



---

CITY OF  
**PORTLAND, OREGON**  
OFFICE OF THE CITY AUDITOR

---

**Gary Blackmer, City Auditor**  
1221 SW 4<sup>th</sup> Ave, Room 140  
Portland, Oregon 97204-1987  
Phone: (503) 823-4078 Fax: (503) 823-4571  
e-mail: gblackmer@ci.portland.or.us

## MEMORANDUM

To: Mayor Tom Potter  
Commissioner Sam Adams  
Commissioner Randy Leonard  
Commissioner Dan Saltzman  
Commissioner Nick Fish

From: Mary-Beth Baptista, Director, IPR  
JoAnn Jackson, CRC member, IPR Structure Review Workgroup Chair

Date: December 9, 2008

Subject: Citizen Review Committee and Independent Police Review progress report to Council  
December 10, 2008 at 2pm

### **BACKGROUND – PERFORMANCE REVIEW OF THE INDEPENDENT POLICE REVIEW (IPR) DIVISION, INCLUDING THE CITIZEN REVIEW COMMITTEE (CRC) 2002-2007**

In May of 2007; Mayor Tom Potter commissioned a request for a performance review of the Independent Police Review Division including the Citizen Review Board for the years 2002-2007. In January of 2008, Ms. Eileen Luna-Firebaugh completed a report assessing the effectiveness of the Independent Police Review. In Ms. Luna-Firebaugh's Performance Review of the Independent Police Review Division (Performance Review) she made a number of recommendations to address issues she found present in the current system.

### **IPR STRUCTURE REVIEW WORKGROUP**

In September of 2008, members of the CRC formed a workgroup to address the recommendations made in the Performance Review, along with recommendations made in several responses to the report. Members of the workgroup include the Chair, JoAnn Jackson, CRC member Mark Johnson and CRC Chair Michael Bigham. Director, Mary-Beth Baptista is the IPR staff member on the committee. We have also had regular citizen participation from Dan Handelman of Portland Copwatch and Debbie Aiona of The League of Women Voters. The members named the workgroup "IPR Structure Review".

### **OBJECTIVES OF THE WORKGROUP**

After a review of the report and multiple responses, the goal of the work group is to complete a work plan for review by City Council, the full CRC, IPR staff and the public by mid 2009. The members have preliminarily identified six major focus areas they would like to address. Including:

- **The Complaint Process**
  - Reviewing IPR decisions in dismissals, service complaints and IAD declines.
  - Discussion regarding guidelines for cases to be independently investigated by IPR.
  - Discussion of methods for establishing an effective review process for the formulation of allegations.
  - Review of the appeal process and discussion regarding how to improve the system.

- **Mediation**
  - Re-examining the procedures related to mediation.
  - Discussion on how to make the advantages of mediation more clearly understood by complainants and officers.
- **Policy Development**
  - Identification and analysis of policy issues.
  - Outreach to stakeholders and public hearings on recommendations.
  - Promulgation and implementation of policy recommendations.
- **Staffing and Training Issues**
  - IAD
    - Assist the Commissioner of Police; the Chief and PPB to foster a culture in which officers view IAD service as an honor.
  - IPR
    - Look for avenues for IPR staff and / or CRC members to receive training that is adequate and appropriate to their responsibilities.
  - CRC
    - Assesses whether the length of term or the number of members should be increased.
    - Re-examine the relationship between IPR and CRC.
- **Outreach**
  - Strengthen the CRC / IPR relationship with Council.
  - Engage in a more positive dialogue with members of the Police Bureau.
  - Increase outreach to our communities.
- **Increase Transparency**

## PRELIMINARY PROGRESS

We are encouraged by the thoughtful analysis that has occurred in this group as well as the attention to detail and organization of the members of the workgroup. It is also clear that both IPR and CRC did not wait for this workgroup to start addressing recommendations made in the Performance Review, as well as other recommendations made in response. Below are some examples of work that has been done or is on going:

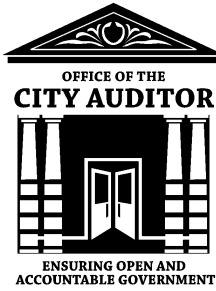
- **Complaint Process:**
  - **Case Handling Workgroup:** The CRC and IPR formed a workgroup to address the Council's concerns. The workgroup is currently reviewing a sample of *service complaints*, *IPR dismissals*, and Internal Affairs Division (IAD) *declines* - with a particular focus on cases where the complainant voiced disagreement with our case-handling decision. The workgroup will evaluate the appropriateness of the case-handling disposition and consider the suggestion that some type of appeal rights be extended to this subset of complainants.
  - **Efforts to Improve Appeal Process:** The IPR Director has committed to include appeal forms with investigation finding letters starting January 1, 2009.

- **Mediation:** IPR has reviewed and revised the mediation letters mailed to complainants. Now the letters provide a clear explanation of the process and emphasize the safeguards and benefits of the mediation process. Further, IPR sends a thank you letter to the PPB officer's commander, commending the officer for participating in the mediation, and explaining the benefit of the process for both the Bureau and our communities.
- **Staffing and Training Issues:**
  - **Staff Additions:** IPR hired a new director in May and added a new full-time assistant director position in September. The additional staff position has been especially helpful in addressing concerns about the timeliness of case-handling decisions. IPR expects to fill its community relations position in early 2009. In direct response to a Performance Review recommendation, IPR also requested a half-time position to coordinate CRC and Mediation activities. Unfortunately, there was no funding available for that position.
  - **CRC and Staff Training:**
    - Thanks in part to funding from the Mayor's Office, the CRC was able to send a record number of three CRC members to the National Association of Civilian Oversight of Law Enforcement (NACOLE) conference for training.
    - IPR and IAD staff also began joint monthly trainings focused on interview and listening techniques and inter-office consistency.
  - **Community Outreach Plan:** IPR contracted with a consulting firm to assist with communication and community outreach strategic planning. Their draft report is currently posted on the IPR website for public comment. Three CRC members, as well as community members, were interviewed by the firm and offered ideas and suggestions that are incorporated in the draft report.
  - **Stronger Relationship With Council:** IPR and CRC have engaged in activities to build stronger connections with the office of each council member:
    - For the first time in several years, IPR formally presented its Annual Report to City Council – with an opportunity for public testimony.
    - The IPR Director has made the effort to hand-deliver IPR Quarterly and Annual Reports to City Council offices.
    - CRC members have reached out to form liaison relationships with City Council offices.
  - **Research Collaboration with Portland State University:** IPR staff worked with PSU faculty to obtain an independent review of collected data on bias-based policing concerns.
- **Increasing Transparency:**
  - **Timeliness of Reports Improved:**
    - IPR has released two Annual Reports covering three years of operations.
    - Two Quarterly Reports have been released within 4-5 weeks after the close of each quarter. These reports now feature current instead of previous quarter statistics and case summaries.
    - The IPR Director now presents written monthly case load reports to the CRC and makes those reports available to the public on its website.
    - Preliminary proposals of the communication plan were shared with the CRC Executive Committee members for feedback.

- The draft of communication plan was distributed widely and is posted on the IPR website for public comment for a two week period.

**ALL ADDITIONAL STRUCTURAL IMPROVEMENT RECOMMENDATIONS  
CONSIDERED:**

This progress report is to ensure that the Council is briefed on the steps that CRC and IPR have made to date on responding to the consultant's report. There are a number of additional review recommendations that the CRC workgroup is helping us evaluate and prioritize.



## CITY OF PORTLAND

Office of City Auditor LaVonne Griffin-Valade

1221 S.W. 4th Avenue, Room 140, Portland, Oregon 97204

phone: (503) 823-4078

web: [www.portlandoregon.gov/auditor](http://www.portlandoregon.gov/auditor)



### MEMORANDUM

Date: November 8, 2010

To: Police Oversight Stakeholder Committee

From: LaVonne Griffin-Valade, City Auditor

Subject: Response to September 21, 2010 final report from the Stakeholder Committee

I appreciate the opportunity to respond to the recommendations put forward by the Police Oversight Stakeholder Committee in its final report. Recommendations and my responses are listed below. In most cases, I have included only the summary recommendation as presented in the Committee's report. It may be helpful for readers to refer to the Committee's full report when reviewing my responses.

I want to acknowledge the commitment and dedication of the individuals and groups actively involved in strengthening police oversight in our community, including the Police Oversight Stakeholder Committee. I want to also extend my appreciation for the ongoing work of the Citizen Review Committee (CRC), the volunteer body that advises and monitors the Auditor's Independent Police Review division and hears appeals of complaint decisions.

### RECOMMENDATIONS & RESPONSES

#### I. IPR authority & structure

**A. Repair community distrust of use-of-force investigations (up to and including shootings and in-custody deaths).** I agree. I have undertaken such efforts over the past eighteen months and will continue to do so. For example, the March 2010 changes to the ordinance authorizing the work of the Auditor's Independent Police Review (IPR) division in my office, as well as the changes to the Police Review Board, strengthened the civilian oversight role of IPR considerably. In addition, IPR's community outreach function expanded greatly through the hiring of a coordinator. As a result, IPR now has a more effective and positive link to the community.

**B. Ensure that IPR investigations include specified more serious complaints.** I agree. However, decisions regarding any investigations conducted by IPR will be made on a case-by-case basis and will be subject to available staff resources and to budget constraints.

**C. Ensure that IPR has, and exercises, the power to conduct or participate in investigations (from time zero) of specified serious incidents...including police shootings, deaths in custody, and other serious injury incidents...** I agree. This is largely current practice in IPR. Regarding IPR's participation in investigations of officer-involved shootings and in-custody deaths, we are currently developing a process to participate "from time zero" in the investigations of any such future incidents involving Portland Police Bureau members.

**D. Ensure that IPR has the authority to compel officer testimony and directly interview police officers in administrative investigations.** I do not disagree, but this matter is up to Council and subject to collective bargaining.

**E. Ensure investigations conducted by IPR or IAD and reviews by CRC can proceed in a manner that is consistently and objectively independent.** I agree. As the independently elected Auditor, I am responsible to the public and to the Police Bureau for ensuring a high level of consistency, objectivity, and neutrality in the investigations IPR conducts, the audits of the Audit Services Division in my office, and any other review of the Police Bureau conducted under my authority.

**F. Make it easier for the Auditor to hire outside counsel at the Auditor's discretion.** I agree that the City Auditor needs the authority to hire outside legal counsel where potential conflicts of interest exist. The responsibilities of the Auditor's Office were established as part of the City Charter and through the mutual agreement of Council and the Auditor. This allows for independence regarding the management and operations of those accountability programs and divisions in the Auditor's portfolio. Some decisions made by the Auditor directly or through the various oversight functions within the Auditor's Office, are in conflict with the decisions made by other City bureaus also represented by the City Attorney's Office. My position on this matter should not be viewed as a criticism of the City Attorney's Office. However, from my perspective, instances of actual or perceived conflict of interest have occurred, and I plan to ask the Charter Review Commission to take up the issue when they convene in 2011.

