IN THE UNITED STATES DISTRICT COURT FOR THE WESTERN DISTRICT OF TENNESSEE WESTERN DIVISION

ACLU OF TENNESSEE, INC.,)
Intervening Plaintiff,))) No. 2:17-cv-02120-JPM-jay
V.)
CITY OF MEMPHIS, TENNESSEE	
Defendant.)

2022 SECOND QUARTER REPORT OF THE INDEPENDENT MONITOR

/s/ Edward L. Stanton III Edward L. Stanton III (TN BPR # 18904) BUTLER SNOW LLP 6075 Poplar Avenue, 5th Floor Memphis, TN 38119 Telephone: (901) 680-7200 Facsimile: (901) 680-7201 Email: Edward.Stanton@butlersnow.com

Independent Monitor

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I. INTRODUCTION & EXECUTIVE SUMMARY

This Second Quarter 2022 ("Q2 2022") Report ("Report") covers the period from April 1,

2022, through June 30, 2022, and follows nine prior reports by the Monitoring Team:

- Interim Report (ECF No. 197);
- 2019 First Quarter (Q1) Report (ECF No. 205);
- 2019 Second Quarter (Q2) Report (ECF No. 219);
- 2019 Q2 Supplemental Report (Undocketed);
- 2019 Third Quarter (Q3) Report (ECF No. 256, docketed without submitted exhibits);
- 2020 First Quarter (Q1) Report (ECF No. 319);
- Pretrial Report (ECF No. 330);
- 2021 End of Year Report (ECF No. 416) and
- 2022 First Quarter (Q1) Report (ECF No. 425).

This Report fulfills two goals. *First*, this Report provides an overview of the Monitoring Team's activities. *Second*, this Report provides an update on the Monitoring Team's and the City's collaborative efforts to improve auditing and compliance protocols, including the Memphis Police Department's ("MPD") proposal to create a Social Media Unit to conduct all MPD social media searches.

It is important to note that this Report does not cover Requests for Authorization ("RFAs") in depth because no RFAs were authorized during Q2 2022.¹ Additionally, no matters were brought before the Court for consideration during this timeframe. Likewise, although this Report

¹ The City explained that only one request was made and was ultimately denied. (*See* E-mail from J. Sink to K. Carter, re Section G Authorizations, dated July 13, 2022, attached as **Exhibit A**).

does not feature a section regarding community engagement, the Monitoring Team continues to engage with the community through its website, www.memphispdmonitor.com. The website features a variety of resources for community members, including an up-to-date docket, access to past community forums, answers to frequently asked questions, and more.

II. OVERVIEW OF THE MONITORING TEAM'S ACTIVITIES

Since April 1, 2022, the Monitoring Team has done the following:

- Exchanged more than 100 internal and external emails;
- Conducted approximately four Monitoring Team conference calls, virtual meetings, or additional ad hoc calls as necessary;
- Participated in approximately five weekly and additional ad hoc calls with the City;
- Observed MPD in-service training on the Modified *Kendrick* Decree each week during Q2;
- Discussed with MPD its early plans to establish a Social Media Unit; and
- Reviewed and analyzed 1656 search terms to determine compliance with the Modified *Kendrick* Decree.

The Monitoring Team's ongoing activities are described in greater detail where relevant to the discussion below.

III. <u>AUDITING & COMPLIANCE PROTOCOLS</u>

This section of the Report covers the Monitoring Team's and the City's continued efforts in search term reporting, MPD training, compliance with the Modified *Kendrick* Decree, and Section G Authorizations. Furthermore, this section discusses MPD's proposed Social Media Unit and its potential functions, benefits, and development stages.

A. Search Term Reporting.

As required by Sanction Five,² the City reports search terms used by MPD officers quarterly.³ During this reporting period, the Monitoring Team reviewed search terms that MPD collected during the first quarter of 2022 (hereinafter "Q1 2022"). Q1 2022 is the second collection period under the City's new reporting protocol, which is outlined for the Court in the Monitoring Team's 2021 End of Year Report and 2022 First Quarter Report.⁴

To date, the Monitoring Team has received six quarterly search term reports, capturing more than 8,800 unique search terms, including personal names (including pseudonyms), entities (private and government), phrases/terms, places, telephone numbers, and Facebook identifiers.

