S. AMANDA MARSHALL, OSB #95347

United States Attorney

District of Oregon

ADRIAN L. BROWN, OSB #05020

adrian.brown@usdoj.gov

BILLY J. WILLIAMS, OSB # 90136

Bill.Williams@usdoj.gov

Assistant United States Attorneys

United States Attorney's Office

District of Oregon

1000 SW Third Avenue, Suite 600

Portland, Oregon 97204-2902

Telephone: (503) 727-1003

Facsimile: (503) 727-1117

THOMAS E. PEREZ

Assistant Attorney General

ROY L. AUSTIN, JR.

Deputy Assistant Attorney General

JONATHAN M. SMITH

Chief

LAURA COON

Special Counsel

R. JONAS GEISSLER

jonas.geissler@usdoj.gov

MICHELLE JONES

michelle.jones2@usdoj.gov

Senior Trial Attorneys

Special Litigation Section

Civil Rights Division

U.S. Department of Justice

50 Pennsylvania Ave., NW

Washington, D.C. 20530

Telephone: (202) 514-6255 Facsimile: (202) 514-4883

Attorneys for Plaintiff, United States

UNITED STATES DISTRICT COURT

DISTRICT OF OREGON

PORTLAND DIVISION

TIN	HTTD	STATES	OF AM	EDICA
UI	บบบ	SIAILS	OF AM	EKILA.

Case No.	
----------	--

Plaintiff,

COMPLAINT

THE CITY OF PORTLAND,

v.

Defendant.

Plaintiff, the United States of America, brings this civil action pursuant to the Violent Crime Control and Law Enforcement Act of 1994, 42 U.S.C. § 14141, for injunctive relief, and alleges as follows:

1. This action seeks to remedy a pattern or practice of unconstitutional uses of force by officers of the Portland Police Bureau. Too frequently, persons who have or are perceived to have mental illness and are in crisis are subjected to unnecessary or excessive force by police officers. The Portland Police Bureau lacks adequate policies to guide officers in these circumstances, or training, supervision and accountability measures necessary to ensure that officers comply with the constitutional rights of people in mental health crisis.

I. <u>JURISDICTION AND VENUE</u>

- 2. This Court has jurisdiction of this action under 28 U.S.C. §§ 1331 and 1345.
- 3. The United States is authorized to initiate this action pursuant to the Violent Crime Control and Law Enforcement Act of 1994, 42 U.S.C. § 14141 ("Section 14141"). Under

§ 14141, the United States is authorized to bring suit against a state or local government in order to eliminate a pattern or practice of conduct by law enforcement officers that deprives individuals of rights, privileges or immunities secured or protected by the Constitution or federal law.

- 4. Injunctive relief is sought as authorized by 42 U.S.C. § 14141(b) and 42 U.S.C. § 3789d(c)(3).
- 5. Venue is proper in the District of Oregon pursuant to 28 U.S.C. § 1391.

 Defendant is located or resides in Oregon, and a substantial part of the events or omissions giving rise to this claim occurred in Oregon.

II. PARTIES

- 6. Plaintiff is the United States of America.
- 7. The Defendant is the City of Portland ("City"), which is chartered within the State of Oregon, and is liable for the acts or omissions of the Portland Police Bureau ("PPB"), a law enforcement agency operated by the City.

III. FACTUAL ALLEGATIONS

A. Introduction

- 8. Pursuant to an extensive investigation of the Portland Police Bureau conducted by the United States Department of Justice ("DOJ"), the United States has determined that PPB engages in a pattern or practice of using unlawful force against individuals with actual or perceived mental illness, in violation of their constitutional rights.
- 9. Specifically, PPB officers engage in a pattern or practice of subjecting individuals with actual or perceived mental illness to excessive force in violation of the Fourth Amendment to the Constitution and other laws of the United States. This pattern or practice includes, but is

not limited to, the following: (1) police encounters with such individuals too frequently result in a higher level of force than necessary; (2) officers use electronic control weapons ("ECWs"), commonly referred to as "Tasers," in circumstances when such force is not justified, or deploy ECWs more times than necessary on an individual; and (3) officers use a higher degree of force than justified for low level offenses.

