



National Case Closed Project

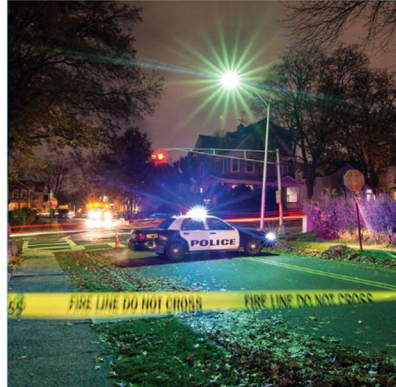
Response to Fatal and Non-fatal Shootings Assessment

Final Report

May 2024



**Salt Lake City (UT)
Police Department**



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Executive Summary

Salt Lake City saw a 25% increase in violent crime in 2020 and an additional 5% increase in 2021. The Salt Lake City Police Department's (SLCPD's) Homicide Squad investigates homicides in Salt Lake City, while the department's Robbery Squad and Gang Unit are both responsible for investigating the city's non-fatal shootings.

In 2023, SLCPD was accepted as a site in the National Case Closed Project (NCCP), an initiative funded by the Bureau of Justice Assistance (BJA) and led by RTI International. NCCP is designed to support law enforcement agencies in improving their response to fatal and non-fatal shootings. A project team comprising criminal investigators, forensic scientists, researchers, prosecutors, and victim services experts conducted an assessment of SLCPD's policies and practices. The assessment included a review of SLCPD policies, a review of fatal and non-fatal shooting case files, and personnel interviews within SLCPD and among external partners including prosecutors and members of community organizations.

The assessment team found that SLCPD personnel are dedicated, hardworking, and committed to serving the people of Salt Lake City. Members of the department are eager to embrace strategies for improving its response to violent crime. Having identified both strengths to build on and gaps in protocols and operations, the recommendations in this report are intended to directly support the SLCPD and its accompanying partners in optimizing their response to fatal and non-fatal shootings.

The following list of topics highlights the assessment team's findings and recommendations:

- **Policies and Procedures.** SLCPD has an organizational structure that lends itself to successful operation. One of the major themes of the recommendations in this report is increasing clarity and structure for all personnel. This includes developing a comprehensive, user-friendly manual for investigating homicides and non-fatal shootings, as well as ensuring that department procedures establish clear expectations for the roles and responsibilities of each unit.
- **Agency Resources and Workload.** To promote efficiency and accuracy, it is critical to allocate existing resources in an effective way. Recommendations relevant to this topic include creating one entity that is responsible for investigating all homicides and non-fatal shootings, implementing a two-detective partner system for violent crime investigations, establishing a rigorous process for selecting detectives into the department's Investigative Bureau, and requiring supervisors to conduct regularly scheduled case reviews with detectives.
- **Investigator Training.** In addition to various recommendations that focus on basic investigator training for all new detectives, advanced and targeted training on homicide and non-fatal shooting investigations are encouraged.
- **Case File Documentation.** The details of homicide and non-fatal shooting cases were typically well-documented in the SLCPD's case files. To build on this strength, this report provides recommendations that focus on improving overall case file cohesion and standardization.
- **Investigating Fatal and Non-fatal Shootings.** To improve the effectiveness of investigations, recommendations focus on developing and using a standard case checklist of investigative tasks, strengthening the initial crime scene response for non-fatal shootings in particular, identifying and developing witnesses, releasing video footage, engaging with victims and their families, and conducting follow-up investigations.

- **Victim and Family Advocacy.** The assessment team found that SLCPD has a strong commitment to victim advocacy, which is reflected in its in-house Victim Advocate program and the frequency with which victim advocates are used in shooting investigations. Recommendations in this area focus on developing policies to clarify the roles and responsibilities of victim advocates, ensuring that victim advocates receive ongoing training, documenting contacts with victims and witnesses, ensuring that detectives follow up with victims and their families, and strengthening the response to victim/witness intimidation.
- **Internal and External Coordination.** There appears to be strong communication and good working relationships between individual investigators across the various units responsible for investigating homicides and non-fatal shootings. Recommendations focus on strengthening the official coordination and information-sharing protocols between these units, as well as with other personnel within SLCPD who are involved with homicides and non-fatal shootings.
- **Crime Analysis.** The report includes recommendations for strengthening coordination between detectives and crime analysts. These include assigning crime analysts to the units that investigate homicides and non-fatal shootings, providing increased training to SLCPD members on the value and capabilities of crime analysts, and clarifying the tasks and responsibilities of crime analysts.
- **Trust and Community Participation.** Community interviews described a desire for greater partnership with SLCPD to address firearms violence. The report provides recommendations for ways SLCPD can work toward strengthening partnerships, including outreach to community groups, creating engagement opportunities, and reinforcing the role of Community Liaison Officers (CLOs).
- **Cold Case Capacity and Process.** SLCPD currently has one part-time detective assigned to investigate cold case homicides. SLCPD may want to consider strengthening its cold case capacity by allocating at least one full-time detective to this role and by establishing formal policies and procedures for investigating cold case homicides.
- **Physical and Digital Evidence.** This report provides recommendations for strengthening SLCPD's process for testing, comparing, and linking firearms used in gun crimes. It also recommends strategies for improving the department's capacity to collect, process, and use digital evidence in violent crime investigations.
- **Case Prosecution.** The assessment identified positive examples of coordination between SLCPD and the Salt Lake City District Attorney's Office (SLCDAO), as well as between SLCPD and the United States Attorney's Office for the District of Utah. The recommendations in this report seek to build on these efforts through the implementation of official information-sharing protocols and expanded training.

1. Shooting Response Assessment Overview

1.1 Introduction

In 2023, SLCPD applied for and was accepted into the NCCP, a project funded by the BJA and led by RTI International designed to support law enforcement agencies in improving their response to fatal and non-fatal shootings and increasing their clearance rates for these crimes. This report describes the methods used to assess SLCPD's response to shootings and provides recommendations for agency changes that are based on the findings from the assessment and evidence-informed best practices. The NCCP is funding training and technical assistance for each participating site to support the implementation and evaluation of project recommendations.

1.2 Salt Lake City Violent Crime

Salt Lake City is the largest city in Utah and has a population of around 200,000 residents. Salt Lake City saw a 25% increase in violent crime in 2020 and an additional 5% increase in 2021. During 2021, SLCPD investigated 18 total homicides and cleared 13 (clearance rate of 72%). The agency also investigated 169 total aggravated assaults with a firearm, clearing 47 (clearance rate of 28%), and 442 total robberies, clearing 112 (clearance rate of 25%). To identify opportunities to increase its violent crime clearance rates, the SLCPD decided to participate in the NCCP to obtain a comprehensive assessment of its response to fatal and non-fatal shootings cases.

1.3 Salt Lake City Police Department

SLCPD has more than 450 sworn officers and 100 professional staff and is divided into four bureaus: Administrative, Investigative, Field Operations 1, and Field Operations 2. The responsibility of addressing violent crime falls to the Investigative Bureau, which comprises authorized staffing of 101 personnel, including 16 professional staff members who are part of SLCPD's Victim Advocate program and a school resource officer subprogram. The Investigative Bureau includes an Investigations Division and Special Operations Division. The Investigations Division includes a Property Crimes Unit and a Persons Crime Unit, each of which is overseen by a unit commander (lieutenant). Cases involving homicides, missing persons, unattended deaths, and suicides are investigated by the Homicide Squad, which includes a sergeant and seven investigators. The Robbery Squad, which comprises a sergeant and 11 investigators, handles shooting cases (with or without injuries), robberies, aggravated assaults (including shootings), drive-by shootings, and shots fired cases. One investigator assigned to the Robbery Squad is a dedicated Gang Investigator who handles many of the drive-by shooting cases. Four Robbery Squad investigators have secondary assignments as part-time task force officers who work with federal partners.

SLCPD enjoys many strong relationships with state, local, and federal law enforcement and prosecutorial partners. As discussed above, several members of the Robbery Squad have secondary assignments to various federal task forces that address cases involving denial of firearms under the Brady Handgun Violence Prevention Act, bank robberies, child abductions, and firearms-related crime. SLCPD also participates in the Project Safe Neighborhoods (PSN) initiative, which is a collaboration between SLCPD and the U.S. Attorney's Office for the District of Utah. The agency also employs a Victim Advocate program and has advocates embedded within its Special Victims Unit, who help connect victims to various service providers to meet their specific and varied needs.

1.4 Scope of the Assessment

The NCCP involves an in-depth agency assessment to understand how each participating site responds to fatal and non-fatal shootings and to identify strengths and weaknesses within each agency to make improvements with customized training and technical assistance. The assessment was directed at fatal and non-fatal shooting investigations conducted within the SLCPD's Investigative Bureau, but data collection took place throughout the agency and some findings may be relevant to other units within SLCPD.

2. Assessment Methods

The SLCPD assessment considered a range of operational and administrative activities associated with the investigation of fatal and non-fatal shootings. The assessment was conducted using four methods:

- Review of relevant policies and procedures related to SLCPD's response to fatal and non-fatal shootings
- On-site observation of facilities, equipment, and personnel interactions
- Interviews with SLCPD personnel and external partners
- Systematic coding and review of fatal and non-fatal shooting investigative case files

The assessment team first met with SLCPD command staff to develop an understanding of how fatal and non-fatal shootings are investigated, from the initial patrol response to case closure. Interviews were conducted with members of command staff, Investigative Bureau supervisors and investigators, Patrol supervisors and officers, crime scene investigators (CSI) personnel, SLCPD crime analysts, SLCPD victim advocates, SLCPD Crime Lab supervisors and staff, Gang Unit supervisors and detectives, Information Center supervisors and investigators, Violent Crime Apprehension supervisors and detectives, prosecutors from the Salt Lake County DA's Office and the U.S. Attorney's Office, and stakeholders from the community and community-based advocacy groups. Concurrently, the assessment team reviewed administrative materials, a sample of investigative case files, crime statistics and investigative/analytical bulletins and memos, organizational charts, standard operating procedures (SOPs), and related documents.

2.1 Policy Review

One component of the assessment was an evaluation of policy to assess whether SLCPD's policies (1) guide agency personnel through the response and investigation processes; (2) align with recommended practices in investigations; and (3) are used for agency oversight, accountability, and performance management. SLCPD provided copies of all policies, memos, and documented procedures relevant to its violent crime response and investigations. RTI also requested relevant operational procedures, including organizational charts, case assignment processes, and caseload measures.

2.2 On-Site Observation of Facilities and Equipment

The NCCP assessment team conducted systematic observations of facilities and equipment related to SLCPD's shooting response while on-site, including through a guided tour of the department.

2.3 Personnel Interviews

Personnel interviews provided the opportunity to gather direct perspectives from individuals who participate in the response and investigation of fatal and non-fatal shootings cases, including staff within SLCPD and those from external agencies and organizations (e.g., DA’s Office). The assessment team identified staff positions for the interviews and coordinated with SLCPD to set up these interviews, most of which were conducted in person. Two-person teams completed interviews using semi-structured interview guides. The interview guides used are available to SLCPD or its partners upon request.

Interviews typically lasted 30 to 60 minutes. As seen in **Table 2-1**, the assessment team interviewed 34 individuals, including personnel from SLCPD such as command staff, detectives and supervisors, patrol officers, victim advocates, crime and forensic analysts, and crime scene personnel. In addition, external stakeholders, including prosecutors and staff from community-based organizations, were interviewed. To identify community organizations, the assessment team worked with a faculty member at the University of Utah’s Utah Criminal Justice Center who provided contacts for individuals working in community violence coalitions through the Salt Lake County Mayor’s Office and the Salt Lake County Health Department.

Table 2.1. Personnel Interviews Completed

Agency Affiliation	Role	Number
Salt Lake City Police Department	Command Staff	3
Salt Lake City Police Department	Investigative Bureau Lieutenants	2
Salt Lake City Police Department	Homicide Squad Sergeants and Detectives	4
Salt Lake City Police Department	Robbery Squad Sergeants and Detectives	4
Salt Lake City Police Department	Crime Scene Investigation	1
Salt Lake City Police Department	Crime Analysis	1
Salt Lake City Police Department	Victim Advocate	2
Salt Lake City Police Department	Crime Lab Supervisors and Staff	2
Salt Lake City Police Department	Patrol Supervisors and Officers	3
Salt Lake City Police Department	Gang Unit Sergeants & Detectives	2
Salt Lake City Police Department	Information Center Supervisors and Detectives	2
Salt Lake City Police Department	Violent Criminal Apprehension Sergeants and Detectives	2
Salt Lake City Police Department	Community Liaison Officer	1
U.S. Attorney’s Office	Assistant U.S. Attorney	1
Salt Lake County District Attorney’s Office	Prosecutor	1
Community Organizations	Various Leaders and Staff	3

2.4 Case File Review

The assessment team reviewed 26 fatal shooting and 53 non-fatal shooting investigative case files and recorded over 100 pieces of information about the crime and agency follow-up for each case to better understand common features of shootings in Salt Lake City and the types of actions taken by SLCPD in response to them. Additionally, while on-site, a member of the NCCP assessment team conducted more focused case file reviews with detectives and sergeants in the Homicide and Robbery Squads.

