

 SALT LAKE CITY  
**RACIAL EQUITY IN  
POLICING COMMISSION**



Prepared by:

**The Langdon Group**

with subconsultants

**The Gemini Group and Kearns & West**

# Table of Contents

From the Core Commissioners.....	1
Members of the Commission .....	2
Core Commissioners .....	2
Commissioners .....	2
Commission Staff and Liaisons.....	2
Purpose Statement of the Salt Lake City Racial Equity in Policing Commission.....	3
Organizational Methodology .....	3
Consultants .....	3
Early Work of the Facilitation Team.....	3
Subcommittees.....	4
Community Voice and Communication .....	6
Website.....	6
Community Listening Sessions and Overall Approach .....	6
Challenges.....	10
The Online Environment .....	10
Time .....	10
Open Meeting Requirements .....	10
Experience .....	11
Volume of Material to Review .....	11
Late Addition of Facilitators.....	11
Role of SLCPD.....	11
Overall Recommendations .....	12
FTO PROGRAM RECOMMENDATION.....	13
CIT PROGRAM RECOMMENDATIONS.....	13
TRAINING ACADEMY AND IN-SERVICE TRAINING RECOMMENDATIONS .....	14
RECRUITING RECOMMENDATIONS.....	14
INTERVIEW PROCESS RECOMMENDATIONS .....	15

CANDIDATE SELECTION RECOMMENDATIONS..... 16  
POLICY AND PRACTICES RECOMMENDATIONS..... 20  
Continuing Opportunities..... 26

## From the Core Commissioners

The Core Commissioners, on behalf of the Salt Lake City Racial Equity in Policing Commission Commissioners, wish to acknowledge and offer our gratitude to all of the Commissioners for their tireless work to make Salt Lake City a better place for their communities. Their engagement, strength, voice, and willingness to “speak truth to power” have allowed the Commission to take advantage of its unique opportunity to improve or change the culture of policing in Salt Lake City.

This Commission’s work is to address structural and institutional issues within SLCPD that can and do create detrimental outcomes for Communities of Color. Our work is not to allege or suggest that any one officer is desiring to harm our communities. Our focus is on addressing programs, policies, and practices that may be creating or maintaining harm to Communities of Color, or to offer recommendations that may improve police interactions and engagement with our communities.

We wish to thank Mayor Erin Mendenhall, and members of the City Council for the important and necessary opportunity that recognizes the need to improve the outcomes for Communities of Color in their everyday engagement with police officers. The Commission deeply appreciates the engagement of Chief Mike Brown, his command staff, and the officers and staff of the Salt Lake City Police Department (SLCPD) and their responsiveness to the many requests for information and personal engagement. Further, this work would not have been as efficient or effective without the excellent support of city staff, specifically Mayoral and City Council staff, who have been the behind-the-scenes support to ensure the administration of the Commission’s work is as efficient and effective as possible.

# Members of the Commission

## Core Commissioners

Moisés Prospero  
Rev. France Davis  
Nicole Salazar-Hall  
Darlene McDonald  
Verona Sagato Mauga  
Kamaal Ahmad

## Commissioners

Aaran Afalava  
Abdullah Mberwa  
Aden Batar  
Alaimalulua Tokotaha  
Anapesi Ka'ili  
Carol Shifflett  
Davina Smith  
Desange Kuenihira  
Dhati Oommen  
Ephraim Kum  
Lazayda Afameta  
Luna Banuri  
Mahider Tadesse  
Mariana Suarez  
MJ Powell  
Olosaa Solovi Jr.  
Rogelio Romero  
Samantha Eldrige  
Steve Anjewierden  
Steven Johnson  
Tanya Hawkins

Tiffany Flores

## Commission Staff and Liaisons

David Litvack – Director of Special Projects  
Lehua Weaver – City Council Staff  
Cindy Lou Trishman – City Recorder  
Allison Rowland – City Council Staff  
Kira Luke – City Council Staff  
Lindsey Nikola – Director of Communication  
Weston Clark – City Council Staff  
Lauren Shafer – Assistant City Recorder

## Purpose Statement of the Salt Lake City Racial Equity in Policing Commission

The Salt Lake City Racial Equity in Policing Commission (Commission) is made up of clergy, lay leaders, and community members with a wide array of professional and life-experience relevant to the topic area who have engaged in dozens of meetings, and research actions, to identify solutions to ensure community safety and a stronger relationship specifically between Communities of Color and the Salt Lake City Police Department. The Commission's work is to examine the current policies, programs, culture, and budget of the Salt Lake City Police Department (SLCPD). The Commission is dedicated to making recommendations for meaningful and sustainable change.

## Organizational Methodology

The Commission was empaneled in August 2020. Core Commissioners were selected by the Mayor and City Council to assist and support the essence of the work and be a liaison to the Mayor's Office and City Council as needed. These Core Commissioners also were subsequently involved in the selection of the remaining Commissioners. The focus was on finding passionate, skilled, and engaged individuals that best represent Salt Lake City's Communities of Color.

### Consultants

The Langdon Group, (TLG) a Salt Lake City consulting firm, was awarded the contract in September 2020 to be the facilitators for the Commission. Siobhan Locke and Joshua King, Esq., represented TLG. Kearns West, a Dallas, TX based firm represented by Dr. Larry Schooler, and The Gemini Group, a Denver based firm represented by Dante J. James, Esq., were subconsultants to support the work. All references to TLG include the work of the subconsultants.

