SAN DIEGO









Community Review Board on Police Practices

Annual Report FY 2019

CHAIR'S MESSAGE

This year marks the 30th Anniversary of the Community Review Board on Police Practices (CRB) which was established on November 8, 1988. Beginning on July 1, 1989, the CRB has been instrumental in reviewing hundreds of complaints to ensure that investigations conducted by the San Diego Police Department's Internal Affairs (IA) Unit are fair, thorough, and complete. The CRB has also been instrumental in advocating for many policy and procedural changes which promote fair and humane police practices to ensure the safety of both citizens and police officers. CRB members have been and continue to be dedicated to serving communities in the city of San Diego.

In fiscal year 2019, with the passage of Charter Amendment Measure G, several new members were appointed to the CRB by the City of San Diego Mayor and City Council. As a result, the Board was almost fully staffed with 22 members. To support this selection process, the CRB has been extremely active in creating and implementing a new Training Academy for new CRB candidates. I am proud to report that CRB members are extremely active and professional in the performance of their duties as volunteers for the City of San Diego.

The CRB continues working to improve accountability and transparency. The CRB believes that one way to increase transparency is to provide the public with more information on cases that are reviewed by the CRB. In fiscal year 2019, the CRB recommended that the Mayor add to the City's Open Data Portal a section for CRB data. The data that will be provided to the public are information on: officer use of body worn cameras, board votes, incident location, allegations, IA decisions, demographic data, and any changes made to the case based on suggestions to IA.

With a budget allocation from the City Council and the cooperation from the City Attorney, the CRB was able to continue retaining the services of its outside counsel Christina Cameron from Devaney Pate Morris & Cameron LLP.

All of our CRB committees had a very active year. The Rules Committee worked on several new governing documents. The Policy Committee continued its work on a variety of policy issues. The Outreach Committee enhanced the visibility of the CRB through participation in over 170 community events and meetings. Our Continuing Education Committee arranged for speakers at most of our monthly meetings as well as coordinated tours for our CRB members. The Recruitment and Training Committee created a training curriculum for newly appointed members.

I am extremely pleased with the initiatives we have implemented and look forward to continued progress in the future. With our 30th anniversary this year, we are proud of the past and continued service we have delivered to the citizens of San Diego by providing effective and meaningful civilian oversight of the San Diego Police Department.

Joseph W. Craver Chair

BOARD MEMBERS

Joseph W. Craver, Chair Brandon Hilpert, 1st Vice Chair Taura Gentry, 2nd Vice Chair Patrick Anderson* Doug Case Maxine Clark* Gregory Daunoras Diana Dent Poppy Fitch* Reinaldo Galindo* Kevin Herington* Sheila Holtrop

Steve Hsieh* Alex Hu* Bonnie Kenk* Ramon Montano* Maria Nieto-Senour Pieter O'Leary* Mary O'Tousa Ernestine Smith Pauline Theodore Nancy Vaughn Martin Workman Marissa Yenpasook*

Note: Members who did not serve the entire fiscal year are denoted with an asterisk (*).

Executive Director

Sharmaine Moseley

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Executive Summary

The Community Review Board on Police Practices (CRB) was established in November 1988 by the approval of Proposition G, an initiative that amended the City of San Diego charter. In November 2016, Measure G was placed on the ballot and passed with an 82% vote. Measure G changed the name of the CRB from the Citizens' Review Board on Police Practices to the Community Review Board on Police Practices so that it's inclusive of all San Diegans. Measure G also created dual responsibility of the CRB to the Mayor and the City Council and codified the current practice of the CRB's review of in-custody deaths and officer-involved shootings to become a permanent practice of the CRB's responsibility.

The purpose of the CRB is to review and evaluate complaints made by members of the public regarding the conduct of officers of the City of San Diego Police Department (SDPD). The CRB also reviews officer-involved shooting cases, in-custody death cases and the administration of discipline resulting from "sustained" complaints. Officer-involved shooting and in-custody death cases are investigated by the SDPD Homicide Unit, the District Attorney's Office and Internal Affairs (IA) before being reviewed by the CRB.

The purpose of this report is to provide an overview of accomplishments made by the CRB towards making the complaint process more transparent to the community as well as providing information about the work the CRB engaged in throughout fiscal year 2019. One important improvement in the process is the CRB now has the authority to audit Category II complaints so that all complaints investigated by the SDPD have oversight. Prior to fiscal year 2019, the CRB reviewed Category I complaints. The CRB



only reviewed Category II complaints if the complaints were in conjunction with a Category I complaint. Category I complaints involve allegations of arrest, criminal conduct, discrimination, force, detention, search and seizure, and/or slur. Category II complaints involve allegations of procedure, courtesy, conduct and/or service.

This report also includes the statistical breakdown of the number of complaints filed, types of allegations, comparison of findings between the SDPD's IA Unit investigations and CRB findings, case demographics, body worn camera data, disagreements between IA and the CRB and recommendations to SDPD regarding its policies and procedures. The data was compiled from case reports written by CRB teams from its review of IA investigations of certain cases.

When appropriate, the CRB makes policy and procedural recommendations to the SDPD resulting from case review. The Policy Committee Section of this annual report lists the issues and recommendations the Policy Committee worked on and forwarded to the Board for consideration in fiscal year 2019. Most of the recommendations for policy and procedural changes were implemented by the SDPD.

The CRB's Annual Report demonstrates the independence of the Board in its decision-making and proactive steps in identifying issues that would improve the relationship between the community and law enforcement. The CRB goes above and beyond to affect the change that is needed in the City of San Diego and will continue to identify ways for greater transparency and improvements to the process, some of which are listed in this report.

Civilian Oversight of Law Enforcement

The National Association for Civilian Oversight of Law Enforcement (NACOLE)¹,² has identified approximately 200 law enforcement oversight entities in the United States. There are three general models for these boards, commissions and agencies:

- 1. Investigation-focused model professional civilian investigators conduct independent investigation of complaints against law enforcement officers. Investigation reports may be reviewed by a community board or commission.
- 2. Review-focused model a board or commission comprised of community volunteers review the results of Internal Affairs investigations.
- 3. Auditor/monitor model rather than focusing on individual complaints, staff analyze data to identify trends and patterns and to recommend systematic changes to departmental policies, procedures and training.

Many entities are hybrids of these models, and some jurisdictions have more than one oversight entity. Because community needs, politics and resources vary, no two oversight entities are identical.

In 1988, San Diego voters considered two City charter additions that would have implemented either an investigative model or a review model. Both measures passed, but the one with the review model received more votes and was implemented. Note: In 1990, the voters in the County of San Diego created the Citizens' Law Enforcement Review Board which utilizes the investigative model to review complaints against deputy sheriffs and probation officers.

The review model, used by the City of San Diego, is the least expensive and most costeffective model. It is also more collaborative and less adversarial in nature, it promotes constructive dialog between police leadership and diverse community members, which can result in meaningful changes in departmental culture. Disadvantages of the model include it

 ¹ DeAngelis, Joseph, Richard Rosenthal and Brian Buchner. 2016. "Civilian Oversight Enforcement - A Review of the Strengths and Weaknesses of Various Models." National Association for Civilian Oversight of Law Enforcement (NACOLE) and Office of Justice Programs (OJC) Diagnostic Center
 ² Vitoroulis, Michael. 2018. "The State of Civilian Oversight & Strategies for Evaluating and Reporting on Performance." NACOLE Annual Conference, St. Petersburg, FL

being less independent than an investigative model and it requires extensive volunteer time. It should be noted that San Diego's CRB has greater authority than most other review boards across the country because the SDPD IA investigations are not closed until after the CRB review, and CRB input can result in changes to the IA final report.

The CRB has an organizational membership with NACOLE and participates in many of NACOLE's webinars and other educational activities.

Highlights and Accomplishments

Transparency, collaboration and accountability are critical in community oversight of law enforcement. Nationally, a sharp focus has been put on the relationship between law enforcement and communities. The CRB strives to be transparent while complying with federal, state and local law. Community oversight of law enforcement is always a work in progress and the CRB strives to develop and follow best practices.



San Diego's CRB is comprised of 23 volunteer members who are appointed by the Mayor and confirmed by the City Council. In the beginning of fiscal year 2019, the CRB had 14 appointed members. In August 2018, the ordinance and standard operating procedures to implement Measure G went into effect. As a result of the implementation of Measure G, the Mayor appointed and the City Council confirmed 10 new members to the CRB. During this time period, one member

was not re-appointed and one member resigned for personal reasons. In fiscal year 2019, the CRB maintained 22 appointed members for several months.

In fiscal year 2019, the CRB's Executive Director worked with the CRB to develop a Tactical Plan that identified five CRB goals and described the initiatives to achieve those goals.

The Tactical Plan on the next page was approved by the CRB at its April 26, 2019, Open Session Meeting.

Goal 1: To ensure that complaints against San Diego Police Department (SDPD) officers are investigated thoroughly, completely and fairly, giving equal consideration to community members and police officers alike.