3. Assessment of Policies and Procedures

To be effective, the units that investigate homicides and non-fatal shootings must be governed by strong written policies that provide clear, comprehensive, and updated guidance (Police Executive Research Forum [PERF] & BJA, 2018). The assessment team reviewed the policies and SOPs (referred to as “procedures” by SLCPD) that govern the Investigative Bureau. These procedures cover topics including death investigations, interrogation and confessions, eyewitness identification, crime analysis, and prosecution. The procedures, which were enacted or revised in 2018, are general in nature and are limited in terms of their specific directions to detectives and supervisors. SLCPD does not have a policy that provides specific expectations or direction for the detectives and supervisors in the Homicide Squad, Robbery Squad, or Gang Unit who are responsible for investigating homicides or non-fatal shootings.

3.1 Policies and Procedures

The assessment team identified multiple areas where SLCPD’s procedures governing homicide and non-fatal shootings investigations could be strengthened.

Recommendations	1	Develop a comprehensive, user-friendly manual for the Investigative Bureau that includes all relevant policies, checklists, and other written materials that govern responsibilities related to homicide and non-fatal shooting investigations.
		<p>The purpose of the manual is to provide detailed direction for all units and individuals at SLCPD who are involved in fatal and non-fatal shooting investigations, including but not limited to 911 call takers, first officer(s) on the scene, investigators, supervisors, CSI, support units, crime analysts, and victim assistance. The assessment team recommends developing a separate manual for homicide investigations and a separate one for non-fatal shooting investigations.¹</p> <p>The manual should be organized into clearly marked sections and include a table of contents. It should address both the initial response and the follow-up investigation and should include specific duties and responsibilities for each member involved. It should include an investigative checklist of basic tasks that detectives must consider or complete when investigating each crime type.</p> <p>The manual should address topics that include, but are not limited to:</p> <ul style="list-style-type: none">• Timelines and specific duties and responsibilities for each member involved in these investigations, including step-by-step instructions for investigators at each phase.

¹ SLCPD could obtain some sample manuals, policies, and SOPs from other police departments to provide guidance on creating policies and practices that are consistent with best practices, SLCPD’s departmental regulations, and state and federal laws. The NCCP team can assist with this. In formulating the manual, it is important to obtain input from detectives, supervisors, attorneys, and all other stakeholders. This will ensure that the SOP correctly addresses all necessary considerations and will also ensure that stakeholders buy into the SOP protocols.

- Protocols for case assignment and scheduling, including detective call-out to scenes.
- The initial incident response, including actions taken by the 911 call taker, first officer(s) on the scene, lead investigator, supervisors, and other departmental units. Instructions should cover canvassing for physical evidence and videos at the scene.
- Protocols for next-of-kin notification.
- Policies and protocols related to the follow-up investigation, including but not limited to attending autopsies, developing and following up with witnesses, taking witness and suspect statements, and recovering and submitting physical and digital evidence.
- Specific guidelines for engaging with victims and families, including procedures for: developing a communication plan, developing timelines for initial and follow-up communications, providing case status updates, making required notifications and contacts with victims and their families, documenting contacts with victims and their families, and collaborating with SLCPD victim advocates. Procedures should require detectives to inform victims' families about the victim advocate position and provide the advocate's contact information.
- Policies for communicating and sharing information with internal units (e.g., crime analysts, forensics, digital evidence personnel, victim advocates, etc.) and external partners (e.g., prosecutors, crime labs, task forces, community and victim advocacy groups).
- Case documentation requirements.
- The use of traditional and social media, including protocols for releasing video footage to the public.
- Policies and protocols for investigating specific types of homicides and non-fatal shootings, including mass shootings, infant deaths, suspicious deaths, officer-involved shootings, and cold cases.
- Investigating cold cases.
- Mandated case reviews, including the timeline and expectations for review.
- Supervisor duties and responsibilities.

2 Provide each detective with a copy of the manual upon joining the Investigative Bureau.

All Investigative Bureau staff should receive a copy of the manual and any other relevant procedures and be trained on their contents. The goal of the manual is to serve as a resource to facilitate a comprehensive, thorough, and consistent investigative process and as clear guidance for agency expectations and accountability. SLCPD staff involved in homicide/non-fatal shooting investigations but who are not part of the Investigative Bureau (e.g., patrol officers) should also be provided with access to the manual.

3 Regularly review and update the Investigative Bureau manuals and other procedures every 3 to 5 years to ensure they are up to date.

To ensure a regular review and update process, it should be clarified who in SLCPD will be responsible for overseeing this process including when it occurs in the calendar.

4. Case File Review Findings

Reviewing and coding fatal and non-fatal investigative case files enabled the assessment team to evaluate certain aspects of a shooting, the agency's response to it, follow-up investigative actions, and case outcomes. Case files for a random sample of 24 fatal shooting incidents, 53 non-fatal shooting incidents, and 2 incidents involving both a fatal and non-fatal shooting were provided to RTI for the period January 2021 through June 2023. Because agencies typically prioritize murder investigations over non-fatal shooting investigations and may apply distinct resources to this type of crime, we grouped cases

involving both a fatal and non-fatal shooting with cases involving only a fatal shooting and compared them with incidents involving only a non-fatal shooting.

Due to the volume of non-fatal shootings, it was evident that SLCPD cannot address each of these crimes with the level of personnel resources that its fatal cases receive. However, the vast majority of non-fatal shooting cases did not have detectives responding to the crime scene and often did not receive attention from detectives for several days after the crime occurred. SLCPD must address this issue and develop a triage plan that dictates when detectives must respond to these crime scenes. Currently, the patrol watch commander notifies the Robbery Squad supervisor, who determines whether to send detectives to the scene. RTI and SLCPD had a data use agreement in place that met the data security standards of both RTI and SLCPD and RTI adhered to this agreement when storing and accessing case files for review and analysis. Members of the assessment team reviewed the case narratives to understand SLCPD's response to each type of shooting and to extract over 100 variables on the shooting and agency response from each case. **Tables 4.1** and **4.2** provide summary statistics for key attributes related to the crime and agency response, respectively, measured from the case file data. Key information was extracted from the case files and coded using a set of predetermined data metrics. The data collection instrument and codebook used to code investigative case files are available to SLCPD or its partners upon request.

Table 4.1 Incident Characteristics, by Type of Shooting

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Total number of cases reviewed	53	26
Number of guns fired		
1	42 (79%)	22 (85%)
2	5 (9%)	2 (8%)
More than 2	2 (4%)	0 (0%)
Unknown	4 (8%)	2 (8%)
Type of gun used ^a		
Handgun	42 (79%)	23 (88%)
Rifle	0 (0%)	2 (8%)
Shotgun	0 (0%)	0 (0%)
Unknown	12 (23%)	2 (8%)
Median number of rounds fired	2.0	2.0
Location of shooting		
Street/outdoors	35 (66%)	16 (62%)
Inside residence	4 (8%)	7 (27%)
Other	12 (23%)	2 (8%)
Unknown	2 (4%)	1 (4%)

(continued)

Table 4.1 Incident Characteristics, by Type of Shooting (continued)

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Victims armed		
No	41 (77%)	19 (73%)
Yes	6 (11%)	2 (8%)
Unknown	6 (11%)	5 (19%)
Number of victims		
1	35 (66%)	21 (81%)
2	13 (25%)	3 (12%)
More than 2	5 (9%)	2 (8%)
Unknown	0 (0%)	0 (0%)
Number of suspects at time of initial response		
1	24 (45%)	19 (73%)
2	8 (15%)	2 (8%)
More than 2	4 (8%)	3 (12%)
Unknown	17 (32%)	2 (8%)
Number of suspects at end of investigation		
1	28 (53%)	18 (69%)
2	8 (15%)	1 (4%)
More than 2	5 (9%)	4 (15%)
Unknown	12 (23%)	3 (12%)
Victim sex ^a		
Male	50 (94%)	21 (81%)
Female	8 (15%)	6 (23%)
Victim race ^a		
Black	14 (26%)	6 (23%)
White	19 (36%)	10 (38%)
Hispanic	18 (34%)	5 (19%)
Other	5 (9%)	6 (23%)
Median victim age (years)	28	21
Final suspect sex ^a		
Male	37 (70%)	20 (77%)
Female	3 (6%)	4 (15%)

(continued)

Table 4.1 Incident Characteristics, by Type of Shooting (continued)

Incident Characteristic	Shooting	
	Non-fatal	Fatal
Final suspect race ^a		
Black	10 (19%)	7 (27%)
White	12 (23%)	6 (23%)
Hispanic	12 (23%)	8 (31%)
Other	6 (11%)	3 (12%)
Median final suspect age (years)	25	21
Primary relationship between victims and offenders		
Current/former intimate partner	4 (8%)	8 (31%)
Family member	0 (0%)	2 (8%)
Friend/acquaintance	8 (15%)	3 (12%)
Stranger	20 (38%)	6 (23%)
Rival gang/cliq ue member	5 (9%)	1 (4%)
Other relationship	0 (0%)	0 (0%)
Unknown	16 (30%)	6 (23%)
Primary motive for shooting		
Domestic abuse	0 (0%)	2 (8%)
Rivalry over lover	1 (2%)	2 (8%)
Conflict over money	0 (0%)	1 (4%)
Drug-related	1 (2%)	0 (0%)
Gang-related	3 (6%)	0 (0%)
Robbery	4 (8%)	3 (12%)
Shot inadvertently	1 (2%)	0 (0%)
Other	21 (40%)	12 (46%)
Unknown	22 (42%)	6 (23%)
Clearance status		
Open/inactive	29 (55%)	7 (27%)
Cleared by arrest or exceptional means	23 (43%)	18 (69%)

^a Because crime incidents can involve more than one type, totals may sum to greater than 100%.

Table 4.2. SLCPD Response Characteristics, by Type of Shooting

Response Characteristic	Shooting	
	Non-fatal	Fatal
Total number of cases reviewed	53	26
Number of patrol officers who responded to scene		
0	1 (2%)	0 (0%)
1–4	21 (40%)	1 (4%)
5–9	19 (36%)	8 (31%)
10+	10 (19%)	17 (65%)
Unknown	2 (4%)	0 (0%)
Patrol supervisor present at scene		
No	31 (58%)	2 (8%)
Yes	16 (30%)	24 (92%)
Unknown	6 (11%)	0 (0%)
Number of detectives who responded to scene		
0	37 (70%)	1 (4%)
1	6 (11%)	0 (0%)
2	7 (13%)	0 (0%)
3	1 (2%)	2 (8%)
4	0 (0%)	3 (12%)
5+	0 (0%)	19 (73%)
Unknown	2 (4%)	1 (4%)
Investigative supervisor present at scene		
No	48 (91%)	2 (8%)
Yes	0 (0%)	20 (77%)
Unknown	5 (9%)	4 (15%)
Evidence collected at scene		
No	10 (19%)	0 (0%)
Yes	43 (81%)	26 (100%)
Type of evidence collected at scene ^a		
DNA/bodily fluids	19 (36%)	20 (77%)
Latent prints	11 (21%)	18 (69%)
Pattern evidence	0 (0%)	0 (0%)
Trace evidence	0 (0%)	0 (0%)
Suspect firearm	13 (25%)	14 (54%)
Bullets	25 (47%)	18 (69%)

(continued)

Table 4.2. SLCPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Casing	32 (60%)	23 (88%)
Clothing	23 (43%)	20 (77%)
Electronics	12 (23%)	20 (77%)
Digital	30 (57%)	24 (92%)
Drugs	5 (9%)	5 (19%)
Other	4 (8%)	4 (15%)
Victim statement obtained		
No or not applicable	3 (6%)	23 (88%)
Yes	50 (94%)	3 (12%)
Unknown	0 (0%)	0 (0%)
Victim participated/cooperated in investigation during initial response		
No or not applicable	12 (23%)	24 (92%)
Yes	37 (70%)	2 (8%)
Unknown	4 (8%)	0 (0%)
Number of third-party witnesses		
0	11 (21%)	0 (0%)
1	12 (23%)	1 (4%)
2	4 (8%)	1 (4%)
3	11 (21%)	9 (35%)
4+	13 (25%)	14 (54%)
Unknown	2 (4%)	1 (4%)
Witness statement obtained		
No or not applicable	11 (21%)	0 (0%)
Yes	42 (79%)	25 (96%)
Witness participated/cooperated in investigation during initial response		
No or not applicable	11 (21%)	1 (4%)
Yes	42 (79%)	24 (92%)
A suspect identified at time of response		
No	28 (53%)	7 (27%)
Yes	25 (47%)	19 (73%)

(continued)

