

FY2025

ANNUAL REPORT



**POLICE
ACCOUNTABILITY
BOARD**

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A message from

CHAIR JAMAL TURNER

Police Accountability Board



In 2025, I accepted the responsibility of chairing Baltimore City's Police Accountability Board during a year of transition and heightened expectations. With the former Civilian Review Board's operations ending as local control came into effect, residents quite reasonably asked one central question: **what does accountability look like now in practice, not just on paper?**

Our strategic direction this year centered on three priorities. First, we made oversight **more visible and more navigable**. We held public-facing town halls to explain the roles, powers, and limitations of our accountability system, and to hear directly how external policies, public pressure, and lived experience shape trust. That work included a spring town hall focused on demystifying what the system can and cannot do, and a summer town hall that centered behavioral health crisis response, officer training, and the role of accountability, supported by community resources.

Second, we strengthened **statewide collaboration**. Baltimore City convened a pre-summit statewide police accountability gathering on October 20, designed as a working primer for a broader statewide summit. Our goal was practical: connect PAB and ACC leaders across Maryland, identify shared challenges heading into the legislative session, and exchange strategies for community engagement and public communication — because no jurisdiction should have to reinvent the wheel alone.

Third, we advanced a clear commitment to **independence, transparency, and measurable outcomes**. We did this knowing that the public's

confidence depends on what they can see and verify: how complaints move, how long review takes, and what changes after community members speak up. Public data discussed during the year underscored the urgency — hundreds of officers with multiple complaints and hundreds of complaints involving members of the public — while our charging review system continues to face the reality of high volume. These realities make it essential to strengthen outcome tracking, develop early-intervention approaches, and pursue the structural independence and investigative capacity that credible civilian oversight requires.

This annual report reflects a year of building systems, relationships, and expectations. We are not measuring success by comfort. We are measuring it by whether residents can **find the process, understand their rights, and trust that their concerns lead to real review, real learning, and real change.**

Looking ahead, our priority is to move from “oversight explained” to “oversight proven”: clearer public reporting on what happens after a complaint is filed, faster and more predictable case flow, and stronger alignment between accountability outcomes and policy reform — especially in high-impact areas like behavioral health crisis response and repeated-complaint early intervention. We will continue building relationships across Maryland’s accountability boards, and we will keep pressing for the tools and independence needed to meet the public’s expectations with integrity. Where details remain unspecified, we will name that plainly and then work to make the next year’s record more complete, more transparent, and more useful to the people we serve.

Respectfully,

Jamal Turner

Jamal Turner
PAB Chair

A message from

CHAIR TIERA HAWKES, ESQ.

Administrative Charging Committee



As Chair of the Administrative Charging Committee (ACC), I am honored to present our contribution to the Police Accountability Board's Annual Report. In fiscal year 2025, the ACC adjudicated over 1000 cases. Our work this past year reflects the continued strengthening of Baltimore City's commitment to a fair, transparent, and accountable police disciplinary process.

Over the past year, we worked diligently to uphold the integrity of our review process while navigating an evolving accountability landscape. This includes continued collaboration across all stakeholders involved in the process to ensure consistency, clarity, and timeliness in our work. We recognize that our role is a critical component in fostering public trust. Each case we review represents an opportunity to reinforce the standards expected of law enforcement and the rights of the communities they serve.

I extend my sincere appreciation to my fellow Committee members for their dedication and professionalism, and to our partner agencies for their ongoing cooperation. Together, we remain committed to advancing a system of accountability that reflects the values of transparency, equity, and justice for all Baltimoreans.

Respectfully,

Tiera Hawkes

Tiera Hawkes
ACC Chair

AT-A-GLANCE

POLICE ACCOUNTABILITY BOARD (PAB) MEMBERSHIP

Jamal Turner, **Chair**

Joshua Harris, **Vice Chair**

Stephanie Lee, **Secretary**

Mansur Abdul-Mailk, **Treasurer**

Dillon Ashburne

Ambassador Peter Bodde

Marc S. Broady, Esq.

Pastor Antoine Burton

Dr. Janetta Gilmore

Harold Madison

Maraizu Onyenaka

Jesmond O. Riggins, Esq.

Dr. Doris Minor-Terrell

Avi S. Wolasky, Esq.

ADMINISTRATIVE CHARGING COMMITTEE (ACC) MEMBERSHIP

Tiera Hawkes, Esq., **Chair**

► PAB Appointee

Ray Kelly, **Vice Chair**

► PAB Appointee

Jamal Turner

► PAB Chair

► Assumed position November 2025

David Cramer

► Mayoral appointee

► Vacated position June 2025

Kimberly Rogers

► Mayoral appointee

COMMITTEES

DATA AND RESEARCH

Avi Wolasky and Maraizu Onyenaka, **Co-Chairs**

POLICY AND ADVICE COMMITTEE

Ambassador Peter Bodde, **Chair**

COMMUNITY ENGAGEMENT

Pastor Antoine Burton and Dr. Doris Minor Terrell, **Co-Chairs**

BYLAWS COMMITTEE

Marc S. Broady, Esq., **Chair**

POLICE EFFECTIVENESS COMMITTEE

Vice Chair Joshua Harris and Dr. Janetta Gilmore, **Co-Chairs**

APPOINTMENTS COMMITTEE

Secretary Stephanie Lee and Harold Madison, **Co-Chairs**

OFFICE OF EQUITY AND CIVIL RIGHTS (OECR)

The city's OECR is an agency with a mission to eliminate inequity, inequality and discrimination. Through its Police Accountability Division (PAD), the OECR supports the city's oversight entities.

Key areas of support include:

- Administrative and logistical support
- Community engagement and advocacy
- Data analysis and reporting
- Investigative and adjudicative assistance

Visit the OECR's website at baltimorecity.gov/civil-rights.

