INDIANA UNIVERSITY
PUBLIC POLICY INSTITUTE
Center for Research on Inclusion & Social Policy

RACIAL EQUITY IN SCHOOL POLICING

A review of Indianapolis Public Schools Police Department

SEPTEMBER 2021 | ISSUE 21-C17

CONTRIBUTING AUTHORS

Roxy Lawrence, Director of Evaluation
Krystal Gibson, Program Analyst

PROJECT SUPPORT

Dr. Caroline M. Bailey, Assistant Professor, O'Neill School
Dr. Wanda Thruston, CRISP Interim Director
Karla Camacho-Reyes, Special Projects Coordinator

RESEARCH SUPPORT

Mark Chin, Research Associate
Ellen Bankston, Research Assistant
Hampton Shields, Research Assistant

Prepared for Indianapolis Public Schools

INDIANA UNIVERSITY
PUBLIC POLICY INSTITUTE

101 W. Ohio Street, Suite 400
Indianapolis, IN 46204
go.iu.edu/CRISP

CONTENTS

ADDITIONAL CONTENT

PART 2. OVERVIEW OF SCHOOL POLICING, IPS, & IPS PD

PART 3. STUDY DESIGN & METHODS

PART 4. KEY FINDINGS

PART 5. RECOMMENDATIONS & CONSIDERATIONS

PART 6. APPENDICES

KEY TERMS

INDIANAPOLIS PUBLIC SCHOOLS (IPS)

IPS is the largest public school district in Indiana with more than 31,000 students enrolled in elementary, middle, and high schools. IPS includes charter schools, magnet schools, innovation schools, and neighborhood schools.

CHARTER SCHOOL

Charter schools are publicly funded and exempt from some state or local regulations regarding operation and management.

MAGNET SCHOOL

Magnet schools, often referred to as choice schools, are schools to which families can apply that are within an existing public school district. Magnet schools focus on specific areas of interest, such as performing arts, world languages, science, technology, engineering, high ability education, and math (STEM) programs.

INNOVATION NETWORK SCHOOL

Innovation schools have the authority to make all academic and operational decisions about their school. The purpose of these schools is to allow schools within the IPS district to have more flexibility in developing programs and services that cater to the needs of their student body. Some innovation schools within IPS have charters, while others rely on the district for legal authority to operate.

NEIGHBORHOOD SCHOOL

Neighborhood schools within IPS are community-focused schools that provide high ability education, special education, and English Language Learner supports as well as a general curriculum. All students living in a geographic location have guaranteed access to the school, and families outside of this geography can apply to attend.

PRIVATE SCHOOL

Private schools are funded and operated through private organizations and usually require tuition payments by families. Many private schools in Indianapolis accept vouchers, known as Indiana Choice Scholarships.

INDIANAPOLIS PUBLIC SCHOOLS POLICE DEPARTMENT (IPS PD)

IPS PD is a law enforcement entity within IPS tasked with providing a safe and positive educational environment for students and staff.

IPS PD PATROL OFFICERS

Patrol officers are law enforcement officers that patrol a defined geographical area.

IPS PD INVESTIGATIVE UNIT

The investigative unit is a department within IPS PD that gathers and assesses evidence of criminal activities or complaints.

SCHOOL RESOURCE OFFICERS (SRO)

An SRO is a sworn law enforcement officer assigned to a school on a long-term basis and trained to perform three main roles: law enforcement officer, law-related counselor, and law-related educator. SROs work collaboratively with the school and its community to maintain safety and serve as a resource.

STANDARD OPERATING PROCEDURES (SOP)

SOPs are detailed directives specifying procedures for the performance of various tasks within IPS PD. It also includes information about the IPS mission, goals, and roles and responsibilities.

MEMORANDUM OF UNDERSTANDING (MOU)

A memorandum of understanding serves as an agreement between the law enforcement agency and the school district to define roles and responsibilities of SROs.

RACIAL EQUITY

Racial equity is systematic policies, practices, and conditions that ensure equitable opportunities and outcomes for all people regardless of their race. This includes eliminating policies, practices, attitudes, and cultural messages that reinforce differential outcomes by race or that fail to eliminate them.[1] It requires addressing the root causes of inequities and not how they manifest.

IMPLICIT BIAS

Implicit bias is negative associations or stereotypes that people have developed and unconsciously hold. This is also known as unconscious or hidden bias.

RESTORATIVE JUSTICE

Restorative justice is a theory of justice approach that focuses on repairing the harm caused by crime. It involves intentional and structured dialogue with the victim, perpretator, and community to address core issue and foster healing.

ZERO-TOLERANCE POLICIES

Zero-tolerance policies include school discipline policies and practices that mandate punitive and severe consequences in response to students' behavior regardless of the context or rationale for the behavior.

OPPORTUNITY GAP

Opportunity gap refers to disparities in access to quality schools and resources necessary for all students—regardless of social identity—to be successful.

EVIDENCE-BASED PRACTICES

Evidence-based practices are interventions or strategies that are empirically based and proven to be effective. These are also referred to as best practices.

INDIANA LAW ENFORCEMENT ACADEMY (ILEA)

ILEA is an agency in Indiana tasked with setting the requirements and criteria for basic training of law enforcement officers throughout the state. All IPS PD officers must participate in mandated ILEA trainings to become a member of the IPS PD department.

CIVIL RIGHTS DATA COLLECTION FROM THE OFFICE OF CIVIL RIGHTS (CRDC)

The Civil Rights Data Collection is a biennial survey of public schools required by the Office of Civil Rights since 1968 and collects data on access and barriers to educational opportunity from preschool through 12th grade.

EXECUTIVE SUMMARY

In 2015, at the request of IPS, the IU Public Policy Institute (PPI) conducted a review of Indianapolis Public Schools Police Department's (IPS PD) operations, highlighting established practices that help facilitate the safety of students, school administration, and staff. This study summarized key roles and responsibilities of school resource officers (SROs), identified opportunities for collaboration between school staff and administrators and IPS PD, and outlined several best practices related to successful SRO programs.

In light of the national and local focus on police reform and IPS's commitment to being an antiracist institution, IPS administration contacted PPI's Center for Research on Inclusion and Social Policy (CRISP) to assist them in identifying the best practices for achieving racially equitable policing practices within their school district. This research leveraged findings from the initial study and focused on assessing current IPS PD operational procedures against evidence-based practices. The new report includes the following:

- A review of existing literature on key components for developing and implementing school-based policing programs that incorporate racially equitable perspectives
- An assessment IPS PD operational procedures against evidence-based practices
- A list of recommendations to help the IPS PD improve current practice and procedures, as identified in the literature

RESEARCH DESIGN

The study focused primarily on key components of successful SRO programs: governance and oversight, transparency and accountability, collaboration, and training and professional development. The research team used a mixed-methods approach to assess the extent to which IPS PD operated according to evidence-based practices and from a racial equity perspective. This research method included a systematic review of:

- Existing literature on evidence-based school policing practices
- Interviews and surveys with members of IPS PD
- Surveys with staff, administration, students, and parents/caregivers affiliated with IPS
- Review of IPS PD documents
- Descriptive analyses of student and IPS PD administrative data

Researchers used descriptive statistics and thematic analyses to assess program policies and procedures with fidelity to best practices and to examine key stakeholder perceptions of the IPS PD program.

KEY FINDINGS

The key findings from this study focused on four main areas: governance and oversight, transparency and accountability, collaboration, and training and professional development. Additional findings included information on uniforms and other safety equipment used in schools.

Governance and oversight

- While IPS PD has longstanding governance documents that outline operating procedures, they are missing key elements. These include elements such as defined roles and responsibilities in handling student misbehavior as well as established practices for promoting communication and collaboration between IPS PD and school administration and staff.
- There are several inconsistencies in how student misbehavior—such as classroom disruption and defiance—is addressed or should be addressed among IPS PD and school personnel. There are also inconsistencies when it comes to handling

situations that involve students with disabilities. Both SROs and school personnel are uncertain about their specific roles in these cases. This ambiguity can stifle collaboration, cause confusion, and lead to miscommunication.

- Governance documents do not clearly outline use-of-force protocols nor do they differentiate between student behaviors that constitute a criminal offense versus those that are simply student misconduct. Not having a clear differentiation between the two categories muddies roles in addressing behavioral issues and leads to more punitive consequences for minor offenses. While IPS PD consults the Indiana Criminal Code to define instances of criminal offense, these offenses should be explicitly laid out in the SOPs to increase transparency and reduce inconsistencies in enforcement.
- IPS PD hires individuals who have an interest in working with youth. However, this is not a primary requirement and school stakeholders are not involved in the hiring and selection process.

Transparency and accountability

- Budgetary and personnel information, IPS PD case records, investigations, and arrest data are readily available through IPS PD. Arrest data is disaggregated by age, gender, race/ethnicity, charge, and location of incident. Best practices also dictate that this data is broken down by disability status, English as a Second Language (ESL), and incident outcomes to provide a complete picture of the types of students receiving these infractions. This information can help address any subsequent disparities.
- There are opportunities for improving IPS PD data. For example, cases and arrest records are not linked with student data, such as suspension, expulsion, truancy, attendance. It was unclear from IPS PD arrest records whether certain incidents that occurred off campus involved IPS students. This missing data hampers key understanding of situational factors that may have led to student misbehavior.

Collaboration

- Survey findings revealed there were varying levels of collaboration among IPS PD and staff. Overall, 88% of IPS PD agreed that they collaborated effectively with school staff, while only 61% of school staff agreed that they collaborate effectively with IPS PD.
- A significant deterrent to collaboration is the ambiguity surrounding roles and responsibilities in addressing student misbehavior. As a result, IPS PD and staff are not able to effectively address these issues. Other challenges include a lack of opportunities for intentional engagement between school staff and IPS PD, such as scheduled meeting times.
- IPS PD noted it is important to build rapport with both students and their families. IPS PD reported they have historically done this by attending extracurricular events and fulfilling lunch duties.

Training and professional development

- IPS PD participates in both law enforcement instruction and specific school-based training.
- Both IPS PD and school staff expressed a need for additional training to help IPS PD effectively fulfill their roles and responsibilities and meet the needs of students. These training sessions should include topics such as trauma-informed care, social-emotional learning, child and adolescent development, working with students with disabilities, and more.
- IPS PD participates in the district-mandated racial equity training and a department-organized implicit bias training led by an external entity. While these trainings provide foundational knowledge, combating systemic racism requires ongoing learning, reflection, and intentional implementation of core concepts in their work.
- IPS PD currently implements and facilitates restorative justice conferences. However, the officers noted that they often lack consistency in frequency and application. They point to a lack of capacity to implement conferences on an ongoing basis and insufficient buy-in from staff, students, parents/caregivers.

Additional findings

- There was limited evidence in the literature regarding the relationship between student outcomes and SROs wearing uniforms while at school. Some school districts adopted new dress codes for their SROs to help them appear more approachable.
- The literature review provided mixed evidence on the use of safety equipment in schools. Metal detectors, for example, are associated with negative perceptions among students, while there is inconclusive evidence on the impact SROs carrying guns have on student outcomes.
- The district's approach to these matters may benefit from the input of additional stakeholders, such as parents/caregivers, school administration and personnel, students, and community residents.

RECOMMENDATIONS

The research findings helped highlight key opportunities for improving IPS PD program practices. The following recommendations are for both IPS PD and IPS administration to consider. To be effective and successfully implemented, these recommendations will require intentional interagency and intra-agency collaboration—such as collaboration between the school administration and staff. With this in mind, IPS PD and all other IPS stakeholders must work together to implement these recommendations to ensure the collective interests of the school system are being met.

Governance and oversight

- Governance documents should promote collaboration and reduce ambiguities by clearly defining IPS PD, staff, and administration roles when addressing student misbehavior.
- Differentiate between student misconduct and criminal offense to reduce IPS PD's role in school disciplinary issues traditionally handled by school administration and school staff.
- Provide specific guidelines for the use-of-force continuum, including outlining scenarios when less-than-lethal or deadly force should be used.
- Involve non-IPS PD personnel—such as school administration, staff, and parents/caregivers—in the hiring and selection process of officers. This will help to facilitate buy-in across these stakeholders, increase collaboration, and ensure selected officers fit within the school culture.

Transparency and accountability

- Develop a more systematic approach to managing records and data accessibility to enhance IPS PD's ability to evaluate the success of its programs, initiatives, activities, and trainings attended by IPS PD. Improved record keeping will also help determine areas for improvement over time.
- Develop a governance document that outlines protocols to track key metrics and maintain annual publicly available data. This data should include IPS PD case/investigations, arrest records, and student data related to exclusionary disciplinary practices (e.g., suspensions and expulsions), attendance, truancy, and other school disciplinary actions. These protocols should also include documentation of incidents that occur outside of a school setting. These records can help track and monitor student outcomes, assess whether specific types of students encounter more disciplinary actions, and help increase reporting and public awareness of this information. While implementing these practices, it is also imperative that all publicly facing data adhere to student privacy laws.

Collaboration

- Provide opportunities for intentional engagement and collaboration between school administration, staff, and IPS PD. For example, at the beginning of the school year, ensure that school staff and IPS PD are informed about each other's roles in the school and coordinate joint training and learning sessions to provide an opportunity for interaction and collaboration. This collaboration would increase both parties' abilities to meet students' needs and address complex issues that might arise.

- Create opportunities for students and their families and IPS PD to interact outside of safety protocols. An effective school-based policing program requires sustained engagement with both students and parents/caregivers to ensure that the program is meeting students' needs.

Training and professional development

- Implement a larger menu of school-based, policing-specific trainings that focus on navigating the complexities students encounter at school. These include SRO-specific trainings covering topics such as child and adolescent development, trauma-informed care, working with students with disabilities, and more.
- Issues of racial equity and systemic justice—specifically within the education and criminal justice systems—should be incorporated into training curricula to encourage ongoing learning, training, discussion, and reflection on the topics.
- Strengthen the use of IPS PD's current restorative justice practices to help improve their efficacy. This includes building capacity for the whole school versus incident-driven approaches and broadening current practices to ensure that other key stakeholders besides IPS PD implement the same approaches.

Additional considerations

- Consider rebranding the IPS PD program to create a shift in culture and mindset within the department. IPS PD mainly perceives their role as law enforcers even though the roles and responsibilities of an SRO extend far beyond maintaining and protecting the safety of students and staff. Referring to IPS PD as SROs—while teaching the importance of fulfilling other key roles—could help foster a more positive and non-punitive educational environment for students.
- Develop a school safety advisory committee to help recommend whether IPS PD should wear uniforms and carry guns and tasers in the school. Using the evidence already provided in this report, the safety advisory committee should elicit feedback from parents/caregivers, students, school administration, staff, and community residents about continuing these practices.
- Coordinate ongoing assessments of the IPS PD program to ensure it is following its revised evidence-based policy and practices with fidelity to ensure equitable treatment of all students. Assessing the effectiveness of the IPS PD program requires ongoing evaluation. Further, it provides opportunities to diagnose problems earlier, learn from them, and make appropriate revisions of policy and/or practices.

PART 1.
OVERVIEW

BACKGROUND

IPS PD STUDY 2015

In 2015, PPI partnered with IPS to conduct a review of IPS PD operations. The purpose of that study was to better understand the activities performed by IPS PD and identify opportunities for collaboration with school staff and administrators. The study provided a broad overview of IPS PD efforts and the allocation of resources within the department. Some notable findings from that study included strengths and opportunities for improvements.

Strengths

- IPS PD had a strong framework of operations that incorporate evidence-based practices identified in the literature review of school policing programs, such as a clearly defined mission, goals, and standard operating procedures.
- IPS PD collected and reported data on various metrics, including case/incident reports, investigations, arrests, and use-of-force reports.
- IPS PD demonstrated a commitment to the safety and overall well-being of IPS students and staff.

Opportunities for improvement

- IPS PD could benefit from a more systematic approach to collecting and managing data related to training (e.g., tracking trainings offered, trainings completed, officers certified in training, etc.).
- Additional data should be collected about the perceived roles of IPS police officers. This data can help determine if further guidelines are needed to ensure officers spend adequate time on IPS PD's priority activities.
- IPS PD could develop a more robust strategy for handling complaints. At the time of the initial study in 2015, complaints lodged against IPS PD were investigated internally. That study recommended that IPS PD explore options for conducting independent investigations and allowing for some level of civilian oversight.

Contributions to the current study

The 2015 study highlighted key insights into the internal operations of IPS PD and offered actionable steps to improve the execution and efficacy of the program policies. However, it was not intended to be a comprehensive evaluation of IPS PD efforts. The study highlighted several next steps for future research such as:

- Conducting a comprehensive review of IPS PD to determine if best practices and elements of successful SRO programs are in place.
- Conducting surveys of IPS PD, school administrators, teachers, students, and parents/caregivers to gain a better understanding of their perceptions of the roles and responsibilities of IPS PD, the impact of their presence in the schools, and areas where building stronger collaborative relationships may create new opportunities to address school safety.

IPS PD STUDY 2021

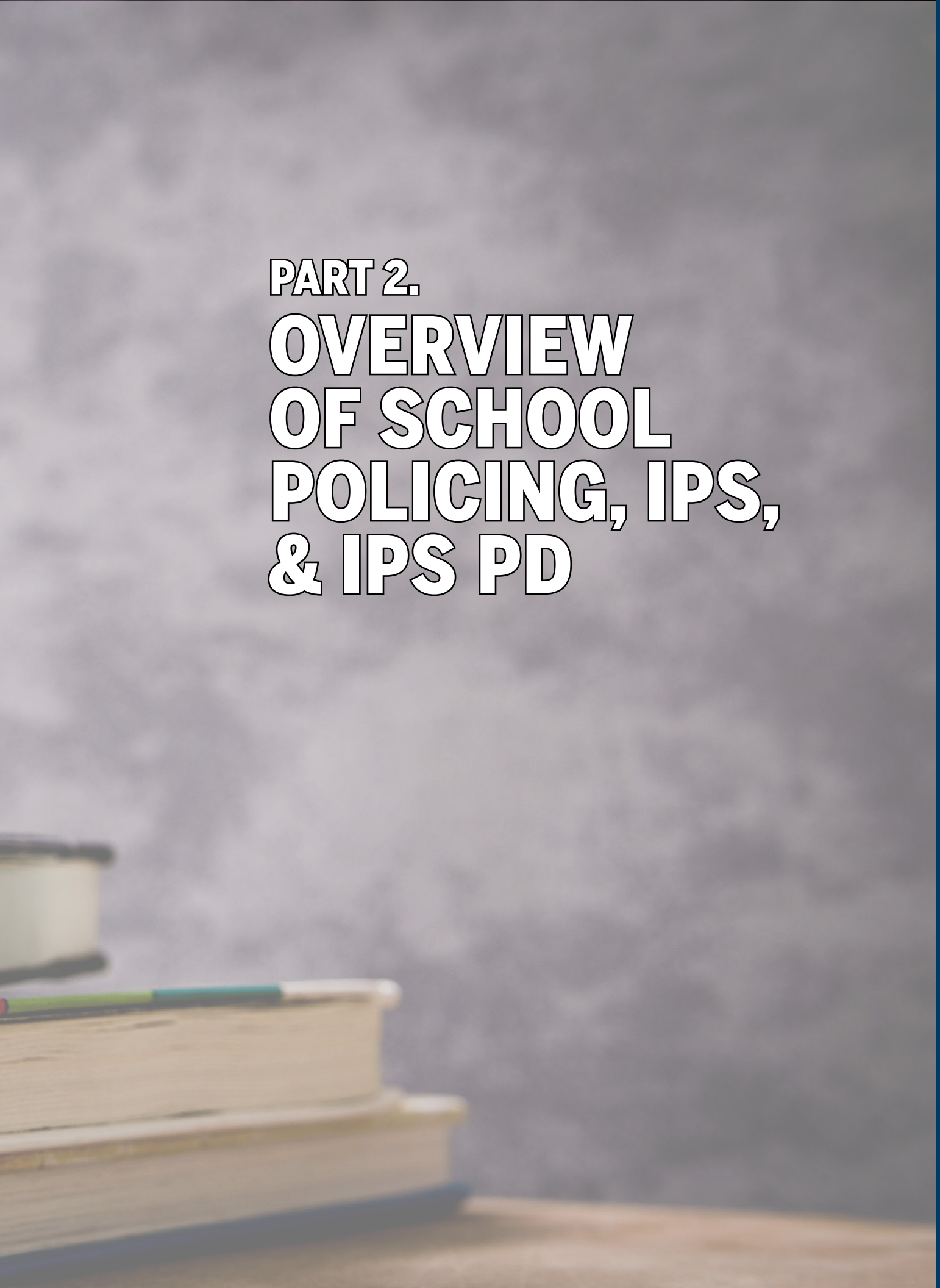
During fall 2020, IPS contracted CRISP researchers to identify best practices for achieving racial equity in policing in their school district. CRISP examined their policies and practices to identify changes that IPS PD and the district should consider. Researchers also examined how these changes might be implemented with a racial equity lens. IPS is committed to pursuing efforts that effectively and sustainably address racial equity in the district to ensure students experience improved outcomes in the present and future. Therefore, the purpose of this study is to assess the extent to which existing IPS PD practices, policies, and procedures align with racially equitable evidence-based practices. Recommendations highlight needed adjustments regarding several key governing components of the IPS PD program.

REPORT ROADMAP

This report serves to assess the extent to which current IPS PD practices align with evidence-based school policing efforts. The primary intended audience of this document are IPS stakeholders, including IPS PD, school staff and administration, and parents/caregivers. This document may also inform other public school districts hoping to understand foundational elements and core principles of successful SRO programs that embed a racial equity perspective. Finally, this report can be utilized by policy makers as a guide to address the impact of school policing on student outcomes and, concurrently, to develop policies that mitigate unintended consequences of these practices on students' overall well-being.

Report sections

- Part 1 of this report provides an overview of this study.
- Part 2 includes a brief description of the history of school policing, the current research on school policing, and an overview of the IPS and IPS PD.
- Part 3 provides an overview of the study design, including information on the mixed-methods approaches and types of data collected.
- Part 4 describes the findings of the study. This includes an assessment of IPS PD's existing policies and practices against national best practices and a summary of other key findings.
- Part 5 highlights recommendations and considerations for improving current practices.
- Part 6 lists appendices, including additional survey information, a fidelity checklist, and standard operating procedures.



PART 2.
OVERVIEW OF SCHOOL POLICING, IPS, & IPS PD

OVERVIEW OF SCHOOL POLICING

The concept of SROs first emerged during the 1950s in Flint, Michigan, as part of a community policing effort.[2] SRO programming gained momentum in Florida during the 1960s and 1970s but did not proliferate nationally until the mid-1990s. Since then, legislation—such as the Safe School Act of 1994 and the amended Omnibus Crime Control and Safe Streets Act of 1968—helped encourage partnerships between law enforcement agencies and schools.[3] By 2017, 46% of all public schools had an SRO, with 72% of all high schools having one in their school building.[4] In 2018, 79% of schools with more than 1,000 students had at least one SRO in their building.[4] On average, schools with a higher student population tend to have an SRO present.

The use of SRO programs is attributable to several factors. Mass shootings in schools is often cited as one reason for having police officers in schools.[5] For example, the Sandy Hook Elementary School shooting in 2012 resulted in the death of 20 elementary school students and 6 staff members. This incident alone increased federal involvement in school policing efforts, which aimed to keep students and staff safe.[6]

Additionally, an increase in SROs occurred as part of a broad transformation of school discipline which has led to a more punitive school discipline environment.[5] Schools often request SROs to help manage student misbehaviors in the classroom. However, SROs are also increasingly asked to help enforce zero-tolerance policies in schools. Zero-tolerance policing—a term borrowed from the criminal justice system—requires that students be punished for low-level offenses and minor social disorder, even when the child is not a danger to themselves or others. This perspective is embedded in broken-windows theory, which suggests that minor social disorder can lead to more serious disorder and consequential negative behavior. School districts with higher enrollment of non-white students are more likely to have zero-tolerance expulsion policies for certain offenses.[7,8]

Alongside the increased use of SROs, schools have increasingly used other security-related approaches to safety, such as controlling access to school buildings, security cameras, and metal detectors.[5] Approaches such as security cameras can assist with investigations when incidents occur across the school.[9] Such security measures are often used as prevention efforts, working to mitigate gun violence and keep strangers from entering the building.

