

## **ORDINANCE No.**

\*Establish Police Review Board and to 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 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 3.20 is amended by adding a new code section 3.20.145 as shown in Exhibit B. This new code section shall apply to complaints filed on or after the effective date of the code section, as specified in Section 3 of this ordinance;

- c. 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; and
- d. The Portland Police Bureau shall review and revise its directives to the extent that the directives conflict with these code provisions.

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 and new code section 3.20.145 shall be effective from and after 30 days after the effective date of the ordinance.

Passed by the Council:

Auditor LaVonne Griffin-Valade  
Commissioner Randy Leonard

Prepared by: Mary-Beth Baptista, Director of IPR  
Date Prepared: March 4, 2010

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

Deputy



**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 Portland Police Bureau (“Bureau”) non-probationary sworn officers (“officers”) 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 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)** Bodily harm caused by an officer resulting in medical treatment

**(3)** All in custody deaths

**(4)** Less than lethal incidents where the recommended finding is “out of policy”

**d.** All completed Equal Employment Opportunity investigations

**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 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. The Review Board shall make recommendations as to discipline based on discipline guidelines developed by the Bureau and consistent with the Bureau of Human Resources' Administrative Rules.

C. Composition of Board

1. The Board shall be composed of five voting members and eight advisory members:

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.
- (b) The Auditor shall have the authority to remove citizen members from the pool at the Auditor's sole discretion.
- (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.

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

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. All officer involved shootings
- b. Bodily harm caused by an officer resulting in medical treatment
- c. All in custody deaths
- d. Less than lethal incidents where the recommended finding is "out of policy"

D. Access to information

1. All voting members of the Board shall have access to necessary and relevant documents and an equal opportunity to participate in Board deliberations.
2. The RU manager or designee will provide all members of the Board with written documentation of the findings, reasoning behind the decision and the proposed discipline at least 14 days before the Board's meeting on a matter. The RU manager will attend and remain for the duration of the meeting to answer any questions from the 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. The voting members of the Board shall schedule a meeting to select a facilitator based on recommendations from the Commissioner in Charge.

2. The Bureau shall be responsible for any costs associated with facilitation of the Board.

**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:

a. A recitation of the facts of the case, the recommendation of the Board, and an analysis of the Board's rationale for its recommendation, and a record of each Board member's vote.

b. In the event that the Board is not unanimous, the statement shall contain a portion detailing the minority's position.

2. The Board facilitator shall write the statement of recommended findings and discipline on behalf of the Board and submit the statement to the Chief.

**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 Citizen Review Commission or Council, the Chief may not issue proposed discipline or make recommendations to the Commissioner in Charge.

3. The Director of IPR or Commissioner in Charge may request an expedited hearing by the Citizen's 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 statement of recommended findings and discipline from the Board 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 final decision from the Citizen**

Review Commission or the Council 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.
  - b. The following incidents involving use of force:
    - (1) All officer involved shootings
    - (2) Bodily harm caused by an officer resulting in medical treatment
    - (3) All in custody deaths
    - (4) Less than lethal incidents where the recommended finding is "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 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 collective bargaining agreements.
4. The disciplinary process, including proposed discipline, the opportunity for a due process hearing and a final determination of discipline, if any, shall be completed within the following time frames:
  - a. If the case is eligible for appeal to the Citizen Review Commission, within 90 days after receiving the statement of recommended findings and discipline from the Board 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 final decision from the Citizen Review Commission or the Council in accordance with Code Chapter 3.21.
  - b. If the case is not eligible for appeal to the Citizen Review Commission, within 90 days after receiving the statement of recommended findings and discipline from the Board as described

in this subsection.

- 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. The reports shall 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.

**3.20.145**     **Expeditious Investigations**

- A.     All investigations of Bureau member misconduct shall be initiated within 24 months of the date of the alleged misconduct, absent a showing of good cause. Except as provided in Subsections B. and C. of this Section, the City shall complete its investigation into an allegation of misconduct by a non-probationary sworn Bureau officer no later than six months from the date of the first interview of the officer by the City. The City may extend the investigation to a maximum of 12 months from the date of the first interview, provided that, before the extended period begins, the City provides written notice explaining the reason for the extension to the officer and the officer's chosen representative and union representative, if any.
  
