



**BALTIMORE CITY POLICE ACCOUNTABILITY BOARD
SPECIAL MEETING AGENDA
November 14, 2025**

I. Welcome

Chair Jamal Turner calls the meeting to order at 5:55 PM.

II. Roll Call

Mansur Abdul-Malik, Treasurer

Peter Bodde

Marc Broady

Antoine Burton

Janetta Gilmore, PhD

Joshua Harris, Vice Chair

Harold Madison

Doris Terrell Minor, PhD

Maraizu Onyenaka

Jesmond Riggins, Esq.

Absent

Dillon Ashburne

Excused

Stephanie V. Lee, Secretary

III. Statement of Purpose of Special Meeting

Chair Turner acknowledges the Police Accountability Board (PAB) will not enter closed session. The purpose of the meeting is to address the status of the PAB's designated seat on the Administrative Charging Committee (ACC) and clarify how the seat will be filled going forward in alignment with the law. This discussion is about process, structure, and compliance with law, not anyone's value, character, or contributions. The Board will follow Robert's Rules of Order to ensure a fair, orderly and transparent process. All remarks should be made to the Chair, and only person may speak at a time. Members will be recognized by the Chair before speaking. They will use motions, seconds and votes for all actions before the board.

The Board will approve the meeting agenda then the written legal opinion from the Baltimore City Law Department regarding the PAB's designee to the ACC will be read.



IV. Review and Approval of Agenda

Board Member Janetta Gilmore moves to approve the agenda. Vice Chair Joshua Harris seconded the motion. Board Member Jesmond Riggins abstains. The motion passes.

V. Baltimore City Law Department Legal Opinion

Chair Turner reads a letter from the Baltimore City Law Department. Vice Chair Harris asks if the letter can be shared on the screen. Chief of Investigations Lisa Kelly notes the letter is a legal opinion to the PAB and there are members of the public in the public so it would not be appropriate to share on the screen.

The question posed to the Law Department is when the PAB's Chair term on the ACC ends? The Law Department notes the PAB Chair, or designee sits on the ACC ex officio, it is a function of being the PAB Chair. Thus, the term of the PAB Chair or their designee ends when the PAB Chair is no longer Chair of the PAB.

Because the city code provides PAB members who serve 4-year terms may elect a chair from among those members to serve as PAB Chair for 2 years with the ability to be re-elected to serve as PAB Chair for the second two years of their 4-year term. The PAB Chair or designees who serve on the ACC are members of the ACC, a body that has a term of 3 years. Does this mean the PAB Chair or designee can be a member of the ACC for its full 3-year term, even if the person is not chair of the PAB for years and the Chair is not re-elected for the second two years of the PAB's full 4-year term?

When interpreting this ambiguity, a court would turn to the principles of statutory construction, noting that if the language is subject to more than one interpretation, or when the language is not clear when it is part of a large statute scheme, it would try to resolve the ambiguity by looking into the statute's legislative history, case law, and statutory purpose and structure. In this endeavor, the goal is to discern the legislative purpose to be accomplished or evils to be remedied by a particular provision. This statutory construction involves reading the statute as a whole to ensure that no word, clause, sentence, or phrase is rendered meaningless. A court would most likely conclude that a PAB Chair or their designee ability to sit on the ACC as a function of being the PAB Chair is ex officio and a duty unique to being the PAB Chair and that duty terminates at the end of a chairmanship. Once the PAB Chair's term ends, they no longer have the power to sit on the ACC themselves nor designate someone to sit on the ACC. However, the PAB Chair or their designee would hold over until the next PAB Chair decides to sit on the ACC or designate