**G. Require that IPR investigate or actively participate in the investigation of all complaints of those with the rank of captain or higher.** I agree that IPR should actively participate in investigations of sworn Police Bureau members at the rank of captain or higher, and such participation is current practice. Decisions to investigate any sworn Police Bureau members of any rank must be made on a case-by-case basis and must be subject to available resources.

**H. Diversify the pool of investigators at both IPR and IAD...** I agree, and as future opportunities become available, I will make every effort to ensure that the pool of investigators at IPR is demographically diverse and from diverse experiences.

**I. Ask every complainant if they would prefer to have IPR or IAD investigate their complaint and document the response.** I disagree. Doing so would not contribute to the neutral, objective tone that IPR is responsible for establishing and maintaining with complainants and with the Police Bureau throughout the complaint intake, review, and decision-making process.

**J. If complainant opinions support doing so, increase investigative resources at IPR.** I do not disagree. However, there may be many reasons for increasing investigative resources at IPR, including greater workload demands, diversifying the workforce, and adding staff with specialized skills and training. Any effort to increase investigative resources is subject to funding approval by Council.

**K. Formalize/mandate what is current practice to not use mediation in serious use-of-force cases.** I agree. I have directed IPR to confer with other jurisdictions on this matter and to develop language that formalizes current practice.

## II. CRC and Council oversight authority/structure

**A. Change the definition of "supported by the evidence" as that term is used in Portland City Code 3.21.160 Hearing Appeals. The definition should change from the "reasonable person" standard ...to a "preponderance of the evidence" standard...** I disagree. The "preponderance of the evidence" standard is used by those responsible for deciding whether it is more likely than not that a complainant's allegations are true based on the facts of a case. In our system, the commander and voting members of the Police Review Board (PRB) are the fact finders, and they determine whether that standard has been met and make a recommendation to the Chief of Police.

The purpose of an appeal is to allow a complainant or Police Bureau member to challenge fact finder recommendations. The role of the CRC in an appeal hearing is to assess whether or not recommendations made to the Chief were reasonable. It is not the role or responsibility of CRC to make independent judgments regarding the facts of the case or the efficacy of allegations. Rather,

the role of CRC is to determine whether the fact finders acted reasonably in making recommendations. Therefore, the “reasonable person” standard is the appropriate standard.

**B. Give CRC the authority/permission to make policy recommendations directly to PPB.** I agree.

**C. Increase the length of term for CRC members from two years to three years.** I agree.

**D. Ensure CRC may hold hearings on all appeals requested by complainants or Bureau members. Ensure that CRC may conduct hearings on all appeals within its purview without delays associated with concerns that the outcome of their review could have an impact on a civil claim against the City.** I agree, and this is current practice.

**E. Clarify CRC authority to present directly to Council.** I agree.

**F. Permit CRC to compel testimony.** I disagree. The appeal of a Police Bureau decision is not an opportunity to re-investigate a case. Rather, CRC has the authority to assess the quality and appropriateness of the Police Bureau’s decision on a complainant’s allegations and recommend that the Chief of Police or City Council take an alternative action. Further, there is no requirement for anyone to attend or participate in an appeal, including the complainant, and there is no sanction for not testifying in such instances.

**G. If the CRC is not given authority to compel testimony, then grant City Council the power to hear new evidence.** I disagree. City Council’s role is to provide the final avenue for an appellant. It would be counter to Council’s role to hear new evidence that was unavailable to the commander or Police Review Board during the finding of facts. Further, it would not be appropriate for Council to hear new evidence that also was not available to CRC during its review of fact finder recommendations in an appeal hearing.

**H. Increase the size of CRC.** CRC members recently discussed this issue at length and the consensus opinion was not to increase the size of this body, citing concerns about the practicality of doing so. As such, I will defer to the judgment of CRC.

**I. Allow CRC to review proposed allegations prior to investigation.** I disagree. One of CRC’s roles is to review IPR’s case handling process and raise potential policy or procedural issues identified in that review. However, it is not CRC’s role to make case handling decisions or factual determinations on individual cases. Allegations are formed based on the facts of the case. Allegations are also fluid and may change over the course of an investigation as more facts come to light.

In addition, the workload for these volunteers is considerable, and timeliness of completing investigations, already an issue for the civilian oversight system, would be further impacted by the need to accommodate CRC members’ schedules.

**J. Increase CRC authority to act on dismissed complaints, “service improvement opportunities,” and formulation of allegations.** I disagree. IPR already has an internal process in place to provide complainants with an avenue for reconsideration of dismissals.

Also, in addition to reviewing IPR’s case handling process, it is CRC’s role to monitor and advise IPR, and as such, CRC established the recurring audit work group. That work group is currently conducting a review of closed service improvement opportunities and will release its assessment and recommendations to the public in the coming months. Once that report is issued, the recurring audit work group plans to review IPR’s dismissal decisions and again release its assessment and recommendations.

**K. Establish an avenue for appeal or reconsideration for cases involving quality-of-service or minor rule violations.** I disagree. Again, this is not the role of CRC for those reasons outlined in responses to I. and J. above.

**L. Provide dedicated staff to support the CRC.** I disagree. IPR currently provides CRC with extensive support including the following: the analyst on staff assists a number of work groups with data collection and analysis; the outreach coordinator assists the outreach work group and works with CRC members on a variety of projects; the Director and Assistant Director assist multiple work groups; and two administrative support staff, one of whom is the CRC’s designated point person at IPR, assist CRC members on an ongoing basis.

In addition, I would not be able to hold a “direct staff person assigned to the Committee” accountable for his/her performance, and that is unacceptable. Finally, no other City commission, committee, or board is given the budget or supervisory authority to hire and direct the work of City employees.

### III. Openness, usefulness, and speed of reporting

**A. Develop categories of findings regarding the specific allegation that includes four categories, instead of the current three.** I do not disagree, but this is a matter for the Police Bureau to address.

**B. Ensure that findings indicate a separate ruling regarding the overall incident that would identify the presence of any *policy-related issues* as that term is defined in Portland City Code.** I do not disagree, but this is a matter for the Police Bureau to address.

**C. Replace the term “service improvement opportunity” with the term “non-disciplinary complaint.”** I do not disagree, but this is a matter for the Police Bureau to address.

**D. Ask opinion on complaint-handling preference.** I disagree. IPR management must base case handling decisions solely on the facts in any given case. Asking a complainant his or her preference on how their case is handled would interfere with IPR’s responsibility to make neutral and independent decisions.

**E. Make it easier for complainants to get publicly available records. Direct IPR and PPB to establish an interagency agreement that would allow the Director discretion to release case-specific records...** I disagree, and as the elected Auditor in charge of IPR, I would not be willing to authorize or sign an interagency agreement allowing the Director to release any Police Bureau records. Case-specific records that are generated by and/or are the custodial property and responsibility of the Police Bureau can only be released by the Police Bureau. It would be inappropriate for the Auditor or any staff employed by the Auditor to release any documents made available to them by the Police Bureau during the course of a review, audit, or other analysis.

**F. Make certain CRC review documents available to the public.** I disagree. Generally, items reviewed by CRC are either Police Bureau documents or IPR case files containing complainant information, correspondence, or Police Bureau generated materials. IPR and CRC are not at liberty to release these confidential records, and as discussed above, Police Bureau documents are the custodial property and responsibility of the Police Bureau, even while being reviewed by CRC.

**G. Required reporting on reasons for long investigations.** I agree. IPR is currently developing a process for this.

**H. Make certain task forces public.** I agree. High levels of transparency strengthen accountability and improve public perception.

**I. Mandate investigative resource levels.** I agree as long as this is not an unfunded mandate.

**J. Require prompt explanation for decisions that differ from the Police Review Board’s recommendations.** I agree, but this is a matter for the Police Bureau to address.

**K. Require more specific reporting on the relationship between sustained findings and discipline.** I will consider reporting on this in future reports. However, this matter should not be a requirement placed in the ordinance since decisions about the scope and content of any report released by the Auditor’s Office are at my discretion and are based on a number of factors.

**L. Report on aspects of the “mitigation” process.** I do not disagree, but this is a matter for the Police Bureau to address.

**M. Order another expert review in 2012.** I have already committed to an independent review of the revised Police Review Board processes one year after implementation and barring budget constraints.

**N. Hold another stakeholder review.** I do not disagree, but Council will need to be prepared to fund facilitation of such a review.

### IV. Police Review Board structure/process

**A. Do not permit the supervising RU (Resource Unit) commander to vote as a member of the Police Review Board (PRB) in specific situations.** I disagree. I support the view of Police



Bureau command staff and the Commissioner-in-Charge that as the direct supervisor, the RU commander's participation on a PRB creates greater accountability and transparency regarding the RU commander's performance as a supervisor. Further, IPR managers are active participants in investigations and are now voting members during PRB sessions. Any concerns they observe regarding the participation of RU commanders or any other voting member on a PRB will be reported to the Auditor and brought before Council for further revisions of PRB processes if needed.

**B. Add another citizen member to PRB for use-of-force incidents.** I do not disagree, but this is a matter for the Police Bureau to address.

V. Complaint-driven PPB policy improvement process

**A. IPR & CRC to be provided drafts of certain policy-change decisions.** I agree; however, this is a matter for the Police Bureau to address.

VI. Non-complaint-driven PPB improvement process

**A. Request that the Auditor's Office provide regular reports on the status of the Bureau's Employee Information System and on independent analysis of police stop data.** I agree. IPR is in the process of doing this.

cc: Mayor Adams  
Commissioner Leonard  
Commissioner Saltzman  
Commissioner Fish  
Commissioner Fritz

# ORDINANCE No. 183995 As Amended

Clarify composition of Police Review Board and applicability of code provisions  
(Ordinance; amend Code Section 3.20.140 and amend Ordinance No. 183657)

The City of Portland ordains:

Section 1. The Council finds:

1. On March 31, 2010, the Council adopted Ordinance No. 183657 which amended code provisions governing the Independent Police Review Division and created the Police Review Board.
2. Code Section 3.20.140 Police Review Board defines the purpose of the Review Board (Board) as an advisory body to the Chief of Police ("Chief"). The Board will make recommendations as to findings and proposed officer discipline to the Chief of Police. To ensure that the Board is attaining one of its primary objectives of increased accountability at all levels, the composition of the Board should include the Commander / Reporting Unit (RU) Manager of the involved officer as a voting member of the Police Review Board. The Commander / RU manager is responsible for reviewing the investigation, applying the applicable standards for performance and conduct, and making a recommendation as to whether there has been a violation of policy or unacceptable performance. The division commander has an understanding of the performance expectations at their division and an understanding of the work environment at their precinct or division.
3. Ordinance No. 183657 provided that the Police Review Board code provisions would apply to complaints filed on or after the April 30th, the effective date of the code amendments. Given the varying lengths of time required to investigate individual complaints, in practice, this would mean that the Police Review Board and the existing Performance Review and Use of Force Board would have to operate simultaneously to handle complaints based on when they were filed. Simultaneous operation of the boards is unworkable.