### Early Work of the Facilitation Team

Initial interviews of all Commissioners were conducted by TLG at the beginning of its engagement in order to develop an understanding of what the Commission had already decided on as its focus and to better ensure that the facilitators entered the already established Commission in a way that served to support the work already underway instead of disrupting it. Further, these interviews sought to find the elements of the Commission structure that were working well and those that were proving less successful at the outset of the work. One of the key findings of these discussions was that the full commission was operating using Roberts

Rules of Order which, while a great structure in some cases, was not a great model for this group. The Commission moved to a consensus model for decision-making. This has proven to be an efficient and effective model for the group. The facilitators further suggested moving into a full commission and subcommittee structure to provide for deeper engagement with the decided-upon focus areas – listed below:

## Subcommittees

The following four subcommittees were empaneled to better focus the work of the Commission. Commissioners were invited to join a subcommittee, making sure that no subcommittee made up a quorum of Commissioners. The subcommittees each developed recommendations within their areas of focus, and these were brought back to the full Commission for review and approval. Once approved, the recommendations were presented to the Mayor and City Council. This allowed city leadership to begin to address issues and recommendations in real time, as opposed to wait until all work had been completed by the Commission and submitted in a final Phase One Report.

### Policies and Practices Subcommittee

*Facilitated by Josh King*

- The recommendations of the Policies and Practices Subcommittee were developed over a period of several months. The Subcommittee's primary objective was to make informed decisions in developing recommendations that could address community issues at the root. The subcommittee sought to develop recommendations that are feasible, viable, and sustainable. To meet these objectives, the Subcommittee engaged in significant collaboration and dialogue with community partners, the Salt Lake City Police Department, and Salt Lake City staff. The subcommittee also conducted research of national best practices and collaborated with experts around the country.
- The Subcommittee submitted five (5) recommendations to the full Commission. The Commission supported all five (5) recommendations, which were then presented to the City Council.

### School Safety Subcommittee

*Facilitated by Siobhan Locke*

This group of dedicated Commission members worked diligently to understand all perspectives in the school safety conversation before proceeding to make any recommendations. The subcommittee conducted one-on-one interviews, attended

meetings and had guest speakers come into their meetings from all of the following categories and is still working to have additional conversations beyond even these:

- School Board
- SLCSO Superintendent
- Students who have interacted with SROs (youth subcommittee, more to come in phase 2)
- Data analysts at SLCPD and SLCSO
- School Resource Officers
- Administrators
- Oversight Committee for the SRO program
- A number of groups that are bringing “wraparound services” in for students, especially to support students of color.

In addition to these interviews, the subcommittee conducted literature reviews and referred to several documents in exploring this subject. Including:

- The Memorandum of Understanding between SLCPD, SLC and SLCSO
- Voices of Utah Children Report
- Data provided by the SLCPD on citations given by SROs

## Training Subcommittee

*Facilitated by Dante J. James*

The recommendations of the Training Subcommittee were based upon a vast amount of information and data presented to the Training Subcommittee by SLCPD, as well as information obtained and considered on its own. A foundational document for the subcommittee’s work was the President’s Report on 21st Century Policing, dated May 2015. Examples of data and information reviewed are:

- President’s Report on 21st Century Policing, May 2015, specifically Pillar 5: Training and Education
- Curricula from the SLCPD Training Academy, Course of Instruction – 2020-2021
- Curricula from the CIT Academy, Session #10 September 17-20



- Demographic data
  - Crisis Intervention Team
  - Field Training Officer Program
  - Overall SLCPD employees
- Budget Development Report by Cost Center and Object Code
- Subcommittee discussions with Captain S. Mourtgos, Head of SLCPD Training Division, and memo to the subcommittee dated December 11, 2020
- Subcommittee discussions with Sgt. Scott Stuck and Director Jessica Watters of the Crisis Intervention Team
- Numerous discussions with, and feedback provided by, Chief Mike Brown, Asst. Chief Tim Doubt, and Lt. Yvette Zayas, and other members of SLCPD

## Youth Subcommittee

*Self-facilitated by youth members of the Commission.*

The Youth Commission was representative of both high school and college youth. The youth Commissioners met on a regular basis and held the same decision-making authority as any Commissioner.

## Police Engagement

Led by Chief Michael Brown, SLCPD was initially represented by Command Staff and the Chief's Executive Officer. There were initially no patrol officers engaged with the Commission. At the urging of the facilitators, patrol officers were added to the work of the subcommittees to ensure that the voices of the officers who would or could be most impacted by the Commission's work would be heard.

# Community Voice and Communication

## Website

*Created by Larry Schooler and The Langdon Group Staff*

## Community Listening Sessions and Overall Approach

*Designed and led by Dr. Larry Schooler*

- Listening Sessions – Citywide

## ■ Listening Sessions – Targeted Communities

In any project that affects the public, those charged with making recommendations or decisions are expected to seek the input of those affected by those recommendations and decisions. In the case of the Racial Equity in Policing Commission, the significance of community input cannot be understated. Indeed, the Commission itself is primarily comprised of community leaders who were (and are) steeped in the communities they represent. That said, the Commission championed a multilateral, multi-step community engagement process that ensured their work would reflect the will of the community and many of its “sub-communities”—including communities of color, residents with traumatic brain injuries and disabilities, and the law enforcement community.