someone else to sit. The Law Department finds the rule to be that in the absence of an intention manifested on the contrary, all officers continue to hold their offices until they are superseded by duly commissioned and qualified successors, whether it is or not provided in terms in the Constitution or statutes. Although it is not explicit that the PAB Chair is sitting on the ACC ex-officio, there is no other conclusion that makes sense given the rest of the subtitle. To read it otherwise would mean the PAB member's 4 year term, the person elected to the first 2 year term as PAB Chair could be or designated member of the ACC for 3 years of their 4 years on the PAB, since the city code provides that each member of the committee serves a 3 year term, since the city code provides that each member of the committee serves a 3 year term. That would prevent the person selected as the PAB Chair for the second two-year term from serving on or designating someone to serve on the ACC during both their years as PAB Chair. Rather, the person selected as the PAB Chair for the second two-year term could only themselves sit on the ACC or their designee could only sit on the ACC for the last year of the PAB Chair's two-year term. This would mean duties of the PAB Chair would be different, depending on whether the Chair was selected in the beginning of the 4-year term where they get to sit on or appoint someone to the ACC for 3 years, or in the middle just to sit or appoint someone for only 1 year. This would lead to the absurd conclusion that the first PAB Chair or their designee gets to remain a member of the ACC after their two-year term as PAB Chair concludes. Rather, a court would likely interpret the PAB's Chair's ability to sit on the ACC or designate someone to do so as a function of being the PAB Chair. It concludes when the PBA Chair's terms as the PAB Chair ends. The new PAB Chair can sit on the ACC or designate someone to sit in their place as soon as the new PAB Chair term begins.

Chair Turner notes he will be sitting on the ACC in the ex-officio chair designated for the PAB Chair.

VI. Discussion

Board Member Marc Broady asks if there is a transition plan for this process assuming Chair Turner will need to be brought up to speed. Chair Turner notes he has received the required ACC training.

Vice Chair Harris believes there is more transition to be worked out considering there are cases being reviewed. Vice Chair Harris asks what the rationale for removing Board Member Riggins from the ACC is, knowing the amount of work he does on the ACC. Chair Turner refers to the legal opinion from the Law Department that determines the PAB Chair can begin serving when they choose. As Chair Turner has received the required training,



he is ready to sit on the ACC. Vice Chair Harris understands that but asks why Chair Turner wants to sit on the ACC. Chair Turner notes his choice and there will be no further elaboration.

Board Member Riggins notes he learned there would be an attempt to remove him from the ACC last Thursday and his last day on the ACC would be last Friday. Now no one from the Office of Equity and Civil Rights (OECR), Law Department or Chair Turner notified him of any transition or move whatsoever. Board Member Riggins finds it interesting that after his testimony before the Public Safety Committee last Tuesday where Deputy Director Caylin Young showed displeasure with his testimony, by that Thursday through a reporter and emails from OECR and Mayor's Office, he was notified that he would be removed from the ACC and replaced by Chair Turner under specious reasoning. Board Member Riggins asks when Chair Turner was aware this was actually occurring. Chair Turner has been waiting for Board Member Riggins to ask him this question directly. Over the course of the past week, each member of the board and external parties have been attached to emails regarding this issue. Chair Turner never spoke about Board Member Riggins' removal. If anything, there were explorative conversations on how to ensure Board Member Riggins remains on the ACC, as there is a vacancy on the 5-member board. There were conversations regarding maintaining Board Member Riggins ACC membership and Chair Turner joining the ACC. As of Monday, or Tuesday, there was an inquiry to the Law Department to ask for clarification, which came. Prior to that, there was no discussion or an inquiry from the Board or to any member of the PAB as it relates to Board Member Riggins' ACC membership. While Chair Turner was in ACC training, he received a barrage of emails from Board Member Riggins in an accusatory tone alleging an attempt to remove Board Member Riggins when there was such discussion nor any correspondence from Board Member Riggins to Chair Turner or ACC Chair Tiera Hawkes about the proposed removal. In the future, Chair Turner notes he can be reached at any time. Chair Turner did not make this decision without legal interpretation.