NOW, THEREFORE, the Council directs:

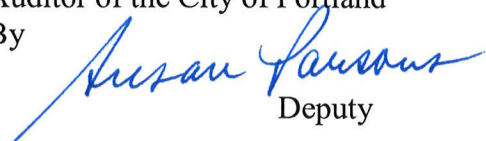
- a. Code Section 3.20.140 is amended as shown in the attached exhibit A
- b. The second sentence of Directive a. of Ordinance No. 183657 is superseded by the following:

The Police Review Board described in Section 3.20.140 will replace the existing Use of Force and Performance Review Board on September 1, 2010.

Passed by the Council: JUL 14 2010

Auditor LaVonne Griffin-Valade  
Prepared by: Mary-Beth Baptista, Director of IPR  
Date Prepared: June 10, 2010

LaVonne Griffin-Valade  
Auditor of the City of Portland  
By

  
Deputy

~~908~~ ~~968~~ ~~1035~~ ---

Agenda No. **183995** As Amended

**ORDINANCE NO. 183995**

Title

Clarify composition of Police Review Board and applicability of code provisions  
 (Ordinance; amend Code Chapter 3.20) *and amend Ordinance 183657*  
*Section 3.20.140*

<b>INTRODUCED BY</b> Commissioner/Auditor: <b>Auditor</b>	CLERK USE: DATE FILED <u>JUN 11 2010</u>
<b>COMMISSIONER APPROVAL</b> Mayor—Finance and Administration - Adams Position 1/Utilities - Fritz Position 2/Works - Fish Position 3/Affairs - Saltzman Position 4/Safety - Leonard	LaVonne Griffin-Valade Auditor of the City of Portland  By: <u><i>Susan Parsons</i></u> Deputy
<b>BUREAU APPROVAL</b> Bureau: Auditor Bureau Head: Auditor <i>LaVonne Griffin-Valade</i> Prepared by: Mary-Beth Baptista Date Prepared: June 10, 2010	<b>ACTION TAKEN:</b>  <b>JUN 16 2010 CONTINUED TO JUN 23 2010 9:30 A.M.</b>  <b>JUN 23 2010 PASSED TO SECOND READING JUL 14 2010 9:30 A.M.</b> <i>As Amended</i>
Financial Impact Statement Completed <input type="checkbox"/> Amends Budget <input type="checkbox"/> Not Required <input type="checkbox"/>	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input type="checkbox"/> No <input type="checkbox"/>	
Council Meeting Date <b>Wednesday, June 16</b>	
City Attorney Approval <i>Judy Pees</i>	

*Toni OK*

<b>AGENDA</b>
<b>TIME CERTAIN</b> <input type="checkbox"/> Start time: _____  Total amount of time needed: _____ (for presentation, testimony and discussion)
<b>CONSENT</b> <input type="checkbox"/>
<b>REGULAR</b> <input checked="" type="checkbox"/> Total amount of time needed: <b>15 min</b> (for presentation, testimony and discussion)

<i>VOTE ON 7/14/10</i>		COMMISSIONERS VOTED AS FOLLOWS: <i>#3 6/23/2010</i>			
	YEAS	NAYS		YEAS	NAYS
1. Fritz		✓	1. Fritz	✓	
2. Fish	✓		2. Fish	_____	
3. Saltzman		✓	3. Saltzman		✓
4. Leonard	✓		4. Leonard		✓
Adams	✓		Adams	✓	

**Section 3.20.140**  
**Police Review Board**

**3.20.140 Police Review Board.**

- A.** Purpose. The Police Review Board (“Board”) is an advisory body to the Chief of Police (“Chief”). The Review Board will make recommendations as to findings and proposed officer discipline to the Chief of Police.
- B.** Powers of the Board:
- 1.** Review incidents and investigations. The Board shall review incidents and investigated complaints of alleged misconduct by non-probationary sworn officers (“officers”) who are employed by the Portland Police Bureau (“Bureau”) in the following cases:
    - a.** The supervising Assistant Chief, the Director of the Independent Police Review Division of the Auditor (“IPR”) or the Captain of the Internal Affairs Division of the Bureau (“IAD”) controverts the findings or proposed discipline of the Reporting Unit (“RU”) manager pursuant to Code Section 3.21.120.
    - b.** Investigations resulting in a recommended sustained finding and the proposed discipline is suspension without pay or greater.
    - c.** The following incidents involving use of force:
      - (1)** All officer involved shootings
      - (2)** Physical injury caused by an officer that requires hospitalization.
      - (3)** All in custody deaths
      - (4)** Less lethal incidents where the recommended finding is “out of policy”
    - d.** All investigations regarding alleged violations of Human Resources Administrative Rules regarding complaints of discrimination resulting in a recommended sustained finding.
    - e.** Discretionary cases referred by the Chief, Branch Chief, or the IPR Director.
  - 2.** Probationary sworn officers. The Board shall review incidents and investigated complaints of alleged misconduct by Portland Police Bureau probationary officers when referred by the Chief, Branch Chief or the IPR Director. However, nothing in this section prohibits the Bureau from

**Section 3.20.140**  
**Police Review Board**

terminating the employment of a probationary officer without following the procedures of this section.

3. Recommendations to Chief. The Board shall make recommendations to the Chief regarding findings and discipline. The Board may make recommendations regarding the adequacy and completeness of an investigation. The Board may also make policy or training recommendations to the Chief.
4. On September 1, 2010, the Board shall replace the Use of Force and Performance Review Boards set forth in the Bureau's 2009 Manual of Policy and Procedure. Before September 1, 2010, the Use of Force and Performance Review Board shall review incidents and investigated cases pursuant to existing Bureau directives.

**C. Composition of Board**

1. The Board shall be composed of five voting members and ~~nine~~ eight advisory members. All Board members will be advised of every case presented to the Board. A quorum of four Voting Members, including the Citizen member and the RU Manger or designee, and four Advisory members, ~~including the RU manager or designee~~, is required to be present to make recommendations to the Chief.

**a. Voting members**

- (1) One citizen member from a pool of citizen volunteers recommended by the Auditor and confirmed by the City Council.

(a) Citizens shall be appointed for a term of no more than three years. Citizens may serve two full terms plus the remainder of any unexpired vacancy they may be appointed to fill.

- i. The Bureau and IPR shall develop a Bureau Directive setting the criteria for Citizen selection to be approved by City Council.

(b) The Auditor and the Chief shall have the authority to recommend to City Council the removal of citizen members from the pool.

- i. The Bureau and IPR shall develop a Bureau Directive setting the criteria for

removal to be approved by City Council.

- (2) One peer member of the same rank/classification as the involved officer; peer member will be selected from a pool of Bureau representatives pre-approved by the Chief.
- (3) The Assistant Branch Chief who is the supervisor of the involved officer.
- (4) The Director of IPR (or designee)
- (5) A Commander or Captain who is not the supervisor of the involved officer (RU Manager).

**b. Advisory members**

- (1) The Office of Accountability and Professional Standards manager
- (2) Representative from Bureau of Human Resources
- (3) Representative from City Attorney's Office
- (4) The Internal Affairs Division Manager
- (5) Review Board Coordinator
- (6) Representative of Commissioner in Charge of the Bureau ("Commissioner in Charge")
- (7) Representative of the Training Division
- ~~(8) RU Manager~~
- (9) (8) The Assistant Chief(s) that are not the supervisor of the involved member.

**c. Representatives/Individuals that may also be present during the presentation of the case include:**

- (1) Bargaining Units
- (2) Involved Member

2. However, when the incident to be reviewed by the board involves the

**Section 3.20.140**  
**Police Review Board**

following use of force incidents, one additional citizen member and one additional peer member shall serve on the Board, for a total of seven voting members. A quorum of six voting members, including two citizen members, and the RU manager or designee, and four Advisory members; ~~including the RU manager or designee~~, is required to be present to make recommendations to the Chief.

- a. All officer involved shootings
- b. Physical injury caused by an officer that requires hospitalization.
- c. All in custody deaths
- d. Less lethal incidents where the recommended finding is "out of policy"

**D. Access to information**

- 1. All members of the Board shall have access to necessary and relevant documents and an equal opportunity to participate in Board deliberations.
  - a. The Bureau and IPR shall develop a Bureau Directive establishing confidentiality provisions and distribution timeline provisions of Board materials.
- 2. The RU manager or designee will provide a written recommendation of the findings, reasoning for the recommendation and disposition recommendation. ~~The RU manager will attend and remain for the duration of the meeting to answer any questions from the Board members.~~

**E. Board Facilitator**

- 1. The Board shall be facilitated by a person who is not employed by the Bureau and who is not a member of the Board.
  - a. The Bureau and IPR shall develop a Bureau Directive establishing selection criteria and confidentiality provisions for the Facilitator(s).
  - b. The voting members of the Board shall schedule a meeting to recommend a pool of facilitators based the Bureau Directive for approval of the Commissioner in Charge in accordance with City contract rules.
- 2. The Board facilitator shall write the statement of recommended findings and discipline and a summary of any training and/or investigation issues

or concerns on behalf of the Board and submit the statement to the Chief within two weeks of the Board meeting date.

**F. Board Recommendations**

1. The Board shall prepare a statement of its recommended findings and proposed discipline, if any, in every case for submission to the Chief. Such statement shall include:



**Section 3.20.140**  
**Police Review Board**

- a. The Board's recommended findings and a brief explanation of the Board's rationale for its recommendation, and a record of the Board's vote.
    - b. In the event that the Board is not unanimous, the statement shall contain a portion detailing the minority's recommendation.
  2. The Board facilitator shall write the Board's statement of recommended findings and proposed discipline and a summary of any policy training and/or investigation issues or concerns on behalf of the Board and submit the statement to the Chief.
    - a. IPR and the Bureau will develop a Bureau Directive setting forth the timeliness provisions of the statement.
- G. Appeal of Board Recommendation.
  1. As provided in Code Chapter 3.21, once the Board has prepared a statement of proposed findings relating to complaints of alleged misconduct of an officer during an encounter involving a citizen, the complainant or involved officer may have the opportunity to appeal the recommended findings to the IPR Citizen Review Committee.
  2. Until the appeal period allowed by Code Chapter 3.21 has expired, and if an appeal is filed, until there is a final decision by the IPR Citizen Review Committee or Council, the Chief may not issue proposed discipline or make recommendations to the Commissioner in Charge.
  3. The Director of IPR, the Chief of Police, or Commissioner in Charge may request an expedited hearing by the IPR Citizen Review Committee of an appeal when deemed necessary due to the nature of the underlying complaint.
- H. Action by Chief of Police and Commissioner in Charge. After receiving the Board's statement described above and after the appeal period allowed by Code Chapter 3.21 has expired, or if an appeal is filed, after the Chief receives the IPR Citizen Review Committee or the Council's recommendation in accordance with Code Chapter 3.21:
  1. In the following cases, the Chief shall make a recommendation regarding the appropriate findings and level of discipline to the Commissioner in Charge:
    - a. Investigations resulting in a sustained finding and the proposed discipline is suspension without pay or greater.

