

1 **BY AUTHORITY**

2 ORDINANCE NO. \_\_\_\_\_  
3 SERIES OF 2019

COUNCIL BILL NO. 19-0029  
COMMITTEE OF REFERENCE:  
4 Safety, Housing, Education & Homelessness

5  
6 **A BILL**

7 **For an ordinance clarifying and amending the authority of the Office of**  
8 **Independent Monitor**  
9

10 **BE IT ENACTED BY THE COUNCIL OF THE CITY AND COUNTY OF DENVER:**

11 **Section 1.** That section 2-373, D.R.M.C. shall be amended by adding a new subsection (g)  
12 underlined, to read as follows:

13 **Sec. 2-373. - Mandatory oversight by the monitor's office.**

14 (c) Any uniformed personnel involved in any of the incidents described in subsections (4), (5), or  
15 (6) of subsection (a) shall self-report such involvement to the monitor's office and the manager of  
16 safety within three (3) business days of becoming aware that he or she is under investigation for,  
17 or charged with, any of the designated offenses. ~~If the manager of safety, chief of police,~~  
18 ~~undersheriff, or any other manager within the department of safety becomes aware of any such~~  
19 ~~incident, that person shall report such incident to the monitor's office within three (3) business days~~  
20 ~~of becoming aware of the incident.~~

21 (d) In addition, the monitor's office shall monitor any other internal investigation of possible  
22 misconduct by uniformed personnel when requested to do so by the board or manager of safety.  
23 The board or manager of safety shall advise the monitor's office of the reasons why the board or  
24 the manager of safety believes the monitor's office should monitor the investigation. Within three  
25 (3) business days of determining to monitor an investigation or of receiving the request from the  
26 board or the manager of safety, the monitor's office shall advise the department of safety, police,  
27 sheriff's, or fire's IAB only that the monitor's office will monitor the investigation pursuant to this  
28 paragraph.

29 (e) The department of safety, police, sheriff's, or fire IAB shall forward to the monitor's office, the  
30 board, and the manager of safety:

31 (1) Within three (3) business days of opening a new internal investigation, information regarding  
32 that investigation; and

1 (2) Within three (3) business days of closing an IAB case where no disciplinary action was taken,  
2 information regarding that investigation.

3 (f) Upon a request by the board or the manager of safety, the monitor's office shall review closed  
4 IAB cases in which the IAB investigation has already been completed and the monitor's office did  
5 not monitor the investigation. For purposes of this article "closed IAB cases" means cases in which  
6 IAB has completed its investigation and either:

7 (1) The case was pending before the PSRC on May 2, 2005; or

8 (2) A complaint regarding the matter was filed with IAB, the monitor's office, or the citizen oversight  
9 board on or after November 2, 2004, and no complaint alleging the same alleged misconduct had  
10 previously been filed.

11 Based upon that review, the monitor's office may conduct additional investigation. The monitor's  
12 office may also make any recommendations to the manager of safety regarding the sufficiency of  
13 the investigation, determinations as to whether department rules or policies have been violated,  
14 and the appropriateness of disciplinary sanctions, if any. The board may also review citizen  
15 complaints for which the monitor did not monitor the investigation and for which the outcomes  
16 were unfounded, exonerated, or not sustained. Those complaints reviewed by the board may be  
17 referred back to the appropriate department with recommendations from the board pertaining to  
18 the outcome of that particular complaint and/or with recommendations pertaining to the  
19 department's policies and procedures. For purpose of this article, "unfounded" means the  
20 complaint was not based on facts, as shown by the investigation, or the alleged violation or action  
21 did not occur; "exonerated" means the alleged action did occur, but the action was reasonable,  
22 lawful, and proper; and "not sustained" means insufficient evidence is available to either prove or  
23 disprove the allegation.

24 (g) The department of safety, police or sheriff department shall as soon as practicable notify the  
25 monitor, or the monitor's designee if the monitor is unavailable, upon becoming aware of:

26 (1) An incident described in subsection 2-373(a); or

27 (2) An incident, whether or not duty-related, in which a police or sheriff department uniformed  
28 personnel is under investigation for, or charged by, a jurisdiction with a misdemeanor or felony.

