COOK COUNTY SHERIFF'S MERIT BOARD

Sheriff of Cook County)
vs.)
) Docket No. 1771
Roy Salas	
Correctional Officer)
Star # 4096	•)

DECISION

This matter coming on to be heard pursuant to notice before Kim R. Widup, Board Member, on January 8, 2015, the Cook County Sheriff's Merit Board finds as follows:

Jurisdiction

Roy Salas, hereinafter "Respondent," was appointed a Correctional Officer on February 17,1998. Respondent's position as a Correctional Officer involves duties and responsibilities to the public; and

Each member of the Cook County Sheriff's Merit Board, hereinafter "Board", has been duly appointed to serve as a member of the Board pursuant to confirmation by the Cook County Board of Commissioners, State of Illinois, to sit for a stated term; and

The Board has jurisdiction of the subject matter of the parties in accordance with Chapter 55 of the Illinois Compiled Statutes; and

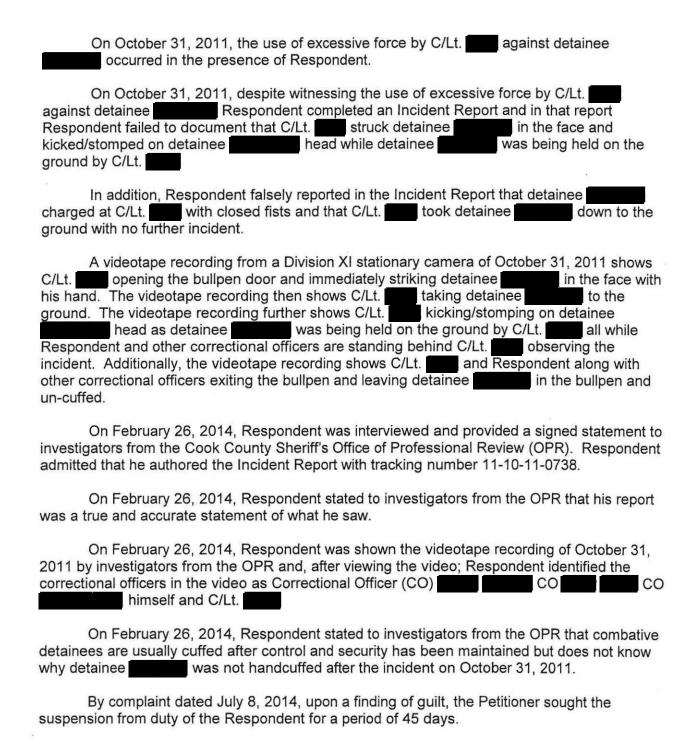
The Respondent was personally served with a copy of the Complaint and notice of hearing and appeared before the Board with counsel to contest the charges contained in the Complaint; and

The Board has heard the evidence presented by the Sheriff and the Respondent and has evaluated the credibility of the witnesses and supporting evidence. After considering the evidence, the Board finds as follows:

Background

On February 17, 1998, the Respondent was appointed a Correctional Officer assigned to Division XI of the Cook County Department of Corrections (CCDOC), located at 3015 S. California Boulevard, Chicago, IL.

On October 31, 2011, while	on duty in Division XI of the CCDOC	, Correctional
Lieutenant (C/Lt.)	d excessive force against detainee	
by striking detainee	in the face, bringing detainee	to the ground,
and kicking/stomping on detainee	head while detainee	was being held on
the ground by C/Lt. causing in	njury to detainee specifical	ly an injury to detainee
left eye.		



Issues Presented

The Respondent was charged based on his actions detailed above with violations of the Rules and Regulations and General Orders of the Cook County Department of Corrections, specifically:

Sheriff's Order 11.2.2.0 (effective September 19, 2011), Response to Resistance/Use of Force Duties, Notifications and Reporting Procedures, in its entirety, including but not limited to, the following subparts:

II. POLICY

Staff involved in a response to resistance/use of force incident, whether on-duty or off-duty must be in compliance with procedures stated in the current CCSO Response to Resistance/Use of Force Policy.

