



## Office of Inspector General

Annual Report 2022

*Promoting a spirit of  
accountability and  
communication between  
civilians and the Louisville  
Metro Police Department,  
improving community relations,  
and enhancing public  
confidence.*



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**OFFICE OF INSPECTOR GENERAL**  
**LOUISVILLE, KENTUCKY**

**CRAIG GREENBURG**  
MAYOR

**EDWARD HARNESS**  
INSPECTOR GENERAL

Greetings:

What you have before you is the first ever Office of Inspector General (OIG) Annual Report, in accordance with LMCO Sec. 36.85(3). This report is brief and a template of what to expect in the future. We anticipate growth in our role as the civilian oversight body here for Louisville Metro Government.

This report highlights important details regarding the Civilian Review and Accountability Board (CR&AB) and the OIG, so I won't bore you with those upfront. Suffice to say a lot of work went into the first year and there is more important work to come.

I want to extend a special thanks to the members of the Civilian Review and Accountability Board. Their work ethic, professionalism, and wisdom are vital to our process.

The report is brief because the OIG was only operational for the second half of 2022. Additionally, the Louisville Metro Police Department has placed some speed bumps along our path. Those are detailed in this report. As this report is published some of those speed bumps have turned into roadblocks, interfering with the OIG's ability to conduct full and fair investigations.

Our goals for 2023: 1) Gain unfettered access to LMPD. Unfettered, means direct access to: LMPD reports, Computer Aided Dispatch reports, Evidence.com licenses (on-body camera videos), LMPD PSU case tracking and reporting, PIU case tracking involving LMPD personnel, and LMPD personnel. 2) Every day strive to promote a spirit of accountability and communication between civilians and the Louisville Metro Police Department, to improve community relations and enhance public confidence. 3) Produce publicly accessible full and fair investigation findings.

Peace and Blessings,

Edward W. Harness  
Inspector General  
Louisville Metro Office of Inspector General

## List of Acronyms

- *BWC* -- Body-Worn Camera (see also *WVS*)
- *CR&AB* – Civilian Review & Accountability Board
- *CEW* – Conducted Electrical Weapon (Taser), see also *ECW*
- *DOJ*- Department of Justice
- *ECW*- Electronic Control Weapons, see also *CEW*
- *EIS* – Early Intervention system
- *IA* -- Internal Affairs, see *SID*
- *LMPD* – Louisville Metro Police Department or “Department”
- *MVS* – Mobile Video System or Dash Cam
- *OIG* – Office of Inspector General
- *OIG/Board* – Office of Inspector General and Civilian Review & Accountability Board
- *OIS* -- Officer Involved Shooting
- *PIU* – LMPD Professional Integrity Unit (Administrative Investigations)
- *PSU* – LMPD Professional Standards Unit (Criminal Investigations, *OIS*)
- *SID* – LMPD Special Investigations Division, Both *PSU* & *PIU*
- *SOPs* -- Standard Operating Procedures
- *SUOF* -- Serious Use of Force
- *UOF* -- Use of Force
- *WVS* – Wearable Video System

## Report Highlights

- Office of Inspector General was established by the Louisville Metro Government and began investigative operations on May 31, 2022
- Office of Inspector General (OIG) recorded/received 23 complaints
- 7 complaints (30%) were not recommended for full investigation by the CR&AB.
- OIG initiated investigations on 16 complaints against LMPD personnel during the reporting period starting May 31, 2022 and ending December 31, 2022.
- The OIG was unable to complete any full investigations for complaints during this reporting period due to denial of access to LMPD personnel and data.
- 7 of the preliminary investigations were 'Closed by Exception' and 4 of those (57%) were due to 'No SOP Violation'.
- 22 LMPD employees were identified in complaints investigated during this reporting period, out of those, 19 hold the rank of Police Officer and 3 hold rank of Police Sergeant.
- 17 of the LMPD employees identified in complaint investigations were white, 5 were black, and 1 Asian. 17 were male and 6 female.
- 5 complainants were male, 15 were female, and 1 complainant did not identify their gender. Youngest complainant was 16 years old and the oldest was 71 years old.
- Race of the complainants were 4 white, 15 were black, while 3 did not report their race.
- 1 complainant was Hispanic, 18 were non-Hispanic, while 3 complainants did not report their ethnicity.
- Majority of complainants identified as heterosexual, while 1 identified as LGBTQ, and 3 did not report on their LGBTQ affiliation.
- 6 of the complainants reported they experience mental illness while 12 reported no mental illness. 4 of the complainants did not report this information.
- 21 of the complainants reported they do not struggle with homelessness while 1 complainant did not report this information.

## Introduction

The Office of Inspector General (OIG) is an agency independent from but accountable to the Louisville Metro Government. The OIG receives, investigates, and reviews complaints submitted by the community members concerning the Louisville Metro Police Department (LMPD) and provides policy, disciplinary, training, and procedural recommendations to LMPD.

The Civilian Review and Accountability Board (CR&AB) consists of 11 members and is led by the Chair. By ordinance, these members are recommended by specific organizations or community segments and appointed by the mayor. The CR&AB members are required to attend 16 hours of training and 24 hours of ride-alongs with LMPD officers. The CR&AB meets monthly. At these meetings the Inspector General (IG) will make a report of OIG activities, present new cases to the board, and present recommendations.

The OIG conducts an initial review, prioritization of complaints, and presents recommendations to the CR&AB. Following an oral presentation by the Inspector General of any complaint for which the Inspector General has completed an initial review, under LMCO § 36.83, the Board shall determine by simple majority vote whether to authorize the Inspector General to investigate that complaint. The CR&AB adopted its Standard of Review at the March 2022 meeting of the CR&AB (see Attachment III)

The OIG is mandated by the Oversight Ordinance (§ 36.85.B.3) to regularly inform the Mayor, the City Council, and the public by submitting written annual reports. The information provided in this report is for period beginning January 1st, 2022 through December 31<sup>st</sup>, 2022. This report is divided into the following sections:

- I. Complaint Investigation Process
- II. Employee and Complainant Demographics
- III. Public Outreach
- IV. CR&AB/Board Policy Activities, Policy Recommendations provided to LMPD, CR&AB Training Status & Legislative Amendments to Oversight Ordinance and Policies and Procedures

The first section, 'Complaint Details,' identifies the total number of complaints investigated in 2022. This section covers complaints source, the number of complaints received and investigated by LMPD divisions. Furthermore, the section provides information related to the SOPs that came under review in investigations.

