

**Police Accountability Commission**  
**Quarterly Report to the Portland City Council**  
**April-June 2023**



**Introduction**

The Police Accountability Commission (PAC) was convened in December 2021 and held its Organizational, Fact-Finding, and Powers and Duties Phases of Work through February 2023. It then entered the Structure and Details phase, which began February 27, 2023, and extended into May 2023. Finally, the PAC entered the Transition Plan and Broader System phase in May 2023. This is the quarterly report of the City of Portland Police Accountability Commission covering April through June 2023.

In mid-May 2023, the Police Accountability Commission completed its Structure and Details Phase with the approval of three outcome documents:<sup>1</sup>

1. PAC Areas of Agreement on Board Membership (approved 05-08-2023)<sup>2</sup>
2. PAC Areas of Agreement on Oversight Staff (approved 05-08-2023)<sup>3</sup>
3. PAC Areas of Agreement on Reporting and Transparency (approved 04-13-2023)<sup>4</sup>

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<sup>1</sup> <https://www.portland.gov/police-accountability/key-documents-and-information/decisions-pac>

<sup>2</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-board-membership>

<sup>3</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-oversight-staff>

<sup>4</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-reporting-and-transparency>

During the remainder of the reporting period, the Police Accountability Commission began its Transition Plan and Broader System phase of work. It is expected to end during the third quarter of 2023, with the approval of three documents:<sup>5</sup>

1. **Transition Plan**, outlining how the City will transition from the current oversight system to the new one
2. **Areas of Agreement on Broader System**, which will describe how the new oversight system will fit into the broader system of city, state, and other governmental entities
3. **Areas of Agreement on Name and Other Details**, which will provide a name for the community police oversight board and the bureau that will report to it

During the second quarter of 2023, the Police Accountability Commission held thirty-six meetings and events, including ten full commission meetings, seven community engagement events, one discussion group, one City Council Work Session, one Executive Session, and sixteen sub-committee public meetings. Of these, twelve meetings were part of the Structure and Details Phase: two of the Sub-Committee on Oversight Staff, three of the Sub-Committee on Board Membership, and the remainder were full Commission meetings. The remaining thirteen public meetings were part of the Transition and Broader System phase: six meetings of the Sub-Committee on Transition Plan, five of the Sub-Committee on Broader System, and three full Commission meetings.

The PAC appreciates that Council offices sent representatives to observe PAC meetings during the quarter. We thank members of Council and Council staff for your interest in and support for our work.

## **Background**

Following the murder of George Floyd in May 2020 by Minneapolis police and amidst a nationwide reassessment of police accountability and oversight systems, the Portland City Council adopted Resolution 37499 on July 29, 2020.<sup>6</sup> This resolution placed Ballot Measure 26-217 on the November 2020 ballot for the consideration of Portland voters.<sup>7</sup> Voters approved the ballot measure by an 82%-18% margin in November 2020.<sup>8</sup> The ballot measure authorized a new, independent community police oversight board & accountability and disciplinary system for the Portland Police Bureau (PPB).

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<sup>5</sup> <https://www.portland.gov/police-accountability/documents/pac-agenda-and-scope-03-30-2023>

<sup>6</sup> <https://www.portland.gov/sites/default/files/2021/portland-city-council-resolution-37499-07-29-2020.pdf>

<sup>7</sup> <https://www.portland.gov/sites/default/files/2021/portland-ballot-measure-26-217-11-03-2020.pdf>

<sup>8</sup> <https://www.portland.gov/elections/elections-results#toc-city-measure-election-results>

The City Council, in Resolution 37527, stated that “the Commission is tasked with developing the structure and processes of the new oversight system and ensuring that the requirements of the framework within the City Charter are met.”<sup>9</sup> Charter language may not be changed without a vote of the public. The PAC is working within those parameters to develop recommendations that build upon the Charter and deliver a new oversight system for Portland.

The PAC held its first two public meetings in December 2021, and began its Organizational Phase of work, which extended through the end of March 2022. This work resulted in four guiding documents: Values and Goals, Agenda and Scope, Bylaws, and a Community Engagement Framework. These documents helped inform the tasks, broken into six phases, that the commission will complete. The second phase (Fact-Finding) and third phase (Powers and Duties) began in April 2022 and ended in February 2023. The fourth phase (Structure and Details) began in February and ended in May 2023, and the fifth phase (Transition Plan and Broader System) began in May 2023 and will extend past this reporting period.