#	Objectives	Initiatives	Performance Indicators (Measures)	Target
			The length of time it takes to review a case	60 days
1	Ensure all IA investigations are reviewed by the CRB on a timely basis	 Development of shared tracking system and Team leader meetings Executive Director and Chair review reports prior to sending to the Board for deliberation Finalization of Case Review Write-Up Procedures 		Yes/No
				Yes/No
2	Audit Category II Complaints	 Formalize Category II Process Train Team Leaders 	Finalize Guidelines into an Operational Standing Rule	Yes/No
		Train Team Leaders	Number of trainings of Team Leads	2
4	Develop a Procedure for Shooting Review Board Reports	Create a procedure for the Shooting Review Board Reports following the Discipline of Officers Procedures	Completion of Procedure	Yes/No
5	Increased Consultation with Outside Counsel on cases	Increase funding for Outside Counsel	15K per fiscal year	Yes/No

Goal 2: To advocate for policies which promote fair and humane policing and ensure the safety of both community members and police officers.

#	Objectives	Initiatives	Performance Indicators (Measures)	Target
1	Ensure that CRB is identifying and producing timely recommendations to SDPD and Mayor	 Create a standardized annual report for CRB to submit per calendar year. Tracking of recommendations to SDPD Chief and Chief responses Standard written response within 60 days for all policy recommendations 		Yes/No Yes/No Yes/No

2	De-escalation Policy	Review and provide feedback on SDPD new de-escalation policy	Yes/No
3	Enhance IA Investigations Involving Discrimination Allegations	Research best practices for other law enforcement agencies	Yes/No

Goal 3: To operate transparently, keep the community informed about the activities of the Board, and provide opportunities to receive public input on the Board operations.

#	Objectives	Initiatives	Performance Indicators (Measures)	Target
1	Publish redacted minutes of Closed Meetings with case detail like CLERB	Develop guidelines procedures and then discuss with Outside Counsel and POA		Yes/No
2	Create an Open Data Portal	Recommend that the Mayor creates an open data portal to provide data to the public on complaints received and cases closed by the CRB		Yes/No
3	Maintain Updated CRB Calendar	 Update Calendar on an as needed basis Make available to the public and CRB 		Yes/No Yes/No
			Posts regarding meetings, agendas	12
4	Create a Communication Plan	 Establish strong social media presence Create media opportunities for the CRB Utilize press releases, CRB website 	Number of positive media opportunities	3
5	Increase programmatic awareness and outreach	 Strategy for Outreach Committee and CRB Members to attend more community meetings and events Increased visibility of CRB brochures at libraries 	1 Per Quarter Per Member Brochures in each district library	88 9

Goal 4: To encourage persons with complaints about the actions of SDPD sworn personnel to file a complaint and widely publicize the procedures for filing a complaint to make the process as simple as possible.

#	Objectives	Initiatives	Performance Indicators (Measures)	Target
1	Collaborate with SDPD to improve and streamline the intake process	 Review the CRB's Share Point Database CRB input in classification of complaints Define Informal vs. Formal Complaints 	One Shared Database	Yes/No Yes/No Yes/No
2	Seek stakeholder feedback for process improvements	 Engagement with City officials, Council, Community Organizations 		
3	Create Procedure & Guideline Script for Complaint Process	Collaborate with SDPD		Yes/No

Goal 5: To ensure that the Board reaches and maintains an expert level of understanding of policies and procedures through ongoing training and education.

#	Objectives	Initiatives	Performance Indicators (Measures)	Target
1	Provide Continuing Education Training to CRB Members to ensure compliance with CRB Procedures, Bylaws, Brown Act	Review the CRB's Policies and Procedures on an ongoing basis	# times a year	2
2	Enhance the contents and organization of the Orientation/Training Red Binder to make it more useful	 Reduce the size of the Red Binder for CRB Members Create additional online resources 	CRB Members	
3	Create Implementation Process for New CRB Training Academy	 Include rep from Community on the Interview Panel Initiate recruitment efforts with stakeholder groups including City Council Offices Standard strategy for publicizing New Academy Six Training Components 	Number of applications for appointment Number of Academy Classes Per Year	7-14 2
4	Encourage participation in training opportunities	Attendance at NACOLE conferences & Webinars, Menu Trainings, PERT Trainings and other specialized trainings	# per year per member	2
		Ride-Alongs	# per year per member	2

5	Keep the Board abreast of current issues related to the CRB's mission	Identify speakers and topics for CRB Open Meetings	# of presentations	10

The CRB's purpose in providing community oversight of law enforcement is always a work in progress and the CRB strives to develop and follow best practices. In fiscal year 2019, the CRB made several process improvements and/or accomplishments. Those process improvements and/or accomplishments were as follows:

1) Outside Legal Counsel – In 2017, the CRB and City staff selected and retained Devaney Pate Morris & Cameron LLP as the independent outside legal counsel for the CRB. In fiscal year 2019, the CRB required legal services of its legal counsel approximately 10 times. The fiscal year 2020 budget funds the CRB's outside legal counsel in the amount of \$25,000 annually. The contract for the CRB's outside counsel will be considered for renewal in September 2019.

2) Information Accessibility

- Brochures The CRB continued to explore ways to make information easily accessible to the public. CRB brochures were made available in public places such as libraries where the CRB holds its monthly meetings, outside the City Clerk's office, and at community events.
- At the recommendation of the CRB, the City agreed to add to the Open Data Portal the CRB's case report statistics. City staff continued to work together to build the Open Data Portal. The Open Data Portal will enhance transparency to the public. The portal will go live in fiscal year 2020. Available information will consist of case voting results, allegations, allegation findings for the CRB and IA, time for completion of case, and more.
- California Public Records Act SB 1421 Select CRB case reports are now available to the public under SB 1421 which went into effect January 2019.

3) Updated Website – The CRB website is a tool for communicating with the public that has been underutilized for several years. Over the last couple of years, revisions have been made to make the website more user friendly and provide more information to the public. This space is being used to develop and enhance a community around the CRB. Additions to the website include: pictures of CRB activities, a video section, categorization of CRB meetings, transparent CRB minutes, a new meeting/outreach calendar list, a link to the Open Data Portal, CRB policies and procedures, as well as links to organizations that are relevant to law enforcement oversight.

4) Community Component to Meetings and Working Retreats – The CRB continued its efforts in providing a well-rounded training program for new Board members and on-going education for existing members by continuing to include a community component in its meetings. The CRB continued to explore training topics and worked with IA to identify

educational opportunities to learn more about the communities they serve. We encourage members of the community to attend the CRB Open Session Meetings and share their experiences with the CRB.

5) CRB Working Retreat – In January 2019, the CRB and staff participated in a retreat that focused on the development of the Board's fiscal year 2019–2020 work plan and tactical plan. At the retreat, the CRB was provided with a community panel presentation given by lived experienced experts and community mentors. Pastor Jesus Sandoval, Executive Director of the City of San Diego's Commission on Gang Prevention and Intervention led a panel discussion titled, "Collaboration Efforts Between Former Gang Members and Law Enforcement." The CRB believes in the



importance of continuing to have a Community Engagement Segment/Presentation in its meetings and trainings because it serves as an educational opportunity for the CRB to learn more about the communities in which they serve.

6) Focus on Strategic Initiatives – At its January 2019 retreat, the CRB focused on developing additional strategic initiatives that focused on ways to improve the CRB process. Those strategic initiatives were assigned to the CRB's Rules, Outreach, Continuing Education, and Policy Committees as short and long-term goals. Each committee was tasked with creating a work plan for fiscal year 2019–2020. Some items from the previous year's work plan were carried over into the fiscal year 2019–2020 work plan. The purpose of the work plan is to map out any upcoming improvements, efficiencies, and revisions that are necessary for the effective operation of the CRB. The CRB's fiscal year 2019–2020 Work Plan was adopted by the CRB at its March 26, 2019, Open Session Meeting.

7) CRB Reports – The Annual Report for fiscal year 2018 was published and released in November 2018. In December 2018, the CRB leadership team and Executive Director presented its Annual Report to the City Council's Public Safety and Livable Neighborhoods Committee. In June 2019, the CRB presented its Annual Report for fiscal year 2019 to the City Council's Public Safety and Livable Neighborhoods Committee.

8) Collaborative Complaint Tracking System – In August 2015, the CRB and SDPD developed and implemented a collaborative complaint tracking system to share information regarding CRB complaints that are filed with the SDPD and CRB. This system enables the CRB to know the status and other information regarding complaints filed. Currently, the CRB and SDPD are using two separate databases which requires staff to input data more than once. In efforts to improve this process, the Office of Boards & Commissions, CRB, CRB Executive Director, and SDPD agreed to consider moving towards sharing SDPD's database to gather information on the status of complaints/cases. In fiscal year 2019, the Executive Director worked collaboratively with IA to gain access to SDPD's database. As of June 2019, the Executive Director was given a hard copy of the complaints. This access will continue on a weekly basis until final access is given.

9) Increased Media/Community Outreach – In fiscal year 2019, the CRB participated in over 170 meetings, presentations, and outreach events in efforts to learn about the community and educate the public about the CRB and complaint process.

10) Community Engagement Bus Tour – In fiscal year 2019, the CRB participated in the Center for Community Cohesion's Community Engagement Bus Tour. The tour and community segment is an opportunity for the CRB and SDPD's new officers to learn about the interactions between the community and law enforcement from local groups. The local groups that participated in the tour were: San Diego LGBT Community Center, Mid-City Cultural Storefront, Islamic Center of San Diego, and Pillars of the Community.

11) Board Business Meetings – In fiscal year 2019, the CRB met 31 times to conduct its business meetings- 11 times in Open Session Meetings and 20 times in Closed Session Meetings. The CRB Outreach Chair and Executive Director continued to explore ways to increase public participation at CRB Open Session Meetings. With the help of the City's Communications Department, the CRB increased public interest and participation at its Open Session Meetings through the use of various social media platforms, presentations to numerous community groups, and expanding the CRB's community email list. In addition, the Communications Department created a crawl text notice of CRB meetings on CityTV.