Board Member Riggins attaches a screenshot in the chat and notes there as an effort to make it seem his assumption that he is being retaliated against for the testimony he gave came out of nowhere. Board Member Riggins reads the screenshot which says 'Board Member Riggins is a member of the PAB and was speaking on behalf of the PAB, not ACC, during the hearing; Board Member Riggins was appointed by PAB Chair Turner, and his temporary appointment ends where Chair Turner will resume. ACC Chair Hawkes asked City Council members to direct questions about the ACC to her and asked Board Member Riggins not to speak on behalf of the ACC.' Board Member Riggins notes the email



contains factual errors including he was appointed by former PAB Chair Harris, and his appointment was not temporary and Chair Turner will return to a seat he never held. Board Member Riggins does not believe it is a coincidence that after his testimony that members of OECR did not like, this attempted removal is occurring, and the Law Department issues an opinion that does not make sense. Board Member Riggins will take further steps to make sure this makes sense, because if the opinion is legally wrong, there will be consequences that will affect the ACC and legitimacy of their decisions. Board Member Riggins believes the legal opinion from the Law Department is wrong. Chair Turner reiterates this did not come from himself and they had opportunities to discuss these issues. Chair Turner notes Board Member Riggins requested an emergency meeting and Chair Turner made it possible. The legal opinion was sought in response to the Board Member Riggins emails and the assumption his role would continue beyond the term of the previous Chair, when all the conversation were about how to ensure Board Member Riggins could be moved to an alternative seat, not to remain within the ex-officio position.

OECR Director Amber Greene notes no member of OECR has tried to remove anyone from any board within OECR. OECR is happy to answer any questions related to appointments. The information shared with the reporter was not authorized by Director Greene and was incorrect. Director Greene did not have knowledge of the information before it was released. There will be discussions with OECR staff and reiterates no member of OECR has engaged in any manner to remove anybody. It is not even within OECR authorities to do so and Director Greene would not allow any OECR member to engage in such conduct. Director Greene also notes it is okay to disagree with any entity. That does not mean anyone will be removed for disagreeing with someone during a hearing. Director Greene would have appreciated direct contact and values everyone's support.

Board Member Doris Minor-Terrell notes she attended an ACC meeting and witnessed a consensus to keep Board Member Riggins on the ACC and to have Chair Turner on the ACC. They approved a motion to have ACC Chair Hawkes write a letter to the Mayor stating they support Board Member Riggins appointment to the ACC. This led Board Member Minor-Terrell to believe both Chair Turner and Board Member Riggins will be serving on the ACC and seemed passionate about maintaining the ACC as is with the inclusion of Chair Turner. If Board Member Minor-Terrell misheard, she would like Board Member Riggins to clarify and asks for the status of Board Member Riggins' appointment on the ACC and if the request has been made to the Mayor. Chair Turner clarifies the vacancy on the ACC was due to a member moving out of Baltimore City, which left 4 out 5 available seats on the ACC. Conversations about filling this seat started even before the



vacancy occurred, where an appeal to the Mayor to appoint Board Member Riggins to the seat that was left vacant by the departing ACC member versus the ex-officio seat was suggested.

Board Member Riggins agrees there has been discussion about speaking with the Mayor to appoint Board Member Riggins to the vacant mayoral seat. Board Member Riggins asks Director Green where did the information regarding his temporary appointment came from. The email was sent by a member of OECR who does not know about the ACC or PAB but was very specific in the information shared. Chair Turner notes no one from OECR has the power to remove anyone from the ACC and any information from any reporter that indicates otherwise should not be taken as valid and a call should have been made to Chair Turner or ACC Chair Hawkes instead of taken as legitimate. Director Greene believes all this confusion could have been alleviated by a phone call. Deputy Director Young acknowledges mistakes were made and OECR takes ownership for the incorrect information sent in the email. OECR corrected the information and will internally manage personnel. OECR does not have the bandwidth to engage in any nefarious actions. OECR's goal is to work in a way that the public can trust which includes accountability for themselves when they make a mistake and apologize to the PAB for the mistake.

