SAFE & EQUITABLE POLICING REVIEW

Independent, External Review of San Bruno Police Department's Current Policies and Practices

Report Requested by the City of San Bruno City Manager's Office and Prepared by:

IMPACT/JUSTICE

A National Innovation and Research Center

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FOREWORD

In June 2020, as the San Bruno City Manager, I committed to conduct a comprehensive review of policing in San Bruno as the country experienced protests and calls for police reforms following the tragic death of George Floyd and the "8 Can't Wait" movement, which sought changes in local law enforcement practices. The commitment was established as I drafted an open letter to the San Bruno community in June 2020. At that time, many cities rushed to hold community meetings and discussions on racial equity in policing. While facilitated discussions and listening sessions are certainly beneficial, they are frequently momentary reactions that fail to achieve lasting change. Further, such discussions often begin the conversation from a single point of view and fail to consider the experiences, fears and safety concerns of the men and women in law enforcement. As such, when we launched, what would become known as San Bruno's Safe and Equitable Policing Review, we were clear that the study would include robust community engagement as well as the opinions and feedback from employees of the San Bruno Police Department (SBPD).

In partnership with the Chief of Police, we developed a goal statement for the Safe and Equitable Policing Review:

> *Enhance the Police Department's ability to provide for the public safety needs of our Community fairly and equitably, through a review of Police Department policies, practices, data analysis, and an assessment of community perceptions.*

Phase I of the Review began in 2020 with an Internal Review by the San Bruno Police Department. Phase I included a:

- Policy Review and Revision
- Review of Training Practices
- Data Analysis
    - Calls for Service
    - Use of Force
    - Arrests
- Review of Disciplinary Practices and Processes
- Review of Ongoing Community Engagement Efforts

Work on Phase I was completed in 2021 and was reported out to the San Bruno City Council on March 23, 2021 and included the reestablished of a written San Bruno Police Department Annual Report to the community.

Phase II of the Review was an independent review of SBPD with an analysis and report commissioned by the San Bruno City Manager's Office. In early 2021, the City Manager's Office contracted with Impact Justice, an Oakland-based 501(c)(3) organization, and Howard Jordan, former chief of police in Oakland, CA and founder of Jordan Consulting & Investigations, to conduct an independent, external review of the San Bruno Police Department's current policies and practices. The Research Team's review included:

- Community Engagement
- Police Personnel Engagements

- San Bruno Police Department Workforce Analysis / Recommendations
- Multi-Year Data Analysis with Recommendations
- Policing Policy and Training Analysis with Recommendations

In many ways, the Safe and Equitable Policing Review is similar to other studies of departmental operations that we routinely conduct in the City of San Bruno. However, at the same time, the Review is distinctly different. Any public examination of policing practices in the US brings with it concerns and perceptions of discrimination and bias in policing –even if they are not present locally.

This report confirms a belief that I had when we launched the study. That belief is…*the San Bruno Police Department is a department that I am proud of, and it is a department that every resident of San Bruno should be proud of. Led by Chief of Police Ryan Johansen, the Department is comprised of an amazing group of officers that are truly setting the example of what a modern Police Department should be.*

The independent review by Impact Justice did <u>not</u> find any evidence of inequitable service, unfair treatment, or systemic bias within the San Bruno Police Department. In fact, the report notes several areas where the San Bruno Police Department has adopted best practices and is leading in its adoption of equity-based practices and wellness programs for its officers. Nevertheless, with any institution, especially one that is entrusted with the responsibility and power that is afforded to local law enforcement agencies, there is always room to grow. There are 16 recommendations within this report, including suggestions for changing how complaints are handled, expansion of mental and behavioral health resources, development of an anti-bias statement and improvements to data and reporting to detect any incidents of bias in the future.

The Review also revealed that some issues could not be fully assessed based on the scope of this study, which is limited to San Bruno, and may only be discerned through a regional or national examination of the criminal justice system and societal factors. One such item is the rate of arrest for Black persons. In San Bruno, like many other areas in the US, the arrests of Black individuals are disproportionately larger than their share of the population. The report concludes that there is no evidence of inequitable treatment discovered within the San Bruno Police Department, however the underlying causes of this disparity warrant further investigation. The report also alludes to an examination of racial arrest data based on the City's daytime population, which would include San Bruno's large transient population –people come to San Bruno for work, shopping, and recreation.

The following report and its presentation to the San Bruno City Council on July 12, 2022, marks the conclusion of the Safe and Equitable Policing Review. However, the work to implement the recommendations in the report and ensure that the San Bruno community receives high quality policing services continues.

In closing, I would like to thank Impact Justice team (notably, Antoinette Davis, Dani Soto and Hatem Hassan) as well as Donna Linton and Howard Jordan for their work on this important effort for the City of San Bruno. Additionally, I want to express my gratitude to Chief of Police Ryan Johansen and the men and women of the San Bruno Police Department for the work they do each day to protect and serve the City of San Bruno.

-Jovan D. Grogan, *San Bruno City Manager*

About Us

Impact Justice

Impact Justice is a national innovation and research center advancing new ideas and solutions for justice reform. We work to dramatically reduce the massive number of youth and adults in our justice system, improve conditions and outcomes for those who are incarcerated, and provide meaningful opportunities for formerly incarcerated people to rejoin their communities.

Research and Action Center

This report falls under the purview of the Research and Action Center. As a part of Impact Justice, our research catalyzes community efforts to eliminate disparities and propel system change. We focus especially on the populations most impacted by disparities, including youth and adults of color, as well as members of the LGBQ/GNCT communities.

Research and Action Team

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Executive summary

In 2021, the San Bruno City Manager's Office consulted with Impact Justice, an Oakland-based 501(c)(3) organization, and Howard Jordan (former chief of police in Oakland, CA and founder of Jordan Consulting & Investigations) to conduct an independent, external review of the San Bruno Police Department's (SBPD) current policies and practices. The objective of this review is to enhance the San Bruno Police Department's ability to meet the public safety needs of the community fairly and equitably. Project details and background can be found on the San Bruno city manager's public website.

In this report, the Impact Justice team examines numerous aspects of the San Bruno community's relationships to and perceptions of the San Bruno Police Department. In today's era of greater attention on police actions and accountability, and on community experience, trust, and perception, our report aims to play a proactive and constructive role in improving these experiences and relationships.

Through multiple surveys and extensive records research, as well as interviews, our research team found that SBPD officers expressed positive sentiments about the department's leadership and what they viewed as progressive policies. They also communicated a desire to receive more training on mental health, crisis intervention, and interactions with unhoused community members. While they were aware of local and national sentiments critical of police and policing practices, officers didn't feel that these sentiments were a fair portrayal of their work.

At a high level, this project did not reveal indications of inequitable, unfair, or purposeful bias in the practices of the SBPD. In many respects, the SBPD is ahead of the curve in terms of their definition of use of force and reporting practices. In San Bruno, as is seen nationwide, we did find that the rate of arrest for Black civilians is disproportionate to their share of the population. At the same time, San Bruno, like much of the San Francisco Bay Area, is also home to a large transient population – people who don't necessarily live in San Bruno but travel there for work, shopping, recreation, and leisure. Thus, the underlying causes of this disparity warrant further investigation. Overall, most arrests over the past five years in San Bruno were for relatively minor, non-violent offenses, including a sizable proportion of misdemeanor warrant arrests that provide an opportunity to help clear cases.

Our review of additional arrest data also revealed findings that can help target SBPD's future policies and actions to more effectively engage with and serve particular demographic groups and geographic areas. In our conversations with SBPD and the community, we heard many concerns about non-resident sources of crimes—our research did show a concentration of arrests around the Tanforan Mall and El Camino Real (where many businesses are concentrated), and residency data shows that a majority of those arrested were people that did not live in the city of San Bruno. While arrest data does not allow us to specifically investigate this group, we heard from SBPD that officers interact frequently with community members experiencing homelessness; as this group is marginalized, we emphasize the importance of looking at community concerns, possible

biases, and the concerns of people experiencing homelessness to paint an accurate picture and improve public safety and social trust.

The research team analyzed SBPD's use-of-force data over a five-year period to assess trends by race, age, gender, civilian injury, officer injury, and type of force used. We found that the San Bruno Police Department relied less heavily than neighboring jurisdictions on uses of force that are more likely to be lethal, with low numbers of incidents where officers pointed or discharged a firearm at a civilian; this included only one instance, in 2016, of an officer discharging his firearm and no instances of civilian injuries from discharged firearms over the five-year period studied. Despite SBPD's large number of mental health calls, only a small portion of these calls ended in use-of-force—a positive finding that nonetheless highlights the need for more nuance in recording instances that involve both "criminal behavior" and mental health crises.

Based on these findings, we lay out recommendations that we believe will improve public safety and equity in San Bruno's policing. These recommendations cover opportunities to reduce disproportionate impacts through a warrant amnesty program and expanded diversion opportunities for young adults, as well as recommendations on data analysis and collection to help identify any areas of inequity, particularly across lines of race/ethnicity. We recommend several areas for improved or expanded training and resources for officers and the community; and point out adjustments to the relationship between SBPD and the community that we believe can positively impact perception of and actual interactions with SBPD.

In the report, the research team notes several areas where the San Bruno Police Department is ahead of the curve in its adoption and enforcement of best practices. Nevertheless, with any public institution—especially one entrusted with the responsibility and power afforded to local law enforcement agencies—there is room for growth. Our report aims to provide an overview of the possible avenues that the city can take to improve a police department whose work is already perceived positively.

Project overview

The killing of George Floyd on May 25, 2020, generated protests across the United States and around the world; fueled national conversations regarding the disparate treatment of BIPOC (Black, Indigenous, & People of Color) people; and heightened demands for oversight and accountability for law enforcement. At the local level, this tragic event has galvanized cities like San Bruno to examine internal policies and practices and to review data pertaining to civilian encounters with law enforcement, particularly when marginalized individuals from BIPOC communities are involved. National-level data and research reveal that there is indisputable evidence pointing to glaring racial and ethnic disparities in most aspects of the criminal justice continuum—from pedestrian and vehicle stops, to arrests, use-of-force, sentencing, and incarceration.[1] However, without more targeted research, it is unclear the extent to which these

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[1] Kovera, M. B. (2019). Racial disparities in the criminal justice system: Prevalence, causes, and a search for solutions. Journal of Social Issues, 75(4), 1139-1164.; OJJDP Statistical Briefing Book. Online.

trends may exist at the local level. To ensure that the safety needs of all residents are being met and harmful practices are not perpetuated, cities must take an honest look at these important indicators.

In 2021, the San Bruno City Manager's Office consulted with Impact Justice, an Oakland-based 501(c)(3) organization, and Howard Jordan (former chief of police in Oakland, CA and founder of Jordan Consulting & Investigations) to conduct an independent, external review of the San Bruno Police Department's current policies and practices. The goal was to ensure alignment with best practice research; analyze arrest and use-of-force data to identify and highlight patterns of disparities; and gauge community members' and SBPD officers' perceptions and goals regarding safety and equity within the city (see project outline and video presentation).

For this report, Impact Justice outlined the following set of questions:

- What does arrest, use-of-force, and citizen complaint data tell us about the immediate issues facing the SBPD and San Bruno's communities?
- Does SBPD data point to disparities or differences in treatment of individuals from marginalized communities?
- What issues do community members and SBPD personnel perceive as core to the city's safety and equity?
- What are the experiences of San Bruno's law enforcement officers, and how do demographics such as race/ethnicity, age, and gender impact these experiences?

This report is divided into six sections: 1) background on the city of San Bruno and SBPD; 2) arrest and crime data analysis; 3) use-of-force and citizen complaints; 4) overview of community perceptions of public safety and equity; and 5) final reflections. Comparisons are made, when appropriate, between cities that are similar to San Bruno in their demographics and the size of their police departments. Each section begins with a discussion of general findings and ends with a summary of recommendations.

Impact Justice's Research and Action Center could not have completed this report without the cooperation and commitment of the San Bruno community, the mayor and city council members, the city manager's office, SBPD Chief Ryan Johansen, and the SBPD personnel (sworn and non-sworn). The research team also benefited from the expert consultation of Oakland's former Chief of Police, Howard Jordan; former Alameda County Assistant County Administrator, Donna Linton; City Manager Jovan Grogan; and Assistant to the City Manager, Jennifer Dianos.

Available: https://www.ojjdp.gov/ojstatbb/special_topics/qa11502.asp?qaDate=2019. Released on November 16, 2020.

Methods and data sources

To complete this report, the Research and Action Center team requested and gathered data from multiple sources. The team requested arrest, use-of-force, and citizen complaint data from SBPD, all of which was provided with full transparency. It also collected publicly available data from other jurisdictions similar in size and demographics to San Bruno, as well as applicable county, state, and national data. The research team also collected original data to assess perceptions of SBPD among community members, and both sworn and non-sworn SBPD personnel. While collecting data during the COVID-19 pandemic proved challenging, the research team was able to gather a significant amount of relevant data (discussed in more detail below).

To generate more insight on how local law enforcement officials view their work and the police department in general, the Impact Justice research team explored their perceptions over the course of four months. All SBPD employees, from officers to record keepers, were invited to participate in an internal survey developed by the research team. The survey asked a variety of questions that explored issues ranging from equity across police interactions to the dynamics of organizational culture. During the summer and fall of 2021, the research team conducted 12 confidential one-on-one interviews with officers. Interviews were typically thirty to sixty minutes long and were not recorded to ensure honest responses and respect the privacy of participating SBPD personnel. Questions regarding overall satisfaction with leadership, comfort and relationship with other officers and community members, challenges, and opinions on the national conversation about policing were discussed with the officers. Some of the themes that emerged corresponded with safety concerns expressed by residents and law enforcement leaders, such as the focus on mental health training, relationships with homeless and transient communities, and improving officer well-being and staffing. Command-level officers were invited to participate in a focus group to share their experiences and insights related to equity and safety in local policing practices. The officers selected for interviews and focus groups reflected a diversity of viewpoints since they varied by age, race, gender, rank, and years of service to SBPD. The research team also requested information from the San Bruno Chief People Officer and Chief of Police about internal hiring practices and workplace dynamics.

Examining community perceptions of local policing practices was a central component of this project. To this end, the research team also surveyed and held focus groups with community members. Community views of and beliefs about procedural justice, safety, crime, and equity depend largely on a variety of city characteristics, especially population size.[2] Procedural justice— a sense of fairness in the daily interactions between officers and residents—is a common predictor of overall community satisfaction. Conversations with members of the community indicate there are more opportunities for improving social trust and collaboration between law enforcement and historically underrepresented communities.

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[2] Merenda, F., Trent, J., Rinke, C., and Buchanan, M. (2021). Understanding citizen satisfaction with the police: results from a community survey. *Police Practice and Research 22, no. 1* (692-710). Sax, L., Gilmartin, S., Lee, J., and Hagedorn, L. (2008). Using web surveys to reach community college students: an analysis of response rates and response bias. *Community College Journal of Research and Practice 32, no. 9*(712-729).

The research team relied on surveys and focus groups to understand the community's perception of local policing practices. During Fall 2021, Impact Justice's research team and the city manager's office reached out to community members in person (at food drives, soccer games, etc.) and electronically (via online surveys, a kiosk in Tanforan Mall, etc.) to disseminate the survey, which was made available in English and Spanish. The research team collected 294 survey responses.[3] The questions were organized into three different topical sections: (1) safety at a neighborhood and city level; (2) recent interactions with local law enforcement; and (3) opinions on the national calls for police reform. All surveys were anonymous and confidential, to ensure honest responses and to respect the privacy of participating residents.

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[3] Though 297 residents completed the survey, 387 at least began the survey. Future survey designs in the San Bruno community may aim to ensure higher completion by keeping surveys brief (the survey administered had 25 questions).

Mission Statement
Every member of the San Bruno Police Department is committed to providing the highest level of police service to our community. We are dedicated to preserving our community's peace while adhering to the highest level of ethical standards and professional conduct.

As service providers, we pledge to improve the quality of life for everyone who lives, works, and does business in our community. Being a partner with the community we serve is essential to building trust and mutual respect. These partnerships allow us to understand the community's concerns and enables us to identify and solve problems together.

Value Statement
Members of the San Bruno Police Department are dedicated to the community we serve and to our fellow employees. We believe in and are committed to the following values:

- **Honesty & Integrity**
  Honesty and integrity are the fundamental building blocks on which credibility and trust are established with both the community and our peers.

- **Innovation**
  Innovation is key to remaining viable with limited resources in today's competitive environment.

- **Communication**
  Communication is the life blood of any organization. Honest, frequent interaction is the basis for establishing good working relationships and critical for team building. Listen to others when they talk. Interpersonal communications require patience and good listening skills. We recognize that informal communication is often more effective in resolving problems or concerns. Strive to be approachable and sensitive to changing demographics.

- **Quality Service**
  Quality service occurs when an organization is committed to excellence in every task or assignment. Providing such service requires dedication to personal development and high professional standards.

After almost fifteen years with the SBPD, in March 2020, Lieutenant Ryan Johansen was promoted to chief of the department. Since becoming chief, Johansen has taken a proactive approach to addressing concerns within the community regarding SBPD's policies and practices. After Chief Johansen created a mindfulness initiative to help officers interact with residents, his

focus on officer wellness was featured in the *Daily Journal*.[6] In June 2020, Chief Johansen condemned the Minneapolis police officers' actions in the George Floyd killing. He also announced that a comprehensive review of all SBPD's departmental policies, including SBPD's use-of-force policy, would be conducted. In his announcement, Chief Johansen identified the department's stance on specific policy changes proposed by the #8cantwait campaign. He also provided SBPD policy and practice comparisons to the eight policy reforms at the center of the #8cantwait movement. Below is the department's assessment of their alignment with the #8cantwait movement:

- **Ban chokeholds and strangleholds** - Although previously allowed (but not typical in practice), San Bruno police officers are now formally banned from using strangleholds per Chief Johansen's order.
- **Require de-escalation practices** - De-escalation is a regular practice for officers in the San Bruno Police Department. It is a requirement for which officers receive training.
- **Require warning before shooting** - Warnings are required before use of deadly force whenever practical. But exceptions are allowed in extraordinary circumstances.
- **Requires exhausting all alternatives before shooting** - SBPD officers are required to use the lowest level of force that is reasonably likely to overcome the level of resistance faced in all situations.
- **Duty to intervene** - In accordance with the department's policy, San Bruno police officers are required to intervene if they witness police abuse.
- **Ban shooting at moving vehicles** - SBPD policy prohibits shooting at or from moving vehicles, but exceptions are allowed in extraordinary circumstances.
- **Require use-of-force continuum** - While requiring the lowest level of force that is reasonably likely to overcome the level of resistance faced (as noted above), the department reported that strict adherence to the use-of-force continuum—which suggests officers start with lower levels of force before graduating to more escalated use-of-force tactics—is not practical. For example, if an officer is responding to an active shooter situation, it is not reasonable to require the officer to exhaust other lower-level force options (such as verbal commands, physical strength, etc.) prior to responding with the appropriate countermeasure to stop the immediate threat.
- **Require comprehensive reporting of use-of-force incidents** - The SBPD has use-of-force reporting requirements for any time an officer uses force in the field. The SBPD exceeds use-of-force reporting requirements, as they report any time a weapon is pointed at a civilian, whereas state law requires reporting only when a weapon is discharged.

In March 2021, Chief Johansen published SBPD's 2020 annual report, which includes SBPD's guiding principles, a full list of its 50 sworn officers,[7] detailed descriptions and organizational charts of SBPD's divisions, and data from SBPD's policing activities.

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[6] Daily Journal Staff. (2020, Mar 11). San Bruno promotes new police chief. *The Daily Journal*. https://www.smdailyjournal.com/news/local/san-bruno-promotes-new-police-chief/article_fec0851e-632f-11ea-a7c8-0be8ad9d4436.html.

[7] Figure last checked on April 11, 2022 on the San Bruno Police Department website: https://www.sanbruno.ca.gov/472/Police.

Current data collection processes at SBPD

The SBPD has extensive data-sharing practices. For example, it shares data with the Northern California Regional Intelligence Center (NCRIC)—which operates as a regional intelligence clearinghouse—and participates in several information-sharing groups that meet monthly, including:

- San Mateo County Police Chiefs and Sheriffs Association.
- San Mateo County Commanders Association.
- Countywide Investigators Group.
- Countywide Training Managers Group.
- Countywide Communications Group.
- Regional Robbery Investigators Group.

In addition to these sharing groups, Chief Johansen serves on the board of directors for the California Police Chiefs Association, as the regional representative for San Francisco, Santa Clara, and San Mateo Counties. The group meets quarterly and shares regional data from the entire state. The SBPD also participates in the Citizen RIMS platform, which publishes crime data in near real time to the SBPD website, participates in RIPA stop data collection, and in the DOJ use-of-force data collection process.

SBPD's computer-aided dispatch (CAD) and records management systems (RMS) are shared by every agency in San Mateo County, except for the sheriff's office. This means that all local government agencies can access call data and case reports from other agencies in real time. The entire county uses the APBnet Law Enforcement Alert and Information Sharing System, which facilitates sending and delivery of electronic "fliers" to share information on crimes and to solicit information on investigations. For example, the system allows an agency to share images of suspects/vehicles to help make identifications or to share information on arrests made for serial offenses such as catalytic converter thefts/burglaries so that other agencies can potentially connect to their open cases as well.

