

Case: IA# C2022-00122
G.O. 20-204987
Date: December 20, 2022

Subject Officer: Officer J. Brown and Officer I. Anderson

Allegation:

It is alleged officers failed to render medical aid to stabbing victim, Ryan Outlaw. The Internal Affairs Unit (IAU) investigated the incident to determine if Officer Brown and Officer Anderson's actions violated SLCPD policy. The policies reviewed as part of the investigation include:

- Policy 600.3 Investigation and Prosecution (initial investigation)
- Policy 403.4 First Responder Considerations
- Policy 322.4.3 Discrimination, Oppression, or favoritism
- Policy 432.3 First Responding Member Responsibilities
- Policy 310.3 Domestic Violence Officer Safety

The following information is not a transcript, nor an exhaustive list of every investigative avenue employed by the Internal Affairs Unit in this case. Rather, this document provides a **summary** of the investigative findings and conclusions.

Findings:

Our investigation concluded Officer Brown and Officer Anderson's actions were **not in violation** of the following policies:

- Policy 600 Investigation and Prosecution
- Policy 403.4 First Responder Considerations
- Policy 322.4.3 Discrimination, oppression, or favoritism
- Policy 432.3 First Responding Members' Responsibility
- Policy 310.3 Domestic Violence Officer Safety

Background:

On November 13th, 2020, Officer Brown and Officer Anderson were dispatched to a report of a domestic dispute in progress. The initial report was categorized by SLCPD911 as a priority 2 Domestic just occurred, verbal only, and there was no information to indicate a physical altercation had occurred. (**Investigator's note:** Priority 2 calls are defined as minor crimes just occurred, or calls requiring immediate attention. There are 4 priority levels to which officers are dispatched to with priority 1 being the highest-level emergency call. Dispatchers categorize the priority level after the information is received from the call taker. If the call would have been categorized as a priority 1 or there was information a person had been stabbed, the officers would have been within policy to respond code-3 [lights and sirens] to the scene).

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Officer Brown and Officer Anderson arrived and were let into the apartment complex by Fernanda Tobar. When officers contacted Fernanda, she advised them that her boyfriend, Ryan Outlaw, was in the elevator and she did not know what happened. Officer Anderson located Ryan Outlaw inside the elevator lying on the ground with blood on the front of his shirt.

Officer Anderson called for medical to respond immediately after encountering Ryan in the elevator, while Officer Brown spoke with Fernanda Tobar. Medical personnel responded to the scene and took custody of Ryan Outlaw and transported him to the University of Utah Hospital in Delta condition. Ryan later died of his injuries while being treated at the hospital.

The case was later deemed a homicide and Fernanda Tobar was charged by Salt Lake District Attorney's Office with first-degree homicide.

On August 10th, 2022, Fox13 News published a news story regarding the SLCPD response to this incident. The news story specifically addresses concern over Officer Brown and Officer Anderson's failure to provide life-saving measures to Ryan Outlaw. The news story alludes Ryan Outlaw's race, being Black, influenced the officers' lack of action (**Investigator's note:** The news article stated "despite hours of medical training, two white officers with the Salt Lake City Police Department stood over a Black stabbing victim for approximately eight minutes, choosing not to give first aid").

The Fox13 News Story prompted an IAU internal review to investigate Officer Brown and Officer Anderson's actions.

Investigation:

The following information was derived from official police reports, dispatch recordings, and BWC footage.

On November 13th, 2020, SLC911 received a report of a domestic dispute that had just occurred. The complainant was a neighbor who did not want police contact. The complainant stated [REDACTED] neighbors, a male and female, were screaming "help me" and they were walking back and forth between the hallway and their apartment. The initial complainant did not provide a physical description of the male and female and did not know if the domestic dispute was physical or if weapons were involved.

The initial call was queued at 17:57 hours and broadcast by SLC911 at 17:59 hours. The last update provided by SLC911, prior to officers being dispatched, was that the argument had gone quiet. Officer Brown was dispatched at 18:16 hours and Officer Anderson was dispatched as the backing officer at 18:17 hours. While Officers Brown and Anderson were enroute to the call,

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SLC911 received a second call stating a female was screaming “help me” and the incident was possibly occurring in apartment [REDACTED].

