City of Bloomington, Indiana

Police Department
Organizational Assessment

Final Report

August 2020

The Novak Consulting Group

A PART OF

RAFTELIS

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August 14, 2020

Honorable Mayor John Hamilton
City of Bloomington
401 N. Morton Street
Bloomington, IN 47404

Dear Mayor Hamilton:

We are pleased to provide this assessment and review of the City's Police Department. This report includes observations and recommendations intended to improve the efficiency and effectiveness of the Police Department.

Recommendations included in this report are guided by feedback and input from Department personnel as well as identified industry standards and best practices that are appropriate for the City of Bloomington. It should be noted that the City Police Department interviews, analysis, and research included in this report were conducted in early 2020, prior to the tragic events that increased the national Black Lives Matter and Defund the Police community conversations.

The Police Department is fortunate to have employees who are dedicated to providing excellent services to the community's residents and business owners who, in turn, support and want to connect with the Division. We are confident that these recommendations can provide a framework for improving operational performance and determining the most appropriate staffing level for the Department.

Thank you for the opportunity to continue to work with the City of Bloomington.

Sincerely,

Michelle Ferguson
Senior Manager - Organizational Assessment

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Executive Summary

The City of Bloomington is a complex policing environment. It is a sizeable city with a population of over 80,000, a student population of nearly 50,000, and a university staff of almost 10,000. It is the commercial and cultural center of Monroe County and the surrounding area, being the largest municipality within 50 miles. A large part of the City is occupied by Indiana University Bloomington (IU), the flagship of the state's university system, which offers more than 550 academic programs and 200 undergraduate majors.

The University has been referred to as a "Public Ivy," a university that provides an Ivy League education at a public university price.[1] It is consistently rated in the top 100 colleges nationwide and the top 50 public colleges. It draws students from all 50 states and 139 countries. [2]

Although operationally the campus itself is within the jurisdiction of the Indiana University Police Department, the presence of a large academic institution has a major impact on the surrounding city and its Police Department. The City's population can fluctuate considerably during the year, as students arrive and depart for summer break and other periods, and there is turnover in the community as students arrive and leave every four years. Many come from environments and cultural backgrounds far different from their temporary home. As students leave home for the first time, there are high expectations for their safety, both from concerned parents and from IU. At the same time, young people often challenge authority and engage in risky conduct – all of which require the police to balance their roles as protectors and enforcers. The dynamic historically referred to as the "town and gown"[3] relationship can place an extraordinary level of demand on a city's police department. There is a tradition in the scholarly community of perceiving the campus as a sanctuary – and at the heart of the academic process is the encouragement of free thought and questioning, not only of ideas but of authority. Universities are often centers of protest and social activism.

Consequently, there is an inherent tension between town and gown, attributable partially to the fact that the two institutions – law enforcement and academia -- operate based not only on differing philosophical approaches but on different legal and procedural guidelines. While a police agency's work is based on a framework of criminal statutes, open records laws, and the like, an academic institution works within a different structure, one of administrative regulations, student support, and protection of privacy.

This is not to say that a strained or negative relationship exists between the Police Department and the Bloomington community it serves – quite the contrary. Bloomington is a community that expects a high level of service, closely scrutinizes how those services are delivered, and is not reluctant to express its opinion on police matters. The heightened scrutiny that has been focused on police agencies throughout the country in recent years tends to be even more intense in university towns. However, the Bloomington community is overwhelmingly supportive of the Police Department and residents feel safe in their city. The 2019 Community Survey indicated that 80% of residents rated police services as "essential" or "very important;" 68% rated the quality of police services as "excellent" or "good;" only 4% rated them as "poor." During the day, 72% of residents felt "very safe" in their neighborhoods; 23% felt "somewhat safe." At night, 34% felt "very safe," and 42% felt "somewhat safe." Regarding downtown, 64% felt "very

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[1] Richard Moll, *Public Ivies: A Guide to America's Best Public Undergraduate Colleges and Universities, 1985.*
[2] https://admissions.indiana.edu/life/diversity/index.html
[3] The "Town and Gown" metaphor dates to the Middle Ages and the gowns worn by members of the academic community; it is still commonly used to refer to the distinct communities – and sometimes adversarial. relationships – that can exist in a university town. https://en.wikipedia.org/wiki/Town_and_gown

safe" during the day, and 23% felt "somewhat safe" at night, 19% felt "very safe," and 37% "somewhat safe." The overall feeling of safety in Bloomington ("excellent" or "good" ratings) increased from 74% in 2017 to 80% in 2019.[4]

Despite this positive support, there are challenges. Because of the services it offers, the City draws a large homeless population; 56% of residents rated homelessness as a "major challenge," and 35% rated it as a "moderate challenge." Violent crime has been trending upward, and there is a gap between the perception of safety during the daytime and nighttime hours. Additional cultural and environmental factors, including a nationwide focus on race relations in policing, the Black Lives Matter movement, and operational constraints imposed by the COVID-19 pandemic, have increased the urgency and importance of evaluating policing practices in Bloomington and across the United States. To help address these issues, the Department's efforts to focus on proactive, intelligence-led policing should be expanded, and its robust crime analysis resources should be integrated into daily deployment decisions.

However, there are also staffing constraints that impact the Department's ability to focus on proactive policing. Members of the Department consistently reported that staffing was insufficient to meet the workload of calls for service and to engage in proactive policing, which encompasses enforcement and community engagement efforts. An analysis of emergency calls for service data and crime patterns indicates that these concerns are justifiable. However, it is also clear that the Police Department's patrol staffing schedule is not well-paired to workload demands. Though sworn staffing increases are warranted, adjustments to the shift schedule will go a long way toward improving the Department's ability to engage in community policing. In addition, there are opportunities to improve the use of technology and, in doing so, generate staffing efficiencies in support services and administration.

The following table summarizes the recommendations included in this report.

Table 1: Summary of Recommendations

Number	Recommendation
Patrol Staffing, Scheduling, and Operations	
1	Develop a proactive policing target for Patrol operations.
2	Adjust patrol staffing and deployment to allow greater focus on community and proactive policing.
3	Expand the number and duties of Neighborhood Resource Officers.
4	Consider implementing a holiday leave buy-back program to better support patrol control scheduling.
Investigative Staffing and Operations	
5	Maintain the current authorized staffing level for the Detective Division.
6	Periodically review Detective Division staffing based on workload indicators.
7	Increase digital forensic investigation capacity.
Support Services	
8	Consider eliminating 24/7 shift coverage in the Records Unit.
9	Consider enhancing the availability of Information and Technology Services staff to the Police Department.
Command and Administration	

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[4] City of Bloomington, IN 2019 Community Survey prepared by National Research Center, Inc.

Number	Recommendation
10	Implement an aggressive recruitment and retention program.
11	Establish a diversity recruitment program and incentive package.
12	Review the Department policy regarding take-home vehicles.
13	Allocate resources to the coordination of a data-driven, intelligence-led proactive policing strategy.
14	Define the scope of Crime Analyst duties and ensure backup capacity.
15	Assign a Lieutenant to the Administrative Division.
16	Establish a vehicle replacement policy.
17	Create a City emergency management program that integrates Police, Fire, Public Works, and City Administration.

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Background and Methodology

In January 2020, the City of Bloomington retained the services of The Novak Consulting Group, a part of Raftelis, to conduct a staffing and operations assessment of its Police Department. The purpose of this study was to evaluate the City's police staffing and deployment approach within the context of workload patterns and trends and to determine what opportunities may exist to maximize the efficiency and effectiveness of the City's public safety services.

To accomplish these tasks, the consulting team conducted extensive field work, policy review, and workload and performance metric analysis. In total, 38 members of the Police Department were contacted through either individual interviews or focus group sessions. These interviews represented each program area of the Department and served as an opportunity to clarify current operations and identify issues or challenges that confront the Department daily.

The consulting team also analyzed data provided by staff. A thorough review of the Department's core functions and activities was accomplished by evaluating budget information, workload measures, performance indicators, and other salient data pertaining to operations and administration. This included detailed analysis of the City's Dispatched Calls for Service (DCFS) data for a three-year period, investigative caseload data, and support services workload data where available.

This data was evaluated using a multi-faceted analytical approach that takes into account service expectations and goals, practical operational constraints, and data-derived issue analysis and validation. This process has resulted in a series of staffing, administrative, and operational recommendations that are unique to Bloomington's specific operating environment.

About the Bloomington Police Department

The Bloomington Police Department is a full-service law enforcement agency serving the City of Bloomington, Indiana. Bloomington's population was 80,405 in the 2010 census; as of 2018, it was estimated at 84,981. It is the county seat of Monroe County and is the principal city in the Bloomington Metropolitan Statistical Area, which covers Greene, Monroe, and Owen Counties, with a population of 175,506. It is the home of Indiana University Bloomington, which has a student population of 49,695 and approximately 10,000 employees. The City's racial makeup is 83% White, 4.6% African American, 0.3% Native American, 8.0% Asian, 0.1% Pacific Islander, 1.2% other, and 3.5% Hispanic or Latino.

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."*[5]

Authorized FY2020 staffing for the Police Department is 143.5 full-time equivalent (FTE) employees. This includes 105 sworn positions and 38.5 non-sworn positions.

As of February 2020, two Police Officers are in the Police Academy; three are in Field Training; two are on extended military leave. There are also six vacant positions, resulting in 13 open patrol positions and an actual operating strength of 92.

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[5] City of Bloomington website.

The Department also manages the Monroe County Central Emergency Dispatch Center. An organizational assessment for the Dispatch Center was completed in 2019, and, as a result, it is excluded from this Organizational Assessment. However, the Dispatch Center is a management responsibility of the Department. Dispatch Center staffing includes 36 FTEs.

Police Officers are classified as Police Officer First Class or Senior Police Officer. Only Police Officers are represented by The Don Owens Memorial Lodge Number 88 of the Fraternal Order of Police; Sergeants and above are not part of the bargaining unit.

The following figure illustrates the Department's organizational structure.
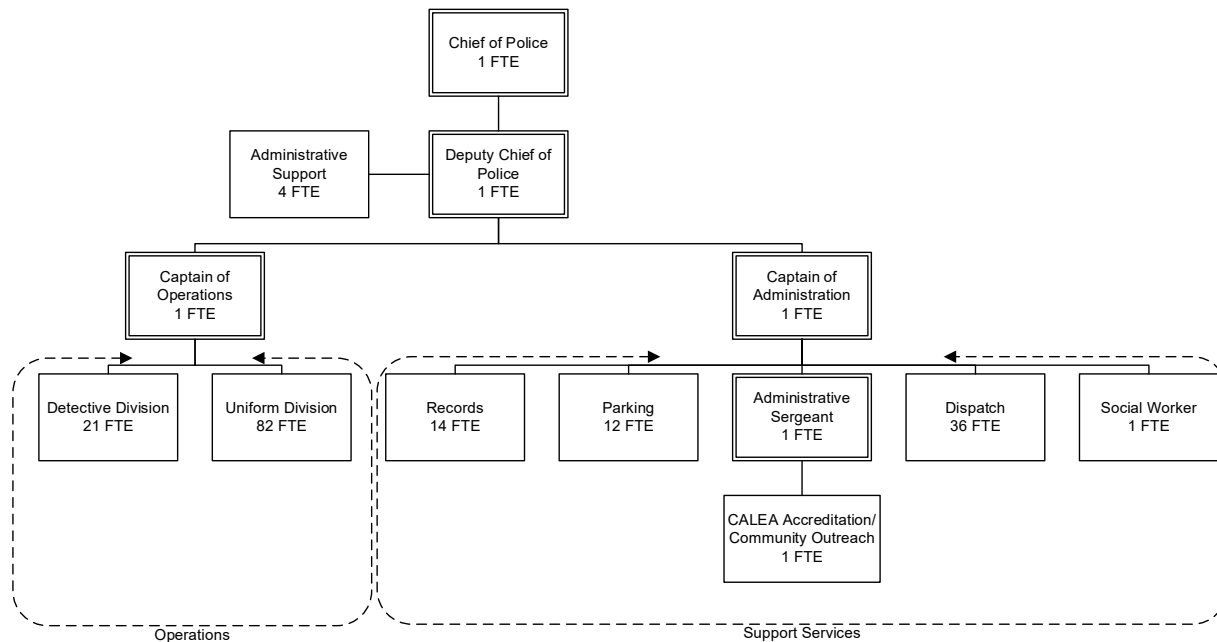

Figure 1: Bloomington Police Department Organizational Structure, FY2020

The Board of Public Safety, which consists of five members of the public appointed by the Mayor and who serve at the Mayor's pleasure,[6] oversees the Police Department and the Fire Department. State law requires the establishment of such boards in all second and third-class cities.[7] Members of the Board must be voters in the City for at least one year preceding their appointment.[8] The Police Department is part of the executive branch of City government under the control and supervision of the Board; it is responsible for the public safety and parking enforcement functions of the City and is administered by the Police Chief.[9] The Board is responsible for the appointment of members of the Police Department except for "those in an upper level policymaking position."[10] The Chief of Police is appointed by and reports to the Mayor and "is responsible for managing the operations and activities of the Police Department to provide effective and efficient law enforcement services to the community."[11]

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[6] Bloomington, Indiana Code of Ordinances Chapter 2.17.000
[7] Indiana Code 36-8-3-2
[8] Bloomington, Indiana Code of Ordinances Chapter 2.17.010
[9] Bloomington, Indiana Code of Ordinances Chapter 2.17.040
[10] Indiana Code 36-8-3-3 §3.(a)
[11] City of Bloomington Position Description: Chief of Police, 8/2/99

The Police Chief's duties include oversight of enforcement of codes, ordinances, laws, and regulations in order to protect life and property and prevent crime and promote security; supervising staff and providing managerial and professional expertise; developing short and long-term objectives for the Department; strategic planning to accomplish goals; in consultation with the Mayor, defining and establishing major operational and administrative policies; defining programs and policies relating to police community relations; establishing relationships with public officials, community leaders, civic and business groups, and the media; defining Departmental standards of performance and conduct and overseeing the disciplinary process. The Chief has two direct reports: the Deputy Chief (described in the next section) and the Executive Assistant.

The Executive Assistant is a personnel liaison for the Department, the payroll coordinator, and the accounting system manager; assists in preparation of the Department's budget; handles expenditures, accounts payable, and accounts receivable; prepares reports on spending trends and budgetary issues; maintains attendance and time off records for all employees; serves as the first point of contact for anyone with business with the Chief; and provides administrative support to the Chief of Police, the Deputy Chief, and the Captains. The Executive Assistant has two direct reports: the Office Manager and the CAD/RMS Data Coordinator. The Office Manager assists the Executive Assistant with financial administration, payroll and attendance records, manages the false alarm program, is a point of contact for human resources, and oversees the Custodian. The CAD/RMS Data Coordinator manages the Computer Aided Dispatch/Records Management System used by the Police and Fire Departments and the Dispatch Center to ensure that data entered into the system is accurate and up-to-date.

Command Staff

The Deputy Chief is second in command to the Chief of Police, assumes command of the Department in the Chief's absence, and "will relieve the Chief of as many administrative matters as possible."[12] The duties of the position largely mirror those of the Chief of Police, assisting the Chief in overseeing the operations of the Department and developing short and long-term goals and strategic plans, and include oversight responsibility for internal investigations.

The Deputy Chief has two direct reports: the Operations Captain and the Administrative Captain. The Operations Captain is responsible for the bulk of the Department's sworn personnel, overseeing both Patrol and Investigations. The Administrative Captain is responsible for the Department's administrative functions and the majority of its non-sworn members. The Captain oversees the Administrative/Training Sergeant, the Monroe County Central Emergency Dispatch Center, Records, Parking Enforcement, the Police Social Worker, and the Community Relations/Accreditation Specialist; serves as the Public Information Officer; and handles recruitment and hiring, training, and field training. The command staff typically work eight-hour shifts, Monday through Friday.

Operations

The Operations Captain oversees all of the Department's patrol and investigative functions. Personnel are assigned to either the Uniform Division, the Detective Division, or specialized units.

Uniform Division

The majority of the Department's sworn personnel are assigned to the Uniform Division, which provides patrol services around the clock. The collective bargaining agreement governs both the Patrol and

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[12] City of Bloomington Position Description: Deputy Chief, 3/1/08

Detective schedules.[13] Uniform Division Police Officers and Sergeants work 8.5-hour tours on a six-day-on/three-day-off schedule:

- Morning Shift: 5:30 AM to 2:00 PM
- Afternoon Shift: 1:30 PM to 10:00 PM
- Night Shift: 9:30 PM to 6:00 AM

Shifts are bid annually between December 1 and December 15 for the following year.

One Lieutenant is assigned to each of the three shifts. Lieutenants have the option of working 8.5-hour shifts on the same six-day-on/three-day-off rotation as the Sergeants and Police Officers or working eight-hour shifts five days per week with two days off. Currently, the Lieutenants assigned to the Morning Shift and Afternoon Shift work eight-hour shifts five days per week with Sunday and Monday off. The Night Shift Lieutenant works the six-day-on/three-day-off 8.5-hour schedule. Three Sergeants are assigned to each shift. Sergeants and Police Officers on each shift are divided into three teams, two of which are scheduled to work while one is off. Therefore, two Sergeants are scheduled to work each day; consequently, if one is scheduled to be off, the other Sergeant or the Lieutenant is available to provide supervisory coverage on all shifts. On limited occasions when no supervisor is available, the senior officer assigned to the shift serves as Officer in Charge.

Police Officers are assigned to steady shifts – Morning, Afternoon, or Night -- with rotating days off. Minimum patrol staffing per shift varies by the hour of the day, as depicted in the following table.

Table 2: Minimum Patrol Staffing Levels by Hour

Shift	Hours	Total Officers Assigned	Minimum Staffing Per Shift
Morning	5:30 AM to 2:00 PM	15	8
Afternoon	1:30 PM to 10:00 PM	19	10
Night	9:30 PM to 6:00 AM	18	9

Officers assigned to the Afternoon Shift receive a shift differential payment of $16.00 per week. Officers assigned to the Night Shift receive $20.00 per week.[14]

For deployment purposes, the City is divided into five Patrol Districts. A map of the districts is shown in the following figure.

