

From: [Rasheed El Shabazz](#)
To: [City Clerk](#)
Subject: [EXTERNAL] 3/16 City Council Correspondence (6-A)
Date: Wednesday, March 17, 2021 1:57:41 PM
Attachments: [We sent you safe versions of your files.msg](#)
[homeless_man_murder_by_cop.pdf](#)
[APD 2017 1205 Correspondence.pdf](#)
[narrative-healing-greensboro-1044-3894.4178.pdf](#)

Mimecast Attachment Protection has deemed this file to be safe, but always exercise caution when opening files.

Please consider adding these remarks and files to the correspondence file for last night/s meeting.

Thank you to Committee and Subcommittee members for doing this work and for the City Manager for developing this process. Many people have raised concerns about policing in Alameda for decades, but these issues have not had any semi-institutional process.

I support the recommendations as a good starting point. I hope the Council will direct staff to explore the recommendations for a Department of Racial Equity and develop a Citizens Oversight Committee as permanent mechanisms to eliminate racial bias in policing and across the City of Alameda.

I'm writing to (re)share my correspondence from 2017 on this topic as well as documents people may find of interest. On Dec. 5, 2017, Council discussed a referral from then Councilmember Spencer to "Create a Police and Crime Citizens Oversight Advisory Committee." I suggested caution because it seemed like it was motivated by fear (false evidence appearing real) about crime, and not rooted in issues of oversight after a few under the radar issues in Alameda (i.e. Aug. 21, 2017 incident at Target store).

At the time, I shared documents from the 1992 Mayors Committee, which followed the 1991 "MDT Incident." It may be beneficial to compare the recommendations from then to these recommendations nearly 30 years later. [attached]

I also want to add my suggestion for a future process of a Truth, Justice, and Reconciliation Commission. This could incorporate the "Storytelling" recommendations. The survey respondents do not appear to be from the same groups targeted by over policing in the past. Considering the 20-years of disproportionate marijuana arrests reported by the City (2018-5200, March 6, 2018), and who profits from cannabis locally today, a TJR Commission could be the space in which Alameda's history of racial inequality at the intersections of housing, employment, education, and the justice system. Otherwise, current and future (planning) decisions can and will exacerbate existing inequalities. I've attached an article about the Greensboro process and how storytelling is important.

The Steering Committee has done important work surfacing not only concerns about policing in Alameda, but revealed the widely ranging experiences with policing in Alameda.

Part of it is the different lived experiences and historical memory. I've attached an article about a story from 1998 that I hadn't heard of until 2018.

As you go forward, I encourage you to "center" the voices and experiences of those marginalized due to race, class, housing tenure, and gender, and utilize frameworks like "targeted universalism" in order to improve processes and outcomes for all who "live, work, play, or pray" in Alameda.

Thank you.

Rasheed Shabazz

link: https://belonging.berkeley.edu/sites/default/files/targeted_universalism_primer.pdf

[Hpn] Homeless man's murder by cop = \$340,000 settlement

chance martin streetsheet@sf-homeless-coalition.org

Wed, 07 Mar 2001 10:57:47 -0800

- Previous message: [Hpn] Joy Junction Gets Blasted for Turn Down of Gay Show Proceeds
 - Next message: [Hpn] Fwd: Thank You
 - **Messages sorted by:** [date] [thread] [subject] [author]
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<http://www.sfbg.com/News/35/23/23lynch.html>

Good cop? Bad cop?

Foes call him a killer. Colleagues say he's a hero. Would the real officer please stand up?

By A. Clay Thompson

IT WAS A mundane assignment that sent veteran Alameda city cop Sean Lynch trudging through a weedy, long-abandoned railroad yard. Someone had set fire to railroad ties lying around the lot two days before. Now, a couple hours into a slow graveyard shift, Lynch was investigating.

As he tramped through the rubble-strewn field, Lynch came upon a blue 10-speed bicycle. What he didn't see right away was its owner, a 30-year-old homeless drifter named Jimmy Robert, sleeping next to his possessions the bike and a backpack and a minefield of drained Budweiser cans.

Less than a minute later Lynch unloaded five shots into Robert at close range. Two bullets punctured the man's cranium, ripping through his brain, probably killing him instantly.

Lynch, a brawny 38-year-old tae kwon do expert, radioed in a Code 33. Man down. There was no other option, he told fellow officers as they arrived on the scene: Robert had lunged at him with a five-inch hunting knife. The killing, Lynch said, was an act of self-preservation and the blade, lying on the ground near the body, was right there for everyone to see.

The November 1998 incident looks clear-cut: an officer under attack defended himself. But not everyone accepts Lynch's account, and here in this quiet island town the fatal encounter remains an enduring controversy. Theories about what exactly happened that night abound, discussed quietly in cafés and dining rooms, thrown out publicly at City Council meetings and on the pages of the local newspaper. Fueling speculation is the officer's history in uniform. Robert was not the first person shot by Lynch. In the past decade the cop has fired on three civilians, more than anyone else on the 111-member force.

Far more damning is the fact that Alameda recently paid out \$340,000 to settle a wrongful-death suit brought by Robert's family. The settlement came after a forensic expert charged Lynch with falsifying his account of the shooting.

At the center of the dispute is a flat-topped ex-military man who paints himself as an honest, hardworking cop who never wanted to do anything but help people. "For whatever reason I don't know why to this day this man

tried to kill me," Lynch says. "He gave me no warning, and I was left to respond to what he did."

Buried beneath these competing versions of reality lies a tale of one of life's winners and one of life's losers, and quite possibly, a tragedy that didn't need to happen.

Think back to high school. Remember the guy bookworm or outsider who was constantly bullied, eyes blackened, head stuck in the toilet? That was Jimmy Robert.

Or it would've been, if he'd made it to the ninth grade.

Flyweight and sandy-haired as a child, Robert grew up in Alameda, the middle kid bookended by a pair of sisters, raised by working-class, flannel-wearing parents. When dad went MIA, Robert's mother, Donna, a housekeeper at Eden Medical Center in Castro Valley, married a building engineer named Paul Graham.

Nothing was ever easy. Teachers blamed his woeful school grades and lengthy disciplinary record on faulty parenting. Shrinks blamed it on attention deficit disorder.

Neighborhood kids trained their sights on him. "The older kids picked on him a lot 'cause he was so much smaller," recalls older sister Gina Sharra, 35. "I think he looked pretty much like an 11-year-old until he was 18, 19 years old. I always had to stick up for him."

He had scant interest in sports and other staples of adolescent masculinity, was attracted to stereotypically feminine pursuits: cooking, poetry, crafts. Hypersensitive, he was prone to tears. When a car accident killed a childhood friend, Robert was crushed and swore off driving; he never did get a driver's license.

By his early teens Robert was ready to quit school and venture out into that much fabled real world. After the boy's frazzled parents shipped him off to a group home for problem kids, Robert ran away repeatedly, formal education falling by the wayside.

As an adult he cultivated a marginal existence, roaming the country like a modern-day hobo, working the occasional cooking job, preferring to sleep under the stars even if it meant sacking out in city parks reading American Indian mythology and Louis L'Amour westerns. He also developed a penchant for binge drinking. The family pleaded with him to go to rehab, find steady employment, secure a permanent address.

"No matter how hard we tried or what we did to get him to settle in, get a job, straighten his life out, it was like he could handle it for six months and he was back out there again," says Donna Graham, who now lives in Pacifica. "It was just the way he liked to live."

Sharra's home was the last place Robert stayed for any length of time. He was crashing on her couch in Lemoore a tiny Central Valley burg 200 miles south of San Francisco earning a little money as a part-time cook at the local Applebee's. And then he fucked up.

About a month before he died, Sharra came home to find Robert, who was supposed to be minding her three children, wasted, slurring. She went off. "I should've let it go, but I had a migraine and was sick," she recounts. "I set him off by being smart-ass sister: you will discuss this with me later, and I'm disappointed in you, and so on."

Wounded, Robert split town, catching the Amtrak back to the island.

A few days before his death Robert called to apologize. "I love you, sis," he intoned.

Sharra wanted more than platitudes. "I said, 'Well, prove it to me. Go get into rehab, get a job, and prove it to me.' "

Those were the last words Sharra would share with her brother.

Lynch's flashlight caught the metallic gleam of Robert's bike. Had it not, the cop might have tripped over the man. Or maybe the two might never have met.

The officer's account of the shooting given in court depositions goes like this:

"I just walked up to the bike. You know my intent was to go up and run the serial numbers, or at least examine it, see what's what's up with the bike. And as I got up to where the bike was, I became aware of somebody on the ground."

Swathed from head to toe in a dark blue sleeping bag, the transient was roused by Lynch, who identified himself as a cop, commanded the man "to come out of the bag," and then radioed for backup.

Robert's response "was fairly hostile ... Before he even came out of the bag, there was a lot of profanity. His language wasn't slurred.... There was nothing about it that made me think he was under the influence of drugs or alcohol. He was talking quite clearly, very animatedly, [in a] very hostile tone.... He was cursing up a storm." (The coroner found that Robert's blood-alcohol level registered well past the legal level at the time of his death.)

Get that fucking light off me, Robert spit, fully clothed in blue jeans and a yellow-and-black flannel. Get the fucking light off me.

"He was facing me, looking directly into my eyes," Lynch testified. "I thought it was possible he was going to flee or attack me."

The cop said he discreetly pulled out a telescoping metal baton and flicked it open, and suddenly Robert yanked out a knife, lunged, and in an instant was virtually "on top" of Lynch, the blade no more than a foot away from the officer's face.

"It happened very fast. I backed up immediately. I mean, it was he had already acted, and I was trying to react, and I'm backing up. And at some point I drew and fired." As rapidly as he could, Lynch unleashed a fusillade of lead.

The first shot hit Robert low, in the leg or groin, causing him to lurch forward at the waist. Another round, Lynch said, hit the man in the face or head. Robert collapsed. Lynch can't recall how many rounds he popped off.

When backup arrived, the officer briefly sketched out the encounter and then, invoking his Fifth Amendment right, shut his mouth. He did so "to protect myself," he said when deposed. "I knew an investigation was pending, and I wanted it to be the most professional and fact-orientated investigation it could be. Nothing more needed to be said by me until I was formally interviewed by investigators."

Police training manuals use an ironclad formula when it comes to the use of deadly force. If a suspect is wielding a lethal weapon a knife, for example the officer is expected to use a superior armament, i.e., a gun.

And if the cop has to shoot, he or she is supposed to aim for the chest and fire until the suspect has stopped moving. If Robert was truly brandishing a blade, then Lynch was simply following procedure.

David Balash doesn't buy Lynch's story. Balash, an ex-cop who spent 20 years in the Michigan State Police crime lab, was tapped by lawyers for Robert's family to make an independent inquest into the incident. (Lynch has been cleared of any wrongdoing by both the Alameda County district attorney's office and the Alameda city police.) An FBI-trained forensic scientist whose résumé reads like a Thomas Harris novel (example: analyzing the wounds of a woman bludgeoned to death and kept in a freezer for two years), Balash dug into the case, studying Lynch's testimony, test-firing his gun, poring over police records, inspecting the dead man's clothing.

His review of the evidence drew him to a troubling conclusion: Robert wasn't holding the knife when Lynch shot him.

Balash didn't just challenge the officer's account of the incident; he accused the department of failing to mount a real probe into the killing. "The investigation of this shooting was very poorly handled," the forensic expert wrote in a report for the lawyers. "Critical evidence was not collected or analyzed, the scene was poorly photographed and measured, and the evidence available to investigators was clearly misinterpreted."

According to Balash:

Lynch's uniform, which may have been stained with telling blood droplets or gunshot residue, wasn't taken into evidence.

The location of the spent bullet casings wasn't consistent with the officer's account of backing up quickly and firing.

Investigators didn't analyze blood-spatter evidence at the scene and on Robert's clothes.

In an interview the ex-cop details the factors that led him to question the integrity of both Lynch and the Alameda police. To start with, Balash tells me, the crime scene photos weren't "taken with the intent of recording the scene. There was always the supposition that the police officer was attacked with a knife being held in the right hand of the victim."

Robert's final position (he was found flat on his back) bothered the investigator. By Balash's logic, if the scene had unfolded as Lynch had described it with Robert bent forward at the waist when the fatal shots ripped through the top of his skull then the mortally wounded man would've fallen forward. "He would've gone face first, and he would've gone into the ground like you dropped a bowling ball. Boom."

To Balash's eye the evidentiary smoking gun turned out to be a knife. The coroner found as documented in postmortem photos splattered blood all over Robert's right hand. But the knife the man supposedly clutched in that gore-covered paw was stained with only one pinhead-size drop of blood. In Balash's opinion it doesn't add up: if Robert's hand was drenched in blood, then the knife he was holding would've have been as well.

Drawing on this evidence, the investigator has developed an unsettling theory. He thinks Lynch fired three shots at an unarmed Robert, dropping the man to his knees. Then, Balash argues, Lynch put the final two bullets into Robert's brain, execution style, as the wounded man knelt on the ground.

Balash, peppering his comments with sarcasm and attitude throughout our conversation, leaves me with a blunt summary: "This case stinks."

San Francisco attorney Greg Fox has made a career out of defending cops against lawsuits, and he has spent much of that career deflecting legal attacks launched at Sean Lynch. Fox, ruddy complected, with a shock of white hair, has represented the officer in all three of the civil suits he has faced.

Sitting in his low-key office a couple of blocks from Fisherman's Wharf, the lawyer characterizes Lynch as "one of the nicest, most genuine people that I have met."

A man with an apparent death wish helped attorney and cop get acquainted. It was 1990, and Lynch was responding to a high-priority alert: an armed man with a history of mental illness was threatening to gun down his estranged wife. When Lynch intervened, the suspect redirected his rage. "You better shoot me, because I'm gonna shoot you," the man said, a hand stuck in the waistband of his pants. Lynch chose the former, wounding the suspect. But the bleeding man had been bluffing: there was no gun in his pants, only a black hairbrush.

Of course, this being the Land of Litigation, the guy sued. Fox, tapped by Alameda to handle the matter, won at trial, convincing a jury that Lynch had acted reasonably and appropriately.

Round two came in 1992. A Camaro-driving suspect with a suspended license was leading Lynch and another officer on a 70-plus miles-per-hour, Cops-type car chase through Alameda. When the driver crashed near the foot of the Bay Bridge, Lynch, gun drawn, ordered the dude out of the vehicle. The suspect stepped out, plopped himself down on the ground, and then reached back into the Camaro. "Get away from the car!" the officers barked. Fearing the suspect was going for a gun, Lynch unloaded his .357 magnum, blasting the man with three shots.

The suspect, who as it turned out had no weapon, survived and filed suit. Noted Oakland cop-suiter John Burris took the case, bringing it before a jury. Again Lynch was vindicated, and Fox racked up another trial victory but the incident would dog the officer.

All of which brings us back to shooting number three, Robert's lifeless body, and Balash's interpretation of the evidence. Preparing to go to trial, Fox lined up his own cast of experts, chief among them Temple University criminologist James Fyfe, a nationally known authority on officer-involved shootings.

Fyfe, himself an ex-cop and the star witness on behalf of the four NYPD officers accused of wrongfully slaying Amadou Diallo, put together a written retort to Balash's assertions. "It is my opinion that Mr. Robert was shot and killed because, when a police officer tripped over him in a dark lot he attacked the officer with a knife and gave the officer no alternative to shooting him," he wrote.

"Any reasonable and competent police investigator or administrator would have expected to find some minor differences between Officer Lynch's account and other objective evidence," Fyfe opined. "In this case, the reports of the forensic scientists do not provide any information that would lead such an investigator to disbelieve Lynch."

I run Balash's key points by Fox. What about the body? Shouldn't Robert's corpse have been found facedown? The lawyer offers a play-acted explanation. Standing, he waves a red rubber knife in my face, while I hold a rubber handgun. Fox slashes at me like Norman Bates in Psycho, stepping into it like a boxer, body twisting 180 degrees as the pseudo dagger arcs in front of my face. The motion would have thrown Robert to the ground shoulder first, rolling him onto his back, the lawyer says.

How about the knife isn't the near-absence of blood on the weapon a little strange? Fox and his team of experts don't think so. "Should there have been more blood on the knife when it was found? I think that's a matter of how the knife was being held relative to the body when Mr. Robert was shot."

It's probably the contention over basic, key facts, coupled with Lynch's track record which was certain to play badly with jurors that prompted the city to cut a check in December 2000. According to Alameda police chief Burnham Matthews, the decision to settle out of court was "strictly a business decision."

If Balash is right, then you can lump Lynch in with the worst characters in American law enforcement the psychos who raped and tormented Abner Louima, Los Angeles's corrupt Ramparts squad, and closer to home, the "Riders" in the Oakland Police Department and this story is yet another case study in the abuse of power.

Which is pretty much how lawyers Julia Sherwin and Mike Haddad see it. Contacted by Robert's kin shortly after his death, the Oakland-based husband-and-wife team lodged the wrongful-death suit against Lynch and the city in federal court in the fall of 1999. "We went into this not knowing whether or not Jimmy Robert had ever pulled a knife on Officer Lynch," Sherwin recounts. "We needed to look at all the facts and be open-minded, but also as critical as possible. We were barraged with information saying, 'There's no way this could've happened the way Officer Lynch said it did.' The evidence kept piling up."

As far as Sherwin's concerned, the Alameda P.D. was unwilling to pick up on obvious clues. "This case from the start was an appalling case of willful ignorance of the facts and the evidence. This police department was going to turn a blind eye to what happened from the start. And they never changed their tune."

But when it comes to Lynch's background, one officer did change his story.

Last fall, a few weeks before hammering out the settlement pact, the lawyers got a shock. They were deposing Alameda police sergeant Mark O'Connell on the subject of Lynch's second shooting, the 1992 car chase ordeal. O'Connell, head of the internal affairs unit, had reviewed the matter at the time and decided the officer had acted correctly.

Under oath, the sergeant now expressed second thoughts.

"I think the question I had was 'Given the circumstances, would any other officer or would a majority of the officers in the Alameda Police Department act in the same way?' O'Connell said. "My conclusion was that I don't think many of us would have acted the same way as Officer Lynch did."

Did Lynch's gunshots breach federal guidelines for the use of deadly force, Haddad inquired.

"Yes," O'Connell answered.

What?

Let's rewind the tape and dissect this curious little vignette. One possible explanation: the sergeant authored a bogus report back in 1992 and now, for some unknown reason, is admitting it. Another view, the official line of the Alameda P.D., is that O'Connell, looking back, simply has a different take on the encounter. Neither choice does much to instill confidence in the department's system of internal checks and balances or in Lynch.

"I was really surprised," Haddad tells me. "I was impressed by Officer O'Connell, and I thought he was one of the rare officers to break the code of silence at that moment." (O'Connell declined to comment for this story.)

