



**PARC**  
POLICE ADVISORY &  
REVIEW COMMITTEE

# 2021 PARC Annual Report



CITY OF KNOXVILLE

## TABLE OF CONTENTS

Creation of PARC Mission & Purpose	3
Committee Members	5
Term Status of Committee Members	6
Chairman's Report	8
Executive Director's Letter	11
Report of Operations	13
City Ordinance	18

# 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 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 residents 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 Knoxville residents a civilian-oversight committee to audit the discipline process and the policies and procedures of the Knoxville Police Department.

#### Purpose

The purpose is to strengthen the relationship between Knoxville residents and the Knoxville 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 and the Mayor.



# COMMITTEE MEMBERS

# Committee Members

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## Police Advisory & Review Committee 2021



Jenaé Easterly, Esq.  
Chairperson  
Attorney



Heidi Barcus,  
Attorney



Jered Croom  
Social Worker



Leticia Flores, Ph.D.  
Marketing Executive



Ken St. Germain  
Retired FBI Agent



Starlandria (Star) Starks  
Program Director



Frank Shanklin, Jr.  
Entrepreneur



# PARC Committee Members

**Term Status**  
December 31, 2021

## TERM STATUS OF COMMITTEE MEMBERS

Heidi Barcus Attorney	<i>Term to Expire June 30, 2024</i>
Jered Croom Social Worker	<i>Term to Expire June 30, 2023</i>
Jenaé Easterly, Esq. Attorney	<i>Term to Expire June 30, 2022</i>
Leticia Flores, Ph.D. Associate Professor	<i>Term to Expire June 30, 2022</i>
Ken St. Germain Retired FBI Agent	<i>Term to Expire June 30, 2023</i>
Frank Shanklin Entrepreneur	<i>Term to Expire June 30, 2022</i>
Starlandria (Star) Starks Program Director	<i>Term to Expire June 30, 2024</i>



# CHAIRMAN'S REPORT

# Chair Report

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

*Jenae Easterly, Esq.*  
Chairperson

*Heidi Barcus*

*Jared Croom*

*Leticia Flores, Ph.D.*

*Ken St. Germain*

*Frank Shanklin*

Staff:

*Tiffany Davidson*  
Executive Director

*Marcus Rudolph*  
Investigative Manager

Phone:  
(865) 215-3869

Fax:  
(865) 215-2211

E-mail:  
cvaughn@knoxvilletn.gov



Established by

Executive Order  
September 22, 1998

&

Adopted by  
City Ordinance

May 29, 2001

January 16, 2022

The Honorable Indya Kincannon, Mayor  
Knoxville City Council  
Eve Thomas, Chief of Police

Dear Mayor Kincannon, Council Members, and Chief Thomas:

Enclosed is the 2021 annual report of the Police Advisory and Review Committee (PARC) prepared in accordance with the City of Knoxville Ordinance Number 0-194-01 adopting PARC approved on May 29, 2001.

In 2021, PARC reviewed 33 cases, which is close to the number reviewed in 2021. We are hesitant to compare data from previous years due to a variety of factors: the ongoing impact of the COVID-19 pandemic, the new Omicron variant, the social engagement guidelines that changed throughout the year and efforts to keep the public safe as well as committee members. Regardless, PARC continues to maintain its dedicated purpose by reviewing the cases submitted and providing valuable recommendations, with the aim of improving the relationship between KPD and the community it serves and interacts with daily.

PARC closed a total of 33 cases in 2021, with 1 case left pending which was received at the later part of the fourth quarter. Of the closed cases, all 33 were resolved by the Executive Director and/or KPD.

This year, like 2020, presented significant challenges and opportunities for PARC. In addition to navigating the challenges of effectively continuing our work during the global pandemic, PARC underwent a change in leadership. On August 31, 2021, we were notified that Executive Director LaKenya Middlebrook had taken a new position and would be stepping down. Tiffany Davidson was appointed the new Executive Director of PARC in October 2021.

In addition, Mayor Indya Kincannon appointed two (2) new committee members who have skills, experiences and perspectives that will continue to support the effectiveness and credibility of our work. Starlandria "Star" Starks and Heidi Barcus were appointed to serve late in 2021. Both women are very active in our community and bring valued input to the committee and our purpose.

Engaging with residents, community-serving organizations and law enforcement is critical to the work of PARC. While COVID-19 precautions continued to limit our ability to hold in-person meetings, we were able to begin holding in-person meetings during the second quarter.



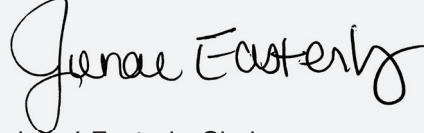
## Chair Report

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The year 2021 was a difficult year when evaluating police interaction with the community. Occurrences of violence and conflict that made mainstream and national news reignited local discussions of PARC's purpose, if community voices were truly being heard, and appropriate consequences for law enforcement. We are hopeful that 2022 will bring new ideas and policies to hold officers accountable for their behavior.

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. 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. Attached to this letter is a comparative report of matters addressed by PARC and its Executive Director for the years 2020 and 2021.

