On December 6, 2013, a regularly scheduled POST Council meeting was held at 10:00 a.m. at the Public Safety Education and Training Center in Sandy, Utah. Chairman Terry Keefe conducted and welcomed those in attendance.

The following POST Council members were in attendance:
Chief Terry Keefe, Chairman, Layton City Police Department
Sheriff Lamont Smith, Vice-Chairman, Kane County Sheriff’s Office
Sheriff Dave Edmunds, Summit County Sheriff’s Office
Christie Moren, At Large
John Crowley, UPOA Representative
Robert D. Robertson, At Large
Chief Wade Carpenter, Park City Police Department
Chief Ken Wallentine, Attorney General’s Office
Colonel Danny Fuhr, Superintendent, Utah Highway Patrol
Deputy Director Landon Stromberg, Department of Corrections (Proxy for Executive Director Rollin Cook)
Sheriff James O. Tracy, Utah County Sheriff’s Office
Chief Chris Burbank, Salt Lake City Police Department
Dean Donna Dillingham-Evans, Utah State University

The following were excused and/or absent:
Commissioner Kerry Gibson, Weber County Commissioner
Mayor Melissa Johnson, West Jordan City
Executive Director Rollin Cook, Department of Corrections (Proxy by Deputy Director Landon Stromberg)
Dr. Matthew Checketts, At Large

POST staff present:
Kelly Sparks, Deputy Director
Atty. Kevin Bolander, DPS Legal Counsel representing POST, Asst. Attorney General
Shaunna McCleve, Administrative Secretary
Al Acosta, POST Investigations Bureau Chief
Rex Dana, POST Investigations
Rich Fordham, POST Investigations
Brad Macfarlane, POST Investigations
Alex Garcia, POST Investigations
Mary Kaye Lucas, POST Investigations
Wade Breur, POST Basic Training Bureau Chief
John Jacobs, Training Manager
Erin Nixon, Investigation Secretary
Marcas Yockey, DPS Legal Counsel
Welcome and Introductions
The meeting was called to order at 10:00am. Chairman Terry Keefe welcomed those in attendance.

Recognition
Chairman Keefe and Deputy Director Sparks recognized Dean Donna Dillingham-Evans and Robbie Robertson for their 8 years of service on the Council.

Approval of POST Council Minutes
The POST Council minutes of September 28, 2013, were reviewed and the following motion was made:

Motion: Sheriff Dave Edmunds motioned to approve the minutes of September 28, 2013.
Second: Chief Wade Carpenter seconded the motion.
Vote: The motion passed with all in favor.

Satellite Audits
Lt. Wade Breur reported on Utah Valley University Academy and Salt Lake Community College Academy. No exceptions to the audit were reported.

Investigation Process
Deputy Director Sparks addressed the Council to present a report on the POST Investigation process. Below is the report given to the Council.
Special Report to POST Council

POST Investigative Process

The purpose of this report is to give members of the POST Council a clearer understanding of the investigative and adjudicative processes that take place prior to a disciplinary matter coming before the Council for consideration of appropriate sanction.

Receipt of complaint and allegation:
UCA 53-6-211(6) requires a chief, sheriff, or administrative officer to notify POST if they become aware that a certified employee has violated this code. Most of the complaints received by POST come from the employing agency; however, we also receive complaints from individual officers and private citizens.

Complaint review:
All Complaints received by POST are entered into a complaint log and then go through a preliminary review by the Investigation’s Bureau Chief or his assistant. This preliminary review is to determine if an investigation should be opened. This screening will include a review of information received from the referring agency to include the agency’s internal investigation. If the complaint is referred by an individual officer or citizen, the complainant may be requested to provide a written statement or explanation.

Investigation:
If the preliminary review determines an investigation is warranted, the case is assigned to a POST Investigator. A notice of the investigation is then sent to the involved officer and the employing agency.

The assigned POST investigator will conduct a complete independent investigation. This investigation will include a review of all internal investigation reports, all criminal investigation reports and any other written documents pertinent to the case. The investigator will also interview the involved officer and any witnesses. Officer interviews are attended by at least two POST investigators. Generally a Garrity warning is provided to any certified officer or dispatcher interviewed.

