Policy, Hiring, and Training
Review Commission

Indiana University Police Department
November 2021
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Charge to the Commission

In 2015, President Barack Obama commissioned the President’s Task Force on 21st Century Policing.¹ There was a sense of urgency to “…strengthen community policing and trust among law enforcement officers and the communities they serve.” The task force was progressive, releasing and recommending six pillars law enforcement agencies could enact to strengthen their standing in communities, professionalism, and training.

The Indiana University Police Department (IUPD) commissioned a group of staff, faculty, and students in 2018 to review the department’s response to resistance, de-escalation, and related training using the 21st Century Policing report as a blueprint for change. The commission released several key findings, all of which have been acted upon by IUPD and independently evaluated by IU Internal Audit² in 2020. IUPD introduced scientific- and evidence-based training curricula relating to implicit bias, mental health, and de-escalation. The IUPD response to resistance policy was updated to conform to national best practices, and additional oversight measures were enacted.

Eighteen months have passed since we began our efforts to improve officer training, data collection, and reporting surrounding response to resistance. We have continued our work to ensure IUPD is on the cutting edge of delivering the best programmatic, community-based, and empathetic law enforcement services available to our communities through the examination of the data.

The final report of the President’s Task Force on 21st Century Policing did not account for, or include representation from, higher education law enforcement. The report remains a blueprint to improve community policing and professionalize law enforcement. IUPD has enacted many of the recommendations. However, like any progressive law enforcement agency, we must continue to improve through academic and community input in our policies, training, and procedures.
In the past year, after the tragic murder of George Floyd at the hands of a Minneapolis police officer, there has been an increased call for law enforcement agencies to be more transparent and to ensure that best practices are in place. There has also been a significant activist movement to defund the police and reimagine police services in communities across the nation. This call to action provides an additional platform for the IU community to provide guidance to their police department on the services and expectations they want to insure an inclusive approach to public safety.

The IUPD Policy, Hiring, and Training Review Commission was tasked with the following:

1. Review IUPD policy to ensure best practices and proper resources are being deployed operationally. The reviews will consider areas of equity and inclusion.

2. Review hiring and recruitment to ensure equity and inclusion. Our workforce must be representative of populations we serve.

3. Review the second phase of training to ensure IUPD has the best practices in place, is progressive in our operations, and is setting high standards to respond to the needs of our communities.

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1 President Barack Obama’s 2015 President’s Task Force on 21st Century Policing, issued by the Office of Community Oriented Policing Services, is a blueprint for how law enforcement agencies can identify and implement best practices to ensure accountability and build public trust.

2 IU Internal Audit reports directly to the IU president and Board of Trustees. They perform independent audits of programs, departments, and operating units based on industry best practices, IU policies, and state and federal statutes.
Executive Summary

The model for higher education law enforcement is ostensibly adopted from municipal police agencies. Many states, including Indiana, have adopted statutes around training police officers with no differential curriculum for small to large campus police departments. As a result—across the nation—in the early formation of campus police departments, they mirrored their municipal, county, or state counterparts. Often these agencies would hire chief executives with years of municipal policing experience versus those that have a unique understanding of higher educational settings.

University and campus policing is vastly heterogeneous, and thanks to organizations like the International Association of Campus Law Enforcement Administrators (IACLEA), the professionalism of large university police departments has continued to evolve at a much quicker pace. Additionally, with the adoption of IUPD’s philosophy that faculty researchers should be a part of policy review and provide recommendations on implementation of training and tracking of incidents, we have shown a commitment to transparency and adoption of best practices.

This 2021 report complements the work that has been accomplished from the previous 2018 Commission Report on Training and De-escalation, which included the adoption of the following policies and practices:

- The implementation of **Procedural Justice** training for all members of the IUPD to strengthen trust and legitimacy for the communities we serve.
- The implementation of **Fair and Impartial Policing** training (implicit bias), a curriculum that is taught to all IUPD officers and recruits. The program is designed to convey the science of bias in terms of the negative consequences.\(^3\)
- The implementation of **Mental Health First Aid**, a research- and evidence-based curriculum to assist IUPD officers on how to identify, understand, and respond to mental health and substance use issues.
- The deployment of Conducted Energy Devices (CEDs), commonly referred to as tasers, to all sworn IUPD personnel as a less lethal option and tool.
- The purchase of a virtual simulator that focuses on de-escalation scenarios with less emphasis on “shoot or don’t shoot” scenarios. This tool reinforces training to focus on de-escalation of incidents.
• The widescale adoption and implementation of Integrating Communications, Assessment and Tactics (ICAT) training for all sworn IUPD personnel from the Police Executive Research Forum. The ICAT model has led to monthly system-wide reviews of all use of force incidents, including weapon draws, for compliance and training gaps. Additionally, IUPD has adopted and reinforces the Critical Decision Making (CDM) model.