12) Board Vacancies – Since the implementation of Measure G and the Ordinance in August 2018, the CRB only had one vacancy until May of 2019. As of May of 2019, the CRB had two vacancies and continued to have no representation from District 8. The CRB and Executive Director continued its recruitment efforts in conjunction with outreach by attending various community meetings.

13) Revisions to CRB Bylaws – In fiscal year 2019, revisions were made to the CRB bylaws to ensure that the bylaws were consistent with the implementation of Measure G and to revise the board member discipline process, comments in case reports, confidentiality of board member resignation letters, and objectives of the CRB. The revisions were approved by the CRB at its May 28, 2019, Open Session Meeting.

14) Formalized Audit Process for Category 2 Cases – Prior to fiscal year 2019, the CRB only reviewed Category II cases if the complaint had one or more Category I allegations. Based on community feedback, the CRB agreed that ALL cases filed against a member of the SDPD should have civilian oversight. In March 2019, the CRB approved its Operational Standing Rule to audit Category II cases. The rule was signed by the Mayor's Office and CRB outside legal counsel in May of 2019. At that time, the CRB began receiving Category II cases for auditing purposes.

15) Developed and Approved Procedures for Reviewing SDPD's Shooting Review Board Reports – In fiscal year 2019, the CRB created procedures for reviewing Shooting Review Board Reports. In May 2019, the procedures were approved by the CRB. The CRB now has a process to follow if it has concerns about a SDPD Shooting Review Board Report.

16) Developed and Approved Operational Standing Rule on Case Review Procedures – In September 2018, the CRB approved its Operational Standing Rule on Case Review Procedures.

17) Developed and Approved CRB Tactical Plan – In fiscal year 2019, the Director of the Office of Boards and Commissions required all boards and commissions to develop a Tactical Plan. In response to this requirement, the CRB's Executive Director worked with the CRB to develop its Tactical Plan. The Tactical Plan was approved by the CRB at its April 26, 2019, Open Session Meeting.

In addition to the process improvements, there are upcoming improvements to the CRB process which are included in the CRB's fiscal years 2019-2020 Tactical Plan. Some of those upcoming improvements are as follows:

- Develop and implement the New Citizen Training Academy for individuals interested in being appointed to the CRB and for newly appointed members
- Ensure all IA Investigations are reviewed by the CRB on a timely basis
- Increase consultation on cases with outside legal counsel
- Continue to work with IA to improve and streamline the complaint intake process
- Continue to seek stakeholder feedback for process improvements
- Explore providing additional case information other than statistics to the public via the CRB website
- Enhance IA investigations involving discrimination allegations
- Create a communications plan
- Increase programmatic awareness and outreach

Complaint Process

Complaints against SDPD officers may be lodged by citizens at several locations including the police department and the CRB office and may be made in person, in writing by email, letter or fax, or by telephone or via the CRB website. If the allegations in the complaint are against members of the SDPD, all complaints are sent to the IA. An appropriate police supervisor will explain the process to the complainant. The complainant is given the option of having his/her complaint investigated **informally** or **formally**. If IA conducts a **formal** investigation of a complaint, then the complaint will be categorized as a **Category I** (investigated by IA) or **Category II** (investigated by the officer's command). At this time, the complaint will become a case.

Category I complaints include **force**, **arrest**, **discrimination**, **slur**, **criminal conduct**, **detention and search and seizure**. If alleged in conjunction with **Category I** complaints, the CRB also reviews allegations in the areas of procedure, courtesy, conduct and service. These complaints are classified as **Category II**, and when filed alone are evaluated solely by the SDPD and are not reviewed by the CRB. Complaints that have only **Category II** allegations are referred by IA to the Division Captain where the incident took place. The Division Captain forwards that complaint to the Division Supervisor who is responsible for the review, investigation, and disposition of that complaint.

In fiscal year 2019, to ensure that all complaints against members of SDPD have civilian oversight, the CRB established and approved a procedure to audit **Category II** complaints. In May of 2019, the CRB began auditing **Category II** complaints.

During a **formal** investigation, the complainant, the officer, and all witnesses will be interviewed, and videos reviewed. Where appropriate, physical evidence will also be examined. At the end of the investigation and review by the CRB, the SDPD and the CRB will notify the complainant of its findings. The CRB reviews all **Category I** cases. The CRB Teams receive the entire IA case file which includes Body-Worn Camera (BWC) video to conduct its review of the IA investigation. At the end of the CRB's review and deliberation of the case, a letter will be sent to the complainant notifying them of the CRB's conclusion. The CRB's case review process will be discussed in more detail later in this report.

During an **informal** investigation, the police supervisor will review the subject officer's BWC video, address the complainant's concerns directly with the officer, and document the incident with a memo, which will be retained in the IA Unit for five years. If a case is investigated **informally**, no investigation will take place, and the officer receives **no** formal discipline, unless the officer's Commanding Officer determines additional investigation is warranted. It is important to note that if a complainant agrees to IA's investigation of his/her complaint informally, the CRB will not be able to review the informal investigation to ensure that the investigation was complete, fair, and thorough.

Complaint Statistics

Since not all complaints received by the CRB become cases, it is only appropriate that this annual report provide statistics on the complaints received at the office of the CRB. In fiscal year 2019, the CRB received 174 complaints. IA classified 14 of the 174 complaints as Category I complaints, 14 of the 174 complaints were classified as Category II complaints, 103 of the 174 complaints were classified as informal, nine of the 174 complaints were referred to an outside agency, and 34 of the 174 complaints were classified as miscellaneous. Based on the above statistics, we can conclude that most of the cases reviewed by the CRB

originated with the SDPD. CRB leadership identified IA's classification of complaints as problematic and will continue to work with the SDPD in improving the classification process for complaints.

The breakdown of data for complaints received at the office of the CRB were as follows:

<u>Category I (14 complaints)</u>

Complaint Involved Same Incident -3 Duplicate Complaint Entry (Closed) -1 Case Tolled -1 Complaint Withdrawn by Complainant -1 Complaint Reviewed & Closed by CRB -3 Complaint Still Active -5

Category II (14 complaints)

Complaint Withdrawn by Complainant-1 Complaint Audited by CRB -2 Complaint Investigated by IA -6 Complaint Still Active -5

<u>Complaints Handled Informally (103 complaints)</u> <u>Complaints Referred to Other Agencies (9 complaints)</u> <u>Complaints Classified as Miscellaneous (34 complaints)</u>

As mentioned in the previous section on the Complaint Process, the complainant is given the option of having his/her complaint investigated informally or formally. If a case was investigated informally, no investigation took place, and the officer received no formal discipline, unless the officer's Commanding Officer determined an additional investigation was warranted. If a complainant agreed to IA investigating his/her complaint informally, the CRB **did not** review the informal investigation to ensure that the investigation was complete, fair, and thorough.

Those complaints classified as "miscellaneous" were withdrawn by the complainant and not investigated because the subject officer no longer worked for the SDPD, complainant was not reachable by IA, IA was unable to clarify the complaint or no allegation against a SDPD officer was identified.

Case Review Statistics

During fiscal year 2019, the CRB received, reviewed and evaluated 59 cases from IA. These cases were either received at the CRB office or issued to the CRB after IA completed its investigations. This is an increase in comparison to the number of cases reviewed by the CRB in fiscal year 2017 and fiscal year 2018, but still a decrease in comparison to fiscal years 2012–2016). A similar decrease of 23 cases occurred during FY2015–FY2016. A decrease in the number of cases may be attributed to many different factors such as:

- SDPD officers wearing Body Worn Camera
- Lack of community trust in the process
- Revisions to SDPD policies and procedures

- Complaints being handled informally with officers and supervisors
- Increase in community policing efforts



• Improved departmental training and compliance

According to Figure 1, in fiscal year 2019, most of the cases reviewed by the CRB occurred in the SDPD's Central (18), Southeastern (11), and Mid-City (10) Divisions. In fiscal year 2018, most of the cases reviewed by the CRB occurred in the Southeastern (11) and Mid-City (10) Divisions.



Figure 1: Complainant Incident Locations (Fiscal Year 2019)

In fiscal year 2019, the next largest number of cases occurred in the Western (8) and Northern (5) Divisions. The Divisions where there were a majority of cases reviewed by the CRB had an accumulated total of 66% of the 59 cases reviewed by the CRB. When comparing fiscal year 2019 to fiscal year 2018, the number of complainant incidents in cases reviewed by the CRB decreased in the Southern and Northern Divisions; and increased in the Central, Western, Eastern and Northeastern Divisions. In fiscal year 2019, there was a large increase of 14 cases from the Central Division that were reviewed by the CRB. The CRB continued to receive and review the same number of cases, as in previous fiscal years, in the Mid-City, Northwestern, and Southeastern Divisions.

Community Review Board Case Review Process

After IA investigates and renders its finding(s) on a complaint, the complaint is assigned to a three-member CRB team. The entire IA investigative file related to the complaint is made available to the CRB team members. This file includes originals of the complaint, video or audio tape recordings of interviews of witnesses and parties to the incident, BWC video and physical evidence that was considered in the investigation. IA's interviews are taped with the permission of the complainant and witnesses. Team members are encouraged to listen to all interviews. Team members are required to conduct their work in the offices of IA to preserve the mandated California state confidentiality law.