The second section, 'Employee and Complainant Demographics,' reports demographic information on both LMPD employees and the complainants. The information includes gender, ethnicity, and race of employees involved, their rank, assigned bureau and division, and age. Regarding the information about the complainants, this report provides data on their gender, race and ethnicity, LGBTQ affiliation, housing status, and mental health status when they filed complaints with the OIG.

## Complaint Investigation Process

The OIG allows complainants to file their complaint in writing or verbally. Forms can be phoned in, emailed, filed online, sent through regular mail, or dropped off at the OIG office in the City Hall Annex. Complaint forms are available online, at all police stations, libraries, community centers, and many local businesses across Louisville - covering more than seventy locations. For a list of locations, see Attachment II. Furthermore, staff regularly attend community events and make complaint forms and business cards available.

The Office of Inspector General opens a case and assigns it to an investigator. The initial action is to determine, on the face of the complaint, the veracity of the allegation(s) and if the complaint falls under the purview of the OIG and CR&AB. The Inspector General may close the complaint following an initial review or take it before the CR&AB to get authorization for a full investigation. A complaint may be resolved without a full investigation for the following reasons:

- The investigator verifies after initial review that the complaint does not constitute misconduct by an LMPD employee,
- The investigator cannot minimally substantiate allegations,
- The policy violations do not meet LMCO Sec. 36.83:

Serious injury or death of any individual in police custody

Serious injury or death of any individual resulting from police action or inaction

Abuse of police authority

Excessive use of force

Discrimination in the provision of police services

Sexual misconduct

- The allegations are duplicative,
- There is lack of information to complete the investigation,
- The complainant requests a withdrawal of the complaint,
- The complaint was lodged against someone who is not an LMPD employee,

In some cases, citizens do not file complaints with the OIG immediately after the incident, the body camera footage of the incident may not be available to OIG investigators due to LMPD's Body Worn Camera (BWC) non-evidentiary video retention policy of 30 days so people are encouraged to lodge complaints in a timely manner.

When a full investigation is authorized, the assigned investigator will interview complainants/witnesses, obtain evidence, and interview the LMPD personnel involved, when appropriate, and review other necessary materials.

Once the investigation of the complaint is completed, the IG will review the findings of the investigation to determine if there are any violations of LMPD Standard Operating Procedures (SOPs). If there is a violation of policy or policies, the IG will recommend discipline for the officer. However, all final decisions to impose discipline remain with the Chief.

Investigators consult regularly with the IG during the course of investigations and submit completed reports to the IG. Upon final approval from the IG, the report is then presented to the CR&AB.

The CR&AB reviews the investigation recommendations during the Board monthly meetings.

There are five (5) possible findings of complaints investigated by the OIG which include:

- **Sustained** – Where the investigation determines, by a preponderance of the evidence, that the alleged misconduct did occur.
- **Not Sustained** – Where the investigation is unable to determine, by a preponderance of the evidence, whether the alleged misconduct occurred.
- **Exonerated** – Where the investigation determines, by a preponderance of the evidence, that the alleged conduct did occur but did not violate LMPD policies, procedures, or training.
- **Unfounded** – Where the investigation determines, by clear and convincing evidence, that the alleged misconduct did not occur or did not involve the subject officer.
- **Closed by Exception** – The allegations are duplicative, or investigation cannot be conducted because of the lack of information in the complaint, the OIG does not have jurisdiction, or the complainant requests withdrawal of the complaint.

## Data Sources and Limitations

This report highlights complaints investigated and complaints closed (investigation completed) along with the findings, demographic information of employees and complainants. It also provides information regarding policy activities at LMPD during the reporting period; policy recommendations given by the CR&AB/OIG, CR&AB and OIG training status as well as the OIG's public outreach efforts. Data for this report is retrieved from the IA Pro (Internal Affairs record management database), complainant data retained by the OIG, CR&AB meeting minutes and City of Louisville human resources.

Since the majority of the data is extracted from IA Pro database, it is important to note that the OIG is not an IA Pro administrator and only has limited control over data entry into the database. The OIG cannot certify the validity and reliability of LMPD Internal Affairs data retrieved from the database. Since the complaint data were drawn from live databases, changes in coding, complaints specifications, allegations, employee/complainant and outcome numbers may fluctuate over time and are subject to revision.

## Section I. Complaint Details

The Office of Inspector General is responsible for receiving and investigating all complaints involving LMPD employees and ensuring that the complaint process is accessible to all members of the community. Any person claiming to be aggrieved by actions of the Louisville Metro Police Department may file a complaint against any of its employees/officers.

During the reporting period of January 1st 2022 to December 31st 2022, the OIG recorded/received 23 complaints and the CR&AB authorized 10 for investigation. Several complaints received by the OIG were not investigated due to reasons including but not limited to:

- Investigators after initial review determined that allegations are not true or does not constitute misconduct,
- Duplicative complaints (already assigned an OIG number), or
- Lack of information to open an investigation.

Table 1 below summarizes the status of all complaints that were investigated during the current reporting period:

Status	Complaints Recorded	Board Authorized	Closed without Investigation	Completed	Pending Initial Review
<b>Total</b>	23	10	7	0	6

*Table 1. Complaints Status*  
Data Source: IA Pro- January 1st 2022-December 31st 2022

## Complaint Sources

Complaints received by the OIG can come through a variety of sources. A complainant may file it in writing or over the phone. They can phone-in, email, file online, send the complaint through regular mail, or drop off the complaint form at the City Hall Annex. Complaint forms are available online, at all police stations, libraries, community centers, and local businesses across Louisville. Furthermore, staff regularly attend community events and make complaint forms and business cards available. For the period of January 1st to December 31st 2022, out of the 23 complaints investigated, 7 reached the OIG online or by email. Table 2 below summarizes the source of all complaints that were investigated during the current reporting period.

