COOK COUNTY SHERIFF'S MERIT BOARD

Sheriff of Cook County)	
VS.	•).)	
)	Docket No. 2153, 2164
Correctional Officer		•)	• •
Noel Cuellar)	
)	

DECISION

This matter coming on to be heard pursuant to notice, on the following dates, October 7, 2019, December 2, 2019, January 27, 2020, February 3, 2020, before John J. Dalicandro, Board Member, the Cook County Sheriff's Merit Board finds as follows.

Jurisdiction

Noel Cuellar, hereinafter Respondent, Respondent was appointed a Correctional Officer on December 27, 2004.

Respondent's position as a Correctional Officer involves duties and responsibilities to the public; 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; the Board has jurisdiction of the subject matter of the parties in accordance with 55 ILCS 5/3-7001, et seq; and the Respondent was 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.

As a threshold matter, a proceeding before the Merit Board is initiated at the time the Sheriff files a written charge with the Merit Board. 55 ILCS 5/3-7012. A document is considered filed, in this case with the Merit Board, "when it is deposited with and passes into the exclusive control and custody of the [Merit Board administrative staff], who understandingly receives the same in order that it may become a part of the permanent records of his office." See Dooley v. James A. Dooley Associates Employees Retirement Plan, 100 Ill. App. 3d 389, 395 (1981)(quoting Gietl v. Commissioners of Drainage District No. One, 384 Ill. 499, 501-502 (1943) and citing Hamilton v. Beardslee, 51 Ill. 478 (1869)); accord People ex rel. Pignatelli v. Ward, 404 Ill. 240, 245 (1949); in re Annex Certain Terr. To the Village of Lemont, 2017 IL App (1st) 170941, ¶ 18; Illinois State Toll Highway Authority v. Marathon Oil Co., Ill. App. 3d 836 (1990) ("A 'filing' implies delivery of a document to the appropriate party with the intent of having such document kept on file by that party in the appropriate place." (quoting Sherman v. Board of Fire & Police Commissioners, 111 Ill. App. 3d 1001, 1007 (1982))); Hawkyard v. Suttle, 188 Ill. App. 168, 171 (1914 ("A paper is considered filed when it is delivered to the clerk for that purpose.").

The original Complaints in this matter were filed with the Merit Board's administrative staff on March 8, 2019 and March 25, 2019. Regardless of whether Merit Board Members were properly appointed during a given term, the Merit Board, as a quasi-judicial body and statutorily created legal entity, maintained at all times a clerical staff not unlike the Clerk of the Circuit Court ("Administrative Staff"). These Administrative Staff members receive and date stamp complaints, open a case file, assign a case number, and perform all the functions typically handled by the circuit clerk's office. Just as a timely filed complaint would be accepted by the circuit clerk even if there were no properly appointed judges sitting on that particular day, so too was the instant Complaint with the Administrative Staff of the Merit Board. Accordingly, the Complaints filed on March 8, 2019 and March 25, 2019 commenced the instant action, were properly filed, and will be accepted as the controlling document for calculating time in this case.

Background

Sheriff's complaints dated March 8, 2019 and March 25, 2019 in which the Petitioner (Sheriff) sought, upon a finding of guilt, the removal of the Respondent from duty with the Cook County Sheriff's Department.

The complaint alleged, in summary, that the Respondent on or about November 13, 2016, while off duty, at the Perception Lounge located in Berwyn, Illinois, the Respondent was involved in a fight and identified by witnesses as the individual who hit Mr.

That on or about November 17, 2016, the Respondent was arrested by the Berwyn Police Department and charged with aggravated battery/great bodily harm.

Respondent was also arrested on November 18, 2016 by the North Riverside Police Department.

That on or about January 20, 2017, Respondent was arrested by Berwyn Police Department for one count of Assault and three counts of Reckless Conduct in relation to the incident that occurred on June 2, 2016 involving Mr.

That the Respondent failed to make verbal notification via telephone to the Cook County Communications Center at to report the specifics of any of these cases.