The team then prepares recommendations to the entire CRB to either agree or disagree with IA's finding(s). At least two of the three members of the team must review the complaint file before a recommendation is made to the CRB. Two or more members of the team must concur in their recommendation or the case will be referred to another team for review and recommendation. The team will recommend the CRB, on each complaint allegation:

- Agree with IA findings
- Agree with IA findings with comment
- Disagree with IA findings with comment

In addition, the CRB can refer any specific policy or procedural issues arising from a case which do not directly relate to the allegations of that case to its Policy Committee.

In closed session meetings, the CRB will reach one of these conclusions. The CRB may agree with IA findings but comment on the handling of the incident. The CRB may disagree with IA and comment on their differing conclusion, or the CRB may simply agree with IA. The CRB may, however, request that an additional investigation be conducted to resolve any unanswered questions. If the CRB disagrees with the IA finding, the CRB can refer the case to the Mayor for a final determination. Following the CRB vote on each case, the CRB Chair sends a letter to all complainants informing them of the CRB's review and findings regarding the allegations.

With respect to the review of cases, the Board's work is confidential and must be conducted in closed session pursuant to California Government Code Section 54957 and California Penal Code Section 832.7. However, the CRB does have the authority to report its findings and concerns as related to specific citizen allegations to the Mayor, the District Attorney, the Grand Jury and any federal or state authority duly constituted to investigate police procedures and misconduct.



Definitions of SDPD Internal Affairs Investigation Findings

For purposes of this report, the following findings are made after an investigation of a complaint is conducted by the SDPD's IA.

Sustained – The SDPD member committed all or part of the alleged acts of misconduct.

Not Sustained – The investigation produced insufficient information to clearly prove or disprove the allegations made in the complaint.

Exonerated – The alleged act occurred, but was justified, legal and proper or was within policy.

Unfounded – The alleged act did not occur.

Other Findings – The investigation revealed violations of SDPD policies/procedures alleged in the complaint. If there is an "other finding" for a category such as force, procedure, courtesy, etc., that finding will be listed as "sustained."

Once the homicide and district attorney investigations are completed for officer-involved shooting and in-custody death cases, those cases are forwarded to the CRB for review. The CRB's disposition on those cases will be classified in one of the following ways:

- Within-Policy
- Not Within-Policy

Categorization of Allegations and Findings

The chart below represents the different allegations made in the 59 cases reviewed by the CRB in fiscal year 2019. The CRB reviewed, evaluated and issued findings on a total of 59 separate citizen complaint cases. The cases contained allegations totaling 203 allegations.

Total Cases Reviewed by CRB	Allegation Category	Exonerated	Not Sustained	Sustained	Unfounded	Total Number of Allegations
	Arrest	24	0	0	0	24
	Conduct	0	0	0	0	0
	Courtesy	0	1	2	6	9
	Criminal Conduct	0	0	0	1	1
	Detention	1	0	0	0	1
	Discrimination	0	0	0	29	29
	Force	46	1	0	7	54
	Procedure	26	4	3	25	58
	Search & Seizure	0	0	0	0	0
	Service	0	0	0	0	0
	Slur	0	0	0	0	0
	Other Findings	2	0	25	0	27
59		99	6	30	68	203

There was an increase in the number of cases and allegations reviewed by the CRB in fiscal year 2019 in comparison to fiscal year 2018. In fiscal year 2018, the CRB reviewed, evaluated, and issued findings on a total of 43 cases which contained a total of 117 allegations.

In fiscal year 2019, IA investigated and sustained 30 allegations and/or other findings in the courtesy and procedural categories. Out of the 203 allegations, 15% of the allegations were sustained by IA. This 15% includes the 25 procedural violations listed in the chart as "other findings." Without the procedural violations, the number of allegations that were sustained by IA would be 3%. The number of allegations sustained in cases regarding courtesy totaled two allegations and procedure totaled three allegations.

Procedural allegations that result in "sustained" findings are not always allegations that are made from a citizen that is filing a complaint but can be findings that IA may discover when they are working on cases against the SDPD. These types of allegations can occur when an officer may not have filed the correct paperwork, when an officer failed to turn on his/her body worn camera or when an officer did not complete their duties in the correct manner after an encounter. From the cases reviewed by the CRB in fiscal year 2019, IA discovered 23 procedural violations, one conduct violation, one courtesy violation, one performance of duty violation, and one force violation that were not alleged by the complainant but were discovered by IA during the investigation. Three of the 23 procedural violations stemmed from an officer-involved shooting that IA discovered during its investigation. Two of the three procedural violations were "sustained" and one was "exonerated" after the IA

investigation. The CRB agreed with IA's findings in those investigations. IA investigation into the conduct, courtesy, and performance of duty violations resulted in "sustained" findings for the subject officers. The CRB agreed with IA's findings for those three violations. When a complaint is made against an officer that consists of procedural



allegations and those allegations result in an IA finding(s) of "sustained," disciplinary actions are taken against the officer. The CRB evaluates the disciplinary action IA imposes on the officer. The force violation resulted in an "exonerated" finding after the IA investigation of the case and the CRB agreed with the IA finding.

Figure 2 shows a breakdown of allegations in cases reviewed by the CRB during the 2019 fiscal year. Twenty-nine percent of the allegations identified in the 59 cases reviewed by the CRB were classified as "procedure."

Figure 2: Percentages of Allegations in Cases Reviewed by the CRB with Values Greater than 1%

Twenty-seven percent of the misconduct alleged were classified as "force." Fourteen percent of the allegations were classified as "discrimination." Twelve percent of the allegations were classified as "arrest." Four percent of the allegations were classified as "courtesy." Thirteen percent were not allegations but were violations revealed during the IA investigation. Criminal conduct, detention, conduct, service, slur, and search and seizure allegations were 1% or less. The largest total number of allegations in the 59 cases reviewed by the CRB in fiscal year 2019 were procedure, force, discrimination, and arrest. The total percentages of these classifications were 82%. The least total number of allegations were slur, service, courtesy, criminal conduct, detention, search and seizure, and conduct. In fiscal year 2018, the largest total number of allegations in 43 cases reviewed by the CRB were also force, procedure, arrest, and discrimination.

Comparison of Internal Affairs and CRB Findings

Figure 3 shows a comparison of findings made by IA and either agreed or disagreed by the CRB. Not all CRB votes were unanimous. Since the 59 cases investigated by IA and reviewed by the CRB contained multiple allegations of misconduct, the number of findings made is not equal to the number of cases in which IA rendered findings. The 59 cases contained a total of 203 allegations of misconduct or procedural violations. The CRB votes for 182 of the 203 allegations were unanimous. The CRB agreed with IA's findings for 177 allegations. The CRB disagreed with comment on six of IA findings – **"unfounded"** for two procedure

allegations; **"exonerated"** for a force allegation and two arrest allegations; and **"not sustained"** for a procedure allegation.



Figure 3: Comparison of IA & CRB Findings (July 1, 2018–June 30, 2019)

The CRB agreed with comment for IA's findings on 20 allegations. The breakdown of allegations consisted of 12 findings of **"exonerated"** for three allegations of force, six allegations of procedure, and three allegations of arrest; and eight findings of **"unfounded"** for six allegations of discrimination and two allegations of force.

Out of the 30 allegations that were **"sustained"** by IA, the CRB agreed with IA's findings in all those allegations. Out of the six allegations that were **"not sustained"** by IA, the CRB agreed with IA's findings for five allegations – three procedures, one courtesy, and one force allegation. The CRB disagreed with comment for an IA finding of **"not sustained"** for a procedure allegation.

From the 99 allegations that were **"exonerated"** by IA, the CRB agreed with IA's findings for 84 allegations-43 force, 19 arrests, 21 procedures, and one detention; agreed with comment for 12 allegations-three force, three arrests, and six procedures; and disagreed with comment for three allegations- one force and two arrests. Out of the 68 allegations that were **"unfounded"** by IA, the CRB agreed with IA's findings for 58 allegations-23 discrimination, 23 procedures, six courtesy, five force, and one criminal conduct; agreed with comment for eight allegations – six discrimination and two force; and disagreed with comment for two procedure allegations.

Disagreements/Changes in Case Review

During a team's review of a case, the team may notice that a case may need further investigation, and/or the team may suggest a change to IA regarding a case. IA may take a team's suggestion into consideration and make that change in the case. Changes that can be made to a case may include:

- Allegations allegations added, deleted, or wording changed
- Findings findings changed from one finding to another
- Interviews Additional questions are asked of previously interviewed officers, complainants, witnesses and experts or new interviews conducted
- Evidence Additional evidence requested; sought, and policies

The statistical breakdown of cases reviewed by the CRB indicated a small number of disagreements/ changes/additional requests with the recommended IA findings or case investigations during fiscal year 2019. However, changes were made in six of the 59 cases reviewed by the CRB prior to the presentation of the cases to the full CRB based on discussions initiated by the CRB Teams. These discussions between the CRB Team, Investigators, and IA staff were successful in resulting in these changes, thus resolving disagreements prior to full CRB consideration. Had these discussions not been conducted, six cases could likely have resulted in formal disagreements between the CRB and IA. Five additional requests were made by the CRB Teams but were denied by IA. Four CRB Teams requested missing file evidence from IA.

