

First Reading: 11/10/25
Bill No.: 25-72

Second Reading: 11/24/25
Ordinance No.: 251110D

AN ORDINANCE OF THE CITY OF WILLARD, MISSOURI, ADOPTING AN AUTOMATED LICENSE PLATE READER (ALPR) / FLOCK SYSTEM USAGE AND PRIVACY POLICY, ESTABLISHING RULES FOR THE COLLECTION, ACCESS, RETENTION, AND SHARING OF ALPR DATA, AND PROVIDING FOR ENFORCEMENT, AUDIT REQUIREMENTS, AND PUBLIC TRANSPARENCY.

WHEREAS, the City of Willard installed an Automated License Plate Reader (ALPR) system in 2025; and

WHEREAS, the Board of Aldermen directed that the system be subject to a trial period and reviewed prior to renewal based on demonstrated public benefit; and

WHEREAS, the City recognizes both the value of ALPR systems as an investigative tool and the importance of protecting the privacy and civil liberties of its residents; and

WHEREAS, the adoption of a formal policy ensures consistent standards for data access, retention, sharing, accountability, and public transparency; and

WHEREAS, the Board of Aldermen finds it necessary and appropriate to adopt such a policy by ordinance;

NOW THEREFORE, BE IT HEREBY ORDAINED BY THE BOARD OF ALDERS OF THE CITY OF WILLARD, GREENE COUNTY, MISSOURI, AS FOLLOWS:

SECTION 1. Adoption of Policy: The ALPR Privacy Policy is attached hereto and incorporated herein as if set out in full.

SECTION 2: Scope and Applicability: This policy shall apply to all City employees and shall be administered in accordance with the terms and provisions set forth therein.

SECTION 3: Repeal of Conflicting Provisions: Any ordinances, resolutions, or policies in conflict with this ordinance are hereby repealed to the extent of such conflict.

SECTION 4: Severability: If any section, subsection, sentence, clause, or phrase of this ordinance is for any reason held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining portions of this ordinance.

SECTION 5: Effective Date This Ordinance shall be in full force and effect from and after the date of its passage by the Board of Aldermen and approval of the Mayor

Read two times and passed at a meeting of the Board of Aldermen of the City of Willard, Missouri, on the **10th day of November 2025**.

Approved By:

Mayor Troy Smith

Attested By:

Rebecca Hansen, City Clerk

City of Willard

ALPR (Automated License Plate Reader) / Flock System Usage & Privacy Policy

1. Purpose

The City of Willard ("City") authorizes the use of an ALPR system supplied by Flock ("System") for law enforcement and public safety purposes. This Policy governs the collection, use, maintenance, sharing, retention, and deletion of ALPR data in order to protect individual privacy and civil liberties while enabling the Police Department to use this tool effectively.

2. Definitions

- **ALPR System:** The hardware, software, cameras and related infrastructure supplied by Flock used for capture of images of vehicles (including license plate, make, color, roof rack, bumper stickers, etc.), and the indexing, storage, access, and use of such data.
- **ALPR Data:** The content obtained by the System, including images, metadata (time-stamp, geolocation, camera ID), search history, access logs, and other auditable data.
- **Hotlist:** A digital list of license plates of interest (e.g., stolen vehicles, AMBER alerts, BOLOs) used to trigger alerts in the system.
- **Authorized Purpose:** A use of ALPR Data consistent with this Policy (see Section 3).
- **Authorized Personnel:** Sworn officers or designated staff of the Willard Police Department (or other legally authorized entities) who have completed required training, access authorization, and whose use is logged and auditable.
- **Vendor Access:** Limited access by Flock or its subcontractors to anonymized or aggregated data only, for system operation, servicing, and improvement.

3. Authorized Uses & Prohibited Uses

- The System may be used 24/7 in public rights-of-way, fixed or mobile locations within the City, where no reasonable expectation of privacy exists.
- **Authorized Purposes** include, but are not limited to:
 - a) Assisting in investigations of crimes against persons or property.
 - b) Locating missing children, adults or elderly persons (AMBER/SILVER alerts).
 - c) Detecting stolen, wanted, or other vehicles of investigative interest.
 - d) Assisting in evidence gathering, suspect identification, apprehension and prosecution.
 - e) Responding to emergency events where vehicle movement is relevant.
 - f) Checking license plates against active Hotlists.