Classic liberals a union print shop makes their recycled-paper business cards Sherwin and Haddad are relentlessly skeptical of authority and see conflict between the meek and powerful as a defining aspect of life in America.

Robert's sister Gina Sharra is coming from a very different place. She's at home in down-tempo, conservative King County Bush-Cheney country for sure. At the time her sibling was slain, Sharra, a slight woman with springy beige hair, was testing to become a prison guard. Her late husband, Allen, served as a King County sheriff's deputy until he was killed while responding to an emergency call in 1999.

"I'm for law enforcement, my husband was law enforcement, and in a way it's hard being on both sides." Sharra and I are in the living room of her two-bedroom town house. "In a way I was going against law enforcement [by suing]. It was a weird feeling, a very strange feeling."

She cuts an impassive figure, only once losing her composure during the course of a probing, two-hour interview. When it happens, Sharra shuts down, tears pooling in her gray eyes for a moment, mind stranded somewhere else.

"I'm really angry that [Lynch] is still carrying a badge and gun. He should have been removed a long time ago. Someone like that shouldn't be a police officer to me it's really disgusting that he's still being backed up by the department, knowing he's taken someone's life."

We turn toward the TV as she puts in a videotape. It's Lynch's deposition. The cop is talking calmly about ending her brother's life. Sharra stares at the image intently, lips quavering slightly. It's an odd scene, and I feel a little uncomfortable, like I'm paging through someone's diary.

Robert wasn't a violent person, had no beef with authority he was, on the contrary, apt to call the cops for help. Nobody expected him to go out in a storm of bullets.

Sharra advances a theory of her own. She figures Lynch asked her brother for ID. When Robert reached for his wallet, attached by a chain to his belt, the officer saw a glint of steel and fired.

As Lynch fills the screen, I chew on Sharra's dark scenario for a few minutes before exploring other possibilities. A couple thoughts lodge themselves uncomfortably in my head. Maybe Robert did a stupid, drunken, fatal thing, and all of this the hypothesis, the lawsuit, the rage is really an attempt to absolve him. And maybe, more broadly, the civil suit has become our contemporary grieving ritual.

'My instincts were to contact the family and say, 'I'm sorry this happened, it's a tragedy, it was unavoidable, and I'm sorry for your loss,' " Lynch tells me, words measured, tone level. "But in today's society, with the protocols that you have to face in modern police work, that was not an option."

"Nobody was the winner here. I'm grateful I survived the incident and I'm still here. To have taken a life ..." he says, voice disappearing for a moment, "is never an easy thing."

If Robert was the quintessential outsider, Lynch personable, muscular, handsome is his opposite number. He comes across as someone who has never had trouble making friends, who has always been able to achieve whatever

goals he marked out for himself. Red hair recedes slightly from his freckled, lightly lined face; his suit fits tightly in the shoulders, the product of a lifetime of gym workouts. I was expecting a gruff, drill-sergeant type, and maybe Lynch fits that description when on duty, but here, sitting in Fox's office, his demeanor pure Midwestern civility, the officer reminds me more of a drug counselor.

Lynch was raised in a small Iowa town, did a stint in the armed forces, and followed it with a B.A. in sociology before ending up in Alameda in 1986. Within six months he was hired by the city police force and put in more than a decade as a night-shift beat cop.

Colleagues praise Lynch, now a detective, as a committed, exemplary law enforcer. "Sean is as sincere as a heart attack," Chief Matthews tells me. "He is terribly, terribly dedicated." In 1998 Lynch's fellow cops voted him Officer of the Year.

His tenor conciliatory, Lynch extends an olive branch to Robert's family. "I certainly understand their feelings. They're trying to understand something; they're trying to come to grips with a loss. That's a very hard thing to do. I do not at all begrudge them their perspective."

What does he make of Balash? "I'm not a forensic scientist. All I can say is I believe his whole perspective was to challenge as much of the investigation as he can.... And of course he's getting paid to do just that; he's getting paid to challenge these things.

"I was there, I know what happened, I know the truth of what happened. Residue on clothes and things like that these are all details outside my province. I do know this: the people doing that [internal Alameda P.D.] investigation, I know personally. I've worked with them my entire career. These are good people, some of them are friends, some of them are not, some are just coworkers, but I have no doubt that the best investigation that could've been done was done."

Pressing, I put forth Sharra's hypothesis: that he blew away Robert in a Diallo-esque mishap and lied about it. Stunned, Lynch looks like he's just been jolted with a cattle prod. "Uh, on an emotional level it's very hurtful," he says, grimacing. "That's not saying the officer made a bad call out there. They're saying that I committed one wrong act and compounded it with a deliberately criminal act in terms of trying to cover it up. That's not saying, 'Hey, officer, you were out there trying to do the best job you could, and you made a mistake.' That's saying, 'You're a murderer, and you covered it up and lied about it.' That's hard to hear. I don't care who you are. It's tough enough to take a life and have to look in the mirror when you shave every day and deal with that."

On a bleak, drizzling winter day I take the ferry from San Francisco through flat, gray waters to Alameda, heading for the spot where Lynch and Robert collided. Thick with face-high vegetation, the old Beltline rail yard sits across the street from a Kinko's-equipped strip mall, hemmed in by cottages of mid-20th-century vintage on one side, new plastic condos on the other. Wandering, I pass piles of crumbling asphalt, an abandoned water heater, the rusting, spray-painted husk of a car, emerald beer-bottle shards. Fenced off at one end lies a massive heap of oxidizing industrial detritus.

A white flash of movement registers at the periphery of my vision. A majestic, long-legged heron pokes out from a clump of swampy ferns, its S-shaped neck undulating, its vast wings ready for flight. I think of Jimmy Robert, trapped in an inhospitable world, like this wild creature picking over the dumping grounds of human society. But the analogy only goes so far. The heron is a gorgeous, graceful bird. Robert was ungainly, difficult even for loved ones to handle, a card-carrying member of America's lowest social

strata.

This is the part of the story where you're expecting me to tell you what truly went down in the lonesome place where Robert died. Well, the short answer is that I don't know.

I do know that I have lingering doubts about the Alameda Police Department. I'm worried by the flip-flop of Sgt. Mark O'Connell, the internal affairs head. Frankly, it makes me wonder if some day the sergeant will decide that, actually, on second glance, Jimmy Robert really didn't have to die.

It worries me that the whole thing occurred in Alameda, a city with no civilian police-review board. I'm not sure such a body could have prevented this whole thing, but I've got to wonder, particularly since Lynch has a history of blowing holes in people.

I'm worried because forensic scientist David Balash is firmly convinced that Lynch isn't telling the truth.

Having said all that, let me offer one more scenario. In this picture, Robert, drunk and belligerent, does pull the knife. Lynch, steps back, swings the metal baton, and knocks the shit out of Robert. The next morning Robert wakes up on the cold floor of a jail cell, bruised.

E-mail A. Clay Thompson at ac_thompson@sfbg.com.

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END FORWARD

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LARA WEISIGER

From: Rasheed Shabazz <hopein510@gmail.com>
Sent: Tuesday, December 05, 2017 12:22 PM
To: City Clerk
Subject: Re: Consider Creating a Police and Crime Citizens Oversight Advisory Committee
Attachments: mayors-committee-ethnic-cultural-diversity.pdf; 1991-11-04 Special CC Minutes.pdf

Greetings Lara,

Please share this message with the Council. Thank you.

Dear Mayor and City Council Members,

I am writing to express both my interest and my concern about the proposed Police and Crime Citizens Oversight Advisory Committee, as its purpose and scope is currently written. Instead of adopting this proposed committee, the Council can request specific information from Staff at regular intervals, or develop an independent Police Oversight body with actual power to investigate complaints.

For the past few meetings, a pending referral for a report on crime in Alameda has been on the Council's agenda, and as you know, the Police Chief's crime update/response was recently published in both the *Sun* and *Journal* newspapers.

Reading the op-ed made me wonder: How often does the City Council receive formal reports from the department? From the 1930s until at least the 1970s, an Annual Report of the Police Department was compiled—these are available in the Alameda Collection of the Alameda Main Library.

Since the motivation for this committee appears to be based on a perceived increase of crime in Alameda, there may be better mechanisms to provide transparent information about public safety on the island. For instance, providing "vision, guidance, and oversight" might be best done by a police chief and a professional police department, under the supervision of a City Manager. This Council can provide additional oversight by requesting information about more predictable intervals, for example, annual, semi-annual, or quarterly reports.

In regards to the "collaborative partnership" to "Facilitate communication" and "mutual understanding," could be more appropriate for graduates of a Citizens Police Academy.

Considering the "needs of the diverse community" of Alameda and the need to "monitor police activity," this Council may consider developing a Police Oversight body, with either the "Civilian Review" or "Civilian Control" models. Other cities have various forms of the later, Review Boards like Berkeley, Police Commissions like Oakland and San Francisco, and the hybrid model of BART: an independent auditor and an Oversight Board.

An oversight body can be responsible for investigating complaints and developing policy recommendations, for instance, monitoring use of force complaints and allegations of bias-based policing/racial profiling. An oversight body can be responsible for hearing reports, such as the impact of the Council approving Tasers for APD last year. There is currently no civilian review of use of force. Or, considering that Alameda Police have collected racial data on stops and use of force for over a decade in a half, it would be prudent that this body require a regular report on those statistics.

If this proposal was for Police Oversight Committee, or if this Committee was being assembled to address racial profiling or bias-based policing, I would likely ask you to support this; however, as it is written, this looks like it would be a fear-based citizens council that could contribute to racial profiling.

In summary, I encourage you to be cautious adopting such a proposal. Through proper oversight of the public employees you hire to run the police department, you can require regular reports and updates on public safety issues. If there is concern about how different communities experience policing, I would encourage you to consider requiring additional reports on racial and stop data, and consider developing an Oversight body similar to other cities.

For some historical context: I've attached minutes from the November 1991 City Council meeting when a Committee was adopted in response to four Alameda police officers threatening violence against Black people, and using the computers in their service vehicles to do so. I've also attached the "Mayor's Committee on Ethnic and Cultural Diversity" final report.

Thank you.

Rasheed Shabazz

1991 was not so fun

http://articles.latimes.com/1991-11-09/news/mn-1096_1_police-chief
http://articles.latimes.com/1991-11-10/news/mn-2154_1_police-department

Berkeley Police Review Commission

<https://www.cityofberkeley.info/prc/>

San Francisco Police Commission

<http://sanfranciscopolice.org/police-commission>

Oakland Citizens' Police Review Board

<http://www2.oaklandnet.com/government/o/CityAdministration/d/CPRB/index.htm>

On Tue, Dec 5, 2017 at 12:06 PM, Rasheed Shabazz <hopein510@gmail.com> wrote:

Dear Mayor and City Council Members,

I am writing to express both my interest and my concern about the proposed Police and Crime Citizens Oversight Advisory Committee, as its purpose and scope is currently written. Instead of adopting this proposed committee, the Council can request specific information from Staff at regular intervals, or develop an independent Police Oversight body with actual power to investigate complaints.

For the past few meetings, a pending referral for a report on crime in Alameda has been on the Council's agenda, and as you know, the Police Chief's crime update/response was recently published in both the *Sun* and *Journal* newspapers.

Reading the op-ed made me wonder: How often does the City Council receive formal reports from the department? From the 1930s until at least the 1970s, an Annual Report of the Police Department was compiled—these are available in the Alameda Collection of the Alameda Main Library.

Since the motivation for this committee appears to be based on a perceived increase of crime in Alameda, there may be better mechanisms to provide transparent information about public safety on the island. For instance, providing "vision, guidance, and oversight" might be best done by a police chief and a professional police department, under the supervision of a City Manager. This Council can provide additional oversight by requesting information about more predictable intervals, for example, annual, semi-annual, or quarterly reports.

In regards to the "collaborative partnership" to "Facilitate communication" and "mutual understanding," could be more appropriate for graduates of a Citizens Police Academy.

Considering the “needs of the diverse community” of Alameda and the need to “monitor police activity,” this Council may consider developing a Police Oversight body, with either the “Civilian Review” or “Civilian Control” models. Other cities have various forms of the later, Review Boards like Berkeley, Police Commissions like Oakland and San Francisco, and the hybrid model of BART: an independent auditor and an Oversight Board.

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In summary, I encourage you to be cautious adopting such a proposal. Through proper oversight of the public employees you hire to run the police department, you can require regular reports and updates on public safety issues. If there is concern about how different communities experience policing, I would encourage you to consider requiring additional reports on racial and stop data, and consider developing an Oversight body similar to other cities. Thank you.

Rasheed Shabazz

Berkeley Police Review Commission

<https://www.cityofberkeley.info/prc/>

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Rasheed Shabazz (RasheedShabazz.net)
hopein510@gmail.com | VM: (510) 863-1695

[Twitter](#) | [Linkedin](#) | [Instagram](#) | [Tumblr](#)

Photography: ShabazzImages.com

"The pillar of the world is hope." – African Proverb

SPECIAL COUNCIL MEETING OF THE ALAMEDA CITY COUNCIL
NOVEMBER 4, 1991

The Special Meeting was convened at 6:30 p.m., with President Withrow presiding. The Pledge of Allegiance was led by Councilmember Roth.

ROLL CALL- Present: Councilmembers Arnerich, Camicia, Lucas, Roth and President Withrow - 5.
Absent: None.

President Withrow announced that at the Closed Session, convened at 6:30 p.m., Council adjourned to Closed Session to consider:

91-745 Personnel Matters: Evaluation of Appointed Employees; Appointment, Employment and Dismissal of Certain City Employees; pursuant to Government Code Section 54957 of the Brown Act: President Withrow stated the Council reviewed and reached a consensus on a formal annual evaluation for the three appointed employees, the City Manager, City Attorney and City Clerk; they will, within seven days, be provided a written evaluation on the Council's opinion on how they have performed in their roles, and the type of things Council would like to see them focus on in the coming year.

91-746 Significant Exposure to Litigation, pursuant to Subsection (b) of Government Code Section 54956.9 of the Brown Act: President Withrow stated no action was taken.

91-747 Resolution No. 12167 "Condemning and Apologizing for the Racially Oriented Comments made by certain City of Alameda Police Officers and Reaffirming the City's Commitment to Eradicating Racism.

* Written Communication from Natalie Fay, Alameda, recommending the termination of the Police Officers responsible for recent racist messages.

President Withrow stated there is no question in his mind that each member of the Council, including himself, were severely embarrassed and shocked over what it considers the repugnant action taken by four police officers; commented on the background of the matter, noting discovery of the behavior during a routine Police Department audit, the Chief of Police, at his own volition, chose to take the action to the public, to send a message to officers throughout the force and to the community that such behavior would not be tolerated; that the City is proceeding in conformance with due process of law; explained the review process, including the Appeal process; nothing that the Council, by Charter, by law, in the City Manager-type structure, is precluded from interfering in personnel matters of the City staff; Council will conform to that legal process in order to ensure that whatever is proper takes place, and is bound by that process irrespective of how emotionally we may feel about it, how upset we may be; and each Councilmember is exceedingly upset.

Councilmember Lucas stated she supports the Mayor's statements; Council feels the need to apologize to the community for damage and insults caused by four officers on all Alamedans; Council wants a community that will live well together, and will not tolerate actions or words by police officers who will not provide fair and equal treatment to all citizens; hopes Alamedans will accept the apology and work together for a future where such things do not occur.

Councilman Arnerich moved adoption of the resolution. Councilmember Lucas seconded the motion.

Councilmember Roth stated he would like the resolution amended to state the apology is to "all" rather than just to "all Alamedans."

Councilman Arnerich agreed to amend his motion. Councilmember Lucas seconded in agreement.

Don Roberts, Alameda, stated he would encourage Council to hear the speakers before voting.

Councilman Arnerich stated he would withdraw his motion until after the speakers are heard; agreed with President Withrow that Councilmembers are policy makers of the City and cannot be involved in disciplinary action which is left to the chief administrative officer, the City Manager; what has happened is repugnant, has hurt everyone very much, and Council must apologize.

Councilmember Camicia stated he also wants to apologize for the comments that were made; there is no question that all of Council feel very strongly about this issue, are disgusted about what happened, and some officers should be fired; but the problem is that Council does not have the power; the Council in Los Angeles was not able to fire officers involved with Rodney King; in order to rectify this problem, Council must be very careful to follow every rule.

Councilmember Roth stated he is very sorry [the incident] happened; there are some redeeming qualities in the fact that it was caught by the Police Department and brought forward by the Police Department, and he believes there has been no attempt to cover up anything; some training programs are in place to ensure [such incidents] do not happen again, and those programs will be strengthened.

Anthony Bradford, Oakland, stated he is disturbed about the incident, and this type of behavior causes people to be afraid to call on the police when they have a problem.

Albert DeWitt, Alameda, stated he lived in the City 37 years, raised his children here, loves the City and community in which he lives; the police are an honorable group doing a hard job, and the question is how to keep a quiet community, honor police and remove bad policemen who discriminate.

Maxine Jackson, Oakland, President, NAACP, Alameda Branch, stated she has secured, for representation, Jim Chanin and Julie Houk [Attorneys-at-law], who will do a thorough investigation.

Lorrain Taylor, Alameda, stated she does not condemn the entire Police Department, has called on police who have helped her and she wrote a letter expressing her gratitude; she now is writing a letter regarding the incident calling for dismissal of officers involved.

Muhammed Ali, Alameda, stated officers should be terminated; the statements made were professionally unethical and morally wrong.

Bonny Moore, Alameda, stated there is a problem in the training; suggested Council has the power to set up a commission that can impartially look at this; she has done such with the Navy, and volunteers her service.

Julie Houk, Alameda, Attorney for NAACP, stated, by only releasing a partial transcript, the City is doing a disservice to the people targeted by the racial slurs; the officers should be fired; a full audit of all transcripts should be conducted; a wider investigation should be made; commission has been suggested, and rather than just the Chief of Police imposing discipline, outside oversight is needed.

Catherine Wright, Alameda, stated she has worked in Alameda as a low-income advocate; does not accept Council's apology; and does not believe Council has no power.

Dwayne B. Hall, Alameda, stated Council should be ashamed of allowing the Chief of Police to jeopardize the integrity of other officers and the Department by hesitating to release names of officers who made statements; African-Americans no longer feel safe with the Police; Council should show sincerity by its actions; other ethnic groups are moving in and this City will change.

Councilmember Camicia stated he wants to make clear that the majority of the Los Angeles City Council are minorities but were unable to remove officers that beat Rodney King; if Council breaks rules to remove officers, there is every indication the officers would get jobs reinstated and back pay, which would send a message to everyone that it is alright to be racist and their jobs cannot be threatened.

Dorothy Kinerman, Alameda, stated she brought her children to school in Alameda; all are equal in God's sight; being mistreated is not a good feeling; when the law is broken a penalty must be paid; she hopes and prays the police officers' hearts will be changed.