Timeline for Completion of Cases

The CRB takes its review of all cases seriously. The CRB Teams work diligently in reviewing cases and preparing those cases for deliberation by the entire Board. With the introduction of body worn camera video to its case file load, some cases may take longer to review than others. Figure 4 shows that the largest number of cases, 32, were reviewed by the CRB within 60 days of receiving those cases from IA. More than half of the 59 cases were prepared for the Board in 90 days or less. In fiscal year 2018, the largest number of cases were reviewed by the CRB within 120 days.



Figure 4: FY 2019 Timeline for Completion of Cases

Review of SDPD Administration of Discipline

In addition to reviewing complaints filed against members of the SDPD, the CRB must also evaluate disciplinary action taken against an officer because of a "sustained" finding of misconduct. The CRB uses an operational standing procedure to guide them through their review of the SDPD's administration of discipline. This procedure ensures consistency in the discipline memo received from the SDPD and provides a guideline for the CRB to follow when reviewing and evaluating the administration of discipline for those cases that are "sustained." The procedure also charges the CRB Executive Director to maintain statistics on how the CRB voted in these cases.

From July 1, 2018 – June 30, 2019, the CRB evaluated the disciplinary action SDPD made against officers with sustained findings in 12 cases with a total of 22 sustained findings. Three of the 12 cases were officer-involved shooting cases and one was an in-custody death case. Seven of the 12 cases where the discipline was reviewed by the CRB in fiscal year 2019 were carried over from fiscal year 2018. Five of the 12 cases where the discipline was reviewed by the CRB unanimously disagreed that the disciplinary action taken against the officer was within the SDPD Discipline Matrix and that the discipline imposed was proper. The CRB unanimously agreed with IA that the reported disciplinary action in 11 cases were appropriate and consistent with the SDPD Discipline Matrix. Since the CRB evaluated discipline for five cases that were reviewed by the CRB in fiscal year, the other 18 cases that were not evaluated during this time period will be reported in the CRB's Fiscal Year 2020 Annual Report. The discipline for two cases that were carried over from a previous fiscal year were not evaluated as of fiscal year 2019.

Officer-Involved Shootings Case Statistics

Given the significant public impact of police shootings, CRB Members, the Mayor and the Chief of Police – established procedures for the CRB to review and evaluate shooting incidents involving death or injury, regardless of whether a complaint had been filed. The City Charter also empowers the CRB to review and evaluate all SDPD officer-involved shootings and incustody death cases.

Such review occurs after all internal and external investigations have been completed and reviewed by the SDPD Homicide Unit, the San Diego County District Attorney, and SDPD IA Unit.

In fiscal year 2019, there were a total of nine officer-involved shooting cases reviewed by the CRB. After the review and deliberation of these cases, the CRB determined that the shootings all occurred within SDPD policy. In one of the nine cases, the Board agreed with comment that the officer-involved shooting was within policy. The incidents in eight of the nine cases took place in fiscal year 2018. The incident in one of the nine cases took place in fiscal year 2018. The incident in two of the nine cases. The officers wore body worn cameras (which were turned on) in all nine cases.

Over the last ten years, the CRB reviewed 98 officer-involved shooting cases (see Figure 5 for fiscal year breakdown). Officer-involved shooting cases averaged 10 cases per year. Between fiscal years 2012 and 2014, there was a significant increase in the number of officer-involved shootings reviewed by the CRB (seven). The number of officer-involved

shooting cases reviewed by the CRB declined between fiscal years 2014 and 2016. In fiscal year 2017, the CRB reviewed 14 officer-involved shooting cases – nine more cases than in fiscal year 2016. In fiscal year 2018, the CRB reviewed eight cases less than in fiscal year 2017. Lastly, in fiscal year 2019, the CRB reviewed nine officer-involved shooting cases, which were three cases more than in the previous fiscal year.



Figure 5: Officer - Involved Shooting Cases Reviewed by the CRB (FY 2009 - FY 2019)

Please note that these numbers do not reflect the actual number of officer-involved shootings that occurred in that fiscal year. These numbers reflect the number of officer-involved shooting cases that the CRB reviewed and closed out per fiscal year.

Figure 6 shows the location of officer-involved shooting cases reviewed by the CRB in fiscal year 2019. The largest percentage of officer-involved shooting cases reviewed by the CRB were from Central and Western Divisions which had a total of five cases. In fiscal year 2018, the largest number of cases reviewed by the CRB were from the Western Division. In fiscal year 2019, the CRB also reviewed officer-involved shooting cases from Southeastern, Southern, and Northern Divisions.

In fiscal year 2019, the total number of subject officers involved in the nine officer-involved shooting cases reviewed by the CRB was 12. Seven of the nine cases had only one officer involved in each case. One of the nine cases involved two officers. Lastly, one of the nine cases involved three officers. All the subject officers were male.



Figure 6: FY 2019 Officer-Involved Shooting locations

Figure 7 shows the years of experience on the police force for the number of officers involved in the officer-involved shooting cases reviewed by the CRB. Six officers had 1-4 years of experience on the force. Three officers had 5-10 years of experience on the force. One officer had 11-15 years of experience on the force. Lastly, two officers had over 16 years of experience on the force. No conclusion can be drawn by looking at an officer's years of experience, because the CRB looks at the entirety of each case file.



Figure 7: Officers Years of Experience

In-Custody Death Case Statistics

Figure 8 shows the number of in-custody death cases reviewed by the CRB over a 10-year time period from FY 2019– FY 2018. Over the last 10 years, the CRB reviewed 12 in-custody death cases. In-custody death cases averaged one case per year. In fiscal year 2019, the CRB did not review any in-custody death cases. This does not mean that no in-custody deaths



occurred in fiscal year 2019. If an in-custody death occurred during the time frame, then the investigation was not completed in time for the CRB Teams to review the case.

Figure 8: In-Custody Death Cases Reviewed by the CRB (FY 2009 – FY 2019)

Shooting Review Board Reports

The SDPD's Shooting Review Board (SRB) reviews officer tactics, training, and equipment in officer-involved shooting cases. The CRB began receiving and reviewing SDPD's SRB

reports on officer-involved shooting cases in October 2017. In fiscal year 2019, the CRB reviewed 10 SRB reports and unanimously agreed to place one of the reports on hold because the Team disagreed with the SRB report. At that time, the Board agreed to develop an Operational Standing Rule on the Review of the SDPD's SRB Report so that the Board would have a procedure in place to address the case that was placed on hold. For several months, the CRB worked on developing the procedure for the review of SRB reports.

At its May 28, 2019 Open Meeting, the CRB approved an Operational Standing Rule on the Review of the SDPD's SRB Report. The procedure sets forth that when the SRB completes its review of tactics, training and equipment with regard to an officer-involved shooting, the Chief of Police sends a copy of the SRB report to the CRB via the CRB's Executive Director. The report is assigned to the CRB Team that originally reviewed the officer-involved shooting case. The CRB Team will then review the SRB report, referring to the original Team Case Report and related IA documentation, as needed. If the Team has questions or concerns about the SRB report, the Team may request the Executive Director or Board Chair contact the Chair of the SRB or the Executive Assistant Chief of Police to seek clarification. The Team will then provide the full Board an oral summary of the findings of the SRB during closed session, including a short summary of the facts in the original Team Case Report. The Team will read the Shooting Review Board's report and verbally share any Team comments. No vote of the CRB Board is required. If the Board has concerns, however, it may vote to have the Board Chair send a letter to the Chair of the SRB and/or the Chief of Police.

The Board's decision on the SRB report that was placed on hold due to the Team's disagreement will be presented in the fiscal year 2020 Annual Report.

Body Worn Cameras

Several years ago, when SDPD officers began wearing body worn cameras (BWC), the CRB saw a higher percentage of officers not using his/her BWC. Due to the change in the BWC policy and officers continued use of BWCs, the CRB has seen a higher percentage of officer compliance with SDPD's BWC policy.

In fiscal year 2019, out of the 59 cases reviewed by CRB teams, officers were issued body worn cameras in 57 cases. The BWC data in this report will focus on the usage of 123 subject officers in the 59 cases reviewed by the CRB in fiscal year 2019. Out of the 123 subject officers, 116 officers were issued BWCs and seven officers were not issued BWCs. According to the collected data, 13 subject officers were issued BWCs, but the BWCs were: not activated, activated intermittently, not turned on because the officer was not on official business, not working, activated after the incident, and not activated because the officer was not on the scene. Nine of the 13 subject officers were issued discipline for violating SDPD's BWC policy for: failing to inspect the BWC, turning on the BWC after the incident, not activating the BWC, and activating BWC intermittently. Two subject officers who did



not activate his/her BWCs did not violate SDPD's BWC policy due to the nature of the call. In conclusion, 85% of the 123 subject officers in the 59 cases reviewed by the CRB in fiscal year 2019 followed SDPD's procedure for activating his/her body worn camera. The CRB feels strongly that these videos are helpful in the CRB reaching decisions on cases.

Case Demographics

Characteristics of Complainants

In fiscal year 2019, 59 cases reviewed by the CRB contained demographics of 64 complainants. Of the 59 cases, 43 were filed by male complainants and 21 were filed by female complainants. The number of complainants may be larger than the number of cases because more than one complainant's name can be listed on a single complaint form.



Figure 9: Comparison of Race/Ethnicity of the Complainant (FY 2019 & FY 2018)

Figure 9 shows the race/ethnicity breakdown of complainants who provided information for statistical purposes in fiscal years 2019 and 2018. In fiscal year 2019, 35 of the complainants identified as African-American, 17 complainants identified as Caucasian, nine complainants identified as Hispanic, two complainant's race/ethnicity were unknown, and one complainant identified as Asian. In fiscal year 2018, the largest number of complainants in cases reviewed and closed by the CRB were also African-American.