FUNDING

The federal government has helped fund SROs through the Community Oriented Policing Services (COPS) since 1994. COPS has several related federal grants that help fund the nationwide school-based policing programs such as the COPS in Schools Program (CIS), Secure Our Schools (SOS), School-based Partnership (SBP), and the Safe Schools Initiative (SSI). Though these program funds diminished during the Bush administration, new guidance in both 2014 and 2016 helped reestablish the grants. While funds became available in 2018 and 2019, the program began again in 2020.[8] The shifting nature of the COPS programs reflects the ongoing concerns regarding the impact and efficacy of police in schools.

State-level funding for SROs has become more widespread given the fluctuating nature of federal funding through the COPS programs.[5] For example, Indiana has multiple funding sources available for SROs. The Secured School Safety Grant program offers matching grants to school corporations, charter schools, and accredited nonpublic schools to provide employment benefits for SROs, conduct threat assessments, support firearms training, and bolster parent-student support service efforts. This program has allocated $91 million since its inception in 2013.[10] Schools that apply for this grant are required to have a memorandum of understanding with a local mental health services organization. In 2018, this policy was added to existing requirements to ensure that students could receive mental health services before the school receives funding for safety improvements. Additionally, there are other state-level funding opportunities that address school safety, but do not directly

pay for hiring SROs. For example, the Indiana Safe Schools Fund provides grant funds for violence prevention efforts, such as reducing bullying and substance use. This program does not fund SROs but supports evidence-based programs aimed at reducing violence in schools.[11]

SRO ROLES AND RESPONSIBILITIES

Schools have historically used SROs in more traditional roles, such as security officers who focused on reducing crime and mass catastrophes. In recent years, however, the role of SROs has evolved and expanded. Presently, there is great variation across school districts and individual schools regarding the actual roles fulfilled by officers.[5] Additionally, not all SROs remain on one campus and many rotate weekly through multiple school buildings.[6]

Despite the variation in SRO roles and responsibilities, many implement the triad model of school policing, which identifies SROs as educators, informal counselors, and law enforcers. The educator role focuses on teaching students, teachers, and parents about crime prevention, bullying, substance use, emergency preparedness, incident management, and conflict management. The counselor role involves building trust with students, mentoring youth about appropriate behavior, and intervening in escalating situations. Finally, the law enforcement role involves relaying important safety information, guiding administrators as they respond to potential threats, and the traditional responsibilities associated with policing. A 2005 study reported that SROs spend about 50% of their time as law enforcers, 25% as counselors or mentors, 13% as educators, and 12% fulfilling other responsibilities.[12]

CURRENT SHIFTS IN SCHOOL POLICING PERSPECTIVES

In many respects, school policing is perceived differently from standard policing. At its core, it is based on a model of prevention and community policing. Comparatively, the standard problem-policing model— which involves officers responding to calls when a problem arises—is considered more reactive than proactive.[12] As such, the National Association of School Resource Officers (NASRO) emphasizes training police officers in three areas: (1) functioning as a police officer in a school setting, (2) working as a resource and problem solver, and (3) developing teaching skills. These tenets reinforce the importance of SROs as simultaneously embodying the roles of a law enforcement officer, informal counselor, and educator.[6]

Many school districts are undergoing significant policy changes related to SRO programs in the wake of the Black Lives Matter movement, the death of George Floyd, and mass protests against police brutality. Some school districts are considering whether the programs should continue at all. For example, in 2020, the city of Chicago offered each Local School Council the opportunity to vote on whether they would like to continue their SRO program. Fifty-five schools voted to continue the program and 17 voted to eliminate it.[13] Recently, Denver, Milwaukee, and Minneapolis public school systems ended their contracts with their local police department and will begin to phase out SRO programs starting this year.[14] The city of Columbus, Ohio, has not formally announced the end of their SRO program, but the school district allowed their police contract to expire for the first time in 25 years. District officials have shown no indication that they will renegotiate the contract.[15] Other school districts across the country are revising their SRO programs and working toward implementing more preventative efforts that reduce disciplinary incidents and student arrests. For instance, Clayton County, Georgia, and Broward County, Florida, revised their agreements with law enforcement to ensure that roles and responsibilities of SROs were clearly defined and that operating procedures are up to date. Both counties also are working to build partnerships with behavioral and mental health programs to direct students to appropriate referral services.[16]

PRIOR RESEARCH

This section highlights prior research related to the efficacy of school policing on school climate and culture. The descriptions also provide key findings that have informed the direction of this study.

EFFECTS OF SROS ON SCHOOL CRIME AND RESPONSES TO SCHOOL CRIME

This study conducted a longitudinal analysis of monthly school-level administrative data using an intervention and control group to compare disciplinary offenses and actions following an increased presence of SROs in targeted schools. The study compared 33 public schools that recently increased SRO staffing using COPS grant funding against 72 schools that did not increase SRO staffing. The study examined the effects at 11 months and 20 months after intervention using a pre- and post-test comparison group design.[5]

Key findings

- Increases in the number of SROs was associated with higher rates of drug- and weapon-related offenses and exclusionary disciplinary actions but not with increased bullying. The study offers two different possible interpretations of this finding. First, it is possible that the increased presence of SROs leads to increased reporting of crime. Second, the authors suggest that the presence of SROs increased actual levels of crime since previously existing structures of informal social control were weakened and responsibility for disciplinary action was shifted from teachers to police. Both interpretations support the view that SROs contribute to the school-to-prison pipeline by increasing formal response to negative behaviors.
- Seventy-five percent of SROs indicated their presence increased the likelihood that a crime is reported.

PATROLLING PUBLIC SCHOOLS: THE IMPACT OF FUNDING FOR SCHOOL POLICE ON STUDENT DISCIPLINE AND LONG-TERM EDUCATION OUTCOMES

This study conducted a robust statistical analysis of 2.5 million public school students in Texas to investigate changes in disciplinary action and long-term educational outcomes associated with the presence of police in schools from similar funding streams. This included a statistical analysis of an existing data set.[8]

Key findings

- Black students experienced the highest increase (7%) in discipline due to police presence in schools funded through federal grants. White students saw an increase of 4% and Hispanic/Latinx students saw a 5% increase. When SROs were not present, Black students were twice as likely to receive disciplinary action than white students at the baseline.
- Federal school policing grants were associated with a 6% increase in middle school discipline rates, which are driven by sanctions for low-level offenses of school code of conduct violations.
- Further, schools that received the grant saw a 3% decrease in high school graduation rates and a 4% decrease in college enrollment rates. Black and Hispanic/Latinx students were less likely to graduate high school and enroll in college when SROs were not present, but the study did not find a statistically significant variation in the changes across racial groups.
- Decreases in college enrollment associated with the presence of an SRO are concentrated among low-income students.

STUDENTS, POLICE, AND THE SCHOOL-TO-PRISON PIPELINE

This study investigated the relationship between the presence of law enforcement officers in schools and the likelihood of school administrators to report incidents of varying severity. The study analyzes data from the 2009–10 National School Survey on Crime and Safety, which is conducted annually. The survey asked school leadership to report the number of

incidents that occurred and were reported to law enforcement, including robbery, fights with and without weapons, threats of physical attack, theft/larceny, possession of a weapon, distribution or possession of drugs or alcohol, and vandalism.[17]

Key findings

- The presence of an SRO increased the likelihood that a student would be referred to law enforcement, as opposed to handling the matter through the school system.
- When an SRO was present, the rate of referral doubled for lower-level offenses including fighting without a weapon and making a threat without a weapon.

RELEVANCE TO CURRENT STUDY

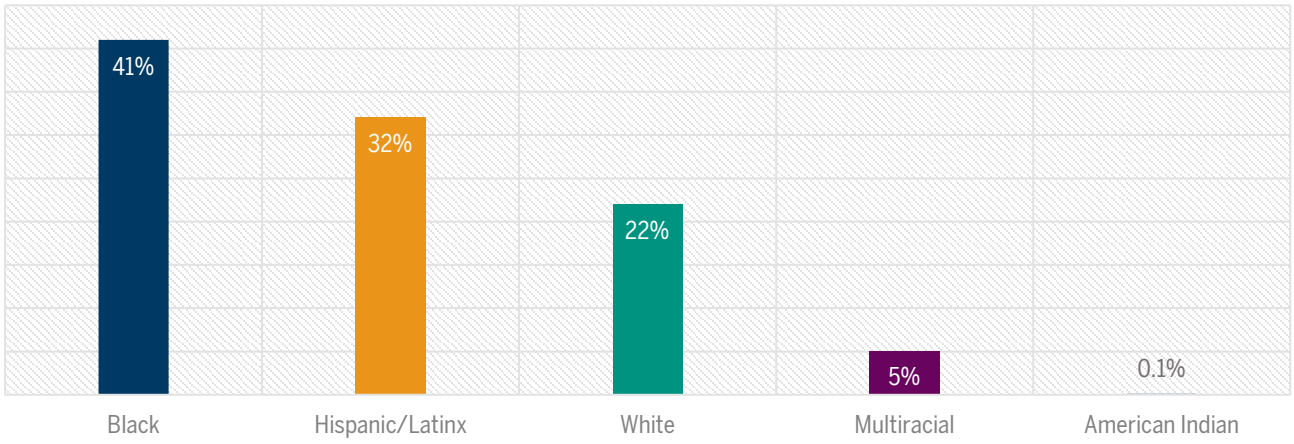
These studies point to mixed results on the impacts of school policing programs on school climate and specifically on students' outcomes. While the presence of SROs can lead to decreased bullying and increased feelings of safety when reporting crimes, it is also associated with increased levels of crime and the criminalization of behavior for Black and Hispanic/Latinx students. Further, these shifts may translate into longer-term effects for students, such as lower high school graduation rates and college enrollment rates. When handling student misbehavior, the shifts from school administration to SROs can also have positive and negative effects on students. When an SRO is present, teachers are more likely to focus on classroom teaching and learning but students are also more likely to be referred to law enforcement. This is likely to lead to harsher punishments for the student.

Although some literature about SROs includes race as a point of inquiry, there is still little empirical evidence of successful SRO programs that address racial equity specifically. Studies on SROs often acknowledge the racial disparity related to SROs, but there is a gap in the literature about how to best address these inequities. It is important to highlight key components of successful SRO programs as well as conduct a critical assessment of how these elements affect opportunities and outcomes for students of color in order to achieve equitable student outcomes. This study considers racial equity practices and policies at the forefront of the design and implementation of SRO programs in IPS.

IPS BACKGROUND

In the 2020–21 school year, IPS had 72 schools across Marion County,[18] educating more than 31,000 students (Appendix A). About 41% of the student population identify as Black or African American (Figure 1). Nearly two-thirds of all students are on free or reduced lunch.

FIGURE 1. IPS student population by race/ethnicity (2021)



IPS consists of partnerships with charter schools through the innovation network model, magnet schools, and neighborhood schools. Though each type of school offers different learning environments for students, IPS' overall mission is to "empower and educate all students to think critically, creatively, and responsibly, to embrace diversity, and to pursue their dreams with a purpose."[19] The districts' most up-to-date strategic priorities include:

1. Increase access to rigorous curriculum and instruction
    - Working to build socially emotionally supportive learning environments that ensure access to high-quality instruction by implementing 1:1 technology-based learning, supporting high school students in making decisions after graduation, and strengthening professional development opportunities.
2. Promote racial equity
    - Expanding racial equity work to eliminate opportunity gaps and address institutional biases by revising current policies and practices.
3. Foster authentic engagement
    - Strengthening family and community engagement by improving communication mechanisms and efforts to engage parents/guardians.
4. Operate and fund strategically
    - Strengthening the efficacy and equity of central office supports, services, and resource allocations by revising central office policies and building a portfolio planning process to enhance the district's vision and mission.

The strategic priorities are pursued through a variety of initiatives that aim to improve district systems, strengthen community and family engagement, and address racial inequities.[A]

A The IPS Strategic Plan 2025 can be found on the IPS website.

IPS PD BACKGROUND

According to IPS PD documents, the Public Safety Division was first charged with implementing an internal force in IPS during the 1940s. In 2007, the IPS Board of Commissioners established the IPS Police Department as a separate, fully trained law enforcement entity. IPS entered into a memorandum of understanding with the Indianapolis Metropolitan Police Department (IMPD) to clearly define issues of jurisdiction and investigations. There are 38 IPS PD members which includes executive leadership, SROs, patrol officers, and the investigations unit. IPS PD officers are currently assigned to IPS middle and high schools. IPS enrollment rates often determine the size of the department, and the number of officers has consistently declined since the 1980s. Depending on school's student population, middle schools have one to two officers in each building and high schools have two to five officers. Factors for the smaller department include demographic shifts, enrollment, building/facilities locations, retirements, relocations, as well as the pursuit of opportunities with more competitive pay.

A significant responsibility of IPS PD is to provide and maintain a safe educational environment for students and staff. According to IPS PD, this responsibility is the same, irrespective of roles or assignment. However, there are certain nuanced differences between IPS PD roles depending on assignment. For instance, SROs are primarily located in school buildings and help to secure the safety of students, staff, and school property, while responding to the needs of school administrators. Patrol officers work in shifts and monitor an assigned IPS district area. They also respond to school emergency calls for assistance. Conversely, the investigations unit navigates incidents pertaining to threat assessments, SOP violations, and issues that arise between IPS PD and students or staff.

As reported by IPS PD, all officers are required to complete the Indiana Law Enforcement Academy (ILEA) basic training course within one year of being hired, as well as its mandatory firearms training. They are also offered a series of other mandatory and optional training opportunities throughout the year. All officers are equipped with a firearm and are trained in the use of other tools that may be required if use-of-force becomes necessary to protect the safety of students, staff, and visitors to IPS facilities.

PART 3.
STUDY DESIGN & METHODS

METHODOLOGY

The following section describes the methods employed throughout this study. Table 1 provides an overview of the methodologies, participants involved, and the purpose of each method.

TABLE 1. Data collection methods

METHOD	PARTICIPANTS/SOURCE	PURPOSE
Document review	IPS PD's standard operating procedures and memorandum of understanding	• Examine information regarding existing policies and practices governing IPS PD operations.
Systematic review	N/A	• Review current literature on evidence-based practices related to school-based policing. • Compare IPS PD practices against best practices thematically identified in the literature. • Identify opportunities for improvement in current IPS operations and governance.
Interviews	IPS PD (n = 11)	• Gauge participants' perspectives about several components related to executing their roles and responsibilities as IPS PD.
Surveys	• IPS PD (n = 21) • IPS staff (n = 211) • IPS middle and high school students (n = 79) • Parents/caretakers of IPS middle and high school students (n = 51)	• Discern participant perspectives on the roles of responsibilities of IPS PD, benefits of IPS PD, perceptions of safety and collaboration, and understanding of racial equity policing. • Additional details are outlined later in this section and the appendices.
Student and administrative IPS PD data	• IPS student-level data • IPS PD student arrest records • Publicly available data on student suspensions and expulsions	• Assess trends over four key measures: enrollment, in-school suspensions, out-of-school suspensions, and arrests made by IPS PD.

DATA COLLECTION ACTIVITIES

DOCUMENT REVIEW

The research team reviewed documentation that describes written governing and operating protocols for IPS PD. These documents included IPS PD's standard operating procedures (SOP) and memorandum of understanding (MOU). The SOPs outline roles and specific guidelines for how IPS PD functions, particularly emphasizing the department's mission and goals, police etiquette, and interagency collaboration. The MOU is an interagency agreement between IPS and IMPD that describes issues of jurisdiction and investigations. Reviewing both the SOPs and MOU helped the research team understand current operating procedures, and further highlight opportunities for improving existing practices.

LITERATURE REVIEW

The research team conducted a review of existing literature on school-based policing programs to better understand evidence-based practices through a racial equity lens. Emphasis was placed on identifying national models with key program components and practices for achieving equitable outcomes for all students. Additionally, key trends from specific organizations—including the American Civil Liberties Union (ACLU), the Department of Justice's Office of Community Oriented Policing (DOJ), and the National Juvenile Justice Network (NJJN)—were used to help identify effective and equitable school policing practices. The research team leveraged these insights to develop a checklist that outlines how the IPS PD program is currently structured against evidence-based models that guide the development and implementation of SRO programs. The research team cross-referenced current IPS PD practices with evidence-based applications to identify areas of alignment and discuss opportunities for improvement.

INTERVIEWS

Interviews with IPS PD took place from March–May 2021 using online conferencing platforms. Participants included senior leadership, patrol officers, officers assigned to school buildings, and training officers. Each interview lasted approximately 60 minutes. Using a semi-structured questionnaire, the research team asked participants questions related to their overall experiences as police officers within IPS. Specifically, questions addressed IPS PD's mission and goals, perceptions of roles and responsibilities, interagency collaboration with school staff, students, and families, effectiveness of trainings, and perspectives on racial equity and school policing. The research team used thematic coding techniques to analyze the interview data with QSR international's NVivo 12 software (NVivo). Interview responses were transcribed and key themes were identified after each set of inquiries was completed.

For this study, the research team did not conduct qualitative research (i.e., interviews or focus groups) with parents/caregivers, students, and staff due to time constraints and difficulties convening these groups virtually. This resulted in fewer perspectives from these constituents on the need, utilization, and efficacy of IPS PD within the school district. As such, the ideas and perspectives presented are not fully representative of all groups affiliated with IPS.

SURVEYS

From March–April 2021, surveys were administered online via Qualtrics to capture key stakeholder experiences and opinions related to IPS PD. Key stakeholders included IPS PD, staff, parents/caregivers, and middle and high school students. The surveys asked about perceived roles and responsibilities of IPS PD, collaboration, perceptions of safety and behavioral issues, efficacy of IPS PD, opinions toward racial equity policing within IPS schools, and perceived benefits of IPS PD.

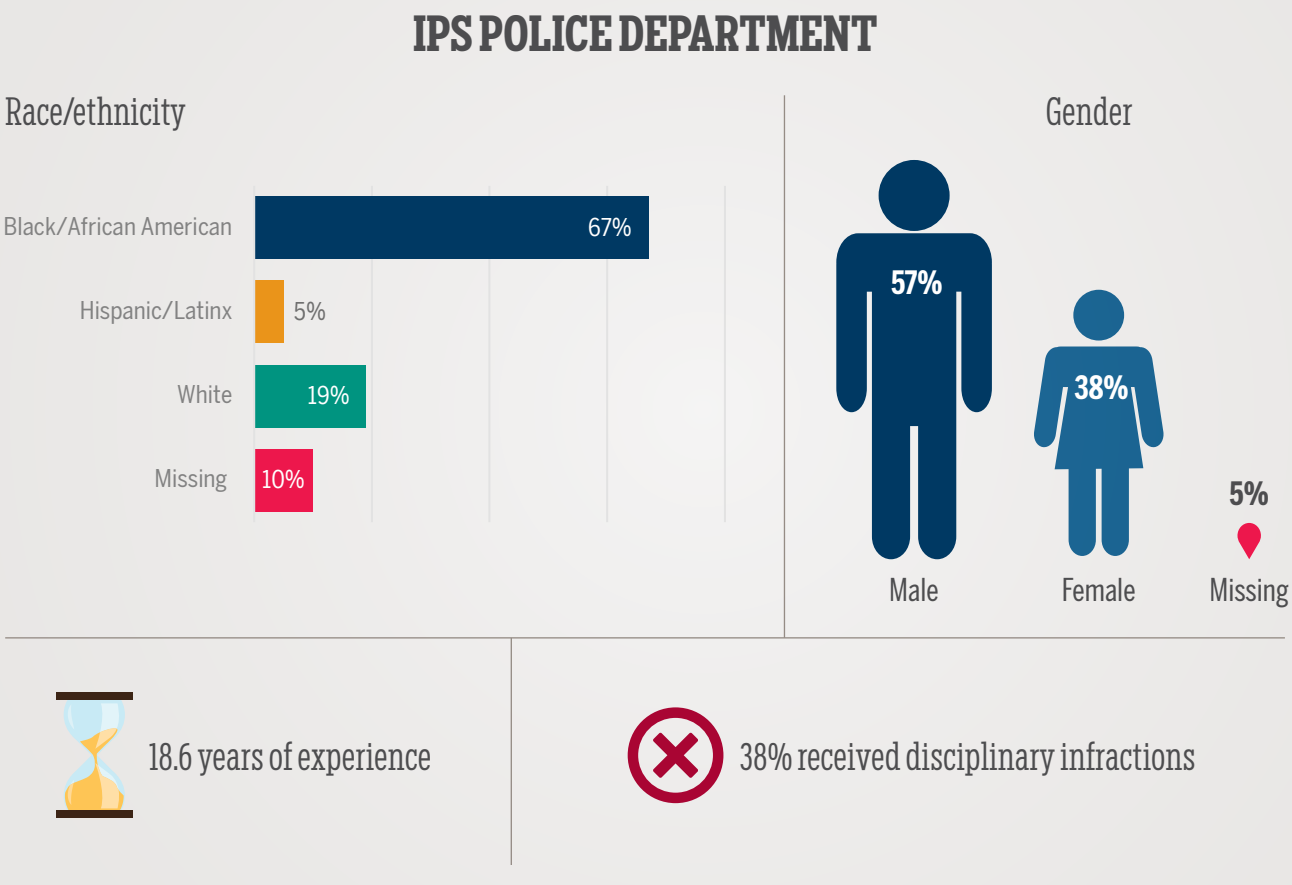
Students and parents had the opportunity to take the survey in Spanish or English. Each survey took approximately 15–20 minutes to complete. All surveys besides the IPS PD survey were distributed by the IPS communications team to ensure that only individuals who met the study's inclusion criteria could participate. Inclusion criteria required that all study participants have some affiliation with IPS. Additionally, only middle and high school students and caregivers were eligible to take part in the survey. Refer to Appendix B for additional information on the study's sample.

Responses from surveys were analyzed descriptively to understand trends within and across stakeholder groups. Descriptive statistics provide a method for examining the range and level of survey responses from stakeholders and allow for a broad understanding of findings. The research team analyzed each group's perceptions of IPS PD work—such as roles, responsibilities, and effectiveness—to assess similarities and differences in perspectives.

Sample description

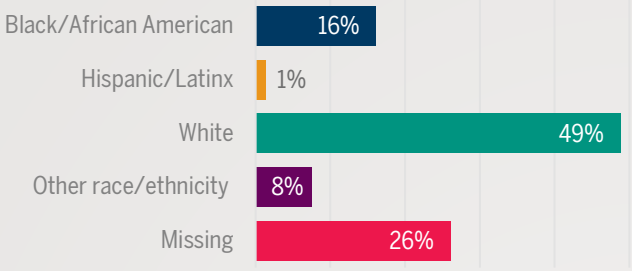
Sixty-seven percent of IPS PD respondents identified as Black or African American and about 40% were female. IPS PD members had an average of 19 years of experience and 38% reported they received disciplinary infractions during their time working for IPS PD. Forty-nine percent of school staff respondents were white, and most of these respondents (53%) were teachers. More than half (51%) of staff identified as female. The ethnic/racial composition of parents/caregivers was slightly more balanced. Thirty-nine percent of parents/caregivers were Black or African American, 37% were white, and 84% were female. Student respondents represented a variety of ethnic/racial backgrounds. Fourteen percent of students identified as Black or African American, 22% as Hispanic/Latinx, and 24% as white. Forty-three percent of student respondents identified as female. See Appendix B for additional details on key demographics.

