

ORDINANCE NO. _____ ,SERIES 2020

**AN ORDINANCE CREATING THE CIVILIAN REVIEW & ACCOUNTABILITY BOARD
AND THE OFFICE OF INSPECTOR GENERAL.**

**SPONSORED BY: COUNCIL MEMBERS McCRANEY, HOLLANDER, and COUNCIL
PRESIDENT JAMES**

WHEREAS, Louisville Metro Council and Louisville/Jefferson County Metro Government recognize that the Louisville Metro Police Department derives its moral and social character from the community at large; and

WHEREAS, in order to have effective policing that aligns with Louisville/Jefferson County Metro Government's community values, needs, and expectations, the police department must have the faith, trust, respect, and support of the community; and

WHEREAS, while the Citizens Commission on Police Accountability has performed a valuable function for the community in the past, the Louisville Metro Council and Louisville/Jefferson County Metro Government wish to expand on that existing work and create a more robust citizen-based review of both operations and complaints; and

WHEREAS, Louisville Metro Council and Louisville/Jefferson County Metro Government wish to make the citizens of the community a more integral part of the process by which the conduct of our sworn officers is investigated and reviewed; and

WHEREAS, Louisville Metro Council and Louisville/Jefferson County Metro Government find that a Civilian Review & Accountability Board should guide an independent Inspector General in reviewing and investigating police conduct as provided herein;

NOW, THEREFORE, BE IT ORDAINED BY THE LEGISLATIVE COUNCIL OF THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT (“THE COUNCIL”) AS FOLLOWS:

SECTION I. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Establishment of the Civilian Review & Accountability Board;

Scope of Authority

- (A) There is hereby established a Civilian Review & Accountability Board for Louisville/Jefferson County Metro Government for the purpose of:
 - (1) Increasing citizen involvement in the investigation and review of allegations of police misconduct within the Louisville Metro Police Department (LMPD); and
 - (2) Providing oversight to the Office of Inspector General as created in Section X of this Act.
- (B) The Civilian Review & Accountability Board shall be provided a separate budget sufficient to carry out the responsibilities and functions established in this subchapter.
- (C) The Board shall adopt bylaws and other rules as it deems necessary for its organization and proceedings consistent with the laws, ordinances and resolutions of the Commonwealth of Kentucky and Louisville/Jefferson County.

SECTION II. Abolishment of the Citizens Commission on Police Accountability.

The Citizens Commission on Police Accountability created pursuant to LMCO 36.50 and 36.51 is hereby abolished. LMCO Sections 36.50 and 36.51 are hereby repealed in their entirety. All authority previously vested in the Citizens Commission on Police Accountability shall now be vested in the Civilian Review & Accountability Board created pursuant to Section I of this Act. Any records of the Citizens Commission on Police Accountability shall be transferred to the Civilian Review & Accountability Board.

SECTION III. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Appointment; Term; Leadership; and Compensation of the Civilian Review & Accountability Board

- (A) The Civilian Review & Accountability Board shall have eleven members, each of whom shall be appointed by the Mayor and approved by Metro Council. The Mayor's appointments shall be made from names submitted by the following sources or processes, after eligibility for membership has been confirmed pursuant to Section IV of this Act:
- (1) For each of three Board positions, the Mayor shall appoint from lists of recommendations provided by Metro Council. Metro Council shall provide the Mayor with a list of two names for each of the three positions.

(2) For four Board positions, appointments shall be at the Mayor's discretion. Citizens may self-nominate to be considered for an appointment made under this subsection; and

(3) For the remaining four at-large Board positions, each of the organizations named in this subsection may submit lists of up to two names to the Mayor for selection as appointees. When an organization submits a list of two names for an open Board position, the Mayor shall select no more than one nominee from that organization's list. The nominating organizations are:

- (a) The American Civil Liberties Union of Kentucky;
- (b) Greater Louisville Inc.;
- (c) The Interdenominational Ministerial Coalition;
- (d) Louisville Branch of the National Association for the Advancement of Colored People;
- (e) Louisville Urban League, Inc.; and
- (f) University of Louisville, Chair of the Department of Public Health, for nominations of persons with expertise in the fields of mental health and substance abuse.