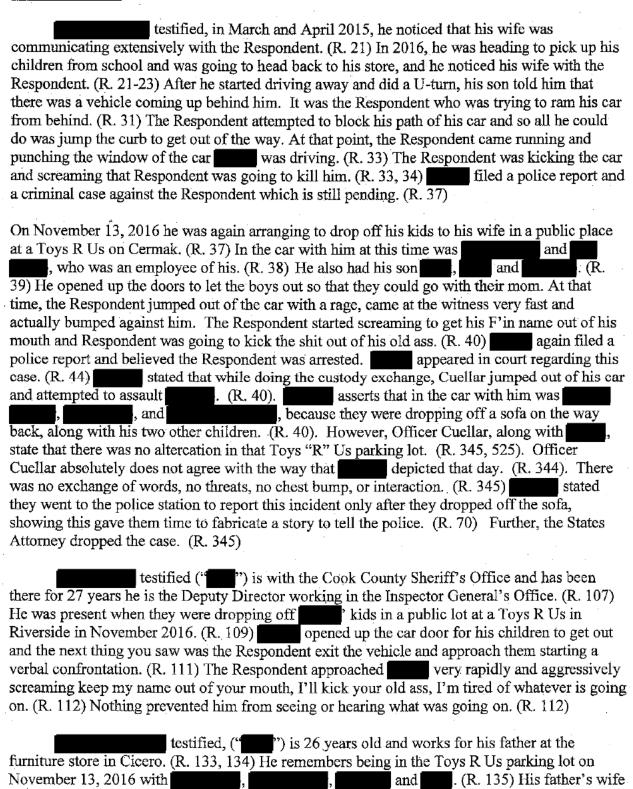
That the Respondent failed to submit a written report specifying the facts forming the basis for his arrest on November 17, 2016 by the Berwyn Police Department, via the chain of command to the respective department head or the authorized designee, and to the Cook County Sheriff's Office of Professional Review ("OPR").

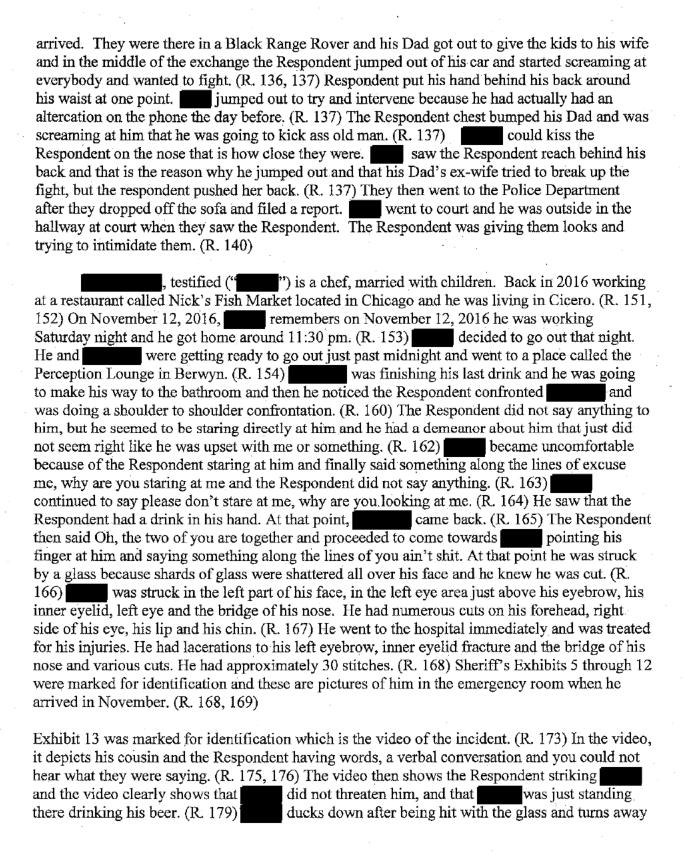
That the Respondent failed to submit a written report specifying the facts forming the basis for his arrest on November 18, 2016 arrest by the North Riverside Police Department, via the chain of command to the respective department head or the authorized designee, and to the Cook County Sheriff's Office of Professional Review ("OPR").

That the Respondent has failed to cooperate with OPR or submit to an interview.

That Respondent failed to conduct himself off duty in such a manner to reflect favorably on the Cook County Sheriff's Office ("CCSO") and failed to maintain a professional demeanor.

