



BALTIMORE CITY COUNCIL PUBLIC SAFETY COMMITTEE

Mission Statement

On behalf of the Citizens of Baltimore City, the Public Safety Committee will be responsible for matters concerning public safety, including, but not limited to, emergency preparedness, police services, fire/EMS, & their administrative functions.

The Honorable Mark Conway

CHAIR

PUBLIC HEARING

7/15/2025

1:00 PM

CLARENCE "DU" BURNS COUNCIL CHAMBERS

LO25-0005

*Legislative Oversight - Crime Reduction and Violence
Prevention*

CITY COUNCIL COMMITTEES

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Isaac "Yitzy" Schleifer – Vice Chair
Sharon Green Middleton
Paris Gray
Antonio Glover
Staff: Paroma Nandi (410-396-0271)

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Zac Blanchard – Vice Chair
Danielle McCray
Isaac "Yitzy" Schleifer
Paris Gray
Phylicia Porter
Antonio Glover
Staff: Ethan Navarre (410-396-1266)

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Zac Blanchard
Jermaine Jones
Antonio Glover
Staff: Anthony Leva (410-396-1091)

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Ryan Dorsey
Phylicia Porter
Staff: Juliane Jemmott (410-396-1268)

LAND USE AND TRANSPORTATION

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Paris Gray
John Bullock
Phylicia Porter
Zac Blanchard
Staff: Anthony Leva (410-396-1091)

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Mark Parker – Vice Chair
Sharon Green Middleton
James Torrence
Zac Blanchard
Jermaine Jones
Odette Ramos
Staff: Juliane Jemmott (410-396-1268)

LEGISLATIVE INVESTIGATIONS (LI)

Isaac "Yitzy" Schleifer - Chair
Antonio Glover – Vice Chair
Ryan Dorsey
Sharon Green Middleton
Paris Gray
Staff: Ethan Navarre (410-396-1266)



Meeting: Legislative Oversight Hearing

Committee: Public Safety

LO25-0005

Legislative Oversight - Crime Reduction and Violence Prevention

Purpose:

For the purpose of the committee holding regular hearings with the Police Department, Mayor's Office of Neighborhood Safety and Engagement, and other agencies to monitor the progress of the City's crime reduction and violence prevention efforts.

REPORTING AGENCIES

Baltimore Police Department	Mayor's Office of Equity and Civil Rights
Police Accountability Board	Administrative Charging Committee

BACKGROUND

The Police Accountability Board (PAB) was established in 2022, within the Mayor's Office of Equity and Civil Rights (OECR), to restore and strengthen trust between the Baltimore Police Department and the communities it serves. The PAB's primary responsibility is to receive complaints of police misconduct and refer them to the appropriate law enforcement agency (LEA) for investigation. Once completed, investigations are referred to the Administrative Charging Committee (ACC), which determines disciplinary outcomes.

In addition to the PAB's primary responsibility, the PAB is also required to: hold quarterly meetings to review investigations and procedures; appoint members to the ACC; and advise the Mayor and City Council on policing matters, including via an annual report.

The PAB identifies four stages in the investigative process for complaints of police misconduct: filing, investigation, charging, and resolution. In the filing stage, citizens may file a complaint with the PAB or directly with the relevant LEA. Subsequently, following receipt of

the complaint or following the PAB's assignment of a complaint, the relevant LEA completes an investigation into the complaint.

Within the Baltimore Police Department (BPD), the Public Integrity Bureau (PIB) investigates both external complaints (which involve members of the public) and internal complaints (which do not involve members of the public) of officer misconduct. The U.S. Department of Justice's consent decree with Baltimore City requires the BPD to ensure that investigations are completed in 90 days.

The Maryland Police Accountability Act of 2021 requires that once an investigation of an external complaint is completed, the investigation file is shared with the ACC, which reviews the matter and determines whether the subject officer should be administratively charged. If the ACC determines the officer should not be administratively charged, the matter is concluded. If the ACC determines the officer should be administratively charged, the ACC will recommend disciplinary measures based on the Maryland Statewide Police Disciplinary Matrix to the relevant LEA, which can choose to increase but not reduce the level of discipline. Then, the officer may either accept or reject the discipline recommended by the ACC and levied by their LEA. If the discipline is accepted, the matter is concluded. If the discipline is rejected, the case is referred to a trial board consisting of an administrative law judge.

ADDITIONAL INFORMATION

Fiscal Note:

For FY 2026, the City Council appropriated \$11,206,170 for OECR, with \$2,405,095 designated for Police Civilian Oversight – the service responsible for staffing and administering the PAB and ACC. This represents an increase from the same appropriation in FY 2025 of \$2,177,797, which itself was a significant increase from the actual expenses incurred in FY 2024 of \$1,499,030 – the first fiscal year in which the PAB and ACC received funding.

Information Source(s):

- <https://www.cbsnews.com/baltimore/news/baltimore-police-accountability-board-signed-into-law/>
- <https://civilrights.baltimorecity.gov/police-accountability>
- <https://civilrights.baltimorecity.gov/civilian-trial-board-application>

Analysis by: Ethan Navarre
Analysis Date: 7/8/2025

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Baltimore City Council



Public Safety

Committee

LO25-0005

Legislative Oversight - Crime

Reduction and Violence Prevention

Agency Reports

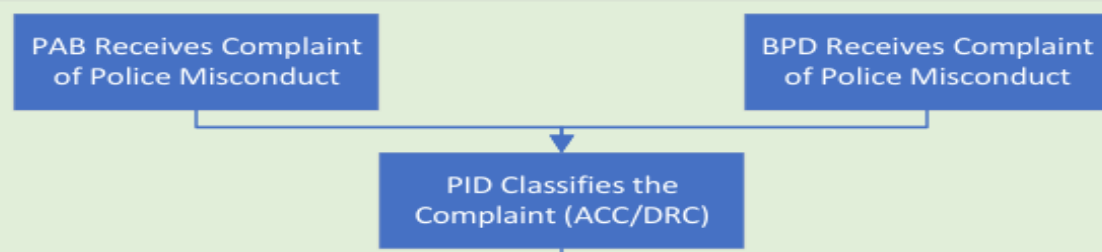
BALTIMORE POLICE DEPARTMENT

**Council President Zeke Cohen
Chairman Mark Conway
Vice Chair Zac Blanchard**

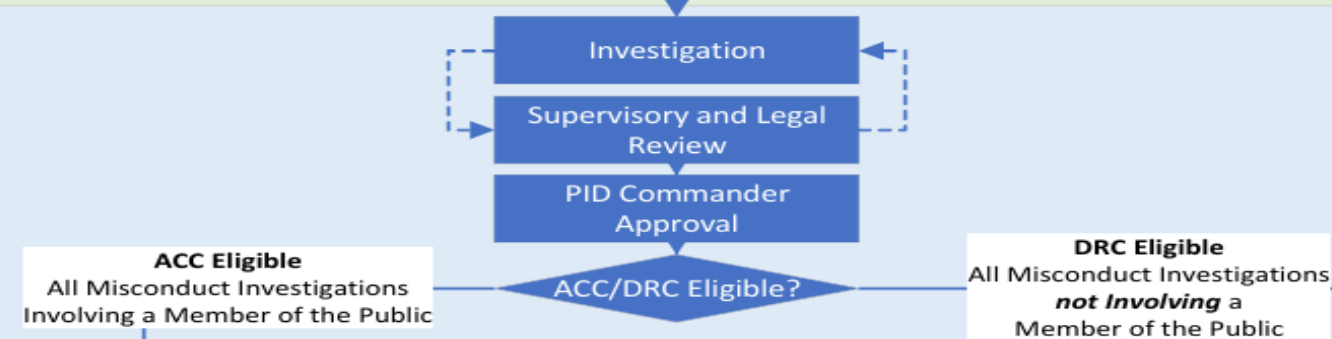
July 15th, 2025



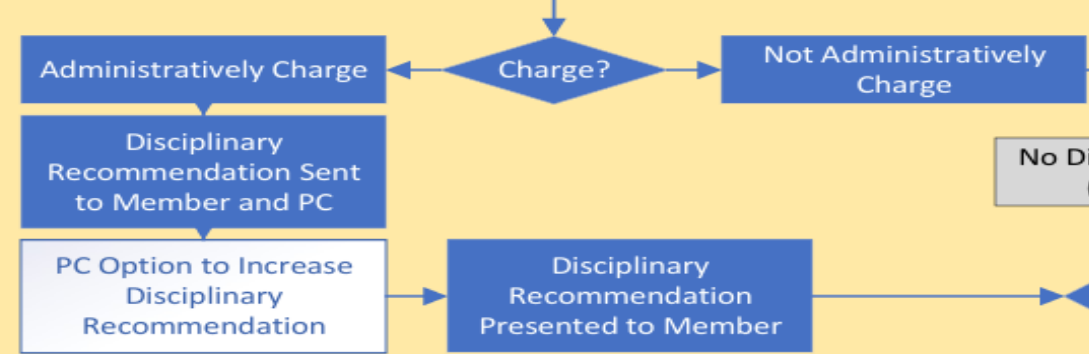
Intake and Classification



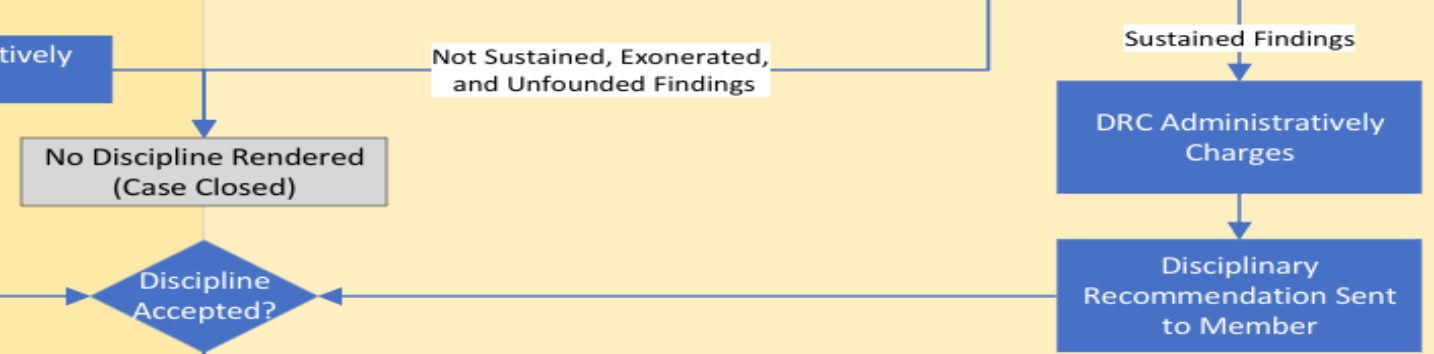
Investigation



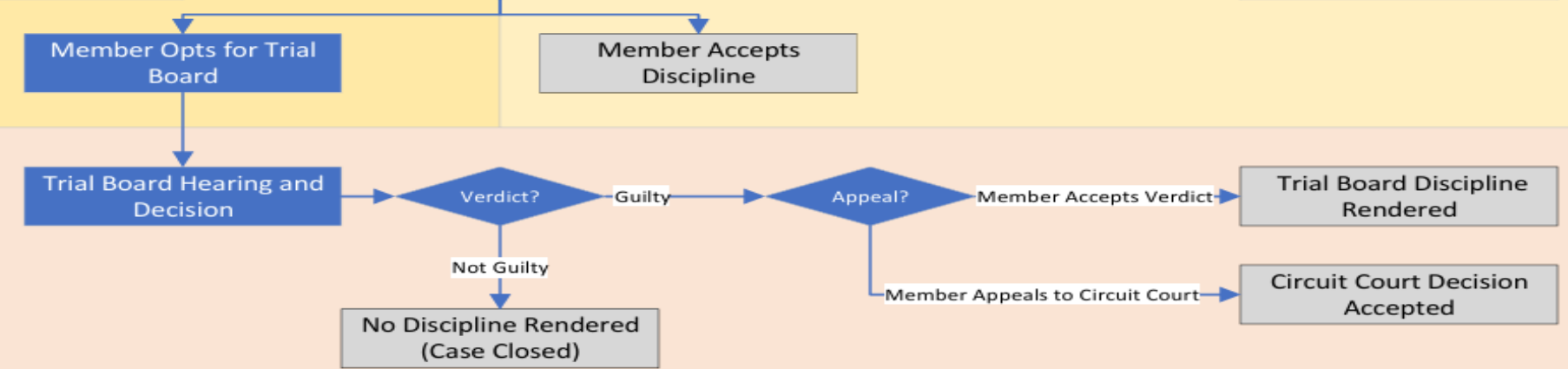
Administrative Charging Committee (ACC)



Disciplinary Review Committee (DRC)



Trial Board



TRIAL BOARD COMPOSITION:
1 Member of Equal Rank
1 Civilian Appointed by the PAB
1 Retired Judge Appointed by the Mayor

HOW TO FILE A COMPLAINT

How to file a complaint:

- Online via the [Baltimore Police Department Public Portal](#)
- Email: Complaints@baltimorepolice.org
- [Unified Complaint Form](#)
- [Formulario de Quejas de la Policía](#)
- 24-Hour Toll-Free Hotline: [1-833-288-7245](tel:1-833-288-7245)
- Telephone: [410-396-2300](tel:410-396-2300)
- In-Person at any [district police station](#)
- U.S. Mail

PIB Information video

https://drive.google.com/file/d/1A_VGy2C0PMKMUJt1ZMwag-cuyJxLGfM/view

Public Portal Video

<https://drive.google.com/file/d/1E8fHjLrABGi3w4sd0XN5j6Q7e9XShnl/view>

Link to BPD website

<https://www.baltimorepolice.org/how-to-file-police-complaint>

If you do not wish to file a complaint at a police district, you may file a complaint in-person or by calling any of the following locations:

Public Integrity Bureau

2524 Kirk Ave

Baltimore, MD 21218

410-396-2300

[Office of Equity and Civil Rights](#)

7 E. Redwood St. (9th Floor)

Baltimore, MD 21202

410-396-3151

Email: PAB@baltimorecity.gov





BALTIMORE CITY COUNCIL PUBLIC SAFETY COMMITTEE LO25-0005:

Baltimore Police
Accountability Infrastructure
Overview

Presented By:
Amber Greene, Director,
Baltimore City Office of
Equity and Civil Rights

Date:
07/15/2025



Brandon M. Scott
Mayor

OVERVIEW OF RELEVANT LEGISLATION

Maryland Police Accountability Act of 2021

House Bill 670 repealed the Law Enforcement Officers' Bill of Rights (1974) & established civilian oversight mechanisms.

Baltimore Civilian Review Board

Established under state law in 1999; this body sunset as of January 1, 2025. It is no longer able to receive complaints and is finishing its review duties.

Baltimore City Council Bill 22-0234

Codified the Police Accountability Board (PAB) and Administrative Charging Committee (ACC) in Baltimore, defining membership and procedures.



Brandon M. Scott
Mayor

OVERVIEW OF POLICE ACCOUNTABILITY ENTITIES

Baltimore City upholds a comprehensive oversight framework to ensure transparency, accountability, and equity in its law enforcement practices:

Office of Equity and Civil Rights (OECR)

Supports and coordinates oversight bodies, ensures transparency and equity.

Police Accountability Board (PAB)

Civilian-led board that receives complaints, appoints ACC and trial board members, and makes policing policy recommendations.

Administrative Charging Committee (ACC)

Reviews misconduct investigations and issues administrative charges.

Civilian Review Board (CRB)

Legacy entity with limited jurisdiction, sunseting as oversight consolidates.



Brandon M. Scott
Mayor



CIVILIAN REVIEW BOARD

Composition

9 voting members from each police district, appointed by Mayor with Council input; 5 non-voting members from community and law enforcement groups.

Jurisdiction

Reviewed complaints across Baltimore Police, School Police, Sheriff's Office, Environmental Police, and college law enforcement units.

"Sunset" Status

As oversight is consolidated under PAB and ACC, CRB was sunset as of 1/1/2025, pending conclusion of remaining investigations.



Brandon M. Scott
Mayor



POLICE ACCOUNTABILITY BOARD

Composition

17 members; 15 City Council Member Appointees & 2 Mayoral Appointees—one must be 18 – 25 years old

Responsibilities

Receives misconduct complaints, holds quarterly meetings with law enforcement and community forums, appoints two (2) members to the Administrative Charging Committee, and issues annual reports on policing

Procedures & Transparency

Meets monthly, enforces confidentiality on pending cases, and ensures meeting accessibility and data transparency through public reporting

Annual Reporting

PAB must submit annual misconduct data report to the public and state by December 31st each year



Brandon M. Scott
Mayor

ADMINISTRATIVE CHARGING COMMITTEE



Brandon M. Scott
Mayor

Composition

5 civilian members: 1 PAB Chair (or their designee), 2 appointed by PAB, and 2 appointed by the Mayor. Terms are 3 years with a 2-term limit.

Responsibilities

Reviews misconduct investigations, examines body-worn camera footage, determines administrative charges, and recommends disciplinary action when applicable.

Staffing

There is currently one (1) ACC Case Manager Supervisor and three (3) ACC Case Manager positions. Each of the three Case Managers is assigned an average of 10 cases per week to support the intake and preparation process. During the week a case is scheduled to be heard, the assigned Case Manager prepares it for ACC review.

Procedures & Authority:

Meets weekly, issues written decisions, maintains confidentiality, and applies the statewide disciplinary matrix.

- After ACC makes their decisions, OECR's ACC team drafts determination letters detailing the ACC's findings and any charges.
- Final determination letters are sent to: The law enforcement agency (LEA); The officer involved; and the complainant.