Characteristics of Subject Officers

Historically, officers who are subjects of complaints reflect the racial/ethnic/gender makeup of the Police Department in which they work. Figure 10 in fiscal year 2019, shows a total of 123 officers were the subjects of the 59 cases reviewed by the CRB. Most of the officers who received complaints against them were males (113). A total of ten female officers received complaints against them during this period. Of the 123 officers that received complaints against them: 82 were Caucasian, 21 were Hispanic, 11 were African-American, five were Asian, two were Filipino, one was Latino, and one was Middle Eastern.



Figure 10: Race/Ethnicity of Subject Officers (FY 2019)

SUMMARY OF FY2019 CRB ACTIVITIES

Over the years, the CRB has reviewed hundreds of citizen complaints in Closed Session, as

required by California Law. The **CRB** meets in Closed Session every second and fourth Tuesday of each month to review cases. These discussions involve confidential personnel issues and are closed to the public. During fiscal year 2019, the Board convened in open session on the fourth Tuesday of each month at 6:00 p.m. The public is always welcome to attend the open session meetings of the CRB and is encouraged to share their views about the complaint process or police practices and/or issues. The CRB does not discuss



specific cases in these open sessions. There is a public comment period held at the beginning of each open meeting. The CRB does not meet on the fourth Tuesday of December.

MEETINGS OF THE BOARD

In fiscal year 2019, the CRB met 20 times in Closed Session and 11 times in Open Session for business at various locations in the city of San Diego. In addition to its regularly scheduled meetings, the CRB held one community/working retreat and one special meeting. The retreat held on January 26, 2019, focused on the development of the Board's fiscal year 2019 work plan and a community panel presentation on "Collaboration Efforts Between Former Gang Members and Law Enforcement." The panelists were Pastor Jesus Sandoval, Executive Director of the Commission on Gang Prevention and Intervention; Arthur Soriano, Lived Experience Expert; and Irving Santos, Community Mentor. The special meeting held on July 10, 2018, was for the CRB election of officers for fiscal year 2019. The open meetings, special meeting, and retreat were open to the public.

COMMITTEE ACTIVITIES OF THE BOARD

The CRB is organized into committees which report on issues that come under their jurisdiction as established by the City Charter. The committees also propose activities or training to assist the CRB in performing its responsibilities. Summary reports of these committees' fiscal year 2019 activities are as follow:

EXECUTIVE COMMITTEE

The Executive Committee of the CRB is responsible for the jurisdiction over the health and welfare of the Board. During fiscal year 2019, the Committee met six times for business. Meetings were held on July 18, 2018, September 19, 2018, February 20, 2019, March 20, 2019, May 22, 2019, and June 19, 2019 at the American Red Cross Building located at 3950 Calle Fortunada in San Diego. CRB Executive Committee meetings were open to the public.

The FY 2019 Executive Committee Members were: Chair Joe Craver, 1st Vice Chair Brandon Hilpert, 2nd Vice Chair Taura Gentry, Rules Chair Doug Case, Outreach Chair Mary O'Tousa, and Recruitment and Training Chair Maria Nieto-Senour.

POLICY COMMITTEE

The Policy Committee of the CRB examines SDPD policy and procedural issues and makes recommendations to the full CRB. The Committee's recommendations are presented to facilitate the work of the CRB. The purpose of those recommendations is to clarify the relationship between the CRB and SDPD, to suggest policy reviews and, if appropriate, policy changes to SDPD, and to encourage dialogue and communication between the SDPD, the CRB, and the public.

The Committee's work ensures that citizens have a fair and effective means of registering and resolving complaints against officers whom they believe have executed their duties improperly. Moreover, policy recommendations initiated by the Committee are meant to provide long-term systemic procedural changes designed to help the Department better fulfill its mission of community-oriented policing. This proactive involvement of the CRB in helping to develop police policy has lasting benefits to the SDPD, its officers and the citizens of San Diego.

During this fiscal year, the Policy Committee met six times for business. Meetings were held on November 13, 2018, January 8, 2019, March 12, 2019, April 9, 2019, May 14, 2019, and June 11, 2019 at the Mission Valley Branch Library in San Diego.

In fiscal year 2019, the Policy Committee's items for discussion/review/action included the following:

1. Adopt a De-Escalation Policy

At its March 27, 2018 open meeting, the CRB made a recommendation to SDPD that SDPD adopt a de-escalation policy and use the Baltimore Police Department's policy as a model. The Police Executive Research Forum Guiding Principles on the Use of Force (2016) recommend that police departments adopt de-escalation as a formal agency policy. The CRB commends SDPD for its programs in training officers on deescalation techniques, but expectations for de-escalation need to be included in the Use of Force policy. The CRB believes that Baltimore's policy is balanced and recognizes that de-escalation is not possible or appropriate in all circumstances.

In fiscal year 2019, SDPD Chief David Nisleit agreed with the CRB's recommendation that SDPD adopt a de-escalation policy.

Action Item Status: SDPD Chief Agreed to Adopt a De-Escalation Policy

2. Prohibit Officers from Viewing Body Worn Camera Video of Others

At its April 24, 2018 open meeting, the CRB made a recommendation to SDPD that SDPD establish a policy that would prohibit officers from viewing surveillance videos or body worn camera videos of other officers prior to being interviewed by IA.

Action Item Status: SDPD has not reached a decision on this recommendation. The Policy Committee will revisit this recommendation at a future meeting.

3. SDPD Use of Force Procedure: Carotid Restraint

At its May 22, 2018 open meeting, the CRB made a recommendation to SDPD to remove the carotid restraint from SDPD's Use of Force Department Procedure 1.04 for Active Resistance Behavior and retain for Assaultive or Life-Threatening Behavior. If SDPD uses the carotid restraint on a person, the person must be transferred immediately to a medical facility.

In fiscal year 2019, SDPD Chief Nisleit's response to the CRB recommendation was to **not** remove the carotid restraint from SDPD's Use of Force Department Procedure 1.04 for Active Resistance Behavior. Chief Nisleit agreed to update SDPD's procedure to require that:

- 1. If a SDPD officer uses the carotid restraint on a person, the officer must transfer the person immediately to a medical facility for a medical exam.
- 2. SDPD officers will be trained annually instead of every two years.
- 3. There will be an addition to the Use of Force Policy that would require officers to de-escalate situations.

Action Item Status: Partially Implemented

4. Documentation of Evidence

The CRB recommends that when any branch of the SDPD shares evidence with the San Diego Medical Examiner's Office regarding an in-custody death or officer-involved shooting, SDPD must thoroughly document in writing each piece of evidence shared with the Medical Examiner, including, but not limited to, body worn camera footage.

SDPD should document the date and time the evidence is shared, the title of the evidence, who it was shared by, whom it was shared with, whether the Medical Examiner retained the evidence, and in the case of body worn camera footage, the date and time the video was shown, the title of each video clip shown, whether each video was viewed in its entirety, and the names of everyone (including SDPD personnel) who viewed the video(s). This information must become part of the IA file and must be available for CRB members to review.

After considering the CRB's recommendation, SDPD Chief David Nisleit concluded that the conclusions made by SDPD's Homicide Unit and the Medical Examiner's Office to be thorough and complete. There is no indication that information is being overlooked or missing from either department's reports.

Action Item Status: SDPD Chief will not implement this recommendation

5. Procedure & Guideline for SDPD Complaint Intake

Background: In fiscal year 2019, the Policy Committee was made aware of concerns about the classification of complaints by IA. The Committee agreed that a clarification of the process is needed in IA to classify when a complaint is investigated informally. Complainants should not be persuaded into his/her complaint being investigated informally. Committee Chair Hilpert drafted four recommendations that would improve the classification process. The Committee discussed the draft recommendations and suggested edits to the Committee Chair to consider. The Committee Chair is working on incorporating the edits into the recommendations.

Discussion Item Status: Item in Process

6. Modify SDPD Procedure 1.10: Citizen Complaints, Officer-Involved Shootings, and In-Custody Deaths; Receipt, Investigation and Routing-Section VI A(10)

Background:

A member of the public filed a SDPD policy recommendation with the Policy Committee because the individual was not allowed to be a support person and accompany another person to view his/her body worn camera video in the IA office. The Committee agreed that only CRB members can forward recommendations to the Policy Committee and a complainant who submits a complaint on behalf of someone else, cannot be a part of viewing the same complaint. Since this is already in SDPD's policies and procedures, the Committee voted unanimously to close this item with no recommendation to SDPD.

Discussion Item Status: Item Closed

7. Modify SDPD Procedure 1.49: Axon Body Worn Cameras -Section Q7(N)

SDPD should document the date and time the evidence is shared, the title of the evidence, who it was shared by, whom it was shared with, whether the Medical Examiner retained the evidence, and in the case of body worn camera footage, the date and time the video was shown, the title of each video clip shown, whether each video was viewed in its entirety, and the names of everyone (including SDPD personnel) who viewed the video(s). This information must become part of the IA file and must be available for CRB members to review.

After considering the CRB's recommendation, SDPD Chief David Nisleit concluded that the conclusions made by SDPD's Homicide Unit and the Medical Examiner's Office to be thorough and complete. There is no indication that information is being overlooked or missing from either department's reports.