Vice Chair Harris believes whether a mistake was made or not, perception is all that matters. Now that Board Member Riggins is being removed from the ACC, whatever was said in the email is in alignment with what is occurring. To call it a mistake and for it to manifest is disingenuous. Vice Chair Harris notes the Mayor's office and OECR have not worked on behalf or in favor of things the PAB has referred or recommended including recommendations in annual reports or to fill appointments. Vice Chair Harris does not believe there will be a chance the Mayor's office will ever accept any recommendation the PAB makes because there has not been practice of it. Vice Chair Harris notes Deputy Director Young testified against the independence of the PAB, when the day before, they had a meeting and were not brought to their attention. It is increasingly frustrating to hear it was a mistake then the action being played out right before their eyes. Vice Chair Harris believes it is even more concerning that Chair Turner is taking an action just because he can and it fails to consider the ramifications of intercepting open cases that Board Member Riggins has more insight into. There would need to be more of a transition than just receiving ACC training.

Chair Turner notes it was Vice Chair Harris' prerogative when he was Chair to either sit or appoint a designee. It is concerning and peculiar to Chair Turner that Vice Chair Harris would speak on accountability when he has chosen to not be accountable to his actions that have damaged and hurt the reputation of the PAB and caused Chair Turner to repair



relationships after Vice Chair Harris' chairmanship. Chair Turner is speaking directly to Vice Chair Harris' expulsion from the National Association for the Advancement of Colored People (NAACP) that was never mentioned to any PAB member when it was initiated nor during the investigation. Chair Turner spoke with Vice Chair Harris several times about speaking with the PAB in regards to this expulsion, and Vice Chair Harris did not. Chair Turner finds it odd that he has received less than 3 calls from Vice Chair Harris and this is the most Vice Chair Harris has participated in the PAB this year. Chair Turner believes it is important for all members to recognize their roles and impact of their actions. Chair Turner has been intentional in maintaining cohesion, but at some point, they need to address some of the challenges they face as a board and have hard conversations. This includes speaking up when there are situations that may impact the PAB. Chair Turner reiterates there were no conversations about a removal, only conversations about his pending appointment to the ACC, months prior to the ACC training. Board Member Riggins was included in those conversations and were proactive and progressive about attempting to ensure Board Member Riggins could be appropriately appointed to the ACC. The flurry of emails caused the inquiry to the Law Department and Chair Turner did not decide until after the inquiry was satisfied.

Vice Chair Harris appreciates Chair Turner addressing his expulsion from the NAACP and has had several conversations with board members offline. There has been no impact from his expulsion considering Vice Chair Harris still receives calls from city council members about the PAB and participates in every executive committee call. For Chair Turner to be unaware of Vice Chair Harris' participation is disingenuous and seems to be a divergent strategy compared to what was being discussed. Vice Chair Harris is happy to continue his advocacy just as he has always done and looks forward to working through kinks publicly or privately. Vice Chair Harris sent Chair Turner a message and has not received a reply. Vice Chair Harris has expressed his concerns privately and addressed some of them publicly and will continue to push for transparency. Vice Chair Harris reiterates the lack of effort from the Mayor's office and OECR to implement recommendations from the PAB. Vice Chair Harris believes the bigger picture should be focused on accountability and rebuilding public trust when there are constant roadblocks for the PAB to do the necessary work according to best practices.

Board Member Minor-Terrell acknowledges everyone is human, and all make mistakes. Board Member Minor-Terrell witnessed passion from the ACC and PAB for having a full board. ACC was ready to welcome Chair Turner and passionate about Board Member Riggins remaining on the ACC. Board Member Minor-Terrell hopes they can move past these issues and view people for their skill sets.



Chair Turner notes as much as they allow members to use their skill sets, there are times when members can operate in new roles and responsibilities. Chair Turner is board to serve as Chair of the PAB and although they may not agree on everything it's okay to disagree and acknowledge when there work to be done within relationships and dynamics in groups. Chair Turner has also been preparing for the opportunity to have a view of ACC cases to lend to the PAB and push for legislative changes to advance accountability and transparency throughout the state. Chair Turner's focus has been on unifying civilian oversight entities throughout the state to advance the agenda for police accountability.