Findings of Fact





to try to get out of there. (R. 179, 180) The video shows

from his face and one of the club owners comes over to him. (R. 182) testified, (" ") has been with the Sheriff's Office of Professional Review for six years and she investigates misconduct by Sheriff employees. (R. 213) She was assigned to investigate the Respondent sometime after November 16th when Respondent was arrested for aggravated battery in Berwyn where the allegation was that he had struck someone in the face with a bottle while at the Perception Lounge. (R. 215) She reviewed all of the Berwyn police reports, photographs, witness statements, spoke to witnesses and attempted to interview the accused. (R. 215) The video clearly shows that he had something in his hand when he struck and that he dropped it afterwards. (R. 219, 220) The Respondent did not report any of these arrests to a supervisor. He did not write any reports to OPR notifying of what had occurred. In addition, he was ordered to appear for a second case regarding reckless conduct and domestic battery and did not show up for his OPR interview. (R. 231) 190. All Sheriff's employees are required to make notification of an arrest within 5 days at the longest. (R. 231) As of October 2018, the Respondent had still not reported any of the arrests for any of the incidents to his supervisors. (R. 232) The first time OPR tried to interview him he declined to give a statement. In the second case, OPR could and did give him an order to come in and he did not appear. (R. 233) 's sustained findings that he had violated the conduct policy in multiple areas. (R. 233, 234) That policy governs both on duty and off duty and engaging in a fight and threatening and inflicting bodily harm on another is a violation of the conduct policy. (R. 234) The case involving the Perception Lounge altercation would have been a violation of policy. (R. 234) The failure to report this incident was also a violation. (R. 234-35) The Merit Board Rules and Regulation also require the Respondent to abide by state and federal and local laws. (R. 236) Noel Cuellar, the Respondent testified, his last day at the Cook County Sheriff's Office on active duty was November 2016. (R. 278) He is currently in a relationship with . (R. 280) He began dating her in 2015 and knows her ex-husband (R. 281) Respondent admits that he had criminal complaints filed against him by Mr. 310) There was an incident in June 2016 where he had a confrontation with arrested. (R. 315-317) Respondent admits he was arrested during the incident near the barbershop. (R. 334) Respondent admits that being charged with assault regarding the Toys R Us

incident in November 2016. (R. 343) Respondent admits to being arrested for the incident

face. (R. 358) Respondent admits he had a criminal trial case regarding the incident where he punched or hit in the face. (R. 382) Respondent admits he was arrested by the Berwyn Police Department. (R. 384) Respondent admits that he did not show up for OPR interviews with

OPR interviews. (R. 408) Respondent claims that there is no General Order or Sheriff's Order that required him to report any of these incidents while he was on non-duty status. (R. 409) Respondent claims that he got no call, email or other contact by the Sheriff's Office during this

regarding the altercation with (R. 345) Respondent admits striking

Investigator

time, (R. 410)

dripping with blood profusely

in the

(R. 407) Respondent claims his attorney told him not to show up for his

Respondent admits that the police report regarding the barbershop incident is different than what his testimony was at the hearing. (R. 429, 430) Sheriff's Exhibit 3, the video of the barbershop incident was played for the hearing officer and Respondent identifies Mr. car. (R. 431) Respondent identifies himself on the video tape and it shows that car is not even in the video frame. (R. 434) Respondent again had to admit that his previous testimony on direct was incorrect and that was not out of his car waving his arms, screaming and yelling. He was actually in his car when he came out of the barbershop. (R. 435) The video of the incident, Exhibit 3, was admitted into evidence without objection. (R. 435) Respondent admits that during this incident he was arrested and charged with reckless conduct and assault and the case is still pending. (R. 437)

Respondent admits that he went to the Perception Lounge after 2:00 a.m. and that was still married at this point. (R. 443) Respondent admits to being trained in de-escalation tactics at the Cook County Sheriff's Office. (R. 449) Respondent admits that he never walked away from the altercation with the two gentlemen. (R. 450) Respondents admits that he could have done a lot of things different and try to de-escalate and defuse. (R. 450) Respondent admits that he did not reach out to security when he was having this confrontation with these two gentlemen at the Perception Lounge. (R. 451) Respondent admits that did not punch at him at all. (R. 451) Respondent admits that he did not go over and talk to the police who were present at the Perception Lounge about what happened. (R. 452)

Since their relationship began, has been arrested approximately two times in relation to incidents with Cuellar and pled guilty for them. (R. 87, 292-296) After those two began making false police reports about Cuellar in efforts to get back at him. (R. 314) The first incident that Officer Cuellar was arrested for and used to support his termination in the complaint is an incident that occurred in Berwyn, Illinois after he was leaving his barber just conveniently happened to be in the same are as and Cuellar at this time. (R. 24-27) Cuellar walked out of the barber shop, heard shouting, and ran to the vehicle. (R. 324) He got into the vehicle and began to reverse, and then began driving in the same direction as because it was the only way to travel down that street. (R. 324-28) Officer Cuellar, fearful for the children, gets out of his vehicle and confronts children back. then puts the car in reverse, and attempts to run him over, accelerates, and then drives away with the children. (R. 333) Cuellar and then call the police, who met them at her children's school, and a police report was made. (R. 522)