Amber Greene

Director

amber.greene@baltimorecity.gov

POLICE ACCOUNTABILITY DIVISION STAFF

Division Chief

Marlon Marion

marlon.marion@baltimorecity.gov

Deputy Chief

Tashawn Smith, JD

tashawn.smith@baltimorecity.gov

Policy Analyst

Carissa Mattern, MA, DCJ(c)

carissa.mattern@baltimorecity.gov

Data Analyst

Eric Hofmeister

eric.hofmeister@baltimorecity.gov

Complainant Advocate

Terrie Lewis, VAS I, CA

terrie.lewis@baltimorecity.gov

Boards & Commissions Coordinator

Robin Drummond

robin.drummond@baltimorecity.gov

PAB Liaison

Samuela Ansah

samuela.ansah@baltimorecity.gov

ACC Case Manager

Marissa Crockett, MS

marissa.crockett@baltimorecity.gov

ACC Case Manager

Dana Abdul-Saboor, MA

dana.abdul-saboor@baltimorecity.gov

ACC Case Manager

Rita Santibañez

rita.santibanez@baltimorecity.gov

FILE A POLICE MISCONDUCT COMPLAINT WITH PAB

ONLINE PORTAL

Fill out the complaint form:
civilrights.baltimorecity.gov/intake-form.

EMAIL & PHONE

File complaints by e-mail to
pab@baltimorecity.gov
and by phone at **410-396-3151**.

IN-PERSON, BY APPOINTMENT

Visit the Police Accountability Board within the Office of Equity and Civil Rights at **7 E. Redwood Street, 9th Floor, Baltimore, MD 21202**.



STEP 1: FILING

Citizens may file police misconduct complaints directly with the Office of Equity and Civil Rights (OECR), on behalf of the Police Accountability Board (PAB) and/or with the law enforcement agency with which the officer(s) is employed.

STEP 2: INVESTIGATION

The filing of a complaint initiates an investigation by the law enforcement agency with which the officer(s) is employed. When the investigation is complete, the investigation file is sent to the Administrative Charging Committee (ACC).

STEP 3: CHARGING

The ACC reviews the file and decides whether or not to administratively charge the officer. If the officer is charged, the ACC will recommend disciplinary measures based on the Uniform State Disciplinary Matrix. These decisions are sent to the head of the law enforcement agency (LEA) who provides the discipline determination to the officer. The head of the LEA can increase the discipline, but cannot reduce the discipline set by the ACC.

COMPLAINT PROCESS

1**FILE THE
COMPLAINT****2****COMPLAINT IS
INVESTIGATED
BY LEA****3****ACC HEARS CASE,
MAKES CHARGING
DETERMINATION****4****COMPLAINT IS
RESOLVED**

STEP 4: RESOLUTION

Complaints are resolved in one of three ways.

Not Administratively Charged

When the Administrative Charging Committee (ACC) finds there is not enough evidence to substantiate the allegations against an officer, the ACC will not administratively charge the officer and no discipline will be set.

Administratively Charged: Case closed

When the ACC finds there is enough evidence to substantiate the allegations against an officer and charges the officer with misconduct, and the officer accepts the recommended discipline.

Administratively Charged: Trial board and/or judicial review

When the ACC finds there is enough evidence to substantiate the allegations against an officer and charges the officer with misconduct, but the officer rejects the recommended discipline. The case is then referred to a trial board. The trial board's decision is final, unless the officer contests the outcome and requests judicial review in Baltimore City Circuit Court.

POLICE ACCOUNTABILITY BOARD

EXECUTIVE SUMMARY

The Police Accountability Board (PAB), in its third year, has completed much of the foundational work of establishing its framework, grounding itself as a vehicle for police oversight. The Board has also become increasingly comfortable offering itself as a conduit for education and discussion between community members, law enforcement agencies (LEA) and others involved in Baltimore City.

Looking ahead, the Board is prioritizing continued outreach and engagement with community groups, particularly those most affected by police misconduct; information sharing with LEAs under its purview; and connection and cooperation with other Police Accountability Boards throughout Maryland.

PAB members have connections in communities across Baltimore. The Board expands those relationships by visiting community events, joining the Office of Equity and Civil Rights' Civil Rights Week, and participating in outreach efforts.

The Board this year secured a youth member, Dillon Ashburne, which Board leadership expects will add vital perspective and strengthen ties to all demographics in Baltimore City. Recognizing the importance of youth voices, the Board hopes to build on this momentum by ramping up its social media presence, while joining or

hosting more events that attract the city's young people.

Meanwhile, Board members are also working to review police policies and offer thoughts on where rules on public interactions might be strengthened. The Policy & Advice Committee is looking to help Baltimore Police Department (BPD), for instance, as the agency conducts its normal reexamination of internal policies. That policy review could further delve into the BPD's response to people experiencing mental or behavioral health crises. The department's interactions with people in crisis were under increased scrutiny after a series of high-profile police shootings in 2025.

The Board continues to pursue legislative changes on the state and local level, where appropriate, and is working to collaborate with lawmakers. Baltimore City's newly established local control of its police department could provide avenues for streamlined processes or greater accountability. Potential areas of interest include strengthening the Board's independence, creating additional training opportunities for people interested in the city's police oversight framework, and seeking additional assistance for the city's Administrative Charging Committee (ACC).

The ACC is responsible for reviewing

the findings of an LEAs investigation into a misconduct complaint, reviewing any relevant body-worn camera footage, and determining if an officer should be administratively charged. If the ACC decides administrative charges are appropriate, it uses the Uniform State Disciplinary Matrix, approved by the Maryland Police Training and Standards Commission, to recommend disciplinary action, which could include a written reprimand, suspension, or termination. An LEA is not permitted to decrease a disciplinary recommendation provided by the ACC. However, the disciplinary recommendation can be increased within the category of the Uniform State Disciplinary Matrix, as recommended by the ACC.

During the 2025 Maryland Legislative Session, a Senate bill passed that extended the timeframe for investigating police misconduct complaints and issuing a determination from the ACC. Under the law, an LEA now has up to 366 days to investigate a complaint and submit the completed case file to the ACC. Once the ACC receives the case, it has 30 days to review the case and issue a determination, but must do so no later than day 395 from when the complaint was originally filed. This updated timeline applies to complaints received on or after October 1, 2025.

Lastly, the police oversight landscape in Baltimore City changed in 2025 with the sunset of the Civilian Review Board (CRB), which dates back to 1999. The CRB was sunset on January 1, 2025, with all CRB-eligible cases wrapped up by mid-2025. It was tasked with conducting its own investigations into a specific set of offenses, but police leadership was not required to take CRB input into consideration for disciplinary actions.