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[13] Section VI.
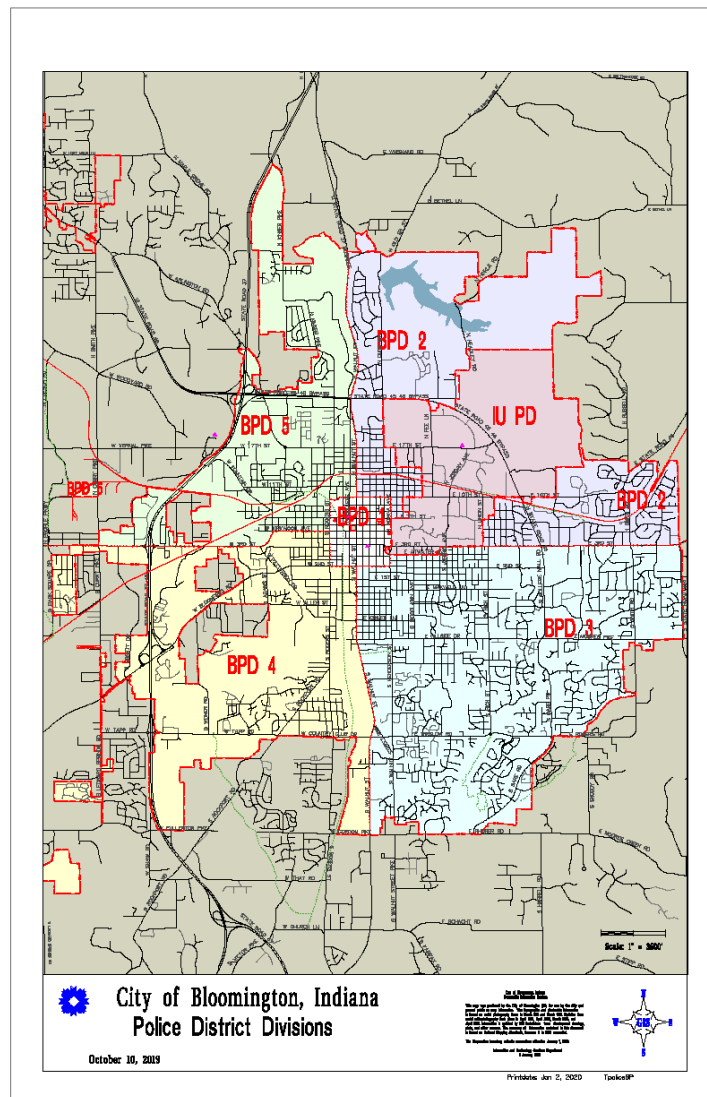[14] Collective bargaining agreement §XII (D).

Figure 2: City of Bloomington Patrol District Map

Two officers are normally assigned to each district, except District One, which has only one officer. When staffing is limited, District Three is also reduced to one officer. Patrol coverage is supplemented by overtime assignments for downtown patrol. Four overtime positions for four hours each are posted daily. In addition, during the summer months, several off-duty IU Police Department officers are hired to work five-hour shifts during which they are deployed to parks and areas frequented by the transient population. Two Sergeants are assigned to provide overall administrative supervision of the program, while the officers are supervised daily by the shift supervisors.

The Department has one K9 Officer, who performs patrol duty from 8:00 PM to 4:00 AM on a six-day-on/three-day-off rotation. The Department plans to add one budgeted K9 Officer in 2020, at which time one officer will work from 1:30 PM to 10:00 PM, and the other from 9:30 PM to 6:00 AM, both on a six-day-on/three-day-off rotation.

Sworn members receive a high number of vacation days (known as Benefit Leave). Upon completion of one year of service, employees receive 28 vacation days annually. They receive one additional day each year on their fifth through 26th anniversaries, for a maximum of 50 days per year.[15] Members also receive unlimited sick leave. There is no separate holiday compensation, either through time off or cash compensation; holidays are effectively included in benefit leave. The collective bargaining agreement permits members to buy back up to 10 days of leave annually for compensation of $200.00 per day.

The Department has averaged 53,305 calls for service annually during the past three years. Statistics show an increase of 2.23% in calls for service from 2017 to 2019 and a 2.08% increase in arrests for the same period. The following table shows the number of calls for service, arrests, and traffic stops conducted each year.

Table 3: Annual Calls for Service, 2017-2019

Year	Calls for Service	Arrests	Traffic Stops
2017	52,932	2,643	8,950
2018	52,870	2,688	10,122
2019	54,112	2,698	8,950

Detective Division

One Lieutenant supervises the Detective Division, which has two principal sub-units. Currently, nine Detectives and two Sergeants are assigned to General Investigations; authorized staffing is 11 Detectives. The Special Investigations Unit is staffed with one Sergeant and five Detectives. Total investigative staffing is three Sergeants and 16 Detectives.

One Sergeant and five General Detectives work from 9:00 AM to 5:00 PM, Monday through Friday; four General Detectives and one Sergeant work from 2:00 PM to 10:00 PM, Monday through Friday. The Special Investigations Unit, which is staffed with one Sergeant and five Detectives, works from 2:00 PM to 10:00 PM Monday through Friday.

The Division maintains a minimum staffing level of two General Investigations Unit and two Special Investigations Unit Detectives on every shift. Two Detectives are on call weekly from 10:00 PM to 9:00 AM and on the weekend. If they are not called out during the week, they are compensated with either four hours of overtime or eight hours of compensatory time off for the week at their option. A supervisor is also on call during non-scheduled hours.

General Investigations personnel handle the full range of cases, although some Detectives have acquired specialization in certain areas: one focuses on sex crimes, one on cyber-crime, and one on fraud. Detectives are assigned to joint federal task forces on a part-time basis, typically spending no more than one day per week on task force assignment. Detectives currently work with the Federal Bureau of Investigation (FBI); Drug Enforcement Administration (DEA); Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF); and Internet Crimes Against Children (ICAC) task forces.

In addition to the sworn personnel, five non-sworn members are assigned to the Detective Division: one Crime Analyst; two Evidence Technicians; one Evidence Clerk; and one Records Clerk, who is assigned to

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[15] Current Collective Bargaining Agreement.

the Records Unit but reports to the Detective Division daily and performs only Detective Division-related work.

The Crime Analyst reviews crime reports, intelligence information, and various data sources to analyze crime trends and patterns; prepares statistics and briefing material for the Board of Public Safety, the Mayor's Office, the Chief of Police, monthly crime analysis meetings, quarterly supervisors' meetings, and Department staff; analyzes intelligence information and works with the Indiana Intelligence Fusion Center. The Crime Analyst works during business hours, Monday through Friday.

Two Evidence/Crime Scene Technicians respond to and process crime scenes as needed and maintain the chain of custody of evidence taken into the Department's possession. One Evidence Technician works 8:00 AM to 4:00 PM, and the second works from 1:00 PM to 9:00 PM, Monday through Friday. One Evidence Technician is on call at night and on weekends.

The Evidence Clerk assists the Evidence Technicians in managing the storage of property taken into the Department's custody and identifying items eligible for disposal or return to the owner. The Evidence Clerk works business hours, Monday through Friday.

The Records Clerk assigned to the Detective Division processes reports generated by the Detective Division and, when not occupied with Detective Division work, assists with Records Division work. The Clerk works from 9:00 AM to 5:00 PM, Monday through Friday.

Specialized Units
Aside from the Detective Division, the Department has only one full-time specialized sworn assignment: the Downtown Resource Officer Unit, which is housed in a recently constructed office in a City park. Authorized staffing is one Sergeant and six Police Officers, although current actual staffing is five, with one Police Officer vacancy, along with two non-sworn Neighborhood Resource Officers.

Downtown Resource Officers work two shifts, 7:00 AM to 3:30 PM and 12:30 PM to 9:00 PM, on a six-day-on/three-day-off rotation. Their mission is primarily to deal with issues involving the City's large transient population, establishing rapport with them, and referring them for services as needed. To establish that relationship of trust, the Downtown Resource Officers wear uniforms and drive vehicles distinct from those of the Patrol staff: white shirts vs. the standard blue and white cars with black lettering including the "Downtown Resource Officer" legend vs. the standard black and white patrol fleet scheme. The two Neighborhood Resource Specialists are non-sworn and essentially perform a Community Support Officer/community policing function. They take reports for incidents that do not require the collection of evidence; attend community events such as homeowners' association meetings; and respond to complaints to give residents an opportunity for personal contact and to identify long-term solutions. Both work Monday through Friday; one is scheduled from 8:00 AM to 4:00 PM and one from noon to 8:00 PM.

The Department has several part-time specialized units that are staffed by members mobilized from their permanent assignments as needed.

The Critical Incident Response Team (CIRT) is essentially the Department's Special Weapons and Tactics (SWAT) resource. It is a multi-agency team, including members of the Indiana University Police Department and the Monroe County Sheriff's Office. Eleven members of the Bloomington Police Department and seven members of outside agencies are assigned. Members are mobilized from their

primary assignments as needed. They train 27 days per year, typically two days per month, with additional days throughout the year. The unit's duties include the following:

- Responding to barricaded suspects
- Conducting rescue operations for hostages and similar hazardous situations
- Tactical/special weapons response
- Pre-planning strategies for unusual occurrences
- Providing VIP and dignitary escorts
- Providing high risk warrant service.

The Civil Disturbance Unit consists of one Lieutenant, three Sergeants, and 20 Police Officers who have received specialized training in tactics directed at quelling incidents of civil disturbance and restoring peace and order to the community using the minimum amount of force necessary. Members train 12 days per year and are subject to mobilization from their primary assignments or while off duty. In addition, the Unit is often utilized as an enhanced patrol and crime prevention resource; members are assigned to supplement the patrol shift with violent crime saturation patrols to address crime patterns or conditions needing additional presence.

The mission of the Crisis Negotiation Team is to assist in situations involving barricaded persons and hostage situations in which communication with the suspect will benefit from interaction with a trained negotiator. Six members are assigned to the Team; duties include negotiation with hostage-takers, suicide intervention, response to kidnapping incidents, communicating with trapped criminals or fugitives, and response to incidents involving emotionally disturbed persons. The Team trains six days annually.

Three members are assigned to the Monroe County Search, Rescue, and Recovery Team, referred to as the Dive Team, who are trained and certified in water-related police duties. The Team's functions include rescue of victims of possible drowning, underwater entrapment, or persons stranded in hazardous water conditions. They also conduct search and recovery operations for drowning victims, submerged vehicles, stolen property, and evidence. Members of the Dive Team train 12 days per year.

The Honor Guard performs ceremonial duties at funerals, color guard duties at public events, and provides ceremonial assistance to government or private agencies upon approval of the Chief of Police. One Lieutenant, one Sergeant, and 10 Police Officers are assigned. They train eight hours per month.

The Bike Team consists of officers trained in police bicycle patrol tactics and practices. Due to staffing constraints, bicycle patrol is currently deployed only sporadically.

The Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) Police Liaison Unit was created in 2016 to assist with issues involving members of the LGBTQ community and the police. The Unit focuses on answering inquiries and providing information regarding police service, interactions, and community outreach. It is staffed by one Sergeant on a part-time basis.

Administration

The Administrative Captain has six direct reports: the Administrative/Training Sergeant; the Dispatch Manager; the Parking Enforcement Manager; the Records Supervisor; the Police Social Worker; and the Accreditation/Community Outreach Coordinator. In addition to these functional areas, the Captain is responsible for the majority of the Department's non-patrol personnel as well as the Department's administrative functions, including recruitment and hiring, training, and field training. The Captain also serves as the Public Information Officer, handles media releases, and has daily scheduled briefings with the press.

One Sergeant is assigned as the Administrative/Training Coordinator, responsible for managing all training; the Sergeant also oversees uniform purchasing and distribution. State law requires sworn officers to complete 24 hours of in-service training annually, including two hours of firearms training, two hours of Physical Tactics and Use of Force training, and two hours of Police Vehicle Operation.[16] The Department conducts in-service training in nine three-day blocks each year, including eight to 10 hours of firearms training; members typically receive 30 to 40 hours of training annually. Newly hired officers attend an in-house Police Officer Training Course (POTC) for two weeks; 15 weeks of entry-level Police Academy training; and 12 weeks of field training under the oversight of a certified Field Training Officer. Officers typically attend the Indiana Law Enforcement Academy (ILEA) in Plainfield, Indiana; the Southwest Indiana Law Enforcement Academy in Evansville; or, when space permits, the IU Police Academy, although space is traditionally restricted to students enrolled in the University's Criminal Justice program.

The Central Emergency Dispatch Center serves as the Public Safety Answering Point (PSAP) for all 911 calls in Monroe County except the IU Campus, which has its own PSAP. The Center dispatches police, fire, and emergency medical resources countywide. It is staffed by one Telecommunications Manager, three Telecommunications Supervisors, and 29 Telecommunicators.

The Parking Enforcement Division employs one Parking Enforcement Supervisor, one Parking Enforcement Team Lead, and 10 Parking Enforcement Officers from 7:30 AM to 9:00 PM. The Division enforces on-street and off-street parking regulations, including areas in downtown Bloomington, neighborhoods, and parking areas for merchants, employees, and visitors in the City. It also oversees school crossings at the City's elementary schools. In 2019, Parking Enforcement staff issued 20,437 summonses; in 2018, it issued 31,770.

The Records Division is responsible for the production, maintenance, and storage of all police reports and crime data; creation and distribution of reports for internal and external agencies; and providing the public a central point of public access for non-emergency contact with the Police Department. Records also serves as the main answering point for the Department's non-emergency telephone lines. The Division is staffed by one Records Supervisor (currently vacant), one Assistant Records Supervisor, and 13 Records Clerks. The Division is staffed around the clock; from Monday through Friday, Records Clerks work shifts of 6:30 AM to 2:30 PM; 2:30 PM to 10:30 PM; and 10:30 PM to 6:30 AM. They are supplemented by a Clerk working 8:00 AM to 4:00 PM, a Front Desk Clerk who staffs the public window from 8:30 AM to 4:30 PM, and a Clerk assigned to preparation of the National Incident Based Reporting System (NIBRS) data from 8:00 PM to 4:00 AM. One Clerk is assigned to the Detective Division from 9:00 AM to 5:00 PM. On weekends, one Records Clerk is on duty per shift; they work 12-hour shifts.

Activity for the Records Division for 2019 is shown in the following table.

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[16] Indiana Code 5-2-1-9(g).

Table 4: Records Division Activity, 2019

Category	Incidents Processed
Initial Case Reports Processed	10,259
Supplemental Reports Processed	11,878
Accident Report Requests Processed	397
Limited Criminal Histories Processed	2508
Gun Permit Applications Processed	271
Public Access Requests Processed	2116
Public Fingerprinting Services	232
Towed Vehicle Releases	464
Shelter Referral Checks for Shelter Entry	332

The Police Social Worker, hired in 2019, is the first full-time social worker hired by a police department in the State of Indiana. The Social Worker's mission is to assist officers as they encounter individuals or families experiencing issues such as homelessness, mental illness, substance abuse, domestic violence, and child abuse; connect them with appropriate services before formal interaction with the criminal justice system; address their long-term needs; and reduce interaction with the police. During the last quarter of 2019, the Police Social Worker averaged 111 contacts and 12 referrals per month, as illustrated in the following table.

Table 5: Police Social Worker Activity, Fourth Quarter 2019

Month	Contacts	Referrals
October	97	14
November	102	13
December	133	9
Total	**332**	**36**

The Community Affairs and Accreditation Specialist manages the Department's Commission for Law Enforcement Accreditation (CALEA) Accreditation compliance; plans community engagement events; arranges for Police Officers and Department representatives to attend public events, meetings, school and scout troop visits, and similar events; and coordinates the Department's social media presence, maintaining presence on the Facebook, Twitter, Instagram, and Nextdoor platforms.

Facilities and Equipment

The Police Department operates from a standalone building located at 220 East Third Street. The Downtown Resource Officers are housed in a recently constructed building located in Switchyard Park at 1601 South Rogers Street. Central Dispatch is located at the Bloomington Transit Center. The Department also operates a training facility, which includes a firearms range, at 3230 South Walnut Street.

A detailed vehicle fleet inventory has not been made available. There is no formal vehicle replacement policy; funds are typically allocated for the replacement of approximately 14 vehicles annually. The Department determines which vehicles to replace based on mileage and maintenance history. Maintenance is performed by the City Garage. All supervisors – Sergeant through Chief of Police – are authorized take-home vehicles within Monroe County.

Historical Staffing

Overall staffing for the Police Department has increased by approximately 7% since FY2016. This increase has been primarily in civilian positions, with 5.65 positions added compared to the 4.00 sworn FTEs added. The following table shows the changes in sworn and civilian positions from FY2016 to FY2020.

Table 6: Department Staffing, FY2016 through FY2020

Authorized FTEs	FY2016	FY2017	FY2018	FY2019	FY2020	Percent Change FY2016 to FY2020
Sworn	101.00	100.00	102.00	103.00	105.00	4%
Civilian	32.85	34.35	35.35	38.35	38.50	17%
Total	**133.85**	**134.35**	**137.35**	**141.35**	**143.50**	**7%**

Sworn positions were at 105 FTEs in the FY2020 budget. Command staffing has increased by 1.0 FTE with the addition of a Sergeant in FY2020. Police Officer positions are classified as Officer First Class, Senior Police Officer, or Probationary Police Officer. Over the last five fiscal years, the Department has seen a shift to fewer Senior Police Officer positions and more Officer First Class positions. Based on the data provided by the City, one patrol position was added in each of the last three fiscal years. The following table shows the change in staffing for different sworn position types from FY2016 to FY2020.

Table 7: Sworn Staffing, FY2016 through FY2020

Sworn Positions	FY2016	FY2017	FY2018	FY2019	FY2020	Percent Change FY2016 to FY2020
Chief	1.00	1.00	1.00	1.00	1.00	0%
Deputy Chief	1.00	1.00	1.00	1.00	1.00	0%
Captain	2.00	2.00	2.00	2.00	2.00	0%
Lieutenant	4.00	4.00	4.00	4.00	4.00	0%
Sergeant	13.00	13.00	13.00	13.00	14.00	8%
Senior Police Officer	48.00	57.00	52.00	47.00	46.00	-4%
Officer First Class	32.00	22.00	29.00	33.00	36.00	13%
Probationary Police Officer	0.00	0.00	0.00	2.00	1.00	100%
Total	**101.00**	**100.00**	**102.00**	**103.00**	**105.00**	**4%**

Civilian positions have increased by 5.65 FTEs since FY2016. This increase has been primarily for the downtown workgroup, which added a Social Worker position and two Neighborhood Resource Specialist FTEs in FY2019. An Assistant Records Supervisor position was added in FY2017, and a position to lead community affairs and accreditation efforts was added in FY2018. The remaining increases were the creation of a part-time Evidence Clerk position and making a part-time Parking Enforcement Officer full-time. The below table shows the changes in staffing over time for civilian positions in the Department.