- B.     The time limit provided in Subsection A. of this Section does not apply:
  - 1.     If the investigation involves an officer who is incapacitated or unavailable.
  - 2.     If the investigation involves an allegation of workers' compensation or disability fraud by the officer.
  - 3.     If the officer waives the limit in a signed writing.
  - 4.     If the investigation requires a reasonable extension of time for coordination with one or more other jurisdictions.
  - 5.     If the investigation involves more than one officer and requires a reasonable extension of time.
  
- C.     For the purposes of the time limit provided in Subsection A. of this Section:
  - 1.     If the alleged misconduct is also the subject of a criminal investigation or criminal prosecution, time does not run for the period during which the criminal investigation or criminal prosecution is pending.
  - 2.     If the investigation involves a matter in civil litigation in which the officer is a named defendant or the officer's actions are alleged to be a basis for liability, time does not run for the period during which the civil action is pending.
  - 3.     If the investigation is the result of a complaint by a person charged with a crime, time does not run for the period during which the criminal matter is pending.

## 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.
- 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 the findings of an IAD or IPR investigation of alleged member misconduct.
- R. “RU 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, m~~Monitor~~ and conduct investigations. IPR is authorized to initiate, monitor and conduct 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 internal investigation into misconduct before initiating the investigation.
- E. Compel review. In accordance with the procedures of Code Section 3.20.140, IPR may compel review by the Police Review Board of any findings of or discipline imposed by an RU Manager or Commanding Officer resulting from an internal investigation of a member. IPR may compel review by the Police Review Board on the basis of discipline whether or not discipline was imposed as a result of the investigation.
- FD. Communicate with Complainants. ~~to~~ 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. ~~¶~~ IPR will explain the appeal options to complainants and schedule hearings before the Committee and Council.
- HF.** Recommend policy changes. ~~¶~~ 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. ~~¶~~ 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, ~~¶~~ 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 may ~~¶~~ 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 may ~~¶~~ hire a qualified person to review closed investigations pertaining to officer-involved shootings and deaths in custody on an ongoing basis. ~~¶~~ IPR may 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 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. Members may be subject to penalty for violation of applicable state law, including ORS 162.235 and 162.305.
- 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 based on the judgment of the Director that a review 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.
- 4.** Complaint Type IV: Bureau supervisors may generate complaints about poor member performance or minor 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.** Make a case handling decision;
  - c.** When appropriate, assign an IPR/IAD Case Number; 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 either repeat the question to the member 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 may conduct an independent investigation based on the judgment of the Director 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 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 either repeat the question 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 the complaint to the Bureau with a recommendation that the complaint be handled as a Service Improvement Opportunity. 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 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 no misconduct was committed and it is more likely than not that additional investigation would not lead to a different conclusion.

**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 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 either repeat the question to the member 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 judgment of the Director 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 either repeat the question 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 the complaint to the Bureau with a recommendation that the complaint be handled as a Service Improvement Opportunity. 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. Within 21 days of receiving the completed investigation, the IPR Director may initiate a Type III complaint investigation at their discretion.

**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 within 21 business days 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 findings or 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 findings and proposed discipline to the supervising Assistant Chief within 45 days of receiving the investigation. The supervising Assistant Chief will circulate the findings and proposed discipline to the Director and the Captain of IAD. Within 14 days after receipt of the findings and proposed discipline, the supervising Assistant Chief, the Director or the Captain of IAD may controvert the RU Manager's findings and/or proposed discipline.

3. Police Review Board meeting. If the findings and/or discipline are controverted, the Bureau shall schedule a Police Review Board hearing on the complaint. As specified in Code Section 3.20.140, the Police Review Board shall also hold a hearing for review of a case if it involves an officer-involved shooting, bodily harm caused by an officer resulting in medical treatment, an in-custody death, a less than lethal incident where the recommended findings is "out of policy" or if the investigation resulted in a 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 hearing. In Type I cases, and Type III cases where the alleged misconduct occurred during an encounter involving a community member, if the findings are not sent to the Police Review Board for a hearing, 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 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 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 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 findings are sent to the Police Review Board for a hearing, within 7 days after the Police Review Board makes its recommendation 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 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 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 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 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.

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.