- 10. PPB officers engage in this pattern or practice of constitutional violations while performing law enforcement activities within the scope of their employment. The violations arise from the City's failure to provide adequate policies, training and supervision to PPB officers on the proper use, reporting, and investigation of force.
- 11. The United States seeks injunctive relief to eliminate the Defendant's violations of the law and to ensure that PPB implements sustainable reforms that establish constitutional policing practices. Constitutional policing is an essential element of effective law enforcement. Implementation of constitutional policing practices will enhance public safety for the people of Portland, enable the police to better ensure public safety, and restore public confidence in PPB.

B. Background

12. On June 6, 2011, DOJ publicly announced its investigation, pursuant to Section 14141, to determine whether PPB was engaged in a pattern or practice of using excessive force, particularly against people with mental illness. As part of this investigation, DOJ reviewed hundreds of thousands of pages of documents, including PPB policies and procedures, training materials, internal use of force reports from a period of 18 months, public reports, internal affairs files, and various other documents related to use of force. The investigation also included hundreds of interviews and meetings with PPB officers, supervisors and command staff, as well as Portland City officials and community members. In August of 2011 and February of 2012,

DOJ conducted on-site inspections of and ride-alongs with PPB and hosted dozens of individual interviews with community members, as well as hosted a widely-attended town hall meeting.

- 13. The City and PPB were fully cooperative throughout the investigation. They provided free access to documents and PPB personnel.
- 14. On September 13, 2012, DOJ released its report ("DOJ Findings Letter") announcing that it had found reasonable cause to believe that PPB is engaging in a pattern or practice of using excessive force in encounters involving people with actual or perceived mental illness. DOJ's investigation also identified serious deficiencies in policies, training, and officer accountability measures that substantially contributed to the pattern or practice of excessive force.
- 15. Also, on September 13, 2012, DOJ and the City jointly released a signed statement declaring the parties' mutual intent to reach a negotiated settlement agreement to resolve the United States' findings of unconstitutional conduct.

C. PPB Engages in a Pattern or Practice of Conduct that Violates the Fourth Amendment to the Constitution.

- 16. The Defendant, through its acts or omissions, has engaged in a pattern or practice of conduct by PPB officers of using excessive force against individuals with actual or perceived mental illness through the following actions:
- a. Encounters between PPB officers and individuals with actual or perceived mental illness result in a use of force when force is unnecessary, or in the use of a higher level of force than necessary or appropriate, up to and including deadly force. PPB officers have used excessive force against individuals who posed little or no threat and who could not, as a result of their mental illness, comply with officers' commands. PPB officers employ practices that

escalate the use of force where there were clear earlier junctures when the force could have been avoided or minimized.

- b. PPB officers use ECWs in circumstances when ECW use is not justified or use ECWs multiple times when only a single use is justified in encounters with individuals with actual or perceived mental illness. PPB officers use multiple cycles of shock without waiting between cycles to allow the suspect to comply, and fail to utilize control tactics during ECW cycles to properly handcuff subjects without having to resort to repeated ECW shocks.
- c. PPB officers use more force than necessary in effectuating arrests for low level offenses involving individuals who are or appear to be in mental health crisis.
- 17. PPB's pattern or practice of using excessive force against people who have or are perceived to have mental illness, as described in paragraph 16 above, derives from systemic deficiencies in Defendant's policies, training, supervisory oversight, and officer accountability measures.

IV. CAUSE OF ACTION

- 18. The United States re-alleges and incorporates by reference the allegations set forth above.
- 19. Defendant engages in law enforcement practices that result in excessive force against individuals with actual or perceived mental illness in Portland.
- 20. Defendant's actions constitute a pattern or practice of conduct by law enforcement officers that deprives individuals of their rights, privileges, or immunities secured or protected by the Constitution (including the Fourth and Fourteenth Amendments) or the laws of the United States, in violation of 42 U.S.C. § 14141.

