

Memorandum

To: Common Council Members

From: Chief Michael Diekhoff

Date: April 22, 2026

Subject: Flock Public Safety

Council Members,

Thank you for the opportunity to discuss Flock Public Safety and the uses within the Bloomington Police Department. License Plate Reader technology has become a very useful tool to help Departments solve crime in an efficient and non-intrusive way. Many Departments have experienced successes in solving crimes that might not have been solved without the use of this technology. Police Departments have access to many different sources of information to assist them in solving cases. As with any technology, there can be abuses. The Bloomington Police Department has taken steps in an effort to limit the potential abuse of Flock data as much as possible. Strong policy development and consistent audits prevent these abuses from happening.

Equipment Types

The Bloomington Police Department (BPD) utilizes Flock License Plate Reader Cameras (LPR) and Flock security cameras through agreements with Flock Public Safety. Copies of these agreements are at the end of this memo. BPD has the following technology provided by Flock Public Safety:

- **Eleven permanently mounted LPR cameras.** These are placed along major roadways that vehicles travel on to move in and out of the City and at some major intersections in the City.
- **Four permanently mounted video camera replacements.** These are mounted at key intersections downtown and only have video capabilities. These cameras replaced ones that had been in use for many years that had simply worn out. The video recorded is not monitored in real-time. If an event occurs in the downtown area, the video can then be reviewed to see if anything of evidentiary value was recorded. Over many years these cameras have proven to be helpful with the number of large events happening in the downtown area. The most recent

example was the celebration of the National Championship win for IU football. Roughly 5,000 people converged on Kirkwood, and cameras enabled us to monitor the crowd and keep the event safe.

- **Four mobile trailers with LPR, video recording and gunshot detection.** Those systems are not permanently assigned to any one area but are deployed to an area on an as-needed basis when problems arise. They were purchased by HAND after complaints from apartment complexes about vandalism, theft, drug dealing, and weapons. They have been deployed to complexes in an effort to stop the above mentioned crimes and provide a sense of safety. They have also been deployed to downtown area parking lots when we were experiencing increased calls of disturbances, weapons calls and other illegal activity there.

An LPR Camera



A Security Camera



A Trailer System



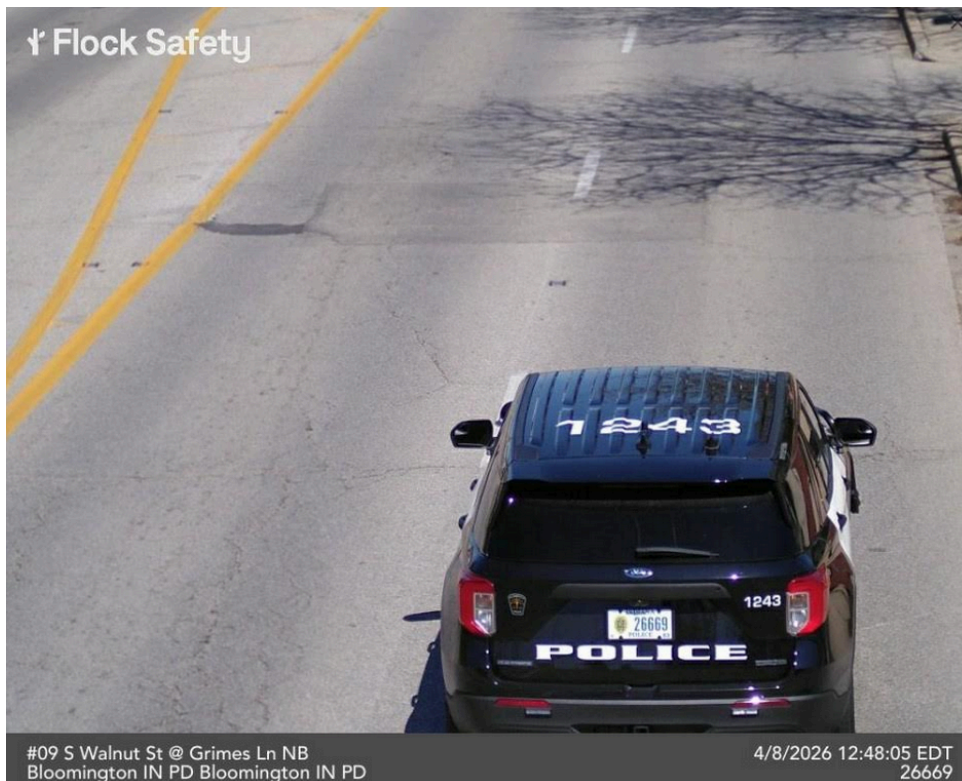
Background

License Plate Reader cameras capture a picture of the rear of a vehicle and license plate as the vehicle travels on a public roadway. They are placed on major roadways and at intersections within the public right of way in the City of Bloomington. They are not placed in any sensitive area that might involve reproductive health care services or locations used for religious observance, such as churches, mosques or temples.