SBPD surveys

In an analysis of perceptions of local policing practices, it is important to include perceptions from the police officers themselves. Officers are the most proximate to the department and interact routinely with members of the community. Therefore, their insights were also prioritized during this review and contributed to crafting the overall narrative of how the department views and approaches safe and equitable policing practices and organizational culture. As part of the safety and equity review, the Research and Action Center had an opportunity to conduct in-depth, one-on-one interviews with SBPD sworn personnel and surveys with both sworn and other personnel. In total, 38 personnel (sworn and non-sworn) completed surveys.[8] Of the 38 survey respondents,

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[8] Figure last checked on April 11, 2022 on the San Bruno Police Department website: https://www.sanbruno.ca.gov/472/Police.

81.5% were sworn officers,[9] 10.5% were dispatchers, and 8% were other non-sworn personnel, including records management staff. Of those respondents who chose to disclose their race/ethnicity, 30% identified as white, 24% identified as Latinx, 9% identified as Pacific Islander, and 4% identified as Asian. Half of the survey respondents were male, 18.4% were female, 3% were non-binary, and 26% preferred not to disclose their gender identity.

Most respondents had been in the department for more than five years. When asked how long they had been working for SBPD, 42% of the personnel interviewed responded 10 years or more, 24% responded 5-10 years, and 34% reported they had worked there for less than 5 years. Of those respondents who chose to disclose their age, 40% were between 30 and 39 years old, 21% between 40 and 49, 10% between 18 and 29, and 8% between 50 and 59.

As seen in figure 1.1, the overwhelming majority of SBPD respondents do not live in the city. This is partially due to the cost of living, which makes living in neighborhoods where one works difficult for many families. Reports show that even with the introduction of innovative housing incentive programs, results tend to be mixed for increasing policing in the same neighborhood where officers live.[10] The same holds true in much of California; across the state, it is uncommon for officers to live in the cities or neighborhoods that they police.[11]

[9] As of March 2022, sworn officers made up about 72% of the SBPD workforce, according to our data from the San Bruno police chief.
[10] Solomon, A. (2021, Sept 29). Atlanta tried housing police in disinvested Black communities to increase trust. Is it working? *Next City*. nextcity.org/urbanist-news/atlanta-housing-police-in-disinvested-black-communities-increase-trust.
[11] Silver, N. (2014, Aug 20). Most police don't live in the cities they serve. *FiveThirtyEight Polling*. https://fivethirtyeight.com/features/most-police-dont-live-in-the-cities-they-serve/. Police1 Staff. Officers in Calif. city can't afford to live in community they serve. *Police1*, by Lexipol. police1.com/patrol-issues/articles/officers-in-calif-city-cant-afford-to-live-in-community-they-serve-etMBy7BVOg4CEHuK/.

Figure 1.1, Number of years SBPD personnel have lived in San Bruno
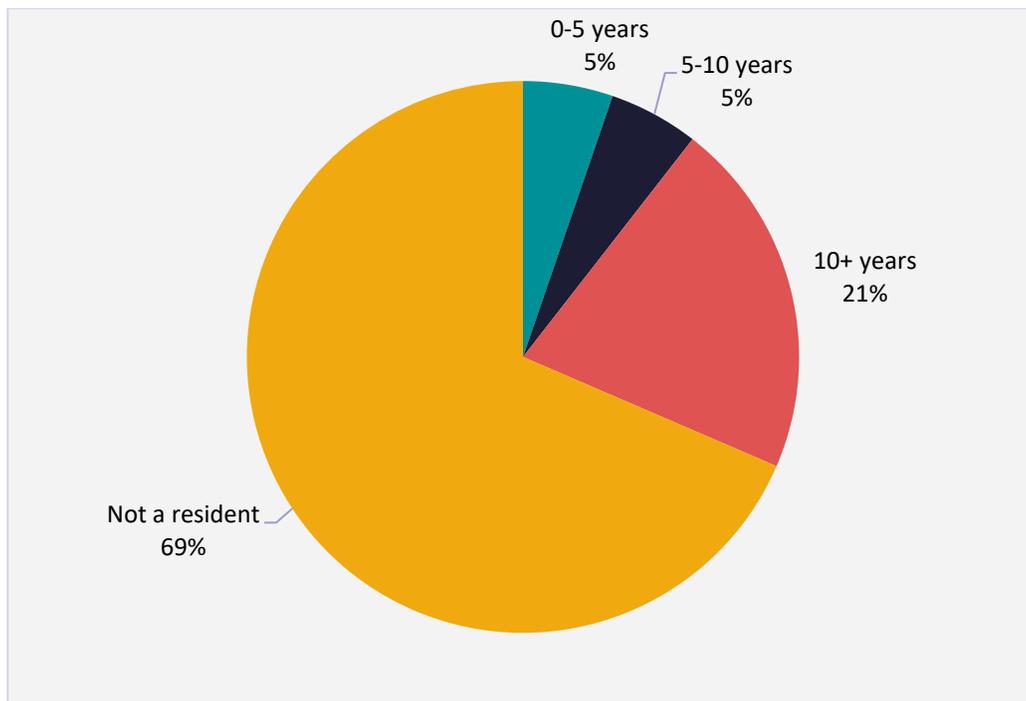
Personnel perceptions

SBPD personnel perceptions of their department as reflected in their survey responses were overwhelmingly positive, especially when they related to leadership. Most personnel believed that SBPD leadership is supportive, inclusive, open to change, transparent, and trusting of its officers (see figures 1.2 and 1.3). Nearly all the respondents agreed that officers are concerned with their colleagues' physical and psychological/emotional well-being, that there is clear communication throughout the department, and that there is a strong sense of unity within the department. Many survey respondents asked leadership to increase staffing, consider each officer's workload (for line-level officers), prioritize 10-hour shifts, and increase the overall health/well-being of their employees.

SBPD personnel were well aware of public sentiments critical of police and policing practices, both locally and nationally. Seventy percent of the 38 respondents said they do not believe that the media treats them fairly, with none believing that media offer a fair portrayal of police. Three quarters of staff reported that they believe that San Bruno residents are very supportive of SBPD and the remaining quarter responded that they are at least moderately supportive. However, over 90% of respondents also responded that citizens do not understand the problems that police officers face. Finally, 97% of respondents said that recent news reports of police shootings and calls for police reform have made officers' work more difficult; and 66% of respondents responded

that deaths of Black people during police encounters were isolated incidents (as opposed to 18% who said such incidents were "signs of a broader problem").

Figure 1.2, SBPD personnel ratings of SBPD leadership traits
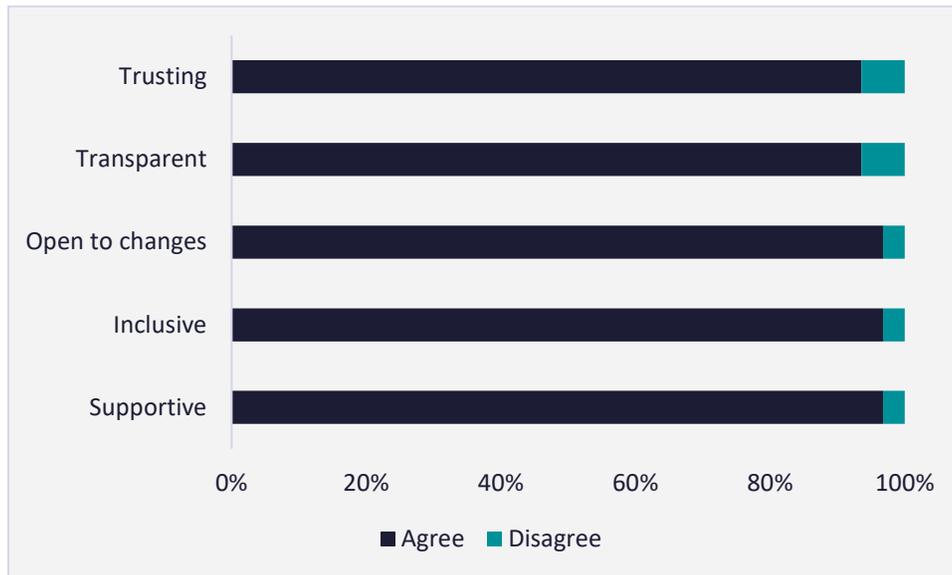
* No respondents indicated "Not sure" for these questions.

Figure 1.3, SBPD personnel ratings of SBPD environment and officer well-being
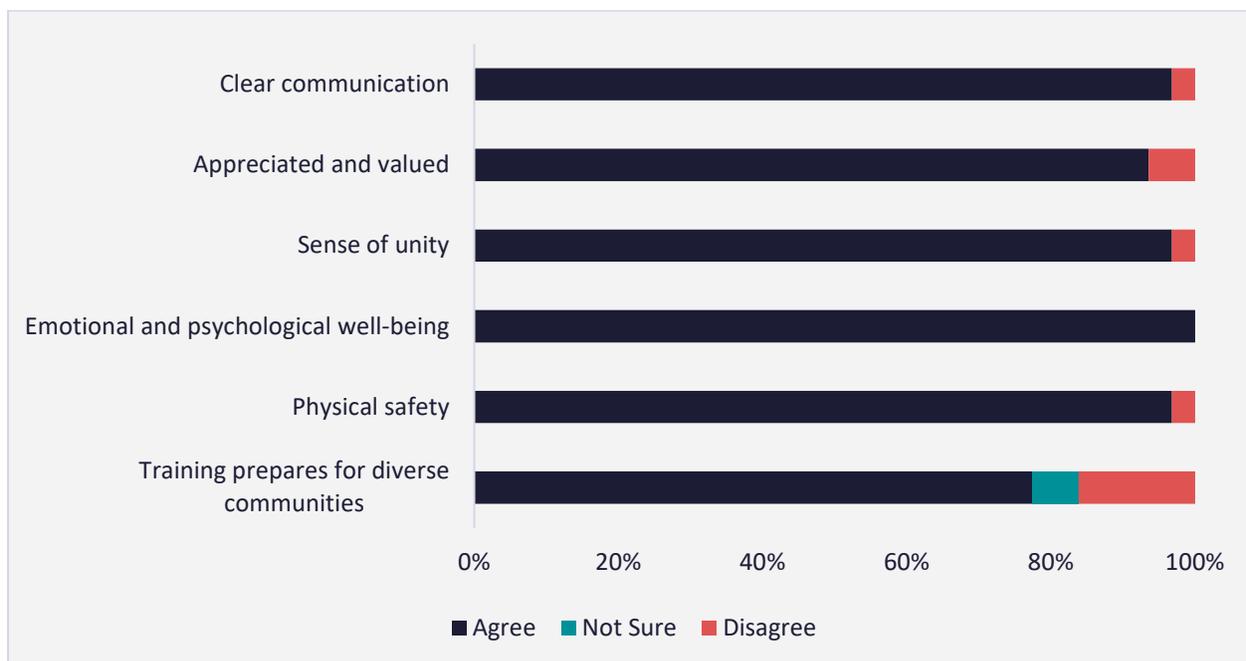
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Section 2: Analysis of arrests and crime data

This section will discuss arrests. Arrest is defined as the act of apprehending and taking a person into police custody when there is reasonable basis for believing that a crime is in progress or has taken place. Victims and witnesses are the most common sources for calls for service that lead to arrests. In San Bruno, officer-initiated arrests represented 40% of the total arrests in 2020, while responses to calls for service were 60% of arrests. Police departments in the surrounding area have similar patterns; in the same year, for example, officer-initiated arrests comprised approximately 44% of Redwood City's total arrests.

Demographic breakdowns of arrests are also presented and discussed below, with particular attention paid to race/ethnicity. California state law prohibits officers from engaging in racial or identity profiling, "which it generally defines as considering or relying on a person's actual or perceived identity characteristics when deciding to detain or search that person or when deciding on the scope or substance of law enforcement activities after that detention or search."[12] Thus, regardless of individuals' identities or characteristics, officers are expected and legally required to treat all those they encounter fairly and without bias. However, years of research have demonstrated that bias—explicit and implicit—poses one of the biggest threats to fair and effective policing. Individuals with explicit biases are mostly conscious of their attitudes toward certain groups. Implicit bias, on the other hand, can be more difficult to identify and even harder for some to digest as it is quick, automatic, and operates outside of a person's consciousness. Implicit bias represents the unconscious thoughts, beliefs, and attitudes—both positive and negative—that an individual has toward certain groups.

For this section, the research team collected crime and arrest data from the SBPD and supplemented this with statewide California Department of Justice statistics. Like other jurisdictions, SBPD's rate of arrests is disproportionate for individuals who are Black, compared to their proportion of the population in San Bruno. While implicit bias is exceedingly difficult to identify and measure, the research team did not find evidence of purposeful bias in SBPD's policies or actions, but that does not mean that issues including implicit bias are not present. Studies indicate that all people (not just police officers), including those who outwardly reject prejudice and stereotypes, possess and are affected by implicit biases.[13]

Arrest by offense type

Presented here are the most common reasons for arrest for all arrests between 2016-2020. There are very few meaningful fluctuations between years, with the exception of drug-related offenses (See full data of arrest type by year in Table 2 in Appendix A).

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[12] Tilden, M. (2022). Law enforcement departments have not adequately guarded against biased conduct. California State Auditor.

[13] Law enforcement departments have not adequately guarded against biased conduct. http://auditor.ca.gov/pdfs/reports/2021-105.pdf.

Figure 2.1 below displays the charges for each arrest during the past five years (2016-2020). Percentages are displayed for ease of interpretation, and we can see that the most common arrest charges were drug-related (~22%), petty theft (~19%), and misdemeanor warrants (~16%). However, if drug- and alcohol-related arrests were combined, they would comprise about 38% of all arrests over the past five years. These four most common categories make up about 73% of all arrests during this period, indicating that most arrests were for relatively minor, non-violent offenses. See full data of proportion of arrests by charge, with the past five years combined in Table 3 in Appendix A.

Figure 2.1, Proportion of arrests by charge, five-year data combined (2016-2020)
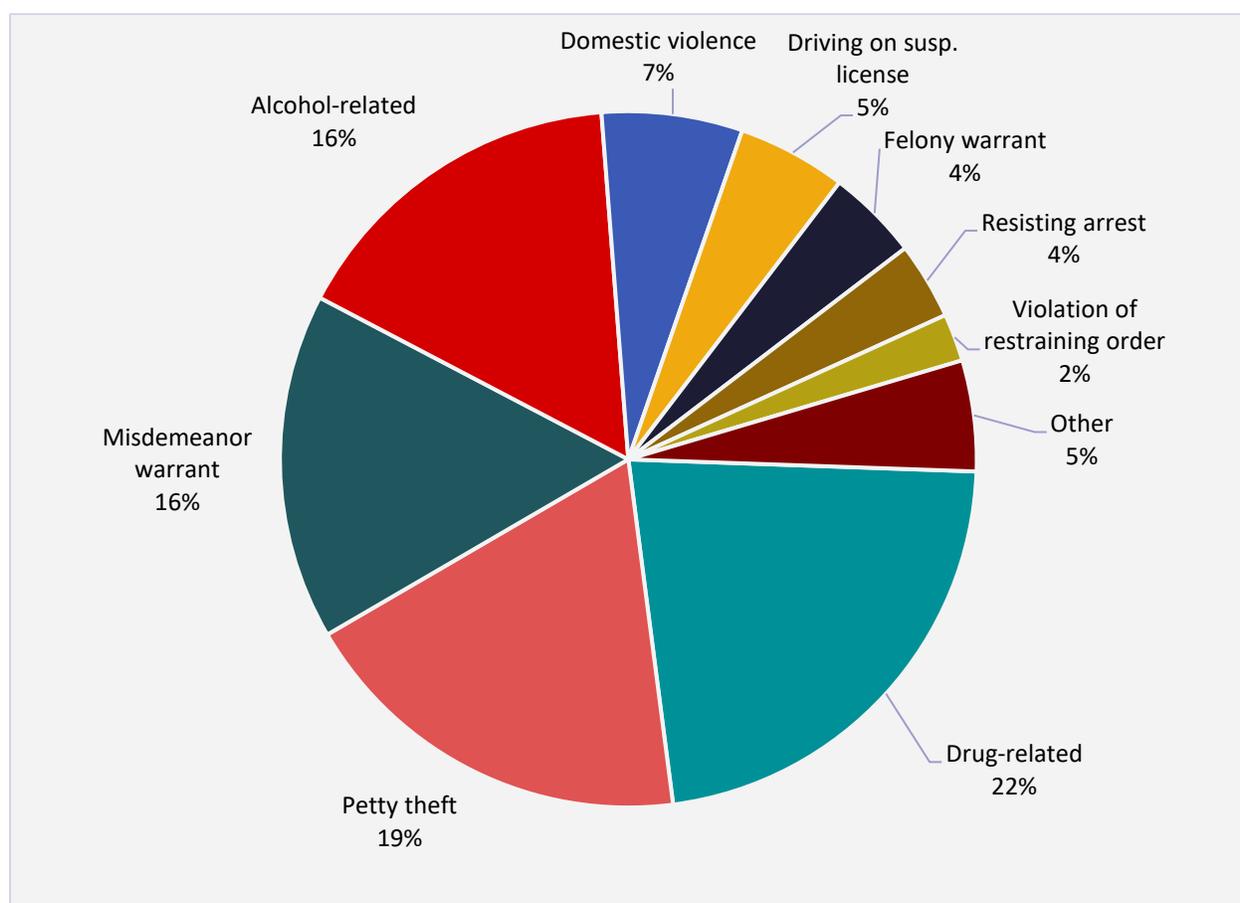
The relatively large proportion of misdemeanor warrant arrests provides an opportunity to help clear cases. Arrests due to warrant disproportionately impact people of color and people living below the poverty line, providing another pathway to lifelong entanglement in the carceral

system.[14] Active warrants for misdemeanor criminal and traffic cases carry a high cost to cities and counties, which must pay for community members to be booked and incarcerated. Most low-level warrants are issued for a failure to pay or a failure to appear at court dates, neither of which threaten public safety.[15] However, the impact of a bench warrant on an individual can snowball easily. A revoked license or a night in jail can threaten everything from employment to housing to custody. Such consequences disproportionately impact people of color and are especially severe for people living at or near the poverty line. In addition, issuing warrants for failure to pay is risky for cities and counties. Incarcerating people for debt is an unconstitutional practice, but it remains a leading cause of low-level warrant issuance. Jurisdictions are often found liable in lawsuits brought by people who are incarcerated for failure to pay fines and fees.[16]

It is important to note that the vast majority of these warrants are issued by the County Courts, and sworn SBPD officers are charged to make subsequent arrests. However, SBPD could engage the County Courts and other stakeholders (such as the Board of Supervisors) in an effort to consider alternative actions in appropriate circumstances. The benefits of warrant amnesty programs have been demonstrated in other jurisdictions.[17]

Arrests by gender and age

Demographic data on citizens arrested between 2016-2020 was also analyzed. Over this five-year period, men comprised about 77% of those arrested (see figure 2.2 below), with women and those identifying as transgender making up much smaller proportions (23% and about 0.10% [n=3], respectively).

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[14] Lerner, Kira. "New Research Shows an Alarmingly High Rate of Arrests for Outstanding Bench Warrants." Arnold Ventures. June 7, 2021. https://www.arnoldventures.org/stories/new-research-shows-an-alarmingly-high-rate-of-arrests-for-outstanding-bench-warrants

[15] Duda-Banwar, J. (2019). *Living with Warrants: Life Under the Sword of Damocles*. Case Western Reserve University.

[16] ACLU Colorado. (2016, May 5). Colorado Springs agrees to $100K settlement to compensate victims of debtors prison practices. https://www.aclu-co.org/en/news/colorado-springs-agrees-100k-settlement-compensate-victims-debtors-prison-practices.

[17] *Operation Second Chance* in Santa Clara, CA., *Warrant Resolution Court* in Pima, AZ., *Second Chances Warrant Clearing* in Arapahoe, CO., *Family Court Child Support Bench Warrant Amnesty Program* in Spartanburg, SC., *Warrant Amnesty Initiative* in Jackson County, IL, *Court in the Community* in Fort Worth, TX., Longview, TX also hosted a warrant amnesty program

Figure 2.2, proportion of arrests by gender, five-year data combined (2016-2020)
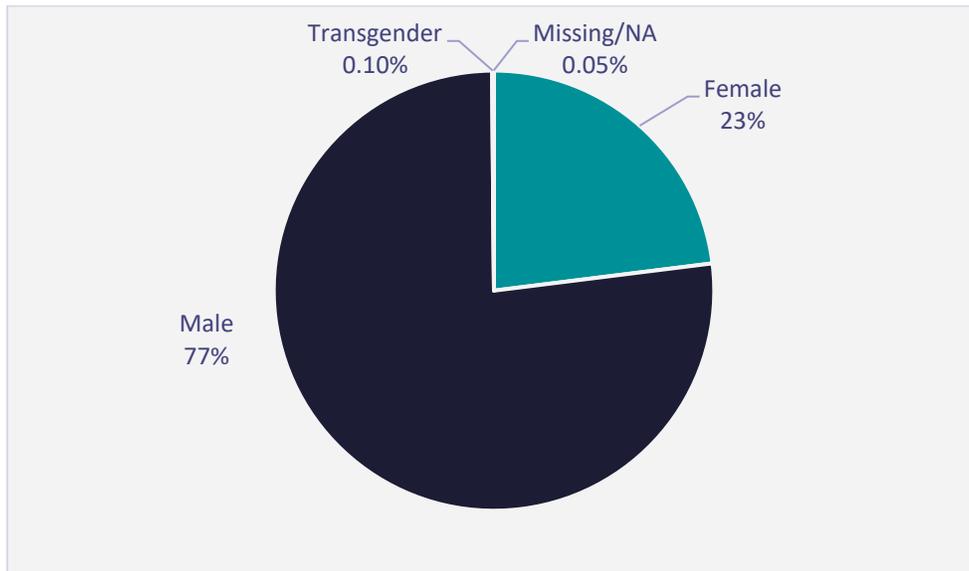
Over the past five years, those ages under the age of 30 were mostly likely to be arrested, representing about 44% of all arrests (see figure 2.3 below).

