safety and violence prevention. SROs are responsible for the following:

- Teaching school staff about crime and justice issues and training on crisis prevention and intervention
- Educating students about bullying prevention, gang awareness and resistance, substance abuse, conflict resolution, and preventing youth-relevant crimes such as shoplifting, vandalism, and sexual assault by acquaintances
- Advising on emergency preparedness and crisis and incident management—informing crisis planning and management systems, developing and coordinating emergency response plans, creating protocols for handling specific emergencies
- Crime prevention—advising administrators on decreasing risks through environmental design
- Teaching parents and community—present information on crime and justice issues, e.g., signs of youth substance abuse and gang involvement

In the role of **informal counselors**, SRO’s positive relationship with students are key to success. SROs are able to engage with students in the following ways:

- Mentoring youth about appropriate and respectful behavior
- Building trust and foster relationships with students through formal and informal interactions
- Intervening in escalating situations
- Referring students to appropriate resources (e.g., behavioral sciences within and outside of schools and mental health service) and diverting them from the juvenile justice system

As **law enforcers**, SROs are responsible for serving:

- As community information liaisons and interpreting law enforcement policies and procedures
- As safety experts who possess specific training that school administrators lack related to responding to possible threats
- In traditional law enforcement roles by
 - Patrolling school property
 - Investigating delinquent complaints
 - Assisting with school discipline
 - Responding to on-campus calls, emergencies, or trespassers, and to off-campus crimes involving students
 - Conducting criminal investigations and sharing information with investigation units
 - Serving as truancy and security enforcers
 - Issuing citations and making arrests as needed

When SROs become engaged in handling disciplinary matters, there are concerns that this involvement may result in criminalizing student behavior—where students are arrested and introduced to the juvenile justice system for relatively minor behaviors that historically have been handled by school administrators and teachers. This can sometimes negatively affect school climate and compromise youth civil rights where a justice response criminalizes certain youth behaviors (Theriot, 2013).

Research and data collection

Despite widespread use of SROs, there are few available studies that have reliably evaluated their effectiveness. Research should compare goals of a specific program with outcomes to assess program efficacy. In the case of SROs, benefits of law enforcement presence schools includes:

- Increased safety in and around the schools
- Increased perceptions of safety
- Improved police call response times
- Reductions in truancy
- Fewer distractions from teaching and class preparation duties. (Finn et al., 2005)

Outcome-focused research can help establish whether SROs are effective in reducing disorder and crime—do they make schools safe? Types of key information and data (also outlined in Table 1) include the following:

- School data—incident reports, disciplinary reports and referrals, and suspension and attendance records

- Law enforcement data—field contacts, calls for service, and crime and arrest reports
- Student, school staff, and parent surveys
- Community crime and violence data
- Comparison with other, similar schools (Raymond, 2010)

Elements of successful SRO programs

Often SROs are required to play dual roles, navigating differing law enforcement and school cultures, where police are focused on crime and public safety and schools on education. Differing perspectives on school safety and operational obstacles can impede the success of SRO program. Elements of strong SRO programs that can be found in the literature (excerpted from *School Resource Officers: Steps to effective school-based law enforcement* (Thomas et al., 2013) and *Law Enforcement in Minnesota Schools: A Statewide Survey of School Resource Officer* (Swayze & Buskovich, 2014) include the following:

- Proper selection of officers
 - It is critical to select officers motivated and willing to meet unique challenges of working in schools with youth and educators. Recommended practices do not support assigning SROs who are not interested in school-based law enforcement.
 - Law enforcement experience and training should be an appropriate fit for navigating dual roles.

Table 1. Safety problems effectively addressed by SROs and related performance metrics

Goal of program	Data that may help measure progress
Reduce crime and disorder in and around school	<ul style="list-style-type: none"> • Crime incidents in school (e.g., fights, bullying, etc.) • Non-criminal disorder incidents in school • Non-criminal disorder incidents in vicinity of school • Victimization in school and vicinity of school
Develop positive relationships with students, parents, and staff	<ul style="list-style-type: none"> • Number of students advised; nature of counseling • Parent and child counseling sessions • Perceptions of relationships among students, police officers, school staff, parents,
Relieve school-related workload on patrol officers	<ul style="list-style-type: none"> • Police calls for service • Investigations, leads, clearances • Referrals to other agencies • Perceptions of patrol officers
Improve school attendance	<ul style="list-style-type: none"> • Truancy rates
Improve student productivity	<ul style="list-style-type: none"> • Student levels of fear • Student academic performance
Prevent violence in and around school	<ul style="list-style-type: none"> • Number and severity of violent crime incidents
Improve overall school performance	<ul style="list-style-type: none"> • Graduation rates • Academic proficiency • Delinquency rate • Severe discipline rate

Source: Raymond, 2010 (table extracted)

- o To minimize SRO turnover, SROs assigned from traditional law enforcement agencies should continue to be integrated with local law enforcement department. This can discourage frequent transitions in SROs.
- Comprehensive, multifaceted training of officers
 - o SROs need to be well-trained to prepare them for working effectively with youth in schools.
 - o **Traditional police training often does not provide adequate instruction on topics relevant to school-based law enforcement.** Basic SRO training includes how to teach, mentor, counsel students, and work collaboratively with administrators and staff, and adhere to juvenile justice and privacy laws; students' rights; educational settings, juvenile law, special education laws.
 - o Lack of specialized training results in SROs ill-equipped to fulfill key roles. Specialized areas include training on a variety of subjects, including adolescent development and communication, mental health, implicit bias and cultural competence, trauma-informed care, and de-escalation techniques.
- SROs and school administrators need to have a clear understanding of their respective roles and responsibilities and to regularly review these.
- Resolving funding issues can ensure program sustainability. For programs to succeed, school districts and local police departments must be able to find the necessary resources to support SRO programs. According to a 2010 report, the average cost of assigning a sworn officer to a school, while varying by jurisdiction, is substantial. "Under the COPS Office grant program, each "cop in school" was funded at \$125,000 in salaries and benefits over a three-year period" (Raymond, 2010).

SRO program governance

It is essential to establish written governing and operating protocols in the form of a memorandum of understanding (MOU) between the school district and partner law enforcement agency (internal, external, or both). Such interagency agreements help specify agency roles and establish clear expectations for all parties involved. Such agreements are important to 1) support goals of a school safety team; 2) to prevent role conflict between parties; and 3) to address legal issues that may arise during interagency collaboration (Thomas et al., 2013).

MOU's can prevent confusion among SROs and staff, minimize conflicts between agencies, and avert problems with program implementation. An example of such an MOU is between *Denver Public Schools and the Denver Police Department and a Summary of 2013 Intergovernmental Agreement between DPS and DPD*.

According to Swayze and Buskovich, the federal COPS Office recommends addressing the following in such agreements:

- Time and resource commitments expected from each agency;
- Specific objectives of the partnerships with clearly defined targets;
- Guidelines for information and data exchange;
- Child protection policies;
- Management and accountability framework; and,
- Strategies for working with outside agencies that provide services to youth (2014).

Thomas et al., in *School Resource Officers: Steps to effective school-based law enforcement* (2013) outline specific elements that MOUs should address, as follows:

- Define the school-law enforcement partnership and delineate program mission and goals;
- Should be created through a collaborative process that includes key stakeholders (education, law enforcement, and wider community);
- A clear mission that defines the SRO program's overarching purpose;
- Specific goals and objectives that outline purpose, expected outcomes, informed by identified issues impacting school safety;
- Well-defined SRO roles and responsibilities related to discipline, teaching, crisis situations, and truancy;
- Level and type of commitment from partners and specified allocation of funding and resources;
- Governance structure that outlines leadership team, chain of command, decision-making process, lines of communication across agencies, SRO supervision and accountability;
- Process for selecting SROs and how school administrators and law enforcement will be involved;
- Minimum training requirements for SROs that describe pre- and in-service training content and training funding sources;
- Information exchange that outlines a process by which partners gather and share information;
- Program and SRO evaluation with clear measures of success and evaluation;
- Student rights related to a safe school environment, police search and seizure, and use of force;
- Description of how SROs will be incorporated into school environment and existing school-based prevention and promotion efforts; and,
- Transparency and accountability measures that clarify collection and public sharing of data related to SRO programming (numbers

of SROs and law enforcement interventions) and outline plans to share information about arrests, use of force, and school-wide disciplinary actions by SROs with school staff and parents.

The authors also provide a list of standard operating procedure components that may be incorporated into MOUs (Thomas et al., 2013). His excerpted list covers guidance about daily operations, policies, and procedures, as follows:

- School discipline versus legal processing—delineates offenses that require legal referral versus use of traditional school discipline procedures and gray areas (e.g., harassment, fighting, vandalism)
- “Chain of command”—delineates whom SROs report to, how school administrators and officers collaborate to address incidents, and procedures for addressing disagreements between administrators and SROs
- Arresting students and “use of force”
 - Delineates when arrest or restraint of students or taking students in custody is appropriate
 - Defines procedures for arresting students, including whom should be consulted and when and where arrests should occur
- Communication and collaboration—that encourages dialogue and a strong relationship between schools and law enforcement
 - Defines when SROs will communicate with school staff and law enforcement about critical issues, such as at-risk students and ongoing investigations
 - Meetings SROs should attend (PTA/PTO, school board meetings, faculty meetings)
 - Outlines SRO integration into educational teams
- Searching and questioning students
 - When and how SROs can search and question students and whether administrators and/or parents need to be made aware prior to such searches
 - Limitations of SRO searches among the student population

BUDGET AND PERSONNEL

According to information provided by the IPS Operations Division, the total IPS PD budget for the year 2014 was \$4.49 million, a 2 percent decrease from 2013 and an 8 percent decrease since 2011. In 2015, the average IPS PD sergeant salary is \$47,420, and the average IPS police officer salary is \$42,325. Currently, IPS police sergeants have a combined 240 years of service to the district, with an average of 17 years of service per sergeant. IPS police officers have a combined 458 years of service, with an average of 11 years of service per officer.

