

# ANNUAL REPORT 2024 FISCAL YEAR

**JOHN MARK DAVIDSON, CHAIR OF CPOB**

Approved: January 14, 2025

Submitted to: Mayor and City Council of the City of Dallas

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CITY SECRETARY  
DALLAS, TEXAS



**Community Police  
Oversight Board**



## Chair's Memo

## Memorandum



CITY OF DALLAS

DATE January 14, 2025

TO Honorable Mayor and Members of the City Council

SUBJECT **Community Police Oversight Board 2024 Annual Report**

In accordance with Dallas City Code, Chapter 8 Boards, and Commissions, Sec, 8-1-1., I am attaching a report of the Community Police Oversight Board's activities for October 1, 2023, through September 30, 2024, fiscal year.

This report details the Board's endeavors and accomplishments, which contributed to the success of the Community Police Oversight Board and Office of Community Police Oversight's outstanding year. Our vision is for Dallas to be a premier leader in civilian oversight in the United States.

On behalf of the entire Community Police Oversight Board, we thank you for your support, commitment, and the opportunity to serve the City of Dallas through service on this Board.

Sincerely,

A handwritten signature in black ink, appearing to read 'John Mark Davison'.

John Mark Davison

Chair, Community Police Oversight Board

c: Kimberly Bizzor Tolbert, City Manager (I)

Tammy Palomino, City Attorney

Biliera Johnson, City Secretary

Shanee Weston, Boards and Commissions Manager

Director Michele Andre

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## **About the Office of Community Police Oversight**

The Office of Community Police Oversight (OCPO or Office) was established on April 24, 2019, by the Dallas City Council through Ordinance No. 31192 under Article XXII, Chapter 2 of the Dallas City Code. Its primary purpose is to provide support and technical assistance to the Community Police Oversight Board (CPOB or Board). OCPO aids the CPOB in ensuring that complaints against Dallas Police Department (DPD) officers are investigated thoroughly and transparently. Additionally, the OCPO reviews and independently investigates misconduct allegations to foster trust between the community, the City of Dallas, and the DPD.

### **Mission Statement of the OCPO**

The mission of OCPO is to ensure civilian complaints are reviewed impartially to enhance the transparency and trust between the City of Dallas, the Dallas Police Department, and the community. To help ensure this accountability, the OCPO will provide functional support and technical assistance to the CPOB, formerly known as the Civilian Review Board.

To achieve its mission, the OCPO engages in the following primary functions:

- Ensures that the Board can effectively carry out its duties.
- Provides functional support to the Board and aids the Board's efforts to promote transparency and accountability to foster positive community relationships with the Dallas Police Department.
- Accepts commendations and complaints filed by members of the public
- Explains police complaint procedures and processes to community members.
- Facilitates mediated resolution process between complainants and Dallas police officers.
- Monitors investigations conducted by the Internal Affairs Division into external administrative complaints against Dallas police officers.
- Initiates independent investigations, when necessary, of complaints against Dallas police officers at the conclusion of an Internal Affairs investigation.
- Monitors the Dallas Police Department's investigation of a critical incident involving a Dallas police officer.
- Establishes priorities and direction for community engagement and communication through procedures and strategies designed to increase awareness of the Board.
- Supports and directs timely and effective utilization of available services emphasizing commitment to community collaboration and education.

The office functions as an advisory to the Chief, and the city manager.

## **About the Community Police Oversight Board**

The City of Dallas Community Police Oversight Board (CPOB) was established by ordinance with the addition of Dallas City Code, Chapter 37, ARTICLE III, Sec. 37-31.

### **Mission Statement of the CPOB**

The mission of the Community Police Oversight Board (CPOB) is to build public trust by ensuring that complaints of misconduct against police department employees are investigated fairly, thoroughly, and transparently. The CPOB aims to provide the City of Dallas residents with an accessible means to the complaint process. Its purpose is to promote accountability and transparency while fostering positive relationships between the community and the police department. The duties of the Board include the following:

- Ensure fair acceptance and processing of external administrative complaints.
- Review facts and evidence of any critical or external administrative complaint against a police officer.
- Direct the OCPO monitor to initiate an independent administrative investigation.
- Engage in community outreach efforts.
- Take sworn testimony from witnesses.
- Accept written complaints from members of the public.
- Request the City Manager to review any disciplinary actions taken by the Chief of Police.
- Recommend improvements to departmental procedures, practices, training, and early warning systems to the City Manager and Chief of Police

The CPOB's work is focused on reinforcing the DPD's ongoing commitment to fair, impartial, and objective policing that meets the needs of the City and its residents. The board functions as an advisory body to the chief of police, the city manager, and the city council.