INITIATING A COMPLAINT

How to File a Complaint in Baltimore City

Filing Channels

Complaints may be filed:

- (1) Online at civilrights.baltimorecity.gov
- (2) Online at baltimorepolice.org/misconduct-complaint
- (3) In-person at OECR or BPD district stations
- (4) Via 24/7 hotline at 410-396-3151
- (5) By mail using complaint form

Note: Anonymous complaints are accepted.

What to Include

- Date
- Time
- Location
- Officer name or badge number
- Description of incident
- Any supporting media (photos, video).

Accessibility & Follow-Up

All channels are ADA-compliant. OECR confirms receipt, tracks status, and refers complaints to proper investigative entity within 3 days.



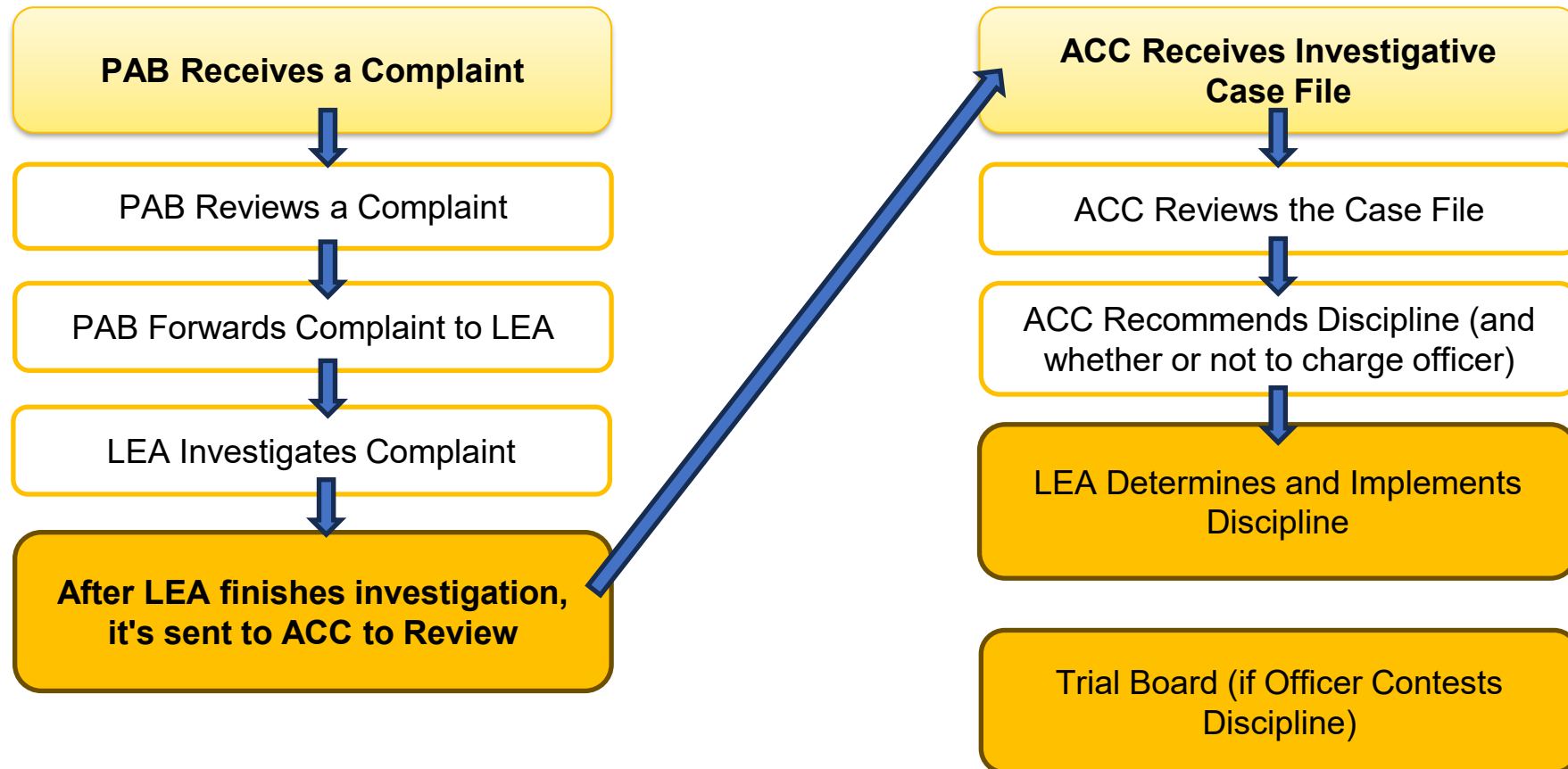
Brandon M. Scott
Mayor



Brandon M. Scott
Mayor

COMPLAINT & INVESTIGATION PROCESS

How to File a Complaint in Baltimore City



COMPLAINT & INVESTIGATION PROCESS

From Public Filing to
Disciplinary Outcome:

1. **Complaint Intake** | Public may file complaints via OECR, district police stations, hotline, or online portals. OECR PAB intake staff record and forward complaints to the appropriate Law Enforcement Agency within 48 hours of intake.
2. **Investigation** | Law Enforcement Agency conducts investigation and sends the completed investigation and case file to OECR PAD to schedule ACC hearing.
3. **Charging Decision** | ACC reviews all evidence and determines if officer(s) allegation(s) should be Administratively Charged or Not Administratively Charged. Discipline determined based on officer's disciplinary history, severity of charges, and Statewide Disciplinary Matrix.
4. **Final Disposition** | Police Commissioner reviews ACC determinations and discipline and may increase, but not reduce, the penalties. Officer may accept the discipline or request a trial board.



Brandon M. Scott
Mayor

ACC ELIGIBLE COMPLAINTS BY FISCAL YEAR

FY2024: 898 total cases

Internal: 158

AIU: 120

SIRT: 59

External: 553

PAB Intake: 8

FY2025: 1,181 total cases

Internal: 270

AIU: 88

SIRT: 59

External: 741

PAB Intake: 23

FY2026 YTD: 32 cases

Internal: 3

AIU: 5

SIRT: 1

External: 23

PAB Intake: 0



Brandon M. Scott
Mayor

ACC ELIGIBLE COMPLAINTS BY CALENDAR YEAR

2023: 382 total cases

Internal: 53

AIU: 56

SIRT: 30

External: 241

PAB Intake: 3

2024: 1,069 total cases

Internal: 623

AIU: 113

SIRT: 65

External: 253

PAB Intake: 15

2025 YTD:

660 cases

Internal: 128

AIU: 44

SIRT: 20

External: 454

PAB Intake: 14



Brandon M. Scott
Mayor

TRIAL BOARD & APPEAL PROCESS FOR OFFICERS

Procedural Safeguards
and Final Review Rights

Trial Board Prompted

Occurs when an officer disputes ACC disciplinary recommendation and elects to proceed to formal hearing.

Trial Board Composition

3 members: 1 administrative law judge, 1 peer officer, and 1 civilian selected by PAB. All must be trained by the State.

Appeal Pathway

Officers may appeal trial board decisions to circuit court within 30 days. No new evidence may be introduced.



Brandon M. Scott
Mayor

EFFORTS TO IMPROVE EFFICIENCY

Notification Process

Focusing on communication between OECR & BPD

Standardizing Data

Collaborating with BPD to standardize key dates and information for consistency.

Support the Implementation of Senate Bill 533

State legislation that updates Anton's Law.



Brandon M. Scott
Mayor



Brandon M. Scott
Mayor

CONTACT INFORMATION

Office of Equity and Civil Rights | Baltimore City

Contact Person

Amber Greene, Director,
Office of Equity and Civil Rights

Office Location

7 E. Redwood Street
Baltimore, MD 21202

Email & Phone

civilrights@baltimorecity.gov
(410) 396-3141



Baltimore City Council



Public Safety

Committee

LO25-0005

**Legislative Oversight - Crime
Reduction and Violence Prevention**

Additional Materials



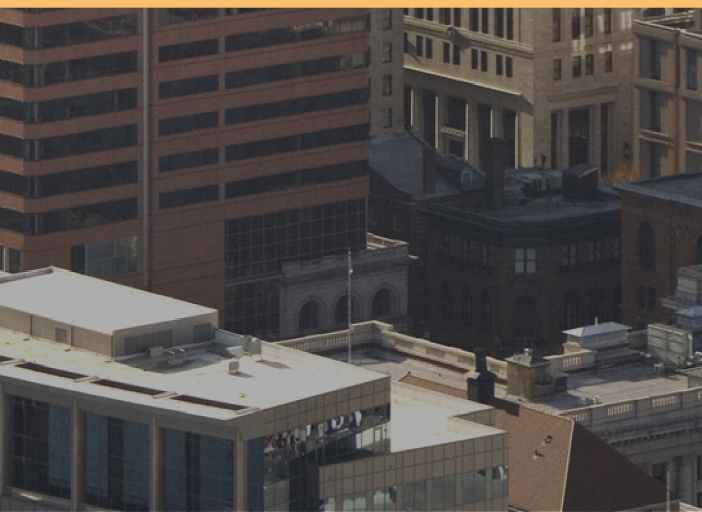
Baltimore City Police Accountability Board



ANNUAL REPORT

2023

**Prepared For The
Mayor of Baltimore, City Council and State Legislature**



Prepared By:
Police Accountability Board &
Police Accountability Division
Office of Equity and Civil Rights

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POLICE ACCOUNTABILITY BOARD CHAIR'S STATEMENT

I am honored to share with you the inaugural report of the Baltimore City Police Accountability Board, as this is the first report of the body since all board members have been confirmed. This inaugural report is a testament to our commitment to transparency, fairness, accountability and community engagement. As the Chair, it has been a privilege to work with our board members through this first year. The board has been tasked with representing and being a voice for many communities in our city in efforts to provide civilian oversight of law enforcement.

This release of our initial findings and recommendations, underscores the importance of holding law enforcement accountable and fostering trust between the police and our diverse communities. This report delves into comprehensive reviews of incidents, systemic issues, and the implementation of accountability measures within the Baltimore City Police Department and other law enforcement agencies under our jurisdiction.

Through a meticulous examination, our board has strived to provide an unbiased assessment, recognizing both commendable practices and areas in need of improvement. The release of this report is a crucial step in our collective journey toward a more just and accountable law enforcement system that serves and protects every resident of Baltimore, regardless of their zip code.

Again, this would not be possible without the hard work and commitment of each and every board member. I would also like to provide a special thanks to our Administrative Charging Committee, which has logged countless hours of reviewing body worn camera footage and reading complaints and investigation findings. My appointed representative to the ACC, **Jesmond O. Riggins Esq.**, has done tremendous job keeping the board abreast of trends and his career commitment to police reform has been invaluable to this body.

We encourage open dialogue and invite the community, stakeholders, and law enforcement officials to engage with the report's findings. By fostering transparency and promoting collaboration, we aim to build a stronger foundation for a safer, more equitable Baltimore. Together, we can continue to work towards a law enforcement system that reflects the values and aspirations of our vibrant community.

In solidarity,
Joshua S. D. Harris, Chair



POLICE ACCOUNTABILITY BOARD VICE CHAIR'S STATEMENT

Commitment to community fuels the work of our board and ACC. 2023 has demonstrated how a dedicated Police Accountability Board/ACC of the community, for the community and by the community can accomplish more with few than others with many- and we're just getting started. Our PAB stands on the shoulders of activists, change agents and dedicated legislators that fought for true police oversight and accountability. As we continue to pursue equity and justice for each complainant- we're critical of broken policies and conscious of the need to educate our communities on complaint filing procedures.

PAB's recommendations reflect the work of community oversight in action and captures opportunities for specified law enforcement agencies, civic leadership and governing bodies to address areas in need of change.

2024, our board will elevate our recommendations directly to each respective audience and work to uncover the solutions our communities deserve. PAB will continue to collaborate in tandem with the OECR while facilitating our board duties and educating communities on how to file complaints, and will continue to uplift the issues identified by our dedicated ACC counterparts. Internally, our executive board is deepening connectivity with committee chairs and committee members- the result is PAB's expanding capacity for service and leadership demonstrated in the result our work.

I am proud to serve as Vice-Chair of such an inspiring group of leaders and I look forward to the milestones, potential obstacles and successes we will encounter in 2024.

Respectfully,
Jamal Turner, Vice Chair, Police Accountability Board



ADMINISTRATIVE CHARGING COMMITTEE CHAIR'S STATEMENT

It is both an honor and a great responsibility to lead as the chairwoman of the Administrative Charging Committee. In this crucial role, we as a Committee recognize the profound importance of fostering genuine public safety. We acknowledge that police accountability and oversight are indispensable elements, contributing not only to transparency and public trust but also ensuring that our community feels secure in the knowledge that they are truly protected. Each week, the ACC meticulously adjudicates cases, upholding the principles of justice, fairness, and conducting comprehensive reviews to guarantee compliant, constitutional, respectful, and trustworthy public safety. Serving in this capacity is our commitment to the pursuit of public trust and safety.

Respectfully,
Tiera Hawkes, Chair



EXECUTIVE SUMMARY

This report represents the culmination of the Baltimore City Police Accountability Board's (PAB) inaugural year of operation, outlining significant strides made toward establishing a robust framework for police oversight and accountability. Since its first meeting on February 1, 2023, the PAB, under the leadership of Chair Joshua Harris, has swiftly moved to organize its internal structure, electing officers, and forming five key committees to address the diverse aspects of its mandate effectively.

Throughout the year, the PAB has engaged in a range of activities aimed at enhancing its oversight capacity, including the participation of board members in specialized training with the Maryland Police Training and Standards Commission. This initiative underscores the Board's commitment to informed and effective oversight practices. Additionally, the PAB held 11 public meetings and processed 942 complaint intakes, reflecting both the community's engagement with and trust in the Board's mission.

The Administrative Charging Committee (ACC), since its first meeting on June 13, 2023, has played a critical role in this ecosystem, adjudicating 408 cases to date. Under the chairmanship of Tiera Hawkes, the ACC's diligent weekly meetings underscore its pivotal role in reviewing and determining the outcomes of cases related to police conduct.

This report also delves into complaint data and trends, noting a significant increase in internally generated complaints and underscoring the importance of body-worn camera footage in the adjudication process. Despite challenges, including compliance with complaint forwarding mandates and BWC policy, preliminary data have begun to illuminate patterns and areas for improvement within law enforcement practices.

Policy Recommendations

Central to this report are the PAB's 20 policy recommendations, designed to fortify the foundation of police accountability in Baltimore City. These recommendations span a range of areas, from establishing an independent Baltimore Office of Police Oversight and Accountability to enhancing BWC evidence through audio inclusion. Each recommendation is geared towards promoting transparency, accountability, and public trust, with an emphasis on aligning oversight funding with police department budgets and standardizing internal investigations into police misconduct.

Engagement and Feedback

The PAB has also prioritized community engagement and feedback, recognizing these elements as crucial to the success of civilian oversight. Through public meetings, outreach initiatives, and the development of a user-friendly complaint submission process, the Board has sought to ensure that Baltimore City residents feel heard, respected, and valued.

Conclusion

As the PAB closes its first full year of operation, this report not only highlights the achievements and challenges faced but also sets the direction for the future of police oversight in Baltimore City. With continued commitment to the principles of justice, transparency, and accountability, the PAB aims to foster a policing system that upholds the highest standards of conduct and community trust.

INTRODUCTION

In the heart of Baltimore City, where the dynamics of law enforcement and civic engagement intersect, the Police Accountability Board (PAB) embarks on a crucial mission to weave a fabric of integrity, transparency, and mutual respect between the police force and the communities they serve. This report heralds a year of transformative efforts, underscoring the board's dedication to shaping a landscape where oversight is not just a mandate but a cornerstone of public trust and safety.

This document aims to elucidate the strides taken and challenges encountered by the PAB, alongside the Administrative Charging Committee (ACC) and the Civilian Review Board (CRB), in their collective pursuit of a more accountable policing framework. It draws upon in-depth analyses, stakeholder engagements, and a proactive approach to identifying and addressing gaps in current practices. The core of this narrative is a series of strategic recommendations designed to fortify the mechanisms of police oversight, embodying our vision for a policing system that aligns with the values and needs of Baltimore City's diverse communities.

Key initiatives highlighted include the critical examination of body-worn camera usage, the refinement of misconduct investigation protocols, and the advocacy for a unified oversight model that transcends municipal boundaries, setting a precedent for statewide reform. These recommendations are crafted from a place of dialogue and understanding, striving to balance the imperatives of law enforcement efficacy with the inalienable rights and dignity of the citizenry.

Marking the PAB's inaugural year as a fully operational entity, this report is both a testament to our foundational progress and a roadmap for the journey ahead. It invites policymakers, law enforcement personnel, and community members to engage in a collaborative effort to enact and sustain reforms. By embracing these recommendations, we can collectively embark on a path toward a Baltimore City where every interaction with law enforcement is underpinned by fairness, accountability, and a deep-seated respect for community welfare.

In presenting this report, we extend an invitation to all stakeholders to approach its contents with openness and a resolve to effectuate change. It is through our shared commitment to these ideals that we can achieve a vision of police oversight that not only responds to the exigencies of the present but also anticipates the needs of our future, ensuring that Baltimore City remains a beacon of justice, safety, and community solidarity.

OVERVIEW OF BALTIMORE CITY'S POLICE OVERSIGHT STRUCTURE & PROCESS

Baltimore City employs a comprehensive oversight framework to promote transparency, accountability, and fairness within its law enforcement practices. This framework consists of three pivotal entities: the Police Accountability Board (PAB), the Administrative Charging Committee (ACC), and the Civilian Review Board (CRB). Together, they embody a holistic approach to overseeing law enforcement activities, from complaint intake through to the final adjudication of cases.