Figure 2.3, proportion of arrests by age, five-year data combined (2016-2020)
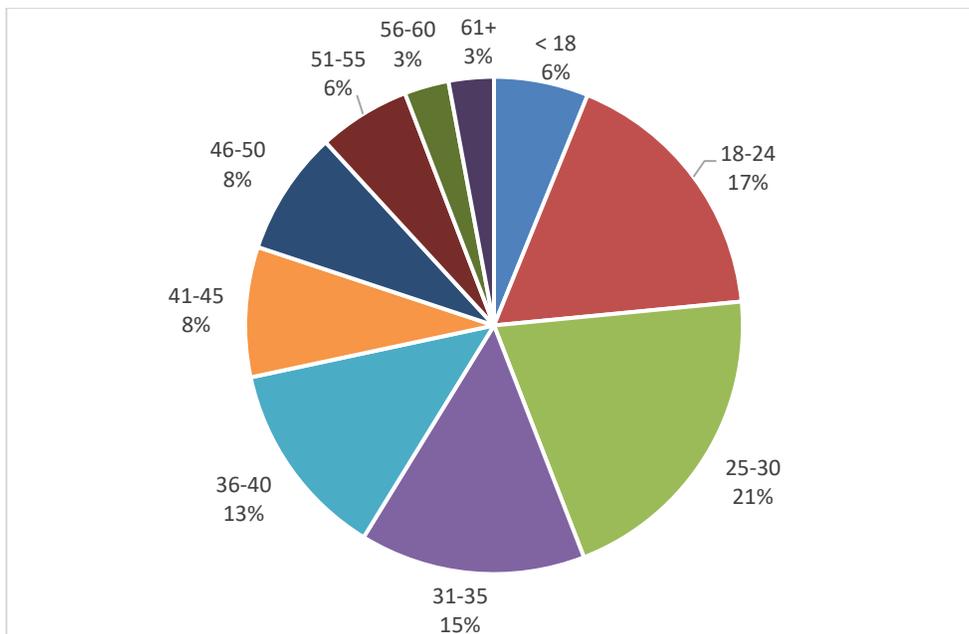
Young adults ages 18-24 comprise about 17% of arrests on average; this age group is known in research as transitional-aged-youth (TAY, ages 18-24). Research on adolescent brain development tells us that maturity in decision-making continues to evolve well into an individual's

early 20s.[18] TAY have been found to have both unique strengths and unique challenges as they navigate early adulthood. They are excluded from many resources available to young people under the age of 18, while simultaneously resources available to adults are not tailored to TAYs' distinct developmental needs.[19] Thus, TAY are especially vulnerable to justice system contact, and the repercussions of justice system involvement are often particularly harsh for this age group.[20] Research also tells us that contact with the criminal justice system can increase recidivism and interrupt desistance.[21] To support positive outcomes, research suggests taking advantage of all opportunities to prevent arrests and involvement of TAY in the justice system. Prevention programs must be responsive to an individual and their development needs and should also be trauma-informed. Successful approaches have also entailed collaboration between police and social service programs where young adults are diverted to social services in lieu of arrest. Prevention and intervention can come from working with organizations that provide peer and mentoring opportunities, and those that assist in obtaining housing and employment.[22]

Arrests by race/ethnicity

Racial/ethnic disparities have been observed at every stage of our justice system, in virtually every jurisdiction examined.[23] Thus, any examination of arrest data should also include race and ethnicity. The rates at which specific racial groups were arrested in San Bruno (relative to other groups) remained relatively consistent across the five years of analysis, yet there are disparities for Black communities (see figures 2.4 and 2.5).

Over the five-year period of analysis, white (32%), Latinx (29%), and Black (22%) make up most of the arrests in San Bruno; these groups are followed by smaller numbers of people identifying as Asian (11%, including 4% Filipino and 3% Pacific Islander), and Other (6%); see a full table of arrests by race/ethnicity by year in Table 4 in Appendix A.

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[18] Schiraldi, V., Western, B., and Bradner, K. (2015). Community-based responses to justice-involved young adults.

[19] Courtney, M. E. (2019). The benefits of extending state care to young adults. In *Leaving care and the transition to adulthood: International contributions to theory, research, and practice* (131). Oxford University Press.

[20] Cox, R., Lahey, J., Rhoades, H., Henwood, B., and Wenzel, S. (2020). Does the timing of incarceration impact the timing and duration of homelessness? Evidence from the 'Transition to Housing' study. *Justice Quarterly*, doi: 10.1080/07418825.2019.1709883; Fernandes, A. (2020). On the job or in the joint: criminal justice contact and employment outcomes. *Crime & Delinquency 66(12)*: 1678-1702, doi: 10.1177/0011128719901112; Abrams, L. and Franke, T. (2013). Postsecondary educational engagement among formerly-incarcerated transition-age young men. *Journal of Offender Rehabilitation 52(4)*: 233-253, doi: 10.1080/10509674.2013.782774.

[21] Chester, L., Sussman, M., Carey, N., and Schiraldi, V. (2019). Report to Vermont Legislature on Raise the Age (Act 201) Implementation Plan & Recommendations.

[22] Pirius, R. (2019). The legislative primer series for front-end justice: young adults in the justice system.

[23] Kovera, M. B. (2019). Racial disparities in the criminal justice system: prevalence, causes, and a search for solutions. *Journal of Social Issues, 75(4)*, 1139-1164.; OJJDP Statistical Briefing Book. (Released on November 16, 2020). Online. Available: https://www.ojjdp.gov/ojstatbb/special_topics/qa11502.asp?qaDate=2019.

Figure 2.4, SBPD arrests by civilian race (five-year average, 2016-2020)
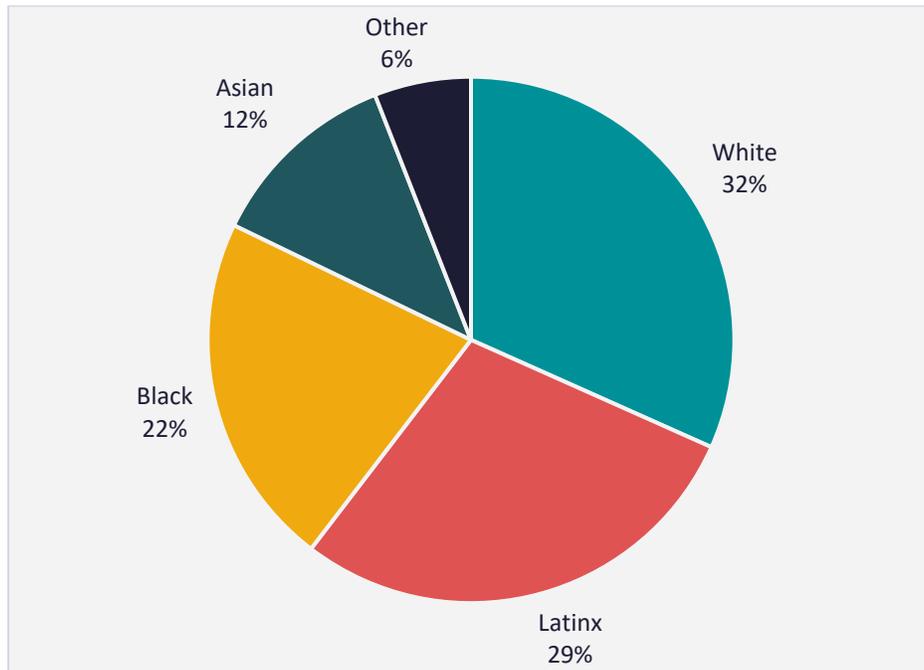
Figure 2.5: arrest counts by race/ethnicity & year, 2016-2020
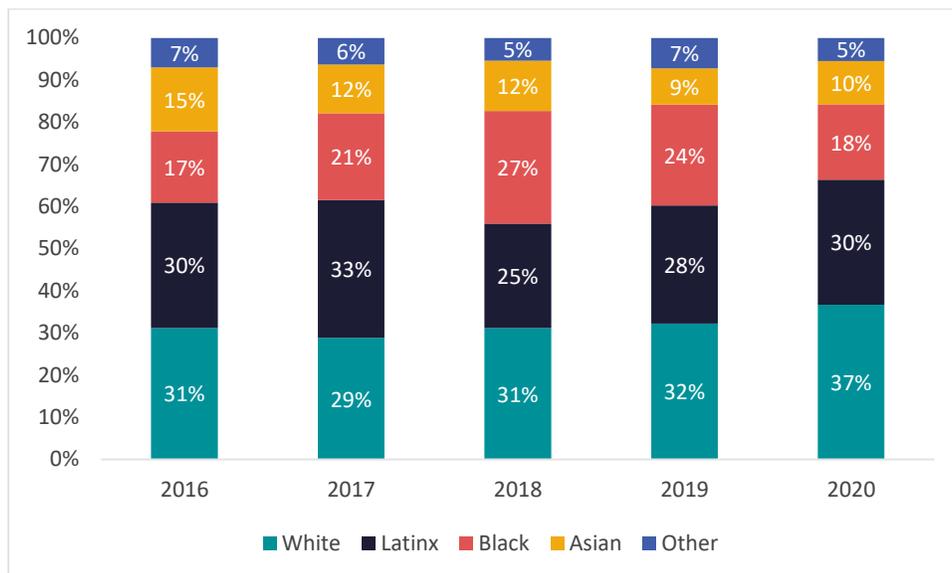
Figure 2.6 below compares proportions of arrests to proportions of the population in San Bruno by race/ethnicity (rates displayed are comprised of data from the past five years, 2016-2020). We can see that the rate at which Black civilians were arrested is much higher than their proportion of the population. Black people were only 1% of the local population but on average represented 22% of SBPD arrests over the five-year period (see full data in Table 5 in Appendix A). There are similar patterns for arrests throughout San Mateo County and neighboring South San Francisco, where Black civilians make up 3% and 2% of the respective population but comprise a disproportionately higher number of the arrests[24].

Arrest numbers for members of the Latinx and white communities were closer to their overall percentages in the population. Conversely, in comparison to their share of the population, members of the Asian community experienced arrests at significantly lower rates.

Figure 2.6: proportions of arrests vs. proportion of population by race/ethnicity (five-year average, 2016-2020)
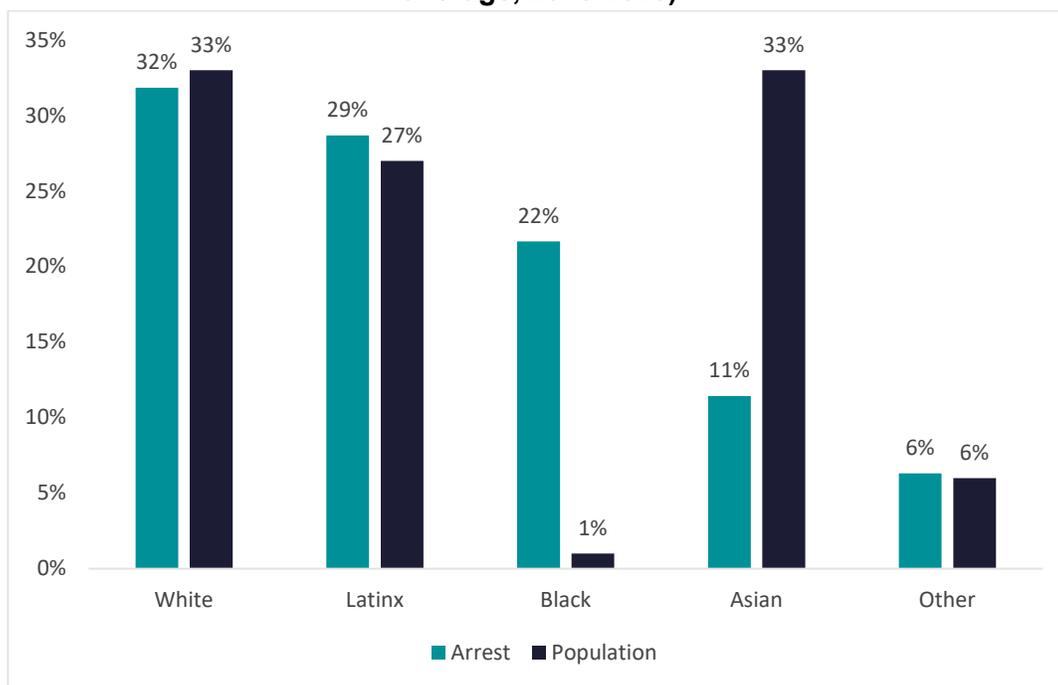
It is important to note that San Bruno, like much of the San Francisco Bay Area, is also home to a large transient population – people who don't necessarily live in San Bruno but travel there for work, shopping, recreation, and leisure. Research has demonstrated that the reasons for such

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[24] Lofstrom, M., Martin, B., Goss, J., Hayes, J., & Raphael, S. (2019). Key Factors in Arrest Trends and Differences in California's Counties. Public Policy Institute of California.https://www.ppic.org/publication/key-factors-in-arrest-trends-and-differences-in-californias-counties/#:~:text=Counties%20with%20the%20highest%20arrest,with%20the%20lowest%20arrest%20rates.

disparities are not always straightforward differences in patterns of offending, and systemic racism, poverty, and other inequalities often play a large role. One study found that even when controlling for contextual factors like socioeconomic status and behavioral differences, black young adults were found to be arrested seven times more than their white counterparts.[25] This happens despite the fact that rates of delinquent behavior are fairly comparable across racial groups.[26] This, in combination with the finding (discussed further below) that shows a large proportion of arrests are of those who are not San Bruno residents, suggests that a deeper and more nuanced investigation of these disparities is warranted (which was beyond the scope of the current project).

<div align="center">

Location of arrests

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In the five-year period examined, a large number of arrests were concentrated both around the Tanforan Mall and, more generally, around El Camino Real (SR-82), in the east side of the city (see figure 2.7); this is a densely populated, mixed-use area (meaning it has both residential and commercial properties). As figure 2.7 illustrates below, a significant proportion of arrests occur along this commercial and mixed-use corridor.

<div align="center">

Figure 2.7, arrest map of San Bruno

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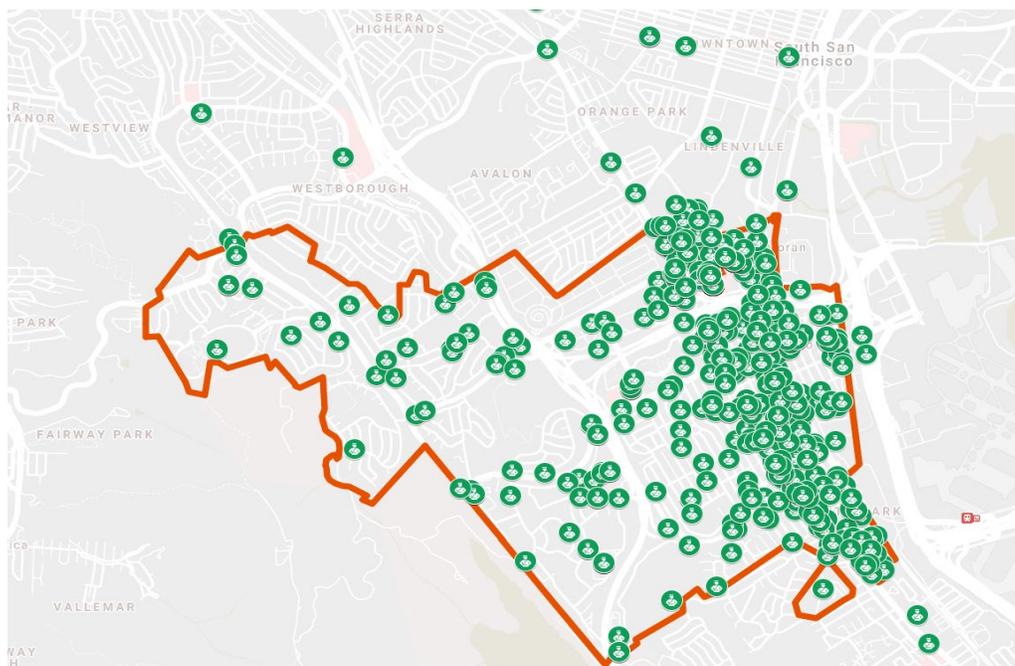
[25] Schleiden, Soloski, K. L., Milstead, K., & Rhynehart, A. (2020). Racial Disparities in Arrests: A Race Specific Model Explaining Arrest Rates Across Black and White Young Adults. Child and Adolescent Social Work Journal, 37(1), 1–14. https://doi.org/10.1007/s10560-019-00618-7

[26] Gase LN, Glenn BA, Gomez LM, Kuo T, Inkelas M, Ponce NA. Understanding Racial and Ethnic Disparities in Arrest: The Role of Individual, Home, School, and Community Characteristics. Race Soc Probl. 2016;8(4):296-312. doi:10.1007/s12552-016-9183-8

Concerns among SBPD and the community about Tanforan Mall open up conversations regarding resident and non-resident sources of crimes. There is a prevalent belief expressed among officers and residents alike that Tanforan Mall attracts non-residents and transient populations who contribute to crime and arrest rates. Data show that most arrests were of non-San Bruno residents (See figure 2.8 below).

Figure 2.8, proportion of arrests by civilian city of residence (five-year average, 2016-2020)
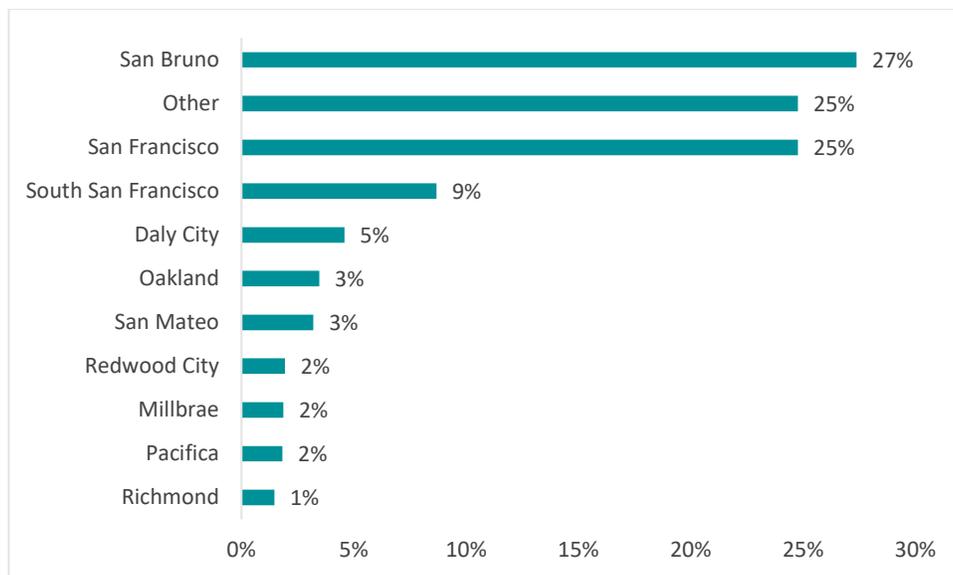
Arrest location and residency data confirm that San Bruno's regional shopping centers (Tanforan and Towne Center) significantly impact crime in the city, meaning there were greater numbers of arrests in these areas. Residency data also show that a majority of those arrested were people who lived outside the city of San Bruno. This suggests that broad statements that attribute crime to "out-of-towners" and shopping centers have some truth but are not completely accurate.

One population that is not addressed in arrest data is the unhoused community. Homelessness is a larger regional concern on the minds of both civilians and law enforcement agencies. An examination of community policing practices in San Francisco between 2013 and 2017 found that while the homeless population only grew by 1%, calls related to homelessness concerns increased by 72% over the same period.[27] While San Bruno has a much smaller unhoused population, the underlying concerns regarding public safety vs. perceptions of nuisance remain. As mentioned previously in the discussion of calls for service, understanding resident/civilian concerns and possible biases against such populations is a critical step in assessing whether homeless populations are actually compromising the safety of other civilians or whether homelessness is a perceived nuisance. To the extent that San Bruno may be experiencing similar

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[27] Herring, C. (2019). Complaint-oriented policing: regulating homelessness in public space. *American Sociological Review 84, no. 5*: 769-800.

challenges, it could be illuminating to convene listening sessions to better understand residents' concerns and to conduct some public education around homelessness issues and available resources, including hearing from community members with relevant lived experience. It is also important for San Bruno city leaders, who have already put in effort in this respect, to continue to listen to the concerns of people experiencing homelessness in their city and in the San Bruno region. Learnings from these efforts can empower San Bruno leaders to be stronger advocates for county and state-level efforts to combat homelessness and improve public safety for everyone.

