



CITY OF KNOXVILLE



PARC

POLICE ADVISORY REVIEW COMMITTEE

2022 Annual Report

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# Creation of PARC

## Mission & Purpose

### POLICE ADVISORY & REVIEW COMMITTEE

PARC was created by Executive Order on September 22, 1998 and was adopted by City Ordinance No. 0-194-01 on May 29, 2001. It is designed to be an independent agency with the authority to review and/or investigate allegations of misconduct filed by the public against the Knoxville Police Department (KPD).

The Committee is composed of seven citizens of the City of Knoxville, appointed by the Mayor and approved by City Council for a term of three years. No member may serve more than two (2) consecutive terms..

#### Mission

The mission of the Police Advisory and Review Committee (PARC) is to provide the citizens of the City of Knoxville a civilian oversight committee to audit the discipline process and the policies and procedures of the Knoxville Police Department (KPD).

#### Purpose

The purpose is to strengthen the relationship between the citizens of the City of Knoxville and the KPD, to assure timely, fair and objective review of citizen complaints while protecting the individual rights of police officers, and to make recommendations concerning citizen complaints to the Chief of Police and to the Mayor.



# COMMITTEE MEMBERS

“The relationship between KPD and PARC has been effective so far. However, we felt it was necessary to clearly define each of our roles and the expectations that we have for one another. This written agreement provides the infrastructure needed to help ensure our work continues to be effective for the people of Knoxville for decades to come.”

—Tiffany Davidson, PARC Executive Director  
*on the Operating Agreement with KPD*

# Committee Members

## POLICE ADVISORY & REVIEW COMMITTEE 2022



Starlandria (Star) Starks  
Chairperson,  
Program Director



Heidi Barcus,  
Attorney



Jered Croom  
Social Worker



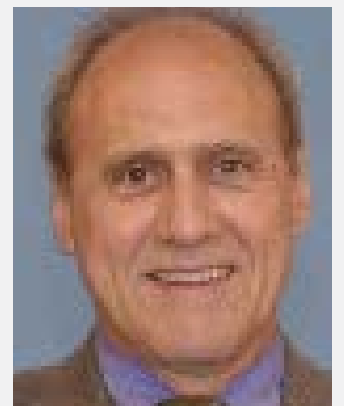
Leticia Flores, Ph.D.  
Marketing Executive



Jonathon Haskell  
Executive Director



Reico Hopewell  
Co-Founder and  
Executive Director



Ken St. Germain  
Retired FBI Agent



# PARC Committee Members

Term Status  
December 31, 2022

## TERM STATUS OF COMMITTEE MEMBERS

|  |                                     |
|--|-------------------------------------|
| Heidi Barcus<br>Attorney                               | <i>Term to Expire June 30, 2024</i> |
| Jered Croom<br>Social Worker                           | <i>Term to Expire June 30, 2023</i> |
| Leticia Flores, Ph.D.<br>Associate Professor           | <i>Term to Expire June 30, 2025</i> |
| Jonathan Haskell<br>Executive Director                 | <i>Term to Expire June 30, 2025</i> |
| Reico Hopewell<br>Co-Founder and<br>Executive Director | <i>Term to Expire June 30, 2023</i> |
| Ken St. Germain<br>Retired FBI Agent                   | <i>Term to Expire June 30, 2025</i> |
| Starlandria (Star) Starks<br>Program Director          | <i>Term to Expire June 30, 2023</i> |



# CHAIRMAN'S REPORT



Another goal for the new year is encouraging “restorative,” meaningful conversations between the community and the police department. Law enforcement officers are responsible for building relationships with area residents, she says. “But we’re happy to bring people to the table.”