Case Reviews:
Regular case reviews are conducted throughout the investigation with the investigation Bureau Chief or his assistant. At the conclusion of the investigation, the case is screened with the entire investigations staff, and the Director or Deputy Director. At this staffing, a determination is made as to whether or not there is clear and convincing evidence the accused officer violated Utah Code 53-6-211. If POST investigations determine POST could not meet its burden of proof in the case, a letter of “no action” is sent to the officer and the employing agency. The case is then concluded.

If, at staffing, a determination is made that POST could meet its burden of proof, a “Notice of Agency Action” is drafted and reviewed by the entire staff.

Notice of Agency Action:
The Notice of Agency Action becomes the basis for the administrative record (this is the notice the Council receives when deliberating possible sanctions). The POST investigation staff works hard to ensure that all relevant and pertinent information is included in the Notice of Agency Action. Once the Notice has been through this internal review it is sent to the Director and the Assistant Attorney General assigned to POST (currently Mr. Bolander) for their review and comment. Once the Notice is reviewed, approved, and we are satisfied it contains all the pertinent facts of the case, the Notice is served on the accused officer.

ALJ Hearing:
This process is designed to protect the due process rights of the officer. Once the Notice is served, the officer has 30 days to respond. The accused officer may contest the facts outlined in the notice or introduce additional facts in a hearing before an Administrative Law Judge (ALJ). The ALJ will consider all evidence and testimony, and then render a decision outlining the “findings of fact” and “conclusions of law”. This adjudication legally establishes what the facts of the case are.
An investigative report may contain some ancillary information, unsubstantiated allegations, even rumor or innuendo; however, this information is not included in the Notice of Agency Action because it was not borne out during the investigation. Only the information contained in the Notice is considered a fact of record.

**Hearing Waiver:**
The accused officer may also waive his right to a hearing before the ALJ. In waiving his right to a hearing the accused officer admits as true all of the facts contained in the Notice of Agency Action and acknowledges that POST could meet its burden of proving each of the allegations listed in the Notice. Again, once such a waiver is signed by the officer the information contained in the Notice become the legally established facts of the case.

**Default Order:**
Occasionally, an accused officer will simply not respond to the Notice of Agency Action. In this case the officer is notified that his time period for filing responsive pleadings has expired and an order of default is then processed. When the ALJ signs an order of default the case moves forward based exclusively on what is contained on the Notice of Agency Action.

**Sanction Phase:**
Once the ALJ has made a decision, or the officer has stipulated to the facts and signed a waiver, or a default has been entered, the matter shall be presented to the POST Council at their next regularly scheduled meeting. Administrative rule provides the Council shall be provided with the documents contained in the administrative file which includes the Notice of Agency Action, Responsive Pleadings from the accused officer and the decision rendered by the ALJ. The Council will also be provided with any written information provided by the chief, sheriff or administrative officer of the employing agency.

The POST Council’s charge is to review the matter and determine whether suspension or revocation is appropriate based on the facts of the case and the disciplinary guidelines. The accused officer or his attorney may address the council regarding whether the officer’s certification should be suspended or revoked. In addressing the Council the officer should not attempt to dispute, argue or add to the established facts of the case as contained in the administrative file. The officer may however, introduce mitigating considerations such as a counseling or treatment program which has been attended since the violation occurred.

**Final Order:**
After the Council has had opportunity to hear the case and deliberate a sanction, a Final Order is signed by the Council Chair. A Final Order becomes effective on the date it is signed. An officer may receive credit toward the period of suspension from the time he was separated from his department or since he was no longer able to act as a peace officer.

**Judicial Review:**
An officer may obtain judicial review of the Council’s action by filing a petition for judicial review with the Utah Court of Appeals within 30 days from the time the Final Order is issued.

