



FY23 Community Oversight Budget Request

The Community Oversight Board (COB) is requesting nine additional positions for FY23: two Investigators, one Professional Specialist, one Social Worker Senior, one Public Information Coordinator, one Legal Assistant, one Executive Assistant, one Special Assistant to the Director, and one Administrative Services Manager. These additions are based on the growth in demand for COB services, challenges addressed in the first three years of operation, and national norms for civilian oversight staffing relative to police department size. The additions will enhance the services offered by the COB and build a stronger leadership team.

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Department Background

The COB was created through a 2018 Charter Amendment. The Metro Charter gives the COB “the power to investigate allegations that MNPd officers have committed misconduct against members of the public, as well as issue policy advisory and resolution reports assessing allegations of misconduct by MNPd, recommendations to agencies involved in public safety and the administration of justice, and have the option of establishing a monitoring program that provides an ongoing review or audit of the complaint process administered by the MNPd Office of Professional Accountability ("OPA") or equivalent internal affairs program in MNPd.”

The Charter empowers the COB to be a key component of Metro Nashville’s criminal justice system focused on accountability and progress. In the first three years of the COB’s efforts, the





Board has laid a strong foundation and the demand for services has grown. In 2019, 33 civilian complaints were received. In 2020, 37 civilian complaints were received. In 2021, 60 civilian complaints were received. Additionally, the COB reviews all officer involved shooting incidents and other high-profile incidents to ensure the investigations that are conducted reach a high standard of quality and accountability. In 2020, MNCO initiated seven director-initiated reviews. In 2021, MNCO began 15 director-initiated reviews.

To continue meeting the charge of the people of Nashville as written in the Charter, the COB’s staff will need to grow. The first three years of operation showed a growth in demand for COB services and the Executive Director has been able to evaluate areas where additional expertise is needed to provide the highest level of services possible to Nashville residents.

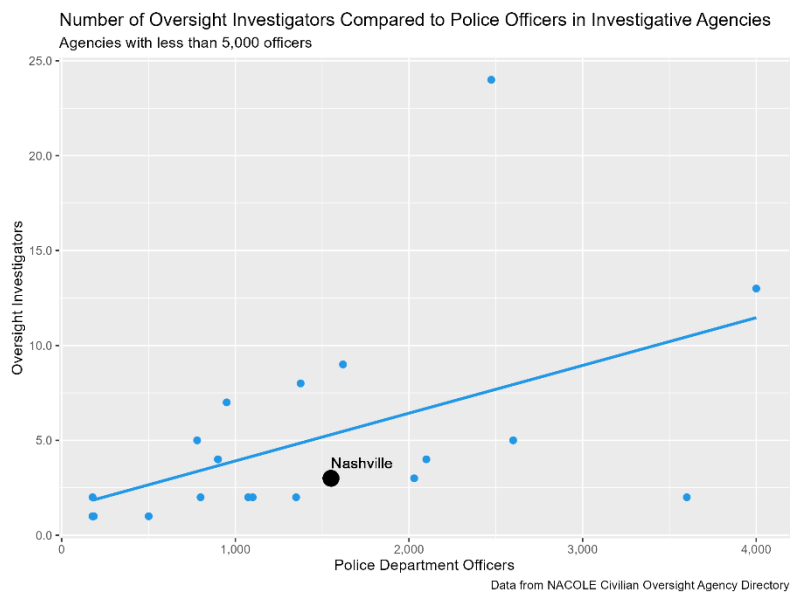
Nashville’s Return on Investment

An additional investment in the COB would benefit Nashville in multiple ways. First, civilian oversight builds trust in police and the Metropolitan Government. A better resourced COB would allow for the staff to efficiently complete their duties and conduct more community outreach. Second, civilian oversight addresses systematic policy and procedure deficiencies in the police department that expose the city to liability. An effective, well-staffed oversight office will build capacity to systematically identify policies and procedures that may cause available harms.

Requested Positions

Two Investigators in FY23, two in FY24

The COB is requesting two FTEs to investigate complaints of police misconduct in FY23 and will plan to request two more in FY24. At least one of the two investigators will be bilingual. Investigative oversight agencies for police departments with less than 5,000 officers have a median of one investigator per 225 officers. MNCO currently has one investigator per 517 officers (1,551 officers budgeted in FY22). Plotting the trend line of investigators to officers for





investigative agencies, MNCO should have at least five investigators to be on par with agencies around the country. However, this would give MNCO one investigator per 310 officers, still above the national median per officer. Two additional investigators in FY24 would give MNCO one investigator per 221 officers which is closely aligned with the national median. In the Civil Service pay plan, the role of Investigators is an Administrative Services Officer 4, which is an OR05 pay scale starting at \$60,869.82.

Equity Impact

The additional investigators are essential for delivering services to complainants who are disproportionately people of color and lower income. At least one investigator will be bilingual since MNCO does not currently have any bilingual investigators. The additional investigators will speed the investigative process bringing a quicker resolution to complainants and police officers.