Board Member Riggins notes he would not be able to call Director Greene as he does not have her number to discuss the email. Board Member Riggins finds it interesting for Deputy Director Young to take responsibility for the email, but distances himself from answering who authorized the email to be sent. Board Member Riggins asks if Deputy Director Young authorized the email to be sent. Board Member Riggins notes he and Chair Turner had a conversation in June regarding this issue and shook hands on the promise that what is happening would not happen. So, when Board Member Riggins receives an email about being removed with no basis, he will not reach out to Chair Turner because he does not trust Chair Turner. Chair Turner makes a point of order that there will be no disparaging or disrespectful remarks attacking anyone's character. Vice Chair Harris notes Chair Turner did the same thing. Chair Turner notes he was speaking to facts in Vice Chair Harris' situation and notes personal attacks are a violation of Robert's Rules and PAB bylaws. Board Member Riggins believes it was disingenuous and although Chair Turner is the chair, he is not the boss of board members and cannot speak to board members who are grown adults any way he would like. Board Member Riggins reiterates his question to Deputy Director Young regarding the authorization of the email. Deputy Director Young expresses his disappointment with the tone of the conversation and clarifies no one authorized the email, which is why it was a mistake. Deputy Director Young does not appreciate the accusations coming from Board Member Riggins and believes they are baseless, unfounded, inappropriate and hurts the morale of the PAB and OECR and reminds Board Member Riggins to be mindful of the impact he is making. Deputy Director Young understands the situation is serious, but the way it is managed will have an impact on everyone.

Chair Turner reiterates the legal opinion from the Law Department regarding the PAB Chair's appointment to the ACC and finds it confusing that anyone would interpret the statute as the PAB's designee to the ACC would serve a 3-year term when the statute does not state that. When the confusion occurred, the legal opinion was sought. If there was a nefarious plot to remove Board Member Riggins, inquiry into this issue would have



occurred prior. Chair Turner clarifies it is not an issue of removal, but an issue of when Board Member Riggins' term on the ACC ends when the PAB Chair's term ends and a new PAB Chair begin. If there is an issue with the Law Department's interpretation, Board Member Riggins is free to take the appropriate action to address it, but Chair Turner will be moving forward.

Board Member Riggins would like the record to reflect that Deputy Director Young did not answer his question and deflected instead. Board Member Riggins notes there is a part of the statute that is being ignored that clearly states the removal of ACC members can only be done by the Mayor and must be for cause. It is telling that the focus is on the designating authority of the PAB Chair and not on the removal power mentioned in the ordinance and state law.

Director Greene clarifies Deputy Director Young left to tend to his child and did answer the question that he did not direct anyone to send the email.

Vice Chair Harris notes this is the same Law Department that determined the PAB could not have independent counsel, despite it being the best practice.

VII. Public Comment

No public comment.

Board Member Riggins notes he has been doing this work for a decade and has seen what happens when people speak out and address things people do not want addressed, particularly those who have an interest in keeping issues from the public. Board Member Riggins admonishes the PAB to use their common sense and put the sequence of events of what happened together. Board Member Riggins provided testimony on Tuesday where he shared the Law Department told the ACC they could not subpoena the police department. As he was walking off the floor, Deputy Director Young let it be known he did not like Board Member Riggins' testimony which is the second time Deputy Director Young has expressed his disapproval with from the ACC for cause and the Law department, OECR nor the Mayor's office had anything to do with the rumors of Board Member Riggins removal. Board Member Riggins called for an emergency meeting so what was written in the email did not occur and the issue could be settled. A meeting was called on Saturday and Board Member Riggins is being removed today which lines up with the email and retaliation for the testimony he provided. Chair Turner does not agree and has given factual information to support the opposite, but everyone is entitled to their opinion and experiences.



VIII. Adjournment

Board Member Broady makes a motion to adjourn. Treasurer Mansur Abdul-Malik seconds the motion. Board Member Riggins abstains. The motion carries.

The meeting was adjourned at 7:07 p.m.

These minutes were transcribed from the Zoom recording only since the Secretary was not present at the meeting.

Submitted,

Stephanie V. Lee

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Secretary