(B) For the initial Civilian Review & Accountability Board, staggered terms shall be as follows:

(1) One member appointed through subsection (A)(1) of this Section, one member appointed through subsection (A)(2) of this Section, and one

member appointed through subsection (A)(3) of this Section shall serve one-year terms;

- (2) One member appointed through subsection (A)(1) of this Section, two members appointed through subsection (A)(2) of this Section, and one member appointed through subsection (A)(3) of this Section shall serve two-year terms;
- (3) One member appointed through subsection (A)(1) of this Section, one member appointed through subsection (A)(2) of this Section, and two members appointed through subsection (A)(3) of this Section shall serve three-year terms;

At the expiration of an initial term, all subsequent appointments shall be for a term of three years. Any initial members may be appointed to a single consecutive term of three years.

- (C) Members may serve two consecutive terms. Members who have rotated off the Board may be considered for reappointment no sooner than three years from the expiration of their final consecutive term, and may only serve one additional three-year term upon reappointment.
- (D) The members shall elect by majority vote one member to serve as Chair and one member to serve as Vice Chair for terms of one year. No member may serve more than two consecutive terms as Chair, and no member may serve more than two consecutive terms as Vice Chair. The chair shall be the presiding officer and a full

voting member of the board. In the absence of the chair, the vice chair shall exercise the powers of the chair.

- (E) Subject to budget appropriations and not to exceed the total annual budget allocations for such costs, members shall be:
 - (1) Paid fifty dollars per month for months in which the member attends one or more meetings;
 - (2) Paid one hundred dollars for each full day of training pursuant to Section VIII of this Act.
- (F) Board appointees are subject to the Metro Ethics Code as found in Chapter 21 of this Code. Violation of any provision thereof shall be cause for removal under Section V of this Act.

SECTION IV. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Qualifications for nomination and membership to Civilian Review & Accountability Board

- (A) In order to serve on the Civilian Review & Accountability Board, persons must have resided in Jefferson County for a minimum of 180 days prior to their nomination to join the Board, and must remain continuously domiciled within Jefferson County for the duration of their term.

- (B) (1) No current Louisville Metro employees shall be eligible to serve on the Board. A maximum of two former or retired Metro employees who were not previously employed by LMPD may serve at any one time.
- (2) Retired or former employees of LMPD, the Department of Kentucky State Police, a police department within the Commonwealth of Kentucky, or the Sheriff's office of any county within the Commonwealth of Kentucky, either sworn or civilian, may serve on the Board if three years have passed since their separation from such law enforcement agencies. A maximum of one retired or former employee of such law enforcement agencies may serve at any one time.
- (3) Family members of current employees of LMPD, the Department of Kentucky State Police, a police department within the Commonwealth of Kentucky, or the Sheriff's office of any county within the Commonwealth of Kentucky shall not be eligible to serve.
- (4) No currently-elected officials shall be eligible to serve on the Board. Former elected officials may serve if three years have passed since they last held elective office. A maximum of one former elected official may serve on the Board at any one time.
- (C) The eligibility of nominees shall be verified by the Mayor's staff responsible for Metro boards and commissions.
- (D) Nominees are subject to a state criminal background check.

SECTION V. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Removal of Civilian Review & Accountability Board members, and vacancy.

- (A) Upon a vote by a simple majority of the Board to recommend removal to the Mayor, and ratification by Metro Council if the Mayor proceeds with removal, any member of the Civilian Review & Accountability Board may be removed for the reasons listed below:
- (1) Neglect of duty, including but not limited to a failure to meet the training requirements as established in Section VIII of this Act;
 - (2) A demonstrated a pattern of incompetence and lack of fitness for the position;
 - (3) Conviction for a criminal act committed while serving on the Board;
 - (4) Misconduct, misfeasance, or malfeasance in performing board duties that undermines the credibility of the Board;
 - (5) A breach of confidentiality in regard to Board activities;
 - (6) Speaking to the media about Board activities without the approval of the Board chair;
 - (7) Violation of the ethics provisions in Chapter 21 of this Code; and
 - (8) Missing more than three Board meetings within a twelve-month period.
- (B) A vacancy created by the removal, resignation, or death of a member shall be filled under the same nomination process from Section III by which that member was

appointed. A new term of three years shall begin with the date the new member is appointed.