Table 8: Civilian Staffing, FY2016 through FY2020

Civilian Positions	FY2016	FY2017	FY2018	FY2019	FY2020	Percent Change FY2016 to FY2020
CAD/RMS Administrator	1.00	1.00	1.00	1.00	1.00	0%
Comm. Affairs & Accred. Spec.	0.00	0.00	1.00	1.00	1.00	100%
Crime Analyst	1.00	1.00	1.00	1.00	1.00	0%
Crime Scene Technician	2.00	2.00	2.00	2.00	2.00	0%
Custodian	1.00	1.00	1.00	1.00	1.00	0%
Evidence Clerk	0.00	0.50	0.50	0.50	0.50	100%
Executive Assistant	1.00	1.00	1.00	1.00	1.00	0%
Neighborhood Resource Specialist	0.00	0.00	0.00	2.00	2.00	100%
Office Manager	1.00	1.00	1.00	1.00	1.00	0%
Social Worker	0.00	0.00	0.00	1.00	1.00	100%
Parking Enforcement Supervisor	1.00	1.00	1.00	1.00	1.00	0%
Parking Team Leader	1.00	1.00	1.00	1.00	1.00	0%
Parking Enforcement Officer	9.85	9.85	9.85	9.85	10.00	2%
Records Supervisor	1.00	1.00	1.00	1.00	1.00	0%
Records Assistant Supervisor	0.00	1.00	1.00	1.00	1.00	100%
Records Clerk	11.00	11.00	11.00	11.00	11.00	0%
Records Front Desk Clerk	1.00	1.00	1.00	1.00	1.00	0%
Records Special Investigations Clerk	1.00	1.00	1.00	1.00	1.00	0%
Total	32.85	34.35	35.35	38.35	38.50	17%

Budget

The Police Department has seen regular increases in its annual budget, increasing by 22% between FY2016 and FY2020. These increases are primarily driven by personnel costs, associated with 5.65 additional FTEs and rising benefit and salary costs. Capital outlays are primarily equipment and patrol vehicle related. The following table shows the Department's budget trends since FY2016, focusing on the General Fund and Parking Meter Fund. These two funds account for all activities except for the Dispatch Center, which is not included in this report.

Table 9: Department Expenses – General and Parking Meter Funds, FY2016 through FY2020

Expense Category	FY2016 Actual	FY2017 Actual	FY2018 Actual	FY2019 Budget	FY2020 Budget	Percent Change FY2016 to FY2020
Personnel Services	$10,703,173	$11,350,546	$11,617,000	$12,175,930	$12,623,770	18%
Supplies	$423,421	$440,592	$588,759	$824,580	$609,089	44%
Other Services and Charges	$1,453,512	$1,522,266	$1,300,980	$1,981,068	$2,195,416	51%
Capital Outlays	$143,827	$440,487	$421,910	$126,000	$137,230	-5%
Total	$12,723,933	$13,753,891	$13,928,649	$15,107,578	$15,565,505	22%

Crime Statistics

The Police Department reports crime statistics through the FBI NIBRS and reports them locally in its Annual Public Safety Report. Annual Part I crimes for the past five years (2015 through 2019) are reported in the table below.

Table 10: City of Bloomington Crime Statistics, 2015-2019

Type of Crime	2015	2016	2017	2018	2019	Percent Change 2015-19	Percent Change 2018-19
Murder	2	3	3	2	2	0%	0%
Rape	43	46	78	47	73	+69.76%	+55.32%
Robbery	64	70	52	75	85	+32.81%	+13.33%
Aggravated Assault	204	250	311	337	429	+110.29%	+27.30%
Violent Crimes	**313**	**369**	**444**	**461**	**589**	**+88.18%**	**+27.77%**
Burglary	504	546	478	465	338	-32.94%	-27.31%
Theft	2028	2011	1940	1648	1575	-22.38%	-4.43%
Motor Vehicle Theft	148	147	166	131	109	-26.35%	-16.79%
Property Crimes[17]	**2680**	**2704**	**2584**	**2244**	**2022**	**-24.55%**	**-9.89%**

Overall, crime decreased by 4.7% in 2019. That decrease was driven by reductions in property crimes – Burglary, Theft, and Motor Vehicle Theft – all of which dropped by almost 25% during the five-year period and almost 10% during the most recent one-year period. However, the City has experienced significant increases in violent crime. Although the number of Murders has remained consistent, Rape, Robbery, and Aggravated Assault have increased. During 2019, the Department received 172 calls involving firearms and experienced an increase of 41.4% in the number of crimes committed with a firearm. Most violent crimes were not random; 49.7% of Aggravated Assaults involved domestic and interpersonal relationship violence, and in 80% of violent crimes, the victim and the assailant knew each other.[18]

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[17] Does not include arson.
[18] City of Bloomington Annual Public Safety Report, 2020.

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Analysis and Recommendations

The Bloomington Police Department provides a high level of service to residents, businesses, and visitors of the City. Interviews with Department personnel indicate a strong commitment to the work and mission of the Department. This Organizational Assessment of the Police Department indicates that it is a generally well-managed agency that is well-equipped to meet the demands of the policing environment. However, there are challenges with respect to sworn staffing levels and shift scheduling; there is an opportunity to refine the Department's focus on priority initiatives. This assessment is designed to highlight the things that the Department is doing well and provide a constructive path to improve operations, augment service delivery, and further strengthen the relationship between the Department and the community. In addition, the analysis reveals the appropriate staffing levels for the Police Department to handle its current workload and equip the Department with resources to align operations with the community's policing expectations.

The analysis and recommendations detailed in this report are organized under four topic areas: 1) Patrol Staffing, Scheduling, and Operations; 2) Investigative Staffing and Operations; 3) Support Services; and 4) Command and Administration.

Patrol Staffing, Scheduling, and Operations

The Patrol function of the Bloomington Police Department provides the core service of the Department: proactive patrol and response to calls for service. The Patrol function is staffed with 67 total Patrol Officers; 61 Patrol Officers are assigned to three shifts, and each shift is overseen by one Patrol Lieutenant and three Patrol Sergeants. One Lieutenant is assigned to each shift, and Sergeants are assigned to one of three teams on each shift. The minimum shift staffing is eight Officers for Shift 1, 10 Officers for Shift 2, and nine Officers for Shift 3.

There is also a Downtown Resource Unit that consists of six Patrol Officers and one Sergeant. Officers work 8.5-hour shifts in a six-day-on/three-day-off rotation. Downtown Resource Officers work two shifts: 7:00 AM to 3:30 PM and 12:30 PM to 9:00 PM.

In total, there are 80 sworn officers, including Patrol Officers, Sergeants, and Lieutenants, who are assigned to Patrol. The recommendations in this section analyze the current shift model and staffing configurations and make recommendations to best support the Department's proactive and community policing efforts.

Proactive Policing Target
Recommendation 1: Develop a proactive policing target for Patrol operations.
Determining the appropriate patrol staffing level for a Police Department is a complex task that depends on multiple factors unique to each community. Defining the appropriate number of officers is impacted by the population, density, crime trends, traffic patterns, socioeconomic character, and the presence of cultural, educational, or medical institutions. There is a necessary balance between ensuring that public safety organizations are staffed, equipped, and trained to respond to whatever they may face and the community's ability to fund those needs. The City of Bloomington is no different. Policing needs are driven by the mix of businesses downtown, the presence of IU as a major institution as well as the off-campus impact of the academic community, the service level expectations of the City's residents, and the policy determinations of elected officials.

In patrol, the widely accepted industry best practice is to ensure that Officers have time available to perform proactive policing. This is compared to reactive policing, where an agency is responding to an incident after it has occurred. Reactive policing – response to calls for service – is typically the largest and most easily quantified part of the patrol workload, and therefore is often a primary factor in determining staffing levels. However, when analyzing patrol staffing, it is appropriate to identify the level of staff necessary to ensure reactive needs are met while allowing Officers the time to also perform the level of proactive policing desired by the community.

The International Association of Chiefs of Police (IACP) is a non-profit organization dedicated to advancing the policing profession through advocacy, research, and education. IACP publishes best practices and provides guidance to police departments across the country. IACP has established a best practice guideline for patrol that balances time equally between responding to calls for service, performing proactive policing measures, and administrative responsibilities. This means that 33% of a Patrol Officer's time should be available for proactive policing. This type of policing is also referred to as Community Policing, Problem Solving Policing, Data-Driven Policing, or some other term, but the goal is largely the same: to provide sufficient time for Patrol Officers to establish relationships with the community, identify problem areas or conditions, gather intelligence, and show police presence. This type of work might include targeted patrols like narcotics or traffic enforcement, as well as direct engagement and outreach to residents, businesses, or other community institutions.

Although the IACP guideline calls for a target of 33% for proactive time, additional factors may impact this data-driven analysis of patrol staffing levels. For example, communities may desire a higher level of proactive policing or ask their officers to participate in special initiatives or teams that require a higher level of staffing than the 33% rule would indicate. On the other hand, some communities choose to staff at a lower level of proactive policing, due to budget constraints or the work of specialized units that focus on community policing efforts. These are all viable approaches and reflect the service dynamics in a particular community. Many communities are unable to meet the 33% standard; their staffing level is ultimately based on assessment of workload demand, the community's service level expectations, and fiscal sustainability.

Fluctuation in workload – whether by hour, day, or season – must also be considered. A college town, like Bloomington, can vary considerably during the summer months when school is out of session, and special policing needs may be required during football or basketball season. Some communities see major spikes in activity during late night hours due to activity at bars and clubs; others see spikes during school drop-off and pickup hours.

Another general consideration is geography. A certain number of officers may be enough to meet the average calls for service workload, but additional officers may be needed to provide adequate backup, visibility, and availability for emergency response. Policy determinations regarding staffing should consider that need for adequate and timely backup given the size of a community and presence of any geographical barriers. Geographical size is relevant in Bloomington, which covers an area of 23.16 square miles. In addition, heavy traffic flows during different parts of the IU school year and winter weather driving conditions are the sorts of impact that should be considered.

The Bloomington Police Department does not have a formally adopted proactive policing target. The Department should define proactive policing goals and make structure, deployment, and staffing decisions to align with those goals. This should incorporate the work of the Downtown Resource Unit and other specialized assignments that impact the proactive policing done in the community. To analyze the

appropriate staffing level, this assessment applied the IACP best practices guideline of 33% of time spent on proactive policing. However, the City of Bloomington may choose to adopt a higher target of proactive policing to reflect the policy desires of the community and to generate additional capacity for community engagement. Increasing this target would have an impact on the number of Patrol Officers needed to respond to reactive calls for service. It may also determine that a lower target may be appropriate to meet community expectations, that services may be provided through alternate means, or that the 33% target is beyond the level that the City can fund. However, the 33% target is a generally accepted standard that provides sufficient staffing to efficiently meet a municipality's calls for service workload, patrol officers' administrative workload, and the need to engage in proactive policing and incorporate community outreach into officers' daily work. It is used in this analysis to provide a basis for identifying an ideal staffing model.

Recommendation 2: Adjust patrol staffing and deployment to allow greater focus on community and proactive policing.
Determining the appropriate patrol staffing level starts with understanding the workload profile for Bloomington. Any proactive policing target will be dependent upon the amount of time spent on reactive policing. A community's workload is both the volume of calls for service that Patrol Officers respond to and the length of time spent on those calls. The City provided data from the Computer Aided Dispatch (CAD) system for the calendar year 2019, which included approximately 55,000 calls for service involving the Police Department. The time spent on each call was analyzed by using the time from when an Officer was dispatched to a call to when the Officer marked the call as cleared. To determine the time spent on reactive policing, call types were marked as reactive or proactive, and this was confirmed with Department staff. Reactive calls were then analyzed by the hour of the day they were received.

The following figure shows the call workload profile for Bloomington and the number of hours Officers spent on calls for service by the hour of the day.
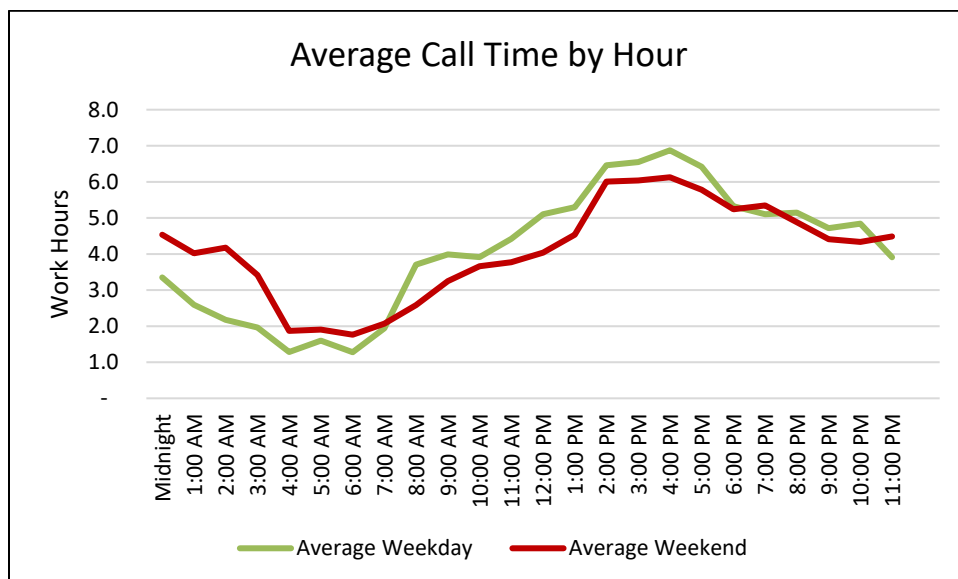

Figure 3: Average Time Between Call and Incident Close by Hour

Calls for service begin to increase around 8:00 AM and climb steadily until 2:00 PM when they remain high until around 11:00 PM. Call volume tends to be higher on the weekend for the late night and early morning

hours of the day, reflecting the nature of Bloomington as a college town with an active downtown. The lowest volume of calls occurs between 4:00 AM and 7:00 AM.

The number of Patrol Officers necessary to respond to the calls for service volume can be calculated using this call workload profile and the IACP standard of evenly splitting Patrol Officers' time between reactive policing, administrative demands, and proactive policing. Using this standard, on average, an Officer has 20 minutes available each hour to respond to calls for service. This calculation was done on the Bloomington workload profile, and the following table shows the number of Patrol Officers necessary to respond to the calls for service demand by hour of the day and day of the week.

Table 11: Officers Needed to Meet 33% Proactive Policing Target

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Midnight-1:00 AM	9.7	11.2	11.7	7.6	10.3	14.3	16.3
1:00 AM-2:00 AM	7.2	7.3	8.6	8.1	9.6	12.7	13.9
2:00 AM-3:00 AM	6.7	4.7	6.3	8.4	9.0	11.1	17.5
3:00 AM-4:00 AM	7.6	5.2	5.6	5.2	8.3	12.0	10.5
4:00 AM-5:00 AM	3.1	3.6	4.8	3.9	3.9	6.8	6.1
5:00 AM-6:00 AM	5.8	5.3	4.6	3.5	6.1	6.3	4.8
6:00 AM-7:00 AM	5.0	4.5	3.6	2.2	5.7	6.7	3.5
7:00 AM-8:00 AM	4.8	5.7	6.6	6.2	8.0	6.9	3.7
8:00 AM-9:00 AM	10.0	9.0	16.1	9.3	9.6	6.8	6.8
9:00 AM-10:00 AM	12.1	11.8	13.9	10.0	12.1	8.2	8.9
10:00 AM-11:00 AM	11.9	11.4	11.2	12.4	14.5	11.0	7.5
11:00 AM-12:00 PM	12.7	13.1	14.2	13.0	15.0	10.4	8.5
12:00 PM-1:00 PM	15.7	14.0	14.9	16.7	15.8	10.1	10.4
1:00 PM-2:00 PM	17.0	14.2	16.3	16.1	18.4	12.3	10.2
2:00 PM-3:00 PM	18.0	19.4	20.0	20.1	24.0	15.8	14.3
3:00 PM-4:00 PM	21.1	20.1	18.0	19.4	24.0	16.3	14.0
4:00 PM-5:00 PM	21.3	20.2	20.0	21.0	22.8	17.6	14.7
5:00 PM-6:00 PM	22.0	18.9	18.3	17.9	22.4	14.7	14.9
6:00 PM-7:00 PM	17.4	15.8	15.6	15.1	16.2	16.2	14.8
7:00 PM-8:00 PM	14.2	16.3	15.6	15.1	18.2	15.9	14.0
8:00 PM-9:00 PM	15.8	14.5	14.4	17.1	14.7	16.6	12.6
9:00 PM-10:00 PM	14.6	12.5	13.5	16.0	14.1	13.5	12.1
10:00 PM-11:00 PM	13.9	12.5	15.4	16.3	15.8	12.4	10.8
11:00 PM-Midnight	12.4	11.1	10.7	12.7	14.9	16.3	9.2

The number of officers required can vary significantly depending on the hour of the day and day of the week. For example, the average number of Officers required to meet the 33% target almost triples between 6:00 AM and 7:00 AM on Thursdays. It would not be feasible for the actual staffing levels of a Police Department to fluctuate with the calls for service. The ultimate goal of this analysis is to determine the appropriate staffing levels and shift schedule to allow for adequate response time during hours of high workload and avoid overstaffing during hours of low demand.