2025

BY THE NUMBERS

Under Baltimore’s enabling legislation, the director of the city’s Office of Equity and Civil Rights (OECR) also serves as the director of the Police Accountability Board (PAB) and assists it in performing its responsibilities via OECR’s Police Accountability Division (PAD). That assistance includes assigning OECR staff to assist the PAB and the Administrative Charging Committee (ACC), in consultation with the Board, and expending funds for Board operations, as authorized in the city budget.

FY2025 BUDGET - OFFICE OF EQUITY AND CIVIL RIGHTS POLICE ACCOUNTABILITY DIVISION*

SPEND CATEGORY	FY24 BUDGET	FY24 ACTUALS	FY25 BUDGET	FY25 ACTUALS
01 - Salaries	\$1,686,193	\$861,003	\$1,597,967	\$729,260
02 - Other Personnel Costs	\$301,340	\$352,849	\$414,270	\$320,836
03 - Contractual	\$107,929	\$274,642	\$112,884	\$286,566
04 - Supplies & Materials	\$5,900	\$3,001	\$2,080	\$2,901
05 - Minor Equipment	\$34,000	\$1,054	\$19,098	\$36,005
06 - Major Equipment	\$10,000	\$6,481	\$10,400	\$31,752
07 - Grants, Subsidies, and Contributions	N/A	N/A	\$21,099	\$21,099
TOTAL	\$2,145,362	\$1,499,030	\$2,177,798	\$1,428,419

*Source: OECR

POLICE ACCOUNTABILITY BOARD

BEHAVIORAL HEALTH RESPONSES IN THE SPOTLIGHT

In the span of eight days in June of 2025, Baltimore City saw two police shootings and one man who died after being restrained by officers. That series of fatal police encounters garnered widespread attention and led to questions about how city agencies, including police, interact with people experiencing mental or behavioral crises.

The city's crisis response system was the subject of heavy scrutiny and a City Council hearing. The Police Accountability Board (PAB) held two emergency meetings on June 20th and July 1st, as well as an August 23rd town hall on the topic.

In the emergency meetings, the PAB highlighted the investigation procedure for police shootings – including the Independent Investigations Division of the Attorney General's Office, which evaluates fatal incidents for potential criminal charges, and the separate police-led investigation looking for disciplinary violations. Board members noted that the investigation would ultimately go before the Administrative Charging Committee (ACC), which would make a determination and recommend the appropriate discipline, if any.

Board members also discussed areas

where they could potentially help: reviewing training policies and police procedures around behavioral health responses; investigating whether the City needs to prioritize spending on training or mental health resources; and evaluating the Baltimore Police Department's (BPD) Crisis Intervention Team.

The August town hall, *Community Policing & Mental Health: From Reactive to Proactive Behavioral Health Responses*¹ included panelists from the Baltimore City Sheriff's Office; Behavioral Health Systems Baltimore, Inc.; the ACC; and Leaders of a Beautiful Struggle. The discussion centered around the City's process for responding to behavioral health events, how police are trained to respond to those types of calls, and how the community can advocate for improved responses.

¹ A recording of the town hall is available on YouTube, at <https://www.youtube.com/watch?v=BPOHDAy9s6o>.

POLICE ACCOUNTABILITY BOARD

HOW DOES POLICE OVERSIGHT WORK?

POLICE OVERSIGHT

Police oversight in Baltimore City is how citizens and law enforcement work together to ensure that public safety practices are transparent, accountable, and just.

Baltimore City's oversight framework includes the Administrative Charging

Committee (ACC) and the Police Accountability Board (PAB), both of which are supported by the Police Accountability Division (PAD) of Baltimore City's Office of Equity and Civil Rights (OECR). The PAD provides staff, funding, and resources to the police oversight entities.

WHAT LAW ENFORCEMENT AGENCIES ARE INCLUDED?

The city's police oversight framework covers law enforcement agencies operating in Baltimore City, which include:



Baltimore City
Police Department



Baltimore City
School Police



Baltimore City
Sheriff's Office



Baltimore City
Environmental
Police



Johns Hopkins
Police Department



Baltimore City
Community College
Public Safety

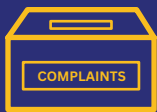
WHAT DOES THE POLICE ACCOUNTABILITY BOARD (PAB) DO?

The PAB is made up of 17 members appointed by the Mayor and City Council. Members serve four-year terms and may serve no more than two consecutive terms. People who serve on the Board receive a stipend and are

reimbursed for certain expenses. There are currently three vacancies on the board.

Together, the Board members have the following core responsibilities:

PAB CORE RESPONSIBILITIES



Receive Complaints

Police misconduct complaints may be filed with the Office of Equity & Civil Rights (OECR), on behalf of the PAB.



Strategic Engagement

Conducts quarterly meetings with law enforcement leaders.



Civilian Appointments

Appoints civilian members for the Administrative Charging Committee (ACC) and Trial Boards.



Disciplinary Review

Reviews the outcomes of disciplinary matters considered by the ACC on a quarterly basis.



Advise on Policing Matters

Provides general input and recommendations on policing matters to the Mayor, City Council, and law enforcement agencies.



Transparency and Reporting

The PAB provides data and analysis to the public to increase transparency.

WHAT DOES THE ADMINISTRATIVE CHARGING COMMITTEE (ACC) DO?

The Administrative Charging Committee (ACC) is the oversight entity that provides the charging of and disciplinary recommendations for all misconduct complaints involving a member of the public. The law enforcement agencies that are under the purview of the ACC include the Baltimore City Community College police force, Baltimore City Environmental Police, Baltimore City Public Schools police force, Baltimore City Sheriff's Office, Baltimore Police Department, and Johns Hopkins Police Department.

The ACC is made up of five members, including two civilians appointed by the Mayor, two appointed by the PAB, and the PAB's Chair or their designee. Members serve three-year terms and may serve no more than two consecutive terms.

People who serve on the board are expected to meet for one full day each week to review complaints and investigations, and are compensated for their time. Members must also attend an initial week-long training in preparation for their service on the committee. The ACC currently has one vacancy.



ACC CORE RESPONSIBILITIES



Review Completed Case File

The ACC reviews the law enforcement agency's investigation files for each complaint of misconduct involving a member of the public. This case file could include body-worn camera (BWC) footage, complainant and witness interviews, and disciplinary histories. If the ACC determines that additional information is required, they have the ability to request it from the law enforcement agency.