The CCSO utilizes the Use of force Model (2010) – John C. Desmedt and Protective Safety Systems Incorporated to provide guidance on the appropriate amount of force to be used to accomplish a lawful purpose and to articulate a detailed report on the officer's actions. The Use of Force Model employs the progressive and reasonable escalation and de-escalation of officer applied force in proportional response to the actions and level of resistance offered by a subject.

Ever response to resistance/use of force greater than social control, officer presence or verbal control must be reported as outlined in this directive.

V. DUTIES, NOTIFICATIONS, AND REPORTING PROCEDURE

A. Reporting alleged or actual excessive force incidents.

Any employee:

1. With knowledge of the suspected and/or actual excessive use of force or knowledge of an excessive use of force allegation shall immediately verbally report this information to his/her supervisor. The immediate supervisor shall report the verbal notification to the watch commander. The watch commander may require the employee to complete and submit a To/From Memorandum.

Sheriff's Order 11.2.1.0 (effective September 19, 2011), Response to Resistance/Use of Force Policy, in its entirety, including but not limited to, the following subparts:

II. POLICY

Officers shall use an amount of force reasonable and necessary based on the totality of the circumstances to perform a lawful task, effect an arrest, overcome resistance, control a subject, or protect the officer(s) or others from injury, as specified by federal/Illinois statutes and case law.

The CCSO utilizes the Use of Force Model (2010) – John C. Desmedt and Protective Safety Systems Incorporated to provide guidance on the appropriate amount of force to be used to effect a lawful purpose and to articulate a detailed report on the officer's actions. The Use of Force model employs the progressive and reasonable escalation and de-escalation of officer applied force in proportional response to the actions and level of resistance offered by a subject.

Every use of force greater than social control, officer presence or verbal control must be reported as outlined in this directive. Officers shall not unreasonably endanger themselves or another person to conform to the restrictions of this directive.

V. DEFINITIONS

E. Excessive force – The application of an unreasonable amount of force in a given incident based on the totality of the circumstances.

VIII. PROCEDURES

- C. Intervention during excessive force incidents. If an officer knows that another officer is using excessive force against a subject, the officer must take appropriate action. The action required by the officer shall depend upon the circumstances of the incident. However, appropriate actions may include, but are not limited to, verbal or physical intervention, immediate notification to a supervisor, or a direct order by a supervisor to cease the use of excessive force.
- D. Reporting alleged or actual excessive force incidents.

Any employee:

- 1. With knowledge of the suspected and/or actual excessive use of force or knowledge of an excessive use of force allegation shall immediately verbally report this information to his/her supervisor. The immediate supervisor shall report the verbal notification to the watch commander. The watch commander may require the employee to complete and submit a To/From Memorandum.
- 2. Witnessing a use of force incident shall be required to complete and submit to the responding supervisor a Witness Statement as part of the Data Collection Form completed by the watch commander prior to the end of the shift.

XIII. APPLICABILITY

- A. By order of the Sheriff of Cook County, this Sheriff's Order applies to all CCSO officers and must be strictly observed.
- B. Any conflicts with previous orders, policies or procedures shall be resolved in favor of this order.

C. All CCSO officers are required to familiarize themselves with the contents of this order and to adhere to the policy established herein.

General Order 24.9.1.0 (effective July 11, 2011), Reporting Incidents, in its entirety, including but not limited to, the following subparts:

II. POLICY

It is the policy of the CCDOC to have written procedures for reporting and documenting incidents involving staff, inmates, and visitors, as well as to ensure that incidents or problems with the facility, i.e., sanitation, plumbing, electrical, ventilation, or any other situation that creates a dangerous workplace, are reported and documented in a timely and professional manner. Employees shall immediately report to their supervisor any information indicating a violation or attempted violation of criminal laws, or a threat to the safety and security of the facility, its property or any person.