Source	Email	Online	In Person	Phone	Written-Mail
<b>Total</b>	1	8	3	10	1

*Table 2. Complaints Source*  
Data Source: IA Pro- January 1st 2022-December 31st 2022

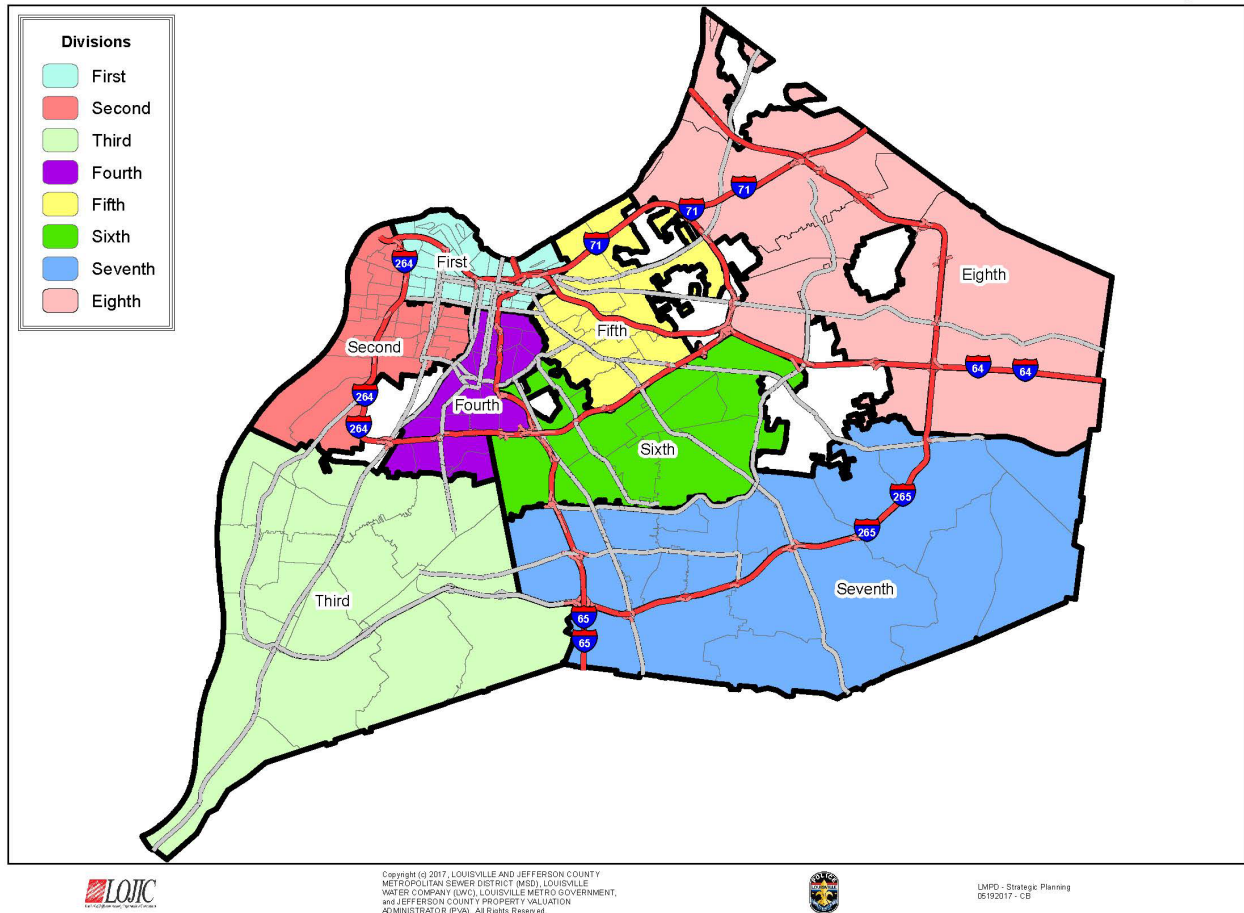
## Complaint by Police Divisions

The information reported in this sub-section provides a list of complaints investigated for incidents that occurred during this reporting period by Police Division. Of the total eight Police Divisions in Louisville, a majority of the complaints investigated were for incidents occurring in the downtown and west-end divisions 1,2, and 3 with additional complaints from the 7<sup>th</sup> division. The OIG investigated no complaints of police misconduct occurring in the 5<sup>th</sup> Division. 5 citizens who filed complaints did not provide information regarding incident location. Table 3 below summarizes the division of all complaints that were investigated during the current reporting period.

Division	1 <sup>st</sup> Division	2 <sup>nd</sup> Division	3 <sup>rd</sup> Division	4 <sup>th</sup> Division	5 <sup>th</sup> Division	6 <sup>th</sup> Division	7 <sup>th</sup> Division	8 <sup>th</sup> Division
<b>Complaints</b>	4	3	4	1	0	1	3	1

*Table 3. Complaints Division*  
 Data Source: IA Pro- January 1<sup>st</sup> 2022-December 31<sup>st</sup> 2022

Figure 1 below provides a snapshot of all Police Divisions in Louisville:



## Section II. Employee and Complainant Demographics

This section is divided into two sub-sections, the first will provide information for LMPD employees identified in complaints investigated while the second sub-section reports on demographics of complainants who filed complaints with the OIG during January 1<sup>st</sup> 2022 to December 31<sup>st</sup> 2022.

### Employee Demographics

Complaints can be filed against both sworn and non-sworn employees of the Louisville Metro Police Department. A total of 22 LMPD employees were identified in complaints received during this reporting period. Note that one complaint can have more than one employee involved, we might have information of one LMPD employee in a particular complaint, but that complaint may have missing information about other employees.