ACC Determination

After reviewing the completed case file from the law enforcement agency, the ACC determines whether an officer should be administratively charged.



Recommending Discipline

If the ACC determines an officer should be administratively charged, it will then recommend a disciplinary action, based on the Uniform State Disciplinary Matrix.



Determination Letters

The ACC sends its final written recommendations to the law enforcement agency head, the complainant(s), and the involved officer(s).

POLICE ACCOUNTABILITY BOARD

2025 YEAR IN REVIEW

PROFESSIONAL DEVELOPMENT

In 2025, one member of the Police Accountability Board (PAB) and one member of the Administrative Charging Committee (ACC) participated in the National Association for Civilian Oversight of Law Enforcement (NACOLE) conference in Minneapolis, Minnesota. The conference brought together police oversight stakeholders from across the country to share best practices and provide opportunities for learning across jurisdictions.

MAKING CONNECTIONS

The PAB continues to build relationships with other oversight bodies. In 2025, the Office of Equity and Civil Rights (OECR) secured a grant of \$204,750 through the Governor's Office of Crime Prevention and Policy for the PAB to host a symposium event in late April of 2026. That event, the Police Accountability Statewide Summit, was a unique opportunity for oversight bodies from across the state to convene, connect, and collaborate, with the intention of sharing priorities and best practices.

CIVIL RIGHTS WEEK

Similar to recent years, the PAB collaborated with OECR on the annual Civil Rights Week events. This year, the PAB hosted a pre-summit meeting

with other Maryland PAB and ACC members, and their support staff, in an effort to get to know one another and brainstorm around the upcoming legislative session and the Police Accountability Statewide Summit.



2025 PAB COMMITTEE WORK

APPOINTMENTS COMMITTEE

Responsible for helping to fill vacancies and identify civilian members to serve on trial boards, the Appointments Committee scored a success in 2025 when the new youth member, Dillon Ashburne, joined for the PAB's June meeting.

Members said he will represent an important constituency on the board and help give voice to all of Baltimore City's diverse demographics.

BYLAWS COMMITTEE

The Bylaws Committee was established to assist with the development of the structure and guiding principles of the PAB. In 2025, the committee approved its first set of bylaws.

The bylaws now lay out expectations of PAB members, such as punctuality, preparedness, and professionalism. The bylaws also set out the process for electing leadership of the PAB, the frequency of meetings, the process for special or emergency meetings, and

the structure of its committees.

The Committee has previously called for a third-party contractor to flesh out more comprehensive bylaws and procedures, citing the importance of the work to overall police and resident trust.

They plan to again make this recommendation, as they continue to flesh out procedures and workflows.

COMMUNITY ENGAGEMENT COMMITTEE

Committee members participated in a host of community events across Baltimore seeking to strengthen relationships between the Police Accountability Board (PAB), residents and law enforcement officers.

TOWN HALLS

In 2025, the PAB held two town halls to engage with residents, familiarize them with the police oversight system and discuss high-profile incidents.

The first, on April 22nd, at Collington Recreation Center, was a moderated panel discussing the accountability process and the future of policing oversight in Baltimore City. The panelists included Tiera Hawkes, chair of the ACC; Aaron Maybin, chair of the

Civilian Review Board (CRB), which has since sunset and completed its work; Jamal Turner, chair of the PAB; Aprille Weron, chair of the Johns Hopkins University Police Accountability Board; and Delegate Caylin Young. It was attended by more than 80 members of the public.

The second town hall, on August 23rd, at Baltimore Unity Hall, was held as a response to police shootings in May and June. The event, *Community Policing & Mental Health: From Reactive to Proactive Behavioral Health Responses*, focused on police training and accountability mechanisms. Panelists included Baltimore City Sheriff Sam Cogen; Adrienne Breidenstine, of Behavioral Health Systems Baltimore; Ray Kelly, a member of Baltimore's ACC and longtime community activist; and Dayvon Love, the Director of Public Policy for Leaders of a Beautiful Struggle. Roughly a dozen members of the public attended the town hall, which gave an overview of behavioral health calls in Baltimore and opportunities to improve police or behavioral health responses.

APRIL 22ND TOWN HALL



Scan the QR code to see the event details.

AUGUST 23RD TOWN HALL

Recording



Event Details



NATIONAL NIGHT OUT

The Community Engagement Committee also helped host National Night Out events on August 5th, bringing together residents and police, in neighborhoods including Broadway East and Park Heights. The Park Heights event was attended by city officials including Mayor Brandon Scott, Baltimore Police Commissioner Richard Worley, and the Baltimore City Sheriff Sam Cogen. The Broadway East event was attended by an estimated 400 people.

POLICE EFFECTIVENESS COMMITTEE

In an effort to determine whether police policies need updating, the Police Effectiveness Committee explored Baltimore Police Department (BPD)'s internal policy process. That review included better understanding how BPD develops and evaluates its own policies, namely how and when the agency reviews and updates policies.

The Committee is seeking to understand how BPD responds to the Board's recommendations, including any actions that have been taken as a result.

The Committee is also working on a presentation for BPD's Academy to outline police accountability structures for trainees.

POLICY AND ADVICE COMMITTEE

Members of the Policy and Advice Committee develop policy recommendations for reforming police practices and improving police accountability. Policy recommendations are provided on page 32 of this report.



ADMINISTRATIVE CHARGING COMMITTEE

COMPLAINT DATA

In Baltimore City, police misconduct complaints, or “cases,” are investigated by the law enforcement agency (LEA) that employs the involved police officer or officers. Cases that involve a member of the public have a specific oversight process laid out in law: the LEA submits its investigative file to the Administrative Charging Committee (ACC), which then reviews the completed case file to determine administrative charges and, if appropriate, disciplinary recommendations. The following information on complaint data was compiled by the Office of Equity & Civil Rights (OECR), using information for fiscal year 2025, from July 1, 2024, through June 30, 2025.

The analysis uses the date a complaint was made for the “complaint overview” section but uses the date a case was heard by the ACC for the remaining sections. The complaint overview gives the total number of cases initiated during fiscal year 2025, but the other sections analyze the cases actually heard by the ACC during fiscal year 2025. Complaints are investigated by LEAs before they reach the ACC for a hearing.

The definitions of terms used throughout this analysis are included as an appendix to the annual report. Unless otherwise noted, these should be referenced when interpreting this analysis.