### **Membership**

The CPOB consists of 15 voting members, with one member representing each city council district. The mayor appoints the chair, while the council appoints the vice-chair. As of September 30, 2024, the board had one vacancy (District 10) that has since been filled. One vacancy remains due to the resignation of the District 7 representative. Membership for the fiscal year 2024 includes:

- Ozzie Smith, District 1
- Jonathan Maples, District 2\*
- Walter Higgins, District 3
- Dr. Loren Gilbert-Smith, District 4
- Brian Bah, District 5
- Derric Pegram, District 6
- Vice Chairman Jose Rivas, District 7\*
- Judge Lander, District 8

- Alison Grinter Allen, District 9\*
- District 10 - Vacant
- Arlene Steinfeld, District 11
- Deatra Wadsworth, District 12
- David Kitner, District 13
- Brandon Friedman, District 14
- John Mark Davidson, Chair, District 15

**Note:** Members who did not serve the entire fiscal year are denoted with an asterisk (\*).

## **Board Meetings**

The monthly meetings of the CPOB provide an opportunity for community members to better understand the Board's roles and priorities. During these meetings, the Board members review complaints and address any concerns and questions raised by community members regarding police-community relations in Dallas neighborhoods.

The CPOB held regular meetings on the second Tuesday of each month, with the exception of a recess in July. During the reporting period, the Board held a total of 14 public meetings, which included 12 regular monthly meetings, and two meetings of the CPOB Subcommittees focused on Board Training and Policy. A public comment period was instated at each of the public meetings, in accordance with the Texas Open Meetings Act.

## **Subcommittees**

### **Policy Subcommittee**

- **Chair:** Changa Higgins
- **Vice-Chair:** Deatra Wadsworth
- **Members:** Ozzie Smith, Judge C. Lander, David Kitner, Brandon Freidman

### **Rules Subcommittee**

- **Chair:** Alison Grinter-Allen
- **Vice-Chair:** Judge C. Lander
- **Members:** Brian Bah, Derric Pegram

### **Board Training Subcommittee**

- **Chair:** Dr. Loren Gilbert-Smith
- **Vice-Chair:** Arlene Steinfeld
- **Members:** Brian Bah, Changa Higgins, Derric Pegram

### **Community Engagement Subcommittee**

- **Chair:** Jonathan Maples
- **Vice-Chair:** Derric Pegram
- **Members:** John Mark Davidson

## **CPOB Ad-Hoc Subcommittees**

The Policy Subcommittee held meetings to improve the OCPO and the CPOB section of the Dallas City Code, working towards establishing independent oversight of the Dallas Police Department. The meetings, facilitated by City staff, have been productive, and the suggested policy recommendation will be submitted to the full Board for approval before being sent to the City Council in 2025.

The Board Training Subcommittee conducted meetings to plan the CPOB retreat.

Moving forward, the two ad-hoc subcommittees (Rules and Community Engagement) will convene meetings in 2025 and continue to work in their areas of emphasis. Future subcommittee reports will be included in the Annual Report as necessary.

## **Summary of 2024 Accomplishments**

During the 2024 fiscal year, the Community Police Oversight Board (referred to herein as the COPB or the Board):

- Appointed chairs, vice-chairs, and members for its subcommittees; Received 1,557 external administrative complaints, representing a 7% increase from 2023;
- Conducted three independent investigations;
- Eight recommendations were submitted to DPD, of which four were implemented;
- Participated in 31 community events, raising awareness of civilian oversight processes;
- Collaborated in the executive search for a new OCPO director; and
- Conducted ongoing training through NACOLE membership and periodically have training provided by Dallas Police Department at the DPD Academy.

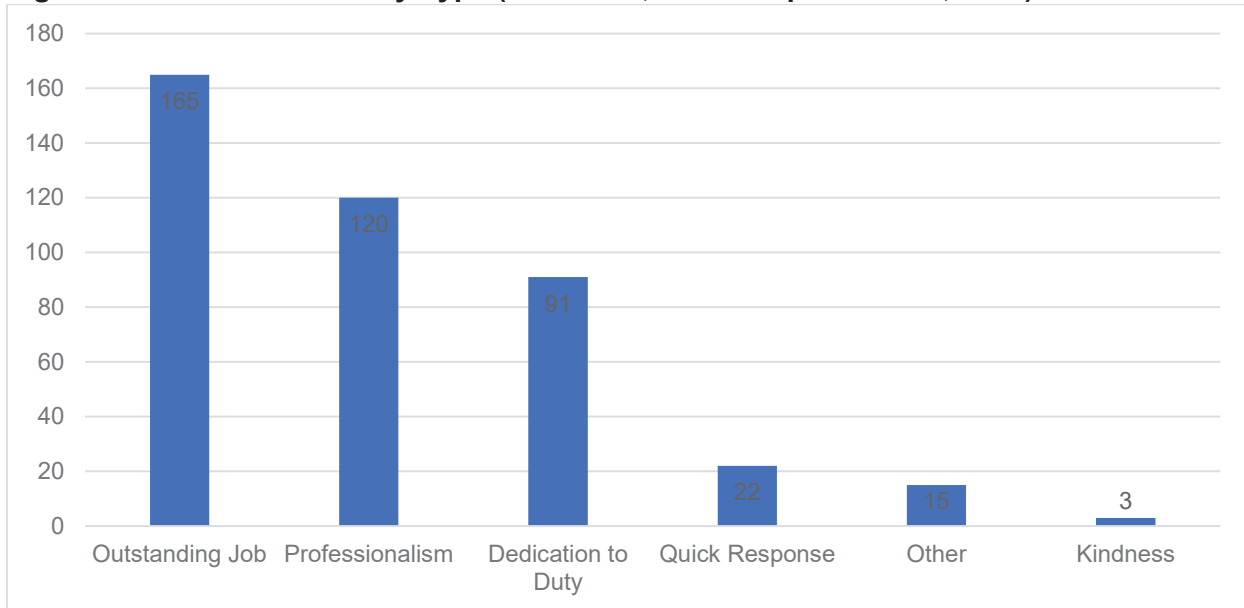
The Board has remained dedicated to improving the trust between the DPD and the community through investigations, community outreach, and policy recommendations.