—Tiffany Davidson, PARC Director  
*The Ledger, December 2022*

# Chair Report

*Starlandia Stark*  
Chairperson

*Heidi Barcus*

*Jered Croom*

*Leticia Flores, Ph.D.*

*Jonathan Haskell*

*Reico Hopewell*

*Ken St. Germain*

## Staff:

*Tiffany Davidson*  
Executive Director

*Marcus Rudolph*  
Investigative Manager

Phone:  
(865) 215-3869

Fax:  
(865) 215-2211



Established by

Executive Order  
September 22, 1998

&

Adopted by  
City Ordinance

May 29, 2001



## Police Advisory & Review Committee 400 Main Street, Suite 538 Knoxville, Tennessee 37902

The Honorable Indya Kincannon, Mayor  
Knoxville City Council  
Paul Noel, Chief of Police

Dear Mayor Kincannon, Council Members, and Chief Noel:

Enclosed is the 2022 annual report of the Police Advisory and Review Committee (PARC) prepared in accordance with the City of Knoxville Ordinance Number 0-19401 adopting PARC approved on May 29, 2001.

The PARC Committee began the 2022-year hopeful that significant change could be created that would both create long-lasting impact within the community as well as the Knoxville Police Department. PARC strives to ensure that its procedures, operations, and communications are always courteous, respectful and in full compliance with the Tennessee Open Records Act, as well as other statutes and ordinances.

The PARC Committee began its year by having new committee members attend KPD's Community Police Academy. Additionally, all committee members completed orientation and training on KPD's IAU process, KPD's Technology policies, Media, and understanding of Sunshine Laws. It is the hope of our Executive Director, Tiffany Davidson, and the PARC Committee, that we are knowledgeable in all processes, giving us the capabilities to ask pertinent questions, make informed decisions, and suggest necessary changes within the department.

PARC also began efforts to rebuild the PARC Database due to malware attacks which left data unrecoverable. The Database will allow members to effectively add and track trends in complaints, demographics, locations of complaints, officer behavior, etc. This provides committee members the ability to be proactive in their response to civilian concerns within the police force.

In addition to the progress of internal efforts within PARC, Executive Director Davidson, has worked diligently with Chief of Police Paul Noel, to identify areas of transparency that would prove beneficial for re-establishing trust within the community, PARC, and KPD. From these diligent efforts of all participating parties, PARC has been granted electronic access for committee members to review Internal Affairs cases as well as review Audio/Video footage. This ensures greater possibility for a thorough review of the cases monitored by PARC.

In 2022, the PARC term ended for both Jenae Easterly and Frank Shanklin. We are grateful for their service and expertise during their time with PARC. Mayor Indya Kincannon appointed two new committee members who have skills, experiences,



# Chair Report

*Starlandia Starks*  
Chairperson

*Heidi Barcus*

*Jered Croom*

*Leticia Flores, Ph.D.*

*Jonathan Haskell*

*Reico Hopewell*

*Ken St. Germain*

## Staff:

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May 29, 2001



and perspectives that will continue to support the effectiveness and credibility of our work. Reico Hopewell and Jonathan Haskell. Both men are very active in our community and bring valued input to the committee and our purpose.

Additionally, as of November 2022, PARC and KPD entered into an Operating Agreement with the goal of ensuring cooperative interaction such that police services are delivered in the City of Knoxville in a manner that effectively ensures officer and public safety and promotes public confidence in the Police Advisory and Review Committee and the Knoxville Police Department and in the services each delivers. The full document has been attached.

The strides achieved during 2022, make us hopeful for the progress on the horizon. We recognize that our work is not complete. PARC continues to aim to be received as an advocate for the Knoxville Community. As always, the Committee welcomes any and all input from the Mayor, City Council, Knoxville Police Department, and Knoxville residents. Any concerns or issues raised will be addressed and responded to in a timely manner.

With Gratitude,



Star Starks

# EXECUTIVE DIRECTOR'S LETTER



# Executive Director's Letter



Dear Mayor Kincannon and City Council Members,

As 2022 has come to an end, I write this letter to express PARC's continuous gratitude to Mayor Kincannon, City Council members, and members of our community for your support.

For 24 years, PARC has persisted through the ebbs and flows of navigating the relationships between the public and the Knoxville Police Department. Hence, it is extremely important that the PARC staff and committee members do not become complacent in our efforts. We must continually and consistently address these significant relationships to ensure we are meeting our goals.