COMPLAINT OVERVIEW

In fiscal year 2025, the total number of complaints received by all ACC-eligible agencies and the PAB is 1,162. That includes:

COMPLAINTS RECEIVED BY AGENCY	AMOUNT
BPD	1,102
Baltimore City Sheriff’s Office	4
Johns Hopkins Police Department	3
Baltimore City School Police	0
Police Accountability Board’s intake process	53
TOTAL	1,162

This does not reflect the number of cases where the complainant filed a complaint with the law enforcement agency and OECR.

CASE STATUS

In fiscal year 2025, the Administrative Charging Committee (ACC) heard 1,190 cases. Those cases received the following determinations:

CASE DETERMINATIONS	AMOUNT
Administratively charged	758
No administrative charge	421
Not adjudicated	11
TOTAL	1,190

Complaints received reflects all complaints submitted during the reporting period, regardless of where they are in the investigative process. Cases heard reflects matters that progressed through the complaint process and reached a hearing stage during the reporting period, including cases that may have originated in a prior fiscal year depending on the length and timing of the LEA investigation.

COMPLAINT INTAKE TYPE

Of the 1,190 ACC-eligible cases, 63% (744) were external complaints. There were 35% (422) internal complaints, meaning that a member of the law enforcement agency filed the complaint or that the complaint originated within the law enforcement agency, such as through an internal audit. Finally, 2% (26) were PAB intakes.

TYPES OF COMPLAINTS	AMOUNT
External complaints	744
Internal complaints	420
PAB intake	26

CASES BY POLICE DISTRICT

The 1,190 ACC-eligible cases that occurred in the following police districts, of Baltimore City’s nine police districts:

POLICE DISTRICT	AMOUNT
Central	177
Eastern	154
Northern	100
Northeastern	107
Northwestern	100
Southern	96
Southeastern	124
Southwestern	100
Western	117
Multiple Districts	31
No District	34
Out of Jurisdiction	39
Unknown District	5

TOP NEIGHBORHOODS WITH HIGHEST NUMBER OF CASES

The City of Baltimore is made up of 250 neighborhoods, according to the city’s Department of Planning, Data and Demographics.² Of those 250 neighborhoods, 85% (213) were included in at least one case heard by the ACC. The following reflects the totals from the top 10 neighborhoods with the highest number of cases heard by the ACC:

NEIGHBORHOODS	AMOUNT
Downtown	68
Frankford	25
Belair-Edison	24
Sandtown-Winchester	23
Carrollton Ridge	19
Broadway East	17
Brooklyn	17
Central Park Heights	17
East Baltimore Midway	17
Oliver	17

OFFICER DETAILS

For fiscal year 2025, 952 unique officers were identified as a respondent in at least one case heard by the ACC.

OFFICERS	AMOUNT
Officers assigned to cases	2,111
Unique officers	952
Unknown officers	108

² Obtained by Baltimore City Department of Planning, Data and Demographics.

POLICE ACCOUNTABILITY BOARD

POLICY RECOMMENDATIONS

BUILDING COMMUNITY TRUST AND PROTECTING IMMIGRANT RESIDENTS**DEVELOP A COORDINATED PLAN TO PROTECT RESIDENTS FROM UNLAWFUL ICE ACTIONS**

(Implementing entities: All law enforcement agencies, including BPD and the Sheriff's Department)

All Baltimore-area law enforcement agencies should establish clear protocols to shield residents from ICE activities that violate legal standards or community rights. A proactive stance on this issue will reassure immigrant communities that police prioritize their safety and rights, encouraging cooperation with law enforcement. Agencies should collaborate with legal experts on guidelines that align with state law while protecting residents' rights and involve representatives from the immigrant community in policy development.

The PAB further recommends that agencies and stakeholder consider:

- Forming a dedicated task force, including community organizations and immigrant advocacy groups, alongside law enforcement agencies, to coordinate responses to ICE activity and adjust as needs and situations evolve.
- Holding regular public forums where community members can voice concerns about ICE interactions and where city and police leaders can provide information on local policies around ICE activity.
- Launching public awareness campaigns on residents' legal rights if approached by ICE, including the distribution of "Know Your Rights" materials in multiple languages and information on how to report improper ICE activity.
- Implementing specialized training for officers on ethical and legal responses when encountering ICE activity – emphasizing de-escalation, public safety, and community trust.
- Establishing a dedicated hotline and online portal for residents to report ICE operations and seek guidance.
- Developing internal protocols for situations where ICE conducts raids in the city and documenting all interactions between local law enforcement and ICE.
- Committing to public reporting on ICE-related incidents and the outcomes of law enforcement's responses. Data shared publicly might include the number of ICE inquiries responded to, or the number of complaints received about ICE activity.

INTEGRATING BEHAVIORAL HEALTH EXPERTISE INTO POLICING**2 EMBED MENTAL HEALTH PROFESSIONALS AS SWORN POLICE OFFICERS**

(Implementing entities: Baltimore Police Department)

Baltimore Police Department should create positions for mental health practitioners, such as psychologists, clinicians, and social workers, who undergo police academy training and serve as sworn officers. Embedding mental health expertise will allow the department to more effectively de-escalate incidents involving individuals in crisis, reduce use of force in such encounters, and connect people to care rather than solely the justice system.

The PAB believes that mental health professionals who serve as police officers would have the authority and tactical training of a police officer, with the clinical skills to recognize and respond to mental health issues. These specialized officers could make on-the-spot assessments, engage in de-escalation tailored to an individual's needs, and advise or lead other officers in employing strategies that prioritize safety and care. Ultimately, the approach could help reduce violent outcomes, minimize arrests of people in crisis, and build community trust.

In creating these roles, BPD can look to jurisdictions that have begun to adopt elements of this strategy, such as Los Angeles Police's Mental Health Evaluation Teams, which pairs officers with mental health professionals; Portland, Oregon's Behavioral Health Unit; Houston Police's Mental Health Division, etc.