As officers were arriving on scene at 18:23, SLC911 received updates from the neighbor in apartment [REDACTED]. The neighbor in [REDACTED] stated the fight was becoming physical and they were banging on his door. The neighbor also stated the male had possibly been stabbed and the female possibly stabbed him. The neighbor provided descriptions of both parties and stated they were getting onto the elevator and the male was limping (**Investigator’s note:** All these updates were provided by SLC911 between 18:21-18:24 hours and dispatched to responding officers. Officers Brown and Anderson were arriving on scene as information was being provided by dispatch that a male had possibly been stabbed). Officers Brown and Anderson had contacted Fernanda and Ryan as they were receiving the updates from SLC911.

The CAD log shows Officer Anderson called for medical to respond for a 30-year-old male stab victim inside the elevator and the scene was clear for medical to respond (**Investigator’s note:** Officer Anderson’s call for the medical response was within a minute of his and Officer Brown’s arrival. Although a suspect had not clearly been identified and the crime scene was still active, Officer Anderson determined he could safely provide security [i.e. the scene was ‘clear’] for EMS to render immediate aid to Ryan). The CAD log shows Gold Cross Ambulance accepted the call at 18:27 hours and arrived on scene at 18:30 hours. The stabbing victim, Ryan Outlaw, was treated on scene by medical personnel for several minutes and was transported by Gold Cross to the University of Utah hospital at 18:35 hours. Ryan Outlaw was pronounced dead at the University of Utah Hospital at 20:06 hours. A timeline of events is attached below.

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	Officers Brown and Anderson
	November 13th, 2022
	17:56-1835
17:56:19	◆ Call received by dispatch as a verbal domestic in progress
17:57:43	◆ Call qured by dispatch
17:59:40	◆ Call Broadcasted by dispatch
18:16:00	◆ Officer Brown dispatched to call
18:18:00	◆ Officer Anderson dispatched as backing officer
18:21:26	◆ Dispatch reports a female calling for help
18:23:36	◆ Officer Anderson & Brown arrive on scene
18:23:59	◆ Dispatch reports the male might have been stabbed by the female
18:24:28	◆ Dispatch reports both parties going to elevator
18:25:00	◆ Officer Anderson calls for medical to respond
18:27:05	◆ Medical (GLDX) accepts call
18:27:35	◆ Officer Anderson calls Charlie-Delta Condition
18:30:00	◆ Medical arrives on scene
18:35:06	◆ Victim transported to hospital in Delta condition

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IAU reviewed Officer Anderson's BWC (body-worn camera) footage. The BWC shows Officer Anderson arrived on scene with Officer Brown and approached the main exterior door to the apartment complex. Both officers attempted to open the door, but it was locked. A female, later identified as Fernanda Tobar, opened the door for Officers Brown and Anderson. Officer Anderson attempted to speak with Fernanda, but she continues up the stairwell without responding to the officers. Fernanda quickly took Officers Brown and Anderson to the elevator and opened the elevator door in a panicked state. Officer Anderson looked inside the elevator and observed a male, later identified as Ryan Outlaw, lying on the floor inside the elevator. Fernanda did not provide information to Officers Anderson or Brown about how Ryan was stabbed. Fernanda was crying and uncooperative with the officers, telling Officer Brown several different accounts of what had happened to Ryan.

Upon seeing Ryan on the floor, Officer Anderson immediately called for a medical response. Officer Anderson identified Ryan as a 30-year-old male with a possible stab wound, bleeding from the chest who is conscious, breathing, and alert. **(Investigator's note:** It is SLCPD policy and procedure to provide medical personnel with the patient's estimated sex, age, method of injury, level of breathing, and level of consciousness). On Officer Anderson's BWC footage, Ryan is seen lying on his back on the floor of the elevator wearing a white shirt with a blood stain on the front.