Table 4.2. SLCPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Suspect identification at time of response ^a		
Police identified	13 (25%)	7 (27%)
Victim or witness identified	12 (23%)	12 (46%)
Other identification	1 (2%)	1 (4%)
Identifying information on a suspect vehicle at time of response		
No	30 (57%)	13 (50%)
Yes	18 (34%)	12 (46%)
Unknown	5 (9%)	1 (4%)
Number of days until first detective activity		
0	16 (30%)	23 (88%)
1	11 (21%)	1 (4%)
2	4 (8%)	1 (4%)
3+	18 (34%)	1 (4%)
Investigator(s) contacted victim(s)		
No or not applicable	10 (19%)	24 (92%)
Yes	40 (75%)	2 (8%)
In person	23	1
Not in person	16	1
Unknown	3 (6%)	0 (0%)
Victim participated/cooperated in investigation after initial unwillingness to		
No or not applicable	51 (96%)	25 (96%)
Yes	1 (2%)	0 (0%)
Detective contacted third-party witnesses identified at scene		
No or not applicable	27 (51%)	1 (4%)
Yes	24 (45%)	25 (96%)
In person	18	24
Not in person	5	1
Unknown	2 (4%)	0 (%)

(continued)

Table 4.2. SLCPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Witness participated/cooperated in investigation after initial unwillingness to		
No or not applicable	51 (96%)	19 (73%)
Yes	0 (0%)	3 (12%)
Initial leads on motive		
No	21 (40%)	5 (19%)
Yes	31 (58%)	20 (77%)
Confidential informant(s) came forward with information		
No	52 (98%)	25 (96%)
Yes	1 (2%)	1 (4%)
Specialized unit(s) helped with investigation ^a		
Fugitive	2 (4%)	7 (27%)
SWAT	3 (6%)	5 (19%)
Gang/Narcotics	6 (11%)	7 (27%)
Intelligence/Fusion	1 (2%)	0 (0%)
Crime analysis	1 (2%)	4 (15%)
Crime lab	35 (66%)	20 (77%)
Victim advocate	24 (45%)	18 (69%)
Other	9 (17%)	2 (8%)
External resources/partners helped with investigation ^a		
Federal law enforcement	4 (8%)	7 (27%)
Local/state law enforcement	14 (26%)	11 (42%)
Regional fusion/intelligence center	0 (0%)	0 (0%)
Community-/faith-based organization	0 (0%)	0 (0%)
Public tip line	0 (0%)	0 (0%)
Other	1 (2%)	1 (4%)
Technologies used in investigation ^a		
Hidden recording device	1 (2%)	0 (0%)
License plate reader	6 (11%)	1 (4%)
Facial recognition	0 (0%)	0 (0%)
Social network data	6 (11%)	12 (46%)
Gunshot detection	1 (2%)	0 (0%)
Firearm/toolmark identification	27 (51%)	20 (77%)

(continued)

Table 4.2. SLCPD Response Characteristics, by Type of Shooting (continued)

Response Characteristic	Shooting	
	Non-fatal	Fatal
Gun trace	9 (17%)	11 (42%)
Digital data	11 (21%)	17 (65%)
Video data	3 (6%)	3 (12%)
IMSI-catcher	1 (2%)	1 (4%)
Cell phone location	10 (19%)	8 (31%)
Vehicle computer data	0 (0%)	0 (0%)
Other	2 (4%)	4 (15%)
Social Media Investigated		
No	39 (74%)	9 (35%)
Yes	13 (25%)	17 (65%)
Search warrant executed		
No	30 (57%)	1 (4%)
Yes	22 (42%)	25 (96%)
Community group/leader asked to help with investigation		
No	50 (94%)	22 (85%)
Yes	2 (4%)	3 (12%)
Investigator made further contact with patrol officer(s) who responded to scene?		
No	39 (74%)	15 (58%)
Yes	6 (11%)	8 (31%)
Suspect interviewed by an investigator		
No	32 (60%)	6 (23%)
Yes	19 (36%)	16 (62%)
Suspect confessed to the crime		
No	46 (87%)	13 (50%)
Yes	5 (9%)	8 (31%)

^a Because crime incidents can involve more than one type, totals may sum to greater than 100%.

Findings from Table 4.1 show that fatal and non-fatal shootings were similar in that both types of shootings often occurred outdoors and involved a single handgun with multiple shots being fired at a victim. Fatal shootings more often occurred indoors, against a single victim, and against a female victim. Offender and victims tended to be younger in the fatal shootings we reviewed compared with the non-fatal shootings reviewed and were more often involved an intimate partner or family member compared with non-fatal shootings, where the victim and offender were more often strangers or rival gang members.

Among the cases reviewed, 43% of the non-fatal shootings were cleared by arrest or exceptional means compared with 69% of the fatal shootings.

When examining how SLCPD responded to the two types of shootings, the results in Table 4.2 show that fatal shootings received a more intense investigative response than their non-fatal counterparts. For example, more patrol officers, patrol supervisors, investigators, and investigative supervisors responded to the scene of fatal shootings than non-fatal shootings. More specifically, no detectives responded to the scene in 37 of non-fatal shootings (70%) compared with only 1 fatal shooting (4%) where this was the case. Typically, 5 or more detectives responded to fatal shooting scenes, whereas far fewer detectives responded to non-fatal shootings. Both fatal and non-fatal shootings were reported on the same day of the incident in over 90% of cases. However, investigators began working on fatal shootings much faster, within 24 hours in 92% of cases compared with just 51% of non-fatal shootings. For non-fatal shootings, investigators contacted the victim in 75% of cases, but this contact often occurred by telephone instead of in person. Third-party witnesses were more often contacted in person for both types of shooting. Fatal and non-fatal shootings also differed in terms of the external resources/partners and technologies used in the investigations. Local or state and federal law enforcement agencies assisted in 18 (69%) fatal shooting investigations compared with 18 (34%) non-fatal shooting investigations, and fatal shooting investigations more often involved technologies related to crime guns and ballistic evidence, digital and audiovisual evidence, social network and social media evidence, and cell phone location than non-fatal shooting investigations. For example, social media was investigated in 65% of fatal shootings compared with just 25% of non-fatal shootings.

Although the higher clearance rate for fatal shootings compared with non-fatal shootings may be due in part to a more robust investigation for fatal shootings, fatal shootings also involved more evidence including DNA, latent prints, firearm and ballistic evidence, and digital evidence than non-fatal shootings. Additionally, fatal shooting investigations benefited from the presence of more third-party witnesses than non-fatal shootings; a witness statement was obtained in 96% of fatal shootings compared with 79% of non-fatal shootings. Furthermore, a suspect was identified at the time of response in 73% of fatal shootings compared with 47% of non-fatal shootings, and there was an initial lead on a motive in 77% of fatal shootings compared with 58% of non-fatal shootings. In sum, it is difficult to tell how much of the difference in clearance rates between shooting types is due to the nature of the case (e.g., more evidence in fatal shootings) compared with differences in how SLCPD responds to the cases (e.g., more robust response to fatal shootings). The next section reports additional findings from the site assessment regarding how SLCPD responds to each type of shooting.

In addition to the information collected in Tables 4.1 and 4.2, the assessment team recorded (1) which investigative components may have led to investigative leads but did not receive sufficient attention and (2) which investigative components appeared to contribute to the clearing of shooting cases for those that were cleared. In the non-fatal shooting investigations reviewed as part of this assessment, the most common investigative components that appeared to receive inadequate attention by investigators included witness/victim follow-up, suspect follow-up, and an appeal to the public for information. The assessment team thought that additional actions could have been taken in 60% of the non-fatal shooting investigations to generate new leads. For fatal shootings, this percentage was only 27%, and no single components stood out as being in frequent need of attention. These findings may suggest that fatal shootings receive more thorough investigations and more investigative actions or that they may have

needed fewer additional activities due to factors like witness participation in the investigation compared with non-fatal shootings. For the 23 cleared non-fatal shootings and the 18 cleared fatal shootings, the assessment team found that a large, diverse set of factors seemed to have contributed to whether a case was cleared. For the non-fatal shootings, the most common factor included witness/victim cooperation followed by audiovisual data and a fast response to the scene. For the fatal shootings, the most common factors included cell phone data, audiovisual data, social media intelligence, a fast response to the scene, and witness/victim cooperation. These findings point both to the importance of securing victim/witness participation in shooting investigations and effectively collecting and analyzing digital evidence, including cell phone, video, and social media data to clear a high percentage of shooting cases.

5. Site Visit Findings

5.1 Agency Resources and Workload

5.1.1 Staffing, Organization, and Caseload

Homicide Squad

The Homicide Squad is located within the Persons Crime Unit, which is part of the Investigations Division within the Investigative Bureau. SLCPD has the only full-time dedicated homicide unit in the state of Utah. The Homicide Squad is responsible for handling all homicides and most of the city's reported unattended deaths and suicides. Additionally, it is tasked with investigating missing persons reports and other area agencies' officer-involved shootings (OIS). The Homicide Squad is currently staffed with one sergeant and seven detectives.

The Homicide Squad works the day shift Monday through Friday. Detectives work four 10-hour days per week, with half of the squad off on Mondays and half off on Fridays. The entire squad is on call during their off hours at nights and on weekends. When a homicide occurs either during regular duty hours or off hours, the Homicide Squad sergeant and all the detectives are notified to respond to the scene. Essentially, all personnel are on call every day of the year, barring personal time off or vacations.

Each homicide case is assigned to a single lead investigator from the Homicide Squad. Cases are assigned on a rotating basis throughout the squad to maintain an even caseload. Although each case has a lead detective, the squad uses a teamwork approach to assist with the many duties of a fresh case. One Homicide Squad detective is assigned to handle all incidents of death or suicide for a 7-day period, Monday through Monday, and serves as the lead detective on all cases that arise during the period. This on-call period is rotated among the seven detectives in the squad.

Each year, the Homicide Squad is assigned to investigate an average of approximately 15 homicides, 5 OIS cases, 300 missing persons cases, and numerous unattended deaths and suicide scenes. A common concern among Homicide Squad detectives was not only the number of

The 2018 report by PERF and BJA, *Promising Strategies for Strengthening Homicide Investigations* (PERF & BJA, 2018), recommends that, when possible, police agencies should seek to maximize the amount of time that homicide detectives spend investigating homicide cases by limiting their time performing other duties.

homicide cases they are assigned but the additional responsibility of being tasked with investigating missing persons and OIS cases. Additional assignments can result in evidence inadvertently remaining untested or unexamined, delays in following up on leads and interviews, and less effective homicide investigations overall. When investigators are unable to maintain momentum while working murder cases, the victim's family and friends and the community at large can perceive this as a lack of commitment on the part of SLCPD.

Although the homicide caseload is manageable for detectives and SLCPD's homicide clearance rate is high, the assessment team learned that the related duties that Homicide Squad detectives handle are often overwhelming and will interrupt their ability to thoroughly investigate homicides. Additionally, the assessment team learned that the tenure of Homicide Squad detectives is quite low (average of 2.7 years). It appears that after a detective is assigned to the Homicide Squad it does not take long for them to get burned out and to leave the squad for promotion or a less-taxing assignment. The assessment team found that the burnout is caused by several factors, including the detectives being on call essentially every day of the year, as well as the fact that most Homicide Squad detectives came to the squad from the Robbery Squad or Special Victims Unit, where their caseloads and demands were extremely high.

Robbery Squad

Salt Lake City experiences approximately 170 non-fatal shootings per year. These cases are investigated by two individual entities: SLCPD's Robbery Squad, which is also located in the Persons Crime Unit within the Investigations Division, and the Gang Unit, which is under the Field Operations Bureau's command. In addition to non-fatal shootings, the Robbery Squad is also tasked with investigating robberies, bank robberies, and carjackings. Many of Salt Lake City's gang-involved non-fatal shootings are investigated by the Gang Unit. However, there is one detective in the Robbery Squad who possesses strong gang intelligence knowledge and therefore handles some gang-related robberies and shootings.

The Robbery Squad is typically led by one sergeant and is allotted 11 detectives; however, there were two detective vacancies at the time of this assessment. Like the Homicide Squad, detectives on the Robbery Squad also work day shift hours Monday through Friday. One detective is assigned to be on call for off-hour call-outs for a 7-day period. This assignment is rotated among the detectives. The assessment team learned that it is common for a Robbery Squad detective to be called in from home up to 10 times during their on-call period. There is currently no policy that describes the criteria for determining when a detective should be called in to respond to a non-fatal shooting during their off-duty hours. The Patrol Division notifies the Robbery Squad Lieutenant of all non-fatal shootings, and it is up to the lieutenant to determine whether the case merits calling in a detective to respond. The assessment team learned that a detective is typically only called in for the more serious, high-profile shootings, or when they determine that immediate follow-up by a detective is necessary. If the Robbery Squad does respond in person to a non-fatal shooting, it typically sends two detectives. However, non-fatal shootings are often assigned to a detective when they return to work the following day, or even the following Monday if the shooting occurs on a Friday night or over the weekend.

During duty hours, the Robbery Squad detectives respond to non-fatal shooting incidents and begin their investigations at the scene. When Robbery Squad detectives do not respond to a non-fatal shooting scene during off-duty hours, Patrol will handle the initial investigation and then the detectives will begin their investigation upon returning to work and being assigned the case.