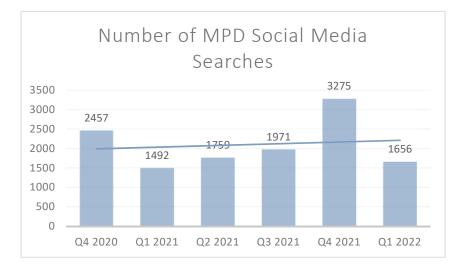
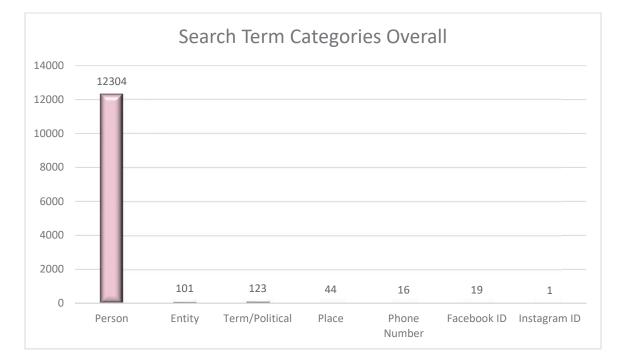


Chart 1 below shows the number of search terms reported by the City by quarter:⁵

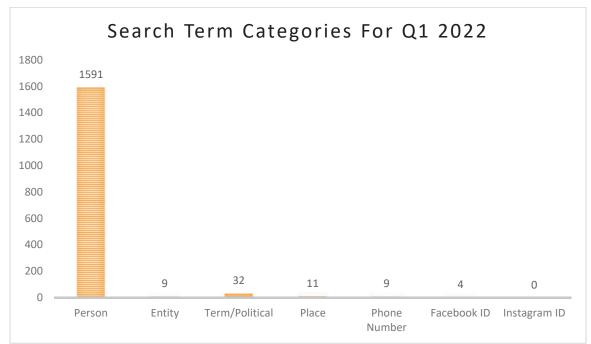
² (See Opinion and Order, ECF No. 151, at PageID 6275).

³ The Court previously ruled, following the City's unopposed motion, that these terms are highly sensitive documents ("HSDs"). (*See generally* Order, ECF No. 400, at PageID 13949). Accordingly, the City collects and reports search terms in a more secure fashion than through the Case Management/Electronic Case Filing system (CM/ECF).

⁴ (*See* 2021 End of Year Report, ECF No. 416, at PageID 14120-23 and First Quarter (Q1) 2022 Report, ECF No. 425, at PageID 14347-51 for an explanation of modifications to the previous reporting protocol).



Charts 2 and 3 compare the categories of terms reported overall and for Q1 2022:



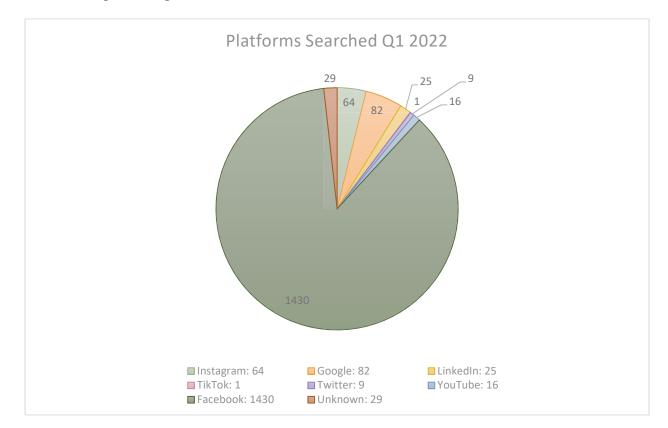


Chart 4 compares the platforms searched in Q4 2021:

As indicated by Chart 1 above, though Q1 2022 yielded fewer search terms than Q4 2021, Q1 2022 search term reporting generally remained consistent with three of the previous quarters. According to Charts 2 and 3 regarding search term categories, personal names (and pseudonyms) remain the most commonly searched category, which has been the case for at least the three preceding quarters. Additionally, as seen in Chart 4, Facebook was the most commonly searched platform in Q1 2022, encompassing more than 85% of searches.