## **Commendations**

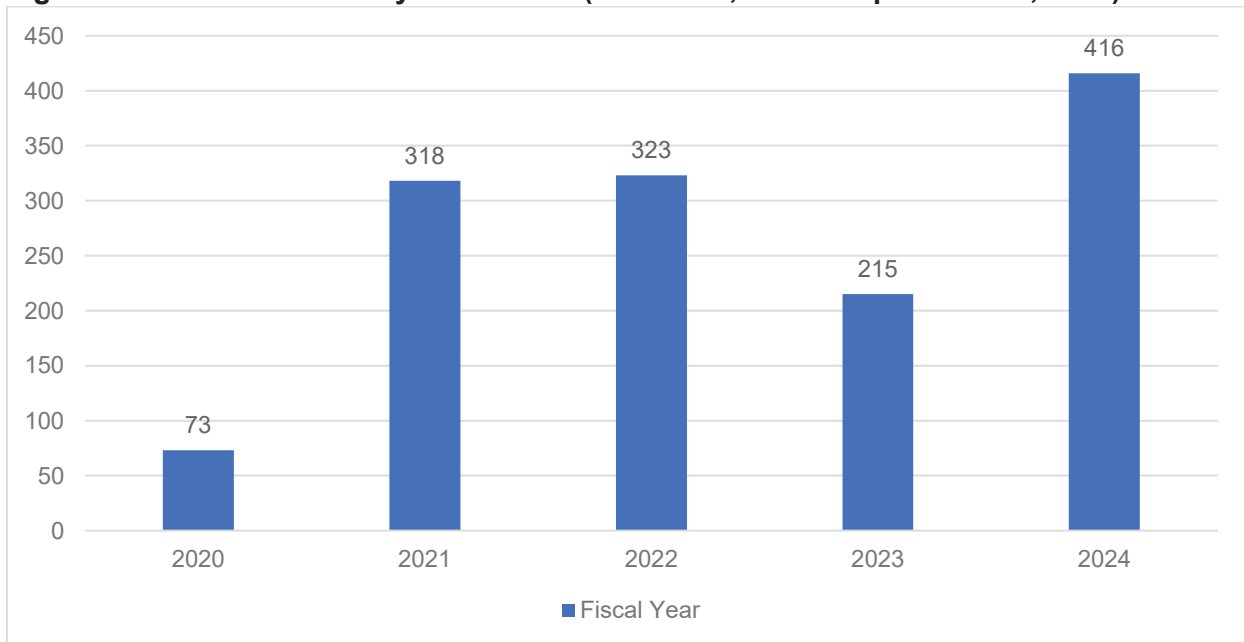
The Office is committed to providing the best possible service, and community feedback is vital for achieving this goal. We encourage the community to recognize and commend employees of the Dallas Police Department. These commendations showcase the positive feedback received by DPD officers.

Between October 1, 2023, and September 30, 2024, the Board received 416 new commendations recognizing outstanding job performance, professionalism, dedication to duty, quick responses, and kindness. This averages to 34.7 commendations per month. These commendations were submitted directly to our office as well as to the Dallas Police Department's Internal Affairs Division. This marks a 93% increase compared to the previous year, during which 215 commendations were received in the 2023 fiscal year.

**Figure 1: Commendations by Type (October 1, 2023 - September 30, 2024)**



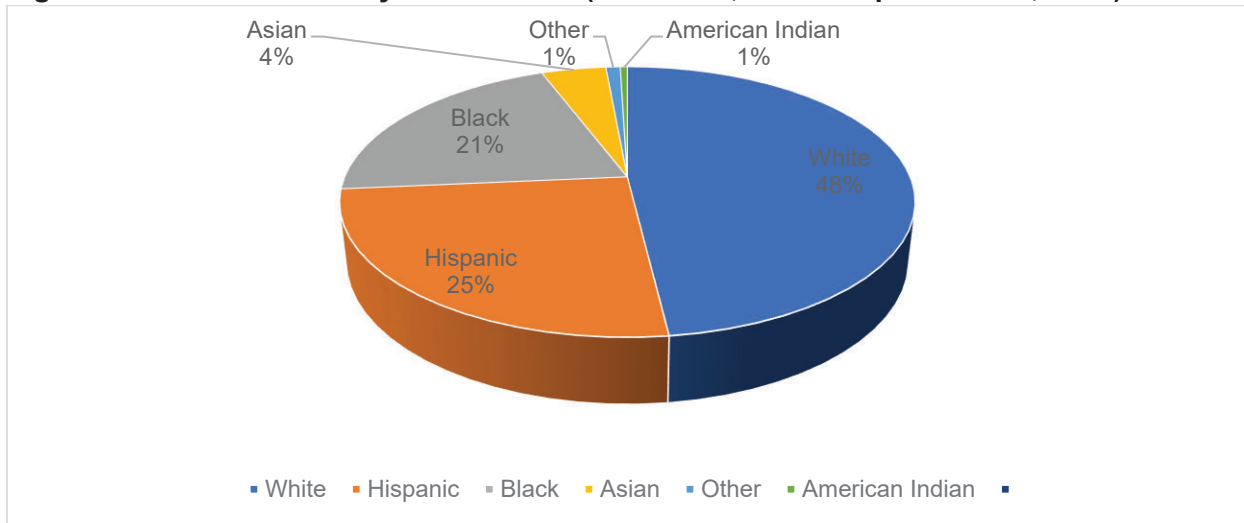
**Figure 2: Commendations by Fiscal Year (October 1, 2019 - September 30, 2024)**