The 2020 commission has made 19 recommendations to improve IUPD and ensure the delivery of public safety services for IU communities is equitable, fair, and progressive. The recommendations range from changes in policy and hiring efforts to the implementation of additional training tools. Like the 2018 commission report, the intent of this report and the recommendations is for IU Internal Audit to conduct an independent audit at a later date to ensure overall implementation and identify gaps in executing each recommendation once fully adopted.

3 Fair and Impartial Policing curriculum was developed from a USDOJ COPS grant by Dr. Lorie Fridell, University of South Florida, to focus on the science of bias. https://fipolicing.com
About IUPD

Formed in 1972 pursuant to a legislative act, IUPD is a university-wide police department with divisions located on seven campuses and two academic centers. Led by Superintendent Benjamin Hunter, a deputy superintendent, and seven divisional chiefs of police, IUPD employs more than 200 full-time and part-time uniformed officers who serve these campuses throughout the state. Every officer is fully certified and meets the same standards as all other law enforcement officers in the state of Indiana. IUPD has primary jurisdiction on any university-owned property, as well as on streets that pass through or around the property. There is an extended jurisdiction policy authorized by the IU Board of Trustees that allows for officers to respond to incidents off campus. The Office of the Executive Vice President for University Academic Affairs directly oversees IUPD as part of its Public Safety and Institutional Assurance (PSIA) mission.

IUPD is supported by an investigations unit, two canine officers, certified police bicyclists, and a motorcycle unit. Several officers have specialties and are certified state instructors to teach firearms, emergency vehicle operations, impaired driving enforcement, and other general topics.
In 2009, IUPD returned to a single departmental organization at the direction of then-IU President Michael A. McRobbie. This unified department would be led by one chief executive and seven divisional police chiefs on the seven campuses. This reorganization was intended to improve the effectiveness, efficiency, and consistency of law enforcement policies and practices across all IU campuses.

This “one IUPD” was not a new concept. On June 2, 1971, IU President John W. Ryan gave direction to University Safety Director Irvin K. Owen—pursuant to the passage of House Bill 1358—to form IUPD as one department. Sometime in the 1990s IUPD was decentralized and began to act as seven separate departments with no central policy strategy. Adrift from their original formation, this approach was counterproductive to the intent of IUPD to be effective as a system resource. “The necessity for single line authority arises whenever there is imminent danger of a crisis or confrontation on any campus within the system. On such an occasion, it may become necessary to transfer safety personnel from one campus to another.”

The 2009 reorganization of IUPD renewed the need to have a single system approach to policy creation and implementation, sharing of resources, and deployment of officers. This conceptualization allowed for a consistent approach to the delivery of services. The next phase of this approach has led to the execution of a contract in 2020 seeking national accreditation.

The Indiana University Police Academy (IUPA) is an extension of the Indiana Law Enforcement Academy—an arrangement that is unique to IU. IUPA is a satellite training center whose curriculum is reviewed and approved by the Indiana Law Enforcement Training Board. IUPA allows IU students to matriculate with an undergraduate degree and graduate with a law enforcement certification. It is the only academy of its kind in the country where students matriculate with a college degree and state certification. Student cadets also assist with public safety functions on all campuses, including building security and residence hall patrols where applicable.

4The division chiefs of police have a dotted line reporting set up to campus executive leadership which means they may temporarily receive assignments or report to someone other than their primary supervisor. Their primary supervisor is the deputy superintendent of police. The dotted line authority allows for better continuity of services at the campus level.

5Memo titled “A Recommendation for the Reorganization of the Safety Functions of Indiana University,” dated May 12, 1971 issued from the Office of the President (Indiana University).
The commission was tasked to review IUPD policies to ensure alignment with President Obama’s Task Force on 21st Century Policing. Although issued in May 2015, the report highlights contemporary policing practices that center on building trust and legitimacy. Additionally, the commission reviewed policies—informed by data—on various calls for service. The data were focused on three years of arrests in association with drug offenses. Finally, the commission was asked to review current memorandums of understanding (MOUs) in place with partner agencies, as well as the IUPD Clery patrol jurisdiction.

Best practices are informed by data, and IUPD has been transparent with giving researchers access to their data. IUPD also participates in the National Police Foundation’s Police Data Initiative. The data sets IUPD has released on the Protect IU website include employee demographics, response to resistance, calls for service, and community engagement.