The Beginning: Complaint Intake and Preliminary Review

The oversight journey begins with the PAB and CRB, which serve as the initial points of contact for public grievances against police conduct. The CRB's mandate covers complaints pertaining to excessive force, abusive language, harassment, false arrest, and false imprisonment. The PAB's remit is broader, encompassing any aspect of police conduct. However, jurisdictional nuances exist: the PAB oversees complaints against the Johns Hopkins Police Department, a city entity, whereas the CRB is responsible for matters involving the Morgan State University Police Department, reflecting their state entity status.

The Middle: Investigation

At the investigation stage of the process, the CRB uniquely possesses the authority to conduct parallel investigations into complaints within its jurisdiction. This involves evidence collection and review, including interviews with complainants and witnesses. Should necessary evidence be inaccessible, the CRB can compel its submission through subpoenas, a power mirrored by the ACC at later stages of the process.

The End: Deliberation, Discipline, and Review

The oversight process culminates with the ACC and CRB evaluating the findings from police and, where applicable, CRB investigations. This evaluation leads to determinations on officer misconduct and the assignment of disciplinary measures based on a pre-established matrix. These decisions are then communicated to the relevant police department, the officer(s) involved, and the complainant. The ACC, due to its city-based jurisdiction, does not review cases against Morgan State University police officers, while the CRB cannot oversee cases against Johns Hopkins police officers due to its state entity status.

In cases of disputed discipline, a trial board offers an additional review layer, ensuring due process. Officers dissatisfied with trial board outcomes may seek further review in the Circuit Court.

Annual Reporting and Continuous Improvement

Integral to this oversight structure is the requirement for annual reporting by the PAB, which compiles data on complaints received, investigations conducted, and the disciplinary outcomes of reviewed cases. This report serves as a critical tool for identifying trends, recommending policy changes, and informing the public about the board's activities, thereby fostering a culture of continuous improvement and accountability within Baltimore City's law enforcement landscape. The PAB also contributes to the oversight process by appointing members to the ACC and trial board.

Collaborative Engagement and Transparency

Central to the effectiveness of Baltimore City's police oversight structure is the collaborative engagement with the community and law enforcement leaders. Through public meetings, direct dialogue, and transparent communication, these oversight entities work to build trust, understanding, and mutual respect, laying the groundwork for meaningful reforms and positive change within the city's policing practices.

Conclusion

Baltimore City's police oversight structure represents a comprehensive approach to ensuring accountability and transparency in law enforcement. Through its multi-tiered process of complaint intake, investigation, adjudication, and public reporting, the city strives to maintain a balance between the enforcement of law and the protection of civil rights, promoting a safe, just, and equitable Baltimore City for all its residents.

OVERVIEW OF BALTIMORE CITY'S POLICE OVERSIGHT STRUCTURE & PROCESS

PROCESS FLOW CHART

FILE A COMPLAINT WITH THE POLICE ACCOUNTABILITY BOARD.

Upon receiving a complaint from the public, PAB will forward the complaint to the appropriate law enforcement agency within three days.



Police Accountability Complaint Process

FILE A COMPLAINT WITH LAW ENFORCEMENT AGENCY.

LEA receives a complaint from a member of the public or the PAB.



INVESTIGATION

Upon receiving a complaint, the law enforcement agency initiates an investigation. Following the completion of the investigation, the LEA sends the investigation file to the ACC for further action.



ADMINISTRATIVE CHARGING COMMITTEE

ACC will review the investigatory file within 30 days and decide whether to charge or not to charge the officer. If the officer is charged, ACC will suggest disciplinary measures based on the matrix to the law enforcement head.



TRIAL BOARDS

If an officer who has sustained charges fails to accept the disciplinary measures imposed, their case will be referred to the trial boards. Following the trial board hearing, the officer can seek judicial review, and the case will subsequently move to the Circuit Court, which adjudicates the petition for judicial review.



CASE CLOSED

In the event that allegations against an officer are unfounded and no charges are filed, the officer is exonerated. If the officer is charged and accepts the discipline imposed, the matter is considered final. Alternatively, if the matter is referred to trial boards and the officer chooses not to seek judicial review, the decision of the trial board is final.



THE POLICE ACCOUNTABILITY BOARD

At the heart of Baltimore City's commitment to responsible law enforcement lies the PAB. This civilian-led entity epitomizes the city's dedication to fostering transparency, accountability, and public trust in policing. The PAB's establishment reflects a concerted effort to ensure law enforcement practices are conducted with the utmost respect for civil rights, thereby reinforcing community confidence.

Composition and Representation

The PAB is distinguished by its diverse and inclusive composition, mirroring the rich tapestry of Baltimore City itself. With seventeen members, its structure is designed to capture a wide array of perspectives and expertise, enhancing the board's effectiveness in oversight tasks. The appointment process, involving the mayor and City Council members, guarantees representation from across the city, with one young adult member ensuring the voice of the youth is heard.

Diverse Expertise on the Board

The PAB boasts a diverse membership, encompassing a wide range of backgrounds and experiences, indicative of Baltimore City's multifaceted community. The current all-civilian membership includes:

- Joshua Harris, Chair
- Jamal Turner, Vice Chair
- Stephanie Lee, Secretary
- Ambassador Peter Bodde
- Avi S. Wolasky, Esq.
- Bryan A. Upshur, Esq.
- Dr. Doris Minor Terrell, Appointments Committee Chair
- Dr. Janetta Gilmore
- Harold Madison
- Jesmond O. Riggins, Esq., Policy and Advice Committee Chair, ACC Member (Chair designee)
- Lisa Nguyen
- Mansur Abdul-Malik, Community Engagement Committee Chair
- Maraizu Onyenaka
- Marc S. Broady, Esq., Bylaws Committee Chair
- Megan Kenny, Data and Research Committee Chair
- Pastor Antoine Burton

Core Responsibilities

The PAB is entrusted with several critical functions aimed at bolstering police accountability:

- Initial Contact for Complaints: The PAB serves as the first point for lodging complaints against police misconduct, ensuring swift referral through the appropriate channels.
- Strategic Engagement: By conducting quarterly meetings with law enforcement leaders, the PAB facilitates open dialogue on oversight and accountability.
- Civilian Appointments: The PAB's authority to appoint members to the ACC and trial boards reinforces civilian participation in disciplinary proceedings.
- Disciplinary Review: Quarterly examinations of disciplinary outcomes offer an added oversight layer, promoting fairness and transparency.
- Advisory Capacity: The PAB advises the Mayor and City Council on policing issues, drawing from its comprehensive oversight activities.
- Transparency Through Reporting: An annual report from the PAB outlines its activities, findings, and recommendations, ensuring ongoing accountability.

Expansive Jurisdiction

The PAB's jurisdiction encompasses a broad spectrum of law enforcement agencies within Baltimore City. The PAB oversees the Baltimore City Police Department, the Baltimore City School Police, the Baltimore City Sheriff's Department, the Baltimore City Environmental Police, the Police Force of Baltimore City Community College, and the Police Department of Johns Hopkins University. This wide-reaching oversight is pivotal in cultivating a culture of accountability and trust between law enforcement and the community, driving progress towards equitable and just policing practices.

THE ADMINISTRATIVE CHARGING COMMITTEE

The ACC occupies a foundational role within Baltimore City's police accountability structure, ensuring the system operates with integrity and effectiveness. Integral to the civilian oversight framework, the ACC is entrusted with a vital mission: to review and adjudicate police conduct cases that emerge from internal investigations conducted by law enforcement agencies. This committee is structured to guarantee fairness, openness, and justice in addressing allegations of police misconduct.

The ACC is comprised of five civilian members, reflecting a commitment to diversity and balanced representation. This composition includes the PAB Chair or their designate, reinforcing a tight-knit and continuous oversight linkage between the PAB and ACC. With two members appointed directly by the PAB and another two by the Mayor, the committee embodies a collaborative spirit and a multifaceted viewpoint on police accountability.

Membership of the ACC:

- Tiera M. Hawkes, Esq., Chair (PAB appointee)
- Ray Kelly, Vice-Chair (PAB appointee)
- David Cramer (Mayoral appointee)
- Jesmond O. Riggins, Esq. (PAB chair designee)
- Kimberly Rogers (Mayoral appointee)

Scope of Jurisdiction:

Echoing the PAB's broad reach, the ACC's authority extends to overseeing administrative investigations across multiple law enforcement bodies in Baltimore City, including the Baltimore City Police Department, School Police, Sheriff's Department, Environmental Police, the Police Force of the Baltimore City Community College, and the Police Department of Johns Hopkins University.

Core Responsibilities:

The ACC's duties are multifaceted, each rooted in the pursuit of upholding justice and accountability within the realm of law enforcement:

- **Reviewing Investigation Outcomes:** With a keen eye, the ACC evaluates the results of investigations from various law enforcement agencies, ensuring each case is judiciously assessed based on a thorough examination of evidence, such as body-worn camera recordings.
- **Evaluating Evidence:** The committee engages in a deep dive into the evidence, including analysis of body-worn camera footage and other pertinent data, laying the groundwork for informed decisions.
- **Facilitating Testimony:** The ACC possesses the authority to summon police officers involved in investigations to testify, providing a direct channel for elucidating the specifics of conduct under scrutiny.
- **Determining Charges:** A key function of the ACC is to ascertain whether the amassed evidence justifies administrative charges against officers, a determination with profound implications for the individuals involved and the broader public's trust in the police.
- **Recommending Discipline:** In instances where charges are warranted, the ACC proposes disciplinary measures, calibrated to match the gravity of the misconduct against established guidelines.
- **Issuing Findings:** Transparency and accountability are further cemented as the committee disseminates its findings and rationales to all stakeholders, including the implicated law enforcement agencies.

Through its rigorous review and decision-making process, the ACC exemplifies Baltimore City's dedication to fostering a transparent, just, and efficacious system of police accountability. The committee's diligence is instrumental in maintaining public confidence and assuring that law enforcement personnel adhere to established standards of professional conduct.

THE CIVILIAN REVIEW BOARD

The CRB stands as a key component in Baltimore City's commitment to ensuring effective oversight of law enforcement. As the city's foremost civilian oversight body, created in 1999, the CRB is vested with the authority to independently investigate public complaints against police officers, embodying a proactive approach to addressing misconduct. Moreover, its advisory function, which involves scrutinizing and recommending improvements to law enforcement policies, marks the CRB as a central figure in driving reform and promoting higher standards of transparency and accountability.

Composition of the Board

The CRB's membership reflects a commitment to diverse representation and expertise in oversight matters. With members like Natalie Novak as Chair, the board's composition ensures a wide-ranging perspective on issues of police conduct and accountability. The inclusion of dedicated community members, both past and present, underscores the CRB's grounding in community values and its responsiveness to public concerns.

Scope of Oversight

The CRB is empowered to investigate a specific range of complaints that touch on core concerns of police-community interactions, including:

- Excessive Force: Scrutinizing allegations of undue physical force by officers.
- Abusive Language: Addressing complaints about the use of harmful or derogatory language.
- Harassment: Investigating claims of intimidating or distressing behavior by officers.
- False Arrest and Imprisonment: Reviewing allegations of wrongful detention or arrest without legal grounds.

Broad Jurisdiction for Comprehensive Oversight

The CRB's oversight extends across several key law enforcement agencies within Baltimore City, from the Baltimore City Police Department to specialized units like the Police Force of Morgan State University. This expansive jurisdiction ensures that the CRB's influence and oversight capabilities reach widely across the city's law enforcement landscape, fostering a culture of accountability and respect for civil liberties across various law enforcement agencies.

Enhancing Professionalism through Independent Review

Through its diligent investigative work and advisory efforts, the CRB actively contributes to the elevation of law enforcement practices in Baltimore City. Its capacity to independently assess complaints and advise on policy reforms positions the CRB as a critical mechanism for ensuring that police actions reflect the city's commitment to justice, accountability, and the protection of civil rights. The CRB's work not only addresses individual instances of misconduct but also promotes systemic changes that reinforce the professionalism and integrity of Baltimore City's law enforcement agencies.

THE MAYOR'S OFFICE OF EQUITY AND CIVIL RIGHTS AND ITS POLICE ACCOUNTABILITY DIVISION

The Mayor's Office of Equity and Civil Rights (OECR or Office) serves as a pivotal city agency with a mission to eliminate inequity, inequality, and discrimination. Tasked with a wide-ranging mandate, OECR not only oversees city-wide equity initiatives but also supports eight boards and commissions dedicated to various areas of civic life, such as enforcing the local living and prevailing wage, ensuring equal access and opportunities for persons with disabilities, as well as issues concerning women, veterans, and police oversight.

Central to police oversight, the Office and its Police Accountability Division (division) play an important role in enhancing the effectiveness of Baltimore City's oversight entities – the PAB, ACC, and CRB. Division staff are instrumental in ensuring the smooth and effective operation of these bodies, providing essential support across operational, administrative, logistical, and strategic areas vital to fulfilling their mandates.

Key Areas of Support

- **Administrative and Logistical Support:** Directed by the Office's Director, who also serves as the PAB Director, the division equips the PAB, ACC, and CRB with essential administrative and logistical support. This support includes coordinating meetings, managing complaint intake, and offering training opportunities to board members, all aimed at boosting the operational efficiency and responsiveness of these oversight bodies.
- **Investigative and Adjudicative Assistance:** The division utilizes its expertise and resources to bolster the investigative and adjudicative efforts of CRB and ACC, respectively. Providing support in gathering evidence, accessing crucial documents, and offering legal and procedural guidance, the division enhances the robustness of civilian oversight.
- **Data Analysis and Reporting:** A vital role of the division is the analysis of police conduct, complaints, and outcomes of oversight activities. By employing a data-driven approach, the division helps in identifying trends, crafting policy recommendations, and evaluating the effectiveness of the oversight framework, thereby aligning with the PAB's commitment to evidence-based recommendations.
- **Community Engagement and Advocacy:** Aligning with the broader mission of the Office, the division is actively involved in bridging communication gaps between law enforcement and the communities of Baltimore City. Through various outreach efforts, public forums, and educational initiatives, the division plays a critical role in educating residents about their rights and the avenues available for police oversight and addressing possible misconduct.

Challenges PAB Encountered with the Office

Throughout the year, the foundational yet challenging interactions between the PAB and Office significantly impacted PAB's ability to fully perform our responsibilities, including a key legal requirement: compiling and timely publishing a comprehensive annual report. Efforts to secure detailed information about budget allocations, staffing, and public access to board records were met with resistance, considerable delay, and often incomplete responses, impeding our reporting and oversight functions. Here are a few examples:

THE MAYOR'S OFFICE OF EQUITY AND CIVIL RIGHTS AND ITS POLICE ACCOUNTABILITY DIVISION

- **Budget and Staffing Details:** Responses from the Office to requests for detailed budgetary information and staffing data for fiscal years 2023 and 2024 were frequently delayed. Our position was that this crucial information is necessary for the PAB to evaluate and publicly detail the resources allocated for police oversight. The Office's position was that we had no "legislative mandate" to include this information into our report. Often, the Office left our repeated inquiries unanswered for extended periods, and provided responses that lacked the requested details to guarantee transparency and accountability. This was particularly concerning given that the Office was allocated a total of \$4.53 million in the last two fiscal years specifically to support PAB and ACC, including the employment of 17 staff members dedicated to these functions.
- **Access to Information:** Similarly, attempts to gather information for the purpose of providing the public with access to board records, such as meeting minutes, agendas, and video recordings, encountered significant obstacles. After sustained questioning, the Office eventually revealed during the board's April 1, 2024 public meeting that some time in late 2023 or early 2024, it had inadvertently deleted all video recordings of past public meetings, that the recordings are irretrievable, and that it has no records retention policy in place. These issues not only delayed the publication of our report but had the potential to undermine public trust and transparency in the board, which runs counter to our mission.

Despite these obstacles, our interactions with the Office highlighted critical areas in need of significant improvement. These experiences underscore the urgent need for enhanced transparency and more efficient processes within the Office to effectively assist and support the operations of PAB, ACC, and CRB. It also underscores the need to change the longstanding posture of the Office toward the boards it is assigned to assist, which has been more of an overseer than a facilitator and supportive partner. Such a shift in posture is essential for the betterment of police oversight in the city.

Optimistic Outlook for Future Collaboration

Fortunately, recent developments within the Office indicate a shift toward a more collaborative relationship with the PAB. Structural staffing adjustments to better support police accountability have been made and is a promising development. This and other changes are expected to strengthen collaboration between PAB and the Office. The Office's readiness to engage in constructive dialogue and address past shortcomings offers a hopeful prospect for a partnership that will improve transparency and accountability.

As we look ahead to the coming year, the PAB is optimistic about reinforcing its relationship with the Office, fostering a partnership that embodies the principles of justice and accountability for all residents of Baltimore City. Our aim is to capitalize on this positive momentum, ensuring that our efforts in police oversight are grounded in robust cooperation and a mutual commitment to the public's interest.

Acknowledgment of Leadership

In recognizing the efforts that underpin the success of Baltimore City's police oversight, special acknowledgment is given to **Marriel Shutinya**, the former Chief of Police Accountability at the PAD. Her dedication and leadership were instrumental in establishing the operational frameworks for both the PAB and ACC, laying a solid foundation for effective civilian oversight in the city. We also want to thank her for identifying her predecessor, **Aeiramique Glass Blake**, who is a national leader in police accountability and public safety reform. She moved across the country, from San Diego, California to Baltimore City, to do this work. And within a short period of time, she began building out a robust, restorative, and transformative system for police accountability and oversight in the city. We trust her leadership and know she will take this work to the next level.

POLICE OVERSIGHT BUDGET AND SPENDING

In the Budget and Spending section of this report, we anticipated including comprehensive details on both the budget allocation and the specific use of funds dedicated to supporting the PAB and ACC, as well as a thorough breakdown of the staffing resources allocated to these bodies through the Office.