Reports shall be made verbally and in writing as directed by this order.

VII. PROCEDURES

A. Notification

- 1. All reportable incidents occurring within CCDOC involving staff, inmates, or visitors are required to be verbally reported and documented on an Incident Report by staff via the chain of command.
- 2. Response to resistance/use of force incidents by staff shall be reported in accordance with the current Cook County Sheriff's Office (CCSO) Response to Resistance/Use of Force Policy.

B. Incident Report Requirements

- 2. CCDOC staff shall completely and accurately document any incident or situation that he or she observes or that is reported to him/her.
- 3. All CCDOC staff shall promptly prepare the Incident Report and f forward the report to the supervisor.
- 6. Incident Reports shall be prepared immediately after an incident in order to be as accurate as possible; however, they shall be completed, submitted and reviewed by a supervisor prior to being relieved from duty.
- C. Any employee failing to file a report or filing a false report shall be subject to disciplinary action up to and including termination of employment and/or the filing of criminal charges.

F. General Reporting Guidelines

2. Complete and accurate documentation of events and incidents within CCDOC facilities and other sites are essential. Written reports and

reports in IMACS serve to keep staff informed of developments and problem areas within the facility. Reports are also instrumental in the planning and implementation of Sheriff's Office policies and procedures.

General Order 3.8 – Ethics and Standards of Conduct, in its entirety, including but not limited to, the following subparts:

I POLICY

It is the policy of the Cook County Department of Corrections (CCDOC) that employees will conduct themselves in a professional and ethical manner, both on and off duty. Employees will not engage in activities unbecoming of county employees, or conduct that reflects unfavorably to the Office of the Sheriff of Cook County.

III. REQUIREMENTS

The CCDOC Code of Ethics requires the highest level of conduct from all employees. It is the expectation that sworn and civilian employees conduct themselves with high standards of professional conduct and behavior. Employees that fall [sic] to maintain high standards of conduct and ethics, will be subject to corrective or disciplinary action, and may include recommendation for termination.

A. Compliance with Laws and Regulations

4. Employees will comply with lawful departmental rules, written procedures, directives, bulletins, and verbal orders issued by the proper authorities.

General Order 4.1 – Internal Investigations, in its entirety, including but not limited to, the following subparts:

III. REQUIREMENTS

Misconduct, which impairs an employee's ability to perform his/her assigned responsibilities, or adversely affects or involves the Cook County Department of Corrections and/or the Office of the Sheriff of Cook County may be cause for disciplinary action.

Serious misconduct would include those violations of the law, which constitutes a misdemeanor of a felony, or alleged/suspected, violations of Cook County Department of Corrections rules and orders which pose a threat to the safety of staff or inmates or the security of the institution. Included also is misconduct committed while an employee is off duty/outside the institution where in the official character and status of the employee as a correctional officer, deputy sheriff, law enforcement officer, or civilian correctional employee becomes identifiable and calls into question the reputation of the County of Cook, the Office of the Sheriff, or the Department of Corrections.

A. Guidelines for Serious Misconduct include, but are not limited to:

- 17. Engage in any conduct unbecoming an employee of the Cook County Department of Corrections, which tends to reflect discredit on the Department of Corrections or Sheriff's Office.
- 18. Making a false official report, either oral or written.

Sheriff's Order 11.2.20.0 (effective January 25, 2013) – Rules of Conduct, in its entirety, including but not limited to, the following subparts:

II. POLICY

The CCSO serves the citizens of Cook County by performing law enforcement functions in a professional manner, and it is to these citizens that the CCSO is ultimately responsible. Employees of the CCSO shall conduct themselves in a professional and ethical manner both on and off duty. Employees shall not engage in activities that reflect unfavorably on the CCSO but shall instead serve to further the mission of service.

- D. Prohibited associations, establishments, and activities.
 - 25. Fail to cooperate or fail to be truthful with external and/or internal agencies in an investigation of a criminal or civil matter.
- H. Reporting violations.
 - 4. Employees are prohibited from making a false report, written or oral.