- **Prohibited Uses:**

- Use of the System to monitor individuals or groups for non-law-enforcement purposes.
 - Use for harassment, intimidation or discriminatory profiling.
 - Access without a legitimate investigative or public safety reason.
 - Deployment in places where a reasonable expectation of privacy exists (e.g., private driveways not visible from public right-of-way) unless authorized by warrant or legal exception.
- Unauthorized access by any employee may result in disciplinary action up to and including immediate termination.
 - Unauthorized access is considered access to any data by an unauthorized individual, or an authorized individual without an authorized purpose.

4. Data Storage and Protection

- ALPR Data captured is automatically uploaded to a secure cloud storage system operated by Flock.
- The Chief of Police (or designee) shall annually review and confirm in writing to the Board that the vendor has implemented and maintained appropriate security measures (encryption, firewalls, authentication, audit logs).
- Local downloads or storage of ALPR Data to desktops or portable devices is prohibited unless for authorized evidentiary purposes by authorized personnel. Any downloaded data must comply with evidentiary, retention, and security requirements.
- Access to the data system must require login/password, documented access logs (who accessed, when, for what reason), and must be auditable.

5. Data Access

- **Access is restricted to Authorized Personnel for Authorized Purposes only.**
- Vendor access is limited to anonymized or aggregated data for system health, maintenance or improvement.
- Any use or sharing of ALPR Data beyond this Policy must receive prior legal review and approval. Unauthorized sharing by any employee may result in disciplinary action up to and including immediate termination.

6. Data Retention

- Primary ALPR Data (in cloud) shall be retained for a defined default period which Flock performs a hard deletion (aka. permanent deletion) on using rolling 30 day basis unless a legal hold, subpoena, or ongoing investigation requires extension.

- Downloaded data held locally for an investigation shall be purged no later than six months unless tied to an active investigation or prosecution, in which case retention may extend but not indefinitely (for example, no later than one year after case resolution).

7. Public Access / Transparency

- ALPR Data shall not be made publicly available unless required by statute, court order or other legal process.
- On receipt of a Sunshine request for ALPR Data, the City Attorney's office shall review to determine whether disclosure is required, exempt or partial redaction is appropriate. Data will not be shared in response to a Sunshine request prior to the City Attorney's approval.

8. Third-Party Data Sharing

- ALPR Data may be shared with other law enforcement agencies or prosecutorial entities only if:
 - The request is lawful;
 - The share is for an Authorized Purpose;
 - The receiving agency acknowledges the same restrictions and protections of this Policy.
- Vendor (Flock) or City must maintain robust safeguards against unauthorized access, modification or destruction of ALPR Data.

9. Training

- All Authorized Personnel must complete training before accessing the system and then annually. Training must include:
 - Privacy and civil liberties protections;
 - Legal authorities and developments;
 - Departmental policy and procedures;
 - Technical and administrative safeguards for data protection;
 - Practical exercises in use of the system.

10. Maintenance & Evaluation

- The City and the vendor shall regularly inspect and maintain the System to ensure proper operation.
- The City shall require periodic evaluation of the System's effectiveness in achieving stated public safety goals.

11. Audits & Reporting

- **Quarterly Reports:** The Chief of Police shall report to the Board or City Council each quarter including:
 - A random audit of access queries (for example, sample of 10 queries) to confirm compliance with policy;
 - Any policy violations or system errors;
 - An evaluation of system benefits (such as number of hits, leads generated, stolen vehicles recovered).
- **Annual Report:** Beginning 12 months after activation, a full annual analysis shall be submitted including (and each year thereafter if Flock is renewed):
 - Total number of fixed cameras;
 - Number of license plate reads;
 - Number of Hotlist matches or alerts;
 - Number of queries/searches and justification;
 - Investigative leads, arrests, stolen vehicles recovered;
 - List of agencies accessing/sharing the data;
 - Instances of third-party requests (approved/denied).

12. Policy Review

- This Policy shall be reviewed annually (or more frequently if law changes) by the City and updated as needed to reflect evolving law, technology, community expectations and best practices.

13. Attachment A: Locations

- The exact fixed locations of cameras shall be provided in an attachment (map or list) that is maintained and updated by the City.

14. Effective Date

- This Policy becomes effective on 11/24/2025
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