21. Unless Defendant is restrained by this Court, PPB will continue to engage in the illegal conduct averred herein, or other similar illegal conduct, against the people of Portland.

V. PRAYER FOR RELIEF

WHEREFORE, the United States prays that the Court:

- 22. Declare that Defendant has engaged in a pattern or practice of conduct that deprives individuals with actual or perceived mental illness of rights, privileges, or immunities secured or protected by the Constitution or laws of the United States in violation of 42 U.S.C. § 14141;
- 23. Order the Defendant, its officers, agents, and employees to refrain from engaging in any of the predicate acts forming the basis of the pattern or practice of conduct described herein;
- 24. Order the Defendant, its officers, agents, and employees to adopt and implement policies and procedures to remedy the pattern or practice of conduct described herein and to prevent PPB officers from depriving individuals who have or are perceived to have mental illness of rights, privileges, or immunities secured or protected by the Constitution or laws of the United States; and

Order such other appropriate relief as the interests of justice may require.

DATED this <u>17th</u> day of <u>December</u>, 2012

25.

Res	Respectfully submitted,					
S. AMANDA MARSHALL United States Attorney District of Oregon	THOMAS E. PEREZ Assistant Attorney General Civil Rights Division JONATHAN M. SMITH Chief, Special Litigation Section					
s/ Adrian L. Brown ADRIAN L. BROWN BILLY J. WILLIAMS Assistant U.S. Attorneys	s/ Laura L. Coon LAURA L. COON Special Counsel s/ R. Jonas Geissler R. JONAS GEISSLER s/ Michelle A. Jones MICHELLE A. JONES Senior Trial Attorneys					

JS 44 (Rev. 09/11)

CIVIL COVER SHEET

The JS 44 civil cover sheet and the information contained herein neither replace nor supplement the filing and service of pleadings or other papers as required by law, except as provided by local rules of court. This form, approved by the Judicial Conference of the United States in September 1974, is required for the use of the Clerk of Court for the purpose of initiating the civil docket sheet. (SEE INSTRUCTIONS ON NEXT PAGE OF THIS FORM.)