**Synopsis of Applicable Administrative Rule:**

**R728-409-4. Cause for the Suspension or Revocation of a Peace Officer’s Certification.**

The division may initiate an investigation when it receives information that grounds for the suspension or revocation of a peace officer’s certification exist under Subsection 53-6-211(1).

**R728-409-6. Investigative Procedure.**

J. The division will take action based on the actual conduct of the peace officer as determined by an investigative process, not necessarily on the punishment instituted by the law enforcement agency which employs the peace officer or any court findings.

N. Once the investigation is concluded, the division shall determine whether there is sufficient evidence to proceed with an adjudicative proceeding.

O. If the division determines that there is insufficient evidence to find that a peace officer engaged in conduct in violation of Subsection 53-6-211(1), the director shall issue a letter to the peace officer indicating that the investigation has been concluded and that the division shall take no action.

A. The purpose of an adjudicative proceeding will be to determine whether there is sufficient evidence to find that the respondent committed the alleged conduct by clear and convincing evidence and whether such conduct falls within the grounds for administrative action enumerated in Subsection 53-6-211(1).

B. All adjudicative proceedings initiated by the division for the purpose of suspending or revoking a peace officer’s certification shall be formal proceedings as provided by Section 63G-4-202.

R728-409-15. ALJ Decision.

A. Within 30 days from the date a hearing is held, the ALJ shall sign and issue a written decision, which shall include a statement of:

1. the ALJ’s findings of fact based exclusively on the evidence of record in the adjudicative hearing or on facts officially noted;
2. the ALJ’s conclusions of law; and
3. the reasons for the ALJ’s decision.

B. If the ALJ finds that there is sufficient evidence to find that the respondent engaged in conduct in violation of Subsection 53-6-211(1), the ALJ’s decision shall indicate that the matter will be heard at the next regularly scheduled council meeting.

C. If the ALJ finds that there is insufficient evidence to find that the respondent engaged in conduct in violation of Subsection 53-6-211(1), the matter will be dismissed.

D. The ALJ shall file the decision with the division and a copy shall be sent to the respondent by certified mail.

A. Except as provided by 63G-4-502 all adjudicative proceedings initiated by the division for the purpose of suspending or revoking a peace officer’s certification shall be commenced by the filing of a Notice of Agency Action.

B. The Notice of Agency Action shall be signed by the director and shall comply with the requirements of Section 63G-4-201.

C. The Notice of Agency Action shall be filed with the division and a copy shall be sent to the respondent by certified mail.


A. The respondent must file with the division a written response, signed by the respondent or his attorney, within 30 days of the mailing date of the Notice of Agency Action.

B. The written response must comply with the requirements in Section 63G-4-204.

After presentation of the report Deputy Director Sparks asked if the Council had questions concerning the investigation process. Chief Burbank asked if POST does not review “Use of Force” cases. He stated he has recently referred two cases to POST and does not believe they have been reviewed by the Council. Deputy Director Sparks stated that when the use of force has been established as a violation of law, POST will investigate and bring those cases to the Council. Use of force violations were discussed by the Council and Chairman Keefe asked Deputy Director Sparks to provide a historical record of how many of these cases have been referred to POST and the disposition of these cases. Deputy Director Sparks said POST would compile this information and report it to the Council. Deputy Director Sparks reiterated, if an investigation shows by clear and convincing evidence there has been a violation of law, POST will move forward with those cases and bring them before the Council. Chairman Keefe asked the information be provided to the Council prior to the next POST Council meeting.
DISCIPLINARY CASES
Deputy Director Sparks presented the following cases to the POST Council:

RUSSELL B. WHITTLE
Offence – Cruelty to Animals
Category – E
Recommended Discipline – 6 month suspension
Status – Terminated
Agency – Utah Department of Corrections