Over the course of months, we attempted to work with the Office to obtain this vital information. We reached out directly to its director requesting detailed budgetary and staffing data to ensure transparency and to provide the public, the City Council, and the Mayor with a clear understanding of the resources committed to police oversight in Baltimore City. Our inquiries were often left unanswered for extended periods of time and responses regularly omitted clearly requested details. The Board notified the Office that this and other information was crucial and necessary for it to publish a comprehensive report. The Office responded that because the local ordinance did not mandate that the information be included in the report, the Board had no right to it. Regrettably, the information we requested was not provided.

It is important to note that in Fiscal Year 2023 and 2024, the city appropriated a total of 4.53 million to the Office specifically to support PAB and ACC. In FY2023, the Office, through Ordinance 23-217, received \$2,388,311.00 for the “hiring of staff, the purchase of equipment and technology, and the development of training resources to support the implementation of the new police accountability structures.” In Fiscal Year 2024, the Office received \$2,145,362.00 to, among other things, hire 17 staff members to support PAB and ACC through its Police Accountability Division. Regrettably, the Division has been operating at a capacity of approximately 35 percent, having only five (5) full time staff to support the three boards. Because of the Office’s lack of transparency around staffing and other budgetary issues, the PAB has made a written request that a thorough audit of Office expenditures be performed immediately.

Moving forward, we will continue to work with the Office to ensure that the funds dedicated to police accountability are being utilized as prescribed, and we will continue to report this information out to the public. Further, we are hopeful that as we work toward establishing a truly independent civilian oversight mechanism, the Administration will be transparent and inclusive of the Board in discussions concerning its budget and staffing, among other things.



PAB ACTIVITIES

The PAB marked its inception with the first meeting held on February 1, 2023, signifying the beginning of a new chapter in civilian oversight of law enforcement in the city. This milestone was followed by the election of **Joshua Harris** as Chair on February 27, 2023, establishing the leadership that would guide the PAB through its foundational year.

Committees and Organizational Structure

Understanding the breadth of its mandate, the PAB, during its meeting on April 3, 2023, initiated the formation of five key committees designed to address various aspects of police accountability comprehensively. By September 11, 2023, the board had not only elected a Vice Chair and Secretary but also completed the crucial task of finalizing committee assignments, further solidifying its operational framework.

Training and Expertise Development

A significant stride towards enhancing the board's capability was the selection of two civilians for training by the Maryland Police Training and Standards Commission to serve on trial boards. This decision, made during the October 2 meeting, underscores the PAB's commitment to informed and effective oversight.

Annual Reporting and Legislative Framework

In accordance with local law, the PAB is tasked with submitting an annual report by December 31st each year. This report aims to identify disciplinary trends, recommend policy improvements, and detail the board's activities and complaint intake. The 2023 report represents the PAB's first as a fully functional entity, following its formal establishment by legislation signed in June 2022 and the subsequent appointment and swearing-in of its members in February 2023.

Year in Review

The PAB, operational since February 11, 2023, held 11 meetings throughout the year, underscoring its dedication to transparency and community engagement. During this period, the board processed 942 complaint intakes, reflecting the community's trust in this new oversight mechanism.

Administrative Charging Committee

Parallel to the PAB's efforts, the ACC held its inaugural meeting on June 13, 2023. Since then, meeting weekly, the ACC has diligently adjudicated 408 cases, a testament to its vital role in the oversight ecosystem. Under the leadership of **Tiera M. Hawkes, Esq.** as Chair, the ACC's consistent and thorough review process has contributed significantly to the pursuit of accountability within the city's law enforcement agencies.

Conclusion

The first year of the PAB's operation has laid a solid foundation for civilian oversight in Baltimore City. Through strategic leadership elections, the formation of specialized committees, targeted training initiatives, and the ACC's active case adjudication, the board has demonstrated a profound commitment to enhancing police accountability. As the PAB moves forward, it continues to build on this groundwork, striving for a transparent, accountable, and just law enforcement system in Baltimore City.

PAB COMMITTEES

The PAB's current bylaws have established five principal committees, they are the Appointments Committee, the Bylaws Committee, the Data and Research Committee, the Community Engagement Committee, and the Policy and Advice Committee. These committees enable the board to focus on specialized areas crucial for achieving transparency, accountability, and effective civilian oversight. Additionally, the provision for Ad-Hoc committees ensures flexibility to address emerging needs.

Appointments Committee

The Appointments Committee, chaired by **Dr. Doris Minor Terrell**, plays a pivotal role in strengthening civilian involvement in the police accountability process. It oversees civilian appointments to trial boards, which are convened when an officer contests disciplinary actions. The composition of these boards, including civilians, underscores the commitment to a balanced and fair adjudication process. The committee has made strides in making the application process more inclusive and accessible, including the recommendation to remove educational barriers and the adoption of a holistic approach to recruiting civilian members. These efforts aim to enhance public awareness and participation in the police oversight process, a testament to the committee's dedication to fostering community trust and collaboration.

Bylaws Committee

The Bylaws Committee, chaired by **Marc S. Broady, Esq.**, is tasked with the critical responsibility of drafting and refining the governance structure of the PAB. The bylaws, which outline the roles, responsibilities, and operational procedures of the board, are being developed to ensure effective functioning and accountability. This includes provisions for meeting protocols, committee structures, and public engagement strategies. The committee's work is foundational to the board's integrity and efficiency, ensuring that it operates within a clear and robust framework.

Community Organization and Engagement Committee

Dedicated to fostering community engagement and public education, the Community Engagement Committee, chaired by **Mansur Abdul-Malik**, aims to bridge the gap between the PAB and the communities it serves. By hosting meetings in communities affected by police misconduct and establishing a strong social media presence, the committee seeks to enhance public awareness and involvement in the oversight process. The committee's goals for 2024 reflect a comprehensive strategy to engage with the community, share information about police misconduct processes, and build productive relationships with other oversight bodies. This approach is instrumental in creating a culture of transparency and trust between the community and law enforcement.

Data and Research Committee

The Data and Research Committee, chaired by **Megan Kenny**, is at the forefront of employing data-driven approaches to address police misconduct. By analyzing raw data from law enforcement agencies, this committee enhances PAB's capacity to understand and address issues of police misconduct comprehensively. The commitment to data-driven practices not only improves the efficiency of the oversight process but also ensures that the board's efforts are grounded in factual analysis. This approach is vital for building a credible and effective oversight mechanism.

Policy and Advice Committee

The Policy and Advice Committee, chaired by **Jesmond O. Riggins, Esq.**, plays a strategic role in shaping the policy landscape of policing and police accountability in Baltimore City. Through comprehensive analysis of complaint data and input from various stakeholders, this committee formulates policy recommendations aimed at reforming policing practices and improving police accountability. The committee's work culminates in overseeing and guiding the drafting of the annual report, which outlines key recommendations for the elected officials and key stakeholders on the local and state level. This process underscores the committee's crucial role in influencing policy changes and advancing the board's mission.

PAB COMMITTEES

Conclusion

The committees of the PAB are the backbone of its efforts to ensure transparent, accountable, and effective civilian oversight of law enforcement in Baltimore City. Through specialized focus areas, these committees address the multifaceted challenges of police accountability, from policy reform and data analysis to community engagement and public education. Their collective efforts are crucial for advancing the mission of the PAB and fostering a more just and equitable policing system.

COMPLAINTS AND TRENDS

The PAB oversees the analysis of complaints against police officers in Baltimore City. This data is crucial for understanding law enforcement accountability. Here are the key findings from our analysis; data for 2023 reflect complaints received from January 1, 2023 – December 18, 2023:

- In 2022, internal complaints, originating from within law enforcement agencies, constituted only 5.8% of all misconduct allegations. However, in 2023, this figure surged to 24.74%, signifying a substantial increase in self-reporting within the police force. This rise was largely driven by the identification of violations during audits of Body-Worn Camera (BWC) footage by the Baltimore Police Department (BPD).
- The majority of complaints (70.04%) are submitted by external sources, such as individuals or organizations outside law enforcement, complaints were filed with Law Enforcement Agencies (LEA's) Investigated, then forwarded to the PAB. Additionally, a notable portion (24.74%) originates from within law enforcement agencies, indicating an internal recognition of misconduct.
- It's important to note that some complaints (3.89%) are directly submitted to the PAB. Overall, in 2023, there were a total of 978 complaints.

Regarding the nature of complaints:

- Each complaint may encompass multiple allegations against an officer. For instance, a single complaint might include allegations of discourtesy and false imprisonment during a traffic stop.
- It's essential to consider both the number of complaints and the number of allegations within each complaint to gain a nuanced understanding. This approach prevents overlooking important details and ensures a comprehensive assessment of the situation.
- In 2023, there were a total of 4,196 allegations spread across 926 complaints.

This data provides valuable insights for enhancing law enforcement accountability and fostering trust within the community, supporting just comprehensive public safety .

Key Insights:

- Top ten allegations account for 69.8% of total allegations.
- Neglect of Duty is the most frequent allegation at 22%.
- Conduct Unbecoming is the second most common at 12.6%.
- False Arrest is the 10th most frequent allegation at 2.1%.
 - Some complaints involve multiple allegations:
 - 1 complaint had 68 allegations involving nine officers.
 - 12 complaints had 20 or more allegations.
 - 432 complaints had 2 allegations each.
- All officers involved in complaints are accounted for, either receiving allegations or as witnesses. Officers are identified through unique sequence ID numbers.
- Occasionally, officers are identified based on information provided by complainants during investigations.
- 13 distinct sequence IDs had at least 20 allegations, one of whom had 38 allegations across 8 complaints.
- 16 distinct sequence IDs had at least 5 complaints against them, one of whom had 9 complaints with 30 total allegations.
- NOTE: Sequence IDs are the unique identifier assigned to each new officer that also stay with the officer for the duration of their career. In laymen's terms, the Sequence ID can be considered similar to a Social Security Number for civilians.

COMPLAINTS AND TRENDS

ACC Data Highlights

From June 13 to December 13, 2023, the ACC reviewed cases in 23 meetings, focusing on those accruing since July 1, 2022. The breakdown of case outcomes includes 32.3 percent closed with administrative charges, 15.7 percent administratively closed due to jurisdictional issues or duplications, and 52 percent closed without administrative charges. Notably, the majority of "Admin Closed" cases were due to incidents occurring before the ACC's jurisdictional start date or were identified as duplicates.

BWC Compliance and Trends

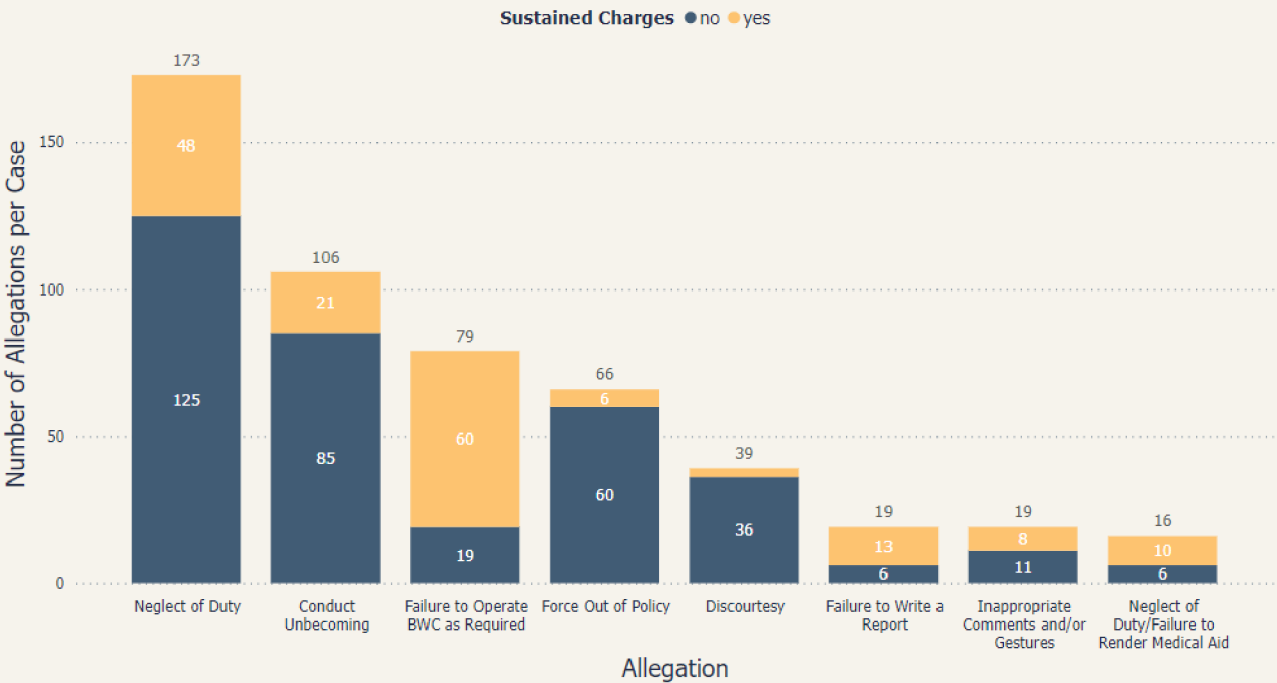
BWC footage plays a pivotal role in substantiating complaints, with 61 out of 82 BWC-related allegations sustained by the ACC. However, compliance issues with BWC policy present significant challenges, impacting the outcomes of related misconduct investigations. In cases where BWC policy violations are sustained, the adjudication of other allegations stemming from the same incident often faces hurdles without comprehensive video evidence.

Conclusion

The preliminary data on police misconduct complaints and ACC case outcomes reveal crucial insights into the state of police accountability in Baltimore City. While the increase in internal reporting and the strategic use of BWC footage are positive developments, the data also highlight areas for improvement, particularly in compliance with complaint forwarding mandates and BWC policies. As the PAB continues to refine its data collection and analysis methods, these insights will inform targeted recommendations to enhance transparency, accountability, and trust in Baltimore's law enforcement practices.

Most Common Allegations

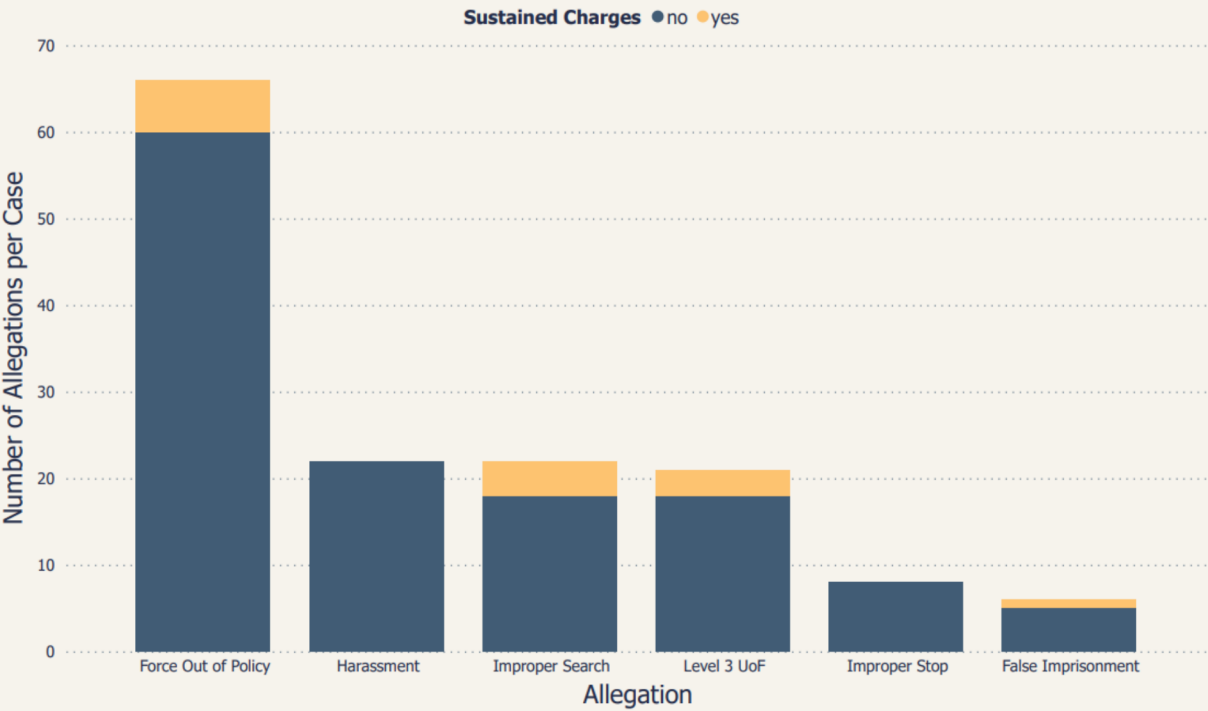
The allegations below were reported with the highest frequency. The distribution is disaggregated by charge status (e.g., Sustained and Not Sustained).



