Citizens Advisory Board on Police/Community Relations

2018-2019 Report and Recommendations

The City of
SAN DIEGO

Adopted April 22, 2019

Citizens Advisory Board on Police/Community Relations

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and numerous SDPD officers.

Table of Contents

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BACKGROUND

The community was troubled by the findings from the Traffic Stop Study, conducted by San Diego State University (SDSU) in 2017.[1] The results from that study, along with the lack of trust between the San Diego Police Department (SDPD), contributed to levels of strain within the community. In effort to alleviate and create an outlet to express the community's disdain, as well as restore the trust with the SDPD, the City of San Diego reactivated the Citizens Advisory Board on Police/Community Relations (CAB). CAB was revived by former Council President Myrtle Cole and supported by the City Council in the adoption of Resolution O-17405 in January 2017.

The revived CAB consist of 15 appointed citizens of the community. 9 members represent each of the City's council districts. There is also one representative from Police Officers Association, Human Relations, Youth, and various fields such as: Social Services, Department of Corrections, and Department of Probation, etc.

After member appointments by the Mayor and confirmation by the City Council, the first CAB meeting was held on April 24, 2017. Within the first few months, CAB established an organization that would adopt bylaws and form Ad Hoc Committees. From 2017 to present, CAB held their open public meetings at various locations within each council district; ensuring each district was able to host at least one public meeting.

PROCESS

CAB meetings are open to the public encouraging public comment as well as arranging presentations by SDPD and social justice organizations. The meetings provide a plethora of valuable information, as well as insight for all who attend. Ad Hoc meetings were frequently attended by SDPD to gain information on focused topics. CAB supplemented information presented at the meetings with data received from SDPD and studies from SDSU.

CAB relied extensively on the 21st Century Recruiting/Policing model as a baseline to begin looking at Recruitment and Training Policies and procedures.[2]

CAB divided its work into 3 themes: Recruitment, Training, and, Racial Profiling.

Presented below are the CAB recommendations as well as a matrix to monitor implementation.

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[1] San Diego State University (SDSU) "Traffic Enforcement in San Diego California, an analysis of SDPD vehicle stops in 2014 and 2015." https://www.sandiego.gov/sites/default/files/sdpdvehiclestopsfinal.pdf

[2] "Hiring for the 21st Century Law Enforcement Officer" Community Oriented Policing Services, U.S. Department of Justice. https://ric-zai-inc.com/Publications/cops-w0831-pub.pdf

RECOMMENDATIONS

Pillar 1 – Building Trust and Legitimacy

(Recruitment) 1.01 Community residents involved in the selection of candidates for their respective Division.

Community residents involved in the selection of candidates for their respective Division. Using existing groups, or creating new ones such as the Captain's Roundtable, community members should be more involved in the hiring of Officers in their Division wherever possible. This would provide "ownership" by each community of the officers in their neighborhoods. Using the existing community group allows SDPD to use residents that have already been meeting with the SDPD command and could have input, understanding the final decision is up to the SDPD Command. This will allow Police Officers and Community members an opportunity to actively participate in the selection decision which would develop a bond and trust between the residents and the Officers/Managers of Division.

(Recruitment) 1.02 By reviewing the policy of transferring Officers "through" each community especially in underserved communities.

The intent of this policy is to give the Officers a choice of career paths addressing the practice of incentivizing the Officers wishing to stay in a certain division or transferring to other divisions to get a broader based training scenario. Currently there seems to be a disincentive to remain in the division for a more longer-term assignment thus creating some stability in the Division creating better relationships with the residents and the officers.

(Recruitment) 1.03 Youth programs involving retired Officers, community based.

CAB recommends the Youth Programs be continued at the current schools and recruit residents and retired SDPD Officers to begin interacting with the students and encouraging them to think about a career in Law Enforcement. Programs, including identifying which schools and community organizations, YMCA, could help in developing the program and help in populating the program.