Comparing this workload to the current minimum staffing levels for the Department shows the alignment of staffing with the demand from calls for service. This suggests that Officers have little time for proactive policing during the second shift and inconsistent capacity during the first and third shifts. In other words, on an average day between 8:00 AM and Midnight, there is little capacity for community engagement and proactive policing. The following figure shows the number of Officers required by hour of the day for weekday and weekend, as well as the current minimum staffing.
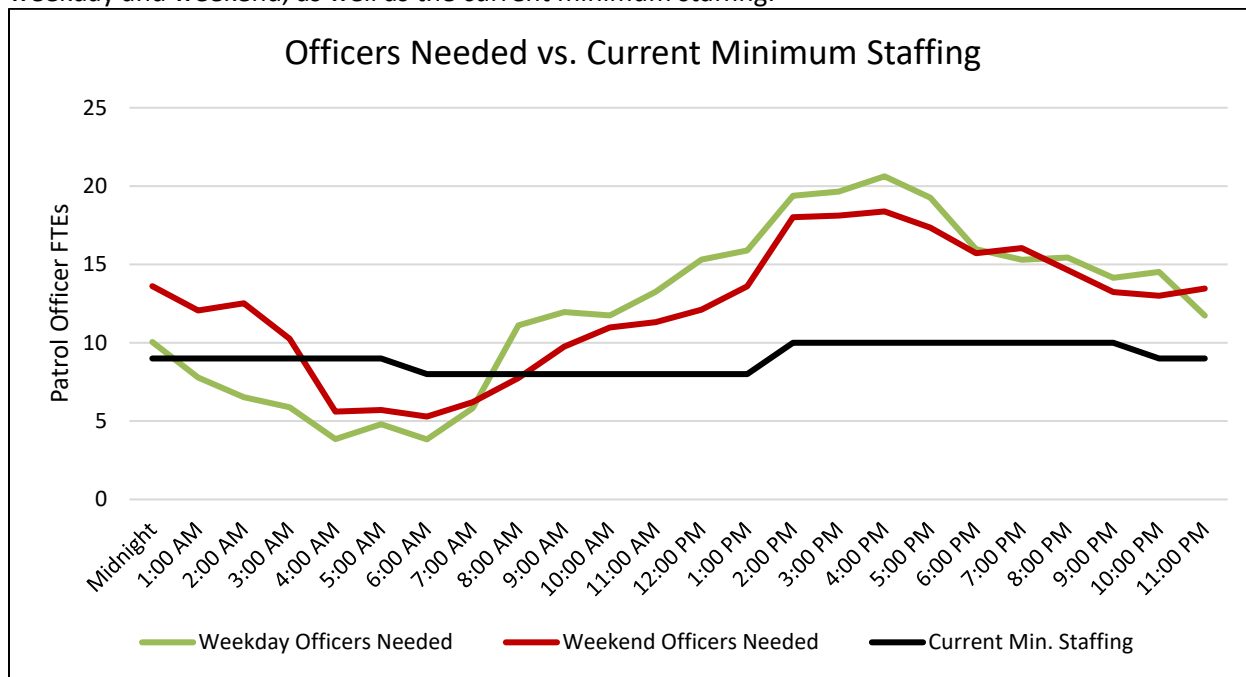

Figure 4: Officers Needed vs. Current Minimum Staffing by Hour

Another factor that impacts the staffing level necessary to meet proactive policing efforts is the amount of leave used and training necessary for Patrol Officers. Officers are unavailable to respond to calls for service or complete proactive policing initiatives when in training or using vacation or sick leave. To factor in this leave, a staffing factor is calculated and applied to the analysis. A staffing factor is a calculation of the number of FTEs that must be hired to fill each shift position when accounting for leave and training. According to data provided by the Department, Sworn Officers have averaged 158 hours of training a year for the last two calendar years and averaged 323 hours of Benefit Leave usage in 2019.[19] This results in Officers being unavailable for patrol about 481 hours a year. For the current 8.5-hour schedule, that results in about 57 shifts where an Officer is unavailable. These shifts still need to be covered, so additional staffing is necessary to fill patrol needs based on training and leave usage.

This calculation will vary depending on the shift schedule and the Officers assigned to each shift. For the current shift assignments, the staffing factors vary, with a higher factor for Shift 1 likely due to Officers with seniority who can accrue more Benefit Leave compared to less tenured Officers assigned to other shifts. This is because shift assignments are tied to seniority in the current labor agreement, so more senior officers tend to choose the day shift. The following table shows the staffing factor by shift. Overall, a little less than two FTEs are needed to ensure a single shift position is adequately covered when accounting for leave and training.

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[19] "Benefit Leave" is the term utilized by the Department to describe vacation or paid time off.

Table 12: Staffing Factor by Shift with Minimum Staffing

8.5-Hour Shift Schedule	Staffing Factor
Shift 1: 5:30 AM - 2:00 PM	2.01
Shift 2: 1:30 PM - 10:00 PM	1.87
Shift 3: 9:30 PM - 6:00 AM	1.98
Total	1.95

Having analyzed the Department's workload profile and staffing factor, it is next necessary to evaluate what staffing levels are required to meet the 33% proactive policing guidelines under the current shift schedule and alternative schedule arrangements. Specifically, the staffing implications under the current 8.5-hour schedule, an 8-hour schedule, a 10-hour schedule, and a 12-hour schedule were analyzed. The analysis detailed below uses the Department's current patrol capacity, excluding the Downtown Resource Unit, when comparing the staffing impacts of the different alternatives. The Downtown Resource Unit performs a specialized function for the City around homeless outreach and problem solving, so they cannot be factored into standard patrol response. The patrol staffing level excluding the Downtown Resource Unit is 61 Patrol Officers and nine Patrol Sergeants. Lieutenants are not considered response officers, so they are excluded from the patrol staffing analysis.

Staffing Requirements Under the Current 8.5-Hour Schedule
To consistently achieve a 33% proactive policing target and accommodate leave usage, the staffing target per shift would increase under the current 8.5-hour schedule. A target of 11 Officers for Shift 1, 18 for Shift 2, and 10 for Shift 3 would be needed. In total, this would require 77 positions, an increase of 16 patrol FTEs from the current Patrol Officer staffing level.

Table 13: Personnel Required to Meet 33% Proactive Policing Target Under 8.5-Hour Shift Schedule

8.5-Hour Shift Schedule	Target Staffing Per Shift	Total Officers Required to Meet Target
Shift 1: 5:30 AM - 2:00 PM	11.00	23.00
Shift 2: 1:30 PM - 10:00 PM	18.00	34.00
Shift 3: 9:30 PM - 6:00 AM	10.00	20.00
Total	39.00	77.00

This staffing increase would allow the Department to increase its capacity for proactive policing, and the same number of Patrol Sergeants would be necessary. The following figure shows how the target staffing level under the current 8.5-hour schedule pairs with calls for service workload.
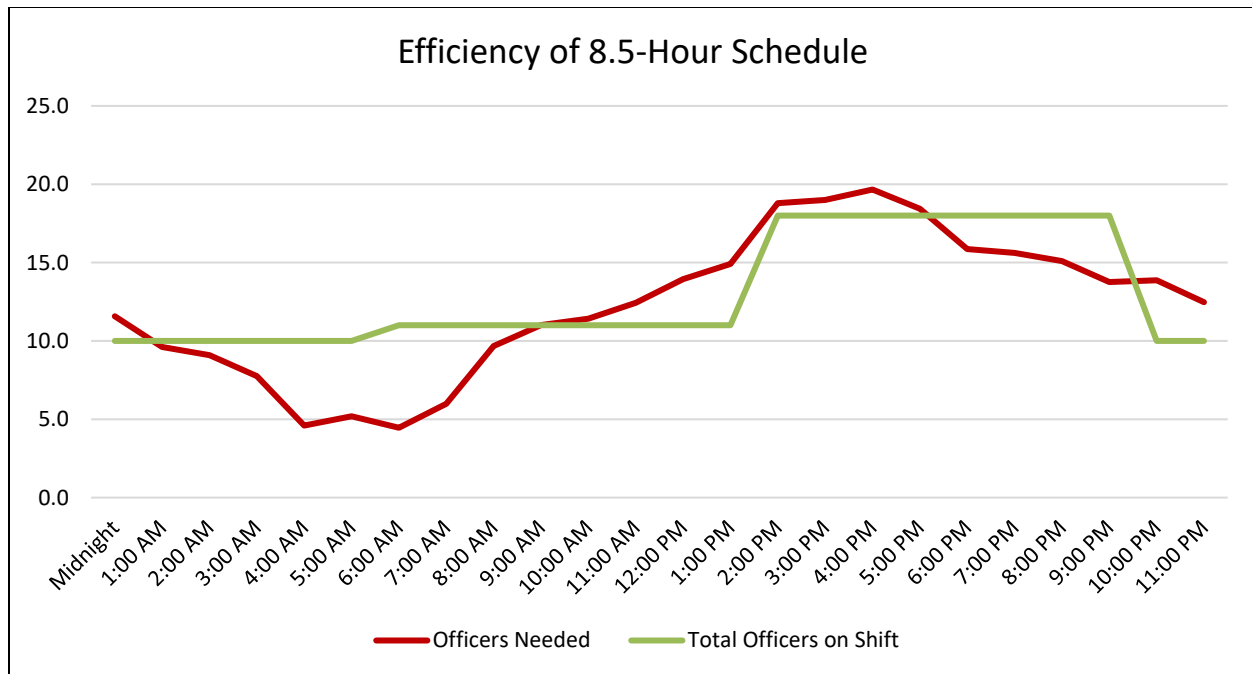
Figure 5: Efficiency of 8.5-Hour Schedule to Meet 33% Proactive Policing Target

The cost impact of adding Patrol Officers is important to consider. Based on the FY2020 adopted budget data provided by the Department, a vacant Officer First Class position is budgeted at a salary of $52,916 with $12,574 in benefits for a total annual cost of $65,490. Therefore, adding 16 Patrol Officers would cost the City $1,047,840 annually.

Staffing Requirements Under 8-Hour Shift Schedule
A common shift schedule in policing is an 8-hour schedule, which could be applied in Bloomington. The shift pattern would change from the current six days on, three days off to a shift pattern of five days on, two days off. The start times for shifts and minimum shift levels would change under this scenario as well. Shift 1 would begin at 7:00 AM and require a daily target of 13 FTEs; Shift 2 would begin at 3:00 PM and require a daily target of 17 FTEs; and Shift 3 would begin at 11:00 PM and require a daily target of 7 FTEs. To best match the workload profile in Bloomington, this shift would also require a 10-hour weekend power shift. A power shift is a supplemental shift with start and end times that do not coincide with regular shifts. Power shifts allow departments to add capacity during peak workload periods while avoiding the need to overstaff shifts during low workload periods. The power shift would begin Thursday at 2:00 PM and require a staffing target of four Patrol Officers per shift. The shift pattern for the 10-hour power shift would be four days on (Thursday through Sunday) and three days off (Monday through Wednesday). The following table shows the target staffing per shift, along with the total officers required to meet that target.

Table 14: Personnel Required to Meet 33% Proactive Policing Target Under 8-Hour Shift Schedule

8-Hour Shift with 10-Hour Weekend Power Shift Schedule	Target Staffing Per Shift	Total Officers Required to Meet Target
Shift 1: 7:00 AM - 3:00 PM	13.00	24.00
Shift 2: 3:00 PM - 11:00 PM	17.00	32.00
Shift 3: 11:00 PM - 7:00 AM	7.00	13.00
Power: 2:00 PM - Midnight	4.00	6.00
Total	41.00	75.00

Though this schedule alternative calls for fewer total staff than the current shift schedule, an increase of 14 FTEs would still be required. There are also periods in the afternoon when staffing levels are insufficient to meet the proactive policing guideline. The following figure demonstrates that trend.
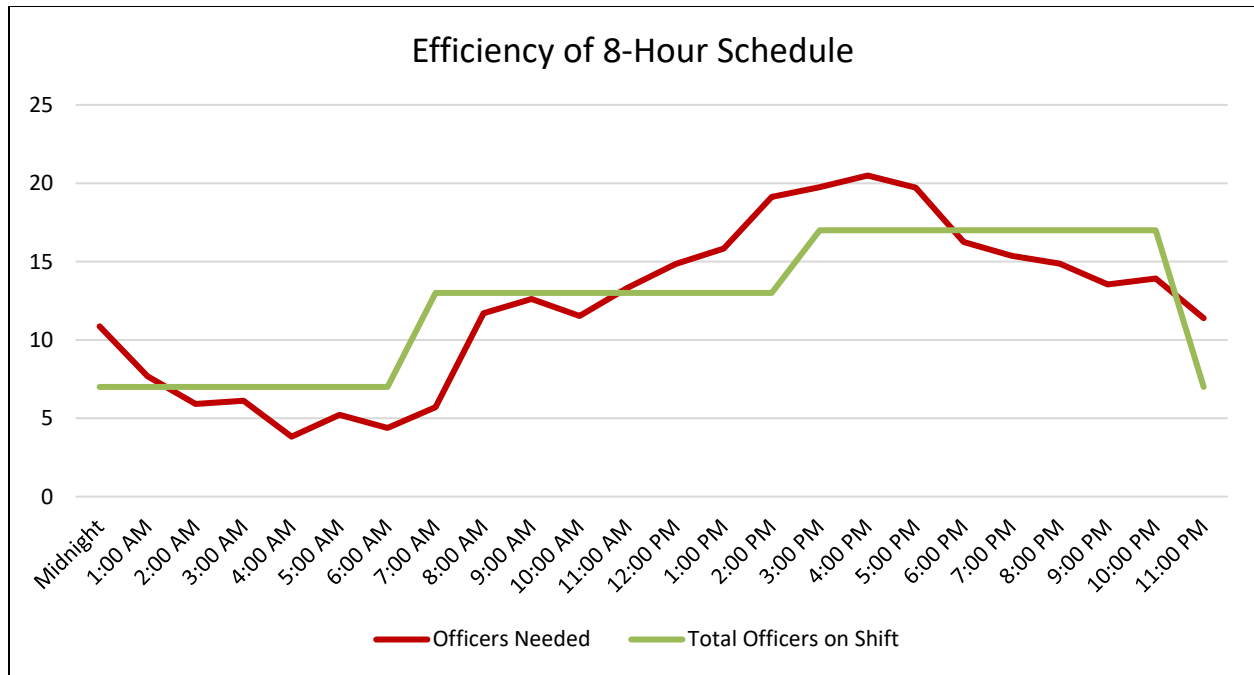
Figure 6: Efficiency of 8-Hour Schedule to Meet 33% Proactive Policing Target

However, the application of a power shift better equips the Department to provide increased proactive coverage between noon and 5:00 PM and allows for enhanced coverage during late-night weekend periods. Since weekend days tend to have higher call volume, this additional shift allows for the Department to keep up with calls for service as they peak in the afternoon and continue through the evening. The following figure shows the effect of the power shift.

Figure 7: Efficiency of 8-Hour Schedule with Power Shift to Meet 33% Proactive Policing Target

This scheduling alternative would require 14 additional Patrol Officer positions from the current level of 61 FTEs. Due to the power shift, an additional Patrol Sergeant position would also be needed to support this staffing schedule. Each Patrol Officer position is budgeted at $65,490, including both salary and benefits, and according to the FY2020 adopted budg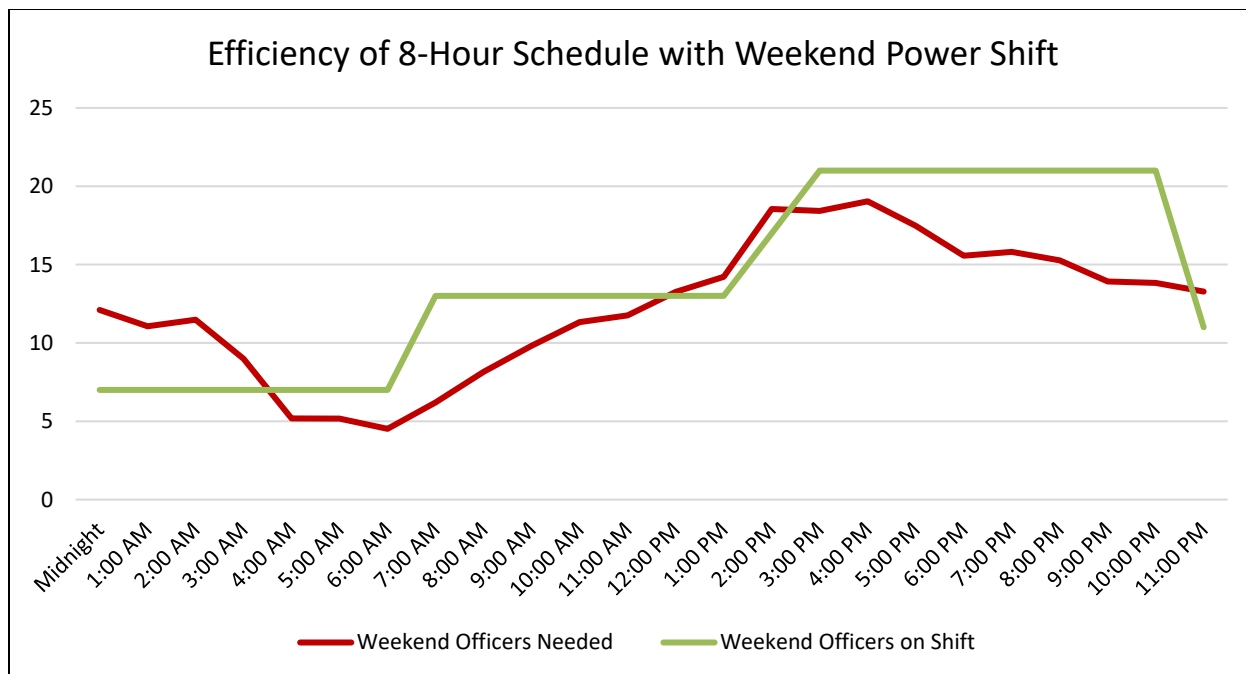et, the lowest Patrol Sergeant salary is $66,589 with $12,772 in benefits for a total cost of $79,361. Therefore, the cost to implement the 8-hour staffing schedule would be $996,221 annually.

Staffing Requirements Under 10-Hour Shift Schedule
Another common shift schedule in policing is a 10-hour schedule with a rotation of four days on, three days off. A 10-hour schedule produces shift overlap every day and also provides shift team overlap days where staffing is doubled. This can be particularly useful in a Department like Bloomington that has a high training commitment. Converting to a 10-hour schedule in Bloomington would require nine additional Patrol Officers to meet the 33% proactive policing target consistently. The following table shows the adjusted target staffing level on each shift and the required number of Patrol Officers to meet that target and accommodate leave.