On June 16, 2012, Russell B. Whittle’s small dog was attacked and killed by a pit bull. In an attempt to free his dog, Whittle struck the pit bull on the head with his fist and swung the pit bull into the wall until the pit bull dropped Whittle’s dog. After the pit bull dropped the dog from its mouth Whittle again grabbed the pit bull and swung it into the side of a garage wall. The pit bull was later euthanized at the owner’s request. On August 9, 2012, the owner of the pit bull contacted the local police agency who sent an animal control officer to investigate the incident. Whittle was charged with cruelty to an animal, a class B misdemeanor. On March 12, 2013, Whittle entered into a diversion agreement and was required to pay restitution to the victim. Whittle failed to fulfill the diversion agreement and a warrant was issued. Whittle did not respond to the notice of agency action. On October 2, 2013, a Motion for Entry of Default was mailed to Whittle. Whittle never responded to the Motion for Entry of Default. On October 23, 2013, an Order of Default was signed by Administrative Law Judge J. Richard Catten and mailed to Whittle. Whittle did not respond to the Order of Default.

Motion: Chief Ken Wallentine motioned to accept the recommended six month suspension of Russell Whittle’s peace officer certification (1/18/13-7/18/13).
Second: John Crowley seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)

ELI ERNEST
Offence – Theft
Category – D
Recommended Discipline – 1 year suspension
Status – Resigned
Agency – Utah Department of Corrections

On January 26, 2013, Eli Ernest and three other officers attended a party in connection with their secondary employment as security officers. During the party, one of the officers broke into a locked storage room. Ernest and each of the other officers removed a bottle of alcohol for themselves. The theft was discovered after a routine inventory and confirmed via security cameras. When confronted about the missing alcohol, Ernest and the other three officers admitted to the theft and returned the unopened bottles. On February 22, 2013, Ernest resigned from his department.

Motion: Colonel Danny Fuhr motioned to accept the recommended one year suspension of Eli Ernest’s peace officer certification (2/22/13-2/22/14).
Second: Robbie Robertson seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)
KYLE J. PETERSEN
Offence – Theft
Category – D
Recommended Discipline – 1 year suspension
Status – Resigned
Agency – Utah Department of Corrections

On January 26, 2013, Kyle J. Petersen and three other officers attended a party in connection with their secondary employment as security officers. During the party, one of the officers broke into a locked storage room. Petersen and each of the other officers removed a bottle of alcohol for themselves. The theft was discovered after a routine inventory and confirmed via security cameras. When confronted about the missing alcohol, Petersen and the other three officers admitted to the theft and returned the unopened bottles. On February 22, 2013, Petersen resigned from his department.

Motion: Robbie Robertson motioned to accept the recommended one year suspension of Kyle Petersen’s peace officer certification (2/22/13-2/22/14).
Second: Sheriff James Tracy seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)

KENDRICK J. HAWKES
Offence – Theft
Category – D
Recommended Discipline – 1 year suspension
Status – Resigned
Agency – Utah Department of Corrections

On January 26, 2013, correctional officer Kendrick Hawkes was working security at a party in Park City in connection with his secondary employment. The party was being held for all employees and three of Hawkes’ co-workers, also officers, were in attendance. During the party, one of the officers broke into a locked storage room. Each of the officers removed a bottle of alcohol for themselves. Instead of stopping the theft, Hawkes also selected a bottle of alcohol and asked the officers to take his bottle and give it to him at a later time. The theft was discovered after a routine inventory and confirmed via security cameras. When confronted about the missing alcohol, Hawkes and the other three officers admitted to the theft and returned the bottles. On February 22, 2013, Hawkes resigned from his department.

Motion: Dean Donna Dillingham-Evans motioned to accept the recommended one year suspension of Kendrick Hawkes’ peace officer certification (2/22/13-2/22/14).
Second: Chief Wade Carpenter seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)

PATICK S. DONEGAN
Offence – Falsification or alteration of government records
Category – E
Recommended Discipline – 1 year suspension
Status – Resigned
Agency – Utah Highway Patrol
On October 5, 2011, Patrick S. Donegan’s supervisor became aware Donegan had several traffic stops recorded on his daily log, for the month of September 2011, that were not recorded on the dispatch log or on Donegan’s video dash cam. During a Department Public Safety Internal Affairs (IA) Garrity interview Donegan admitted he entered traffic stops and creating warnings on his log when he did not actually make the stops. Donegan also admitted he stopped vehicles where two individuals were in a single vehicle, he would write warnings to both individuals, but his log would reflect two separate vehicle stops. POST made several attempts to contact Donegan for an interview. On October 2, 2013, a Motion for Entry of Default was mailed to Patrick Donegan. Donegan failed to respond to the Motion for Entry of Default. On October 23, 2013, an Order of Default was signed by Administrative Law Judge J. Richard Catten and mailed to Donegan. Donegan did not respond to the Order of Default.