Legal Assistant (ASO4)

MNCO has one Legal Resource Advisor who is responsible for evaluating investigative reports and preparing Proposed Resolution Reports which are the public findings of misconduct complaints. The legal assistant would assist in the preparation of Proposed Resolution Reports to decrease preparation time and assist investigators with legal writing of complex investigative reports/evidence summaries. These tasks would reduce a key bottleneck in the investigative process and improve the services offered to the Nashville community. The Legal Assistant role would be classified as an Administrative Services Officer 4, which is an OR05 pay scale starting at \$60,869.82.

Equity Impact

Complainants and officers expect fair and timely investigations of police misconduct. People seeking COB services are disproportionately people of color and lower income. The Legal Assistant will assist with complex legal writing tasks that expedite the resolution of complaints.

Professional Specialist

The COB has been asked to conduct additional ongoing monitoring of police department programs that cannot be completed by existing staff resources. MNCO's research staff currently consists of one Research Analyst 2 and one Research Analyst 1. Metro Council approved legislation to regulate license plate readers which would require MNCO to dedicate additional staff hours to auditing and monitoring the program. The COB has also been asked by community organizations to increase their proactive monitoring of body-worn camera videos. These two functions could not be adequately met by our current staffing without reducing other capacities. To provide the level of oversight requested by the Metropolitan Council and community, MNCO will require an additional staff member for FY23 with the specific professional skills to monitor



the LPR and BWC programs. The Professional Specialist is on the OR04 pay scale starting at \$55,401.82.

Equity Impact

The Professional Specialist will audit license plate readers and body worn cameras. The debate surrounding LPRs included many community groups, especially those representing immigrant and Black communities, raising concerns with potentially biased impacts of the LPR cameras. This role will be active in ensuring that LPRs do not have a disproportionate impact on racial minorities or lower-income areas. This role will also increase the monitoring that the COB conducts on body-worn cameras to proactively assess whether there are systemic issues in police policies or procedures.

Social Worker Senior

In the first three years of the MNPD intaking and triaging complaints, the Executive Director has recognized a need for an individual trained in social work and with experience assisting individuals with trauma to intake cases, conduct needs assessments, and maintain contact with individuals who do not feel safe seeking other Metro social work services. For instance, family members of people killed by police often contact MNCO seeking information about their case and do not feel comfortable seeking services at Metro facilities that have close ties with the police department.

The addition of a social worker to the staff will allow the COB to enhance the services being provided to individuals affected by police use of force and other misconduct. Intervention with individuals who are experiencing distress can mitigate the long-term health ramifications that researchers are finding related to police mistreatment.¹ The Social Worker Senior is on the OR03 pay scale starting at \$50,310.64.

Equity Impact

People who make complaints of police misconduct often come to the COB after traumatic events where they felt fear and treated unfairly. Social scientists, including studies in Nashville, have linked unfair police treatment to Black-White disparities in physical health and mental health outcomes as well as reduced trust in legal institutions. MNCO aims to have an experienced social work serve as a first contact with complainants who can assess the needs of the complainant

¹ See: McFarland, Michael J., John Taylor, Cheryl A. S. McFarland, and Katherine L. Friedman. "Perceived Unfair Treatment by Police, Race, and Telomere Length: A Nashville Community-Based Sample of Black and White Men." *Journal of Health and Social Behavior* 59, no. 4 (November 12, 2018): 585–600.
<https://doi.org/10.1177/0022146518811144>.



wholistically, make referrals, and assign the investigation to the most appropriate investigator. The social worker role aims to assist individuals who come to MNCO with acute needs and assist them gaining resources that will heal trauma and build future resilience.

Public Information Coordinator

MNCO currently has one position for a Community Liaison but has recognized that the single role would be better accomplished by two roles: Public Information Coordinator and Community Liaison. The Public Information Coordinator role would be to manage media contacts, develop social media campaigns, and improving communications from the Board. The Community Liaison role is more focused on building relationships with community organizations and conducting outreach in communities. Hiring for the Community Liaison role made clear that these roles are distinct, and both are necessary for the department to thrive. The Public Information Coordinator position is on the OR05 pay scale starting at \$60,869.82.

Equity Impact

The Public Information Coordinator will play a key role in educating the public about the COB through social media, press releases, and the media. This role will also allow the Community Liaison to conduct more outreach to community groups and implement an outreach plan focused on engaging communities most at risk of police contact which are disproportionately communities of color and lower income.

Executive Assistant

The executive assistant will improve efficiency by coordinating the executive director's schedule, directing emails appropriately, and organizing information and documents. The Executive Assistant will be classified as an Administrative Services Officer 3 which is on the OR03 pay scale starting at \$50,310.64

Equity Impact

The executive assistant will improve departmental efficiency which will assist with timely resolution of complaints and smoother operations.

Special Assistant to the Director

MNCO currently has limited roles that can provide supervision and management in the department. The special assistant to the director role would be a manager in the department supervising the research and auditing staff. This position would allow for more efficient supervision of employees and create career pathways inside the department that would assist with staff retention. The Special Assistant to the Director position is on the OR07 pay scale starting at \$72,953.30.