## **Key Outcomes of Structure and Details Phase**

### **Reporting and Transparency**

The Police Accountability Commission approved Areas of Agreement on Reporting and Transparency on April 13, 2023.<sup>10</sup> The draft had been referred from the Sub-Committee on Reporting and Transparency on March 23, 2023.<sup>11</sup> The document included three sections:<sup>12</sup>

- **“Transparency in Meetings and Hearings”**, which explains that meetings will be public to the extent allowable by law, that there will be time for public comment at each meeting, and that the Board will host local stakeholders and public officials during meetings.
- **“Reporting to the Public and City Council”**, which outlines the requirement of an annual report published by the Board as well as its contents, the availability of data, the accessibility of communications to the public, and the level of confidentiality regarding Board members, complainants, officers, and witnesses.

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<sup>9</sup> <https://www.portland.gov/police-accountability/documents/city-council-resolution-37527-12-16-2020/>

<sup>10</sup> <https://www.portland.gov/police-accountability/events/2023/4/13/police-accountability-commission-meeting-w-commissioner>

<sup>11</sup> <https://www.portland.gov/police-accountability/events/2023/3/23/pac-sub-committee-reporting-and-transparency>

<sup>12</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-reporting-and-transparency>

- **“Information Distribution and Community Engagement”**, which describes the way in which information, complaint forms, and public educational information will be distributed.

## Oversight Staff

The Sub-Committee on Oversight Staff referred the draft Areas of Agreement on Oversight Staff to the full commission on April 17.<sup>13</sup> The full commission discussed the document, adjusting the text and approving it on May 8.<sup>14</sup> The document consisted of three sections:<sup>15</sup>

- **“Bureau Director,”** which explains the required qualifications, hiring process, and authority and duties of the Director as well as the Director’s performance reviews which will be completed by the Board;
- **“Staff Structure, Qualifications, Duties, and Board Involvement in Hiring,”** which discusses hiring restrictions for oversight staff; the auditor/monitor/inspector general position and their access to information; independent legal counsel; staff training, qualifications, and duties; and finally, supportive services offered to staff such as mental health care; and
- **“Position and Other Logistics Within the City,”** which explains the allocated budget to the new oversight system, the office location within the City structure, the organizational position of the Bureau within the City, and suggested hours of operation.

## Board Membership

Finally, the Police Accountability adopted Areas of Agreement on Board Membership, which includes eight sections:<sup>16</sup>

- **“Size of the Board and Panel Sizes,”** which explains that the Board will consist of 33 community volunteers and at least five alternates. This section also discusses the Board’s ability to create panels for hearings and form subcommittees.
- **“Qualifications and Selection criteria,”** which includes information regarding the makeup of the Board and the necessity for diversity among its members, the direction that some Board members should possess subject matter expertise, and restrictions on Board membership.

<sup>13</sup> <https://www.portland.gov/police-accountability/events/2023/4/17/pac-sub-committee-oversight-staff>

<sup>14</sup> <https://www.portland.gov/police-accountability/events/2023/5/8/police-accountability-commission-meeting>

<sup>15</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-oversight-staff>

<sup>16</sup> <https://www.portland.gov/police-accountability/pac-areas-agreement-board-membership>

- **“Recruitment and Appointment Process,”** which includes information such as geographic requirements of candidates, which City bureaus should assist with filling vacancies on the Board, and explains that members will be appointed by City Council.
- **“Member Support and Compensation,”** including details regarding reimbursement for expenses incurred by members, as well as financial support to the degree allowed by law.
- **“Onboarding Process and Training,”** which outlines the minimum training required by members of the Board, delivered by staff, experts, and other Board members that possess subject matter expertise relevant to the Board’s work.
- **“Term Lengths and Renewability”** describes the 3-year term length of Board members and explains that members may apply to renew their term up to two times.
- **“Removal Requirements and Process”** outlines good cause for removal of Board members, including situations such as unexcused absences, conflicts of interest, breach of confidentiality, etc.
- **“Internal Processes, Including Quorum”** gives the Board the ability to write its own bylaws and defines the minimum level of Board attendance required for the Board or a panel to make decisions.

