

September 7, 2021
Police

**TITLE: BI-ANNUAL UPDATE TO THE CITY COUNCIL REGARDING POLICE
DEPARTMENT OPERATIONS, SERVICES AND ACTIVITIES**

SUMMARY

Following a staff presentation on October 1, 2020, Council directed staff to implement a Community Advisory Board and to present an update to Council on community policing and department operations twice per year. This report is the first of those updates and will include information on calls for service, crime trends, use of force, personnel investigations, crisis response, community policing programs as well as current and future initiatives.

STAFF RECOMMENDATION

Receive update on community policing and police department operations, services and activities.

FINANCIAL STATEMENT

Receiving the report does not create immediate impacts to the City's operating budget.

BACKGROUND

After the murder of George Floyd, the Council initiated outreach opportunities with the community in the form of listening sessions, a review of the police department's Use of Force policy and an update on the implementation of the recommendations from President Obama's Task Force on 21st Century Policing. Two outcomes from the meeting on 21st Century Policing was the formation of a Community Advisory Board and initiating the practice of providing bi-annual reports to the City Council on community policing strategies and department updates. This first bi-annual report will provide a general update to include calls for service, crime trends, use of force incidents, personnel investigations, and current and future initiatives.

DISCUSSION

The police department continues to provide a service model that supports a "no call too small" philosophy in its work. The department is authorized for 83 sworn positions and 35 professional staff under the leadership of the Chief of Police. The department has two Captains who serve as Division Commanders who provide oversight and direction for the Operations and Investigations divisions. The Operations Division includes uniform patrol, traffic, special events, crime prevention and animal services. The Investigations Division includes Professional Standards, Criminal Investigations, Special Enforcement, Youth and Community Services, Dispatch and Records.

Community Policing and Engagement

While some engagement efforts were curtailed due to the pandemic, the police department continued to maintain a focus on community policing. Community policing takes many forms and is grounded in a "no call too small" philosophy of service. This high-touch level of service is a long-standing cornerstone of the police department's service model. While a focus on community projects previously existed, a formal tracking mechanism was not in place. The department implemented a tracking mechanism that better ensures coordinated efforts from our six patrol teams to provide a single point of coordination even though multiple officers are involved in the solution – resulting in a higher level of ownership and follow-through for the resident.

Other community policing strategies include engagement efforts such as crime prevention, youth and adult programming and social media as further described below.

Crime Prevention. A community's safety is directly related to its ability to prevent crime. While crime is prevented through proactive patrols, the primary strategy for crime prevention is to make committing a crime more difficult for offenders. Since property crime is the most prevalent crime type, the Department's crime prevention efforts are focused on how to make homes, businesses and vehicles less appealing to thieves.

Prior to the pandemic, crime prevention efforts occurred in person at community meetings; however, COVID 19 expanded crime prevention to virtual settings. The Department's Crime Prevention Officer, who also serves as the President of the California Crime Prevention Officers Association, has coordinated dozens of Neighborhood Watch meetings using virtual platforms. These virtual settings also assisted in facilitating a city-wide community safety meeting focused on concerns

specific to the Asian-American and Pacific Islander community after a series of assaults in the County.

The Department and community are excited to re-engage community in-person. Crime Prevention celebrated the return of National Night Out on August 3rd. With approximately 40 block parties where officers and support staff interacted with community members to highlight crime prevention tips and community safety.

The Crime Prevention Officer proactively reaches out to diverse groups within Pleasanton. Presentations tailored for specific audiences include Sunflower Hill and business groups. Additionally, the Crime Prevention Officer coordinated the first "Movie Night" held by bilingual officers at the Las Ventanas Apartments.

In an effort to be more in touch with those visiting Pleasanton, crime prevention began a program to build relationships with local hotel management through regular meetings. This on-going effort may expand to reach property managers for apartment complexes.

The Department's crime prevention strategy includes using strategic outreach and technology to build relationships with the community. Crime Prevention's focus in 2022 will ensure an appropriate balance of in-person and virtual outreach to maximize engagement.

Youth Community Engagement Programming. Developing the youth of Pleasanton and building positive relationships are two of the goals of the Department's youth programming. This occurs primarily through the Police Explorer program, the Teen Academy and School Resource Officers.