FIGURE 2. Survey demographics by stakeholder group

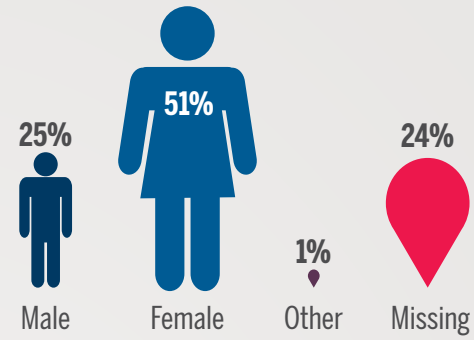


SCHOOL STAFF

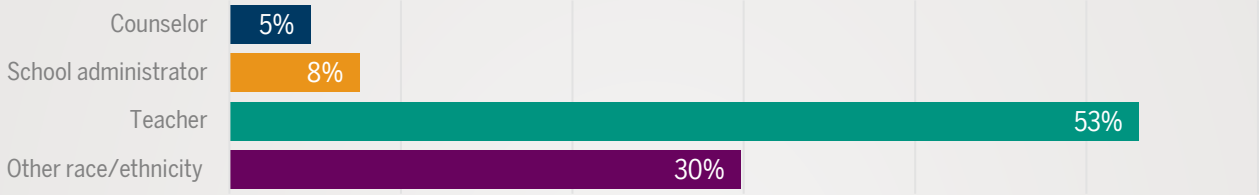
Race/ethnicity



Gender

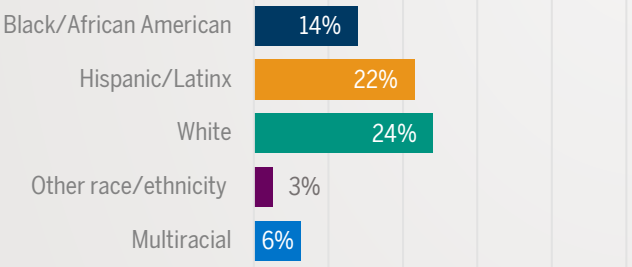


Current position

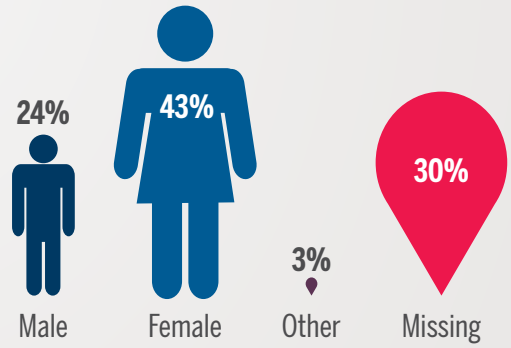


STUDENTS

Race/ethnicity

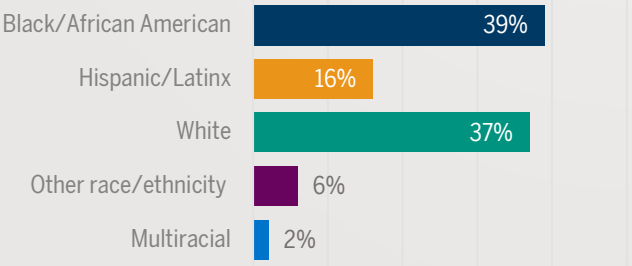


Gender

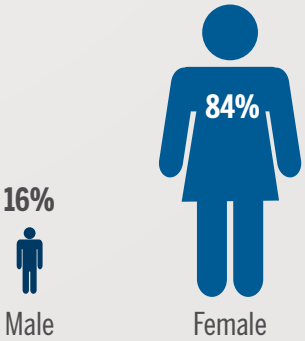


PARENTS/CAREGIVERS

Race/ethnicity



Gender



STUDENT AND ADMINISTRATIVE DATA

Data used in analysis came from three primary sources:

1. Publicly available data on student enrollment and suspensions in the 2015–16 and 2017–18 school years from the Civil Rights Data Collection of the Office of Civil Rights (CRDC).
2. IPS PD arrest data spanning the 2016–17 through 2019–20 school years.
3. Student-level data provided by IPS in 2018–19 and 2019–20.

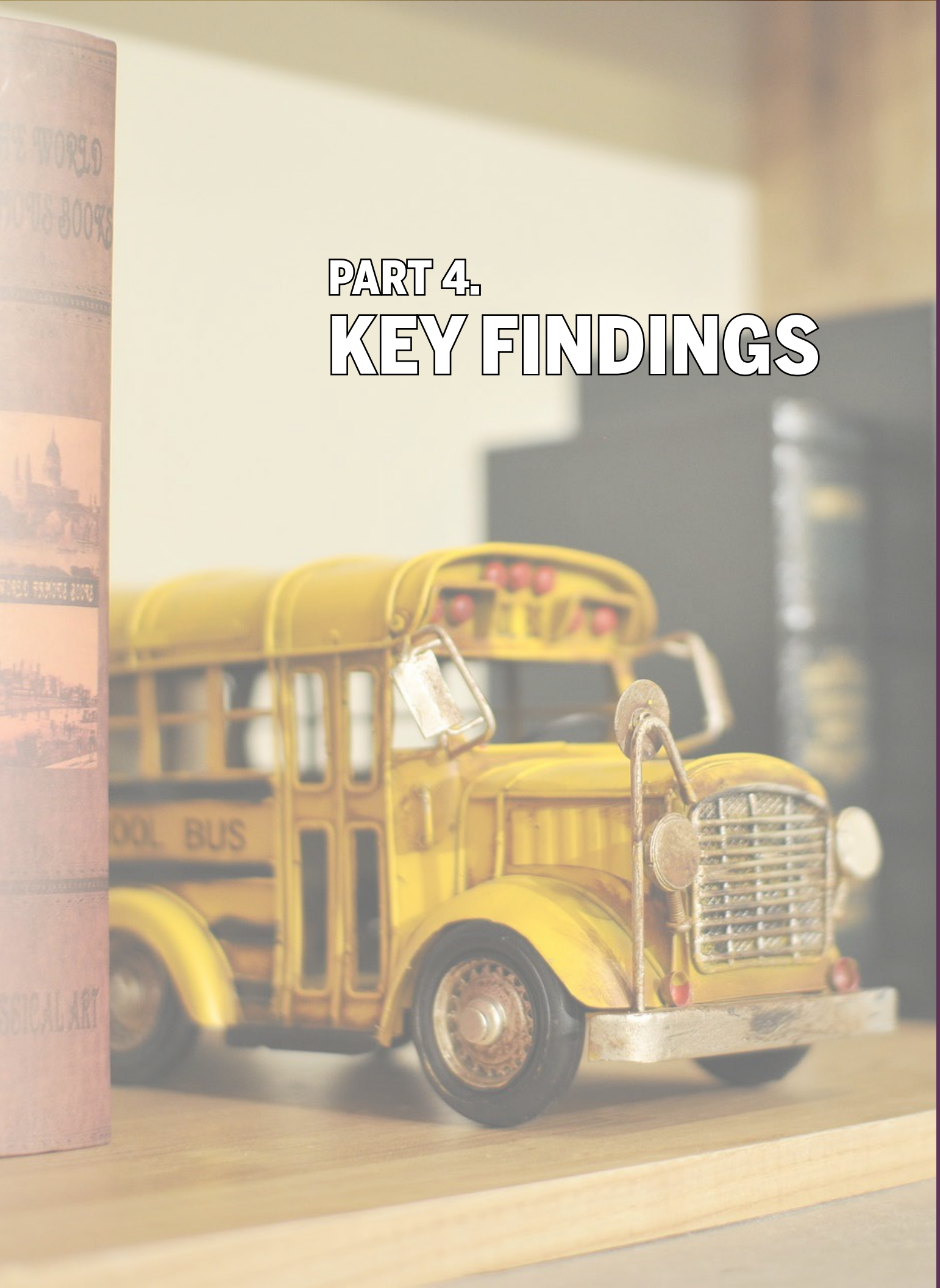
The research team assessed trends over time for four measures: enrollment, in-school suspensions, out-of-school suspensions, and IPS PD arrests. Analysis of IPS PD arrest records helped to contextualize shifts in these practices in response to policy changes (e.g., movement toward restorative justice practices). The research team examined student suspension outcomes based on theoretical and empirical work that suggests these exclusionary outcomes may be tied to involvement with the criminal justice system (i.e., interactions with IPS PD). Suspensions captured the number of students with at least one in-school or out-of-school suspension. Finally, the research team assessed enrollment over time in IPS to assess whether rates of exclusionary discipline and arrest are disproportionate to the number of students in the district.

Arrest data included all incidents, regardless of student age. For example, 91% of arrests made by IPS PD are of individuals 18 years old and younger. Data from the CRDC on enrollment and suspensions focused only on data reported by the district's traditional high schools (Table 2). Excluded high schools typically do not serve many students in these grades. The research team assessed high school level outcomes since these are the locations in which IPS PD typically serve.

TABLE 2. List of high schools included in CDRC data

CATEGORY	TRADITIONAL HIGH SCHOOLS
Included	Arlington Community, Arsenal Technical, Broad Ripple Magnet for Performing Arts, Crispus Attucks Medical Magnet, George Washington Community, John Marshall Community, Northwest Community, and Shortridge

The research team used IPS data to conduct analyses for students in the district's traditional high schools. Due to the limited data, the research team focused specifically on students enrolled in IPS in 2020–21 who were also enrolled in traditional IPS high schools in 2018–19 and 2019–20, under the assumption of standard grade progression over time. The research team did not have information on these students' schools in previous school years, and therefore inferred that students attended their current schools in previous years. For these reasons, there are certain limitations to the analyses that used enrollment and suspension data. Students who left IPS schools before 2020–21 were not included, even though their outcomes may have been affected by the presence of IPS PD. However, patterns in suspension and enrollment rates by race/ethnicity do not appear to vary substantially from the population-level data provided by the CRDC.



PART 4.
KEY FINDINGS

RACIAL EQUITY & SCHOOL POLICING

Disparities in educational outcomes and opportunities continue to persist for students of color. On every measure of achievement and attainment, race continues to be a prominent factor in dividing the student population, often referred to as the opportunity gap.[20] Learning environments in which students of color are educated are often underresourced compared to those of white students. Most often these schools are concentrated in areas experiencing high poverty.[21] Nationally, 51% of schools with high numbers of Black and Hispanic/Latinx students have SROs, compared to 42% of all high schools and 24% of all elementary schools.[6] Additionally, Black and Hispanic/Latinx students consistently represent a disproportionately high number of discipline incidents which can have a significant impact on their futures.[6,8,22]

Achieving racial equity in education requires the removal of institutional and structural barriers that negatively affect outcomes and opportunities for students of color. However, these disparities are pervasive nationwide. Locally, Black and Hispanic/Latinx students within IPS experience higher rates of in-school and out-of-school suspensions. Between 2016 and 2020, more than 60% of IPS high school students who were suspended were Black or Hispanic/Latinx (Appendix B). These trends have prompted school districts to intentionally mitigate disparities in educational outcomes for students of color. For instance, IPS developed a Racial Equity Initiative (REI) that fosters a school environment in which student race or ethnicity does not affect outcomes. REI has been implemented since 2015, in collaboration with the Racial Equity Institute, and includes training for school staff on systemic racism, reducing racial disparities in schools, and reviewing disaggregated academic and discipline data.[23]

Further, addressing issues of racial equity in schools requires a systematic assessment of all institutional policies, including school-based policing efforts. School policing practices have the potential to help or hurt districts' progress toward achieving racial equity. Literature suggests that SROs can help create a safe environment and positive climate for students[24–26] by discouraging bullying, developing relationships with students, and helping other school staff manage student misbehavior—all important contributors to student outcomes. On the other hand, SROs in schools can help worsen the outcomes of students from racially minoritized backgrounds. Several studies have documented a relationship between the presence of SROs and increased rates of school discipline.[27] This result—in conjunction with the over representation of Black youth with disciplinary actions[28]—highlights that SROs may exacerbate existing racial inequities in schools.

In fostering the district's vision of racial equity, it is imperative that IPS PD operating procedures embed evidence-based practices that mitigate disproportionalities in educational outcomes for students of color.

EVIDENCE-BASED PRACTICES FOR SRO PROGRAMS

The research team identified several evidence-based practices to help develop and implement SRO programs in school districts that reduce racially disparate outcomes for students of color. The research team developed a fidelity checklist to determine the extent to which the existing IPS PD program is engaging in these best practices (Appendix C). Fidelity to evidence-based practices focused on four key areas: governance and oversight, transparency and accountability, collaboration, and training and professional development. Rather than isolating racial equity as a standalone feature, the research team interspersed these perspectives throughout core model elements.

Table 3 outlines the core components of successful SRO programs and summarizes how well IPS PD's program is operating with fidelity. Determining each category's level of fidelity included assessing items on the checklist with which IPS PD complies. High fidelity indicates that key programmatic features are implemented by IPS PD with regards to best practices. Moderate fidelity suggests that some core program components are aligned with evidence-based practices. Low fidelity demonstrates that program elements are not implemented according to best practices.

TABLE 3. Fidelity to SRO evidence-based practices

GOAL DESCRIPTION	LEVEL OF FIDELITY	EVIDENCE
Governance and oversight		
Established memorandum of understanding that describes the goals and mission of IPS PD	High	IPS PD has a long-term memorandum of understanding with IMPD that clearly defines issues of jurisdiction and investigations. Additionally, IPS PD has a strong framework of operations that include 32 SOPs that describe the goals and mission of IPS PD, along with additional operating procedures.
Clearly defined selection criteria for IPS PD officers • This includes, but is not limited to, prior experience with youth or a genuine interest in working with youth.	Moderate	Being a trained law enforcement officer is one of the primary requirements for becoming an IPS PD officer. While officers are asked questions related to their experience with children or youth, this is not a mandated requirement. However, all IPS PD interview participants expressed interest in working with children or youth.
Clearly defined IPS PD roles and responsibilities within the broader context of the educational mission of IPS. • This includes specific roles and responsibilities of IPS staff versus IPS PD officers when dealing student behavior.	Low	SOP 2 provides a summary of roles and responsibilities of IPS PD as they relate to protection and safety of students, staff, and school property. This characterization fits well with stakeholder perceptions of IPS PD roles and responsibilities. At least 80% of IPS PD, school staff, and students agreed that IPS PD's main role is to enforce laws and maintain safety. This SOP does not differentiate between the roles and responsibilities of IPS PD and IPS staff or administration regarding the management of disciplinary infractions.
Differentiation between criminal offense and disciplinary misconduct and explicitly stating the forms of behavior that are representative of each infraction • Specify the consequences of criminal offenses and behavioral infractions.	Low	IPS PD refers to the Indiana Criminal Code to define criminal offense. However, the current SOPs do not differentiate between incidents or types of behaviors that require criminal charges or disciplinary misconduct. Relatedly, there is no mention of the consequences that correspond to each offense and the responsible party (i.e., IPS PD or IPS staff or administration) for addressing any disciplinary incidents that might fit within both categories.
Collaboration		
Defined lines of communication and authority between IPS PD and school level administrators, including, principals, teachers, school social workers, counselors, etc.	Moderate	A chain of command describing IPS PD direct reports, and types of incidents reported to school administration are clearly outlined in the SOPs. However, defined policies on how school administrators and IPS PD collaborate to address incidents and procedures for addressing disagreements between both parties are not explicitly highlighted. Despite this ambiguity, 88% of IPS PD and 61% of IPS staff perceived collaborative efforts as positive.
Intentional collaboration (i.e., resource sharing and decision-making, dialogue, relationship building) between IPS PD and other IPS stakeholders, including families and students.	Moderate	Effective SRO programs gather input from students and their families. IPS PD reported building relationships with students through attending extracurricular events and getting to know students on a personal level. Eighty-six percent of IPS PD agreed that their relationship with students and families is positive. Forty percent of parents/caregivers and 42% of students agreed that IPS PD makes an effort to engage with them, outside of responding to behavioral issues. Several barriers—such as the lack of intentional opportunities to facilitate IPS PD interaction with students and their parents/caregivers—hinder engagement efforts.

TABLE 3a. Fidelity to SRO evidence-based practices

GOAL DESCRIPTION	LEVEL OF FIDELITY	EVIDENCE
Training and professional development		
Incorporates training beyond what is required for a law enforcement officer. Some of these include child and adolescent development, conflict resolution, de-escalation, restorative justice, mental health intervention, cultural fluency, teaching, and classroom management, among others.	Moderate	IPS PD takes part in basic law enforcement and some school-based policing specific trainings. Ninety-one percent of IPS PD agreed that trainings help them do their jobs successfully. Due to these trainings, 90% of IPS PD reported feeling more equipped to engage staff and students, 86% reported being more aware of available resources in the community for students, and 75% noted having an increased understanding of issues faced by school-age youth. IPS PD could benefit from additional school-based policing trainings, including topics on child and adolescent development, conflict resolution, and cultural fluency.
Participation in professional development opportunities related to identifying conscious and unconscious biases, working with diverse population of students, and racial equity.	Low	IPS PD officers participate in some racial equity trainings throughout their careers with IPS. IPS PD specifically spoke of implicit bias trainings and a racial equity training that is hosted and organized by IPS. While participation in these trainings bolster understanding of issues related to working with diverse populations, more consistent, ongoing learning opportunities are necessary to incorporate racial equity practices effectively and consistently in IPS PD work.
Transparency and accountability		
Incorporates mandated reporting of IPS PD activities, including data on school-based arrests, charges, and criminal complaints broken down by location of arrest/school, charge, arresting officer, gender, age, race/ethnicity, disability, and English as a Second Language (ELS) status.	Moderate	IPS PD currently collects data on school-based arrests, and these are disaggregated by ethnicity/race, gender, and age. Opportunities for improvement include further disaggregation of data by disability and ESL status.

GOVERNANCE & OVERSIGHT

It is integral to establish written governing protocols that outline the operating procedures and policies of school-based policing programs for law enforcement and school districts. These protocols typically include a memorandum of understanding (MOU) and standard operating procedures (SOPs). Among other foundational tenets, these documents (1) articulate the mission and vision of the SRO program, (2) clearly describe the roles and responsibilities of SROs, (3) address the role of SROs and school administration in handling student misbehavior, and (4) establish a chain of command for SROs. These protocols support the goals of a school safety team, prevent role conflicts, and foster interagency collaboration among key stakeholders.

IPS and IPS PD currently have elements of some of these operating procedures in place. For example, IPS PD has an MOU with Indianapolis Metropolitan Police Department (IMPD) which clearly describes issues of jurisdiction and investigations. There is also a list of SOPs that specify the mission and vision of the IPS PD program, governance structure, and training requirements. While some of these procedures are proactively in place, the research team also noted opportunities for improving current practices. For example, protocols could redefine the selection process for IPS PD and outline their general roles and responsibilities. More specifically, these protocols should indicate which parties are responsible for addressing student misbehavior and outline related consequences.

GOVERNANCE PROTOCOLS (MOU AND SOP)

Within the context of school policing, an MOU serves as an agreement between the law enforcement agency and the school district to define roles and responsibilities of SROs. The MOU should be adopted through a collaborative process with key law enforcement stakeholders, school leadership, and community input. The MOU should be viewed as a living document that can be updated accordingly.[29] In addition to the MOU, standard operating procedures (SOPs) provide guidance to SROs regarding daily operations, policies, and procedures to allow for consistency in implementation across SROs and to help stakeholders understand SRO responsibilities.[29]

IMPD and IPS currently have a longstanding MOU that includes primary roles of both agencies, actions to take when incidents occur involving IPS PD officers, geographical jurisdiction, and information regarding termination of officers. The MOU sets guidelines for who should handle investigations on and off IPS property. Additionally, IPS PD have a handbook—referred to as the SOP handbook—that includes 32 SOPs which outline the entities' mission and vision statements, department goals, and its code of conduct. The IPS PD Code of Conduct provides SROs with a set of rules outlining proper practices and disciplinary actions pertaining to noncompliant officers. SOPs outline procedures for topics related to uniform and grooming standards, department vehicles, use of force, restorative justice conferences, and more. The SOP handbook was last updated on June 24, 2020. Appendix D lists the 32 SOPs that IPS PD follows.

Relevant literature describes key components that governance documents should address, including topics such as goals and objectives of the SRO program, data-sharing information, and collaborative efforts with school stakeholders.[29] Although IPS PD's governing protocols cover some of these topics, it is missing key elements that help SRO programs work more effectively (Table 4). These include guidelines on resource and funding allocations, sharing data publicly and internally, communication between school staff and SROs, and integrating SROs into current prevention and safety efforts. Additionally, IPS PD's MOU discusses primary responsibilities of agencies, such as investigating incidents, responding to traffic violations, and assisting during and after school hours. However, the MOU does not clearly describe roles and responsibilities of IPS PD officers.

TABLE 4. Data collection methods

COMPONENT OF GOVERNANCE PROTOCOL	DESCRIPTION	IPS PD MOU	IPS PD SOP
Mission	The purpose of the SRO program	✔	
Goals and objectives	Expected outcomes of the SRO program		✔
Roles and responsibilities	SROs responsibilities, including roles related to discipline, classroom management, crisis response, and truancy		
Commitment from partners	Resource and funding allocation (e.g., school office space and supplies)	✔	
Governance structure	Leadership team at both the school and law enforcement agency, including chain of command, decision-making processes, and supervision		
Process for selecting SROs	Hiring practices and school administration involvement		
Training requirements for SROs	List of pre- and in-service training requirements		✔
Information exchange	Which partners receive information and the type of information they should receive		
Program and SRO evaluation	Measures of success, evaluation, and input from stakeholders		
Student rights	Topics such as safety, police search and seizure, and use of force		✔
Integrating the SRO	Incorporating SROs into school environments and existing prevention efforts		
Transparency and accountability	Publicly sharing data related to SROs, including programming, interventions, arrests, and disciplinary actions		
Arresting students and use of force	Clearly defines when arrest or restrain of students is appropriate and procedures for arresting students		✔
Communication and collaboration	Encourages establishing working relationships between SROs and school staff, discusses appropriate meetings for SROs to attend, and communication regarding at-risk students, investigations, and crisis responses		
Uniform	Outlines SRO uniform requirements including attire and weapons		✔
Searching and questioning students	Provides details on when it is appropriate to search students and who should be involved		✔

Roles and responsibilities of SROs

Governance protocols should also clearly define SRO roles and responsibilities. This includes outlining day-to-day operations, procedures for responding to student misbehavior, school administration versus SRO roles, communication with school staff, among others. Many school districts have a separate document for roles and responsibilities, in addition to the MOU and

SOPs. Such documents can help prevent potential role conflicts, ensure consistency in practices across SROs, and promote collaboration among school staff and SROs.[30]

Prior research uses the triad model to outline SRO roles and responsibilities. The triad approach defines SROs as having three main roles, including educator, informal counselor, and law enforcer.[29,31]

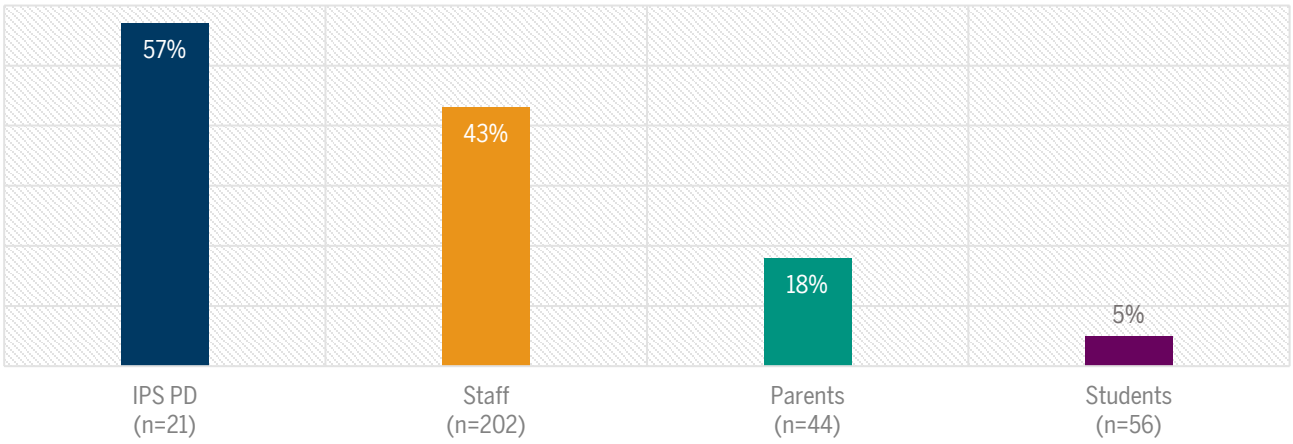
Educator

SROs serve as educators in a variety of ways. They can help teach students, staff, and families about crime and justice issues, bullying, conflict resolution, and youth-relevant crimes such as dating violence. Engaging in these activities help SROs spend time in the classroom and build positive relationships with students, families, and school staff. SROs can also help schools incorporate emergency preparedness and crisis management strategies to handle emergencies and help disseminate the information accordingly. Furthermore, SROs can work collaboratively with school administration to promote crime prevention through helping to identify and address risk-taking behavior, revising school policies, and managing surveillance systems.[31] In interviews, IPS PD explained that a significant portion of their responsibilities include mentoring students and promoting positive behavior. They spoke about building trust and rapport with students and staff and creating a productive environment where students can thrive academically.