Action Item Status: SDPD Chief will not implement this recommendation

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A member of the public filed a SDPD policy recommendation with the Policy Committee because the individual was not allowed to be a support person and accompany another person to view his/her body worn camera video in the IA office. The Committee agreed that only CRB members can forward recommendations to the Policy Committee and a complainant who submits a complaint on behalf of someone else, cannot be a part of viewing the same complaint. Since this is already in SDPD's policies and procedures, the Committee voted unanimously to close this item with no recommendation to SDPD.

Discussion Item Status: Item Closed

7. Modify SDPD Procedure 1.49: Axon Body Worn Cameras -Section Q7(N)
Background: A member of the public filed a SDPD policy recommendation with the Policy Committee. Since there is no procedure in place for members of the public to file a policy recommendation with the Committee, the Committee agreed that 2nd Vice Chair Taura Gentry will discuss the recommendation with the member of the public and ask the individual to resubmit the recommendation to Ms. Gentry. Ms. Gentry would submit the recommendation to the Committee.

Discussion Item Status: Item in Process

8. Modify SDPD Procedure 1.49: Retention of Digital Evidence

Background: In fiscal year 2019, the Policy Committee investigated whether there was a policy for SDPD to retain body worn camera video until the investigation is complete. The Committee unanimously agreed that SDPD already has a retention schedule policy for body worn camera video.

Discussion Item Status: Item Closed

9. Development of Third-Party Mediation

Background: In fiscal year 2019, the Policy Committee continued its discussions on the development of a mediation program. Select Committee members agreed to continue its work on researching other mediation programs and bring the information back to the Committee. The Committee believes that this is one way to bridge the relationship between the SDPD and the Community.

Discussion Item Status: Item in Process

10. Best Practices Research for Law Enforcement Investigations Involving Discrimination Allegations

Background: In fiscal year 2019, the Policy Committee discussed whether there is a different way for the SDPD to investigate allegations of discrimination by SDPD officers. CRB member Patrick Anderson volunteered to research and compile data on:

- 1. What are the best practices for investigating claims of discrimination?
- 2. How do other investigatory departments determine whether implicit bias, racial profiling, and/or other forms of discrimination occurred?

Discussion Item Status: Item in Process

11. Procedure and Statistics for Internal Affairs Tolling of Cases

Background: In fiscal year 2019, the Policy Committee discussed what happens when a case is tolled by IA. According to IA, the tolling of cases occurs if it is an officerinvolved shooting case and/or if the case involves a civil suit. IA will not give the CRB a case until the case is complete. The Committee requested statistics from IA on the cases that are tolled. IA agreed to provide the Committee with statistics at its Executive Committee Meeting in July 2019.

Discussion Item Status: Item in Process

12. Complaint Process Guide Card Issued to All Sworn Personnel

Background: In fiscal year 2019, the Policy Committee continued its discussion on the development of a Complaint Process Guide Card and how to condense the complaint process to make it fit on the card. The purpose of the card is to be used as an information tool for SDPD sworn personnel. This item was tabled until the information on the joint complaint form was finalized.

Discussion Item Status: Item in Process

13. Require that SDPD officers provide and/or call for medical assistance in all situations where a person shows signs that they might be in medical distress

After discussing this item, the Policy Committee tabled this item for further discussion by the Committee. Although there is already a policy in place that requires SDPD officers to provide and/or call for medical assistance in all situations where a person shows signs that they might be in medical distress, there is still a concern that medical information between the complainant and SDPD officer is not being communicated to the paramedics.

Discussion Item Status: Item in Process

14. Recommend that the SDPD non-emergency line be made into a toll-free number to aid in the effort of providing community members the ability to access public safety resources.

The Policy Committee agreed to close this item without making a recommendation to the SDPD because a 211 toll-free number already exists for the community to make collect calls and access public safety resources.

Discussion Item Status: Item Closed

The FY 2019 Policy Committee members were: Committee Chair Brandon Hilpert, Chair Joe Craver, 2nd Vice Chair Taura Gentry, Patrick Anderson, Doug Case, Ramon Montano, Pauline Theodore and Nancy Vaughn.

CONTINUING EDUCATION COMMITTEE

The Continuing Education Committee is a standing committee of the CRB responsible for assuring that each CRB member receives appropriate training and experience so that members can fully and properly evaluate citizen complaints, officer involved shootings and in custody deaths.

During this period, the Committee provided several education and training opportunities to members and prospective members of the CRB. The trainings provided were made possible through the combined efforts of the Committee, individual CRB Members, members of San Diego City organizations, the SDPD and the Regional Public Safety Training Institute (Regional Academy). A regular schedule of training presentations was provided to members and prospective members at the CRB's monthly open session meetings. Based on CRB member and community feedback, the Committee agreed to host a panel discussion on Police Perjury. The Police Perjury Panel Discussion was scheduled to take place in July of 2019.

In addition to the formal group training, individual CRB members took advantage of individual educational opportunities such as:

- Ride-Alongs
- ✤ Effective Interaction Trainings
- In-Service and Regional Academy classes
- Inside the SDPD overview sessions included Use of Force, DUI Stops, Mock Vehicle Stops, Firearms Training Simulator and a K-9 Demonstration

Members discussed their ride-along and training activity experiences in the open sessions of meetings.

TRAINING TOPICS

During fiscal year 2019, the training topics presented at the CRB's open session meetings included:

"Update from the Mayor's Office" (presented by Dr. Joel Day- Director of the City of San Diego Office of Boards and Commissions) July 24, 2018, at Valencia Park/Malcolm X Branch Library

"The Ralph M. Brown Open Meetings Act) (presented by CRB Outside Counsel Christina Cameron, Esq.) September 25, 2018, at Mission Valley Branch Library

"Maximum Restraint WRAP Demo Presentation" (presented by SDPD Captain Alberto Leos and Defensive Tactics Instructor Ken Kries) January 22, 2019, Cherokee Point Elementary School

"Overview of the San Diego Police Department's Neighborhood Policing Unit" (presented by SDPD Captain Scott Wahl) February 26, 2019, at Cherokee Point Elementary School "Update from the Mayor's Office" (presented by Dr. Joel Day- Director of the City of San Diego Office of Boards and Commissions) March 26, 2019, at Valencia Park/Malcolm X Branch Library

"Overview of the San Diego Police Department's Wellness Unit" (presented by SDPD Sergeant Edwin Garrette) April 23, 2019, at Balboa Park Club, Santa Fe Room

"Mid-City Division Community Relations Officers' Responsibilities, Resources, & Communications with Members of the Community" (presented by SDPD Community Relations Officer Danny Medina) May 28, 2019, at Cherokee Point Elementary School

"San Diego Police Department Southeastern Juvenile Services Team's Purpose, Responsibilities, Resources & Communication with Juvenile Groups, Schools, and Community" (presented by SDPD Sergeant Harold Oliver) June 25, 2019, at Valencia Park/Malcolm X Branch Library

The FY 2019 Continuing Education Committee members were: Committee Chair Taura Gentry, Greg Daunoras, and Marissa Yenpasook.

RECRUITMENT AND TRAINING COMMITTEE

The Recruitment and Training Committee of the CRB is a standing committee which is responsible for identifying, recruiting, interviewing and retaining members for the CRB.

To ensure fairness and diversity on the CRB, this Committee is responsible for the recruitment of new members to the CRB. There is an interview process where the applicant is interviewed by a panel. The panel consists of: CRB members, past and present CRB Chairs and the CRB's Executive Director. The panel reviews and chooses from amongst the applicants. A background check is conducted on those selected by the Committee. Only those applicants that pass the background check are appointed by the Mayor and confirmed by the City Council. The Mayor selects individuals who went through the application process and background check prior to the appointment and confirmation process. Members of the CRB are recruited from throughout the city of San Diego and are rigorously trained through a variety of activities including community discussions, presentations, ride-along with SDPD officers, police procedure, policy classes at the Miramar Regional Public Safety Training Institute and experience reviewing cases under the supervision of CRB officers and team leaders. This training is crucial so that when it is time to review cases, they are reviewed with care, intelligence and knowledge. The public can be confident that the CRB is interested in a fair and complete process that neither advocates for the public nor for the officer.

Although the Mayor appoints members to the CRB, to ensure a process that is fair to all, members of the City Council are encouraged to nominate individuals to the Mayor.



At the beginning of fiscal year 2019, the CRB had 14 appointed members, two prospective members (members in training) and nine vacancies. Upon the implementation of Measure G, eight vacancies were filled with new members and one prospective member. At the end of the fiscal year, the CRB had two vacancies. The new members were trained by the members of the Committee over a period of two months.

The training consisted of the following nine components:

Component 1 - Overview of CRB & IA and SDPD Headquarters Tour

Component 2 - SDPD Use of Force & Laws of Arrest Procedures

- Component 3 SDPD Policies & Procedures, IA Process, and Ride -Along Procedures
- Component 4 CRB Policies & Procedures
- Component 5 Overview of Case Review & New Member Assignment to CRB Team
- Component 6 Participate on Community Bus Tour
- Component 7 Attendance at CRB Closed Session Meeting
- Component 8 Educational Learning Topics: Cultural Sensitivity/Implicit Bias/Trauma-Informed Care

Component 9 - Attendance at CRB Closed & Open Session Meetings

The Committee identified ways to improve its interview panel such as adding a representative from various community organizations and revising its interview questions. The Committee also created a script and informational card for members to use for recruitment purposes. The development of the CRB's new Training Academy was a major priority of the Committee in fiscal year 2019. The Committee also created a flow chart of the Recruitment Process.