(Training) 1.10 Offer Officer Training examples, (simulation) in the community, including actual real-life examples of what an officer faces in more schools and workshops.

Create "Inside SDPD" as a mobile education unit which includes a mobile Force Option Simulator (FOS). Schedule at least bi-monthly events in rotating communities. Develop a special school-

based session. SDPD could involve local community groups as partners to provide this opportunity in each community.

(Training) 1.11 Support education of community members by sharing a sample of training classes from academy curriculum.

SDPD Academy Instructor to lead an overview class as a community education session. Ensure preservation of POST content and teaching style. Allows for community input and interaction to offer opportunities to enhance teaching methods for future. (Use of Force, Cultural, De-escalation, etc. – based on neighborhood need)

(Training) 1.12 Update staff evaluations to include significant measure of communication skills.

Each daily, weekly, and monthly performance review for Field Training Officers (FTO) and officers should include measuring the effectiveness of communication skills. i.e.: verbal (tone/volume), non-verbal (body language, eye contact), written (reports), and diversity competence (knowledge of culture, religion, age, gender, etc.)

(Training) 1.13 Youth programs involving Officers and are community based.

Provide Community training to residents, teachers, community leaders, and officers to encourage youth to think about a career in Law Enforcement. Presentations should be held at schools, community organizations (YMCA), city resources (libraries). Emulate Health Sciences High School Police program at other schools. Share information about the SDPD Cadet Program (ages 16-21) and actively recruit students from high schools and colleges.

(Training) 1.14 The department should incorporate procedural justice principles in any Policing Plan that is developed with input from department members, city staff and community leaders.

As training and manuals are regularly updated, it is important that procedural justice principles are incorporated. Internal and External Procedural Justice behavior is based on four central principles: Respectful Treatment, Fair Voice for All, Neutrality, and Trustworthiness. Review the Department's mission statement, values and operational priorities to ensure tenants of procedural justice, a guardian mindset, policing legitimacy, and public trust are included.

"Internal procedural justice begins with the clear articulation of organizational core values and the transparent creation and fair application of an organization's policies, protocols, and decision-making processes." (Final Report of the President's Task Force on 21st Century Policing – Recommendation 1.4 – p14) "Procedural justice is based on four principles: (1) treating people with dignity and respect, (2) giving individuals "voice" during encounters, (3) being neutral and transparent in decision making, and (4) conveying trustworthy motives." (President's Task Force on 21st Century Policing Implementation Guide – p3) "Procedural Justice, including voice, neutrality, respect and Trustworthiness, add to effective communication and lead to greater

police legitimacy." (Policing in the Community – LD 3: Ch 2, 2-39) "The tenets of Procedural Justice, including voice, neutrality, respect and trustworthiness, add to effective communication, may lead to greater police legitimacy, and may deescalate a situation." (Use of Force – LD 20: Ch1, 1-3) "The four tenets of Procedural Justice include: Voice (Listen), Neutrality (Be fair), Respectful treatment (Be respectful), Trustworthiness (Trying to do what's best for the people)" (https://post.ca.gov/procedural-justice-and-police-legitimacy)

(Training) 1.15 Annually CAB Members invited to attend specific courses during each Academy.

CAB Members have been vetted by the city and are vested in the interests of both SDPD and the community. Giving CAB Members the opportunity to attend designated courses would allow for community feedback on curriculum and instruction.

(Training) 1.16 Encouraged involvement with the community by officers and increased communication with CROs.

Officers should have ongoing training for building relationships and understanding how to identify key community members. Examples of engagement in the community are: waving to others, supporting local businesses, giving stickers to children, attending community events, etc. Community Relations Officers (CROs) should be a link to Field Training Officers (FTOs) and officers to give awareness for upcoming community events.

Every division should have a Captain Advisory Board meeting in which officers should attend at least one per year to get to know community leaders.