> *"I see my role as a role model and a relationship builder between students, staff, and the officers. To help give students a voice and to help mold young students with my experiences. To also serve the community as a bridge between law enforcement and staff members, and students."*
>
> *—Member of IPS PD*

However, only 48% percent of IPS PD saw themselves as an educator, compared to 14% of parents/caregivers and 9% of students (Figure 3). School staff also had mixed reactions toward this specific role. While some expressed that IPS PD are a positive influence on students, only 17% of staff saw IPS PD as educators.

FIGURE 3. Perceptions of IPS PD role as educator



One staff member noted that IPS PD serves as a key resource for their school. Officers spend time teaching and helping students understand laws and how engaging in criminal activities in the community can affect students differently than in the school building. Other school staff emphasized the importance of IPS PD keeping students and staff safe from dangerous situations in their schools. They explained that IPS PD's ability to positively influence students is a benefit that should be considered a secondary role.

"When police are able to impact students in a positive way and keep them headed in the right direction, it is an unexpected benefit. What is wrong with the nation's outside policing today is that they are expected to be counselors, social workers, problem solvers, and a variety of other roles when the intent of 'policing' is to keep people safe and ensure the law is followed … the police are not disciplinarians; administrators and teachers are. They are the additional layer of security within the school setting so that admin and teachers can do their jobs."

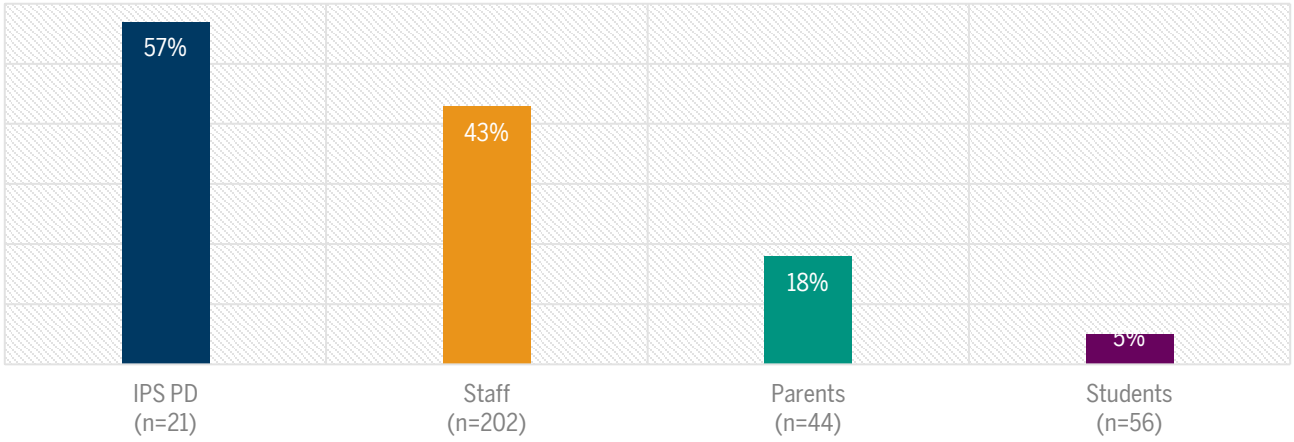
—School staff

Informal counselor

SROs have several ways to help establish rapport and build relationships with students, such as attending events that are not solely focused on ensuring safety.[32] Consistent and ongoing engagement with students provide an opportunity for SROs to learn about students' home environments and peer groups, which may help inform disciplinary measures, referrals to services, and divert youth from the juvenile justice system.[29]

IPS PD explained that building relationships with students is vital to maintaining trust with youth. As such, 57% of IPS PD perceived themselves as informal counselors, compared to 43% of staff, 18% of parents/caregivers, and 5% of students who considered them informal counselors (Figure 4).

FIGURE 4. Perceptions of IPS PD role as informal school counselor



School staff commended IPS PD for their involvement with students, citing many ways in which they have observed positive interactions that lead students to confide in the officers. Others emphasized the lack of interaction between IPS PD and students, advocating for more intentional and meaningful ways for engagement and collaboration. However, school staff maintained that ensuring student safety is sustained by building rapport with students and providing them with a safe place to learn, express themselves, and grow into responsible adults.

"I understand the role of the IPS PD to help keep students and staff safe while developing mentorship relationships with students. They are a resource for students and when a student starts to make decisions that are not beneficial to their future, the IPS PD can come alongside them as a mentor towards making better decisions and giving advice. The IPS PDs in our school does this well, has a great relationship with students and staff. They have reached out to our community to answer any questions and give advice to both parents and students."

—School staff

Law enforcer

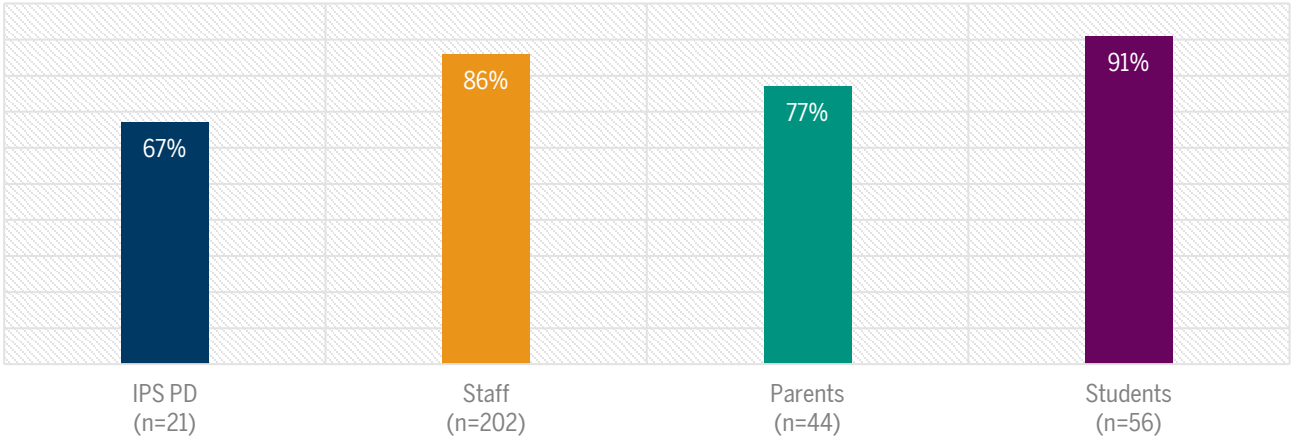
Protecting and maintaining the safety of students and school staff are an integral component of an SRO's role. An SRO's background and training in law enforcement allows them to patrol the school property, conduct criminal investigations when necessary, and respond to threats, violence, or other emergencies.[32] These activities aim to safeguard students and staff from threatening situations.

The law enforcer role presented in the literature is consistent with how IPS PD describes their roles and responsibilities. The standard operating procedures (SOP 2) states that the role of IPS PD is to help school administrators provide a safe educational and working environment by protecting school safety, preventing crime, and enforcing school policies and criminal statutes. Most IPS PD perceived their role as law enforcers (Figure 4). IPS PD noted that their main priority involves promoting the safety and security of all students and staff. They explained that this consists of enforcing school policies, assisting with student misbehavior, and patrolling school campuses to prevent or mitigate dangers or threats.

> *"Well, I would basically just describe my role as being a certified, licensed certified police officer whose primary role is to assist the school district and maintain a safe learning environment for everyone; the students and staff."*
> *—Member of IPS PD*

Additionally, 86% of school staff, 77% of parents, and 91% of students perceived IPS PD as law enforcers (Figure 5). Specifically, school staff explained that IPS PD is an integral part of the school community in helping address safety and criminal concerns. Fires, firearm possession, drug possession and sale, bullying, and fights were some safety concerns noted by staff.

FIGURE 5. Perceptions of IPS PD role as law enforcer



Addressing student behavior

When discussing school safety, a recurring theme across IPS PD and school staff is the role of IPS PD in addressing student misbehavior. Behavioral incidents are almost always discussed as safety concerns for students and staff and—depending on the type of incident—there is uncertainty around who is responsible for disciplinary oversight. Some of the behavioral issues cited include peer-to-peer disagreements, insubordination, classroom disruption, and defiance. Both IPS PD and school staff noted lack of consistency in how these issues are handled. For instance, IPS PD expressed that they are sometimes called upon to address classroom management issues they believe would be more appropriately handled by school staff. Additionally, school staff discussed similar ambiguities in identifying the most appropriate channels to call when students misbehave. However, what is clear is that some school staff depend primarily on IPS PD to manage behavioral issues, regardless of

the problem. On the other hand, IPS PD officers mainly view their role as addressing disciplinary issues when they involve protecting the safety of students and staff, or responding to threats.

> *"We do not have clearly defined roles. If it is not police-related, we will not get involved, like telling a student you are out of dress code or things that should be handled administratively that we should not be involved with. If it is not police-related, let staff take care of stuff like that. But a lot of the staff and even principals do not understand that we are coming from a point of view where the law is concerned and we are restricted by the law, and if we step over those bounds, we run the risk of violating civil rights."*
>
> *—Member of IPS PD*

Effective SRO programs necessitate a clear delineation between the disciplinary infractions that are handled by school staff versus an SRO. IPS and IPS PD can benefit from some improvements in this area. Although SOP 2 summarizes the role of IPS PD, there is not an SOP that provides specific directions on the types of student misconduct (e.g., classroom behaviors, insubordination, and defiance) that are appropriate for IPS PD versus school staff to handle. Utilizing SOP governance protocols to clearly outline responsibilities of all parties when addressing disciplinary issues will help clarify roles and improve collaboration.

Although it is impossible to anticipate and proactively describe every potential incident of student misbehavior, a predetermined set of expectations and guidelines can help foster a more streamlined process. In the absence of these guidelines, school staff may make unrealistic demands of IPS PD to respond to incidents that are not in violation of criminal statutes or a threat to school safety.[33]

Use of force

The absence of specific guidelines regarding the management of student behavior often results in inconsistent disciplinary practices. IPS PD uses the continuum of force to address student behavior. This continuum begins with verbal techniques, such as de-escalation and commands, and escalates to physical techniques, such as physical restraints and use of weapons. For example, SOP 16 describes the continuum of force beginning with officer presence, followed by verbal dialogue, verbal and nonverbal commands, soft body contact, pepper spray, hard body contact (no weapons), baton, and/or other impact weapon and firearm.

However, this SOP does not clearly define the techniques used in the continuum of force, which can allow differences in interpretation of use and practice of these methods. While there is a use-of-force review board policy that investigates incidents, these investigations take place only when nondeadly weapons cause death or a firearm is used. SOP 16, however, states that, "IPS PD should not use more force in any situation than is reasonably necessary" and it also explains training requirements and reporting procedures for using deadly and less-than-lethal weapons. These delineations correspond with best practices but can be improved to foster a more transparent process. For instance, the SOPs do not give specific examples of incidents that constitute the utilization of nondeadly or deadly force, which can lead to discrepant use-of-force practices. IPS PD noted that use-of-force practices vary across officers, and maybe dependent on context. This can expose students to disparities in treatment, such as outsized disciplinary measures that exacerbate the school-to-prison pipeline.[34] Further, the concept of "reasonably necessary" is not operationalized in the SOP, which is then open to interpretation by IPS PD. A clear definition of "reasonably necessary" and incidents that require this practice must also be outlined in the SOP.

Disciplinary misconduct versus criminal behavior

It is also imperative to differentiate between what constitutes disciplinary misconduct and criminal offense within a school context. While IPS PD officers often refer to the Indiana Criminal Code to define criminal behavior, this practice nor the types of

criminal behavior are not outlined in existing governance protocols. These ambiguities can result in inconsistent interpretation of the types of infractions that characterize a criminal offense. Consequentially, this may lead to disproportionate contact with the justice system and an increase in court referrals for issues that are traditionally handled by school administration—such as truancy and insubordination. Therefore, stipulating a list of infractions that fall under each category and who is responsible for addressing them can also help to minimize role conflicts and increase interagency collaboration. On a more systemic level, these practices can also help combat the school-to-prison pipeline and reduce exposure to the criminal justice system at a young age.[35]

SELECTION CRITERIA

The criteria for selecting school-based officers should be addressed in governance protocols, and must be developed collaboratively between school administration, law enforcement personnel, and community residents. While having a law enforcement background may be useful, this should not be the primary or only requirement to work with youth in a school setting. Other requirements must include experience working with youth from a variety of backgrounds. School-based officers are expected to demonstrate passion for working with and serving youth. They should also display characteristics such as patience, approachability, and high levels of integrity. Officers skilled in de-escalation techniques, counseling, restorative justice, and knowledgeable of community resources help promote a positive school climate while maintaining safety.[36]

Experience working with youth is not a primary requirement to be selected for IPS PD, though officers expressed enthusiasm for serving youth. During the hiring process, IPS PD noted that the interview includes questions about the candidate's work experience, problem-solving skills, and handling volatile situations. A candidate is also required to respond to scenario-based questions related to engaging youth. Other questions include prior experience with youth as well as passion for serving youth and working in education. It is important that these criteria are not only considered but required when hiring IPS PD. School staff also expressed concerns that school administration is not involved in decisions related to the selection and placement of IPS PD and advocated for more collaborative efforts to recruit officers that best fit the needs of the school and have an exemplary record working with youth.

> *"We really want individuals that love children and are interested in the growth of students. Not just strictly police work because that is not what we do all day, eight hours a day. You have to want to work more through the lens of a SRO, which is an officer that works to be a positive impact on students."*
>
> *—Member of IPS PD*

TRANSPARENCY & ACCOUNTABILITY

Governance documents often contain written protocols to help facilitate transparency and accountability. This includes mechanisms that outline public dissemination of data related to SRO programming such as (1) the number of SROs and law enforcement interventions and (2) efforts to disseminate information about student arrests, use of force, and school-wide disciplinary actions by SROs and with school staff and parents.[29] Scholars have also argued for the implementation of a meaningful complaint resolution system.

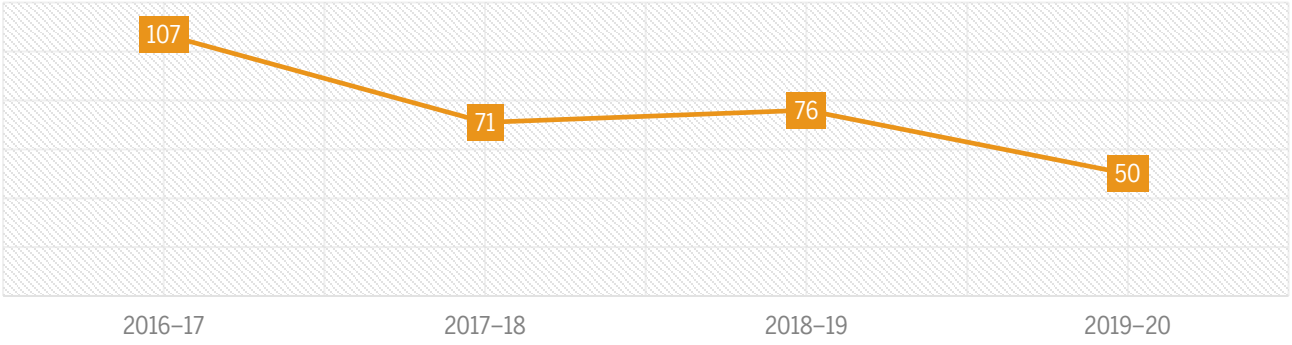
Public schools are usually expected to adhere to strict transparency and accountability mechanisms in many regards, such as teacher qualifications, publicly available budgets, mandatory reporting on student achievement, and public access to board meetings and other convenings. Generally, these requirements demonstrate that school districts are dedicated to keeping parents/caregivers and community members informed about what is happening in schools and how public dollars are spent.[35]

While these are common practices, governance documents for SRO programs do not always have protocols in place for accountability and transparency. Without this information, it is difficult to ascertain (1) the number and types of incidents leading to arrests or referrals to courts, (2) the extent to which different types of crimes are committed at schools, (3) disproportionalities between incidents within schools and between districts, and (4) disparities between different student demographics. As such, it is nearly impossible for the public to assess the extent to which SROs are necessary in schools and their impact on the school climate.

CURRENT IPS PD PRACTICES

Budgetary and personnel information, IPS PD case records, investigations, and arrest data are readily available through IPS PD. Arrest data, for example, is disaggregated by age, gender, race/ethnicity, charge, and location of incident, which aligns with best practices. However, research also suggests breaking down arrest data into other categories, such as students with disabilities and ESL. Figure 6 shows a decrease in the number of IPS PD student arrests between 2016 and 2020 despite a slight increase in the 2018–19 school year. It is important to note that actual rates shown in the 2019–20 school year represent those reported only while classes were still in person. The decrease in student arrests may be explained by several factors, such as restorative justice practices that are used in lieu of arrests and efforts to address student misbehavior by using nonpunitive measures.

FIGURE 6. Number of high school students arrested by IPS PD (2016–2020)



"We have not always worked through the lens of being an SRO. Years ago, arrests were a lot higher. That is no more the case. We are not just arresting for fighting and things like that anymore. I believe some officers have trouble with that transition because, as you know, when you work somewhere, no one strictly goes by your job description. We are all working in this together, backing each other up."
—Member of IPS PD

While these findings suggest an overall decrease in the number of students arrested, examining these incidents by race/ethnicity adds more nuance to the overall picture. For example, despite decreases in total arrests, racial disparities persist. Figure 7 shows the enrollment rate for Black and white students in IPS between 2016 and 2020. Black students had a higher enrollment rate than students of other races and ethnicities across all four years. As seen in Figure 8, Black students were also arrested at a higher rate. Overall, Black students were seven times more likely to be arrested than white students across all four years.

FIGURE 7. High school enrollment rates by race/ethnicity (2016–2020)

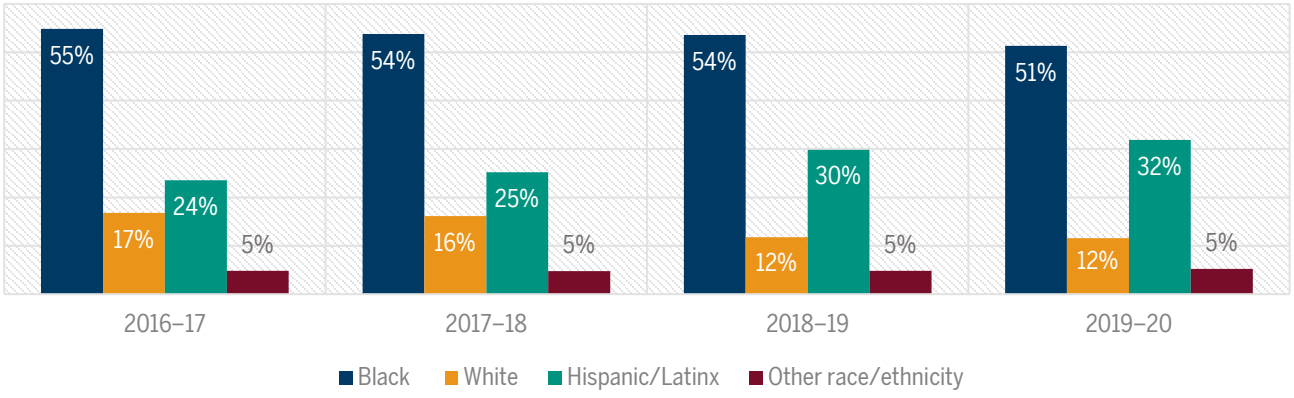
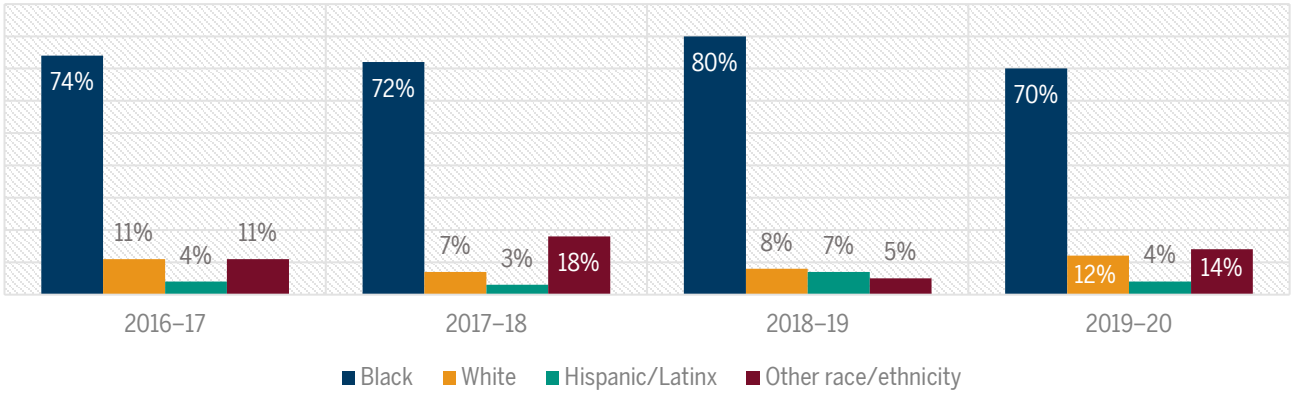
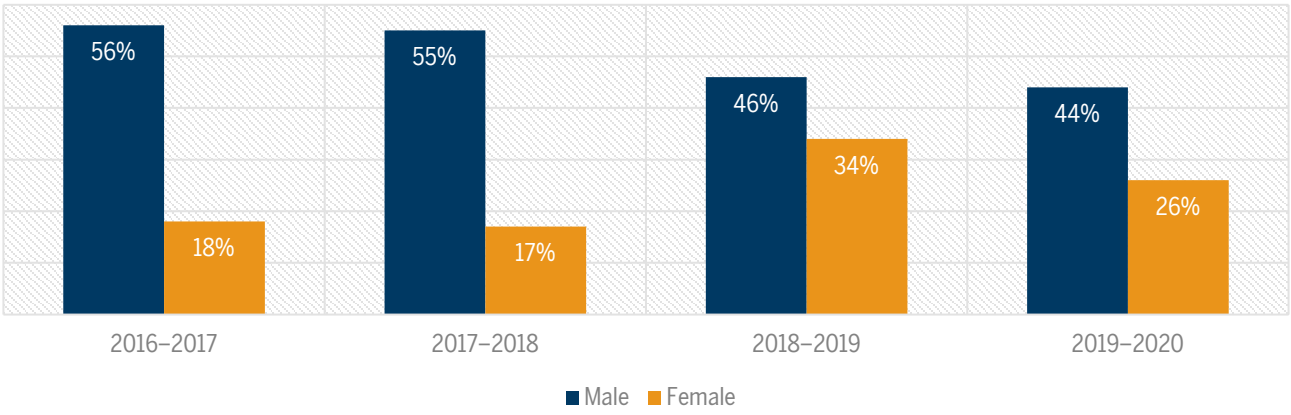


FIGURE 8. High school student arrest rates by race/ethnicity (2016–2020)



While Black male students have higher rates of arrests, rates for Black females have increased over the years, (Figure 9). Excluding Black males, arrest rates for Black females surpass those for all other races/ethnicities regardless of gender. Despite the slight differences in gender for Black students, these trends signify large disparities in arrests between students of different race or ethnicity within IPS. An assessment of why Black students are arrested at significantly higher rates should be thoroughly examined to reduce these disproportionalities and further develop programs that provide remedial support to Black students.