**Recommendation #1**

IUPD needs to continue efforts to obtain national accreditation with IACLEA by 2024 and state accreditation by 2025. Accreditation will ensure national best practices are met along with continued improvement.

IUPD entered a contract with IACLEA to seek accreditation as a system, rather than by individual campus police divisions. The contract was negotiated with IACLEA because they typically do not accredit campus police agencies as a system. The commission recommends—to ensure overall accountability and transparency—that IUPD prioritizes “Chapter Four—Conduct and Professional Standards.” As stated in the IACLEA standards: “Professionalism is the cornerstone of the provision of quality service to the campus community. The boundaries of appropriate behavior should be clearly defined for all agency personnel.”

**Associated Action 1.1**

IUPD should expand its Police Data Initiative (PDI) dashboard for

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6 The National Police Foundation’s Police Data Initiative “promotes the use of open data to encourage joint problem solving, innovation, enhanced understanding, and accountability between communities and law enforcement agencies that serve them.”
public review on the Protect IU website to include internal affairs data on officer complaints and dispositions.

**Associated Action 1.2**

IUPD should develop an internal affairs document management system to ensure the proper intake and recording of complaints, concerns, and compliments, and that related investigations and dispositions are properly recorded for inclusion in officers' annual employment evaluations.

**Associated Action 1.3**

IUPD should ensure its general orders are updated on the Protect IU website for public review.

**Recommendation #2**

Continue the seven campus Chief’s Advisory Boards to ensure regular progress, input, and evaluation of campus divisional policing practices from students, faculty, and staff, while maintaining a uniform policy approach. Provide students with opportunities to comment on campus policing practices through semester surveys and regular forums. Publish a calendar of the advisory board meetings, public forums, and surveys on the Protect IU website by August 2022.

**Recommendation #3**

Develop new After Action Report (AAR) system to strengthen accountability and ensure best practices are being met and proper policies and procedures are in place by August 2022.

IUPD has conducted AARs for the past several years, however all records are maintained using PDF documents. These documents are “flat,” meaning the data captured within is not easily accessed. This prevents researchers or practitioners from quickly assessing similar situations to ensure best practices have been developed or deployed. A robust AAR system will help ensure the university and IUPD continually improve by reviewing critical incidents on and off campus.

**Recommendation #4**

Expand the number of Police Data Initiative (PDI) dashboards to ensure transparency, to include a crime and call for service map accessible to the public via the Protect IU website by August 2022.
Recommendation #5
Add an official research partner to IUPD by August 2022 to evaluate programs, policies, and practices of IUPD in an effort to improve and be more transparent.

The 2018 IUPD De-escalation and Training Commission benefited from having a faculty researcher with open access to IUPD data to conduct research and evaluation. This commission engaged two faculty researchers as part of the process to review IUPD data for this report. Police practitioners can benefit from having an unbiased review of data to provide input on how to improve the collection and review of statistics.

Recommendation #6
Form a committee of student affairs, housing officials, student government leaders, and IUPD to develop a policy on how to handle marijuana calls for service to campus housing facilities. The goal should be for these runs not to involve the police, unless aggravating circumstances exist and/or collection of evidence is needed for student conduct adjudication (July 2022–June 2023).

Use and possession of marijuana is not legal in the state of Indiana, however its use has become culturally more acceptable, and some jurisdictions have elected not to prosecute low levels of possession, including Marion County7 (Indianapolis). IUPD has already moved to an agency that cites individuals for marijuana use or possession with a summons, rather than conducting an outright arrest and booking individuals into jail.

By exploring options with a committee and local prosecutors, IUPD would ensure equitable policies are in place across campuses by diverting complaints on marijuana usage into the student conduct system instead of the default action of a police response. New policies would still require confiscation and destruction of the evidence and reporting pursuant to the Jeanne Clery Act.

Recommendation #7
Develop an IUPD policy on vehicle stops that focuses on more egregious violations vs. minor offenses that are not dangerous to the

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7 IndyStar: Marion County will no longer prosecute simple marijuana possession, officials say. September 30, 2019
general public (e.g., prohibit vehicle stops for expired plates, license plate lights out, etc.).

Pretextual vehicle stops are defined as stopping a motorist for a minor traffic violation with the goal of investigating other unrelated criminal activity. The IUPD policy on vehicle stops should specifically prohibit pretextual stops. These practices have led to racial profiling in many jurisdictions. There should be an acknowledgement and commitment to ban the practice from occurring.