Each detective in the Robbery Squad is assigned to investigate approximately 20–25 cases per month. Several of these cases involve non-fatal shootings.

Gang Unit

SLCPD's Gang Unit is located in the Special Operations Division within the Investigative Bureau. The Gang Unit is led by one sergeant and is staffed with five detectives. It is responsible for investigating SLCPD's gang-related crimes, including gang-related non-fatal shootings and aggravated assaults, as well as all drive-by shootings. The Gang Unit is also tasked with conducting field enforcement and developing gang intelligence.

The Gang Unit works a 4-day week. Detectives typically spend 2 days investigating their assigned cases and 2 days performing field enforcement and obtaining gang intelligence. The detectives respond to all gang-related non-fatal shootings when on duty, though they are not called in during off hours because there is a Robbery Squad detective on call to respond. Each Gang Unit detective is assigned an average of three to four non-fatal shooting cases and three to four aggravated assault cases per month. The assessment team learned that, although these caseloads appear manageable, the Gang Unit would be able to conduct better, more thorough investigations if it had additional personnel. Additionally, the dual role that Gang Unit detectives play— investigating cases and conducting field suppression/intelligence— can at times take away from detectives' investigative capacity.

Many of the same parties are involved in cases investigated by the Homicide Squad, Robbery Squad, and Gang Unit. This overlap makes it critical that detectives from these three units share information and engage in strong communication and collaboration. One challenge to this is that the Gang Unit, which is part of the Special Operations Division, is not under the same command as the Homicide and Robbery Squads, which are in the Investigations Division.

Recommendations

4

Create one entity within the Investigations Division that is responsible for investigating all homicides and non-fatal shootings, both gang- and non-gang related.

A best practice in law enforcement is for homicide detectives to only investigate homicides. However, this may not be practical for SLCPD due to the relatively low homicide rate in the city. An alternative would be to create a single unit that investigates all homicides and non-fatal shooting cases, which would likely require two squads of six to eight detectives, each led by a sergeant. SLCPD could determine whether each squad would be assigned one type of case (e.g., one squad investigates homicides and the other non-fatal shootings), or if all detectives would handle both types of cases. With this configuration, detectives would be able to alternate when they are on call during off-duty hours, allowing half the unit to be free of being called into work during their off-duty week. This change could help reduce burnout and strengthen clearance rates for both homicide and non-fatal shooting cases. The configuration also enables the Robbery Squad detectives to focus on robberies, while consolidating non-fatal shootings investigations into one entity rather than splitting them between the Robbery Squad and Gang Unit.

If SLCPD decides to leave the Homicide Squad and Robbery Squad assignments as they are, the agency should consider separating the Homicide Squad into two on-call teams which would rotate on-call status instead of having the entire Homicide Squad called for each homicide that occurs during off-duty hours. Team 1 would consist of a sergeant and three detectives, and Team 2 a senior detective and three additional detectives. This would reduce detectives' on-call time by half.

	5	<p>Staff the squads that investigate homicides and non-fatal shootings so that detectives are assigned to a reasonable caseload. Ideally, this includes no more than six homicide cases, and no more than 10 to 12 non-fatal shooting cases per year.</p> <p>The first number is consistent with national best practices, which recommend that homicide detectives take on an average of no more than four to six new homicide cases per year (PERF & BJA, 2018). Although there is no national standard for non-fatal shooting caseloads, the assessment team believes that 10 to 12 cases per year would result in a manageable caseload that would allow investigators to thoroughly investigate each non-fatal shooting case. Importantly, supervisors must monitor the complexity of cases and check in with investigators about whether they are able to keep up with their caseloads.</p>
	6	<p>Staff the squads that investigate homicides and non-fatal shootings so that there is an effective supervisor-to-investigator ratio to ensure that investigators receive the support and oversight they need to operate effectively and efficiently.</p> <p>For shooting investigators, an ideal ratio is one supervisor for every four investigators (Carter, 2013). If SLCPD decides to keep non-fatal shooting investigations in the Robbery Squad and Gang Unit, we recommend that it add at least one additional supervisor to the Robbery Squad to improve the current supervisor-to-investigator ratio.</p>
	7	<p>Remove missing persons cases from the responsibility of the Homicide Squad.</p> <p>Alternatively, add two detectives to the Homicide Squad who are responsible only for handling missing persons cases. This would allow the other detectives to focus only on investigating homicides, which is a national best practice in law enforcement.</p>
	8	<p>Consider implementing a partner system for violent crime investigations.</p> <p>SLCPD should consider assigning violent crime detectives to work cases in teams of two. Investigative partner teams should share the responsibility for each case; however, one investigator should be assigned as the lead detective. The unit supervisors should assess the strengths of their investigators and combine that with training newly assigned detectives during a probationary period to determine the best potential partnerships within the unit. When assigning partnerships, consideration should be given to each investigator's time within the unit and their unique strengths and abilities. Another benefit to the partner system is that cases will not sit stagnant when one partner is off work for personal time, vacation, training, court appearances, and so on.</p>

5.1.2 Personnel Selection and Supervision

Selection

It is critical that investigative units are staffed with experienced and knowledgeable detectives. If detective personnel lack experience in investigating violent crimes, this puts detectives in a difficult position and may make it harder for them to clear cases successfully (Goodison, 2021). The assessment team learned that SLCPD does not have an official selection process for hiring detectives, which may prevent SLCPD from consistently choosing the best detectives for the job.

Recommendations	9	<p>Establish a rigorous, formal process for selecting detectives for the Investigative Bureau, particularly those who are responsible for investigating homicides, non-fatal shootings, and other violent crime.</p> <p>The process and metrics for selecting detectives into these positions should be standardized and put into an SOP. The NCCP team can assist SLCPD with identifying effective processes used by similar departments.</p>
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Leadership and Supervision

A successful leader provides the necessary support, guidance, mentorship, and resources to ensure that people can achieve their goals. When it comes to fatal and non-fatal shootings, the agency's leadership must ensure that the detectives have the appropriate training, guidance, resources, and support to thoroughly investigate cases.

First-line supervisors (sergeants) have the most direct interaction with detectives and therefore play a significant role in ensuring that investigations are comprehensive, thorough, and consistent. One way that sergeants can do this is by holding regular case reviews with the detectives on their team. Case reviews give detectives an opportunity to explain to supervisors why cases are not solved, what efforts they had made or have failed to make, and what resources or information they may need to solve a case. In this way, case reviews are critical for determining whether cases are being properly investigated, for discussing ongoing investigative strategies, and for identifying potential leads. However, the assessment team learned that Homicide and Robbery Squad detectives at SLCPD do not receive regular, comprehensive case reviews with their supervisors.

Recommendations

Require sergeants and lieutenants to conduct regularly scheduled case reviews with detectives.

A case review involves a thorough review of the entire case file along with a conversation with the detective to determine which tasks have been addressed and which ones are outstanding, to brainstorm leads and prioritize next steps, and to ensure all investigative work has been documented. Simply asking a detective to give an update on the status of an investigation is not a case review. For example, the case review protocol may require that a sergeant ensure the following steps have been taken at the end of 15 days following a case assignment:

- Previous investigative steps have been completed.
 - Unresolved investigative steps are modified for completion.
 - Further investigative steps are prioritized.
 - All pertinent locations have been canvassed.
 - Further inquiry has been made about any evidence not yet processed (e.g., firearms, fingerprints, trace).
- 10**
- Available outside resources and partnerships (community, federal, task forces, etc.) have been utilized to the appropriate degree.
 - All witness interviews and other investigative efforts have been documented.
 - Contact has been made with victim's family and friends to update them on the case.

The primary goal of a case review is to ensure that all investigative leads are addressed and documented, and that a thorough investigation has been completed. A secondary goal is to hold detectives accountable and ensure they are following protocol. Case reviews will also help identify training needs for individual detectives and possibly the entire unit. All case reviews should be well-documented and include details on the investigative plan of action. Although the sergeant may conduct the initial case reviews, the lieutenant should conduct a review within 30 days of a case being assigned. Case reviews should be conducted on all unsolved investigations no more than 60 days after the crime occurs.

As part of the case review process, the assigned lead detective should complete a single summary report documenting the facts of the case and all investigative steps that were taken. Once the detective completes the report, an in-person meeting should be scheduled to include the assigned detective, their supervisor, and the unit's lieutenant. The entire case package should be reviewed at that time to ensure that it is complete. The case review

should include the supervisor's signature, date and time of review, and comments or suggestions.

The assessment team learned that detectives currently make PowerPoint presentations of their cases to present to prosecutors. Similarly, it would be useful if detectives prepared a PowerPoint presentation for all homicide and non-fatal shooting cases that are still open after 60 or 90 days have elapsed and present the case to the entire squad to brainstorm about possible solutions. The case review requirement and process should be documented in the homicide/non-fatal shooting manual(s). (See Recommendation 1)

Strengthen the performance review process to include metrics that assess whether detectives are conducting thorough investigations. All SLCPD members, including Investigations Division personnel, should have at least an annual performance review.

- 11 Evaluations for detectives should be designed to measure whether they are performing all necessary investigative tasks, conducting thorough follow-up, properly documenting investigative tasks and findings, and meeting the needs of victims and their families. Supervisors should be trained on how to conduct these assessments. Performance metrics and the evaluation process should be documented in policies and SOPs.

5.2 Training

All new detectives, regardless of their assigned unit, should receive basic investigations training that provides the knowledge and skills needed to work general investigations (Carter, 2013; PERF & BJA, 2018). The training can also ensure that detectives selected into the Detective Bureau are well-versed in fundamental investigative techniques. This gives new detectives a solid base on which to expand.

The assessment team learned that there is no standardized, consistent training for SLCPD detectives. Several years ago, SLCPD developed an Investigator's Academy course for all new detectives. However, the lieutenant who created the course has since retired and the course is no longer offered. Now, it appears that most detectives receive their training through a mix of attending various courses that include some form of basic and advanced detective training (e.g., interview and interrogation, blood spatter interpretation, etc.) and on-the-job training from senior detectives. Many detectives have also attended courses for using cell phones, social media, and other digital evidence in investigations; however, the assessment team found that the detectives would like additional training in these areas.

Additionally, the SLCPD Robbery Squad hosts a yearly statewide convention that is attended by the entire squad. At the convention, which typically has around 130 attendees, presenters from various agencies throughout Utah assess and discuss robbery cases for learning purposes.

Recommendations	12	<p>Ensure that all new detectives, as well as supervisors who oversee detective squads, attend a basic detective training course. The training must be consistent for all new detectives and should cover all aspects of an investigation, including crime scene processing and evidence recovery, report writing, warrants, investigative follow-up actions, courtroom procedures, relevant laws, and SLCPD policies.</p> <p>SLCPD should consider reinstating its Investigator’s Academy and requiring all detectives to attend upon entering the Investigative Bureau. Classes could be taught by seasoned investigators, including crime scene and forensics personnel, crime analysts, and prosecutors. The NCCP team can provide sample training programs and guidance should SLCPD decide to design its own internal program. If SLCPD decides against reinstating the Investigator’s Academy, it must locate a basic detective training course for all new detectives to attend.</p> <p>In addition to the basic detective training, investigators within the Investigative Bureau should receive advanced training in their specific disciplines.</p>
	13	<p>Ensure that detectives who investigate homicides and non-fatal shootings, as well as their supervisors, receive advanced training in investigating these types of cases.</p> <p>Specialized training should cover topics that include but are not limited to:</p> <ul style="list-style-type: none"> • Advanced interview and interrogation techniques • Crime scene management • Next-of-kin notifications • Forensic analysis of seized evidence • Using digital evidence from cell phones, laptops, tablets, and other devices • Using social media in investigations • Using network analysis to identify linkages between individuals or groups • Constitutional law • Prosecuting a homicide or non-fatal shooting case <p>SLCPD could develop its own in-house advanced detective school, with courses taught by seasoned investigators, including crime scene and forensics personnel, crime analysts, and prosecutors. If SLCPD decides to develop its own program, the NCCP assessment team can provide the agency with resources and examples of similar training programs in other departments. To offer this training on a regular basis so that new shooting investigators promptly receive advanced training, SLCPD could offer this training to other law enforcement agencies in the region. Alternatively, SLCPD could identify a specialized outside training course and require all homicide and non-fatal shooting detectives (and their supervisors) to attend. Regardless of who provides the training, the key is that it is consistent for all investigators and their supervisors and that it is aligned with SLCPD policies and practices.</p>

5.3 Case File Documentation

The assessment team found that the details of homicide and non-fatal shooting cases were typically well-documented. However, the case reviews revealed that, although each individual person involved in a case typically completed a thorough and detailed report, the overall case file often lacked cohesion. It would be useful for the lead detective to put all of the individual reports and documents into one comprehensive document so that it is easy to read what has been done and what needs to be done. This will assist in case reviews (see Recommendation 10) and help the lead detective identify anything they may have missed.