Presently, the primary positions that exist in the IPS PD include officers and dispatchers. According to the IPS PD, school police officers:

Will assist school administrators in providing a safe educational and working environment...will do this by adding value to school safety and crime prevention initiatives, and by enforcing school policies, as well as criminal statutes.

In addition to other requirements, candidates for school police officer positions must pass the following to be considered eligible:

- Preliminary Application
- Written Examination
- Oral Interview
- Background Investigation
- Psychological Examination
- Physical Agility Test
- Medical Examination
- Drug Screening
- And must also successfully complete the Indiana Law Enforcement Academy basic course within one year of hire

According to the official IPS PD dispatcher job description provided by the Operations Division, a police dispatcher:

Initiates and receives telephone and radio calls of emergency and non-emergency nature, obtains and provides information necessary to evaluate the situation, determines appropriate response: responds expeditiously and appropriately to callers, refers questionable situations to the shift sergeant or OIC for decision, and maintains accurate and legible communication notes and records.

Table 2. IPS Police Personnel, by Job Classification, 2015

Job Classification	Count	% of Total
School Police Officer	41	60.3%
School Police Sergeant	14	20.6%
Dispatcher - Part Time	6	8.8%
Dispatcher (12 month)	5	7.4%
Executive Assistant	1	1.5%
Officer (10 month)	1	1.5%
Total	68	100.0%

Source: Indianapolis Public Schools, current as of December 8, 2015

Excluding the IPS Police Chief and the ranks of captain, as of December 2015, the IPS PD employed 68 employees in both full- and part-time positions including sergeant, officer, dispatcher, and executive assistant (see Table 2). Based on the race/ethnicity data provided by IPS, nearly 62 percent of all IPS PD personnel are black, while 37 percent are white and less than 2 percent are Hispanic (Table 3). Nearly 80 percent of IPS police sergeants are black, and 54 percent of officers are black, while 44 percent of officers are white and less than 3 percent are Hispanic. More than 35 percent of all IPS PD personnel are women, and 21 percent of IPS PD sergeants are women.

Figure 1 shows that 49 percent of IPS PD sergeants and officers are between the ages of 40 and 49, and 25 percent are in the 50 to 59 age group. Only 7 percent of sergeants and officers are between the ages of 20 and 29.

MISSION, GOALS, AND STANDARD OPERATING PROCEDURES

The IPS PD has built a strong framework of operations that addresses many of the best practices identified in the literature review of school policing programs included in this report, including a clearly defined mission, set of goals, and standard operating procedures (see text box for list of IPS PD procedures). The IPS PD also has entered into a long-term memorandum of understanding with the Indianapolis Metropolitan Police Department (IMPD) to clearly define issues of jurisdiction and investigations.

The IPS PD also provides a system of data collection and reporting in a variety of areas including case/incident reports, investigations, arrests, and use of force reports (discussed in more detail in the following sections).

Table 3. IPS Police Employees, by Job Classification, Gender, and Race

Job Classification/Race	Gender		Total	Race as % of total
	Male	Female		
All personnel	44	24	68	100.0%
Black	26	16	42	61.8%
Hispanic	0	1	1	1.5%
White	18	7	25	36.8%
<i>Gender as % of total</i>	64.7%	35.3%	100.0%	
School police sergeants	11	3	14	100.0%
Black	8	3	11	78.6%
Hispanic	0	0	0	0.0%
White	3	0	3	21.4%
<i>Gender as % of total</i>	78.6%	21.4%	100.0%	
School police officers	31	10	41	100.0%
Black	16	6	22	53.7%
Hispanic	0	1	1	2.4%
White	15	3	18	43.9%
<i>Gender as % of total</i>	75.6%	24.4%	100.0%	
Dispatchers	2	9	11	100.0%
Black	2	6	8	72.7%
Hispanic	0	0	0	0.0%
White	0	3	3	27.3%
<i>Gender as % of total</i>	18.2%	81.8%	100.0%	

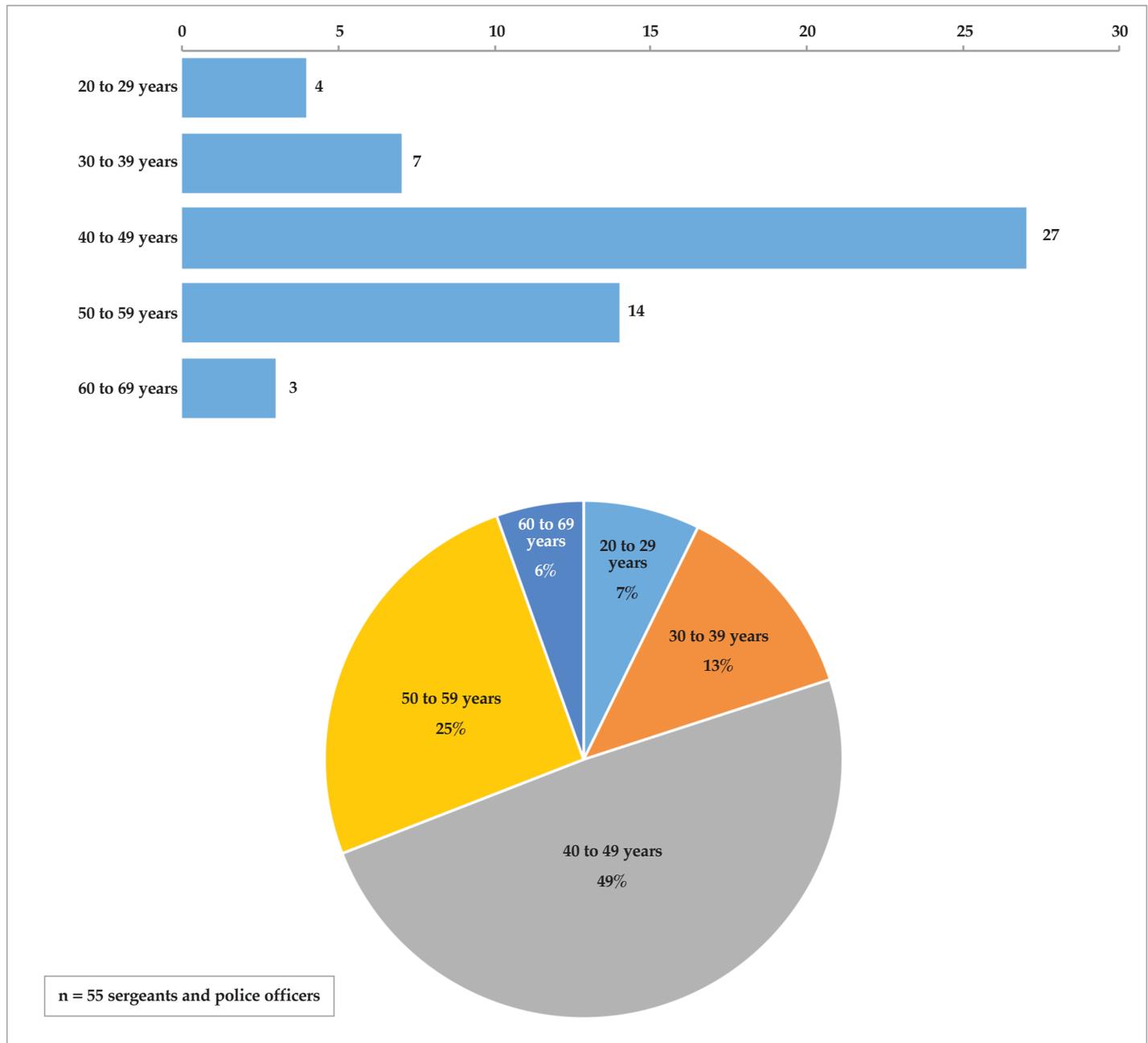
Source: Indianapolis Public Schools, current as of December 8, 2015

List of Current IPS Police Department Standard Operation Procedures

- Effect, Issue, and Distribution
- Police Powers, Jurisdiction, & Authority
- Uniform and Grooming
- Department Vehicles
- Lost Child
- Routine and Special Metal Detection/Search
- Notification of IPS Administration
- Appearance in Court and Hearings
- Transportation of Prisoners
- IPS Investigations
- Fire Investigations
- Sexual Crimes Investigations
- IPS and Interact Reports
- Oleoresin Capsicum Spray
- Expandable tactical baton (manufactured by Armament Systems and Procedures, Inc. (ASP))
- Body Armor
- Use of Force
- Firearms
- Post-Shooting Incident
- Firearms and Use of Force Review Board
- Firearms Training and Qualifications
- Lost or Stolen Firearms or Other Weapons
- Restorative Justice Family Conferences
- Uniform Traffic Ticket Procedures
- MECA Radios
- Daily Call-ins and Workplace Attendance
- Compliments and Complaints
- Chain of Custody and Evidence Tracking
- Building Checks and Response to Building Alarms
- Probationary Officer Training
- Honor Awards

Source: Guidebook for School Police Department Employees, Indianapolis Public Schools, August 2015