FIGURE 9. Arrest rates for black high school students by gender (2016–2020)



The research team also found that few connections exist between reports and data collected by the IPS PD and the school student database that tracks attendance, truancy, incidents of disruptive behavior, academic progress, and a number of other demographic variables. Without these data linkages, it is challenging to paint a complete picture of a student's situation, such as specific incidents leading to an arrest, history with behavioral issues, or whether they are receiving support services (e.g., school counseling or disability status). This kind of information, when available aggregately, can help IPS PD proactively address behavioral issues before they get to an arrest or can help IPS PD better understand students' situations.

COLLABORATION

Effective school-based law enforcement relies on positive relationships and consistent communication between officers, school staff and administration, students, and their families. This collaborative approach helps to promote school-based emergency planning and increase awareness of and access to resources.[29]

IPS PD and school staff explained how they work closely together in varying capacities, including joint lunch duty, classroom management, and working with school administration to address student misbehavior. IPS PD also noted they attend various school events to help build relationships with students, learn more about their interests, and interact with families. They discussed the lack of opportunities to engage with parents/caregivers outside of behavioral or safety issues. Opportunities for improvement include establishing more intentional efforts for IPS PD, school staff, parents/caregivers, and students to engage in activities or conversations beyond safety protocols.

The following section covers best practices for effective interagency collaboration within school-based policing programs and highlights current perceptions of collaboration among key stakeholders across IPS.

EVIDENCE-BASED PRACTICES FOR EFFECTIVE COLLABORATION

Effective collaboration within school-based policing programs is associated with myriad benefits, such as the development of shared goals, consistent communication, building relationships, and shared ownership of problems and solutions.[36] In 2019, the Indiana Association of School Principals outlined the following key practices for building partnerships between schools and law enforcement.[37]

- Clarify roles before the school year begins
    - School administration and the school police department should discuss roles and responsibilities, safety plans, and other procedures prior to the start of the school year. This should be compiled and shared with school staff and parents/caregivers to maintain transparency regarding SRO roles and responsibilities.
- Collaborate on safety strategies
    - Discussions and decisions regarding safety issues should involve both school administration and the law enforcement agency.
- Ensure ongoing and frequent communication
    - Create opportunities and intentionally set aside time for school administration and its law enforcement agency to discuss safety protocols, talk through important student information, and highlight areas for improving communication and collaboration.

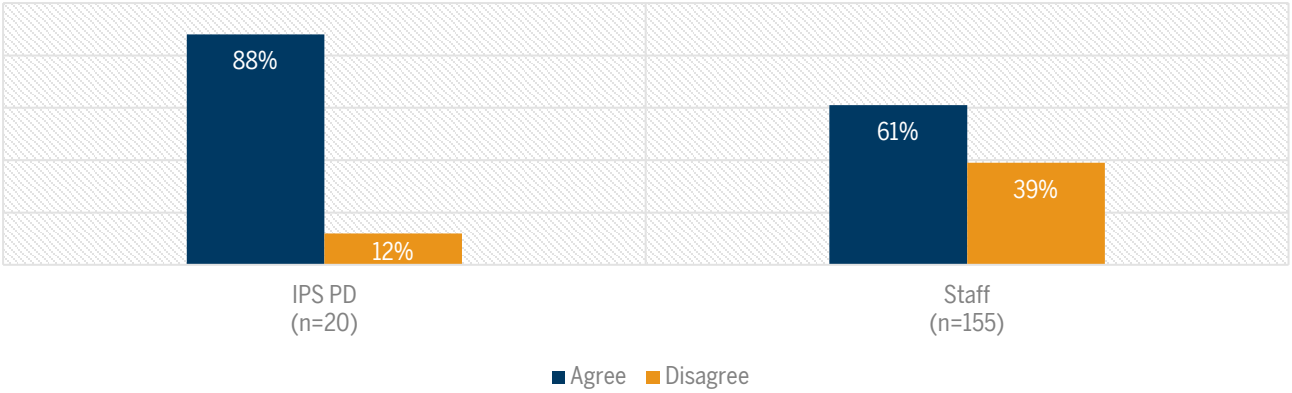
These principles are foundational to achieving sustained collaborative efforts. Based on these precepts, the research team believes that effective collaboration is the responsibility of both IPS and IPS PD. The discussion below provides key insights into perceptions of collaboration between IPS PD and school staff and between IPS PD, students, and families.

Perceptions of IPS PD and school staff collaboration and engagement

Both school staff and IPS PD expressed a shared goal for creating a positive and enriching learning environment for students and highlighted the importance of working collectively to fulfill this objective. While 86% of IPS PD agreed that they collaborated well with school staff, only 61% of school staff felt the same (Figure 10). This difference in perception of collaboration can be attributed to several factors. For example, IPS PD noted varying degrees of collaboration among school staff, including teachers, support staff, and administration. According to them, levels of collaboration are often dependent upon the school

culture and the administration's willingness to work with them. Depending on the school, some IPS PD officers explained that they are not always introduced to school staff at the beginning of the school year, nor are their roles and responsibilities explicitly communicated to school staff. According to IPS PD, this impedes their ability to engage and collaborate effectively with the staff. When assigned to a new school building, IPS PD explained that it takes time to build relationships with both school staff and administration.

FIGURE 10. IPS PD and school staff perceptions of effective collaboration



One recurring theme is the lack of clarity on the roles and responsibilities of IPS PD, school staff, and school administration in addressing student misbehavior. This persists as a point of contention between school staff and IPS PD. IPS PD reported working consistently with school staff on safety protocols and disciplinary incidents. Likewise, some school staff noted daily interactions with IPS PD, and working together to solve behavioral issues. At the same time, both parties are often unclear about where their responsibilities start and end when it involves student misbehavior. As a result, this creates confusion, fosters miscommunication, and hampers collaboration.

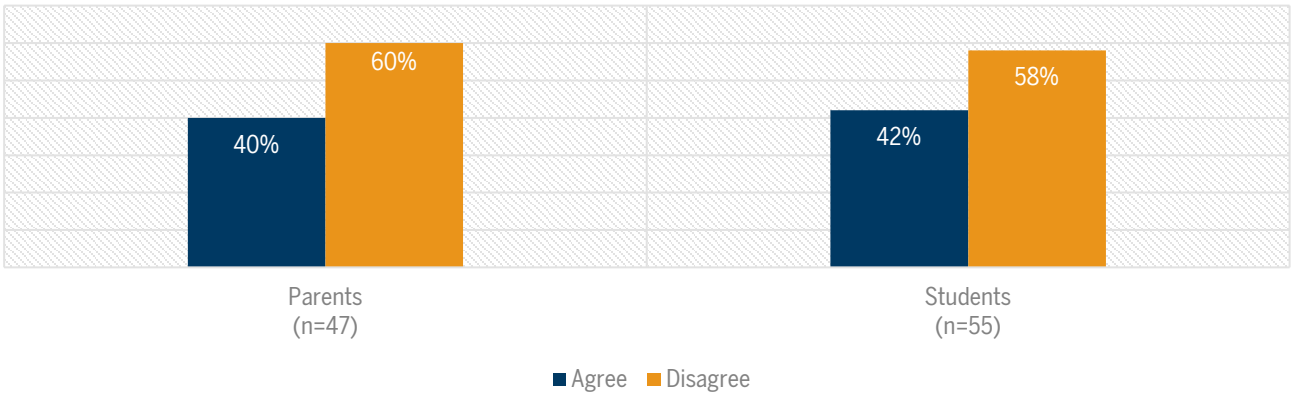
IPS PD and school staff also explained that they did not have many joint meetings with IPS PD, which can affect the extent to which they collaborate. Both parties highlighted the need for joint meetings on topics such as awareness of IPS PD roles and responsibilities, discussion of revisions to or the establishment of new policies and procedures, and updates on students. Recurring meetings between IPS PD and school staff can help improve communication and bolster collaboration.[38]

> *"Every time I have ever approached an officer or sergeant with information, I have been taken seriously. And I know that not every officer handles every situation perfectly, but given the parameters that they have been given, they do the best they can. A strong recommendation would be meetings scheduled during staff meetings for the teachers to learn more about the role/duties of the officers and how we can help each other more efficiently."*
>
> *—School staff*

Perceptions of IPS PD, student, and family engagement

Overall, 86% of IPS PD agreed that their relationship with students and families is positive. However, only 40% of parents/caregivers and 42% of students agreed that IPS PD make an effort to engage with them outside of addressing behavioral concerns (Figure 11). These differences in perceptions of meaningful engagement and interaction may be explained by several barriers highlighted by IPS PD and staff.

FIGURE 11. Perceptions of IPS PD's efforts to interact with parents/caregivers and students



Barriers to building relationships with students

According to IPS PD, the COVID-19 pandemic has affected their abilities to interact with students and build rapport. E-learning did not present many opportunities for IPS PD and students to engage in ongoing conversations. Some IPS PD officers explained that they were only called upon to deal with behavioral or truancy issues even though their presence may be beneficial in other situations. As such, when school was in-person, they attempted to engage students during passing periods, lunch time, and after school to build rapport. IPS PD advocated to have the same officer at each school for a longer period to help foster trust and maintain relationships with students and school staff.

Further, they discussed the lack of meaningful opportunities to engage students outside of addressing behavioral issues or attending to safety measures. IPS PD explained they are not always introduced to the students when they are assigned to a new school. For example, some schools organize town hall meetings at the beginning of the school year to introduce both students and school staff to the officers and explain their roles. Altogether, officers explained that these circumstances hinder their abilities to proactively engage and collaborate more effectively with students.

> *"I try to give the kids respect as they would give me respect. I try to get to know their names and try to intermingle with them some kind of ways, maybe walk along the hallway and talk to them a little bit or something like that."*
> *—Member of IPS PD*

Despite these barriers, IPS PD explained that a keen awareness of students' backgrounds—such as family dynamics and interests—helps them better understand motivating factors behind students' behaviors. In fact, they noted several environmental factors that may contribute to students' behavior, such as homelessness or neighborhood and domestic violence. IPS PD explained that knowing background information on students helps to build empathy which ultimately impacts students' outcomes, especially from a disciplinary standpoint.

> *"Understanding students' background helps to just give you more empathy and helps you to understand, yes, they do have behaviors, but it just helps you to understand the reasons behind the behavior."*
> *—Member of IPS PD*

Prior to the COVID-19 pandemic, IPS PD officers noted ways in which they built relationships with students, including attending sporting and other extracurricular events. IPS PD said this helped students feel supported by officers, and often allowed an opportunity for students to build a positive perception of police. Additionally, IPS PD noted that attending such events often led to more chances to meet parents or guardians.

> *"I think athletics also builds that relationship. If I am there to cheer you on—football, basketball, girls, boys, swim, whatever the case may be—that is great. Then also I get to meet your parents. You know when you show up and say like, 'Hey, is ___ your child? Man, you have a great kid,' or 'These are the areas that we need to talk about, or did you address this with them?'"*
>
> *—Member of IPS PD*

TRAININGS & PROFESSIONAL DEVELOPMENT

School-based police officers often navigate multiple roles which presents some unique policing challenges within an educational context. Schools typically focus on fostering academic achievement and educational attainment, while police officers traditionally protect public safety and maintain law and order. These differences in mission and goals can affect how SROs connect with students and respond to student behavior.[29] Therefore, effective SRO programs should incorporate training and professional development opportunities to help school-based officers navigate multiple roles and responsibilities. These trainings help to prepare SROs for working with children and youth of diverse backgrounds and capabilities.

Research suggests that traditional law enforcement training does not provide adequate instruction for topics related to school-based policing. Further, lack of sufficient instruction can lead to SROs who are not adequately trained to execute key responsibilities, thereby negatively impacting the effectiveness of the SRO program. As a result, scholars posit that school-based policing instruction and training should cover topics related:[29]

- Adolescent development
  - Instruction that covers adolescent physical, social, and emotional development along with developmentally appropriate communication can help SROs better respond to student misbehavior. As key decision-making parts of young people's brains continue to develop, they are more influenced by peer pressure and prone to risk-taking behavior. In addition, environmental factors, such as family structure and socioeconomic status can shape students' perceptions and behavior within a school setting.
- Mental health
  - Mental illness and mental health problems can influence student behavior. SROs who are trained to recognize signs of emotional disturbance and intervene in a mental health crisis can reduce incidents of student referrals to juvenile detention facilities and help redirect students to mental health services.
- De-escalation techniques
  - Trainings on how to effectively engage with and respond to students experiencing crises using evidence-based behavioral and communication techniques are important in preventing and intervening similar behaviors.
- Trauma-informed care
  - Student misbehavior can be motivated by adverse childhood events—such as child abuse, neglect, and domestic violence—that negatively affects their social, emotional, and physical well-being. Instructions on trauma-informed

care can help SROs learn new strategies and techniques for dealing with and responding to students who have encountered traumatic experiences. A trauma-informed care approach can help bolster SROs' abilities to serve and support students with known and unknown adverse childhood experiences.

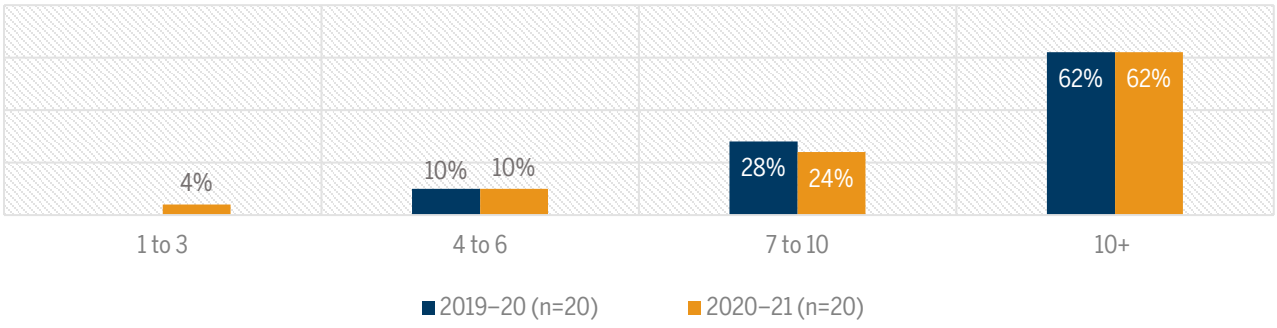
- Cultural competence
  - SROs often work in schools with students of diverse backgrounds and lived experiences, including race, gender, socioeconomic status, disability, religion, and nationality. Instructions that prepare SROs to communicate and customize interactions and interventions based on an understanding of diverse student and staff cultures can help school-based officers more successfully fulfill key roles.
- School-specific topics
  - These trainings cover topics such as bullying, truancy, school discipline, and handling school crises and can help SROs more effectively engage and respond to issues that are negatively impacting student well-being.

In addition to these topics, effective SRO training programs integrate classroom-based training, scenario-based instruction, field training—within or outside of the school district—and awareness of the educational goals and mission of the school district. Regular in-service training—such as peer group discussion and reflection—on key concepts related to SRO roles and responsibilities can foster resource- and knowledge-sharing among officers working within a school setting.[29]

IPS PD TRAININGS

IPS PD currently participates in trainings that incorporate basic law enforcement and school-based policing instruction, demonstrating alignment with best practices. In 2019 and 2020, more than 60% of IPS PD reported attending more than 10 trainings (Figure 11). Seventy-seven percent of IPS PD agreed these trainings help them prepare for their roles (Figure 12).

FIGURE 12. Number of trainings attended by IPS PD in (2019–2021)



IPS PD are required by ILEA to participate in basic law enforcement trainings on an annual basis. These trainings typically span numerous topics, including: emergency vehicle operations, physical tactics, firearms, child abuse, domestic violence and sexual assault, criminal and traffic law, crime prevention, and drugs and narcotics. In addition, IPS PD receives instructions on other topics related to engaging and working with youth. Some of these include de-escalation techniques, mental health, youth suicide, preventing violence in schools, bullying prevention, among others. Table 5 highlights a list of school-based policing trainings that were uniform across the research, and are currently implemented by IPS PD. This list is not exhaustive and only includes a sample of trainings. There are additional school-based policing trainings provided by IPS PD that are not listed here.

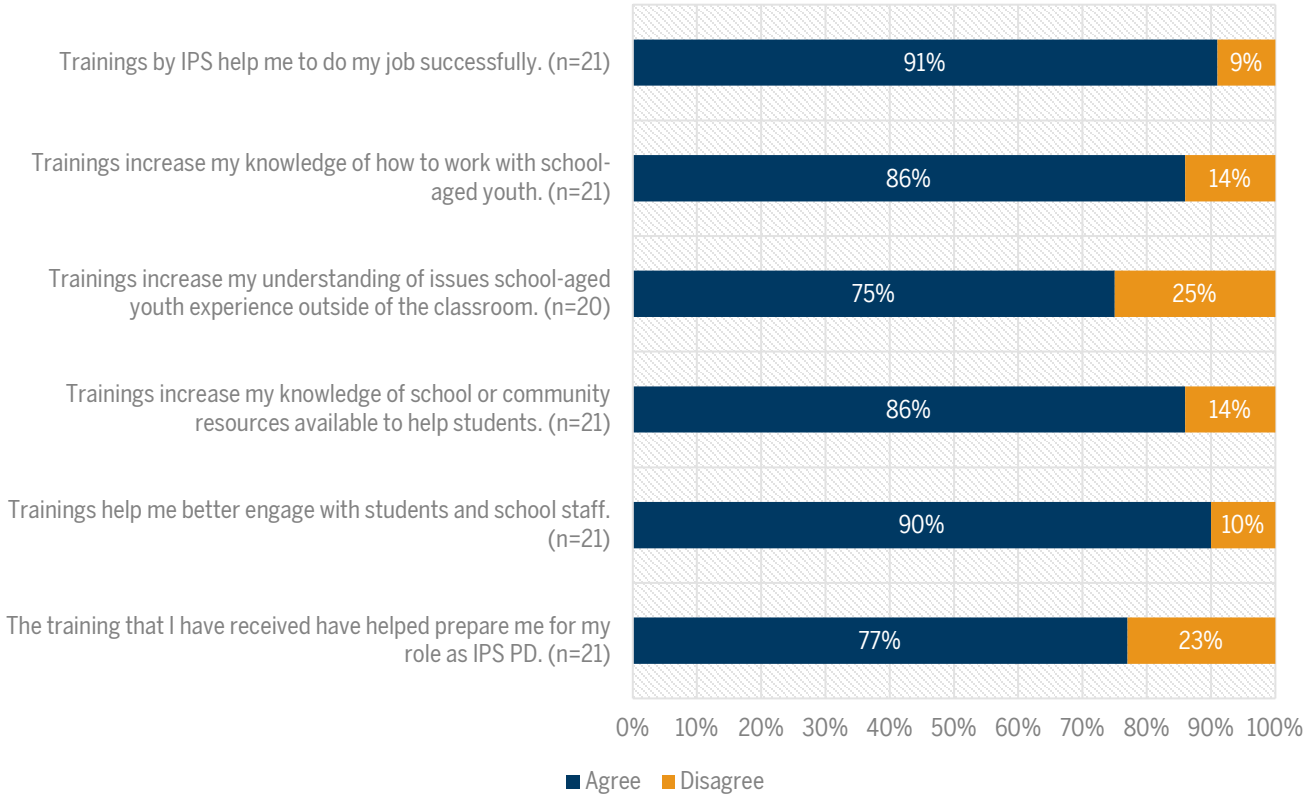
TABLE 5. List of current IPS PD school-based police trainings

NAME OF COURSE	DESCRIPTION OF COURSE
The science and addiction of drugs	Addresses the effects of drug use on the brain and its impact on communication
Preventing violence in schools	Discusses how to prevent violence in schools and the workplace, as well as steps to help keep staff and students safe
De-escalation techniques and tips: best practices for lessening juvenile arrests	Covers the use and benefits of de-escalation when dealing with hostile and noncompliant individuals
Bullying prevention	Highlights ways to prevent and reduce bullying in schools
Youth suicide	Describes effective methods that can be implemented to address youth suicide and improve prevention efforts
Child abuse	Focuses on the mechanics of reporting child abuse, including Title IX reporting
Mental health	Provides practical techniques on how to respond to mental health issues and communicate with students who have special needs

Benefits of trainings

IPS PD described several benefits related to engaging in both basic law enforcement and school-based trainings. Ninety percent of IPS PD feel more equipped to engage with staff and students and 86% are more knowledgeable of school and community resources available to students. Further, 75% of IPS PD agreed that trainings helped to improve their understanding of issues encountered by school-age youth outside of the classroom. Eighty-six percent of IPS PD said these trainings increased their knowledge of how to work with school-aged youth. Overall, 91% of IPS PD stated that trainings helped them to perform their duties successfully (Figure 13).

FIGURE 13. IPS PD perceptions of benefits of IPS trainings



"Some of our trainings go beyond the law enforcement stuff. The youth are the focus, and in that sense, it allows us to actually see ourselves as not only law enforcement officers in a police type of way. When we are dealing with youth and [people] in the community, having an open way of communicating and seeing things from their perspective also helps us do our jobs."

—Member of IPS PD

Opportunities for improvement

IPS PD also noted some challenges with trainings. Several IPS PD stated that while the ILEA mandated basic law enforcement trainings are important in helping them fulfill their roles, they are repetitive and lack consistent engagement. Attendance for these trainings varies and IPS PD expressed they did not always feel engaged with the material. Officers also highlighted the lack of opportunities to use practical tips and techniques learned in trainings and the absence of specific resources or equipment that would help them effectively perform their jobs.

"Our training is lacking in several areas. We are not prepared for the modern-day threats that are being seen across our nation. We also lack the equipment to meet these threats in a decisive manner. We need to work diligently to purchase equipment and train with that equipment before we are faced with our own Columbine-type situation. The surrounding agencies do not know our schools and properties. We will be the primary response to any active threat or emergency. We can no longer have the mentality of 'it will never happen here.' We lack almost every tool that is available to modern law enforcement personnel."

—Member of IPS PD

Both IPS staff and IPS PD expressed there is a need for additional trainings to help IPS PD effectively fulfill their roles and responsibilities. Particularly, IPS PD indicated they would like trainings that would help them identify gangs and domestic violence-related incidents in schools as well as how to proactively respond to these challenges before they escalate. However, both IPS staff and IPS PD indicated there is a need for trainings that cover content such as trauma-informed care, social-emotional learning, working with English as a Second Language (ESL) students and students with disabilities, and increased collaboration and relationship-building between school staff and IPS PD. One cross-cutting theme is that IPS should offer trainings on the roles and responsibilities of IPS PD, school staff, and administration when addressing student misbehavior. These suggestions overlap with the types of trainings identified within the literature (Table 4).

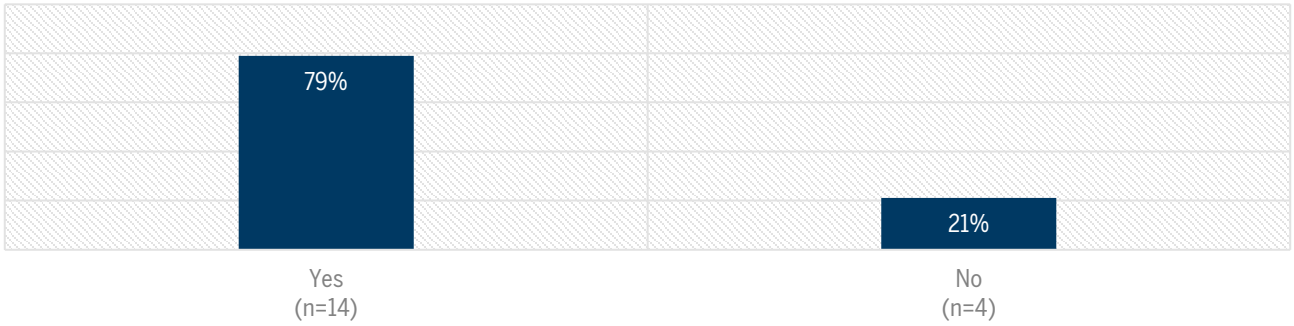
"Sometimes, you have staff that wants an officer to come and do this or do that. They want to remove a kid from a classroom, and you are in there even though the kid is not being disruptive. You have to take the teacher outside and take time to talk to and say, look, this is an administrative issue. It is not law enforcement. You know, they are not actually disrupting your class. They may not be doing what you want them to do, but it is not reaching the level of being criminal. So, maybe training, like that would be beneficial."