In interviews with the research team, SBPD officers reported interacting frequently with community members experiencing homelessness and transient visitors, both of which officers identified as one of the biggest sources of crime in San Bruno. Officers remarked that leadership was active in working with transient communities to prevent future crime. Research demonstrates that transient and unsheltered homeless populations often experience arrests and often have more interactions with law enforcement than do other populations; affordable housing could open up more resources and time for SBPD officers who would otherwise be dedicated to serving these populations.[28] Working, for example, with San Mateo County's Center on Homelessness to develop a 2022 strategic plan on homelessness may help reduce the burden on SBPD and its officers in serving this population, and could improve public safety and social trust for unsheltered community members.

Recommendations for arrest

Rec 2.1. SBPD should work with County Courts and other stakeholders to consider appropriate alternatives to arrest, such as a warrant amnesty program. These programs are increasingly common and typically very successful, benefitting the entire community with cost savings and relief for individuals unable to resolve simple legal matters. [33]

Rec 2.2. The City of San Bruno should seek to lead conversations with relevant stakeholders and decision makers to consider expanding diversion opportunities for young adults, especially for TAY. Diversion data should be gathered and tracked to ensure that diversion opportunities are taken advantage of appropriately and to track and address any disparities that might be observed. Given that this age group comprises the largest proportions of arrests, this could have the potential for great positive impacts on the TAY population, public safety, and the community at large.

Rec 2.3 SBPD should regularly report arrest data on race/ethnicity and compare arrest by race/ethnicity across time, with a particular focus on arrest of Black and Latinx civilians. Working across the Northern California Regional Intelligence Center (NCRIC), San Mateo County Police Chiefs and Sheriffs Association, and San Mateo County Commanders Association to better

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[28] Batko, S., Gillespie, S., Ballard, K., Cunningham, M., Poppe, B., and Metrauz, S. (2020) Alternatives to arrests and police responses to homelessness evidence-based models and promising practices.

understand relative rates of arrest (by race) across the county would help determine if this overrepresentation was systemic or particular to San Bruno.

Rec 2.4 SBPD should develop a clear anti-bias statement and policy, posted publicly on their website so it is accessible by the public. SBPD should develop a clear anti-bias statement and incorporate it in their own internal policies as well as post it clearly on their website, ideally alongside citizen complaint information. SBPD should develop a clear policy that outlines acceptable social media and in-person conduct, and what disciplinary action is appropriate if violations of this policy are observed or reported, either virtually or in-person.

Rec 2.5 The City of San Bruno should look for opportunities to work with the County to expand mental and behavioral health resources available in a community setting, as well as expand services to address housing needs; these resources can be used to divert appropriate cases away from the justice system. Officers expressed a desire for more opportunities for specialized training, especially optimizing their ability to provide mental health support when responding to calls for service, an approach that is being explored in San Mateo County. The city could also dedicate resources to having more mental health experts assist officers. SBPD could also expand its training offerings to include "special topics" related to the San Bruno community. Based on the interviews and survey data, officers want specialized training related but not limited to interacting with individuals experiencing homelessness and substance abuse disorders, both of which intersect with mental and behavioral challenges. SBPD officers would like for these trainings to be spaced out over time, with learnings building from one training to the next and specific to the context of San Bruno—all of which is consistent with best practices from the literature.

Mental and behavioral health training should move beyond new hire training sessions, by offering more advanced in-service training opportunities.[29] This can start with funding and mandating crisis intervention training for all officers, regardless of years of time on the force. Crisis intervention training (CIT) is recognized as a national best practice for police officers because it provides an opportunity for officers to increase their awareness of and responses to behavioral health issues, including homelessness, substance-use disorders, and mental health. Thus, if the baseline is that all SBPD officers have CIT training, then developing more specialized training can be done effectively and efficiently, as all officers will be engaging with the content from the same

[29] Hails, J., Borum, R. (2003). Police training and specialized approaches to respond to people with mental illnesses. *Crime & Delinquency 49, no. 1* 52-61.

[31] Lerner, K. (2021, June 7). "New research shows an alarmingly high rate of arrests for outstanding bench warrants." *Arnold Ventures*. https://www.arnoldventures.org/stories/new-research-shows-an-alarmingly-high-rate-of-arrests-for-outstanding-bench-warrants.

[32] Harris, A. (2021, April 15). "Daunte Wright and the police's grim financial incentive behind traffic stops." *Vox*. https://www.vox.com/first-person/22384104/daunte-wright-police-shooting-black-lives-matter-traffic-stops.

[33] *Operation Second Chance* in Santa Clara, CA., *Warrant Resolution Court* in Pima, AZ., *Second Chances Warrant Clearing* in Arapahoe, CO., *Family Court Child Support Bench Warrant Amnesty Program* in Spartanburg, SC., *Warrant Amnesty Initiative* in Jackson County, IL, *Court in the Community* in Fort Worth, TX., Longview, TX also hosted a warrant amnesty program.

foundation.

Rec. 2.6 SBPD should create a more nuanced classification for incidents that may be both criminal and behavioral/mental health related. As noted earlier, SBPD officers expressed a desire for more opportunities for specialized training, especially optimizing their ability to provide mental health support when responding to calls for service. The research team recommends that the city consider dedicating resources to having more mental health experts assist officers and expanding its trainings. The ability to identify incidents that may be both criminal and behavioral will allow the city to accurately gauge the issue and determine if additional resources and trainings are warranted.

Rec. 2.7 San Bruno should hire a full-time City or SBPD data analyst.
Police departments that are smaller have fewer resources dedicated to a team that can analyze data for systemic disparities and patterns in crime, arrest, use-of-force, and citizen complaint data. Several officers mentioned the need for more data-informed approaches to policing and technologically-based solutions that could accommodate for staffing shortages. Additionally, the age and race disparities mentioned above call for a more thorough analysis of the Black/African American arrest rates in San Bruno, San Mateo County, and the Bay Area. As far as the researchers can tell, the weight of most data analysis falls on the chief currently, creating a burden and centralization of aggregate, quantitative knowledge of department trends in arrests, use-of-force, and citizen complaints.

Section 3: Overview of use-of-force and citizen complaints

This section provides a general discussion about use-of-force, including the definition and policies regarding the appropriateness of this action. It also includes an analysis of approximately five years of use-of-force data and highlights the type of cases that involved force and the impact on residents.

Given the inherent risks of working in law enforcement, officers are legally allowed to use reasonable force as needed to make an arrest and protect themselves and others from harm. Although nationally, most incidents involving use-of-force are not considered misconduct and do not result in serious harm, there is public concern over cases of civilian deaths and serious harm at the hands of law enforcement—all of which disproportionately impact individuals who are BIPOC. An analysis of data by the Public Policy Institute of California indicates that despite being less than 6% of the state population, Black people account for about 16% of arrests and account for about 18% of use-of-force incidents resulting in serious injuries and fatalities. Latinx people are also overrepresented in these cases, though to a lesser extent, constituting about 39% of the population, 41% of arrest and 45% of all use-of-force incidents and fatalities respectively.[30] [31] In contrast, white and Asian and Pacific Islander people made up a significantly smaller percentage of individuals involved in either incident. The research team's review of the past five years of SBPD data revealed that its officers did not kill a single person, and the vast majority of its use of force incidents resulted in no injury to the civilian.

Background on use-of-force

Use-of-force: recent legislation

In August 2019, California Governor Gavin Newsom approved Assembly Bill 392, which amends Penal Codes §196 and 835a. The bill was meant to specify when deadly use-of-force is permissible and what might be required to evaluate such incidents. It stated that use-of-force:

> *"shall be evaluated from the perspective of a reasonable officer in the same situation, based on the totality of the circumstances known to or perceived by the officer at the time, rather than with the benefit of hindsight, and that the totality of the circumstances shall account for occasions when officers may be forced to make quick judgments about using force." (AB 392, §835a.4)*

In September 2021, Governor Newsom signed **Senate Bills 2 and 16,** which were meant to increase the accountability of officers who used excessive force. Much of the legislation was passed in response to high-profile and controversial incidents of use-of-force. Public perceptions of safety and equity are impacted by what they view as excessive force.

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[30] Premkumar, D., Gumbs, A., McConville, S., & Hsia, R. (2021). Police use of force and misconduct in California. Public Policy Institute of California. https://www.ppic.org/publication/police-use-of-force-and-misconduct-in-california/.

[31] Lofstorm, M., Martin, B., Goss, J., Hayes, J. & Raphael, S. (2018). New insights into California arrests. Public Policy Institute of California. https://www.ppic.org/wp-content/uploads/new-insights-into-california-arrests-trends-disparities-and-county-differences.pdf.

SBPD's most recent annual report includes the following definition of use-of-force: "Anytime an officer uses force that is <u>more than gentle touch</u> we consider that to be a use-of-force incident" (emphasis added).[32] This is a critical distinction—it is a broader definition of use-of-force than what is prescribed in state law.[33] The stages (or continuum) for use-of-force incidents can be categorized as less or more lethal. The "more than gentle touch" portion of San Bruno's definition represents a best practice in that it requires a greater degree of accountability, more reporting, and analysis of more forms of use-of-force. The reader should keep these varying definitions in mind as they move through the report comparing state, county, and city-specific use-of-force incidents.[34] Given that SBPD includes more types of interactions in its definition of "force," its reporting includes more incidences of "use-of-force" than neighboring jurisdictions that may be using a narrower and more exclusive definition. In this section, we occasionally refer to the Redwood City Police Department since it is also in San Mateo County and neighbors San Bruno; but note that Redwood City's definition of use-of-force is narrower (as discussed in more detail below).

Use-of-force policies

Recently, carotid restraints were banned by a California law that went into effect in January 2021. A carotid restraint hold refers to any restraint, hold, or other defensive tactic in which pressure is applied to the sides of a person's neck—creating a substantial risk of restricting blood flow and potentially rendering the person unconscious—to subdue or control the person (Government Code § 7286.5).While this policy change created an outright ban on the carotid restraint, it is important to note that previous SBPD policy only allowed its use under extreme circumstances, and only by officers specifically trained in its use. As no SBPD Officers were trained in use of the carotid restraint, they were in effect prohibited from deploying it even prior to this policy change. It is also worth noting that in the five years surveyed in this study, there was not a single application of the carotid restraint by SBPD. While the policy has been updated, the SBPD website does not yet reflect this change. SBPD should update its use-of-force policy on its website to reflect this change and to inform the public.

Figure 3.1 illustrates the San Bruno Police Department's use-of-force continuum. Again, it is important to note the SBPD's definition for each category may vary from other law enforcement agencies.[35] As will be discussed later, between 2016-2020 there were no incidents of officer lethal use-of-force by SBPD, and all but one use-of-force incidents were defined as low-level, intermediate, or less-lethal.

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[32] San Bruno Police Department. (2020). Annual Report.
https://public.powerdms.com/SanBrunoPD/documents/2082868.

[33] For example, see the U.S. Supreme Court Decision in, Graham v. Connor, 490 US 386 (1989).

[34] McDowall, D., and Loftin, C. (2009). Do US city crime rates follow a national trend? The influence of nationwide conditions on local crime patterns. *Journal of Quantitative Criminology 25, no. 3* 307-324.

[35] National Institute of Justice. (2009, August 3). The use-of-force continuum.
https://nij.ojp.gov/topics/articles/use-force-continuum.

**Figure 3.1, San Bruno use-of-force continuum**

1) Low-level force	A level of force or control that is neither likely nor intended to cause injury (most common example is physically controlling someone's arms or taking someone to the ground).
2) Intermediate force	A level of force that has the potential to cause injury or substantial pain and is greater than low-level force (most common example is striking someone with hands, feet, or objects).
3) Less-lethal force	A level of force that is not intended or expected to cause death or serious injury, but which has the potential to do so and is greater than significant force (most common example is use of the TASER).
4) Deadly force	Any use-of-force that creates a substantial risk of causing death or serious bodily injury, including but not limited to the discharge of a firearm (Penal Code § 835a).

Civilian and officer uses-of-force

The Research and Action Center analyzed SBPD use-of-force incidents over a five-year period to assess trends by race, age, gender, civilian injury, officer injury, and type of force used. Between 2016 and 2020, there were an average of 44 cases per year that involved use-of-force. In comparison, neighboring Redwood City averaged 46 use-of-force incidents annually over the same five-year period (noting that Redwood City uses a narrower definition of use-of-force).[36] If SBPD had used the same use of force reporting definition, it would have reported fewer than half of the use of force incidents over the past five years.

As shown in figure 3.3, there are very minor fluctuations in the number of use-of-force incidents over the five-year period. For this reason, the research team determined that it was more telling to assess and report a five-year average for the annual number of use-of-force incidents for race/ethnicity, type of force used, nature of the incident, and total counts.

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[36] The reason for this comparison is due to Redwood City's proximity and the similar size of its police force. Redwood City also appears to use a much more exclusive definition of use-of-force (UoF), which would exclude many of the UoF incidents reported here by SBPD. It should be noted that if Redwood City PD used the same definition of UoF as San Bruno PD, they would likely report many more incidents per year.

Figure 3.2, total count of use-of-force by police department (2016-2020)
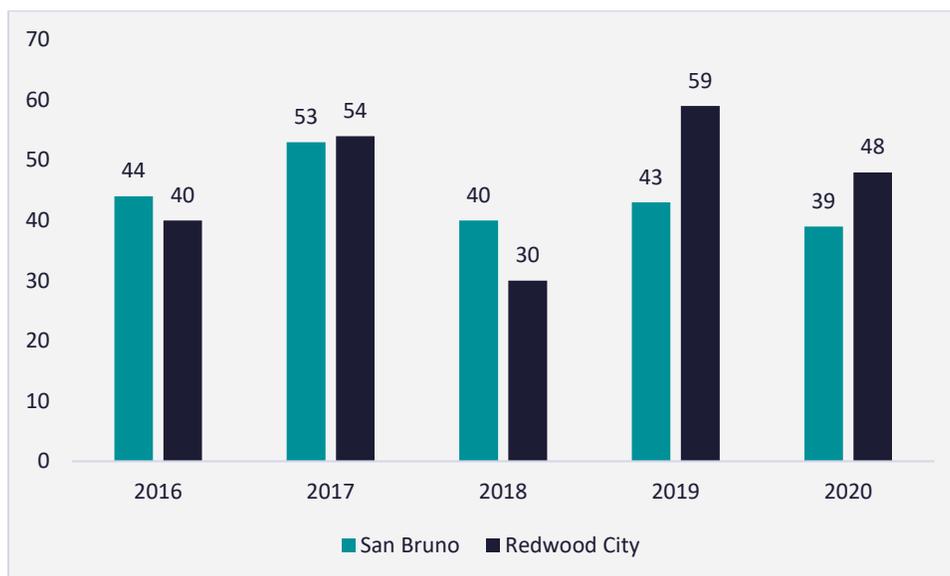
The number of SBPD cases that involved force remained stable and relatively low over the five years examined; there was a slight decrease in 2020 (see figure 3.2). About three-quarters of total SBPD use-of-force incidents emerged from officers dispatched to a situation, whereas the remaining quarter came from either officer-initiated or other incidents.[37] As noted above, due to SBPD's expanded definition of use-of-force, a broader range of incidents are included in this category. As a result, the numbers of incidents are most likely much greater than in neighboring jurisdictions.

Use-of-force is documented for both civilians and officers. While use-of-force by officers is often of greater public interest and concern, it is important to note that officers sometimes must use force in response to civilian uses of force. In fact, in most cases where an officer employed use-of-force, civilians were also recorded using some level of force. Examples of use-of-force by civilians include fleeing, non-compliance, physical resistance, punching/kicking/pushing, and lethal threat. Conversely, use-of-force by officers included control holds, take downs, body weight, wrap restraints, firearm use or pointing, application of spit masks, and hand strikes. It is important to note that over the past five years, SBPD use-of-force incidents led to no civilian injuries in about 60% of cases, and minor injuries in about 30%.

Figures 3.3 and 3.4 display the types of force used by civilians and officers, respectively. These figures display the five-year averages for all types of force used and can account for multiple forms of force when used in a single incident. For example, multiple forms of force can be

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[37] Redwood City Police Department use of force. Police Data Dashboard, Redwood City, California. https://www.redwoodcity.org/departments/police-department/about-us/rcpd-use-of-force#:~:text=DEFINITION,or%20weapons%20to%20another%20person.

recorded when a single officer relies on multiple types of force, or when there is more than one officer using force in a single incident.

The most common types of force by civilians included non-compliant behaviors (33), physical resistance (31), punching/kicking/pushing (12), and fleeing from the officer (11) (see figure 3.4).[38] Research demonstrates that non-compliance is a common civilian response (especially among those with serious mental illnesses).[39]

Figure 3.3, types of civilian use-of-force, San Bruno (five-year average, 2016-2020)
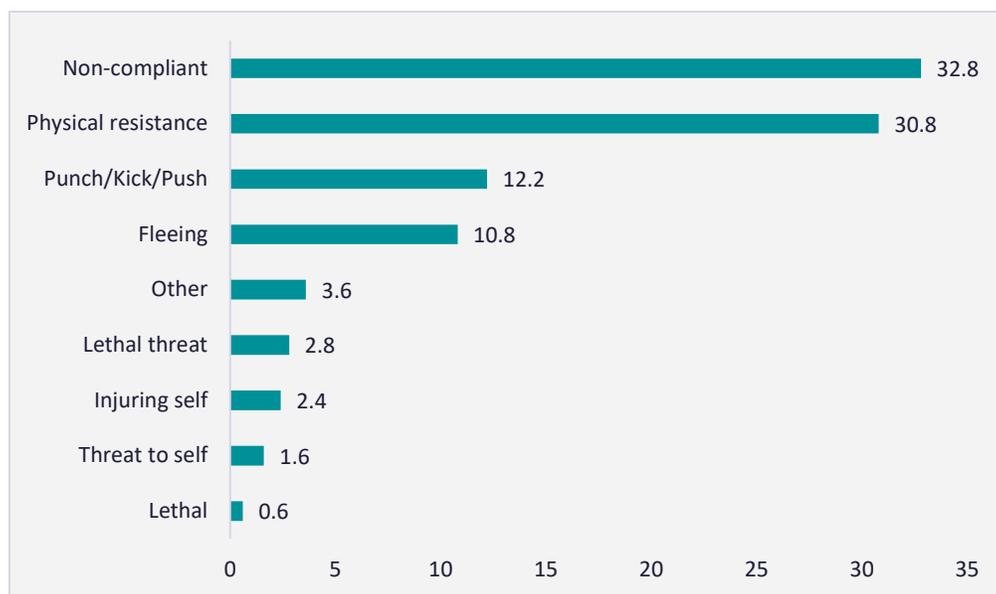

Figure 3.4 below displays the top five most common types of force used by SBPD officers; these categories represent over 90% of the total incidents between 2016-2020 (full table including all types of force can be found in A.7 and A.8 in Appendix A). The types of force most often used by the SBPD include control holds (74), take downs (40), wrap restraints (31), and use of body weight (21).[40] At a state level, in 2020, California's most common forms of officer use-of-force included controlled hold/takedown (29% or n=208); discharge of a firearm (hit) (33% or n=238); using an electronic control device (14% or n=100); and K-9 contact (14% or n=102).[41] This data shows that the SBPD does not rely as heavily on types of force most likely to result in serious injury or death (i.e., discharging firearms or using K-9s) as the average police department in California.

[38] These figures represent the five-year averages of their respective categories (2016-2020).

[39] Laniyonu, A., and Goff, P.A. (2021). Measuring disparities in police use of force and injury among persons with serious mental illness. *BMC Psychiatry 21, no. 1* 1-8.

[40] These figures represent the five-year averages of their respective categories (2016-2020).

[41] https://openjustice.doj.ca.gov/data-stories/use-of-force.

Figure 3.4, most common types of officer use-of-force, San Bruno (five-year average, 2016-2020)
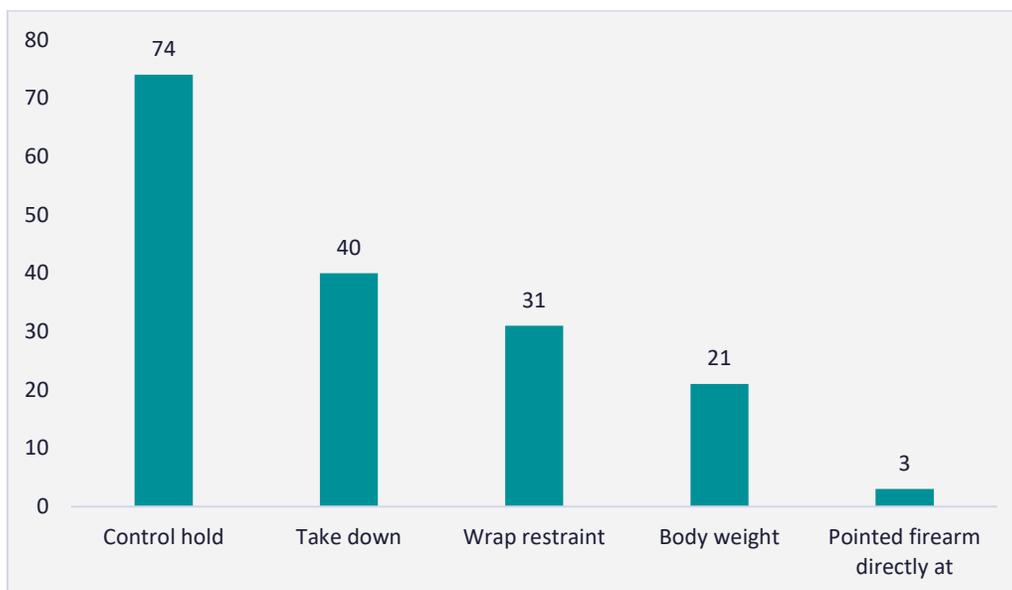
Use of firearms

According to California's Department of Justice, if a weapon is not discharged (i.e., fired), law enforcement agencies are not currently required to disclose their use.[42] SBPD and most Bay Area police departments go beyond this minimum standard, and report incidents that involve an officer pointing a firearm at a suspect, regardless of whether the weapon is discharged. The research team's review of these incidents found two such instances in 2016 and 2017, six in 2018, none in 2019, and six in 2020.[43] This represents a small percentage of the total annual use-of-force incidents over the five-year period examined. Only once, in 2016, did an officer discharge his firearm at a vehicle that attempted to run him over; the suspect was not hit during the incident. From 2016 to 2020, there were no incidents in which a discharged firearm resulted in a civilian injury.