(Training) 1.17 Encouraged community engagement with volunteer activities

Encourage officers to be involved in community volunteer activities, (neighborhood watch, youth programs for sports, education, etc.) This experience should be a weighted factor in promotion and assignments.

(Racial Profiling) 1.20 Law enforcement agencies should acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.

SDPD, Community members, and the City Attorney should collaborate on a statement addressing racial profiling, real or perceived, as an example, the over-policing within some communities. In doing so, CAB recommends historical data and anecdotes be considered in explaining the perceived or real racial profiling and implicit bias in society. In particular, they should consider historical, local law enforcement interactions with local community members.

Pillar 1 – Building Trust and Legitimacy

Rec	Committee Responsible	Description	Implementation			
			Fully	**Partially**	**Not Considering**	**Does Not Apply**
1.01	RECRUITMENT	Community residents involved in the selection of candidates for the respective Division.				
1.02	RECRUITMENT	Review the policy of transferring Officers "through" each community especially in underserved communities.				
1.03	RECRUITMENT	Youth programs involving retired Officers, community based. Is being done in some schools and it is a good start. CAB recommends a plan for the program including identifying which schools and community organizations, YMCA, could help in developing the program and help in populating the program				
1.10	TRAINING	Offer Officer Training examples, (simulation) in the community, including actual real-life examples of what an officer faces in more schools and workshops.				
1.11	TRAINING	Support education of community members by sharing a sample of training classes from academy curriculum.				
1.12	TRAINING	Update staff evaluations to include significant measure of communication skills.				
1.13	TRAINING	Youth programs involving Officers and are community based.				

Rec	Committee Responsible	Description	Implementation			
			Fully	Partially	Not Considering	Does Not Apply
1.14	TRAINING	The department should incorporate procedural justice principles in any Policing Plan that is developed with input from department members, city staff and community leaders.				
1.15	TRAINING	Annually CAB Members invited to attend specific courses during each Academy.				
1.16	TRAINING	Encouraged involvement with the community by officers and increased communication with CROs.				
1.17	TRAINING	Encouraged community engagement with volunteer activities				
1.20	RACIAL PROFILING	Law enforcement agencies should acknowledge the role of policing in past and present injustice in the crime rate of some communities.				

Pillar 2 – Policy and Oversight

(Recruitment) 2.01 Credit policies, tattoos and other perceived barriers.

Although more of a "practice for flexibility" CAB urges the SDPD to make these and other related policies an actual policy to avoid the perception of using these items as barriers for residents and candidates from underserved communities. Additionally, it is important we formalize the Practice as to not have the potential of policies being used as an instrument to reject certain candidates in the future.

(Recruitment) 2.02 Recruiters need to be better trained on interviewing skills

Officers assigned to Recruitment assignments would strongly benefit from a formalized training process that includes orienting the Officers to the importance of Interviewing skills, more welcoming first impressions to the public, have talking points included of what is the message SDPD wants to convey to the potential candidates. The Officers need to be better equipped to represent the SDPD improving their communication skills as well as presentation skills.

(Recruitment) 2.03 Policies of moving Officers around; stability in the neighborhoods vs traditional Career paths

Currently Officers appear to be more incentivized to rotate through different commands to get the experience needed for promotions. Although this may seem like a good direction in which to evaluate officers for promotions it appears to be in conflict with the model to allow Officers that wish to do so remain in the Division of their choice for an agreed upon time frame to establish better familiarity with the community and residents while not negatively impacting the Officer's career path. At this time, we feel explaining how officers are rotating through Divisions and functions to the community could impact the perception of turnover within SDPD Divisions.

CAB has not received any data indicating the turnover in any divisions within the City. Historical law enforcement practices have had officers rotate from one division to another after a set number of years. In building positive relations between police and citizenship, this practice has been a barrier in building positive relationships between police officers and the community they serve. CAB recognizes the importance of building trust and easing tension between the police department and the communities they serve. Communities with historical tension between police and the community, in particular, would benefit from having ethical officers whom have a genuine interest to serve that community. Creating a stable law enforcement team will allow communities the opportunity to get to know the officers to build rapport with the citizens. CAB encourages SDPD to implement a practice and/or incentive that would encourage police officers to stay within a division as they advance and expand their experience in order to provide communities a community-oriented law enforcement officer.