Officer Anderson attempts to speak with Ryan by asking for his name several times. Ryan is conscious but is not replying to Officer Anderson's questions. Officer Anderson asks Ryan what happened, but Ryan did not respond. Officer Anderson directed Ryan to turn onto his side. **(Investigator's note:** Officers are trained to have medical and trauma victims lie on their sides in the "recovery position" to prevent choking and assist them in breathing). Officer Anderson reached inside the elevator and placed his hand on Ryan's left leg and assisted him with moving to the recovery position. Ryan then stayed in the recovery position while Officer Anderson continued to maintain a dialogue with him. Officer Anderson asked Ryan to crawl toward him and exit the elevator. Officer Anderson was standing in between the elevator doors and pushed the elevator service door open several times to prevent it from closing. Officer Anderson positioned himself so he can speak with Ryan and keep eyes on Officer Brown who is speaking with Fernanda on the stairwell directly across from the elevator **(Investigator's note:** Officers Brown and Anderson were the only officers on scene. It is common practice for officers not to separate and to cover each other until the scene is secured when responding to domestic violence events. **Policy 310.3 states "domestic violence cases often place officers in emotionally charged and sometimes highly dangerous environments. No provision of this policy is intended to supersede the responsibility of all officers to exercise due caution and reasonable care in providing for the safety of any officers and parties involved."** IAU recognizes Officers Brown and Anderson separate momentarily after Officer Anderson walks outside the apartment complex after Fernanda. Policy 310.3 doesn't define how officers are to

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provide safety for each other but encourages officers to exercise caution when making these decisions).

While Officer Anderson spoke to Ryan, Fernanda quickly exited out of the main door of the apartment complex. Officer Anderson yelled for Fernanda to stop but she continued outside of the apartment complex. Officer Anderson asks Officer Brown to stay with Ryan as Officer Anderson exited the elevator in pursuit of Fernanda. Officer Anderson located an unknown female, later identified as Fernanda, outside of the apartment complex and ordered her back inside. As Officer Anderson is seen ordering Fernanda back inside, he utilized his service radio to provide medical a condition update for Ryan from Charlie to Delta (**Investigator's note:** condition codes are used to provide officers and medical personnel with updates on the severity of the injury the victim is experiencing. SLCPD policy defines Charlie condition as a critical injury such as multiple lacerations. Delta condition is defined as probable fatal where the victim is not breathing and is unconscious along with other injuries indicating a probable fatality). Officer Anderson convinced Fernanda to go back inside and informed her medical was responding to treat Ryan. Officers Anderson and Brown switched positions and Officer Anderson spoke with Fernanda while Officer Brown remained with Ryan. Fernanda told Officer Anderson she did not know what happened to Ryan and that before police arrived they were arguing, Ryan left their apartment, and she located him inside the elevator bleeding. Fernanda asked the officers why they aren't helping Ryan. Officer Anderson informed Fernanda the police are not paramedics, and that a medical response is on the way. Fernanda attempted to leave again but is stopped by Officer Anderson. Once medical personnel arrive on the scene, Officer Brown leaves Ryan to open the apartment doors for medical personnel. At this point, Officer Anderson positioned himself so he can keep the elevator door open while keeping watch over Fernanda who is sitting in the stairwell. Ryan can still be heard inside the elevator as Fernanda told Officer Anderson she didn't stab Ryan and does not know what occurred. Ryan can be heard asking for help and Officer Anderson informed him paramedics were arriving to help him.

Medical personnel immediately began treating Ryan. As medics tended to Ryan, additional officers arrived on scene. Officer Anderson began to direct responding officers to apartment # [REDACTED] where the original argument occurred. Officers Brown and Anderson remained with Fernanda who continued to deny knowing how Ryan was stabbed. Medical personnel transported Ryan from the scene and updated his condition to Delta (**Investigator's note:** Medical personnel will also determine the level of injury after officers give an initial injury code when they arrive on scene).

Officer Brown's BWC camera reflects the same events as Officer Anderson's BWC. At the point where Officer Anderson chased after Fernanda, Officer Brown directed her attention to Ryan. Officer Brown stood in the doorway of the elevator and attempted to speak with Ryan asking what had happened. Officer Brown assured Ryan that medical was enroute and told him to

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remain in the recovery position. Ryan is observed lying in the recovery position and is conscious, bleeding and alert. Ryan told Officer Brown he was stabbed in the stomach but stated he didn't know who did it. Officer Brown met with medical personnel and secured the apartment door so medical could enter.