A second incident occurred on November 13, 2016. (R. 342) This alleged incident occurred in the parking lot of a Toys "R" Us. Id. and had an arrangement per court recommendation to do the exchange of custody of their children in a public place. (R. 19-20, 37) According to the parking the property of their children in a public place. (R. 37-44) However, Officer Cuellar, along with the parking lot. (R. 345, 525) Officer Cuellar absolutely does not agree with the way that depicted that day. There was no exchange of words, no threats, no chest bump, or interaction. (R. 345) Further, the States Attorney dropped the case. (R. 345)

testified, she is living with Mr. Cuellar, the Respondent, for over
two years. (R. 552) She was living with him at the time of the Perception Lounge incident. (R.
525) which involved individuals named and and . On this night, Officer
Cuellar, and some friends went out to celebrate sirrhday. Officer Cuellar was not
drinking prior to arriving at Perception Lounge. In the bar, Cuellar noticed
because he came up to and asked to buy her a drink. (R. 352) Cuellar responded that he
was her boyfriend. A few minutes later, came 's cousin got involved.
from behind and "body checked" and then danced in a disrespectful and sexual manner.
(R. 355) stated that he even grabbed her butt. (R. 533-34) believed that
may have sent them. The cousins then began yelling something about "kings", which Cuellar
understood to be a gang affiliation. He then struck in the face with his fist, and not a glass
bottle. (R. 358)

Conclusion

Based on the evidence presented, and after assessing the credibility of witnesses and the weight given by the evidence in the record, Respondent violated the Rules and Regulations and General Orders of the Cook County Sheriff's Office and the Cook County Department of Corrections, specifically:

SHERIFF'S ORDER 11.2.20.1 (effective March 12, 2015)
CONDUCT POLICY, in its entirety, including but not limited to the following subparts:
II. POLICY

Members of the CCSO shall conduct themselves in a professional and ethical manner both on and off duty. The standards contained in this policy are not intended to be an exhaustive list of requirements and prohibitions, but they do identify many of the important matters concerning member conduct. Every member is also subject to the provisions contained throughout this policy and applicable written directives, as well as any additional guidance on conduct that may be disseminated by the CCSO or the member's supervisors.

III. APPLICABILITY

This policy is applicable to all CCSO members. Any member found in violation of this policy may be subject to discipline, up to and including termination of employment, in accordance with any applicable collective bargaining agreements and state and federal statutes. Any conflict with existing collective bargaining agreements shall be resolved in favor of the applicable collective bargaining agreement.

IV. COMPLIANCE WITH ALL LAWS, ORDINANCES AND REGULATIONS

Members shall respect and protect the civil and legal rights of all individuals; uphold the constitution of the United States and the State of Illinois; obey all applicable federal, state and local laws; comply with court decisions and orders of courts having jurisdiction; and comply with

lawful rules, written or verbal orders, SEAM articles, policies and procedures issued by the CCSO or by any supervisor.

V. CONDUCT POLICY

- A. The continued employment or retention of every CCSO member shall be based on conduct that reasonably conforms to the guidelines set forth herein. Failure of any member to meet the guidelines set forth in this policy, whether on-duty or off-duty may be cause for disciplinary action, up to and including termination.
- B. A member's off-duty conduct shall be governed by this policy to the extent that it is related to act(s) that may affect or arise from the member's ability to perform official duties, or to the extent that it may be indicative of unfitness for his/her position.

VI. CONDUCT WHICH MAY RESULT IN DISCIPLINE

The following list of causes for disciplinary action constitutes a portion of the disciplinary standards of the CCSO. This list is not intended to cover every possible type of misconduct and does not preclude the recommendation of disciplinary action for specific action or inaction that is detrimental to efficient service. Conduct which may result in discipline includes but is not limited to the following:

- B. Conduct
- a. Unauthorized or unlawful fighting, threatening, attempting or actually inflicting unlawful bodily injury on another.
- f. Failure to report activities on his/her own part or the part of any other member where such activities may result in criminal prosecution or discipline under this policy.
- g. Failure to immediately report, as soon as practicable, to the respective department head or authorized designee via the chain of command, activities that have resulted in official contact by any other law enforcement agency, investigative body or charging authority.
- k. Discourteous, disrespectful or discriminatory treatment of any member of the public or any member of the CCSO.
- l. Inappropriate language or gestures directed at any person that are abusive, harassing, or insolent.
 - r. If a member is arrested, indicted or convicted of a felony or misdemeanor, he shall:
- i. Make verbal notification as soon as practical via telephone to the Cook County Communications Center at (847) 294-4731; and
- ii. Submit a written report as soon as practical upon return to work, or within 48 hours if off work via the chain of command to the respective department head or

the authorized designee, and to the Office of Professional Review ("OPR"); and

iii. The report shall specify the facts forming the basis for the arrest, indictment or conviction, and outline the specifics of the case.