(Recruitment) 2.04 Review of the Job Descriptions and Recruiting Policies to help in finding candidates. Recruiters represent SDPD.

(Training) 2.10 Build the FTO program of the department with more experienced officers and incentivize FTO Officers in their training role.

There is currently a restriction on Police Officer 3 (POIII) that needs to be removed so that the Field Training Officer (FTO) pool of experienced officers can increased. FTOs should receive an incentive based on time spent with the trainees, in addition to the frequency that each FTO is training.

(Racial Profiling) 2.20 Balance SDPD Gang Suppression staffing based upon Crime Rate and Gang population, as a policy.

In reviewing SDPD data, the number of documented gang members have decreased significantly (with the most recent example being the District Attorney's March 2019 removal of 332 from the terms of gang injunctions). Yet, the staffing of the gang suppression unit has not been reduced thus validating the "Over-policing" comment from underserved communities. CAB urges the SDPD to develop a staffing model that may better allocate taxpayer funds in resource allocation and staffing requirements; which needs to involve input from the Gang Suppression Team

(Racial Profiling) 2.21 Curbing Practices

Understanding that curbing is a practice that may be required in the service of protecting and serving, for everyone's safety, CAB recommends that the practice be used as a last resort. The public's perception of curbing varies widely across communities. It can be an effective tool in some communities but can be counterproductive in other neighborhoods. If required, we ask it to be only as a last resort. To develop communal trust, procedural justice training and other de-escalation methodologies must be employed first.

(Racial Profiling) 2.22 Pilot moratorium on Pretext stops

While it is understood that officer safety and crime prevention is of utmost importance, the term 'pretext stops' does not support the trust we are looking for in interactions between residents and law enforcement. It is perceived as a dishonest interaction by definition with residents. It has negatively impacted the trust and increased the tension between police and citizen interactions during stops, placing the lives of both officers and community members at risk. Therefore, CAB recommends a 6-month Pilot Moratorium on Pretext Stops to improve community relations and trust. In particular, CAB recommends the pilot include one community north of 8, one community south of 8, but not pick a community in District 2.

The pilot would test whether reducing or eliminating pre-text stops can improve police/community relations while still allowing SDPD to do their job effectively and safely.

(Racial Profiling) 2.23 Transparent Reporting of AB953 Data and Findings

CAB commends SDPD for their participation in the AB 953 reporting efforts. They have done a very effective job in going above and beyond in reporting their results of the documentation required by the Assembly Bill. CAB recommends that SDPD release the information to the City Council concurrently with the reporting to the State Department of Justice. The release of data and findings to the public increases transparency and trust.

Pillar 2 – Policy and Oversight

Rec	Committee Responsible	Description	Implementation			
			Fully	**Partially**	**Not Considering**	**Does Not Apply**
2.01	RECRUITMENT	Credit policies, tattoos and other perceived barriers. Although more of a "practice for flexibility" CAB urges the SDPD to make these and other related policies an actual policy to avoid the perception of using these items as barriers for residents and candidates from underserved communities.				
2.02	RECRUITMENT	Recruiters need to be better trained on interviewing skills and the latest information, to help increase their interviewing skills. No rotating officers for training. Rotating Officers that do not have enough training will not produce the desired recruitment outcome. Recruiters need to be upbeat, positive, diverse and well trained in interviewing techniques. CAB recommends a full-time staff of 2 recruiters.				
2.03	RECRUITMENT	Policies of moving Officers around; stability in the neighborhoods vs traditional Career paths.				
2.04	RECRUITMENT	Review of the Job Descriptions and Recruiting Policies to help in finding candidates. Recruiters represent SDPD.				
2.10	TRAINING	Build the FTO program of the department with more experienced officers and				