The information regarding the race, ethnicity, and gender of officers who received commendations is as follows: Out of the 416 new commendations filed, 21% of the officers identified as Black or African American, 1% as American Indian or Alaska Native, 1% as Other Race, Ethnicity, or Origin, 25% as Hispanic/Latinx, fewer than 48% as White/Caucasian, and 4% as Asian (see Figure 3). Specifically, the breakdown of the officers who received commendations is as follows: 86 identified as Black or African American, 2 as American Indian or Alaska Native, 4 as Some Other Race, Ethnicity, or Origin, 106 as Hispanic/Latinx, 200 as White/Caucasian, and 18 as Asian.

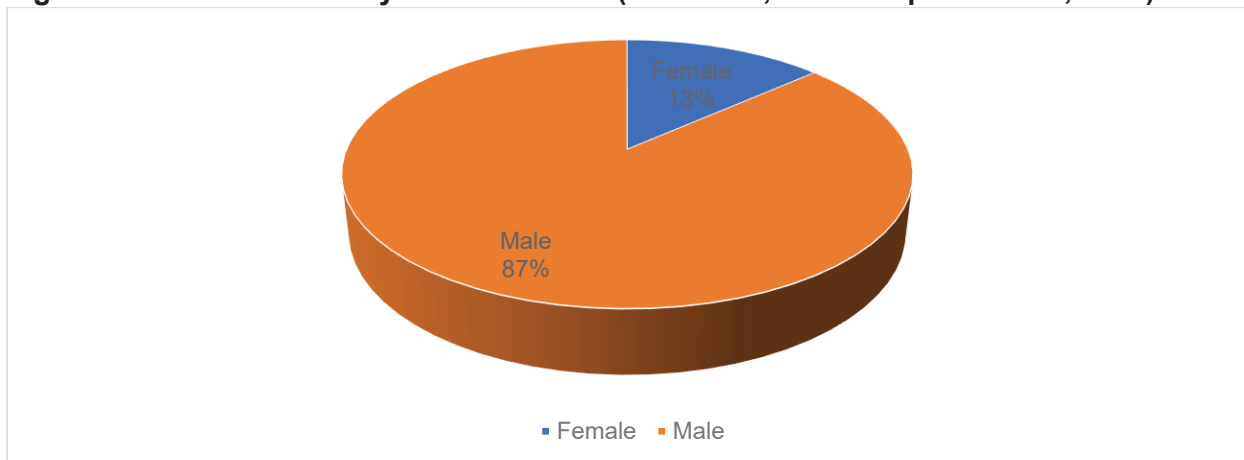


**Figure 3: Commendation by Officer Race (October 1, 2023 - September 30, 2024)**



Among the commendations filed for officers, 87% identified as male and 13% as female. Specifically, 360 officers were male, and 56 were female.

**Figure 4: Commendation by Officer Gender (October 1, 2023 - September 30, 2024)**

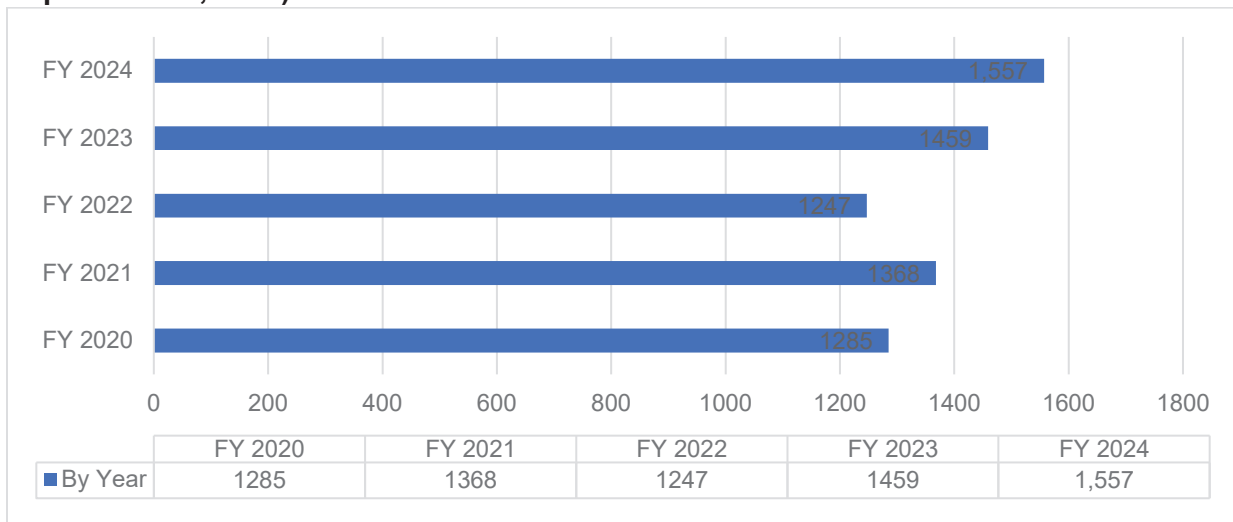


## Complaints

For most community members, contact with the OCPO typically begins by filing an External Administrative Complaint that alleges police misconduct. An External Administrative Complaint is a written complaint submitted to the department by a person who is not a city employee that alleges a complaint regarding police procedures, treatment of residents, abuse, harassment, or violations of civil rights against a Dallas Police Department officer.