Additionally, the Respondent's actions violated the Rules and Regulations of the Cook County Sheriff's Merit Board, specifically:

Cook County Sheriff's Department Merit Board Rules and Regulations, in its entirety, including but not limited to, the following subparts:

Article X, Paragraph B:

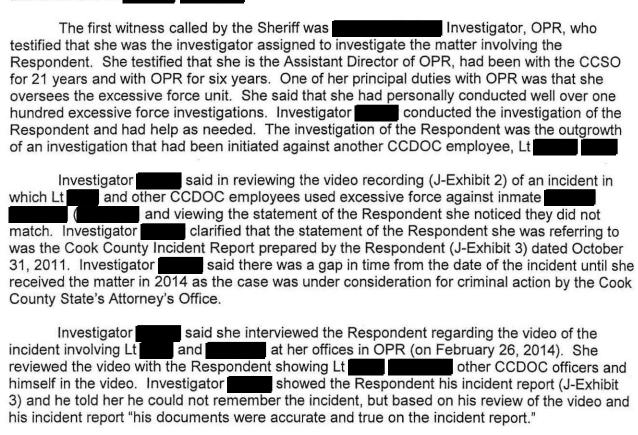
No Police Officer of the Cook County Sheriff's Police Department, Correctional Officer of the Cook County Department of Corrections, or any Deputy Sheriff of the Cook County Sheriff's Court Services Department shall:

- 1. Violate any law or statute of any State or of the United States of America.
- 2. Violate any ordinance of a County or Municipal Government.
- 3. Violate any of the General Orders, special orders, directives, or rules and regulations of the Cook County Sheriff's Office.

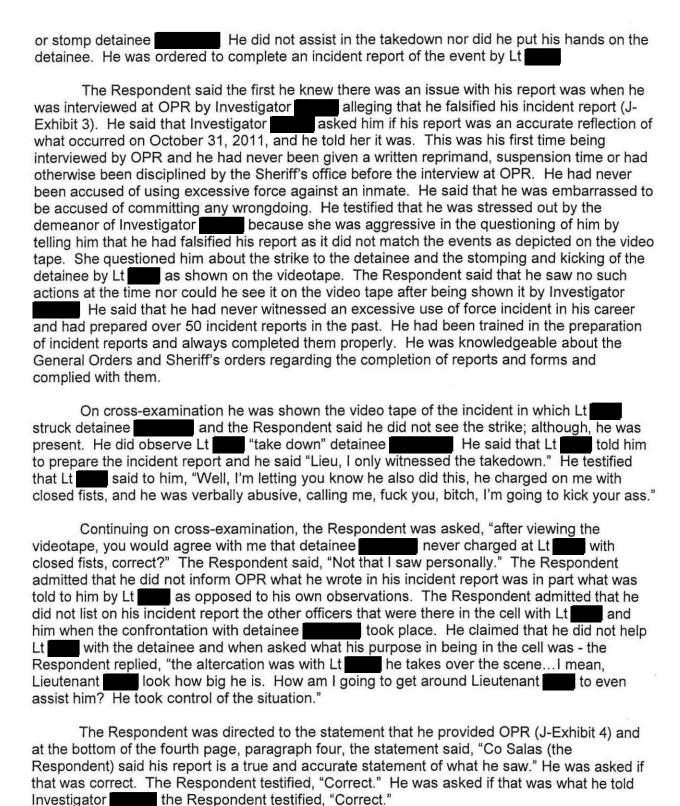
Findings of Fact

This matter was called for trial on January 8, 2015, after the case was continued on several occasions based upon the needs of the Petitioner (Sheriff) and/or the Respondent's request through counsel, and the completion of all discovery matters. At the trial, with a court reporter being present, all witnesses were sworn under oath. The Respondent did testify. During the trial documents were introduced by the Sheriff and the Respondent that were received into evidence. Additionally, there were certain documents that were admitted as exhibits through agreed upon stipulations by both parties. The Sheriff and Respondent made closings arguments addressing issues in the trial.