Table 15: Personnel Required to Meet 33% Proactive Policing Target with 10-Hour Schedule

10-Hour Shift Schedule	Target Staffing Per Shift	Total Officers Required to Meet Target
Shift 1: 7:00 AM - 5:00 PM	11.00	26.00
Shift 2: 2:00 PM - Midnight	12.00	28.00
Shift 3: 9:00 PM - 7:00 AM	7.00	16.00
Total	**30.00**	**70.00**

The following figure illustrates how closely the 10-hour shift schedule would align with the workload demands by hour. Though there are short periods when the officers' capacity to engage in proactive policing will be limited, this schedule generally pairs well with the Department's workload profile. It also provides the opportunity to focus training on overlap days, thereby limiting the need to staff shifts with overtime or reduce training commitments.
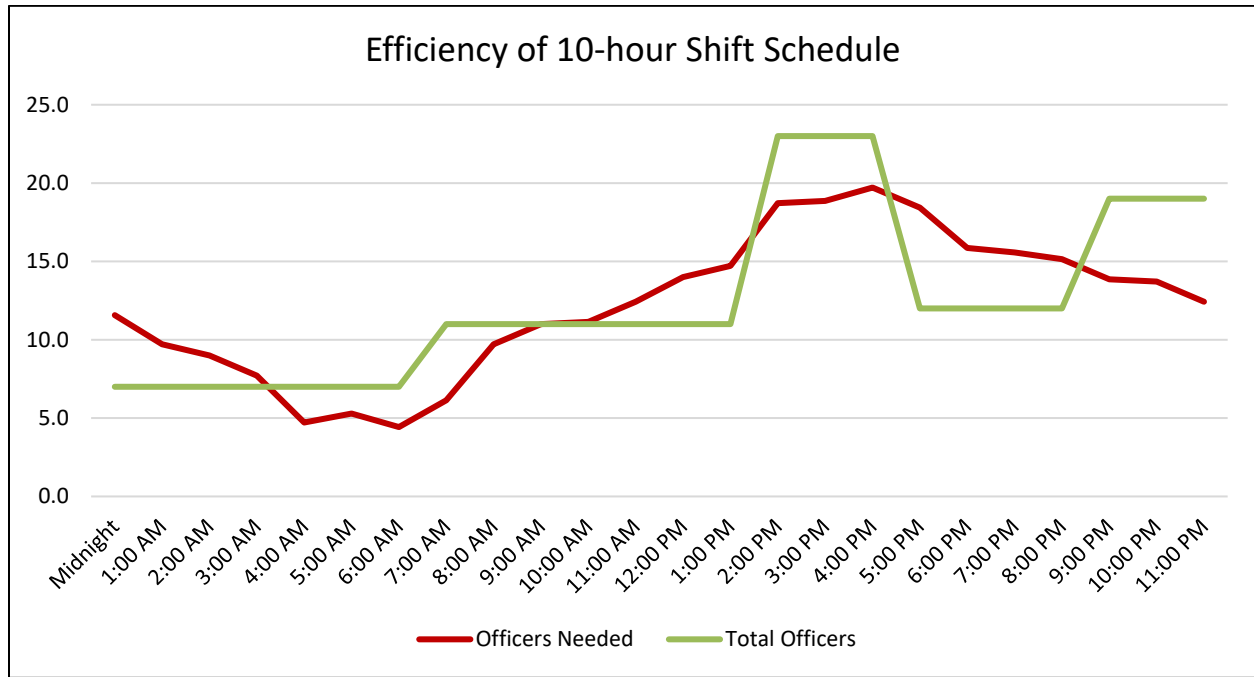

Figure 8: Efficiency of 10-Hour Schedule to Meet 33% Proactive Policing Target

The 10-hour shift schedule requires a total of 70 officers, an increase of nine FTEs from the current patrol staffing level, and would only require eight Patrol Sergeants due to the reduced number of shift teams under this staffing model. The additional Patrol Officers would cost $589,410 annually, including both salary and benefits. However, the reduction of a Sergeant position represents a savings of $79,361 annually, based on the current minimum Sergeant personnel cost in the FY2020 adopted budget. Overall, this staffing alternative represents a total cost of $510,049 to the City.

Staffing Requirements Under 12-Hour Shift Schedule
The final staffing alternative to consider is a 12-hour shift schedule, which is also commonly used in policing. This schedule is efficient but does not have any overlap in shifts, so training or meetings would require the use of overtime to complete. Like the 8-hour shift schedule discussed previously, to better reflect the workload demands in Bloomington, a 10-hour weekend power shift was incorporated to allow for the Department to meet the needs of the community during peak workload periods. Implementing this staffing schedule would require 12 additional FTEs from the City's current level of 61 FTEs. The following table shows the target staffing per shift to meet the 33% target and the number of Patrol Officers required to meet that minimum.

Table 16: Personnel Required to Meet 33% Proactive Policing Target with 12-Hour Schedule

12-Hour Shift with 10-Hour Weekend Power Shift Schedule	Target Staffing Per Shift	Total Officers Required to Meet Target
Day: 7:00 AM - 7:00 PM	15.00	39.00
Night: 7:00 PM - 7:00 AM	10.00	26.00
Power: 2:00 PM - Midnight	6.00	8.00
Total	31.00	73.00

The following figure shows how the 12-hour shift schedule pairs with demand during weekdays without the power shift. This demonstrates that the 12-hour alternative creates more capacity to meet the 33% proactive policing threshold throughout both shifts but that proactive capacity becomes limited between the hours of 1:00 PM and Midnight. This trend suggests that adding a power shift is appropriate.
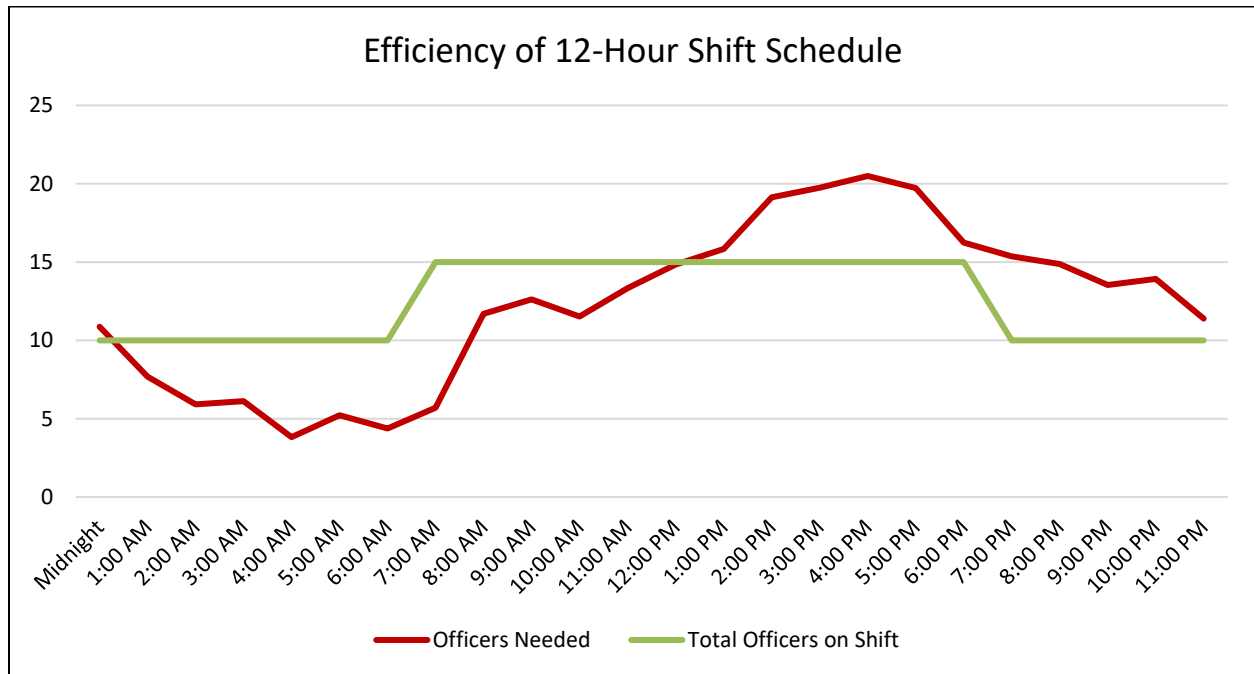
Figure 9: Efficiency of 12-Hour Schedule to Meet 33% Proactive Policing Target

Based on the City's calls for service profile, applying a 10-hour power shift Thursday to Sunday beginning at 2:00 PM would provide enhanced proactive capacity and allow the Department to better respond to weekend workload increases. This would also permit the Department to staff fewer individuals on the daily 12-hour shifts because the power shift is available to absorb peak workload periods. The following figure shows how this additional power shift allows the Department to keep up with peak demand in the afternoon and late evening.
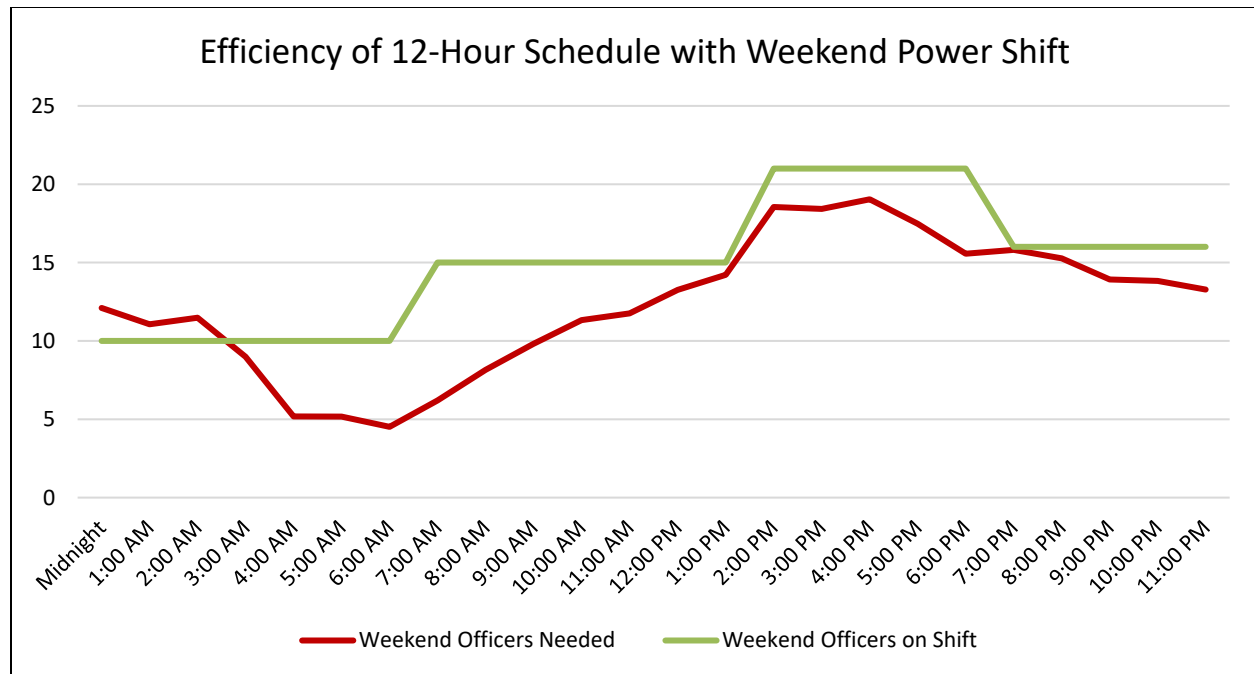
Figure 10: Efficiency of 12-Hour Schedule with Power Shift to Meet 33% Proactive Policing Target

The 12-hour shift schedule with a weekend power shift would require 12 additional Patrol Officers and the same number of Patrol Sergeant positions. The financial impact of implementing this staffing schedule would be $785,880 annually.

Comparison of Shift Alternatives

There are several factors to consider when evaluating the suitability of various shift schedule alternatives. A patrol shift schedule should pair well with a Department's calls for service workload profile and maximize the availability of Officers for proactive policing during periods of the day when that type of policing is most effective. It should also ensure that there is adequate supervisory coverage and that Officer safety considerations are fully considered. A patrol shift schedule should seek to balance the work-life considerations for Officers, where possible. Lastly, the cost of various schedule options must also be considered.

The Department has historically operated under an 8.5-hour patrol schedule configuration. The advantage of 8.5-hour configurations is that they limit the number of consecutive hours that officers are on duty each day, and they better allow officers to engage in personal matters outside of their normal shift hours. However, the shift does not pair well with Bloomington's patrol demand profile and requires the most officers to achieve proactive policing goals.

The 10-hour schedule offers many of the same advantages as the 8.5-hour alternative. Though the daily work hours are increased, officers have more days off, which is often viewed favorably. The 10-hour shift alternative also provides ample opportunity for training in a way that does not disrupt daily operations. The 12-hour schedule is typically the most cost-effective, although the need for an additional power shift in Bloomington adds cost. However, there is no shift overlap, and Officer's workdays are long, even though they will also have access to more days off than under the 8- and 10-hour alternatives. The 12-hour

schedule can be particularly challenging for night shift officers who work 12 hours and must attend court the following day.

The factors that impact officer experience are important to consider, but it is also important to ensure that a shift schedule meets the needs of the department and the City. The current shift schedule is the least efficient alternative when viewed within that framework. It requires the most officers to meet proactive policing targets. By comparison, the 10-hour schedule requires the fewest number of officers to achieve the 33% proactive policing target and offers the added benefit of creating opportunity for regular, designated training periods. However, it is important to note that departments often fail to take advantage of this benefit. Departments that use a 10-hour schedule will often use the shift overlap days as time for officers to take vacation days rather than complete required training. It is certainly appropriate to use this time as an opportunity for leave usage; however, the priority must always be to attain training goals before offering allowances for time off. Otherwise, the major value of the 10-hour schedule is lost. The 12-hour schedule with a power-shift alternative also pairs well with Bloomington's patrol demand profile and is less costly to implement than the current schedule.

Regardless of the option applied, additional personnel are needed to meet proactive policing guidelines. However, changes in the Department's deployment approach may also offer the advantage of increased proactive capacity. As such, it is appropriate to revise the patrol deployment schedule as a means to improve proactive policing capacity and work toward increasing patrol staffing as resources allow. The following table summarizes the staffing requirements for each alternative, as well as the total estimated cost. Attachment A summarizes staffing levels by shift for each schedule alternative. Changing the current 8.5-hour schedule to one of the alternatives would require negotiating a change to the contract with the Police union.

Table 17: Comparison of Personnel Requirements for Each Shift Alternative

Staffing Options	Total Officers Required	Additional Officers Required	Additional Sergeants Required	Estimated Annual Cost Impact
Current 8.5-Hour Schedule	77.00	16.00	0.00	$1,047,840
Staffing Requirements for Shift Alternatives				
8-Hour Schedule with Weekend Power Shift	75.00	14.00	1.00	$996,221
10-Hour Schedule	70.00	9.00	-1.00	$510,049
12-Hour Schedule with Weekend Power Shift	73.00	12.00	0.00	$785,880

In addition, it is also important to emphasize that the patrol analysis detailed above **does not** assume that the six Downtown Resource Officers (DRO) and one DRO Sergeant are included in the existing patrol staffing count since they are currently a specialized unit. However, the Unit's focus is to provide community and proactive policing. With increases in general patrol staffing, Patrol Officers will have greater capacity to focus on these priority issues and, as such, one option that the Department should consider is rolling the DROs into the general patrol count. Currently, the DROs operate as a special unit that is responsible for specialized tasks and, as a result, does not respond to normal calls for service unless patrol shift staffing and workload necessitate. This would, in effect, create an opportunity to reduce additional patrol staffing needs by 6 FTE and allow for the redistribution of the DRO Sergeant to other priority duties. Other efforts to provide crisis services for people in need, such as adding Neighborhood Resource Officers or Community Resource Officers, will also reduce patrol time on calls for service,

enhance availability for proactive policing, and create alternatives to incarceration. This is discussed further in Recommendation #3.

Alternative Patrol Assignments
Recommendation 3: Expand the number and duties of Neighborhood Resource Officers.
One of the goals in structuring a police department is to ensure that sworn personnel are focused on those duties for which a sworn officer is needed – patrol, investigation, and enforcement of the law – and that non-enforcement positions are filled by non-sworn personnel whenever possible. The Bloomington Police Department has done an outstanding job in that regard. In fact, aside from the command staff, only one sworn member is assigned to an administrative position – the Administrative/Training Sergeant. Since the position involves the development and delivery of training, procurement of equipment utilized by officers, and involvement in the hiring, training, and assessment of newly hired officers, it is an appropriate assignment for a sworn member. All non-enforcement functions – dispatch, records, crime analysis, accreditation and community outreach, parking enforcement, office management, evidence and property management, and the processing of crime scenes – are performed by non-sworn members. Consequently, most of the Department's needs for additional staff require the hiring of sworn Police Officers. In that regard, it is important to note the alternative assignments the Department has employed, including one that can potentially be broadened to alleviate some portion of the patrol workload.

The six Downtown Resource Officers, supervised by a Sergeant, are sworn officers who focus on establishing rapport with the homeless population and referring them for services as needed. As noted, they have found success in wearing uniforms and driving vehicles distinct from those of the Patrol staff: white shirts vs. the standard blue and white cars with black lettering including the "Downtown Resource Officer" legend vs. the standard black and white patrol fleet scheme.

The Police Social Worker's mission, as a civilian trained mental health professional, is to assist officers as they encounter individuals or families experiencing issues such as homelessness, mental illness, substance abuse, domestic violence, and child abuse; connect them with appropriate services before formal interaction with the criminal justice system; address their long-term needs; and reduce interaction with the police.

The work of the Downtown Resource Officers and the Police Social Worker is complemented by two Neighborhood Resource Specialists. They are non-sworn employees who work in modified uniforms and drive white vehicles marked "Neighborhood Resource Officer." They attend community events, such as homeowners' association meetings, and respond to complaints to give residents an opportunity for personal contact and to identify long-term solutions. Both work Monday through Friday; one is scheduled from 8:00 AM to 4:00 PM and one from noon to 8:00 PM. Although it is a relatively new position that is still being refined, it has the potential for expansion.

The work performed by the Downtown Resource Officers, the Police Social Worker, and the Neighborhood Resource Officers meshes well to create a multi-faceted approach to homeless outreach and similar issues. The Neighborhood Resource Officers are utilized in what is basically a traditional community policing function: attending meetings and reaching out to residents to hear their complaints, identifying the underlying conditions, and formulating plans to address them. They are essentially conducting "problem-solving policing;" they do not perform enforcement work but rather identify the root causes of conditions and develop long-term solutions. They also take crime reports regarding incidents that do not require the collection of evidence. In that way, they perform a role generally described as "Community Support Officer" in many municipalities.