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[42] CJSC, DOJ. (2017). Use of Force Incident Reporting. https://data-openjustice.doj.ca.gov/sites/default/files/dataset/2021-07/Use%20of%20Force%20Incident%20Reporting%202020%20Context_073021.pdf.

[43] Each use-of-force incident might include more than one type of force or the same force used by multiple officers.

Use-of-force by race and ethnicity

As noted earlier, despite the department's broad definition of force and overall arrest numbers, the number of cases in which force was used by SBPD is relatively low.[44] On average, over the five years of data reviewed, force was used in about 4% of arrests.

Despite these relatively small numbers, in light of national and statewide trends it is still important to disaggregate and evaluate the racial/ethnic composition of the civilians involved in use-of-force cases. Based on their five-year average, Latinx civilians were most likely to be involved in cases that included force. As shown in figure 3.5 below, on average 13 Latinx civilians per year experienced incidents that involved force over the five-year period. Whites closely followed this group with an average of 12 incidents involving force during the same period.

Figure 3.5, use-of-force by civilian race/ethnicity, (five-year average, 2016-2020)
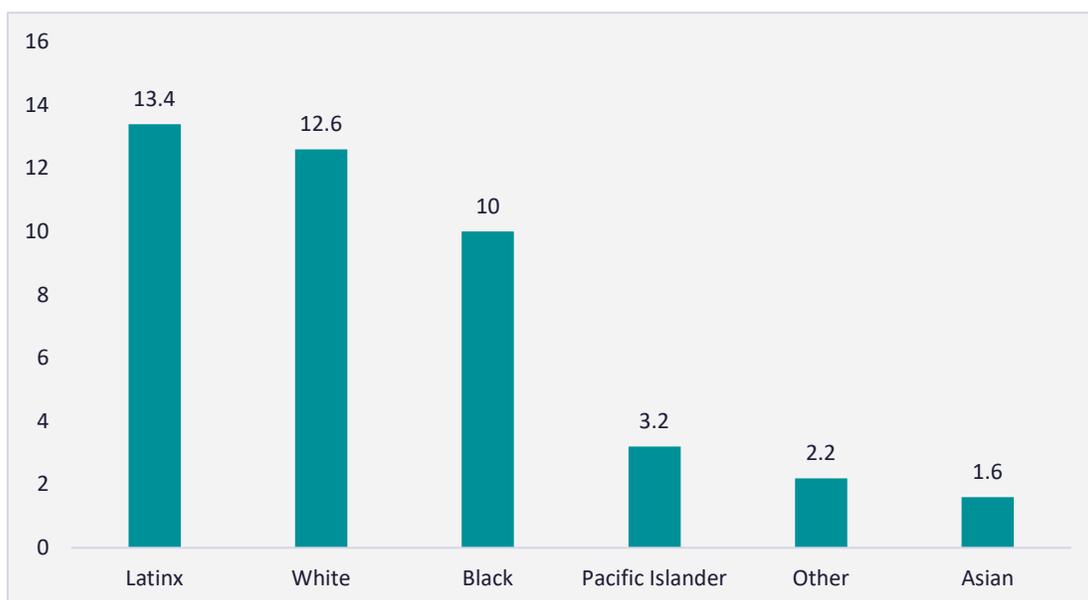
Figure 3.6 below presents the racial/ethnic composition of all civilians involved in officer use-of-force cases over the past five years (2016-2020). You can see that Latinx civilians are the most likely to experience use-of-force (31%), with white civilians at a similar rate of 29%, and Black civilians experiencing a slightly lower rate of 23%.

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[44] Incidents here refer to all interactions (either officer-initiated or due to a call for service) where civilians and police interact. This includes interactions that lead to arrests, citations, or no police/legal action.

Figure 3.6, use-of-force by civilian race/ethnicity (percentages based on five-year total, 2016-2020)
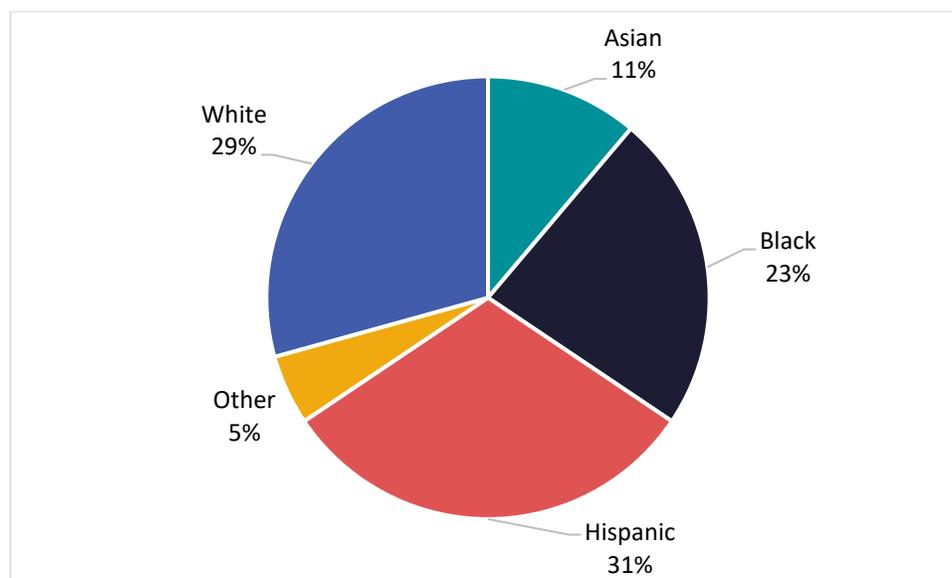
Behavioral/mental health and use-of-force

The use-of-force against a civilian by an officer may be affected by the civilian's mental health and the severity of any mental health-related issues.[45] This is important since SBPD received 5,000 mental health calls, only a small portion of which ended in use-of-force (only 15 out of 216 use-of-force incidents).[46] This is a positive finding for the SBPD, given the large number of mental health calls they receive annually and the low number of those calls that lead to officer use-of-force on a civilian experiencing a mental health issue.

As shown in figure 3.7, most uses of force were triggered by criminal behavior—an average of 78% of incidents from 2016-2020. During this same period, "mental health only" represented 7% and "other" made up 15% of incidents. Some instances currently categorized as "criminal behavior" may have also involved mental health crises. For example, if an officer encounters a civilian breaking a window at a local business, this is a criminal offense but may also be due to underlying mental health issues. While criminal behavior and mental health issues may *simultaneously* play a part in the impetus for a use-of-force incident, the research team understands that the ability to discern whether mental health issues are contributing to criminal behavior in real time may be an unreasonable burden on officers. Understandably, capturing this nuance is challenging, and thus SBPD's current method for capturing such incidents does not

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[45] A typology of citizen presentations in police use of force events: are there ecological drivers? (2019). *Police Quarterly 22, no. 3* 360-387.

[46] There were 216 use-of-force incidents in the five years of analysis (2016-2020). Out of those 216 incidents, 15 were categorized in the officer reports as "mental health only" incidents. The remaining incidents were categorized as use-of-force incidents that involved "criminal behavior" or "other" reasons.

reveal when a civilian is *both* engaging in a criminal act *and also* having a mental health issue or crisis. Nonetheless, understanding this nuance could benefit San Bruno, as it can help both SBPD and the city better understand the needs of the community, and help track whether civilians are receiving appropriate services and behavioral/mental health diversion opportunities.[47] Pilot programs that entail co-responder models for policing (where police officers and trained behavioral/mental health providers pair up to respond to relevant incidents) and providing service to those who need mental health support in spaces with crime concentrations have demonstrated success, and could serve as models.[48] Partnerships with such programs can assist in developing more robust data collection as well. Overall, strategies that center on documenting mental health episodes that occur simultaneously with behaviors deemed criminal can help SBPD better understand and support the needs of civilians with serious or severe mental health issues. SBPD should continue to consider the California Commission on Peace Officer Standards and Training's (CA POST) recommended best practices, which state: "Officers should consider whether an individual's non-compliance may be due to a medical condition, mental impairment, substance interaction, developmental or physical disabilities, or other considerations that may be beyond the individual's control."[49] While force in some cases might be required by the situation, regular training and refresher trainings on crisis intervention and de-escalation will help to minimize use of force.

**Figure 3.7, use-of-force by nature of the incident
(5-year averages, 2016-2020)**

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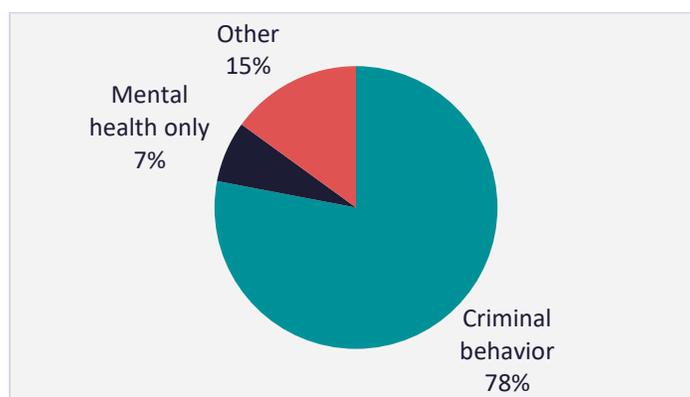
[47] Rossler, M., and Terrill, W. (2017). Mental illness, police use of force, and citizen injury. *Police Quarterly 20, no. 2* 189-212. Morabito, M., Kerr, A., Watson, A., Draine, J., Ottati, V., and Angell, B. (2012). Crisis intervention teams and people with mental illness: exploring the factors that influence the use of force. *Crime & Delinquency 58, no. 1* 57-77. Johnson, R. (2011). Suspect mental disorder and police use of force. *Criminal Justice and Behavior 38, no. 2* 127-145.

[48] White, C., and Weisburd, D. (2018). A co-responder model for policing mental health problems at crime hot spots: findings from a pilot project. *Policing: A Journal of Policy and Practice 12, no. 2* 194-209. Weisburd, D., and White, C. (2019). Hot spots of crime are not just hot spots of crime: examining health outcomes at street segments. *Journal of Contemporary Criminal Justice 35, no. 2* 142-160. Vaughan, A., Hewitt, A., Andresen, M., Verdun-Jones, S., and Brantingham, P. (2019). The importance of gender in the spatial distribution of police interactions involving emotionally disturbed persons: An examination of call types. *Policing and Society 29, no. 2* 137-154.

[49] California Commission on Peace Officer Standards and Training (POST). (2021). Use of force guidelines. (14).

Citizen complaints

For the city of San Bruno as well as across the nation, efforts at institutionalizing regular community input and prioritizing consistent and standardized opportunities for feedback are a critical component of reducing the perceived divide between officers and civilians. The Lexipol policy manual recommends that local jurisdictions create an internal critical incident review panel to review incidents, including line-of-duty deaths, use of service weapons, use of the taser, and cases involving serious bodily injury. According to SBPD, all departmental use-of-force incidents result in an extensive internal review process. This process includes the review of all associated body-worn camera footage and completion of a standalone use-of-force report by a supervisor. All video footage and reports are then reviewed by a lieutenant, who makes recommendations regarding training needs and/or policy concerns before forwarding to the division captain. The captain follows a similar process to that of the lieutenant, and then forwards all materials to the chief of police, who makes the final decision regarding the disposition of the report. If any policy violations are noted, the report will be assigned to an administrative personnel investigation (API).

Currently, citizen complaints can be submitted to the city attorney's office, city manager's office, and the SBPD. If the citizen complaint involves use-of-force, it is initially reviewed by the supervisor, then the lieutenant, captain, and chief (in that order), as described above. Each step is independently documented in the use-of-force report and includes identification of tactical considerations and training needs that do not rise to the level of policy violations. This step also documents corrective steps that are taken in response to any violations. If there is a violation, the incident escalates to an API, which queues up a more robust investigation that may result in a disciplinary process.

For cases involving discipline that result in more than a 40-hour suspension, the chief's office makes a recommendation to the city manager's office, which holds another Skelly hearing and makes the ultimate decision regarding discipline (as per the city's memorandum of understanding (MOU) with its police union). In small departments, allowing time for a thorough internal affairs and complaint review can offer some relief to resource-strapped staff.[50] This process may be foreign to many San Bruno residents. Therefore, explicitly laying out the role of the API in policy is critical in fostering citizen trust[51] and could perhaps be addressed in a future SBPD annual report.

Currently, SBPD reviews all APIs and all citizen complaints—even if the complaint does not result in an API. In addition, the research team recommends adding the assistant city manager or chief people officer as a representative from the city manager's office to the review team; this can ensure that the city's senior staff (outside of the police department) are informed and regularly updated about citizen complaints and personnel investigations.

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[50] Courtney, K. (1996). Internal affairs in the small agency. *FBI Law Enforcement Bulletin 65* 12.

[51] Thurnauer, B. (deputy chief). (2018). Internal affairs: a strategy for smaller departments. Bureau of Justice Assistance (DOJ). https://www.theiacp.org/sites/default/files/2018-08/BP-InternalAffairs.pdf.

The research team reviewed citizen complaint data over a five-year period. As shown in figure 3.8 below, there were a small number of complaints filed against SBPD. The numbers ranged from a low of two in 2018 to a high of seven in 2017. Over this time, there was only one sustained complaint, and this involved behavior by an off-duty officer (see figure 3.9).

Figure 3.8, citizen complaints, by year of complaint

Year	Count
2015	4
2016	5
2017	7
2018	2
2019	6
Total	24

Figure 3.9, total citizen complaints by disposition (2015-2019)
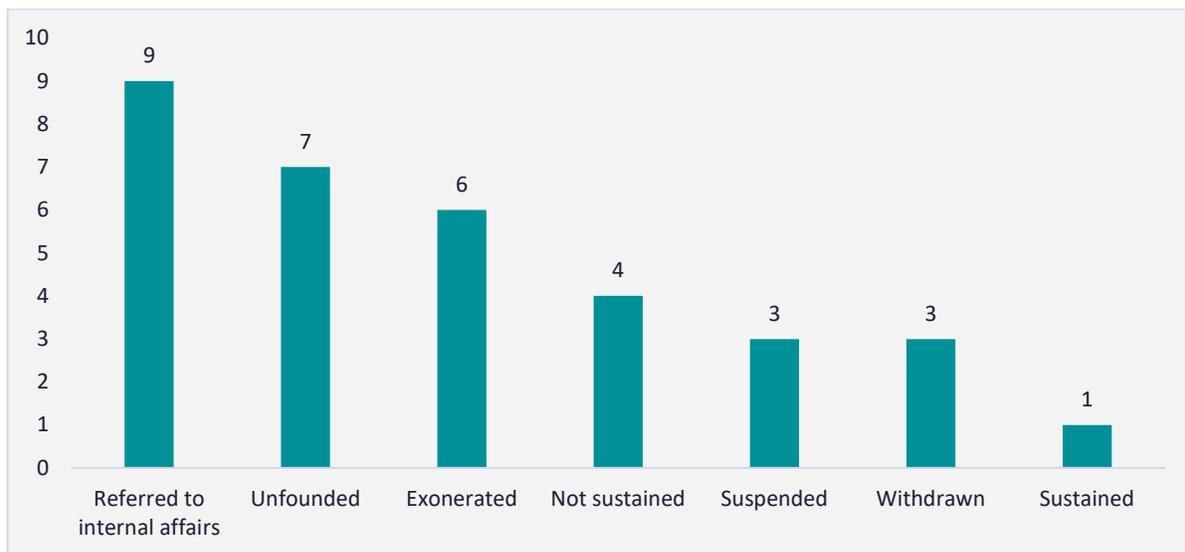
Figure 3.10, definitions of citizen complaint dispositions

Unfounded	When the investigation discloses that the alleged acts did not occur or did not involve department members. Complaints that are determined to be frivolous will fall within the classification of unfounded (Penal Code § 832.8).
Exonerated	When the investigation discloses that the alleged act occurred but that the act was justified, lawful, and/or proper.
Not sustained	When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the member.
Sustained	A final determination by an investigating agency, commission, board, hearing officer, or arbitrator, as applicable, following an investigation and opportunity for an administrative appeal pursuant to Government Code § 3304 and Government Code § 3304.5 that the actions of an officer were found to violate law or department policy (Penal Code § 832.8).

Between 2015 and 2019, citizen complaint processing time was also cut by more than half (from just under five months to about two and a half months), which means that citizens' concerns were investigated in a timelier manner. Definitions of complaint outcomes can be seen in figure 3.10.

Recommendations related to use-of-force and citizen complaints

Rec. 3.1 Create an additional avenue for filing a complaint through the City Manager's Office. From there, complaints will follow the established API process when a formal investigation is needed. Amend review processes for all APIs and citizen complaints to include a review by executive-level personnel within the city manager's office, namely the assistant city manager or chief people officer. This will ensure that civilians have multiple ways of filing complaint, including one that doesn't include filing directly with the police department. Because there are multiple entry points for citizen complaints, it may be confusing to the public and it may delay the early detection of problems. Centralizing review and monitoring of citizen complaints in the city manager's office may create greater trust in the review and resolution of citizen complaints.

Rec. 3.2 The citizen complaint process should be clearly outlined and stated on SBPD's and the city manager's website. The process should be laid out in plain language, and the

citizen complaint form should be translated into Spanish and any other languages used by significant portions of the community.

Rec. 3.3 SBPD should continue training on use of force and to monitor use-of-force data by race/ethnicity. SBPD should continue to ensure that its trainings on use-of-force (which specifically prepare officers for fleeing, general non-compliance, and physical resistance) align with best practices, while continuing best practices for reducing civilian injury.

In addition, although use-of-force incidents are relatively uncommon, best practice suggests continuous monitoring of data. As part of this process, SBPD should take a targeted look at the use-of-force incidents experienced by Black and Latinx civilians and analyze to assess for bias, including implicit bias.

Section 4: community perceptions of local policing practices

Overview and context

A central component of this project included gaining insight into how residents view safety, equity, and local policing efforts within the city and their respective neighborhoods. To this end, the research team collected feedback through an anonymous community-wide survey. The survey, available in both English and Spanish, was distributed electronically online and at a kiosk at Tanforan Mall. Paper versions of the survey were also distributed during community events and made available at a few locations within San Bruno, including city hall. Nearly 300 residents responded to the survey. Most respondents were white (67%), 50 years of age or above (60%), and had lived in San Bruno for more than 20 years (60%). The portion of female and male respondents was similar, approximately 47% and 53% respectively. Two individuals identified as transgender (.003%) or as "something else" (.003%), and 15 preferred not to say (5%) (see Tables 13–15 for additional details of survey respondents).

To expand the range of perspectives, the research team also coordinated focus groups for Black, Latinx (one in English and another in Spanish), women, LGBTQ+, and local elders. A separate session for members of the Citizen Crime Prevention Committee, a group that serves as a liaison between the community and police, was also held. Despite numerous strategies and outreach efforts to encourage attendance, participation was low and only the groups for Black residents, elders, and members of the Citizen Crime Prevention Committee had participants.

Community responses: general perceptions

Overall, survey participants reported high satisfaction with SBPD. As shown in figure 4.1, most respondents were satisfied with SBPD efforts to keep the city safe (84%); the respect shown to people served (68%); SBPD response to community concerns (64%); and the protection of civil rights (63%). However, when asked to rate their level of satisfaction with SBPD's response to concerns of BIPOC and LGBTQ+ civilians, more respondents were unsure rather than satisfied. As most survey respondents were white and identified as heterosexual or straight, this finding is understandable.

Nationally, police approval ratings have remained stable since the mid-1990s, increasing slightly between 2000-2004. In 2020, national approval ratings of police fell to a 27-year low of 19% among Black respondents and remained constant for white Americans at around 56%.[52][53]

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[52] Brenan, M. (2020, Aug. 12). Amid pandemic, confidence in key US institutions surges. *Gallup*. https://news.gallup.com/poll/317135/amid-pandemic-confidence-key-institutions-surges.aspx.

[53] Jones, J. (2021, July 14). In US, black confidence in police recovers from 2020 low. *Gallup*. https://news.gallup.com/poll/352304/black-confidence-police-recovers-2020-low.aspx. Samuels, A., (2021, Apr 13). How views on Black Lives Matter have changed—and why that makes police reform so hard. *FiveThirtyEight*. https://fivethirtyeight.com/features/how-views-on-black-lives-matter-have-changed-and-why-that-makes-police-reform-so-hard/

Nationally, Latinx populations have traditionally fallen in between the approval ratings of Black and white Americans, reflecting a wide range of opinions on law enforcement depending on the national place of origin and racial identification of Latinx voters.