29 **Section 2.** That section 2-374, D.R.M.C. shall be amended by adding the language underlined  
30 and deleting the language stricken, to read as follows:

1 **Sec. 2-374. - Discretionary oversight by the monitor's office.**

2 (a) The monitor's office shall have the discretion to monitor any internal department of safety, police  
3 or sheriff department investigation of any citizen complaint, including but not limited to those, alleging:

- 4 (1) Improper use of force;  
5 (2) Discrimination based upon race, color, creed, national origin, gender, sexual orientation, gender  
6 variance, disability, religion, or political affiliation;  
7 (3) Retaliation for making a complaint against the police or sheriff department or any police or sheriff  
8 department uniformed personnel; or  
9 (4) Discourtesy.

10 (b) The monitor's office shall also have the discretion to monitor any internal investigation by the  
11 department of safety, police or sheriff department as to which the monitor's office believes it is in the  
12 city's best interest for the monitor's office to be involved, including investigations into the Sheriff, the  
13 Chief of Police or any of their appointees.

14 (c) Upon exercising discretion to monitor an investigation identified in subsection (a) or (b), the  
15 monitor's office shall immediately advise:

- 16 ~~(1) The board and the manager of safety that the monitor's office has decided to monitor such~~  
17 ~~investigation and of the monitor's office's reasons for monitoring the investigation; and~~  
18 ~~(2) The the board, the department of safety, police or sheriff's IAB only that the monitor's office shall~~  
19 monitor the investigation pursuant to the provisions of paragraphs (a) and (b) above.

20 **Section 3.** That section 2-375, D.R.M.C. shall be amended by adding the language underlined  
21 and deleting the language stricken, to read as follows:

22 **Sec. 2-375. -Public reporting by ~~Reports of the monitor.~~**

23 (a) No later than March 15 of each year, the monitor shall submit an annual public report to the  
24 mayor, ~~and~~ city council, and the citizen oversight board setting forth the work of the monitor's office  
25 during the prior calendar year; identifying trends regarding complaints, investigations, and discipline of  
26 police and sheriff department uniformed personnel, including, but without identifying specific persons,  
27 information regarding uniformed personnel who were the subject of multiple complaints, complainants  
28 who filed multiple complaints, and issues that were raised by multiple complaints; and making  
29 recommendations regarding the sufficiency of investigations and the appropriateness of disciplinary  
30 actions, if any, and changes to policies, rules, and training.

31 (b) The report shall present information in statistical and summary form, without identifying specific  
32 persons except to the extent that incidents involving specific persons have otherwise been made  
33 public by the City and County of Denver.

1 (c) In addition to the annual report, the monitor's office shall publish a ~~maintain an on-going~~ status  
2 report, which shall be available to the public and which shall include, among other things, patterns  
3 relating to complaints and recommendations regarding the sufficiency of investigations, determinations  
4 as to whether department rules and policies have been violated, and the appropriateness of  
5 disciplinary sanctions, if any. Based upon an analysis of this information and other information  
6 available to the monitor, the monitor's office shall make timely recommendations to the chief of police,  
7 ~~undersheriff~~, and the manager of safety regarding an early warning system and/or other policy issues.  
8 (d) The monitor may publish additional public reports throughout the year about matters within the  
9 duties of the monitor's office.

10 **Section 4.** That section 2-376, D.R.M.C. shall be amended by adding the language underlined  
11 and deleting the language stricken, to read as follows:

12 **Sec. 2-376. -Confidentiality.**

13 (a) The monitor, its staff, the board, and all consultants and experts hired by the monitor shall treat  
14 all documents and information regarding specific investigations or officers as confidential except to the  
15 extent needed to carry out their duties.

16 (b) The monitor's office shall not discuss with any person or group, including the members of the  
17 board, the status of any criminal investigation, other than the fact that a criminal investigation has not  
18 been completed and any anticipated date by which a criminal investigation may be completed.

19 (c) The monitor's office, the board, and all persons who participate in the department of safety,  
20 police, sheriff, or fire department's investigative and disciplinary processes are part of the city's  
21 deliberative process regarding investigative and disciplinary procedures for ~~uniformed~~ personnel.  
22 Furthermore, all deliberations and recommendations ~~information~~ learned by any of those persons or  
23 groups during the exercise of their duties shall be protected by the deliberative process privilege. For  
24 purposes of this subsection (c), "deliberative process privilege" has the same meaning as under  
25 Colorado law.