Reverend Betty Williams, Alameda, stated she was upset at statements made; would like the officers to be terminated, would like to know the names of the officers; would like review of tapes for the last few years; and would like to serve on a committee if one is formed.

Lawrence Van Hook, Alameda, stated verbal slander crucifies people; the officers should be removed immediately; he would like the money from officers' suspension to be used to put youth in training to become police officers; requested officers be taken off the streets.

Mosetta Rose London, Alameda, stated she has done a lot of work in this community to promote racial harmony; read a poem she wrote concerning the incident and its results; and requested racism be

removed from the police force.

Kamala Valencia Wright, Alameda, stated people have requested help many times; expressed concerns that Council is powerless, about credibility of police; doubt that officers' names are unknown to Council; asked why President Withrow states the names are unknown.

President Withrow commented on the need for due process.

John Carmody, Alameda, stated Alameda has fine officers but four have disgraced the City; discussed sexual harassment case of two years ago; noted sensitivity training is good but making sure policy is carried out is the responsibility of City leaders and policy makers.

John Scott Graham, Alameda, commented on his personal experiences related to racism.

Roy Mita, Alameda, stated he favors the apology because it is a first step in recognizing a problem; questioned why officers would put words on computer; would like community-type organization to investigate Police Department; would like a Human Rights Commission to deal with all City employees; discussed revealing names of officers.

Kelly Hartman, Alameda, stated if something is not done about Police Department racism, she will tell her cousin Oprah Winfrey [television personality] and when she comes, Council will be on national daytime television.

Phyllis Marshall, Member, NAACP, described NAACP's complaint process; requested Council recognize NAACP as wanting to do what is right; stated Police Department needs to spend all of its time taking care of business, not harassing people.

Nick Cabral, Alameda, stated his family had been in Alameda since 1906; he works in Alameda with youth; has told them they must be responsible for what they do, or pay the price; the officers must pay the price; City attitude is at fault; he was Man of the Year in 1976 but no one invited him to join a service organization so he could promote youth work, because he is a man of color; Council must make a commitment; and the commitment should be to fire them.

Clayton Guyton, Alameda, stated this is a government of the people, by the people, and for the people, and the people are speaking in a united voice to remove officers off the street; a commitment should be made to fire the officers; a strong signal should be sent so the community can regain trust in the Police Department; if Council does not take action, it is forcing people to take action, which is divisive.

David McIntyre, Alameda, stated a company was hired about a year and a half ago to review the Police Department; Council should find out what the scope of the problem is, and start at the top; and if Council cannot handle it, then Council should resign.

Anthony Amaya, Alameda, stated some people are afraid and are not November 4, 1991

calling the police; something needs to be done.

Orlando Bouttie, Alameda, stated if you can't trust the police, who can you trust.

Alex Nonan, Alameda, stated, as a youth in the community, when he does something wrong, he has to pay for it; and if the police officers are doing something wrong, that should be taken care of.

President Withrow stated the public session is closed; and there is a motion and second for the resolution.

At Councilmember Lucas's request, the City Attorney explained who can request firing the officers and what the legal process is, noting Charter, Section 7-4 states the Chief of Police has the authority "to discipline any employee under his control by imposition of a fine not to exceed one month's salary or by suspension without pay for not to exceed thirty days, or other penalty, less than dismissal, subject to Appeal to the City Manager who shall have the final authority to affirm, modify, or revoke such penalty without Appeal therefrom;" and that speaks about discipline for less than thirty days, and that is within the jurisdiction of the Police Chief; in excess of thirty days, which would include termination, the jurisdiction for the initial decision is with the City Manager and after either decision is made, there are specific requirements for due process of law that must be followed, including notice, an opportunity to be heard, appeal processes, etc., covered both by the Constitution, the Police MOU and case law; also she would like to point out to Council that they [Council] are under specific restrictions, under the Charter, from interfering with the City Manager; and read Section 7-3 of the Charter; Council is the policy making body; and it is the City Manager or the Police Chief that makes the decision about disciplining or terminating an employee.

At the request of Councilman Arnerich, the City Attorney explained that Penal Code 832-7 is a provision that claims that police officer personnel files are confidential and there is a clause in there "except for civil or criminal discovery;" until June of 1990, that Code Section prohibited the City from releasing police personnel files, however after that time an Appellate Court case came down that made that section now unclear; the City could have used that Section to block the public release of the MDT transmissions, the ranks of the officers, or the names, or the statements, however, the City chose not to use that, nor the provisions of the Public Records Act, and balanced the public interest in disclosure being greater than the public interest in non-disclosure.

The City Attorney, at the request of Councilman Arnerich, explained the Peace Officer Bill of Rights, a complex set of legislation that gives peace officers specific rights and privileges; the Skelly Rights which sets forth minimum due process requirements for notice and hearing, an opportunity to be heard, prior to imposition of any type of discipline; explained how it affects due process that must be given before discipline can be imposed.

Councilmember Roth questioned, since Council sets policy, can Council

change [the requirements].

President Withrow inquired if changes could be made retroactively.

The City Attorney stated Council cannot retroactively make changes but can evaluate imposing and setting forth some stringent discipline or criteria for discipline; what must be taken into consideration in imposing discipline is the officer's record or the progressive nature of the discipline, the type of activity; there are four different officers and each made different statements.

President Withrow questioned whether Council could establish a policy which would subject employees to immediate dismissal for actions like those alleged to have occurred with the four police officers.

The City Attorney replied not immediate dismissal because due process would still be necessary.

President Withrow inquired if Council can take any action whatsoever to affect, right now, the discipline that is placed upon the four officers.

The City Attorney replied no.

The motion was carried by unanimous roll call vote - 5.

Councilmember Roth noted the resolution includes the statement "Be it further resolved that we are determined to eradicate the racism expressed by four officers and promise to do our best to ensure that Alameda City Government provides fair and equal services to all;" and concluded that the resolution is the first step.

* * * * *

Following brief discussion, Council, by consensus, agreed to consider reports (91-749) regarding reduction of salaries, and (91-750) regarding reorganization, at a future Special Council Meeting. [Subsequently reagendized for November 14, 1991]

* * * * *

91-748 Cultural and Ethnic Diversity Training Outline.

Councilmember Camicia stated in response to the release of the information about the Mobile Digital Terminals [MDTs], he believes it appropriate that Council put together a committee that would develop goals and objectives for cultural diversity training for all City employees; he believes it appropriate an outside group come in at this time, to set goals and objectives for this community to reach for, in terms of sensitivity training and eradicating any racism that exists; he has suggested the committee structure; Council and public may have other suggestions, but he wants it started quickly; the committee is to be a short-term group, not huge, and not dominated by people already involved in City government.

Councilman Arnerich stated he has no fault with the statement and position of Councilmember Camicia regarding diversity training program and also to look into Alameda's problems; however he favors a number of people in the community who know and can best serve the

community; he does not agree Assemblywoman Barbara Lee [listed in Camicia's Diversity Training Outline] would be a viable choice for Alameda; Alameda has Mr. DeWitt who has served the community for many years; Reverend Betty Williams has offered her services, he has no problem with the organizations mentioned [NAACP, SSHRB, United Pilipinos of Alameda]; he would like Asian citizens represented, possibly by Roy Mita; believes a list of persons could be looked at, time taken to organize and the true ethnic makeup of Alameda reflected.

Councilmember Camicia stated that is perfectly acceptable, but he would stress that he would like the Committee to become active quickly, and its goals and objectives for diversity training moved back to the staff quickly so Council can begin.

Councilmember Lucas stated she completely agrees with the idea, which is a timely suggestion; getting started immediately is important; she would like a few more members at large from the community also included to allow input from all groups in the community.

At Councilman Arnerich's request, the Personnel Director explained the cultural diversity training program for all City staff, intensive training in January through April, 1991, was given to 322 of the City's 550 employees; more sessions are scheduled; suggested the trainers from Personnel, Police and Fire be on the Committee to hear citizen input firsthand; Council adopted a policy prohibiting harassment and discrimination of any kind, at the July 16, 1991, Council Meeting; Police Department has an outstanding training effort in their training program; believes the incident which is the subject of this item, and happened in 1990, would not happen in 1991 and the City is working very hard to make sure it does not and staff is willing to accept any suggestions to strengthen training.

Councilmember Camicia stated the City of Hercules is successful, due partially, because it focuses its training on that particular community.

The Personnel Director noted differences are not to be stressed; the need is to look at persons individually and understand differences, e.g., ethnic, religious, educational, socio-economic level, and treat each as a worthwhile person.

* * * * *

Councilman Arnerich moved to extend the meeting past 11:00 p.m. Councilmember Roth seconded the motion which was carried by unanimous voice vote - 5.

* * * * *

Councilmember Lucas stated Councilmember Camicia's proposal requested cooperation of the NAACP; and inquired if NAACP representatives present would like to comment; and they responded affirmatively in favor of cooperation.

Councilmember Camicia inquired if approving the matter in concept, and seeing what signups and structure presents itself, would be appropriate.

President Withrow inquired if Councilmember Camicia wanted the

Committee set up as a Mayor's Committee, as it is the most expeditious in terms of time to put the Committee into effect. Councilmember Camicia agreed.

Councilmember Roth stated he would want the matter to proceed without the necessity of coming back to Council for nominations.

Councilman Arnerich expressed a desire for a group of City of Alameda citizens to serve.

Councilmember Camicia moved the concept, along the lines of Council's discussion. Councilmember Lucas seconded the motion.

The motion carried by unanimous voice vote - 5.

91-749 Report from Vice Mayor Karin Lucas regarding reduction of salaries of appointed officials by five percent. Not heard.

Held over. See paragraph immediately preceding 91-748.

91-750 Report from City Manager concerning the reorganization of certain departments and contracting for City services. Not heard.

Held over. See paragraph immediately preceding 91-748.

ADJOURNMENT

President Withrow adjourned the meeting at 11:05 p.m.

Respectfully submitted,



DIANE B. FELSCH, CMC
City Clerk

The agenda for this meeting was posted in accordance with the Brown Act.

15-60043

CITY OF ALAMEDA
MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY **FINAL REPORT**

OCT 21 1992

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Organization urges diversity in government

By Susan Richter
STAFF WRITER

ALAMEDA — A new group calling itself Alamedans for Diversity in Democracy is dedicated to making the Island City's government look more like America.

Taking from the theme behind President Bill Clinton's more ethnically diverse cabinet, the group wants a better representation of minorities in city government positions, from the city council to the police chief.

"If a citizen interest group doesn't come up with its own candidate, then the same type of candidates from the good-'ol-boys network will be elected over and over again," said James Howard, founder of the group ADD.

At a local Green Party meeting a few months ago, Howard said he decided to form a coalition dedicated to social justice, quality of life and multiculturalism. The goal of ADD is to influence appointed and elected officials in Alameda so that they reflect the changing face of the community.

In 1990, the U.S. census recorded a 35 percent minority population in Alameda, up from 20 percent in 1980. The numbers continue to climb rapidly.

Among those who have agreed to join ADD are the Green Party, Alamedans for a Civilian Economy, and the Alameda Peace and Education Network.

"I've always believed in attacking from all sides," said Judy Pollard, a spokesperson for ACE. "But we need people from government to be in alliance with ACE's goals, with progressive goals in general."

Numerous groups advocating cultural diversity and sensitivity sprung up following the Alameda Police Department racial slur incident of October 1991. But Howard believes that they are focused on specific issues and serving the needs of their constituents.

For example, Mayor Bill Withrow appointed an 18-member Ethnic and Cultural Diversi-

If a citizen interest group doesn't come up with its own candidate, then the same type of candidates from the good-'ol-boys network will be elected over and over again."

James Howard
founder of ADD

ty Committee for the primary purpose of evaluating a cultural sensitivity program for the police department.

The Coalition of Alamedans for Racial Equality (CARE), also organized after the racial slurs incident, focuses on youth empowerment, education and social and economic issues.

Another group, the Community Cultural Diversity Committee, is run by several Alameda school district officials, such as John Scarles, superintendent of Alameda Unified School District, and Marie Smith, president of the College of Alameda.

It's concerned with improving cultural relations in the long-term, instead of waiting for a crisis, such as the one brought on by the police-tapes incident.

Rev. Michael Yoshi, who is active in both the school district committee and CARE, agrees with Howard that change is slow "because of a lack of response from political efforts."

"We are looking for a voice," he added.

Howard hopes that voice will be ADD by drawing as many other groups and individuals together behind a common political front.

The size of ADD will determine how much help it provide in getting candidates elected, as well as funding costly campaigns.

"It costs about \$8,000 to run a campaign," said Howard. "It's democracy based on who has the most money."

CITY OF ALAMEDA
MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

FINAL REPORT

I. INTRODUCTION AND BACKGROUND:

PURPOSE AND ORGANIZATION OF THE COMMITTEE:

This Committee was formed by City Council Resolution 91-748 on November 4, 1991 with these words: "In response to the release of the information about the Mobile Digital Terminals (MDT'S), it would be appropriate for the Council to put together a committee that would develop goals and objectives for cultural diversity training for all City employees, and to set goals and objectives for this community to reach for, in terms of sensitivity training and eradicating any racism that exists."¹

The "MDT incident" refers to the information regarding racial slurs typed into police officers' patrol car terminals which has been the subject of much media coverage and public attention. These messages involved several officers. While the MDT incident was the precipitating event to the formation of the Committee, it appeared that prior incidents regarding claims of sexual harassment and discrimination, may also have motivated the City Council to take action.

Eighteen persons were appointed; four from City staff, and fourteen from the community. The initial group reflected the ethnic diversity of the Alameda community: 2 Chinese-Americans, 1 Japanese-American, 2 Filipino-Americans, 3 African-Americans, 4 Hispanics, and 6 Caucasians. There have been some resignations, and new appointments have been made. The committee still has eighteen members, 3 Chinese-Americans, 1 Japanese-American, 2 Filipino-Americans, 2 African-Americans, 3 Hispanics, and 7 Caucasians.² The Mayor serves as the chair.

The Committee was briefed by the City Attorney, Carol Korade, on its responsibilities regarding open meetings under the Brown Act, its limitations as to its charge, restrictions as to its investigatory powers (it has none), and the police officer's bill of rights. All meetings have been public, and properly noticed. All confidential information has been kept confidential.

The Committee as a whole formed itself into these three operating committees to gather information and discuss specific issues in detail: Systems, Policies and Procedures, Personnel Practices, and Cultural Sensitivity. Special work groups were also formed as the work of the Committee as a whole progressed. They were assigned the tasks of developing a work plan and time schedule; planning for three community forums; writing interview questions; and drafting the reports on each segment of the work.

¹ Minutes of Special Meeting of the Alameda City Council, Nov. 4, 1991.

² A list of current Committee members may be found in Appendix G.

II. SUMMARY OF FINDINGS AND RECOMMENDATIONS:

- A. RACIAL PROBLEMS DO EXIST IN THE CITY AND POLICE DEPARTMENT
- B. APPROPRIATE TRAINING OF POLICE PERSONNEL CAN BE UNDERTAKEN TO MAKE THINGS BETTER
- C. APD LEADERSHIP NEEDS SPECIAL TRAINING TO HELP IT TO BE MORE EFFECTIVE IN PROVIDING GUIDANCE TO STAFF
- D. MANY CITY AND APD STAFF, AND OTHERS IN THE COMMUNITY, FEEL CHANGE IS IMPERATIVE
- E. "A NEW WAY OF DOING THINGS", SPECIFICALLY COMMUNITY POLICING, WILL HELP TO ALLEVIATE RACIAL TENSIONS
- F. SOME SORT OF FORMAL MECHANISM FOR POLICE-COMMUNITY COMMUNICATION NEEDS TO BE ESTABLISHED.
- G. THERE MUST BE EDUCATION AND TRAINING OF BOTH COMMUNITY AND POLICE TO EFFECTIVELY WORK ON RACIAL CONCERNs.

III. METHODOLOGY AND STRUCTURE OF THE REPORT:

A. METHODOLOGY USED BY THE COMMITTEE:

Because the Committee was not given any investigatory powers, but needed a great deal of factual information to complete its assigned task of assessing the racial climate of the Alameda Police Department (APD) and making recommendations on appropriate training, it proceeded to gather this information in the following ways³:

- Obtaining written documentation on some aspects of recruitment, hiring, training and promotion of police staff from the City Personnel Department.
- Obtaining State Police Officer Standards and Training (POST) rules governing same.
- Obtaining information regarding law suits based on discrimination, arrest data by ethnicity, prior discipline of police staff (not by name), etc.
- Obtaining the City's Equal Opportunity / Affirmative Action policy and complaint procedures and a copy of its Affirmative Action Plan.
- Obtaining APD organization charts and staffing information.
- Obtaining an ethnic breakdown, by classification, of APD staff.
- Obtaining written information on prior training efforts, hearing presentations on these, as well, and seeing video tapes of prior training.
- Exploring the concepts of racism and institutional racism with Rev. Michael Yoshi, an expert on this subject.
- Obtaining materials on the concept of "community policing".
- Conducting three public forums at which citizens' impressions and opinions regarding the APD were heard. Also, listening to our friends and neighbors.
- Conducting, in teams of two, over fifty structured interviews of Police and City personnel, at all levels, including listening to police personnel during their daily work.
- Asking City and Police personnel questions of clarification and explanation of written materials.
- Observing all aspects of the work of the Department by individually spending time at the Department, and with the officers on walking and car patrols. Touring the Police facilities, and watching booking and jail procedures.

³ Details of much of this information may be found in Appendices A.-F. Mayor's Committee

III. METHODOLOGY AND STRUCTURE OF THE REPORT, A. CONTINUED:

While some of this fact-gathering and questioning took place in the operating committees, the Committee as a whole discussed the findings and their implications. There was often lively debate over what was fact, and what was opinion. The Committee felt that people's perceptions, especially those that were held by many inside and outside of the APD, were important, and should be included in our findings and recommendations. Appropriate City and APD staff has had full input on all interim reports and discussion of all interim findings.

B. REPORT STRUCTURE:

Following this introductory section is an Expanded Narrative of the Findings and the Training Recommendations. It contains opinions formed by the Committee, which we believe are based on the facts and perceptions we gathered and analyzed. Following this Expanded Narrative are the Appendices, which contain our interim reports, and copies of some of the most important data we gathered.

C. WHAT STRENGTHS WERE IDENTIFIED:

While this report focuses on the problems and training solutions the Committee was asked to report, it is very important to note that many very good things were observed, as well. What is right with the APD might be the subject of another report, perhaps longer than this one. We found:

- Many, many citizens and members of the police force at all levels have total confidence in the APD, and commend it for its excellent service and dedication to the public good.
- The Committee members' personal observations, particularly in the ride-and walk-a-long work and in watching the dispatch and jail staff, were that police personnel work hard, and handle themselves well with the public.
- Many of the staff interviewed were eager for change, and ready to participate in new ways of doing things. They were candid with the Committee about problems.
- The "letter of the law" has, for the most part, been very carefully observed. The Chief has issued many memos and orders regarding prohibitions against racial discrimination.
- Training programs have been given, and were attended by all levels of staff.
- The courtesy and extra work extended by the police and city personnel to this committee was given freely and with a good deal of graciousness.