Moreover, under the new reporting protocol, only 2% of search term platforms were unknown in Q1 2022. This indicates improved reporting as compared to previous quarters: in Q4 2020, 90% of search platforms unknown; in Q1 2021, 80% of search platforms unknown; in Q2 2021, 85% of search platforms unknown; Q3 2021, 36% of search platforms unknown; and in Q4 2021, 12% of search platforms unknown.

B. Training.

The Monitoring Team continues to evaluate MPD's training protocols⁶ by observing MPD's weekly virtual in-service training⁷ on the Modified *Kendrick* Decree. MPD provides annual in-service training, which is designed to educate officers on (1) what the Modified *Kendrick* Decree is, (2) why the Modified *Kendrick* Decree exists, and (3) what types of conduct are prohibited by the Modified *Kendrick* Decree. MPD Legal Advisor Zayid A. Saleem ("Mr. Saleem") conducts the training, and MPD began training Uniform Patrol Officers in April 2022 and will continue to train them until October 2022.⁸

MPD continues to administer a 20-question, multiple-choice exam following each training.⁹ Officers must answer 13 out of 20 questions correctly to receive a passing score, and if officers do not pass the exam, they are allowed multiple opportunities to re-take the exam. During Q2 2022, approximately 554 MPD officers took the exam, with 57% of officers scoring 100%. While there were no failing scores in Q1 2022, at least 11 officers failed the exam in Q2 2022 and are due to be retested in the coming weeks.¹⁰

Thus far, the training program continues to be a step in the right direction. Monitoring Team members who observe the training consistently report that Mr. Saleem hosts an engaging,

⁶ (See Opinion and Order, ECF No. 378, at PageID 12549 (The Monitoring Team is charged with evaluating "MPD training protocols to implement these guidelines.")).

 ⁽See 2021 End of Year Report, ECF No. 416 at PageID 14124-25 and 2022 First Quarter (Q1) Report, ECF No. 425 at PageID 14352 for a discussion of MPD's previous training format).

⁸ MPD trained its command staff in January, lieutenants in February, and sergeants in March 2022.

⁹ (*See* 2022 First Quarter (Q1) Report, ECF No. 425 at PageID 14353 for further discussion of the post-presentation exam).

¹⁰ (*See* Q2 MPD Consent Decree Exam Statistics, attached as **Exhibit B**).

thoughtful discussion. Moreover, encouraging test results demonstrate that officers understand the presentation and critical elements of the Modified *Kendrick* Decree.

C. Compliance with the Modified *Kendrick* Decree.

As discussed in the 2021 End of Year Report, the Modified *Kendrick* Decree requires the City to implement the following: (1) Section E.2(b) requires MPD to "implement supervisory controls to ensure all undercover social media accounts are not being used or created to violate this Consent Decree or otherwise infiltrate or identify groups expressing their First Amendment rights;"(2) Section G.5 grants the Chief of Police authority to appoint designees to authorize investigations under Section G, so long as they receive regular training on the Decree and the Chief exercises periodic review and oversight of the designees; (3) Section G.8 acknowledges that certain types of crimes/investigations occur exclusively on the internet and provides that these investigations will be subject to Chief and/or designee audit bi-annually; and (4) Section H.3(d) instructs the City to implement a written retention policy for all downloaded camera footage. The following discusses the City's continued efforts.¹¹

1. <u>Section E.2(b) – Implement supervisory controls to ensure all undercover</u> social media accounts are not being used or created to violate the Decree.

The Monitoring Team previously requested that MPD provide a copy of these supervisory controls for review, and the Monitoring Team continues to follow up with MPD regarding any supervisory controls MPD intends to enact. According to MPD, officers were orally ordered to stop using undercover accounts around the time of this matter's initial proceedings. MPD intended to follow this initial order with a Department-wide bulletin reminding officers not to use such

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⁽See 2021 End of Year Report, ECF No. 416 at PageID 14125-28).

accounts. The Monitoring Team will continue to follow up with MPD regarding the development of this bulletin.

 Section G.5 – Chief of Police given authority to appoint designees to authorize investigations under Section G so long as they receive regular training and the Chief of Police exercises periodic review and oversight of the designees.

The Chief of Police's designees are trained on the Modified *Kendrick* Decree in various ways. Similar to other MPD officers, each designee goes through yearly in-service training, which features a section on the Modified *Kendrick* Decree. In addition to informal, real-time training with MPD Chief Cerelyn "CJ" Davis, designees review and discuss Section G authorizations each quarter with Chief Davis and Mr. Saleem. Going forward, the City has contemplated creating a standard operating procedure to encapsulate the training designees receive, including the areas of training discussed above. Once produced, the Monitoring Team will review and discuss this procedure with the City.