Motion: Chief Chris Burbank motioned to accept the recommended one year suspension of Patrick Donegan’s peace officer certification (1/26/12-1/26/13).
Second: Robbie Robertson seconded the motion.
Vote: The motion passed with all in favor. (Colonel Danny Fuhr recused himself)

JON GARDNER
Offence – Driving while ability impaired by alcohol
Category – D
Recommended Discipline – 1 year suspension
Status – Retired
Agency – Utah Highway Patrol

On August 21, 2011, John Gardner was stopped by a law enforcement officer for speeding while riding his motorcycle in Colorado. After smelling the odor of alcohol, the Colorado officer had Gardner perform standardized field sobriety tests and provide a breath sample for a portable breath test unit (PBT). The results of the PBT indicated a blood alcohol concentration (BAC) of .067. Gardner was arrested and transported to a hospital where he voluntarily provided a blood sample for analysis. The result was a BAC of .073. Gardner was subsequently cited for driving while impaired by alcohol and speeding. Gardner subsequently pled guilty to reckless driving.

Chief Wallentine asked if POST investigated the officer’s prior discipline history involving traffic incidents including stops he made as an officer. Investigator Macfarlane stated POST did not look into his enforcement actions but did not find any other traffic violations in Utah. Chief Wallentine stated he was specifically interested in a violation which occurred in Wyoming. Investigator Macfarlane stated nothing came up when POST ran his history both traffic and criminal. Chief Wallentine asked if the officer’s prior disciplinary record was taken into consideration. Deputy Director Sparks stated prior agency disciplinary action is not taken into consideration. Prior POST Council disciplinary action would be taken into consideration.

Motion: Chief Ken Wallentine motioned not accept POST’s recommendation of a one year suspension and requested further investigation in this case.
Second: Sheriff Dave Edmunds seconded the motion.
Vote: The motion passed with all in favor. (Colonel Danny Fuhr recused himself)
TIMOTHY K. JONES
Offence – Assault, Threat of Violence, Electronic Communication Harassment, Garrity Violation
Category – C
Recommended Discipline – 2 year suspension
Status – Terminated
Agency – Utah Highway Patrol

POST Investigation sustained several allegations. On October 3, 2013, an Administrative Hearing was conducted. The ALJ ruled POST met its burden of proof regarding the first assault, which occurred on April 11, 2010, where Jones assaulted, a male after forcing him to stop his vehicle. The male filed a police report, but declined to press criminal charges against Jones. All of the other allegations were dismissed.

Blake Ostler, attorney for Timothy Jones, addressed the Council. He stated there is a very high rate of marital failure in officers because of the stress placed on them. Atty. Ostler gave the details of the case and asked the Council to reduce his suspension.

Motion: Sheriff James Tracy motioned to accept the recommended two year suspension of Timothy Jones’ peace officer certification (12/29/11-12/29/13).
Second: Chief Chris Burbank seconded the motion.
Vote: The motion passed with all in favor. (Colonel Danny Fuhr recused himself)

JAMES E. HOUGHTALEN
Offence – Theft
Category – A/D
Recommended Discipline – 2 year suspension
Status – Terminated
Agency – Tooele County Constable

On November 18, 2010, Houghtalen served a Writ of Execution and collected $150.00 from a subject. Houghtalen never turned in the return of service or the $150.00 and never billed the constable’s office for the paper service. On November 19, 2010, Houghtalen collected $300.00 bail from a subject on a cash only bench warrant. Houghtalen never turned in the return of service or the $300.00 and never billed the constable’s office for the paper service. When the constable’s office asked Houghtalen for the $300 bail, he asked for a pay advance in order to turn in the $300.00. When interviewed, Houghtalen could not explain why he did not turn in all of the required documents and money from these two cases as he has from other cases. Houghtalen did not respond to the Notice of Agency Action. The ALJ signed the Order of Default on November 20, 2013.