Between October 1, 2023, and September 30, 2024, the Board received 1,557 complaints. These include complaints filed directly with the OCPO as well as those filed with the DPD's Internal Affairs Division. This averages out to approximately 129.8 complaints per month. This marks a slight increase of 7% percent from the previous year, where 1,459 complaints were received during the 2023 fiscal year.

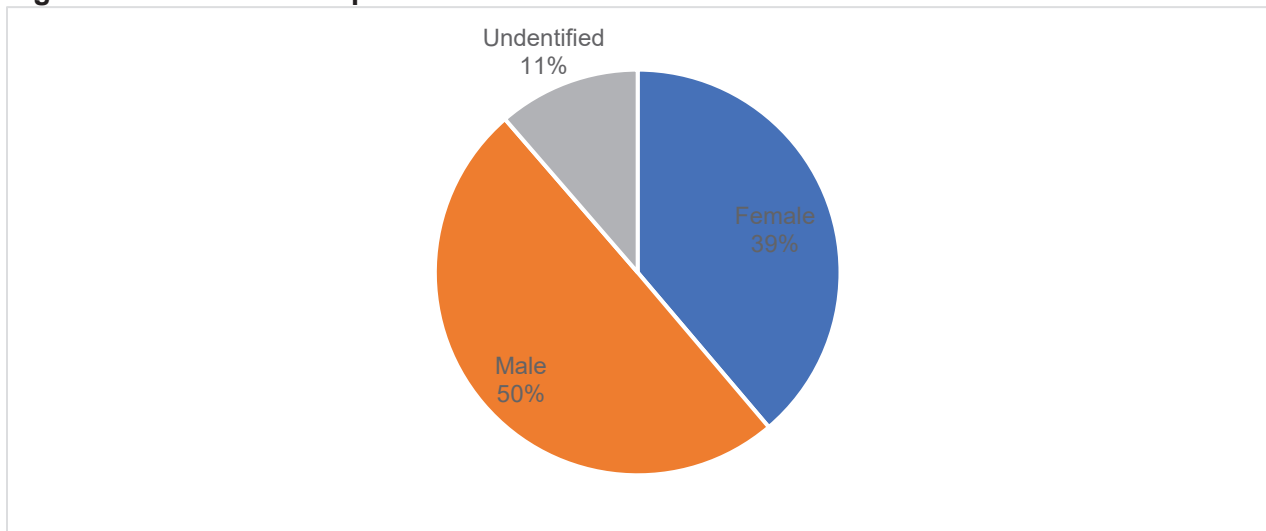
**Figure 5: New External Administrative Complaints by Fiscal Year (October 1, 2019 - September 30, 2024)**



Data source is IAPro, with the date range from October 2019 to September 30, 2024.

Complainants who file a complaint form with the Office or IAD have the option to include information about their race/ethnicity, gender and/or age. Among the 1,557 complaints received, 50% of complainants identified as male, 39% as female, and 11% did not disclose a gender identity. There were 777 complainants identified as male, 605 as female, and 177 complainants who did not disclose their gender.

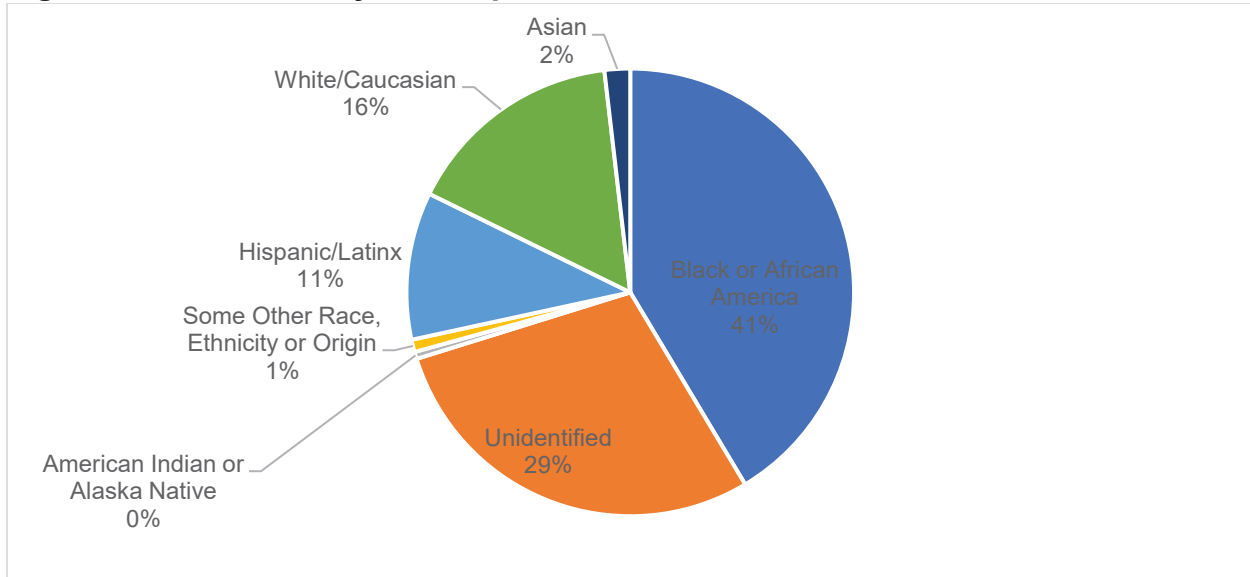
**Figure 6: Gender of Complainants in FY2024**