Recommendations	14	<p>Adopt the “Murder Book” model, which was developed by the Los Angeles Police Department, as a standardized method to capture and retain case information.</p> <p>A structured Murder Book concept would ensure standardized organization and reporting, which is critical in managing major investigations and prosecutions. Shooting investigations organized consistently based on a standardized protocol also promotes efficiency and accountability. SLCPD’s current case file organization is less effective and less efficient than a system that includes a table of contents, a chronology section, and consistent organizational protocols. All CDs and DVDs of witness interviews, photographs, and other digital evidence should be properly labeled, identified, and stored. A standardized Murder Book can also be easily scanned and digitized for copying and sharing with prosecutors. Another benefit of a uniform Murder Book is accountability. A supervisor or command staff can easily review a book that has all information under consistent tabs, allowing them to review the important reports as opposed to being required to review all documents.</p>
	15	<p>Include requirements for proper case documentation and case file checklists in the policy manuals governing fatal and non-fatal shooting investigations.</p> <p>Policies should include a case file checklist that lists each report, note, and other documentation that should be included in a comprehensive case file. The checklist should also state the order in which documents should be filed. Supervisors should be required by policy to review the files at scheduled times (e.g., 1 week, 1 month, etc.) to ensure that detectives are adhering to the checklist and completing all required tasks.</p> <p>SLCPD should work with the SLCDA’s Office and U.S. Attorney’s Office (USAO) when determining the information that must be documented in case files.</p> <p>The importance of case file documentation should be reinforced during training.</p>
	16	<p>For open cases, after 60 days, require the lead detective to complete a detailed synopsis report of the investigation up to that point for their supervisor’s review.</p> <p>The synopsis should list all investigative efforts that have been completed and include any outstanding tasks or actions (e.g., open lab requests) and summarize information from the initial and supplemental reports to date. Supervisors should review these 60-day reports to ensure the investigation meets department standards.</p>

5.4 Investigating Fatal and Non-fatal Shootings

This section explores how fatal and non-fatal shootings are investigated by SLCPD and provides recommendations for strengthening practices through every stage of the investigation.

The assessment team was impressed with SLCPD’s response to fatal shootings. All available homicide detectives and their supervisors respond to crime scenes and continue to work as a team to process the scene, recover evidence, interview witnesses, and canvass for video evidence. It was clear that this team approach to these investigations is the backbone of the department’s success. During case reviews, it was rare to see detectives conducting interviews or follow-up activities over the phone. The same cannot be said for its non-fatal shooting investigations. The NCCP assessment team fully understands that the volume of cases assigned to the Robbery Squad and Gang Unit limits the amount of time they can commit to each investigation. However, during case reviews, the assessment team observed too many times when a detective made one or two attempted telephone contacts to interview a victim or witness, and if the calls were unsuccessful, the investigation was suspended, often citing a lack of cooperation. The team also noted that no field attempts were made to locate these individuals.

Street-level non-fatal shooting investigations present unique challenges for detectives, especially when victims and witnesses do not want to cooperate or are too fearful to do so. In any case, this is where an experienced detective with good communication skills has the ability to gain the cooperation of reluctant parties. Experience shows that detectives have a much better chance of gaining cooperation with a face-to-face encounter, as opposed to a telephone contact. We include recommendations to improve how SLCPD responds to these cases in the subsections below.

A key finding that emerged from interviews and the case file review was that there is no standardized investigative checklist for detectives to use, and for supervisors to review, when working homicides and non-fatal shooting cases.

Recommendations	17	Develop and use a standard case checklist of basic investigative tasks for detectives to follow when conducting fatal and non-fatal shooting investigations. The checklist should provide a detailed, step-by-step description of actions to be taken at each stage of the investigative process (PERF & BJA, 2018). Supervisors should hold detectives accountable to completing the checklist. The checklist form should include room for the detective to note when the task was completed and the reason for not completing any unfinished tasks. Supervisors should use the case checklist as the primary basis to conduct supervisory case reviews at specific intervals throughout the investigation. The case review should include the supervisor's signature, date/time of review, and comments or suggestions. The checklist should include confirmation that victims and their families were provided with information about their rights and expectations for assistance (National Crime Victim Law Institute, 2021).
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5.4.1 Initial Crime Scene Response and Management

Patrol Response to Crime Scenes

Patrol officers are typically the first to arrive at a fatal or non-fatal shooting scene. Tasks that patrol officers should perform at the scene include but are not limited to securing the scene, checking if the suspect(s) is still present, attending to victims, conducting a preliminary canvass of the scene, attempting to identify witnesses, and looking for surveillance cameras.

The assessment team found that one common concern among detectives is that patrol officers quite often do not handle crime scenes properly prior to the detectives' arrival. The assessment team also learned that neither detectives nor their supervisors have attended patrol roll calls to address these concerns or provide guidance on how officers can improve their crime scene response.

Recommendations	18	Ensure that the written procedures that govern homicide and non-fatal shooting investigations include detailed directions for all units and individuals who are responding to the scene. The procedures should clarify expectations for personnel who respond to the scene and contain a checklist of tasks to be completed, including the requirement for the first officers and sergeant at the scene to remain present for the briefing and the handoff to detectives. The checklist of tasks should also include a procedure in which a crime scene log is initiated and maintained by a patrol officer until the scene is cleared.
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Provide additional training to patrol officers on how can safely and effectively perform their responsibilities at crime scenes.

19 For example, SLCPD could mandate that all patrol officers receive this training on a quarterly basis during a 10- to 15-minute presentation provided by detectives during patrol roll call. The training should be consistent with the SOP for the response to fatal and non-fatal shooting crime scenes.

Detective Response to Crime Scenes

As discussed in Section 5.1.1 of this report, when a homicide occurs, the entire Homicide Squad is notified and requested to respond, regardless of whether the detectives are on or off duty. This creates a burden on detectives, who are essentially always on call. While at the scene, the lead detective and sergeant assign specific tasks to the other detectives, such as managing the scene, responding to the hospital, and canvassing for videos. This occurs until fresh leads have been exhausted, at which point the lead detective continues to follow up on the case.

When a non-fatal shooting occurs, the Robbery Squad lieutenant will determine whether to send detectives to the scene. If the incident occurs while the squad is on duty, it is likely that at least two detectives will respond to the scene. If the shooting occurs during off hours, which is when the majority of non-fatal shootings appear to occur, the lieutenant will decide whether to call in detectives based on the circumstance of the case. Based on results from our case file analysis of 53 randomly selected non-fatal shootings, it appears that the decision is often to not have detectives respond to the scene (see Table 4-2). If detectives are not called in to respond to the scene, the Patrol Division will handle the preliminary investigation and a lead detective will be assigned for follow-up work upon returning to duty. This system means that sometimes several days can pass between when an incident occurs and when a detective is assigned to the case; for example, if a shooting occurs on a Friday night, a detective will not be assigned to the case until the following Monday. Findings from the case file review show that 3 or more days passed before a detective's first activity on a case in 34% of the 53 non-fatal shooting cases we reviewed (see Table 4-2).

The assessment team learned that investigative practices for homicide and non-fatal shootings are often inconsistent with one another, in part because of the difference in how detectives are called out to respond to the scene. An entire squad of detectives responds to all homicides that occur, whereas detectives respond to only a small percentage of non-fatal shootings. Additionally, the assessment team learned that interviews with witnesses in homicide cases are typically conducted in person at the police station, whereas witnesses in non-fatal shooting cases are often contacted by phone. Findings from the case file review support these findings (see **Section 4**).

During the assessment, many interviewees said they believe that a non-fatal shooting case is more likely to be closed when a detective responds to the scene. Research supports this conclusion (Blanes i Vidal & Kirchmaier, 2018; Wellford et al., 2019). The cases in which detectives did not respond to the scene, and instead inherited the case upon returning to work, were more likely to lack investigative leads and identified witnesses. Interviewees also cited a concern about the inconsistent practices among patrol officers who conduct the preliminary investigation when detectives were not at the scene.

Recommendations	20	<p>Ensure that a detective responds to each non-fatal shooting scene, including those that occur during off-duty hours.</p> <p>The assessment team learned that there are times when no detectives respond to a non-fatal shooting that occurs during off-duty hours, leaving the initial investigation to be conducted by patrol officers. SLCPD should explore options for ensuring that at least one detective is always available to respond to a non-fatal shooting scene, regardless of when it occurs. This would allow an on-duty detective to respond to all shootings and ensure the crime scenes are handled properly.</p> <p>Findings from the case file review and personnel interviews demonstrated that fatal shootings receive a much more robust crime scene response than non-fatal shootings. Although the assessment team could not determine if this factor impacted the higher clearance rate for fatal shooting compared with non-fatal shootings, research suggests that a fast crime scene response with many personnel present increases the likelihood that a case is cleared (Blanes i Vidal & Kirchmaier, 2018; Wellford et al., 2019). Responding quickly to non-fatal shootings may also demonstrate to residents that SLCPD takes these incidents seriously and may improve perceptions of the department in high crime communities. Because this approach also involves costs, we recommend SLCPD evaluate the importance of responding to every non-fatal shooting on case and community outcomes such as clearance and victim cooperation rates. The NCCP team can assist SLCPD here.</p> <p>Section 5.1.1 of this report discusses possible shift scheduling and configurations that would help ensure that a detective responds to every non-fatal shooting scene. For example, Recommendation 4 suggests creating one unit within the Investigations Division that is responsible for investigating all homicides and non-fatal shootings. This unit would comprise one squad that investigates homicides and one that investigates non-fatal shootings. Regardless of which squad is responsible for investigating non-fatal shootings—the Robbery Squad, Gang Unit, or a new squad dedicated to non-fatal shootings—SLCPD should ensure that shifts are configured so that a detective can respond to the scene of every shooting incident. One option is to assign part of the squad to be on call each week on a rotating basis. Another option is to assign one detective from the squad to work the night shift for a 1-week period, with the assignment rotating each week. The case could still be assigned to a day shift detective as the lead and would ensure that at least the initial investigation would be consistent and thorough.</p> <p>The NCCP team can assist SLCPD in formulating an approach for implementing this recommendation.</p>
	21	<p>Draft a policy regarding the release of video footage to assist in the identification of unknown suspects.</p> <p>The assessment team learned that SLCPD currently has no policy regarding the public release of video footage to assist with identifying suspects. SLCPD should develop a policy that directs detectives to release video footage to the media and to a departmental website/social media page at a certain point (e.g., within 5 days), unless there are specific reasons not to do so. The release should occur in cases where suspects remain unidentified and internal attempts to identify the suspects through the video have failed. Many police departments have had success in identifying suspects this way.</p>

5.4.2 Follow-up Investigation

The assessment team identified areas for improvement with respect to conducting follow-up investigations. For example, the assessment team was told that detectives investigating non-fatal shootings typically follow up with victims and witnesses via phone calls rather than in-person interviews. If the detective does not reach the victim or witness on the phone, they often just suspend the case without making any effort to personally locate the individual or visit them at home.

Recommendations	22	<p>Require detectives to contact non-fatal shooting victims in person and make every effort to gain cooperation in these violent crimes.</p> <p>Experience shows that detectives have a much better chance of gaining cooperation with a face-to-face encounter, as opposed to contact over the telephone. The NCCP team can assist SLCPD with identifying methods for improving the likelihood that non-fatal shooting victims and witnesses participate in police investigations. By reorganizing non-fatal shooting investigations into a new shooting unit (see Recommendation 4) and ensuring it is appropriately staffed (see Recommendations 5 and 6), SLCPD can ensure that detectives are able to extend every effort toward solving these severe violent crimes.</p>
	23	<p>Conduct witness interviews in person at a police facility whenever possible, rather than over the phone. Consider implementing a policy requiring the assigned detective to conduct in-person interviews of all victims and witnesses in fatal and non-fatal shooting cases.</p> <p>It appears that many victims and witnesses in non-fatal shooting cases are interviewed over the phone rather than in person at a police facility. In-person interviews at a police facility are better suited for gaining cooperation, obtaining information, and assessing credibility.</p>
	24	<p>Provide more specific guidance and requirements regarding detectives' engagement with victims and families. This includes developing policies and protocols.</p> <p>Protocols should include developing a communication plan with victims, including timelines for initial contact, follow-up, and case status updates; requiring notifications and contacts with co-victims and families; documenting contacts with co-victims and families; and working with SLCPD's victim advocates. In addition, as part of standard procedure, detectives should inform victims' families about the victim advocate position and provide them with the victim advocate's contact information.</p>

5.5 Victim and Family Advocacy

SLCPD's Victim Advocate program currently comprises nine full-time and six part-time victim advocates, including a director. Advocates are professional staff members who provide services to victims of all crimes in Salt Lake City. Additionally, SLCPD has five full-time and four part-time gang advocates who are embedded in 13 middle schools and high schools throughout the city. These gang advocates work closely with school resources officers in implementing the Promising Youth Project, which is designed to provide support and opportunities to at-risk youth.