The Commission hosted private and public listening sessions that enabled a wide array of stakeholders to provide input at the beginning, middle, and end of the initial phase of the Commission’s work. Private listening sessions involved officers in the Salt Lake City Police Department and (separately) the Chief of Police and Deputy/Assistant chiefs; School Resource Officers; leaders in the Black, Latinx, and Middle Eastern communities; leaders in the LGBTQ+ community; and members of the community who have dealt with mental illness, traumatic brain injuries, and/or disabilities. The Commission also hosted two public listening sessions that were televised live on SLCTV; simulcast in English and Spanish initially and then in Arabic and Mandarin as well during the second broadcast; and available for comments via phone, text message, and online posting. More than 1,500 residents participated in these public sessions. The Commission also hosted resources for the public to use for engagement at their own convenience, namely a comment line (phone), a text message-based survey, and an online portal ([slcrepcommission.com](http://slcrepcommission.com)).

The complete records of all listening sessions and asynchronous resources (phone line, text message survey, and online portal) are available as an appendix to this report, but the following points summarize the findings:

- The Commission and the Salt Lake City Police Department worked extensively to understand each other’s perspectives better (see below report on private listening sessions).
- Members of the Salt Lake City community are hoping to see changes to the relationship between SLCPD and schools, with a renegotiation of an existing Memorandum of Understanding between the School District and Police Department for School Resource Officers.

- The community hopes for better training across the department to ensure officers understand how to respond to people from all communities, whether they be communities of color, immigrant and refugee populations, and those dealing with mental illness or other crises, particular around de-escalation.
- The community wants to see the Department conduct its work consistently across Salt Lake City and with independent monitoring, for response time, body camera usage, treatment during stops, and other aspects of procedural justice in recruiting for new officers, the community wants to ensure potential recruits are evaluated for red-flag behaviors, such as support for or involvement in extremist groups, a history of violent behavior, and so on.
- The community wants SLCPD to improve its citizens academy and other community educational programs, with an eye towards eliminating stereotypes.

#### ■ Police Specific Listening Sessions

Separately, the Commission conducted four private listening sessions with SLCPD in the late spring of 2021. After working for months on the details of how to revise SLCPD policies and other issues on the transactional side of policing, it became clear to all parties that some work was needed to address the relational side of the conversation. Different perspectives and experiences and even wording emphasized the need for a less formal conversation to address these differences. To that end, the Commission's facilitators convened a total of four conversations over two evenings with members of the Racial Equity in Policing Commission and personnel from the Salt Lake City Police Department. Facilitators conducted the meetings without live broadcast or recording to maximize the potential for participants to share their perspectives with complete candor. Approximately ten members of the Police Department and a dozen Commissioners participated across the sessions.

While the personal details shared within these conversations will be kept anonymous, a few key takeaways from the conversations are shared here from the perspective of the facilitators:

- The conversations heavily focused on helping both Commissioners and officers understand one another better. Commissioners used their own lived experiences, as well as those of their family, friends, and communities, to explain why they have felt fear, anger, frustration, and confusion in some interactions with the SLCPD. Several Commissioners also commended officers for their service and, in some cases, their performance in specific incidents.

- For their part, Police Department attendees shared their own experiences both with encountering other officers and with encountering civilians. Participating SLCPD personnel (particularly those from communities of color) shared their experiences being stopped by other officers, in part to connect with some of the stories shared by Commissioners. They also spoke of their pride in their work and in the calls they field that go well, which often go unnoticed by the public, along with a desire for more of the public to understand the complexities of each stop, interrogation, or arrest.
- In both sessions, participants from SLCPD questioned why Commissioners feared SLCPD or worried about riding along with SLCPD officers. Commissioners offered numerous examples where they themselves, or their loved ones, had traumatic encounters with SLCPD and/or other police departments, experiences that greatly impact their feelings towards SLCPD today. While SLCPD participants sought to reassure Commissioners that the public could easily engage with officers in healthy, productive ways, Commissioners frequently suggested that SLCPD itself should do more proactive outreach to the community to help assuage fears.
- By the end of the sessions, participants seemed to possess a deeper understanding of how each other approaches encounters between police and civilians, as well as the significance of reducing or eliminating the fear many communities of color feel when an officer approaches them. Some participants also expressed interest in sharing reading and viewing recommendations to understand the lens through which they view policing. They also expressed interest in finding ways to continue with this type of conversation as the Commission's work continues, acknowledging that this is as important a part of the work as the policy changes will be.
- Additionally, the participants all seemed aware that changes in the culture of policing matter as much or more as changes in the policies, procedures, training, and school safety protocols of police. Finally, the participants all seemed to acknowledge that they may continue to view concepts of public safety differently but will still commit themselves to making policing work for those in law enforcement and those in the Salt Lake City community.

# Challenges

## The Online Environment

As a Commission, working in an environment of COVID 19, being completely in an online environment, initially created challenges. Many of the Commissioners did not know each other. The opportunities to bond, develop trust, develop relationships individually and collectively, were difficult. It took months for the Commission to find its comfort level of interaction; being able to question each other, being able to find laughter in the difficult conversations, being able to comfortably engage with officers on a Zoom call, are examples of some of the challenges of the online environment.

This also created challenges with community engagement. Holding Listening Sessions and hearing from community in an online, text, email environment was new and unusual for many. It is more difficult to “spread the word” about the process of how to engage than asking people to come to their community center or place of worship to offer their thoughts or experiences.

Several of the police members of the Commission were only able to join during their actual work-time which required them to usually join by their phone, and they were often unable to turn on their cameras if they were driving. Connectivity issues were often the case with Commissioners due to broadband issues.

## Time

All of the Commissioners participated in this work by giving of their “non-work” or “non-school” time in the evenings, almost every week, for months. The level of commitment needed was significant. Additionally, the amount of meeting time per week limited the amount of material that could be considered and addressed. Had there been an opportunity for a “retreat” type of engagement once or twice, it could have made the understanding and engagement by the full Commission more beneficial.