Figure 4.1, levels of community satisfaction with SBPD's performance and diversity
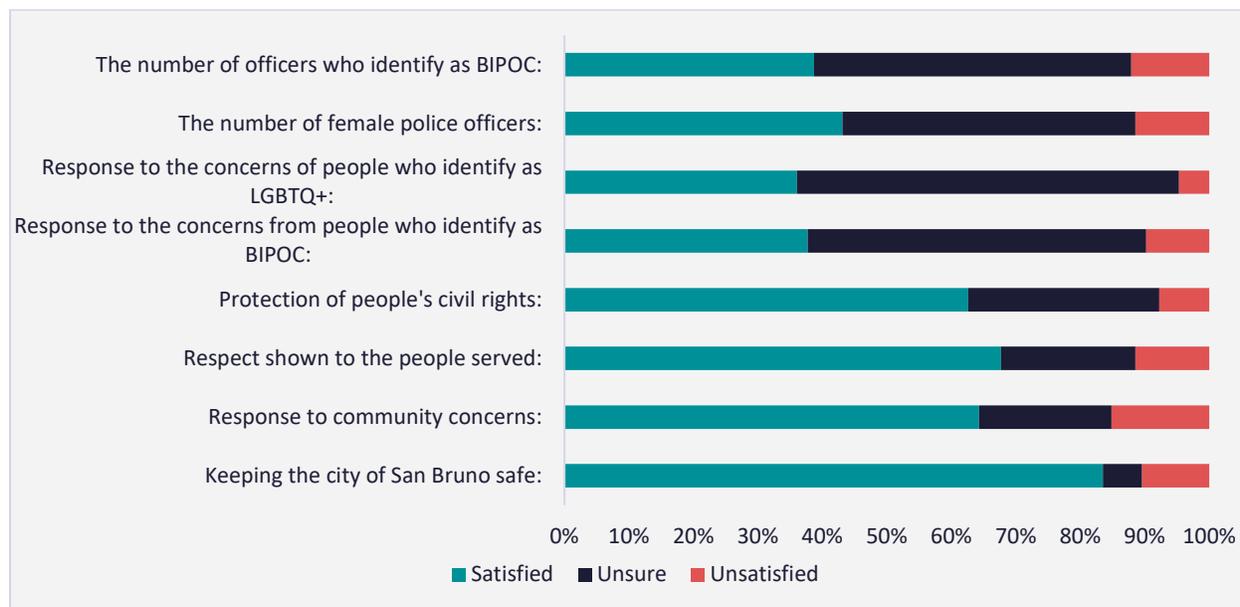

When asked about their level of satisfaction with the number of women and BIPOC police officers, a similar pattern of uncertainty is shown. Yet, it should be noted that the current composition of the SBPD is roughly reflective of the city's population (figure 3.2). The Asian population of San Bruno is 30%, while 20% of the SBPD sworn officers identify as such. Latinx make up 30% of San Bruno's population and 27% of sworn officers. White residents make up 44% of the city and 49% of the department. One officer identifies as Black, representing about 2% of the force. When comparing SBPD to similar sized departments in the area and to departments across the state (with similar racial/ethnic demographics), SBPD is excelling at recruiting Asian-identifying officers. However, the department can improve its recruitment of Black officers, which is particularly important since Black civilians make up a significant percentage of local arrests.

Also, currently, about 10% of sworn officers in San Bruno identify as women (see figure 4.3). While this is much lower than the 30% goal suggested by the 30x30 Initiative,[54] San Bruno is on par with other similarly situated police departments and national rates that show an average of 12% women officers.[55]

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[54] The 30x30 Initiative seeks to advance women in policing, with a primary goal of ensuring that police recruits are made up of at least 30% women by 2030. https://30x30initiative.org/about-30x30/.
[55] Ibid.

Figure 4.2, comparison of race/ethnicity of sworn officers in nearby or similar sized departments (FY 2020/2021)
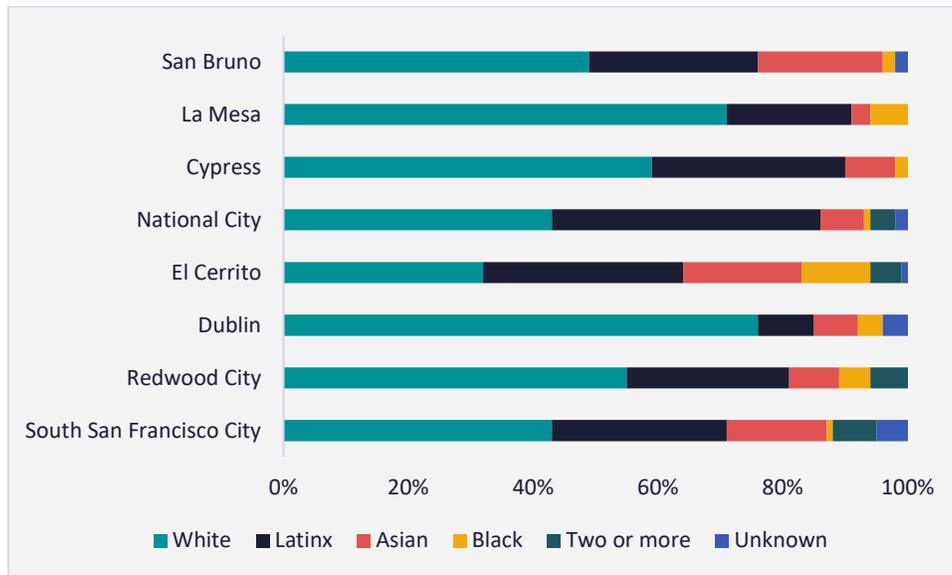
Figure 4.3, comparison of gender of sworn officers in nearby/or similar sized departments (FY 2020/2021)
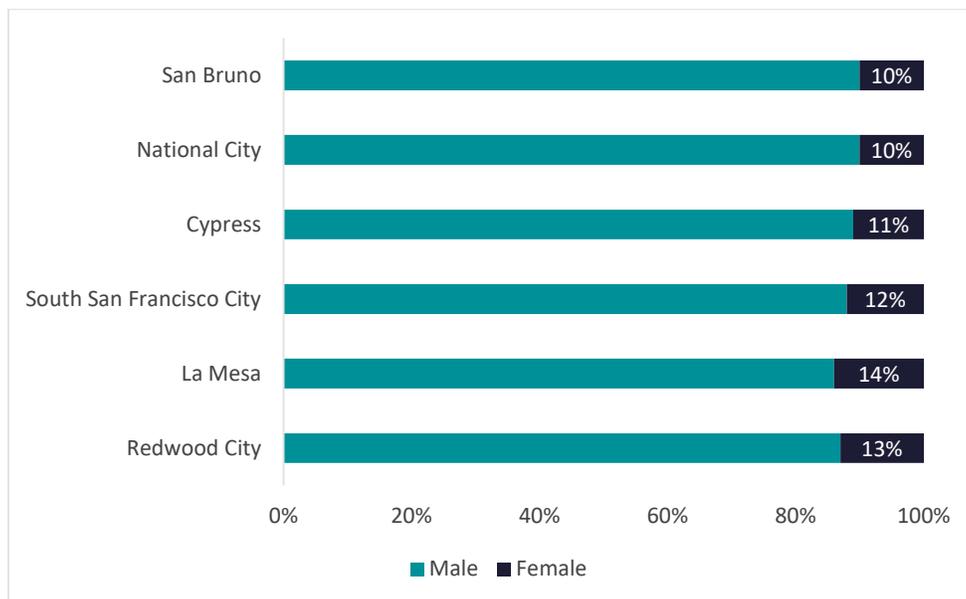
Community responses: personal experiences

Respondents overwhelmingly reported high levels of support and respect for SBPD. As shown below, almost all had respect for SBPD (94%); felt comfortable calling for help (93%); trusted SBPD to do the right thing (91%); believed the department has a good public image (90%); and believed the department is transparent and honest (85%). Most of this group also felt comfortable calling the police when outside of the city of San Bruno (88%).

A majority of San Bruno respondents (57.14%) reported having personally interacted with the SBPD, mostly via 9-1-1 calls and requests for assistance. Among this group, approximately 75% reported that responding officers treated them with respect.

Figure 4.4, levels of community satisfaction with SBPD, officers, and policing

When disaggregated by race/ethnicity, rates for Asian, Latinx, and White respondents followed this pattern with almost all reporting similarly high rates of comfort and trust in SBPD (see figure 4.5 below). However, ratings by Black respondents were considerably lower on these measures. Although this trend may be consistent with other research, the small number of Black respondents (n=3) should be considered when interpreting this finding. A higher percentage of all groups, including Black respondents, reported feeling more comfort with SBPD than with outside police.

Figure 4.5, levels of community satisfaction with SBPD, officers, and policing by race/ethnicity
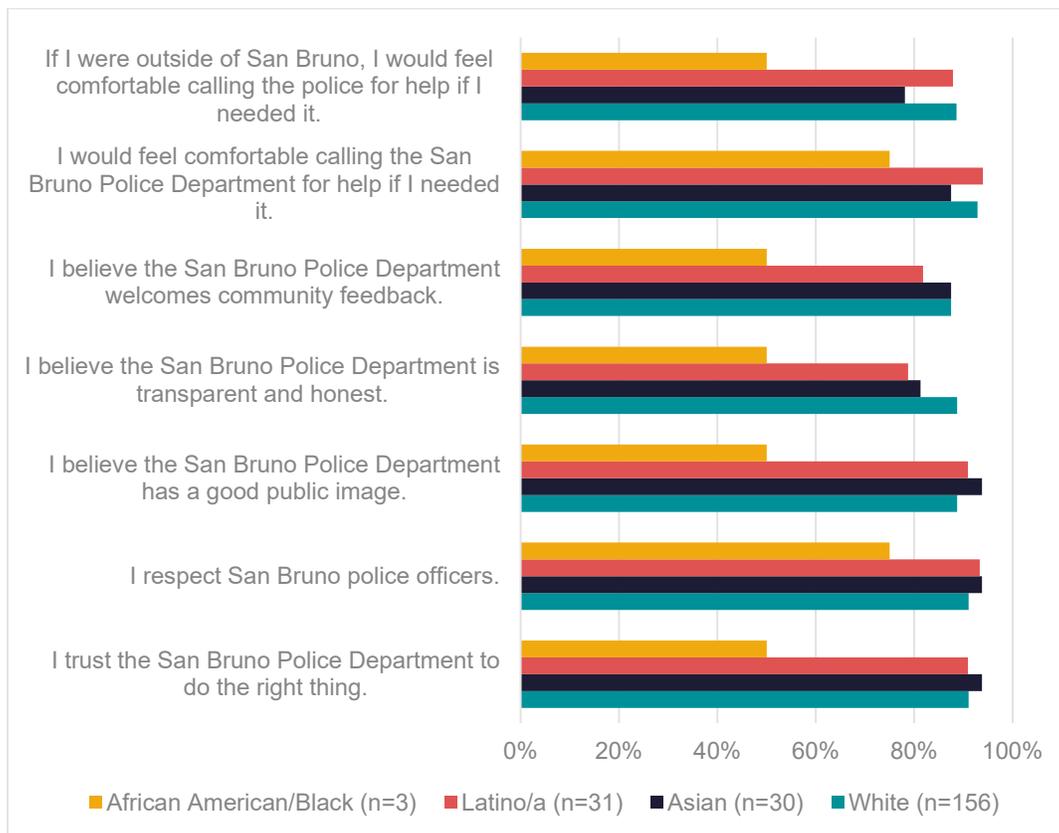
Note: Presented here are responses of "Agree" or "Strongly Disagree";
Those who preferred not to identify their race/ethnicity are not included here

Community responses: neighborhood-level perceptions

Neighborhoods of residence often shape community members' perceptions of police.[56] The treatment and attention by police in a particular neighborhood can differ significantly from the overall city approval of a law enforcement agency or treatment from other government entities.[57] Some residents and city council members expressed a belief that there are significant differences in safety concerns and police presence/experiences for east and west side residents.

Although San Bruno's East and West sides are not an official geographic boundary, it is perceived as one by many. These areas are roughly separated by El Camino Real (SR 82), which serves

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[56] Melendez, L. (2021, June 29). San Franciscans concerned for public safety, 70% say quality of life has gotten worse: survey. *ABC 7 Bay Area*. https://tinyurl.com/2p8hmkjp.
[57] Lai, Y-L., and Jihong S.Z. (2010). The impact of race/ethnicity, neighborhood context, and police/citizen interaction on residents' attitudes toward the police. *Journal of Criminal Justice 38, no. 4* 685-692.

as an unofficial line of demarcation (see figure 4.6). The research team assessed whether safety concerns and perceptions of treatment by the SBPD differed by the neighborhood in which the respondent lived. For most measures, there were very few differences found in how respondents from the east and west side neighborhoods viewed the SBPD's efforts in keeping the neighborhood safe, responding to calls, and treating residents with respect (see figure 4.7). However, there were noticeable differences among residents regarding care given to specific individuals (i.e., care for "people who look like me") and the time SBPD dedicated toward relationship-building in their respective neighborhoods, with east side residents reporting lower levels of satisfaction.

Figure 4.6, neighborhood map of San Bruno

Figure 4.7 levels of community satisfaction with SBPD's performance (East vs. West side)

When thinking about the San Bruno neighborhood in which you currently live, please tell us how satisfied you are with San Bruno Police Department's performance in the following areas.

|	West side	East side
Time dedicated building relationships with my neighborhood:	53%	41%
Care for people who look like me:	73%	56%
Treatment towards people in my neighborhood:	75%	70%
Respect for people in my neighborhood:	78%	74%
Response to calls for assistance in my neighborhood:	72%	69%
Keeping my neighborhood safe:	84%	78%

■ West side ■ East side

Note: Responses of "completely satisfied" and "somewhat satisfied" are combined here to indicate "satisfaction."

SBPD officers were asked to estimate the amount of time spent on preventative policing per week (see figure 4.8). Preventative police work can include activities such as making informal contacts with youth and other residents, participating in local activities, and having a general presence in a specific neighborhood so that potential problems can be identified early and addressed. While there is no predetermined amount of time that is considered ideal for preventative policing, San Bruno practices do appear to be in line with research suggesting that 1-2 hours per day (5-10 hours per week) on patrol can be effective at reducing crime in particular areas.[58] It also seems likely that more time spent interacting with and engaging community members in non-crime-response activities would no doubt be beneficial in strengthening the relationship between SBPD and the communities it serves. As shown below, almost one-third (29%) of officers spent seven or more hours a week on preventative policing.

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[58] Mohler, G., Short, M., Malinowski, S., Johnson, M., Tita, G., Bertozzi, A., and Brantingham, P.J. (2015). Randomized controlled field trials of predictive policing. *Journal of the American Statistical Association 110, no. 512* 1399-1411.

Figure 4.8, reported hours officers spent on preventative police work (weekly)
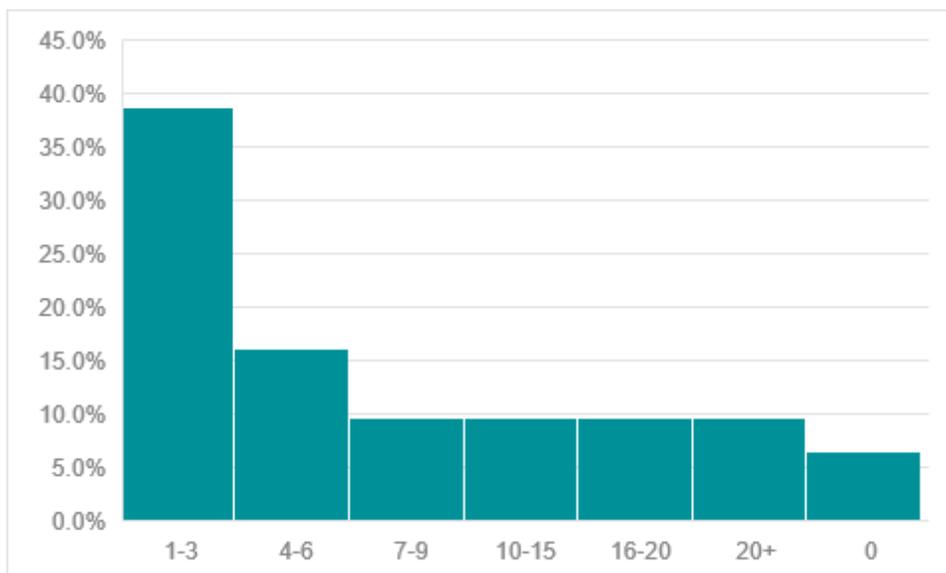

Community responses: top safety concerns

A large percentage of both East and West side residents identified car break-ins (65%) as well as speeding and traffic issues (50% and 41%, respectively) as top safety concerns. Approximately one-third (30%) of West side residents reported home break-ins as a top concern; a similar percentage of East side residents identified homelessness (33%) and illegal parking (27%) (see figures 4.9a and 4.9b). According to a report by the San Francisco Chamber of Commerce, residents in the neighboring city share similar concerns.[59]

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[59] Melendez, L., (2021, June 29) San Franciscans concerned for public safety, 70% say quality of life has gotten worse: Survey." *ABC 7 Bay Area*. https://tinyurl.com/2p8hmkjp.

Figures 4.9a & 4.9b, top three safety concerns reported by community survey respondents (East vs. West side, by El Camino Real)
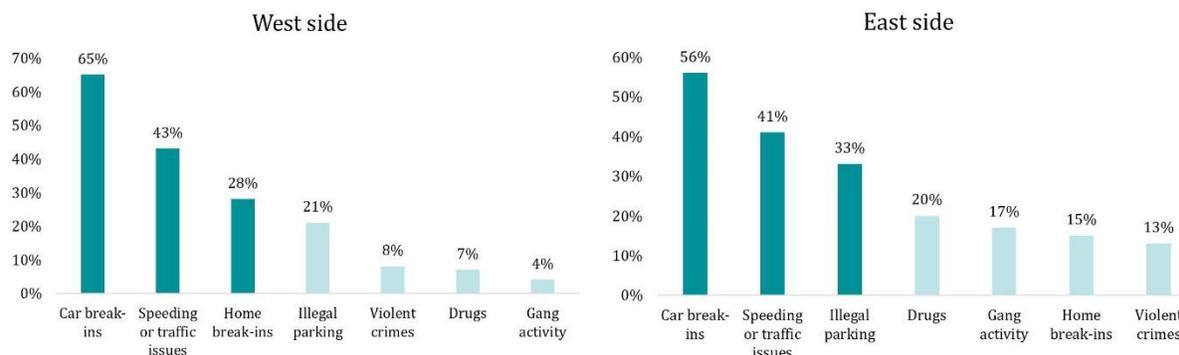
West side

East side

Recommendations for community perceptions of local policing practices

Rec 4.1 Increase outreach and continue to dedicate time to fostering relationships with residents, particularly East side residents. Prevention-focused community policing encourages officers to work cooperatively with citizens to identify and resolve problems. East side residents reported lower levels of satisfaction regarding "time dedicated to building relationships in my neighborhood," (see figure 4.6 above) suggesting that efforts here have the potential for greater impact. During interviews, SBPD personnel consistently indicated a desire to serve their community in more ways, such as additional community programming or time spent building relationships with community members. However, there was concern that current staffing levels do not allow for community engagement time and contribute to burnout as well.

Rec 4.2 SBPD should develop a strategic plan to engage BIPOC, LGBTQ+, and youth populations and provide regular opportunities to solicit their perspectives on policing and public safety. Most respondents to the community perceptions survey believe SBPD interacts favorably with minority communities in San Bruno. However, most of respondents did not identify as members of underrepresented communities. As the city continues to center equity, future input from underrepresented populations is needed to further corroborate this claim.

Rec 4.3 SBPD should seek out opportunities for interactions with community members, outside of patrol and enforcement contexts, that emphasize the equal status of police and the community. Research shows that the human brain makes shortcuts and associations which allow people to function efficiently and effectively in a complex world. But in policing, these shortcuts and associations can reflect negative stereotypes about groups that are present in the larger culture, even if police officers themselves do not consciously endorse them. Research has shown that racial biases are not a stable trait and as such trainings that aim to reduce biases can

be effective. This training should include procedures that "associate sets of concepts, invoke goals or motivations, or tax people's mental resources,"—trainings that, researchers found, "produced the largest changes in implicit bias, whereas procedures that induced threat, affirmation, or specific moods/emotions produced the smallest changes."[60]

Rec 4.4 The City of San Bruno should develop a strategic plan to increase the diversity of the Citizen Crime Prevention Committee, to better reflect the diversity of San Bruno. While the SBPD is diverse in relation to its population, the Citizen Crime Prevention Committee is mostly white. The San Bruno City Council is responsible for the selection process of committee members. The researchers conducted a focus group with the Citizen Crime Prevention Committee—a mostly white, older, and male group—and believes that a more racially/ethnically heterogeneous approach to recruitment would benefit the city. Creating a targeted outreach program specifically for particular segments of the population (women, LGBTQ+, Asian, Black, youth, etc.), using targeted digital marketing, examining and detecting possible biases within city council's selection process, and promoting the community-like atmosphere of the SBPD, represent just some ways that a more diverse crime prevention committee can be achieved. Two leaders of the Black community in San Bruno suggested that more outreach could also occur at community garden events, cookouts, school-parent associations, etc.