The Sub-Committee on Board Membership completed its work and referred the draft document to the full commission on April 20, 2023.<sup>17</sup> The full commission reviewed the document, approving it on May 8, 2023.<sup>18</sup>

### **Transition Plan and Broader System Phase**

The Police Accountability Commission has now entered the Transition Plan and Broader System phase of work, the fifth of six defined phases under the PAC Agenda and Scope document.<sup>19</sup> Full commission Co-Chairs Charlie Michelle-Westley, Katherine McDowell, and KC Lewis completed their term of service when the Structure and Details phase ended, and the Commission approved commissioners Debbie Aiona, Tim Pitts, and Christian Orellana Bauer as co-chairs for the Transition Plan and Broader System phase. Over the course of the quarter, the commission also approved two co-chairs each for the two sub-committees. This phase of work will result in three documents: a Transition

<sup>17</sup> <https://www.portland.gov/police-accountability/events/2023/4/20/pac-sub-committee-board-membership>

<sup>18</sup> <https://www.portland.gov/police-accountability/events/2023/5/8/police-accountability-commission-meeting>

<sup>19</sup> <https://www.portland.gov/police-accountability/agenda-and-scope>



Plan, Areas of Agreement on Broader System, and Areas of Agreement on Name and Other Details.

## **Transition Plan**

The Police Accountability Commission formed the Sub-Committee on Transition Plan based on its Agenda and Scope document (updated 03-30-2023). The PAC defined one of the outcome documents for the Transition Plan and Broader System phase as a “Transition Plan,” including how Portland will transition from the current oversight system to the new oversight system, whether existing staff will get preference in hiring, and determining key dates and the transfer of responsibilities.<sup>20</sup>

The Sub-Committee on Transition Plan was tasked with drafting a transition plan document to refer to the full PAC for approval. During this quarter, the sub-committee met six times, concluding its work by referring a draft Transition Plan to the full commission on June 26. During the period covered by this quarterly report, the sub-committee split its work into six sections, assigning members to begin drafting text based on sub-committee discussions and prior PAC agreements. The sub-committee developed an overview of the transition timeline; outlined the details of how the initial Board members and Staff would be appointed, hired, and trained; and developed how portions of the current system would wind down. The sections in the document included:

- **Overview of the Timeline**
  - How long will each part of the process take, and when can the new system be expected to take effect?
- **Transition Team and Budget Access**
  - Who will manage the transition and work to onboard new staff and Board members? What is the timeline of transition team tasks?
- **Initial Member Appointment and Training**
  - How will the initial Board members be selected and who will provide the initial training?
- **Initial Staff Hiring and Training**
  - Priority positions for hiring during the transition phase, training responsibilities and contents
- **Transfer of Files and Information from Current Systems**
  - Determine what information will be shared and how the sharing of information will be facilitated.

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<sup>20</sup> <https://www.portland.gov/police-accountability/agenda-and-scope>

- **Post-Transition Period**

- How will the work of the affected parts of the current system conclude?

## **Broader System**

The PAC formed the Sub-Committee on Broader System also based on its Agenda and Scope document. The PAC defined the Areas of Agreement on Broader System as focusing on:<sup>21</sup>

- **The Oversight Board and its relation to City Government**

- How the Board will fit within the City structure while maintaining its independence and forming relationships with other parts of the City such as: the PPB, the Mayor and City Council, the City Attorney's office, other City advisory entities, etc.

- **The Board's Relationship with County Government**

- How the Board will relate to county entities such as the District Attorney's office and other Law Enforcement entities.

- **The Board's Relationship with State Government**

- How the Board will interact with state agencies, including information sharing and the obligation to follow all applicable state laws and regulations.

- **The Board's Relationship with the Federal Government**

- How does the Board relate to the DOJ and the Settlement Agreement process?

- **The Board's Relationship with other Oversight Entities**

- How the Board will maintain working relationships with regional, national, and international groups focused on law enforcement oversight.

This sub-committee met five times during the second quarter of 2023, referring the draft document to the full commission on June 20. The full PAC began reviewing this document at its June 29 meeting, and consideration continued into the following quarter.