Many communities use Community Support Officers (CSOs) to perform tasks that do not require the services of a sworn police officer, freeing officers to focus on other duties. The scope of the CSO function varies by jurisdiction but includes such things as taking reports of crimes in the past; taking accident reports not involving injury; performing traffic control at accident scenes; attending to disabled vehicles; providing non-criminal fingerprinting services; conducting park patrol; transporting evidence; arranging for maintenance of Department vehicles; staffing the reception window; and assisting with clerical tasks. The scope of the position can be expanded to include a variety of non-enforcement functions. They can also be used, as they currently are, for community outreach duties. However, it is important to note that although Neighborhood Resource Officers or CSOs can be used in that role, it is critical for Police Officers to engage in community outreach as a routine part of their duties. Successful policing is a partnership with the community, and that partnership requires that residents and business owners know their Police Officers and that the officers know them.

The CSO position is used by many Departments as a recruitment tool; people interested in pursuing a police career can learn about the profession firsthand by working part-time alongside Police Officers, and the Department has a unique opportunity to evaluate their performance before hiring them. It can also be a full-time career position.

The Department should expand the scope of the Neighborhood Resource Officer position to include non-enforcement related duties that will enable sworn officers to focus on tasks that require the involvement of a sworn officer. However, it should be noted that while this will reallocate some calls for service and enhance the efficiency of Patrol Officers, it will not significantly decrease the need for sworn staffing. The majority of calls for service will still require the response of a Police Officer.

To that end, it is important for the Department to continue to identify opportunities to divert calls or conditions that can be handled by alternative means and to implement operational efficiencies in the handling of calls. The deployment of Downtown Resource Officers, the Police Social Worker, and Neighborhood Resource Officers has been a significant step toward interrupting the cycle of repeated interactions with chronic offenders and people in need of services by connecting them with services outside of the criminal justice system. Staffing at levels that afford officers the time to address conditions by identifying long-term solutions should also have the long-range effect of decreasing patrol workload by reducing multiple responses to persistent issues – which will ultimately result in reduced staffing needs.

Historically, patrol officers have often had no alternative but incarceration or hospitalization in dealing with people who might best be served by assistance with mental issues, substance abuse disorders, or other crises. In July 2020, the Stride Coalition, a group of public, private, and not for profit organizations in Monroe County formed in 2017, opened a 24-hour Crisis Diversion Center in the Monroe County Parking Garage. The Center provides support services – ranging from meals to assistance from trained professionals – to people in crisis who previously had only two options: hospitalization or jail. While it is too soon to evaluate the success of the Center, it will be important for the Department to develop metrics by which it can monitor its effectiveness and assess its impact on the patrol workload. Particular attention should be given to the number of referrals made to the Center, whether it reduces service time on calls and whether it is effective in diverting cases from the criminal justice system into alternative treatment, as well as whether it generates additional calls for service associated with its operations or its impact on the surrounding area.

Similarly, police officers spend a considerable amount of time responding to mental health emergencies, which often require them to spend excessive amounts of time awaiting the response of mental health

professionals and maintaining custody of patients pending admission to hospital facilities. Reducing the amount of time spent on such assignments is largely dependent on the cooperation of hospital administrators and mental health professionals; ongoing efforts should be made to revise admission policies to reduce out of service time for police officers.

Benefit Leave Management

Recommendation 4: Consider implementing a holiday leave buy-back program to better support patrol scheduling.

The collective bargaining agreement includes a generous leave policy. Upon completion of one year of service, employees receive 28 vacation days annually. They receive one additional day each year on their fifth through 26th anniversaries, for a maximum of 50 days per year. Members also receive unlimited sick leave. There is no separate holiday compensation, either through time off or cash compensation; holidays are effectively included in benefit leave. The collective bargaining agreement permits members to buy back up to 10 days of leave annually for compensation of $200.00 per day.

Scheduling that amount of leave time, particularly in the face of staffing shortfalls, is challenging. In recent years, the Department has increased the number of "yellow days," which are days blocked out on the schedule, particularly during the summer months, when officers are not permitted to use leave. Even though they are allotted a large amount of time off, officers tend to grow frustrated when they are unable to use it, particularly during times when they want or need to use it. These leave patterns are also a major driver in staffing needs and overtime costs. The more leave time that is available to an Officer, the more FTEs are needed to fill one shift position and still accommodate leave. The patrol staffing analysis above defines the number of staff that are necessary to support current leave patterns. However, there are opportunities to increase Officer availability by creating leave buy-back programs. This could also serve as an employment incentive that could support employee retention.

Rather than excuse members on holidays or include them in members' leave balances, as Bloomington does, many departments substitute cash compensation. A common practice is to pay for five holidays at the beginning of the year, and for six at mid-year, or some variance of that practice. This provides members with compensation for holidays while decreasing the number of days members are off. It increases the pool of officers working; if 105 sworn members are each available to work an additional 11 days per year, it is the equivalent of hiring as many as six additional Police Officers. Although a new collective bargaining agreement was recently signed, the City should consider this option in the next round of bargaining.

Investigative Staffing and Operations

The Detective Division is staffed by a Lieutenant, three Sergeants, 16 Detectives (of which two positions are currently vacant, for actual staffing of 14), one Crime Analyst, and one Records Clerk. Two Sergeants and nine Detectives are assigned to General Investigations (authorized staffing is 11 Detectives). One Sergeant and five Detectives are assigned to the Special Investigations Unit, which concentrates on narcotics investigations. Detectives are usually reassigned to patrol upon promotion to Sergeant, and Sergeants are generally rotated through Detective Division assignments after three years.

Department procedures call for the assignment of Detectives to investigate major crimes, including homicide and suspicious deaths; rape; kidnapping; robbery resulting in serious bodily injury; child molestation involving treatment of the victim at a medical facility or if a crime scene exists; battery when

an individual is admitted to the hospital; and other criminal incidents resulting in serious injury or hospitalization."[20] Reporting Patrol Officers are expected to investigate incidents to the extent possible; those cases "needing work beyond the scope or time available to the investigating officer may be assigned to members of the Detective Division."[21] The shift supervisor will review the circumstances and decide whether to notify the Detective Division and determine the initial division of labor among Patrol Officers and Detectives.

Patrol Officers are required to prepare field reports to document crimes and other events as required by Department guidelines and submit them to the Records Division before the end of their shift unless authorized by a supervisor to submit a report at a later time.[22] A supervisor will review each report to ensure accuracy, completeness, and compliance with Department procedures; that each officer's involvement was properly documented; and that each officer's portion of the investigation was adequate.[23] Custodial arrests must be reviewed immediately between Midnight on Friday and 2:00 PM on Saturday, and before 7:00 AM on other days, to comply with the Monroe County Prosecutor's weekend review process.[24] All case reports documenting Part I crimes are reviewed by a Detective Division Supervisor in the course of the daily review of cases for assignment to Detectives.

The Day Shift Detective Supervisor reviews all cases daily and makes case assignments, guided by a daily email listing how many cases are assigned to each Detective. The active case log is updated daily at 8:00 AM and 1:00 PM.

Detective Staffing
Recommendation 5: Maintain the current authorized staffing level for the Detective Division.
Patrol staffing lends itself to technical analysis. Officers' time on calls for service and associated administrative tasks are routinely documented by CAD systems. Although many additional factors should be considered, as noted previously, there are industry standards to guide the core assessment of how many Patrol Officers are required to meet a Department's call workload.

Unfortunately, staffing levels for investigative units do not lend themselves to the same sort of analysis. Caseload and clearance rates are frequently used as metrics, although they cannot be used as raw numbers without further scrutiny. The workload of a Detective specializing in the investigation of violent crimes may show a relatively small number of cases, but each is a labor-intensive major investigation. Conversely, some property crimes with no significant leads may be routinely closed based on a quick telephone call to the victim, so a higher caseload may not reflect a significantly higher workload. However, other factors impact even that analogy. For example, property crime investigations have become more numerous and complex with the advent of identity theft and cybercrime. In addition, the increasing availability of surveillance video and digital evidence from computers and cell phones has increased both the solvability and the scope of investigations. Computer forensic examination – tracking information on cell phones, laptops, and social media – has become almost a routine part of the investigative process.

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[20] General Order, "Detectives, Assignment of Calls for Service and After-Hours Call-Out," page 3 §V.
[21] General Order, "Preliminary Investigations, Case Review, Assignment and Case File Management," page 4 (B)(4).
[22] General Order, "Field Reporting System."
[23] General Order, "Field Reporting System," page 4
[24] General Order, "Preliminary Investigations, Case Review, Assignment and Case File Management," page 3 (2)(a). This has also been cited as a reason for staffing an around-the-clock Records Unit.

The standard of customer service set by the agency and expected by the community also impacts the workload by raising or lowering the criteria for accepting cases for investigation and determining when they are to be closed. The assignment of cases is essentially a triage process that evaluates several factors: the level of the crime, the presence of a willing complainant, the availability of evidence or witnesses, the extent to which the suspect is or can be identified, and the availability of investigative resources. A segment of cases are not amenable to successful investigation and should be closed; there is a segment that clearly merits further investigation; and there is a cutoff point between cases that are investigated and those that might be solvable if additional resources were available but must be closed based on a cost-benefit analysis.

Bloomington Detectives are typically assigned between five and seven open cases at a given time. In addition to the daily report that lists the active cases currently assigned to each Detective, the Detective Division receives a monthly report listing the total number of cases assigned to the Division, as well as to each Detective by category. The report lists 10 categories of case status:

- Assigned to other agency
- Assigned/active
- Assigned back to patrol
- Cleared by arrest
- Detective Part I Crime Review
- Exceptional clearance
- Inactive
- Probable cause documents filed with prosecutor
- Unfounded
- Wanted on warrant

In 2018, 2,057 cases were referred to the Detective Division; 993 of those cases were assigned to supervisors. Most of those cases were closed either upon receipt or after brief investigations. The remaining 1,064 cases were assigned among the 15 Detectives assigned to the Division at that time, resulting in an average of 5.91 cases per month. In 2019, 1,121 cases were referred; 151 were assigned to supervisors, and 970 were assigned to 14 Detectives, resulting in a monthly average of 5.77. That caseload will vary among Detectives since certain Detectives will specialize in more complex cases that require more detailed and lengthy investigation – homicides and violent crimes, for example – while others may receive a higher volume of cases that can be closed more quickly. The combination of the two data sets – the report of assigned cases and the daily report of active assigned cases – enables the supervisor making case assignments to consider a Detective's area of special interest, as well as his or her current workload – in apportioning incoming work.

Based on this data, it appears that the Detective workload falls within acceptable standards and that the current authorized staffing level is reasonable, provided that the two existing vacancies are filled as staffing permits. One exception regards digital forensic investigation capacity, as described in Recommendation 7.

The number of cases listed as investigated by the Division decreased from 2,057 in 2018 to 1,121 in 2019. The reason for the decrease is based primarily on a policy adjustment to reflect a change in the Indiana Criminal Code enacted in July 2014. Before that, all thefts, regardless of value, were classified as felonies. Department policy called for Detectives to review all felony complaints for accuracy; most low-level cases

were closed after cursory review under the heading "Detective Part I Review (DPR)." In 2019, the Detective Division changed its practice to treat minor thefts that were not amenable to further investigation as misdemeanors, consistent with statute. Because 953 cases were classified as "DPR" in 2018, compared with 14 in 2019, the change had no significant impact on the volume of cases assigned to Detectives for investigation.

Recommendation 6: Periodically review Detective Division staffing based on workload indicators.
The Detective Division essentially maintains real-time data on Detectives' workloads. Assignment of incoming cases is guided by consideration of several factors, including a Detective's particular investigative skills and specialization, but is largely based on the person's current cases. This information is used to apportion the workload equitably. In addition to monitoring of Detectives' workload in the short-term, the Department should periodically review data that provides a means of assessing performance both individually in the short-term and unit-wide from a broader perspective.

Two frequently used performance indicators are caseload and clearance rates, both of which can be tracked using existing reports. Such data, properly interpreted, is invaluable. It provides police and municipal administrators an empirical basis for evaluating performance, making staffing and deployment decisions, and submitting budget, grant, and other funding requests that are supported by facts. It ultimately enables elected officials and other decision-makers to make informed choices and validates to residents and businesses the return on their investment of tax dollars.

The clearance rate – essentially the percentage of cases that are solved -- reflects individual performance as well as the overall performance of a unit in successfully completing investigations. Caseload is a measurement that provides a snapshot of the workload of a Detective at a given point in time: the number of open cases for which the person is responsible.

Although these are basic indicators, assessment of the workload of an investigative unit is more complex. The amount of effort required by a particular case or category of investigation can vary widely. For example, a complicated homicide or serious assault investigation can require numerous interviews and canvasses, invoicing of evidence, surveillance, multiple search warrants, coordination with outside agencies, repeated conferrals with prosecutors, and production of witnesses for multiple hearings. It may require extensive time waiting for laboratory results or the location of witnesses. A simple theft case may require little beyond an interview with the victim and perhaps a review of security video. Consequently, a single-digit caseload for one Detective may be equally or more demanding than another Detective's caseload that numbers in the dozens. Statistics regarding investigative workload must be viewed in context.

Caseload is a widely used method to measure an investigator's workload, although it must be considered in light of the factors previously mentioned; pure numbers do not always represent the workload associated with different categories of cases. It tracks the number of cases currently assigned to each Detective. It is a floating number that changes monthly or even daily as cases are assigned and closed. It is essentially a balance sheet of debits and credits, reflecting the net of newly assigned cases and cases that have been closed. Annual figures do not provide sufficient information since cases are often opened in one year and closed in another.

For example, a Detective who begins a month with 10 assigned cases may be assigned 15 cases during the month, close 18, and finish the month carrying seven. This provides a snapshot of the daily workload of

the Division and should be monitored, in addition to the total number of cases assigned over the long term. It should be interpreted based on the types of cases assigned to the investigator.

The Division essentially maintains timely caseload and clearance data, which should be reviewed on both monthly and annually to track short-term needs for adjustment of deployment, long-term staffing needs, and overall performance. Although it is a core service, investigation, like other non-patrol components of a police organization, can be overlooked in the ongoing assessment of staffing needs. Detective staffing needs, like patrol staffing, change over time and should be reviewed and adjusted periodically to ensure that they are in line with changing demands.

Forensic Investigations

Recommendation 7: Increase digital forensic investigation capacity.
As technology has revolutionized daily life, it has similarly affected the investigative process. The Internet has given rise to entirely new categories of crime that did not exist just a few years ago: cybercrimes such as credit card fraud, identity theft, child pornography, and online enticement of minors. Forensic analysis of cell phones and other electronic devices has become a routine part of many investigations.

Currently, one Detective is the Department's primary cybercrime investigator. The workload in this area is significant, including assigned investigations; digital forensic analysis for cases investigated by other members of the Department; providing assistance to other agencies, including the Indiana University Police Department and the Monroe County Sheriff's Office; and assisting with the processing of evidence regarding a steady stream of tips concerning child exploitation cases received from the Internet Crimes Against Children (ICAC) Task Force.

Digital forensic analysis is time-intensive, often requiring 24 to 36 staff hours to process a device. It also requires extensive training. It has become increasingly complex and critical to the investigation and prosecution of cases. Additional capacity will be needed in this area to keep pace with the workload that will continue to intensify as use of technology increases, as well as to have a secondary resource in the event of the short or long-term absence – or the retirement or resignation – of the assigned Detective.

The Department has options in this area. It can assign an additional Detective to cyber investigations, it can begin training a Detective to serve as an understudy for the incumbent, or it can hire a non-sworn forensic examiner who could assist in other areas, such as the processing and maintenance of the growing body of digital evidence from body-worn cameras and other sources. The addition of a non-sworn Evidence Technician with training in digital forensics, who could perform the technical functions of downloading data from digital devices and forwarding it to Detectives for investigative review, would add needed capacity to the evidence and property function, particularly the management of the increasing amount of digital evidence from body-worn cameras and other sources. It would provide additional digital forensic capacity while enabling sworn personnel to focus on investigations. All of these are valid alternatives to meet what will be an increasingly important need.

Support Services

The support services functions of a Police Department are often not afforded the priority attention given to the core services of a Police Department – patrol, response to calls for service, traffic enforcement, and criminal investigations. However, the administrative functions performed by these units are just as important to the professional operation of a Police Department. The "back office" requirements of a Police

Department are considerable, and they have grown substantially in recent years as technology, regulatory, and reporting requirements continue to increase.

It is critical that the growth in volume and complexity of police workload is considered not just as a driver of Police Officer staffing and resource needs, but of support service resource needs as well. In addition, it is equally important to assess how improvements in process and technology can generate efficiencies in the support services area. The following recommendations define staffing adjustments and operations improvements that are intended to expand the capacity of Bloomington's support services personnel.

Records Unit
Recommendation 8: Consider eliminating 24/7 shift coverage in the Records Unit.
The Records Unit has two principal areas of responsibility: coverage of the public counter, also known as the "front window," and handling the Department's records management function.

The public counter is the initial point of contact for most visitors to the Bloomington Police Department during business hours, which, under full staffing, are Monday through Friday 8:30 AM to 4:30 PM. Several transactions are handled at the public counter, including records requests, gun registrations, filing of reports, release of impounded vehicles, ticket entries, and general customer service for the Police Department.

The Records Unit is budgeted at 15 FTE, including one Records Supervisor, one Assistant Supervisor, 11 Records Clerks, one Detectives Records Clerk, and one Lobby Clerk. The unit is staffed 24 hours per day, seven days per week; however, the front lobby is open from 8:30 AM to 4:30 PM. Records staff work 8-hour shifts. The morning shift is from 6:30 AM to 2:30 PM, the swing shift is from 2:30 PM to 10:30 PM, and the Night Shift is from 10:30 PM to 6:30 AM. Clerks are divided evenly among shifts, and each clerk works a weekend every three weeks. During weekend hours, one clerk is available per shift, and the front lobby is not open.

The roles and responsibilities of the Records Unit are critical to the success of the Bloomington Police Department. Records Unit personnel provide important support for sworn officers and serve as a primary customer service interface with the public.