Figure 1. IPS Police Sergeants and Officers, by Age Group, 2015

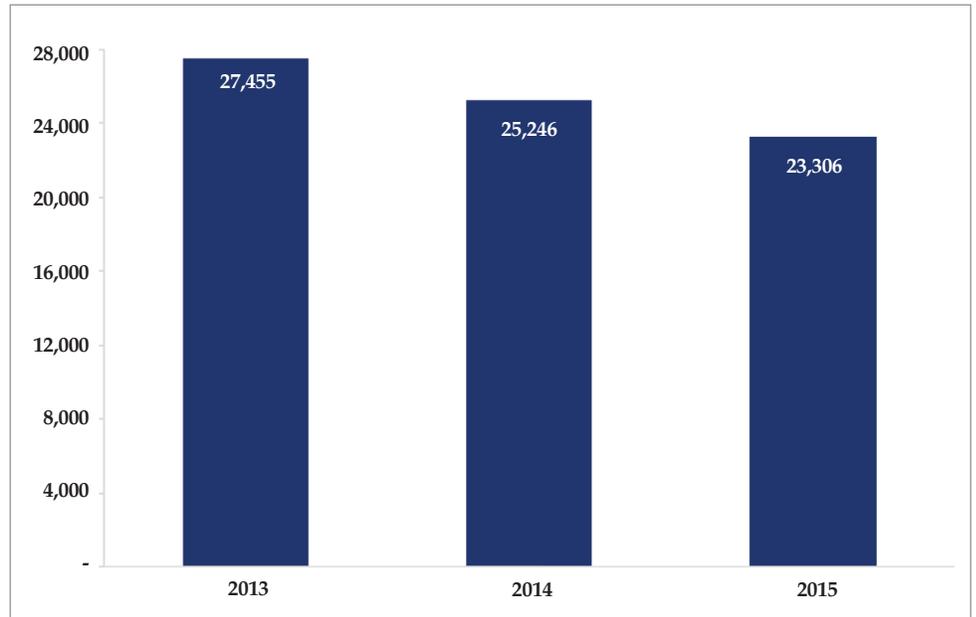


Source: Indianapolis Public Schools, current as of December 8, 2015

CASE LOG DATA

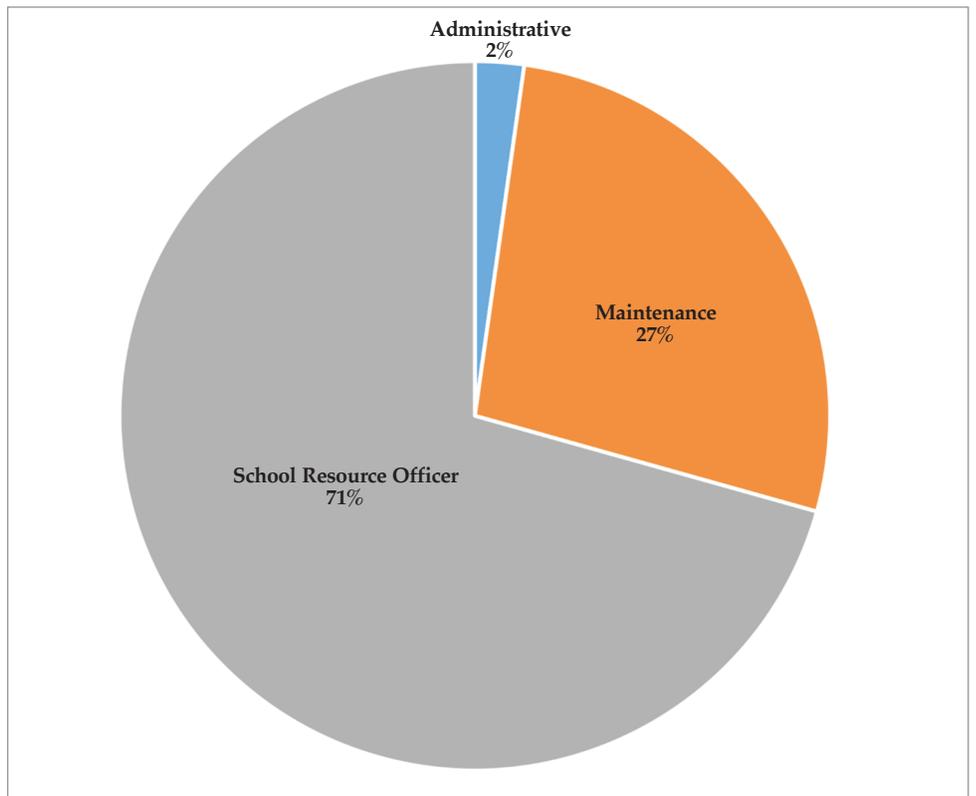
Between 2013 and 2015, the total number of cases reported by IPS dispatchers decreased 15 percent from 27,455 in 2013 to 23,306 in 2015 (Figure 2). An estimated 71 percent of these incidents were duties typically performed by *school resource officers*, while 27 percent of incidents were categorized as maintenance and 2 percent were considered *administrative* in nature (Figure 3). **It is important to note that, due to the fact that many officers are assigned full-time to specific school locations, many contributions and services provided on a daily basis will not be represented in the case log data.** In 2015, incidents reports as *codes* accounted for 27 percent of all cases, and *building checks* accounted for nearly 20 percent of all cases (Table 4). *Alarms* (6 percent) and various types of *disturbances* (4 percent) also accounted for a large number of cases. Due to inconsistent coding of incident types in the data provided, some categories may be underrepresented and have been placed in the *other* category. The IPS PD has identified 60 codes for use by dispatchers in determining incident types to be recorded in the case log database; however, PPI researchers identified 564 individual incident codes in the case log data, some due to typos or inconsistent abbreviations or spellings, indicating that dispatchers are sometimes manually entering incident descriptions as opposed to selecting from a predefined list of menu options.

Figure 2. IPS Police Cases, 2013-2015



Source: IPS Police Department Case Log Data, current as of January 2016

Figure 3. IPS Police Cases, by Task/Duty Type, 2013-2015



Source: IPS Police Department Case Log Data, current as of January 2016

Note: *School Resource Officer* indicates duties typically performed by school resource officers specifically related to crime or public safety incidents or events occurring in or around a school.

Table 4. IPS Police Cases by Incident Type, 2013-2015

Incident type	Counts of cases/incidents			Percent of annual total		
	2013	2014	2015	2013	2014	2015
Codes (temperature checks)	6,320	6,618	6,179	23.0%	26.2%	26.5%
Building check (inside/perimeter)	8,487	6,199	4,617	30.9%	24.6%	19.8%
Detail (officer sent to a location to complete a task)	1,842	2,909	3,604	6.7%	11.5%	15.5%
Alarm	1,376	1,352	1,490	5.0%	5.4%	6.4%
Disturbance	1,016	948	1,021	3.7%	3.8%	4.4%
Investigation	1,263	1,091	706	4.6%	4.3%	3.0%
School visit	1,096	1,144	678	4.0%	4.5%	2.9%
Assist (officer sent to help a school or another officer)	460	443	493	1.7%	1.8%	2.1%
Traffic incident (stops, accidents)	433	465	465	1.6%	1.8%	2.0%
Mark out (a self-initiated stop to complete a task)	248	365	455	0.9%	1.4%	2.0%
Transport	1,228	672	428	4.5%	2.7%	1.8%
Property drop off/pick Up	377	259	309	1.4%	1.0%	1.3%
Bus check (lot/stop)	279	294	221	1.0%	1.2%	0.9%
Meeting	119	138	210	0.4%	0.5%	0.9%
Lost or stolen property/theft/recovery	264	204	188	1.0%	0.8%	0.8%
Sick or injured (student or staff)	158	202	180	0.6%	0.8%	0.8%
Missing person/runaway	154	168	165	0.6%	0.7%	0.7%
Relief	66	96	162	0.2%	0.4%	0.7%
Fire (alarm/investigation)	2	22	152	0.0%	0.1%	0.7%
Dismissal	348	127	144	1.3%	0.5%	0.6%
Maintenance	150	156	143	0.5%	0.6%	0.6%
Report writing	192	149	125	0.7%	0.6%	0.5%
Notification (informing a parent of school action)	101	56	115	0.4%	0.2%	0.5%
Drugs (possession/found)	141	172	109	0.5%	0.7%	0.5%
Vandalism	72	75	74	0.3%	0.3%	0.3%
Arrest/immediate detention/warrant	142	115	71	0.5%	0.5%	0.3%
Information report	146	114	65	0.5%	0.5%	0.3%
Assault/battery	107	81	63	0.4%	0.3%	0.3%
Metal detection	81	20	35	0.3%	0.1%	0.2%
Sexual misconduct/assault	4	10	9	0.0%	0.0%	0.0%
Weapons possession	3	8	8	0.0%	0.0%	0.0%
Board meetings	22	27	4	0.1%	0.1%	0.0%
Other	758	547	618	2.8%	2.2%	2.7%
Total	27,455	25,246	23,306	100.0%	100.0%	100.0%

Source: IPS Police Department Case Log Data, current as of January 2016

Note: The IPS Police Department has identified 60 codes for use by dispatchers in determining incident types to be recorded in the case log database; however, researchers identified 564 individual incident codes in the case log data, indicating that dispatchers are sometimes manually entering incident descriptions as opposed to selecting from a predetermined list of menu options. Due to the wide variation in manually entered codes, most of these incidents have been placed in the *Other* category.

Figure 4 shows the largest number of reported IPS PD *day-time* (6am to 5:59pm) cases per month between 2013 and 2015 occurred in September (5,525). The lowest number of *day-time* cases per month during this same time period occurred in June (3,941). The largest number of reported *night-time* (6pm to 5:59am) cases per month occurred in August (3,627). On average, monthly counts of *day-time* cases are higher than counts of *night-time* cases. Average monthly *day-*

time cases between 2013 and 2015 were 4,691 compared to an average of 2,791 for *night-time* cases.