Benefits of this approach could include:

- Enhanced safety in crisis situations;
- Immediate intervention and support;
- Better outcomes for individuals in crisis;
- Greater officer preparedness and confidence;
- Increased community trust;
- Reduction in repeat incidents; and
- Data-driven policy improvements

REDUCING USE OF FORCE THROUGH TRAINING AND TECHNOLOGY**IMPLEMENT BRAZILIAN JIU-JITSU-BASED DEFENSIVE TACTICS TRAINING**

(Implementing entities: BPD and Baltimore City officials, including City Council)

The Baltimore Police Department should adopt a Brazilian Jiu-Jitsu (BJJ)-based training program as a core component of officer training and recertification, teaching officers how to control and subdue resisting subjects using grappling techniques, holds, and leverage, rather than strikes or higher levels of force. A BJJ-based training program, such as the Gracie Survival Tactics curriculum, helps officers learn skills to safely restrain individuals, without immediately resorting to punches, batons, Tasers, or firearms. This kind of hands-on, close-quarter technique could reduce injuries, force incidents, and complaints.

Recruits undergoing police training receive extensive firearms instruction, but often far fewer hours on de-escalation and empty-hand control tactics – despite the fact that the majority of police encounters do not involve a firearm. BJJ can help to fill the gap, giving officers a repertoire of techniques, while also building officer confidence and composure under stress.

In crafting this instruction, BPD can pull from the Howard County (Maryland) Police Department’s Jiu-Jitsu training, the curriculum in Marietta, Georgia, and in Montgomery County (Maryland).

**PILOT THE ADOPTION OF TASER 10 DEVICES TO REDUCE LETHAL-FORCE INCIDENTS**

(Implementing entities: BPD and the Baltimore City Sheriff’s Department)

Baltimore-area law enforcement agencies should evaluate and pilot the new TASER 10 conducted electrical weapon (CEW) as a strategy to prevent officer-involved shootings. Upgrading to a more advanced Taser, with greater range and capacity, alongside proper training of the tool, could help BPD to defuse violent situations without gunfire.

BPD currently equips officers with the TASER 7, a model with two-shot capacity and an effective range of about 25 feet. The department’s use-of-force policy positions Tasers as an intermediate option to avoid use of a firearm, but the TASER

7 has limitations (few shots, short range) meaning that if it fails once, officers may not get a second chance before a situation becomes life-threatening. The TASER 10, meanwhile, has a larger effective range of about 45 feet, offers up to 10 shots without reloading, allows for immediate follow-up shots in succession (rather than a manual reload after two shots), and prioritizes probe deployment over pain compliance.

The new model's extended range and multi-shot capacity offer advantages for police agencies including the potential for a larger distance between officer and subject, which buys time and offers safety; reduced pressure to resort to a firearm; and alignment with best practices in reducing emphasis on pain compliance. That technological upgrade, coupled with proper training and oversight, could translate to several community benefits:

- Fewer civilian fatalities and injuries, as officers resort to lethal force less often;
- Reduced use of firearms by police;
- Less trauma for officers, witnesses, subjects, and subjects' families;
- Improved public trust by showing communities that BPD is committed to exhausting non-lethal options whenever possible;
- Lower liability and settlement costs, with less costly litigation.

BPD's recent shooting history demonstrates that many confrontations reach deadly conclusions in part due to the technical and tactical limits of certain tools. When a subject is dangerous, but not stopped by a Taser, the limited range and shots of the current devices can mean officers quickly run out of alternatives and that the escalation to lethal force happens rapidly. The TASER 10 offers a new opportunity to extend the window of de-escalation and maintain safe distance, potentially preventing some of those fatal outcomes.

For the adoption of TASER 10 to be effective, BPD should also consider proper guardrails and policies. The agency must acknowledge the technical limits of the tool, instruct officers that TASER 10 is not a substitute for lethal threats, properly train officers on new tactics, and institute policies preventing overuse.

Rather than immediately deploying TASER 10 citywide, the PAB suggests a carefully structured pilot program to test its effectiveness and to work out policy or training issues prior to broad adoption. Some key elements of the pilot should include determination of scope, defined metrics to track incidents, strong oversight, and public reporting.

STREAMLINING POLICE ACCOUNTABILITY HEARINGS



USE DEDICATED ADMINISTRATIVE LAW JUDGES (ALJS) FOR HIGH-VOLUME POLICE TRIAL BOARDS

(Implementing entities: Maryland Office of Administrative Hearings and State Legislators)

A High-Volume Trial Board Docket, run by dedicated Administrative Law Judges, should be established to handle cases in jurisdictions with a large number of police misconduct complaints, such as Baltimore City. This model would assign full-time ALJs to hear multiple cases in sequence, rather than assembling a new panel of three people for each trial board, which can require coordinating multiple officers' schedules and often results in continuances when one member is unavailable. Under this model, the ALJs would effectively function as specialized trial board judges, ensuring that cases move promptly and are handled by experienced adjudicators.

The Maryland Office of Administrative Hearings (OAH) is a centralized state agency that already handles many administrative adjudications and reports an impressive on-time rate of around 99% for issuing written decisions in the cases it handles. The OAH could be empowered, through legislation or agreement, to provide a set number of ALJs specifically for police disciplinary hearings. The ALJ could either act as the trial board's chair and sole decider, or could be paired with one or two board members. The goal would be for the same ALJ to efficiently manage case after case, bringing standardization, consistency, and focus.

Benefits to this new structure of trial boards could include:

- Faster case resolutions, which would benefit complainants, officers, and the department, and come closer to a disciplinary system that operates in real-time;
- Consistent and defensible outcomes;
- Lower costs per case by minimizing delays or rescheduled hearings;
- Better performance tracking and accountability.



ALLOW VIRTUAL/HYBRID OPTIONS FOR TRIAL BOARD HEARINGS TO REDUCE DELAYS

(Implementing entities: Maryland Office of Administrative Hearings, Trial Boards)

All police trial board proceedings should, by default, incorporate a virtual or hybrid hearing option. Embracing remote participation via videoconference for trial boards would significantly mitigate delayed or aborted hearings due to a participants' failure to appear. It would also prevent wasted time and resources and deliver justice more efficiently.

Court and administrative systems nationwide have seen dramatic drops in “no-shows” after switching to virtual hearings. Virtual options remove many barriers that cause absences, such as the inability to get off work, lack of transportation, or childcare needs. As a result, civilians – witnesses or complainants – will find it easier to engage in the process.

In Maryland, the Office of Administrative Hearings already holds many hearings with a remote option and provides a WebEx platform with guidance for participants. This suggests the infrastructure to hold virtual disciplinary hearings is largely in place. In fact, some police trial boards in 2021-2022 were conducted partially online due to pandemic precautions.