The Police Explorer program is designed to educate and involve youth in police operations, to educate youth about potential careers in the field of law enforcement, and to help strengthen relationships with youth. The program is based on the "Learning for Life" school and community-based program affiliated with the Boy Scouts of America emphasizing education, character building, and leadership development. Explorers are trained in various law enforcement tasks and assist at community events. Experience as a Police Explorer provides youth the opportunity to prepare themselves for future roles as citizens, community members, and leaders. The Explorer program moved to an online format to stay engaged during the pandemic and returned to outside in-person meetings/trainings on May 6th. Currently, there are 17 explorers with seven advisors.

The Teen Academy is a three-week summer program designed to promote a stronger partnership between the Pleasanton Police Department and the youth it serves. Participants get a unique opportunity to learn about law enforcement procedures from our staff, including topics as patrol procedures, dispatch communications, SWAT, investigations, juvenile traffic issues, K-9, evidence collection and animal services. The Teen Academy is available to local high school students, between the ages of 14 and 18. This program consists of nine classes that are three hours each. Due to COVID 19, we did not have the Academy in 2020. This summer's Teen Academy graduated ten people on July 22nd.

Adult Community Engagement Programming. Adult programming takes the form of the Citizen's Police Academy (CPA) and Volunteer in Police Services (VIPS). The CPA is designed to strengthen relationships with the community through education and exposure to law enforcement. Dating back to 2000, the CPA has become an educational fixture at the police department and covers topics such as patrol, K-9, crime prevention, and use of force. This 15-week program offers a rare, in-depth learning experience for community members to meet with the police department, learn from subject matter experts and engage in productive Q&A sessions. As a supplement to the curriculum, activities include a guided tour of Santa Rita Jail and hands-on training with a force options simulator.

Upon completion of the CPA, graduates are able to apply to the Volunteers In Police Service (VIPS) program. VIPS is another component of community policing and has been a vital part of the department since 1999. Volunteers are a force multiplier providing patrol officers more flexibility, faster response times, and more time to conduct investigations by handling calls that embrace the department's service-oriented philosophy but do not require the attention of a police officer. Our 19 volunteers are essential to the department's focus on community outreach. Volunteers can regularly be seen at community events as well as performing vacation checks at houses, assisting with searches for missing persons or with traffic control. Volunteers also assist with criminal investigations, records, background checks, and the juvenile diversion program.

The dedicated women and men in the VIPS program donate over 6,000 hours each year which represents a monetary value of over \$163,000 to the City of Pleasanton. Like most of our programs, the volunteers have seen limited duty due to COVID-19 and the returned to service on July 28.

Social Media. The police department's communication and engagement on social media has grown in recent years. As of July, 2021 the department has over 15,000 followers on Facebook, 9,300 on Twitter and over 4,800 on Instagram. Additionally, the department is active on NextDoor. By using these resources, the police department quickly and easily relays information to the public and media. Overall, the Department is careful to maintain a thoughtful and intentional cadence, so the public remains informed and empowered with important information.

The Department also follows other social media accounts to be aware of posts from the public that may impact public safety or have misinformation about an incident involving the police department. A recent example occurred when someone posted officers were involved in a shootout after a vehicle pursuit. In reality, there were no shots fired by the suspect or officers and officers arrested the suspect without incident. The department quickly dispelled this misinformation, and the post was deleted shortly thereafter.

In addition to the above-described programming, the department also hosts several community engagement events throughout the year. In 2020, prior to the pandemic, the Pleasanton Police Department hosted a Coffee with the Cop. Unfortunately, all other events were canceled due to safety precautions. For 2021, the Pleasanton Police

Department hosted National Night Out alongside our community with approximately 40 registered parties on August 3. The department also plans to host Cone with a Cop and a department-wide open house at a later date.

Department Operations

Police Activity and Response Times. The police department handled 58,630 requests for service in 2020 – 23,244 were self-initiated and 35,386 were calls for service. Table 1 below identifies the most frequent type of police activity for the first six months of 2021 as compared with a prior five-year average. 2021 is tracking similar to the average of the previous five years with the exception of patrol checks. It is more likely that officers are documenting patrol checks more frequently as opposed to conducting patrol checks more often.