Figure 5 illustrates the highest number of reported IPS PD *day-time* cases per day of week between 2013 and 2015 occurred on Saturday (9,398) and Sunday (9,398), while the lowest number of *day-time* cases per day of week during this same time period occurred on Friday (6,580) and Monday (6,969). The largest number of reported *night-time*

Figure 4. IPS Police Cases, by Month and Time of Day, 2013-2015

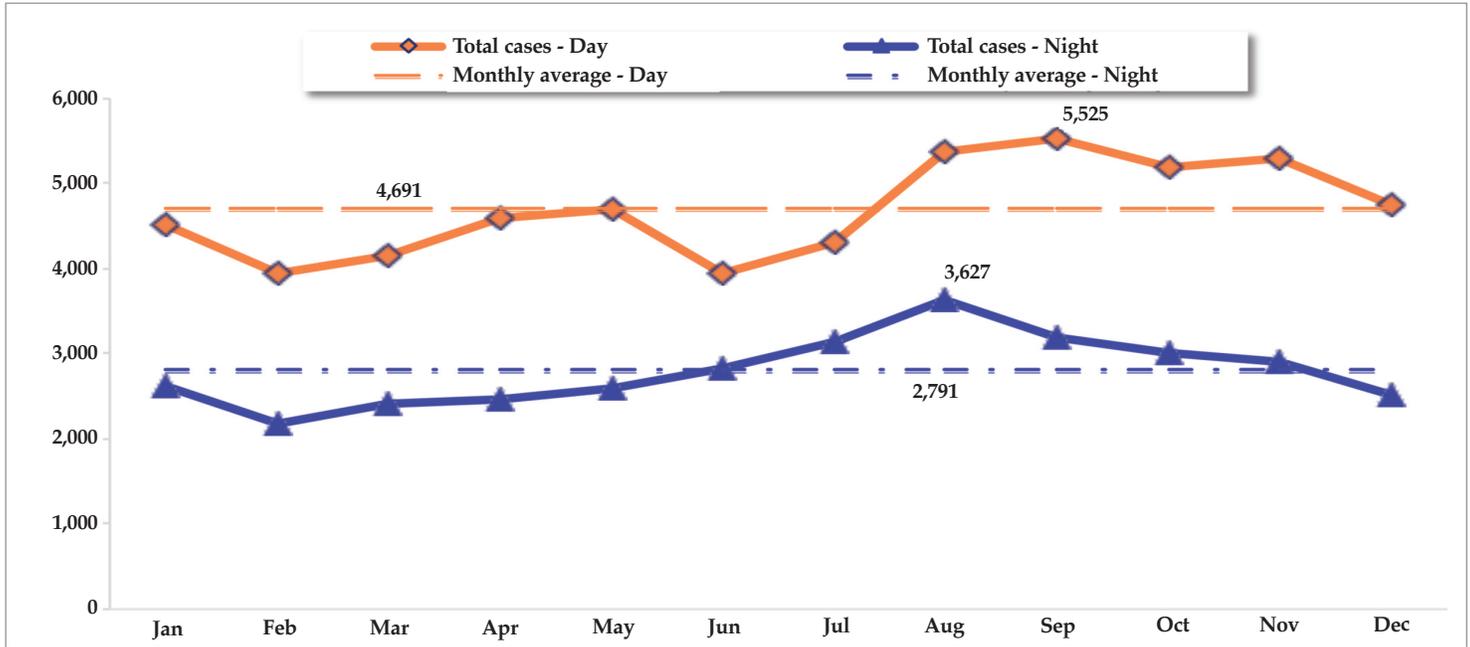
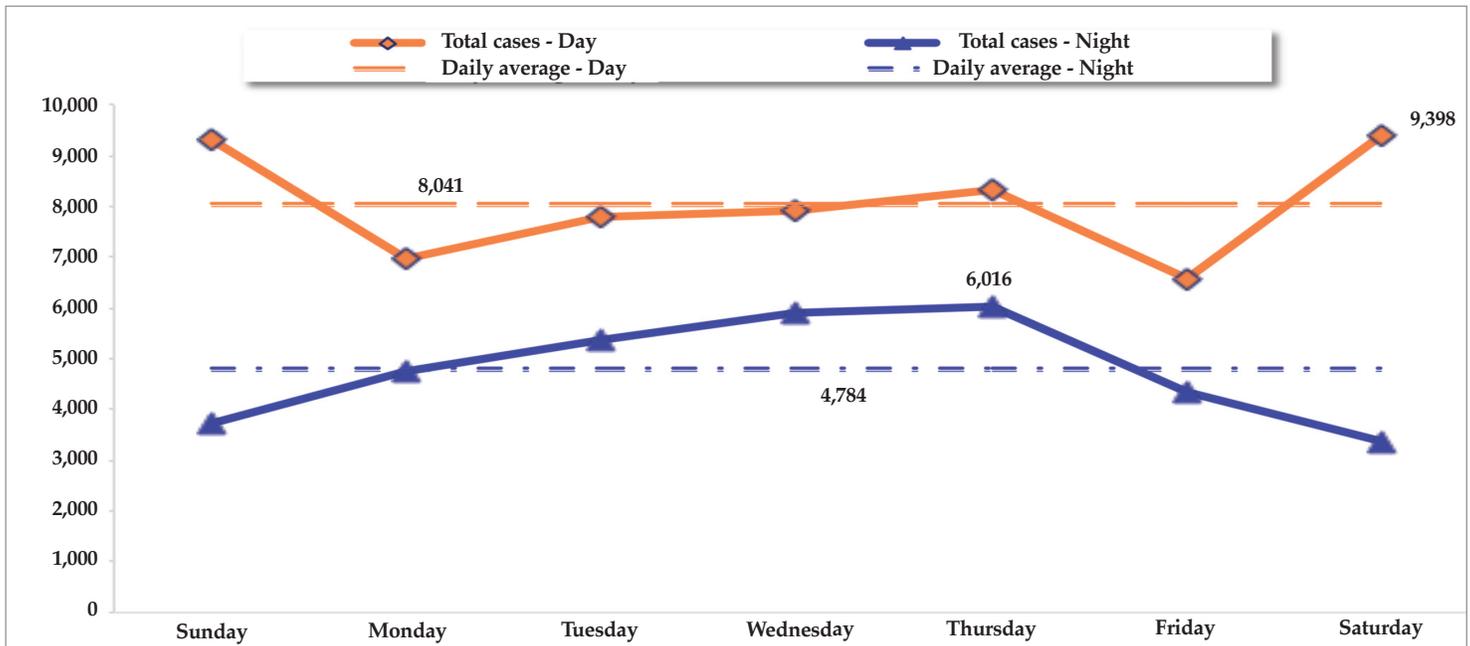


Figure 5. IPS Police Cases, by Day of Week and Time of Day, 2013-2015



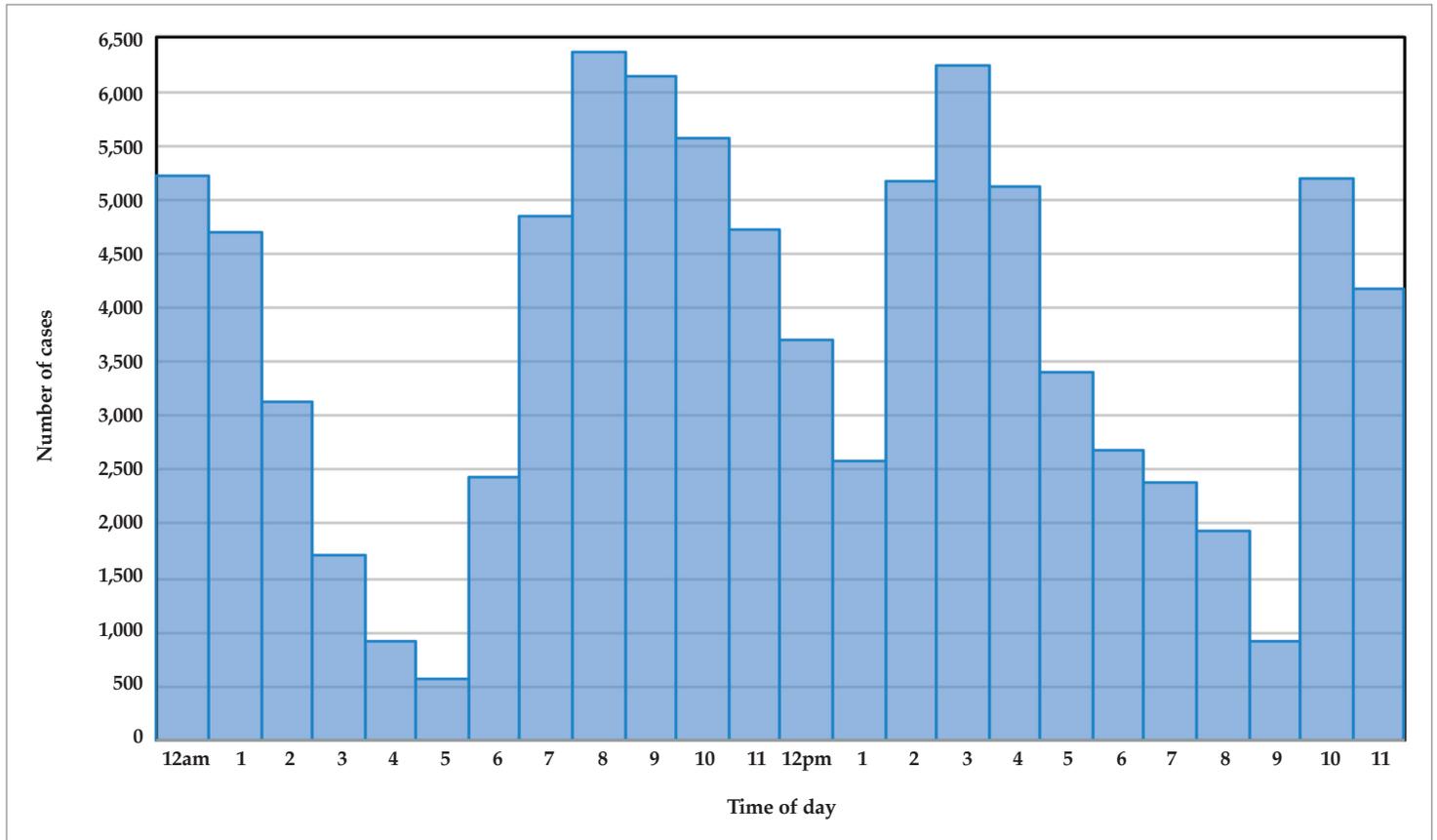
Source: IPS Police Department Case Log Data, current as of January 2016

Note: Day is defined as 6am - 5:59pm. Night is defined as 6pm - 5:59am.