**Section 3.20.140**  
**Police Review Board**

- b. The following incidents involving use of force:
  - (1) All officer involved shootings
  - (2) Physical injury caused by an officer that requires hospitalization.
  - (3) All in custody deaths
  - (4) Less lethal incidents where the recommended finding “out of policy”
- 2. In the cases described in Subsection 1 above, the Commissioner in Charge shall make the final decision on findings and discipline, consistent with obligations under state and federal law, Portland City Charter and collective bargaining agreements.
- 3. In all other cases, unless the Commissioner in Charge exercises authority over the case, the Chief shall make the final decision on proposed findings and discipline, consistent with obligations under state and federal law, Portland City Charter and collective bargaining agreements.
- I. Public reports. As often as deemed necessary by the Board, but at least twice each calendar year, the Board shall publish public reports summarizing its statements of findings and a summary of any training and/or investigation issues or concerns. The reports shall keep confidential and not include involved officers’ names, the names of witnesses, or the name of any complainants. The reports shall be written by the Board facilitator. The reports may not be released before a final decision, including discipline if any, is made by the Chief or Commissioner in Charge.

**SUBSTITUTE**  
**ORDINANCE No. 183657 As Amended**

\*Establish Police Review Board and clarify investigatory powers and complaint handling procedures of the Office of Independent Police Review (Ordinance; amend Code Chapters 3.20 and 3.21)

The City of Portland ordains:

Section 1. The Council finds:

1. The City believes that an effective police force requires the community's trust and confidence.
2. The City remains committed to hearing community concerns and complaints about police services and responding quickly so that service is improved.
3. Creation of a Police Review Board that will include the Director of the Independent Police Review Division as a voting member and provide a report of its activities on a regular basis will increase the public's trust and encourage transparency,
4. Improving the Independent Police Review Division's investigatory and complaint handling procedures is an important step in increasing the public's confidence in police accountability.
5. Providing the Independent Police Review Division with an enhanced ability to gather information will lead to more effective handling of complaints.
6. The Council's intent is that administrative investigations and subsequent disciplinary actions regarding police officers employed by the City of Portland occur in an expeditious fashion.
7. The Council recognizes that implementation of certain provisions of this ordinance may be subject to an obligation under state law to collectively bargain the impacts of this ordinance's provisions on the wages, hours, and other conditions employment of non-probationary police officers employed by the City of Portland who are represented by a labor organization.

NOW, THEREFORE, the Council directs:

- a. Code Chapter 3.20 is amended by replacing code section 3.20.140 Discipline Committee as shown in Exhibit A. The amendments to Code Chapter 3.20.140 shall apply to complaints filed on or after the effective date of the amendments, as specified in Section 3 of this ordinance;
- b. Code Chapter 3.21 is amended as shown in Exhibit C. The amendments to Code Chapter 3.21 shall apply to complaints filed on or after the effective date of the amendments, as specified in Section 3 of this ordinance;

- c. The Portland Police Bureau shall review and revise its directives to the extent that the directives conflict with these code provisions;
- d. A stakeholder committee consisting of one member each from the Albina Ministerial Alliance, the IPR Citizen Review Committee, Oregon Action, the Portland Police Bureau, the Human Rights Commission, the Office of Independent Police Review, the National Alliance on Mental Illness, the National Lawyers Guild, the League of Women Voters, ACLU of Oregon, Copwatch, the Office of the Commissioner in Charge of Police, one representative from the Latino Network Center for Intercultural Organizing and one Native American representative, the City Attorney's Office, and a representative of each Council member's office shall convene to recommend additional improvements to the City's oversight of the Portland Police Bureau. Grant Commissioner Leonard the administrative authority to make sure that the community is well represented as a whole, including sexual minorities. The recommendations, including any proposed code amendments, shall be presented to the City Council within 90 days of the effective date of this ordinance;
- e. The Portland Police Bureau, Independent Police Review Division, and the Bureau of Human Resources are directed to research, consult with impacted labor organizations, and develop discipline guidelines consistent with Bureau of Human Resources Administrative Rules for use in making discipline recommendations to the Chief, and return with a recommendation to Council.
- f. The Portland Police Bureau and Independent Police Review Division are directed to confer with each other and impacted labor organizations regarding proposed timelines introduced at the March 18, 2010, Council meeting. Following conferral, the Bureau of Human Resources shall provide notice and bargain about timelines that are mandatory for bargaining.

Section 2. The Council declares that an emergency exists because of the Independent Police Review Division's need to quickly implement these reforms; therefore, this ordinance shall be in full force and effect from and after its passage by the Council.

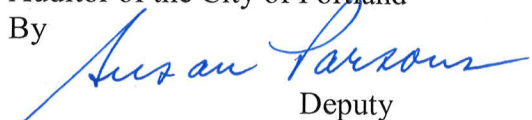
Section 3. To allow the Independent Police Review and the Portland Police Bureau time to prepare for implementation, the amendments to Code Chapter 3.21 and Section 3.20.140 shall be effective from and after 30 days after the effective date of the ordinance.

Section 4. Council hereby declares that if any section, subsection, sentence, clause or phrase of this Ordinance, or the code amendments it adopts, is for any reason held to be invalid or unconstitutional, that shall not affect the validity of the remaining portions of the Portland City Code.

Passed by the Council:

Auditor LaVonne Griffin-Valade  
Commissioner Randy Leonard  
Prepared by: Mary-Beth Baptista, Director of IPR  
Date Prepared: March 31, 2010

**LaVonne Griffin-Valade**  
Auditor of the City of Portland  
By

  
Deputy

S-451

SUBSTITUTE

Agenda No. **183657** As Amended  
**ORDINANCE NO.**

Title

\*Establish Police Review Board and clarify investigatory powers and complaint handling procedures of the Office of Independent Police Review (Ordinance; amend Code Chapters 3.20 and 3.21)

<p><b>INTRODUCED BY</b> Auditor/Commissioner: <b>LaVonne Griffin-Valade and Randy Leonard</b></p>	<p>CLERK USE: DATE FILED <u>MAR 31 2010</u></p>
<p><b>COMMISSIONER APPROVAL</b></p> <p>Mayor—Finance and Administration - Adams</p> <p>Position 1/Utilities – Fritz</p> <p>Position 2/Works – Fish</p> <p>Position 3/Affairs - Saltzman</p> <p>Position 4/Safety – Leonard</p>	<p style="text-align: center;">LaVonne Griffin-Valade Auditor of the City of Portland</p> <p>By: <u><i>Susan Parsons</i></u> Deputy</p>
<p><b>BUREAU APPROVAL</b></p> <p>Bureau: Auditor/IPR Bureau Head: LaVonne Griffin-Valade <i>LaVonne Griffin-Valade</i></p> <p>Prepared by: Mary-Beth Baptista Date Prepared: March 31, 2010</p> <p>Financial Impact Statement Completed <input type="checkbox"/> Amends Budget <input type="checkbox"/> Not Required <input checked="" type="checkbox"/></p> <p>Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p>Council Meeting Date</p>	
<p><b>City Attorney Approval</b></p> <p>Linly Rees Deputy City Attorney <i>LFR</i></p>	<p><b>ACTION TAKEN:</b></p>

<b>AGENDA</b>
<p><b>TIME CERTAIN</b> <input type="checkbox"/></p> <p>Start time: _____</p> <p>Total amount of time needed: _____ (for presentation, testimony and discussion)</p>
<p><b>CONSENT</b> <input type="checkbox"/></p>
<p><b>REGULAR</b> <input type="checkbox"/></p> <p>Total amount of time needed: _____ (for presentation, testimony and discussion)</p>

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	
	YEAS	NAYS
1. Fritz	✓	
2. Fish	✓	
3. Saltzman	✓	
4. Leonard	✓	
Adams	✓	

**Section 3.20.140**  
**Police Review Board**

**3.20.140 Police Review Board.**

- A.** Purpose. The Police Review Board (“Board”) is an advisory body to the Chief of Police (“Chief”). The Review Board will make recommendations as to findings and proposed officer discipline to the Chief of Police.
- B.** Powers of the Board:
- 1.** Review incidents and investigations. The Board shall review incidents and investigated complaints of alleged misconduct by non-probationary sworn officers (“officers”) who are employed by the Portland Police Bureau (“Bureau”) in the following cases:
    - a.** The supervising Assistant Chief, the Director of the Independent Police Review Division of the Auditor (“IPR”) or the Captain of the Internal Affairs Division of the Bureau (“IAD”) controverts the findings or proposed discipline of the Reporting Unit (“RU”) manager pursuant to Code Section 3.21.120.
    - b.** Investigations resulting in a recommended sustained finding and the proposed discipline is suspension without pay or greater.
    - c.** The following incidents involving use of force:
      - (1)** All officer involved shootings
      - (2)** Physical injury caused by an officer that requires hospitalization.
      - (3)** All in custody deaths
      - (4)** Less lethal incidents where the recommended finding is “out of policy”
    - d.** All investigations regarding alleged violations of Human Resources Administrative Rules regarding complaints of discrimination resulting in a recommended sustained finding.
    - e.** Discretionary cases referred by the Chief, Branch Chief, or the IPR Director.
  - 2.** Probationary sworn officers. The Board shall review incidents and investigated complaints of alleged misconduct by Portland Police Bureau probationary officers when referred by the Chief, Branch Chief or the IPR Director. However, nothing in this section prohibits the Bureau from

**Section 3.20.140**  
**Police Review Board**

terminating the employment of a probationary officer without following the procedures of this section.

3. Recommendations to Chief. The Board shall make recommendations to the Chief regarding findings and discipline. The Board may make recommendations regarding the adequacy and completeness of an investigation. The Board may also make policy or training recommendations to the Chief.

**C. Composition of Board**

1. The Board shall be composed of five voting members and nine advisory members. All Board members will be advised of every case presented to the Board. A quorum of four Voting Members, including the Citizen member, and four Advisory members, including the RU manager or designee, is required to be present to make recommendations to the Chief.

**a. Voting members**

- (1) One citizen member from a pool of citizen volunteers recommended by the Auditor and confirmed by the City Council.

(a) Citizens shall be appointed for a term of no more than three years. Citizens may serve two full terms plus the remainder of any unexpired vacancy they may be appointed to fill.

- i. The Bureau and IPR shall develop a Bureau Directive setting the criteria for Citizen selection to be approved by City Council.

(b) The Auditor and the Chief shall have the authority to recommend to City Council the removal of citizen members from the pool.

- i. The Bureau and IPR shall develop a Bureau Directive setting the criteria for removal to be approved by City Council.

- (2) One peer member of the same rank/classification as the involved officer; peer member will be selected from a pool of Bureau representatives pre-approved by the Chief.

- (3) The Assistant Branch Chief who is the supervisor of the involved officer.

**Section 3.20.140**  
**Police Review Board**

- (4) The Director of IPR (or designee)
- (5) A Commander or Captain who is not the supervisor of the involved officer.