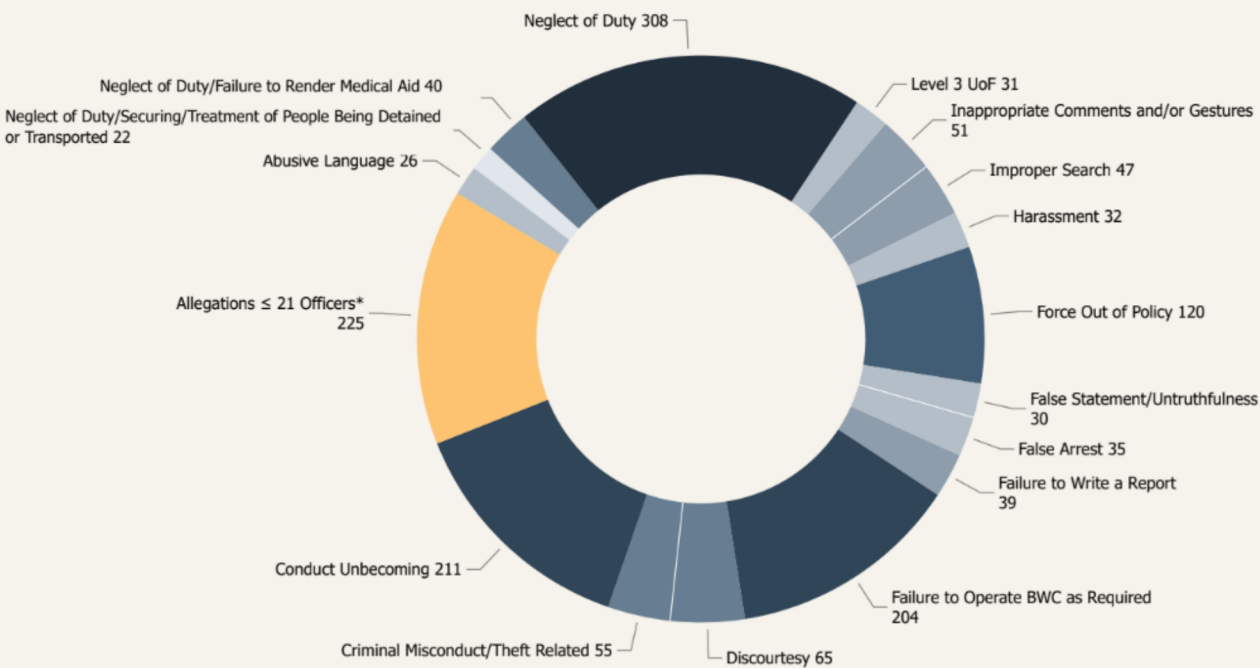
COMPLAINTS AND TRENDS

Serious Allegations

The distribution is disaggregated by charge status (e.g., Sustained and Not Sustained).



Number of Officers Charged by Allegation Category



COMPLAINTS AND TRENDS

Incident Location Information

Incident Zip	Number of Allegations	Incident Zip Code	Percentage of Allegations
	73		
17602	3	21201	4.52%
21117	4	21202	7.92%
21201	36	21205	2.75%
21202	85	21206	3.88%
21205	13	21207	1.21%
21206	30	21211	0.81%
21207	8	21212	1.78%
21208	5	21213	5.25%
21209	5	21214	1.86%
21211	5	21215	8.16%
21212	15	21216	2.50%
21213	44	21217	7.27%
21214	19	21218	6.95%
21215	65	21223	6.70%
21216	15	21224	4.77%
21217	51	21225	2.83%
21218	46	21229	2.83%
21222	10	21230	3.96%
21223	47	21231	2.10%
21224	53	21239	2.10%
21225	36	Data Unavailable	16.96%
21226	2	ZIP codes < 10 Allegations	2.91%
21227	6		
21229	17		
21230	52		
21231	27		
21234	10	Total	100.00%
21237	3		
21239	11		
21287	1		
Total	797		

Note: Analyzing PAB Data Table 4: ZIP code trends Incident location information is often missing or incomplete when an allegation is initially received from Internal Affairs. In 2023, incident location is missing for 210 allegations received by the PAB, making up 17% of complaints. 8.2% of allegations arose from incidents occurring in the 21215 ZIP code; a total of 101 allegations. Close behind are 21202 with 98, 21217 with 90, 21218 with 86, and 21223 with 83 allegations. The Baltimore Police Department implemented a redistricting plan on July 9, 2023. BPD District information is unreliable for 2023 and not included in this report. *There are an additional aggregated 36 unique ZIP codes, all with less than 10 allegations.

POLICY RECOMMENDATIONS

In an era where the call for police reform resonates with increasing urgency across communities, the Policy Recommendations section presents a crafted suite of proposals aimed at enhancing the framework of police oversight and accountability in Baltimore City. Drawing from an in-depth analysis of existing challenges and opportunities for growth, these recommendations embody a forward-thinking approach to policing, prioritizing transparency, fairness, and community trust. Through the lens of innovative practices and legislative refinement, this section outlines strategic steps towards realizing a policing system that not only meets the highest standards of integrity and effectiveness but also reinforces the bond between law enforcement and the community it serves.

Policy Recommendation 1: Establishment of the Independent Baltimore Oversight Office

The PAB recommends that the City Council of Baltimore City pass legislation creating the Baltimore Office of Police Oversight and Accountability. This entity would be independent and quasi-governmental, tasked with the operational and administrative support of the PAB, ACC, and CRB, shifting this responsibility away from the Mayor's Office of Equity and Civil Rights (OECR).

Rationale:

The OECR currently holds a sprawling mandate, overseeing essential areas like disability rights, veterans' affairs, gender issues, wage standards, and anti-discrimination efforts in various sectors. While these functions are crucial, the extensive scope can potentially spread the office's resources thin, hampering its ability to fully focus on police oversight and accountability.

Benefits of an Independent Agency:

- **Specialized Focus:** A dedicated agency will concentrate solely on police oversight, enabling a more targeted and effective approach to accountability measures.
- **Enhanced Agility:** Freed from the broader responsibilities of the OECR, this new entity can respond more swiftly and adeptly to issues within its purview.
- **Impartial Oversight:** Establishing this office as independent ensures that its operations are distinct from the city's other equity and civil rights initiatives, fostering unbiased oversight.
- **Public Trust:** A specialized agency underscores the city's dedication to transparency and justice in law enforcement, potentially increasing public confidence in the oversight system and process.

Conclusion:

Creating the Baltimore Office of Police Oversight and Accountability represents a strategic enhancement of the city's capacity to oversee law enforcement practices effectively. This change promises not only to streamline police accountability efforts but also to reaffirm the city's commitment to upholding the principles of transparency and justice in policing.

Policy Recommendation 2: Budget Expenditure Integrity for PAB and ACC

The PAB recommends that the City Council of Baltimore City amend the current PAB ordinance to stipulate that funds earmarked and allocated to OECR for the support of PAB and ACC are strictly used for these purposes.

Rationale:

The broad remit of OECR encompasses several critical but varied missions, from disability advocacy to combating employment discrimination. This diversity of responsibilities presents an existing risk that funds designated for police oversight might be used to further other goals and objectives of OECR.

Proposed Safeguards:

- **Funding Protection:** Amending the ordinance to specifically restrict fund expenditure for the purpose of supporting PAB and ACC will protect resources dedicated to police oversight.
- **Operational Needs Focus:** Ensuring that allocations are directed toward staffing, equipment, technology, and training will enhance the effectiveness of police oversight functions.
- **Prevention of Resource Diversion:** Explicit financial guidelines will help prevent the reallocation of funds, ensuring they serve their primary purpose of supporting police accountability mechanisms.

Impact:

Implementing this recommendation would bolster the operational integrity of PAB and ACC, facilitating a more robust framework for police oversight. By securing the financial foundation of these entities, Baltimore City can foster a more transparent, accountable, and efficient system of oversight. This financial integrity is essential for maintaining and reinforcing public trust, affirming the city's dedication to responsible and focused utilization of allocated funds for the enhancement of police accountability.

Conclusion:

This policy recommendation underscores the necessity of clear, targeted financial provisions to safeguard the budgetary allocations for police oversight in Baltimore City. Ensuring that funds designated for the PAB and ACC are utilized as intended is crucial for maintaining the effectiveness and credibility of the oversight process, ultimately contributing to a stronger, more accountable law enforcement system.

Policy Recommendation 3: Creation of the Statewide Maryland Oversight Authority

The PAB recommends that the Governor of Maryland establish the Maryland Office of Police Oversight and Accountability (MOPOA). This recommendation envisions MOPOA as a state-level, independent entity dedicated to standardizing, supporting, and enhancing police oversight mechanisms throughout Maryland. MOPOA would function as a repository and disseminator of oversight best practices, fostering collaboration and offering policy guidance to ensure a unified and effective approach to police accountability across the state.

Rationale:

Diverse oversight practices across Maryland have led to varying levels of effectiveness and public trust in police accountability processes. By creating MOPOA, Maryland can address these disparities, bringing a standardized, evidence-based approach to police oversight. This central hub would enable the sharing of best practices, resources, and policy advice, significantly contributing to a more consistent and high-quality oversight framework statewide.

Key Aspects of the Recommendation:

- **Statewide Standardization:** MOPOA would ensure that all jurisdictions within Maryland adhere to a set of standardized practices for police oversight, reducing disparities and enhancing effectiveness.

- **Resource and Knowledge Hub:** Serving as a central repository for oversight best practices and policy guidance, MOPOA would facilitate the sharing of resources and expertise among local oversight bodies.
- **Collaborative Platform:** Encouraging collaboration among various stakeholders, MOPOA would promote a more integrated and cohesive approach to police accountability, bridging gaps between jurisdictions and fostering mutual learning.
- **Enhancement of Trust:** By elevating oversight standards and practices, MOPOA would play a crucial role in building a statewide culture of transparency, accountability, and public trust in law enforcement.

Impact:

The establishment of MOPOA represents a strategic step towards unifying police oversight efforts in Maryland, promising to elevate the standards of accountability and trust in policing across the state. This initiative acknowledges the need for a more equitable and just policing framework, recognizing the importance of a consistent and collaborative approach to oversight.

Conclusion:

This policy recommendation underscores the critical need for a centralized body that can spearhead the standardization and enhancement of police oversight practices in Maryland. The creation of MOPOA would mark a significant advancement in the state's commitment to fostering transparency, accountability, and trust in law enforcement, ensuring that all communities benefit from effective and equitable police oversight.

Policy Recommendation 4: Linking Oversight Budgets to Police Department Funding Statewide

The PAB recommends that the Maryland General Assembly enact legislation to link the budgetary provisions for PABs and ACCs across the state, directly to the budgets of their respective local police departments. Specifically, it is recommended that PAB and ACC funding be set at a minimum of 0.05% of the annual budget of their local police departments, ensuring that oversight bodies have stable and sufficient resources to perform their critical functions effectively. It must be noted that the funding should be based on, not taken from, police department budgets.

Rationale:

This recommendation seeks to establish a reliable and sustainable funding mechanism for police oversight bodies statewide by correlating their budgets with the scale of the police departments they monitor. This approach acknowledges the intrinsic connection between the scope of policing activities and the requisite resources needed for effective oversight, advocating for a proportional and equitable financial model.

Benefits of the Proposed Model:

- **Predictable Funding:** By anchoring PAB and ACC budgets to a set percentage of police department budgets, oversight bodies can anticipate stable funding year-over-year, facilitating long-term planning and operational consistency.
- **Reflective of Policing Scale:** The allocation percentage ensures that the resources available to oversight bodies are commensurate with the size and complexity of the police operations they oversee, enhancing their ability to conduct thorough and impactful oversight.
- **Promotes Fiscal Responsibility:** Establishing a direct financial relationship between police department budgets and oversight funding emphasizes a commitment to accountability and fiscal prudence in the realm of police oversight.

Impact:

Implementing this legislative change would mark a significant advancement in the funding of police oversight mechanisms, ensuring they possess the necessary financial resources to uphold transparency, accountability, and justice within law enforcement practices. This financial model signifies a comprehensive approach to supporting police oversight, reinforcing its independence and operational efficacy.

Conclusion:

This policy recommendation offers a strategic and equitable solution to the ongoing challenge of securing adequate funding for police oversight bodies in Maryland. By establishing a budgetary foundation that reflects the operational scale of police departments, the General Assembly can affirm its commitment to fostering a robust, independent, and well-resourced oversight framework, vital for the integrity of law enforcement and the trust of the communities they serve.

Policy Recommendation 5: Proportional Oversight Funding Based on BPD Budget

Building upon the statewide approach advocated in the previous recommendation, the PAB specifically urges the City Council of Baltimore City to legislate a budgetary model that directly ties PAB and ACC funding to a minimum of 0.05% of the Baltimore Police Department's (BPD) annual budget. This strategy aims to provide a stable and sufficient financial foundation for police oversight within Baltimore City, ensuring the allocation parallels the fiscal scale of BPD operations. Again, as in the previous recommendation, the funding should be based on, not taken from, BPD's budget.

Rationale:

This local-focused recommendation emphasizes the critical need for predictable and adequate resources dedicated to effective police oversight in Baltimore City. By establishing a direct financial correlation with BPD's budget, the PAB and ACC can achieve a sustainable funding mechanism reflective of the policing scope they are tasked with overseeing.

Benefits of a Localized Budgetary Model:

- **Stable Funding Source:** Anchoring the budget of PAB and ACC to a set percentage of the BPD budget ensures consistent funding, facilitating operational stability and strategic planning.
- **Alignment with Oversight Demands:** The funding model adjusts with the scale and complexity of BPD operations, guaranteeing that oversight resources are proportionate and responsive to the needs of effective governance.
- **Enhanced Oversight Capability:** Adequate funding allows for the expansion of oversight activities, including in-depth investigations, comprehensive training, and community engagement efforts, thereby enhancing the overall impact of PAB and ACC.

Impact:

Adoption of this legislative proposal by the City Council would markedly strengthen the financial underpinnings of police oversight in Baltimore City. It demonstrates a tangible commitment to maintaining an independent, robust, and responsive oversight framework capable of addressing the complexities of policing in a major urban environment.

Conclusion:

This policy recommendation provides a practical and equitable solution to the challenge of funding police oversight in Baltimore City. By formalizing a budgetary connection between the PAB and ACC and the budget of BPD, the City Council can ensure that these critical oversight bodies have the necessary resources to promote transparency, accountability, and justice effectively. This approach would reaffirm the city's dedication to upholding the highest standards of law enforcement practices and community trust.

Policy Recommendation 6: Amendment to Affirm PAB and ACC Independence

The PAB recommends that the City Council of Baltimore City amend the current PAB ordinance to formally recognize the PAB and ACC as independent entities. This legislative change is advised – pending the creation of a new, dedicated office for police oversight – for the purpose of dissolving any ambiguity about the independence of these bodies from OECR.

Rationale:

Clarifying the independent status of PAB and ACC is crucial for maintaining the integrity of police oversight in Baltimore City. This amendment seeks to unequivocally establish these bodies' autonomy, ensuring that their operations are not influenced, or perceived as influenced, by external pressures or interests, particularly those of OECR with its broad mandate.

Key Aspects of the Recommendation:

- **Formal Recognition of Independence:** Clearly defining PAB and ACC as independent in the city's legal framework helps to solidify their autonomy, crucial for impartial oversight.
- **Elimination of Ambiguity:** This legislative clarification removes any potential for misunderstanding about the relationship between PAB/ACC and OECR, ensuring clarity in their operational dynamics.
- **Reinforcement of Public Trust:** Acknowledging the independence of PAB and ACC through formal ordinance reinforces confidence in their objectivity and the fairness of the oversight process.

Impact:

Adopting this amendment will significantly bolster the perceived and actual independence of PAB and ACC, enhancing their authority and legitimacy in the eyes of the public and law enforcement alike. By formalizing their status as independent entities, the City Council can foster a stronger foundation for accountable and transparent police oversight in Baltimore City, contributing to improved policing standards and community relations.

Conclusion:

This policy recommendation addresses a foundational aspect of effective police oversight by seeking legislative action to affirm the independence of PAB and ACC. By doing so, Baltimore City takes a critical step towards ensuring that its oversight mechanisms operate with unimpeachable integrity and autonomy, crucial for upholding justice and maintaining public trust in the oversight system and process.

Policy Recommendation 7: Renaming JHU's Oversight Board for Clarity

The PAB recommends that Johns Hopkins University (JHU) rename its police oversight board – the Johns Hopkins University Police Accountability Board – to avoid public confusion regarding the distinct functions and jurisdictions of the two similarly named entities. This recommendation arises from community feedback indicating that the nomenclature similarity between the city's PAB and JHU's oversight board has led to misunderstandings about their respective roles in police oversight.

Rationale:

The close resemblance in the names of the oversight boards has the potential to blur the lines of distinction in the public's mind, hindering effective engagement and participation in the oversight process. A name change for JHU's board would significantly aid in clarifying these entities' unique mandates and operational domains.

Key Aspects of the Recommendation:

- **Enhanced Public Understanding:** A new name for JHU's police oversight board will help eliminate confusion, making it easier for the public to understand and engage with the appropriate entity based on their concerns or needs.
- **Support for Effective Engagement:** Clarifying the difference between the citywide PAB and JHU's oversight mechanism through distinct naming will streamline public interactions, ensuring that inquiries and complaints are directed to the correct board.
- **Reinforcement of Unique Mandates:** This change will underline the separate jurisdictions and mandates of each board, highlighting their individual roles within the broader landscape of police accountability and oversight.

Impact:

Implementing this recommendation would markedly improve public comprehension of the police oversight ecosystem in Baltimore, ensuring that community members can more easily navigate and participate in the oversight process. This clarity is crucial for fostering transparency and trust between the public and oversight bodies, enhancing the effectiveness and credibility of police accountability mechanisms.

Conclusion:

Renaming the Johns Hopkins University Police Oversight Board is a straightforward yet impactful measure to differentiate clearly between the university's oversight body and the citywide Police Accountability Board. This adjustment will facilitate clearer communication, better public understanding, and more effective engagement with the oversight process, ultimately strengthening the accountability and transparency of police operations in Baltimore.

Policy Recommendation 8: Timely Submission of Case Files to ACC

The PAB recommends that the City Council of Baltimore City amend the current PAB ordinance to mandate that law enforcement agencies, particularly BPD, are required to submit their completed investigative casefiles to the ACC at least 270 days before a case's expiration date. This would align the ordinance with state law and the federal Consent Decree which requires BPD to complete its investigations within 90 days.