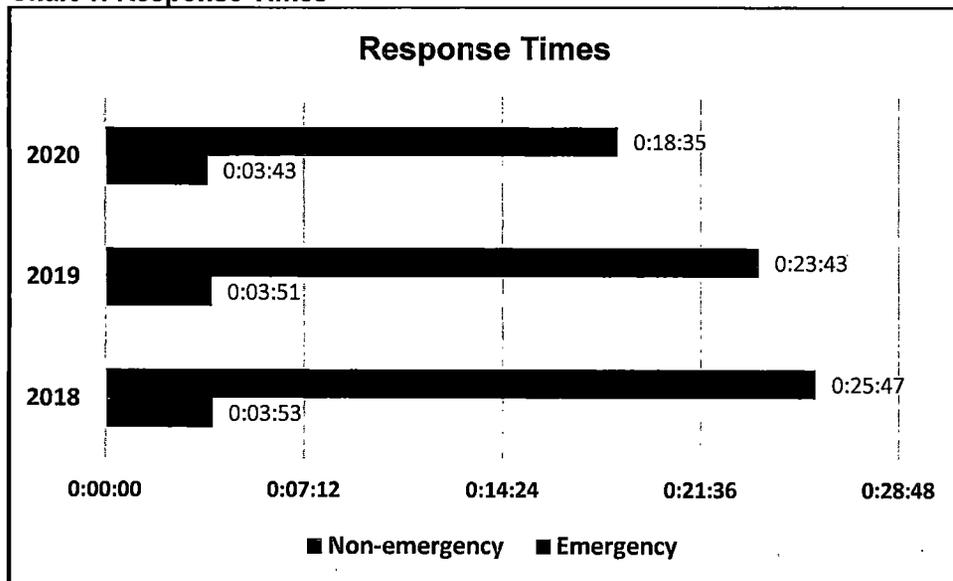
Police response time goals are established in the General Plan as 4:00 minutes for emergencies and 20:00 minutes for non-emergency calls for service. Average emergency response times in 2020 was 3 minutes 43 seconds and average non-emergency response time averaged 18 minutes 35 seconds. This is lower than prior years largely due to reduced traffic volumes which helped lower non-emergency response times.

Table 1: Police Activity

| | 2016-2019 | 2020 |
|--------------------|------------------|-------------|
| Traffic Stop | 13,404 | 6,274 |
| Patrol Check | 4,609 | 11,557 |
| Alarm | 3,817 | 3,032 |
| Suspicious Vehicle | 3,079 | 1,878 |
| Suspicious Person | 2,622 | 2,114 |
| Animal Call | 2,160 | 1,662 |
| Parking Complaint | 1,866 | 1,324 |
| Disturbance | 1,729 | 1,795 |
| Welfare Check | 1,496 | 1,580 |
| Pedestrian Stop | 1,279 | 1,022 |

A critical component of the department’s response time is the work of our Communications Division. When a resident has an emergency and calls 911, the call is answered within 15 seconds 97.83% of the time and within 20 seconds 99.42%. National standards for Public Safety Answering Point (PSAP) for answering emergency calls is that 90% of all 911 calls should be answered within 15 seconds and 95% of 911 calls should be answered in less than 20 seconds.

Chart 1: Response Times



Crime Trends. Incidents of crime fell during the early part of the pandemic and increased in late 2020. The most common types of crime are property and drug related, of which, a natural correlation exists. The most concerning crime trend in Pleasanton and regionally is the increased presence and use of firearms during the commission of a crime. In the first six months of 2021, officers responded to 11 calls for service where a firearm was discharged in the commission of a crime as well as others where a firearm was used but not fired. The police department has made arrests in two of the cases and the others are either under active investigation or the involved parties are uncooperative. 2018, 2019 and 2020 each had one incident where a firearm was discharged.

Other crime trends continue to be property related offenses. These offenses include catalytic converter thefts, grab and runs from Stoneridge Mall, as well as residential and auto burglaries.