Equity Impact

The Special Assistant to the Director will focus on internal management of the MNCO department and supervise research, policy, and audit staff members. Improving efficiency will allow for the department to focus more resources on oversight work that will benefit the community while consolidating administrative and supervisory roles.

Administrative Services Manager

The Administrative Services Manager will be part of the executive staff of the MNCO office who will be responsible for coordinating community-focused and administrative tasks. This role will supervise the community liaison, public information coordinator, administrative assistant, and social worker. The administrative services manager is an open range position (OR07) with a starting salary of \$72,953.30.

Equity Impact

The addition of an Administrative Services Manager will strengthen the departments community engagement and public information functions by providing improved internal management. Building these functions is essential for reaching communities most at risk for police misconduct and for transparency with the community. The manager will assist with oversee a strategic outreach and communications plan focused on equity and inclusion in every aspect of the COB’s work.

Budget Impact

The nine FTEs are all Civil Service positions and the salaries below are based on the Civil Service FY22 Pay Plan.

Positions	Class #	FTE	Salaries	Salaries with Fringe
Professional Specialist (OR04)	07753	1	\$ 55,401.82	\$ 80,602.00
Investigators - Admin Services Officer 4 (OR05)	07245	2	\$ 121,739.64	\$ 174,540.00
Social Worker Senior (OR03)	10854	1	\$ 50,310.64	\$ 74,511.00
Public Information Coordinator (OR05)	10132	1	\$ 60,869.82	\$ 87,270.00
Special Assistant to the Director (OR07)	05945	1	\$ 72,953.30	\$ 101,853.00
Legal Assistant (OR05)	07245	1	\$ 60,869.82	\$ 87,270.00
Administrative Services Manager (OR07)	07242	1	\$ 72,953.30	\$ 101,853.00
Executive Assistant- ASO 3 (OR03)	07244	1	\$ 50,310.64	\$ 74,511.00
Totals		9	\$ 545,408.98	\$ 782,410.00



In addition to salary and fringe for the positions, additional funds for rent, office supplies, professional development, travel, tuition, and dues will be necessary. Since the staff would be increasing by 90%, employee-related line-items are also increased by 90%

Line-Item Description	FY22 Budget Amount	FY23 Increase amount
Employee Out-of-town Travel	\$ 25,000.00	\$ 22,500.00
Employee Air Travel	\$ 25,000.00	\$ 22,500.00
Employee Local Travel/Park	\$ 10,000.00	\$ 9,000.00
Cell Phone Service	\$ 10,000.00	\$ 9,000.00
Tuition	\$ 10,000.00	\$ 9,000.00
Registration	\$ 12,500.00	\$ 11,250.00
Membership Dues	\$ 5,000.00	\$ 4,500.00
Office & Admin Supply	\$ 10,000.00	\$ 9,000.00
Rent Building & Land	\$ 99,300.00	\$ 89,370.00
Total		\$ 186,120.00

In total, the proposed budget increase for FY23 is \$968,530. The total budget—not considering salary adjustments—is as follows:

	FY 2019-2020	FY 2020-2021	FY 2021-2022	FY 2022-2023 (Proposed)²
GSD General Fund	1,537,700	1,513,000	1,565,800	2,534,330
Total Budgeted Positions	10	10	10	19

Indexed Budgeting

From FY20 to FY22, MNPD’s budget grew nearly 12% while the COB’s budget grew under 2%. In the first three years since the COB was established, the budget percent relative to MNPD is falling. The National Association for Civilian Oversight of Law Enforcement (NACOLE) highlights a percentage-based budget allocation as an effective practice for ensuring that as the law enforcement budget increases, the oversight agency can keep pace.³ Nine percent of investigative oversight agencies in NACOLE’s 2016 survey had budgets greater than 1% of the law enforcement budget. An indexed 1% budget requirement is becoming more common with

² Does not include any cost-of-living adjustments, steps, or merit raises for current staff. Salary costs estimated based on FY22 pay scale.

³ Vitoroulis, Michael, Cameron McElhiney, and Liana Perez. 2021. Civilian Oversight of Law Enforcement: Report on the State of the Field and Effective Oversight Practices. Washington, DC: Office of Community Oriented Policing Services



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Miami, Chicago, New York City, and Rochester, NY all recently requiring that civilian oversight receive more than 1% of the police budget. Ideally, the COB’s budget should be no less than 1% of MNPDP’s budget. If MNPDP grows—as is planned with the addition of a ninth precinct—so should the external oversight mechanism.

	FY 2019-2020	FY 2020-2021	FY 2021-2022	FY 2022-2023 (Proposed) ⁴
COB Budget	1,537,700	1,513,000	1,565,800	2,534,330
MNPDP Budget	\$220,302,400	225,115,700	246,094,300	
COB Budget as % of MNPDP Budget	0.70%	0.67%	0.64%	1.03% ⁵

⁴ Does not include any cost-of-living adjustments, steps, or merit raises for current staff. Salary costs estimated based on FY22 pay scale.

⁵ Based on MNPDP’s FY22 budget.



Proposed Organizational Chart