This sub-section reports on demographic characteristics of LMPD employees who were identified in civilian police complaints investigated during this reporting period. The information reported here provides a snapshot of the employee's rank, assigned bureau and division, race & ethnicity, gender, and median age. Table 4 below illustrates the total number of LMPD employees involved in complaints by their race, ethnicity and gender as of June 2021.

<b>Race &amp; Ethnicity</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
Asian (Not Hispanic or Latino)	0	1	<b>1</b>
Black or African American	1	3	<b>4</b>
White (Not Hispanic or Latino)	5	12	<b>17</b>
<b>Total</b>	<b>6</b>	<b>16</b>	<b><u>22</u></b>

*Table 4. LMPD Employee Demographics as of Data  
Source: IA Pro- January 1<sup>st</sup> 2022-December 31<sup>st</sup> 2022*

### Employee's Rank

22 employees were identified in complaints investigated during the current reporting period. Among those, 19 were Police Officers and 3 were sergeants.

### Employee's Involved in Complaint Investigations

This sub-section identifies the number of complaints investigated and the number of employees involved in those complaints. As already highlighted, of the total 23 complaints investigated during the reporting period, all provided information about involved employees. As seen in table 5 below, 15 complaints identified involvement from one LMPD employee, 3 complaints identified two employees, 1 complaint identified three employees, 3 complaints identified 4 employees.

<b>Number of Complaints</b>	<b>Number of Involved Employees</b>
15	1
3	2
1	3
3	4

*Table 5. Complaints Investigated & Employees involved  
Data Source: IA Pro- January 1<sup>st</sup> 2022-December 31<sup>st</sup> 2022*

### Employee’s Age

Of the complaints received, the oldest employee was 56, the youngest 26, and the mean age was 36.

### Complainant Demographics

For the current reporting period, the OIG investigated 23 civilian police complaints involving 23 complainants. None were filed anonymously. The data provided in this section provides information on complainants’ gender, race, ethnicity, LGBT affiliation, mental health status, median age, and housing status (homeless).

The source of data reported in this section is from the complaint form ‘Optional Demographic Section’. Note that information reported in this section mirrors the information reported by the citizen in the complaint form. The complainant might state they do not have mental illness in the complaint but is later determined that they have mental health issues. The information reported here will state ‘No’ mental illness as stated by the complainant on the complaint form. Some data is not reported by complainants regarding the demographic characteristics which will be highlighted alongside each sub-section.

Since this section is ‘optional’ while filing the complaint form, several complainants skipped this demographic section and did not provide any information. Some complaints were received via direct email, in person, or over the phone which do not have any demographic information regarding complainants. Notably, some complaints are filed by citizens on behalf of other individuals. Demographic information captured may not have information of the actual complainant and may have information of those submitting the complaint form. Sub-sections below highlight demographic information for complainants from January 1st 2022 to December 31st 2022.

### Complainant Gender

Of the total 23 complainants, 6 were Male compared to 15 Female complainants. During this period, 1 complainant did not record information about gender when the complaint was filed with the OIG.

## Complainant Race & Ethnicity

Data on race and ethnicity will help identify problems and populations at risk, which is crucial information for policymakers in making effective decisions. The data will also help understand the underlying causes of problems faced by specific groups of population due to police misconduct. It will help understand if police officers are complying with civil rights law and will also help detect evidence of discrimination against certain population segments. 15 complainants identified as Black, 4 identified as White, 3 Unknown, and 1 complainant identified as Hispanic.

## Complainant Sexual Orientation / Gender Expression

The OIG collects data regarding the sexual orientation and gender expression of citizens to identify possible biases among specific population segments. Discrimination and harassment by law enforcement based on an individual's sexual orientation hinders the process of effective policing, breaks community trust and prevents officers from protecting and serving communities. For the complaints investigated during this period, 18 of the complainants identified as heterosexual, 1 identified as LGBTQ, and 3 of the complainants did not provide information regarding their sexual orientation.

## Complainant Mental Health Status

This sub-section provides information pertinent to mental health status of complainants. For this reporting period, 6 complainants stated they were experiencing mental health issues while 12 reported 'No' mental health issues. 4 complainants did not respond regarding any mental health issues.

## Complainant Housing Status

Louisville has a significantly large segment of homeless population. Police engage with such groups on a daily basis. The information reported in this subsection documents if the complainant struggles with homelessness as well as if they were homeless at the time of interaction with the LMPD. 22 of the individuals who filed complaints with the OIG stated they do not struggle with homelessness while only 1 complainant did not report on this information.

## Complainant Age

Of complainants who filed complaints during 2022, the youngest was 16 years old while the oldest was 71 years old. The mean age was 44.9 years.

## Section III. Public Outreach

This section highlights public outreach initiatives undertaken by the OIG's staff during this reporting period.

- IG Harness conducted 22 media interviews. Please see Attachment I.
- Staff met with local stakeholders including:
  - the Kentucky Commission on Human Rights Intake Unit,
  - the directors of Neighborhood Place,
  - the directors of Louisville's Community Centers,
  - the National Action Network,
  - the Parkway Village City Council,
  - Mandala House,
  - the Louisville Fairness Campaign,
  - the Louisville Coalition for Change, and
  - members of the Newburg and Park Duvall communities at town hall sessions.
- Staff attended regularly scheduled events:
  - the weekly Bishop's table at Gospel Missionary Church,
  - the University of Louisville's Monthly Community Series at the Yearlings Club,
  - Voices of Louisville weekly meeting,
  - the NAACP Executive Committee and General Membership bi-monthly meetings,
  - Kentucky Alliance Against Racist and Political Repression monthly meetings,
  - Louisville Refugee Resettlement quarterly meetings,
  - Racial Fairness Commission monthly meeting,
  - LMPD's annual National Night Out, and
  - the West End Opportunity Partnership weekly meeting.
- Staff attended multiple special events such as:
  - The Transgender Day of Remembrance,
  - the pastoral anniversary of Bishop Lyons,
  - the Jefferson County League of Cities Annual Dinner, and
  - the Louisville Defender 2022 Business & Professional Achievers Recognition Luncheon.
- Staff distributed informational posters and complaint forms at over 70 area locations including the police divisions, community centers, libraries, government offices, and local businesses. See attachment II.