26 **Section 5.** That section 2-378, D.R.M.C. shall be amended by adding the language underlined  
27 and deleting the language stricken, to read as follows:

28 **Sec. 2-378. -Nomination committee, ~~a~~Appointment and qualification of board members.**

29 (a) The citizen ~~civilian~~ oversight board shall consist of nine (9) ~~seven (7)~~ members who shall be  
30 residents of the City and County of Denver.

31 (b) The mayor shall appoint four (4) members, the city council shall appoint four (4) members, and  
32 one (1) member shall be appointed jointly by the mayor and city council. ~~subject to confirmation by~~  
33 ~~the city council, the members of the board.~~ Each appointment will be made alternately first by the

1 city council and then by the mayor for eight consecutive appointments and made jointly by the  
2 mayor and city council for the ninth appointment.

3 (c) All appointments regardless of who makes the appointment must be selected from a list of at least  
4 three (3) nominees per vacancy submitted by a nomination committee.

5 1. The nomination committee shall be composed of three (3) members with one (1) member  
6 appointed by the mayor, one (1) member appointed by the council and one (1) member appointed  
7 jointly by the mayor and city council, each serving a term of four (4) years and shall meet only  
8 whenever a vacancy under this section occurs. Officers, employees and officials of the city shall not  
9 be eligible for appointment to or service on the nomination committee. Members of the nomination  
10 committee shall not receive any salary or compensation for their services.

11 2. The nomination committee shall issue a public vacancy notice and call for applications for  
12 any resignation, removal or non-reappointment no later than fifteen (15) days after the vacancy  
13 occurs. The nomination committee may issue a public vacancy notice upon the receipt of notice of the  
14 resignation, non-reappointment or removal of any board member under subsection section 2-380  
15 below without waiting for the effective date of such notice. The nomination committee shall share all  
16 public vacancy notices with the citizen oversight board.

17 3. The nomination committee shall review applications and conduct screening interviews as it  
18 deems necessary. The nomination committee shall seek input from the citizen oversight board to  
19 address the qualifications required by this section. The nomination committee shall certify a list of at  
20 least three (3) nominees for each appointment no later than thirty (30) days after the public application  
21 period has closed. If the nomination committee receives fewer than three applications, the committee  
22 must submit the names of all applicants. The appointing authority may reject a list for any reason and  
23 request a new one. The appointing authority must make an appointment within forty-five (45) days  
24 after receiving the certified list of nominees.

25 4. Whenever an incumbent member of the citizen oversight board wishes to apply for  
26 reappointment to another term on the board, the member shall so advise the nomination committee in  
27 writing at least ninety (90) days in advance of the expiration of the member's current term. The  
28 nomination committee shall then proceed to interview the member and determine whether or not to  
29 recommend reappointment to the board for another term. If the nomination committee determines that  
30 the incumbent should not be reappointed, the committee shall proceed to issue a public vacancy  
31 notice for the seat as provided in paragraph 2 above of this subsection. If the nomination committee  
32 determines to recommend reappointment of the incumbent for another term, the committee shall  
33 forward the recommendation to the incumbent's appointing authority. If the appointing authority  
34 decides not to reappoint the incumbent, then the committee shall proceed to issue a public vacancy

1 notice for the seat as provided in paragraph 2 above of this subsection.

2 (c) No officer or employee of the City and County of Denver shall be appointed to the board.

3 (d) Neither the members of the board nor any of their immediate family members (defined as husband,  
4 wife, son, daughter, mother, father, step-son, step-daughter, step-mother, step-father, grandmother,  
5 grandfather, brother, sister, domestic partner, and in-laws) shall have ever been employed by the  
6 Denver police, sheriff, or fire departments.

7 (e) The members of the board ~~shall~~ should reflect the diversity of Denver, including the ethnic, racial,  
8 and geographic constitution of the population as well as the diverse professional backgrounds,  
9 experience, and expertise of the citizens of Denver.

10 (f) The members of the board shall receive compensation in an amount not to exceed one thousand  
11 two hundred dollars (\$1,200.00) per year and be paid necessary expenses incurred in connection with  
12 the work of the board.