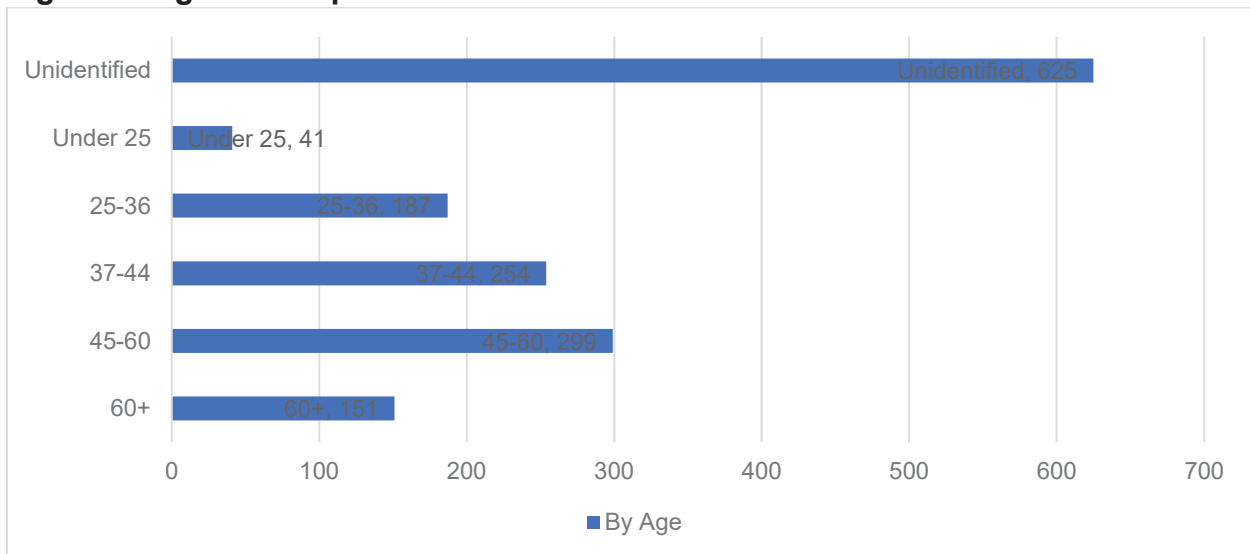
Of the 1,557 new complaints filed, the demographic breakdown is as follows: 42% identified as Black or African American, 29% chose not to disclose their identity, 1% identified as American Indian or Alaska Native, 1% identified as Some Other Race, Ethnicity or Origin, 10% identified as Hispanic/Latinx, fewer than 15% identified as White/Caucasian, and 2% identified as Asian (see Figure 7). Specifically, 649 individuals identified as Black or African American, 8 as American Indian or Alaska Native, 14 as

Some Other Race, Ethnicity or Origin, 451 preferred not to disclose their identity, 167 identified as Hispanic/Latinx, 249 identified as White/Caucasian, and 23 identified as Asian.

**Figure 7: Race/Ethnicity of Complainants in FY2024**



**Figure 8: Age of Complainants in FY2024**



In terms of age distribution, 151 complainants were 60 years old and older, 299 between 45 and 60 years old, 254 between 37 and 44 years old, 187 were between 25 and 36 years old, and 41 were under 25 years old. Additionally, 625 complainants did not disclose their age.

### Complaints Result / Dispositions

When an external complaint is received, the staff at the IAD documents the complaint and assigns it an External Complaint (EC) number. The IAD staff also assists in gathering

research-related documentation, such as 911 call records and video footage, and distributes the complaints to lieutenants for a preliminary review. Each complaint undergoes an initial review by the OCPO, in collaboration with the Dallas Police Department’s Internal Affairs Division (IAD), to determine the appropriate type of investigation:

- **Control Number (CN)** – For allegations that could result in a written reprimand or higher. The Internal Affairs Division investigates these complaints.
- **Division Referral (DR)** – For less severe allegations that could result in corrective action of Advice and Instruction, Documented Counseling, or a Supervisors Report of Correction. These complaints are investigated by the accused officer’s division.
- **No Investigation (NI)** – For cases that the Internal Affairs Division will not investigate. For example, allegations of misconduct were received after 60 days.
- **Public Integrity (PI)** – For allegations of criminal conduct by police officers. These complaints are investigated by the Public Integrity Unit.