## Section IV. CR&AB Policy Activities, Policy Recommendations provided, CR&AB and OIG Training

This section provides a snapshot of the activities that the Board dedicated to policy and other important matters related to LMPD during the current reporting period

### CR&AB Training Status

Section LMCO § 36.76 of the Oversight Ordinance lists the required training that Board members shall complete. Training is led by subject matter experts and was organized by the Criminal Justice Commission. General training consists of basic legal and constitutional issues in policing, LMPD units and operations, internal policies and procedures, and standard police equipment. Specific training refers to training on basic and power handcuffing, body-worn camera, collective bargaining agreements, de-escalation, ethics in law enforcement, implicit bias, officer's bill of rights, response to resistance and use of defensive tactics, use of force and taser use, and weapons simulation. Ride-alongs for board members are a minimum of 24 hours accompanying an LMPD officer on patrols, with 12 of those hours needing to be day shift and 12 night.

Table 6 on the following page lists the status of each Board member on those trainings during 2022.

<b>Board Member</b>	<b>General Training</b>	<b>Specific Training</b>	<b>Night Shift Ride Along</b>	<b>Day Shift Ride Along</b>
Kellie Watson (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Turney Berry (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Stachelle Bussey (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Scott Dickens (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Jennifer Green (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Barbara Haigler (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Charles Keys (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Marianna Michael (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Denise Sears (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Guillermo Sollano (Appointed 4-15-2021)	Completed	Completed	Completed	Completed
Antonio Taylor (Appointed 4-15-2021)	Completed	Completed	Completed	Completed

*Table 6. Required Training status*

## Staff Training Status

Section § 36.82.B.2 of the Oversight Ordinance lists the required training that staff members complete. Training is led by subject matter experts and was organized by the Criminal Justice Commission. General training consists of basic legal and constitutional issues in policing, LMPD units and operations, internal policies and procedures, and standard police equipment. Specific training refers to training on basic and power handcuffing, body-worn camera, collective bargaining agreements, de-escalation, ethics in law enforcement, implicit bias, officer's bill of rights, response to resistance and use of defensive tactics, use of force and taser use, and weapons simulation. Ride-alongs for staff are a minimum of 40 hours accompanying an LMPD officer on patrols, with 12 of those hours needing to be day shift, 24 hours on night shifts, and 4 hours with an investigative unit.

Table 7 on the following page lists the status of each staff member on those trainings during 2022.

<b>Staff</b>	<b>General Training</b>	<b>Specific Training</b>	<b>24 hours with LMPD during night shifts</b>	<b>12 hours with LMPD during day shifts</b>	<b>4 hours with LMPD officers in an investigative unit</b>
Edward Harness (Appointed 12-1-2021 Deadline 1-14-2020)	Completed	Completed	Completed	Completed	Completed
Stella Dorsey (Hired 2-14-2022 Deadline 5-14-2022)	Completed	Completed	Completed	Completed	Completed
Tracy Carter (Hired 4-11-2022 Deadline 7-11-2022)	Completed	Completed	Completed	Completed	Completed
Kattie Snow (Hired 4-11-2022 Deadline 7-11-2022)	Completed	Completed	Completed	Completed	Completed
Erin Spalding (Hired 4-11-2022 Deadline 7-11-2022)	Completed	Completed	Completed	Completed	Completed
Ambra Hunter (Hired 4-11-2022 Deadline 7-11-2022)	Completed	Completed	Completed	Completed	Completed
Thomas Whetstone (Hired 9-1-2022 Deadline 12-1-2022)	Completed	Completed	Completed	Completed	Completed

*Table 7. Required Training status (within 3 months of hire)*

## Section V. Status & Legislative Amendments to Oversight Ordinance & Policies and Procedures.

1/2/2022 Kentucky State Senate Bill 115 – To create a new Section of KRS Chapter 67C granting OIG Subpoena Power

3/15/2022 Letter to Chief Shields – Required integration of OIG into LMPD Information Systems.

7/11/2022 Memorandum of Understanding between LMPD & OIG – Access to Criminal Justice Information Systems

9/19/2022 LMCO §36.70-98 – Amendments to Ordinance

11//14/2022 Memorandum of Understanding between OIG & LMPD – Cooperation by LMPD Employees with OIG Investigations

# Appendix

## Inspector General

**EDWARD W. HARNESS, ESQ.**, Inspector General of Louisville Metro's Office of Inspector General, is a graduate of Marquette University Law School. Prior to law school, as a City of Milwaukee Police Officer, he graduated Cum Laude with a Bachelor of Arts in Management of Criminal Justice Operations from Concordia University.

In 2015, Albuquerque's Civilian Police Oversight Agency Board selected him to be the first Executive Director of the Civilian Police Oversight Agency. Like his previous role in Albuquerque, he again is tasked here in Louisville with starting an agency to provide oversight of a police department.

## LMCO § 36.82&83 Powers and Duties of Inspector General.

(A) The Inspector General:

- (1) Shall investigate complaints as determined under LMCO §36.83;
- (2) May examine patterns and practices, and review policies, procedures, and operations within LMPD under LMCO § 36.84; and
- (3) May provide recommendations on improving operations to the Chief of Police, the Mayor, and Metro Council.

(B) (1) The Inspector General shall establish the internal organization of the Office of Inspector General and shall create such divisions as deemed necessary to perform the functions, powers, and duties of the office. The Inspector General shall have the power to appoint, employ, and remove personnel as deemed necessary for the efficient and effective administration of the affairs of the office, and to contract with outside experts and consultants as needed.

