

MADISON POLICE DEPARTMENT POLICY & PROCEDURES



VOLUME: 2	CHAPTER: 9	# OF PAGES: 9
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SUBJECT: BIAS-BASED POLICING

BY THE ORDER OF: Chief of Police John R. Miscia	ACCREDITATION STANDARDS: 1.5.5
EFFECTIVE DATE: January 7, 2014	REVISION DATE: September 1, 2021

PURPOSE The purpose of this policy is to maintain this department’s procedures concerning bias-based policing, bias-based profiling, and discriminatory practices.

POLICY It is the policy of the Madison Police Department to prevent and prohibit the practice of bias-based policing, bias-based profiling, and other discriminatory practice by employees of this department in detention, interdiction, traffic contacts, field contacts, asset seizure and asset forfeiture. Bias-based policing, bias-based profiling, and discriminatory profiling are violative of the Equal Protection Clause of the 14th Amendment to the United States Constitution and in direct contravention of *New Jersey Attorney General Directive 2005-01* and *New Jersey Attorney General Directive 2019-3*.

No Madison police officer or civilian employee while operating under the authority of the laws of the State of New Jersey shall engage in or tolerate any practice or act constituting bias-based policing or bias-based profiling.

Officers and civilian employees shall not harass or discriminate against individuals based on their actual or perceived gender identity, gender expression and/or sexual orientation, including by using offensive or derogatory words to describe LGBTQ+ individuals.

PROCEDURES

I. GENERAL

- A. In accomplishing the mission of this agency, personnel must not exercise their authority based upon an individual's or class of individuals' race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, liability for service in the armed forces, physical or mental disability.
- B. For purposes of this policy, the following terms are defined:
1. Bias-based policing is the detention, interdiction, or other disparate treatment of an individual or class of individuals on the basis of their race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation, gender identity, gender expression, LGBTQ+ status, physical or mental disability. Other synonymous terms include, racially influenced policing, discriminatory profiling, racial profiling, etc.
 2. Cisgender: A person whose gender assigned at birth (sometimes referred to as sex assigned at birth) matches their gender identity. For instance, if a person was assigned female at birth, and self-identifies as a woman or girl, that person is cisgender.
 3. Citizen contact is a consensual encounter between an agency employee and a member of the public, initiated by either party, wherein the person is free to terminate the encounter at any time.
 4. Chosen name is a name selected by a person for themselves that is different from the name the person was given at birth. An individual may have chosen a new name for themselves that more accurately reflects their gender identity (actual or perceived) or expression.
 5. Chosen pronouns are pronouns that a person chooses to use for themselves in line with their gender identity (actual or perceived). For example, 'she/her'; 'he/his'; and 'they/them'.
 6. Common trait is a trait shared by a group of people that is not, in itself, indicative of criminal behavior, including all of the following: race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation, physical or mental disability.
 7. Deprivation of civil rights: Occurs when a public servant acting or purporting to act in an official capacity, knowing that his conduct is unlawful, and acting with the purpose to intimidate or discriminate against an individual(s) because of one of the above listed common traits:
 - a. Subjects another to unlawful arrest or detention, including, but not limited to, motor vehicle investigative stops, search, seizure, disposition, assessment, lien or other infringement of personal or property rights.

- b. Denies or impedes another in the lawful exercise or enjoyment of any right, privilege, power, or immunity.
8. Detain or detention is the act of stopping or restraining a person's freedom to leave; approaching and questioning a person outside the realm of a consensual encounter, or stopping a person suspected of being personally involved in criminal activity.
 9. Field interview/investigative detention is the brief detainment of a person, whether on foot or in a vehicle, based upon reasonable suspicion for the purposes of determining the individual's identity and resolving an officer's suspicions.
 10. Gender assigned at birth: The gender that someone was thought to be at birth, typically recorded on the original birth certificate; the gender someone was assigned at birth may or may not match their gender identity.
 11. Gender binary: A societal construction of gender that accords two discrete and opposing categories – male or female.
 12. Gender identity is a person's internal, deeply held sense of gender. Unlike gender expression, gender identity is not visible to others.
 13. Gender expression: A person's gender-related appearance and behavior, whether or not stereotypically associated with the person's gender assigned at birth. It is the manner in which a person represents or expresses their gender to others, such as through their behavior, clothing, hairstyles, activities, voice, or mannerisms.
 14. Gender non-conforming: A person whose gender expression does not conform to traditional gender expectations. Not all gender non-conforming people identify as transgender.
 15. Gender transition: A process during which a person begins to live according to their gender identity, rather than the gender they were assigned at birth. Gender transition looks different for every person. Possible steps in a gender transition may or may not include changing one's clothing, appearance, and name, and in some cases, changing identification documents or undergoing medical treatments. The steps each person takes depend on their individual needs and access to resources.
 16. Intersex: A person whose biological sex characteristics may not fit medical definitions of male and female. These characteristics may include, but are not necessarily limited to, internal reproductive organs, external genitalia, and sex chromosomes
 17. LGBTQ+ is an acronym that represents lesbian, gay, bisexual, transgender, and questioning individuals. The Q can also stand for queer. As the plus sign shows, this list is not meant to be exhaustive and, as used in this policy, the umbrella term also includes non-binary, gender non-conforming, and intersex individuals.