—Member of IPS PD

Racial equity-specific trainings

Scholars recommend that basic SRO training involves topics that help officers acknowledge that all individuals—irrespective of racial backgrounds—have unconscious biases. As a result, instruction should cover topics, such as implicit bias, cultural competency and fluency, systemic racism, and other topics that help school-based police officers recognize, identify, and reflect on how their lived experiences and bias influence their response to student misbehavior and offenses.[29] Ongoing reflection and training on the dual impact of institutional racism and unconscious biases, and how these shape SROs perceptions of students can promote fair and impartial reactions to student misconduct.

FIGURE 14. IPS PD participation in sensitivity and bias trainings



According to survey results, 79% of IPS PD reported they had taken part in sensitivity and bias trainings (Figure 14). Primarily, these include a racial equity training and an implicit bias training. The racial equity training is a two-day initiative organized by IPS through the Racial Equity Institute to educate staff members across the district about the impact of institutional racism and to facilitate improved outcomes for students by eliminating racial disparities. This training provides the historical context of racism in society, discusses ways in which it is institutionalized and normalized, and highlights prevention and reinforcement strategies. The training is required for all IPS staff, including IPS PD. As such, several members of IPS PD discussed attending this training at least once and said they were first introduced to issues of race and equity through this medium.

One recurring theme was officers' lack of ongoing engagement with racial equity trainings. An IPS PD officer who has worked with the department for several years noted they took part in the training about 5 to 10 years ago. Many others said they have only participated in these trainings once since they joined IPS PD. Therefore, while IPS PD officers are required to attend racial equity training and implicit bias training, these trainings do not occur frequently enough. Engaging with issues of systemic racism necessitates structured and ongoing dialogue. It is important to consistently reflect about the implications of pervasive racist practices and belief systems on student outcomes and opportunities for students for color.[39]

Further, the lack of frequent engagement with racial equity trainings helped to provide context in terms of how IPS PD defined and perceived issues of racial disparity within IPS. When asked to define racial equity, several IPS PD members used terms such as "treating everybody the same," "equal opportunities," and "awareness of different races and ethnicities." This indicates there are opportunities for improving IPS PD awareness of the impact of institutional disparities and disproportionalities on communities and students of color. Some IPS PD expressed issues of race and racial equity are not a problem within IPS or their designated schools and, as a result, require less attention. This suggests the need for more frequent and recurring IPS PD trainings on racial equity and how it shapes the lived experiences and educational attainment of students of color.

> *"We do not have a problem with racial equity, and I have not seen a problem in general in the whole IPS system. I went through that training for the first time since towards the end of last year. I do not see a problem myself within IPS. I cannot speak for anybody else but for myself and I haven't noticed a problem with racial equity."*
>
> *—Member of IPS PD*

Notably, leaders with IPS PD said they are now intentionally incorporating issues of racial equity throughout their trainings rather than isolating them as separate instructional topics. They acknowledged that these trainings are often challenging and uncomfortable for some officers who participate but remain committed to practicing racially equitable and inclusive practices.

> *"These conversations are a little bit more challenging, and it's uncomfortable. For all of us, we are trying to ease into those conversations. Outside of the racial equity trainings that we may have, we*

now have implicit bias. Having those conversations in the moment, especially as we are talking about incidents experienced. . .for sure, we are definitely taking a different approach. I think the district is really taking a different approach, so that of course is allowing us or forcing us to actually open up and be more open to having those conversations."

—Member of IPS PD

Restorative justice practices

Restorative justice is considered another example of racial equity training and is typically a community-based approach to addressing criminal offenses. It emphasizes repairing harm and restoring relationships between an offender and victim, rather than punitive punishment. As such, restorative justice operates from a philosophy that the path to justice lies in problem-solving and healing. It is used as a key diversion strategy, which often involves intentional and strategic efforts to steer an offender away from the criminal justice system.[6]

Restorative justice programs are commonplace in schools across the country. These programs help divert students away from the juvenile system by helping them resolve conflicts on their own through peer-mediated groups, mentoring, talking circles, and reflection. In a school setting, restorative justice is used as an alternative to zero-tolerance policies that often result in disparate outcomes for students of color. While these practices vary across school districts, they all emphasize the importance of convening affected parties, addressing conflicts, making amends, and reintegrating the students into the classroom and broader community. The benefits of these programs are promising. In Oakland, California, Cole Middle School implemented a restorative justice program in 2008 that resulted in an 87% drop in suspension and a complete elimination of expulsion.[40] In 2009, the Lee County school system in Georgia enacted the Positive Behavioral Intervention & Supports program (PBIS) which led to a 58% decrease in discipline incidents and a 24% reduction in out-of-school suspensions.[40]

IPS PD currently implements and facilitates restorative justice conferences, indicating alignment with evidence-based practices. Specifically, SOP 22 provides an overview of how these should be facilitated and the parties to be involved. Similar to programs across the country, IPS PD restorative justice conferences explore ways to help affected parties resolve conflicts, repair harm, and reintegrate into the school and community. These conferences outlined in SOP 22 can be convened in place of an arrest or suspension.

IPS PD can take part in these conference trainings which are led by trained and certified officers. Trainings cover topics such as practices and philosophies of current justice, discipline systems, motivations behind student misbehaviors, the needs of victims after the incident, and the ways restorative justice can be utilized to build positive relationships and repair harm.

IPS PD spoke candidly about the efficacy of restorative justice conferences. Several IPS PD expressed excitement at the integration of restorative justice practices, citing its usefulness in helping students' learn to solve problems and resolve conflicts. IPS PD stated they used restorative justice practices to also help build positive relationships and enhance positive communication with students, engage in ongoing dialogue, and more effectively manage student misbehavior. When asked about less-than-lethal measures utilized by IPS PD to address behavioral issues, many IPS PD talked intuitively about restorative justice strategies.

"I am very excited regarding the [restorative justice] training and the new direction our agency is heading. The restorative justice training will help increase the relationship between students and officers."

—Member of IPS PD

Members of IPS PD also expressed some challenges with existing restorative justice conferences. Particularly, these conferences are time consuming and can often lack consistency in terms of frequency of application. The lack of consistency was attributed to two main reasons: inadequate number of IPS PD officers to fully engage in these activities and a lack of cooperation from students, families, and school staff. For these reasons, IPS PD stated that these conferences are not always effective in meeting their intended goals and can be a waste of current resources.

> *"We have had restorative justice since my employment at IPS. It is part of the police department SOP's guidebook. We have all but stopped implementing it because it takes a tremendous amount of time and cooperation with students, staff, and families. We do not have the personnel available that would require to engage this program even partly."*
>
> *—Member of IPS PD*

ADDITIONAL FINDINGS

The research team collated additional information pertaining to the implementation of SRO programs, including practices regarding wearing uniforms, carrying firearms, and other safety equipment in schools. These findings can be inconclusive as there is limited evidence on best practices related to these topics. While these findings do not include qualitative or quantitative data from key stakeholders, they provide insights that IPS and IPS PD could leverage to make informed decisions about continuing these practices. Yet, more research is needed to determine what constitutes best practices in these areas.

ADDITIONAL SAFETY MEASURES

Uniforms

Research shows that an individual's clothing plays an integral role in how they relate to and interact with strangers. The type and style of clothing someone wears can elicit a subconscious and immediate impression.[41] For these reasons, several studies have examined the effects of police uniforms and its perception on citizens. One study found that citizens perceive police officers wearing blue as more friendly and honest than those clad in military-style uniforms.[42] Another study found that black-on-black uniforms created perceptions among citizens that police officers were forceful, cold, and unfriendly, while lighter colored uniforms—such as navy and light blue—were attributed to feelings of warmth, honesty, and friendliness.[43] These findings point to mixed reactions on the relationship between police uniforms and their perceived impact on citizens.

There is limited research on the relationship between student outcomes and SROs wearing uniforms. One study noted that students regularly misidentified officers when they were not wearing uniforms, which resulted in some confusion. Young children particularly rely on aspects of appearance—such as police uniforms—to ascribe meaning and contextualize the roles of adults.[44] Another study assessed the SRO program within a school and reported that parents/caregivers and the school board expressed grave concern about officers in uniforms. These concerns were partly due to increasing scrutiny of police violence and its impact on students.[45]

In light of recent calls for police reform and a greater emphasis on justice-oriented policing, some school districts have implemented new dress codes for SROs. Known as "soft uniforms," this attire is intended to help officers appear more approachable. For example, Philadelphia public schools now require their officers to wear a more casual uniform.[46] The Columbia Police Department in Missouri also changed their SRO uniforms to a purple polo shirt and khaki pants.[47]

Overall, research does not conclusively suggest that changing the uniforms of police officers will result in improved student outcomes without also implementing related policy changes. However, this provides some foundational insights for IPS to consider. Allowing IPS PD to wear more casual uniforms may help them appear more approachable, and potentially could lead to a more positive school climate. Concurrently, it can also create confusion among students due to misidentification of officers. The district's approach to this matter may benefit from the input of additional stakeholders, such as parents/caregivers, school administration and staff, students, and community residents.

Other safety equipment

Metal detectors

Research suggests that metal detectors and routine screening measures are associated with a decreased perception of safety among students. For instance, security guards, bars/locked doors, and video cameras had no impact on students' perception of safety. However, metal detectors were associated with a negative impact. These visible safety precautions remind students of the potential for violence in their schools. One study found that students in urban schools were more likely to have negative perceptions of safety when metal detectors were present.[48] Utilizing the National Longitudinal Study of Adolescent Health,[B] another study reported that students who were white, male, and had higher GPAs reported feeling safer than students who did not share these key demographics.[49] These findings indicate that the use of these safety measures can potentially make students from racial and ethnic minority backgrounds feel unsafe.[50]

Carrying firearms

Research demonstrates inconclusive evidence on allowing police officers to carry guns in K-12 schools. The Rand Corporation conducted a systematic review of studies that assessed the relationship between carrying guns in K-12 schools and eight outcomes: defensive gun use, gun industry outcomes, hunting and recreation, mass shootings, officer-involved shootings, suicide, unintentional injuries and deaths, and violent crime. They found no qualifying studies that show laws permitting armed staff in K-12 schools either increased or decreased any of the eight outcomes examined.[51]

Further input from stakeholders

Overall, IPS should heavily weigh these research insights and further gather input from key stakeholders to help make informed decisions about whether these practices should continue or be discontinued. It might also be beneficial to explore other options to improve safety measures, such as training on de-escalation, restorative justice, and social-emotional learning.

B A longitudinal survey that collects robust data on youth's overall well-being.

SUMMARY OF KEY FINDINGS

GOVERNANCE AND OVERSIGHT

- IPS PD currently has governance protocols that describe issues of jurisdiction and investigation. These exist in forms of memorandum of understanding and 32 standard operating procedures.
- Within these governance protocols, there are no explicit details on the roles of school administration, staff, and IPS PD in addressing student misbehavior. These ambiguities surrounding role clarification negatively affects collaboration between staff and IPS PD, foster miscommunication, create confusion, and increase inconsistencies in how disciplinary incidents are handled. Essentially, this can lead to an increase in more punitive consequences for minor infractions.
- IPS PD typically refers to the Indiana Criminal Code to define criminal behavior. However, the SOPs also do not differentiate between the types of behavior that are categorized as criminal offenses versus those labeled as student misbehavior. Nor do they differentiate related consequences for committing an infraction within any of these categories. While it is difficult to anticipate all behavioral challenges and create a clear and detailed plan to address them, the absence of this distinction creates vagueness and allows for inconsistencies in who addresses the behavior and subsequent consequences.
- Overall, students, parents/caregivers, school staff, and IPS PD reported that IPS PD's main role is to prevent crime and promote safety. They also perceived members of IPS PD as educators and informal school counselors, but ranked those categories lower compared to the role of law enforcer.
- The SOPs mention the use-of-force continuum but do not clearly define specific instances or techniques. This can allow differences in interpretation of use and practice of these methods.
- Most IPS PD expressed interest in working with youth. However, this is not a basic requirement and major stakeholders such as parents/caregivers and school staff are not part of the hiring and selection process.

TRANSPARENCY AND ACCOUNTABILITY

- Budgetary and personnel information, IPS PD case records, investigations, and arrest data are readily available through IPS PD. Although arrest data is disaggregated by age, gender, race/ethnicity, charge, and location of incident, it does not include other categories, such as disability or ESL status. These metrics are also important to contextualize underlying reasons for behavioral issues.
- The total number of student arrests made by IPS PD between 2016 and 2020 has decreased, despite a slight increase in the 2018–19 school year. However, Black students within IPS were almost seven times more likely to be arrested than white students across all four years of data analyzed.

COLLABORATION

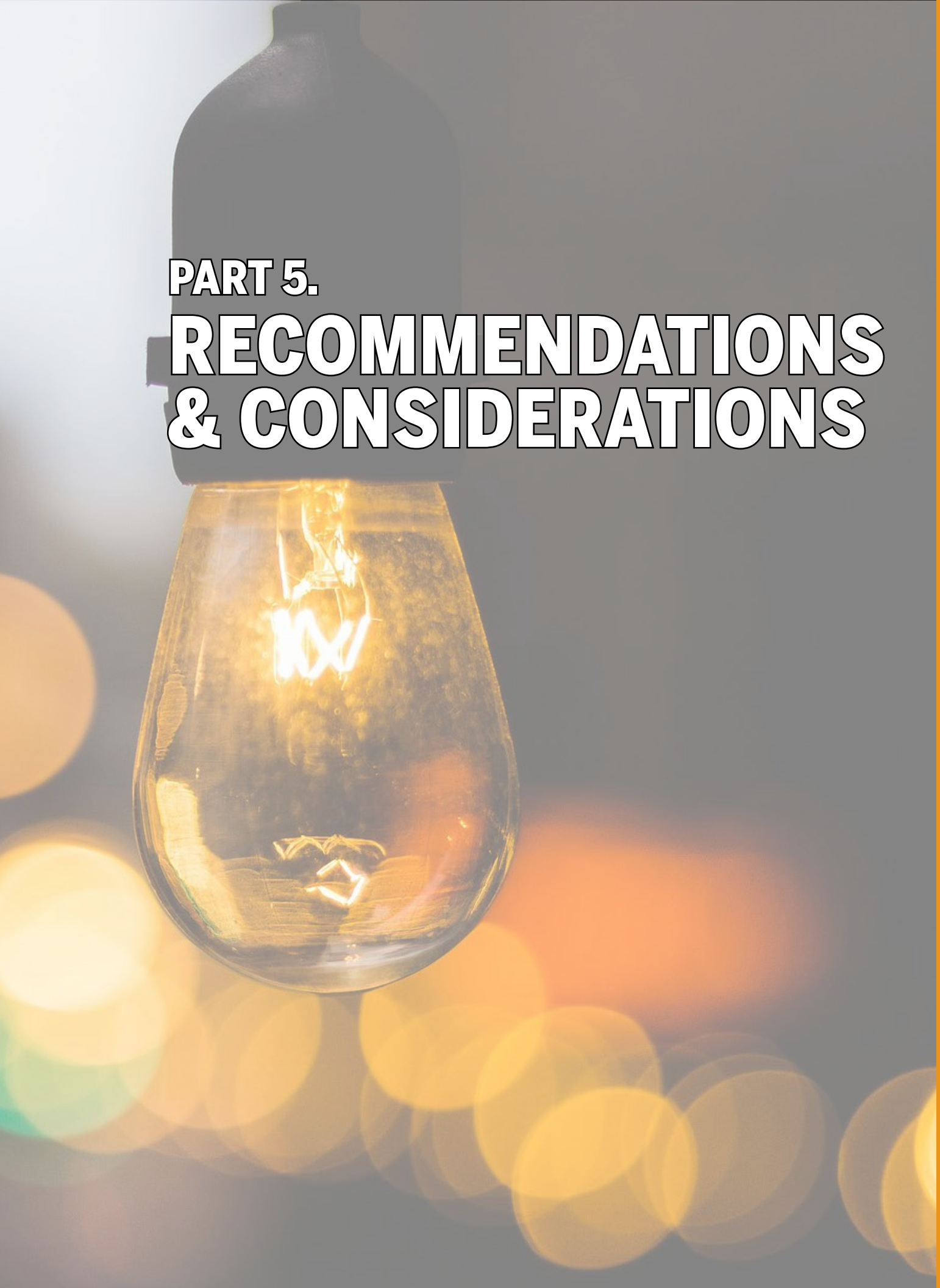
- Both IPS PD and school staff noted they are currently collaborating well, but a more clear delineation of roles and responsibilities on addressing student misbehavior and more intentional efforts for engagement can foster improved collaboration.
- Members of IPS PD emphasized the importance of building rapport with students and their families. Officers have traditionally done so by attending extracurricular events, such as school sporting events.
- IPS PD reported that it is difficult to build relationships with staff and students when they are not officially introduced to them at the start of the school year.

TRAININGS AND PROFESSIONAL DEVELOPMENT

- IPS PD participates in both in-service mandated trainings and school-based specific trainings. School-based specific trainings cover topics such as de-escalation techniques, youth suicide, and bullying prevention.
- IPS PD reported their trainings help them engage more effectively with staff and students, increase their knowledge of school resources available to students, and improve their understanding of issues youth face and how to work with students.
- IPS PD participates in a mandated racial equity training organized by the district and a department-led implicit bias training. While these can help IPS PD better understand issues of systemic racism and how it shows up in their work, these trainings are not sufficient. Members of IPS PD could benefit from ongoing learning and reflection around issues of race to examine how their unconscious biases and lived experiences shape how they view the world and conduct their work. Ongoing trainings can also help them learn how to address these issues while adopting an anti-racist approach in their work.
- Restorative justice conferences are implemented by IPS PD to help reduce student arrest and promote nonviolence in schools. However, these practices are not practiced frequently due to lack of buy-in from key stakeholders and the department's lack of capacity to implement them.
- Both IPS PD and school staff expressed the need for additional trainings to help officers fulfill their roles and responsibilities. Some notable suggestions include trainings related to trauma-informed care, child and adolescent development, social-emotional learning, and working with students with disabilities.

ADDITIONAL FINDINGS

- There is inconclusive evidence about the impact SROs wearing uniforms may have on student outcomes. The absence of uniforms might help IPS PD become more approachable. On the other hand, it could also increase misidentification of officers.
- There is mixed evidence on the use of safety equipment in schools. Metal detectors, for example, are associated with negative perceptions among students, while there is in inconclusive evidence on the impact of SROs carrying guns and student outcomes.
- The district's approach to these matters may benefit from the input of additional stakeholders, such as parents/caregivers, school administration and staff, students, and community residents.



PART 5.
RECOMMENDATIONS & CONSIDERATIONS

Results from this study suggest there are several opportunities for improving the operational structures of IPS PD. The discussion focuses on the four key areas highlighted in the findings section: governance and oversight, transparency and accountability, collaboration, and trainings and professional development. Outlined below are a list of recommendations for IPS and IPS PD to consider.

GOVERNANCE & OVERSIGHT

Overall, IPS PD has governance and operating protocols in place to guide the department's work, including an MOU and SOPs. The research team recommends that IPS and IPS PD work together to amend current documents or add new documentation to include the following:

1. Clearly define the roles of IPS PD and school administration in addressing student misbehavior.
2. Differentiate between criminal offense and disciplinary misconduct, define the types of behavior that constitute each category, and lay out the consequences related to each type of infraction.
3. Provide specific guidelines for the use-of-force continuum.
4. Gather input and involve school staff, administration, and parents/caregivers in the selection of IPS PD.

Clearly define IPS PD, staff, and administration roles in addressing student misbehavior

Although it may be challenging to anticipate and proactively describe every potential incident of student misbehavior, a predetermined set of guidelines or expectations can reduce ambiguity about who is responsible for addressing these incidents. These guidelines can also increase collaboration between IPS PD and school administration. IPS and IPS PD should work collaboratively to develop specific guidelines that describe the roles of the law enforcement agency and the responsibilities of the school system in handling disciplinary matters.[22] These can be added to existing MOUs, SOPs, or a living document which can further outline these processes. Both IPS PD and school administration should work together to make these changes and ensure mutual agreement on these processes. Research suggested several questions IPS PD and school administrators can use to help guide this conversation:[30]

- Which violations of school rules will IPS PD be responsible for enforcing?
  - What are options for enforcing them?
  - What, if any, school violations are handled punitively through the justice system?
- What is the process for calling IPS PD to assist with behavioral needs in the classroom?
  - Does this include documentation?
- What situations pose potential violations of student rights if IPS PD gets involved?

Once these protocols are developed, key parties—such as school staff and members of IPS PD—should be properly educated on the specific processes for handling student misbehavior.[52] These can be conducted through joint training sessions that regularly take place to ensure compliance with processes, but also to discuss emerging challenges. For instance, North Carolina's Department of Public Instruction provides training on the roles and responsibilities of SROs regarding discipline for all public school employees. Both SROs and school staff are expected to attend these trainings to discuss disciplinary policies and procedures.[53] When there is clarity on how to address disciplinary matters, both school staff and IPS PD can focus on their respective roles.

Differentiate between student misconduct and criminal offense

IPS PD and IPS should work together to develop documentation that explicitly differentiates between student misconduct and a criminal offense. These can be added to existing governing documents. These documents should specify incidents that are subject to law enforcement intervention to mitigate officers' roles in school disciplinary issues. Specifically, this involves clearly defining offenses that require criminal citation, filing of a delinquency petition, referral to juvenile, and arrest. This ensures that punitive measures are not applied to minor student conduct cases.

For example, the ACLU proposes that incidents such as "disturbance/disruption of public assembly, trespassing, loitering, profanity, and fighting that does not involve physical injury or weapon" should be handled by school administration. They argue this will reduce the likelihood of these incidents being interpreted as criminal offenses.[35] New Hampshire recently introduced Senate Bill 108 that aims to enhance transparency and accountability among SROs by requiring the state to clearly define restrictions on SRO involvement in school discipline in both noncriminal and criminal student misconduct. Utilizing the ACLU's recommendations, the bill states that school administrators should handle the aforementioned incidents instead of SROs.[54] While this bill did not pass, it provides key insights on how to think through the types of incidents that would characterize student misbehavior versus criminal offense, and related processes.

Provide specific guidelines for the use of force

IPS PD and IPS should also work together to detail guidelines for the use-of-force continuum, including specifying appropriate scenarios to utilize less-than-lethal and deadly force. The National Association of School Resource Officers (NASRO) suggests that implementing the use-of-force continuum without causing harm to all parties involved takes robust collaboration between the law enforcement agency and school district. NASRO recommends that school administrators and the law enforcement agency conduct research on the use of both less-than-lethal and deadly force and then discuss situations befitting of these practices. Therefore, school administration and IPS PD should clearly define instances where use of force is applicable, and these should either be documented in the SOPs or MOU.