E. Performance

- 26. Any knowing or negligent violation of the provisions of policy, operating procedures or other written directive of an authorized supervisor. Members are responsible for reading and becoming familiar with the contents of applicable policies and procedures and are responsible for compliance with the content contained therein.
- 28. Criminal, dishonest, infamous or disgraceful conduct adversely affecting the employee/employer relationship (including applicable members) whether on-duty or off-duty.
- 43. Any other on or off duty conduct which a member knows or reasonably should know is unbecoming a member of the CCSO; which is contrary to good order, efficiency or morale; or which tends to reflect unfavorably upon the CCSO or its members.

COOK COUNTY DEPARTMENT OF CORRECTIONS CUSTODY MANUAL POLICY 1011 (reissued December 3, 2018)
CONDUCT, in its entirety, including but not limited to, the following subparts:

101.1 PURPOSE AND SCOPE

This policy establishes standards of conduct that are consistent with the values and mission of the Cook County Sheriff's Office and are expected of all department members. This policy applies to all Sheriff's Office members.

101.1.1 ISSUANCE/EFFECTIVE DATE

This policy was re-issued on Dec. 3, 2018 and shall become effective upon issuance (operational updates).

101.2 POLICY

Members of the Sheriff's Office shall conduct themselves in a professional and ethical manner, both on- and off-duty. The standards contained in this policy are not intended to be an exhaustive list of requirements and prohibitions, but they do identify many of the important matters concerning member conduct. Every member is also subject to the provisions contained throughout this policy and applicable written directives, as well as any additional guidance on conduct that may be disseminated by the Sheriff's Office or the member's supervisors.

101.3 COMPLIANCE WITH ALL LAWS, ORDINANCES AND REGULATIONS

Members shall respect and protect the civil and legal rights of all individuals; uphold the constitutions of the United States and the State of Illinois; obey all applicable federal, state and local laws; comply with court decisions and orders of courts having jurisdiction; and comply with lawful rules, written or verbal orders, Sheriff's Office Employment Action Manual (SEAM) articles, and policies and procedures issued by the Sheriff's Office or any supervisor.

101.4 CONDUCT POLICY

The continued employment or retention of every Sheriff's Office member shall be based on conduct that reasonably conforms to the guidelines set forth herein. Failure of any member to meet the guidelines set forth in this policy, whether on- or off-duty, may be cause for disciplinary action, up to and including termination.

A member's off-duty conduct shall be governed by this policy to the extent that it is related to any act that may affect or arise from the member's ability to perform official duties, or to the extent that it may be indicative of unfitness for his/her position.

Noel Cuellar the Respondent violated the General Orders and Regulations of the Sheriff's Department and Merit Board by his numerous activities. He was arrested several times. He was involved in an altercation that an individual was injured. Clearly conduct that cannot be tolerated. The fact that a criminal case moves forward or does not move forward, or a person is found guilty or not does not matter in the determination of a case before the Merit Board. The Merit Board looks at the conduct separately from what a criminal case would look at and we are looking at policy violations. The burden of proof here is not beyond a reasonable doubt, it's not criminal standards, but a preponderance of the evidence. Noel Cuellar also misrepresented facts and made false statements.

Order

Wherefore, based on the foregoing, it is hereby ordered that the Sheriff's request to terminate and remove Noel Cuellar, Respondent, from the Cook County Sheriff's Office is granted effective March 8, 2019.

JOHN J. DALICANDRO, Chairman BYRON BRAZIER, Vice-Chairman VINCENT T. WINTERS, Secretary KIM R. WIDUP, Board Member JUAN L. BALTIERRES, Board Member KIMBERLY PATE GODDEN, Board Member ELENI P. SIANIS, Board Member



Telephone: 312-603-0170

Fax: 312-603-9865

Email: Sherif.MeritBoard@cookcountyil.gov

COOK COUNTY SHERIFF'S MERIT BOARD

69 West Washington - Suite 1100 Chicago, IL 60602

Noel Cuellar Correctional Officer Docket No. 2153 & 2164

This Final Order is adopted and entered by a majority of the Members of the Merit Board:

John J. Dalicandro, Byron Brazier, Vincent T. Winters, Kim R. Widup, Juan L. Baltierres, Kimberly Pate Godden and Eleni P. Sianis.

Not Present: None

DISSENT -

The following Members of the Merit Board dissent from the Findings and Decision of the majority of the Board.

[NONE]

DATED AT COUNTY OF COOK, STATE OF ILLINOIS, THIS 16th DAY OF APRIL, 2020.