## Open Meeting Requirements

Given the requirements for the Commission to operate as a public body, this created some challenges for engagement. The Commission was unable to engage by email as a whole. There could not be more than a quorum on any subcommittee, so care had to be taken if Commissioners wanted to attend more than one subcommittee. The requirements for notice of any meeting where a quorum was present added to the challenges for staff and Commissioners and made any quick or spontaneous response to a current issue difficult.

## Experience

The mix of experience levels among the Commissioners was an initial challenge. Many Commissioners had not had specific experience with the type of work this Commission was undertaking. Reviewing, evaluating, and making recommendations on police training, procedure, or policy, was a new experience. The passion and commitment of the Commissioners helped to ease this and the trust of those Commissioners that did have this experience also helped to alleviate this challenge.

## Volume of Material to Review

The total amount of material that could be reviewed was voluminous. The SLCPD policy manual itself is over 800 pages. The types of training conducted, the demographics of the departments, the unwritten but everyday practices that impact police work and accountability, are all examples of the significant amount of material that could not all be reviewed during this phase one period. The Commission approached the work from the most pressing and impactful components of this material.

## Late Addition of Facilitators

The Commission had been selected, empaneled, and begun work prior to the selection of the facilitators. This created the need for the facilitators to build a relationship of trust in how they work and their level of expertise. This took time and may have slowed down the work some as Commissioners were still working on their relationships with each other and then needed to find their trust in the facilitators.

## Role of SLCPD

It was initially difficult to find the most appropriate role of not only the Command Staff (Chief, Deputy and Assistant Chiefs) but also patrol officers once they became a regular part of the Commission. The engagements required trust. There seemed to be more or easier trust from both the Command Staff and Commissioners with each other. The Command Staff attended both the full Commission meetings as well as often attended the various subcommittee meetings. Patrol officers were invited to both the full Commission meetings as well as the subcommittee meetings, but only attended the subcommittee meetings when they could. The comfort level for the officers to speak was challenging for some.

A special session was held in each subcommittee for the purpose of engaging patrol officers and Commissioners in an open, honest way that was not specifically about the Commission's work, but about the police's relationship in general with the communities represented by the Commissioners. It could not be done in a full meeting because of the desire to not be recorded or have it as an open meeting. The conversations improved each other's

understanding, but were often difficult, with a clear sense that there was often a disconnect in perceptions between officers and Commissioners.

## Overall Recommendations

### Training Subcommittee

The following recommendations are in four specific areas:

1. **Field Training Officers (FTO) Program**
2. **The Crisis Intervention Team (CIT)**
3. **The Training Academy and In-Service Training Curriculum**
4. **Recruitment and Hiring**

**1. The FTO Program** is a vital component of the SLCPD for the Commission to consider because, as stated in the Salt Lake City Police Department Field Training Officer Manual, (6/1/2016)

Field training has a significant impact on the individual trainee in terms of imprinting department culture, attitudes, values, and ethics in carrying out the duties of policing that will remain with the officer throughout a career.

Ensuring the broadest demographics possible within those officers who are FTO's sends an unconscious message to the new recruits that diversity is an important factor for SLCPD, that it is not essentially a White-only police department, and officers and Communities of Color are important in the fabric of SLCPD.

**2. The CIT Program** is important given the difficult work of engaging with those who may be in the midst of a mental health crisis, the intersectionality of race and mental health, and recent engagements with People of Color who were having mental health issues that led to unfortunate and often deadly outcomes.

**3. The Training Academy Curriculum** is important because it is this initial and foundational training that propels an officer thru their career.

In-service curriculum ensures officers are up to date on current practices and is a means to emphasize the priorities of the City and the Department.

How and what is trained is what guides an officer through the performance of their duties, and most specifically how they engage with those they are expected to serve. They are the main building-blocks for an officer's performance of their duties.

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**4. Recruitment and Hiring** is what creates the make-up of the officer and staff of SLCPD. Diversity by itself does not change culture, but lack of diversity is a picture to the community, a perceived statement of who the department is, and a representation of culture

### **ISSUE: Demographic concern related to the Field Training Officers (FTO)**

Out of the 67 current FTO's, there are only six (6) People of Color:

- Two (2) are Hawai'ian/Pacific Islander
- Four (4) are Latino or LatinX

There are currently no targeted outreach efforts to ensure or improve the diversity of the program. It is designed for self-selection to apply for the program.

### **FTO PROGRAM RECOMMENDATION**

- Create a process for targeted outreach to officers of color to increase the diversity of the program

### **ISSUE: Training concerns related to the Crisis Intervention Team (CIT)**

- Training is not prioritized, nor data specifically captured, for Lateral Hires
- Re-Certification is voluntary once certification from the Academy expires after two years
- There is insufficient budget to enlarge the program
  - Currently the program is limited to four (4) detectives to rotate work with eight (8) social workers for one shift (day shift)

#### **Currently:**

- 189 officers have chosen to re-certify
- 272 have chosen not to re-certify

### **CIT PROGRAM RECOMMENDATIONS**

- Require CIT re-certification for all officers
- Require CIT certification for all lateral hires
- Increase or re-allocate budget to complete this priority (with an emphasis on re-allocation) and consider zero based budgeting in the long-term budgeting process



- Reprioritize budget to core responder model unit to provide for more detectives to cover more than one shift and have sufficient staffing to cover when detectives are unable to work their shift
- Prioritize and fill these detective positions (over other police specialty unit positions) and civilian mental health professional positions, to ensure quality response, and to add additional expertise and relief to emergency mental health calls

**ISSUE: Training concerns related to equity, implicit bias, and community policy curriculum in the Academy and In-Service Training.**

- There are no Salt Lake City community-based facilitators of color in the Academy or In-Service Training
- There is no component of the Academy that provides the history of Salt Lake City and its communities of color
- The current number of hours dedicated to Diversity/Equity/Inclusion/Implicit Bias training in the Academy (four during Fair and Impartial Policing) is insufficient to embed an equity lens and consciousness throughout the organization.