Sincerely,



Jenaé Easterly, Chairperson  
Police Advisory and Review Committee



# EXECUTIVE DIRECTOR'S LETTER

# Executive Director's Letter

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During 2021, the committee remained committed to maintaining the integrity of PARC's purpose of providing oversight for allegations of misconduct and behaviors of the Knoxville Police Department. While social distancing remained a priority for all, the committee was able to maintain quarterly meetings, speaking engagements, trainings for new KPD recruits, etc. The ability to maintain these efforts was essential for preserving community engagement, awareness and transparency, among other aspects of PARC's relationships.

Because of PARC's 23-year success, it is crucial that I, as the new Executive Director, identify new and creative solutions around building strong, resilient relationships between the residents of our city and the Knoxville Police Department. In addition to remaining committed to providing an independent review of police behavior, PARC will also continue to serve as an advocate for members of our community.

To Mayor Kincannon, City Council Members, and members of our community, thank you for your continued support in all of our efforts.

Respectfully,

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

Tiffany Davidson,  
Executive Director  
Police Advisory and Review Committee

# REPORT OF OPERATIONS

# Report of Operations

January 1, –  
December 31, 2021



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

	1/01/20 - 12/31/2020	1/01/21 - 12/31/2021
1. TOTAL CASES BROUGHT TO PARC 9/22/98 TO PRESENT:	2662	2696
2. TOTAL CASES CLOSED 9/22/98 TO PRESENT:	2600	2633
A) Resolved by Executive Director	28	33
B) Resolved by Mediation Executive Director & KPD	1	1
C) Referrals to Appropriate Agencies	1	3
D) Resolved by KPD	1	2
3. TOTAL CASES PENDING	3	1
4. PARC Cases Referred to KPD Internal Affairs Unit (IAU) for the year	1	1
5. IAU Cases Reviewed by PARC Executive Director & Committee	23	33
A) IAU Cases	12	22
B) IAU Referral Action Forms	11	11
6. IAU case conclusions concurred with the Executive Director & Committee without further review or questions	20	18
7. IAU case conclusions not concurred with the Executive Director or Committee members	1	
8. IAU cases reviewed by the Executive Director & Committee with additional information requested		11

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

	1/01/2020-12/31/2020		1/01/2021 – 12/31/2021	
Ethnic Background/ Origin	Total #	%	Total #	%
White Male	6	13%	15	40%
White Female	10	22%	15	40%
<b>Total</b>	<b>16</b>	<b>35%</b>	<b>30</b>	<b>80%</b>
African-American Male	5	11%	2	5%
Africa-American Female	8	18%	5	13%
<b>Total</b>	<b>13</b>	<b>29%</b>	<b>7</b>	<b>18%</b>
Hispanic Male	0	0%	0	0%
Hispanic Female	1	2.5%	0	0%
<b>Total</b>	<b>1</b>	<b>2.5%</b>	<b>0</b>	<b>0%</b>
Asian Male	0	0%	1	2%
Asian Female	1	2.5%	1	2%
<b>Total</b>	<b>1</b>	<b>1%</b>	<b>1</b>	<b>2.5%</b>
Native American Male	0	0%	0	0%
Native American Female	0	0%	0	0%
<b>Total</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>0%</b>
Unknown Male	2	4%	0	0%
Unknown Female	6	13%	0	0%
Unknown	5	11%	0	0%
<b>Total</b>	<b>13</b>	<b>28%</b>	<b>0</b>	<b>0%</b>
Other Male	0	0%	0	0%
Other Female	0	0%	0	0%
<b>Total</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>0%</b>
<b>TOTAL</b>	<b>44</b>	<b>100%</b>	<b>37</b>	<b>100%</b>

**PARC NATURE OF CASES (YEAR-TO-DATE)  
01/01/21 – 12/31/2021**

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

**Nature of Cases**

Allegation of Theft (processing property/evidence)	1
Audio/Video Recording Equipment	1
Bias Based Policing	1
Conformance to Laws	1
Courtesy	1
Courtesy-Rudeness	4
Courtesy-Unprofessionalism	1
Duty to Render Aid	1
Excessive Force	1
Failure to Activate Microphone	1
Failure to Attend Court	2
Failure to Investigate Knowledge of Laws	1
Failure to Investigate	1
Failure to Properly Search Prisoner	1
Harassment	1
Hostile Work Environment	1
Insubordination	1
Neglect of Duty	1
Physical & Well Training-Failure to Complete Annual Physical	1
Prisoner Transportation	2
Processing Property & Evidence-Negligent Actions	1
Racial Profiling	1
Responding to Calls	1

Social Networking	1
Treatment of Prisoners	1
Unbecoming Conduct	4
Unlawful Arrest, Search, and Seizure	1
Unsatisfactory Performance	4
Use of Force	5
Use of Weapons	1
Violation of Safety	1
Violation of Standard Operating Procedures-Training Section	2
Work Place Violence	3
<b>Total</b>	<b>57</b>





CITY OF KNOXVILLE

POLICE ADVISORY  
&  
REVIEW COMMITTEE

KNOXVILLE CITY CODE  
CHAPTER 2, ARTICLE X

Ordinance No:  
0-194-01

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**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



# Ordinance No: 0-194-01

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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;



Ordinance No:  
0-194-01

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- (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

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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

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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.