13 (g) The members of the board shall participate in an appropriate training program to be established by  
14 the board and/or the monitor's office so that they shall possess the applicable knowledge to perform  
15 their duties.

16 **Section 6.** That section 2-379, D.R.M.C. shall be amended by adding the language underlined  
17 and deleting the language stricken, to read as follows:

18 **Sec. 2-379. -Terms and vacancies.**

19 (a) The term of each member of the board shall be four (4) years.

20 (b) Any vacancy occurring during the term of any member shall be filled by the process set forth in  
21 Section 2-378 above. ~~appointment by the mayor and confirmed by city council.~~ If a member is  
22 appointed to fill an unexpired term, that member's term shall end at the same time as the term of the  
23 person being replaced.

24 (c) The members first appointed after the effective date of this section shall be appointed as follows  
25 so as to create staggered terms: Two (2) of the board members shall serve one (1) year terms, two (2)  
26 shall serve two (2) year terms, two (2) shall serve three (3) year terms, and three (3) shall serve four  
27 (4) year terms. ~~Three (3) members shall be appointed to serve for two (2) years and four (4) members~~  
28 ~~shall be appointed to serve for four (4) years.~~ After these initial appointment terms have been served,  
29 each member of the board shall be appointed thereafter for a four-year term.

30 (d) Each member shall continue to serve in such capacity until the member's successor has been  
31 duly appointed and is acting, provided, however, that that period shall not exceed ninety (90) days  
32 past the expiration of the member's term.

33 **Section 7.** That section 2-380, D.R.M.C. shall be amended by adding the language underlined

1 and deleting the language stricken, to read as follows:

2 **Sec. 2-380. -Removal from board office.**

3 (a) The unexcused absence of a member of the board from four (4) regularly scheduled meetings  
4 shall constitute a resignation from the board. Vacancies shall be filled by the process set forth in Sec.  
5 2-378.

6 (b) Before ~~Prior to~~ the expiration of his or her appointed term, a member appointed by the mayor to of  
7 the board may be removed from the board by the mayor, a member appointed by city council may be  
8 removed by the city council, and a member appointed by the mayor and city council may be removed  
9 by the mayor and city council. Removal of a member can only be for cause including gross  
10 misconduct, incompetence, or a persistent failure to perform his or her duties on the board or if,  
11 subsequent to being selected as a member of the board, information becomes known to the  
12 appointing authority ~~mayor~~ that, had it been known when the member was selected, the information  
13 would have disqualified him or her from being selected.

14 **Section 8.** That section 2-383, D.R.M.C. shall be amended by adding the language underlined  
15 to read as follows:

16 **Sec. 2-383. - Interaction between the monitor's office and the citizen oversight board.**

17 (a) The monitor's office shall inform the board of the status of the department of safety, police, sheriff,  
18 and fire department investigations and disciplinary proceedings and the actions of the monitor's office  
19 in monitoring those investigations and disciplinary proceedings.

20 (b) The board shall establish both qualitative and quantitative criteria for evaluating the effectiveness  
21 of the monitor.

22 (c) In order to determine whether the monitor's office is effectively monitoring the department of safety,  
23 police, sheriff, and fire investigations, the board shall receive regular reports from the monitor's office  
24 and shall be allowed to review pertinent portions of the personnel files of uniformed personnel and IAB  
25 files including statements of uniformed personnel and to make recommendations to the manager of  
26 safety, chief of police, ~~undersheriff,~~ fire chief, and monitor's office regarding investigations,  
27 determinations as to whether department rules or policies have been violated, and the  
28 appropriateness of disciplinary sanctions, if any. However, the board shall not become the custodian  
29 of any such records and the board shall not be allowed access to documents protected by the  
30 attorney-client privilege or the attorney work product privilege.

31 **Section 9.** That section 2-384, D.R.M.C. shall be amended by adding the language  
32 underlined to read as follows:

33 **Sec. 2-384. - Reports of the citizen oversight board.**

1 (a) The board shall furnish an annual public report to the mayor and city council regarding the board's  
2 assessment of the work of the monitor's office; the board's activities during the preceding year;  
3 concerns expressed by citizens; the board's assessment of the department of safety, police, sheriff,  
4 and fire department investigative and disciplinary processes; recommendations for ways that those  
5 ~~four~~ ~~three~~ (43) departments can improve their relationships with the citizens; and recommendations for  
6 changes to police, sheriff, and fire department policies, rules, hiring, training, and the complaint  
7 process.