The victim advocates are colocated with detectives, and interviewees reported that this system is working well. The Victim Advocate program has two vehicles assigned to it, as well as a service dog who has reportedly proven to be very effective. Advocates receive at least 40 hours of training each year, including diversity and policy training. Interviewees reported that, although the amount of training that victim advocates receive is sufficient, it might be helpful to review the current training to identify areas that could be improved. Victim advocates, in turn, provide training to officers via a variety of opportunities that include new recruit training, roll call training, trimester training, and occasionally during monthly all-hands detective meetings.

Officers can call for a victim advocate to respond to a scene via dispatch or directly. Advocates may also respond over the phone and talk through issues with the officer or with an individual engaged by the officer. The majority of calls that SLCPD's victim advocates respond to are related to sexual violence and intimate partner violence. SLCPD is working toward dedicating an advocate to the Salt Lake City Family


Justice Center, which is attached to the local YWCA. The department's victim advocates assist victims through various service providers to meet their specific and varied needs.

Interviewees told the assessment team that victim advocates are not always needed at fatal or non-fatal shooting scenes and said that officers make the decision about whether to call in a victim advocate and noted that there are no standard checklists or protocols for determining when a victim advocate should respond. It was estimated that each year advocates respond to either the scene once it is deemed safe or the hospital in one-third of all homicides and approximately 20 non-fatal shootings. Advocates also monitor the watch log for homicides and non-fatal shootings to determine if their services may be needed.

When advocates do respond to a shooting scene, their role is to assist victims in working through trauma. Advocates have also worked with victims and witnesses reporting intimidation and have conducted safety planning, and they have developed relationships with some local hotels for the purpose of relocating victims and witnesses.

The assessment team learned that SLCPD's victim advocates generally work well with their counterparts in the SLCDAO. However, it was reported that SLCDAO's advocates have been going through a transition, and thus the relationship is being rebuilt to some extent.

Recommendations	25	Develop policies that clarify the roles and responsibilities of SLCPD's victim advocates. Policies should be based on research and best practices regarding a victim-centered approach to advocacy. Policies should include details about the following: <ul style="list-style-type: none">• Required outreach to victims and families and the timelines for those contacts• Topics that should be covered during the initial contacts with victims and their families• The death notification process and the victim advocate's role in that process• Procedures for documenting contacts with victims and their families• Formal reports or information-sharing protocols with detectives• Any required trainings or certifications, which should include specialized training on victim advocacy and trauma-informed death notifications• The process for selecting victim advocates, which should include a background screening if the personnel are colocated with Detective Bureau and have access to Criminal Justice Information Services and SLCPD's records management system• Spontaneous disclosures of case-related activity by victims and their families• Circumstances under which the victim advocate should respond to a shooting scene:<ul style="list-style-type: none">– Officers and detectives should receive training on the guidelines and the services advocates can provide at crime scenes.– The guidelines and accompanying checklists should be included in policies and SOPs distributed to patrol officers, detectives, and victim advocates.
	26	Review existing training provided to advocates, as well as trainings that advocates provide to officers, to ensure trainings are comprehensive and up to date. The NCCP team can assist SLCPD with identifying relevant training topics or curriculums.

27	<p>Ensure there is a formal, standardized, and consistent process for documenting the victim advocates' contacts with victims and their families. The documentation requirements should be included in policies and SOPs governing the Victim Advocacy program.</p> <p>It is critical to continue thoroughly documenting all contacts with families and all communications with detectives about these contacts. This is especially true given that everything an individual does as an advocate with SLCPD is discoverable, subject to open records requests, and subject to Brady Act disclosures.</p>
28	<p>Incorporate into written policies and SOPs expectations for detective follow-up and communication with the families of homicide victims and with victims of non-fatal shootings. These expectations should be grounded in a victim-centered approach and emphasize that detectives should treat all victims and families with respect. Policies should also require that all detectives receive training on the duties and capabilities of the victim advocates.</p> <p>Policies and protocols should require detectives to:</p> <ul style="list-style-type: none"> • Provide families of homicide victims with an advocate's contact information before and after interviews, and, if possible, have an advocate available before and after interviews for additional victim support (and expand to interviews with victims of non-fatal shootings). • Keep victims and their families informed of the investigation to every extent possible. • Promptly return calls and emails from victims and their families regarding inquiries about the case or status of the investigation. • Proactively reach out to victims and their families at regular intervals (e.g., monthly; victim's birthday), regardless of whether there are any case updates. • Reach out to victims and their families when there is turnover in the assigned victim advocate and detective and provide contact information for the new point(s) of contact.
29	<p>Develop a protocol for SLCPD and its partners to better identify, record, and respond to acts of victim/witness intimidation, including how to assess the level of risk for those threatened. Partner with community groups active in this space to coordinate responses and provide relocation assistance for those victims and witnesses who are at highest risk.</p> <p>A main point of contact to whom all acts of witness intimidation are reported is recommended, so that one person is responsible for documenting and tracking incidents and ensuring there is an appropriate response to all incidents:</p> <ul style="list-style-type: none"> • Utilize existing tools to develop protocols to identify and respond to victim/ witness intimidation and to promote victim/witness safety. Review the resource titled <i>Improving Witness Safety and Preventing Witness Intimidation in the Justice System: Benchmarks for Progress</i> (https://aequitasresource.org/wp-content/uploads/2018/09/Benchmarks-for-Progress.pdf . • Increase identification of potential victim/witness intimidation by educating both criminal justice personnel and victims or witnesses. • Ensure the collection and documentation of evidence related to victim/witness intimidation and provide an appropriate response to these incidents by: <ul style="list-style-type: none"> – Instructing victims and witnesses on how to preserve evidence of intimidation or harassment (including online and social media evidence). – Ensuring that communication on a victim or witness's personal device or computer is properly documented and collected according to departmental procedures. – Developing a process and point of contact to ensure that all instances of victim/witness intimidation are shared with and documented by SLCPD.

- Creating information-sharing policies and sharing information about instances of victim/witness intimidation as quickly as possible in a standard format.
- Develop a risk assessment protocol for victims and witnesses who are threatened and take appropriate measures to ensure the safety of those at the highest level of risk.

5.6 Internal and External Coordination

Collaboration and communication between various investigative units within a police agency can be critical to an effective homicide or shooting investigation (Wellford, 2018). Members of different units may have pertinent information to share about suspects, witnesses, or leads, and this vital information may fall through the cracks without strong coordination. Similarly, it is critical for investigators to work closely with external organizations, such as state and federal law enforcement agencies, crime laboratories, and task forces.

At SLCPD, the Homicide and Robbery Squads are physically located next to each other in the detective squad room. The Gang Unit detectives are located on the same floor of SLCPD headquarters as the Homicide and Robbery Squads but in a separate area of the building. It would be beneficial if the workstations for all of these detectives who work on homicide and non-fatal shooting investigations were in the same location to promote information sharing and collaboration.

The assessment team found that there is strong communication and good working relationships between individual investigators across the Homicide Squad, Robbery Squad, and Gang Unit. However, there did not appear to be any coordinated or official information-sharing protocols between these units. Instead, most of these strong personal relationships were built informally when the detectives worked together prior to their current assignments (e.g., when they were working details together or were partners as patrol officers). Several interviewees noted that it was difficult to get information from detectives within these other units, and the assessment team learned that Homicide Squad detectives had never attended a patrol roll call to seek or share information. Additionally, findings from the case file review show that in only 11% of the non-fatal shooting investigations and 31% of the fatal shooting investigations did an investigator make further contact with a patrol officer who responded to the scene (see Table 4-2). A lack of information sharing between investigators and patrol officers is detrimental to investigations, as patrol officers likely spend much more time in the field than detectives and often possess intimate knowledge of people, locations, and vehicles that could be related to crimes. In fact, there is good reasoning that investigators are an asset for crime prevention strategy (Braga et al., 2011), and agencies have described positive outcomes of involving patrol officers in shooting investigations (e.g., Huff et al. (2023).

The lack of information sharing within an agency is not unique to SLCPD. This is a common challenge seen in agencies across the country and is caused in part because homicide detectives don't trust individuals outside of their unit with critical information. Importantly, studies have found that higher performing units use a collaborative approach throughout their investigations and shared information outside of their units, including with patrol officers (PERF & BJA, 2018; Wellford, 2018).

In addition to a lack of direct information sharing between the Investigations and Patrol Divisions, the assessment team learned that the Investigative Bureau does not have a regularly scheduled meeting to

discuss current violent crime, such as a weekly violent crime meeting. These meetings would offer an important means of sharing information on active cases and increasing collaboration in investigations.

Recommendations	30	<p>Hold a weekly violent crime meeting.</p> <p>The Investigative Bureau should hold a weekly violent crime meeting to discuss the city’s most serious crimes. Each murder, non-fatal shooting case, and any other prioritized violent crime that occurred during the preceding 7 days should be presented by the lead detective(s) and then discussed among the group to gain information and intelligence, develop leads, and ensure that detectives have the resources and support necessary to move their investigations forward.</p> <p>Participants in the meeting should include all SLCPD violent crime detectives and supervisors, Investigative Bureau command, forensics and CSI personnel, crime analysts, patrol representatives, prosecutors, and federal partners. If an investigation is potentially related to another jurisdiction, that agency should also be invited to attend. When appropriate, additional guests such as medical examiners, CSI experts, or community group leaders could be invited to discuss their area of expertise.</p>
	31	<p>Institute formal information sharing protocols to encourage greater communication between the various units and personnel who work on homicide and non-fatal shooting cases. Supervisors and command personnel should continually emphasize the value of collaboration and a team approach to investigating these crimes.</p> <p>Potential strategies for improving collaboration and information sharing include:</p> <ul style="list-style-type: none"> • Placing the workstations for all detectives who work homicides and non-fatal shootings in the same location. • Requiring detectives to attend patrol roll calls to seek or share information about particularly complex homicide or non-fatal shooting cases. (See also Recommendation 19 regarding detectives attending roll calls to provide training on crime scene response.) • Requiring detectives to follow up with patrol officers who submit a supplemental report for a case. • Implementing the case reviews and weekly violent crime meetings discussed in Recommendations 10 and 30, respectively. • Reviewing documentation to ensure that detectives are soliciting input and assistance from other units as part of the regular case reviews (see Recommendation 10). • Incorporating information-sharing protocols into written policies and checklists, such as the homicide or non-fatal shootings manuals (see Recommendation 1).

5.7 Crime Analysis

SLPCD’s Crime Statistics and Analysis unit was formerly located within the Investigations Bureau, but now is located within Operations. Crime analysts at SLCPD have a dual role—to assist patrol and investigators with crime-related analysis functions and to perform data science/research projects, such as staffing studies. They are located with the Salt Lake Information Center (SLIC), sometimes referred to as the Intelligence Unit. However, the crime analysts fall under a deputy chief in Field Operations. Currently, the analysts are not actively called into investigations but are available to assist investigators when needed.

Interviewees indicated that the crime analysts are largely disconnected from the Homicide and Robbery Squads. Not only are they located in separate divisions and physical locations, but detectives also do not seem to fully understand the crime analysts’ capabilities and how they could assist with investigations.

Detectives do not systemically use the crime analysts or consult with analysts during cases, and analysts do not proactively offer assistance to investigators.

Recommendations	32	<p>Assign crime analysts to the units that investigate homicides and non-fatal shootings and ensure that an analyst is assigned to each shooting investigation.</p> <p>To better align the capabilities of the crime analysts, there should be crime analysts colocated and assigned to the Homicide Squad and the squads that investigate non-fatal shootings (currently the Robbery Squad and the Gang Unit). This will increase connections and assist investigators. Additionally, a crime analyst should be involved in every shooting investigation. The lead detective should be required by policy to work directly with the assigned analyst to ensure that the detective and analyst consult with one another throughout an investigation.</p>
	33	<p>Provide increased training to SLCPD members on the utilization and capabilities of crime analysts.</p> <p>Trainings could take place upon an officer’s entry into the department, with specific training sessions offered to investigators and supervisors. The NCCP team can connect SLCPD with departments that are using their crime analysis unit effectively in shooting investigations.</p>
	34	<p>Clarify crime analysts’ tasks and responsibilities.</p> <p>SLCPD should review the current responsibilities of crime analysts, as there appears to be a level of uncertainty and underutilization with respect to the role that crime analysts play in homicide and non-fatal shooting investigations. Specific roles and responsibilities should be developed and clearly communicated to department members to maximize the capabilities of the crime analysts.</p>

5.8 Developing Trust and Increasing Community Participation

Without strong police-community relationships, it can be difficult to motivate members of the public to report violent incidents, participate in investigations, testify in court, and engage in the criminal justice process (Wellford & Cronin, 1999). Prior research has shown that perceptions of law enforcement legitimacy is associated with voluntary cooperation with the police (Hinds & Murphy, 2016; Mazerolle et al., 2013; Tyler & Fagan, 2008). Therefore, building meaningful engagement and trust with the community can be an important factor in increasing community participation in shooting investigations. Personnel with SLCPD told the assessment team that it is challenging to obtain participation from witnesses and victims in shooting investigations. Although the case file review findings show that victim and witness participation appear to be common and statements are often obtained in shooting investigations (see Table 4-2), the NCCP assessment team was unable to measure the type, extent, or quality of the participation, so it is possible that the participation that occurs is not the type needed by investigators to move a case forward. This section will focus on SLCPD’s strengths with community engagement activities and identify opportunities for SLCPD to increase community partnership to build trust in the police and increase community participation in investigations.