Table 2: Crime Trends

| PART I CRIMES | 2016 | 2017 | 2018 | 2019 | 2020 |
|------------------------|--------------|--------------|--------------|--------------|--------------|
| Homicide | 0 | 0 | 0 | 0 | 1 |
| Rape | 12 | 14 | 6 | 12 | 11 |
| Aggravated Assault | 44 | 34 | 47 | 44 | 42 |
| Robbery | 45 | 53 | 57 | 56 | 40 |
| Violent Crimes | 101 | 101 | 110 | 112 | 94 |
| Burglary | 208 | 140 | 158 | 149 | 162 |
| Larceny/Theft | 1261 | 1416 | 1197 | 1386 | 941 |
| Stolen Vehicle | 136 | 120 | 112 | 97 | 90 |
| Arson | 2 | 5 | 3 | 4 | 5 |
| Property Crimes | 1,607 | 1,681 | 1,470 | 1,636 | 1,198 |
| TOTAL | 1,708 | 1,782 | 1,580 | 1,748 | 1,292 |

The Department has found much success through the investment of automated license plate readers (ALPR) throughout the City which has resulted in the identification and apprehension of stolen vehicles and also vehicles wanted for other felonious crimes. One recent example occurred when a vehicle wanted for evading arrest was captured twice in one-day on the license plate reader system. The vehicle was located in a fast-food drive-through. The suspect, an Oakland resident, fled on foot over a nearby fence and onto Interstate 580. Undercover officers observed the suspect attempting to carjack several vehicles on the freeway and ran onto the freeway to apprehend the suspect without incident. The suspect was wanted for several crimes including human trafficking, pimping of a minor, and a parole violation. The police department frequently receives hits on wanted vehicles through the use of the ALPR system where the majority of the wanted vehicles and suspects are from outside the Tri-Valley area.

Table 3 illustrates how the regional draw of Pleasanton contributes to crime as only 26% of people arrested by the police department have a Pleasanton address.

Table 3: Arrests by City/County of Residence

| City/County of Arrest | Number | Percentage |
|------------------------------|---------------|-------------------|
| West Alameda County | 978 | 20% |
| Contra Costa County | 247 | 5% |
| Danville | 24 | 1% |
| Dublin | 138 | 3% |
| Livermore | 397 | 8% |
| Modesto | 76 | 2% |
| Pleasanton | 1303 | 26% |
| San Joaquin County | 275 | 6% |
| San Ramon | 110 | 2% |
| Santa Clara County | 166 | 3% |
| Unknown | 255 | 5% |
| All Others | 934 | 19% |
| TOTAL | 4903 | |

Traffic Safety. Traffic safety continues to be an important priority for the community and Police Department. While traffic volumes were lower due to the pandemic, the traffic unit continued to serve as a versatile resource focused on traffic safety and enforcement. In addition to their other responsibilities, the team of one Sergeant and five motorcycle officers have been deployed to proactive patrols through the Arroyo Del Valle and have also been utilized for enforcement and search/rescue operations. This year's return to in-person school also brings a renewed focus on traffic safety around the schools.

The number of traffic citations issued also fell significantly during the pandemic. This was due to reduced traffic and an effort to minimize exposure risk to staff and the public by citing only the most egregious offenders. The data in Table 4 demonstrates how most traffic stops are adjudicated by type of citation: a moving citation is a safety related offense (commonly unsafe speed), mechanical (also known as a fix-it ticket), parking,

and courtesy (written warning). What is not captured are the stops resulting in an arrest or a verbal warning. For example, in 2020 officers made 6,274 total stops; however, only 3,713 were adjudicated with some form of a citation – 341 of which were courtesy citations. The vast majority of the 2,561 stops without a citation were verbal warnings which reflects a 60% rate of warnings instead of citations

To date in 2021, officers responded to two fatal traffic collisions both involving a pedestrian. In the first collision, the pedestrian was found to be the party at fault. The second collision resulted in misdemeanor vehicle manslaughter charges.

The traffic team has adopted a more strategic approach to traffic enforcement focusing on when and where collisions and complaints are occurring. This is done through a balance of reviewing statistical collision data and being responsive to traffic complaints.