## **Name and Other Details**

The PAC was also tasked with deciding on a name for the community oversight board, as well as the oversight bureau. The PAC examined names of other oversight systems throughout the country and distributed a survey to PAC members to gather input on what the names of the new system should include. After receiving and discussing the results of the survey, the PAC determined finalist name options, and at the end of the reporting

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<sup>21</sup> <https://www.portland.gov/police-accountability/agenda-and-scope>

period sent out a public survey for community members to share their thoughts and preferences. The PAC will decide on a name for the oversight board and bureau in the third quarter of 2023.

### **Additional Second Quarter Activities**

During the second quarter of 2023, the PAC held two formal briefings: on April 13, 2023 the full Commission was briefed by Commissioner Rene Gonzalez,<sup>22</sup> and on June 12, 2023, the Sub-Committee on Transition Plan was briefed by representatives from the Citizen Review Committee.<sup>23</sup> Volunteer members of other City advisory groups focused on police and policing (including the Citizen Review Committee, the Portland Committee on Community-Engaged Policing, the Focused Intervention Team Community Oversight Group, and the Police Bureau-wide Advisory Committee) visited informally and provided views in public comment or at community engagement events. The PAC thanks these community members for coming to take part in the Commission's work.

The PAC also continued to complete its ongoing tasks, including testimony and engagement with stakeholders and those affected by the current system regarding the PAC's proposed changes; consultation with the City Attorney's office; and reports to the City Council on progress, including this quarterly report. Near the end of the quarter, the City also retained outside legal counsel to provide legal advice and support to the PAC going into the third quarter of 2023.

### **Community Engagement**

The Police Accountability Commission, during the second quarter of 2023, continued to hold community engagement events at an accelerated pace. During this quarter the PAC held six community engagement events and one discussion group. These included:

- Three Community Information Sessions:
  - April 8, 2023 – East Portland Community Center
  - June 7, 2023 – St. John's Community Center
  - June 27, 2023 – Virtual

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<sup>22</sup> <https://www.portland.gov/police-accountability/events/2023/4/13/police-accountability-commission-meeting-w-commissioner>

<sup>23</sup> <https://www.portland.gov/police-accountability/events/2023/6/12/pac-sub-committee-transition-plan-w-crc>



- Three private Community Listening Sessions:
  - April 11, 2023 – Portland Business Alliance<sup>24</sup>
  - May 13, 2023 – Pacific Northwest Family Circle
  - June 8, 2023 – BIPOC Caucus Meeting
- One Discussion Group:
  - June 27, 2023 – Spanish-Speaking Portlanders

The PAC plans to hold nine more Community Engagement Events throughout July and August 2023. The PAC also planned ten additional Discussion Groups which aim to get feedback from community members with experience in police accountability in Portland, as well as traditionally-underserved community members, for the PAC to take into consideration in their review of their recommendations. Support for these activities during the third quarter will come from contracted support which was finalized at the end of the second quarter of 2023.

## **Internal Processes**

### **Member Appointments**

The Commission had nineteen positions filled by volunteer community members, out of twenty total, at the beginning of the period covered by this report. On June 28, the City Council appointed a new member (Resolution 37622), and the PAC ended the reporting period with all twenty positions filled.<sup>25</sup>

### **Staff Support**

The PAC was supported by 2.25 FTE of staff support from the Community Safety Division at the end of the previous quarter. One of the part-time staff members supporting the PAC left this role at the beginning of the quarter. In April, the City hired a full-time Research and Policy Coordinator to support the PAC. The full-time Engagement and Communications Coordinator, a Project Assistant providing roughly 10 hours of support per week, and the Advisory Boards and Commissions Unit Manager, providing

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<sup>24</sup> The Portland Business Alliance has subsequently changed its name to the Portland Metro Chamber. It was still known as the Portland Business Alliance at the time of this event.

<sup>25</sup> <https://www.portland.gov/council/documents/resolution/adopted/37622>

roughly 30 hours a week of support, continued in their roles. The PAC therefore ended the quarter with roughly 3.0 FTE of staff support.

**Request to City Council to fund PAC staff positions for 2023-2024 fiscal year**

On May 4, the PAC discussed the staffing and budget of the commission during a public meeting. The commission's decision was to formally request that the Portland City Council fund the PAC Engagement and Communications Coordinator position and the PAC Research and Policy Coordinator position through the final decisions of the City Council on the PAC-recommended code change provisions.