NASRO also suggests that the law enforcement agency, school staff, and community members help revise policies and review any incident involving any component of the use of force as needed. It is also imperative to have meetings at an administrative level to continuously discuss use-of-force issues, gather feedback from students, and consider best practices. This helps to ensure that use of force is only applied when necessary.[55]

In 2017, the International Association of Chiefs of Police (IACP) hosted a symposium to discuss school-based policing and, in particular, the use of force in schools. Through this symposium, the National Consensus Policy was formed, which provides language and guidance around the use of force in schools.[56] Below is a snapshot of specific language that could be incorporated in existing SOPs:

- Less-than-lethal force
    - When de-escalation techniques are not effective or appropriate, an officer may consider the use of less-lethal force to control a noncompliant or actively resistant individual. An officer is authorized to use agency-approved, less-lethal force techniques and issued equipment to:
        1. Protect the officer or others from immediate physical harm
        2. Restrain or subdue an individual who is actively resisting or evading arrest
        3. Bring an unlawful situation safely and effectively under control
- Deadly force
    - An officer is authorized to use deadly force when it is objectively reasonable under the totality of the circumstances. Use of deadly force is justified when one or both of the following apply:
        1. To protect the officer or others from what is reasonably believed to be an immediate threat of death or serious bodily injury

2. To prevent the escape of a fleeing subject when the officer has probable cause to believe that the person has committed or intends to commit a felony involving serious bodily injury or death, and the officer reasonably believes that there is an imminent risk of serious bodily injury or death to the officer or another if the subject is not immediately apprehended

This document also provides information on the use of deadly force trainings and emphasizes the importance of officers being well-versed in de-escalation techniques to avoid incorporating less-than-lethal and deadly forces approaches. While the language stated above is not a national standard, it can help provide some guidance on how to frame these practices in the SOPs.

Involve school administration, staff, and parents/caregivers in selecting IPS PD

The hiring and selection process of IPS PD should include IPS administration, staff, and parents/caregivers. This would help facilitate buy-in from key stakeholders, increase collaboration between IPS PD and school staff, and ensure that an officer fits the school district's culture. Following an initial interview with school administration and the law enforcement agency, a second interview should be arranged with parents/caregivers, teachers, support staff, and potentially students to ensure that the officer being considered is well suited for the specific school.[50] A comparative analysis of 19 SRO programs found that those which involved school staff in the interview process resulted in increased communication between the officers and school staff throughout the school year. Additionally, school administration reported that it increased acceptance of the program and officers among school staff.[30] Notably, both the law enforcement agency and school administration had equal decision-making power in selecting the officer. This study emphasized the importance of allowing principals to reject potential candidates for their school, if necessary, but not for the program. IPS and IPS PD can work collaboratively on creating an assessment tool that outlines key requirements for IPS PD. Using this assessment tool, each stakeholder involved in the hiring process can assign a score to the potential candidate. A more standardized procedure helps to remove biases that may creep into the hiring process, making for a fairer experience and more effective process.

TRANSPARENCY & ACCOUNTABILITY

IPS PD currently monitors and tracks school-based arrests. This data is disaggregated by some key demographics and is not identifiable. Additionally, IPS PD does have an investigations team that explores complaints made against IPS PD. However, this team is strictly internal. The research team suggests developing a robust data collection system to monitor school-based arrests and that provides linkages between IPS PD data and school-based data. IPS PD should be required to report their activities and this information should be publicly available and accessible. In addition, IPS PD and IPS should work together to create a community advisory board to help resolve allegations made against IPS PD. This advisory board should consist of various stakeholders affiliated with IPS and the broader community.

Develop a robust data collection system and ensure mandated reporting of IPS PD activities

The research team recommends that IPS and IPS PD develop a governance document that outlines protocols to track key metrics and maintain annual data that is publicly available. As previously stated, IPS PD records school-based arrest and other behavioral incidents. This data is de-identified and broken down by race/ethnicity, charges, location of arrest/school, gender, and age of the student as well as demographic information about the arresting officer. In addition, the ACLU recommends documenting the following data:[35]

- Number of IPS PD arrests broken down by grade level, disability status, ESL status, and disposition/result of the incident. These data points are not currently captured in the arrest records.
- Number of incidents resulting from other forms of IPS PD interventions, such as searches and seizures, criminal citation, and referral to a probation officer. This data should then be disaggregated by school, offense, type of law enforcement intervention, student's age, grade level, race/ethnicity, gender, disability status, ESL status, and disposition/result of the intervention. Some of these incidents are included in current datasets.
- Training materials for IPS PDand their attendance at trainings, including frequency of attendance at school-based specific and racial equity-type trainings.
- Number and types of complaints lodged against IPS PD.

In addition to tracking these data points, it is imperative that mechanisms are set in place to link arrests and other incidents with school-based data, such as in-school and out-of-school suspensions. For instance, the Jefferson County Public Schools system in Kentucky has been working to reduce the high frequency of exclusionary disciplinary practices happening across the school district. One of these strategies is mandating that every school in their district collect, report, and monitor school climate and discipline data on an ongoing basis. To advance these efforts, they developed a dashboard of behavior data that tracks in-school and out-of-school suspensions and referrals to alternative education. This data is also broken down by race/ethnicity, socioeconomic status, and other indicators to help the district determine when specific groups of students encounter disproportionalities in discipline. Further, this data is analyzed and the information is provided publicly on the dashboard for all to review. The school district uses this information as part of their quality indicators for schools, which is then leveraged to develop efforts aimed at improving educational outcomes and the overall school climate for their students. Individual schools in the district also utilize this information to examine trends related to exclusionary disciplinary practices and subsequently develop efforts to address these.[50] The research team suggests that IPS and IPS PD work together to introduce similar efforts that allow for more transparency in collecting, reporting, and monitoring exclusionary disciplinary practices.

COLLABORATION

Building relationships with key stakeholders is vital to the success of SRO programs. This includes forging relationships with school staff and administration, parents/caregivers, and students.[57] IPS PD and IPS can leverage existing efforts to strengthen partnerships while coordinating ongoing trainings for both IPS PD and school staff. This will help properly orient school staff to the program and create intentional ways for students and families to engage with IPS PD.

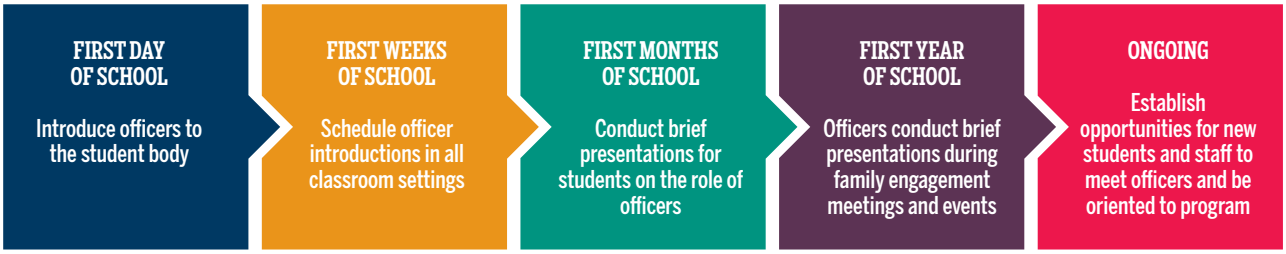
Orient school staff to the program each school year

Providing opportunities for IPS PD and school staff to better understand each other's respective roles and positions within the school can help to promote collaboration and build rapport between both parties. The research team suggests an introductory meeting be scheduled at the beginning of the school year. These meetings should continue consistently to foster greater frequency in communication and collaboration. IPS staff, specifically, noted that an introductory meeting could help strengthen the partnership between school staff and IPS PD, and help them better understand the officers' roles and responsibilities. The introductory session could cover topics, such as newly developed protocols that address student behavioral incidents and outline who is the responsible party for responding to such incidents. It is important that these orientation sessions take place at every school within the district that has an IPS PD officer present since this practice currently varies across the district. Certain events, such as Back-to-School Nights, are great opportunities for IPS PD, school staff, students, and their families to engage and learn more about each other. For example, one study reported that a school[C] had an orientation at the start of the school year that included both SROs and school staff. However, school administration canceled this orientation. Both SROs and school staff noted this resulted in confusion surrounding roles and responsibilities and each party had to work more diligently to forge an ongoing relationship.[30]

Strengthen IPS PD and student and family relationships

IPS PD can leverage current efforts—such as attending extracurricular events and engaging with students during lunch periods and other times throughout the day—to continue fostering positive relationships with students. Similar to an introductory session for school staff, students and parents/caregivers could benefit from learning about the officers in their school. This might help all parties feel more comfortable interacting with each other. The timetable below suggests some strategies for fostering more successful relationships between SROs and students. As shown in Figure 15, the first few months of the school year should be used to orient students and their families to the IPS PD program through organizing visitations to the classroom, hosting brief presentations on IPS PD roles and responsibilities, and attending family/community engagement nights and events. The research team suggests that IPS PD uses some of these opportunities to engage students and their families more intentionally. Simultaneously, these efforts require collaboration with school administration and staff for them to be successful. Additionally, these introductory meetings should take place for new staff and students.[36]

FIGURE 15. Timetable for successful relationships



C The study administered an anonymous survey. The schools that participated were not identifiable.

Coordinate ongoing trainings for officers and school staff

Separate from introductory meetings, additional opportunities that engage both IPS PD and school staff on a more consistent basis can help strengthen collaboration and promote greater understanding of each party's roles and responsibilities in addressing disciplinary matters. The Justice Center Council of State Governments advocates for both school staff and SROs to attend several required joint trainings that are facilitated by both parties' leadership. These trainings should discuss how student misconduct is handled and the appropriate times for SRO intervention in these matters.[50] In addition, these joint training sessions can be used to cover information outlined in the governance protocols to mitigate ambiguity surrounding roles and responsibilities. Implementing these sessions across IPS can increase collaboration and help both parties be more responsive to students' needs.

IPS PD participates in several school-based specific trainings, such as de-escalation techniques and mental health. They also take part in racial equity and implicit bias trainings. The research team suggests that IPS and IPS PD work together to create a more expansive menu of required school-based trainings. In addition, IPS PD should participate in several racial equity trainings or discussions throughout the year to foster increased learning and awareness. These trainings should be interspersed throughout existing curriculum to provide tangible examples of how issues of race and racism are pervasive and embedded in all aspects of society. IPS PD should use restorative justice practices more frequently and must include varying degrees of community-based approaches.

TRAININGS & PROFESSIONAL DEVELOPMENT

Develop a larger menu of school-based, policing-specific trainings

IPS PD could benefit from additional specialized trainings that focus on navigating complex issues students face in an educational setting. These trainings could be done through IPS PD or at the local academy level. Similar to ILEA-mandated trainings, IPS PD should be required to attend school-based specific trainings since these are equally important to how they fulfill their responsibilities. NASRO offers many courses for school-based officers, including a basic SRO course for officers who have two years or less of experience working in a school setting. It is a 40-hour course that emphasizes: (1) how to function as a police officer in a school setting, (2) how to serve as a resource and a problem solver, and (3) how to develop and hone teaching skills. They also offer a complementary advanced SRO course for SROs who have more experience and are already working in a school. It is a 24-hour course and builds off the officer's knowledge and skills.[58] Instruction on child and adolescent development and crisis intervention for youth should also be added to the current list of trainings. These specialized trainings can help IPS PD become better equipped to work with youth, and subsequently respond to the needs of all students.

For instance, the state of Washington Office of Superintendent School Safety and Security Program requires SROs to complete 13 mandated topics within the first six months of employment. Adapted from their website, these trainings include:[59]

- Constitutional and civil rights of children in schools, including state law governing search and interrogation of youth in schools
- Child and adolescent development
- Trauma-informed approaches to working with youth
- Recognizing and responding to youth mental illness

- Educational rights of students who have disabilities and best practices for interaction with these students
- Collateral consequences of arrest, referral for prosecution, and court involvement
- Community resources that serve as alternatives to arrest and prosecution
- Local and national disparities in the use of force and arrests of children
- De-escalation techniques when working with youth or groups of youth
- State law regarding restraint and isolation in schools
- Bias-free policing and cultural competency
- Federal Family Educational Rights and Privacy Act (FERPA) requirements
- Restorative practices

This program has a variety of mandated trainings that are noted in previously discussed evidence-based research. While IPS PD already mandates some of these trainings, a cadre of trainings that follow the topical areas outlined above provide a strong framework for increasing IPS PD's level of comfort and abilities to work effectively with students.

Participate in racial equity trainings and discussions on an ongoing basis

Training requirements for IPS PD should also include education on racial issues. Using the IN.gov website, the research team conducted a content analysis of ILEA-mandated in-service trainings to identify courses that either focused on racial disparities or covered racial issues in existing trainings. There is a current gap in ILEA coursework that emphasizes racial equity in policing and disproportionate minority contact. While IPS PD participates in the racial equity trainings mandated by IPS and a department-led implicit bias training, the level of engagement with these trainings are not frequent enough to encourage ongoing learning and reflection on how racial disparities permeate all levels of society and the impact of subconscious biases on students of color and youth with disabilities or mental health issues. IPS PD should receive routine, evidence-based training that adequately prepares them to work with students of varying backgrounds. These trainings can be incorporated into existing curricula to provide palpable demonstrations of the pervasiveness of racial inequities and how it can be examined through different subject matters.

Restructure restorative justice practices

Scholars assert that restorative justice requires considerable time and resources to operate effectively in a school setting.[60] Studies also stress that effective restorative justice practices are those that are integrated completely across entire schools or districts, as opposed to simply being implemented as an add-on program, most of which typically focus on teachers' behaviors. Full integration can help with the sustainability of such practices but require both continuous training of staff and widespread community buy-in of restorative justice approaches.[61] The same study identifies the importance of community trust and understanding of why restorative justice practices are necessary for encouraging buy-in.

The research team suggests that IPS and IPS PD join efforts to implement and facilitate restorative justice conferences. This engenders a more integrated approach and potentially could reduce resource constraints and improve collaborative efforts. By doing so, teachers, administrators, and IPS PD receive training and professional development on specific restorative techniques that are then uniformly implemented.

According to the SOP, members of IPS PD currently lead the restorative justice conferences organized by the department, though staff, parents/caregivers, students, and other community members can attend. A study of five New York City public schools explained that using uniformed police officers as facilitators of restorative justice processes may be less effective than using a nonuniformed adult. The study suggested that using a uniformed police officer may impede de-escalation because students may have encountered traumatic experiences with officers outside of the school day. Furthermore, police surveillance may act as a stressor for students, which does not encourage the positive school climate required for successful implementation of whole-school restorative justice practices. Traditionally, these restorative processes are facilitated by school counselors, administrators, school social workers, or a restorative justice coordinator.[62] Another researcher, however, stated

that police officers can also lead restorative approaches, focusing on more formal practices of restorative conferences—which is currently implemented by IPS PD—versus conflict resolution and mediation.[63] As such, the research team suggests that IPS PD and IPS staff and administration take a joint approach to implementing and facilitating these restorative justice sessions. Additional considerations include the involvement of students in leading and implementing restorative justice practices. This is often referred to as the democratization of the restorative justice process, in which students are properly trained and take the lead in resolving conflict among their peers. This process can create more buy-in among students and families and may result in a student-driven shift in culture surrounding school violence. Another suggestion includes building these practices into the academic curriculum in order to institutionalize the practice more systematically.[64]

ADDITIONAL CONSIDERATIONS

Rebrand IPS PD officers as SROs

A major theme that underpinned discussions regarding the roles and responsibilities of IPS PD is the idea that they are first and foremost law enforcement officers. As such, the ways in which officers fulfill their duties have historically prioritized that lens. What this suggests is that many people perceive IPS PD as mainly law enforcement officers, while the other roles are seen as less significant. This perspective requires a major paradigm shift if IPS PD's role is to function as SROs. As previously discussed, the roles of SROs extend far beyond maintaining and protecting the safety of students and staff. It involves building positive relationships with students through mentorship and supporting them through their academic pursuits. As such, this culture shift must happen among IPS PD, school administration, staff, parents/caregivers, and students to reassert these values. A first step is potentially referring to IPS PD as SROs, concurrently instilling key characteristics of SROs and how these fit within the district's safety mission. Some rudimentary SRO trainings can also help to facilitate this process.

Create a safety team to help reassess the use of safety equipment

There are several factors to consider for school districts debating whether they should deploy or continue to utilize specific safety equipment in their schools. The State Education Department suggests that the school district assess whether the use of this equipment fits within school policy and the general mission of the educational intuition. Provided these mechanisms are consistent with school policy, the State Education Department advocates that the police department and school district work together to create agreements that clearly define the use of safety measures, such as metal detectors and concealed weapons.[65]

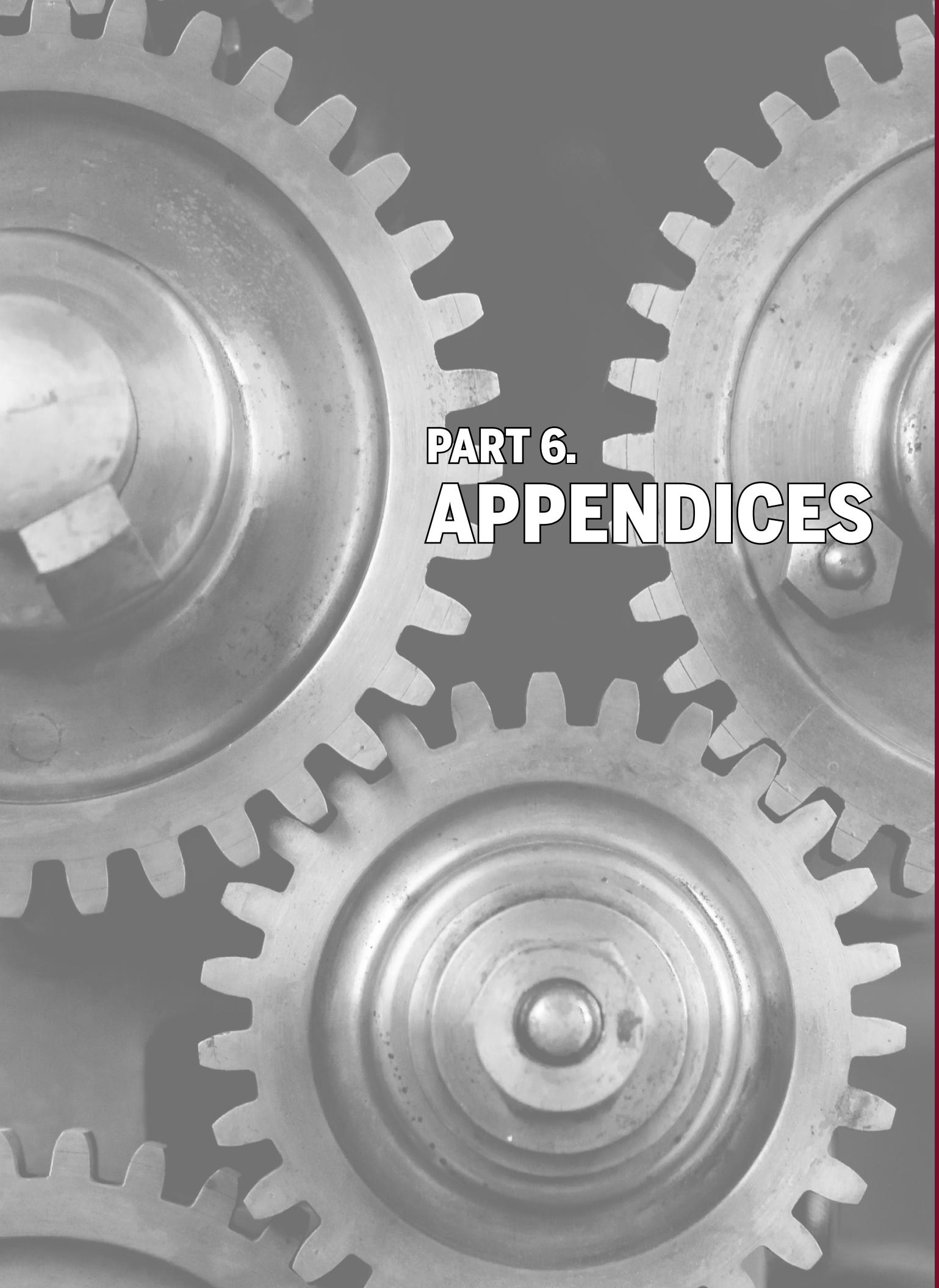
The research team recommends that IPS creates a safety team to facilitate these discussions. The safety team should include various stakeholders such as members of IPS PD, school administration and staff, parents/caregivers, students, and community residents. The purpose of the safety team would be to gather constituents' perceptions on the use and effectiveness of IPS' safety procedures and make recommendations to the school board. This could be done in the form of a survey distributed to constituents affiliated with IPS and follow-up town halls to discuss emerging trends and gather additional feedback. The Monroe Community School Corporation in Indiana, for example, uses this method to better understand how key constituents perceive the role of their SROs in school safety. After such deliberations, they decided that two SROs would no longer be able to carry firearms. The decision to revise this policy was passed with a 5–1 vote by the school board.[66]

Implement future research

Following the implementation of these recommendations—or any additional procedural or policy changes—the research team recommends IPS continues to evaluate IPS PD procedures to make sure they are consistent with evidence-based practices and create positive outcomes for all students. This will ensure that practices are implemented with fidelity across the board.

Further, ongoing systematic evaluation provides opportunities for learning and feedback as well as the ability to diagnose problems and course correct any deficiencies. One strategy to ensure access to quick and readily available data is linking IPS PD arrest/case records and IPS student data, then make the data accessible to the public, and conduct monthly reporting of outcomes. This can also help facilitate more robust findings related to the effectiveness of the IPS PD program. Additional research opportunities include:

- Evaluating the cost effectiveness of IPS PD to help IPS better understand how allotted resources for this program are spent, and whether they need to reallocate funds to other programs such as restorative justice and alternative education practices.
- Reviewing IPS PD use-of-force policies to ensure these practices comply with evidence-based applications and are enforced equitably.
- Assessing the impact of IPS PD wearing uniforms and carrying safety equipment on school climate and perceptions of safety.



PART 6.
APPENDICES

APPENDIX A. IPS SCHOOLS

TABLE 6. List of IPS schools

SCHOOL NAME	GRADES	SCHOOL NAME	GRADES
Anna Brochhausen School 88	K–6	IPS Butler University Laboratory 55	Pre-K–8
Arlington Middle School	7–8	IPS Butler University Laboratory 60	Pre-K–8
Arsenal Technical High School	9–12	James A. Garfield School 31	K–8
Avondale Meadows Middle School	6–8	James Russell Lowell School 51	Pre-K–6
Brookside School 54	K–6	James Whitcomb Riley School 43	Pre-K–8
Carl Wilde School 79	K–6	Jonathan Jennings School 109	K–6
Center for Inquiry School 2	K–8	Kindezi Academy	K–6
Center for Inquiry School 27	Pre-K–8	KIPP Indy College Prep Middle School	6–8
Center for Inquiry School 70	K–8	KIPP Indy Legacy High School	9
Center for Inquiry 84	K–8	KIPP Indy Unite Elementary School	K–5
Charles Warren Fairbanks School 105	K–6	Lew Wallace School 107	K–6
Christian Park School 82	K–6	Matchbook Learning	Pre-K–8
Clarence Farrington School 61	Pre-K–6	Meredith Nicholson School 96	Pre-K–6
Cold Spring School	K–8	Northwest Middle School	7–8
Crispus Attucks High School	9–12	Paul I. Miller School 114	K–6
Christel House Schools	10–12	Phalen Leadership Academy	K–6
Daniel Webster School 46	K–8	Positive Supports Academy	7–12
Edison School of the Arts 47	K–8	Purdue Polytechnic High School	9–12
Eleanor Skillen School 34	Pre-K–6	Ralph Waldo Emerson School 58	Pre-K–6
Emma Donnan Elementary and Middle School	K–8	Raymond F. Brandes School 65	Pre-K–6
Enlace Academy	K–8	Riverside High School	9–12
Ernie Pyle School 90	Pre-K–6	Robert Lee Frost School 106	Pre-K–6
Floro Torrence School 83	Pre-K–6	Rousseau McClellan School 91	Pre-K–8
Francis Bellamy School 102	Pre-K	Sankofa School of Success	Pre-K–6
Francis W. Parker School 56	Pre-K–8	Shortridge High School	9–12
George S. Buck School 94	K–6	Sidener Academy	2–8
George W. Julian School 57	K–8	Simon Youth Academy	5–8
George Washington Carver School 87	Pre-K–8	Step Ahead Academy	5–8
George Washington High School	9–12	SUPER School 19	K–8
Global Preparatory Academy	Pre-K–6	Theodore Potter School 74	K–6
Graduation Academy	9–12	Thomas Gregg Neighborhood School	K–6
Harshman Middle School	7–8	Thrival Indy Academy	9
Henry W. Longfellow School 28	7–8	URBAN ACT Academy	Pre-K–8
Herron High School	9–12	William McKinley School 39	Pre-K–6
Ignite Achievement Academy	K–6	William Penn School 49	K–8

APPENDIX B. ADDITIONAL SURVEY INFORMATION

The research team used a population sampling technique to administer the surveys. Data was obtained from four key stakeholder groups: IPS PD, staff, parents/caretakers, and students.