Traffic officers have implemented a system to track the use of our radar trailers in order to maximize their deployment in the most effective areas and will be moving to full implementation of e-citations to streamline the processing of citations through the court Police Department process. The partnership with Traffic Engineering continues through collaboration on traffic calming projects where speed humps and other mitigation strategies are recommended.

Table 4: Traffic Data

| | 2016 | 2017 | 2018 | 2019 | 2020 |
|------------------------|---------------|---------------|--------------|--------------|--------------|
| Traffic Stops | 12,960 | 14,581 | 12,398 | 13,572 | 6,274 |
| Moving Citations | 3,587 | 3,364 | 2,909 | 3,267 | 1,512 |
| Mechanical Citations | 1,015 | 1,018 | 877 | 897 | 341 |
| Parking Citations | 1,602 | 1,511 | 1,313 | 1,503 | 674 |
| Courtesy Citations | 5,669 | 5,128 | 3,125 | 3,649 | 1,186 |
| TOTAL CITATIONS | 11,873 | 11,021 | 8,224 | 9,316 | 3,713 |
| Collision Responses | 1,173 | 1,192 | 1,141 | 1,011 | 591 |
| Injury Collisions | 230 | 221 | 204 | 195 | 117 |

Homelessness. The Department continues to invest in serving the unhoused with two dedicated officers. In the past year, approximately 20 residents were placed into temporary or permanent housing. Some of the previously unhoused found shelter through the Safer Ground program in Livermore. Safer Ground closed on July 31 and while some of the residents were placed into longer-term housing solutions others will likely return to Pleasanton which will result in an increased presence, encampments and calls for service. The Homeless Outreach Team is partnering with service providers to address the anticipated need for services.

Use of Force. Section 835a of the California Penal Code and Pleasanton Police Department Policy 300 governs the use of and provides the authority to use force in the officers' role as community guardians. When force is used, a police department

supervisor conducts and documents an internal review. The supervisor's findings are reviewed by the Watch Commander, Division Commander, Force Options Manager and the Chief of Police to ensure policy compliance and evaluate if any additional training or equipment is needed to strengthen the department's response in future incidents.

Table 5 provides a detailed summary of use of force incidents since 2017. The department changed its reporting structure in 2017 to capture incidents where a lower level of force was used. As such, 2017 is the first year of available comparative data. This same data set, without years 2020 and 2021, was provided to Council in October 2020 and is available on the Policing in Pleasanton website at policing.cityofpleasantonca.gov.

The most frequent type of force used is a control hold. A control hold a technique used to gain or maintain control of a resistive subject.

Table 5: Use of Force

| Incidents | 2017 | 2018 | 2019 | 2020 | Total |
|-------------------------|-----------|-----------|-----------|-----------|------------|
| Control Hold | 23 | 24 | 28 | 25 | 100 |
| OC Spray | 0 | 0 | 0 | 0 | 0 |
| Impact Instrument | 0 | 1 | 0 | 0 | 1 |
| Conducted Energy Device | 0 | 11 | 0 | 3 | 14 |
| Kinetic Energy Device | 0 | 0 | 1 | 1 | 2 |
| Canine | 1 | 1 | 1 | 1 | 4 |
| Carotid Control Hold | 0 | 1 | 2 | 0 | 3 |
| Firearm | 1 | 0 | 0 | 0 | 1 |
| Safewrap | n/a | 7 | 5 | 6 | 18 |
| Spit hood | 0 | 1 | 1 | 0 | 2 |
| TOTALS | 25 | 46 | 38 | 36 | 145 |

Personnel Investigations. The Police Department recognizes that while our authority comes from California law, our legitimacy comes from the trust of those they serve – the community. In addition to other ways, trust is earned and eroded by perceptions of integrity and competence or lack thereof. Organizational integrity includes acting appropriately and also acknowledging when mistakes are made and taking appropriate action to correct behavior.

The Police Department has consistently maintained high expectations of conduct for its sworn and civilian staff. The Department prominently displays on its website FAQs and how community members may express concerns of misconduct or praise department employees for positive behavior. Complaints may be submitted to any supervisor or manager. They may also be submitted directly to the Chief of Police or through the City's Human Resources Department, which is then forwarded to the City Manager for coordination.