This is estimated to occur in June 2024, based on the PAC's estimated timeline for implementation of paragraph 195b of the *USDOJ v. City of Portland Settlement Agreement*.

The PAC thanks the Mayor's office for communicating that staff will be retained until at least September 15, 2023, and continues to support a longer timeframe for staff to ensure adequate staff support for consideration of PAC recommendations.

**What's Next**

The Police Accountability Commission Agenda and Scope, as revised March 30, outlined the designated tasks of the Police Accountability Commission during the ongoing Transition and Broader System phase.

The Sub-Committee on Transition Plan and the Sub-Committee on Broader System have both concluded discussions on their draft documents and referred them to the full commission on June 26 and June 20, respectively. The PAC has also scheduled full commission meetings in July to conclude discussions on those two sub-committees' work and approve the final documents.

Finally, the Commission began planning community engagement events for the third quarter of 2023, including both public and private Community Information Sessions scheduled through August 22, 2023.

The full Police Accountability Commission event calendar can be found at:  
<https://www.portland.gov/police-accountability/events>

**Appendix A:****Meetings of the Police Accountability Commission from April – June 2023**

April 3, 2023	PAC Sub-Committee on Oversight Staff
April 6, 2023	PAC Sub-Committee on Board Membership
April 8, 2023	PAC East Portland Community Listening Session
April 10, 2023	PAC Sub-Committee on Board Membership
April 11, 2023	PAC Community Engagement Event with the Portland Business Alliance <sup>26</sup>
April 13, 2023	Police Accountability Commission Meeting
April 17, 2023	PAC Sub-Committee on Oversight Staff
April 20, 2023	PAC Sub-Committee on Board Membership
April 24, 2023	Police Accountability Commission Meeting
April 27, 2023	Police Accountability Commission Meeting
May 1, 2023	PAC Executive Session and Police Accountability Commission Meeting
May 4, 2023	Police Accountability Commission Meeting
May 8, 2023	Police Accountability Commission Meeting
May 11, 2023	Police Accountability Commission Meeting and PAC Executive Session
May 13, 2023	PAC Community Engagement Event with the Pacific NW Family Circle
May 15, 2023	PAC Sub-Committee on Transition Plan
May 18, 2023	PAC Sub-Committee on Broader System
May 23, 2023	City Council Work Session on the Police Accountability Commission
May 25, 2023	PAC Sub-Committee on Transition Plan
May 30, 2023	PAC Sub-Committee on Broader System
June 1, 2023	Police Accountability Commission Meeting
June 5, 2023	PAC Sub-Committee on Transition Plan
June 7, 2023	PAC Community Information Session
June 8, 2023	PAC Community Engagement Event with the Oregon Legislative BIPOC Caucus
June 8, 2023	PAC Sub-Committee on Broader System
June 12, 2023	PAC Sub-Committee on Transition Plan
June 13, 2023	PAC Sub-Committee on Broader System

<sup>26</sup> The Portland Business Alliance has subsequently changed its name to the Portland Metro Chamber. It was still known as the Portland Business Alliance at the time of this event.

June 15, 2023	Police Accountability Commission Meeting
June 20, 2023	PAC Sub-Committee on Broader System
June 22, 2023	PAC Sub-Committee on Transition Plan
June 26, 2023	PAC Sub-Committee on Transition Plan
June 27, 2023	PAC Discussion Group – Spanish-Speaking Portlanders
June 27, 2023	PAC Community Information Session
June 29, 2023	Police Accountability Commission Meeting

Full event calendar at: <https://www.portland.gov/police-accountability/events/past>

## **Appendix B:**

### **Decisions of the Police Accountability Commission from April-June 2023**

1. PAC Areas of Agreement on Reporting and Transparency (04-13-2023)  
<https://www.portland.gov/police-accountability/pac-areas-agreement-reporting-and-transparency>
2. PAC Areas of Agreement on Oversight Staff (05-08-2023)  
<https://www.portland.gov/police-accountability/pac-areas-agreement-oversight-staff>
3. PAC Areas of Agreement on Board Membership (05-08-2023)  
<https://www.portland.gov/police-accountability/pac-areas-agreement-board-membership>