Through stipulation between the parties, the Sheriff and Respondent introduced joint exhibits that were the following: Joint Exhibit 1 (J-Exhibit 1) was the complaint in the matter; J-Exhibit 2 was a videodisk showing the video camera footage from October 31, 2011; J-Exhibit 3, was the CCDOC Incident Report dated October 31, 2011; J-Exhibit 4 was the statement of the Respondent to OPR and related documents; J-Exhibit 5 was Sheriff's Order 11.2.2.0; J-Exhibit 6 was Sheriff's Order 11.2.1.0; J-Exhibit 7 was Sheriff's General Order 24.9.1.0; J-Exhibit 8 was General Order 3.8; J-Exhibit 9 was General Order 4.1; J-Exhibit 10 was Sheriff's Order 11.2.20.0; J-Exhibit 11 was Article X, Rules and Regulations of the Cook County Sheriff's Merit Board, paragraph B; and J-Exhibit 12 was a complaint register dated November 7, 2011, by an individual named



The Respondent wrote in his incident report (J-Exhibit 3), under Statement of Facts:
" with closed fists, at which time Lt took detainee down with no further incident. Detainee was escorted to Div XI dispensary for medical evaluation upon further evaluation detainee was sent to Cormac."
Investigator prepared a statement of the interview with the Respondent (dated February 26, 2104), which he signed and initialed (J-Exhibit 4). In the statement the Respondent said he did not recall much about the incident. He said his report was a true and accurate statement of what he saw and "he did not see the initial contact made by Lt. his statement reflects what he saw when he entered the bullpen. CO Salas said the detainee was not combative toward him. CO Salas further stated that combative detainees are usually cuffed after control and security has been maintained. CO Salas stated he doesn't know why the detainee wasn't cuffed after the incident. He left that up to his superior officer
Investigator testified that when she showed the video of the incident (J-Exhibit 2) to the Respondent, the Respondent identified himself, Lt and in the video.
Investigator said that she did not see detainee charging Lt with closed fists at any point. She did observe Lt in a kicking posture and with his foot on the neck of detainee after detainee was taken to the ground. She testified that the events she observed on the video were not accurately reflected in the incident report prepared by the Respondent (J-Exhibit 3). She found through her investigation that the Respondent violated general orders, Sheriff's orders and Merit Board Rules by making a false document.
She testified that she further found through her investigation and her basis for the finding was that Lt violated Sheriff's orders or general orders in that "he used unnecessary force and then filed a – filed false documentation and then was less then truthful in his interview."
On cross-examination Investigator testified that she believed that she asked the Respondent is he was directed to complete an incident report by Lt She did not ask the Respondent if any portion of his narrative (in the incident report) had been relayed to him by Lt She could not recall any answers to questions she asked of the Respondent that were not included in the statement she prepared for the Respondent (J-Exhibit 4). She said the delay in conducting the investigation was that the matter had been referred to the States Attorney in 2011 and was there until 2014 when the matter was sent over to OPR. She testified that no criminal charges were pursued against the Respondent.
After a brief redirect in which she testified that findings were made by her against Lt the Respondent and Officer Investigator testified on re-cross examination that the findings made against Officer were for falsifying reports and untruthfulness.
The Sheriff rested and the Respondent was called to testify by his counsel. He testified that he had been assigned in Division 11, CCDOC, for his entire 17-year career. He testified that it was a medium security level. He testified that he did not see Lt strike detainee on October 31, 2011. He did hear detainee say to Lt fuck you, bitch, I'm going to kick your ass." He also witnessed Lt strike down" inmate he said he was four feet from the detainee and Lt strike the Respondent did not observe Lt sick



Continuing on cross-examination he was asked, "But what you are testifying to today is that it's not an accurate statement of what you saw; that the majority of the report is information that was given to you by somebody else, right?" The Respondent replied, "Correct, which I was never asked in OPR." The Respondent admitted that he was provided with an opportunity to

make corrections to his statement to OPR (J-Exhibit 4), had the opportunity to amend the narrative, and signed it verifying the information contained within it was accurate and complete.