The processing of reports is essential to the timely gathering and dissemination of intelligence information regarding crime trends and patterns and is an important source of information for the investigation of cases. The records management process is critical to the successful prosecution of arrests. The entry of warrants, missing persons alerts, protective orders, and similar information contributes to the apprehension of wanted persons, the recovery of missing persons and stolen property, the protection of endangered citizens, and the safety of officers on patrol, not only in the originating jurisdiction but statewide and nationwide. Quality control of reports to ensure accuracy and completeness is important to the maintenance of correct information as well as the future presentation of cases in court. Statutes govern the recording and dissemination of much of the information that passes through a police agency, requiring a level of knowledge of and compliance with their requirements.

Records staff also perform an important customer service role, providing police reports to victims, insurance companies, and other involved parties. They are the point of contact for open records requests and assist members of the public in areas that, while not considered law enforcement priorities, may affect the individual significantly on a personal level. They, in turn, have a significant impact on the public perception of the Department.

The Records Unit provides an exceptional level of service. Historically, they provided a full suite of report writing and quality control services to Patrol Officers. Records Clerks write reports for officers and manage all processing through the Records Management System (RMS). They also provide 24/7 support to officers; no matter what time or day, there is always a Records Clerk on duty. This is rarely replicated in other departments. This allows the Records Unit to turn all arrest reports around for submittal to the District Attorney within 24 hours, which is the DA's preferred, though not statutorily required, turnaround time. In addition, the practice of staffing during nights and weekends means that clerks do not come in Monday morning to work backlog that accrued from the weekend.

Though this is a high level of service, the Department is also moving to fully implement Mobile Data Terminals (MDT) in all police cars and is transitioning to a decentralized process whereby individual officers type and submit most of their reports. This will result in some decrease in Records Clerk workload over the next 12 - 18 months. However, that decrease in workload must also be paired with the potential for increased workload as administrative duties associated with body-worn camera implementation are fully absorbed by the Records Unit. Regardless, there may be an opportunity to ultimately eliminate some coverage hours due to these workload reductions; this may result in the need to eliminate Records Clerk positions through attrition. However, the specific opportunities must be evaluated after the practical impact of MDT implementation is assessed.

Information Technology Support

Recommendation 9: Consider enhancing the availability of Information and Technology Services staff to the Police Department.

Technology services are provided by two employees. One CAD/RMS Administrator, a Police Department employee, handles those systems that are largely focused on the Central Emergency Dispatch Center. General technology services are handled by a Technology Support Specialist who is employed by the City's Information and Technology Services (ITS) Department but is assigned to the Police Department. Both are long-term employees; Police Department staff generally expressed satisfaction with the technology services provided to the Department, except that additional time is needed.

Technology is a critical part of policing. Virtually every departmental function – scheduling, dispatch, records management, preparation and submission of reports, warrants and protective orders, photographs, and fingerprints – rely on computers. Unlike many departments that utilize basic computer services and one or two databases during business hours, police and public safety agencies use multiple databases, traditional desktop as well as mobile computer applications, and other digital equipment such as video and audio recording devices, in-car video, and body-worn cameras around the clock. Access to federal and state databases not only assists in locating wanted persons, providing critical data to Officers in the field and broadcasting information to other agencies, it often provides a measure of safety for Officers on patrol. Downtime must be minimal.

Given these workload demands, the City may need to consider dedicating additional IT support to the Police Department, particularly when the primary Technology Support Specialist is not available on site. Though this should be a priority, it is also clear that staffing resources in IT are already stretched. As such, instead of dedicating the Technology Support Specialist 100% to the Police Department, the City may also evaluate the opportunity to expand the role of the CAD/RMS Administrator to provide broader IT support to the Police Department.

Command and Administration

The analysis and recommendations detailed in this report outline several staffing adjustments that are designed to better enable the Police Department to meet policing and administrative support workload. However, with the addition of these personnel, it is also important to ensure that the command structure and supervisory spans of control are aligned to enable the Department to effectively manage and deploy these resources. In addition, there are several administrative issues around recruitment and retention and fleet management that also deserve attention by the Department. The following recommendations outline revisions to the organization structure and administrative practices that will help address these issues.

Recruitment and Retention

Recommendation 10: Implement an aggressive recruitment and retention program.
The Department has experienced significant personnel turnover in recent years. Fifty-five sworn members have separated from the Department since January 1, 2015, of which 37 have resigned. Retirements have included one Deputy Chief, one Captain, one Lieutenant, one Sergeant, two Detectives, and 12 Police Officers. Retirements are to be expected in the normal course of business. Of greater concern is the number of resignations: two Sergeants, three Detectives, and 32 Police Officers.

Though it is difficult to specify a broad reason for turnover, officers claim that salaries are lower than comparable jurisdictions; although it is listed as either the sixth or seventh largest city in Indiana, depending on the source, officers claim that Bloomington lags far behind in salary.[25] They cite stress attributable to a high workload and understaffing that leads to excessive overtime. Although the collective bargaining agreement provides a generous amount of time off, they claim that they are unable to use it, particularly due to an increasing number of "yellow days," which are days blocked off on the calendar when excusals are not authorized. Officers expressed dissatisfaction with the availability of certain items, such as electronic control devices,[26] and uniforms that do not reflect their preferences.

Recruitment and retention of Police Officers are particularly important because of the difficulty of replacing them. There is an extended replacement cycle before Police Officers are fully qualified to perform their duties. The process begins with a lengthy interview, selection, and testing process, which involves medical and psychological examinations, physical agility testing, interviews, and an extensive background investigation. In Bloomington, newly hired officers attend a two week in-house pre-Academy training course known as "POTC." Except for certified officers hired laterally from other agencies, candidates then attend 15 weeks of basic Police Academy training, followed by 12 weeks of field training under the supervision of an experienced officer. Only then is an officer ready to perform the duties of the position. Depending on the timing of Police Academy sessions, it typically takes up to six months to onboard a lateral hire and may take more than a year for a new candidate. The process is further complicated by the limited availability of Police Academy slots. Three to four sessions are held annually with 160 seats available for all agencies statewide; consequently, the competition for class space can be intense.

During that replacement cycle, the position remains vacant. In policing, services cannot be curtailed; hours of operation cannot be reduced. Patrol posts must be filled, and the burden of filling them falls to the Department's employees.

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[25] http://specials.idsnews.com/the-toll-it-took-bloomington-police-department-contract-negotiation/
[26] ECDs are often referred to by the most common brand name, Taser.

While Police Officers often welcome a certain amount of overtime to boost their income, they also value a healthy work/life balance. Too much time spent in a stressful job leads to additional stress and dissatisfaction, and the availability of other potentially more attractive employment opportunities leads to turnover. Unfortunately, resignations often come just as the Department has invested a substantial amount of time, effort, and money in selecting and training a new officer, and that officer has matured into a fully trained, qualified, and experienced officer. The Department has lost a valuable asset, the hiring cycle must begin again, and the remaining officers must fill the open position for up to a year awaiting a replacement. From a financial perspective, the Department has lost its investment in training the former officer, it incurs overtime expense in filling the vacant position, and it must divert effort into another hiring cycle.

In addition to the recent level of turnover in the Department, police recruitment has been a nationwide challenge. Although the COVID-19 pandemic is likely to have a significant negative impact on the economy, the recent booming economy and low unemployment resulted in many opportunities for employment, which tends to make police recruitment challenging. In addition, negative attitudes toward policing in recent years have had a chilling effect on young people considering police careers. To achieve and maintain adequate staffing levels, the City will need to implement an aggressive recruitment and retention program to maintain a ready list of candidates for appointment as Police Academy seats become available. For example, when there are vacancies or known retirements, it will be important to proactively develop academy candidates with enough lag time to be able to fill positions with entry-level Patrol Officers as soon as they become vacant.

That said, it will be important to work closely with the State to ensure that sufficient academy seats are available to accommodate new recruits. This effort will require support from the City's administration and likely lobbying of state agencies to build the capacity necessary to support the City's recruitment needs. Without addressing this issue, it will not be possible to fill vacancies in a timely manner.

Recommendation 11: Establish a diversity recruitment program and incentive package.
Despite its efforts to hire a diverse workforce, the Department remains slightly behind the population of the City of Bloomington. The racial breakdown of the Department's sworn personnel in comparison to the community is shown in the table below.

Table 18: Racial Breakdown of Sworn Personnel, 2020

Category	Police Department	City of Bloomington
White	88.8%	83%
African American	6%	4.6%
Hispanic	2%	3.5%
Asian	2%	8.0%
Pacific Islander	1%	0.1%
Male	87.8%	n/a
Female	12.1%	n/a

One of the challenges facing the Department is that despite its best efforts, its candidate pool is drawn primarily from rural Indiana, a state that is 85.1% White, 9.8% Black, 7.1% Hispanic, 2.5% Asian, and 0.1% Pacific Islander.[27] Diversity is an important value for the City of Bloomington, as it is for the law

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[27] https://www.census.gov/quickfacts/IN

enforcement profession, but like the recruitment of Police Officers in general, it is difficult. Among the initiatives being tried, the City of Seattle, as part of a comprehensive recruitment strategy, recently authorized "signing bonuses" of $15,000 for lateral hires and $7,500 for newly hired officers.[28] Other Departments have simplified their application forms to capture the attention of younger applicants. Many departments recruit in remote locations; for example, agencies in the Midwest have recruited on the east and west coasts.

For Bloomington, it will be important for the Department to expand its outreach and explore all possible incentives and methods. However, there is also a need to extend recruitment efforts beyond incentives by formalizing a diversity recruitment program. The process of formalizing a diversity recruitment program will require cooperation and coordination from the City's Human Resources Department, engagement from command staff, and, just as importantly, engagement from front-line supervisors and police departments.

There are multiple key traits and steps that this program should encompass. The first step is to create a City recruitment team. This team should consist not only of individuals from the City but representatives of community groups from which the Department wishes to recruit. The second key step is to identify target groups, such as youth organizations, community centers, etc., and to proactively engage with those groups in a recurring recruitment conversation that is tailored to each cross-section of the community.

Another important step is to conduct in-house training on the benefits of diversity as it relates to customer service, internal leadership, and professional development. Involve members in recruitment, develop incentives for successful recruitment, and provide ongoing communications to personnel about the process. Lastly, and most importantly, it will be necessary to assign a ranking officer to dedicate energy toward building this program. Currently, the Administrative Captain is charged with recruitment and hiring of all employees, sworn and civilian. As detailed in Recommendation 15, a ranking officer, preferably a Lieutenant, should assume multiple duties under the supervision of the Administrative Captain. One of those duties should be a significant role in the recruitment and hiring process.

Recommendation 12: Review the Department policy regarding take-home vehicles.
Department staff expressed almost universal concern over the subject of take-home vehicles; essentially, they feel that their compensation is less than other communities where their colleagues are issued vehicles. The City of Bloomington allows take-home cars for some command staff, and on-call officers have access to take-home cars. However, the City has been reluctant to fully implement a take-home car program because many officers live outside of the City, and some live outside of the County. As such, the operating benefit is somewhat diminished because those officers cannot effectively respond from their homes as necessary or provide for the "presence" of a police car during off duty hours, which can serve as a crime deterrent.

However, take-home car programs are fairly common in the area; a random sampling indicates that Indiana communities providing take-home cars to officers include Indianapolis, Evansville, South Bend, Fort Wayne, Noblesville, Walkerton, Fishers, Hartford City, Elkhart, New Haven, Danville, Sheridan, Mishawaka, Lafayette, West Lafayette, Terre Haute, Michigan City, Columbus, Carmel, Anderson, Portage, Shelbyville, Huntington, Peru, and Zionsville. Although each of these communities maintains different criteria for who qualifies for a take-home car, the opportunity to take advantage of such a program is viewed as a recruitment and retention tool by officers.

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[28] https://durkan.seattle.gov/wp-content/uploads/sites/9/2019/09/SPDRecrRetain_Report_vFinal.pdf

Advantages of take-home cars for officers include savings on commuting costs for the employee; often, the savings associated with not having to purchase a second family vehicle for travel to work; not having to find parking for one's personal vehicle upon arrival at work; a generally better-maintained vehicle since it is not shared with other officers; and the ability to store equipment in an assigned vehicle rather than rearranging it every shift, which can consume a considerable amount of time at every shift change.

Disadvantages for officers are that policies often require them to take police action while operating police vehicles while off duty, which impinges on their personal time; take-home vehicle programs often impose restrictions, such as requiring officers to be armed and not consume alcoholic beverages, and may limit the purpose of the vehicle's use or the transportation of passengers.

Advantages for municipalities include increased visible presence as marked vehicles are parked or travel about the City; enhanced availability of police services since officers are typically required to take appropriate police action when they encounter an incident while operating a police vehicle, even though they are actually off duty; improved response time to emergencies, since fully equipped officers can respond directly to the scene of an incident without first responding to headquarters for equipment; reduced maintenance costs and vehicle purchase costs, since vehicles are not being used around the clock by multiple operators and assigned officers tend to take better care of their vehicles out of a sense of ownership; and better resale value when disposing of vehicles.

Disadvantages for municipalities are the cost of fuel for commutation and/or off duty use, which can impact municipal budgets in the event of unanticipated increases in the price of gasoline; increased up-front cost for the acquisition of additional vehicles; and, potentially, increased liability since under certain circumstances officers may be entitled to workers' compensation coverage if they are involved in accidents while operating City-owned vehicles while off duty.

Take-home car policies vary widely; some restrict use to commuting, sometimes within a limited geographic area, while others allow liberal personal use. Programs reflect the preferences of the governing body and usually the officers' bargaining unit. Most fall into certain broad categories:

- **Residence within the municipality:** Officers are provided with take-home cars only if they reside within the municipality of employment.
- **Take home within the county or a specified area:** Officers are allowed to take vehicles to their residences within the surrounding county or a specified geographical area, e.g., within 25 miles of Police Headquarters.
- **Storage at a facility within the county or a specified geographical area:** Officers are permitted to leave the municipality, but must store their assigned vehicles at a public safety facility, such as a police department, fire department, or sheriff's office, within the county or a specified number of miles from Police Headquarters.
- **Unrestricted take-home use:** Officers are permitted to take their assigned vehicles to their residence, regardless of location.

Within those categories, regulations and restrictions vary. Vehicles may be used only for travel to and from work, or personal use may be authorized – and personal use also may be limited to a certain area. Some agencies may even permit use while on vacation. Transportation of passengers may be authorized, prohibited, or limited to family members. Officers may be required to respond to emergency calls near their location while operating vehicles off duty or may only be expected to request on-duty police response. Policies may restrict traffic enforcement or vehicle stops or may require that passengers be

discharged before officers take police action or respond to incidents. In some agencies, officers may not be eligible for a take-home vehicle until they have completed a specific number of years of service. Some programs limit fuel expenses or require officers to share in part of the expense of fuel.

Essentially, take-home vehicle programs present many options to suit the needs, desires, and concerns of municipalities and employees and must be tailored to provide appropriate guidelines to avoid abuse of the privilege and maximize the benefit to the City. Although under ideal circumstances the use of take-home vehicles maximizes visible presence within the community, the majority of Bloomington's personnel reside outside the City. However, since the City is the commercial and cultural center for the surrounding area, visibility would be enhanced by authorizing officers to use Department vehicles while traveling to and about the City while off duty.

The upfront cost of acquiring sufficient vehicles for implementation of a take-home vehicle program is substantial. Despite several requests, a detailed fleet inventory was not made available. However, the Police Department has retained several vehicles that were scheduled for disposal that could be used to implement a take-home vehicle program, offsetting a sizeable portion of the usual upfront cost. Once such a program is operational, studies generally indicate that over the long-term, increased vehicle longevity and decreased maintenance costs result in a lower net cost.[29]

Implementation of a take-home vehicle program is a complex decision, particularly since a collective bargaining agreement was recently executed, and the opportunity to negotiate terms in that context has passed. Depending on how it is structured, it can have a significant cost impact on the City. However, in light of the prevalence of take-home programs in other jurisdictions and their potential to draw officers away, it is recommended that the City review expansion of the take-home car program to Patrol Officers to determine whether its potential benefit to the City, operationally and as a recruitment and retention tool, would justify its cost. As the City engages in these deliberations, it is important and legitimate that restrictions be set to ensure that officers who have take-home vehicles live within a specific proximity to the City. It is critical that if the City chooses to implement the program, the City should have access to the operational benefits of increased visibility and timely response during call-out emergencies.

Intelligence-led Policing

Recommendation 13: Allocate resources to the coordination of a data-driven, intelligence-led proactive policing strategy.
The City of Bloomington has experienced a significant increase in violent crime. Between 2018 and 2019, overall crime decreased by 4.76%; however, violent crime increased by 27.2%, and crimes involving firearms increased by 41.4%. During 2019, the Department received 172 calls involving firearms.[30] Although responses to the City's 2019 Community Survey indicate that residents generally maintain a perception of safety in the City, it is important to reverse the upward trend in crime. That will require the allocation of resources and a focused effort.

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[29] http://www.themunicipal.com/2017/03/benefits-of-take-home-vehicles-and-keeping-the-program-in-its-prime/; http://www.cape-coral-daily-breeze.com/page/content.detail/id/519369.html?nav=5011; https://pimasheriff.org/application/files/5415/6346/6464/Assigned_Vehicles_Program.pdf; https://shsu-ir.tdl.org/bitstream/handle/20.500.11875/1292/0898.pdf?sequence=1&isAllowed=y; https://www.policeone.com/police-products/vehicle-equipment/articles/cutting-car-costs-qGmSRWZGc1PBjLLw/;
[30] City of Bloomington Public Safety Report, 2020.

The City is of sufficient size and complexity to warrant a specific focus on crime reduction and prevention. It has engaged in such efforts in the past; the Department has a Crime Analyst on staff, who prepares and disseminates highly detailed crime analysis and criminal intelligence data. Previously, the Department routinely held monthly crime analysis meetings attended by the command staff, Lieutenants, Detective Sergeants, the Records Division Supervisor, the Crime Analyst, the CAD/RMS Systems Administrator, and the Dispatch Supervisor. It also held quarterly meetings attended by all Shift Sergeants, which included a presentation on crime trends, patterns, and series, followed by a discussion of other topics. In light of recent increases in violent crime, the Department should return to a program of intelligence-led policing, which uses data to deploy resources effectively and can also be utilized to ensure the effectiveness of community engagement and other efforts.