Sheriff Smith asked if Mr. Houghtalen participated in a Garrity interview. Investigator Garcia stated Houghtalen did participate in a Garrity interview and when he was asked what he did with the money he stated he thought he turned it in. The Council discussed whether Mr. Houghtalen’s claim that he could not remember constituted lying under Garrity. Deputy Director Sparks stated POST did not find evidence of a Garrity violation therefore did not include lying under Garrity in the notice of agency action.
Motion: Chief Chris Burbank motioned to not accept the recommended two year suspension and motioned for a three year suspension of James Houghtalen’s peace officer certification (7/27/11-7/11/14).
Second: Robbie Robertson seconded the motion.
Vote: The motion passed with all in favor.

JASON JOHNSON
Offence – DUI, Abuse of psychotoxic chemical solvents
Category – C/D
Recommended Discipline – 3 year suspension
Status – Terminated
Agency – Utah Department of Corrections

On August 23, 2013, Jason Johnson was driving a state owned vehicle on a public road while inhaling gas from a compressed gas can used for cleaning. The gas caused Johnson to lose consciousness which resulted in Johnson crashing the vehicle into a pole on the side of the road. Johnson was not initially arrested but was later charged with DUI and criminal adjudication is pending.

Motion: Sheriff Dave Edmunds motioned to accept the recommended three year suspension of Jason Johnson’s peace officer certification (9/13/13-9/13/16).
Second: Chief Wade Carpenter seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)

JARED J. ANDERSON
Offence – Electronic Communication Harassment, Garrity Violation
Category – A
Recommended Discipline – Revocation
Status – Terminated
Agency – Utah Department of Corrections

On February 29, 2012, a female contacted police reporting someone sent seven unwanted texts to her cell phone containing sexually explicit language. The victim said she found the texts “very offensive” and wanted the incident investigated. The police department initiated a criminal investigation and determined Jared Anderson was the owner of the cell phone number associated with the sexually explicit text messages. On March 5, 2013, the female received additional sexually explicit texts including an image of male genitalia. Anderson was charged with one count, electronic communication harassment, a class B misdemeanor. Anderson entered a plea in abeyance to the charge. In two separate Garrity interviews conducted by UDC, Anderson lied and refused to answer questions related to their administrative investigation. Anderson refused to participate in the POST investigative process.

Motion: John Crowley motioned to accept the recommendation for revocation of Jared Andersen’s peace officer certification.
Second: Dean Donna Dillingham-Evans seconded the motion.
Vote: The motion passed with all in favor. (Deputy Director Stromberg recused himself)
QUARTERLY REPORT
Lt. Wade Breur reported the following: 20 in-service training classes, totaling 244 hours with 140 attendees. Due to budget constraints, POST cancelled an emergency vehicle operator instructor course.

POST has had two basic training classes in session #304 and #305 - POST certified 24 special function officers and 51 law enforcement officers.

Chief Keefe stated there have been discussions about providing additional First Line Supervisor and Mid Management training statewide. Lt. Breur stated he was unaware of a current need, but would be responsive should a demand be identified.

Lt. Acosta reported the following: Investigations received 27 agency complaints, opened 10 cases, conducted 2 administrative hearings and closed 1 case with no action. Investigations has received 2 voluntary relinquishments and conducted 97 background investigations for applicants attending an academy. There are currently 105 open cases 65 are being actively investigated and the remainder are awaiting responses from officers.

SCHEDULE NEXT MEETING
Next meeting will be held in conjunction with the Chief’s Conference in St. George, March 27, 2014. Location to be announced.

ADJOURN FOR LUNCH
Sheriff Lamont Smith motioned to adjourn. John Crowley seconded the motion. Meeting adjourned at 11:50am.