**TRAINING ACADEMY AND IN-SERVICE TRAINING RECOMMENDATIONS**

- Require Salt Lake City community-based trainers of color to be part of the academy and in-service training team, selected in partnership with police civilian advisory board
- Require equity curriculum that is best practice and that is co-created with a community-based trainer
- Require that recruits learn the history of the diverse communities in salt lake city
- Require increased budget allocation to provide additional professional diversity, equity, and inclusion training

**ISSUE: There is no full-time recruiter for SLCPD**

- Given the difficulty in recruiting generally, and recruiting for People of Color specifically, there needs to be a full-time recruiter.
- There is currently insufficient ability to create targeted outreach efforts to ensure or improve the diversity of SLCPD and support cultural change.

**RECRUITING RECOMMENDATIONS**

- **Full Time Recruiter:** Create a position that provides for a full-time recruiter, tracking and keeping individuals within the application process up to date on timing. If fruitful, it should be able to support its existence by the new recruits that are hired.
- **Recruiting Budget:** Ensure that there is a budget that allows in-state and out-of-state recruiting.

- **Communication Strategy** development of inclusive strategy, including a new video with inclusive language with emphasis on recruiting Candidates of Color, social media platforms to attract the very best officers and candidates to SLCPD; Provide specific funding for a new recruitment video that is a more up to date approach to recruiting, highlighting the continual hiring process opportunities.

***ISSUE: The current oral interview process has no strategic approach to including community or civilian members on oral interview panels for SLCPD applicants***

- A diverse hiring panel, to include community members, creates opportunities for multiple perspectives and a better evaluation for well-rounded and diverse candidates.
- If the goal is to ensure the best applicant is hired who brings overall professionalism and compassion to the position, multiple perspectives can only add to this possibility.
- There is no legal, HR, or policy reason that non-sworn community members cannot sit on a hiring panel. Non-sworn evaluators would not be evaluating police strategic or tactical thinking which will be taught in the Academy, but evaluating the individual and what they bring to interpersonal engagements with community members.

**INTERVIEW PROCESS RECOMMENDATIONS**

- **Require community members to be a part of the oral interview process**, sitting on any oral interview panel, with the same decision-making authority as officers on the panels.
- **Define Specific Characteristics** desired to become an SLCPD officer e.g.: Compassion, Empathy, Integrity, Eagerness to Learn, Mental Agility, Cultural Humility, Awareness, Sensitivity, Communication Skills

***ISSUE: There are not a specific set of questions which allow for identification of the ideal characteristics of the ideal candidates.***

- There is a need to formalize the process to evaluate the candidates from a human-centric perspective. A structured approach would allow for the best evaluation of candidates and how they will interact with the various communities within Salt Lake City.
- There is no mandatory requirement for panel members to understand how implicit bias may impact their decision-making.

## CANDIDATE SELECTION RECOMMENDATIONS

- **Create and use questions** which help the candidate identify their place in the world and describe their level of cultural understanding outside of their own. Recognize that this is an on-going process of question creation for multiple panels.
- **Mandatory training** on a regular schedule with Chief’s office representative and Human Resource representative to ensure substantive discussion for panel members prior to the oral interview of entry level and lateral applicants, with the goals of:
  1. Addressing interview questions
  2. Discussing the intent of character desired based on the questions
  3. Creating awareness of implicit biases that may impact decision-making

### School Safety

#### **ISSUE: Continued Racial Disparity in the Students who are interacting with School Resource Officers (SROs)**

Salt Lake City has experienced a large decrease in the overall number of citations given to students by SROs and reduction in racial disparity in these citations (due to recent juvenile justice reform efforts, the 2018 MOU between SLCPD and SLCSO, and School-Based Law Enforcement Training for both SROs and school administrators), there is still remaining disparity in the number of citations given to Hispanic students in some schools. For example, high school citations for 2013-2014 were 125 White Hispanics v 18 White Non-Hispanic students. For 2019-2020, 20 White Hispanics v 2 White Non-Hispanic got citations. This reveals significant reductions in amount of citations and disparity as well, but disparity is still present in 2019-2020.

## SCHOOL RESOURCE OFFICER RECOMMENDATIONS

- Early in the work of this subcommittee we were made aware of the impending expiration of the current Memorandum of Understanding (the “MOU”) the governs the work of the School Resource Officers (SROs) as it expires at the end of 2020-21 school year. However, it has since been communicated to the subcommittee that the expiration date will be extended until the REP recommendations are complete. This subcommittee wants to commend this adjustment and appreciates this recognition of the process underway.
  - Additionally, two commissioners were invited to participate in the “SRO Oversight Committee”, which brings together Salt Lake City School District and Police Department personnel to review the SRO program twice a year.

- **UPDATED RECOMMENDATION** (JUNE 2021) Second extension of the Memorandum of Understanding (MOU) on School Resource Officers (SROs)
  - We recommend extending the expiration date MOU between SLCPD and SLCSD. Currently expires July 2021 and we would like negotiations to commence immediately with an extension of the current MOU remaining in place for an additional 6 months or until renegotiated.
  - This will allow time for the new superintendent to become familiar with the program, its efficacy and the needs
  - The School Safety Subcommittee has amassed a number of recommendations for adjustments that could apply to a future MOU and will share those with both parties
  - This will further allow sufficient time to ensure that changes to the MOU are meaningful and substantial and aren't simply wording adjustments
  - We expect this will include some language from bills introduced in the last session that didn't pass at the state level.