IV. EXPANDED NARRATIVE OF FINDINGS AND TRAINING RECOMMENDATIONS:

A. THE PURPOSE OF TRAINING:

What do we mean by training? Training recommended by the Committee means involvement of all levels of staff relating to the operations of the Police Department in individual study and assessment of their own deeply held values, interactive work in groups, and situational experiences with people of diverse cultures within the APD and the community. It must be structured and facilitated by experts in the field of multicultural and interpersonal skill development.

The development of communication skills with people of diverse cultures was one of the most strongly suggested types of training. It includes learning to speak and listen to people with differing backgrounds, and especially non-English speakers. Other specific types of communications training suggestions include management and leadership training, particularly in communicating with a changing work force, and how to communicate "ownership" and belief in the concepts of non-discrimination.⁴

B. THE GOALS TRAINING SHOULD ACHIEVE:

It is hoped that through training Alameda's police force, and City staff working with the police, will be able to:

- Work efficiently and effectively with people of all backgrounds
- Avoid offending those who are different than they
- Feel more secure around people whose values, opinions and priorities are different
- Learn to appreciate, understand, and gain full cooperation from those who talk and act differently
- Build an organization which encourages the full potential of all its members
- Learn to influence those who are in the dominant culture to treat others fairly and with respect
- Combat prejudice and injustice in whatever form it takes
- Know how to put learned values about cultural diversity into practice
- Broaden "meeting the letter of the law" in practices which aim for equal opportunity to "meeting the letter and the spirit of the law"

⁴ See APPENDIX B., particularly Questions 8. and 12.

IV. EXPANDED NARRATIVE OF FINDINGS AND RECOMMENDATIONS, CONT.:

C. HOW WE ARRIVED AT THESE FINDINGS:

1. Where did they come from? The findings and recommendations covered in this section of the report reflect the deep concern held by many Alameda residents, particularly its minority residents, that a wide range of solutions needs to be offered to not only correct the situation but also to strengthen the relationship between the police and the city's minority community.⁵ These findings are a result of countless hours of looking at operations within the Police Department, taking public testimony, conducting police interviews, sharing information with various community groups and individuals and reviewing media accounts regarding police department activities.
2. What is the key finding? The key finding is that racial problems do exist in the City and the Police Department, and are reflected in how minorities feel they are treated by the police. Also, that in order to correct these problems, meaningful cultural awareness and sensitivity training is called for, proactive leadership is recommended, and some type of community/police relations program is needed with a focus on changing existing racial attitudes of both the citizens and the police.
3. What are the areas of concern? The following analysis is drawn from a careful review of all the information gathered. The information and recommended training and other actions contained in this report address the concern that racism, whether conscious or unconscious, influences how minorities are treated by the police. This Expanded Narrative is organized by identification of each group of findings, followed by training recommendations designed to address it. The key areas are grouped by what the committee found to be at the core of this community's concerns. These groupings are:
 - Group 1. Policing in a multi-ethnic community;
 - Group 2. Leadership and management of a diverse police force; and
 - Group 3. Agents for Change: How to forge a partnership between police and community.

⁵. See APPENDIX A.

IV. EXPANDED NARRATIVE OF FINDINGS AND RECOMMENDATIONS, CONT.:

D. THE CONCERN GROUPINGS, AND TRAINING RECOMMENDED FOR EACH:

GROUP #1. Policing effectively in a multi-ethnic community.

- a. **Findings.** The racial slur incident is a wake-up call to the City of Alameda, its police department, and the city's minority community. Because of it, improving race relations has been propelled to the top of the City's agenda. For the City and the APD, the controversial incident created an embarrassment and a crushing blow to its image and credibility with its citizens, the surrounding communities, and beyond.

To minority residents, the racial slur incident had a greater impact as expressed by those attending the public forums. It changed the way many viewed the APD as well as their feelings of security and safety in this city of 75,000 plus people. African-American persons in particular felt hurt, insulted and angered by the remarks by those sworn to uphold the law and protect them. They felt humiliated by being singled out as the objects for ridicule, jokes, and threats. Some felt strongly that the Chief should have been fired and that the officers involved should have been punished more harshly for their lack of professionalism and the verbal abuse aimed at their community.⁶

The Committee heard that some citizens feel that the attitudes held by the officers involved in the incident reflect those of top management--that it demonstrates that they condone this type of racial behavior. They hold this management and the City's leadership responsible for the actions of those serving under them. Questions persist as to whether police officials model the type of behavior expected of leaders, which should be that discrimination in any form will not be tolerated in the APD. They suggest that officials in management created an environment in which prejudice, racism and discrimination is either ignored, accepted or encouraged.

The Committee also heard that some citizens do not believe the MDT incident was an "isolated" incident but one which reflects real anti-Black feelings among some in the police force. Some persons expressed concerns and real doubts whether minorities are treated fairly in routine day-to-day activities of arrests, investigations and report preparation.

While the Committee cannot substantiate the charges of unfair treatment, we find there is a strong and persistent perception that racism exists. There were enough instances cited to justify the recommendation of training to address these concerns, as summarized at one of our Forums by the statement: "racism is alive and unwell in Alameda".⁷

There appears to be a major need for learning to communicate better with other cultures, particularly non- or limited-English speakers and persons in the African-American community where the friction and problems appear to be the greatest.

⁶ See APPENDICES A. & B., also information from media interviews and private conversations.

⁷ See APPENDIX A. Theme 2.

IV. EXPANDED NARRATIVE OF FINDINGS AND RECOMMENDATIONS, ITEM D. 1., CONT.:

- b. **Training Recommendations.** Cultural awareness and sensitivity training is required. The Committee recommends that this training include:
- Techniques for handling feelings of prejudice
 - Study of racism and stereotypes and their effects on human interaction
 - How to handle calls from the minority community
 - Understanding of community based policing as a way to gain more harmonious relations between the police and the community. We recommend a thorough study of the programs being developed in Hayward, Vallejo and Oakland.
 - Communications, including listening skills, sensitivity, communicating with non- or limited-English speakers, and special workshops with African-American citizens to answer the question "Can't we get along?".⁸

GROUP #2. Leadership of a diverse police force.

- a. **Findings.** Both citizens and police department personnel place a high value on management's showing and modeling leadership, particularly in matters involving racial issues.

Top management in the APD has a responsibility to provide leadership and direction for the police force. This was heard in our public forums and in many of our interviews with members of the APD.⁹ Leadership was voiced as a major concern throughout the assessment phase. The public said it expects the police chief and his top managers to show leadership in solving problems such as the racial slur incident and to model positive behaviors for their staff. They need to demonstrate leadership in upholding the City's affirmative action plan and non-discrimination policies in observing both the letter of the law and the spirit of the law. It was felt that they should take a proactive approach to leading a police department hit hard by revelations of acts of racism, and perceptions of racism held by those inside their own department. It is believed that the Chief has the main role in instituting changes within the department by his personal example and leadership to demonstrate that certain attitudes and behaviors are unthinkable, and will never be tolerated. Many believe that he has not done enough to reassure the minority community, specifically the African-American community, that positive and specific steps are being taken to correct the perception that racism is tolerated in his department. We believe that the Chief must be proactive and willing to take the lead in being trained. He must be open to training which will result in personal change, as well as become the main change agent within his department.

⁸ Rodney King, 1992

⁹ See APPENDICES A. AND B.

IV. EXPANDED NARRATIVE OF FINDINGS AND RECOMMENDATIONS, ITEM D. 2., CONT.:

- b. **Training recommendations.** Training in being open to doing things very differently is required. The Committee recommends that this training include:
- Methods of policing a diverse community, and managing a diverse work force.
 - Community based policing - taking a radically different approach to police-community relationships
 - Training in how to effectively recruit minority officers, so that the workforce more accurately reflects the ethnic composition of the City.
 - Training in methods to effectively model the behavior desired regarding handling racial and sexual sensitivity issues
 - Training in alternative management styles which promote ethnic and cultural fairness and sensitivity. (Example: The Committee recommends the Chief and City Personnel staff look at practices in cities and counties which include police and citizens from outside their jurisdictions to examine and select officer candidates.)

GROUP #3. Agents for Change--How to forge a new partnership between police and community.

- a. **Findings.** Alameda is an island city that has, over the past 10 years, experienced many profound changes in the ethnic composition of its residents. It has now changed from a population that was predominantly white to one that is over thirty percent minority. Its attractions, such as the beach, and three modern shopping areas, draw visitors from other parts of the Bay Area, particularly from Oakland.

While the City has grown in population and diversity, it remains one that sees itself as a small and isolated all-white town. In part, the racial problems within the police department mirror the city's attitude of denial that racial problems exist. Minority residents and visitors alike describe being viewed as "problems" - either real or potential, and at the very least "suspicious characters". One of the major findings of the Committee's work on this issue is a theme that has run through the whole assessment process -- the need for change both in the city and the police department. This change is needed both in behavior and in attitudes.

As was stated earlier, the racial slurs incident is the city's wake up call to change how it does business; how it interacts with its minority residents and non-residents who come here for business and recreation. This was pointed out in the forums and in the interviews with police personnel.¹⁰

Many of the suggestions by the Committee for training centered around not only training officers, but also key people in the community. The reasoning was that negative attitudes are perceived to exist both in the APD and the community. There must be education and training of both community and police to effectively work on racial concerns and create a basis for community policing to work. The fact that many speakers at the Forums called for a police review board or ombudsman points to the need for the establishment of some sort of formal mechanism for working out police-community issues.

¹⁰. See APPENDICES A. AND B.

IV. EXPANDED NARRATIVE OF FINDINGS AND RECOMMENDATIONS ITEM D. 3., CONT.:

b. Training Recommendations.

- New ways to approach police-community relations
- Educational programs to raise public consciousness about racism and its detrimental effects on the community
- Sensitivity training to change attitudes and behaviors
- Training on becoming change agents
- Community training to improve appreciation of the public of the milieu in which police work is done; its hardships and its challenges.

Final note: The Committee encourages promotion of the ride-a-long program as it is an excellent way to promote dialogue between police and citizens and to allow citizens to obtain a true appreciation of the work of our police officers.

APPENDIX A.

MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

PUBLIC FORUMS

PART I - INTRODUCTION AND BACKGROUND

The Committee invited citizens of Alameda to three public forums held on May 14, 15 and 16 to share their experiences or interactions with the Alameda Police Department and to recommend ideas or strategies for enhancing community/police relationships and cultural sensitivity in Alameda. To insure accommodation of citizen's schedules, two of the forums were held during evening hours, and one during the day on a week-end. The three sites were chosen to represent three geographic areas of the City: West End at the Independence Plaza Meeting Room; Central, at the City Hall; and Bay Farm Island at the Leydecker Park Recreation Center. All these meeting places were accessible to the disabled.

These forums were widely advertised in the local media. Letters of invitation were sent to key ethnic and community organizations and churches. The committee also prepared and distributed/posted flyers announcing the times, locations and the purpose of the forums to businesses, laundromats, libraries, and other places of gathering. Information regarding the forums was given on Cable Channel 51 at the break time during the City Council meeting broadcast, and shown on the "scroll" on Channel 3. All information distributed included a special telephone number for the hearing impaired, and for requesting sign or foreign language interpreters.

More than 150 people attended the forums, including members of the Committee, the Mayor, Police Chief, and managers of various City departments. The meetings were chaired by the Mayor with assistance from the three operating committee chairs, Lee Perez, Kate Quick, and Edmond Wong. The Mayor and Police Chief spoke and/or answered questions at all three forums.

It was pointed out at the opening of each session that all comments were very important for the committee's assessment of the Police Department. Perez briefly summarized the purpose of the meeting and provided some general background information. He said that the Mayor's Committee was formed last December following the discovery that several racist remarks had been transmitted and received over police patrol car computers. Since then, the Committee has been assessing the racial climate in the Police Department by studying the Department's policies, practices and training programs, actively riding along with police, observing activities in the Police Station, and conducting staff interviews. The Committee's mission is to recommend to the Alameda City Council training that may be needed in the areas of systems, policies and procedures, personnel practices and cultural sensitivity. He said the purpose of the May forums is to get public input on experiences, good and bad, with the Alameda Police Department, and suggestions on how the Police Department can be improved.

PART II - SUMMARY OF WHAT WAS SHARED WITH THE COMMITTEE

Many points of view were shared during the three sessions. This report does not attempt to quote all testimony verbatim, nor does it judge whether what was shared is true, accurate or fair. Our attempt is to capture the sense of what the Committee heard about how people felt about their experiences with the Police Department and how the speakers thought things should be corrected as a result of this process.

Generally, many residents who spoke said they felt safe living in Alameda because the Police Department does a good job ("superb") of responding to calls for assistance and safeguarding residents, businesses and property. Some speakers acknowledged that police work was a tough job and that there is a need for the police and community to work together. Aware of the MDT (Mobile Display Terminal) incident, one person stated "everybody makes mistakes" and suggested the focus of the assessment not be on the past but on the future. "We must work together for a better police department and town", he said. He also supported the Mayor's Committee. In contrast, another expressed his feeling that Alameda is no different from the South in its treatment of minorities, and others said they did not feel comfortable with the police since the MDT incident and called for firing those involved.

There was some element of pessimism regarding the City's "will" to recognize its problems and to change, and regarding the value of the Committee, as well. Some stated that they believed the committee was hand picked, subject to control by the City, and that its report will be suppressed or come to nothing. This was contrasted with many comments about the possibilities for bringing the community and the police together for a more harmonious and peaceful future.

There were many who expressed strong feelings that the community was in need of a police commission, civilian review board, or other similar mechanism to act as a clearing house for complaints and a "connection" from the community to the activities of the police. There was also one suggestion for an ombudsman program.

Several specific examples of individual police officer's lack of sensitivity to race, culture, and sex were given. None of these involved gross excessive use of force, but many reflected that they felt there was a lack or failure in judgment.

Several commented on the community's lack of "connection" with the police, and gave historical perspectives on times when the police and community knew each other much better, and confidence in the police was higher.

The sub-committee assigned to review the forum information discovered that the comments made regarding problems fell into several "themes". We have grouped some specific comments under these theme headings in Part III of this report, which follows.

PART III - COMMENTS RECEIVED REGARDING PROBLEMS, GROUPED BY "THEMES"

THEME 1.

- PROBLEMS WITH COMMUNICATIONS/NEED FOR TRAINING IN COMMUNICATING WITH A CULTURALLY DIVERSE COMMUNITY
 - a. Language difficulties
 - b. Not understanding cultural barriers which make people fear communicating with the police
 - c. Violating culture through use of inappropriate approaches
 - d. Lack of opportunities to interact with police in non-criminal activity situations.

THEME 2.

- LACK OF RACIAL/CULTURAL SENSITIVITY/NEED FOR TRAINING IN CULTURAL RELATIONS
 - a. "Police came at my complaint and told me to 'sit down' while they talked to the person I was complaining about, first." [African-American elderly male / White female involved]
 - b. "Police refused to write my complaint about racist incident in the report until I persisted."
 - c. We need more minority officers
 - d. "Two Asian families were nervous about talking to the police about interrogating their children because the police had already acted without consulting them. The police volunteered that 'this incident is not racial' which only made it seem more so to us."
 - e. "Racism is a fact of human existence, but we can have faith in our ability to overcome our prejudices."
 - f. "Police make comments to kids who have bicycles stolen that they are going to look 'in the projects' - this promotes racism".
 - g. "Police are more forgiving of white kids - even when they deserve the worst".
 - h. "Racism is alive and unwell in Alameda".

THEME 3.

- INAPPROPRIATE POLICE ACTIONS/NEED FOR BETTER TRAINING ON CONTROL AND RESTRAINT
 - a. "Police are very aggressive. They drive way past speed limits with no lights or sirens. They should be obeying the law just like everyone else."

PART III - COMMENTS RECEIVED REGARDING PROBLEMS, GROUPED BY "THEMES", cont.

THEME 3, CONT.

- b. "I was thrown against a window when police came to settle a domestic dispute."
- c. "When I called with a complaint and the officers arrived, it was I who was treated as a criminal."
- d. "Police are slow to respond to the West End."
- e. "The MDT incident was inexcusable".
- f. "The police hassle kids when its three Black kids hanging out together, but don't similarly handle White kids in the same circumstances."

THEME 4.

- PROBLEMS WITH LEADERSHIP/NEED FOR TRAINING IN MODERN MANAGEMENT METHODS
 - a. "Chief should be a leader and set the standards"
 - b. Good behavior should be modeled at the top
 - c. Need to develop more ways to demonstrate certain behaviors will not be tolerated
 - d. Leadership needs to be more "in charge"
 - e. Leadership needs to be more open to change and "own" the problems
 - f. City leaders have collaborated in covering up, not solving the problems.

THEME 5.

- NEED FOR CLOSER RELATIONSHIP BETWEEN POLICE AND COMMUNITY/NEED FOR PROGRAMS TO PROMOTE COOPERATIVE RELATIONS WITH THE CITIZENRY
 - a. "People do not know who their police officers are"
 - b. "Community-based policing is a good idea which should be implemented"
 - c. "We are afraid of each other"
 - d. "Most police, like many other of our civil servants, don't live in the community"
 - e. Police need to get more involved with the youth - Police Activities League (PAL) and cadet programs, in-school, etc.
 - f. There is a need for a community liaison officer.

PART III - COMMENTS RECEIVED REGARDING PROBLEMS, GROUPED BY "THEMES", cont.

THEME 6.

- DISTRUST IN CITY ATTEMPTS TO RESOLVE POLICE ISSUES/SUGGESTIONS FOR VEHICLES TO INSURE THAT POLICE DEPARTMENT REFLECTS COMMUNITY VALUES
 - a. "We need more Blacks from the community on the committee, picked for their contacts/dealings with the police so that they can offer their expertise".
 - b. "Confidence of the community in the Police Department could be enhanced by the establishment of a civilian review committee".
 - c. "Because there was no appeal board in Alameda, I was forced to file a lawsuit to attempt to improve police behavior".
 - d. "We lack a set of rules which define how we, and the police behave".
 - e. "I have personal knowledge of many complaints against the police; the City should have a police commission or review board to insure these complaints are investigated and solved".
 - f. A member of the SSHRB (Social Services/Human Relations Board) reported that the Board was prevented from pursuing the police complaint procedure with the explanation that they were not allowed to look at other City departments.
 - g. "When the Mayor says he philosophically opposes a police review board or commission, people think it will never happen - so why do you ask us our opinions if you are not prepared to consider them"?
 - h. "People feel powerless in the face of authority - we need an ombudsman program to help to empower them."
 - i. "The people are the only body that legitimize the actions of our elected officials."
 - j. "The destruction of evidence allowed some police personnel to escape investigation. There should be a Grand Jury investigation."