Intelligence-led policing relies on four basic principles:

- Timely and accurate intelligence
- Effective tactics
- Rapid and effective deployment
- Relentless follow-up and assessment

The implementation of these principles can differ significantly in each jurisdiction, but the basic components of the process are the same: efficient collection and analysis of crime (or other) statistics; transmittal of relevant information to supervisors and line personnel to form the basis for personnel deployment and enforcement initiatives; and assessment, often in the form of command-level meetings that ensure that appropriate information has been shared, that all units within the agency are coordinating their efforts and providing necessary support, and that all members of the agency are actively engaged in its mission. A publication by the Police Executive Research Forum (PERF) summarized the impact of intelligence-led policing in the CompStat format: *"…instead of merely responding to calls and investigating crimes after they were committed, police gathered accurate, timely information to identify emerging crime trends, held regular meetings to discuss countermeasures, and deployed resources to break up crime patterns and prevent crimes. (And they succeeded; the national violent crime rate in 1994 was 66 percent higher than the comparable figure for 2009; and the property crime rate was 53 percent higher in 1994 than in 2009, according to the FBI.)"*[31]

As policing has evolved in recent years, the laser focus of the traditional CompStat model has evolved. Policing is no longer simply focused on crime reduction through enforcement; community engagement and problem-solving are equally important and can benefit from the same analytical approach. Success in reducing crime is dependent on success in forming partnerships with the community. Intelligence-led policing is not a "one size fits all" solution; it must be adapted to the needs and operating practices of each agency and should be used to ensure that agency priorities – whether they are focused on crime reduction, community engagement, traffic enforcement, homeless outreach, or diversion and alternative justice programs – are implemented successfully. It should also be used to ensure that policing is conducted in cooperation with the community fairly and impartially. However, success requires resources. In the case of intelligence-led policing, it requires adequate staffing levels to provide Police Officers with sufficient time to engage in proactive policing activities, and it requires administrative staff to implement, monitor, and evaluate progress.

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[31] Police Executive Research Forum, *"Subject to Debate,"* Vol. 25, No. 2, March/April 2011.

The process requires personnel with appropriate rank and position within the agency to coordinate the implementation of strategies and accountability for the performance of personnel and cooperation between units, as well as personnel capable of performing Crime Analysis duties. The Department has a fully engaged Crime Analyst. As detailed in Recommendation 15, a Lieutenant reporting to the Administrative Captain should act as the ranking officer coordinating the Department's intelligence-led policing effort, facilitating the flow of information to Department staff, and providing oversight at sufficient rank to ensure that the Department's goals are met.

Recommendation 14: Define the scope of Crime Analyst duties and ensure backup capacity.
Although the duties of the Crime Analyst are intended to be focused on the identification of crime trends and patterns and the dissemination of information to the staff, the position has evolved into one that handles three distinct types of analysis: crime analysis, intelligence analysis, and management analysis.

The crime analyst role involves the review of crime reports and CAD data to identify trends and patterns, principally focused on robbery, burglary, theft from vehicles, theft of vehicles, and arson, and preparation of associated statistical reports, such as the monthly statistics for the Board of Public Safety and the Public Safety Report prepared for the Mayor. The intelligence analyst function involves the sharing of intelligence regarding terrorism and criminal activity among law enforcement agencies. The Crime Analyst is the Department's liaison with the Indiana Intelligence Fusion Center, which was created after the September 11, 2001, terrorist attacks to "collect, evaluate, analyze, and disseminate information and intelligence data regarding criminal and terrorist activity in the State of Indiana while following Fair Information Practices to ensure the rights and privacy of citizens."[32] The Crime Analyst typically spends one day per week at the Fusion Center, accessing the Center's various databases, and serves as the Analyst Liaison Coordinator, assembling a network of analysts. The management analyst role involves serving as the main analytical resource for the Department and its command staff, as well as the Office of the Mayor, preparing reports and data as required. These additional duties have, in effect, limited the position's capacity to provide real-time crime analysis and intelligence to patrol and investigative personnel as a means to inform targeted proactive policing. As such, there is a need to refocus the position on these core duties.

There are several ways in which the Department can address this situation. One is to define the scope of the workload by delineating the types of information to be provided, particularly to external offices. It is not unusual for data requests to be broad, and consequently, for the resulting reports to not be fully responsive to the requesting party's needs. Both efficiency and effectiveness rely on precision in the request, so the Department should work internally and with its external consumers of information, such as the Mayor's Office and the Board of Public Safety, to design the parameters of periodic reports so that they provide the information needed while using staff efficiently.

However, it is equally important to recognize that the Department has only one analyst capable of producing data that is critical to performance measurement and, more importantly, effective policing. It is easy to overlook the importance of data in modern policing, but the fact is that the need for information cannot be suspended during the planned or unplanned long-term absence of an employee. The Department should ensure the availability of redundant capacity either through the addition of another employee or the cross-training of additional staff to absorb the analytical function as needed.

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[32] https://www.in.gov/iifc/

Administrative Lieutenant

Recommendation 15: Assign a Lieutenant to the Administrative Division.

The Department's two Captains are assigned to the two major divisions of the Department – Operations and Administration. The Operations Captain has the largest number of personnel. They are assigned to two subdivisions: the Uniform Division and the Detective Division, each with a supervisory structure of Lieutenants and Sergeants. The Captain has four direct reports: three Patrol Lieutenants and one Detective Lieutenant.

The Administrative Captain has fewer employees but is responsible for a broader range of functional areas with six direct reports -- the Administrative/Training Sergeant, the Monroe County Central Emergency Dispatch Center Manager, the Records Manager, the Parking Enforcement Manager, the Police Social Worker, and the Community Relations/Accreditation Specialist -- and responsibility for multiple administrative duties. Some of these functional areas, such as records and emergency communications, are tasked with implementing major technology or organization improvement initiatives over the next several months and years. In addition, recommendations detailed above regarding recruitment and retention will also represent an expanded workload for the Administrative Captain. Given the scope of these initiatives and the bandwidth of responsibilities currently managed by the Administrative Captain, it is appropriate to add a Lieutenant to the Administrative Division. The Lieutenant would perform several functions:

- **Assist the Administrative Captain in recruitment and hiring:** The hiring process is labor-intensive, and although under ideal circumstances it is sporadic, filling vacancies as they occur, as a result of the ongoing turnover in the Department, it has been a constant demand. Increasing headcount to meet the calls for service demand, as discussed previously in this report, will require sustained effort, as will recruitment. Identifying and attracting a highly-qualified and diverse candidate pool during this time when recruitment is challenging throughout the law enforcement profession will require long-term outreach both within the community and well beyond its borders. Additional support is needed in this area.
- **Coordinate the implementation of intelligence-led policing:** The upward trend in violent crime will require a long-term, intelligence-led policing effort. The components of such an effort – dissemination of timely and accurate intelligence, ensuring the timely deployment of resources and the use of effective tactics, and relentless follow-up and assessment – require centralized coordination by a ranking officer.
- **Backup Public Information Officer:** The Administrative Captain is the Department's Public Information Officer (PIO). The duties of that position, which include the preparation and dissemination of press releases; conducting daily press briefings at 11:00 AM, as well as incident-based briefings; and responding to other media inquiries, cannot be suspended in the event of the Captain's long or short-term absence. A trained and capable backup should be in place to fill that role as needed.
- **Serve as second-in-command to the Administrative Captain:** The Lieutenant will serve as second-in-command, assuming appropriate duties in the Captain's absence.

Fleet Management

Recommendation 16: Establish a vehicle replacement policy.

According to the City, the Police Department fleet includes approximately 35 patrol vehicles plus an additional 10-15 vehicles for non-patrol purposes. However, a detailed inventory of Police Department fleet assets was not readily available. The Department does not have a formal vehicle replacement policy

but strives to replace vehicles every two years. Funds are allocated in the City's annual budget for the replacement of vehicles and are generally sufficient to fund the purchase of between 10 and 15 sedans or sport utility vehicles.

Vehicles are critical to police operations; without serviceable vehicles for officers to respond to calls for service, the job cannot get done. They are emergency vehicles and must be maintained in safe condition for high-speed driving, pursuit, and operation in all weather conditions. Police vehicles are subject to punishing use. They are often operated around the clock by multiple drivers and are frequently subject to numerous hours of idling. As a result, their longevity is far less than that of a typical passenger vehicle.

They are also Police Officers' workplaces; under the current duty schedule, officers spend the majority of their working hours in their vehicles. Considering the number of hours that officers spend driving and the emergency nature of that driving, operating a police vehicle is one of the most hazardous duties in which officers engage.

To keep a fleet that is in serviceable condition, it is important to maintain a proactive replacement schedule. Currently, decisions regarding purchasing and disposition of vehicles are made solely by the Police Department. While the Police Department – as the end of users of the vehicles – should have primary control of such decisions, it is in the interest of both the City and the Department to establish a vehicle replacement policy to guide the process. Establishing overall standards for vehicle lifecycles with input from both the Police Department and those responsible for vehicle maintenance, usually based on mileage and maintenance history, establishes a reasonable framework for purchasing and disposal. Having such a policy in place protects the interest of the City by ensuring that funds are used to address police vehicle needs in a fiscally prudent manner. It protects the interest of the Police Department by establishing guidelines for reference when the funding level is questioned, which often occurs during challenging fiscal times or when the political climate changes and those in oversight positions are unfamiliar with the Department's needs and the rationale behind the expense.

The City should establish and adhere to a vehicle replacement policy that addresses the concerns of elected officials, administrative staff, and the Police Department in order to maintain its fleet in a stable state. The policy should be reviewed and revised periodically to remain up-to-date on changes in vehicle technology and durability that may impact their longevity.

Emergency Management
Recommendation 17: Create a City emergency management program that integrates Police, Fire, Public Works, and City Administration.
Responsibility for Emergency Management has been largely deferred to Monroe County. The County Emergency Management Advisory Council is "responsible for the general supervision and control over the emergency management and disaster program of the County."[33] Subject to the approval of the Board of Commissioners, the Advisory Council appoints a County Emergency Management and Disaster Director. The Council is composed of nine members representing the County's major entities:

- The Monroe County Council
- Monroe County Commissioners
- Civil Air Patrol
- Town of Ellettsville

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[33] https://www.co.monroe.in.us/department/board.php?structureid=40

- Stinesville Town Board
- City of Bloomington
- Indiana University
- Monroe County Health Department
- A local business owner

The City of Bloomington is represented on the Advisory Council by an Assistant City Attorney. IU has an Emergency Management and Continuity Department, which is a sub-unit of its Public Safety and Institutional Assurance Department. The City of Bloomington does not have a distinct Emergency Management Department or Director and does not have a City Emergency Plan.

It is not unusual for a county agency to assume a lead role in emergency management; Indiana's emergency management structure is designed in a hierarchy beginning at the state level. The Indiana Department of Homeland Security (IDHS) was created in 2005 by the state legislature, combining several existing agencies focused on emergency management, domestic security, and public safety. The agency was tasked with administering federal and state homeland security grants statewide; developing a strategic plan for preparing and responding to emergencies; coordinating emergency and disaster mitigation, preparedness, response, and recovery efforts; and developing a plan to protect state and public assets from disasters and attacks. Each county in the state has its own emergency management agency to help communities prepare for disasters and emergencies and to be the local link to the Indiana Department of Homeland Security, which provides assistance financially and operationally in significant emergencies.[34]

Response to major incidents often requires the coordination of diverse agencies and benefits from the ability to mobilize personnel and resources from multiple communities. State and county-level agencies provide for acquisition and sharing of equipment that would be beyond the financial capacity of most communities and provide a consolidated point for application for and management of grant funding. However, the City of Bloomington, in addition to being the County seat, is by far the largest municipality in the County; it represents about 58% of its population and the majority of its commercial and cultural base. The County's 2020 budget is $79,800,781; the City's budget is $98,660,693.

While the nature of emergency management requires county and state-level response, it is also wise for a city of the size and complexity of Bloomington to have at least a basic capacity to independently respond to and manage an incident. In addition, the City has two substantial public safety providers – the Police Department and the Fire Department – and in many disasters, particularly weather-related events, the Department of Public Works plays an equally important role. It is important that, at a minimum, the public safety agencies work cooperatively and coordinate command and control capabilities during critical incidents. Although they have distinct skillsets and missions, they share the common goal of public safety and are most effective in a critical incident when they work together. Establishment of an Emergency Management structure is a means of creating that capacity, increasing overall interagency coordination through joint training and exercises and providing a resource to coordinate activity during incidents that may not rise to the level of a full-scale county or state activation. It is also a resource to ensure that agencies complete required emergency management-related training, such as Incident Command System (ICS) certification, and to ensure that the City maintains a robust community outreach and training program regarding emergency preparedness.

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[34] https://www.in.gov/dhs/4197.htm

Responsibility for emergency management can rest at several levels of city government; most often, the lead agency is either the Police Department, the Fire Department, or an independent office under Mayoral oversight. To ensure the level of coordination necessary to develop an internal emergency operations plan, to function as a liaison with the County Emergency Management Director, and to coordinate interagency drills and tabletop exercises, it is in the City's best interest to create an Office of Emergency Management with minimal staff – a Director and either an Assistant Director or an administrative support employee – to begin the process of establishing a City-level emergency management structure.

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Conclusion

This Organizational Assessment was undertaken to assess opportunities for efficiency and effectiveness within the City of Bloomington Police Department. The recommendations in this report were developed to build on the Department's high service level and community-focused approach to providing public safety services. It is fortunate to be staffed with employees who care deeply about the community and are passionate about meeting the community's expectations.

Additional positions may be needed in some areas. Specifically, the report recommends that both schedule adjustments and staffing adjustments be implemented in the Uniform Division in patrol operations. The cost impact of this recommendation will depend on implementation and be impacted by the City's decisions regarding the deployment of specialty teams for community policing. The cost range for this recommendation is between $40,000 per year, if the Downtown Resource Officers are rolled into patrol, and nearly $1.1 million if more Patrol Officers are added under the current schedule and deployment approach. In addition, it is recommended that an additional Lieutenant position be created under Administration. However, it is recommended that this position be funded within the constraints of existing resources. Also, there are some areas where it will be appropriate to increase capacity.

Using this report as a guide, the Department will be able to continue to improve operations and services for the benefit of the Bloomington community. The challenge to the City is to make the decision to implement needed changes and to complete implementation. Prioritization of these recommendations and thoughtful, planned implementation are needed to ensure resources are expended prudently.

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Attachment A – Summary of Patrol Schedule Alternatives

PATROL STAFFING OPTIONS					
Current 8.5-hour Shifts	**Patrol**	**Staffing Factor**	**Total Patrol FTE**	**Sergeant**	**Total Staff**
Shift 1 - 5:30 am to 2:00 pm	11.00	11.00	22.00	3.00	25.00
Shift 2 - 1:30 pm to 10:00 am	18.00	17.00	35.00	3.00	38.00
Shift 3 - 9:30 pm to 6:00 am	10.00	10.00	20.00	3.00	23.00
		Total	**77.00**	**9.00**	**86.00**
8-hour + Power Shift	**Patrol**	**Staffing Factor**	**Total Patrol FTE**	**Sergeant**	**Total Staff**
Shift 1 - 7:00 am to 3:00 pm	13.00	11.00	24.00	3.00	27.00
Shift 2 - 3:00 pm to 11:00 pm	17.00	15.00	32.00	3.00	35.00
Shift 3 - 11:00 pm to 7:00 am	7.00	6.00	13.00	3.00	16.00
Power - 2:00 pm to 12:00 am	4.00	2.00	6.00	1.00	7.00
		Total	**75.00**	**10.00**	**85.00**
10-hour Shifts	**Patrol**	**Staffing Factor**	**Total Patrol FTE**	**Sergeant**	**Total Staff**
Shift 1 - 7:00 am to 5:00 pm	11.00	15.00	26.00	3.00	29.00
Shift 2 - 2:00 pm to 12:00 am	12.00	16.00	28.00	3.00	31.00
Shift 3 - 9:00 pm to 7:00 am	7.00	9.00	16.00	2.00	18.00
		Total	**70.00**	**8.00**	**78.00**
12-hour + Power Shift	**Patrol**	**Staffing Factor**	**Total Patrol FTE**	**Sergeant**	**Total Staff**
Shift 1 - 7:00 am to 7:00 pm	15.00	24.00	39.00	4.00	43.00
Shift 2 - 7:00 pm to 7:00 am	10.00	16.00	26.00	4.00	30.00
Power - 2:00 pm to 12:00 am	6.00	2.00	8.00	1.00	9.00
		Total	**73.00**	**9.00**	**82.00**

Current 8.5-hour Shift Schedule

Shift Team	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36
Team 1	M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M			
Team 2	A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A			
Team 3	N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N			
Team 4		M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M		
Team 5		A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A		
Team 6		N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N		
Team 7				M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M				M	M	M	M	M	M
Team 8				A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A				A	A	A	A	A	A
Team 9				N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N				N	N	N	N	N	N

8-hour with Weekend 10-Hour Power Shift Schedule														
Shift Team	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Team 1	M	M	M	M	M			M	M	M	M	M		
Team 2	A	A	A	A	A			A	A	A	A	A		
Team 3	N	N	N	N	N			N	N	N	N	N		
Team 4		M	M	M	M	M			M	M	M	M	M	
Team 5		A	A	A	A	A			A	A	A	A	A	
Team 6		N	N	N	N	N			N	N	N	N	N	
Team 7			M	M	M	M	M			M	M	M	M	M
Team 8			A	A	A	A	A			A	A	A	A	A
Team 9			N	N	N	N	N			N	N	N	N	N
Power (10-hour)				O	O	O	O				O	O	O	O

10-hour Shift Schedule																					
Shift Team	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Team 1	M	M	M	M				M	M	M	M				M	M	M	M			
Team 2	A	A	A	A				A	A	A	A				A	A	A	A			
Team 3	N	N	N	N				N	N	N	N				N	N	N	N			
Team 4				M	M	M	M				M	M	M	M				M	M	M	M
Team 5				A	A	A	A				A	A	A	A				A	A	A	A
Team 6				N	N	N	N				N	N	N	N				N	N	N	N

12-hour with Weekend 10-hour Power Shift Schedule														
Shift Team	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Team 1	D	D			D	D	D			D	D			
Team 2	N	N			N	N	N			N	N			
Team 3			D	D				D	D			D	D	D
Team 4			N	N				N	N			N	N	N
Power (10-hour)				O	O	O	O				O	O	O	O