In 2023, PARC is dedicated to re-orienting our energies towards community engagement opportunities to improve awareness in the community around KPD policies and procedures and other matters that impact our community. We will continue working with the Knoxville Police Department on facilitating areas of improvement around understanding biases, demographic and lifestyle differences, and mental health—all of which play a role in our city's safety.

Knoxville continues to evolve as a city, and we must remain cognizant of the needs around competent policing in order to truly grow and sustain strong relationships between Knoxville residents and police.

Best regards,

A handwritten signature in black ink that reads "Tiffany Davidson". The signature is written in a cursive, flowing style.

Tiffany Davidson



# REPORT OF OPERATIONS

# Report of Operations

January 1, –  
December 31, 2022



## POLICE ADVISORY AND REVIEW COMMITTEE CITY OF KNOXVILLE REPORT OF OPERATIONS

|   | 1/01/21 -<br>12/31/2021 | 1/01/22 -<br>12/31/2022 |
|---|-------------------------|-------------------------|
| 1. Total Internal Affairs cases reviewed by PARC from 9/22/98 to Present:   | <b>2696</b>             | <b>2720</b>             |
| 2. Total Complaint Cases Reviewed and Closed since 9/22/98 :  | <b>2633</b>             | <b>2657</b>             |
| B) Resolved by Mediation: PARC Office & KPD   | <b>1</b>                | <b>3</b>                |
| C) Referrals to Appropriate Agencies  | <b>3</b>                | <b>10</b>               |
| D) Resolved by KPD  | <b>2</b>                | <b>8</b>                |
| 3. Total Complaint Cases Pending  | <b>1</b>                | <b>5</b>                |
| 4. PARC Cases Referred to KPD for review for the year   | <b>1</b>                | <b>22</b>               |
| 5. IAU Cases Reviewed by PARC Executive Director & Committee  | <b>33</b>               | <b>24</b>               |
| A) IAU Cases  | <b>22</b>               | <b>16</b>               |
| B) IAU Referral Action Forms  | <b>11</b>               | <b>8</b>                |
| 6. # of IAU case conclusions concurred with the Executive Director & majority of the Committee without further review or request for additional information | <b>18</b>               | <b>6</b>                |
| 7. IAU cases reviewed by the Executive Director & Committee with additional information requested   | <b>11</b>               | <b>18</b>               |



**PARC ORIGIN OF CASE COMPLAINANTS**  
**Ethnic/Gender Origin of Case Complaints Received**

1/01/2021-12/31/2021

1/01/2022 – 12/31/2022

| Ethnic Background/ Origin | Total #   | Total #   |
|---------------------------|-----------|-----------|
| White Male                | 15        | 7         |
| White Female              | 15        | 8         |
| <b>Total</b>              | <b>30</b> | <b>15</b> |
| African-American Male     | 2         | 5         |
| Africa-American Female    | 5         | 5         |
| <b>Total</b>              | <b>7</b>  | <b>10</b> |
| Hispanic Male             | 0         | 1         |
| Hispanic Female           | 0         | 0         |
| <b>Total</b>              | <b>0</b>  | <b>1</b>  |
| Asian Male                | 1         | 0         |
| Asian Female              | 0         | 0         |
| <b>Total</b>              | <b>1</b>  | <b>0</b>  |
| Native American Male      | 0         | 0         |
| Native American Female    | 0         | 0         |
| <b>Total</b>              | <b>0</b>  | <b>0</b>  |
| Unknown Male              | 0         | 0         |
| Unknown Female            | 0         | 0         |
| Unknown                   | 0         | 0         |
| <b>Total</b>              | <b>0</b>  | <b>0</b>  |
| Other Male                | 0         | 0         |
| Other Female              | 0         | 0         |
| <b>Total</b>              | <b>0</b>  | <b>0</b>  |
| <b>TOTAL</b>              | <b>37</b> | <b>26</b> |

**PARC NATURE OF CASES (YEAR-TO-DATE)  
01/01/22–12/31/2022**

*(Note: Some complaints involve more than one type of allegation; therefore, the total may exceed the total number of complaints received)*