The PAB is cognizant that virtual hearings are not appropriate for every situation. Some research on courts has noted that video proceedings can affect perceptions of credibility and fairness, if not designed carefully. To address this, the recommendation is to adopt a hybrid-by-default model with the following safeguards:

- **Right to an in-person hearing:** Any party (accused officer or complainant) should have the right to request an in-person hearing for cases where credibility and personal presence are crucial.
- **Technology access support:** Alternatives such as telephone participation or public access kiosks/rooms should be provided, along with interpreters and accessibility tools, so that no participant is disadvantaged by the format.
- **Clear evidence-sharing rules:** There should be an easy e-filing system for exhibits or a way to share documents on screen during the hearing. All parties should know the procedures (e.g., deadlines to upload evidence, how to object remotely,

etc.) so that the hearing mirrors the fairness of an in-person proceeding. Pre-hearing conferences can be used to sort this out.

- Recording and transparency: Just as in-person trial boards can be open to the public and have transcripts, virtual hearings should be recorded and made accessible as allowed by law. Rules should clarify how members of the public or media can observe virtual proceedings (perhaps by requesting a link), to maintain transparency. Also, ensure that a reliable recording of the session is kept for the record, and that the final written decision is published in accordance with transparency regulations.

STRENGTHENING OVERSIGHT AND TRANSPARENCY IN INVESTIGATIONS



ESTABLISH A FORMAL AG-PAB LIAISON PROTOCOL FOR POLICE-INVOLVED DEATH INVESTIGATIONS

(Implementing entities: Maryland Office of the Attorney General's Independent Investigations Division)

The Maryland Attorney General's Office should adopt a formal Standard Operating Procedure (SOP) requiring timely interaction, communication, and structured collaboration with local Police Accountability Boards whenever the AG Office's Independent Investigations Division (IID) takes charge of a police-involved death or serious injury case. Importantly, the SOP must be crafted not to undermine the independence of the criminal investigation, but to create a parallel communication channel to keep civilian oversight bodies informed within appropriate limits. In essence, the new procedure would integrate a PAB into the information loop, in a way that complements IID's existing transparency efforts, like public updates and reports, but adding the element of direct oversight engagement.

When police are involved in incidents that result in death or serious injury of civilians, Maryland law now mandates that the IID conduct the criminal investigation, in order to ensure an independent review, rather than having local police investigate themselves. The IID has protocols governing how investigations are carried out and how information is shared, including the appointment of an IID public information officer and a victim/family liaison.

However, the current IID protocols do not specify interaction with local PABs during these critical investigations. This omission means that the entity charged with community oversight of police could be left in the dark during the entire

investigative process, only learning of outcomes when the public does. It creates an avoidable communication gap in the oversight ecosystem. Given that PABs are responsible for reviewing patterns and making recommendations to improve police accountability, excluding them from the most serious cases (police-involved deaths) is a missed opportunity for transparency and community assurance.

Key elements of the proposed AG-PAB engagement protocol should include:

- Immediate notification and PAB liaison assignment, within 24-48 hours of an incident, to confirm the investigation, provide basic incident details, and establish a point of contact for a PAB to pose information requests;
- Clarification on how PABs can be involved in the release and review of Body-Worn Camera (BWC) footage, including but not limited to the PAB Chair or a designee being afforded a confidential preview of footage shortly before public release, with strict conditions to prevent premature dissemination. This would allow the PAB to be prepared for community questions and to incorporate the information into their oversight lens, with first-hand knowledge of critical evidence;
- Regular check-ins from IID to PAB at key intervals to confirm the status of investigation, note upcoming milestones, and provide reminders on what information cannot yet be released and why. The PAB could then use these updates to inform the community in a managed way, assuring the public that someone local is looped in and watching out for transparency, even while the IID does its work;
- A post-investigation debrief and “system learning” session between the IID and local PAB, during which IID representatives would review the case timeline and process, answering questions such as: Did the investigation meet the targeted 20-day footage release? How long did it take overall and were there any unusual delays? How effective was communication with the family and public? What issues were identified that might require police or training changes? A joint IID-PAB discussion would help to ensure investigative findings are translated into actionable recommendations for the police department, turning a tragic incident into an opportunity for systemic improvement, with the PAB as the bridge between IID’s findings and local police reforms.

ADMINISTRATIVE CHARGING COMMITTEE

POLICY RECOMMENDATIONS

1 BEHAVIORAL HEALTH CRISIS RESPONSE AND INTERVENTION

The Baltimore Police Department should bolster existing Crisis Intervention Team (CIT) training efforts to increase the number of CIT-trained BPD officers, able to identify behavioral health crises and draw on past interactions with members of the public. That could potentially include incentivizing officers to take part in the voluntary training or adding to existing incentives.

2 RECORDING POLICE DISTRICT PHONE CALLS

The Baltimore Police Department should create a policy and practice for recording phone calls made to police districts. That would ensure documentation for both the complainant or citizen calling in and the officer who responds, avoiding miscommunication or misunderstanding.

3 POLITICAL PARAPHERNALIA

The Baltimore Police Department should create a policy or expand existing policy to clarify whether political paraphernalia is permitted in police vehicles, including squad cars or on LEA property, even if not worn by the officer.

4 SEXUAL ASSAULT ALLEGATIONS INVOLVING LANGUAGE BARRIERS

The Baltimore Police Department should clarify in existing police policies that timeframes laid out for updating complainants on the status of sexual assault investigations are required, regardless of whether officers are engaging with someone who does not speak English as a native language. More generally, the BPD should also ensure access to translation services during all stages of an investigation. The department may also consider requiring use of the language line available to officers whenever they are communicating with members of the public who don't speak English.

5 OFFICERS WHO ESCORT DETAINEES AND ARRESTEES

The Baltimore Police Department should examine policy requirements around the personnel who escort people who are being detained or arrested, and consider adding to the number of officers required to ensure adequate security or personnel are available during transport.

6 BODY WORN CAMERA POLICY

The Baltimore Police Department should revisit its recently revised body worn camera (BWC) policy and edit for clarity and to match best practices. For example, the Department should clarify that officers are still required to turn on their BWC when they exit their patrol vehicle, even if they are not expecting to encounter a member of the public. Additionally, the Department should require officers to wear their BWC on their chest or higher, in alignment with national practices.