### **ISSUE: Concerns about barriers to services for at-risk youth & the contributions to the School to Prison Pipeline**

The Promising Youth Project (PYP) - is a comprehensive crime, violence, and gang reduction program. The purpose of the Promising Youth Project is to provide promising youth with the opportunities and support needed to unlock their promising potential. The project achieves this by utilizing evidence-based practices and program to assess, case-manage, and connect youth to community resources. In order to be successful, the Promising Youth Project designed a program dedicated to serving the needs of Salt Lake City and its residents. The Promising Youth Project contains two program components in order to meet the needs of our community. The Promising Youth Project contains a (1) School-based Violence, Crime, & Gang Reduction Program and (2) the Promising Youth Summer Opportunity an adventure, life skills, leadership program.

- PYP is currently housed within the SLCPD
- The hiring protocols at the SLCPD hinder the ability to attract and onboard youth/community advocates (practices within the backgrounds investigation portion of hiring is off-putting to potential new-hires for several reasons including, but not limited to long hold periods due to background checks before employment (average 30-60 days), home-visit inspections done by an officer in the home of the candidate (which is

off-putting to candidates, especially those who identify as people of color), and a myriad of disqualifiers that prove to weed out highly qualified candidates at high rates.

## AT-RISK STUDENT RECOMMENDATIONS

In order to strengthen the resources available to at-risk students we recommend the following shifts to existing programming:

The REP School Safety subcommittee recommends that the PYP program be moved from the SLCPD and into the City's Youth and Family Services division. This move is intended to allow the program to:

- Improve PYP's ability to recruit qualified and passionate staff who can most effectively bond with the students.
- Reduce barriers for youth participation who require a safe space to meet with their advocates or receive mental health services. Youth coming into Police Department offices is a barrier.
- *In a subsequent meeting with SLCPD, the subcommittee was made aware that moving the program to the City would threaten current funding sources (i.e. COPS grant) and they asked to have more time to allow this fledgling program to flourish under their oversight.*
- *We therefore recommend that this be revisited in one year to determine if a move might still be needed or if adjustments described here and in red below were sufficient to ensure that this important program can most effectively deliver services.*
- We recommend that this program be given adequate space and resources (computers, cell phones, desks, curricula, risk assessments, etc.) to more effectively meet the needs of the youth they are currently serving and to expand their program to serve more youth.
- *In a subsequent meeting with SLCPD, the subcommittee was made aware that funding for supplies as described above has been found. We were also informed that PYP staff will now share offices with SROs in the schools to improve ability to meet with students and to further improve coordination between the two programs.*
- We recommend increased funding to this program to ensure continued service to the community and to allow increased collaboration with other City and private programs for the benefit of the program's targeted population.
- While current grant funding is in place for the coming year, it is still the recommendation of this committee that secure, long-term funding for this program be found by adding it as a line item in the SLCPD budget when current funding expires.
- We further recommend that all (10) SROs be allowed to work with the PYP Summer program throughout the summer.

- Currently, only a few of the SROs are allowed to participate in the summer program and selection is based on seniority. This results in a breakdown of any rapport and relationships that SROs have developed with at-risk youth during the school year.
- This adjustment would allow continued coordination between the youth and the SROs to reduce the number of youth who drop out of the program for this reason, which places youth at increased risk of involvement in delinquent behavior and referral to the juvenile justice system. Therefore, the positive improvements that youth have gained throughout the school year may be lost during the summer.
- This adjustment would allow School Resource Officers to continue learning, training, and collaborating with Youth Support Advocates while engaging with youth in pro-social, healthy, and positive environments.

*In a subsequent meeting with SLCPD, the subcommittee was made aware that the funding for the SRO program is now going to be 12 months a year, allowing the SROs to stay involved in PYP through the summer months*

- Peer Court - A restorative justice program working to combat the disproportionate involvement of marginalized youth in the juvenile justice system by providing all youth who commit minor offenses an alternative opportunity to be held accountable for their actions.
  - We recommend that the peer court program, the promising youth project, and the explorers program work closely together to maximize resources and outcomes.
  - We recommend ongoing and increased funding to these programs where needed to ensure they can work together to continue helping at-risk youth to avoid the juvenile justice system and building better outcomes for these students overall

Mayor's Office needs to hire dedicated FTE to address equity in education.

- To track the MOU, develop programming needed to make SROs (or other programs as determined) more effective and/or phase them out of schools, maintain a good working relationship between the school district and the City.
- The subcommittee is aware of the new Chief Equity Officer and that there are others on staff with responsibilities in this realm. The feeling is that mixing this with other responsibilities doesn't allow the focus needed to make meaningful progress on these issues.
- The job description for such a position should be determined in collaboration with SLCSO and SLCPD to ensure the position is set up for success and is empowered to make meaningful change.

## OTHER ITEMS DEVELOPED BY THIS SUBCOMMITTEE TO ADVANCE AND IMPROVE SCHOOL SAFETY

There were a number of other items developed by this subcommittee that should be outlined clearly in this report.

1. **Suggestions for the SRO oversight committee on how the efficacy of the current program could be measured.** These are attached here in draft form and should be transmitted to Dr. Sandra Buendia at the Salt Lake City School District on behalf of the School Safety Subcommittee when the subcommittee feels they are complete. This has been an ongoing effort over the life of the subcommittee.
2. **List of Potential Recommendations.** The subcommittee has been tracking the work they've been doing in a Google Document – many of the items in that spreadsheet should be used to inform a future MOU, should it be negotiated in the future. The subcommittee also reserves the right to advance any of them as official REP recommendations should it become appropriate as the work of this subcommittee continues in the future.