After reviewing the feedback, the IAD Commander makes the final decision regarding the course of action for the complaint.

The CPOB occasionally receives complaints that fall outside the jurisdiction of the OCPO and IAD. When this occurs, the complainant is notified and directed to the appropriate government entities that have the authority and jurisdiction to process their complaint. Of the 1557 new complaints received, 31 cases were found to fall outside of the Board’s jurisdiction and 274 complaints involved individuals who were not employees.

**Figure 9: Investigation Route Decision (October 1, 2023 - September 30, 2024)**

<i><b>Investigation Route Decision</b></i>	<i><b>Count</b></i>
<i>No Investigation</i>	1,331
<i>Divisional Investigation Citizen Impact</i>	168
<i>Administrative Citizen Impact</i>	31
<i>Use of Force</i>	11
<i>Administrative No Citizen Impact</i>	10
<i>Shooting Investigation</i>	3
<i>Adverse Conduct</i>	3
<b>Total</b>	<b>1557</b>

Out of the 1,557 new complaints filed, the breakdown is as follows: 1,331 complaints required no investigation, 168 were designated for division investigations, 31 for control number investigations, 11 were classified as use of force investigations, 10 were identified as control number investigations with no impact, three involved shooting investigations, and three were related to adverse conduct investigations (see Figure 9). Complaints categorized as requiring no investigation did not meet the necessary criteria. On the other hand, division referrals will be investigated through the employee’s chain of command and returned with recommendations to IAD.

Based on a preponderance of evidence the following are the possible results of an investigation / division referral:

- **Unfounded** – the investigation determined that the act or acts complained of did not occur.
- **Exonerated** – the investigation revealed the acts did occur but were justified, lawful, and proper.
- **Not Sustained** – the investigation failed to discover sufficient evidence to prove or disprove the allegation.
- **Sustained** – the investigation disclosed a preponderance of evidence in support of the allegation made.
- **Complete** – the investigation determined that no violation(s) occurred (used primarily for firearm discharge investigations and administrative inquiries).

Among the 1,557 new complaints, findings for 1,522 were completed, and 34 complaints had sustained findings (see Figure 10). Following a sustained investigation or division referral, the corrective actions will be decided by the employee’s division commander:

- Advice and instruction
- Division referral
- Supervisor’s report of correction
- Written reprimand
- Suspension
- Demotion
- Termination

**Figure 10: Outcome of Sustained Complaints Received (October 1, 2023 - September 30, 2024)**

<b><i>Allegation</i></b>	<b><i>Count</i></b>
<i>Improper Action</i>	9
<i>Improper or No Investigation</i>	8
<i>Discourtesy or Unprofessionalism</i>	11
<i>Improper Comments</i>	2
<i>Dereliction of Duty</i>	1
<i>Accidental Discharge</i>	3
<b><i>Total</i></b>	<b>34</b>



## Independent Investigations

The Board voted to conduct three independent investigations during the reporting period.

COMPLAINT/INCIDENT	STATUS
CN2022-375	The investigation is ongoing.
EC2023-0347	The investigation was conducted by OCPO and has been concluded.
EC2023-1392	The investigation was conducted by OCPO and has been concluded.

## Recommendations of the Community Police Oversight Board

In October 2023, CPOB Vice Chairman Jose Rivas from District 7 recommended that the Board approve the Department of Justice (DOJ) standards for complaint procedures. Following this, the Board voted to send a memo to Chief Garcia, recommending amendments to the DPD General Orders 505.01 - Complaint Classification. This memo was sent to Chief Garcia on December 4, 2023.

The Board also approved a recommendation for the OCPO Interim Director, Elaine Chandler, to ensure the presence of a city attorney at all meetings. This was intended to provide the Board with a clearer understanding of the ordinance and its powers. This recommendation has been implemented, and city attorneys are now present at all CPOB meetings.

Furthermore, the Board approved a recommendation for an update on the 72-hour policy regarding questioning officers and suggested that the OCPO log instances when officers are questioned. The Board also recommended drafting a policy letter to be sent to the Internal Affairs Division (IAD) for each complaint received, advocating for individual investigations.

## Community Outreach Efforts

The office and the Board are committed to educating the public about the role and functioning of the city's civilian oversight body. Our goal is to raise awareness in Dallas communities regarding policing, public safety laws, and any changes to these laws. We focus our outreach efforts on informing residents about how to file complaints, understanding the CPOB's structure and authority, the investigation and mediation procedures, and the rights and responsibilities of community members during interactions with the police.

To achieve these goals, the Board has participated in several community events, including Project UNITY's "Together We Ball," the Botham Jean Foundation's 2024 Red Tie Gala, the 2024 Martin Luther King Back to School Drive-Thru, the 28<sup>th</sup> Annual Dallas Mayor's Back to School Fair, the 2024 Pride Month Celebration, the Elum/Thicket 14<sup>th</sup> Annual Juneteenth Celebration, the Juneteenth Flag Presentation, the Parade and

Community Celebrations, Unified District #41's 41<sup>st</sup> Annual National Night Out, and the 28<sup>th</sup> Annual Dallas Mayor's Back to School Fair.