Administrative Interviews (Garrity Protected):

In addition to reviewing the above-mentioned evidence, the IAU also completed administrative interviews (Garrity Protected) with Officer Brown and Officer Anderson.

Officer Anderson was interviewed by IAU on September 22nd, 2022. Officer Anderson has been a police officer for 5 years and is currently assigned to patrol. Officer Anderson had been a police officer for 3 years at the time of the event.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

Officer Jadah Brown was interviewed on September 27th, 2022. Officer Brown has been a police officer for three years but had been a police officer for less than one year at the time of the incident.

[REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

Determination:

IAU determined Officer Brown and Officer Anderson did not violate the following SLCPD policies:

- Policy 600 Investigation and Prosecution
- Policy 310.3 Domestic Violence Officer Safety

The investigation revealed Officers Brown and Anderson acted reasonably and within the above-listed SLCPD policies when responding to a domestic violence call that later became a homicide investigation. Policy 310.3 recognizes and establishes that the investigation of domestic violence cases often places officers in emotionally charged and sometimes highly dangerous environments. No provision of this policy is intended to supersede the responsibility of all officers to exercise due caution and reasonable care in providing for the safety of any officers and parties involved. Officers Brown and Anderson reasonably articulated their safety concerns given the dynamic, chaotic scene they encountered.

Both officers responded in a reasonable amount of time (7 minutes from being dispatched) to a verbal domestic assault investigation. Officers were provided with minimal information prior to arrival but acted quickly as soon as updates were provided by dispatch. Officers Anderson and Brown were the only two officers initially dispatched. Upon their arrival, they immediately encountered a male (Ryan Outlaw) who was possibly stabbed and a female (Fernanda Tobar) whose involvement was unknown. These two officers were presented with both a medical emergency and an aggravated assault scene where the suspect was unknown and may or may not have been present at the scene.

Policy 600.3.1 further establishes and requires officers, after determining a crime has likely occurred, to preserve the scene. Officer Anderson first contacted Ryan Outlaw who was lying

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inside an elevator suffering from a possible stab wound. Officer Brown was speaking with Fernanda Tobar to investigate how Ryan was stabbed. Due to the officers' position inside the apartment lobby and Ryan's position inside the elevator, Officer Anderson was attempting to keep the elevator doors open while simultaneously providing safety cover for Officer Brown. Both Officers Brown and Anderson stated their priority was to secure the scene and ensure it was safe for citizens, officers, and medical personnel. Officers Anderson and Brown both stated they were unable to identify a suspect and wanted to ensure there wasn't an unknown suspect in the area that would compromise their safety.

IAU determined Officer Brown and Officer Anderson did not violate the following SLCPD policies:

- Policy 403.4 First Responder Considerations
- Policy 432.3 First Responding Member Responsibilities

Officers Anderson and Brown indicated they had only received basic first aid training from the SLCPD Police Academy and did not have the medical equipment needed to treat Ryan available on their person. (**Investigator's note:** SLCPD instructs officers during the police academy in basic first aid response, tourniquet application, CPR, and AED). Training records demonstrate Officer Brown received ten hours of First Aid CPR/AED in 2019 and Officer Anderson received 10 hours of first aid CPR/AED training in 2018. Both officers have been issued basic medical equipment that was stored inside their vehicles, but IAU concludes it would have been unsafe to retrieve it from their vehicles until the scene was secured.

Officer Anderson called for a medical response immediately after encountering Ryan, which conformed with the requirements of 432.3. Medical arrived on the scene and immediately began treating Ryan five minutes after the initial medical request by Officer Anderson. While waiting for medical to respond, both Officers Brown and Anderson kept constant communication with Ryan in an effort to keep him conscious. Further, Officer Anderson directed Ryan to the recovery position in accordance with the training he has received. Officer Anderson was also attempting to gather information from Ryan to determine who stabbed him. Ryan did not provide any information about who stabbed him but was speaking with officers. Ryan was conscious, breathing, and alert while speaking with Officer Brown and Officer Anderson. Both officers assured Ryan, multiple times, that medical personnel were on the way to help him.