**b.** Advisory members

- (1) The Office of Accountability and Professional Standards manager
- (2) Representative from Bureau of Human Resources
- (3) Representative from City Attorney's Office
- (4) The Internal Affairs Division Manager
- (5) Review Board Coordinator
- (6) Representative of Commissioner in Charge of the Bureau ("Commissioner in Charge")
- (7) Representative of the Training Division
- (8) RU Manager
- (9) The Assistant Chief(s) that are not the supervisor of the involved member.

**c.** Representatives/Individuals that may also be present during the presentation of the case include:

- (1) Bargaining Units
- (2) Involved Member

- 2.** However, when the incident to be reviewed by the board involves the following use of force incidents, one additional citizen member and one additional peer member shall serve on the Board, for a total of seven voting members. A quorum of six voting members, including two citizen members, and four Advisory members, including the RU manager or designee, is required to be present to make recommendations to the Chief.

- a.** All officer involved shootings



**Section 3.20.140**  
**Police Review Board**

- b. Physical injury caused by an officer that requires hospitalization.
  - c. All in custody deaths
  - d. Less lethal incidents where the recommended finding is “out of policy”
- D. Access to information**
- 1. All members of the Board shall have access to necessary and relevant documents and an equal opportunity to participate in Board deliberations.
    - a. The Bureau and IPR shall develop a Bureau Directive establishing confidentiality provisions and distribution timeline provisions of Board materials.
  - 2. The RU manager or designee will provide a written recommendation of the findings, reasoning for the recommendation and disposition recommendation. The RU manager will attend and remain for the duration of the meeting to answer any questions from the Board members.
- E. Board Facilitator**
- 1. The Board shall be facilitated by a person who is not employed by the Bureau and who is not a member of the Board.
    - a. The Bureau and IPR shall develop a Bureau Directive establishing selection criteria and confidentiality provisions for the Facilitator(s).
    - b. The voting members of the Board shall schedule a meeting to recommend a pool of facilitators based the Bureau Directive for approval of the Commissioner in Charge in accordance with City contract rules.
  - 2. The Board facilitator shall write the statement of recommended findings and discipline and a summary of any training and/or investigation issues or concerns on behalf of the Board and submit the statement to the Chief within two weeks of the Board meeting date.
- F. Board Recommendations**
- 1. The Board shall prepare a statement of its recommended findings and proposed discipline, if any, in every case for submission to the Chief. Such statement shall include:

**Section 3.20.140**  
**Police Review Board**

- a. The Board's recommended findings and a brief explanation of the Board's rationale for its recommendation, and a record of the Board's vote.
    - b. In the event that the Board is not unanimous, the statement shall contain a portion detailing the minority's recommendation.
  - 2. The Board facilitator shall write the Board's statement of recommended findings and proposed discipline and a summary of any policy training and/or investigation issues or concerns on behalf of the Board and submit the statement to the Chief.
    - a. IPR and the Bureau will develop a Bureau Directive setting forth the timeliness provisions of the statement.
- G. Appeal of Board Recommendation.
  - 1. As provided in Code Chapter 3.21, once the Board has prepared a statement of proposed findings relating to complaints of alleged misconduct of an officer during an encounter involving a citizen, the complainant or involved officer may have the opportunity to appeal the recommended findings to the IPR Citizen Review Committee.
  - 2. Until the appeal period allowed by Code Chapter 3.21 has expired, and if an appeal is filed, until there is a final decision by the IPR Citizen Review Committee or Council, the Chief may not issue proposed discipline or make recommendations to the Commissioner in Charge.
  - 3. The Director of IPR, the Chief of Police, or Commissioner in Charge may request an expedited hearing by the IPR Citizen Review Committee of an appeal when deemed necessary due to the nature of the underlying complaint.
- H. Action by Chief of Police and Commissioner in Charge. After receiving the Board's statement described above and after the appeal period allowed by Code Chapter 3.21 has expired, or if an appeal is filed, after the Chief receives the IPR Citizen Review Committee or the Council's recommendation in accordance with Code Chapter 3.21:
  - 1. In the following cases, the Chief shall make a recommendation regarding the appropriate findings and level of discipline to the Commissioner in Charge:
    - a. Investigations resulting in a sustained finding and the proposed discipline is suspension without pay or greater.

**Section 3.20.140**  
**Police Review Board**

- b. The following incidents involving use of force:
  - (1) All officer involved shootings
  - (2) Physical injury caused by an officer that requires hospitalization.
  - (3) All in custody deaths
  - (4) Less lethal incidents where the recommended finding “out of policy”
- 2. In the cases described in Subsection 1 above, the Commissioner in Charge shall make the final decision on findings and discipline, consistent with obligations under state and federal law, Portland City Charter and collective bargaining agreements.
- 3. In all other cases, unless the Commissioner in Charge exercises authority over the case, the Chief shall make the final decision on proposed findings and discipline, consistent with obligations under state and federal law, Portland City Charter and collective bargaining agreements.
- I. Public reports. As often as deemed necessary by the Board, but at least twice each calendar year, the Board shall publish public reports summarizing its statements of findings and a summary of any training and/or investigation issues or concerns. The reports shall keep confidential and not include involved officers’ names, the names of witnesses, or the name of any complainants. The reports shall be written by the Board facilitator. The reports may not be released before a final decision, including discipline if any, is made by the Chief or Commissioner in Charge.

## Chapter 3.21

CITY AUDITOR'S  
INDEPENDENT POLICE REVIEW DIVISION

(Chapter replaced by Ordinance No.  
175652, effective July 1, 2001.)

**Sections:**

- 3.21.010 Purpose.
- 3.21.020 Definitions.
- 3.21.030 Independent Police Review Division.
- 3.21.040 Director Selection.
- 3.21.050 Staff and Delegation.
- 3.21.060 Office Facilities and Administration.
- 3.21.070 Powers and Duties of IPR.
- 3.21.080 Citizen Review Committee.
- 3.21.090 Powers and Duties of the Committee.
- 3.21.100 Council Role.
- 3.21.110 Intake.
- 3.21.120 Handling Complaints.
- 3.21.130 Communications.
- 3.21.140 Filing Requests for Review.
- 3.21.150 Reviews and Supplementary Investigations.
- 3.21.160 Hearing Appeals.
- 3.21.170 Monitoring and Reporting.
- 3.21.180 Increasing Public Access.
- 3.21.190 Response of Chief.
- 3.21.200 Limitation on Power.
- 3.21.210 Subpoenas.

**3.21.010 Purpose.**

The City hereby establishes an independent, impartial office, readily available to the public, responsible to the City Auditor, empowered to act on complaints against Police Bureau personnel for alleged misconduct, and recommend appropriate changes of Police Bureau policies and procedures toward the goals of safeguarding the rights of persons and of promoting higher standards of competency, efficiency and justice in the provision of community policing services. This office shall be known as the Independent Police Review Division.

**3.21.020 Definitions.**

(Amended by Ordinance No. 176317, effective April 12, 2002.) In this chapter:

- A. "Appellant" means either:

1. A person who has filed a complaint with IPR and subsequently requested review ~~by the Committee~~ of the investigation or
  2. A member about whom a complaint has been filed with IPR and who has subsequently requested review by the Committee of the investigation.
- B. "Bureau" means the Bureau of Police of the City of Portland, Oregon.
- C. "Chief" means the Chief of the Bureau.
- D. "Citizen" or "community member" means any person who is not an employee of the Bureau.
- E. "Commissioner In Charge" means the Commissioner In Charge of the Bureau.
- F. "Committee" means the IPR Citizen Review Committee, which is appointed by City Council members to assist the IPR in the performance of its duties and responsibilities pursuant to this Chapter.
- G. "Complaint" means a complaint by a citizen, the Director, a member or other employee of the Bureau of alleged member misconduct.
- H. "Complainant" means any person who files a complaint against ~~an employee a~~ member of the Portland Bureau.
- I. "Director" means the director of the Independent Police Review Division.
- J. "Finding" means a conclusion reached after investigation as to whether facts show a violation of Bureau policy.
- K. "Early Warning System" means the Bureau's method of identifying officers exhibiting a pattern of behavior that signals potential problems for both the Bureau and public, as explained in General Order 345.00.
- L. "IAD" means the Internal Affairs Division of the Bureau, whose responsibilities and procedures are described in Section 330.00 of the Manual of Rules and Procedures of the Bureau, as amended from time to time.
- M. "IPR Investigator" means ~~the~~ an investigator of the Independent Police Review Division.
- N. "IPR" means the Independent Police Review Division.
- O. "Member" means a sworn employee of the Bureau. An "involved" member is a member about whom a complaint has been submitted to IPR or the Bureau.

- P.** "Misconduct" means conduct by a member ~~during an encounter with a citizen~~, which conduct violates Bureau regulations or orders, or other standards of conduct required of City employees.
- Q.** "Request for Review" means a request by an appellant that the Committee review an IAD or IPR investigation of alleged member misconduct.
- R.** "RU (Responsibility Unit) Manager" means a commanding officer or manager of a Bureau division, unit or precinct.
- SR.** "Supported by the Evidence." A finding regarding a complaint is supported by the evidence when a reasonable person could make the finding in light of the evidence, whether or not the reviewing body agrees with the finding.
- TS.** "Police Review Board" means the board established by Code Section 3.20.140.
- U.** "Policy-related issue" means a topic pertaining to the Police Bureau's hiring and training practices, the Manual of Policies and Procedures, equipment, and general supervision and management practices, but not pertaining specifically to the propriety or impropriety of a particular officer's conduct.

**3.21.030 Independent Police Review Division.**

There is established by the City Council the Independent Police Review Division within the Auditor's Office.

**3.21.040 Director Selection.**

The City Auditor shall select the Director of the IPR in accordance with any applicable civil service regulations and other laws. The Director shall be a person of recognized judgment, objectivity and integrity who is well-equipped to analyze problems of administration, and public policy, and shall have a working knowledge in criminal justice commensurate to the powers and duties of the office.

**3.21.050 Staff and Delegation.**

- A.** The Director may appoint other personnel necessary to carry out the provisions of this chapter, when in keeping within the adopted budget for the IPR.
- B.** The Director may delegate to his or her staff members any of his or her duties, unless otherwise specified in this chapter. The IPR Investigator shall succeed to all duties and responsibilities of the Director, including those specified by ordinance, when he or she is serving as the acting Director.

**3.21.060 Office Facilities and Administration.**

- A.** The City shall provide suitable office facilities for the Director and staff in a location convenient for the public but separate from the Bureau.

- B. The IPR office shall be located within the City Auditor's office, and be accountable to the City Auditor. The Director shall comply with City purchasing procedures but shall have sole discretion in choosing consultants to assist with investigations.