Sound policies around vehicle stops ensure equitable and fair processes are in place. A recent study cited “[An] analyses provides evidence that decisions about whom to stop and, subsequently, whom to search are biased against black and Hispanic drivers. Our results, however, also point to the power of policy interventions — specifically, legalization of recreational marijuana — to reduce these racial disparities.”

IUPD does not have the power to change the laws in Indiana, however, we can put into place training, equitable policies, and practices to ensure there is not a disproportionate impact on minority populations.

**Recommendation #8**

Enter into new MOUs for mutual aid between IUPD and local police agencies by January 2023. IUPD has various MOUs in place, including an agreement with the Indiana State Police, to investigate all use of force incidents resulting in serious bodily injury and police action shootings involving IUPD officers. Additionally, IUPD has various MOUs in place with partner agencies on the investigation and reporting of sexual assaults in the cities where IU campuses are located.

“Coordination between local and campus law enforcement agencies is challenging but essential for preventing and responding to incidents on campus.” Renew our efforts in obtaining police incident reports from the City of Bloomington Police Department (BPD) to assist in student conduct cases.

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8Emma Pierson, “A large-scale analyses of racial disparities in police stops across the United States.” Nature Human Behavior, Vol. 4, July 2020, 736-745. [https://www.nature.com/articles/s41562-020-0916-0](https://www.nature.com/articles/s41562-020-0916-0)

9Campus Security Guidelines, [recommended operational policies for local and campus law enforcement agencies](https://www.justice.gov/bja/CampusSecurityGuidelines). Published in partnership with the Department of Justice Bureau of Justice Assistance, Grant No. 2007-DD-BX-K131.
The relationship between IUPD and BPD for the delivery of police services is excellent, however, the process for sharing of information like police incident reports needs to be formalized.

**Associated Action 8.1**
IUPD should provide copies of all MOUs on the Protect IU website for transparency and accountability. IUPD will also continue to list all Departments with which it has MOUs in place on the Annual Security and Fire Safety Report as mandated by the Jeanne Clery Act.

**Recommendation #9**
Update the Clery patrol jurisdiction on all campuses to ensure alignment with community policing expectations by January 2022 (see appendix).

**Recommendation #10**
Develop an IUPD policy by August 2022 on how to best handle welfare checks and mental health calls for service. Consider not transporting individuals in marked IUPD vehicles to/from point of care locations unless an aggravating circumstance exists like an uncooperative individual or lack of other transport means. This will be in partnership with student affairs professionals across the university.

**Associated Action 10.1**
IUPD should consider launching a pilot program at the Bloomington division to add one social worker to the regular staffing for the police department and place the position into budget construction for university approval by fiscal year 2022. This pilot program would mirror a successful program at the Bloomington Police Department.

**Associated Action 10.2**
With the assistance of faculty researchers, the pilot program will be evaluated, and if successful, mirrored at the IUPUI division. During this pilot period IUPD should consider partnering with BPD for shared services to ensure consistency of service.

**Recommendation #11**
IUPD has a limited deployment of body worn cameras (BWC) and in-car video systems (ICVS) on the Bloomington, Indianapolis, and Gary divisions. The cameras have proven to increase accountability
through a monthly response to resistance review as recommended by the 2018 Commission Report. This commission recommends that additional funding be sourced to ensure all full- and part-time IUPD officers and vehicles in the IU system are equipped with BWC and ICVS by August 2023.

Between August of 2020—when IUPD first deployed BWC—and July of 2021, IUPD BWC and ICVS have generated more than 51,000 recordings of IUPD contacts, including nearly 2,000 recordings that depict an incident which resulted in arrest, and more than 300 recordings which depict use of force. There have been over 18,000 calls for service that require recording by IUPD policy on the three campuses and one regional center where officers are equipped with BWC and ICVS.

Most of these calls for service have been recorded, though some have not due to a lack of BWC for part-time officers and administrative staff. During this same period there have been nearly 4,000 calls for service on our other campuses that would have been recorded under IUPD policy but have not been recorded due to lack of BWC. These 4000 calls for service have included encounters with armed individuals, individuals suffering from mental health crises, and use of force incidents.

Several jurisdictions where IUPD is located have BWC, and there is a general expectation that police officers have cameras operational to ensure accountability and transparency. This equipment is a significant cost for IU, estimated to be 1.4 million dollars over a five-year contract if every officer and car are equipped.
The commission was charged to review recruitment, hiring, and promotion practices for IUPD to ensure they are fair and equitable and provide recommendations to consolidate all hiring practices system-wide under the IUPD superintendent’s office.