3. <u>Section G.8 – Conduct a bi-annual audit for crimes that occur exclusively</u> <u>on the internet.</u>

MPD conducts bi-annual audits to determine whether investigations comply with the Modified *Kendrick* Decree. These audits, which will occur each June and December, examine investigations in the Economic Crimes Bureau and Internet Crimes Against Children Department. To ensure that the audits cover a representative sample of cases, MPD's auditing procedures require auditing a certain percentage of files.¹² As such, MPD audited 30 investigative files during its most recent audit on July 1, 2022, a copy of which is included as an exhibit to this Report.¹³

¹² (See 2022 First Quarter (Q1) Report, ECF No. 425, Exhibits F-I).

¹³ (*See* Modified *Kendrick* Decree Audit Form - Crimes that Occur Exclusively on the Internet, dated July 1, 2022, attached as **Exhibit C**).

4. <u>Section H.3 – Implement a written retention policy for all downloaded</u> <u>camera footage.</u>

On June 10, 2022, MPD sent the Monitoring Team the first draft of its Video Retention Policy.¹⁴ This policy draft addresses how MPD stores, downloads, or deletes footage from fixed, body-worn, and in-car cameras. It also provides that officers who violate the policy will be subject to corrective disciplinary action. Due to an oversight, the draft initially included different retention periods and protocols depending on the type of camera. For this reason, MPD is updating its Video Retention Policy to ensure that the fixed camera retention policy is consistent with the retention policy for body-worn and in-car cameras. Once MPD and the Monitoring Team agree upon the policy's language, MPD intends to reformat the policy to make it consistent with other MPD policies and procedures.

D. Requests for Authorization Under Section G.

The Court has expressly authorized the Independent Monitor to authorize or prohibit specific action by MPD, such as investigations that may incidentally result in collecting information related to the exercise of First Amendment Rights. Earlier in the Independent Monitor's tenure, the City frequently submitted Requests for Authorization ("RFAs") to the Independent Monitor for approval. However, as the City has undertaken even more efforts to ensure compliance with the Modified *Kendrick* Decree, the number of RFAs submitted has decreased drastically, from 25 RFAs covering May 2019 to June 2020 to none this quarter. Although one request was made for a Section G authorization, MPD did not approve this request.¹⁵ The Independent Monitor stands ready to assist in this regard when needed.

¹⁴ (*See* Draft Video Retention Policy, attached as **Exhibit D**).

¹⁵ (See supra note 1).

E. MPD's Proposed Social Media Unit.

On May 27, 2022, MPD unveiled its initial plans for a proposed Social Media Unit (the "Unit"). MPD is still in the early steps of developing plans for the Unit. The Monitoring Team will continue to share plans regarding the development of the Unit with the Court as the project progresses.¹⁶

1. <u>Unit Function.</u>

MPD wants to establish this Unit as the sole source of social media investigation.¹⁷ Those within the Unit will be responsible for conducting all social media searches for Department investigations, and as such, no other officer will be permitted to conduct social media searches absent exigent circumstances or public safety-related emergencies that warrant a non-Unit social media search.

The Deputy Chief of Investigative Services would lead this Unit while a lieutenant would oversee the day-to-day operations. Members of this Unit will be trained on proper social media searches in compliance with the Modified *Kendrick* Decree and other applicable laws and policies. Furthermore, Unit members would only conduct searches via MPD-approved accounts instead of searching via personal accounts.

Officers needing a social media search would contact the Unit. A trained Unit officer would perform the requested search. Any evidence discovered during a search will be routed back to the requesting officer, who will add the evidence to the investigative file.

¹⁶ (*See* Overview of Social Media Unit, attached as **Exhibit E**).

¹⁷ On July 22, 2022, MPD provided the Monitoring Team with a draft social media policy, which the Monitoring Team is in the process of reviewing.