LPR cameras only capture vehicle and license plate data by taking a still photo. A search result shows only that still photo and its time stamp. It does not contain, link to, communicate, collect, or use:

- Vehicle registration information such as name and address
- Facial recognition
- Video
- Any other information tied to an individual

A Photo From a Flock LPR



There have been questions raised about tracking the movements and activities of residents. LPR cameras only capture a photo of a vehicle's license plate as the vehicle passes. They do not create any type of association between resident activities or their daily lives. There is no additional software used to create a pattern or links of associations individuals may be a part of.

Secondly, the cameras are solely pointed at public roadways and only photograph the license plate of a vehicle as it travels on that public roadway. The same activity could be observed by a police officer or any other member of the public if they were to watch vehicles pass on a roadway.

Data Access, Auditing, Retention, and Sharing

Within BPD, access is limited to sworn officers and data analysts. Anyone accessing the system must first complete in-house training on policy and acceptable usage. They search using their individually assigned log-in. All searches must be connected to an active event number and must declare a valid reason for the search. The system logs all requests directed to the database by Bloomington Police personnel, when the request was made, by whom, the event number it is related to, and why the search was conducted.

LPR system searches must relate to a specific investigation and follow agency rules. You can't search "just because." Recent updates introduced dropdown menus that also limit search criteria. Search results are based only on observed vehicle characteristics. The system reports what a vehicle looks like—not who someone is. It does not collect or process demographic information. It focuses on vehicles, not personal traits. LPR systems do not recognize faces or identify people. LPR system searches are based on vehicle characteristics only. LPR systems do not predict who will commit a crime and do not assign risk scores. It supports investigations. It does not forecast behavior.

Within the police department, the LPR program is managed by a command staff member. Additionally, BPD has robust policies to ensure compliance and protect civil liberties. Any violation of the policies could lead to employee discipline up to termination.

The log is subject to audits every 60 days to ensure compliance with policy. There is currently no routine public reporting. However, there is a public-facing portal available that the City could elect to use. Our current retention period for Flock data is 30 days, after which it is permanently deleted, unless the photograph is entered as evidence in a criminal case.

The sharing of data is governed by the agency (that is, BPD). The only authorized sharing of data collected by BPD LPRs is to other Indiana law enforcement organizations.

Concerns have been raised about who else can access the data. The Bloomington Police Department is not participating in the National Network. Bloomington only shares data on the network with other Indiana law enforcement agencies.

Data Use and Licensing

Questions have also been raised about Flock Public Safety selling data to a public database. No such database exists. Flock customers such as BPD own 100% of their data. Flock does not sell it. While Flock uses some data for training their system (de-identified, never sold) and enables law enforcement sharing (should the agency so choose), Flock maintains strict privacy policies against selling or publishing customer-owned LPR data for commercial purposes.

Here are Flock Public Safety's legal terms and conditions:

1. **Customer Data.** As between Flock and Customer, all right, title, and interest in and to Customer Data belong to and are retained by Customer. Customer hereby grants to Flock a limited, non-exclusive, royalty-free, irrevocable, perpetual, worldwide license to (a) use and disclose Customer Data to provide the Flock Services; and (b) use Customer Data to support and improve Flock's products and services. Customer Data will be available for Authorized End Users to access and download via the Web Interface during the applicable Retention Period. For clarity, Flock retains the exclusive right to determine and control the method, timing, format, and medium of such access or delivery, and is not obligated to provide Customer Data in any alternative form, format, or transmission method outside of the Web Interface. To the extent any Customer Data constitutes Personal Information (as defined under Applicable Laws), Flock will process such data in accordance with Applicable Law and their [privacy policy](#).

Using Technology to De-Escalate

De-escalation and technology can go hand in hand. In 2020, a nationwide conversation took place about the cost and benefit of immediate police intervention in certain situations. One question frequently raised was simple but important: "Do officers need to act right now, or can they act more cautiously later?"

Technology such as license plate readers and video systems supports this approach by giving officers and investigators more options beyond immediate contact.

In many cases, this means officers can:

- Review evidence carefully rather than relying on incomplete or rapidly evolving information
- Consult supervisors and investigators before taking action
- Seek judicial oversight through search warrants or arrest warrants
- Plan arrests in controlled environments rather than during unpredictable encounters

The ability to delay action by officers often results in safer, more predictable outcomes for both police officers and members of the public.

Bloomington Flock Usage Case Studies

Following are some examples of recent successful uses of Flock data.

- BPD officers were investigating a domestic battery. After probable cause was developed, officers observed the suspect vehicle in the area. When approached, the suspect fled the scene with the female victim still inside the vehicle. A vehicle pursuit ensued, during which the female's belongings were found along SR 446. Utilizing the Flock network, investigators tracked the suspect's vehicle to the Kentucky state line, where a Kentucky State Police officer initiated a second vehicle pursuit. The suspect was ultimately arrested, and the female kidnapping victim was recovered safely.
- BPD officers assisted the Owen County Sheriff's Office during a homicide investigation in which the victim was located a very short distance across the county line. Using a nearby Flock camera within the relevant time frame of the alleged homicide, Bloomington Police Department investigators located images of the victim's vehicle, which was later determined to be driven by the suspect. The suspect was eventually identified and arrested for murder.
- BPD officers investigated a sexual assault that occurred along a roadside involving an unknown suspect who brandished a box cutter during the offense.