PART IV - COMMENTS REGARDING POSITIVE ASPECTS OF POLICE-COMMUNITY RELATIONS AND SUGGESTIONS FOR PLANNING AND CREATING A MORE HARMONIOUS FUTURE

- "We have an excellent police department - not perfect; they make mistakes, but they do good work".
- "Our focus should not be on the past, but on the future. United we will go forward; divided we will fail".
- "If we can learn to live as citizens of Alameda first, and our racial identities second, we can find ways to live harmoniously and in peace".
- "Crime could be prevented if only we all would get involved".

PART IV - COMMENTS REGARDING POSITIVE ASPECTS OF POLICE-COMMUNITY RELATIONS AND SUGGESTIONS FOR PLANNING AND CREATING A MORE HARMONIOUS FUTURE - Cont.

- "We need to seek better definitions of police-community relations and relations in general in our ethnically diverse community."
- "A sub-station on Bay Farm would be of help".
- "Police have been helpful to me". [Several situations cited]
- "We need to explore community policing as a style of management".
- "We need more police officers working with youth and with neighborhoods." [Several times]

PART V - CONCLUDING REMARKS

The Committee feels that the Forums were useful, and the information gained will be of great assistance to our final recommendations regarding the racial climate of the police department and training needs. Generally, while the citizens attending were eager to share their experiences, they were not overly emotional, negative, or accusatory. We feel that they were sincerely trying to share their experiences with, and feelings about, the Alameda Police Department.

The Committee appreciates the assistance given it by City staff, especially Liz Kingsley and Susan Freeman in getting out the mailing of our letter to churches and community organizations and setting up the room arrangements. It also appreciates the presence and sharing of the Mayor, and Chief Sheills, and the attendance by other City department heads. We thank them all.

THE MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

The Mayor's Committee on Ethnic and Cultural Diversity invites you to participate in a Community Forum. This is an opportunity for you to comment or to tell about your experiences - good or bad and to make suggestions regarding the Alameda Police Department.

THREE FORUMS WILL BE HELD AT THE FOLLOWING TIMES AND PLACES:

Thursday, May 14, 1992 at 7:30 p.m. at
Independence Plaza Community Room, 703 Atlantic Avenue, Alameda

Friday, May 15, 1992 at 7:30 p.m. at
City Hall Council Chamber, 2nd floor, Santa Clara Av. at Oak St.

Saturday, May 16, 1992 at 10:00 a.m. at
Leydecker Park Recreation Center, 3225 Necartney Road, Alameda

For bilingual information.....please call (510) 748-4521
Hearing Impaired.....please call TDD# 522-7538

APPENDIX B.

MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

INTERVIEWS REPORT

PART I - INTRODUCTION AND BACKGROUND

In order to assess the racial climate in the Alameda Police Department, and determine the need for additional training of police staff, the Committee interviewed a cross-section of badge and non-badge personnel from the APD, as well as most of its top management; employees of the City Personnel Department, the Mayor and City Manager, and some Council Members. A draft of the questions was developed by one of the operating committees, and finalized by the Committee as a whole. Structured questions were asked of all interviewees, except for one question, which was asked only of non-White and all female interviewees. These interviews were conducted by teams of two, selected at random based on time availability.

Staff from the City Personnel Department assisted with scheduling the interviews. Most of the interviews took place at the Police Department. Before interviewing began, guidelines were prepared and shared with Committee members. Confidentiality of the interviews was stressed to the interviewers and interviewees. Each interviewer was asked to record the responses independently, and to mail the responses to the acting chair, Lee Perez.

A special work group was formed to review and code the responses. Since well over 50 interviews were conducted, resulting in ninety-five questionnaires to be reviewed, their task was monumental. This group produced a document with a rough count and breakdown of the responses. For those who may review these source documents, it should be noted that the first review group made no attempt to "make the numbers add up". That is, since two people were writing on each interview, and may have had differing interpretations of what was said, each interview sheet was reviewed as an independent response. Some failed to record an answer for some questions. Some did not turn in a sheet or two. While the recording was generally very good, occasionally a recorded answer was difficult to read or to understand. As citizen volunteers, the product was not the result of professional interviewers or pollsters, and so did not reflect perfect numbers. However, the large number of interviews certainly led the committee to some real understandings of the racial/sexual climate of the Alameda Police Department, and the impact of the City's policies and procedures on the general health of police-community relations. Their work was taken to the Committee as a whole, which in turn appointed a special work group to finalize a report on the interviews which will be incorporated into the final report of the Committee's work. This report is the product of that work group.

PART II - SUMMARY OF WHAT WAS SHARED WITH THE COMMITTEE

A general impression of the Committee was that almost all the respondents were quite candid and open, even when discussing difficult issues. They did not appear to be "coached". However, many responses reflected a consistency of content which would indicate that there was some sharing and discussion going on among the staff during the two week period in which the interviews took place.

By and large, the interviewees believed that the police do a good job. While they felt proud of their police force, they were candid about problems and forthcoming in sharing their ideas for solutions.

PART II - SUMMARY, CONTINUED

- The need for change was a consistent theme reflected in responses to many questions. Change was mentioned in relation to individuals, management and leadership styles, personnel and police practices, relationships between the APD and City Hall, and APD and the media.
- Community policing was frequently seen as a solution to many current problems, such as perception of the police, police-community relations, and maintenance of a pleasant community.
- The need for greater consistency in management practices, including discipline, hiring, and training opportunities, was frequently mentioned.
- The theme of racism was explored through several of the questions, and while a majority of the respondents stated that racism did not exist, a significant minority said it was a problem and cited examples. This raises a concern that institutional racism may, in fact, exist in the Alameda Police Department and the City of Alameda.
- The Committee has had information regarding several ways in which the City personnel department recruits applicants for police officer examinations. However, whether police personnel indicated they did or did not know of these efforts, the interviews revealed that they had minimal knowledge about any specifics of minority recruiting which was done. This may point to the need for greater public relations or communications efforts by City Personnel in its minority/female recruitment efforts within the Department.

PART III - QUESTIONS, AND SUMMARY OF RESPONSES TO EACH QUESTION

Question #1 - What do you think the community perception is of the Alameda Police Department? Is the perception valid?

A majority of the respondents felt the community perception of the APD is good. However, a significant number felt there may be a problem which can be attributed, in part to media misrepresentation, or other politicizing of the police.

Questions #2 and #7 - What can the department do to improve the perception of the racial climate at the APD? Can you suggest any specific ways to improve or correct the climate at the APD?

Can you tell me some ways in which APD can reach out to the community?

Nearly 100% of the respondents felt that the APD needs to do things differently to improve the community's perception of the police. These responses mentioned specifically building community understanding through closer non-enforcement contacts with the police, a different approach toward policing, and additional training in cultural differences and in how to exhibit respect for these differences.

Question #3 - Do you believe the APD, as an institution, is racist/sexist? Why?

A large majority believed that institutional racism and sexism does not exist in the APD. However, a significant minority (one in three) said they believed there is definitely such a problem. This gives rise to a concern that there well may be a problem with "hidden" or institutionalized racism/sexism in the APD.

Question #4 - Have you worked with different ethnic groups in the course of your duties with APD? What were some of your experiences, good and bad?

The majority of the staff has worked with a variety of ethnic groups in the course of their employment. Many had a hard time recalling specific experiences.

Question #5 - Do you think police personnel need to protect themselves from other folks in the community? Why?*

A large number of police personnel felt that they needed to protect themselves from attacks on their physical person or on their characters or reputation.

*Since the interviewees interpreted this question in various ways - focusing either on physical or psychological protection, there was discussion about removing it from the report. The Committee voted to include it, with the disclaimer that it was interpreted, and answered, in various ways.

Question #6 - Assuming that we all have some prejudices, how do you cope with yours?

While a significant number felt that they had no prejudice whatsoever, a preponderant majority felt that they had developed some methodology for exercising coping mechanisms.

NOTE: Question #7 was combined with Question #2.

Question #8 - Do you believe that top management effectively:

a. models good behavior?

Properly characterizing the opinions on modeling of good behavior by top management was problematic, at best. The opinions were split, but it is enough to say that when such a significant number of negative comments are made there are areas that need to be addressed. For example, many mentioned favoritism; problems with communications such as: communications tend to be "top down" and when "bottom up" communications are attempted, they are "short-circuited"; openness and accessibility to all levels of management are not fostered; and there was a failure to provide good personal example.

b. values diversity?

Many felt that the racial makeup of the APD reflects a failure to place a value on diversity, and others felt that diversity was valued only out of duty or pressure from others, and was not really internalized as a personal value top management held.

c. reinforces non-racist/non-sexist values?

A majority of the respondents felt that non-racist, non-sexist values are reinforced through impersonal methods only, such as memos and orders. Many felt these values were not modeled effectively by personal involvement and the department's not assuming strong leadership with clear definition of problems and appropriate remediation.

d. manages diversity?

The responses were much the same as to c., above.

Question #9 - What is your assessment of the "MDT communications" incident?

The preponderance of the respondents felt the MDT incident was very bad and brought discredit on the Department, yet there were many others who felt betrayed, denied a fair hearing in the media, or otherwise felt that the incident was blown out of proportion.

Question #10 - Do you agree with the level of discipline meted out for the MDT Incident? Why or why not?

The preponderant majority felt the punishment meted out was correct. Of the minority who felt it was not, it was about evenly split between those who felt it was too severe or too lenient.

Question #11 - Are you aware of specific actions APD and City personnel takes to actively recruit minorities and women?

A large majority, whether they said yes or no to their awareness of minority/female recruitment appeared to have minimal understanding or knowledge of any special recruiting practices undertaken by the City.

Question #12 - If you could make one change in the way the City government/APD operates, what would it be?

The largest number of responses spoke to a need for a change in leadership at various levels in the police department. Many called for replacement of lead personnel; others wanted a change in style or improvement of skills in leadership and management practices. Some called for changes at City Hall, particularly pertaining to City Hall - APD relationships.

Question #13 - Asked of members of minority groups, or females only -

Do you feel that you have been treated equitably in selection and promotion? Why or why not? Do you feel that you are fully accepted by the police community? The community at large?

Most respondents felt that they had been equitably treated and accepted. Some felt that they were not. The ones who felt they were not, were concerned about the slowness of change in male officers' attitudes toward female officers, or favoritism issues.

Question #14 - Is there anything you would like to add?

Some added comments about the need for improvement in management/leadership skills and practices. Also, many ended with some sort of positive statement about the police department, the interview, the Committee, etc.

PART IV - CONCLUSIONS

As was stated in the summary, the overall impression gained by these interviews was that police and city personnel at all levels were eager for change. While much pride was expressed in the police department, there was a clear recognition by a significant number of persons interviewed that problems did exist. Change was needed to correct them, to move forward to a better relationship between the police and the community, and to improve internal operations at the police department to insure racial and sexual equality there, as well.

Since the committee's understanding of the definition of "institutionalized racism/sexism" is that it is the exercise of power in indirect ways which has an adverse impact on racial/sexual issues, the Committee was not surprised to hear from the majority of respondents that racism/sexism does not exist at the APD. The significant minority (one in three) who said it definitely was a problem led us to the concern that the majority may not have recognized it.

The Committee was impressed by the candor of many of the respondents, since the content of many of the responses could be considered "risky" in that there were responses that were openly critical of some aspects of the department in which they worked. It is our impression that such responses must have been deeply felt for the persons expressing them to take such risks.

The Committee wishes to thank all of those participating, and particularly Susan Freeman of the City Personnel staff, and Sergeant Glover of the Police staff for assisting in the coordination of the interview appointments.

STRUCTURED INTERVIEW QUESTIONS
MAYOR'S COMMITTEE ON CULTURAL DIVERSITY

QUESTIONS:

1. WHAT DO YOU THINK THE COMMUNITY PERCEPTION IS OF THE ALAMEDA POLICE DEPARTMENT? IS THE PERCEPTION VALID?
2. WHAT CAN THE DEPARTMENT DO TO IMPROVE THE PERCEPTION OF THE RACIAL CLIMATE AT APD? CAN YOU SUGGEST ANY SPECIFIC WAYS TO IMPROVE OR CORRECT THE CLIMATE AT APD?
3. DO YOU BELIEVE THE APD, AS AN INSTITUTION, IS RACIST/SEXIST? WHY?
4. HAVE YOU WORKED WITH DIFFERENT ETHNIC GROUPS IN THE COURSE OF YOUR DUTIES WITH APD? WHAT WERE SOME OF YOUR EXPERIENCES, GOOD AND BAD?
5. DO YOU THINK POLICE PERSONNEL NEED TO PROTECT THEMSELVES FROM OTHER FOLKS IN THE COMMUNITY? WHY?
6. ASSUMING THAT WE ALL HAVE SOME PREJUDICES, HOW DO YOU COPE WITH YOURS?
7. CAN YOU TELL ME SOME WAYS IN WHICH APD CAN REACH OUT TO THE COMMUNITY?
8. DO YOU BELIEVE THAT TOP MANAGEMENT EFFECTIVELY:
 - A. MODELS GOOD BEHAVIOR
 - B. VALUES DIVERSITY
 - C. REINFORCES NON-RACIST/SEXIST VALUES
 - D. MANAGES DIVERSITYHOW DO THEY DO THESE THINGS?
9. WHAT IS YOUR ASSESSMENT OF THE "MDT COMMUNICATIONS" INCIDENT?
10. DO YOU AGREE WITH THE LEVEL OF DISCIPLINE METED OUT FOR THE MDT INCIDENT? WHY OR WHY NOT?
11. ARE YOU AWARE OF SPECIFIC ACTIONS APD AND CITY PERSONNEL TAKES TO ACTIVELY RECRUIT MINORITIES AND WOMEN?
12. IF YOU COULD MAKE ONE CHANGE IN THE WAY THE CITY GOVERNMENT/APD OPERATES, WHAT WOULD IT BE?
13. FOR PERSONS WHO ARE FEMALE, OR MEMBERS OF A MINORITY GROUP:
 - A. DO YOU FEEL THAT YOU HAVE BEEN TREATED EQUITABLY IN SELECTION AND PROMOTION? WHY OR WHY NOT?
 - B. DO YOU FEEL THAT YOU ARE FULLY ACCEPTED BY THE POLICE COMMUNITY?
 - C. DO YOU FEEL THAT YOU ARE FULLY ACCEPTED BY THE COMMUNITY AT LARGE?
14. IS THERE ANYTHING YOU WOULD LIKE TO ADD?

SUGGESTIONS FOR INTERVIEWERS:

Recognize that you are taking up their valuable time. Thank them at the beginning of the interview for allowing you to speak with them.

Advise the interviewee that, while we will use their comments, we will code the interviews, so their names will not be known.

Let them know that there are no right or wrong answers. We need to know how they really feel.

Ask them not to structure their answers to tell us what they think we want to know, or what would please their superiors. Just be frank and straightforward.

Listen carefully to their answers. Pick up on nuances of meaning, body language, tone of voice changes. People often say more than we hear!

Keep the interview brief. Don't waste their time.

Drop them a brief note after the interview thanking them formally for their time.

APPENDIX C.

MAYOR'S COMMITTEE ON ETHNIC AND CULTURAL DIVERSITY

RIDE-A-LONG REPORT

PART I - INTRODUCTION AND BACKGROUND

One of the activities required of the committee in assessing the racial climate of the Alameda Police Department was six four-hour rides in police squad cars or walking patrols. An alternate suggestion to include observations of the jail operations, detective division and communications center as well as the ride-a-longs was proposed and accepted. The Committee felt this option would provide a more comprehensive view of the daily working of the police department. The ride-a-long program is highly encouraged by police personnel as it is felt that it is one of the best ways to expose the community to the real work of the police department.

Members were given the name and telephone number of the officer to contact to schedule these ride-a-longs and observations. Inasmuch as the APD operates on a twenty-four hour, seven day a week basis, the Committee members had great latitude to choose their own time frames, and even the specific officers they wished to ride with.

Some members have completed their assignments, while others are still in the process of finishing them. To date, members of the committee have devoted a total of approximately 200 hours in ride-a-longs, walk-a-longs or observations of different aspects of police operations. Approximately 40 officers were involved in the hours spent riding or walking.

PART II - SUMMARY

We rode with male and female officers of differing ethnic backgrounds, whose length of employment ranged from under six months to more than twenty years of service in the Department. We covered all sectors of the city, occasionally crossing the bridges or going through the tube into Oakland. We rode in the police cars all hours of the day and night, on weekdays and on weekends. Our reports indicated that we all found this to be a worthwhile and positive learning experience.

While all the reports praised the professionalism and dedication of the officers, in two of the reports, committee members indicated that they had heard an officer make several disparaging or derogatory remarks about differing lifestyles and the alternative high school. These were addressed to the committee members, not to those with whom the officer was dealing in a law enforcement capacity.

PART III - WHAT WE OBSERVED

In observing both the patrol and communications center staff, committee members were able to experience first hand the frequency of calls, the different types of calls and incidents, and the manner in which the officers responded. Good "social work skills" in dealing with indigents, inebrates, juveniles and the elderly were commented upon. The officers, and communications center staff showed great restraint under adverse and hostile conditions. On the whole, with the two exceptions noted above, members of the Committee were impressed with the quality of the officers' work.

We became somewhat familiar with certain police procedures and the practice of insuring officer safety through a system of backing each other up. In conversation, some of the material gained from the interviews was reinforced, or added to.

Ride-A-Long Report
Page 2.

Committee members reported observing officers speaking to the public with respect and a good degree of professionalism. They observed them making arrests in ways that preserved the dignity of the persons being arrested. They also observed them interviewing citizens for the purpose of taking reports.

Those who chose to do walk-a-longs commented on the many opportunities officers had to interface directly with children, adults, and the elderly on their routes. They felt these contacts were positive, and seemed to be beneficial to police-community relationships. Walking Webster Street in the evening and night hours was cited as a particularly interesting and revealing activity. Since those of us who did that had had little exposure to the Webster Street bar scene, it was a real eye-opener.

CONCLUSIONS

The Committee feels the ride-a-longs and observations were invaluable towards our understanding the daily demands upon the police department. The experience will be useful in our deliberations in recommending any further training. We gained new insights and respect for the work of patrol officers and technical crews. We feel that the City is in capable hands.

The Committee wishes to thank Capt. Schmitz, Sgt. Westmorland, Sgt. Glover, and Officer Braten for helping to facilitate the scheduling of our ride-a-longs. We would also like to thank the patrol officers, jail staff, and communications center personnel for their graciousness in allowing us to participate in their daily work.

APPENDIX D.