Rationale:

This recommendation emerges from the ACC's practical experiences, where the receipt of casefiles too close to or beyond a case's expiration date hampers its ability to conduct thorough reviews as envisioned by the Maryland General Assembly and City Council. Timely access to these files is essential for the ACC to exercise its full legal authority effectively, including reviewing cases, requesting additional information, developing facts further, or issuing subpoenas.

Key Aspects of the Recommendation:

- **Deadline for File Submission:** Setting a 90-day submission deadline before a case's expiration ensures the ACC has adequate time to undertake a comprehensive review of the casefiles.
- **ACC's Legal Authority:** Timely receipt of casefiles allows the ACC to fully exercise its legal authority, enhancing the rigor and depth of police conduct review.
- **Efficiency in Case Disposal:** This timely process facilitates the ACC's capacity to make informed decisions on case dispositions, whether concluding the review, soliciting further details, or expanding the investigation through subpoenas.

Impact:

Passing this ordinance amendment would substantially improve the operational efficiency of the ACC, enabling more effective oversight of law enforcement conduct. By ensuring that investigative files are delivered well before a case's expiration, the ACC can perform its duties with the diligence and thoroughness required, potentially leading to more accurate and just outcomes in cases of alleged police misconduct.

Conclusion:

The proposed ordinance amendment is a strategic measure aimed at optimizing the police oversight process in Baltimore City by ensuring that the ACC receives casefiles in a timely manner. This change is vital for the ACC to fulfill its mandate of fairly reviewing misconduct allegations and upholding the principles of transparency and justice within the policing system.

Policy Recommendation 9: Mandatory BWC Activation for All Police Encounters

The PAB and ACC recommends that BPD revises its BWC policy to mandate that officers activate their cameras at the onset of all "voluntary encounters," with certain exceptions. These exceptions include interactions initiated by the public for non-enforcement reasons, such as casual conversation or inquiries, and situations where certain individuals explicitly request that the encounter not be recorded.

Rationale:

This recommendation emerges from ACC's observations of officers, particularly those assigned to specialized district units, exploiting the voluntary encounter exception in order to avoid or delay activating their BWCs. The ACC has noted instances where officers delay recording encounters that, while initially presented as voluntary, are in fact involuntary and related to investigative or enforcement actions. This loophole compromises the ability of BPD's Police Integrity Bureau and oversight bodies to access and review complete and unbiased evidence during investigations, particularly when officer accounts conflict with complainant statements or when constitutional rights violations are implicated.

Key Aspects of the Recommendation:

- **Clarified Activation Requirements:** Define clear criteria under which officers must activate their BWCs, minimizing exceptions to ensure encounters are comprehensively recorded from the start.
- **Defined Exceptions:** Specify conditions under which BWCs may remain off, focusing on truly voluntary interactions and respecting privacy requests from civilians, with clear guidelines to prevent abuse of these exceptions.
- **Enhanced Accountability and Transparency:** This policy aims to eliminate opportunities for selective recording, ensuring that BWC footage provides a complete and accurate account of police encounters, thereby enhancing the integrity of evidence used in oversight investigations.

Impact:

Implementing this policy would significantly improve the reliability and completeness of evidence available to the Public Integrity Bureau and the ACC during investigations into police conduct. By requiring consistent BWC activation, BPD would take a crucial step toward fostering greater accountability, transparency, and public trust, ensuring that interactions are documented in a manner that protects both officers' and civilians' rights.

Conclusion:

Mandatory activation of BWCs during voluntary encounters, with narrowly defined exceptions, is essential for closing loopholes that compromise the collection of critical evidence in police oversight. This policy change would align BPD practices with best practices for accountability and transparency, ensuring that all relevant interactions are recorded in a way that supports fair and thorough investigations into police conduct.

Policy Recommendation 10: Inclusion of Audio in BWC Pre-Event Recordings

As a complementary measure to previous policy enhancement, the PAB and ACC recommend that BPD work with its body-worn camera provider, Axon Enterprise, Inc., to modify camera functionality to incorporate audio recording in the sixty-second pre-event buffer that is automatically saved when officers activate their cameras. Currently, this buffer captures video without audio for the sixty seconds prior to activation.

Rationale:

The inclusion of audio in the pre-event video buffer is critical for providing a comprehensive account of events leading up to an officer's decision to activate their BWC. This adjustment would ensure that both visual and auditory evidence from crucial moments before formal recording begins is preserved, offering a fuller context for review in investigations.

Key Aspects of the Recommendation:

- **Technical Consultation and Modification:** BPD should collaborate with Axon to explore technical solutions for including audio in the pre-activation video buffer, ensuring that this feature aligns with legal and operational standards.
- **Enhanced Evidence Collection:** Capturing audio along with video in the moments before BWC activation can reveal critical interactions and statements, shedding light on the circumstances surrounding police encounters.
- **Accountability and Transparency:** Audio-inclusive pre-event recording would significantly improve the accountability of officers by preserving a more complete evidentiary record, thereby enhancing the transparency of police operations, and bolstering public trust.

Impact:

Implementing this recommendation would mark a substantial improvement in the quality and utility of evidence available from BWCs, facilitating more accurate and fair assessments of police conduct. By capturing audio in addition to video during the pre-event period, oversight bodies and investigative units will have access to a richer, more detailed context for evaluating the appropriateness of police actions and responses.

Conclusion:

The inclusion of audio in the sixty-second pre-event video buffer of BWCs represents a vital enhancement to evidence collection in policing oversight. This policy change, through collaboration with technology providers like Axon, underscores the commitment of the PAB, ACC, and BPD to leveraging technological advancements for the improvement of police accountability and community relations.

Policy Recommendation 11: Continuous BWC Training and Certification Program

The PAB recommends the implementation of a mandatory, continuous training and certification program for all Baltimore City law enforcement officers on the proper usage of BWCs. This program should cover operational procedures, ethical considerations, privacy concerns, and situational awareness to ensure officers are proficient and up-to-date with BWC policies and best practices.

Rationale:

Effective use of BWCs is paramount in fostering transparency, accountability, and trust between law enforcement and the community. However, the potential of BWCs can only be fully realized when officers are thoroughly trained and consistently adhere to activation protocols and privacy guidelines. A structured training program will address gaps in knowledge, clarify ambiguities, and promote uniformity in BWC usage across all encounters.

Key Aspects of the Recommendation:

- **Comprehensive Curriculum:** Develop a curriculum that encompasses technical training on BWC operation, legal obligations for activation and deactivation, ethical implications, and strategies for balancing evidence collection with individual privacy rights.
- **Regular Certification:** Introduce a certification or recertification process that requires officers to demonstrate their knowledge and adherence to BWC policies annually, ensuring ongoing compliance and accountability.
- **Scenario-Based Training:** Incorporate practical, scenario-based training exercises that simulate real-life encounters, reinforcing the appropriate use of BWCs in various situations officers may face in the field.
- **Transparency and Reporting:** Establish mechanisms to track training completion and certification status, making this information accessible to oversight bodies and, where appropriate, the public to enhance transparency and confidence in the police force's commitment to responsible BWC usage.

Impact:

- The establishment of a continuous training and certification program on BWC use will significantly contribute to the integrity of police operations and evidence collection. By ensuring all officers are knowledgeable and compliant with BWC policies, the program will enhance the quality of footage available for review in complaints and investigations, reduce incidents of misuse or non-compliance, and strengthen public trust in the law enforcement process.

Conclusion:

Adopting a comprehensive training and certification program for BWC use is essential for upholding high standards of policing and accountability within Baltimore City. Through dedicated educational efforts and rigorous certification, law enforcement agencies can ensure their officers are equipped to use BWCs effectively and ethically, aligning with the community's expectations for transparency and justice.

Policy Recommendation 12: Adoption of Data Analytics in Oversight Processes

The PAB recommends the City of Baltimore ensure the development and implementation of an advanced data analytics system tailored for police oversight purposes. This system would leverage a team of data and data visualization experts to systematically analyze patterns in police conduct, complaints received, and the outcomes of oversight investigations. The goal is to identify trends, potential risk areas, and opportunities for policy and procedural improvements, supporting a more informed and proactive oversight framework.

Rationale

The complexity and volume of data involved in police oversight necessitate sophisticated analytical tools to efficiently uncover insights and inform decision-making. An advanced data analytics system can provide a nuanced understanding of policing patterns, highlight areas for immediate attention, and track the effectiveness of implemented reforms over time. This approach ensures that oversight efforts are grounded in empirical evidence, enhancing their impact and credibility.

Key Aspects of the Recommendation:

- **Build Robust Data Team:** This analytics team will develop a specialized analytics platform that integrates data from various sources, including BWC footage, complaint records, and police incident reports, to facilitate comprehensive analysis.

- **Trend Identification:** Utilize the analytics team to identify patterns and trends in police behavior, complaint occurrences, and investigation outcomes, identifying systemic issues and areas for targeted interventions.
- **Policy Impact Assessment:** Leverage analytics to evaluate the effectiveness of existing policies and reforms, providing empirical evidence to guide future policy development and adjustments.
- **Transparency and Engagement:** Incorporate mechanisms for sharing analytical insights with the public and stakeholders in an accessible format, fostering transparency and encouraging community involvement in oversight processes.

Impact:

The introduction of an advanced data analytics team and system within the PAB and ACC will significantly enhance the capacity to conduct evidence-based oversight, leading to more strategic and effective interventions. By identifying trends and evaluating policy impacts, the system will facilitate a dynamic approach to police oversight, enabling continuous improvement and adaptation to emerging challenges. This proactive stance will contribute to building a more accountable, transparent, and responsive policing environment in Baltimore City.

Conclusion:

Adopting advanced data analytics for police oversight represents a forward-thinking approach to enhancing the effectiveness and responsiveness of oversight mechanisms in Baltimore City. By recruiting and building an analytics team to analyze complex datasets, the PAB and ACC can gain deeper insights into policing practices, guide meaningful reforms, and foster a culture of continuous improvement and accountability within law enforcement agencies.

Policy Recommendation 13: Law Enforcement Transparency via Comprehensive Websites

The PAB recommends that all law enforcement agencies within Baltimore City create and sustain comprehensive public websites. These digital platforms should function as central repositories for in-depth information on the agencies' organizational structures, leadership profiles, operational units, and methods for public contact. Moreover, the websites should provide conspicuous access to the agencies' policies, procedures, and a direct pathway to the PAB's complaint submission process.

Rationale:

Establishing these websites aims to significantly increase transparency and facilitate public engagement with law enforcement. By making critical information readily accessible and navigable, these platforms can play a vital role in building public trust and encouraging community participation in the oversight system and process.

Key Website Features:

- **Comprehensive Information:** Detailed insights into agency operations, leadership, and contact details, ensuring the public is well-informed about their law enforcement bodies.
- **Policy Transparency:** Easy access to up-to-date policies and procedures to promote understanding and accountability.
- **Direct PAB Access:** A straightforward link to the PAB's website and complaint form to streamline public participation in the oversight process.
- **Inclusivity and Accessibility:** Compliance with ADA standards and mobile optimization to guarantee that information is accessible to all community members, regardless of disability or technology use.
- **Community Engagement:** Dedicated sections for community outreach initiatives and updates, fostering a dialogue between law enforcement and the communities they serve.

Impact:

The implementation of this recommendation would serve as a significant step forward in demystifying law enforcement operations for the public, enhancing the accountability framework, and fostering a culture of transparency. It acknowledges the importance of informed public engagement and seeks to lower the barriers to accessing vital information and participating in the oversight process.

Conclusion:

The establishment and meticulous upkeep of public websites by Baltimore City's law enforcement agencies embody a proactive approach to enhancing public trust and transparency. By providing clear, accessible, and detailed information about law enforcement practices and facilitating direct engagement with oversight mechanisms, these digital platforms can significantly contribute to a more informed, engaged, and trustful community-police relationship.

Policy Recommendation 14: Defining Law Enforcement's Interaction with Oversight Bodies

The PAB recommends that all law enforcement agencies in Baltimore City develop, enact, and publish policies specifically outlining how they will interact with both the PAB and ACC. The formulation and publication of such policies aim to demystify the oversight process for law enforcement personnel and the public, enhancing the framework of accountability and transparency that underpins police operations.

Rationale:

Clear guidelines on the interaction between law enforcement agencies and oversight bodies are fundamental to ensuring that the principles of accountability and transparency are consistently applied. By formalizing these protocols, agencies affirm their commitment to an open and cooperative oversight process.

Key Components of the Recommendation:

- **Policy Development and Adoption:** Agencies are urged to collaboratively design comprehensive policies that delineate the parameters of their engagement with PAB and ACC.
- **Public Accessibility:** These policies should be readily available to the public, ensuring transparency about the nature of law enforcement's cooperation with oversight mechanisms.
- **Cultural Integration:** The adoption of these policies should be accompanied by efforts to embed a culture of accountability and openness within law enforcement agencies, emphasizing the importance of constructive interaction with oversight bodies.

Impact:

The establishment of explicit policies governing interactions with the PAB and ACC will serve to solidify the oversight process, making it more understandable and accessible to both officers and the community. This initiative not only fosters a culture of transparency but also reinforces the legitimacy and efficacy of the oversight mechanism, contributing to the cultivation of trust between law enforcement and the communities they serve.

Conclusion:

This policy recommendation advocates for a structured approach to defining how law enforcement agencies engage with oversight bodies in Baltimore City. By clarifying these interactions through formal policies, law enforcement agencies can better navigate the oversight landscape, thereby promoting a more accountable, transparent, and trusted policing environment.

Policy Recommendation 15: Standardization of Internal Misconduct Investigations

The PAB strongly recommends that all law enforcement agencies in Baltimore City develop and publicly disclose comprehensive policies governing their internal investigations into allegations of police misconduct. These policies should embody principles of investigative integrity, diligence, thoroughness, and timeliness, ensuring that all investigations are conducted in a manner that upholds justice and maintains public trust.

Rationale:

Creating a standardized framework for internal investigations across all city law enforcement agencies is crucial for promoting consistency, fairness, and accountability in addressing allegations of misconduct. Public access to these policies not only enhances transparency but also reinforces the community's confidence in the law enforcement's commitment to upholding ethical standards and rectifying wrongdoing within its ranks.

Key Aspects of the Recommendation:

- **Investigative Integrity:** Policies must emphasize the importance of conducting investigations with the highest degree of integrity, ensuring that all procedures are fair, impartial, and free from any undue influence.
- **Diligence and Thoroughness:** Investigations should be characterized by meticulous attention to detail and a comprehensive approach, leaving no stone unturned in the pursuit of truth and accountability.
- **Timeliness:** The policies should outline clear timelines for each phase of the investigation process, ensuring that cases are resolved expediently without compromising the quality of the investigation.
- **Public Disclosure:** It is vital that the policies guiding internal investigations are not only created but also shared openly. Each agency should post their complete investigation guidelines on their website, making it easy for everyone in the community to see how complaints of police misconduct are handled. This step towards openness not only shows accountability but also builds trust by ensuring the community can directly see the commitment to fair and just investigations.

Impact:

Implementing this policy across Baltimore City's law enforcement agencies will standardize the approach to internal investigations of police misconduct, ensuring they are carried out with integrity and efficiency. This initiative is pivotal in strengthening the accountability framework within law enforcement, contributing to a culture of trust, transparency, and justice that benefits both the community and the police force.

Conclusion:

The adoption of detailed, publicly available policies governing internal investigations into police misconduct represents a significant step forward in Baltimore City's ongoing efforts to enhance police accountability and community relations. By establishing clear standards for investigative processes, law enforcement agencies can demonstrate their unwavering commitment to ethical practices and the principles of justice, reinforcing the foundational trust necessary for effective policing.

Policy Recommendation 16: Governance of AI Technology Use in Policing

The PAB recommends that all law enforcement agencies in Baltimore City establish a detailed policy on the utilization of Artificial Intelligence (AI) within their operations. This policy should provide clear guidelines applicable at both organizational and individual officer levels, aiming to optimize the benefits of AI technologies in policing practices. The intent is to embrace the potential of AI to improve operational efficiency and decision-making processes, while simultaneously upholding civil liberties and fostering public trust.

Rationale:

As law enforcement agencies increasingly integrate AI technologies into their operations, the need for a robust governance framework becomes paramount. This recommendation seeks to ensure that the adoption and use of AI in policing are conducted ethically, with a strong commitment to transparency, accountability, and the protection of human rights. It addresses the potential risks associated with AI, including biases and privacy concerns, advocating for a balanced approach that leverages technological advances without compromising civil liberties.

Key Aspects of the Recommendation:

- **Ethical Framework:** The policy should include ethical guidelines for AI use, emphasizing fairness, non-discrimination, and respect for privacy and human dignity.
- **Transparency and Accountability:** Establishing mechanisms for transparent AI operations and accountability in the event of errors or misuse, ensuring that AI applications in policing are open to scrutiny and evaluation.
- **Training and Awareness:** Provision for ongoing training and education for officers on the responsible use of AI, highlighting the importance of ethical considerations and the potential impact on community relations.
- **Public Engagement:** Involving the community in discussions about AI use in policing, fostering a dialogue that promotes understanding and addresses public concerns about technology's role in law enforcement.

Impact:

Implementing a comprehensive AI policy within Baltimore City's law enforcement agencies represents a proactive approach to modernizing policing practices. By setting a precedent for ethical AI use, the city can enhance the effectiveness of its police force while ensuring that technological advancements contribute positively to public safety, without undermining the principles of justice and equity.

Conclusion:

This policy recommendation underscores the importance of thoughtful and responsible governance of AI technologies in law enforcement. By adopting a comprehensive policy that prioritizes ethical considerations, transparency, and public trust, Baltimore City can lead the way in demonstrating how AI can be harnessed to support policing efforts that are equitable, just, and respectful of civil liberties.