SECTION VI. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Civilian Review & Accountability Board Powers and Duties

The powers and duties of the Civilian Review & Accountability Board are as follows:

- (A) Following an oral presentation by the Inspector General of any complaint for which the Inspector General has completed an initial screening under Section XV of this Act, the Board shall determine by simple majority vote whether to require the Inspector General to investigate that complaint;
- (B) Review the final reports of any investigations completed by the Inspector General;
- (C) Review closed internal police investigations into police shooting cases and incidents involving loss of life due to police action; and
- (D) Advise the Mayor, Metro Council, and the Chief of Police on matters relating to the quality and adequacy of internal police investigations, or investigations by the Inspector General, and recommend changes in policy, training, and procedures as a result of its reviews.

SECTION VII. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Confidentiality

- (A) Board members must sign and adhere to a confidentiality agreement regarding any ongoing investigations and reviews.
- (B) The Board chair speaks for the Board and any member who speaks publicly, including to the media, about any ongoing investigation or review by the Inspector General or the Board without prior written approval of the Chair may be removed through the process established in Section V of this Act.

SECTION VIII. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Training for Civilian Review & Accountability Board members

- (A) All new board members, or members reappointed after more than three years have passed since their last service, shall complete:
 - (1) Sixteen hours of training over two days, including but not limited to:
 - (a) General training on the basic legal and constitutional issues in policing, LMPD units and operations, internal policies and procedures, standard police equipment; and
 - (b) Specific training on the following:
 - 1. Basic and power handcuffing;
 - 2. Body-worn camera;
 - 3. De-escalation;
 - 4. Ethics in law enforcement;
 - 5. Implicit bias;
 - 6. Officers' bill of rights and collective bargaining agreements;

7. Response to resistance and use of defensive tactics;
 8. Use of force; and
 9. Weapons simulation; and
- (2) A minimum of eight hours accompanying LMPD officers on patrol, made up of:
- (a) A minimum of four hours completed during one night shift or a series of night shifts;
 - (b) A minimum of four hours completed during one day shift or a series of day shifts.
- (B) (1) For those members who make up the initial Civilian Review & Accountability Board, the Criminal Justice Commission will organize and staff the training under this section, which shall be completed within three months of appointment.
- (2) After the first Inspector General is appointed under Section XII of this Act and has established an office and staff, the Office of Inspector General will organize and staff the training under this section in consultation with the Criminal Justice Commission. The Office of Inspector General shall strive to ensure that training topics and methods remain updated and incorporate best practices. For those members appointed to terms after the initial Board members have served, their required training shall be completed within six months of appointment.

SECTION IX. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Meetings of the Civilian Review & Accountability Board

The Board shall schedule regular monthly meetings. The Board may cancel meetings or schedule special meetings at the call of the chair, as appropriate to satisfy the duties and obligations of the Board. In no event shall the Board meet less frequently than once per quarter.

SECTION X. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Establishment of the Office of Inspector General.

- (A) There is hereby established an Office of Inspector General for Louisville/Jefferson County Metro Government to perform the functions and responsibilities for investigation and review of the Louisville Metro Police Department as established in this subchapter.
- (B) The Office of Inspector General shall be separate from any other agency or department of Louisville/Jefferson County Metro Government, except for oversight by the Civilian Review & Accountability Board under Sections I to IX of this Act.
- (C) The office shall be provided a budget sufficient to carry out the responsibilities and functions established in this subchapter.

SECTION XI. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Appointment and term of Inspector General

- (A) The search for qualified applicants for the position of Inspector General shall not be limited by geographical area;
- (B) The search and selection process for an Inspector General who meets the qualifications established in Section XII of this Act shall include the chair of the Civilian Review & Accountability Board or the chair's designee, and the President of Metro Council or the President's designee. The chair shall consult with the Board throughout the process and shall participate in all interviews conducted to fill the Inspector General position.
- (C) The Inspector General shall be appointed by the Mayor from a list of three qualified applicants, subject to approval of Metro Council.
- (D) The Inspector General's term of office shall be four years, and the Inspector General may be reappointed to one additional successive term by the Mayor after consultation with the Civilian Review & Accountability Board, and subject to the approval of Metro Council.
- (E) The Inspector General shall receive a salary from the established budget for the Office of Inspector General. The salary shall be commensurate to salaries of Louisville Metro Government directors and subject to applicable classification and compensation ordinances and resolutions.