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Officers Brown and Anderson arrived at a volatile scene with little information to assist with the investigation. Suspect, Fernanda Tobar, was uncooperative with officers and provided several inconsistent stories regarding how Ryan had been stabbed. While Fernanda recognized Ryan had been stabbed, she made several statements that he had been stabbed by an unknown person. The officers were unable to identify a suspect involved in the stabbing and did not have the resources available at the time to establish a secure scene. Two officers were initially dispatched, which is a common response to a verbal domestic dispute incident. It wasn't until after Ryan was located and found to have been stabbed, that officers quickly and appropriately requested additional officers respond to the scene. **SLCPD policy 403.3(c)** states officers should locate or identify suspects and determine whether dangerous suspects are still within the area. At one point, Fernanda fled the apartment building creating a situation where officers were forced to separate from each other to detain her, therefore creating a significant officer safety issue.

Rendering first aid to parties on scene is a consideration for officers only after it is safe to do so. **SLCPD policy 432** medical aid and response recognizes that officers often encounter persons in need of medical response. The policy further states (432.3) that officers should stabilize the scene whenever practicable while awaiting the arrival of EMS and inform dispatch when they feel the scene is clear for their response. Ryan was initially located inside the elevator lying against the wall. Officer Anderson was alone with Ryan for most of the call. Officer Anderson stated he had encountered several issues that prevented him from immediately rendering aid to Ryan. Officer Anderson stated he was concerned the elevator would begin calling to other floors and Ryan would be trapped inside if he didn't prevent the doors from closing. Officer Anderson stated he was also trying to provide cover for Officer Brown while she was speaking with Fernanda. Officers Anderson and Brown did not have medical equipment on their person or immediately available to them that would have been appropriate for treating a knife wound. Additionally, leaving the immediate area to retrieve medical equipment at that moment, absent more officers, would have been unsafe and ill-advised.

Officers Anderson and Brown attempted to help Ryan by telling him to lie in the recovery position and asking him to crawl out of the elevator toward them. Ryan did move to the recovery position but was unable to exit the elevator due to his level of injury. While it was unsafe for officers to provide immediate aid to Ryan, Officer Anderson called for a medical response without hesitation. Both Officers Anderson and Brown kept asking Ryan questions to keep him conscious and breathing until medical personnel arrived. Only when medical arrived on scene, along with additional officers, was there an adequate number of resources to fully secure the scene and allow officers to investigate the crime. Medical and additional officers coincidentally arrived at the same time and the presence of additional officers did not influence medical's decision to enter the apartment building. When Officers Brown and Anderson initially

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arrived, they were able to control only a small part of the scene, but the apartment where the stabbing occurred was not secured, and they did not have the resources to clear the area and identify any unknown suspect(s) that may have still been in the area and able to harm officers or others. Officer Brown and Anderson would be able to provide security for medical while they rendered immediate aid to Ryan to ensure medical would be able to safely apply life-saving measures. **(Investigator's note:** It wasn't until several hours later that homicide detectives determined Fernanda had stabbed Ryan. Until Fernanda's interview, Officers Brown and Anderson did not have enough evidence to determine Fernanda's involvement in the stabbing).

IAU **determined** Officer Brown and Officer Anderson did not violate SLCPD policy:

- Policy 322.4.3 Discrimination, Oppression, or favoritism

While officers were enroute to the call there was only limited information provided regarding the physical description of the parties involved in the domestic situation. Less than one minute prior to officers contacting Ryan and Fernanda, an update was provided by dispatch that the stabbing victim was a male black adult, 6 feet tall, wearing sweats. Officers Brown and Anderson stated the basis of their actions was not based upon Ryan's race, sex, or gender. IAU finds no evidence to support the officers' actions violated **SLCPD policy 322.4.3** discrimination, oppression, or favoritism. There is no evidence to support that Officer Anderson or Officer Brown had any bias against Ryan based on his race, gender, or sexual orientation.

Appendix A-Relevant Policies

For ease of reading and to limit the length of this report, some policies appended below are abridged to highlight the most relevant sections to this analysis. IAU considered the complete policies in its review, and they are attached in their entirety to the IAPro case file.