		incentivize FTO Officers in their training role.				
2.20	RACIAL PROFILING	Balance SDPD Gang Suppression staffing based upon Crime Rate and/or Gang population, as a policy.				
2.21	RACIAL PROFILING	To build community trust and ease the tension that exists in police and citizen interactions during stops, CAB recommends that officers be mindful when implementing the practice of curbing.				
2.22	RACIAL PROFILING	Six-month Pilot moratorium on Pretext stops including one community north of 8, one community south of 8.				
2.23	RACIAL PROFILING	Transparent Reporting of AB953 Data and Findings				

Pillar 3 – Technology and Social Media

(Recruitment) 3.01 Targeting more local recruiting sources to better balance the type of Officers we are attracting.

CAB's research suggests 30% of SDPD candidates each year have active "on the ground" Military background. If the 30% figure is correct, and considering turnover, CAB estimates the total population of the officers with military background, (combat) is somewhere around 65-70%. This unbalanced workforce can define the "culture" of the Department highlighting the premise it is easier to teach a candidate to fire a weapon than it is to teach them to effectively interact in communities of color, or in general communities that are "different" from theirs. Again, CAB's goal is not to restrict candidates with combat experience but rather to better balance the police workforce to better represent San Diego's communities.

(Recruitment) 3.02 Develop Recruitment material based upon a less military perspective and more of a Community partnership message.

CAB recommends review of SDPD Recruiting collateral material to highlight more of a balanced approach to recruiting material including TV ads, written and social media adjustments. CAB was

not given the opportunity to meet with the contracted recruitment firm to relay the information CAB has received from communities to ensure their perspective is addressed.

Pillar 3 – Technology and Social Media

Rec	Committee Responsible	Description	Implementation			
			Fully	**Partially**	**Not Considering**	**Does Not Apply**
3.01	RECRUITMENT	Target more local sources for more diverse candidates				
3.02	RECRUITMENT	Develop Recruitment material based upon a less military perspective and more of a Community partnership message.				

Pillar 4 – Community Policing and Crime Reduction

(Training) 4.10 More accountability of the Officers, FTOs, and FTO Sergeant. A closer look at the performance evaluations including goals and objectives for each officer.

The Field Training Officer (FTO) positions are the closest line of safety for the new officers, and their interactions together have a huge impact on police and community interaction, respect, and trust. The community should trust and rely upon them for emergencies and assistance, therefore, we must ensure they are properly trained and are passing the correct and accurate information to the new officers. Sworn personnel of all ranks should be held to the standards of the POST curriculum.

(Racial Profiling) 4.20 Joint efforts with the community groups and residents and stakeholders on Community agreed upon action plans.

CAB encourages SDPD work collaboratively with the community/residents on community identified issues that occur or have occurred in the community. such as the Four Corners Activation Teams. These groups could be attended by community groups such as Captain's Roundtable, Neighborhood Watch, Town Councils, etc.

(Racial Profiling) 4.21 Moving from a Service area to a Beat type of system.

(Racial Profiling) 4.22 Track crime information by census tracts

CAB believes tracking Crime by census tracts could be a very useful tool in identifying "hot spots" within each community city-wide. This will give communities a tool to identify what and where resources in these "hot spots" need to be interjected. Additionally, this could be a proactive tool in correcting any negative trends that may be surfacing in other areas in the community.

(Racial Profiling) 4.23 Re-balancing Gang Suppression Staffing based upon crime rates.

The data suggests gang member numbers have decreased considerably in the past 4 years and yet the staffing seems to be at a consistent level of the Gang Suppression Unit. CAB believes adjusting the staffing of this unit with the crime rate and/or gang population would reduce the perception of over policing and a better use of taxpayers' funds.