Several restrictions were applied to the sample of surveys analyzed. First, due to concerns that IPS PD might have taken the survey more than once, the research team used the most complete survey and earliest survey response within an IP address. Further, only surveys from IPS PD respondents who worked in an IPS school prior to the COVID-19 pandemic were included in the analysis. Given the unique nature of working in schools during the pandemic, responses from those who did not have experience in IPS schools prior would not be representative of typical day-to-day activities. Additionally, IPS instituted virtual teaching at different points, which would preclude engagement and collaboration between IPS PD, students, staff, or caregivers.

Similarly, the sample of IPS staff was restricted to those indicating experience working in an IPS school prior to the COVID-19 pandemic. For IPS students, analyses included only those who reported having IPS PD in the school they most recently attended before the 2020–21 academic year. Finally, for IPS caregivers/parents, the research focused on responses regarding the experiences of the first child they considered (most caregivers/parents did not fill out surveys for multiple children) and only if this child went to an IPS school with IPS PD in it before COVID-19.

FIGURE 16. Students with in-school suspensions in IPS high schools by race/ethnicity (2016–2020)

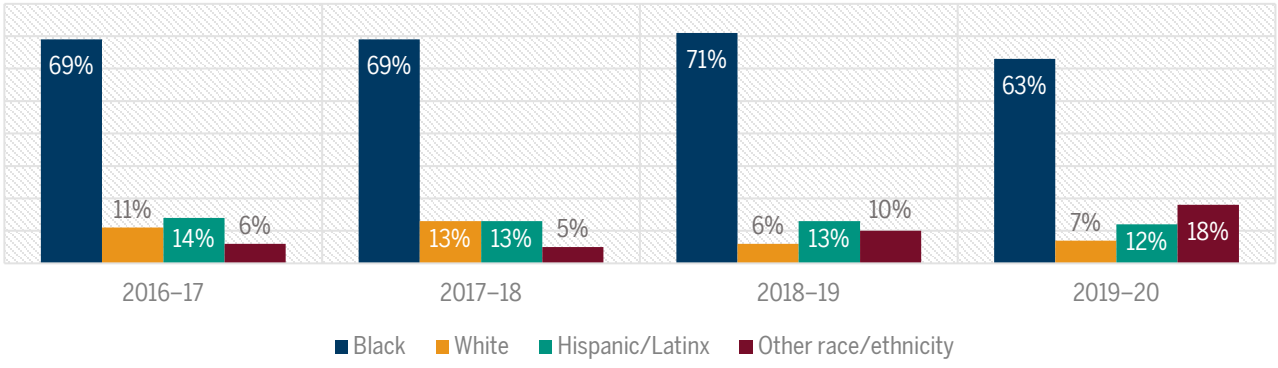
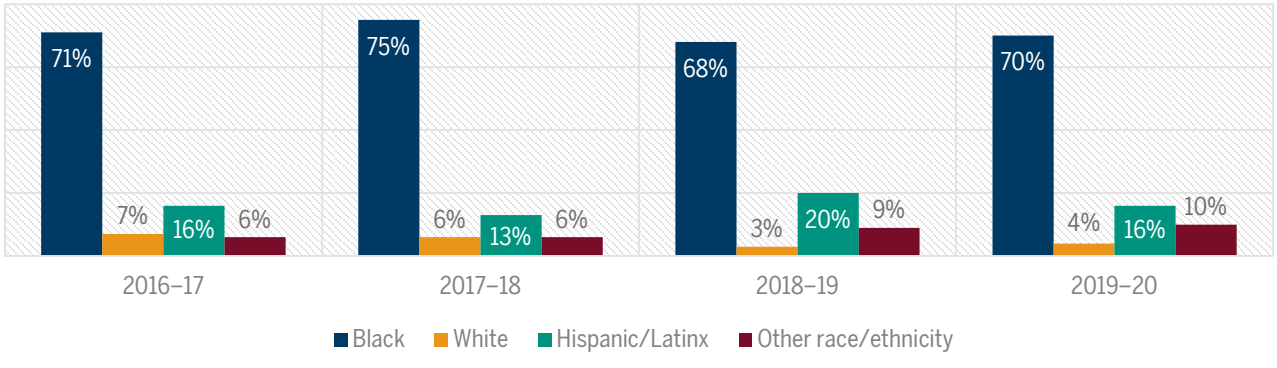


FIGURE 17. Students with out-of-school suspensions in IPS high schools by race/ethnicity (2016–2020)



CHARACTERISTICS OF SURVEY RESPONDENTS

TABLE 7. List of IPS schools

	POLICE (N=21)		STAFF (N=211)		STUDENT (N=79)		FAMILIES (N=51)	
	AVG	N	AVG	N	AVG	N	AVG	N
Race/ethnicity								
Black/African American	67%	14	16%	34	14%	11	39%	20
Hispanic	5%	1	1%	3	22%	17	16%	8
White	19%	4	49%	103	24%	19	37%	19
Multiracial	0%	0	0%	0	6%	5	2%	1
Native	0%	0	0%	1	0%	0	0%	0
Asian/Pacific Islander	0%	0	0%	1	1%	1	0%	0
Other race/ethnicity	0%	0	7%	14	1%	1	6%	3
Missing	10%	2	26%	55	32%	25	0%	0
Gender								
Male	57%	12	25%	52	24%	19	16%	8
Female	38%	8	51%	107	43%	34	84%	43
Other	0%	0	1%	2	3%	2	0%	0
Missing	5%	1	24%	50	30%	24	0%	0
Police								
Years experience?	18.55	20						
Received disciplinary infractions: Yes	38%	8						
Received disciplinary infractions: No	52%	11						
Staff								
Current Position: Counselor			5%	10				
Current Position: School administrator			8%	16				
Current Position: Teacher			53%	112				
Current Position: Other			30%	63				
Missing			5%	10				

APPENDIX C. FIDELITY CHECKLIST

TABLE 8. Fidelity checklist

MODEL ELEMENTS	DESCRIPTION
Governance and oversight	Establishes protocol or a memorandum of understanding (MOU) that describes the goals of the school resource officer (SROs) program o Discusses the specific roles and responsibilities of SROs o Describe the roles and responsibilities of SROs within the broader context of the educational mission of IPS
Communication	Defines lines of communication and authority between SROs and school-level administrators, including the principal, teachers, school social workers, counselors, etc. o SROs adhere to stated lines of communication
Differentiation between criminal offense and disciplinary misconduct	Differentiates between criminal offenses versus disciplinary conduct and states the forms of behavior that fall into each category of infraction o Specifies the consequences of criminal offenses and behavioral infractions
Transparency and accountability	Includes mandatory reporting of SRO activities o Data on school-based arrests, charges, and criminal complaints are disaggregated by location of arrest/school, charge, arresting officer, gender, age, race/ethnicity, disability, and ESL status o Clear paths of links of SRO data sets to other internal and external data o Data are collected and analyzed each month by IPS and publicly disseminated o Established complaint resolution system
Trainings and professional development	Provides training in: community policing in schools, child and adolescent development, conflict resolution, de-escalation techniques, identification of appropriate service of students with special needs, restorative practices, mental health intervention, cultural fluency, teaching and classroom management strategies, etc.
Promote nonpunitive practices	Integrates research-based practices to improve school climate and student behavior
Collaboration	Partners with multiple internal and external stakeholders to deliver the SRO program

APPENDIX D. STANDARD OPERATING PROCEDURES

TABLE 9. Standard operating procedures for IPS PD

NUMBER	SUBJECT	NUMBER	SUBJECT
SOP 1	Standard operating procedure effect, issue, distribution, review, and cancellation	SOP 16	Use of force
SOP 2	Police powers, jurisdiction, and authority	SOP 17	Firearms
SOP 3	Uniform and grooming standards	SOP 18	Post-shooting incident
SOP 4	Departmental vehicles	SOP 19	Firearms and use-of-force review board
SOP 5	Lost child	SOP 20	Firearms training and qualifications
SOP 6	Routine metal detection operations/searches	SOP 21	Lost or stolen firearm or other weapon
SOP 6.1	Special metal detection operations	SOP 22	Restorative justice conferences
SOP 7	Notification of IPS administration	SOP 23	Uniform traffic ticket procedures
SOP 8	Appearances at court hearings	SOP 24	Public safety communications
SOP 9	Transportation of prisoners	SOP 25	Officer daily call in and workplace attendance policy
SOP 10	IPS investigations	SOP 26	Compliments and complaints regarding employees
SOP 10.1	Fire investigations	SOP 27	Property and evidence control
SOP 11	Sexual crime investigations	SOP 28	Building checks and response to building alarms
SOP 12	IPS and Motorola reports	SOP 29	Probationary officer training
SOP 13	Oleoresin capsicum spray	SOP 30	Honor awards
SOP 14	Armament systems and procedures (ASP) training and use	SOP 31	Off-duty employment
SOP 15	Body armor	SOP 32	Use of cellular telephone

REFERENCES

1. Racial Equity Tools. (2021). Racial equity tools glossary. https://www.racialequitytools.org/glossary#:~:text=Racial%20equity%20is%20the%20condition,statistical%20sense%2C%20how%20one%20fares.
2. Girouard, C. (2001). OJJDP Fact Sheet: School Resource Officer Training Program. U.S. Department of Justice. https://www.ojp.gov/pdffiles1/ojjdp/fs200105.pdf
3. Na, C., Gottfredson, D., (2011). Police officers in schools. Effects on school crime and the processing of offending behaviors. *Justice Quarterly*. DOI:10.1080/07418825.2011.615754
4. Gillette-Musu, L., Zhang, A., Wang, K., Zhang, J., Kemp, J., Diliberti, M., & Oudekerk, B. (2018). Indicators of school crime and safety: 2017. National Center for Education Statistics. https://nces.ed.gov/pubs2018/2018036.pdf
5. Gottfredson, DC, Crosse, S, Tang, Z, et al. Effects of school resource officers on school crime and responses to school crime. *Criminal Public Policy*. 2020; 19: 905–940. https://doi.org/10.1111/1745-9133.12512;
6. Archerd, E. R. (2017). Restoring justice in schools. *University of Cincinnati Law Review,* vol. 85, no. 3, p. 761–814. https://heinonline.org/HOL/P?h=hein.journals/ucinlr85&i=781
7. Curran, J. (2021). LA school board votes to replace school resource officers with school climate coaches. *Law Enforcement Today.* https://www.lawenforcementtoday.com/la-school-board-votes-to-replace-school-resource-officers-with-school-climate-coaches/
8. Weisburst, E.K. (2019), Patrolling Public Schools: The impact of funding for school police on student discipline and long-term education outcomes. *Journal of Policy Analysis and Management*, 38: 338–365. https://doi-org.proxy.ulib.uits.iu.edu/10.1002/pam.22116
9. Garbarino, J., Bradshaw, C., Vorrasi, J. Mitigating the effects of gun violence on children and youth. The Future of Children. 12 (2). 72–85. DOI: 10.2307/1602739
10. Secured School Safety Grant Program. (2021). State of Indiana. https://www.in.gov/dhs/grants-management/secured-school-safety-grant-program/
11. Indiana Criminal Justice Institute. (2021). Safe Haven Schools. https://www.in.gov/cji/behavioral-health/safe-haven-schools/
12. Merkwae, A. (2015). Schooling the Police: Race, Disability, and the Conduct of School Resource Officers. *Michigan Journal of Race & Law*, 21(1), 147–vi.
13. Chicago Public Schools (2020). CPS proposes progressive reforms to school resource officer program based on feedback. (2020). Chicago Public Schools https://www.cps.edu/press-releases/chicago-public-schools-proposes-progressive-reforms-to-school-resource-officer-sro-program-based-on-feedback/
14. School Resource Officer Transition. (2020). Denver Public Schools. https://www.dpsk12.org/school-resource-officer-sro-transition/
15. Widman Neese, Alissa. (2021, March 30). Columbus High Schools Reopen without Police Resource Officers. *The Columbus Dispatch.* https://www.dispatch.com/story/news/education/2021/03/30/columbus-high-schools-reopen-without-police-resource-officers/6957868002/
16. Leadership for Educational Equity. (n.d.). Emerging models for police presence in schools. https://educationalequity.org/sites/default/files/documents/emerging_models_for_school_resource_officers_final.pdf

17. Nance, J. P. (2016). Students, police, and the school-to-prison pipeline. *Washington University Law Review*, 93(4),919–987.

18. Indiana Department of Education (2021). Data reports. https://www.in.gov/doe/

19. Indianapolis Public Schools (2021). About us. https://myips.org/about-us/district-overview/

20. Carter, P., & Welner, K. G. (2013). Closing the opportunity gap: What America must to do give every child an even chance. New York, NY: Oxford University Press.

21. U.S. Department of Education. (2013). For each and every child – A strategy for education and equity excellence. Washington, DC. https://www2.ed.gov/about/bdscomm/list/eec/equity-excellence-commission-report.pdf

22. Majors, T, Ward, T. Breaking the Cycle of Inequitable School Discipline through Community and Civic Collaboration in Nashville. *Voices in Urban Education.* 2015. 26–35. https://eric.ed.gov/?id=EJ1082878

23. Racial Equity (n.d.). Indianapolis Public Schools. https://myips.org/get-involved/racial-equity/

24. Beland, L. P., & Kim, D. (2016). The effect of high school shootings on schools and student performance. *Educational Evaluation and Policy Analysis,* 38(1), 113–126

25. Johnson, S. L., Bottiani, J., Waasdorp, T. E., & Bradshaw, C. P. (2018). Surveillance or safekeeping? How school security officer and camera presence influence students' perceptions of safety, equity, and support. *Journal of Adolescent Health,* 63(6), 732–738

26. Owens, E. G. (2017). Testing the school-to-prison pipeline. *Journal of Policy Analysis and Management, 36*(1), 11–37

27. Fisher, B. W., & Hennessy, E. A. (2016). School resource officers and exclusionary discipline in U.S. high schools: A systematic review and meta-analysis. *Adolescent Research Review, 1*(3), 217–233.

28. Gordon, N. (2018). Disproportionality in student discipline: Connecting policy to research. Brookings Institute. Retrieved from: https://www.brookings.edu/research/disproportionality-in-student-discipline-connecting-policy-to-research/

29. Thomas, B., Towvinm, L., Roiak, J., & Anderson, K. (2013). School resource officers: steps to effective school-based law enforcement. National Center for Mental Health Promotion and Youth Violence Prevention. Retrieved from: http://www.promoteprevent.org/sites/www.promoteprevent.org/files/resources/NC%20Brief_School%20Resource%20Officers--Steps%20to%20effective%20school-based%20law%20enforcement.pdf

30. Finn, P., Shively, M., McDevitt, J., Lassiter, W., & Rich, T. (2005). Comparison of program activities and lessons learned among 19 school resource officer (SRO) programs. U.S. Department of Justice. 23–33.

31. Rosiak, J. (2011). School resource officers: Benefits and challenges. Forum on Public Policy. Retrieved from: https://forumonpublicpolicy.com/wp-content/uploads/2015/02/Rosiak.pdf

32. Canady, M., Bernard, J., & Nease, J. (2012). To protect and educate: The school resource officer and the prevention of violence in schools. National Association of School Resource Officers. 21–29.

33. Lamont, E., Macleod, S., & Wilkin, A. (2011). Police officers in schools: A scoping study. Berkshire, UK: National Foundation for Educational Research. Retrieved from: https://minds.wisconsin.edu/bitstream/handle/1793/79050/Courtney%2C%20Michael.pdf?sequence=1&isAllowed=y

34. Theriot, M., & Cuellar, M (2016). School resource officers and students' rights. *Contemporary Justice Review*. 1–19. DOI: 10.1080/10282580.2016.1181978

35. Kim, C., & Geronimo, I. (2009). Policing in schools: Developing a governance document for school resource officers in K-12 schools. ACLU White Paper. New York, New York.

36. Atkinson, A. (2002). Fostering school-law enforcement partnerships. Northwest Regional Educational Laboratory. Book 5. Retrieved from: https://www.ojp.gov/pdffiles1/ojjdp/book5.pdf

37. Indiana Association of School Partnerships. (2019). Building collaborative, relationship-based school resource officer programs. Retrieved from: https://iasp.org/2021/03/11/building-collaborative-relationship-based-school-resource-officer-programs/

38. Finn, P., Townsend, M., Shively, M., & Rich, T. (2005). A guide to developing, maintaining, and succeeding with your school resource officer program. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services.

39. Llano, S. (2002). Training for Racial Equity and Inclusion: A Guide to Selected Programs. https://www.k12.wa.us/student-success/health-safety/school-safety-center/school-safety-and-security-staff-program

40. National Juvenile Justice Network (2015). School Discipline and Security Personnel: A Tip Sheet for Advocates on Maximizing School Safety and Student Success. http://www.njjn.org/our-work/school-discipline--security-personnel

41. Johnson, K., Ju-Yoo, J., Kim, M., & Lennon, S. (2008). Dress and Human Behavior: A Review and Critique. *Clothing and Textiles Research Journal*, v 26(1), 3–22. https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.1008.3561&rep=rep1&type=pdf

42. Nickels, E. (2008). Good Guys Wear Black: Uniform Color and Citizen Impressions of Police. *Policing*, v31 (1), 77–92.

43. Johnson, R. R. (2005). The psychological influence of the police uniform. https://www.police1.com/police-products/apparel/uniforms/articles/the-psychological-influence-of-the-police-uniform-bhN9cdehTsvjzbMh/

44. Durkin, K., & Jeffery, L. (2000). The salience of the uniform in young children's perception of police status. *Legal and Criminological Psychology. 5*(1), 47–55.

45. Finn, P., Devitt, J., Lassiter, W., Shively, M., & Rich, T. (2005). Case Studies of 19 School Resource Officer (SRO) Programs. https://www.ojp.gov/pdffiles1/nij/grants/209271.pdf

46. Graham, Kristen A. (2020, June 26). At schools, "safety officers"; They will no longer be called police and will wear new uniforms. Move is caused by a change in state code. *Philadelphia Inquirer, The (PA).*

47. Renkoski, K. (2016). School Resource Officers look to be more approachable with "soft" uniforms. https://www.columbiamissourian.com/news/k12_education/school-resource-officers-look-to-be-more-approachable-with-new-soft-uniforms/article_7ad980f2-e7b4-11e5-9b13-1b33c1893169.html

48. Gastic B. Metal Detectors and Feeling Safe at School. *Education and Urban Society.* 2011;43(4):486–498. doi:10.1177/0013124510380717

49. Perumean-Chaney, S. E., & Sutton, L. M. (2013). Students and Perceived School Safety: The Impact of School Security Measures. *American Journal of Criminal Justice, 38*(4), 570–588. https://doi-org.proxy.ulib.uits.iu.edu/10.1007/s12103-012-9182-2

50. Morgan, E., Salomon, N., Plotkin, M., & Cohen, R. (2014). The school discipline consensus report: Strategies from the field to keep students engaged in school and out of the juvenile justice system. *The Council of State Governments Justice Center.* 67–70.

51. Smart., R., Morral, A., Smucker, S., Cherney, S., Terry, S., Peterson, S., Ahluwalia, S., Cefalu, M., Xenakis, L., Ramchand, R., Gresenz, C. (2020). The Science of Gun Policy: A Critical Synthesis of Research Evidence on the Effects of Gun Policies in the United States. Rand Corporation. https://www.rand.org/pubs/research_reports/RR2088.html#:~:text=The%20RAND%20Corporation's%20Gun%20Policy,of%20firearm%20laws%20and%20policies.

52. Sussman, A. (2012). Learning in lockdown: School police, race, and the limits of law. *UCLA Law Review.* 59. 790–799.

53. National Association of School Resource Officers (2021). Training courses. https://www.nasro.org/training/training-courses/

54. New Hampshire Senate Bill 108, relative to school resource officers. (2021). https://legiscan.com/NH/text/SB108/id/2267356

55. James, B. (2015). Excessive force and SRO liability. *National Association of School Resource Officers.* School Safety. 11–14.

56. International Association of Chiefs of Police (2017). National Consensus Policy and discussion paper on use of force. 3–16. https://www.theiacp.org/sites/default/files/2018-08/National_Consensus_Policy_On_Use_Of_Force.pdf

57. Earls, A., & Stein, J. (2020). North Carolina task force for racial equity in criminal justice. North Carolina Department of Justice. Retrieved from: https://ncdoj.gov/wp-content/uploads/2020/12/TRECReportFinal_12132020.pdf

58. Fielder, M., Sigler, M., Norton, B., Zeunik, J. Defining the Role of School-based Police Officers. http://www.policefoundation.org/wp-content/uploads/2016/10/PF_IssueBriefs_Defining-the-Role-of-School-Based-Police-Officers_FINAL.pdf

59. Washington Office of Superintendent of Public Instruction. School Safety and Security Staff Program: https://www.k12.wa.us/student-success/health-safety/school-safety-center/school-safety-and-security-staff-program. Retrieved on June 25, 2021.

60. Guckenberg, S., Hurley, N., Persson, H., Fronius, T., & Petrosino, A. (2016). Restorative Justice in U.S. schools: Practitioners' Perspectives. https://www.wested.org/resources/restorative-justice-practitioners-perspectives/

61. Fronius, T., Darling-Hammond, S., Persson, H., Guckenburg, S., Hurley, N., & Petrosino, A. (2019). Restorative justice in U.S. schools: An updated research review. WestEd. https://files.eric.ed.gov/fulltext/ED595733.pdf

62. Sandwick, T., Hahn, J.W., & Ayoub, L.H. (2019). Fostering community sharing power: lessons for building restorative justice school cultures. *Education Policy Analysis Archives.* 145–147,1–32. https://doiorg.proxy.ulib.uits.iu.edu/10.14507/epaa.27.4296

63. Liebman, M. (2007). Restorative Justice: How it Works. Jessica Kingsley Publishers.

64. González, T., Sattler, H., & Buth, A. J. (2019). New directions in whole-school restorative justice implementation. *Conflict Resolution Quarterly*, 36(3), 207–220. https://doi-org.proxy.ulib.uits.iu.edu/10.1002/crq.21236

65. New York State School Boards Association. Armed security in schools: what the research says. https://www.nyssba.org/clientuploads/nyssba_pdf/Reports/armed-security-report-12032019.pdf

66. Smith, A. (2021). Monroe County School Board Votes to Disarm school resource officers. https://www.wrtv.com/news/local-news/monroe-county/school-resource-officers-disarmed-after-monroe-county-school-board-revises-policies

For an accessible version of this document, please email iucrisp@iu.edu.

INDIANA UNIVERSITY

PUBLIC POLICY INSTITUTE

Center for Research on Inclusion & Social Policy

The Center for Research on Inclusion & Social Policy (CRISP) was created to address complex social issues and the effects of social policy through applied, data-driven, and translational research. CRISP analyzes and disseminates community-relevant research about social disparities and policy issues. CRISP is housed within the IU Public Policy Institute (PPI), which also supports the Center for Health & Justice Research (CHJR), the Manufacturing Policy Initiative (MPI), and the Indiana Advisory Commission on Intergovernmental Relations (IACIR).

DESIGN BY
Karla Camacho-Reyes, CRISP Special Projects Coordinator

INDIANA UNIVERSITY
PUBLIC POLICY INSTITUTE
Center for Research on Inclusion & Social Policy