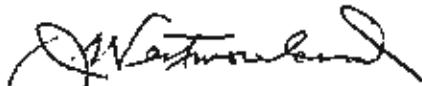
TO: MAYOR'S COMMITTEE ON CULTURAL DIVERSITY
FROM: SERGEANT JON WESTMORELAND

December 18, 1991

SUBJECT: INFORMATION PROVIDED TO THE COMMITTEE BY THE ALAMEDA POLICE DEPARTMENT

1. Observation of Police Operations (12/11/91) (NOT included in this APPENDIX.)
2. Alameda Police Department Table of Organization (12/11/91)
3. Arrest Information (12/18/91)
4. Juvenile Arrest Dispositions 12/90 Thru 11/91 (12/18/91)
5. Law Relating To Selection And Standards (12/18/91)
6. Police Department Internal Phone Number List (12/18/91) (NOT included in this APPENDIX)

Respectfully Submitted,


Sgt Jon Westmoreland

UNIFORM POLICE UNIFORMS

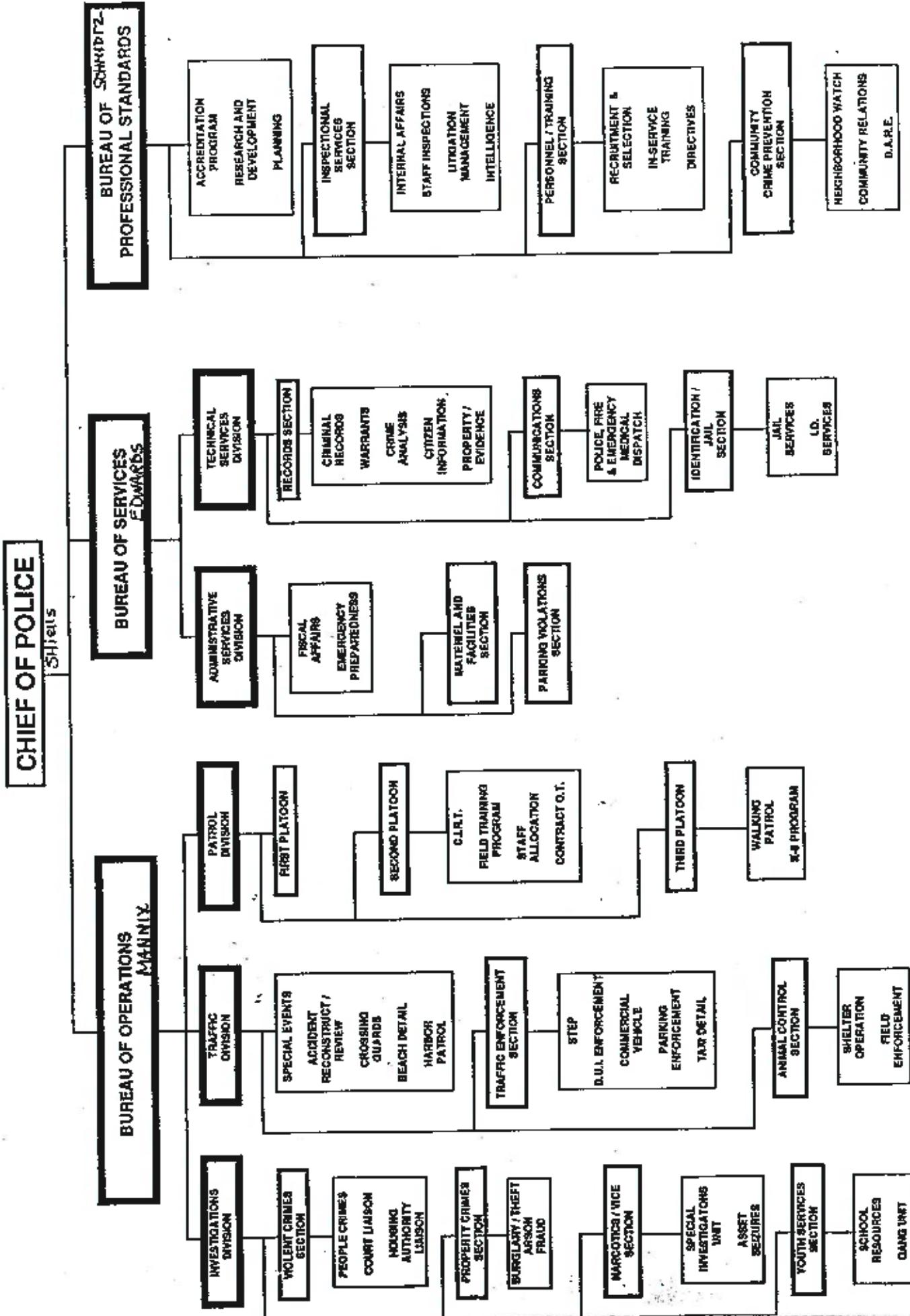


TABLE OF ORGANIZATION
EFFECTIVE: 01-01-91

TO: MAYOR'S COMMITTEE ON CULTURAL DIVERSITY
FROM: SERGEANT JON WESTMORELAND

December 18, 1991

SUBJECT: ARREST INFORMATION

Following is a statistical analysis of arrests made by the Alameda Police Department between December 1990 and November 1991. Analysis is by arrestee's reported city of residence.

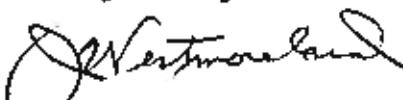
Over 150 locations were reported. Total arrests equal 5,272. The most frequent locations reported are as follows:

Alameda = 2,643 (50.1%)
Oakland = 1,324 (25.1%)
San Leandro = 108
Hayward = 82
Berkeley = 71
San Francisco = 60

Others that could not be fit into a specific location include:

Transient = 218
Unknown = 73
Homeless = 2

Respectfully submitted,



Sergeant Jon Westmoreland

TO: MAYOR'S COMMITTEE ON CULTURAL DIVERSITY

FROM: SERGEANT JON WESTMORELAND
ALAMEDA POLICE DEPARTMENT

December 18, 1991

SUBJECT: JUVENILE ARREST DISPOSITIONS 12/90 THRU 11/91

Following is a statistical analysis of juvenile arrest dispositions. These dispositions reflect how a juvenile is handled after being arrested. Dispositions include Juvenile Hall (JUH), released to a family member on a citation (NTA), turned over to another agency (TRN), turned over to a juvenile welfare facility (JWF), or counseled and released either at the police department or in the home (C&R). Each disposition is catagorized by ethnicity.

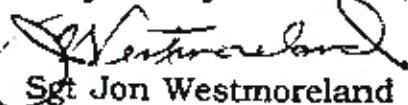
Total juvenile arrests = 1,180

	(JUH)	(NTA)	(TRN)	(JWF)	(C&R)	(TOTAL)
WHITE	52	108	9	23	140	332
BLACK	66	133	12	20	144	375
HISPANIC	55	82	8	20	76	241
FILIPINO	12	33	3	22	39	109
CHINESE	8	10	0	1	4	23
PAC ISLND	2	9	0	0	1	12
AM INDIAN	0	0	0	2	0	2
JAPANESE	0	0	0	0	1	1
OTHER	19	23	0	3	40	85
	214	398	32	91	445	1,180

The disposition of a juvenile arrestee depends on many factors. Some of these factors are:

- severity of the crime the juvenile has been arrested for. Some crimes require the juvenile to be taken to juvenile hall.
- arrestee's criminal history.
- parent(s) unavailable or refuses to take the juvenile back at home.
- a runaway may be in violation of probation and will therefore be taken to juvenile hall when found.
- court mandated juvenile hall.
- juvenile with a parent when the parent was arrested.
- violation of probation or parole up to age 25.

Respectfully submitted,


Sgt Jon Westmoreland

LAW RELATING TO SELECTION AND STANDARDS

CALIFORNIA GOVERNMENT CODE

Title 1

GENERAL PROVISIONS

DIVISION 4

PUBLIC OFFICERS AND EMPLOYEES

CHAPTER 1

GENERAL

ARTICLE 2

DISQUALIFICATIONS FOR OFFICE OR EMPLOYMENT

1029. Conviction of felony as disqualification for peace officer
- (a) Except as provided in subdivision (b), (c), or (d), each of the following persons is disqualified from holding office as a peace officer or being employed as a peace officer of the state, county, city, city and county or other political subdivision, whether with or without compensation, and is disqualified from any office or employment by the state, county, city, city and county or other political subdivision, whether with or without compensation, which confers upon the holder or employee the powers and duties of a peace officer:
- (1) Any person who has been convicted of a felony in this state or any other state.
 - (2) Any person who has been convicted of any offense in any other state which would have been a felony if committed in this state.
 - (3) Any person who has been charged with a felony and adjudged by a superior court to be mentally incompetent under Chapter 6 (commencing with Section 1367) of Title 10 of Part 2 of the Penal Code.
 - (4) Any person who has been found not guilty by reason of insanity of any felony.
 - (5) Any person who has been determined to be a mentally disordered sex offender pursuant to Article 1 (commencing with Section 6300) of Chapter 2 of Part 2 of
- Division 6 of the Welfare and Institutions Code.
- (b) Any person adjudged addicted or in danger of becoming addicted to narcotics, convicted, and committed to a state institution as provided in Section 3051 of the Welfare and Institutions Code.
- (c) Nothing in this section shall be construed to limit or curtail the power or authority of any board of police commissioners, chief of police, sheriff, mayor, or other appointing authority to appoint, employ, or deputize any person as a peace officer in the time of disaster caused by

flood, fire, pestilence or similar public calamity, or to exercise any power conferred by law to summon assistance in making arrests or preventing the commission of any criminal offense.

- (d) Nothing in this section shall be construed to prohibit any persons from holding office or being employed as a superintendent, supervisor, or employee having custodial responsibilities in an institution operated by a probation department, if at the time of the person's hire a prior conviction of a felony was known to the person's employer, and the class of office for which the person was hired as not declared by law to be a class prohibited to persons convicted of a felony, but as a result of a change in classification, as provided by law, the new classification would prohibit employment of a person convicted of a felony.

1030. Fingerprinting of peace officers

A classifiable set of the fingerprints of every person who is now employed, or who hereafter becomes employed, as a peace officer of the state, or of a county, city, city and county or other political subdivision, whether with or without compensation, shall be furnished to the Department of Justice and to the Federal Bureau of Investigation by the sheriff, chief of police or other appropriate appointing authority of the agency by whom the person is employed.

This section shall not apply to any currently employed peace officer whose appointment antedates the effective date of this section and whose fingerprints have already been submitted by his appointing authority to the Department of Justice and to the Federal Bureau of Investigation.

1031. Public officers or employees having powers of peace officers; minimum standards

Each class of public officers or employees declared by law to be peace officers shall meet all of the following minimum standards:

- (a) Be a citizen of the United States or a permanent resident alien who is eligible for and has applied for citizenship.
- (b) Be at least 18 years of age.
- (c) Be fingerprinted for purposes of search of local, state, and national fingerprint files to disclose any criminal record.

- (d) Be of good moral character, as determined by a thorough background investigation.
- (e) Be a high school graduate, pass the General Education Development test indicating high school graduation level, or have attained a two-year or four-year degree from a college or university accredited by the Western Association of Colleges and Universities; provided that this sub-division shall not apply to any public officer or employee who was employed, prior to the effective date of the amendment of this section made at the 1971 Regular Session of the Legislature, in any position declared by law prior to the effective date of such amendment to be peace officer positions.
- (f) Be found to be free from any physical, emotional, or mental condition which might adversely affect the exercise of the powers of a peace officer. Physical condition shall be evaluated by a licensed physician and surgeon. Emotional and mental conditions shall be evaluated by a licensed physician and surgeon or by a licensed psychologist who has a doctoral degree in psychology and at least five years of postgraduate experience in the diagnosis and treatment of emotional and mental disorders.

This section shall not be construed to preclude the adoption of additional or higher standards, including age.

1031.5 Peace Officer Citizenship Requirement

- (a) Any person employed by a governmental agency on the effective date of this section as a peace officer or a peace officer trainee, or who, prior to the effective date of this section, had applied to fill a position as a peace officer, as defined in Chapter 4.5 (commencing with Section 830) of Title 3 of Part 2 of the Penal Code, is not subject to the requirement of subdivision (a) of Section 1031 prior to its amendment at the 1981-82 Regular Session of the Legislature, provided that any person qualifying for this exemption shall, as soon as legally possible, apply for and meet all of the requirements for United States citizenship specified in existing law and shall be subject to subdivisions (c) and (d).
- (b) Any permanent resident alien who applies for employment as a peace officer shall have

- whom reimbursement may be claimed, based upon actual job assignment, as determined and approved by the Commission.
- (r) "Paraprofessional" is a full-time employee of a department in the Regular Program and includes, but is not limited to, such job classifications as: community service officer, police trainee, police cadet, and for whom reimbursement may be claimed for attendance of POST-certified courses as determined and approved by the Commission.
 - (s) "POST Administrative Manual (PAM)" is a document containing Commission Regulations and Procedures, and Guidelines which implement the Regulations.
 - (t) "Public Safety Dispatcher" is a non-peace officer who is employed full-time or part-time to perform duties which include receiving emergency calls for law enforcement service and/or dispatching law enforcement personnel.
 - (u) "Quasi-Supervisory Position" is a peace officer position above the operational level position, for which commensurate pay is authorized, is assigned limited responsibility for the supervision of subordinates, or intermittently is assigned the responsibility of a "First-level Supervisory Position", and most commonly is of a rank below that of Sergeant.
 - (v) "Regular Officer" is a sheriff, undersheriff, or deputy sheriff, regularly employed and paid as such, of a county, a police officer of a city, a police officer of a district authorized by statute to maintain a police department, a police officer of a department or district enumerated in Penal Code Section 13507, or a peace officer member of the California Highway Patrol.
 - (w) "Reimbursement" is the financial aid allocated from the Peace Officer Training Fund, as provided in Section 13523 of the Act.
 - (x) "Reimbursement Plan" consists of a combination of training-related expenditures for which reimbursement is approved by the Commission.
 - (y) "Resident Trainee" is one who, while away from his or her department or normal residence, attends a training course and takes lodging and meals at or near the course site for one or more days/nights.
 - (z) "Specialized Law Enforcement Agency" is:
 - (1) A segment of an agency which has policing or law enforcement authority imposed by law and whose employees are peace officers as defined by law; or
 - (2) An agency engaged in the enforcement of regulations or laws limited in scope or nature; or
 - (3) An agency that engages in investigative or other limited law enforcement activities in the enforcement of criminal law; and
 - (4) Authorized by the Commission to participate in the Specialized Law Enforcement Certificate Program.
 - (aa) "Specialized Peace Officer" is a marshal or deputy marshal of a municipal court, a regularly employed and paid inspector or investigator of a district attorney's office as defined in Section 830.1 P.C. who conducts criminal investigations or a peace officer employee of a specialized law enforcement agency authorized by the Commission to participate in the Specialized Law Enforcement Certificate Program.
 - (bb) "Trainee" is an employee of a department who is assigned to attend a POST-certified course.
- 1002. Minimum Standards for Employment.**
- (a) Every peace officer employed by a department shall be selected in conformance with the following requirements:
 - (1) **Felony Conviction.** Government Code Section 1029: Limits employment of convicted felons.
 - (2) **Fingerprint and Record Check.** Government Code Section 1030 and 1031(c): Requires fingerprinting and search of local, state, and national files to reveal any criminal records.
 - (3) **Citizenship.** Government Code Section 1031(a) and 1031.5: Specifies citizenship requirements for peace officers.
 - (4) **Age.** Government Code Section 1031(b): Requires minimum age of 18 years for peace officer employment.

POST ADMINISTRATIVE MANUAL**COMMISSION PROCEDURE C-1****PERSONAL HISTORY INVESTIGATION****Purpose**

1-1. Personal History Investigation: This Commission Procedure implements the personal history investigation requirements established in Section 1002(a) of the Commission Regulations. The purpose of the personal history investigation is to find examples of positive or negative behavior in the candidate's life indicative of characteristics which would probably favor or prevent the candidate from becoming a successful peace officer. The investigation must also examine the candidate's past work performance and impact on other people to determine whether or not those affirmative characteristics which are desirable in a peace officer are possessed by the candidate. The POST "Background Investigators Manual", or its equivalent should be followed in conducting an investigation.

Procedure

1-2. Personal History Investigation: This procedure shall be followed in the pre-employment investigation of each proposed peace officer employee and shall be completed on or prior to the appointment date.

1-3. Completion of Personal History Statement: The department head shall require the candidate to complete the POST Personal History Statement, Form 2.5, or its equivalent prior to conducting the background investigation.

1-4. Written Evaluation Required: The results of the investigation must be reduced to writing and made available to the department head for the purpose of evaluation to determine whether the candidate is suitable. The results shall be retained by the jurisdiction as a source of authenticated information on personnel for present and successive administrators.

1-5. Sources of Investigation: The investigation shall include an inquiry into the following sources of information for the purpose indicated:

- a. The State Department of Motor Vehicles, Division of Drivers' Licenses--to determine the candidate's driving record.

- b. High school and all higher educational institutions that the candidate attended--to determine the educational achievements, character and career potential of the applicant.
- c. State bureaus of vital statistics or county records--to verify birth and age records. In the case of foreign born, appropriate federal or local records.
- d. All police files in jurisdictions where the candidate has frequently visited, lived or worked--to determine if any criminal record exists.
- e. Criminal records of the California Bureau of Investigation and Identification. A copy of the return shall be retained in the candidate's personnel record.
- f. The Federal Bureau of Investigation records. A copy of the return shall be retained in the candidate's personnel records.
- g. All previous employers--to determine the quality of the candidate's work record.
- h. Within practical limits, references supplied by the candidate, and other references supplied by them, if any--to determine whether or not the candidate has exhibited behavior which would or would not be compatible with the position sought.
- i. The candidate's present neighborhood and where practicable, neighborhoods where the candidate may have previously resided--to determine whether or not the candidate has exhibited behavior which would or would not be compatible with the position sought.
- j. The candidate's credit records--to determine his/her credit standing with banks, department stores and other commercial establishments that would tend to give a clear indication of the candidate's reliability.

POST ADMINISTRATIVE MANUAL

COMMISSION PROCEDURE C-2

PHYSICAL AND PSYCHOLOGICAL
SUITABILITY EXAMINATIONS**Purpose**

2-1. Physical and Psychological Suitability Examinations: This Commission procedure implements the physical and psychological suitability examinations requirements established in Section 1002(a)(7) of the Regulations. The purpose of the physical examination is to select personnel who are physically sound and free from any physical condition which would probably adversely affect their performance as a peace officer. The purpose of the psychological suitability examination is to select personnel who are free from any mental or emotional condition which might adversely affect their performance as a peace officer. The use of the POST "Medical Screening Manual for California Law Enforcement, February 1977", or its equivalent, in conducting the physical evaluation is discretionary. The use of the "POST Psychological Screening Manual, December 1984", or its equivalent, in conducting the psychological suitability evaluation is discretionary.