In fiscal year 2019, the Committee met six times for business. Meetings were held on July 13, 2018, February 19, 2019, April 18, 2019, May 9, 2019, May 21, 2019, and June 18, 2019 in the Civic Center Plaza Building – 1200 Third Avenue, Suite 924.

The FY 2019 Recruitment and Training Committee Members were: Committee Chair Maria Nieto-Senour, Chair Joe Craver, 2nd Vice Chair Taura Gentry, Doug Case, Sheila Holtrop, Kevin Herington, Mary O'Tousa and Nancy Vaughn.

OUTREACH COMMITTEE

The Outreach Committee is a standing committee of the CRB which is responsible for educating the public and the police department regarding the functions of the CRB through printed materials, community meetings, the CRB website, and SDPD trainings. Committee members continue to look for additional opportunities to provide information to the public. These opportunities include police subdivision outreach, line–up presentations, attending Inside SDPD, as well as other outreach opportunities throughout the city.

During fiscal year 2019, the Committee continued to be extremely active throughout the city attending more than 170 community events, trainings, and meetings. Some of those events, trainings, and meetings were as follows: SDPD 2nd Annual Honoring Black Officers Gala and Planning Committee, City Council Meetings, One San Diego Pride Parade, Martin Luther King Jr. Breakfast, Martin Luther King Jr. weekend activities, Alliance San Diego's All People's Celebration, Southeastern San Diego Community Meetings, City Heights/Mid-City San Diego Community Meetings, Central/Downtown Community Meetings, Northern San Diego Community Meetings, Eastern San Diego Community Meetings, City Council Public Safety and Livable Neighborhood Meetings (three), SDPD Captain's Advisory Board Meetings, Citizens Advisory Board on Police Community Meetings, SDPD National Night Out Community Events, ACLU Community Forum on Police Accountability, SDPD Coffee With A Cop events in Northeastern, Mid-City, Southeastern, Eastern, and Northern San Diego Neighborhoods, Pillars of the Community First Saturdays, Juvenile Justice Summit, One San Diego Better A Block in Southeastern San Diego (two), SAY San Diego Fifth Annual Unity Games, San Diego Pacific Islander Festival, Pacific Beach Town Council Annual Police & Emergency Services Appreciation Night, San Diego Chinese New Year Celebrations, San Diego TET Festival, Building Trust Partnership Workshop Series, SD Asian Cultural Festival, Community Engagement Bus Tour with SDPD & Probation, Voice & Viewpoint Annual Gala, Community Assistance Support Team Meetings, SD Cooper's Family Annual Juneteenth Celebration, Inside SDPD Community Trainings, SDPD Effective Interactions Trainings, BAPAC San Diego Meetings, Hispanic Heritage Month activities and events and many more.

The Committee continued promoting awareness of the complaint process. It also engaged in building collaborative community relationships in San Diego by becoming highly visible in the communities. The CRB set up informational booths at various community events. The Committee continued advising the SDPD on community best practices for the Inaugural Honoring Black Officers Awards Gala. This effort helps the SDPD drive their focus of community policing to enhance the relationship with the African–American communities in San Diego.

The Executive Director also assists with educating the public, various agencies, and the SDPD on the functions of the CRB as well as current topics in citizen oversight of law enforcement. She continues to make regular presentations to various organizations about the CRB and has attended many community events and meetings in fiscal year 2019. The

CRB's website continues to be maintained and updated on a regular basis. The Executive Director also maintains a calendar of CRB trainings, meetings and events. This calendar is available on the CRB website and at CRB open meetings.

In fiscal year 2019, the Committee met twice for business. Meetings were held on February 27, 2019 and May 24, 2019 in the Civic Center Plaza Building – 1200 Third Avenue, Suite 924.

The FY 2019 Outreach Committee Members were: Committee Chair Mary O'Tousa, Chair Joe Craver, 2nd Vice Chair Taura Gentry, Maxine Clark, Steve Hsieh, Alex Hu, Bonnie Kenk, and Ernestine Smith.

RULES COMMITTEE

The Rules Committee is a standing committee of the CRB responsible for evaluating bylaws and procedure recommendations from Board members. This Committee is also responsible for ensuring that any proposed amendment does not violate or conflict with any existing provision in the bylaws or in other rules that govern the Board.

On July 20, 2018, the City Council adopted the Measure G implementation ordinance and CRB Standard Operating Procedures (SOP), which became effective on August 19, 2018. The Committee drafted new CRB Bylaws and an Operational Standing Rule on Case Review Procedures to be consistent with the ordinance and SOP, and these were approved by the Board on September 25, 2018.

In fiscal year 2019, the Committee finalized and the Board approved the Operational Standing Rule on Category II Audits. Team leaders were trained and the new procedure was implemented, thereby ensuring that all formal complaints receive some level of civilian oversight.

The Committee drafted and the Board approved an Operational Standing Rule on the Review of Shooting Review Board Reports. The Shooting Review Board is an internal committee of the SDPD which reviews office-involved shootings and makes recommendations on tactics, training and equipment.

In fiscal year 2019, the Committee drafted and the Board approved a Tactical Plan for the CRB for Fiscal Years 2019 -2020. All City boards and commissions were requested to develop such a plan. The CRB's plan includes five goals, with corresponding objectives, initiatives, performance indicators and targets:

- 1. To ensure that complaints against SDPD officers are investigated thoroughly, completely and fairly, giving equal consideration to community members and police officers alike.
- 2. To advocate for policies that promote fair and humane policing and ensure the safety of both community members and police officers.
- 3. To operate transparently, keep the community informed about the activities of the Board, and provide opportunities to receive public input on the Board's operations.

- 4. To encourage persons with complaints about the actions of SDPD Sworn Personnel to file a complaint and widely publicize the procedures for filing a complaint to make the process as simple as possible.
- 5. To ensure that the Board reaches and maintains an expert level of understanding of policies and procedures through ongoing training and education.

Finally, the Committee explored options for publishing redacted case summaries so that the CRB could be more transparent by giving the public more details about its findings, within legal constraints that protect privacy rights of law enforcement officers.

During this fiscal year, the Committee met seven times for business. Meetings were held on July 13, 2018, August 14, 2018, September 12, 2018, November 19, 2018, March 19, 2019, April 16, 2019, and May 13, 2019. The meetings were held in the Civic Center Plaza Building – 1200 Third Avenue, Suite 924.

The FY 2019 Rules Committee members were: Committee Chair Doug Case, Chair Joe Craver, 2nd Vice Chair Taura Gentry, Diana Dent, Ramon Montano, Nancy Vaughn, and Marty Workman.

HANDBOOK COMMITTEE

The Handbook Committee is an ad hoc committee tasked with revising the resource notebook provided to CRB members. In fiscal year 2019, the Committee decided that the most essential documents should be included in a CRB Handbook that will be provided to all new members during their training. The Committee also completed the task of determining the contents for the new CRB Handbook. In the next fiscal year, the handbooks will be produced and made available online, along with a variety of other resource materials, on the CRB's website.

During this fiscal year, the Committee met five times for business. Meetings were held on February 13, 2019, March 20, 2019, April 3, 2019, May 8, 2019, and June 5, 2019. The meetings were held in the Civic Center Plaza Building – 1200 Third Avenue, Suite 924 and at Ashford University – 8620 Spectrum Center Blvd.

The FY 2019 Handbook Committee members were: Committee Chair Doug Case, Poppy Fitch, and Pauline Theodore.

Member Time Commitment

During fiscal year 2019, 21 of the 24 CRB members reported data on the amount of time spent by CRB members on CRB duties and educational opportunities. Three of the 24 members did not log his/her hours using the form and/or the new tracking system. Three of the 24 members are no longer on the Board. The members who reported his/her volunteer hours reported a total of approximately 4,363 hours of participation in CRB duties and educational opportunities. Of the hours reported, 719 hours were spent in training (Community Workshops, Inside SDPD, PERT, Ride–Alongs, SDPD Menu Training, Tours, CRB Retreat); 117 hours in Conferences/Seminars; 199 hours in Community Outreach Events; 1,472 hours in case review; 1,312 hours in Meetings (CRB Board and Committee Meetings, Community Meetings, Meetings with Officials); and 544 hours in other CRB Duties (Administrative Duties, Committee Assignments, Emails and News Articles, Presentations). The number of hours reported in this fiscal year was higher than the reported 3,769 hours in fiscal year 2018. This can be attributed to the increased number of members to the CRB. It should also be noted that fiscal year 2019 CRB member hours are more than likely higher than the reported 4,363 hours because not all member hours were logged into the database and some members may not have logged in all his/her hours.

Conclusion

Over the last 30 years, the relationship between the CRB and IA has matured into one which is cooperative rather than adversarial. The CRB and IA recognize the importance of a respectful, professional, and productive working relationship. While the CRB and IA have a cooperative relationship, the CRB understands its role to be fair and objective in evaluation complaints against San Diego Police Department officers and current San Diego Police Department policies and procedures. Each Board member takes this responsibility very seriously. Because of the way cases are reviewed, the relationship with IA, and the awareness in the community of our impartiality, the CRB is nationally recognized as an effective model of civilian oversight of law enforcement. This report reflects the work that the CRB continues to engage in to make the City of San Diego's oversight of law enforcement work under the Charter.

The CRB and IA will continue to work collaboratively to provide a complaint process that will enhance and provide safe neighborhoods for all. The CRB welcomes community input and encourages individuals who may feel mistreated or may feel that an officer is violating policy and procedures to file a complaint.



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