Based on the victim's statements and the established timeline, a suspect vehicle was identified through the Flock system as having traveled in the area at the time of the offense. As the investigation progressed, the vehicle's owner was identified and interviewed, who ultimately confessed to the sexual assault and was charged with rape.

- Officers investigated a homicide in which the victim had been shot. Only a vague vehicle description of the suspect's vehicle was initially available. Surveillance video from a nearby convenience store captured images of a vehicle loosely matching the suspect's vehicle. Over the following days, Flock LPR cameras captured images of the suspect's vehicle traveling on public roadways throughout Bloomington. Flock data was ultimately used to assist in the identification and apprehension of the suspect, who was charged with murder.
- Investigators with the Westfield Police Department were investigating a homicide within their jurisdiction. During their investigation, they found that the suspect had attempted to conceal their registration when committing the offense. Using nearby surveillance footage, a vehicle was seen entering and leaving the area of the homicide. Investigators used the Flock network to identify the suspect's vehicle, determine the license plate number, and establish that the vehicle was a rental car. Following the incident, the rental car had been returned to the rental agency, and it was learned that it was on a rental car lot in Bloomington. BPD assisted in securing the vehicle for Westfield PD so that proper arrangements to process the vehicle for evidence related to the homicide could be made. The suspect was later arrested and charged with murder.

Contract Details

The City of Bloomington signed the following agreements with Flock Public Safety:

1. The first agreement was entered into on February 28, 2024 for Flock Safety Flock OS (1), Flock Safety LPR Products (11). Per Flock, the first-year cost with fees was \$40,650, with an annual renewal of \$36,500. The agreement included terms for automatic renewals for successive one-year periods unless the other Party gives notice of non-renewal at least thirty (30) days prior to the end of the then-current term.

2. On September 24, 2024, the Bloomington Police Department ordered four Flock Safety Video Cameras for \$3,000 each to replace existing cameras (a different brand) that had been in place for many years. The total invoice for the two-year agreement was \$27,000, which included a first-year cost of \$15,000 and an annual recurring charge of \$12,000.
3. An additional agreement was entered into on December 1, 2024. This was for a Flock Mobile Security Trailer (2) - subscription. The first year cost was \$50,000, which was also the annual renewal cost. The agreement automatically renews for successive one-year periods unless the other Party gives notice of non-renewal at least thirty (30) days prior to the end of the then current term.
4. An additional agreement was entered into on October 1, 2025, for Flock Mobile Security Trailer, and replaced the above agreement mentioned in Paragraph 3. It was for a Flock safety platform (1) - Flock Mobile Security Trailer subscription. The total was \$180,000 - \$90,000 annually, for two years. The agreement automatically renews for successive one-year periods unless the other Party gives notice of non-renewal at least thirty (30) days prior to the end of the then current term.

These agreements were considered "Sole Source" and were not required to be approved by a board or commission. Discussions and contract negotiations began in 2023. The Bloomington Police Department approved agreements 1 and 2 in the previous list in 2024 while the Housing and Neighborhood Development Department approved agreements 3 and 4 in 2024 and 2025, respectively. Total program costs to date: \$236,829.68. Departments are able to approve products that are secured through invoices.

Complete List of Invoices

In the following table, in the Description field, "14" indicates BPD, "15" indicates HAND as the purchasing department.

Invoice Number	Invoice Date	Description	Amount	GL
INV-39334	06/25/24	14- 11 Flock cameras, Flock Safety Falcon Flex	\$40,650.00	1101-14-140000-52420
12.1.24 Pd on contract signing	12/10/24	15-Mobile Security Trailer to support Neighborhood Security	\$50,000.00	2209-15-150000-53990
INV-56760	02/18/25	14- 4 Flock Condor ptz cameras & implementation fee	\$15,000.00	2222-14-149999-53990
INV-59326	05/27/25	14- cameras & charges for 11 Flock LPR cameras & their software	\$36,500.00	1101-14-140000-52420 & 1101-14-140000-53990
INV-74181	09/30/25	14-replacement camera	\$350.00	1101-14-140000-52420
INV-76020	11/11/25	15-Flock safety video and Safety Platform subscription	\$81,529.68	2209-15-150000-53990
INV-79109	11/25/25	14- camera replacement (trailer) 11/11/25	\$800.00	1101-14-140000-52340
INV-79905	01/06/26	14-year 2 for 4 PTZ w/lte service Flock condors	\$12,000.00	2240-14-140000-53640
Total			\$236,829.68	