In collaboration with Communications and Customer Experience/311 (CCX/311), OCPO has implemented a 24/7 hotline for public access, which launched on September 30. CCX/311 personnel assist individuals in filing complaints and answering public inquiries. The office provides advisory information regarding the investigation and disciplinary processes, how and where to file complaints, and how to check complaint statuses. It is important to note that CCX/311 personnel are not authorized to complete or file complaints on behalf of citizens, and the hotline is not a substitute for filing a formal complaint. Additionally, the 311 mobile app includes a service request feature that integrates the online complaint form for direct submissions.

OCPO has updated its outreach materials, to clearly explain the complaint filing process and how to check complaint statuses. These materials are now available at Dallas Public Libraries and Recreation Centers. OCPO has collaborated with various departments, including Data Analytics & Business Intelligence, Information & Technology Services, and Communications and Customer Experience/311, to further enhance and update the distributed outreach materials and complaint and commendation forms. Furthermore, to ensure accessibility, our complaint and commendation forms have been translated into languages commonly spoken in Dallas based on the latest census data.

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## Challenges

The CPOB faced significant challenges in fulfilling its mission to ensure accountability and transparency in policing. There was a period of uncertainty regarding the board's authority to investigate residents' complaints about the police. A confidential opinion from the Dallas City Attorney's Office indicated that uninvestigated complaints were ineligible for board review, and that the Board could not investigate any complaints that the Dallas Police Department ruled as "no investigation." This raised concerns about the limitations on the board's investigative authority and as well as its independence and effectiveness. Moreover, members of the Board felt that DPD struggled to meet the board's requests for data and cooperation, resulting in persistent delays in providing information and scheduling critical meetings. The controversy surrounding the Dynell Lane case further complicated the oversight process, where transparency and timely investigation became key issues. In response to these concerns interim city manager Kimberly Bizer Tolbert clarified to the board that their investigative authority would remain unchanged. She noted that the Dallas Police Department would modify the wording of its "no investigation" findings to "preliminary investigation with no outcome" allowing the oversight body to review such cases.

The removal of the OCPO Director and the chief investigator occurred without any explanation. In March 2024, the Charter Review Commission recommended that the Director of the Office of Community Police Oversight (OCPO) report directly to the city council instead of the city manager. Under the current structure, the city manager hires the OCPO director. CPOB members supported the amendment proposed by the Charter Review Commission that would ensure the OCPO director is appointed by and reports

directly to the city council. This change was intended to enhance oversight independence by adding checks and balances, ultimately improving objectivity, efficiency, and transparency. However, during its meeting on August 14, 2024, the City Council decided not to proceed with the proposed charter amendment from the Commission. Following the rejection of these amendments, the City Council requested a 90-day plan to address these systemic issues.

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## **New OCPO Leadership**

On August 24, 2024, Interim Dallas City Manager Kimberly Bizzor Tolbert appointed Michele Andre as the new Director of the Office of Community Police Oversight in Dallas. John Mark Davidson, the chair of the Community Police Oversight Board, welcomed the appointment with enthusiasm, praising Ms. Andre as the right person for this important role. He highlighted her background, experience, professionalism, and drive as vital qualities for overseeing community policing efforts. On September 3, 2024, Michele Andre began her tenure as the OCPO Director, bringing extensive experience and a commitment to equitable policing. Her leadership promises to strengthen transparency, accountability, and trust in community-police relations.

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## **APPENDIX A: DEFINITIONS**

The Appendix provides detailed definitions of terms relevant to the CPOB's operations, including "External Administrative Complaint," "Critical Incident," and "Mediation."

**BOARD** means the community police oversight board.

**CHIEF** means the chief of police, as described in Section 37-20, or the chief's representative.

**CONFIDENTIAL INFORMATION** means any information that may not be obtained by the public under the Texas Public Information Act. When submitting information to the board, the police department shall place identifying marks on any confidential information.

**CRITICAL INCIDENT** means an officer-involved shooting or a use of force incident that results in serious bodily injury or death.

**DEPARTMENT** means the Dallas police department.

**DIRECTOR** means the director/monitor of the Office of Community Police Oversight or the director/monitor's representative, unless otherwise stated.

**DIVISION REFERRAL** means an investigation into an external administrative complaint that is conducted by the supervisor of an officer.

**EXTERNAL ADMINISTRATIVE COMPLAINT** means a written complaint submitted to either the office of community police oversight, the board, or the department by a person,

who is not a city employee, that alleges a complaint of police procedures, treatment of residents, abuse, harassment, or violation of civil rights against a city police officer that results in mediation, a division referral, or an investigation conducted by the internal affairs division of the department.

**INTERNAL AFFAIRS DIVISION** means a staff unit of the department.

**MEDIATION** means a voluntary, informal process of communication and conciliation of minor external administrative complaints of police misconduct, conducted by an independent, certified mediator.

**OFFICE** means the Office of Community Police Oversight.

**SERIOUS BODILY INJURY** means bodily injury that creates a risk of death or that causes serious permanent or temporary disfigurement or loss or impairment of the function of any bodily member or organ, including, but not limited to, a broken long bone, rib, or fracture of the skull; mechanical injury of the neck and upper airways; multiple severe bruises wherever located; a sharp or blunt injury requiring sutures or clips; or a wound leading to blood loss requiring volume replacement. (Ord. 31192, eff. 10/1/19)

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