(2) The Inspector General and all personnel within the Office of the Inspector General shall complete:

- (a) The same 16 hours of training over two days that is required of Civilian Review and Accountability Board members under LMCO § 36.74(A)(1); and
- (b) A minimum of 40 hours accompanying on-duty LMPD personnel, made up of:
  1. A minimum of 24 hours completed in varying patrol areas during two night shifts or a series of night shifts;
  2. A minimum of 12 hours completed in varying patrol areas during one day shift or a series of day shifts; and
  3. A minimum of four hours completed with an investigative unit.

(C) The Inspector General shall adopt rules and regulations that guide the functions and processes conducted by the Office of Inspector General that are not inconsistent with state or local laws, Louisville Metro Government Personnel Policies, or LMPD collective bargaining agreements.

(D) The Inspector General shall conduct direct community outreach and take appropriate steps to build public awareness of the Office of Inspector General, and of all procedures established by the Inspector General for receiving and investigating complaints.

(E) (1) To the extent permissible by law, all officers and employees of Louisville/Jefferson County Metro Government shall cooperate with and furnish the Office of Inspector General unrestricted access to employees, documents, records, and any other information necessary to assist in carrying out duties under this subchapter.

(2) The Inspector General shall report to a Metro officer's or employee's hiring authority, in writing, any failure by an officer or employee to cooperate with the Office of Inspector General's requests. Disciplinary action shall be taken in accordance with personnel policies by the appointing authority and under applicable law.

(F) To the extent as may be authorized by state law, the Inspector General shall have the power to issue subpoenas, administer oaths, and compel testimony in conducting investigations, whether based on complaints or as part of a non-complaint investigation or review.

(G) Subject to the duty to report under §36.85, the Office of Inspector General shall conduct all investigations confidentially and shall not publicly disclose any information received during an investigation that is considered proprietary or confidential in nature under any local, state, or federal law or regulation.

#### § 36.83 INVESTIGATIONS OF COMPLAINTS BY THE INSPECTOR GENERAL.

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

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

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

- (a) The LMPD Professional Standards Unit and the Public Integrity Unit;
- (b) The anonymous Ethics Tip Line established in LMCOChapter 39;
- (c) Office of Internal Audit of Louisville/Jefferson County Metro Government;
- (d) The Police Ombudsman at the Human Relations Commission; or
- (e) Direct reference of complaints, whether anonymous or non-anonymous, to the Office of Inspector General or members of the Civilian Review and

Accountability Board from citizens, members of LMPD, or from other Metro offices and departments.

(2) The Inspector General shall establish a process to evaluate the merits of a complaint, conduct an initial screening and prioritization of complaints, and present recommendations to the Civilian Review and Accountability Board regarding whether a complaint merits a full investigation pursuant to this Section. Beyond any preliminary investigation necessary to evaluate the merits of a complaint, the Inspector General shall not continue to investigate complaints without authorization from the Board.

(C) Upon the conclusion of a complaint investigation, the Inspector General shall have the authority to make recommendations to and share investigative findings with the Chief of Police, the Commonwealth Attorney, the County Attorney, the Federal Bureau of Investigation, the Internal Auditor, the Metro Ethics Commission, the Civilian Review and Accountability Board, or other appropriate bodies based on the results of the complaint investigation and the judgment of the Inspector General.

#### § 36.84 NON-COMPLAINT REVIEWS AND INVESTIGATIONS BY THE INSPECTOR GENERAL.

(A) Pursuant to the powers established in LMCO §36.82, the Inspector General may examine and review operations within LMPD without a vote by the Civilian Review and Accountability Board.

(B) The Inspector General shall inform the Civilian Review and Accountability Board chair when initiating such reviews and examinations and shall provide oral updates to the Civilian Review and Accountability Board as directed by the chair.

## Office of Inspector General Staff

**Investigator Tracy Carter** completed Internal Affairs Training through DLG in May of 2022 and is a member of the National Association of Civilian Oversight of Law Enforcement that works collaboratively with agencies on “building public trust through law enforcement accountability and Transparency.” Early on in her career, she worked as a technician in a drug and research department at University of Kentucky Healthcare before deciding to pursue the study of Criminal Justice at Kentucky State University where she graduated Cum Lade in 2015. She went on to earning a Master of Science degree and graduated with honors from the University of Louisville in 2018. Ms. Carter started her Criminal Justice Career in state government with the Kentucky Department of Corrections as a Probation and Parole Officer, where she supervised Probationers and Parolees. Later, Ms. Carter was promoted to a Social Service Clinician and was responsible for assessing clients for substance abuse and mental health needs and making referrals to treatment providers. While working for the Department of Corrections and hearing the stories of clients, Ms. Carter knew that she needed to be more involved in the community with helping rebuild public trust between constituents and Criminal Justice practitioners, which led to her current role as Inspector General Investigator.

**Investigator Erin Spalding**, graduated with a degree in Paralegal Studies from the University of Louisville and has 17 years of investigative experience with the Kentucky Commission on Human Rights, the state agency that enforces the Kentucky Civil Rights Act. During her many years with the Kentucky Commission on Human Rights, Ms. Spalding worked as a Legal Secretary, Intake Officer, Employment and Housing Investigator and Enforcement Branch Supervisor. She has had extensive trainings in investigations, case management, legal writing and research, federal contracts, administrative hearings, open records, and employee management. She has also assisted with community outreach activities and programs like the Kentucky Civil Rights Hall of Fame, The Color of Law, The Color of Justice, the 50th Anniversary of the March on Frankfort, The Kentucky Remembers Project, and the JCPS Middle School Connection. Ms. Spalding has served on several boards and commissions and currently serves on the Parkway Village City Council and is a member of the Metro Disability Coalition.

**Investigator Kattie Snow, MPH** graduated with a B.S. in Community Development from Central Michigan University. Ms. Snow went on to earn a Master’s in Public Health from Central Michigan University. She worked as a jail services healthcare contract manager for Wayne County, Michigan, where she was able to be part of the team responsible for implementing institution wide healthcare and policy reform within Wayne Counties jails.