I. (a) PLAINTIFFS				DEFENDANTS			
(b) County of Residence of First Listed Plaintiff (EXCEPT IN U.S. PLAINTIFF CASES)				County of Residence of First Listed Defendant (IN U.S. PLAINTIFF CASES ONLY) NOTE: IN LAND CONDEMNATION CASES, USE THE LOCATION OF THE TRACT OF LAND INVOLVED.			
II. BASIS OF JURISDI	ICTION (Place an "X"	in One Box Only)	III. CIT	IZENSHIP OF	F PRINCIPA	AL PARTIES	(Place an "X" in One Box for Plaintiff,
☐ 1 U.S. Government Plaintiff	☐ 3 Federal Question (U.S. Government)	Not a Party)	,	or Diversity Cases One of This State	uly) PTF DEF □ 1 □ 1	Incorporated or Priof Business In This	
☐ 2 U.S. Government Defendant	☐ 4 Diversity (Indicate Citizenship of Parties in Item III)		Citizen o	of Another State	□ 2	Incorporated and F of Business In A	
W MARIDE OF CHI				or Subject of a gn Country	3 3 3	Foreign Nation	□ 6 □ 6
IV. NATURE OF SUIT		Only) ORTS	FORI	FEITURE/PENALT	TY BAN	KRUPTCY	OTHER STATUTES
□ 110 Insurance □ 120 Marine □ 130 Miller Act □ 140 Negotiable Instrument □ 150 Recovery of Overpayment	PERSONAL INJURY □ 310 Airplane □ 315 Airplane Product Liability □ 320 Assault, Libel & Slander □ 330 Federal Employers' Liability □ 340 Marine □ 345 Marine Product Liability □ 345 Motor Vehicle □ 355 Motor Vehicle □ 700 Personal Injury □ 360 Other Personal Injury □ 362 Personal Injury Med. Malpractice CIVIL RIGHTS □ 440 Other Civil Rights □ 441 Voting □ 442 Employment □ 443 Housing/ Accommodations □ 445 Amer. w/Disabilities Employment □ 446 Amer. w/Disabilities Other □ 448 Education	PERSONAL INJUR' 365 Personal Injury - Product Liability 367 Health Care/ Pharmaceutical Personal Injury Product Liability 368 Asbestos Persona Injury Product Liability PERSONAL PROPER 370 Other Fraud 371 Truth in Lending 380 Other Personal Property Damage Product Liability PRISONER PETITION 510 Motions to Vacate Sentence Habeas Corpus: 530 General 535 Death Penalty 540 Mandamus & Oth 550 Civil Rights 555 Prison Condition 560 Civil Detainee - Conditions of	1 625 E 6 690 C 6 690	Orug Related Seizure of Property 21 USC 88	422 Appe 423 With 28 U PROPE 820 Copy 830 Pater 840 Trade 861 HIA 862 Black 863 DIW 864 SSID 865 RSI (eal 28 USC 158 drawal USC 157 RTY RIGHTS rrights at emark SECURITY (1395ff) k Lung (923) C/DIWW (405(g)) D Title XVI	□ 375 False Claims Act □ 400 State Reapportionment □ 410 Antitrust □ 430 Banks and Banking □ 450 Commerce □ 460 Deportation □ 470 Racketeer Influenced and Corrupt Organizations □ 480 Consumer Credit □ 490 Cable/Sat TV □ 850 Securities/Commodities/ Exchange □ 890 Other Statutory Actions □ 891 Agricultural Acts □ 893 Environmental Matters □ 895 Freedom of Information Act □ 896 Arbitration □ 899 Administrative Procedure Act/Review or Appeal of Agency Decision □ 950 Constitutionality of State Statutes
□ 1 Original □ 2 Rei			4 Reinsta	ted or 📙 5 and	ransferred from	☐ 6 Multidistr	
Proceeding Sta VI. CAUSE OF ACTIO	I	Appellate Court atute under which you are ause:	Reopen re filing (Do	(3)	pecify) al statutes unless d	Litigation liversity):	
VII. REQUESTED IN COMPLAINT:	CHECK IF THIS UNDER F.R.C.P.	IS A CLASS ACTION . 23	N DEM	IAND \$		CHECK YES only URY DEMAND:	if demanded in complaint:
VIII. RELATED CASE IF ANY	E(S) (See instructions):	JUDGE			DOCKE	ET NUMBER	
DATE		SIGNATURE OF AT	TORNEY OF	RECORD			
FOR OFFICE USE ONLY							
RECEIPT # AM	MOUNT	APPLYING IFP		JUDGE	E	MAG. JUI	DGE

JS 44 Reverse (Rev. 09/11)

INSTRUCTIONS FOR ATTORNEYS COMPLETING CIVIL COVER SHEET FORM JS 44

Authority For Civil Cover Sheet

The JS 44 civil cover sheet and the information contained herein neither replaces nor supplements the filings and service of pleading or other papers as required by law, except as provided by local rules of court. This form, approved by the Judicial Conference of the United States in September 1974, is required for the use of the Clerk of Court for the purpose of initiating the civil docket sheet. Consequently, a civil cover sheet is submitted to the Clerk of Court for each civil complaint filed. The attorney filing a case should complete the form as follows:

- I. (a) Plaintiffs-Defendants. Enter names (last, first, middle initial) of plaintiff and defendant. If the plaintiff or defendant is a government agency, use only the full name or standard abbreviations. If the plaintiff or defendant is an official within a government agency, identify first the agency and then the official, giving both name and title.
- (b) County of Residence. For each civil case filed, except U.S. plaintiff cases, enter the name of the county where the first listed plaintiff resides at the time of filing. In U.S. plaintiff cases, enter the name of the county in which the first listed defendant resides at the time of filing. (NOTE: In land condemnation cases, the county of residence of the "defendant" is the location of the tract of land involved.)
- (c) Attorneys. Enter the firm name, address, telephone number, and attorney of record. If there are several attorneys, list them on an attachment, noting in this section "(see attachment)".
- **II. Jurisdiction**. The basis of jurisdiction is set forth under Rule 8(a), F.R.C.P., which requires that jurisdictions be shown in pleadings. Place an "X" in one of the boxes. If there is more than one basis of jurisdiction, precedence is given in the order shown below.

United States plaintiff. (1) Jurisdiction based on 28 U.S.C. 1345 and 1348. Suits by agencies and officers of the United States are included here.

United States defendant. (2) When the plaintiff is suing the United States, its officers or agencies, place an "X" in this box.

Federal question. (3) This refers to suits under 28 U.S.C. 1331, where jurisdiction arises under the Constitution of the United States, an amendment to the Constitution, an act of Congress or a treaty of the United States. In cases where the U.S. is a party, the U.S. plaintiff or defendant code takes precedence, and box 1 or 2 should be marked.

Diversity of citizenship. (4) This refers to suits under 28 U.S.C. 1332, where parties are citizens of different states. When Box 4 is checked, the citizenship of the different parties must be checked. (See Section III below; federal question actions take precedence over diversity cases.)

- **III. Residence** (citizenship) of Principal Parties. This section of the JS 44 is to be completed if diversity of citizenship was indicated above. Mark this section for each principal party.
- **IV. Nature of Suit.** Place an "X" in the appropriate box. If the nature of suit cannot be determined, be sure the cause of action, in Section VI below, is sufficient to enable the deputy clerk or the statistical clerks in the Administrative Office to determine the nature of suit. If the cause fits more than one nature of suit, select the most definitive.
- V. Origin. Place an "X" in one of the seven boxes.

Original Proceedings. (1) Cases which originate in the United States district courts.

Removed from State Court. (2) Proceedings initiated in state courts may be removed to the district courts under Title 28 U.S.C., Section 1441. When the petition for removal is granted, check this box.

Remanded from Appellate Court. (3) Check this box for cases remanded to the district court for further action. Use the date of remand as the filing date.

Reinstated or Reopened. (4) Check this box for cases reinstated or reopened in the district court. Use the reopening date as the filing date.

Transferred from Another District. (5) For cases transferred under Title 28 U.S.C. Section 1404(a). Do not use this for within district transfers or multidistrict litigation transfers.

Multidistrict Litigation. (6) Check this box when a multidistrict case is transferred into the district under authority of Title 28 U.S.C. Section 1407. When this box is checked, do not check (5) above.

Appeal to District Judge from Magistrate Judgment. (7) Check this box for an appeal from a magistrate judge's decision.

- VI. Cause of Action. Report the civil statute directly related to the cause of action and give a brief description of the cause. **Do not cite jurisdictional statutes unless diversity**. Example: U.S. Civil Statute: 47 USC 553
 Brief Description: Unauthorized reception of cable service
- VII. Requested in Complaint. Class Action. Place an "X" in this box if you are filing a class action under Rule 23, F.R.Cv.P.

Demand. In this space enter the dollar amount (in thousands of dollars) being demanded or indicate other demand such as a preliminary injunction.

Jury Demand. Check the appropriate box to indicate whether or not a jury is being demanded.

VIII. Related Cases. This section of the JS 44 is used to reference related pending cases if any. If there are related pending cases, insert the docket numbers and the corresponding judge names for such cases.

Date and Attorney Signature. Date and sign the civil cover sheet.