**Nature of Cases**

|  |           |
|--|-----------|
| Bias Based Policing                              | 1         |
| Courtesy-Rudeness                                | 4         |
| Courtesy-Unprofessionalism                       | 3         |
| Excessive Force                                  | 1         |
| Failure to Investigate                           | 8         |
| Failure to Maintain Safety                       | 1         |
| Harassment                                       | 1         |
| Knowledge of Laws & Regulations                  | 1         |
| Neglect of Duty                                  | 1         |
| Unlawful Arrest, Detainment, Search, and Seizure | 6         |
| Unsatisfactory Performance                       | 2         |
| Violation of TN Hands-Free Law                   | 2         |
| <b>Total</b>                                     | <b>31</b> |





POLICE ADVISORY  
&  
REVIEW COMMITTEE

KNOXVILLE CITY CODE  
CHAPTER 2, ARTICLE X



**ARTICLE X. - POLICE ADVISORY AND REVIEW COMMITTEE**

**Sec. 2-1101. - Title and Authority.**

- (a) There is hereby created the police advisory and review committee for the city.
- (b) The police advisory and review committee is established pursuant to the council's authority under article II, § 234 of the Charter of the city and § 2-7 of the Code of Ordinances of the city.

**Sec. 2-1102. - Purpose.**

The purpose of the police advisory and review committee is to strengthen the relationship between the citizens of the city and the city police department, to assure timely, fair and objective review of citizen complaints while protecting the individual rights of police officers, and to make recommendations concerning citizen complaints to the chief of police, the mayor and to the council.

**Sec. 2-1103. - Members of the committee.**

- (a) The committee shall consist of seven (7) members, who shall:
  - (1) Possess a reputation for fairness, integrity and responsibility and have demonstrated an active interest in public affairs and service;
  - (2) Be qualified to vote in Knox County, Tennessee; and
  - (3) Not be a current employee of any governmental body except for those employed in the field of education.
- (b) All committee members shall be appointed by the mayor and confirmed by the council. Initial appointments to the committee shall be made for the following terms:
  - (1) Two (2) members of the committee shall be appointed for one-year terms;
  - (2) Two (2) members of the committee shall be appointed for two-year terms; and
  - (3) Three (3) members of the Committee shall be appointed for three-year terms.

All subsequent appointments, except to fill vacancies, shall be for three-year terms. Vacancies occurring other than through the expiration of terms shall be filled for the remainder of the term of the member being replaced. No member appointed pursuant to this article may serve more than two (2) consecutive terms. Upon making the initial appointments to the committee, the mayor shall designate one (1) member of the committee to convene the first regular meeting of the committee. At its first regular meeting, the committee shall elect one of its members to serve as chairman. The chairman shall serve a term of one year or until a successor is elected. The chairman may appoint such other officers as deemed appropriate.

- (c) Upon the recommendation of the majority of the committee or upon his own volition, the mayor, with approval of the council, may remove any member of the committee for official misconduct or neglect of duty including but not limited to neglect of any duty specifically enumerated in subsection (f) below. In addition, members who fail to attend three (3) consecutive

regular meetings may be considered to have vacated their positions and may be replaced, as provided for herein. Members who cease to have the qualifications provided in subsection (a) of this section shall be deemed to have forfeited their position.

- (d) No member of the committee shall receive compensation for services performed.
- (e) Within six (6) months of being appointed to the committee, each member shall complete the citizen's police academy course offered by the city police department and such other training as may be deemed appropriate by the chief of police.
- (f) Members of the committee shall at all times:
  - (1) Obey all laws regarding an individual's right to privacy and confidentiality of records;
  - (2) Maintain the integrity of internal affairs unit files, personnel files or other files, records or tapes received as a result of the work of the committee;
  - (3) Excuse themselves from participating in the review of any complaint in which they have a personal, professional or financial conflict of interest; and
  - (4) Conduct themselves at all times in a manner that will maintain public confidence in the fairness, impartiality and integrity of the committee, and refrain from making any inappropriate or prejudicial comments regarding any matter being reviewed by the committee or which may be reasonably expected to be reviewed by the committee.