Procedure

2-2. Physical and Psychological Suitability Examinations: The physical and psychological suitability examinations shall be conducted as specified in Government Code Section 1031(f) within 1 year before hire.

2-3. Medical History: Each candidate must supply to the examining physician a statement of the medical history of past and present conditions, diseases, injuries or operations.

2-4. Vision and Hearing: The hiring authority shall establish minimum standards for hearing, color vision and visual acuity, and is responsible for determining that each candidate meets those standards.

2-5. Physician's Findings and Record: The physician shall report in writing findings of the examination and shall note, for evaluation by the appointing authority, any past or present physical conditions, diseases, injuries, operations, or any evidence or indications of mental conditions displayed by the

candidate which should be further evaluated by competent professionals. The completed written report shall be retained by the local jurisdiction.

2-6. Psychological Suitability: Peace officer applicants shall be judged to be free from job-relevant psychopathology, including personality disorders, as diagnosed by a qualified professional, described in Government Code Section 1031(f). References in making this determination are identified in the "POST Psychological Screening Manual, December 1984".

2-7. Psychological Suitability Examination: Psychological suitability shall be determined on the basis of psychological test score information which has been interpreted by a qualified professional. A minimum of two psychological tests shall be used. One must be normed in such a manner as to identify patterns of abnormal behavior; the other must be oriented toward assessing relevant dimensions of normal behavior.

2-8. Clinical Interview: All final recommendations to disqualify candidates for psychological unsuitability shall be based, in part, on a clinical interview conducted by a qualified professional. An interview shall also be conducted when objective test data are inconclusive.

2-9. Updated Physical and Psychological Suitability Examinations: When more than one year has passed since initial examinations, physical and psychological suitability examination updates, as opposed to complete new examinations, may be conducted for individuals who:

- a) upgrade within the same agency to reserve peace officer or regularly employed peace officer status;
- b) were examined initially in accordance with all of the provisions of sub-paragraphs 2-1 through 2-8 of Commission Procedure C-2, and the results of such examinations are available for review; and
- c) have worked continuously for the agency since the time of initial appointment.

POST ADMINISTRATIVE MANUAL**COMMISSION PROCEDURE D-1****BASIC TRAINING****Purpose**

1-1. Specifications of Basic Training: This Commission procedure implements that portion of the Minimum Standards for Training established in Section 1005(a) of the Regulations which relate to Basic Training. Basic Training includes the Regular Basic Course, District Attorneys Investigators Basic Course, Marshals Basic Course, and Specialized Basic Investigators Course.

Training Content and Methodology

1-2. Requirements for Basic Training Content and Methodology: The minimum content standards for basic training are broadly stated in paragraphs 1-3 to 1-6. Within each functional area, listed below, flexibility is provided to adjust hours and instructional topics with prior POST approval. More detailed specifications are contained in the document "Performance Objectives for the POST Basic Course - 1989".

Successful course completion requires attendance of an entire course at a single academy except where POST has approved a contractual agreement between academies for the use of facilities. The Law Enforcement Code of Ethics shall be administered to peace officer trainees during the basic course. Instructional methodology is at the discretion of individual course presenters. Requirements and exceptions for specific basic courses are as follows:

- a. For the Regular Basic Course specified in paragraph 1-3, performance objectives must be taught and tested as specified in the document "Performance Objectives for the POST Basic Course". Successful course completion is based upon students meeting the established success criteria specified for all objectives in this document. Tracking performance objectives to document student achievement is mandatory; however, the tracking system to be used is optional.

For the Regular Basic Course, the POST-developed physical conditioning program must be followed within Functional Area 12.0 and

students must pass a POST-developed physical abilities test as described in the POST Basic Academy Physical Conditioning Manual at the conclusion of the conditioning program as a condition for successful course completion. The use of alternatives to the POST-developed physical abilities test is subject to approval by POST. Course presenters seeking POST approval to use alternative tests shall present evidence that the alternative tests were developed in accordance with recognized professional standards, and that alternative tests are equivalent to the POST-developed test with respect to validity and reliability. Evidence concerning the comparability of scores on the POST-developed test and the proposed alternative test is also required.

- b. For basic courses listed in paragraphs 1-4 to 1-6, the performance objectives of the Regular Basic Course are not required but illustrative only of the content for the broad functional areas and learning goals specified for each of these basic courses. Successful course completion shall be determined by each course presenter.

1-3. Regular Basic Course Content and Minimum Hours: The Performance Objectives listed in the POST document "Performance Objectives for the POST Basic Course" are contained under broad Functional Areas and Learning Goals. The Functional Areas and Learning Goals are descriptive in nature and only provide a brief overview of the more specific content of the Performance Objectives. The Regular Basic Course contains the following Functional Areas and minimum hours.

Functional Areas:

1.0	Professional Orientation	11 hours
2.0	Police Community Relations	16 hours
3.0	Law	52 hours
4.0	Laws of Evidence	20 hours
5.0	Communications	32 hours
6.0	Vehicle Operations	24 hours
7.0	Force and Weaponry	54 hours

10.0	Criminal Investigation	24 hours
*11.0	(Deleted)	0 hours
12.0	Physical Fitness and Defense Techniques	12 hours
13.0	Specialized Investigative Techniques	18 hours
	Written Examinations	11 hours
	Total Minimum Required Hours	220 hours

*Since the majority of the Specialized Basic Course is taken directly from the Regular Basic Course, it is important that the two numbering systems correspond. For that reason Functional Areas 9.0 and 11.0 (Traffic and Custody, respectively) are shown deleted. Conversely, a new functional area, 13.0 Specialized Investigative Techniques, has been developed for the Specialized Basic Investigators Course.

1-7. **Basic Complaint/Dispatcher Course:** The Basic Complaint/Dispatcher Course contains the following Functional Areas and minimum hours. This course provides instruction regarding entry-level skills and knowledge to personnel whose duties include receiving emergency calls for service and dispatching law enforcement personnel. With prior POST approval, flexibility shall be granted to adjust hours between functional areas.

Functional Areas:		
1.0	Professional Orientation	4 hours
2.0	Administration of Justice	4 hours
3.0	Legal Aspects	16 hours
4.0	Telephone Procedures	10 hours
5.0	Radio Procedures	10 hours
6.0	Dispatch Practicals (Role-play exercise)	12 hours
7.0	Stress Management	6 hours
8.0	Telecommunications	6 hours
9.0	Basic Emergency Medical Services Dispatching	4 hours
10.0	Unusual Incidents	6 hours
	Examinations	2 hours
	Total Minimum Required Hours	80 hours

Historical Note:

Subparagraph 1-1 adopted and incorporated by reference into Commission Regulation 1005 effective September 26, 1990.

Subparagraph 1-2 adopted and incorporated by reference into Commission Regulation 1005 effective September 26, 1990.

Subparagraph 1-3 adopted and incorporated by reference into Commission Regulation 1005 on April 15, 1982, and amended on January 24, 1985 and September 26, 1990.

Subparagraph 1-4 adopted and incorporated by reference into Commission Regulation 1005 on April 27, 1983, and amended on January 24, 1985 and September 26, 1990.

Subparagraph 1-5 adopted and incorporated by reference into Commission Regulation 1005 on April 27, 1983, and amended on January 24, 1985, January 15, 1987 and September 26, 1990.

Subparagraph 1-6 adopted and incorporated by reference into Commission Regulation 1005 on October 20, 1983, and amended on September 26, 1990.

Subparagraph 1-7 adopted and incorporated by reference into Commission Regulation 1018 on December 29, 1988.

To: ROBERT M. SHIELLS
CHIEF OF POLICE

From: SGT JON WESTMORELAND
PERSONNEL & TRAINING

November 3, 1991

SUBJECT: CULTURAL DIVERSITY TRAINING HISTORY

1. Cross Cultural Training (16 hours, all sworn personnel and Technicians). September, October, November 1988.

Conducted by: Cross Cultural Specialist Deena Levine (3 hours)
Hispanic Culture - Lt. Dan Ortega, SJPD, (2 hours)
So. East Asian - Lilly Nguyen-Duy, SoEast Asian Resettlement Agency
Ofc Robert Sayaphupha, OPD (3 hours)
Filipino Culture - Mr. Cris Corpuz, Mr. Ben Lopez United Pilipinos of Alameda (4 hours)
Black Culture - Mr. Daniel Martin, DVC Department Head of Admin of Justice (4 hours)

2. Harrassment/Discrimination in the Workplace (3½ hours, all personnel) March 1989

Conducted by: Ms. Linda Lowe M.F.C.C., Oakland Psychotherapy Center
Mr. Daniel J. Vol, Ph.D., California Counseling Associates

3. P.O.S.T. Cross Cultural Awareness Training (2½ hours, all sworn personnel scheduled to be available 1992.

Alameda Police Department had one member on the Research Committee for development of this state wide program. This was in Feb 13-14, 1990.

4. Managing Differences (1½ hours, 9 supervisors)
January 1991

Conducted by Ms Susan Freeman, City of Alameda Training Specialist

5. Diversity at Work (1½ Hours, 11 supervisors)
January 1991

Conducted by Ms. Susan Freeman, City of Alameda Training Specialist

Inter-department Memorandum

ROBERT M. SHIELDS
Page 2

6. Ethics & Integrity Training with a focus on racial/sexual discriminatory practices (3 hours, all officers & supervisors)
October, November 1991.

Conducted by: Sgt Jon Westmoreland and Sgt Joe Dwyer as part of annual Advanced Officer Training. A brief session was also conducted with command staff. Another command staff session is planned for the future.

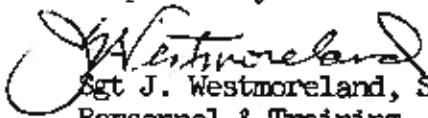
7. Cultural Diversity/Human Relations Training (8 hours, all personnel)
F/Y 91-92.

Conducted by: Sgt Jon Westmoreland and Sgt Joe Dwyer. In response to your memo of October 3 regarding Department Training, a proposal has been submitted to Capt Schmitz to conduct this training using the Ethics & Integrity format. This could be done in conjunction with an outside agency specializing in cultural diversity training.

In addition, all sworn personnel and supervisors have received training in handling Domestic Violence situations. Officers received eight hours training in 1987 and 1988. Sergeants received two hours in 1988. This is not to say minority groups have more domestic violence problems. It is to say that our officers have received training in being sensitive to the needs of victims in these situations and their responsibility to those victims. The training also included social attitudes toward domestic violence, the impact of domestic violence, and the police role/response to domestic violence cases.

Lastly, line-up training was conducted with all sworn personnel when the order on Hate Crimes was issued in August 1989, and the order on Harrassment in The Workplace was issued in August 1990.

Respectfully submitted,


Sgt J. Westmoreland, S2
Personnel & Training

APPENDIX E.

CITY OF ALAMEDA

POLICY PROHIBITING HARASSMENT AND DISCRIMINATION

Harassment and/or discrimination violate Title VII of the 1964 Civil Rights Act. Both are illegal under the California Government and Labor Code, and under the regulatory guidelines of the Equal Employment Opportunity Commission and the California Fair Employment and Housing Commission. Further, harassment and discrimination debilitate morale and interfere in the work productivity of victims and their co-workers. All employees must be allowed to work in an environment free from unsolicited and unwelcome discrimination and harassment.

It is the policy of the City of Alameda that harassment and discrimination are unacceptable employee conduct and neither will be condoned or tolerated. Harassment or discrimination directed towards a job applicant, an employee or a citizen by an employee on the basis of race, religious creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age, or sexual orientation will not be tolerated. City officials, employees and contractors who violate this policy may be subject to firm disciplinary action up to and including dismissal.

Harassment or discriminatory conduct based on race, religious creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age or sexual orientation includes, but is not limited to, any conduct which has the purpose or effect of unreasonably interfering with any individual's work performance or creating an intimidating, hostile or offensive work environment, as well as the following:

- A. Verbal Harassment or Discrimination - Epithets, derogatory, offensive, prejudicial statements or jokes.
- B. Physical Harassment or Discrimination - Assault, any offensive touching, or physical interference with normal work or movement.
- C. Visual Harassment or Discrimination - Derogatory poster, notices, bulletins, cartoons, drawings or objects. Drawings do not include bona fide art displays.

Sexual Harassment or Discrimination - Unwelcome sexual advances, requests for sexual favors, and other deliberate or repeated unsolicited verbal comments, gestures or physical conduct of a sexual nature when:

1. Submission or tolerance of such conduct is made either explicitly or implicitly a term or condition of an individual's employment or;
2. Submission to or rejection of such conduct by an individual is used as a basis for employment or other decisions affecting such individuals or;
3. Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile or offensive work environment.

Employment Harassment or Discrimination - Refusal to hire, train, promote, or provide equitable employment conditions to any employee or applicant, or to discipline or dismiss an employee solely based on race, religious creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age or sexual orientation except where the doctrine of business necessity or a bona fide occupational qualification can reasonably be established.

Within the City government, a supervisorial employee who uses implicit or explicit coercive behavior to control, influence, or affect the career, salary, or job of an employee is engaging in harassment. Similarly, an employee of the City who behaves in this manner in the process of conducting City business is engaging in harassment.

Each Department Head shall endeavor to provide a work environment that is free from harassment and discrimination. Department Heads shall post copies of this policy and the complaint procedure developed pursuant to this policy in conspicuous places. Department Heads shall also require managers and supervisors to inform their employees of this policy and the complaint procedure, and shall endeavor to have managers and supervisors report instances of harassment or discrimination to their respective supervisors or the Personnel Director. All Department Heads, supervisors, and employees are encouraged to be aware of and sensitive to potential incidence of discrimination or harassment.

Any employee or job applicant who feels that he or she has been harassed or subjected to discrimination should first discuss the concern with management of the department. Alternatively, or if a satisfactory solution is not accomplished through informal means, the individual may pursue the concern with the Personnel Director through the complaint process outlined in the Harassment and Discrimination procedure. The individual may also pursue the concern through the grievance procedure.

It is not the intent of the City of Alameda to regulate the social interaction in relationships freely entered into by City employees.

Adopted - City Council Meeting of
July 16, 1991

EK:SF:ra

CITY OF ALAMEDA - PERSONNEL DEPARTMENT

HARASSMENT AND DISCRIMINATION PROCEDURE

I. PURPOSE

To define and issue to all employees the City's procedure on the prohibition of harassment and discrimination.

II. INTRODUCTION

Harassment and Discrimination are unlawful employment practices prohibited by both State and Federal law. It debilitates morale and interferes in the work productivity of its victims and their co-workers.

It is the policy of the City of Alameda (see Resolution No. 9511, Adopted April 8, 1981; Affirmative Action Program Manual, Section II, Policy Statement; Civil Service Ordinance No. 2130, Revised Ordinance Adopted May, 1983) to treat its employees with respect and dignity and to provide a working environment free of discrimination and harassment.

It is the policy of the City of Alameda that harassment and discrimination are unacceptable and will not be condoned or tolerated. City officials and employees who violate this policy may be subject to firm disciplinary action up to and including dismissal. An individual grieving harassment or discrimination should discuss the concern with management of the department or the Personnel Department.

Prevention is the best tool for the elimination of harassment or discrimination. All Department Heads shall take the responsibility to inform all employees of the policy statement and of the sanctions. They shall also inform all employees of how a complaint of harassment or discrimination should be handled. They shall express strong disapproval of harassment or discrimination and develop methods to improve awareness of all concerned.

V. COMPLAINT PROCESS

An employee who believes they have been harassed on the job should inform the employer, its agents or supervisors of the harassment. To accommodate the unique nature of harassment complaints, a process is provided for the primary purpose of resolving complaints at the earliest possible date. Elements of this process are:

- A. Object - Many victims find using this informal approach to be effective. Just asking or telling the offender to stop usually improves the situation. However, anyone uncomfortable with this approach is encouraged to proceed with the next step.
- B. The employee who believes he or she has been the subject of harassment or discrimination is obligated to report the incident(s) to the immediate supervisor, the Department Head or the Personnel Department.
- C. The City's Personnel Department will be available to receive harassment complaints and to:
 1. counsel the employee and outline the options available;
 2. obtain a written statement of the complaint;
 3. conduct the investigation, interview the accused, witnesses and supervisors as appropriate;
 4. see that complaint is resolved in a timely manner usually within 30 days.
- D. Department Head and Personnel Director - Authorize investigation of the complaint, review factual information collected to determine whether the alleged conduct constitutes harassment, giving consideration to the record as a whole and the totality of circumstances, including the nature of the verbal, physical, visual or sexual favor aspect of the advance and context in which the alleged incidents occurred and initiate and/or recommend appropriate action.
- E. Confidentiality - Every effort will be made to protect the privacy of parties involved in a complaint. Files pertaining to complaints handled under the pre-grievance process will not be made available to the general public or any other persons not authorized access to employee records.
- F. If the above steps fail to resolve the complaint to the employee's satisfaction he/she may file a grievance through their Bargaining Unit or the Civil Service Board.

Page 4
City of Alameda Personnel Department
Harassment and Discrimination Procedure

VI. POLICY IMPLEMENTATION

Each Department Head is responsible for ensuring that the work environment in their Department is free of harassment or discrimination by:

- Setting a positive example of behavior appropriate to the work place;
- Posting copies of the policy and this procedure in conspicuous places;
- Having managers and supervisors inform their employees of the City policy and complaint resolution procedure; and,
- Requiring managers and supervisors to report instances of harassment or discrimination to their respective supervisors and/or the Personnel Director;
- Encouraging managers and employees to attend training and to read materials supplied by the City to increase their awareness of and sensitivity to the problem of harassment or discrimination.

CITY OF ALAMEDA
PERSONNEL DEPARTMENT

HARASSMENT/DISCRIMINATION

WHAT TO DO IF YOU FEEL YOU ARE A VICTIM

- ACTION

- * Tell harasser to STOP!
or
OBJECT to the harassing/discriminatory behavior. (If you are uncomfortable with this approach proceed with the next step.)
- * Advise your Supervisor, Department Head or Personnel.
- * If harasser is your Supervisor, go directly to your Department Head or Personnel.
- * Present the facts citing specific examples and/or incidents and make note of these in case of future investigation.
- * Focus on eliminating the offense, not destroying the offender.

IF YOU ARE AN OBSERVER

- ACTION

- * Advise your Supervisor, Department Head or Personnel.
- * Make note of your observations in case of future investigation.

IF YOU ARE THE ALLEGED HARASSER

- ATTITUDE

- * Take the complaint seriously.

- ACTION

- * Make note of your version of the situation in case of future investigation.

CITY OF ALAMEDA
PERSONNEL DEPARTMENT

HARASSMENT/DISCRIMINATION

IF YOU ARE THE SUPERVISOR AND RECEIVE A COMPLAINT

- ATTITUDE

- * Take the complaint seriously.
- * Be calm and objective.