Pillar 4 – Community Policing and Crime Reduction

Rec	Committee Responsible	Description	Implementation			
			Fully	Partially	Not Considering	Does Not Apply
4.10	TRAINING	More accountability of the Officers, FTOs, and FTO Sergeant. A closer look at the performance evaluations including goals and objectives for each officer.				
4.20	RACIAL PROFILING	Joint efforts with the community groups and residents and stakeholders on Community agreed upon action plans.				
4.21	RACIAL PROFILING	Moving from a Service area to a Beat type of system.				
4.22	RACIAL PROFILING	Track crime information by census tracts				
4.23	RACIAL PROFILING	Gang Suppression rebalancing				

Pillar 5 – Training and Education

(Training) 5.10 Utilize community input to establish training

Utilize community input through various evaluation methods to assist in developing training strategies from community forums, Inside SDPD, Captain Advisory Board Meetings, and CAB visits to the Academy. Written comments should be encouraged to provide in-depth feedback.

Pillar 5 – Training and Education

Rec	Committee Responsible	Description	Implementation			
			Fully	**Partially**	**Not Considering**	**Does Not Apply**
5.10	TRAINING	Utilize community input to establish training				

Pillar 6 – Officer Wellness and Safety

(Wellness) 6.30 Specific testing and an action plan that requires check-ups every 6 months at least.

Focused assistance to potential Post-Traumatic Stress Disorder candidates. Specific PTSD testing and a potential action plan that requires check-ups every 6 months at least for the first year of employment. Not to restrict but designed to become more aware as an organization.

(Wellness) 6.31 Data collection to measure the use of Wellness by Officers and families.

More focus analyzing the effect of SDPD Officers, spouses and/or loved ones, on families. CAB would like to see a more targeted effort in identifying potential toxic stress on the Officers and their respective families. Each day the family watches their loved ones go to work with the fear their loved ones could be harmed. This trauma day in and day out has a very toxic effect on the families and may need more focus on wellness efforts to reach out to the families.

Pillar 6 – Officer Wellness and Safety

Rec	Committee Responsible	Description	Implementation			
			Fully	Partially	Not Considering	Does Not Apply
6.30	WELLNESS	Focused assistance to potential Post-Traumatic Stress Disorder candidates. Specific testing and an action plan that requires check-ups every 6 months at least. Not to restrict just become more aware as an organization.				
6.31	WELLNESS	Data collection to measure the use of Wellness by Officers and families. More focus on analyzing the effect of SDPD Officers spouses and/or loved ones on families.				

ACRONYMS & DEFINITIONS

AB 953	Racial and Identity Profiling Act of 2015. https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB953
CAB	Citizens Advisory Board on Police/Community Relations. https://www.sandiego.gov/cab
CRO	Community Relations Officer
Curbing	Practice of sitting suspects on the curb or sidewalk, sometimes in restraints, in full view of the public
Division	SDPD divides the neighborhoods of the City of San Diego into nine (9) divisions. https://www.sandiego.gov/police/services/divisions
FOS	Force Option Simulator
FTO	Field Training Officer
POIII	Police Officer 3
Pre-text Stop	Practice of stopping a driver or pedestrian using a minor infraction (broken tail light, jay-walking) because circumstances may not justify a stop or search. Some studies claim that such stops are biased towards persons of color (Racial Profiling.) In contrast, such stops can be an effective tool; for example, when there is a partial license plate match or a partial physical description match of a wanted individual.
Police Academy	The police academy is a six-month college course. Two-thirds of the Academy is academics, and one-third of the Academy is physical training. Upon graduation, Police Recruits are promoted to Police Officers and will be scheduled for an additional four-month training program with a Field Training Officer.
POST	Peace Officers Standards and Training. https://post.ca.gov/
Racial Profiling	Consideration of, or reliance on, to any degree, actual or perceived race, color, ethnicity in deciding which persons to subject to a stop or in deciding upon the scope or substance of law enforcement activities following a stop. Note that AB953 redefined as "Racial or Identity Profiling" and expanded targeted classes.
SDPD	San Diego Police Department