Policy Recommendation 17: Transparent and Equitable Sharing of Police Misconduct Records

The PAB recommends that the Baltimore Police Department adopt fair, transparent, and standardized practices for sharing police misconduct files and data with PAB, ACC, and key stakeholders in the post-arrest criminal justice process, such as the Baltimore City Office of the Public Defender and the Baltimore City State's Attorney's Office.

Rationale:

The implementation of uniform data-sharing protocols is vital for the integrity of police oversight, aiding in more informed defense and prosecution processes, and ultimately, fostering public trust and accountability in law enforcement. Equal access to pertinent information is essential to protecting defendants' Constitutional rights and promoting fairness and transparency within the criminal justice system.

Key Aspects of the Recommendation:

- **Standardized Data-Sharing Protocols:** Adoption of efficient and equitable practices for file sharing, including the use of Comma-separated values (CSV) files for seamless data integration and avoidance of manual data entry errors.
- **Comprehensive Officer Information Sharing:** Agencies should provide detailed information on officers, including Sequence IDs, assignments, and unit placements, to enable the PAB to identify and address specific areas of concern effectively.
- **Roster Accessibility:** Granting staff access to a comprehensive roster of sworn personnel, including specific assignment details, to facilitate a broader understanding of potential misconduct trends.
- **Consistency Across Platforms:** Ensuring that the data shared with the PAB, other governmental entities, and the public are consistent to prevent mistrust and support the development of effective practices and policies.

Impact:

By instituting these file-sharing practices, Baltimore City can significantly improve the landscape of police oversight and criminal justice, ensuring that all involved parties have the necessary information to conduct thorough reviews, defenses, and prosecutions. This recommendation aims to bolster the city's commitment to justice, equity, and accountability, enhancing the public's confidence in law enforcement and oversight bodies.

Conclusion:

Adopting equitable and accessible police misconduct file sharing practices is crucial for advancing the principles of fairness and transparency within Baltimore City's law enforcement and judicial processes. By standardizing how critical information is shared and ensuring comprehensive access to data, the city can strengthen its oversight mechanisms, support the rights of defendants, and reinforce public trust in its commitment to accountable policing.

Policy Recommendation 18: Extending the Timeline for Misconduct Charges

The PAB urges the Maryland General Assembly to pass legislation providing an exception to the existing "one-year-and-a-day" rule that currently governs the timeline for administratively charging police officers. This rule mandates that law enforcement agencies must administratively charge officers within one year and one day from the incident date that prompted the investigation, with no allowances for extensions under any circumstances.

Rationale:

The strict adherence to this timeline does not accommodate the intricacies of serious allegations that might necessitate pausing the administrative investigation pending the outcome of a related criminal investigation or prosecution. This can lead to potential injustices, where substantial complaints of misconduct are prematurely dismissed due to the constraints of procedural deadlines, rather than the merits of the case.

Key Aspects of the Recommendation:

- **Flexibility in Investigation Timelines:** Proposing an exception for cases where serious allegations are under investigation, allowing for administrative processes to be paused during ongoing criminal investigations.

- **Ensuring Comprehensive Reviews:** This change aims to provide sufficient time to thoroughly investigate complex or serious allegations that overlap with criminal proceedings, ensuring investigations are not hindered by rigid deadlines.
- **Promoting Justice and Accountability:** By removing this procedural barrier, the PAB seeks to enhance the ability of oversight bodies to hold officers accountable for serious misconduct, irrespective of concurrent criminal inquiries.

Impact:

Implementing this recommendation would mark a significant advancement in the framework governing police oversight and accountability. It would ensure that investigations into serious allegations are not constrained by procedural timelines but are instead guided by the principles of thoroughness, fairness, and justice.

Conclusion:

This legislative amendment is crucial for removing unwarranted procedural obstacles that can undermine the investigation of serious police misconduct. By allowing for exceptions to the "one-year-and-a-day" rule, Maryland's General Assembly would foster a more equitable and effective system of police oversight, one that can adapt to the complexities inherent in investigating and adjudicating serious allegations.

Policy Recommendation 19: Guaranteed Oversight Access to Incident Scenes and Evidence

The PAB proposes that all law enforcement agencies within Baltimore City establish and publish policies requiring the inclusion of PAB and ACC members and/or representatives at the scenes of critical incidents. Furthermore, these policies should guarantee that relevant BWC and CCTV footage are made available to PAB and ACC members or their representatives no later than five (5) calendar days following an incident. This initiative is designed to reinforce public confidence by promoting prompt and transparent oversight, enabling an impartial evaluation of the events as they are recorded.

Rationale:

Immediate access to critical incident scenes and subsequent provision of video evidence are key to conducting thorough and unbiased oversight. These measures ensure that the PAB and ACC can perform their functions effectively, fostering a climate of accountability and transparency that is crucial for maintaining public trust in law enforcement practices.

Key Aspects of the Recommendation:

- **Presence at Incident Scenes:** Authorizing PAB and ACC representation at critical incident sites allows for direct oversight from the onset, ensuring that all relevant facts and circumstances are observed and noted.
- **Timely Access to Footage:** Authorizing that BWC and CCTV footage be shared with oversight bodies within a five-day window ensures that reviews are based on comprehensive and contemporaneous evidence, facilitating a more accurate assessment of the events.
- **Policy Publication:** Publicizing these policies enhances transparency and accountability, signaling to the community and law enforcement personnel alike that oversight processes are both rigorous and impartial.

Impact:

Implementing this recommendation would significantly improve the oversight capacity of the PAB and ACC, enabling them to conduct more immediate and informed evaluations of critical incidents. By establishing a framework for prompt access to scenes and evidence, Baltimore City can advance its commitment to accountable policing practices, ultimately strengthening the relationship between law enforcement agencies and the communities they serve.

Conclusion:

This policy recommendation underscores the importance of immediate oversight presence and rapid evidence retrieval in the aftermath of critical incidents. By formalizing these practices, Baltimore City's law enforcement agencies can ensure that oversight processes are both timely and transparent, contributing to an environment where public trust in policing oversight is bolstered and maintained.

Policy Recommendation 20: Investigatory and Subpoena Powers for PAB

The PAB recommends that the City Council of Baltimore City pass legislation to provide investigatory and subpoena powers for the PAB, analogous to those currently held by the CRB. This recommendation comes in anticipation of CRB's potential dissolution, emphasizing the need to preserve a multifaceted oversight framework where civilian-led investigations into police misconduct can occur alongside those conducted by law enforcement.

Rationale:

Granting these powers to the PAB is essential for upholding a comprehensive and balanced oversight system. Investigatory and subpoena capabilities will enable the PAB to independently gather evidence and testimonies, ensuring that civilian oversight is not solely reliant on law enforcement's internal investigations. This approach enriches the oversight process with a range of perspectives, contributing to more thorough and impartial evaluations of policing practices.

Key Aspects of the Recommendation:

- **Investigatory Powers:** Equipping the PAB with the authority to independently investigate complaints allows for direct engagement with the facts of each case, enhancing the board's ability to make informed decisions.
- **Subpoena Powers:** Providing the PAB with the ability to subpoena documents, records, and witnesses is critical for accessing all relevant information during investigations, ensuring no aspect of a case is overlooked due to lack of evidence.
- **Concurrent Investigations:** Allowing civilian and law enforcement-led investigations to proceed in parallel ensures a richer, more nuanced understanding of each incident, fostering greater accountability and transparency in the oversight process.

Impact:

Implementing this legislative change would significantly strengthen the PAB's role in the oversight ecosystem, ensuring it has the necessary tools to conduct effective and independent investigations. This enhancement of powers is crucial for building a more equitable and just law enforcement environment in Baltimore City, where diverse investigative perspectives contribute to fair outcomes and uphold public trust.

Conclusion:

This policy recommendation highlights the importance of empowering the PAB with investigatory and subpoena powers to maintain a robust and effective oversight framework if or when the CRB is dissolved. By enabling the PAB to conduct its own investigations and compel the production of evidence, Baltimore City can ensure that its police accountability mechanisms remain comprehensive, transparent, and capable of fostering justice within the law enforcement system.

ENGAGEMENT AND FEEDBACK

The PAB stands as a beacon of transparency and accountability, bridging the gap between law enforcement and the communities they serve. At the heart of this mission lies the commitment to an open, accessible process for community members to report concerns and submit complaints about police conduct.

Submitting a Complaint: Simple and Accessible

The PAB offers multiple, user-friendly avenues for filing complaints, ensuring that every community member can easily voice their concerns:

- Email: Directly contact PAB at [**pab@baltimorecity.gov**](mailto:pab@baltimorecity.gov) for a swift, electronic submission.
- Online Portal: Utilize the "File a Complaint with the Police Accountability Board" portal on the PAB's website at [**https://civilrights.baltimorecity.gov/intake-form**](https://civilrights.baltimorecity.gov/intake-form) for a guided, secure complaint process.
- Phone: Reach PAB at **410-396-3151** for those who prefer or require verbal communication.
- In-Person: Visit the PAB office within the Mayor's Office of Equity and Civil Rights at **7 E. Redwood Street, 9th Floor, Baltimore, MD 21202**, for personal assistance and submission.

Following the receipt of a complaint, the PAB ensures its prompt forwarding to the relevant law enforcement agency within three (3) days, demonstrating the board's dedication to efficient complaint handling and resolution.

Fostering Community Dialogue and Feedback

The PAB's approach to community engagement is twofold, focusing both on being responsive to concerns and proactive in community involvement:

- Public Meetings: Regularly scheduled and open to all, these meetings serve as vital platforms for updates, discussions, and policy deliberations, always concluding with a public comment period to hear directly from community members. The meetings are held at the Mayor's Office of Equity and Civil Rights on the first Monday of each month unless a holiday falls on that Monday, then the meeting will be held the following Monday.
- Community and Advocacy Events: The PAB actively participates in and contributes to community events and advocacy gatherings, recognizing the importance of direct interaction in understanding and addressing the concerns of Baltimore's residents.

Additional engagement opportunities include:

- Stay Informed: Signing up for the PAB's email list offers the latest updates, meeting schedules, and public engagement opportunities. Also, you can find board agendas, minutes, and video recordings of its public meetings on the Office's website.
- Invite the Board: Community groups and advocacy organizations can extend invitations to PAB members to attend events and gatherings to facilitate a deeper understanding of the board, its work, and its members.

Through these comprehensive engagement and feedback mechanisms, the PAB strives for genuine civilian oversight of policing, ensuring that the voices of Baltimore's citizens are integral to shaping a just and equitable policing framework.

CONCLUSION

As we conclude this comprehensive report, the journey towards enhancing transparency, accountability, and trust between law enforcement and the communities they serve is both ongoing and evolving. Through diligent analysis, community engagement, and a steadfast commitment to justice, the PAB has laid out a series of recommendations that, if implemented, promise to significantly improve the landscape of policing and police oversight in Baltimore City.

The report has documented the current state of police oversight, identified areas for improvement, and proposed twenty (20) targeted recommendations aimed at refining the operational and administrative framework of the PAB, as well as enhancing the overall effectiveness of police accountability mechanisms in Baltimore. From advocating for the establishment of a Maryland Office of Police Oversight and Accountability to recommending changes in body-worn camera policies, each recommendation is designed to address specific challenges while advancing the principles of fairness, transparency, and community trust.

Importantly, this report acknowledges the critical role of community engagement and feedback in the oversight process. By facilitating a straightforward and accessible platform for submitting complaints and fostering regular dialogue through public meetings and community events, the PAB demonstrates its commitment to ensuring that the voices of Baltimore's residents are heard and valued.

As we move forward, it is imperative that the recommendations outlined in this report are not only considered but actively implemented. The journey towards a more just and equitable policing system requires the collective effort of the PAB, law enforcement agencies, city and state officials, and, most importantly, the community members themselves. By working collaboratively, we can ensure that the principles of accountability and transparency are not just ideals but realities in the daily operations of Baltimore's law enforcement agencies.

In closing, the PAB calls upon all stakeholders to embrace the recommendations set forth in this report. Together, we can achieve meaningful reform and foster an environment where public safety and community trust are mutually reinforcing pillars of our society. Let us continue to strive for a Baltimore where every citizen and law enforcement officer feels respected, protected, and valued, fostering a community of mutual trust and dedication to the safety and well-being of all its members.



STATEWIDE POLICE DISCIPLINARY MATRIX

RESOURCE GUIDE

June 9, 2022

Final Edited Document – PTSC APPROVED

(Updated Version 3/9/23)



STATEWIDE POLICE DISCIPLINARY MATRIX

MARYLAND POLICE TRAINING AND STANDARDS COMMISSION

PURPOSE

Contained in this document is the Maryland Statewide Model Disciplinary Matrix required by the Maryland Police Accountability Act of 2021 (Public Safety Article, 3-105, Annotated Code of Maryland). The Statewide Model Disciplinary Matrix is the required framework through which **all matters of discipline** will be imposed as a result of a sustained disposition from an administrative investigation into an officer's misconduct. The purpose of this Disciplinary Matrix is to apply disciplinary standards in a fair, equitable and consistent manner statewide.

GENERAL PROVISIONS

In order to protect the collective integrity of a law enforcement agency, all matters that may result in discipline shall be imposed pursuant to the Disciplinary Matrix as responsive measures to an officer's sustained violation of an agency's policy or other police misconduct. Generally, each sustained misconduct violation shall be considered separately for the purpose of recommending and imposing discipline. However, when multiple violations arise from the same incident, a determination may be made that the most effective manner to address discipline in the case is to consolidate violations into one form of discipline.

Discipline is imposed for first violations and may follow a progressive course for repeat or increasingly serious offenses. This Disciplinary Matrix, and the imposition of discipline, shall not be based on the member's race, religion, gender expression, gender identity, sex assigned at birth, sexual orientation, national origin, age, ethnicity, or familial relationships. Furthermore, the imposition of discipline shall not be influenced by the high or low profile nature of the incident.

The Matrix includes a breakdown of six (6) different categories of violations, labeled A through F, with A as the lowest level of discipline and F as the highest. Each category is defined, along with example violations. Three penalty levels are included in each category which are based on the number of similar violations in a specified period of time. A disciplinary range is then used for assessing the recommended discipline. Based on aggravating and/or mitigating factors the disciplinary range can increase or decrease upon review of the totality of the circumstances surrounding the sustained violation.



DEFINITIONS

Aggravating Factors – Conditions or events related to the violation that increase the seriousness of the violation and may increase the degree of penalty as specified in the Matrix below. Examples of aggravating factors include, but are not limited to, the following:

- The officer's prior disciplinary history
- The officer's prior negative work history, including non-disciplinary corrective action
- The officer's rank
- The violation was committed willfully or for personal gain
- The officer's efforts to conceal the violation, or to be untruthful or dishonest
- The officer's failure to cooperate with the investigation into the alleged misconduct
- The violation was retaliatory in nature
- The violation or behavior was motivated by bias against a member or group of a protected class under the State's hate crimes law, (Public Safety Article, §10-304, Annotated Code of Maryland).
- The officer's expressed unwillingness to comply with policy, tactics, or performance standards
- The impact of the violation on the community or the department's ability to carry out its mission
- The degree to which the violation caused or could have caused the loss of life or injury, and
- The degree to which the violation caused loss or damage to public or private property.

Note: *Some aggravating factors may in themselves constitute additional violations of policy associated with separate, higher, ranges of discipline. For example, "efforts to conceal" even a minor violation may themselves constitute separate ethics/honesty violations subject to a higher range of discipline (e.g., lying or destroying/falsifying evidence to conceal a minor violation).*

Disciplinary Matrix – a written, consistent, progressive, and transparent tool or rubric that provides ranges of disciplinary actions for different types of misconduct. (Public Safety Article, §3-101, Annotated Code of Maryland).

Formal Written Counseling (FWC) – A form of counseling given to employees who have violated an agency's policy. Formal Written Counseling, the least severe form of disciplinary action, serves as a warning for violations. Further violations of same or similar conduct may result in more severe discipline. A copy of the formal written counseling shall be placed in the officer's disciplinary file.

Letter of Reprimand (LOR) – A formal letter to an officer from the agency which details the officer's wrongful actions and states their actions have been deemed inappropriate or unacceptable. Further violations of same or similar conduct may result in more severe discipline. A copy of this letter shall be placed in the officer's disciplinary file.

Loss of Leave (LOL) – Removal of leave from officer's accrued leave total (vacation, personal). Loss of leave shall be determined in hours.

Loss of Pay (LOP) – Suspension from duty without pay.

Level (One) – Penalty level for first offense violation.

Level (Two) – Penalty level for second offense of similar conduct.



Level (Three) – Penalty level for third offense or more of similar conduct.

Mediation – A process in which parties in a dispute work with one or more impartial mediators who assist the parties in reaching a voluntary agreement for the resolution of a minor dispute or conflict.

Mitigating Factors – Conditions or events that relate to the violation, but do not excuse or justify the violation, that are considered in deciding the degree of penalty. Examples of mitigating factors include, but are not limited to, the following:

- The officer's actions are attributable to selfless concern for the well-being of others
- The officer's lack of disciplinary history
- The officer's complimentary work history
- The officer's prior positive work history
- The violation was the inadvertent result of reasonable, otherwise compliant performance
- The officer's prompt acceptance of responsibility for the conduct and willingness to be held accountable
- The officer's commission of the violation at the direction of a superior (who might also be subject to separate discipline)
- Unusually serious workplace tensions / stressors, and
- The violation is attributable to limitations beyond the control of the officer that are caused by legally protected physical or mental disabilities and/or conditions.

Penalty Days – The forfeiture of vacation days and/or the imposition of suspension without pay for a specified period of time. The decision to suspend, deduct vacation days, or impose a combination of both, is based upon the severity of the misconduct along with any relevant aggravating and mitigating factors. The local ACC and/or Agency Head shall define a "day" as a specified number of hours depending on the officer's schedule and/or unit within the agency.