### 3.21.070 Powers and Duties of IPR.

(Amended by Ordinance No. 176317, effective April 12, 2002.) The Director's powers and duties are the following:

- A. Intake. IPR shall ~~To~~ receive complaints and select the appropriate manner to address the complaint.
- B. Report on complaint activities. ~~To~~ IPR shall track and report on the disposition of complaints to the public, IAD, the Chief, and the Council; ~~to~~ and monitor and report measures of activity and performance of IAD and IPR. IPR will also monitor and track trends relating to member history and complaint type and frequency, consistency and adequacy of discipline imposed. In performing these duties, IPR shall have access to Bureau data and records, including but not limited to raw data, tabulated summary statistics, other source materials, and any other format source necessary for IPR to perform its duties. IPR shall also have direct access to original database sources as permitted by state and federal law.
- C. Access to Police data and data sources. IPR shall have access to Bureau data and records, including but not limited to raw data, tabulated summary statistics, other source materials, and any other format source necessary for IPR to perform its duties. IPR shall also have direct access to original database sources as permitted by state and federal law.
- DC. Initiate, mMonitor and conduct investigations. IPR is authorized to initiate, monitor and conduct administrative investigations. IPR is authorized to To identify complaints or incidents involving members that are of community concern which merit additional involvement of the Director and; to review evidence and IAD investigation efforts, participate in investigations with IAD investigators, or conduct the initial investigations in conjunction with or independent of the Bureau. The Bureau shall notify the Director that it intends to conduct an administrative investigation into misconduct before initiating the investigation. IPR will conduct these investigations in accordance with Human Resources Administrative Rules regarding process and investigation of complaints of discrimination.
- E. Compel review. In accordance with the procedures of Code Section 3.20.140, IPR Director (or designee) may compel review by the Police Review Board of any recommended findings of or recommendation for discipline by an RU Manager or Commanding Officer resulting from an internal or IPR administrative investigation of a member. IPR Director (or designee) may compel review by the Police Review Board on the basis of recommended discipline whether or not discipline was recommended as a result of the investigation.

- FD.** Communicate with Complainants. ƒø IPR will be the primary contact with the complainant regarding the status and results of the complaint; to assist IAD in communicating with the Member.
- GE.** Arrange hearings of appeals. ƒø IPR will explain the appeal options to complainants and schedule hearings before the Committee and Council.
- HF.** Recommend policy changes. ƒø IPR will evaluate complaint and other information and investigation practices to make recommendations to the Chief to prevent future problems. Policy change recommendations shall be published for public review.
- IG.** Outreach. ƒø IPR will widely distribute complaint forms in languages and formats accessible to citizens, educate them on the importance of reporting complaints, and hold public meetings to hear general concerns about police services.
- JH.** Access to records. Notwithstanding any other provision of City law, ƒø IPR shall have access to and be authorized to examine and copy, without payment of a fee, any bureau records, including records which are confidential by city law, and police databases, subject to any applicable state or federal laws. The Director shall not have access to legally privileged documents held by the City Attorney or Attorney-Client communications held by the City Attorney clients. The Director shall not disclose confidential records and shall be subject to the same penalties as the legal custodian of the records for any unlawful or unauthorized disclosure.
- KI.** Adoption of rules. IPR shall ƒø adopt, promulgate, amend and rescind rules and procedures required for the discharge of the Director's duties, including policies and procedures for receiving and processing complaints, conducting investigations, and reporting findings, conclusions and recommendations. However, the Director may not levy any fees for the submission or investigation of complaints.
- LJ.** Review of closed investigations. IPR shall ƒø hire a qualified person to review closed investigations pertaining to officer-involved shootings and deaths in custody on an ongoing basis. ƒø IPR shall issue reports on an annual basis identifying any policy-related issues or quality of investigation issues that could be improved. The Director and the Citizen Review Committee shall address any policy-related or quality of investigation issues that would warrant further review.
- M.** Additional public reports. The Director may issue public reports related to member misconduct trends and Bureau disciplinary practices.
- N.** All bureau employees shall be truthful, professional and courteous in all interactions with IPR. No member shall conceal, impede or interfere with the filing, investigation or adjudication of a complaint.



- O. The Auditor may work through the City Attorney's Office to hire outside legal counsel when the Auditor and the City Attorney agree that outside legal advice is necessary or advisable.

**3.21.080 Citizen Review Committee.**

(Amended by Ordinance No. 177688, effective July 9, 2003.)

- A.** The Committee shall consist of nine citizens. The Committee members shall be appointed as follows:

1. The Director shall solicit applications from the Office of Neighborhood Involvement, the seven Neighborhood Coalition offices, Mayor and commissioners' offices, PPB advisory committees, and the general public.
2. The City Auditor shall appoint a committee that shall recommend to the Auditor the appropriate number of nominees to fill impending vacancies. The committee shall consist of three CRC representatives, either past or not applying for reappointment, two members of the community, and the Director. Three of the committee members, including one CRC representative and the Director, shall serve as the interview panel.
3. Selection criteria shall include a record of community involvement, passing a criminal background check performed by an agency other than the Bureau, and absence of any real or perceived conflict of interest. The Mayor and commissioners may each submit an applicant who may be given preference over others of equivalent background and qualifications.
4. The Auditor shall recommend nominees to Council for appointment.
5. In the event a majority of the Council fails to appoint a person nominated under the provisions of City Code Section 3.21.080 the Auditor shall initiate the process again within 30 days after the Council action.
6. In selecting Committee members, consideration shall be given to the current composition of the Committee and appointments should be made that will cause the group to best reflect the demographic make-up of the community.

- B.** The Committee members shall:

1. Participate in orientation and training activities that may include review of Bureau and IPR procedures, attending the Bureau Citizens' Academy, ride-alongs with officers, and training on investigative practices.

2. Each serve a term of two years, subject to reappointment by Council. Upon expiration of the term, a committee member shall serve until re-appointed or replaced.
3. Attend committee meetings or provide an explanation in advance for an absence.
4. Serve staggered terms to better ensure continuity. Four members of the Committee shall be appointed to one year terms in July 2001.
5. Select a chair from among their members. Adopt such operating policies and procedures as necessary to carry out their duties.

**3.21.090 Powers and Duties of the Committee.**

(Amended by Ordinance No. 177688, effective July 9, 2003.)

**A. The Committee's duties and powers are the following:**

1. Conduct meetings. To schedule and conduct at least four meetings per year for the purpose of exercising the authority delegated to it in this chapter. Quarterly meetings and hearings conducted pursuant to the Chapter shall be subject to the Oregon Public Meetings Law, ORS 192.610 through 192.710. The number of Committee members required for a quorum shall be five.
2. Gather community concerns. To participate in various community meetings to hear concerns about police services.
3. Recommend policy changes. To help the Director identify specific patterns of problems and to participate in the development of policy recommendations
4. Advise on operations. To review methods for handling complaints and advise on criteria for dismissal, mediation, and investigation.
5. Hear appeals. To hold hearings of complainant or member appeals as defined in City Code Section 3.21.160; to recommend referral to a final hearing before Council; to publicly report its findings, conclusions and recommendations.
6. Outreach to public. To advise and assist the Director to disseminate information about IPR and Committee activities to organizations in the community; to present reports to Council.
7. Create other committees. To create special purpose subcommittees or committees including other citizens to address particular short-term issues and needs.

**3.21.100 Council Role.**

- A. Council shall review applications of nominees to the Committee and vote whether to approve each appointment.
- B. Council shall hear final appeals as specified in 3.21.160.

**3.21.110 Intake.**

(Amended by Ordinance No. 179162, effective March 30, 2005.)

- A. The Director shall receive complaints from any source concerning alleged member misconduct. The Director shall make reasonable accommodation when complainants cannot file their complaint at the IPR office.
- B. The Director shall develop procedures for handling complaints and appeals involving matters currently in litigation or where a notice of tort claim has been filed. The Director shall not initiate a case where a grievance or other appeal has been filed under a collective bargaining agreement or City personnel rules; or with respect to employee or applicant discrimination complaints.
- C. The Director, when requested, shall protect the confidentiality of complainants, members or witnesses consistent with the requirements of the Oregon Public Records Law, except insofar as disclosures may be necessary to enable the Director to carry out his or her duties, or to comply with applicable collective bargaining agreements, or the disclosure of records is directed by the District Attorney. When considering a request for public records, the Director shall consult with appropriate Bureau personnel and obtain approval from the Bureau prior to disclosure of records under the Oregon Public Records Law.

**3.21.120 Handling Complaints.**

(Amended by Ordinance No. 179162, effective March 30, 2005.) To ensure appropriateness and consistency in handling complaints the Director shall work with the Committee to establish procedures for taking action based upon the characteristics of the complaint.

- A. Mediation. The complainant, the Member who is the subject of the complaint, and Bureau administration must all agree before a mediation can be conducted. A complaint that undergoes mediation shall not be investigated. A mediation may be suspended if, in the opinion of the mediator, there is no reasonable likelihood of reaching resolution.

**B. Complaint Types:**

- 1. Complaint Type I: The Auditor's Independent Police Review division is the intake point for complaints from community members and others regarding the conduct of members during an encounter involving a

community member. Type I complaints involve alleged misconduct of a member during an encounter involving a community member.

2. Complaint Type II: A complaint about alleged member misconduct that does not occur during an encounter involving a community member is a Type II complaint. Such a complaint may be initiated by another Bureau employee or supervisor, or may be based on information obtained from another law enforcement agency, an employee of governmental agency acting in his/her official capacity or a community member. These complaints may be filed with the Bureau or with IPR.

3. Complaint Type III: A complaint may be initiated by the IPR Director at the discretion of the Director that an administrative investigation is warranted. IPR can initiate a complaint whether or not the alleged misconduct occurred during an encounter involving a community member and is not dependent on a community or Bureau member filing a complaint.

a. IPR will initiate and conduct administrative investigations in accordance with Human Resources Administrative Rules regarding process and investigation of complaints of discrimination.

b. If a criminal investigation has been initiated against the involved member, or during the course of an IPR administrative investigation a basis for conducting a criminal investigation arises, IPR shall advise the City Attorney and/or District Attorney prior to initiating or continuing an administrative investigation. IPR shall take all steps necessary to meet constitutional requirements and comply with existing provisions of City labor agreements.

4. Complaint Type IV: When Bureau supervisors generate complaints about poor member performance or other work rule violations. RU managers are responsible for intake and investigation of allegations of Type IV cases.

C. Initial Handling and Investigation of Type I Complaints

1. Once IPR receives a Type I complaint regarding alleged misconduct of a member during an encounter involving a community member, IPR will:

a. Gather information about the complaint through an intake interview;

b. Assign an IPR/IAD Case Number;

- c. Make a case handling decision; and
- d. Send a letter to the complainant summarizing the complaint and the Director's case handling decision.

2. If IPR determines an investigation is appropriate, IPR will identify the complainant's allegations and either:

- a. Recommend that the Bureau/IAD conduct an investigation

The IPR shall gather information from the complainant and forward it to the Bureau/IAD. The IPR shall monitor the on-going Bureau investigation. The Director may determine that a Bureau/IAD investigation should also involve IPR personnel. When forwarding the complaint to the Bureau/IAD the Director shall notify the IAD Commander of the extent that IPR personnel must be included in the investigation. Bureau/IAD personnel shall schedule interviews and other investigative activities to ensure that IPR personnel can attend and participate.