(6pm to 5:59am) cases per day of week occurred on Thursday (6,016). On average, day of week counts of *day-time* cases are higher than counts of *night-time* cases. Average day of week *day-time* cases between 2013 and 2015 were 8,041 compared to an average of 4,784 for *night-time* cases.

When looking at IPS PD cases by hour or time of day (Figure 6), the number of reported cases appear peak during early morning (between 8am and 10am) and late afternoon hours (between 2pm and 4pm) of the school day, as well as late overnight hours (between 10pm and 1am).

Figure 6. IPS Police Cases, by Hour of Day, 2013-2015



Source: IPS Police Department Case Log Data, current as of January 2016

INVESTIGATIONS DATA

Figure 7 provides a list of IPS PD investigations between 2013 and 2015, by type of incident investigated. Note that 2015 data only included investigations reported through July 2015. *Assault, internal, and threat assessments* were among the incident types most frequently investigated across all three years of data analyzed. Internal investigations include potential IPS employee and IPS police policy violations.

Figure 7. IPS Police Investigation Reports, by Incident Type, 2013-2015

Incident type	2012-2013	2013-2014	2014-2015
Arson	2	2	7
Assault	16	14	17
Auto theft	4	0	0
Bullying/Intimidation	5	3	2
Burglary	6	4	0
CPS	0	0	1
Criminal confinement	0	0	1
Disturbances	3	10	5
Explosives	2	3	0
False report	0	0	1
Felony screening cases	7	4	2
Firearms	0	7	2
Fraud	2	0	1
Hit and run	2	0	0
Internal	22	21	25
Larceny	24	9	4
Missing person	0	2	0
Narcotics	4	0	0
Recovered property/Computrace	11	12	3
Robbery	4	1	2
Sexting/Cyber crimes	3	0	1
Sexual assaults	12	8	7
Stolen vehicle	0	2	0
Threat assessments	22	11	12
Vandalism	5	5	3
Miscellaneous	7	2	0
Total	163	120	96

Source: IPS Police Department Investigations Data, provided December 2015

Notes:

- 1) 2014-2015 investigations reports do not include a full year and include only investigations started through July 1, 2015.
- 2) Internal investigations include potential IPS employee and IPS police policy violations.
- 3) Firearms investigation locations for 2013-2014 included Northwest High School (4), Arsenal Tech (1), # 48 (1), SCIPS (1). Investigation locations for 2014-2015 included John Marshall (1) and #94 (1).

ARRESTS AND USE OF FORCE

Arrest data provided by the IPS PD indicates more than 200 arrests occurred during the 2014-2015 school year. The IPS PD began tracking use of force reports in a database late last school year. To date, 16 use of force reports have been generated by the IPS PD during the 2015-2016 school year.

The IPS PD standard operating procedure related to IPS reports states:

IPS reports will be generated concerning all incidents that require written documentation that occur within our jurisdiction (examples might include reported crimes, damage to IPS property or persons or anytime an InterAct IMPD incident report has been generated).

The IPS PD standard operating procedure related to IMPD InterAct reports instructs officers to:

generate InterAct reports concerning all arrests, injuries, thefts, burglaries or any incident of a serious nature. A report also must be written when an incident occurs within the school system that IPS or any other law enforcement agency may need to further investigate.

The IPS PD standard operating procedure related to Use of Force states:

Department members shall not use more force in any situation than is reasonably necessary under the circumstances to effectively bring an incident under control.

KEY INFORMANT INTERVIEWS

Interview participants were prompted with a number of questions with the goal of gathering information on their experiences working on issues related to IPS PD operations, as well as their perspectives on the strengths and weaknesses of the current IPS PD operating model. While participants were allowed flexibility to follow their own trains of thought and to introduce topics of significance related to their own work experiences, researchers were able to identify the following key areas from the key informant discussions:

- Data and information sharing
- Roles and contributions of school-based officers
- Training

Following is a summary of key informant comments and perceptions of the IPS PD current system of operations

Issue area 1: Data and information sharing

Key informants were asked about reporting processes and data collection, as well as accessibility to information needed make law enforcement decisions related to incidents occurring in and around IPS facilities. Interviewees indicated that few, if any, linkages exist between reports and data collected by the IPS PD and the school student database that tracks attendance, truancy, incidents of disruptive behavior, academic progress, and a number of other demographic variables. Budgetary and personnel information, IPS PD case records, investigations, and arrest data appear to be readily available, while other data sets such as officer training records and use of force reports are not yet fully developed. Utilization of these data sets would likely improve if more direct linkages existed between the reporting systems and data entry adjustments were made in order to ensure consistent data coding.

Issue area 2: Roles and contributions of school-based officers

One of the most consistent themes that emerged from the key informant interviews with IPS PD personnel was the perception that assigning IPS officers to specific school locations leads to a more positive working relationship between students, school administrators, teachers, and the IPS PD. Officers indicated that this model fosters collaboration and communication that may enable them to share firsthand knowledge of early warning signs among students, such as truancy and disruptive behavior, and work together to intervene and prevent more serious criminal incidents from occurring. Officers assigned full-time to specific school locations also indicated that, in this environment, they often engage in activities and contribute in ways not documented in the IPS PD case log and/or incident reports. IPS administrators also expressed concerns regarding IPS police officer transports of students, particularly those transports not related to a student arrest.

Issue area 3: Training

The IPS PD guidebook of standard operating procedures references minimum training required to obtain and maintain an IPS police officer position. Among the key informant interviewees were IPS police officers responsible for new and ongoing training who reported that a number of officers currently employed by the department serve as generalist instruc-

tors and are certified instructors for a variety of trainings. Additionally, IPS makes training provided by external organizations available to IPS officers periodically throughout the year. A sample of trainings provided include:

- Indiana Law Enforcement Academy mandated in-service training
- School resource officer
- School safety specialists
- Firearms and physical tactics
- ALICE (Alert, Lockdown, Inform, Counter, Evacuate)
- Crisis intervention team
- Restorative justice
- Run, hide, and fight
- Crisis prevention and intervention
- Emergency vehicle operations
- S.T.O.P.S. (how to safely conduct traffic stops)
- Expandable baton
- Emergency management/incident command

CONCLUSIONS AND RECOMMENDATIONS

Note: In considering these conclusions and recommendations, note that this study conducted by PPI was not comprehensive in nature and provides only a broad overview of current IPS PD administration and activities.

The IPS PD has built a strong framework of operations that addresses many of the best practices identified in the literature review of school policing programs included in this report including a clearly defined mission, goals, and standard operating procedures. The IPS PD also provides a system of data collection and reporting in a variety of areas including case/incident reports, investigations, arrests, and use of force reports. Additionally, IPS PD personnel appear to be dedicated, skilled public servants concerned with the well-being of IPS students. They are committed to providing a safe learning environment for students, teachers, and school administrators. Most IPS PD personnel have provided many years of service to the district and the community.

As previously discussed, IPS police officers, similar to SROs serving in school districts across the nation, are often required to play dual roles, navigating differing law enforcement and school cultures. SRO programs that have successfully balanced these roles and priorities typically include the following elements (discussed in more detail in the Literature Review section of this report):

- Proper selection of officers
- Comprehensive, multifaceted training of officers

- SROs and school administrators need to have a clear understanding of their respective roles and responsibilities and to regularly review these.
- Resolving funding issues can ensure program sustainability. For programs to succeed, schools and police must be able to find the necessary resources to support SRO programs
- Governance of the SRO program within in a well-defined framework is crucial. A comprehensive agreement between schools and law enforcement can help foster collaboration, communication, and ongoing evaluation.

The number of IPS police officers has decreased in recent years. Currently, IPS police officers are only assigned full-time to IPS high school facilities. Key informants suggested that elementary and middle school could also benefit from a more consistent IPS PD presence before, during, and after school hours. Additionally, with the many capable officers certified in a variety of trainings, the IPS PD could benefit from a more systematic approach to data collection and management related to maintaining training records (i.e., tracking trainings offered, trainings completed, officers certified in training, etc.). Utilization of IPS PD data sets would likely improve if more direct linkages existed between various reporting systems and data entry adjustments were made in order to ensure consistent data coding (this issue is discussed in more detail in the recommendations below).