Personnel investigations occur when a member of the public or member of the department expresses concern about the conduct of an employee. Each complaint is

reviewed and investigated by a supervisor and then reviewed by the unit manager, a command officer, and the Chief of Police for impartiality, thoroughness, and accuracy.

Each allegation of a policy violation will have one of four findings:

- Unfounded: the allegation did not occur
- Exonerated: the allegation occurred but was within the policy
- Not Sustained: the investigation could not determine if a policy violation did or did not occur.
- Sustained: the alleged policy violation occurred.

Pleasanton is unique in that punitive discipline is recommended by the Police Chief and imposed by the City Manager after a second disciplinary hearing with the City Manager.

A review of the past four years of personnel investigations revealed a high level of detail and careful examination of all policies when allegations of misconduct exist. For example, from 2017 to 2021, there were 15 internally generated personnel investigations comprising 79 allegations of policy violations. Of those 79 potential violations, 52 were sustained, 20 were not sustained, 5 were exonerated and 2 were unfounded. Similarly, during this same time period, 27 community complaints and 108 potential policy violations were investigated. These resulted in 17 sustained, 57 unfounded, 29 exonerated, and 5 not sustained findings. The number of internal and community policy violation investigated reflect the police department's willingness to fully investigate a complaint and review all aspects of the complaint instead of only focusing on the initial allegations.

The policing profession's legitimacy is granted by the people. Society has engaged in a social contract where a select few individuals are responsible for the safety and order of the community. For the policing profession to remain legitimate it needs to hold itself to the highest standard. The police department has done this throughout the years by ensuring its accountability practices are based upon industry standards and recommendations. The process outlined above ensures that actions or behaviors that are incongruent with organizational values and community expectations are addressed - preserving the integrity of the department as well as its legitimacy.

Community Advisory Board. The selection of Community Advisory Board members is in the final stages. Staff received and reviewed 84 applications and conducted phone interviews to pre-screen the applicants. 22 of the 84 were invited for a Chief's interview. Interviews are well underway, and staff anticipates the first meeting of the CAB to occur in September with an opportunity for CAB members to get to know one another and talk about the mission of the Board. Once seated, the Board will meet regularly to review and provide input on topics of community significance. Some of the topics may include homelessness, school resource officers, mental health and use of force. The Board's direction will also be fluid to allow for discussion of topics that rise in significance more spontaneously.

Future Initiatives

Crisis Response. Following Council's direction to establish a pilot mental health crisis response program the police department organized a multi-disciplinary work group of professionals to include schools, County Behavioral Health, and service providers to recommend a service model. Staff will return on September 21 with a complete presentation and seek Council approval of the pilot program with a planned implementation in January 2022.

Collection of Stop Data. In 2016 the State of California enacted the Racial and Identity Profiling Act (RIPA). RIPA requires officers to document the perceived race and gender identity of all persons stopped and when the officer takes other actions – including searches, handcuffing, uses of force amongst others. A stop can include a call for service or officer-initiated activity and is defined as a when an officer contacts someone and they are not free to leave.

RIPA is being implemented throughout the State in four segments or waves based on sworn agency size. Agencies with fewer than 334 sworn officers (similar to Pleasanton) are in Wave 4 and are required to begin collecting data on January 1, 2022. The police department intended to start collecting data earlier in 2021 to work out any technical or logistic related challenges; however, due to technical issues, the department began collecting data on August 1, 2021. Even with the delay, the department is on track to have all officers trained and ready to collect data prior to the required January 1, 2022, start date.

Department of Justice staff, in cooperation with the RIPA Board, compiles and analyzes the data from reporting agencies and submits an annual report (<https://oag.ca.gov/sites/all/files/agweb/pdfs/ripa/ripa-board-report-2021.pdf>). Data for the police department will be presented in the 2023 Annual Report.

CONCLUSION

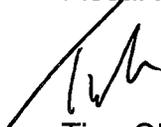
The police department continues to serve the community with honor and pride recognizing that strong community support is a byproduct of providing professional and quality service. This report provides a snapshot of the community policing strategies and operational practices that are employed in partnership with the community. Staff plans to return in March 2022 with the next update.

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