Currently IU human resource practices allow for campus-based hiring processes to be used when hiring IUPD personnel, which has lead to different recruitment and hiring approaches for IUPD officers. Campus policing is unique compared to municipal policing. However, campus police departments have often recruited new officers in the same way as municipal police departments rather than focusing on the unique setting of a college campus. IUPD must emphasize that they desire officers who value the diverse communities on a college campus.

While the fundamentals of policing are universal, campus policing poses unique challenges to officers. First, campus police officers serve two communities: the campus community of faculty, staff, students and their families, and guests; and then also the broader community, where campus police work together with adjoining law enforcement agencies through mutual aid. In addition, campus police departments are subject to specific reporting guidelines as required by the Jeanne Clery Act (20 USC § 1092(f)).

Recommendation #12
Create and implement a university-wide hiring process. IUPD must establish standardized processes from officer to chief, so all divisions are conducting the same processes consistently across the state. IUPD will establish a standard general order that meets national accreditation standards by August 2022.

Recommendation #13
Create and implement a strategy to increase IUPD’s diversity university wide. The IUPD Chief Diversity Officer and IUPD CDO Council should establish goals and develop a strategy on how to increase and maintain diversity in all divisions. IUPD will work with the Office of Institutional Equity on the collection of workforce statistics to ensure our applicant pools and final hiring practices are equitable. A strategy with stated goals—with community input from IUPD’s various chiefs’ advisory boards—will be published by August 2022.
**Recommendation #14**

Create and implement a standardized onboarding process for new hires by August 2022.

Creating a statewide, standardized onboarding process will initiate all new staff members into the culture of IUPD consistently. This process would demonstrate how IUPD functions systemwide as “One IUPD.” The onboarding process would include all new full-time officers as well as candidates who are hired from outside agencies to a position above the rank of patrol officer. The focus of the onboarding should be on serving a diverse college campus and IUPD’s culture (mission statement, core values, community-oriented policing).

**Recommendation #15**

The Office of Public Safety and Institutional Assurance (PSIA) should continue to work with the officers’ union to increase salary and benefits for IUPD personnel. IUPD as an agency must compete to recruit the best candidates with the ever-changing and ever-growing competition of other police departments.

A higher annual salary will increase diversity in our applicants across the state and help IUPD retain diverse officers.
PILLAR THREE: TRAINING

The 2018 IUPD De-escalation and Training Commission report and recommendations allowed IUPD to put many progressive training practices in place prior to this second review. This commission was tasked with identifying additional best practices and training programs that IUPD should consider implementing to ensure fair and equitable response to calls for service, particularly focusing on bias-based and implicit bias modules/training.

Recommendation #16

Pursue Active Bystandership for Law Enforcement (ABLE) certification for IUPD and IUPA by August 2023. Peer intervention in many professions has made a difference. Active bystandership training for law enforcement is a program designed to prevent misconduct, analyze and avoid police mistakes, and promote the general health and wellness of police officers.10

Recommendation #17

Establish a training council comprised of representatives of not only IUPD personnel (currently the IUPD Training Committee) but also representation of IU students, faculty, and staff that meets quarterly to discuss IUPD training initiatives and strategy by August 2022.

Recommendation #18

Develop a stand-alone de-escalation training curriculum series that is scientific and evidence-based to include topics such as interpersonal communication, conflict management, cultural competency, and customer service by August 2022.

Recommendation #19

Develop a section on the Protect IU website that is dedicated to current IUPD and IUPA training initiatives, information related to high-level trainings, annual in-service requirements, and to benchmark with other law enforcement agencies, specifically higher education public safety organizations, by August 2022.

10Active Bystandership for Law Enforcement (ABLE) was developed by the Georgetown University Law Center. https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement
Recommendation #1
Obtain national and state accreditation
2024 (IACELA)
2025 (State)

Associated Action 1.1
PDI Internal Affairs dashboard
August 2022

Associated Action 1.2
Internal Affairs Document Management System
August 2022

Associated Action 1.3
Update general orders on Protect IU website
January 2022

Recommendation #2
Continue the campus Chief’s Advisory Boards, publish on website
August 2022

Recommendation #3
Develop new After Action Report (AAR) system to ensure accountability, best practices are being met, and proper policies and procedures are in place.
August 2022

Recommendation #4
Expand the number of police data initiatives (PDI) dashboards.
August 2022

Recommendation #5
Add an official faculty research partner to IUPD.
August 2022

Recommendation #6
Form a committee of student affairs, housing officials, student government leaders, and IUPD to develop a policy on how to handle marijuana runs to campus housing facilities.
July 2022-June 2023

Recommendation #7
Develop an IUPD policy on traffic stops that focuses on more egregious violations vs. minor offenses that are not dangerous to the general public.
August 2022
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