A number of IPS police officers interviewed indicated that they are sometimes asked to assume responsibilities outside of the scope of their job as school police officers. This observation could be viewed as both a strength and a weakness of the current system. IPS police officers assigned to specific school locations did report that many of the contributions they make during a typical day would not show up in the case log or investigations data. Officers report that their consistent presence in the schools enables them to actively engage with students on a daily basis and to sometimes informally intervene in ways that may deter students from making destructive choices and prevent some criminal incidents from occurring. While these contributions may not fall within the bounds of the primary role of an IPS police officer, it is important to note officers who were interviewed indicated they are willing to help where needed as this is part of their role as a member of the school community. Additional data needs to be collected on the primary role and other perceived roles of IPS police officers in order to determine if further delineation is needed to ensure officers spend adequate time on activities deemed as priorities of the IPS PD.

Some key informants expressed concerns regarding non-arrestee transports of students. Many school districts across the U.S. have agreements in place between law enforcement and school administrators that specifically address the issue of school police transports of students. For example, the North Carolina Department of Public Safety provides resources for SRO programs. One of these resources is a sample School Resource Officer Agreement (https://www.ncdps.gov/div/II/sro_agreement.pdf) that includes the following language related to transporting students:

- *It is agreed that SROs shall not transport students in their vehicles except:*
 - o *when the students are victims of a crime, under arrest, or some other emergency circumstances exist; and*
 - o *when students are suspended and sent home from school pursuant to school disciplinary actions if the student's parent or guardian has refused or is unable to pick-up the child within a reasonable time period and the student is disruptive/disorderly and his/her continued presence on campus is a threat to the safety and welfare of other students and school personnel.*
- *If circumstances require that the SRO transport a student, then the school officials must provide a school official or employee of the same gender of the student to be transported to accompany the officer in the vehicle.*
- *If the student to be transported off campus is not under arrest, a victim of a crime, or violent or disruptive, the school administration shall provide transportation for the student the SRO may accompany a school official in transporting a student.*
- *Student shall not be transported to any location unless it is determined that the student's parent, guardian or custodian is at the destination to which the student is being transported. SROs shall not transport students in their personal vehicles.*
- *SROs shall notify the school principal before removing a student from campus.*

Another potential area for improvement is the IPS PD complaint investigations process. The IPS PD does have a defined procedure for handling complaints; however, some members of the community may be concerned by the strictly internal nature of complaint investigations. While it is true that the IPS PD is a relatively small police force with limited jurisdiction and working primarily within IPS school facilities, it is reasonable to anticipate an average number of annual complaints against IPS officers that will require investigation. In such cases, it may be beneficial for the IPS PD to explore options for conducting independent investigations and allowing for some level of civilian oversight of these investigations. One possible resource for assistance in this matter is the Indianapolis Citizens' Police Complaint Office (CPCO), an office, independent of the Indianapolis Metropolitan Police Department, created by city ordinance (Appendix B - Citizens' Police Complaint Office ordinance and brochure). This office provides citizens of Indianapolis who believe they have been treated improperly by an IMPD officer the opportunity to have their complaints heard and investigated. Investigation findings are reviewed by the Citizens' Police Complaint Board, a twelve member board consisting of nine civilian voting members and three non-voting police officers.

Recommendations

As stated previously, IPS PD has a strong framework of operations that addresses many of the best practices identified in the literature review of school policing programs included in this report. It is also important to remember that the study conducted by PPI was not comprehensive in nature and provides only a broad overview of current IPS PD administration and activities. With this in mind, researchers utilized findings from analyses of IPS PD data, as well as information gathered in key informant interviews, to develop the following set of general recommendations for improvements to overall IPS PD operations:

- Perform a comprehensive review of IPS PD to determine if best practices and elements of successful SRO programs are in place.
- Conduct surveys of IPS police officers, school administrators and teachers, students, and parents to gain a better understanding of current perceptions related to IPS police officer roles and responsibilities in school facilities, the impacts of their presence in the schools, and areas where building stronger collaborative relationships may create new opportunities to address school safety.
- Develop a comprehensive agreement between IPS PD and schools (similar to the one recommended by the North Carolina Department of Public Safety) including language related to the transport of students.
- Create a process for officer training including a more clearly defined process for maintaining the following information in an accessible manner: 1) a list and schedule of training opportunities

(mandatory vs. optional), and 2) officer training records and training certifications received.

- Develop a more systematic approach to records management/data collection and data accessibility that could greatly enhance IPS PD's ability to evaluate the success of planned programs, initiatives, and activities, and to determine areas for improvement over time. Current procedures and training in these processes should be adjusted to ensure more consistent data collection and coding.
- Additionally, IPS PD and its internal and external partners could benefit from the establishment of direct linkages between data sets (e.g., link between IPS PD case/investigation/arrest records and student data related to truancy, attendance, and school disciplinary actions, and links between officer training certification records, IPS employee records, and IPS PD incident reports where such training is utilized).
- Work with the Indianapolis Citizens' Police Complaint Office, and similar entities in other cities, to develop a more transparent, fully formed complaint investigations process that includes a civilian oversight component.
- Build stronger, sustainable partnerships both internally (i.e., school administrators, teachers, social workers, counselors, etc.) and externally (i.e., local law enforcement agencies--IMPD, Marion County Sheriff, Marion Superior Court Juvenile Probation, and social service providers) in an effort to share resources and develop a multi-faceted approach to addressing student disciplinary, criminal justice, and public safety issues in IPS facilities.

DATA SOURCES

IPS data referenced in this report, including IPS PD budget and personnel information, case/run log and incident reports, investigations, arrests, and use of force reports, were provided by IPS Operations and IPS PD in December 2015 and January 2016.

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Appendix A: Interview Questionnaires



Deputy Superintendent of Operations – Interview Questions

1. What specific goals and objectives do you have for the IPS police department? Mission? Strategic plan?
2. Tell us about the IPS police budget (primary costs of operation, capital expenses, salaries, benefit rates, etc.)
 - List of personnel salaries, benefits, position, hire date, gender, race, age
 - Job descriptions and qualifications for all IPS police department positions
 - Budget including capital expenses
3. Explain the current dispatch system. What is the cost to purchase and maintain the system (infrastructure, equipment upgrades, etc.)? How many dispatchers employed? Full- or part-time?
4. What is the cost of purchasing, maintaining, and replacing police vehicles? Fully equipped? Frequency of replacement?
5. How many officers do you employ? Full-time? Part-time?
6. What are the job qualifications to be hired as an IPS SRO?
7. What type of training is provided to SROs? Any training that is specific to working in a school environment?
8. How many SROs are assigned to one school location on a full-time basis?
9. Which schools have full-time SROs assigned? How many officers at each location?
10. Is there data available from IPS Police RMS on dispatch reports and SRO responses to incidents?
 - Dispatch location
 - Nature of incident
 - Officer responding
 - Resolution of incident
 - Time of dispatch
 - Time of resolution
 - Calls per day, month, year, by officer

Note: Ideally, we would like to have 5 years to look at trends, but anything that is easily accessible would be helpful.



11. Do schools keep records of SRO involvement in student behavioral problems and disciplinary issues? Data available thru IPS Student Services/Assignment, Research Evaluation & Assessment?
 - Disciplinary incidents by school
 - Nature of incident
 - Grade, age, gender, race of student
 - School police involved (Y/N)
 - Local police agency involved (Y/N)
 - Probation/courts involved (Y/N)
 - Resolution of incident

12. What process is used for complaints against SROs?

13. Is there data available on SRO complaints? Source of complaint, type of complaint, resolution of complaint?

14. What type of data sharing exists, if any, with local police agencies (IMPD, MCS)?

15. Do you have any official contractual agreements or partnerships with local police agencies, private firms, non-profits, etc.?

16. What do you think works well in the current system?

17. What are your biggest concerns about the current system?



Chief Financial Officer – Interview Questions

1. What specific goals and objectives do you have for the IPS police department? Mission? Strategic plan?
2. Tell us about the IPS police budget (primary costs of operation, capital expenses, salaries, benefit rates, etc.)
Data items needed:
 - List of personnel salaries, benefits, position, hire date, gender, race, age
 - Job descriptions and qualifications for all IPS police department positions
 - Budget including capital expenses, administrative costs, personnel, professional development, etc.
3. Explain the current dispatch system. What is the cost to purchase and maintain the system (infrastructure, equipment upgrades, etc.)? How many dispatchers employed? Full- or part-time?
4. What is the cost of purchasing, maintaining, and replacing police vehicles? Fully equipped? Frequency of replacement?
5. Are there any big costs that we are overlooking?
6. Do you have any official contractual agreements or partnerships with local police agencies, private firms, non-profits, etc.?
7. What do you think works well in the current system?
8. What are your biggest concerns about the current system?



IPS Chief of Police – Interview Questions

1. What specific goals and objectives do you have as a department? Mission? Strategic plan?
2. How many officers do you employ? Full-time? Part-time?
3. What are the job qualifications to be hired as an IPS SRO?
4. What type of training is provided to SROs? Any training that is specific to working in a school environment?
5. How many SROs are assigned to one school location on a full-time basis?
6. Which schools have full-time SROs assigned? How many officers at each location?
7. Among officers who are not assigned full-time to one location, where and how do they spend most of their time?
8. What is the average number of calls they respond to in a given day?
9. What is the nature of these calls?
10. Is there data available from your RMS on dispatch reports and SRO responses to incidents?
Note: Ideally, we would like to have 5 years to look at trends, but anything that is easily accessible would be helpful.
11. Do schools keep records of SRO involvement in student behavioral problems and disciplinary issues? Data available thru IPS Student Services/Assignment, Research Evaluation & Assessment?
12. What process is used for complaints against SROs?
13. Is there data available on SRO complaints? Source of complaint, type of complaint, resolution of complaint?
14. What type of data sharing exists, if any, with local police agencies (IMPD, MCS)?
15. Do you have any official agreements or partnerships with local police agencies, private firms, non-profits, etc.?
16. What do you think works well in the current system?
17. What are your biggest concerns about the current system?