When a collective bargaining agreement is applicable and specifies that a member may only be interviewed by a police officer, IPR personnel shall direct questions through the IAD investigator. The IAD investigator may repeat the question to the member and/or direct the member to answer the question.

IPR personnel shall have an opportunity to review and comment on draft reports regarding a Bureau/IAD investigation to ensure accuracy, thoroughness, and fairness. The investigation cannot be closed or sent to the RU manager without IPR's determination that the investigation is complete.

To facilitate review, IAD shall tape record all interviews with witnesses, including members of the Bureau, conducted during an IAD investigation and shall make those tapes, or accurate copies, available during a review of an IAD investigation.

In carrying out its functions, the IPR may visit IAD offices, examine documents, reports and files and take such other actions as the Director deems necessary and consistent with the purposes of this Chapter. To maintain the security of IAD documents, reports or files, the Chief may require that the examinations be conducted in the IAD offices.

- b. IPR may conduct an independent investigation.

The IPR Director or designee may determine that IPR should investigate a complaint. If the Director concludes that IAD has not done an adequate job investigating complaints against a particular member, the Director may determine that IPR should investigate a complaint against the member. If the Director concludes that IAD has not done an adequate job investigating a particular category of complaints, the Director may determine that IPR should investigate a complaint or complaints falling in that category. If the Director concludes that IAD has not completed its investigations in a timely manner, the Director may determine that IPR should investigate some complaints. The Director has the discretion to conduct an independent investigation. The Director may conduct an independent investigation whether or not the alleged misconduct involves an encounter with a community member.

IPR investigations shall be conducted in conformance with legal and collective bargaining provisions. When a collective bargaining agreement is applicable and specifies that a member may only be interviewed by a police officer, the Director shall notify the IAD commander that IPR has undertaken an investigation and the reason. The IAD commander shall appoint a liaison investigator from that office within two working days to arrange and participate in interviews. When members represented by a collective bargaining unit are being interviewed by IPR personnel, the IAD investigator may repeat the question and/or direct the member to answer the question. When a collective bargaining agreement is not applicable and does not specify that a member may only be interviewed by a police officer, then the Director shall ask the member the question directly and/or direct the member to answer the question.

The Director shall provide the IAD commander and the Police Chief with a report on the investigation, and present the IPR investigation to the RU manager for preparation of findings and proposed discipline. At the completion of the investigation and any appeal process the records of the investigation shall be transferred to the IAD offices for retention.

**B.** ~~IAD Investigation. The IPR shall gather information from the complainant and forward it to the IAD. The IPR shall monitor timeliness and disposition of the investigation.~~

~~To facilitate review, IAD shall tape record all interviews with witnesses, including members of the Bureau, conducted during an IAD investigation and shall make those tapes, or accurate copies, available during a review of an IAD investigation.~~

~~In carrying out its functions, the IPR may visit IAD offices, examine documents, reports and files and take such other actions as the Director deems necessary and~~

consistent with the purposes of this Chapter. To maintain the security of IAD documents, reports or files, the Chief may require that the examinations be conducted in the IAD offices.

- C.** ~~IAD Investigation with IPR Involvement. The Director may determine that an IAD investigation should also involve IPR personnel. When forwarding the complaint to IAD the Director shall notify the IAD Commander of the extent that IPR personnel must be included in the investigation. IAD personnel shall schedule interviews and other investigative activities to ensure that IPR personnel can attend and participate.~~

~~When Bureau personnel are being interviewed IPR personnel shall direct questions through the IAD investigator. The IAD investigator may either repeat the question to the employee or direct the employee to answer the question.~~

~~IPR personnel shall have an opportunity to review and comment on draft reports regarding an IAD investigation in which they participated to ensure accuracy, thoroughness, and fairness.~~

- D.** ~~IPR investigation with IAD involvement. The Director may determine that IPR should investigate a complaint. If the Director concludes that IAD has not done an adequate job investigating complaints against a particular member, the Director may determine that IPR should investigate a complaint against the member. If the Director concludes that IAD has not done an adequate job investigating a particular category of complaints, the Director may determine that IPR should investigate a complaint or complaints falling in that category. If the Director concludes that IAD has not completed its investigations in a timely manner, the Director may determine that IPR should investigate some complaints. IPR investigations shall be conducted in conformance with legal and collective bargaining provisions. Such investigations shall not be initiated by the IPR Director involving matters currently in litigation, or where a notice of tort claim has been filed.~~

~~The Director shall notify the IAD commander that IPR has undertaken an investigation and the reason. The IAD commander shall appoint a liaison investigator from that office within two working days to arrange and participate in interviews. When Bureau personnel are being interviewed by IPR personnel the IAD investigator may either repeat the question or direct the employee to answer the question.~~

~~The Director shall provide the IAD commander and the Police Chief with a report on the investigation. The Director shall provide the IAD commander and the Police Chief with a report on the investigation, and present the IPR findings to the Chief or designee to assist the Chief in determining what, if any, action is appropriate. At the completion of the investigation and any appeal process the records of the investigation shall be transferred to the IAD offices for retention.~~

~~Complainants and members wishing to appeal an investigation by IPR or the findings shall appeal to the Committee as described in City Code Section 3.21.160 A.2.~~

- 3 E.** Referral. IPR may refer a complaint regarding quality of service or other rule violations that likely would not result in discipline according to the Bureau. The Director may refer the complainant to another bureau in the City or another agency that would be more appropriate to address the complaint.
- 4 F.** Dismissal. If IPR declines to take action on the complaint, IPR will send a dismissal letter to the complainant. IPR will also notify the involved officer(s) and the involved commanding officer within 30 calendar days of the dismissal. The Director may dismiss the complaint for the following reasons:
- a1.** the complainant could reasonably be expected to use, or is using, another remedy or channel or tort claim for the grievance stated in the complaint;
  - b2.** the complainant delayed too long in filing the complaint to justify present examination;
  - c3.** even if all aspects of the complaint were true, no act of misconduct would have occurred;
  - d4.** the complaint is trivial, frivolous or not made in good faith;
  - e5.** other complaints must take precedence due to limited public resources;
  - f6.** the complainant withdraws the complaint or fails to complete necessary complaint steps.
  - g.** it is more likely than not that additional investigation would not lead to a conclusion that the officer engaged in misconduct.

**D.** Initial Handling and Investigation of Type II Complaints

- 1.** If a Type II complaint is filed with IPR, IPR will gather information about the complaint and make a case handling decision. When appropriate, IPR will assign an IPR/IAD case number. Before disposing of a complaint of alleged misconduct or initiating an investigation, IPR shall notify the Bureau in writing how it intends to process the complaint and whether it intends to refer the case to the Bureau/IAD to conduct an investigation or conduct an independent investigation as set forth below. IPR will make an entry regarding the allegations in the Administrative Investigation Management (AIM) or other appropriate database which can be reviewed by the IPR Director.



2. If a Type II complaint is filed within the Bureau, Bureau/IAD staff will create an intake worksheet and assign an IPR/IAD case number for use by IAD. Before disposing of a complaint of alleged misconduct or initiating an investigation, the Bureau/IAD shall notify the Director in writing how it intends to process each complaint and whether it intends to conduct an internal investigation. In addition, the Bureau/IAD will make an entry regarding the allegations in the Administrative Investigation Management (AIM) database or other appropriate database which can be reviewed by the IPR Director.
  
3. Bureau/IAD Investigation. If the Type II complaint is filed with IPR, the IPR shall gather information from the complainant and forward it to the Bureau/IAD. The IPR shall monitor the on-going investigation. The Director may determine that a Bureau/IAD investigation should also involve IPR personnel. When forwarding the complaint to the Bureau/IAD, the Director shall notify the Bureau/IAD Commander of the extent that IPR personnel must be included in the investigation. Bureau/IAD personnel shall schedule interviews and other investigative activities to ensure that IPR personnel can attend and participate.

When a collective bargaining agreement is applicable and specifies that a member may only be interviewed by a police officer, IPR personnel shall direct questions through the IAD investigator. The IAD investigator may repeat the question to the member and/or direct the member to answer the question. When a collective bargaining agreement is not applicable and does not specify that a member may only be interviewed by a police officer, then the Director shall ask the member the question directly and/or direct the member to answer the question.

IPR personnel shall have an opportunity to review and comment on draft reports regarding a Bureau / IAD investigation to ensure accuracy, thoroughness, and fairness. The investigation can not be closed or sent to the RU manager without IPR's determination that the investigation is complete.

To facilitate review, IAD shall tape record all interviews with witnesses, including members of the Bureau, conducted during an IAD investigation and shall make those tapes, or accurate copies, available during a review of an IAD investigation.

In carrying out its functions, the IPR may visit IAD offices, examine documents, reports and files and take such other actions as the Director deems necessary and consistent with the purposes of this Chapter. To maintain the security of IAD documents, reports or files, the Chief may require that the examinations be conducted in the IAD offices.

4. IPR independent investigation. The IPR Director or designee may determine that IPR should investigate a complaint. If the Director concludes that IAD has not done an adequate job investigating complaints against a particular member, the Director may determine that IPR should investigate a complaint against the member. If the Director concludes that IAD has not done an adequate job investigating a particular category of complaints, the Director may determine that IPR should investigate a complaint or complaints falling in that category. If the Director concludes that IAD has not completed its investigations in a timely manner, the Director may determine that IPR should investigate some complaints. The Director may conduct an independent investigation based on the Director's discretion that it is warranted. The Director may conduct an independent investigation whether or not the alleged misconduct involves an encounter with a community member.

IPR investigations shall be conducted in conformance with legal and collective bargaining provisions. When a collective bargaining agreement is applicable and specifies that a member may only be interviewed by a police officer, the Director shall notify the Bureau / IAD commander that IPR has undertaken an investigation and the reason. The Bureau / IAD commander shall appoint a liaison investigator from that office within two working days to arrange and participate in interviews. When members represented by a collective bargaining unit are being interviewed by IPR personnel, the IAD investigator may repeat the question and/or direct the member to answer the question. When a collective bargaining agreement is not applicable and does not specify that a member may only be interviewed by a police officer, then the Director shall ask the member the question directly and/or direct the member to answer the question.

The Director shall provide the IAD commander and the Police Chief with a report on the investigation, and present the IPR investigation to the RU manager for preparation of findings and proposed discipline. At the completion of the investigation the records of the investigation shall be transferred to the IAD offices for retention.

5. Referral. IPR may refer a complaint regarding quality of service or other rule violations that likely would not result in discipline according to the Bureau. The Director may refer the complainant to another bureau in the City or another agency that would be more appropriate to address the complaint.

#### E. Initial Handling and Investigation of Type III Complaints

Upon opening a Type III IPR initiated complaint investigation. IPR staff will create an intake worksheet and assign an IPR/IAD case number. If a Type III case involves alleged member misconduct during an encounter involving a community member, the case will be handled following the same procedures as a

Type I complaint. If a Type III case involves alleged member misconduct that does not occur during an encounter involving a community member, the case will be handled following the same procedures as a Type II complaint.