7 BODY WORN CAMERA POLICY

The Baltimore Police Department should require some or all command staff members to activate their BWC when they are present at a scene. The PAB would like to see all lieutenants required to activate and record with their BWC when on-scene.

8 DUTY TO INTERVENE WITH OUTSIDE LAW ENFORCEMENT AGENCIES

The Baltimore Police Department should clarify or expand on existing police policies around officers' "duty to intervene" when they witness fellow law enforcement officers acting improperly. The Department should ensure its officers have and understand that they have a duty to intervene even for law enforcement officers from a different policy agency, who are engaged in law enforcement activity in Baltimore City. That could include agencies from neighboring jurisdictions, federal law enforcement, and/or the National Guard. The Department should also consider further publicizing and/or updating the Department's EPIC Policies.

9 ACC-ASSIGNED CASE DISPOSITIONS

Baltimore City should modify existing City Ordinance to remove the requirement that the Administrative Charging Committee assign a disposition of either unfounded or exonerated to cases where officers are not administratively charged.

GET INVOLVED

The Police Accountability Board (PAB) encourages public participation in its work via attendance at monthly meetings or engaging directly with Board members. The monthly meetings provide a forum for Board members to exercise unique oversight of law enforcement leaders. Beyond that, there are many ways that city residents can become more involved with police oversight in Baltimore City.

SERVING ON THE CIVILIAN TRIAL BOARDS

Trial boards occur when an officer rejects a disciplinary determination issued by the Administrative Charging Committee (ACC). The case will go to a trial board made up of an administrative law judge, an officer with the same rank as the accused officer, and a civilian, meaning a non-police officer. The PAB selects from a pool of civilians available to serve on trial boards. Before serving on a trial board, those selected civilians must attend a training on trial boards put on by the Maryland Police Training and Standards Commission (MPTSC).

SERVING ON THE PAB AND ACC

The PAB and ACC websites have eligibility requirement information. Interested candidates can apply for an opening through the Boards and Commissions Application found on the city's website.

APPLY TO SERVE ON THE PAB AND ACC!



INTERESTED IN SERVING ON THE CIVILIAN TRIAL BOARDS? APPLY ONLINE!



4 WAYS TO ENGAGE

PUBLIC MEETINGS

The Police Accountability Board (PAB) holds public meetings on the first Monday of each month. Meetings are held virtually or in a hybrid format. Those that have an in-person option are described on the PAB website in advance, so that the public can attend. The Board seeks to hold hybrid/in-person meetings in areas where there are high numbers of citizen complaints about police conduct.

COMMUNITY ADVOCACY AND EVENTS

The PAB actively participates in and contributes to community events and gatherings. The Board also engages with its peers across other Maryland counties and with similar boards across the country.

PAB WEBSITE



SOCIAL MEDIA

Follow updates from Police Accountability Board and other news coming out of the Office of Equity and Civil Rights on the Office's social media pages.

WEBSITE

Visit the PAB's website to find agendas, meeting minutes, and other information about the Board's public meetings.



CivilRights@baltimorecity.gov



410-396-3141



@bmore_equity



Baltimore City Office of Equity and Civil Rights



@bmore_equity

CONCLUSION

In its third year, the Police Accountability Board (PAB) engaged directly in the public conversation around policing by holding emergency meetings and two town halls, as the city grappled with high-profile deaths involving police officers and residents in a behavioral health crisis. In doing so, the PAB flexed its powers to scrutinize and convene stakeholders for discussion and the search for solutions. That rapid response was aided by the relationships the PAB has developed with law enforcement leaders and others in the criminal justice landscape since its inception.

PAB members want to build on public and community engagement in years to come, particularly with city residents most affected by police misconduct. Members also plan to engage with other PABs across the state to share lessons and best practices, and to continue diving into police policies to search for improvements that could bolster police and community relationships.

The PAB hopes this report can serve as a roadmap toward a better Baltimore City and prove helpful to members of the public and other stakeholders.



APPENDIX: DEFINITIONS

Complaint: A complaint is the initiation of the case lifecycle. Pursuant to Md. Ann. Code, Public Safety, § 3-103(a), a member of the public may file a complaint of police misconduct with the law enforcement agency that the sworn member of the law enforcement agency is employed. And, to Article 1, § 11-7, of the Baltimore City Code, a member of the public may file a complaint of police misconduct against a sworn member of the law enforcement agency within its jurisdiction with the Police Accountability Board through the Office of Equity and Civil Rights.

CASE STATUS

Administratively Charged: Pursuant to Md. Ann. Code, Public Safety, § 3-101, administratively charged means a police officer has been formally accused of police misconduct in an administrative proceeding. In other words, the Administrative Charging Committee has voted to administratively charge the officer of police misconduct. In terms of cases, this means that at least one officer has been charged with the allegation(s) against them.

Cases Heard: The total number of completed case files received by the Office of Equity and Civil Rights Police Accountability Division on behalf of the Administrative Charging Committee and the cases heard by the

Administrative Charging Committee.

Not Administratively Charged: Pursuant to Md. Ann. Code, Public Safety, 3-101, not administratively charged means that a determination has been made to not administratively charge a police officer in connection with alleged misconduct. In other words, the Administrative Charging Committee has voted not to administratively charge the officer of police misconduct. In terms of cases, this means that all officers have not been charged with the allegation(s) against them.

Not Adjudicated: This means that the Administrative Charging Committee did not render a charging decision for the case due to external circumstances including, but not limited to, confliction with the Administrative Charging Committee policy effective January 1, 2025.

COMPLAINT INTAKE TYPE

External Complaint: This means that the case was filed by a member of the public and not within the law enforcement agency of the offending officer.

Internal Complaint: This means that the case was filed by a member of the law enforcement agency.

PAB Intake: This means that the case was filed by a member of the public with the Office of Equity and Civil Rights, on behalf of the Police Accountability Board.

POLICE DISTRICTS

Multiple Districts: This means that the case included more than one address within more than one police district.

No District: This means there was no physical address involved with the case; the incident occurred over the telephone or on social media.

Out of Jurisdiction: For cases that occurred outside of the City of Baltimore limits.

Unknown District: This is for cases where there was no known address or there was no indication if the incident occurred over the telephone or through social media.