On re-direct the Respondent testified he was not asked by Investigator to distinguish the statements that were reported to him versus what he personally observed in

Joint Exhibit 3. When asked what his state of mind was when he reviewing his statement the Respondent replied that he was disgusted that he was going through the investigative process and was stressed out. Corrections Officer, CCDOC, was called by the Respondent. He testified that he had been with the CCDOC for over 13 years with the last 12 years in Division 11. He was working on October 31, 2011, but had no recollection of the events regarding Lt detainee on the date. He could not recall completing any paperwork, he could not recall and the Respondent. He responding to an incident with Officers could not recall being interviewed by command staff regarding the incident. He did recall being interviewed by OPR in 2014 but could not recall by whom. He testified that he told OPR he could not recall anything that happened on October 31, 2011. He did testify that he and the Respondent were friends outside of work. He was not cross-examined. Corrections Officer, CCDOC, was called by the Respondent. He testified that he had been with CCDOC for nine years and was assigned to Division 11. He testified that he was working on October 31, 2011, and recalled responding to an incident involving Lt He said that he was not required to complete any paperwork regarding the incident. He was shown a video of the incident by OPR when he was interviewed by the investigator on February 24, 2014. He said that he had no independent recollection of what occurred on October 31, 2011, other then some cursing and yelling. After a brief crossexamination by the Sheriff, the Respondent rested.

Decision

The Board finds by a preponderance of the evidence through the testimony of the witnesses; the video tape recording of the October 31, 2011, incident (J-Exhibit 2); and the supporting evidence that the Respondent was less then credible in his testimony. The video shows that inmate was punched and then later kicked by Lt The Respondent was in the cell with the inmate and Lt and was within four feet of the incident. The evidence shows that even if the Respondent did not see the initial strike by Lt is unreasonable to believe that he did not see Lt kicking and otherwise using force on Finally, he admitted that the information he recorded in his incident report (J-Exhibit 3) was information provided to him by Lt and not his own observations. This information is inconsistent with what actually occurred and his incident report was false. His statement to OPR stayed consistent with his false incident report which caused him to provide false and misleading information to OPR. He had the opportunity with OPR to correct the record through his statement (J-Exhibit 4) regarding what actually occurred on October 31. 2011, and he chose not to do so in violation of Sheriffs and General Orders.

Conclusions of Law

Based on the evidence presented and after assessing the credibility of the witnesses and the weight to be given the evidence in the record, the Board finds that Respondent Roy Salas, Star Number 4096, CCDOC, did violate Sheriffs Order 11.2.2.0, Sections II and V, A1; Sheriffs Order 11.2.1.0, Section II, Section V, E, VIII, C, D1-2, and Section XIII, A-C; General Order 24.9.1.0, Sections II and VII, A1-2, B2-3 and 6, C and F-2; General Order 3-8, Sections I and III, A4; General Order 4-1, Section III, A17-18; Sheriffs Order 11.2.20.0, Section II, D25 and H4; and Article X, Paragraph B, 1-3, of the Rules of the Cook County Sheriff's Merit Board.

Wherefore, based on the foregoing, it is hereby ordered that the Respondent Roy Salas be suspended from duty for a period of 45 days effective July 8, 2014.

Roy Salas #1771 Correctional Officer Star # 4096

James P. Nally, Chairman	Jennife E Bae, Board Member
Byron Brazier, Vice Chairman	Kim R. Widup, Board Member
Brian J Riordan, Board Member	Patrick Brady, Board Member
John Dalicandro, Secretary	Vincent T. Winters, Board Member
Dated: 00.70 beg 15,2015	