8 **Section 10.** That section 2-386, D.R.M.C. shall be amended by adding the language  
9 underlined to read as follows:

10 **Sec. 2-386. - Citizen complaints.**

11 (b) Whenever a citizen files a complaint with the monitor's office, the board, ~~or~~ the department of  
12 safety, or the police or sheriff departments, the agency receiving the complaint shall, within three (3)  
13 business days, advise all of the other agencies (the board; the monitor's office; the manager of safety;  
14 and, when received by the board or the monitor's office, either the police department or sheriff  
15 department) that it has received the complaint and provide a copy of the complaint to each of them.

16 **Section 11.** That section 2-387, D.R.M.C. shall be amended by adding the language  
17 underlined to read as follows:

18 **Sec. 2-387. - Investigations by the Denver district attorney's office.**

19 (b) Upon completion of the DA's investigation, but not later than sixty (60) calendar days from the date  
20 of the incident, the IAB from either the department of safety, police or sheriff department shall open a  
21 file and initiate an administrative investigation of the incident unless the manager of safety in  
22 consultation with the DA determines that the administrative investigation would jeopardize the DA's  
23 investigation.

24 **Section 12.** That section 2-388, D.R.M.C. shall be amended by adding the language  
25 underlined and deleting the language stricken, to read as follows:

26 **Sec. 2-388. -Internal investigations.**

27 (a) The department of safety and the police, sheriff, and fire departments shall cooperate with the  
28 monitor's office in actively monitoring and participating in internal investigations, including being  
29 present to actively monitor interviews of witnesses and persons under internal investigation. The  
30 departments shall establish departmental policies regarding that cooperation. The policies shall  
31 ensure that the department of safety and the police, sheriff, and fire departments provide for the ability  
32 the monitor's office with reasonable notice of and opportunity to attend interviews, the opportunity to  
33 make recommendations regarding investigations and ~~for~~ reasonable timeframes to complete the steps



1 in the internal investigatory process.

2 **Section 13.** That section 2-389, D.R.M.C. shall be amended by adding the language  
3 underlined and deleting the language stricken, to read as follows:

4 **Sec. 2-389. -Role of the monitor's office in the disciplinary process.**

5 The department of safety and the police, sheriff, and fire departments shall cooperate with the  
6 monitor's office in actively monitoring, attending and participating in the disciplinary process  
7 ~~proceedings~~. The departments shall establish departmental policies regarding that cooperation.

8 The policies shall ensure that the department of safety and the police, sheriff, and fire departments  
9 ~~provide for the ability~~ of the monitor's office with reasonable notice and opportunity to:

10 (a) receive notice and opportunity to comment prior to entering into agreements, whether written or  
11 oral, resulting in the closure of internal investigations or the disciplinary process;

12 ~~(b) attend disciplinary proceedings, and throughout the disciplinary process, to make~~  
13 recommendations regarding determinations as to whether department rules or policies have been  
14 violated;

15 ~~(c) make recommendations regarding and the appropriateness of disciplinary sanctions, if any;~~

16 ~~(d) In addition, those policies shall guarantee the participation of citizens on disciplinary boards;~~

17 ~~(e) Furthermore, the policies shall provide for reasonable time frames to complete the steps in the~~  
18 disciplinary process.

19 **Section 14.** That section 2-390, D.R.M.C. shall be amended by adding the language  
20 underlined and deleting the language stricken, to read as follows:

21 **Sec. 2-390. -Monitor access to records, and other items.**

22 (a) The department of safety, police department, sheriff department, and fire department and all  
23 employees of those departments shall fully cooperate with the monitor's office by providing the  
24 monitor's office, within a reasonable amount of time, complete access to department of safety, police  
25 department, sheriff department, and fire department records, information, documents, files, reports,  
26 evidence, databases, and all other items, whether in paper, electronic, or other form, that the monitor's  
27 office requests in order to perform its duties set forth in the provisions of this Article XVIII, but not  
28 including documents protected by the attorney-client privilege or the attorney work product privilege or  
29 any document that must not be disclosed to the monitor's office pursuant to federal, state, or local law  
30 or federal or state regulation.