5.8.1 Community Concerns about Gun Violence in Salt Lake City

According to interviewees, typically those individuals who have been affected by gun violence are the ones who are willing to have conversations about it—and these conversations are primarily victim driven. Interviewees shared that in communities most impacted by gun violence, conversations are less concerned with gun violence and are more often about law enforcement and officer-involved shootings.

One interviewee stated that she believes the community doesn't report information to the police out of fear that the police response could escalate the risk of community harm by the police. In neighborhoods with high levels of gun violence, interviewees stated that they are unaware of community-driven responses to those incidents, but that does not mean community-driven responses do not exist. The interviewees may simply be unaware of them, and this is an area that SLCPD should explore and develop.

5.8.2 Strengthening SLCPD's Community Engagement Efforts

None of the community-based organization (CBO) representatives interviewed indicated they were in a current partnership with SLCPD, but they spoke about past experiences working with the agency and identified areas in which they would like to see collaboration with SLCPD grow. In general, community interviewees described a desire for greater partnership with SLCPD and stated that having specific points of contact at SLCPD would be helpful.

Intentional Outreach to Potential Community Partners

SLCPD's website includes a Community Engagement section that provides information about its community-based outreach and engagement efforts, including the Promising Youth Project, CLOs, and the Community Outreach Unit. The website also provides contact information for the CLOs and identifies which of the seven districts they cover. SLCPD may be able to do more to promote the Community Engagement information on its website within the community given that many community interviewees felt it was difficult to know who to contact at SLCPD to start conversations about new initiatives. To aid in this effort, SLCPD should consider conducting an inventory of the CBOs with whom CLOs are currently working and compare those with a list of known CBOs active in local gun violence prevention and response efforts. The CLOs could then conduct outreach to the CBOs with whom they are not currently partnered and schedule introductory meetings with the appropriate points of contact to see if and how the agencies might work together for their mutual benefit. One community interviewee shared a potential partnership opportunity with a youth violence prevention coalition operating in Salt Lake County. Although the efforts are focused on the cities of Magna and Midvale, SLCPD might consider having a representative network and share information with other law enforcement agencies to build relationships and to provide cross-jurisdictional support as needed, especially given that the project is using National Integrated Ballistic Information Network (NIBIN) data linking gun cases across jurisdictions for planning purposes.

Overall, community interviewees expressed a desire to build relationships with and increase partnerships with SLCPD, and they identified potential opportunities to do so. CBO leaders are interested in identifying effective ways to connect with SLCPD, including identification of a point of contact where they can direct their outreach. CBO leaders would like opportunities to engage with and hear from command staff when possible. Finally, CBO leaders would like to see engagement with SLCPD sustained over time so that SLCPD participation in community initiatives are not person driven and succession plans are in place so that if a person leaves a position within SLCPD, an established partnership with SLCPD will continue.

Recommendations	35	<p>Strengthen intentional outreach to community groups.</p> <p>After identifying potential CBO partners, CLOs should reach out to schedule introductory meetings and should serve as the point of contact between those CBOs and SLCPD for future partnerships. This outreach should be for the purpose of understanding how SLCPD and the community groups can support each other in achieving shared goals regarding violence prevention and offender accountability, including through increasing community reliance on the police, possibly by addressing community perceptions of police violence.</p>
	36	<p>Create opportunities for residents to get to know law enforcement officers to build trust, which will ultimately lead residents to feel safer in reporting and sharing information.</p> <p>Partnering with community groups on community events is a good way to be present in the community, build relationships, and demonstrate credibility. SLCPD should promote the community engagement information from the SLCPD website, particularly the existence of the CLOs, their contact information, and which districts they support. This will help CBOs and other community members be more aware of who they should contact at SLCPD to raise concerns or discuss new initiatives.</p>
	37	<p>Conduct a systematic inventory of CBOs active in local gun violence prevention and response efforts in the Salt Lake City area to understand whether any agencies could be effectively partnered with.</p> <p>The NCCP team has conducted these inventories for other law enforcement agencies and can support SLCPD with implementing this recommendation.</p>
	38	<p>Be intentional about transitions between new personnel in community-facing positions or those who are in current partnerships with community groups about specific initiatives and inform partners of any turnover in these positions.</p> <p>If there is a change in personnel, SLCPD should work to ensure that any community-engaged efforts are not dropped due to the transition, or if these efforts must be dropped, ensure that this change is communicated to stakeholders. To sustain community trust and partnership, credible and successful efforts must be replicated by those who will be assuming community-facing roles.</p>
	39	<p>Identify and publicize a consistent point of contact within SLCPD for community partners to direct their outreach.</p> <p>Several community partners are interested in partnership opportunities with SLCPD and would like to know who they should contact to initiate partnership opportunities.</p>

Community Liaison Officers

Four CLOs cover seven districts for SLCPD. Once assigned, a CLO can stay in the position for an indeterminate length of time, but the average tenure is about 6 months to 1 year because the position can “quickly burn people out.” Each CLO has varied duties and tasks, but core components of the role include meeting monthly with the Community Councils in their districts. Each Community Council has a chairperson, who often serves as an important intermediary between community residents and the CLO. CLOs are also tasked with meeting monthly with Community Action Teams composed of various city partners. Through these team meetings, SLCPD can coordinate with other agencies to address issues that law enforcement cannot resolve—for example, working with the city’s Code Enforcement Division to address nuisance properties. A crucial role for the CLO is to know which agencies to partner with to resolve issues. SLCPD should review the initial and ongoing training offered to CLOs and ensure that they emphasize the ability to problem-solve, engage new partners, and work collaboratively identify and resolve community-specific issues.

CLOs are in important positions to drive opportunities, work strategically with the community, and address community priorities and concerns that can then improve community perceptions of and trust in SLCPD. Community trust is expected to increase community willingness to engage in other efforts with SLCPD such as investigative efforts. If these opportunities are missed because a CLO is unaware of a situation they could assist with, then SLCPD misses an opportunity to engage with the community. Therefore, ongoing education and awareness efforts are needed for patrol and other units, so they understand the types of assistance available through CLOs and how to contact them. For example, one CLO described that patrol officers encounter situations regularly that they do not have the means to address, such as an abandoned property or repeat calls to an address. Therefore, communication and information sharing between the CLOs and other agency personnel is key so that CLOs will be notified of a situation and can provide assistance. The CLO interviewee suggested that it would be helpful to share information about the CLO position and how they can assist with patrol officers at police lineups.

CLOs are detective positions, but they are not involved in shooting investigations. CLOs do not respond on-scene or participate in canvassing regularly. However, if a CLO receives information from the community that would be helpful to investigations, they pass on that information to investigators who are responsible for the specific case. Community members share information with CLOs quite frequently, which speaks to the community's trust in CLOs. Occasionally, investigators in shooting cases will reach out to CLOs to request assistance with encouraging the community to come forward with information. The CLO can assist by having the Community Council Chairperson send emails and other communications to residents to request information. The Community Council Chairperson is an important hub for disseminating information to and from the community and potentially could be utilized more frequently to encourage community participation in shooting investigations. Finally, given the unique vantage point of CLOs in seeing issues and incidents collectively across the community, rather than at the individual incident level, they have been successful in linking cases with unknown suspects to cases with known suspects based on similar crime types, characteristics, and modus operandi. It may be worthwhile to consider strategies that would allow CLOs to be consulted more regularly by investigators or to encourage CLOs to proactively provide information linking cases to investigators, such as including CLOs regularly in case review meetings involving incidents in their districts.

Recommendations

40

Educate units across SLCPD about the role of CLOs and how they can assist personnel with ongoing needs. Review communication and information-sharing protocols and practices between CLOs and patrol and between CLOs and investigators.

The focus of this review is to identify ways to better leverage CLOs, Community Councils and Chairpersons, and their unique skillsets and relationships for crime problem-solving and investigative purposes.

Social Workers

Some community interviewees saw great value in SLCPD's use of social workers within the agency. For example, one interviewee spoke about SLCPD's Promising Youth Project, a gang prevention and intervention initiative that typically includes social workers and youth workers. The interviewee also spoke about being contacted by the SLCPD social worker, who is part of the agency's Community Engagement team, regarding a new potential partnership with her community organization. The interviewee

understood that the SLCPD's social worker works with a team of officers assigned to different sectors, such as nonprofit organizations, schools, and faith-based leaders. The interviewee discussed having a positive relationship with the SLCPD social worker and appreciated that the agency's staff included social workers who were trying to create supportive systems. However, the interviewee said that their community organization's partnership with SLCPD was not sustained long term because the SLCPD officers who were initially coming to the community-led meetings stopped attending without explanation.

Another interviewee shared that SLCPD reached out to the University of Utah's Social Work Department to develop a co-responder model to pair a social worker with an officer, which indicated to the respondent SLCPD's progressive response to crime. While community interviewees were encouraged by SLCPD's inclusion of social workers on staff, it was unclear to interviewees whether the social worker positions still exist. One interviewee mentioned that the social worker's email address was no longer active. SLCPD's use of social workers was well-received by community partners who had worked with them.

Recommendations

Consider bringing back or expanding the use of social workers in community engagement efforts.

- 41 Community interviewees appreciated outreach from SLCPD's social workers about specific initiatives as well as the approach that social workers bring in creating holistic solutions to address social problems.

Trauma-Informed Engagement

When interacting with victims and witnesses of violent incidents, it is important to acknowledge and account for the trauma that they have experienced. A trauma-informed approach will lead to better interaction between law enforcement and victims/witnesses, which may improve participation, increase victim/witness sense of safety and feelings of trust, and elicit more information for investigative purposes.

Investigators routinely told the assessment team that their clearance rates were negatively affected by a lack of participation from victims and witnesses involved in their cases. However, the assessment team learned that no detectives on the Robbery Squad or Gang Unit (the two units that investigate non-fatal shootings) had received training on trauma-informed interviewing techniques. Although these trainings are usually offered to sexual assault investigators, non-fatal shooting victims also experience trauma and training shooting investigators in trauma-informed interviewing techniques may improve case outcomes.

Recommendations	<p>42 Consider providing training to detectives about how to build trust in the community and earn participation from reluctant witnesses and victims in shooting investigations.</p> <p>Being able to effectively interview and form relationships with residents in the community is essential for promoting witness participation in police investigations and for generating leads from the community. For detectives who could improve in this area, SLCPD should consider providing training. The NCCP team can assist SLCPD with identifying effective training in this area.</p>
	<p>43 Consider a required training that focuses on how trauma impacts the brain and body, which in turn affects a victim’s or witness’s ability to recall details of an event or to communicate about an incident.</p> <p>This training will allow law enforcement personnel to better understand the behaviors of what are perceived as “difficult” victims/witnesses, which may be related to trauma. Consider a required training for all investigators about trauma-informed interviewing techniques. The NCCP team can assist SLCPD with identifying effective training opportunities in this area.</p>

5.9 Cold Case Capacity and Process

SLCPD has one part-time detective assigned to investigate cold case homicides. This detective, who is retired from SLCPD’s Homicide Squad, has processed and reviewed all of the department’s 100 cold cases that existed at the time of this assessment.

Solving cold cases not only brings offenders to justice but can also raise morale within a police department, strengthen community trust and satisfaction in the police, and relieve the burden on detectives working active cases. However, there are also costs to investigating cold cases, and there is little evidence on which cold case investigation models provide the greatest return on investment. Should SLCPD decide to expand its cold case investigation capacity, the assessment team can provide the agency with resources on how to effectively implement and manage a Cold Case Unit.

Recommendations	<p>44 Strengthen the cold case investigative capacity by allocating at least one full-time detective to the cold case function.</p> <p>Interviewees said that having at least one full-time cold case detective would be useful.</p>
	<p>45 Establish formal policies and procedures for investigating cold case homicides.</p> <p>Cold case policies should cover topics that include:</p> <ul style="list-style-type: none"> • <i>Cold case investigative training.</i> Cold case investigators and their supervisor should complete specialized training on working these challenging cases. • <i>Notification of victims’ family and friends.</i> SLCPD should develop a trauma-informed protocol for notifying victims’ friends and family members when the case is receiving new investigative activity. It is important to recognize that victims’ friends and family members may be retraumatized when the case is opened for new investigative work. Care must be given to the notification process. The SLCPD notification protocol can be grounded in lessons learned from notifying victims when their sexual assault kits have been tested years after the incident occurred.

5.10 Physical and Digital Evidence

5.10.1 Personnel and Training

The SLCPD has an internal crime laboratory and CSI positions, both of which are staffed by civilian employees. CSI personnel provide 24-hour coverage and are split into four shifts. CSIs attend a 16-week training course and have a dedicated training officer.