IPS Police Officer – Interview Questions

1. What specific goals and objectives do you have as the IPS police department? Mission? Strategic plan?
2. Walk us through a typical work day for you.
 - Nature of calls/incidents you respond to?
 - Average number of incidents?
 - Reporting? Other Administrative duties?
 - Interactions with students and school personnel
 - Is a typical day different for officers assigned full-time to one location? How?
3. Explain the current dispatch system. Do you think the system works well?
4. Are police vehicles adequate and appropriately equipped to enable you to effectively do your job?
5. Do you feel you've received adequate training to do your job? Professional development opportunities?
6. How frequently do you interact with local police agencies? Is this interaction helpful? Is more/less interaction needed? Are you aware of any other IPS police partnerships with outside groups, private firms, non-profits, etc.?
7. What are the biggest challenges you face in effectively doing your job?
8. What do you think works well in the current system?
9. What are your biggest concerns about the current system?

Appendix B: Citizens' Police Complaint Office Ordinance and Brochure

CITY-COUNTY GENERAL ORDINANCE NO. 110, 2009

Proposal No. 246, 2009

A PROPOSAL FOR GENERAL ORDINANCE is amending the Revised Code relating to the citizens' police complaint board.

BE IT ORDAINED BY THE CITY-COUNTY COUNCIL OF THE

CITY OF INDIANAPOLIS AND OF MARION COUNTY, INDIANA:

SECTION 1. Secs. 251-131, 251-132, 251-133, 251-134, 251-135, 251-136, 251-137 and 251-138 of the Revised Code of the City of Indianapolis and Marion County are hereby amended to read as follows:

Sec. 251-131. - Citizens' police complaint office established.

(a)

The citizens' police complaint office is established as part of the department of public safety. Any complaint of a citizen against an officer of the Indianapolis Metropolitan Police Department alleging that the officer used profane and abusive language or intentionally destroyed or damaged real or personal property, exceeded his/her authority as a police officer, used unauthorized force, or acted in violation of the Department's rules and regulations or orders may be filed with the citizens' police complaint office. In addition, if a complainant alleges that intimidation tactics are being used to impede the filing of a complaint, the complainant shall report this to the complaint office and a separate complaint will be filed regarding the new information. Each complaint shall be filed within sixty (60) days of the action giving rise to the complaint, shall be in writing, and shall be signed by the person making the complaint, who shall affirm under the penalties of perjury that the representations contained therein are true. The complaint may be filed in person or by facsimile or through the mail. Additionally, complaints may be filed after the expiration of the sixty-day time period where the person making the complaint was under a legal disability during the sixty-day time period or where, upon a showing of good and sufficient cause and upon majority vote of the citizens' police complaint board, a person is permitted to belatedly file a complaint.

(b)

Any individual personally aggrieved by the act or acts complained of may file a complaint. A parent or guardian may file a complaint on behalf of a minor or incompetent individual. A member of the immediate family of a decedent may file a complaint on behalf of the decedent. The complaint board may, upon two-thirds (2/3) vote of its members, initiate an action.

(c)

The complaint process shall be accessible to all citizens regardless of race, national origin, ancestry, religion, color, sex, sexual orientation, gender identity, age, language, disability, or United States military service veteran status.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14)

Note—Formerly § 281-631.

Sec. 251-132. - Citizens' police complaint board established; election process; terms.

(a)

The citizens' police complaint board is established, and shall be composed of nine (9) voting members, two (2) ex-officio, nonvoting police advisory members, and one (1) ex-officio, nonvoting rank-and-file consulting member to be selected as follows:

(1)

All voting members shall be citizens who are residents of the consolidated city. No sworn law enforcement officer is eligible to serve as a voting member of the board. Voting members may be selected from nominees submitted by the six (6) Indianapolis Metropolitan Police Department district task forces which are convened by the deputy chief of each district. Exception can be that in the event a vacancy is not or cannot be filled in a timely manner per the provisions of this division, the original appointing body may make the appointment using its normal process for making appointments. No district task force may nominate more than three (3) candidates for appointment to the board. There must be at least one (1) voting member from each Indianapolis Metropolitan Police Department district task force on the citizens' police complaint board, with no more than three (3) from any one (1) district.

(2)

Six (6) of the members shall be appointed by the city-county council. No more than four (4) of these six (6) members may be of the same political party. Two (2) of these members shall serve for a one-year term ending December 31, 2008, two (2) of these members shall serve for a two-year term ending December 31, 2009, and two (2) of these members shall serve for a three-year term ending December 31, 2010, or until their successors are appointed and confirmed, but for no longer than sixty (60) days beyond the expiration of their term.

(3)

Three (3) of the members shall be appointed by the mayor. One (1) of these members shall serve for a one-year term ending December 31, 2008, one (1) of these members shall serve for a two-year term ending December 31, 2009, and one (1) of these members shall serve for a three-year term ending December 31, 2010, or until their successors are appointed and confirmed, but for no longer than sixty (60) days beyond the expiration of their term.

(4)

Upon the expiration of any voting member's term, an appointment will be made to his position by the original appointing body, for a term of three (3) years. Each member may be reappointed to a three-year term, but may serve no more than two (2) consecutive terms on the board, including the board established by [section 251-132](#) (repealed). If a member is unable to complete his/her term for any reason, the original appointing body shall appoint a new member to complete the term. Such new member shall then be eligible to be reappointed for no more than one (1) additional full consecutive term, if he/she has served eighteen (18) months or more of the original term, and no more than two (2) additional full consecutive terms, if he/she has served less than eighteen (18) months of the original term.

(5)

The two (2) ex-officio, nonvoting police members of the board shall be appointed as follows: one (1) by the mayor; and, one (1) by the city-county council. Such members shall serve two-year terms ending on December 31 in even-numbered years, and shall:

a.

Have been members of the Indianapolis Police Department, the county police force of the Marion County Sheriff's Department, the Indianapolis Metropolitan Police Department, or any combination thereof, for more than seven (7) years;

b.

Have participated in ethics training;

c.

Have strong community relations experience;

d.

Be of the rank of sergeant or below in rank, preferably a patrolman; and

e.

Not serve more than two (2) consecutive terms on the board, including the board established by [section 251-132](#) (repealed).

(6)

The one (1) ex-officio, nonvoting rank-and-file consulting member shall be appointed by the president of the Fraternal Order of Police and shall serve a one-year term ending on December 31 of the year of appointment.

(b)

All members shall serve at the pleasure of the appointing officials.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14)

Note—Formerly § 281-633.

Sec. 251-133. - Complaint board officers, quorum, attendance, and training.

(a)

The voting members shall select one (1) voting member to serve as president of the complaint board.

(b)

Five (5) voting members of the complaint board shall constitute a quorum for the purpose of conducting business, and five (5) voting members must vote in favor of any item before any action or disposition can be taken.

(c)

All voting and ex-officio complaint board members must attend a minimum of seventy-five (75) percent of the meetings. The appointing authority shall replace any member who fails to meet this attendance requirement within sixty (60) days of written notice of failure to meet this attendance standard.

(d)

All voting members of the complaint board must participate in twenty (20) hours of training in police procedures, to be completed within six (6) months of their appointment, and shall receive an additional twenty (20) hours of such training per year. In addition, each voting member shall be required to accompany an on-duty officer of the Indianapolis metropolitan police department for a minimum of sixteen (16) hours per year, and for a minimum of four (4) hours per occasion, in order to observe police procedures first-hand. The appointing authority shall replace any member who fails to meet these training requirements after written notice to such member of failure to meet these standards.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14; G.O. 47, 2009, § 3)

Note—Formerly § 281-634

Sec. 251-134. - Complaint board duties.

The citizens' police complaint board shall meet as often as necessary to consider all complaints which it deems appropriate to process and review, but no less than quarterly. The complaint board shall set rules for its governance and shall establish its procedures for processing complaints and for ensuring notification to citizens of the status and disposition of their complaints.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14)

Note—Formerly § 281-635

Sec. 251-135. - Complaint office executive director; staff.

(a)

The director of the department of public safety after consultation with the Mayor shall appoint a full-time executive director of the citizens' police complaint office, subject to approval by the city-county council. The executive director shall be supervised by and subject to review and evaluation by the public safety director, with the advice and consent of the members of the citizens' police complaint board. The duties of the executive director shall include:

(1)

Managing the citizens' police complaint office, including its staff; and

(2)

Enhancing communications and good will between the police and the citizenry.

(b)

The executive director shall have the authority to contract with investigators and legal counsel, if the city corporation counsel is not available, to aid in the investigation of complaints filed with or processed by the office.

(c)

The executive director shall be in regular communication with the chief of the Indianapolis metropolitan police department and may make recommendations to the chief concerning matters of conduct and recurring issues that are processed by the citizens' police complaint office. The executive director shall also provide periodic reports for publication in the department's annual report.

(d)

Staffing and budget recommendations for the citizens' police complaint office shall be made by the public safety director in consultation with the executive director and the citizens' police complaint board.

(e)

On a quarterly basis, the executive director shall forward a report of each complaint board member's attendance and each voting member's training, as required by [section 251-133](#), to the member's appointing body, the public safety director, and the chief of the Indianapolis metropolitan police department.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14; G.O. 47, 2009, § 4)

Note—Formerly § 281-636

Sec. 251-136. - Complaint investigation and hearing procedures.