403.4 FIRST RESPONDER CONSIDERATIONS

The following list generally describes the first responder's function at a crime or disaster scene.

This list is not intended to be all-inclusive, is not necessarily in order and may be altered according

to the demands of each situation:

(a) Broadcast emergency information, including requests for additional assistance and

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resources.

(b) Provide for the general safety of those within the immediate area by mitigating, reducing or eliminating threats or dangers.

(c) Locate or identify suspects and determine whether dangerous suspects are still within the area.

(d) Provide first aid to injured parties if it can be done safely.

(e) Evacuate the location safely as required or appropriate.

(f) Secure the inner perimeter.

(g) Protect items of apparent evidentiary value.

(h) Secure an outer perimeter.

(i) Identify potential witnesses.

(j) Start a Major Incident Log noting critical times and all personnel allowed access.

600.3 INITIAL INVESTIGATION

600.3.1 OFFICER RESPONSIBILITIES

An officer responsible for an initial investigation shall complete no less than the following:

(a) Make a preliminary determination of whether a crime has been committed by completing, at a minimum:

1. An initial statement from any witnesses or complainants.
2. A cursory examination for evidence.

(b) If information indicates a crime has occurred, the officer shall:

1. Preserve the scene and any evidence as required to complete the initial and follow-up investigation.
2. Observe all relevant conditions, events, and remarks.
3. Determine if additional investigative resources (e.g., investigators or scene

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processing) are necessary and request assistance as required.

4. If assistance is warranted, or if the incident is not routine, notify a supervisor or the Watch Commander.

5. Make reasonable attempts to locate, identify and interview all available victims, complainants, witnesses and suspects.

6. Collect any evidence.

7. Take any appropriate law enforcement action.

8. Complete and submit the appropriate reports and documentation.

(c) If the preliminary determination is that no crime occurred, determine what other action may be necessary, what other resources may be available, and advise the informant or complainant of this information.

(d) The officer responsible for the initial investigation shall follow the below rules regarding closing cases in the field:

321.4.3 DISCRIMINATION, OPPRESSION OR FAVORITISM

Discriminating against, oppressing or providing favoritism to any person because of age, race, color, creed, religion, sex, sexual orientation, gender identity or expression, national origin, ancestry, marital status, physical or mental disability, medical condition or other classification protected by law, or intentionally and unlawfully denying or impeding another in the exercise or enjoyment of any right, privilege, power, or immunity.

432.3 FIRST RESPONDING MEMBER RESPONSIBILITIES

When needed, members should contact Dispatch and request response by emergency medical services (EMS).

Members should follow universal precautions when interacting with individuals in need of medical aid, such as wearing gloves and avoiding contact with bodily fluids, consistent with the

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Communicable Diseases Policy.

When requesting EMS, the member should provide Dispatch with information for relay to EMS personnel in order to enable an appropriate response, including:

- (a) The location where EMS is needed.
- (b) The nature of the incident.
- (c) Any known scene hazards.
- (d) Information on the person in need of EMS, such as:
 1. Signs and symptoms as observed by the member.
 2. Changes in apparent condition.
 3. Number of patients, sex and age, if known.
 4. Whether the person is conscious, breathing and alert, or is believed to have consumed drugs or alcohol.
 5. Whether the person is showing signs or symptoms of excited delirium or other agitated chaotic behavior.

Members should stabilize the scene whenever practicable while awaiting the arrival of EMS and should inform dispatch when the scene is clear for EMS.

Members should not direct EMS personnel whether to transport the person for treatment.

310.3 OFFICER SAFETY

The investigation of domestic violence cases often places officers in emotionally charged and sometimes highly dangerous environments. No provision of this policy is intended to supersede the responsibility of all officers to exercise due caution and reasonable care in providing for the safety of any officers and parties involved.

322.4.3 DISCRIMINATION, OPPRESSION OR FAVORITISM

Discriminating against, oppressing or providing favoritism to any person because of age, race, color, creed, religion, sex, sexual orientation, gender identity or expression, national origin,

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ancestry, marital status, physical or mental disability, medical condition or other classification protected by law, or intentionally and unlawfully denying or impeding another in the exercise or enjoyment of any right, privilege, power, or immunity.