18. Non-binary is a term often used by people whose gender is not exclusively male or female. The term also captures those with more than one gender or with no gender at all.
19. Protected class – includes race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation, gender identify, gender expression, LGBTQ+ status, physical or mental disability, or liability for service in the armed forces of the United States.
20. Queer: A term that, although pejorative when used with intent to insult (historically and at present), is increasingly used by members of the LGBTQ+ community as a broad umbrella under which sexual and gender minorities may identify.
21. Questioning: A term some people use when they are in the process of exploring their sexual orientation or gender identity.
22. Reasonable suspicion – is suspicion that goes beyond a mere hunch but, is based upon a set of articulable facts and circumstances that would warrant a reasonable person to believe that an infraction of the law has been committed, is about to be committed, or is in the process of being committed by a person or persons under suspicion. Reasonable suspicion can be based on the observations of a police officer combined with his or her training and experience and/or reliable information provided by credible outside sources.
23. Search is looking for or seeking out that which is otherwise concealed from view.
24. Sexual orientation: A person's romantic, emotional, or sexual attraction to members of the same or different gender. Common terms used to describe sexual orientation include but, are not limited to, straight, lesbian, gay, bisexual, and asexual. Sexual orientation and gender identity are different: gender identity refers to one's internal knowledge of their gender, while sexual orientation refers to whom one is attracted.
25. Stop is the restraining of a person's liberty by physical force or a show of authority.
26. Transgender is an umbrella term for people whose gender identity and/or gender expression differs from what is typically associated with the sex they inherited at birth. People under the transgender umbrella may describe themselves using one or more of a wide variety of terms, including transgender.
 - a. Transgender man: A term for a transgender person who was assigned female at birth but, identifies as a man.
 - b. Transgender woman: A term for a transgender person who was assigned male at birth but, identifies as a woman.
27. Unknown, as used in this policy, is when the person's gender has not been disclosed and is otherwise unknown.

- C. Bias-based policing of persons by employees of this department is strictly prohibited in detention, interdiction, traffic contacts, field contacts, and asset seizure and forfeiture.
- D. Absent a valid warrant, reasonable suspicion, or probable cause, race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, physical or mental disability (unless a danger to themselves or others) will not be a factor in determining whether to interdict, detain, stop, arrest or take a person into custody.
- E. Unless in response to a specific report of criminal activity, race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, physical or mental disability (unless a danger to themselves or others) will not be a factor in determining the existence of probable cause to arrest a person.
- F. The stop or detention of any person(s) or vehicle(s) that is not based on factors related to a violation or violations of the laws and ordinances of the United States, State of New Jersey, County of Morris or the Borough of Madison or in response to the police community caretaking function is prohibited.
- G. Officers and employees shall not search a person, their effects, or vehicle based upon race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, physical or mental disability (unless a danger to themselves or others).
- H. Race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, physical or mental disability (unless a danger to themselves or others) shall not be a factor in any asset forfeiture proceedings.
- I. Nothing in this directive shall be construed in any way to prohibit officers from taking into account a person's race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived), gender expression (actual or perceived), LGBTQ+ status, physical or mental disability (unless a danger to themselves or others), or liability for service in the armed forces, when such attributes are used to describe characteristics that identify a particular individual or individuals who is/are the subject of a law enforcement investigation; or who is/are otherwise being sought by a law enforcement agency in furtherance of a specific investigation or prosecution. Officers can consider such attributes (actual or perceived) as a factor when pursuing specific leads in an ongoing criminal investigation or is trying to determine whether a person matches the description in a B.O.L.O. (be on the lookout).
- J. No officer will fail to respond to, delay responding to, or treat as less important, any call or request for service or assistance because of a person's race, color, gender, creed, national origin, ethnicity, ancestry, religious beliefs, age, marital status, sexual orientation (actual or perceived), gender identity (actual or perceived),

gender expression (actual or perceived), LGBTQ+ status, physical or mental disability.