The CSI unit responds to a variety of major crime scenes throughout Salt Lake City, including many, but not all, of the city's shooting incidents. Patrol officers are typically responsible for collecting evidence from a scene if the CSI unit does not respond, which generally happens in cases involving shots fired but with no victims on the scene. The assessment team was told that sometimes officers are not aware of the proper evidence collection protocols; for example, when patrol officers are tasked with collecting cartridge casings from a scene, they may place all the casings in the same collection container. This method of comingling the casings can limit DNA processing due to cross contamination.

The assessment team also learned that numerous detectives have received training in blood stain pattern analysis (BPA). This is unusual, as such training is generally reserved for CSI and laboratory personnel due to the expense, requirements for continued training, and number of actual crime and training scenes needed to retain proficiency and ensure that analytical findings are accurate.

The SLCPD Crime Lab is responsible for processing firearms and ballistics evidence, including test firing weapons and conducting firearm/toolmark comparisons. The Crime Lab also handles latent fingerprint evidence, including developing and comparing fingerprints and entering fingerprints from crime scenes into an Automated Fingerprint Identification System terminal. Both the firearm and latent print sections are accredited to international standards (ISO/IEC 17020:2012). This accreditation mandates yearly proficiency testing and includes training requirements.

Recommendations	46	Increase training for patrol officers in evidence collection. Training should be focused on how to properly collect and store evidence, including how to correctly collect and store cartridge casings by placing each cartridge in a separate container.
	47	Limit BPA training to a small (2–3) number of persons assigned to the SLCPD Crime Lab/CSI Unit. BPA basic and advanced training should be offered and limited to a select number of personnel due to the intricate knowledge needed to perform such analysis and the amount of testing needed when drafting accurate reports. This is a forensic function and should be contained within the laboratory and CSIs.

5.10.2 Firearms and Ballistics Evidence

The SLCPD Crime Lab test fires all firearms in-house and conducts firearm/toolmark comparisons. SLCPD participates in the NIBIN and collaborates with the Utah Crime Lab and the state's Crime Gun Intelligence Center to link firearms used in gun crimes with other cases throughout the state. Casings that are collected by SLCPD CSIs or patrol officers are submitted to the Utah Crime Lab for entry into NIBIN approximately once per week.

The SLCPD Crime Lab currently performs limited to no triaging of cartridge casings for DNA processing. One possible reason for this is a lack of personnel. Swabbing cartridges for DNA has been shown to get positive results and could be an effective tool to aid in investigations, especially if such evidence is carefully designated and triaged (Bille et al., 2020; Montpetit & O'Donnell, 2015).

Recommendations	48	<p>Decrease the time interval between the receipt of cartridges and their entry into NIBIN.</p> <p>Cartridges collected at crime scenes are submitted to the Utah Crime Lab approximately once per week. Efforts should be made to coordinate with the Utah Crime Lab to increase the number of times per week that submissions can be received. This will assist in the timely generation of potential investigatory leads.</p> <p>Additionally, other police agencies have seen success when working with their state or county NIBIN administrators to provide a local member to the state or county for the purpose of NIBIN cartridge casing entries. Such agreements generally allow the local member to prioritize their agency's evidence for NIBIN submission. SLCPD may also want to consider adding NIBIN entry positions to speed up the evidence entry process.</p>
	49	<p>Develop a procedure for triaging of cartridge casings for DNA processing.</p> <p>The SLCPD Crime Lab should consider developing a procedure for triaging cartridge casings by swabbing/processing select ones for DNA development. The laboratory could develop a 1-year review after such procedures are fully implemented to ascertain the level of success obtained. The NCCP team can assist SLCPD with implementing recommendations about the forensic processing of firearm and ballistic evidence.</p>

5.10.3 Digital Evidence

Typical digital evidence used in homicide and non-fatal shooting investigations at SLCPD comes from cell phones, social media, video camera systems, and automated license plate readers. The seizure, extraction, and analysis of digital evidence is performed by a variety of units within the agency, including patrol officers, CSIs, detectives, crime analysts, and SLIC personnel. The assessment team found that there was often a degree of overlap between the responsibilities of these units when it came to digital evidence, especially with respect to processing information from cell phones and social media. For example, detectives were often performing social media searches and cell phone analysis themselves, even though these tasks may be more effectively allocated to SLCPD's crime analysts.

Recommendations	50	<p>Provide additional clarity on who should perform the various functions related to digital evidence. For example, consider assigning social media analysis to crime analysts and define which cases are designated to have the crime analysts perform cell phone extraction/analysis.</p> <p>Procedures should be developed to clarify the distribution of responsibilities regarding digital evidence/social media analysis for investigations. These procedures should consider an increased role of the crime analysts, which will then lead to detectives having more time to focus on other aspects of their investigations.</p>
	51	<p>Take steps to strengthen the department's capacity to collect and analyze video evidence.</p> <p>There are several options that SLCPD can consider when assigning this responsibility:</p> <ul style="list-style-type: none"> • Embed this responsibility into the SLIC or, alternatively, with SLCPD's crime analysts. • Train patrol officers on the collection of video evidence, so officers who respond to shooting scenes can immediately begin the process of locating and collecting video evidence. After the initial response to scenes, the patrol supervisor can assign certain

uniform members to remain on scene (scene security) while those trained in video collection can start that task. The patrol supervisor should oversee this function and make note of possible closed-circuit television (CCTV) locations. As many shooting incidents occur in the evenings when businesses equipped with cameras may be closed, follow-up coordination of obtaining additional video should be managed in collaboration with the oncoming patrol supervisor. This activity will also keep uniform personnel engaged in an investigation, increase visibility in areas near but not directly at the shooting incident, and effectively expand the search area. While looking for potential CCTV cameras, officers may locate other evidence related to the crime.

- Consider hiring a dedicated video analyst(s) with responsibility for processing video evidence that is collected. There is a level of training that must be initially undertaken for this position as well as continued/updated as technology evolves. Due to the training needs, this position may best be filled by hiring a civilian(s) as opposed to a sworn member. Ideally, this position should be located within the SLIC.

5.11 Case Prosecution

5.11.1 Prosecuting Attorney's Office

The SLCDAO has approximately 100 criminal prosecutors, with nine dedicated to homicide cases, some of whom have years of experience. Individual prosecutors handling homicides and gang cases tend to enjoy having a good working relationship with SLCPD; however, the overall relationship between the two agencies is somewhat strained. The assessment team learned that SLCDAO does not currently provide any training for SLCPD detectives and that detectives would like to receive such periodic training to help improve their investigations, as well as receive legal updates. Interviewees said that SLCDAO is understaffed and that individual prosecutors carry large caseloads, which can impact their ability to attend meetings and trainings with SLCPD.

However, the assessment team also heard some positive examples of coordination between SLCPD and SLCDAO. For example, SLCPD cases are presented to the SLCDAO homicide team in person via a PowerPoint presentation. Members of both agencies reported that this has been a successful way to engage the homicide prosecutors, allow them to easily learn about a case, and to ask investigators questions, including requests for follow-up investigations. Additionally, the assessment team was told that SLCPD does good work on search warrants and on follow-up investigation requests from the homicide team.

The assessment team also learned about several challenges facing prosecutors. For example, although the number of homicides in Salt Lake City has remained stable, it was reported that the area has multiple trauma centers that improve an individual shooting victim's chances of survival. This means that occasionally, there is a delayed fatality that may not reach the SLCDAO's homicide team and may instead be handled by a prosecutor with less experience.

Another reported challenge is the quick time frame for charging an arrested individual. SLCDAO must make a charging decision within 48 hours of an individual's arrest. This period can be extended for good cause, typically by an additional 3 days and occasionally up to a week to 10 days. Although SLCDAO

needs a reasonable likelihood of success to charge cases, both agencies seem to work well with that requirement.

Additionally, SLCDAO also has a screening unit that interacts with SLCPD when cases are being investigated. The screening unit may have less experienced attorneys that impede the progress of experienced detectives. These detectives often will call a “go-to” prosecutor at SLCDAO who they have an existing positive working relationship with to streamline the assistance they are seeking.

Recommendations	52	<p>Arrange a facilitated discussion between leadership of SLCPD and SLCDAO to promote better communication and coordination.</p> <p>This discussion should result in an ongoing plan to resolve any issues related to the investigation and prosecution of shooting cases.</p>
	53	<p>Coordinate with the SLCDAO to develop joint training, both for SLCPD detectives and for prosecutors.</p> <p>SLCPD and SLCDAO leaders should work together to identify training topics related to investigations and trial testimony that address current gaps in responding to shootings and testifying at trial.</p> <p>Potential training topics should include:</p> <ul style="list-style-type: none"> • Providing a refresher on the laws related to arrest, search and seizure, and <i>Miranda</i>, as well as current trends that will help improve investigations and obtain convictions. • Collecting and analyzing digital evidence. • Using social media in investigations and prosecutions. • Drafting search warrants. • Clarifying evidentiary standards, including the difference between “probable cause” for arrest and “beyond a reasonable doubt” for conviction. • Determining how to build stronger cases using circumstantial evidence, including identifying admissible hearsay statements at trial. This training is particularly important for those cases when victims or witnesses refuse to cooperate.
	54	<p>Promote greater communication and coordination between SLCPD, SLCDAO, and USAO in response to violent crime, particularly gang and gun crime.</p> <p>In addition to the joint trainings discussed in Recommendation 53, strategies for improving communication and coordination should include:</p> <ul style="list-style-type: none"> • Holding regular in-person meetings with representatives from SLCPD and SLCDAO. This would allow investigators and prosecutors to get to know one another and build relationships. In addition to fostering better overall relationships between members of the two agencies, this may improve the likelihood that detectives would call the on-duty charging attorney rather than their usual “go-to” attorney. • Inviting prosecutors to attend intelligence-sharing meetings related to violent crime, including the weekly violent crime meeting noted in Recommendation 30. • Having prosecutors in the case reviews discussed in Recommendation 10 when a case is complex or when it appears that investigators will need legal advice on how to proceed. • Inviting prosecutors to teach a course as part of training for new violent crime investigators. For example, prosecutors should teach a class at the Investigator’s Academy if SLCPD reinstates this training as discussed in Recommendation 13. • Holding post-trial debriefings so that members of SLCPD and SLCDAO can discuss cases after they are completed.

Collaborate on strategies to address witness intimidation in shooting cases.

55

The NCCP team can provide resources and training and technical assistance on topics that include responding to intimidation and investigating and prosecuting cases without the surviving victim testifying.

5.11.2 United States Attorney's Office

The USAO for the District of Utah handles a variety of cases from SLCPD, including some firearms cases. The USAO has a very good working relationship with SLCPD and typically takes a significant number of firearms cases each year from SLCPD. For example, in a 2-month period, the USAO screened approximately 30 firearms cases from across the state, with approximately 15 of those cases coming from SLCPD. Some of the Assistant U.S. Attorneys started their careers prosecuting at the state level so they have prior experience working with SLCPD. Additionally, SLCPD has experience and training in the kinds of firearms cases that will be eligible for federal prosecution and directly files these cases with the USAO, a system that has been in place for some time and was created in consultation with the SLCDAO's Office. This direct file system has proven successful for all parties involved in the investigation and prosecution of gun crime in Salt Lake City and has enabled the USAO to prosecute a higher volume of cases.

The USAO participates in several intelligence sharing meetings in the area, including a biweekly violent crime meeting and regular gang intelligence meetings hosted by Metro Gang at the Unified Police Department. The USAO participates in the Night Out Against Crime through the PSN² program. The USAO is also involved in training efforts with SLCPD.

Although information sharing and communication are good between USAO and SLCPD, some additional work could improve the response to gun crime in the area. It was reported that NIBIN could be used more as an investigative tool and that more monitoring of jail phone calls could prove valuable in these difficult cases. Additionally, it was reported that improved communication with SLCPD could also benefit the overall response to gun violence in Salt Lake City.

Recommendations

Maintain a strong working relationship with the USAO.

56

SLCPD should continue to seek training and collaboration partnerships with the USAO. This includes involving the USAO and other federal, state, and local partners in regular gun crime/violent crime meetings; maintaining open lines of communication with these partners; and promoting collaboration on federal cases.

6. Conclusion

The NCCP assessment of SLCPD's response to fatal and non-fatal shootings revealed that the department is staffed with dedicated and hardworking personnel who are committed to serving the people of Salt Lake City. This is reflected in SLCPD's willingness to participate in this assessment, which also

² PSN is a partnership between community groups, clergy, service providers, nonprofit organizations, probation and parole, prosecutors, law enforcement, and others to reduce gun and group-/gang-related violent crime.

demonstrates the department's desire to explore new solutions for addressing violent crime. The assessment identified many departmental strengths, and the recommendations provided in this report are intended to build upon this solid foundation and to help SLCPD strengthen its policies related to homicide and non-fatal shooting investigations, ensure that detectives and supervisors are properly selected and trained, develop strong community relationships and engagement, and strengthen coordination with crime analysts, forensics teams, victim advocates, prosecutors, and other internal and external partners. The NCCP team will work with SLCPD to determine which recommendations the department can address and will support SLCPD in implementing and evaluating these changes.

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