**Sec. 2-1104. - Committee staff.**

- (a) The committee shall be served by an executive director who is selected by the mayor and approved by the committee. Upon employment, the executive director shall be designated as a non-classified exempt employee of the department of community relations of the city. The executive director shall be provided with any necessary support staff or services that may be required in order to fulfill the duties and responsibilities of the position.
- (b) The executive director shall be furnished with adequate office space, equipment and supplies to carry out duties imposed by this article.
- (c) The executive director shall:
  - (1) Possess a reputation for fairness, integrity and responsibility and have demonstrated an active interest in public affairs and service;
  - (2) Be qualified to vote in Knox County, Tennessee;
  - (3) Not be a former employee of the city police department or the county sheriff's department; and
  - (4) Possess prior investigative experience such as would be possessed by an attorney or a law enforcement officer.
- (d) The executive director shall at all times:
  - (1) Obey all laws regarding an individual's right to privacy and confidentiality of records;
  - (2) Maintain the integrity of Internal Affairs Unit files, personnel files or other files, records or tapes received as a result of the work of the committee;
  - (3) Excuse himself from participating in the review of any complaint in which he has a personal, professional or financial conflict of interest;



- (4) Conduct himself at all times in a manner that will maintain public confidence in the fairness, impartiality and integrity of the committee, and refrain from making any inappropriate or prejudicial comments regarding any matter being reviewed by the committee or which may be reasonably expected to be reviewed by the committee; and
- (5) Comply with all rules and regulations applicable to other employees of the city.

**Sec. 2-1105. - Powers and duties of the Executive Director.**

(a) The executive director shall accept written, sworn complaints from members of the public regarding misconduct of police officers and shall forward these complaints to the commander of the internal affairs unit of the city police department (IAU) within three (3) working days. Upon receipt of any such complaint, the IAU shall immediately undertake an investigation of the allegations pursuant to the standard operating procedures of the city police department. The executive director may also accept unsworn or anonymous complaints and shall either attempt to resolve such complaints or, if warranted, refer the complaints to the IAU for investigation.

(b) Upon notification by the commander of the IAU that an investigation of an allegation of police misconduct is closed, whether such investigation was prompted by a complaint received by the executive director or otherwise, the executive director shall review the IAU file or the referral action form and determine whether the investigation is complete.

(1) If the executive director finds that the investigation is complete, he shall so report to the committee at its next regularly scheduled meeting, attaching to his report a copy of the IAU case summary or the referral action form and any documentation of disciplinary action pertaining thereto.

(2) If the executive director finds that the investigation is not complete, he shall so report to the committee at its next regularly scheduled meeting and shall include in his report an explanation of the specific information needed in his opinion for the investigation to be complete.

(c) At each of the regularly scheduled meetings of the committee, the executive director shall provide a report to the committee that details the resolution of any unsworn or anonymous complaints that the executive director is able to resolve without any investigation by the IAU.

(d) The executive director, in his discretion, may request legal services and advice from the law department. Where, in the judgment of the law director, the provisions of legal services and advice would constitute a conflict of interest with the law department's duties to the city or any department thereof, the law director shall so advise the executive director, who may then request the law director to provide outside counsel to the executive director.

(e) The executive director shall ensure the proper recording of the minutes of the committee, shall be responsible for the maintenance of proper records and files pertaining to committee business, and shall receive and record all exhibits, petitions, documents, or other materials presented to the committee in support of or in opposition to any question before the committee. The executive director shall also be responsible for complying with all statutes and city ordinances regarding notice of meetings and for

# Ordinance No: 0-194-01

providing complainants with information regarding the complaint process.

(f) The executive director shall be a notary public and shall be responsible for administering oaths to complainants and to witnesses.

(g) The executive director shall compile information concerning complaints of police misconduct and any information relevant thereto, whether such complaints are received by the IAU or by the executive director, and shall include such information in an annual report to the mayor, the chief of police and the council of the committee's activities.