- K. The intentional altering or concealing of any information related to enforcement actions by an employee when based on bias-based policing factors is prohibited and subject to criminal, civil, and administrative sanctions.

II. INTERACTIONS WITH TRANSGENDER PEOPLE

- A. All personnel shall interact with transgender people and the transgender community in a professional, respectful and courteous manner. This includes transgender juveniles. This general order does not affect any other provisions in applicable policies and laws covering the processing and handling of juveniles
- B. Officers shall not treat a person's transgender status or appearance as a basis of suspicion or as evidence of a crime or offense.
- C. A person is considered transgender when either of these two conditions is met:
 - 1. A person explicitly informs the officer(s) that the person is a transgender person; or
 - 2. An officer has good reason to believe that the person is a transgender person. Good reason may be based on the individual's gender appearance and presentation, reasonable observation, background checks, third party information, prior interaction, and/or routine policing procedures.
- D. If gender expression (actual or perceived) does not clearly indicate a transgender person's identity, officers may politely and respectfully ask how the person wishes to be addressed. For example, officers may ask a transgender person which name and pronoun the person prefers.
 - 1. When a person self-identifies as a transgender person, officers should not question this identity or ask about the person's transition status. Officers shall not engage in any argument, disagreement, or debate regarding a person's self-identification as a transgender person.
 - 2. If officers do question such self-identification or ask about a person's transgender status, officers should have compelling, professional, articulable reason for having done so. These reason(s) shall be thoroughly documented in the corresponding incident report.
 - 3. Officers shall not ask questions or make statements about a transgender person's genitalia, anatomy, breasts, sexual practices, or transition status. If an officer does ask such questions or make such statements, it shall be necessary to do so because of the ongoing criminal investigation or if the individual raises the issue, without prompting by the officer and the officer's inquiries are tailored to ensure the individual's safety and dignity. That officer shall have a compelling, professional, and articulable reason for having done so. The reason(s) shall be thoroughly documented in the corresponding report.

- E. Whether or not the name on a person's driver's license or identification card coincides with the person's gender identity, an officer shall address or refer to the person by the name that the person has used to identify him or herself. An officer shall also use the pronouns consistent with the name provided by the person.
- F. In the event a transgender person's legal name is required, the person's legal name should be obtained in the following manner:
 - 1. Absent extenuating circumstances, an officer should ask the person for his or her legal name in a one-on-one situation. If the contact is in a group environment, the officer should ask the person to step outside the group to obtain the legal name to protect the privacy interests of the person.
 - 2. If an officer asks a transgender person for his or her legal name in the presence of others, that officer shall have a compelling, professional, and articulable reason for having done so. The reason(s) shall be thoroughly documented in the corresponding incident report.
- G. Whenever a transgender person who is detained in custody requires or expresses a need for medical attention or medication (including, but not limited to hormone therapy), an officer shall respond to and address the need with the same urgency and respect as required in connection with any other medical need, illness, or injury experienced by any other detainee or arrestee.
- H. Appearance-related items, including but not limited to, prosthetics, bras, clothes, undergarments, wigs, chest binders, or makeup should not be confiscated or removed from transgender people unless such items present a safety hazard, impede the administration of medical attention, or are needed for evidentiary reasons.
 - 1. If an officer confiscates or removes a transgender person's appearance-related items, that officer shall have compelling, professional, and articulable reason for having done so. The reason(s) shall be thoroughly documented in the corresponding report.
 - 2. Mug shots will be taken depicting the person's appearance at the time of arrest (e.g., officers shall not require a transgender person to remove a wig, etc.)
- I. Under no circumstances should an officer disclose that a person is transgender to non-law enforcement personnel or to other non-relevant agency personnel. If an officer does disclose such information, that officer shall have a compelling, professional, and articulable reason for having done so. The reason(s) shall be thoroughly documented in the corresponding incident report.
- J. If a person has self-identified as transgender, this information can be recorded in public documents. If an officer does record such information in any public document, that officer shall have a compelling, professional, and articulable reason for having done so. The reason(s) shall be thoroughly documented in the corresponding incident report.
- K. All reports and data fields shall refer to a transgender person's name as shown on official documents. The person's chosen name shall be listed as an alias or 'also known as' (AKA). The narrative will identify an individual's legal name and 'chosen

name'. Chosen names and chosen gender pronouns will be used throughout the narrative.