(a)

Upon the filing of a complaint, the executive director shall immediately send a copy of the complaint to the chief of the Indianapolis metropolitan police department or the chief's designee. In addition, the officer or officers alleged to be involved in the incident

shall be notified of the date of the incident, and given a copy of the complaint. After the filing of a complaint, the complaint board shall table its own investigation for a period of sixty (60) working days to allow the department to conduct its own investigation and to allow the chief to take appropriate action. The chief may request an extension of time to complete the investigation from the public safety director; however, if deemed appropriate or necessary, the complaint board may order the executive director to conduct an independent simultaneous investigation before the end of the investigation conducted by the department. Such action must be authorized by a three-fourths ($\frac{3}{4}$) vote of the entire complaint board.

(b)

When the investigation is returned to the citizens' police complaint office, the complaint board shall review the investigation conducted by the department and the action taken by the chief, if any. The complaint board may dispose of the complaint by endorsing the findings and action taken by the agency and shall notify the chief of this in writing. If the complaint board does not agree with the action taken by the chief or with the results of the investigation conducted by the agency, the complaint board may, by majority vote:

(1)

Order the executive director to conduct an investigation into the allegations of the complaint; and/or

(2)

Conduct an informal administrative hearing on the complaint; and/or

(3)

Order the executive director to engage in a process of informal mediation to attempt to resolve the complaint.

(c)

If the complaint board determines to hold a hearing, the complaint office shall give written notice to all parties and witnesses at least fifteen (15) days in advance of the scheduled hearing. All testimony at such hearing shall be given under oath and under penalty of perjury.

(d)

Upon the completion of the investigation by the complaint office or after the hearing, the complaint board shall make a disposition regarding the complaint. The disposition shall be one (1) or more of the following:

(1)

Not sustained (when there is insufficient evidence to prove the allegation(s) made in the complaint by clear and convincing evidence);

(2)

Sustained (when there is sufficient evidence to prove the allegation(s) made in the complaint by clear and convincing evidence);

(3)

Exonerated (when the allegation made in the complaint is false or not factual, or the conduct complained of was lawful and proper); and/or

(4)

Withdrawn (when the complainant requests that no further action be taken on the case).

The disposition must be made within sixty (60) working days after the agency's investigation is returned to the complaint office or after the conclusion of the investigation conducted by the executive director pursuant to subsection (a) of this section.

(e)

The findings and disposition of the complaint board shall be communicated to the chief in writing within ten (10) days of the date of the disposition.

(f)

If the chief does not confirm the findings and disposition of the complaint board within thirty (30) days of disposition, or if there is a conflict between the findings and disposition of the complaint board and the findings of the chief, then the complaint board may, upon a majority vote of its members, require mediation between the chief and the executive director.

(g)

Any disciplinary action taken against an officer due to his or her involvement in an incident which resulted in a complaint being filed with the complaint office shall be communicated to the complaint board for disclosure to the public.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14; G.O. 47, 2009, § 4)

Note—Formerly § 281-637

Sec. 251-137. - Subpoena powers.

For purposes of conducting an investigation or hearing, the complaint board shall have the power to subpoena witnesses and documents, except those documents relating to ongoing criminal investigations, including such public records as are deemed subject to disclosure under the provisions of IC 5-14-3. The power of the complaint board to issue subpoenas shall be enforceable by the Marion County Circuit or Superior Court.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14)

Sec. 251-138. - Access to board by officers; participation of officers.

(a)

Any officer subpoenaed to appear before the complaint board may be represented by an attorney.

(b)

Police officers shall have access to the complaint process to defend their actions, both during the investigatory and hearing processes.

(c)

Police officers shall be required to cooperate with the complaint board as an investigation is conducted, subject to their constitutional rights.

(G.O. 110, 2005, § 14; G.O. 2, 2008, § 14)

Note—Formerly § 281-639

CITIZENS POLICE COMPLAINT BOARD MEMBERS

Larna Spearman – Chair
Kenneth Adams, Jr. – Vice Chair
Philip Abram
Kevin Adams
Robin Kimp
Kevin Munoz
Brad Rateike

**Thank you for your interest in
the Citizens Police Complaint
Office and the Citizens Police
Complaint Board.**

Laura White
Executive Director
Citizens Police Complaint Office

City of Indianapolis
Dr. David Wantz
Director of Public Safety
DPS@indy.gov

WHAT HAPPENS TO THE COMPLAINT?

Once a complaint is received in the CPCO, it is processed, recorded and then sent to IMPD Internal Affairs for investigation. The complaint is then forwarded back to the CPCO with a disposition (finding) attached. The complaint is then scheduled for a review by the CPCB. The complainant will be informed of the time, date and place of this public meeting. The CPCB will review and discuss the complaint at the meeting. No testimony is heard from either the complainant or the officer(s) involved. All statements are made previously by involved parties during the investigative process. If the CPCB endorses (agrees with) the findings, the case is then considered complete. If the CPCB does not endorse the findings they have the option to:

- 1) Order the Executive Director of the CPCO to conduct an independent investigation of the allegations and/or
- 2) Conduct an informal administrative hearing on the complaint and/or
- 3) Order the Executive Director to informally mediate the complaint with the Chief of Police in an attempt to resolve the matter.

CITIZENS POLICE COMPLAINT OFFICE & CITIZENS POLICE COMPLAINT BOARD



200 E Washington St,
Suite 1921
Indianapolis, IN 46204

Phone: (317) 327-3440
Fax: (317) 327-4380

[http://www.indy.gov/eGov/City/
DPS/CPCO/Pages/home.aspx](http://www.indy.gov/eGov/City/DPS/CPCO/Pages/home.aspx)

Twitter: @IndyCPCO

Police Open Data Portal:
www.projectcomport.org

WHAT IS THE CITIZENS POLICE COMPLAINT OFFICE (CPCO)?

The CPCO office provides an avenue for the citizens and guests of Indianapolis, who believe they have been treated improperly by an IMPD officer, the opportunity to have their complaint(s) articulated and investigated in a timely manner.

WHAT IS THE CPCB?

The Citizens Police Complaint Board provides an avenue for the review of completed investigation of a formal complaint(s). The Board is comprised of 9 voting members and 3 ex-officio police officer members appointed by Mayor (4), CCC (7), and FOP (1).

WHO MAY FILE A COMPLAINT?

Any person who feels they have been the victim of police misconduct may file a complaint. If you are under the age of 18, a legal guardian must accompany you when filing the complaint.

HOW DOES ONE FILE A COMPLAINT?

The most common way to file a complaint is to contact the CPCO at (317) 327-3440 to schedule an appointment for a formal interview. Filing a Formal complaint **must** be done within sixty (60) days of the incident in question.

To file a complaint informally you may write to Laura White, Executive Director, at the address printed on the front of this brochure.

IMPORTANT INFORMATION YOU WILL NEED YOU FILE A COMPLAINT:

When you file a complaint please include the following information:

- Date, time and location
- Description of officer(s) and their badge number, vehicle number (if available)

- Witnesses' names, addresses, phone numbers
- Citations, medical records, or any other documentation/evidence that you feel may be helpful
- Any case/cad/crash incident numbers
- Email/phone/address of the complainant.

WHAT HAPPENS IF THE IMPD OFFICER IS FOUND TO BE IN VIOLATION OF DEPARTMENTAL POLICY?

If there is sufficient evidence to prove the allegation(s) made in the complaint, the complaint will be ruled *SUSTAINED*. The Chief of Police will then take the appropriate disciplinary action. The complainant is informed then in regards to the decision by CPCO office.

WHAT HAPPENS IF THERE IS INSUFFICIENT EVIDENCE TO PROVE/DISPROVE THE ALLEGATION(S) MADE IN THE COMPLAINT?

With insufficient evidence, the case will be ruled *NOT SUSTAINED* and notification of such will be sent to the complainant and the officer's name will be entered in the Internal Affairs.Pro System set up by IMPD.

WHAT HAPPENS IF THE IMPD OFFICER IS FOUND TO HAVE ACTED IN ACCORDANCE WITH DEPARTMENTAL POLICY?

If the officer(s) was found to have acted properly and in accordance with IMPD regulations, a disposition of

EXONERATED will be attached to the complaint and notification of that fact will be sent to the complainant.

WHAT IF THE ALLEGATIONS DO NOT COINCIDE WITH THE EVIDENCE?

If the information provided by the complainant does not coincide with the evidence obtained, the complaint will be ruled *UNFOUNDED* and no further action will be taken.

WHAT HAPPENS IF YOU DO NOT AGREE WITH EITHER IMPD OR THE CPCB?

You have the right to discuss your case with an attorney and seek any recourse under the law.

HOW CAN I BECOME A MEMBER OF THE CPCB?

All voting members must be citizens who are residents of the police special service district. Voting members may be selected from nominees submitted by the Commander of each district. No sworn law enforcement officer is eligible to serve as a voting member. If you are interested in becoming a CPCB member, please contact your IMPD District Task Force.

HOW CAN YOU BRING GOOD OFFICER CONDUCT TO THE ATTENTION OF IMPD?

If you would like to compliment the conduct and/or actions of an IMPD officer, this can be accomplished by calling the Chief of Police's office at (317) 327-3282. Another method is by writing to the Chief of Police or the district Commander of the district in which the officer is assigned.

Indianapolis Public Schools

Review of IPS Police Department Operations and Activities

*A research partnership between the Indianapolis Public Schools
and the Indiana University Public Policy Institute*

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