## **Sec. 2-1106. - Powers and duties of the committee.**

(a) The committee shall review all reports of the executive director submitted in accordance with the provisions of subsections 2-1105(b) and (c).

(b) After a finding by the executive director that an investigation is not complete, the committee, by a majority vote of its members, may:

(1) Request the chief of police to conduct a further investigation of the incident specifying additional information needed; or

(2) In the event the chief of police fails to conduct a further investigation as requested by the committee, direct the executive director to further investigate the incident.

Any additional investigative findings shall be reported to the committee. Upon completion of its inquiry, the committee shall report its written findings and conclusions to the chief of police, the mayor and the council.

(c) As it deems necessary to conduct its affairs in furtherance of its mandate, the committee shall have access to all public records of the city, including those of the city police department. Such records may include, but are not necessarily limited to, complaints and supporting documents provided by complainants, offense, incident and arrest reports, incident-related documents such as schedules, dispatch notes, dispatch tapes and transcriptions, citations, photographs and records of interviews with complainants, employees, and witnesses. The committee shall not have access to any nonpublic records of the city, including employee medical records, or any records that are otherwise exempt from disclosure.

(d) Based upon any specific findings and conclusions of the committee, the committee shall have the authority to make recommendations to the chief of police designed to improve police policies and activities and to benefit the community. The chief of police or his designee shall attend all meetings of the committee to provide information and advice to the committee and to accept the recommendations of the committee, if any.

(e) The committee shall, at least annually, compile a comprehensive report on its activities. The report shall contain statistics and summaries of citizen complaints, including a comparison of the committee's findings and conclusions with those of the IAU, along with the actions taken by the chief of police. The committee's annual report shall be submitted to the executive director for inclusion in his annual report to the chief of police, the mayor and the council.

(f) The committee, in its discretion, may request legal services and advice from the law department. Where, in the judgment of the law director, the provisions of legal services and advice would constitute a conflict of interest with the law department's duties to the city or any department thereof, the law director shall so advise the committee. The committee may then request the law director to provide outside counsel to the committee. In

# Ordinance No: 0-194-01

addition, where the executive director excuses himself from participating in the review of a complaint pursuant to § 2-1104(d)(3), the committee may petition the mayor to appointment a temporary assistant to perform the duties of the executive director.

## **Sec. 2-1107. - Procedure.**

- (a) The committee shall adopt rules of procedure for the transaction of committee business not inconsistent with the letter and intent of this article.
- (b) Four (4) members of the committee shall constitute a quorum. No meeting of the committee shall commence or continue in the absence of a quorum, and a majority vote of those forming a quorum shall be required for any action by the committee except where otherwise specified in this article.
- (c) Regular meetings of the committee shall be held no less than quarterly, on the first Wednesday of January, April, July and October or as the committee may otherwise elect. Any scheduled meeting may be rescheduled at the preceding regular meeting. The chairman and any three (3) members of the committee may call a special meeting of the committee upon at least five (5) day's notice.
- (d) Committee meetings and records shall be open to the public. The committee shall provide an opportunity for public comment as to any investigation being reviewed by the committee pursuant to rules and regulations established by the committee.
- (e) The committee shall have the power to subpoena witnesses to the IAU or to the executive director, as appropriate, and may utilize such power only when necessary to compel witnesses to provide statements in furtherance of an investigation.

## **Sec. 2-1108. - Limitations.**

- (a) The committee shall not review any investigation:
  - (1) Concerning any incident occurring prior to September 22, 1998;
  - (2) Prior to the closure of any IAU or criminal investigation;
  - (3) While the complainant, the officer(s) complained of, or any witness is actively engaged in pursuing any remedy provided by the rules and regulations of the civil service merit board of the city; or
  - (4) Where the complainant has initiated, threatened or given notice of the intent to initiate litigation against the city or any of its employees.
- (b) The committee shall have no authority to direct the chief of police to alter or to impose any disciplinary action against any employee of the city police department.



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