2. <u>Unit Goals and Benefits.</u>

This Unit condenses the layers of social media searches and oversight; instead of multiple monitoring levels and searches throughout different departments, MPD hopes the Unit will improve the quality of monitoring and compliance with the Modified *Kendrick* Decree by restricting all social media activity to one place. MPD intends for this Unit to fulfill the spirit and purpose of the Modified *Kendrick* Decree and to thrive long after the Monitoring Team's involvement. Likewise, MPD also hopes the Unit will become a model for other police departments. MPD plans to establish the Unit by January 2023 and expects Department-wide training on the Unit to occur during in-service training, which also begins each January.

3. <u>Projected Unit Development Stages.</u>

Thus far, MPD intends to take the following steps to develop the Unit:

- (1) Finalize and submit Unit policies and procedures to Chief Davis for approval.
- (2) Purchase Unit hardware and equipment.
- (3) Identify Unit location.
- (4) Interview and selection of Unit members/supervisors. MPD expects the Unit to consist of eight to ten officers and two to three supervisors.
- (5) Conduct Unit training.
- (6) Activate Unit.
- (7) Publish information bulletin to the department.
- (8) Conduct in-service training for all members.
 - 4. <u>The Monitoring Team's Role.</u>

The Monitoring Team will continue to work with MPD to determine whether the Unit is worth pursuing. The Monitoring Team awaits additional details needed to thoroughly analyze and assess the viability of the Unit. Ultimately, the Court will decide if the Unit is appropriate under the Modified *Kendrick* Decree. Should the Unit be approved, the Monitoring Team will remain an accessible resource for MPD to ensure that the Unit complies with the text and purpose of the Modified *Kendrick* Decree.

IV. CONCLUSION

The Independent Monitor and the Monitoring Team look forward to discussing this Report and any subsequent developments at any time the Court deems appropriate.

RESPECTFULLY SUBMITTED, this 17th day of August 2022.

/s/ Edward L. Stanton III Edward L. Stanton III (TN BPR #18904) BUTLER SNOW LLP 6075 Poplar Avenue, 5th Floor Memphis, TN 38119 Telephone: (901) 680-7200 Facsimile: (901) 680-7201 Email: Edward.Stanton@butlersnow.com

Independent Monitor

APPENDIX OF DOCUMENTS REFERENCED IN THIS REPORT

Doc.	Description	Page(s)
A	E-mail from J. Sink to K. Carter, re Section G Authorizations, dated July 13, 2022	
В	Q2 MPD Consent Decree Exam Statistics 8	
С	Modified <i>Kendrick</i> Decree Audit Form – Crimes that Occur Exclusively on the Internet, dated July 1, 2022	
D	Draft Video Retention Policy	11
E	Overview of Social Media Unit	12
ECF No. 151	Opinion and Order	5
ECF No. 197	Interim Report	3
ECF No. 205	· 2019 First Quarter (Q1) Report 3	
ECF No. 219	0.2019 Second Quarter (Q2) Report3	
ECF No. 256	2019 Third Quarter (Q3) Report 3	
ECF No. 319	2020 First Quarter (QL) Report 2	
ECF No. 330	Pretrial Report 3	
ECF No. 378	Opinion and Order	8

Doc.	Description	Page(s)
ECF No. 400	Term Submissions Treated as "Highly	
ECF No. 416		
ECF No. 425		
Undocketed	Q2 Supplemental Report	3

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EXHIBIT A

From:	Keenan Carter	
То:	"Sink, Jennifer"; Edward L. Stanton III; Jim Letten; Jen Svilar	
Cc:	McMullen, Bruce; Saleem, Zayid; Jill Silk; Lauren Jones	
Subject:	RE: Section G Authorizations	
Date:	Wednesday, July 13, 2022 11:17:12 PM	
Attachments:	image001.png	

Received, thanks!

S. Keenan Carter

Butler Snow LLP

D: (901) 680-7305 | F: (901) 680-7201 6075 Poplar Avenue, Suite 500, Memphis, TN 38119 P.O. Box 171443, Memphis, TN 38187-1443 Keenan.Carter@butlersnow.com| vCard | Bio

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Twitter | LinkedIn | Facebook | YouTube

From: Sink, Jennifer <Jennifer.Sink@memphistn.gov>
Sent: Wednesday, July 13, 2022 3:55 PM
To: Keenan Carter <Keenan.Carter@butlersnow.com>; Edward L. Stanton III
<Edward.Stanton@butlersnow.com>; Jim Letten <Jim.Letten@butlersnow.com>; Jen Svilar
<Jen.Svilar@butlersnow.com>
Cc: McMullen, Bruce <bmcmullen@bakerdonelson.com>; Saleem, Zayid
<Zayid.Saleem@memphistn.gov>; Jill Silk <jsilk@bakerdonelson.com>
Subject: Section G Authorizations

Monitoring Team -

There were no Section G Authorizations in Q2. I would note that there was one request made, but it was denied.