- L. Under no circumstances shall an officer frisk, search, or otherwise touch any person for the purpose of obtaining information about that person's gender status. Officers shall comply with all existing directives, laws, New Jersey Attorney General directives and guidelines and Morris County Prosecutor's Office directives regarding search and seizure. Under no circumstances shall transgender people be subjected to more invasive search procedures than non-transgender people.
- M. For most searches, the gender of the person being searched will not be relevant because the search may be conducted by detectives/investigators of any gender. That includes but, is not limited to, searches conducted under exigent circumstances, such as an immediate search in the field for weapons, when the detective/investigator and public safety are paramount, and searches incidental to arrest.
- N. Transport a transgender arrestee alone, when requested and when doing so is practicable and ensures that individual's safety. If a transgender person must be transported with other arrestees, he/she shall be transported according to their gender identity or expression, regardless of the gender that the individual was assigned at birth and/or their anatomical characteristics.
- O. When conducting pre-confinement, strip or body cavity searches:
 - 1. Officers shall respectfully ask transgender persons for their preference with respect to the gender of the searching officer and document that preference in the investigation report and with the approval of a supervisor to perform search in accordance with that preference.
 - 2. If the transgender person refuses to provide such preference, searches shall be performed by an officer of the same sex in accordance with the individual's gender identity, regardless of the gender that individual was assigned at birth and/or his/her anatomical characteristics.
 - 3. These requirements also apply to the licensed medical professional conducting a body cavity search.

III. RESPONSIBILITIES

- A. Supervisors are responsible for providing effective supervision to reasonably monitor those under their command to ensure compliance with this policy and to take or recommend corrective action where indicated. Corrective action includes, but is not limited to:
 - 1. Counseling;
 - 2. Training;
 - 3. Punitive discipline (up to and including termination).
- B. Employees witnessing behavior contrary to this policy are required to take immediate action to end the behavior. Employees must immediately report their

knowledge of the incident through the chain of command to the Chief of Police in writing.

- C. The patrol division commander or his/her designee(s) shall monitor traffic stop patterns, computer data entries recorded by officers, and any allegations of biased activity.
- D. All agency personnel will complete mandated training courses issued by the Division of Criminal Justice regarding the LGBTQ+ community, this training may be delivered electronically and will be included as part of the employee's training file.
- E. All police personnel will receive periodic training regarding cultural diversity and the prohibition against bias-based policing, including legal aspects and sanctions.
 - 1. Periodic shall mean minimally once every three years.
 - 2. Other related subjects such as search and seizure, investigative detention, probable cause, reasonable suspicion, motor vehicle violations, forfeiture, interviewing and arrest procedures may be included as part of the training.
 - 3. This training will be documented and included as part of the officer's training file. This training can be delivered electronically.

IV. BIAS-BASED POLICING COMPLAINTS

- A. Any person may file a complaint with the Madison Police Department if the individual feels that any enforcement action was based solely on bias-based policing. In addition, no one shall be discouraged, intimidated, coerced from filing, or discriminated against because they have filed a bias-based policing complaint.
- B. If a person makes an allegation that they have been subjected to bias-based policing, the employee shall allow the individual to complete a citizen's complaint form regarding the incident. The reports shall then be submitted to the Internal Affairs Commander.
- C. All investigations of bias-based policing and discriminatory practices shall be conducted in accordance with this department's policy and procedures on internal affairs investigations.
- D. Whenever this department conducts a criminal investigation into possible commission of the Crime of Official Deprivation of Civil Rights in violation of N.J.S.A. 2C: 30-6, or Pattern of Official Misconduct in violation of N.J.S.A. 2C: 30-7, which is based on two or more violations of N.J.S.A. 2C: 30-6, the Chief of Police or designee shall promptly notify the Morris County Prosecutor's Office and provide such information as the Prosecutor may require.