**Police Ombudsman Stella Dorsey** graduated from the University of Louisville August 2002 with a bachelor’s degree in Communications and went on to earn a master’s degree in Elementary Education from Spalding University in June 2007. She earned her degrees while working for the Mayor’s Office as a Press Communications Assistant and later as Budget Manager retiring after 30 years October 2008. After retirement, she taught elementary education for four years at McFerran Preparatory Academy and returned to Metro Government Human Relations Commission in August 2013 as Police Ombudsman. In February 2022, this role was transferred to the Office of the Inspector General.

**Analyst Dr. Thomas Whetstone** has been involved in criminal justice in various roles since 1975. After leaving military service he worked as a dispatcher, a Crime Scene Investigator, a police officer and Sergeant. He has been involved in police training and education since 1978. He has additionally served as adjunct faculty with the University of Illinois Police Training Institute and on staff at several tactical training facilities. He is former faculty at the Southern Police Institute and served on the Kentucky Parole Board. Dr. Whetstone is a published author, and his research has focused on issues directly affecting police personnel and policy.

**Administrative Coordinator Ambra Hunter** received their B.A. in English at Georgia College and State University. Mx. Hunter has worked with multiple non-profits engaged with community outreach, environmental concerns, and improving access to food and housing. Mx. Hunter has over 15 years' experience in various office support and administrative roles and appreciates the opportunity to use their skills in service of their community.

## Civilian Review and Accountability Board Members

Chair Kellie Watson, J.D. is a graduate of Vanderbilt University School of Law and member of the Kentucky Bar Association. She has been involved in Affirmative Action in state government and within the Louisville Metro Government serving last as the Chief Equity Officer in the Office of the Mayor. She is now serving as the General Counsel for Louisville Metropolitan Sewer District.

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Term: March 25th, 2021 to March 25th, 2024

Vice-Chair Turney Berry, J.D. is a graduate of the Vanderbilt University School of Law and is a member of the Kentucky Bar Association. He is admitted to practice before the Kentucky and US Supreme Courts. He has extensive experience in estate planning and economic rights and has teaching experience at numerous Law Schools and has an extensive resume of volunteer and civic activities.

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Term: March 25th, 2021 to March 25th, 2025

Antonio Taylor is currently enrolled in the Communications Program at Spalding University and is deeply involved in broadcast media where he is currently the creator and host of The Turn Up Show w/T-Made & Friends on 104.7FM and is also supported by work at GE Appliance Park.

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Term: March 25th, 2021 to March 25th, 2024

Charles Keys, III is a graduate of the University of Kentucky College of Architecture and is currently President of Keyes Architects & Associates, PLLC. He is a past member of the NFPA and a 33-year veteran volunteer firefighter. He has been on advisory boards for Sullivan College and Iroquois High School.

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Term: March 25th, 2021 to March 25th, 2024

Guillermo Sollano is a professional photographer and holds an Associate of Arts degree from Jefferson Community and Technical College. He is President of Greater Art Solutions. In addition to numerous fine art photo exhibits, he has also appeared as an actor in movies, television and on stage in both principle and supporting roles.

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Term: March 25th, 2021 to March 25th, 2025

Scott.Dickens, J.D., is a graduate of the University of Louisville Brandeis School of Law. He currently serves as the Managing Partner at Fultz, Maddox Dickens PLC and previously served as the Chair LMPD Merit Board as well as faith-based volunteer activities.

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Term: March 25<sup>th</sup>, 2021 to March 25<sup>th</sup>, 2023

Barbara Haigler, Pastor, Broadway Temple AME Zion Church is a magna cum laude graduate from South Carolina State University with a Bachelor of Science degree in Chemistry. She has been called to pastoral work since 1999 and has served in various roles over the years.

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Term: March 25th, 2021 to March 25th, 2023

Denise Sears is a cum laude graduate of Columbia University/Barnard College with a Bachelor of Arts in Economics and Psychology. She is currently President and CEO of SOS International and has served on the President's Council at the University of Louisville, Rotary Club of Louisville, Greater Louisville, Inc., and many more civic organizations.

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Term: March 25th, 2021 to March 25th, 2023

Jennifer Green, J.D. is a graduate of the Columbia Law School, Harvard University and studied at the Sorbonne. She is admitted to the bar in New York and Kentucky. She was an Articles Editor for the Columbia Law Review. She has a rich history of work in corporate law and is currently serving as the Vice President of Global Mergers & Acquisitions for Yum Brands.

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Term: March 25th, 2021 to March 25th, 2025

Marianna Michaels, J.D. is a magna cum laude graduate of the University of Louisville Brandeis School of Law and is a member of the Kentucky Bar Association and currently an Associate with Wyatt, Tarrant & Combs, LLP. She has legal experience in Human Rights, Immigration, and employment law.

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Term: March 25th, 2021 to March 25th, 2024

Stachelle Bussey, M.Div. holds a Master of Divinity from Louisville Presbyterian Theological Seminary and a Bachelor of Arts in Criminal Justice from Kentucky State University. She is currently the Executive Director of The Hope Buss and Worship and Media Director for One Church Louisville.

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Term: March 25th, 2021 to March 25th, 2025

## LMCO § 36.74 Powers and Duties of the CR&AB

As defined in the Oversight Ordinance LMCO § 36.74, the powers and duties of the Civilian Review and Accountability Board are as follows:

- (A) Following an oral presentation by the Inspector General of any complaint for which the Inspector General has completed an initial screening under LMCO § 36.83, the Board shall determine by simple majority vote whether to require the Inspector General to investigate that complaint;
- (B) Review the final reports of any investigations completed by the Inspector General;
- (C) Review closed internal police investigations into police shooting cases and incidents involving loss of life due to police action; and
- (D) Advise the Mayor, Metro Council, and the Chief of Police on matters relating to the quality and adequacy of internal police investigations, or investigations by the Inspector General, and recommend changes in policy, training, procedures, and staff as a result of its reviews.