Rec 4.5 Increase the number of BIPOC officers. SBPD should emphasize its high employee morale and seek outside help to increase the number of BIPOC officers. Across interviews and survey responses, SBPD personnel shared stories of how their experiences with the department and their co-workers have been very positive, providing context for the collegial environment of SBPD reported by officers and staff. They indicated how the positive environment contributes to good morale and individual dedication to the team and prevents possible turnover to larger departments. Several officers shared that the sense of community and camaraderie at SBPD is not found at other departments. Their positive sense of connectivity to the department also influences the quality of work they provide to the community, as many indicated that shared values and strong leadership keep them from leaving the department. The city should also consider utilizing third-party search firms and targeting BIPOC law enforcement affinity groups to help increase the number of officers who identify as BIPOC.

Rec 4.6 Increase the number of women officers. Departments across the country are experimenting with ways to increase the number of women being recruited and retained in the field. As of March 1, 2022, hundreds of police departments, including South San Francisco and other California-based agencies, have joined the 30x30 Initiative, pledging to advance the representation of women in policing by 30% by the year 2030.[61] Not only would increasing representation of women in the police force contribute to a more equal workforce, but research

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[60] https://www.policechiefmagazine.org/addressing-the-elephant-in-the-room/
[61] 30x30 Initiative. Main Paige. n.a. https://30x30initiative.org/.

has shown that higher proportions of women officers can benefit public safety.[62] Specifically, studies reveal that women officers are more likely to be viewed as trustworthy by people they interact with, more likely to embrace community-policing tactics, and less likely to use excessive force or be cited in a citizen complaint.[63] Research also demonstrates that women officers are often more easily able to build trust with communities, are less likely to draw and/or fire a weapon, and are very successful at deescalating potentially violent situations—all without increasing risk or injury to their fellow officers.[64]

Hiring and workforce analysis

Despite these recommendations, hiring, recruiting, and retaining officers will prove to be one of the continuing challenges of 21st century policing, one that officers at SBPD and nationwide have acknowledged.[65] Rapid technological shifts, changing opinions of younger generations about policing, the COVID-19 pandemic's effect on applicant pools, and lengthy entrance exams all make staffing one of the biggest challenges of this and previous decades.[66] National declines in applicant pools for officer positions have been observed in small and large departments alike.[67] The research team examined SBPD's current practices to better situate these issues.

Applications for sworn officers in San Bruno are received through the state's website for public-sector agency jobs, CalOpps. Human resources also sends out a citywide email and advertises on trade websites (e.g., California Peace Officer Standards/POST, and Police Officer Research Association of California/PORAC) and social media (e.g., LinkedIn). SBPD also conducts in-person presentations at local police academies (e.g., South Bay Regional Public Safety Training Consortium, and Napa Police Academy); community colleges (especially ones with administration of justice programs, such as the College of San Mateo and Skyline College); and local high schools.

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[62] Barnes, T., Beaulieu, E., and Saxton, G. (2018). Restoring trust in the police: Why female officers reduce suspicions of corruption. *Governance 31, no. 1*. https://doi.org/10.1111/gove.12281.

[63] Lonsway, K., Wood, M., and Spillar, K. (2002). Men, women, and police excessive force: a tale of two genders. Los Angeles, CA: National Center for Women and Policing. https://docplayer.net/21382159-Men-women-and-police-excessive-force-a-tale-of-two-genders.html

[64]Rabe-Hemp, C. (2008). Female officers and the ethic of care: does officer gender impact police behaviors? *Journal of Criminal Justice 36, no. 5* 426-434. Schuck, A., and Rabe-Hemp, C. (2005). Women police: the use of force by and against female officers. *Women & Criminal Justice 16, no. 4* 91-117. Miller, A., and Segal, C. (2019). Do female officers improve law enforcement quality? Effects on crime reporting and domestic violence. *The Review of Economic Studies 86, no. 5* 2220-2247.

[65] Melleen, G. "Why law enforcement is facing unprecedented challenges in hiring and keeping recruits." *Police1*, by Lexipol. https://www.police1.com/police-recruiting/articles/why-law-enforcement-is-facing-unprecedented-challenges-in-hiring-and-keeping-recruits-pFiTKCXrne6ccNfB/.

[66] Ibid.

[67] PERF. (2019, September). The workforce crisis, and what police agencies are doing about it. *Police Executive Research Forum*. https://www.policeforum.org/assets/WorkforceCrisis.pdf. (20).

San Bruno has taken a proactive approach in developing a comprehensive recruitment and retention strategy for police officers. Most recently, the primary recruiting focus has been on lateral hires. The general hiring process includes evaluating applicant educational and work achievements; technical and/or professional information needed to successfully perform job activities; behavioral competency factors needed for job success as well as personal dispositions and motivations that relate to job satisfaction; and job success or failure based on work environment and situations experienced by SBPD employees.

Throughout the hiring process, applicants must go through a series of assessments and submit specific materials. Applicants must complete/submit:

- A review of standardized test scores for police officer applicants (written test and physical agility test).
- A behavior-based interview.
- A series of follow-up interviews with command staff members.
- A California POST personal history statement.

Once an applicant has completed this process, SBPD conducts a background check, usually outsourced to external background investigators; some checks are conducted by certified in-house investigators. Investigations are independent but issues that emerge are often discussed between command staff and the investigators. Selection criteria for choosing investigators include references from other agencies, local usage, and trial periods.

Officers may be disqualified during the application process for a number of reasons, which include not meeting minimum qualifications, not receiving a high enough score in the interview process to be placed on the eligibility list, or not passing a background investigation. This could be due to dishonesty, omission of information in the personal history statement, or certain criminal offenses. Very few reasons automatically disqualify an applicant, but some issues are very difficult to work through (e.g., felony convictions, crimes of moral turpitude, dishonesty). Recently there has been more flexibility around cannabis use and use of other drugs, to a certain degree. Rejected and/or disqualified applicants make up most of applicants when looking at SBPD's applicant pool from 2016-2021 (see figure 4.10). This is because there are only one or two slots for any given hire, so the remaining pool is turned away when one or two candidates are given offers.

The challenge of identifying and recruiting strongly qualified potential officers is one that is national in nature and effects not only small, but medium and large police forces.[68] SBPD's current outreach efforts at secondary schools and community colleges, as well as its suppression of common disqualifiers (such as eliminating history of cannabis usage as a disqualifying

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[68] U.S. Department of Justice, Community Oriented Policing Services. (2019). Law enforcement best practices: lessons learned from the field. https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf.

characteristic), are recognized as innovative practices for police recruitment.[69]

Figure 4.10, San Bruno applicant pool: total number and outcomes (2016-2021)

	2016	2017	2018	2019	2020/ 2021
Applicants	264	27	44	88	160
Rejected/disqualified candidates	235	16	21	84	*
Offer letters sent to candidates	7	1	7	2	2**
Candidates who accepted the offer of employment	7	1	7	2	2
Candidates who rejected the offer of employment	0	0	0	0	0

*This number has not been finalized.
**2020/21 – Plus conditional offer letters by PD (three candidates).

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[69] IACP. "A Crisis for Law Enforcement. International Association of Chiefs of Police. Retrieved February 10, 2022. https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf.

Section 5: Final reflection and conclusions

This report on the SBPD, commissioned by the city manager's office and supported by the cooperation and data provided by the San Bruno police chief, assesses the current practices of SBPD and where warranted offers recommendations for improvements based on current best practices. This review was not meant to be exhaustive but rather to provide a view of the possible avenues that the city can take to improve a police department whose work is already positively perceived. Improvements can be made to make the SBPD even more effective and to address obstacles to its success.

In general, SBPD officers and community residents who responded to Impact Justice's personnel and community perception surveys were overwhelmingly positive and approving of the SBPD. Residents reported feeling safe and well-served by SBPD, and officers said they feel included in leadership decisions. Some officers view the SBPD as one of the more progressive departments in the area. Many of the staffing and diversity obstacles of the SBPD are problems for police departments across the country. Regional best practices and solutions to 21st century policing that allow for a focus on officer well-being and community inclusivity will be critical to retaining staff.

At a high level, this project did not reveal indications of inequitable, unfair, or purposeful bias in the practices of the SBPD. In many respects, the SBPD is ahead of the curve in terms of their definition of use of force and reporting practices. As discussed earlier, this report has revealed some notable differences in rates of arrest by race and ethnicity. It is important to note that this finding alone is not an indicator of specific problems in policies or practices. Further investigation by the city may be required to tease this out. Simultaneously, like many jurisdictions, San Bruno could improve its ability to capture the perspectives of BIPOC, LGBTQ+, and younger people regarding safety and equity.

As the city of San Bruno experiences economic changes and shifts in its physical landscape—with Tanforan Mall being replaced by a mixed-use biotech campus in coming years—attention to how this affects the safety and equity concerns of officers and residents will be critical, since many arrests and crimes occur at the mall.

Data analysis capacity is sometimes related to an organization's culture, but more often is a question of resources and technological literacy. More infrastructure to build out data collection and analysis will benefit both city leadership and the community it serves.

We would like to thank Howard Jordan (our police consultant and subject matter expert), Donna Linton (our local government consultant and subject matter expert), Police Chief Ryan Johansen and the SBPD leadership, City Manager Jovan Grogan, and Assistant to the City Manager Jennifer Dianos. We would also like to express gratitude to the San Bruno mayor and city council,

the city manager's office, the police department, public library, senior citizens center, Chamber of Commerce, residents and community organizations, the Citizen Crime Prevention Committee, and St. Robert's Catholic Church for their courtesy and generosity of time devoted to completing this report.

Appendix A

Appendix table 1, profile of San Mateo County vs. San Bruno

	San Mateo County	San Bruno
Population (U.S. Census, April 1, 2020)	764,442	43,908
Persons under 18 years	20.2%	18.6%
Persons 65 years and over	16.60%	14.90%
Female population	50.50%	50.90%
Population per square mile (2010)	1,602.20	7,505.00
Race/Ethnicity		
White alone, not Latinx	38.70%	32.80%
Black alone	2.80%	1.00%
Asian alone	30.60%	31.10%
Native Hawaiian and other Pacific Islander alone	1.50%	2.90%
Latinx	24.00%	26.80%
Population characteristics		
Foreign-born persons (2015-2019)	34.80%	37.50%
Housing		
Owner-occupied housing unit rate (2015-2019)	60.20%	58.90%
Median value, owner-occupied housing units (2015-2019)	$1,089,400	$908,300
Median gross rent (2015-2019)	$2,316	$2,372
Language other than English spoken at home, percent of persons age five years+ (2015-2019)	45.70%	49.90%
Computer and internet use		

Households with a computer (2015-2019)	95.30%	94.40%
Households with a broadband internet subscription (2015-2019)	91.00%	90.20%
Education		
Bachelor's degree or higher, percent of persons age 25 years+ (2015-2019)	51.00%	43.90%
Health		
With a disability, under age 65 years (2015-2019)	4.30%	4.70%
Economy		
In civilian labor force, total, percent of population age 16 years+ (2015-2019)	68.80%	71.40%
Income & poverty		
Median household income (in 2019 dollars; 2015-2019)	$122,641	$109,387
Per capita income past 12 months (in 2019 dollars; 2015-2019)	$61,545	$48,602
Persons in poverty	5.50%	4.70%

Appendix table 2, total counts of twenty most common arrest categories by offense type, San Bruno (2016-2020)

Offense	2016	2017	2018	2019	2020	Total
Petty Theft	182	96	203	272	66	164
On-View Misdemeanor Warrant	100	99	113	136	67	103
Paraphernalia	55	107	143	121	77	101
Possession	102	61	114	117	86	96
DUI	117	70	68	91	71	83

Public Intoxication	90	65	59	52	23	58
Misdemeanor Warrant	48	37	44	45	17	38
On-View Felony Warrant	36	47	38	34	32	37
Felony, Corporal Injury to Spouse	31	31	31	31	35	32
Resisting Arrest	25	36	27	48	21	31
Driving with a suspended license	4	14	45	31	61	31
Domestic Battery	18	19	32	36	23	26
Violation of Restraining Order	39	19	16	13	10	19
Grand Theft	10	9	28	28	11	17
Driving with a suspended license with prior DUI	4	2	22	19	20	13
Battery, Simple	4	10	20	20	10	13
Assault with a Deadly Weapon	10	4	9	10	10	9
Conspiracy	-	7	5	11	10	7

Appendix table 2, total counts of ten most common arrest categories by offense type, San Bruno (2016-2020)

Offense	2016	2017	2018	2019	2020	Total
Drug-related offenses	182	96	203	272	66	819
Petty theft	100	99	113	136	67	515
Alcohol-related	157	168	257	238	163	983
On-view misdemeanor warrant	207	135	127	143	94	706
Domestic violence	48	37	44	45	17	191
Misdemeanor warrant	36	47	38	34	32	187

On-view felony warrant	49	50	63	67	58	287
Resisting arrest	25	36	27	48	21	157
Driving w/ suspended license	4	14	45	31	61	155
Violation of restraining order	39	19	16	13	10	97
Grand theft	10	9	28	28	11	86

Appendix table 3, proportion of arrests by charge, 5-year data combined, San Bruno (2016-2020)

Offense	Count	% of 5-Year Total
Drug-Related	33	22.39%
Petty Theft	983	18.66%
Misdemeanor Warrant	819	16.08%
Alcohol-Related	706	16.08%
Domestic Violence	706	6.54%
Driving on Suspended License	287	5.06%
Felony Warrant	222	4.26%
Resisting Arrest	187	3.58%
Violation of Restraining Order	157	2.21%
Grand Theft	97	1.96%
Battery, Simple	86	1.46%
Assault with a Deadly Weapon	64	0.98%

Conspiracy	43	0.75%
Total	4390	100%

Appendix table 4, total counts of arrest by civilian race, San Bruno (2016-2020)

Race	2016	2017	2018	2019	2020
White	385	318	436	513	338
Hispanic	366	361	347	446	273
Black	209	227	374	380	165
Other	85	69	67	107	49
Filipino	76	46	63	32	23
Pacific Islander	37	34	46	33	22
Asian	74	48	58	73	50
American Indian or Indigenous	1	-	8	7	1
Total	1238	1103	1399	1591	921

Appendix table 5, arrests by civilian race, 5-year average, San Bruno (2016-2020)

Race	5-yr average
White	32%
Latinx	29%
Black	22%
Asian	12%
Other	6%

Appendix table 6, total number of Redwood City police officer uses-of-force (2016-2020)

Use of force	2016	2017	2018	2019	2020
Control hold	22	33	12	45	35
Take down	N/A	N/A	N/A	N/A	N/A
Body weight	N/A	N/A	N/A	N/A	N/A
Wrap restraint	N/A	N/A	N/A	N/A	N/A
Pointed firearm directly at	N/A	N/A	N/A	N/A	N/A
Spit mask	N/A	N/A	N/A	N/A	N/A
Hand strike(s)	N/A	N/A	N/A	N/A	N/A
Striking weapons	N/A	N/A	N/A	N/A	N/A
K9	2	0	0	1	0
Other					
TASER (probes)	11	15	14	12	13
Foot strike(s)	N/A	N/A	N/A	N/A	N/A
Lethal	N/A	N/A	N/A	N/A	N/A
TASER (drive-stun)	N/A	N/A	N/A	N/A	N/A
Threatened lethal	3	0	0	0	0

Appendix table 7, total counts of civilian use-of-force, San Bruno (2016-2020)

Use of Force	2016	2017	2018	2019	2020
Non-compliant	11	16	7	10	10
Physical resistance	2	4	2	4	0
Punch/Kick/Push	1	0	1	0	1
Fleeing	31	44	33	24	32

Other	5	7	2	2	2
Lethal threat	29	40	27	34	24
Injuring self	18	15	6	11	11
Threat to self	1	3	1	2	1
Lethal	5	4	0	4	1
Total	103	133	79	91	82

Appendix table 8, total counts of officer use-of-force, San Bruno (2016-2020)

Use of Force	2016	2017	2018	2019	2020
Control hold	63	93	70	79	67
Take down	39	48	55	30	29
Body weight	23	30	18	10	25
Wrap restraint	29	32	41	38	15
Pointed firearm directly at	3	2	6	0	6
Spit mask		3	3	4	6
Hand strike(s)	5	37	0	1	2
Striking weapons	2	2	1	0	2
K9	2	0	0	0	1
Other		2	0	0	1
TASER (probes)	2	2	0	0	1
Foot strike(s)		1	1	2	0
Lethal	0	0	0	0	0
TASER (drive-stun)	1	2	1	3	0
Threatened lethal	0	0	1	0	0
Total	169	254	197	167	155

Appendix table 9, total counts of SBPD use-of-force by civilian race/ethnicity

Race/Ethnicity	2016	2017	2018	2019	2020
Asian	2	3	0	2	1
Black	8	9	15	10	8
Hispanic	10	18	9	16	14
Other	3	2	1	2	3
Pacific Islander	2	4	4	4	2
White	19	16	9	9	10
Total	44	52	38	43	38

Appendix table 10, total counts of SBPD use-of-force numbers by nature of the incident (2016-2020)

Nature of the incident	2016	2017	2018	2019	2020
Criminal behavior	38	36	27	38	29
Mental health only	1	3	2	4	5
Other	5	13	9	1	5

Appendix table 11, California DOJ use-of-force data, by race

2020

Type of Severe Force Received by a Civilian
Viewing data for the following law enforcement agency: All

Officers may use multiple types of severe force on a civilian during an incident. Across all age groups, the most common types of severe force received were other physical contact, discharge of firearm-hit, and other control hold/takedown. This pattern varies by reporting agency and year.

Darker colors represent a higher count of incidents involving that severe force type within a race group.

	Discharge of firearm-hit	Discharge of firearm-miss	Electronic control device	K-9 contact	Blunt/impact weapon	Impact projectile	Chemical spray (e.g. OC/CS)	Carotid restraint control hold	Other control hold/ takedown	Other physical contact	Threat of firearm	Knife, blade, or stabbing instrument	Other vehicle contact
Black	39	16	20	13	9	8	4	11	48	39	2	0	0
Hispanic	116	37	37	42	21	12	9	9	83	101	4	1	4
Other	14	3	10	10	3	3	2	0	7	10	0	0	0
White	69	29	33	37	7	24	6	13	70	58	5	0	1

Note: This heat map is organized, from left to right, by descending severity of force as defined in the 2016 URSUS report. Peace officers must select at least one of the following types of force when reporting use of severe force: Discharge of firearm (hit), Discharge of firearm (hit, Discharge of firearm (miss), Electronic control device (e.g., Taser), K-9 contact, Blunt / impact weapon, Impact projectile, Chemical spray (e.g. OC/CS), Carotid restraint control hold, Other dangerous weapon, Other control hold/takedown, Other physical contact (use of hands, fists, feet, etc.), and/or Threat of firearm.

Appendix table 12, SBPD arrests by civilian city of residence (2016-2020)

City of residence	2016	2017	2018	2019	2020
San Bruno	362	315	354	380	273
San Francisco	271	245	380	461	213
So. San Francisco	130	94	110	144	67
Daly City	66	56	70	62	32
Oakland	30	37	55	61	35
San Mateo	33	36	39	59	32
Redwood City	21	29	21	32	17

Pacifica	33	19	25	25	11
Millbrae	22	35	13	13	24
Richmond	20	12	20	25	15
Total	**1238**	**1081**	**1403**	**1591**	**924**

Appendix table 13, race/ethnicity of community perception survey respondents

Race/Ethnicity	Count (Percent)
White	171 (65.77%)
Latino/a/Hispanic	36 (13.85%)
Prefer not to say	30 (11.54%)
East Asian	21 (0.08%)
Pacific Islander	7 (0.03%)
South Asian	5 (0.02%)
African American/Black	4 (0.02%)
Multiple/Mixed race	4 (0.02%)
Filipino	3 (0.01%)
Middle Eastern	2 (0.01%)
Something else	2 (0.01%)
Native American	1 (.003%)

Appendix table 14, sexual orientation, gender identity, and expression of community perception survey respondents

Gender	Count (Percent)
Male	134 (47.18%)
Female	133 (46.83%)
Prefer not to say	15 (5.28%)
Transgender	1 (0.35%)
Something else	1 (0.35%)

Appendix table 15, age of community perception survey respondents

Age range	Count (Percent)
Under 18 years old	2 (0.68%)
18 - 29 years old	14 (4.76%)
30 - 39 years old	41 (13.95%)
40 - 49 years old	61 (20.75%)
50 - 59 years old	47 (15.99%)
Over 60 years old	129 (43.88%)

Appendix figure 1, San Bruno Police Department personnel interview protocol

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San Bruno Project | San Bruno Police Department Personnel Interview Protocol

The IJ project team will coordinate with the San Bruno Chief of Police to conduct approximately 13 interviews with San Bruno Police Department personnel. The interviews will be conducted between **September and October 2021**, following the SBPD Survey. Interview protocol is outlined below:

- ❖ Interviews will take place **in-person** and **virtually,** via the Zoom platform.
- ❖ Interviews will be scheduled for **60 minutes**. If necessary, a follow up interview can be scheduled to provide more response time.
- ❖ Interviews will be semi-structured: a set of planned, **open-ended questions** will be asked, allowing interviewees to speak freely and provide relevant context and justification for their responses.
- ❖ Interviews will be conducted by IJ team members. Additional support by the research team be available as well.
- ❖ There may be follow-up communication from the IJ team to request clarification on any responses given during the interview.
- ❖ Interviewees include sworn and non-sworn personnel who are invited to participate in the study by the San Bruno Chief of Police. Specifically, interviewees will come from the following SBPD offices/divisions,
- ❖ Interview questions should establish a rapport with the interviewee and provide a foundation for personnel to articulate their perceptions of SBPD efforts regarding local policing and public safety.