Zayid is on vacation this week, but we will have the rest of the information you requested early next week, including the Q2 Consent Decree exam statistics.

Thank you.

Jennifer A. Sink, Esq.

Chief Legal Officer City of Memphis 125 N. Main Street, Room 336 Memphis, TN 38103-2079 Case 2:17-cv-02120-JPM-jay Document 433 Filed 08/22/22 Page 19 of 28 PageID 14481

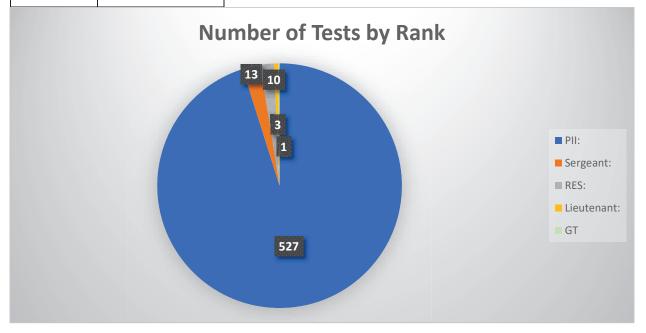
W: 901-636-6614 www.memphistn.gov Case 2:17-cv-02120-JPM-jay Document 433 Filed 08/22/22 Page 20 of 28 PageID 14482

EXHIBIT B

Case 2:17-cv-02120-JPM-jay Document 433 Filed 08/22/22 Page 21 of 28 PageID 14483

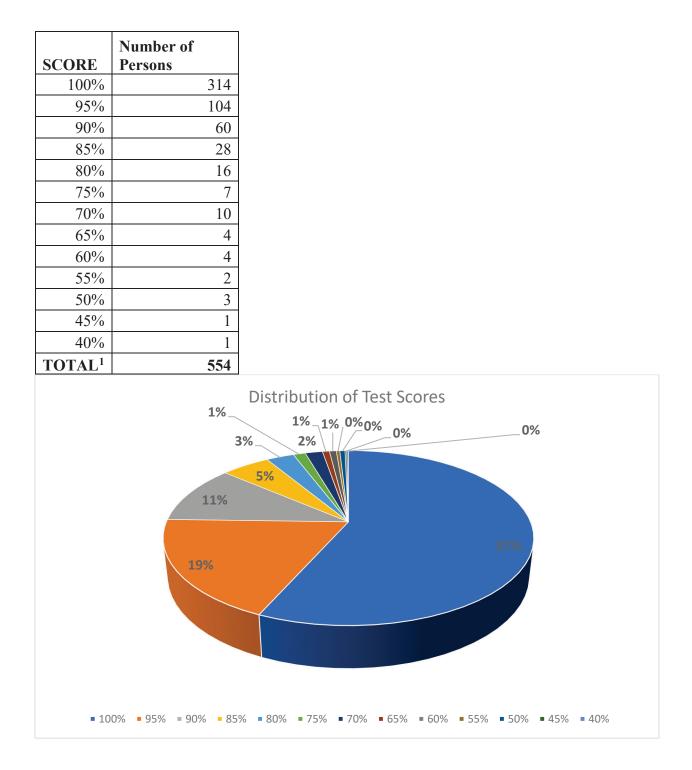
Memphis Police Department Consent Decree Exam Statistics July 22, 2022

	Number of
Rank	Tests
PII:	527
Sergeant:	13
RES:	10
Lieutenant:	3
GT	1
Total	554



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Memphis Police Department Consent Decree Exam Statistics July 22, 2022



¹ All officers who obtained a failing score on the Exam will be retested next week.

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EXHIBIT C



MEMPHIS POLICE DEPARTMENT Modified Kendrick Decree Audit Form Crimes that Occur Exclusively on the Internet § G(8)

Date of Audit: July 1, 2022	Name of Auditor: D/C M. Shearin #8644
Unit Audited: (Economic Crimes or ICAC) Both	Number of Investigative Files Reviewed: 30

Description of Audit Procedure: I reviewed investigative supplements for the following MPD offense reports to ascertain whether the investigations were based on legitimate law enforcement purposes. I also reviewed each report to determine if social media searches were conducted incompliance with the Kendrick Decree.