31 (b) If, in response to a request from the monitor's office records, and/or information cannot be

1 produced at all or produced within a reasonable amount of time, a written explanation, sufficiently  
2 detailed for an understanding of why the records and/or documents cannot be produced, shall be  
3 promptly provided. The monitor's office shall not be required to pay the department of safety, police  
4 department, sheriff department, or fire department for copies of the materials set forth in this section  
5 2-390 including copies of documents previously supplied by the departments, provided that OIM may  
6 not use those departments as a printing service to make multiple copies of individual documents.

7 (c) The department of safety, police department, and sheriff department shall provide the monitor  
8 or his or her designee with an opportunity to participate in any committee or working groups involving  
9 external stakeholders convened to draft or revise policies or practices concerning matters within the  
10 purview of the monitor's office.

11 (d) The department of safety, police department, and sheriff department shall provide the monitor  
12 or his or her designee with reasonable notice and an opportunity to make recommendations before  
13 implementing an existing or adopting a new substantive policy or practice concerning matters within  
14 the purview of the monitor's office. When a policy or practice necessitates an immediate revision or  
15 implementation due to a change in the law, the monitor will be notified as soon as practicable about  
16 the change.

17 **Section 15.** That Article XVIII of Chapter 2 shall be amended by the addition of a new section  
18 2-391 underlined to read as follows:

19 **Sec. 2-391. -Response to monitor recommendations.**

20 The monitor's office shall make recommendations to the department of safety, the chief of police, or  
21 the sheriff about matters within the duties of the monitor's office. If requested by the monitor in writing,  
22 the department of safety, the chief of police, or the sheriff shall respond in writing within thirty (30)  
23 days and shall specify:

24 (a) Either agreement with recommendations or reasons for disagreement with recommendations;

25 (b) Plans for implementing solutions to issues identified; and

26 (c) A timetable to complete such activities.

27 Upon receiving a request in writing from the department of safety, the chief of police, or the sheriff, the  
28 monitor may extend the time for a response to any recommendations. Recommendations made by  
29 the monitor and any responses shall be open to inspection except as otherwise not subject to  
30 disclosure under state, federal, or local law or regulation.

31 **Section 16.** That Article XVIII of Chapter 2 shall be amended by the addition of a new section  
32 2-392 underlined to read as follows:

33 **Sec. 2-392. -Retaliation prohibited.**

1           (a) No person shall retaliate against, punish, intimidate, discourage, threaten or penalize any  
2 other person for reporting misconduct, making a misconduct complaint, conducting an investigation,  
3 complaining to officials, providing information, testimony or documents in an investigation or  
4 cooperating with or assisting the Office of the Independent Monitor in the performance of its powers  
5 and duties as set forth in this chapter. Any employee who violates this provision shall be subject to  
6 appropriate disciplinary action, up to and including termination from employment.

7           (b) Any person who violates any section of the Denver Revised Municipal Code may be subject  
8 to criminal prosecution.

9  
10 COMMITTEE APPROVAL DATE: January 30, 2019.

11 MAYOR-COUNCIL DATE: February 5, 2019

12 PASSED BY THE COUNCIL \_\_\_\_\_

13 \_\_\_\_\_ - PRESIDENT

14 APPROVED: \_\_\_\_\_ - MAYOR \_\_\_\_\_

15 ATTEST: \_\_\_\_\_ - CLERK AND RECORDER,  
16 EX-OFFICIO CLERK OF THE  
17 CITY AND COUNTY OF DENVER

18  
19 NOTICE PUBLISHED IN THE DAILY JOURNAL \_\_\_\_\_; \_\_\_\_\_

20  
21 PREPARED BY: Kirsten J. Crawford, Assistant City Attorney   DATE: February 7, 2019

22  
23 Pursuant to section 13-12, D.R.M.C., this proposed ordinance has been reviewed by the office of the  
24 City Attorney. We find no irregularity as to form, and have no legal objection to the proposed  
25 ordinance. The proposed ordinance **is not** submitted to the City Council for approval pursuant to §  
26 3.2.6 of the Charter.

27  
28 Kristin M. Bronson, Denver City Attorney

29  
30 BY: Kirsten J. Crawford, Assistant City Attorney           DATE: Feb 7, 2019

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