**F. Initial Handling and Investigation of Type IV Complaints**

RU managers are responsible for intake and investigation of allegations of Type IV cases. The RU manager will provide the IPR Director a summary of the complaint and a summary of any subsequent investigation of a sworn member. The IPR Director may refer the matter to IAD for further investigation, conduct additional investigation, or controvert the RU manager's recommendations and compel review by the Police Review Board after receiving the completed investigation.

**G. Type I, II, III & IV Post-Investigative Case Handling Procedures:**

- 1. Adequacy of investigation. When an investigation of any type of complaint is conducted by IAD or other designated PPB division, after the investigation is complete, IAD will provide the IPR Director or designee with a copy of and provide unrestricted access to the entire investigation file. Upon review of the file, the Director or designee must determine whether or not the investigation is adequate, considering such factors as thoroughness, lack of bias, objectivity, and completeness. If the Director or designee determines that the investigation is not adequate, the investigation shall be returned to the IAD or other designated division within the Bureau explaining the determination and providing direction. Such direction shall include, but not limited to, rewriting portions of the summary, gathering additional evidence, conducting additional interviews, or re-interviewing officers or civilians. The investigation can not be closed or sent to the RU manager without IPR's determination that the investigation is complete. Upon receipt of IPR's determination that the investigation is complete, IAD shall send the investigation to the appropriate RU Manager.**
- 2. Submission of recommended findings or proposed discipline. The RU manager will review the investigation for any type of complaint when the investigation is conducted by IAD, other designated PPB division or IPR and submit recommended findings and proposed discipline to the supervising Assistant Chief. The supervising Assistant Chief will circulate the recommended findings and proposed discipline to the Director and the Captain of IAD. After receipt of the recommended findings and proposed discipline, the supervising Assistant Chief, the Director or the Captain of IAD may controvert the RU Manager's recommended findings and/or proposed discipline.**
- 3. Police Review Board meeting. If the recommended findings and/or proposed discipline are controverted, the Bureau shall schedule a Police**

Review Board meeting on the complaint. As specified in Code Section 3.20.140, the Police Review Board shall also hold a meeting for review of a case if it involves an officer-involved shooting, physical injury caused by an officer that requires hospitalization, an in-custody death, a less lethal incident where the recommended finding is "out of policy" or if the investigation resulted in a recommended sustained finding and the proposed discipline is suspension without pay or greater.

4. Notification and Appeals of Type I and III complaints without Police Review Board meeting. In Type I cases, and Type III cases where the alleged misconduct occurred during an encounter involving a community member, if the recommended findings are not sent to the Police Review Board for a meeting, the Director shall send a letter to the complainant explaining the disposition of the complaint and add any appropriate comment regarding the reasoning behind the decision. IPR will notify the complainant that they have a right to request a review of the Bureau's recommended findings to the Committee and provide an appeal form. The Bureau will notify the involved member regarding the disposition of the complaint. The Bureau will notify the involved member of the right to request a review of the recommended findings to the Committee. The Bureau will be responsible for providing the member and union representative with the appeal form. A copy of the communications sent by IPR and IAD will be placed into the AIM data base or other appropriate database for both IPR and IAD review.
5. Notification and Appeals of Type I and III complaints after Police Review Board hearing. In Type I cases and Type III cases where the alleged misconduct occurred during an encounter with a community member and the recommended findings are sent to the Police Review Board for a meeting, the Director shall send a letter to the complainant explaining the disposition of the complaint and add any appropriate comment regarding the reasoning behind the decision. IPR will notify the complainant that they have a right to request a review of the recommended findings to the Committee and provide an appeal form. The Bureau will notify the involved member regarding the proposed findings of the Police Review Board. The Bureau will notify the involved member of the right to request a review of the recommended findings to the Committee. The Bureau will be responsible for providing the member and union representative with the appeal form. A copy of the communications sent by IPR and IAD will be placed into the AIM data base or other appropriate data base for both IPR and IAD review.
6. No appeal of Type II and certain Type III complaints. In Type II cases and Type III cases that involve alleged member misconduct that does not occur during an encounter involving a community member, the recommended findings may not be appealed to the Committee.

7. Nothing in this section prohibits the Bureau from terminating the employment of a probationary officer without following the procedures of this section.

**3.21.130 Communications.**

The IPR shall ensure that the complainant and member complained about are informed of the progress and status of the complaint or appeal. Communication may be accomplished orally or by first class mail.

**3.21.140 Filing of requests for review.**

- A. Any complainant or member who is dissatisfied with an investigation of alleged member misconduct that occurred during an encounter with a community member may request a review.
- B. The request for review must be filed within 30 calendar days of the complainant or member receiving IPR's notification regarding disposition of the case. The Director may adopt rules for permitting late filings.
- C. A request for review must be filed in writing personally, by mail or email with the IPR Office, or through other arrangements approved by the Director.
- D. The request for review shall include:
1. The name, address, and telephone number of the appellant;
  2. The approximate date the complaint was filed (if known);
  3. The substance of the complaint;
  4. The reason or reasons the appellant is dissatisfied with the investigation.
- E. The complainant or member may withdraw the request for review at any time.

**3.21.150 Reviews and Supplementary Investigations.**

A complaint resulting in an investigation may be reviewed or supplemented with additional investigative work as a result of an appeal. The IPR will act in accordance with applicable provisions of the collective bargaining agreements covering Bureau personnel when it participates in an IAD investigation, or when it initiates an investigation. The Director shall conduct a preliminary review of IAD's investigation and may conduct an investigation to supplement IAD work. The Director shall decide:

- A. If no further investigation and consideration of evidence is warranted the Director shall inform the complainant or member of the basis for the decision and the opportunity for a hearing before the Committee or,

- B.** If additional investigation and consideration of evidence is warranted the Director shall request IAD reconsider its efforts and results. The Director shall review the additional work of IAD and may conduct supplemental investigation. The Director shall schedule the appeal for a hearing before the Committee.

**3.21.160 Hearing Appeals.**

- A.** Appeal hearings may be conducted either at the following points:
- 1.** When a complainant or member appeals the finding the Committee shall decide:
    - a.** If the finding is supported by the evidence. The Director shall inform the complainant, member, IAD and the Chief of the Committee's decision and close the complaint; or
    - b.** If the finding is not supported by the evidence. The Committee shall inform the complainant, member, IAD and the Chief of what finding should have been made. The Director shall schedule a hearing before Council for final disposition. The Committee shall select one of its members to represent the Committee's viewpoint before Council.
  - 2.** In its hearing the Council shall decide:
    - a.** If the finding is supported by the evidence. The Director shall inform the complainant, member, IAD and the Chief of the Council's decision and close the complaint; or
    - b.** If the finding is not supported by the evidence. The Council shall decide what the finding is. The Director shall inform the complainant, member, IAD and the Chief of the Council's decision and close the complaint.
- B.** In reviewing the investigation, the Committee may examine the appeal form and any supporting documents, the file and report of the IAD and IPR, and any documents accumulated during the investigation and may listen to the tape recordings of the witnesses produced by IPR and IAD. The Committee may receive any oral or written statements volunteered by the complainant or the member or other officers involved or any other citizen. The complainant or member may appear with counsel.
- C.** In reviewing the investigation, the Council may examine the appeal form and any supporting documents, the file and report of the IAD and IPR, and any documents accumulated during the investigation and may listen to the tape recordings of the witnesses produced by IPR and IAD. The Council may receive any oral or written

statements volunteered by the complainant or the member about whether or not they believe the finding is or is not supported by the evidence in the record. No new evidence may be introduced in the hearing. The complainant or member may appear with counsel.

**D. Witnesses.**

1. The Committee and Council may require within its scope of review the investigators and Commander of IAD and the Director to appear and answer questions regarding the investigation and may also require the responsible Bureau Commander to answer questions regarding the basis and the rationale for a particular decision.
2. Other Witnesses. Other witnesses shall not be required to appear involuntarily before the Committee.
3. Council may utilize the full powers granted by Section 2-109 of the Charter, including the power to compel the attendance and testimony of witnesses, administer oaths and to compel the production of documents and other evidence. The power to compel the attendance and testimony of witnesses in accordance with City Code Section 3.21.160 C.3. shall not be delegated by the Council to the Committee.

**3.21.170 Monitoring and Reporting**

(Amended by Ordinance No. 181483, effective January 18, 2008.)

- A. The Director shall develop a data system to track all complaints received, develop monthly reports to inform IAD and the Chief regarding IAD workload and performance, and inform complainants and members regarding the status of complaints and appeals.
- B. The Director shall use complaint and OMF Risk Management Division data to support the Bureau's Early Warning System.
- C. The Director shall work with the Committee to develop recommendations to modify Bureau policies and procedures in order to prevent problems, improve the quality of investigations, and improve police-community relations.
- D. The Director shall work with the Committee to develop quarterly and annual summary reports for the Chief, Commissioner in Charge, Council and public on IPR and IAD activities, policy recommendations, and Bureau follow-through on recommendations. The report may include analysis of closed files which were not appealed, but it is not the intent that the files be reopened.

**3.21.180 Increasing Public Access**

- A. The Director shall work with the Committee to make complaint forms available in formats and locations to reach as many community members as possible.
- B. The Director shall work with the Committee to develop programs to educate the public about the IPR and the importance of reporting problems.
- C. The Director shall work with the Committee to develop programs to educate Bureau personnel on the complaint process, mediation, and IPR activities. Bureau personnel shall be informed that the IPR is the primary means for citizens to file complaints.
- D. The IPR, Committee and Bureau shall develop guidelines for situations when a commander or supervisor in a precinct is directly contacted by a complainant with a complaint. In general, they may intervene and attempt to resolve the complaint themselves, but they must also inform complainants that they can still file with IPR if they do not achieve satisfaction.

### **3.21.190 Response of Chief.**

- A. The Chief, after reviewing a report provided by the IPR under City Code Section 3.21.170, shall respond promptly to IPR in writing, but in no event more than 60 days after receipt of the report. The response shall indicate what, if any, policy or procedural changes are to be made within the IAD or the Bureau.
- B. If the Chief fails to respond within 60 days after receipt of the Committee Report, the Auditor shall place the matter on the Council Calendar, for consideration by City Council, within 15 days thereafter.

### **3.21.200 Limitation on Power.**

The Committee and Director are not authorized to set the level of discipline for any member pursuant to any request for review made under this Chapter. However, this Section shall not be construed to limit the authority granted to City Council by the City Charter, City Code, state statutes, and other applicable law.

### **3.21.210 Subpoenas.**

IPR shall have the authority to issue subpoenas for the purpose of compelling witness testimony or the production of documents, photographs, or any other evidence necessary for IPR to fully and thoroughly investigate a complaint or conduct a review.

IPR personnel will not subpoena a sworn Bureau member employed by the Portland Police Bureau, but is authorized to direct Bureau members to cooperate with administrative investigations as described in 3.21.120.

Any person who fails to comply with a subpoena will be subject to contempt proceedings as prescribed by State law; provided that such persons shall not be required to answer any question or act in violation of rights under the constitutions of the State or of the United States.