## Attachments

### I. IG Harness Interviews with Local Media

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- Steffen, Connor. (2022, October 2). Inspector General reports 'obstacles' to accessing LMPD information for investigations. WHAS11. <https://www.whas11.com/article/news/local/inspector-general-edward-harness-no-access-to-information-lmpd-investigations/417-d9a523ea-13a6-4b0a-b408-f7a3a29568f5>

- Wood, J. (2022, September 29). Inspector General: Louisville Police Not Cooperating in Misconduct Investigations. Leo Weekly. <https://www.leoweekly.com/2022/09/inspector-general-louisville-police-not-cooperating-in-misconduct-investigations/>
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- Louisville's Inspector General announces investigation into Shawnee Park shooting. (2022, July 19). WDRB. [https://www.wdrb.com/news/louisvilles-inspector-general-announces-investigation-into-shawnee-park-shooting/article\\_819e462e-07ca-11ed-90ee-233dbad66a59.html](https://www.wdrb.com/news/louisvilles-inspector-general-announces-investigation-into-shawnee-park-shooting/article_819e462e-07ca-11ed-90ee-233dbad66a59.html)
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- Louisville's new Inspector General says his office will be fully operational this summer. (2022, May 17). WLKY. <https://www.wlky.com/article/louisville-inspector-general-office-open-summer-complaints-police/40020990>
- Louisville's Office of Inspector General to be fully operational in June. (2022, May 16). WDRB. [https://www.wdrb.com/news/crime-reports/louisvilles-office-of-inspector-general-to-be-fully-operational-in-june/article\\_58e39c2a-d56b-11ec-a0e4-afc94574818b.html](https://www.wdrb.com/news/crime-reports/louisvilles-office-of-inspector-general-to-be-fully-operational-in-june/article_58e39c2a-d56b-11ec-a0e4-afc94574818b.html)

## II. Locations of Complaint Forms

1st Division	Southwick Community Center
2nd Division	South Louisville Community Center
3rd Division	Sun Valley Community Center
4th Division	Wilderness Road Senior Center
5th Division	La Casita Center
6th Division	Americana Community Center
7th Division	Adelante Hispanic Achievers
8th Division	Bridges of Hope Neighborhood Place
Main Library	First Neighborhood Place
Bon Air Library	Neighborhood Place of the Greater Cane Run Area
Crescent Hill Library	Northwest Neighborhood Place
Fairdale Library	South Central Neighborhood Place
Highlands-Shelby Park Library	South Jefferson Neighborhood Place - Fairdale
Iroquois Library	South Jefferson Neighborhood Place - Valley Station
Jeffersontown Library	Neighborhood Place Ujima
Middletown Library	Edison Center Neighborhood Place
Newburg Library	Bridges of Hope Neighborhood Place - Satellite
Northeast Regional	Youth Transitional Services
Portland Library	Boys & Girls Clubs of Kentuckiana - Admin Office
St. Matthews Library	Planned Parenthood - Louisville Health Center
Shawnee Library	Dixie Health Center
Shively Library	Specialty Clinic
South Central Regional Library	Sunergos
Southwest Regional Library	Old Louisville Coffee Co-Op
Beechmont Community Center	Full Stop
Berrytown Recreation Center	Senior Nutrition
Molly Leonard Community Center	District 16 Probation and Parole
Cyril Allgeier Community Center	District 17 Probation and Parole
Douglass Community Center	District 18 Probation and Parole
Metro Arts Community Center	City Hall
California Community Center	Breeway Warriors
Newburg Community Center	KY Commission on Human Rights - Intake Office
Parkhill Community Center	First Unitarian Church
Shawnee Community Center	Charmoli Center Neighborhood Place
Hope Village	Mary T. Meagher Aquatic Center

### III. CR&AB Standards of Review

#### **Complaint Review Standards & Procedures of The Civilian Review and Accountability Board for Louisville/Jefferson County Metro Government**

##### **Preamble**

*The Civilian Review and Accountability Board and the Office of Inspector General are created and governed by the Louisville Metro Code of Ordinances (LMCO), Sections 36.70 to 36.98. KRS 15.520, commonly referred to as the “Police Officers’ Bill of Rights”, is attached to this document as Exhibit A.*

##### **Section I**

#### **Evaluation and Initial Screening of Complaints by the Inspector General**

Pursuant to Section 36.83 of LMCO, following an evaluation of the merits based on an initial screening of a complaint, the Inspector General will present recommendations to the Civilian Review and Accountability Board (the “Board”) regarding whether a complaint merits a full investigation. As required by the Board, the Inspector General may investigate complaints involving any interactions between any member of the Louisville Metro Police Department and any member of the public that involve the following types of alleged conduct by members of LMPD:

- The serious injury or death of any individual in police custody
- The serious injury or death of any individual resulting from police action or inaction
- Abuse of police authority
- Excessive use of force
- Discrimination in the provision of police services
- Sexual misconduct

##### **Section II**

#### **Investigation of Complaints by the Inspector General**

Pursuant to Section 36.74 of LMCO, following an oral presentation by the Inspector General of any complaint for which he or she has completed an initial screening, the Board will determine by simple majority vote whether to require the Inspector General to investigate that complaint. In evaluating whether to require an investigation, Board members shall consider the following:

- The complaint must fall within the types of conduct the Inspector General has authority to investigate, as outlined in Section 36.83 of LMCO (see Section 1 above).
- The process by which the Inspector General conducted his or her initial screening shall not have violated the rights afforded to members of LMPD under the Police Officers’ Bill of Rights (see attached).
- Members of the Board have received what they believe to be sufficient evidence to support a full investigation by the Inspector General.

Once the above and any other relevant factors have been fully considered by the Board following the Inspector General’s presentation, the Chair of the Board must then facilitate a

method by which each individual Board member may cast his or her vote anonymously. Complaints that do not receive a simple majority vote by the Board to proceed towards a full investigation may be referred to the Ombudsman for any further actioning. Findings of full investigations must be submitted to the Board by the Inspector General within thirty (30) days of completion of that investigation.