## Policies and Practices

### POLICY AND PRACTICES RECOMMENDATIONS

The Subcommittee presented five recommendations to the City Council. The five recommendations covered the following:

1. **Police Officer Body-Worn Cameras**
2. **Internal Implicit Bias Survey to SLCPD**
3. **Community-Based Training on the History of Policing with People of Color**
4. **Co-Response (Mental Health)**
5. **Call Diversion and Dispatch**

#### 1. **Police Officer Body-Worn Cameras (revised and approved 6/2/2021)**

Utah Code sets minimum standards for activation, storage, notifications, and other body worn camera procedures. Body-worn camera use in the Salt Lake City Police Department is outlined in Policy 422 (Portable Audio / Video Recorders), which is largely dictated by Utah Code 77-7a (Law Enforcement Use of Body-worn Cameras) and adopted in 2016. Additionally, the City Council adopted Ordinance 54 on December 1, 2020 for the Police

Department's use of body-worn cameras that formalizes recent policies and executive orders guiding body-worn camera use, data, records, and reporting (2.10.200).

The Racial Equity in Policing Commission believes the current policy and ordinance is part of a multifaceted approach the City is taking to examine internal systems and identify paths toward better accountability, transparency, and equity. SLCPD's related policies and Ordinance 54 match or exceed state law requirements with their use. Additionally, the Commission found that SLCPD is progressive in the use of their cameras by incorporating additional accountability and transparency beyond what state law requires. Examples include internal auditing and outside auditing, two levels of reports, and random audits of footage. This Commission supports the current body-worn camera policies and ordinance and recommends SLCPD continue to strive to be the "gold standard" of best practices nationwide.

Additional recommendations to achieve "gold standard" include making the following modifications to policy and Ordinance 54:

- Ordinance 54 requires a qualified individual outside of SLCPD designated by the mayor to randomly review and audit body worn camera videos. The Commission recommends that this position be identified and provided the necessary support and funding to perform these responsibilities. Furthermore, the mayor's designation of this qualified individual shall require approval and support from the City's Chief Equity Officer.
- Pursuant to current policy, standards, and ordinance multiple body-worn camera reviews and audits are required, including those by the SLCPD audit and inspection unit, the qualified individual designated by the mayor, and the The Commission on Accreditation for Law Enforcement Agencies (CALEA®). In furtherance of efficiency, transparency, accountability, and sustainability the Commission recommends the City specify, develop, and establish criteria regarding how body-worn camera reviews and audits are to be conducted and define uniform and consistent performance metrics and language. This should be done collaboratively with the current audit and inspection unit within SLCPD (Sgt. Mason Givens) and the designated qualified outside body-worn camera auditor. Strongly consider including:
  - Audit all use of force reviews to determine if the reviews were conducted appropriately and if the outcomes are within policy. This includes K-9 incidents involving use of force.
  - Increasing the random reviews of videos by the outside qualified individual from 5 to 20 per month and include random sampling of officer videos as well as completed supervisor reviews and allow for direct selection.



- As required by Ordinance 54, a record and report will be provided to the Mayor and City Council on a quarterly basis. The Commission recommends that the SLCPD audit and inspection unit also provide a record and report on the department's internal audit to the Mayor and City Council on a quarterly basis.
  - The Commission recommends these quarterly reports be provided to the Commission at the same time.
  - SLCPD should inform the Commission of any incidents reported to internal affairs.
  - Pursuant to Ordinance 54, any findings of material non-compliance with state law, City Code and Police Department policy will be referred to the Chief of Police, the City Attorney, the Council Chair, the Mayor and the Mayor's Chief of Staff. These findings should also be reported to the Commission.
  - SLCPD is required to provide an annual report to CALEA and such report should also be shared with the Commission.
- SLCPD is currently nationally accredited by The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA®). This requires compliance with 162 standards and only 4% of law enforcement agencies nationwide are accredited. SLCPD should strive for an advanced accreditation (462 standards) and explore the costs, resources and benefits of doing so.

## 2. Internal Implicit Bias Survey to SLCPD

Leverage the planned cultural assessment mentioned in the Police Department's Crime Control Plan to incorporate an implicit bias survey. The survey shall be developed, administered, analyzed, and disseminated by a third-party as agreed to by the Commission and funded by the City. The results shall be shared with the Chief Equity Officer, Commission, City Council, Mayor's Office, SLCPD and the public. The survey shall be modeled after the Pew Research Center 2016 national Survey of Law Enforcement Officers\*. The results shall be shared with the Commission to inform next steps.

\*References: See the PEW survey here as example and template:

<https://assets.pewresearch.org/wp-content/uploads/sites/3/2017/08/29155639/2016-Law-Enforcement-Topline-Final-1.pdf>

\*Related article: <https://www.pewresearch.org/fact-tank/2020/06/03/10-things-we-know-about-race-and-policing-in-the-u-s/>

### 3. Community-Based Training on the History of Policing with People of Color

The Commission recommends the funding, development, and delivery of community-based training on the history of policing of people of color.

The session(s) is not just about the history of SLC and its communities of color, but of the United States and its history with People of Color and how that history impacts, and is still a part of, the present. It should be co-facilitated with a qualified community member (of color) knowledgeable and involved in equity work, and an officer Sgt./Lt. or above (of any race or ethnicity).