Police Misconduct – Refer to Public Safety Article, §3-101, Annotated Code of Maryland.

Remedial Training – Training designed to correct the behavior of officers who have failed to perform their duties with the skill, knowledge and/or ability expected and/or required of them, or have otherwise demonstrated a need for additional training.

PROCEDURES

Violation Categories – The Matrix includes six (6) categories. Each offense is categorized by a letter (A-F) that represents the severity of the offenses in that category. Category A is the lowest level of discipline and Category F is the highest level. Each category is defined along with a list of example misconduct violations that fit into that category.

Special Circumstance Categories – Special circumstance categories are specific violations with their own disciplinary ranges.

Factors Influencing Discipline – Mitigating and aggravating factors surrounding a violation may increase or decrease the discipline. Those factors will be considered within the disciplinary range for a specific category.



Multiple Count Adjustments – Generally, each sustained misconduct violation shall be considered separately for the purpose of recommending and imposing discipline. However, when multiple violations arise from the same incident, a determination may be made that the most effective manner to address discipline in the case is to consolidate violations into one form of discipline. The most serious offense is used as a starting point within a violation category. The other offenses determine whether and how much to increase the discipline within the selected violation category.

Prior Disciplinary Record - Same Category – The Matrix incorporates an officer's prior sustained disciplinary record in determining discipline for a new violation. In each category, there are three penalty levels based on the number of misconduct violations within a specified period of time. Three or more sustained violations in the same category and specified time period will progress to the next higher offense category noted in the Matrix. Prior sustained disciplinary action may also be considered as an aggravating factor.

Determining Discipline – In determining discipline, there must first be an agency policy violation or other police misconduct. Once a violation has been identified, first review the violation category definitions, along with similar example violations and select the most appropriate category. Next, determine if the offense is a first offense or repeat offense and select the appropriate level. The disciplinary section is located to the right of the category definition and level. Each chart includes an acceptable disciplinary range for applicable violations. In addition to the severity of the conduct, mitigating or aggravating factors should be considered prior to making a final determination of discipline. The range of discipline includes formal written counseling (least severe), reprimands, penalty days, demotion and termination (most severe). Demotion may only be considered as a discipline penalty if the misconduct is determined to be a Category D or E violation. Demotion may be the sole penalty or in addition to a penalty within the disciplinary range.

Additional Corrective Measures – Notwithstanding the penalties in the Matrix, an officer may be referred to counseling, an employee assistance program, and/or remedial training. Additionally, suspension or removal from a take-home car program and suspension or removal from secondary employment are also options for an ACC to consider. These options may also be imposed by police management, independent of the Local Administrative Charging Committee, consistent with management rights and/or agency policy.

Violations that Fall into Multiple Violation Categories – Some violations can fall into multiple categories depending on the severity of the violation. For example, penalties for body-worn camera related violations, insubordination, and harassment may carry more or less severe penalties, depending on which category most accurately fits the member's actions.

Notes:

- *PAB/ACCs and Agencies may only deviate from the use of the Matrix when required to do so by court order, consent decree or any other superseding legal authority. The Matrix does not impact police management rights to maintain the order and manage the affairs of an agency in all aspects including, but not limited to, establishing standards of service, transfer or assignment of employees, establishing standards for performance and conduct, and maintaining control and regulation of the use of government equipment and/or property.*
- *Agencies that operate a formal mediation program are not impacted by this process since it occurs prior to an investigation and is mutually agreed to by the agency, complainant and officer.*





STATEWIDE POLICE DISCIPLINARY MATRIX

MARYLAND POLICE TRAINING AND STANDARDS COMMISSION

Note: An agency policy violation or other misconduct must first be identified prior to selecting a Violation Category. If the specific policy/procedure violation is not listed in the examples, review the violation category definition, along with similar violations and select the most appropriate category.

VIOLATION CATEGORY – A

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors → Aggravating Factors	
Category A: Conduct that has or may have a minimal negative impact on operations or professional image of the law enforcement agency.	ONE: 1st Violation	Formal Written Counseling → Letter of Reprimand	
	TWO: 2nd Violation in 24 Months	Formal Written Counseling → Up to 1 Day Loss of Leave or Loss of Pay	
	THREE: 3rd Violation in 24 Months	GO TO CATEGORY B LEVEL 1	

Policy Violation Examples for Category A

Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.

Violation associated with improper attire and grooming (uniformed/non-uniformed)
Late for duty assignment
Failure to properly care for agency vehicle, including but not limited to vehicle inspection and maintenance care
Failure of officer to provide identification when required
Failure to comply with traffic stop procedures
Loss of agency property (excluding weapon and radio)
Parking Violations

VIOLATION CATEGORY – B

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors → Aggravating Factors	
Category B: Conduct that has or may have a negative impact on the operations or professional image of law enforcement agency; or that negatively impacts relationships with other officers, agencies, or the public.	ONE: 1st Violation	Letter of Reprimand	→ Up to 2 Days Loss of Leave or Loss of Pay
	TWO: 2nd Violation in 36 Months	1 Day Loss of Leave or Loss of Pay	→ Up to 3 Days Loss of Leave or Loss of Pay
	THREE: 3rd Violation in 36 Months	GO TO CATEGORY C LEVEL 1	

Violation Examples for Category B	
Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.	
Rude, discourteous actions towards the public or other employees to include profanity and/or obscene gestures.	
Failure to furnish name, ID number, and assignment	
Officer using their official status, name, or photograph to endorse any product or service connected with law enforcement for personal gain without permission from agency	
Failure to remain alert and awake on duty	
Failure to notify supervisor of the suspension, revocation, or cancellation of driver's license	
Unauthorized use or wearing agency issued equipment (or use of agency insignia) while working secondary employment	
Failure to make required inspection of agency vehicle for weapons/contraband prior to and after transporting a prisoner	
Operating an agency vehicle beyond jurisdictional boundaries without authorization	
Altering or modifying agency equipment without approval	
Operating an agency vehicle while on sick leave, light duty status, or suspension without authorization	
Failure to submit required report	
Failure to conduct preliminary and follow-up investigation/reporting	
Improper use of Internet or other communications equipment	
Working secondary employment without approval	
Violation of social media policy	
Failure to accept a complaint against an officer	
Failure to obey traffic laws –minor, while operating an agency vehicle	

VIOLATION CATEGORY – C

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors → Aggravating Factors	
Category C: Conduct that involves a risk to safety or that has or may have a pronounced negative impact on the operations or professional image of the law enforcement agency or a member, or on relationships with other officers, agencies, or the public.	ONE: 1st Violation	2 Days Loss of Leave or Loss of Pay →	Up to 4 Days Loss of Pay
	TWO: 2nd Violation in 48 Months	3 Days Loss of Pay or 3 Days Loss of Leave →	Up to 5 Days Loss of pay
	THREE: 3rd Violation in 48 Months	GO TO CATEGORY D LEVEL 1	

Violation Examples for Category C

Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.

Failure to notify or report to duty assignment – Absent without leave (AWOL)
Failure to notify agency that officer has become subject of a criminal investigation
Failure to properly secure a firearm
Unauthorized/careless use/handling/display of a weapon
Carrying an unauthorized firearm, ECD or other weapon in a vehicle or on the officer's person, on or off duty
Discharging of firearm in violation of policy – no injury
Failure to properly search a prisoner incident to arrest
Improper release/escape of a prisoner (no criminal intent)
Unnecessary force/excessive force resulting in unknown injury or minor injury
Failure to document or investigate a physical use of force
Engaged in secondary employment while on sick leave
Unauthorized vehicle pursuit– no injury
Dissemination of confidential information related to a criminal investigation, Criminal Justice Information System (CJIS) or Motor Vehicle Administration (MVA) to unauthorized persons



VIOLATION CATEGORY – D

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors → Aggravating Factors	
Category D: Conduct substantially contrary to the values of the law enforcement agency or that substantially interferes with its mission, operations, or professional image, or that involves a serious risk to officer or public safety, or intentionally violates law enforcement agency policy.	ONE: 1st Violation	5 Days Loss of Pay or 5 Days Loss of Leave	→ Up to 15 Days Loss of Pay
	TWO: 2nd Violation in 60 Months	10 Days Loss of Pay	→ Up to 20 Days Loss of Pay
	THREE: 3rd Violation in 60 Months	GO TO CATEGORY E LEVEL 1	

Note: Demotion and/or reduction in rank can also be considered as an independent sanction or in addition to another disciplinary penalty for Category D

Violation Examples for Category D	
<i>Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.</i>	
Reporting to work with a measurable amount of alcohol in system, (no requirement to be legally intoxicated)	
Failure to provide and/or request needed medical assistance (includes individuals not in custody)	
Failure to notify agency that officer has been charged with a civil or criminal violation, whether by arrest or criminal summons.	
Unauthorized vehicle pursuit– with injury	
Failure to report a firearm or less lethal weapon discharge (includes accidental discharges)	
Failure to report an agency collision	



VIOLATION CATEGORY – E

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors → Aggravating Factors	
Category E: Conduct that involves misuse of authority, unethical behavior (not involving false reporting or false statements), or an act that could result in an adverse impact on an officer or public safety or to the professionalism of the law enforcement agency or a violation of any misdemeanor.	ONE: 1st Violation	15 Days Loss of Pay →	25 Days Loss of Pay up to TERMINATION
	TWO: 2nd Violation in 60 Months	15 Days Loss of Pay →	30 Days Loss of Pay up to TERMINATION
	THREE: 3rd Violation in 60 Months	GO TO CATEGORY F LEVEL 1	

Note: Demotion and/or reduction in rank can also be considered as an independent sanction or in addition to another disciplinary penalty for Category E

Violation Examples for Category E	
Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.	
Using official position to avoid consequences of criminal laws and/or incarcerable traffic violations.	
Unnecessary force/excessive force resulting in serious injury	
Failure to report a use of force	
Engaging in acts of retaliation	
Discharging of firearm resulting in injury or death, non-criminal intent	
Obstructing or hindering a criminal investigation	
Obstructing or hindering internal affairs or an administrative investigation	
Affiliation with any person or organization known to be involved in criminal activity	

VIOLATION CATEGORY – F

Categories and Descriptions	Level	Disciplinary Range Mitigating Factors → Aggravating Factors
Category F: Any violation of law, policy, rule or regulation which: foreseeably results in death or serious bodily injury; or constitutes a willful and wanton disregard of the law enforcement agency's mission, vision and values; or involves any act or omission which demonstrates a serious lack of the integrity, ethics or character related to an employee's fitness to hold their position; or involves egregious misconduct substantially contrary to the standards of conduct reasonably expected, to include those whose sworn duty is to uphold the law; or involves conduct which constitutes the failure to adhere to any condition of employment required or mandated by law, including any 18 U.S.C. § 922(g) (Lautenberg) violations.	ONE: ANY VIOLATION	TERMINATION

Violation Examples for Category F Note: The below list represents violation examples that may fall into this category. An agency policy violation must first be identified.
Truthfulness: Intentionally making any verbal or written false statement during an official investigation or on any official agency document.
Enforcement and/or detention of individuals based on discriminatory practices
Engaging in sexual behavior on duty
Engaging in sexual behavior in an agency vehicle or facility, on or off duty
Intentional malicious and unjustified use of force resulting in serious bodily injury or death
Intentional erasing video footage and/or audio transmissions from digital video camera equipment (BWC/In-Car Camera)
Converting property/evidence for personal use
Performing secondary employment while on-duty
Improper use of controlled dangerous substance (CDS), narcotic, or hallucinogen
Tampering or manufacturing of evidence
Knowingly participating or joining an organization that advocates, incites, or supports criminal acts or criminal conspiracies or that promotes hatred or discrimination toward racial, religious, ethnic, or other groups or classes of individuals protected by law.



STATEWIDE POLICE DISCIPLINARY MATRIX

MARYLAND POLICE TRAINING AND STANDARDS COMMISSION

SPECIAL CIRCUMSTANCE VIOLATIONS

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors →	Aggravating Factors
DRIVING UNDER THE INFLUENCE Category 1: Any <u>off-duty</u> driving under the influence of alcohol and/or drugs which would constitute a violation of law.	ONE: 1 st Violation	15 Days Loss of Pay	→ TERMINATION*
	TWO: 2 nd Violation	30 Days Loss of Pay	→ TERMINATION*
	THREE: 3 rd Violation	TERMINATION*	
Category 1a: Any <u>on-duty</u> or off-duty in a departmental vehicle driving under the influence of alcohol and/or drugs which would constitute a violation of law.	ONE: 1 st Violation	TERMINATION*	

**Unless prohibited by Executive Order or Government Policy*

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors →	Aggravating Factors
FAILURE TO APPEAR FOR COURT/MVA HEARINGS Category 2: Intentional or purposeful failure to appear for any properly summoned court appearance which is the result of action taken as a law enforcement officer. This category also includes MVA hearings. *Resets 1 calendar year from the date of the first violation.	ONE: 2 violations in 1 year	Formal Written Counseling	→ Formal Written Counseling
	TWO: 2 additional violations in 2 years	Formal Written Counseling	→ Up to 2 Days Loss of Leave or Loss of Pay

DEPARTMENTAL COLLISIONS

Categories and Descriptions	Level	Disciplinary Range	
		Mitigating Factors →	Aggravating Factors
DEPARTMENTAL COLLISIONS Category 1: Minor Damage¹ to Police Vehicle and/or Other Property or Vehicle ¹ Law Enforcement Agencies may establish a dollar amount as a guideline for determining the level of severity (minor vs major). ² Driver Re-training can be imposed at any level but is mandatory for three or more at-fault departmental collisions.	ONE: 1 st Violation up to 12 months	Formal Written Counseling →	Letter of Reprimand
	TWO: 2 nd Violation within 0-24 months	Formal Written Counseling →	Up to 2 Days Loss of Leave or Loss of Pay
	THREE²: 3 rd or more Violation within 0-36 months	Letter of Reprimand →	Up to 5 Days Loss of Leave or Loss of Pay
Category 2: Major Damage to Police Vehicle and/or Other Property or Vehicle ¹ Law Enforcement Agencies may establish a dollar amount as a guideline for determining the level of severity (minor vs major). ² Driver Re-training can be imposed at any level but is mandatory for three or more at-fault departmental collisions.	ONE: 1 st Violation up to 12 months	Formal Written Counseling →	Up to 1 Day Loss of Leave or Loss of Pay
	TWO: 2 nd Violation within 0-24 months	Letter of Reprimand →	Up to 3 Days Loss of Leave or Loss of Pay
	THREE²: 3 rd or more Violation within 0-36 months	Letter of Reprimand →	Up to 10 Days Loss of Leave or Loss of Pay
Category 3: Injury to Law Enforcement Personnel and/or Civilian If gross negligence or reckless operation of a police vehicle is involved in any collision that results in serious injury or death the disciplinary range will increase up to and including termination.	ONE: 1 st Violation up to 12 months	Formal Written Counseling →	Up to 2 Days Loss of Leave or Loss of Pay
	TWO: 2 nd Violation within 0-24 months	Letter of Reprimand →	Up to 5 Days Loss of Leave or Loss of Pay
	THREE²: 3 rd or more Violation within 0-36 months	Letter of Reprimand →	Up to 14 Days Loss of Leave or Loss of Pay



STATEWIDE POLICE DISCIPLINARY MATRIX

MARYLAND POLICE TRAINING AND STANDARDS COMMISSION

VIOLATION EXAMPLES THAT MAY FALL INTO MULTIPLE VIOLATION CATEGORIES DEPENDING ON THE FACTS OF A CASE

The policy violation examples set forth in this document are not intended to serve as an exhaustive list of prohibitions on officer conduct and activities. Rather, they are intended to be a sampling of policy violations that exist in the majority of law enforcement agencies. Examples of misconduct have been provided in each policy violation category to serve as a guide in determining discipline for officers found to have violated an agency's policy or general orders/procedures. However, while policy examples outlining acceptable and unacceptable conduct for officers is necessary, not every situation can or will be covered explicitly. Below is a listing of policy conduct violations commonly found in law enforcement policies that may not fall into one specific violation category, but may warrant a higher or lower level of discipline based on the severity of the misconduct.

ABUSE OF POSITION: Officers conduct, whether on or off duty, where their authority or position is used for financial gain, obtain or grant privileges or favors, avoid consequences of illegal acts for themselves or others, or to barter, solicit or accept any good or services, such as gratuities, gifts, discounts, rewards, loans, or fees, whether for themselves or others.

BWC/IN CAR VIDEO/VIDEO RECORDED EQUIPMENT VIOLATIONS

CONDUCT UNBECOMING: Officer conduct, whether on or off duty, that casts doubt on their integrity, honesty, moral judgment, or character; brings discredit to an agency; or impairs the agency's efficient and effective operation.

CUSTODIAL RELATED VIOLATIONS (ABUSE, SECURING, TRANSPORTATION, MEDICAL CARE)

DISCRIMINATION AND/OR HARASSMENT TOWARD AN INDIVIDUAL BASED ON RACIAL, RELIGIOUS, ETHNIC, OR OTHER GROUPS OR CLASSES OF INDIVIDUALS PROTECTED BY LAW

DUTY TO INTERVENE/FAILURE TO DEESCALATE

FAILURE OF SUPERVISOR TO PROPERLY MANAGE PERSONNEL AND/OR FOLLOW SUPERVISORY POLICY RESPONSIBILITIES

INSUBORDINATION: Willful failure of an officer to obey a supervisor's lawful orders.

VIOLATIONS OF FEDERAL, STATE OR LOCAL LAW

WORKPLACE VIOLENCE: Any act or threat of physical violence, harassment, intimidation, or other threatening disruptive behavior that occurs in the workplace or arises out of the employment relationship.