SCRIPT

Good Morning/Afternoon, [Officer/Sergeant/Corporal, Last Name]. We are excited to be meeting with you today. My name is ____ and this is my colleague ___. Although one of us will be primarily taking notes, this will really be a team effort so they may ask follow up questions to clarify ideas you share or to repeat something they missed.

As you know, we are working with Chief Johansen and City Manager Grogan to learn more about ways the City can deepen its understanding of public safety needs from the perspective of community members and leaders, which includes SBPD personnel like yourself.

We have planned this interview to last no longer than 60 minutes. My colleague will provide a time check when we have about 10 minutes remaining. If necessary, we can schedule a follow up interview to provide more time for you to respond to the questions. This interview is not being recorded and your responses will be kept anonymous; we will not share individual responses or connect your name or position to your responses.

Our goal is to learn more about your personal perceptions of policing and public safety in San Bruno. Do you have any questions before we get started?

I. **Part 1**

    A. Tell us about your time working with San Bruno PD?

        1. How long have you been with the agency?

        2. Did you work for another Law Enforcement agency prior to working in SB?

        3. If so, where, and how long there?

        4. What do you like most about San Bruno and working with SBPD?

        5. What do you believe are the top 3 challenges facing the department in the next 3-5 years?

II. **Part 2**

    [Segway into these questions with a general question about the current national conversation about policing and police brutality and racial equity.]

Example: The past 12 months have seen a surge in calls for police reform across the country. In the wake of national conversations about police use of force incidents and killings, we are interested in how the national conversations have impacted your personal perceptions of local policing and public safety.

A. In what ways has the San Bruno Police Department responded to the national conversation about policing and calls for police reform?

B. From your perspective, how have the recent calls for police reform and spotlight on policing practices impacted your job in law enforcement?

    1. Do you feel like it has made your job easier, harder, or had no impact on the level of difficulty?

C. Can you paint a picture of the individuals who have the most contact with SBPD? (male/female/other, young/old, SB residents/non residents).

D. Based on crime trends, are there any public safety/public health areas that need more enhancement or attention by SBPD - mental health, behavioral health, homelessness, substance abuse, school policing, domestic violence?

E. From your perspective, are there any communities being underserved or under-protected by SBPD? If so, why?

F. Do you believe SBPD officers are well-equipped to serve the San Bruno community?

G. Do you believe SBPD is well-equipped or prepared to engage with your communities of color?

H. From your perspective, are there opportunities to improve in the way officers interact with different communities in San Bruno?

1. Do you believe there are issues regarding fairness and equity when interacting with these communities? If so, how would you address it?

I. Can you describe the type(s) of training SBPD provides officers to help them identify and combat potential biases about different communities?

1. Is this a topic that needs to be addressed more with additional training or through other means?

J. Do you think it is important that the composition of the SBPD police department reflects the diversity of the population of the city?

III. **Part 3**

A. Are there any changes you would like to see SBPD implement to increase public safety and equity in San Bruno?

1. If yes, how open do you think SBPD an agency will be to implementing those changes?

2. What role do you see yourself playing in implementing these changes?

B. What do you think are the most effective ways to gain support for changes within the SBPD?

    a. (E.g., what has worked well, what has not, and your ideas ways to gain support that the department may not be using)

C. When thinking about SBPD and this interview, what do you believe is the most important takeaway for the research team (e.g., what do you really want us to know?)?

D. Do you have questions for me or anything else you would like to add? For example,

    a. concerns related to the study we are conducting?

    b. information that you would like to see covered in the report?

    c. additional thoughts related to your department's engagement with the community that you'd like to share with us?

Appendix figure 2, San Bruno Police Department survey

IMPACT/JUSTICE
A National Innovation and Research Center

San Bruno Project | San Bruno Police Department Survey

Survey Overview

This survey is part of a larger study being conducted by the San Bruno City Manager's

Office in partnership with Impact Justice. Impact Justice (IJ) is a national innovation and research center advancing new ideas and solutions for justice reform. The purpose of the study is to identify ways to enhance San Bruno's public safety and policing practices.

What you should know about the survey:
- It should only take about 10 minutes to complete.
- It is anonymous—which means we are not collecting identifiable information such as names, home addresses, IP addresses, etc. Final results will also be anonymized as to not make any open-ended responses identifiable.
- It's a great way to be heard— your voice and experiences matter so we want your honest feedback!
- If you have questions regarding the survey, please contact Impact Justice's Research & Action Center RACinfo@impactjustice.org.

Thank you for your time and help!

A. Position at SBPD

1. Employment Type:

Sworn Officer	Dispatch	Records	Other Non-sworn Personnel
☐	☐	☐	☐

B. Perceptions of Internal Practices and Community

2. Please select how much you agree or disagree with the following statements.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
The demographics of sworn officers adequately reflect the diversity of San Bruno.	☐	☐	☐	☐	☐
SBPD has been taking specific and observable steps to increase public safety.	☐	☐	☐	☐	☐
The SBPD are open to questions and new ideas related to improving relationships between police officers and the community.	☐	☐	☐	☐	☐
When SBPD makes a change, I trust they have good reason for doing so.	☐	☐	☐	☐	☐

3. How would you rate the relationship between SBPD and each of the communities below?

	Excellent	Good	Only Fair	Poor	Too Few in the Community to Say	Not Sure / N/A

San Bruno Safe and Equitable Policing Review

White	☐	☐	☐	☐	☐	☐
Black	☐	☐	☐	☐	☐	☐
Latinx	☐	☐	☐	☐	☐	☐
Asian	☐	☐	☐	☐	☐	☐
Pacific Islander	☐	☐	☐	☐	☐	☐
LGBTQ+	☐	☐	☐	☐	☐	☐
Homeless	☐	☐	☐	☐	☐	☐
Youth	☐	☐	☐	☐	☐	☐
Immigrant	☐	☐	☐	☐	☐	☐

C. Perceptions of Personal Role/Responsibilities

4. During the course of an average work week, how many hours do you spend engaged in preventative police work (e.g., making informal contacts with residents/kids, identifying potential problems and attempting to address them, walking around neighborhoods, etc.)?

0 hours	1-3 hours	4-6 hours	7-9 hours	10-15 hours	16-20 hours	over 20 hours
☐	☐	☐	☐	☐	☐	☐

5. How important is it to you that the SBPD:

	Very Important	Somewhat Important	Not Important	Not relevant (we're doing a great job at this already)
Solicits more feedback from community members.	☐	☐	☐	☐
Solicits more feedback from line staff.	☐	☐	☐	☐
Increases racial/ethnic diversity among officers.	☐	☐	☐	☐
Increases gender diversity among officers.	☐	☐	☐	☐
Improves communication among staff.	☐	☐	☐	☐

D. Training & Organizational Culture

6. Please select how much you agree or disagree with the following statements.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure

SBPD provides training that increases my ability to interact with diverse communities.	☐	☐	☐	☐	☐
SBPD is greatly concerned with the <u>physical</u> safety of line officers.	☐	☐	☐	☐	☐
SBPD is greatly concerned with the <u>emotional and psychological</u> wellbeing of line officers.	☐	☐	☐	☐	☐
There is a strong sense of unity within the department as a whole.	☐	☐	☐	☐	☐
I feel my work is appreciated and valued by SBPD.	☐	☐	☐	☐	☐
When SBPD implements a change, it is clearly communicated to the rest of the department.	☐	☐	☐	☐	☐

7. In your opinion, how effective is the department in:

	Very Effective	Somewhat Effective	Not Effective	Not sure

Listening to feedback, ideas, and suggestions of officers?	☐	☐	☐	☐
Responding to feedback, ideas, and suggestions of officers?	☐	☐	☐	☐

8. The culture of SBPD is:

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
Supportive	☐	☐	☐	☐	☐
Inclusive	☐	☐	☐	☐	☐
Open to Changes	☐	☐	☐	☐	☐
Transparent	☐	☐	☐	☐	☐
Trusting	☐	☐	☐	☐	☐

9. Please select how much you agree or disagree with the following statements.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
The current level of accountability that everyone is held to	☐	☐	☐	☐	☐

within the department is satisfactory.					
Communication between line staff and command staff is satisfactory.	☐	☐	☐	☐	☐
Communication between officers on different shifts is satisfactory.	☐	☐	☐	☐	☐

E. Dispatch and Records (Dispatch and Records will answer sections A, E - H)

10. Please select how much you agree or disagree with the following statements.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
The challenges of my work are well understood by the remaining SBPD staff.	☐	☐	☐	☐	☐
The challenges of my work are well understood by the community.	☐	☐	☐	☐	☐

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
The demographics of SBPD staff adequately reflect the diversity of San Bruno.	☐	☐	☐	☐	☐
When SBPD makes a change in our practices and policies, I trust they have good reason for doing so.	☐	☐	☐	☐	☐
The San Bruno community are satisfied with the quality of services provided by SBPD.	☐	☐	☐	☐	☐

11. The culture at SBPD is:

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not sure
Supportive	☐	☐	☐	☐	☐
Inclusive	☐	☐	☐	☐	☐
Open to Changes	☐	☐	☐	☐	☐
Transparent	☐	☐	☐	☐	☐
Trusting	☐	☐	☐	☐	☐

12. How would you rate the relationship between SBPD and each of the communities below?

	Excellent	Good	Only Fair	Poor	Too Few in the Community to Say	Not Sure / N/A
White	☐	☐	☐	☐	☐	☐
Black	☐	☐	☐	☐	☐	☐
Latinx	☐	☐	☐	☐	☐	☐
Asian	☐	☐	☐	☐	☐	☐
Pacific Islander	☐	☐	☐	☐	☐	☐
LGBTQ+	☐	☐	☐	☐	☐	☐
Homeless	☐	☐	☐	☐	☐	☐
Youth	☐	☐	☐	☐	☐	☐
Immigrant	☐	☐	☐	☐	☐	☐

F. Open Ended Questions - 2-3 sentences

13. The thing I like best about working for SBPD is:

14. The thing I would most like SBPD to prioritize is:

15. Please list the most significant values or characteristics that an SBPD officer/employee should possess.

G. Perceptions Related to the National Conversation

16. Deaths of Black people during police encounters are….

Isolated incidents	Signs of a broader problem
☐	☐

17. Recent deaths in the news and calls for police reform have made police officers

jobs:

Harder	Easier	Had no impact
☐	☐	☐

18. In general, the media treats police fairly.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
☐	☐	☐	☐	☐

19. In your opinion, how supportive are the San Bruno residents of the police department?

Very Supportive	Moderately Supportive	Not Very Supportive	Not Sure
☐	☐	☐	☐

20. Citizens do not understand the problems that we face as police officers.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure/ N/A
☐	☐	☐	☐	☐

H. Demographic Questions

Any disaggregated data that will reveal the identity of an individual or minority population within the police department, will not be shared in the final report.

21. How long have you worked with SBPD?

0-5 years	5-10 years	10+ years
☐	☐	☐

22. How long have you been a resident of San Bruno?

0-5 years	5-10 years	10+ years	Entire Life	Not a Resident
☐	☐	☐	☐	☐

Please tell us how you identify *(check all that apply)*:

Race/Ethnicity	☐ Latinx	☐ White	☐ South Asian
	☐ Black	☐ Pacific Islander	☐ Something Else: _____
	☐ Native American	☐ East Asian	☐ Prefer Not To Say
Sex/Gender	☐ Female	☐ Transgender	☐ Something Else: _____
	☐ Male	☐ Nonbinary	☐ Prefer Not To Say
Sexual Identity	☐ Heterosexual/Straight	☐ Bisexual/Queer	☐ Something Else: _____
	☐ Gay/Lesbian	☐ Questioning/Unsure	☐ Prefer Not To Say

Age	☐ Under 18 years old ☐ 18 – 29 years old ☐ 30 – 39 years old ☐ 40 – 49 years old ☐ 50 - 59 years old ☐ Over 60 years old

Appendix figure 3, San Bruno community perception survey

IMPACT/JUSTICE
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San Bruno Safe and Equitable Policing Review | Community Perception Survey

Survey Overview

This survey is part of a larger study being conducted by the San Bruno City Manager's Office in partnership with Impact Justice. Impact Justice (IJ) is a national innovation and research center advancing new ideas and solutions for justice reform. The purpose of the study is to identify ways to enhance San Bruno's public safety and policing practices.

What you should know about the survey:
- It should only take 10 to 15 minutes to complete
- It's totally anonymous -- which means we are not collecting identifiable information such as names, home addresses or IP addresses -- so we won't know who you are
- It's a great way to be heard -- your voice and experiences matter so we want your honest feedback
- If you have questions regarding the survey, please contact Impact Justice's Research & Action Center RACinfo@impactjustice.org

Thank you for your time and help!

Please tell us how you identify *(check all that apply)*:

Race/Ethnicity	☐ Latino/a ☐ African American/Black ☐ Native American	☐ White ☐ Pacific Islander ☐ East Asian	☐ South Asian ☐ Something Else (please specify): _____ ☐ Prefer not to say
Sex/Gender	☐ Female ☐ Male	☐ Transgender ☐ Nonbinary	☐ Something Else (please specify): _____ ☐ Prefer not to say
Sexual Identity	☐ Heterosexual/Straight ☐ Gay/Lesbian	☐ Bisexual/Queer ☐ Questioning/Unsure	☐ Something Else (please specify): _____ ☐ Prefer not to say

Age	☐ Under 18 years old ☐ 18 – 29 years old ☐ 30 – 39 years old ☐ 40 – 49 years old ☐ 50 - 59 years old

8. When thinking about your experiences in the city of San Bruno, please tell us how safe you feel in the following cases:

	Very safe	Somewhat safe	Somewhat unsafe	Very unsafe	Can't answer/ I don't spend enough time in this area
How safe do you feel in your neighborhood during the day?	☐	☐	☐	☐	☐
How safe do you feel in your neighborhood at night?	☐	☐	☐	☐	☐
How safe do you feel in the City's public parks?	☐	☐	☐	☐	☐
How safe do you feel in the downtown area?	☐	☐	☐	☐	☐
How safe do you feel in commercial shopping areas?	☐	☐	☐	☐	☐

9. In your opinion, what are the top 3 public safety related problems in the neighborhood in which you currently live?

☐ Car break-ins

☐ Home break-ins

☐ Violent crimes (assaults, robberies, sex crimes, etc.)

☐ Gang Activity

☐ Drugs

☐ Illegal parking

☐ Speeding or other traffic issues

☐ Homelessness

☐ Nothing to list (public safety is not a problem in my neighborhood)

☐ Don't know/Not sure

10. When thinking about **the San Bruno neighborhood in which you currently live**, please tell us how satisfied you are with **San Bruno Police Department's** performance in the following areas. *Please refer only to your thoughts and experiences with the San Bruno police department and its officers, and not police officers in other cities.*

	Completely satisfied (everything is great)	Somewhat satisfied	Somewhat unsatisfied	Completely unsatisfied (needs a lot of Improvement)	I don't know/ I don't have enough information
Keeping my neighborhood safe.	☐	☐	☐	☐	☐
Response to calls for assistance in my neighborhood.	☐	☐	☐	☐	☐
Respect for people in my neighborhood.	☐	☐	☐	☐	☐
Treatment towards people in my neighborhood.	☐	☐	☐	☐	☐
Care for people who look like me.	☐	☐	☐	☐	☐
Time dedicated towards meeting and building relationships with people in my neighborhood.	☐	☐	☐	☐	☐

11. Considering **your general experience in the City of San Bruno**, and not just your neighborhood, please tell us how satisfied you are with the **San Bruno Police Department's** performance in the following areas. *Please refer only to your thoughts and experiences with the San Bruno police department and its officers, and not police officers in other cities.*

	Completely satisfied (everything is great)	Somewhat satisfied	Somewhat unsatisfied	Completely unsatisfied (needs a lot of Improvement)	I don't know/I don't have enough information
Keeping the City of San Bruno safe.	☐	☐	☐	☐	☐
Response to concerns from the people of San Bruno.	☐	☐	☐	☐	☐
Respect shown to the people served.	☐	☐	☐	☐	☐
Protection of people's civil rights.	☐	☐	☐	☐	☐
Response to the concerns from people that identify as BIPOC (Black, Indigenous, and people of color).	☐	☐	☐	☐	☐
Response to the concerns of people who identify as LGBTQ+.	☐	☐	☐	☐	☐
The number of women police officers.	☐	☐	☐	☐	☐
The number of officers who are BIPOC (Black, Indigenous, and people of color).	☐	☐	☐	☐	☐

12. Please rate the extent to which you agree with the following.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
I trust the San Bruno Police Department to do the right thing.	☐	☐	☐	☐
I respect San Bruno police officers.	☐	☐	☐	☐
I believe the San Bruno Police Department has a good public image.	☐	☐	☐	☐
I believe the San Bruno Police Department is transparent and honest.	☐	☐	☐	☐
I believe the San Bruno Police Department welcomes community feedback.	☐	☐	☐	☐
I would feel comfortable calling the San Bruno Police Department for help if I needed it.	☐	☐	☐	☐

Think about your time and experiences in San Bruno, including happenings at home, school, work, and in the community.

13. How often have you called 911 in the last 5 years?

Never	Once	A Few Times (2-4 times)	Many Times (5+)
☐	☐	☐	☐

14. How often have you personally interacted with San Bruno police in the last 5 years? (e.g. call for service, traffic stop, witness to a crime, or arrest)

Never	Once	A Few Times (2-4 times)	Many Times (5+)
☐	☐	☐	☐

15. Which of the following describes your most serious interaction with SBPD in the last 5 years?

☐ Stopped while walking   ☐ Called the police for service

☐ Stopped while driving   ☐ Witness to a crime

☐ Involved in a traffic accident   ☐ Other (please specify)

☐ Stopped and searched   _____

☐ Arrested

16. Please tell us what happened during this interaction (check all that apply):

☐ I was questioned about what I was   ☐ I was searched by an SBPD officer
doing in the area

                                            ☐ I was arrested by an SBPD officer
☐ I was offered/given assistance by an
SBPD officer
                                            ☐ I had property seized by an SBPD officer
☐ I was questioned as a witness or
potential witness   ☐ Other (please specify)

☐ I was given a warning by an SBPD
Officer   _____

☐ I was given a traffic ticket by an SBPD
officer

17. During your interaction, please tell us if the following statements are true.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree	Not applicable
San Bruno police officer(s) treated me with respect.	☐	☐	☐	☐	☐
San Bruno police officer(s) clearly explained the reason I was stopped.	☐	☐	☐	☐	☐
San Bruno police officer(s) clearly explained the next steps required (i.e., whether I needed to do anything, such as go to court, as a result of the incident).	☐	☐	☐	☐	☐
I believe San Bruno police officer(s) had a fair reason for stopping or engaging with me.	☐	☐	☐	☐	☐

18. Was any force used during this interaction?

Yes ☐   No ☐

19. Has a complaint ever been filed by you (or on your behalf) about an officer in the San Bruno Police Department?

Yes ☐   No ☐   Not sure ☐

20. If yes, how satisfied are you with how the department handled your complaint?

Very satisfied ☐   Somewhat satisfied ☐   Somewhat dissatisfied ☐   Very dissatisfied ☐   Not applicable ☐

21. When searching for information about public safety, what would you say is the most important news source for you? (Please select all that apply)

National news	Local TV news	Daily newspaper	Social media	Radio	Internet	None	Other (Please specify)
☐	☐	☐	☐	☐	☐	☐	_____

22. Which of the following online platforms do you use? (Please select all that apply)

Twitter	Facebook	Instagram	Next Door	Ring	Citizen	None	Other (Please specify)
☐	☐	☐	☐	☐	☐	☐	_____

23. In general, how often do you hear or read about negative police encounters on news outlets?

Every day	Multiple times per week	Once a week	Once a month	Multiple times a year	Once a year or less
☐	☐	☐	☐	☐	☐

24. Thinking of national news and police departments across the country, to what extent do you agree with the following statements?

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
In general, police officers across the country do a good job keeping people safe.	☐	☐	☐	☐
If I were outside of San Bruno, I would feel comfortable calling the police for help if I needed it.	☐	☐	☐	☐
In general, police officers across the country treat people like me with respect.	☐	☐	☐	☐

25. Completed surveys are eligible for an e-gift card raffle! If you would like to enter, please provide your email.

Email Address: _____

Race/Ethnicity	2016		2017		2018		2019		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%
White	385	.31	318	.29	436	.31	513	.32	338	.37
Latinx	366	.30	361	.33	347	.25	446	.28	273	.30
Black	209	.17	227	.21	374	.27	380	.24	165	.18
Other	85	.07	69	.06	67	.05	107	.07	49	.05
Filipino	76	.06	46	.04	63	.05	32	.02	23	.02
Pacific Islander	37	.03	34	.03	46	.03	33	.02	22	.02
Asian	74	.06	48	.04	58	.04	73	.05	50	.05
Native American	1	.001	0	0	8	.01	7	.004	1	.001
TOTALS	1238	100	1103	100	1399	100	1591	100	921	100

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Impact Justice accelerates the momentum for justice reform, launching new solutions and models.

Impact Justice harnesses innovation, research and policy ideas toward three crucial goals:

- Preventing more youth and adults from becoming involved in the justice system
- Improving conditions that ensure humanity and hope for those currently incarcerated
- Helping formerly incarcerated people to successfully rejoin their communities