The training shall be incorporated into the SLCPD onboarding process and provided to new employees within the first 30 days of employment. This should also become a part of in-service training since only focusing on the Academy and new officers misses the majority of officers and would indicate that this is not a check-the-box, nor a one and done. Content would be different after all officers have gone through an initial session(s).

The session(s) should be a mix of history/present day examples of legal and social impacts based on race and ethnicity, understanding institutional bias and racism presented with no blame but as a description of what is. It should include an understanding of personal bias and examples of the impacts of both personal and institutional bias.

There should be an opportunity and the space and climate created for officers to speak candidly. If there is not a sharing of perspectives, with the ability to be open to hearing alternative perspectives, there will be no real chance for “AH HA moments”. Space must be created to be comfortable having uncomfortable conversations.

The Commission and SLCPD estimate the following scope:

- 700 officers to be trained.
- 25 officers per training group.
- 28 sessions (budget 30 sessions for makeup dates and/or new employees).
- Two hours each session (totals 60 hours).

It is recommended that this training be funded and developed as soon as reasonably possible, and all officers complete the training within a reasonable time. Additionally, it is

recommended that Council provide any necessary additional funding for voluntary overtime pay to ensure regular staffing needs can still be met while officers take time to attend the training within this timeline.

#### 4. Co-Response (Mental Health)

The Community Connections Center and SLCPD CIT Co-Response model is needed and should be expanded. It should be the prioritized approach to mental health crisis response. Mental health access disproportionately impacts minority communities. According to recent data, 25% of calls to law enforcement from African Americans are mental health related – this highlights the importance of the initial moments and how to best respond. Therefore, we recommend expansion and prioritization of the current co-response model with the following:

- Focus on communities of color. Reach out to those communities and provide more community policing in these areas and build trust. Understand their needs and educate them on SLCPD’s response and assess if it’s accessible to them.
- Expand the co-response program to provide co-response during hours that are at a higher risk for use of force situations – late afternoon and evening.
- Provide co-response during virtually all hours and days where mental health crisis calls most frequently occur:

##### **Short-term/Immediate:**

- Two officers should be redeployed to afternoon shift hours (1430-0030, or 2:30 PM to 12:30 AM).
- One CIT/HOST officer on each shift should work a staggered schedule that covers Saturday and Sunday.
- Two clinicians from the Community Connection Center should be redeployed to afternoon shift hours (1430-0030, or 2:30 PM to 12:30 AM).
- One clinician on each shift should work a staggered schedule that covers Saturday and Sunday.
- The CIT/HOST sergeant should vary, and stagger hours as needed to provide additional coverage to both sets of assignments.

- The department should consider offering pay incentives for both officers and clinicians working afternoon shift hours and weekends to be able to consistently fill these assignments.

#### **Mid-term/6-12 months:**

- As staffing permits, build up this program by increasing the number of officers from 4 to 10 to match the number of social workers. There are currently 10 social workers and 4 officers, which means only 4 teams are available at a time. This increase in officers would allow for 10 teams.
- Assess and evaluate a Civilian EMS Response (like Denver’s STAR) with an outside agency when time is appropriate.

### **5. Call Diversion and Dispatch**

Engage in a dispute system design process to develop the best/most appropriate model/system for incoming calls, diversion and dispatch coordination and response. This process should consider and/or include the following:

- Collaboration with public safety to understand how 9-1-1 calls are being taken and directed.
- Understanding how communities are being policed and how they want to be policed. Engage each of the city’s community councils and its communities.
- Add a mental health question to the 911 dispatch script “Hello, 911. Is this a fire, health, police, or mental health emergency?”
- Establishing a civilian force response team to handle certain calls for service related to low level investigative crimes and low-level disputes. (Matrix Call Diversion Opportunities).

## Continuing Opportunities

It is the desire of Commission to continue its work after the completion of this Phase One component. The work of building trust and understanding, and creating meaningful change takes time. The Commission believes they have offered meaningful ways to improve outcomes for communities and people of color in their engagements with SLCPD. Further, the Commission believes that to profoundly change culture and understanding is an on-going process of engagement. The difficulties of the past year for both Communities of Color and police are apparent to all. It will take both to work to improve outcomes and the Commission believes in its work and the accomplishments to date. It will take the continued support of the elected leaders of this city to ensure expectations for police are clear, and accountability for poor, unprofessional, or unacceptable behavior is expected, consistent, and swift. The Commission hopes to continue to provide methodologies that support the creation of the best outcomes for all residents of Salt Lake City, and specifically its Communities of Color. Additionally, the Commission hopes that it can be involved in a meaningful way in the monitoring and oversight of its recommendations.

# Appendices

## Appendix 1 **Small group listening sessions (Part I)**

- a. SLCPD officers
- b. SLCPD chiefs
- c. School Resource Officers
- d. Utahns with Traumatic Brain Injuries/Intellectual Disabilities

## Appendix 2 **Public Listening Session I (January 28)**

- a. Polls/text comments
- b. Comments/Themes FAQ

## Appendix 3 **Public Listening Session II (May 19)**

- a. Polls/text comments
- b. Graphs
- c. Comments

## Appendix 4 **Small Group Listening Sessions (Part II)**

- a. Native Hawaiian/Pacific Islander
- b. LGBTQ
- c. African-American/Black Community Groups
- d. Latinx and Hispanic Groups
- e. Native American and Indigenous

## Appendix 5 **Social Pinpoint Comments/Data**

- a. Survey data
- b. Forum Comments

## Appendix 6 **Text Message Survey Comments/Data**

- a. Polls
- b. Comments