Economic Crimes: 2201003625, 2202000243, 2202002537, 2202003357, 2202005301, 2202011641, 2203003807, 2203005100, 2203006990, 2203008720, 2203010535, 2203031369, 2204001523, 2204002445, 2204002939, 2204012051, 2204013005, 2205005020, 220507779, 2205009940, 2205014640, 2206000410, 2206000469, 2206002564, and 2206003356.

ICAC: 2201008356, 2202003438, 2203009734, 2204002006, and 2205002749.

List any and all investigative files audited that you determined were investigations reasonably likely to result in the collection of information about the exercise of First Amendment rights or interfere in any way with the exercise of First Amendment rights, if any were found.

None.

If any such investigations were discovered during the audit, please indicate if Section G authorization was obtained by the investigator.

N/A

Signature:

Date:

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EXHIBIT D

MEMPHIS POLICE DEPARTMENT POLICY AND PROCEDURES VIDEO RETENTION POLICY

Fixed Cameras

The fixed (also known as "Blue Crush" or "pole") cameras do not store video footage indefinitely. Video may be downloaded if there is reason to believe the footage contains evidence of a crime.

Any video which is downloaded will be retained based upon the status of the criminal investigation and/or statute of limitations, and the video is tagged in conjunction with the specific investigative file. Video which is downloaded but determined to be without evidentiary value is disposed.

When the video from a fixed camera is not downloaded, the video is automatically overwritten; the number of days a video may be stored on the hard drive of the camera varies based on the time/storage capacity of the device, but is typically 30 days.

Body Worn Cameras or In-Car Cameras

Video footage from a body worn camera or in-car/dash camera is uploaded at the end of an officer's shift into the cloud-based storage system. Like the footage from the fixed cameras, video from body worn cameras and in-car cameras may be downloaded if there is reason to believe it contains evidence of a crime, and it will be tagged in conjunction with a specific investigative file.

As a general rule, recordings classified as non-evidentiary will be retained for ninety days before deletion. Recordings classified as evidentiary will be retained for one year after any final legal disposition. Further, evidentiary data shall be retained for the period specified by any applicable state or local statute. When a particular recording is subject to multiple retention periods, it shall be maintained for the longest applicable retention period.

Violations

Members of the Memphis Police Department who violate the policies and procedures set forth in this chapter shall be subject to corrective disciplinary action pursuant to applicable Department Rules.

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EXHIBIT E

It is the intent of the Memphis Police Department to establish a social media unit responsible for utilizing social media for all investigative purposes. The creation of this unit will restrict the need for members outside of this unit to conduct investigative searches on social media except for exigent circumstances or other public safety-related emergencies.

The creation of this unit will provide for greater accountability for social media investigations and will provide greater safety for personnel who currently use personal accounts to conduct these sensitive investigations. The unit will only utilize accounts created and approved by MPD, and will prohibit the use of personal social media accounts for official police business.

Personnel conducting criminal investigations that require the search for digital evidence will be required to electronically submit all social media investigative requests to the unit. Upon receipt, the unit will ensure the evidence sought is supported by reasonable suspicion, probable cause, or has a legitimate law enforcement purpose. Any request that fails to meet this standard will be denied, and the investigator will be notified in writing. Any digital evidence discovered during an approved search will be routed back to the investigator, who will be tasked with submitting the evidence into the official criminal investigative file.

The unit will also be responsible for utilizing social media to assist in providing situational awareness reports and preparing threat assessments in real time. Being tasked with these duties will provide for greater control of when and under what circumstances these reports are generated.

The unit will be guided by internal policies and procedures and operate under the guidance of the Deputy Chief of Investigative Services. The creation of this unit will provide MPD with tighter controls over both how social media is utilized and which members are authorized for its use. More importantly, the unit will have the necessary supervisory controls in place to manage undercover accounts, identify investigations that require Chief Authorization and maintain in real time the ability to audit all investigations and all social media searches associated with any approved investigation. These internal procedures will satisfy the requirements of the Modified Consent Decree and significantly reduce the likelihood of violating the provisions of the Decree.