- (F) The Inspector General shall be required to take the same oath of office as is required by the Mayor and members of the Metro Council before performing official duties.

SECTION XII. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Qualifications for Inspector General.

The Inspector General is not required to have law enforcement experience. The Inspector General cannot have a current or past affiliation with the Louisville Metro Police Department, the Department of Kentucky State Police, a police department within the Commonwealth of Kentucky, or the Sheriff's office of any county within the Commonwealth of Kentucky. Candidates with an educational and work background in law, criminal justice, management analysis, public administration, investigations, or other relevant fields are preferable.

SECTION XIII. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Removal of Inspector General; vacancy

- (A) Using the procedures under subsection (B) of this section, the Inspector General may only be removed upon a finding of the following grounds:
- (1) Failure to perform the duties outlined in this subchapter;
 - (2) Conviction for a criminal act;

- (3) Misconduct, misfeasance, or malfeasance in office that undermines the credibility of the Inspector General or hinders his or her ability to perform official duties; or
 - (4) Demonstration of a pattern of incompetence or lack of fitness for the position.
- (B) The Inspector General may only be removed upon:
- (1) A recommendation by two-thirds vote of the Civilian Review & Accountability Board members present for that vote, followed by the concurrence of the Mayor, and the subsequent approval by a majority vote of Metro Council members; or
 - (2) A recommendation by the Mayor, followed by the concurrence of two-thirds vote of the Civilian Review & Accountability Board members present for that vote, and the subsequent approval by a majority vote of Metro Council members.
- (C) The Inspector General may appeal his or her removal to Jefferson Circuit Court.
- (D) If a vacancy occurs in the Office of Inspector General, an Inspector General shall, within thirty days, be appointed by the Mayor. If less than one year remains in the term of the outgoing Inspector General, the interim appointee shall serve until the end of the term. If more than one year remains in the term of the outgoing Inspector General, the interim appointee shall serve until a new Inspector General is found under the process established in Section XI of this Act.

SECTION XIV. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Powers and duties of Inspector General

- (A) The Inspector General:
 - (1) Shall investigate complaints as determined under Section XV of this Act;
 - (2) May examine patterns and practices, and review policies, procedures, and operations within LMPD under Section XVI of this Act; and
 - (3) May provide recommendations on improving operations to the Chief of Police, the Mayor, and Metro Council.
- (B) The Inspector General shall establish the internal organization of the Office of Inspector General and shall create such divisions as deemed necessary to perform the functions, powers, and duties of the office. The Inspector General shall have the power to appoint, employ, and remove personnel as deemed necessary for the efficient and effective administration of the affairs of the office, and to contract with outside experts and consultants as needed.
- (C) The Inspector General shall adopt rules and regulations that guide the functions and processes conducted by the Office of Inspector General that are not inconsistent with state or local laws, Louisville Metro Government Personnel Policies, or LMPD collective bargaining agreements.
- (D) The Inspector General shall conduct direct community outreach and take appropriate steps to build public awareness of the Office of Inspector General, and

of all procedures established by the Inspector General for receiving and investigating complaints.

- (E) (1) To the extent permissible by law, all officers and employees of Louisville/Jefferson County Metro Government shall cooperate with and furnish the Office of Inspector General unrestricted access to employees, documents, records, and any other information necessary to assist in carrying out duties under this subchapter.
- (2) The Inspector General shall report to a Metro officer's or employee's hiring authority, in writing, any failure by an officer or employee to cooperate with the Office of Inspector General's requests. Disciplinary action shall be taken in accordance with personnel policies by the appointing authority and under applicable law.
- (F) To the extent as may be authorized by state law, the Inspector General shall have the power to issue subpoenas, administer oaths, and compel testimony in conducting investigations, whether based on complaints or as part of a non-complaint investigation or review.
- (G) The Office of Inspector General shall conduct all the investigations confidentially, and shall not publicly disclose any information received during an investigation that is considered proprietary or confidential in nature under any local, state, or federal law or regulation.

SECTION XV. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Investigations of complaints by the Inspector General

(A) Pursuant to paragraph (B) of this section, the Inspector General shall investigate complaints involving any interactions between any member of the Louisville Metro Police Department and any member of the public that involve the following types of conduct by members of LMPD:

- (1) The serious injury or death of any individual in police custody;
- (2) The serious injury or death of any individual resulting from police action or inaction;
- (3) Abuse of police authority;
- (4) Excessive use of force;
- (5) Discrimination in the provision of police services; or
- (6) Sexual misconduct.

(B) (1) The Inspector General shall obtain complaints, either sworn or unsworn, on conduct specified in paragraph (A) of this section from sources including but not limited to the following:

- (a) The LMPD Professional Standards Unit and the Public Integrity Unit;
- (b) The anonymous Ethics Tip Line established in LMCO Chapter 39;
- (c) Office of Internal Audit of Louisville/Jefferson County Metro Government;
- (d) The Police Ombudsman at the Human Relations Commission; or

- (e) Direct reference of complaints to the Office or Inspector General or members of the Civilian Review & Accountability Board from citizens or from other Metro offices and departments.
- (2) The Inspector General shall establish a process to evaluate the merits of a complaint, conduct an initial screening and prioritization of complaints, and present recommendations to the Civilian Review & Accountability Board regarding whether a complaint merits a full investigation pursuant to Section XVI of this Act. Beyond any preliminary investigation necessary to evaluate the merits of a complaint, the Inspector General shall not continue to investigate complaints without authorization from the Board.
- (C) Upon the conclusion of a complaint investigation, the Inspector General shall have the authority to make recommendations to and share investigative findings with the Chief of Police, the Commonwealth Attorney, the County Attorney, the Federal Bureau of Investigation, the Internal Auditor, the Metro Ethics Commission, or other appropriate bodies based on the results of the complaint investigation and the judgment of the Inspector General.

SECTION XVI. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Non-complaint reviews and investigations by the Inspector General.

- (A) Pursuant to the powers established in Section XIV, the Inspector General may examine and review operations within LMPD without a vote by the Civilian Review & Accountability Board.
- (B) The Inspector General shall inform the Civilian Review & Accountability Board chair when initiating such reviews and examinations, and shall provide oral updates to the Civilian Review & Accountability Board as directed by the chair.

SECTION XVII. A new section of Chapter 36 of the Louisville Metro Code of Ordinances is created as follows:

Section 36.XX. Reports by Civilian Review & Accountability Board and by Inspector General

- (A) The Civilian Review & Accountability Board shall issue quarterly written reports to the public, the Mayor, and Metro Council. The reports shall include, but are not limited to, descriptions of the Inspector General's efforts at community outreach, general statistical information regarding reviews and investigations, and the Board's evaluation of the work of the Office of Inspector General.
- (B) The Inspector General shall issue the following reports:
 - (1) With respect to any ongoing investigation, review, or examination, whether based upon a complaint or not, the Inspector General shall provide preliminary reports to the Civilian Review & Accountability Board upon the request of the Board chair;

- (2) To the extent authorized by law, the Inspector General shall make publicly available a final written report upon the conclusion of each investigation. The reports shall include any recommendations to enhance the promotion of accountability and integrity within LMPD; and
- (3) The Office of Inspector General shall prepare and submit an annual report to the Mayor and Metro Council within thirty days after the end of each calendar year concerning the Office's completed activities, investigations, major observations, recommendations, and other actions completed during the preceding year.

SECTION XX: This Ordinance shall take effect upon its passage and approval.

Sonya Harward
Metro Council Clerk

David James
President of the Council

Greg Fischer
Mayor

Approval Date

APPROVED AS TO FORM AND LEGALITY:

Michael J. O'Connell
Jefferson County Attorney

BY: _____
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