- ACTION

- * Notify Department Head immediately.
- * Make note of the complaint and specific details in case of future investigation.
- * Department Heads must report all harassment/discrimination complaints to Personnel.
- * Insure confidentiality.

- RESPONSE

- * Investigation/evaluation will be conducted by Personnel and the Department Head.
- * Disciplinary action, as needed, will be taken.

- PREVENTIVE STEPS

- * Make sure your staff is aware of the City's Harassment/Discrimination policies and procedures.
- * Express strong disapproval of harassing or discriminatory behavior or actions.
- * Set a good example.



CITY OF ALAMEDA • CALIFORNIA

CITY HALL • SANTA CLARA AT OAK STREET 94501 • (415) 522-4100

PERSONNEL DEPARTMENT

CITY OF ALAMEDA

POLICY PROHIBITING SEXUAL HARASSMENT

Sexual harassment is an unlawful employment practice prohibited by both State and Federal law. It debilitates morale and interferes in the work productivity of its victims and their co-workers. All employees must be allowed to work in an environment free from unsolicited and unwelcome sexual overtures.

Sexual harassment is deliberate or repeated unsolicited verbal comments, gestures or physical contact of a sexual nature which are unwelcome.

Within the City government, a supervisorial employee who uses implicit or explicit coercive sexual behavior to control, influence, or affect the career, salary, or job of an employee is engaging in sexual harassment. Similarly, an employee of the City who behaves in this manner in the process of conducting City business is engaging in sexual harassment. Any employee who participates in deliberate or repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature which are unwelcome is also engaging in sexual harassment.

It is the policy of the City of Alameda that sexual harassment is unacceptable employee conduct and will not be condoned or tolerated. City officials and employees who violate this policy may be subject to firm disciplinary action up to and including dismissal. An individual grieving sexual harassment should first discuss the concern with management of the department. If a satisfactory solution is not accomplished through informal means, the individual may pursue the concern with the Senior Personnel Analyst in the Personnel Department. The individual may also pursue the concern through the grievance procedure.

Prevention is the best tool for the elimination of sexual harassment. All City departments shall take the initiative to inform all employees of the policy statement and of the sanctions. They shall also inform all employees of how a complaint of sexual harassment should be handled. They shall express strong disapproval of sexual harassment and develop methods to improve awareness of all concerned.

However, it is not the intent of the City of Alameda to regulate the social interaction on relationships freely entered into by City employees.

Resolution #9511

Adopted-City Council Meeting of
April 8, 1981

APPENDIX F.

ETHNIC AND GENDER DISTRIBUTION OF THE ALAMEDA POLICE DEPARTMENT

The following is a breakdown of the gender and ethnic categories of all employees of the Alameda Police Department as of 12/18/91. The categories include: sworn members, full-time civilian members and part-time employees. The definitions of the various ethnic categories have been taken from the Equal Employment Opportunity Commission guidelines.

They do not take into consideration employees such as Officer Durani, an Afghan; the EEOC does not consider Middle Easterners as a distinct race.

All Police Employees:

Male White:	89	48.1%
Female White:	49	26.4%
Male Black:	7	3.7%
Female Black:	11	5.9%
Male Hispanic	6	3.2%
Female Hispanic	6	3.2%
Male Asian or Pacific Islander:	11	5.9%
Female Asian or Pacific Islander:	6	<u>3.2%</u>
Total:	185	100 %
Male White:	89	48.1%
Minority (includes all females):	96	51.8%
Minority (excludes white females):	47	25.4%
Total Female:	72	38.9%

Sworn Employees:

Male White:	77	81.0%
Female White:	5	5.2%
Male Black:	3	3.1%
Female Black:	0	0 %
Male Hispanic	5	5.2%
Female Hispanic	0	0 %
Male Asian or Pacific Islander:	4	4.2%
Female Asian or Pacific Islander:	1	<u>1 %</u>
Total:	95	100 %

Male White:	77	81.0%
Minority (includes all females):	18	18.9%
Minority (excludes females):	12	12.8%
Total Female:	6	6.3%

Non-Sworn Full Time Employees:

Male White:	3	6.8%
Female White:	21	47.7%
Male Black:	3	6.8%
Female Black:	8	18.1%
Male Hispanic	1	2.2%
Female Hispanic	4	9.0%
Male Asian or Pacific Islander:	1	2.2%
Female Asian or Pacific Islander:	3	<u>6.8%</u>
Total:	44	100 %
Male White:	3	6.8%
Minority (includes all females):	41	93.1%
Minority (excludes white females):	20	45.4%
Total Female:	36	81.8%

Non-Sworn Part Time Employees:

Male White:	9	19.1%
Female White:	24	51.0%
Male Black:	1	2.1%
Female Black:	3	6.3%
Male Hispanic	0	0 %
Female Hispanic	2	4.2%
Male Asian or Pacific Islander:	6	12.7%
Female Asian or Pacific Islander:	2	<u>4.2%</u>
Total:	47	100 %

Male White:	9	19.1%
Minority (includes all females):	38	80.8%
Minority (excludes white females):	14	29.7%
Total Female:	31	65.9%

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

STATE AND LOCAL GOVERNMENT INFORMATION (EO-4)

EXCLUDE SCHOOL SYSTEMS AND EDUCATIONAL INSTITUTIONS

(Read attached instructions prior to completing this form)

APPROVED BY

СМВ

374-1000

EXPIRES

DO NOT ALTER INFORMATION PRINTED IN THIS BOX

1971-1972-1973
1972-1973-1974
1973-1974-1975
1974-1975-1976
1975-1976-1977

REFERENCES

MAIL COMPLETED
FORM TO:
111-11-11111
111-11-11111
111-11-11111
111-11-11111
111-11-11111

A. TYPE OF GOVERNMENT (Check one box only)

1. State 2. County 3. City 4. Township 5. Special District

6. Other (Specify) _____

B. IDENTIFICATION

1. NAME OF POLITICAL JURISDICTION (if same as label, skip to Item C)

EEGC
USE
ONLY

A

2. Address—Number and Street

CITYTOWN

COUNTY

STATE ZIP

C. FUNCTION

(Check one box to indicate the function(s) for which this form is being submitted. Data should be reported for all departments and agencies in your government covered by the function(s) indicated. If you cannot supply the data for every agency within the function(s), please attach a list showing name and address of agencies whose data are not included.)

	1. FINANCIAL ADMINISTRATION. Tax assessing, tax billing and collection, budgeting, purchasing, central accounting and similar financial administration carried on by a treasurer's, auditor's or controller's office and GENERAL CONTROL. Duties usually performed by boards of supervisors or commissioners, central administrative offices and agencies, central personnel or planning agencies, all judicial offices and employees (judges, magistrates, bailiffs, etc.)		8. HEALTH. Provision of public health services, outpatient clinics, visiting nurses, food and sanitary inspections, mental health, alcohol rehabilitation service, etc.
	2. STREETS AND HIGHWAYS. Maintenance, repair, construction and administration of streets, alleys, sidewalks, roads, highways and bridges.		9. HOUSING. Code enforcement, low rent public housing, fair housing ordinance enforcement, housing for elderly, housing rehabilitation, rent control.
	3. PUBLIC WELFARE. Maintenance of homes and other institutions for the needy; administration of public assistance. (Hospitals and sanatoriums should be reported as Item 7.)		10. COMMUNITY DEVELOPMENT. Planning, zoning, land development, open space, beautification, preservation.
X	4. POLICE PROTECTION. Duties of a police department sheriff's, constable's, coroner's office, etc., including technical and clerical employees engaged in police activities.		11. CORRECTIONS. Jails, reformatories, detention homes, halfway houses, prisons, parole and probation activities.
	5. FIRE PROTECTION. Duties of the uniformed fire force and clerical employees. (Report any forest fire protection activities as Item 8.)		12. UTILITIES AND TRANSPORTATION. Includes water supply, electric power, transit, gas, airports, mass transportation and terminals.
	6. NATURAL RESOURCES. Agriculture, forestry, forest fire protection, irrigation drainage, flood control, etc., and PARKS AND RECREATION. Provision, maintenance and operation of parks, playgrounds, swimming pools, auditoriums, museums, libraries, zoo, etc.		13. SANITATION AND SEWAGE. Street cleaning, garbage and refuse collection and disposal. Provision, maintenance and operation of sanitary and storm sewer systems and sewage disposal plants.
	7. HOSPITALS AND SANATORIUMS. Operation and maintenance of institutions for inpatient medical care.		14. EMPLOYMENT SECURITY
			15. OTHER (Specify on Page Four)

D. EMPLOYMENT DATA AS OF JU 80
 (Do not include elected/appointed officials. Blanks will be counted as zero)

1. FULL-TIME EMPLOYEES (Temporary employees not included)														
JOB CATEGORIES	ANNUAL SALARY (in thousands 000)	TOTAL (COLUMNS B-K)	MALE						FEMALE					
			NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE	NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE		
			WHITE	BLACK				WHITE	BLACK					
OFFICIALS & ADMINISTRATORS	1. \$ 0.1-7.9													
	2. 8.0-11.9													
	3. 12.0-15.9													
	4. 16.0-19.9													
	5. 20.0-24.9													
	6. 25.0-32.9													
	7. 33.0-42.9													
	8. 43.0 PLUS	1	1											
PROFESSIONALS	9. 0.1-7.9													
	10. 8.0-11.9													
	11. 12.0-15.9													
	12. 16.0-19.9													
	13. 20.0-24.9													
	14. 25.0-32.9													
	15. 33.0-42.9													
	16. 43.0 PLUS	9	9											
TECHNICIANS	17. 0.1-7.9													
	18. 8.0-11.9													
	19. 12.0-15.9													
	20. 16.0-19.9													
	21. 20.0-24.9													
	22. 25.0-32.9													
	23. 33.0-42.9													
	24. 43.0 PLUS	19	19											
PROTECTIVE SERVICE	25. 0.1-7.9													
	26. 8.0-11.9													
	27. 12.0-15.9													
	28. 16.0-19.9													
	29. 20.0-24.9													
	30. 25.0-32.9	6								4	2			
	31. 33.0-42.9	25	9	1	1	2				9	7	1		
	32. 43.0 PLUS	57	46	3	3	2				3				
PARAPROFESSIONALS	33. 0.1-7.9													
	34. 8.0-11.9													
	35. 12.0-15.9													
	36. 16.0-19.9													
	37. 20.0-24.9													
	38. 25.0-32.9													
	39. 33.0-42.9													
	40. 43.0 PLUS													
ADMINISTRATIVE SUPPORT	41. 0.1-7.9													
	42. 8.0-11.9													
	43. 12.0-15.9													
	44. 16.0-19.9													
	45. 20.0-24.9	2								1	1			
	46. 25.0-32.9	9								6	1	2		
	47. 33.0-42.9	1								1				
	48. 43.0 PLUS													

EMPLOYMENT DATA AS OF JUNE 30 (1980)

(Do not include elected/appointed officials. Blanks will be counted as zero)

1. FULL-TIME EMPLOYEES (Temporary employees not included)

JOB CATEGORIES	ANNUAL SALARY (In thousands 000)	TOTAL (COLUMN 6-K)	MALE					FEMALE				
			NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE	NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE
			WHITE	BLACK				G	H			
SKILLED CRAFT	49. \$ 0.1-7.9											
	50. 8.0-11.9											
	51. 12.0-15.9											
	52. 16.0-19.9											
	53. 20.0-24.9											
	54. 25.0-32.9											
	55. 33.0-42.9											
	56. 43.0 PLUS											
SERVICE/ MAINTENANCE	57. 0.1-7.9											
	58. 8.0-11.9											
	59. 12.0-15.9											
	60. 16.0-19.9											
	61. 20.0-24.9	1							1			
	62. 25.0-32.9	1							1			
	63. 33.0-42.9											
	64. 43.0 PLUS											
85. TOTAL FULL TIME (LINES 1-64)		131	84	4	4	4	-0-	23	6	3	3	-0-

2. OTHER THAN FULL-TIME EMPLOYEES (Include temporary employees)

66. OFFICIALS/ADMIN.												
67. PROFESSIONALS												
68. TECHNICIANS												
69. PROTECTIVE SERV.	11	1						9		1		
70. PARA-PROFESSIONAL	19	5				3		10			1	
71. ADMIN. SUPPORT	4							1	1			
72. SKILLED CRAFT												
73. SERV./MAINT.	4					7		1				
74. TOTAL OTHER THAN FULL TIME (LINES 66-73)	38	6	-0-	-0-	6	-0-	21	3	1	1	-0-	

3. NEW HIRES DURING FISCAL YEAR - Permanent full time only
JULY 1 - JUNE 30

75. OFFICIALS/ADMIN.												
76. PROFESSIONALS												
77. TECHNICIANS												
78. PROTECTIVE SERV.	7	5				1		1				
79. PARA-PROFESSIONAL												
80. ADMIN. SUPPORT												
81. SKILLED CRAFT												
82. SERV./MAINT.	1							1				
83. TOTAL NEW HIRES (LINES 75-82)	8	5	-0-	-0-	1	-0-	1	1	-0-	-0-	-0-	

REMARKS (List National Crime Information Center (NCIC) numbers assigned to any Criminal Justice Agencies whose data are included in this report.)

*** INCLUDE LIST OF AGENCIES IN THIS FUNCTION ***

POLICE DEPARTMENT

CERTIFICATION. I certify that the information given in this report is correct and true to the best of my knowledge and was reported in accordance with accompanying instructions. (Willfully false statements on this report are punishable by law, U.S. Code, Title 18, Section 1001.)

NAME OF PERSON TO CONTACT REGARDING THIS FORM		TITLE
Mrs. Elizabeth B. Kingsley		Personnel Director
ADDRESS (Number and Street, City, State, Zip Code) CITY OF ALAMEDA - PERSONNEL DEPARTMENT CITY HALL, ROOM 312 Santa CLARA AVENUE & OAK STREET ALAMEDA, CA 94501		TELEPHONE NUMBER AREA CODE (415) 748-4521
DATE	TYPED NAME/TITLE OF AUTHORIZED OFFICIAL	SIGNATURE
9-20-91	WILLIAM C. NORTON, CITY MANAGER	

APPENDIX G.

ORIGINAL
LIST OF MEMBERS
MAYOR'S COMMITTEE ON CULTURAL DIVERSITY

1. ALLEN, Rodger, Captain - Alameda Fire Department
2. BENIPAYO, Charito
3. DEWITT, Albert
4. FAYE, Natalie
5. FLORES, Jolen
6. FREEMAN, Susan - Personnel Analyst/Trainer, Personnel Department,
7. GROH, Lynn
8. GUYTON, Clayton
9. HUIE, Alice
10. KINGSLEY, Elizabeth B. - Personnel Director, Personnel
11. MORALES, Linda
12. NARAHARA, Joan
13. ORTIZ, Arturo
14. POZOS, Loretta Gonzales
15. QUICK, Kate
16. QUINTERO, Laurence
17. WESTMORELAND, Jon, Sgt - Alameda Police Department
18. WONG, Edmond

ATTACHMENT TO MINUTES

**CURRENT
MAYOR'S COMMITTEE
ON
ETHNIC & CULTURAL DIVERSITY
WEDNESDAY, APRIL 29, 1992
ALAMEDA HOSPITAL, 2070 CLINTON AVENUE
7:30 P.M.**

1. Rodger Allen
2. Charito Benipayo
3. Natalie Faye
4. Jolen Flores
5. Susan Freeman
6. Robert Glover
7. Lynn Groh
8. Alice Huie
9. Elizabeth B. Kingsley
10. Fred Leitz
11. Joan Narahara
12. Lee Perez
13. Kate Quick
14. Lucille E. Rodriguez
15. Phyllis Walker
16. Laurente Quintero
17. Edmond Wong
18. Chester Young

Narrative Healing Among Victims of Violence: The Impact of the Greensboro Truth and Reconciliation Commission

David K. Androff

Narrative interventions have been increasingly incorporated into social practice and applied to victims of violence. Truth and Reconciliation Commissions (TRCs) are interventions that seek to provide victims of violence with opportunities for healing and validation through a narrative process. In a qualitative study of the first TRC in the United States, the Greensboro TRC (GTRC) in Greensboro, NC, this research investigated the impact of giving testimony to the GTRC on the victims of a 1979 incident of racial violence. Most victims ($N = 17$) reported positive healing and validating experiences from their participation in the intervention. This study provides support for the healing assumption embedded in TRC processes and discusses implications for narrative interventions with victims.

IMPLICATIONS FOR PRACTICE

- Articulating trauma can benefit victims of violence.
- TRCs can provide victims of violence a structured and safe space to share their stories with a respectful audience and facilitate cathartic healing and public validation of their traumas.

Narrative interventions such as group and family therapy have been increasingly incorporated into social work practice, and have also been applied to victims of violence. The Greensboro Truth and Reconciliation Commission (GTRC) was a narrative-based community intervention responding to ongoing issues stemming from a 1979 incident of racial violence. Truth and reconciliation commissions (TRCs) have emerged as a means of addressing human rights abuses and violence around the world, and have many connections to social work practice (Androff, 2010a). TRCs are narrative interventions; it is assumed that they will contribute to the healing of survivors of violence. Victims' testimonies are expected to result in a cathartic release along with a public acknowledgment of their abuses by sympathetic witnesses, thereby benefiting individuals' recovery from violent trauma. Findings from narrative interventions with victims of violence suggest that there is a benefit to telling one's story to a supportive audience; however, questions remain as to whether victims' testimonials before a TRC leads to healing.

In a study of the first TRC in the United States, this qualitative research sought to understand if giving testimony to the GTRC led to experiences with healing and validation among victims. This article presents a brief historical background, and then reviews narrative approaches in social work practice and narrative interven-

tions for victims of violence. TRC intervention is presented, and its narrative focus in South Africa is discussed. After summarizing the findings, implications for narrative interventions with victims of violence are presented. This study is relevant to social workers practicing in group and community settings, restorative justice interventions, and victim support services. This study can be applied to social work practitioners seeking to use narrative approaches with victims of violent crime, hate crimes and incidents of racial intolerance, and victims of human rights abuses and political repression, such as refugees.

Historical Background

On November 3, 1979, Ku Klux Klan and American Nazi Party members fired into a racially mixed group of labor union activists during a demonstration in Greensboro, NC. After 88 seconds of gunfire, five demonstrators were killed and 10 were injured in what became known as the Greensboro Massacre. After the attack, city authorities clamped down on subsequent protests and the police harassed the victims; some were arrested and others surveilled. Under pressure from the city, the local media distorted their coverage and framed the incident as an equal shootout between two radical fringe groups, rather than a one-sided attack. The victims, members of the Workers Viewpoint Organization (WVO) with connections to the Communist Workers Party (CWP), were portrayed as dangerous communist agitators—outsiders without community ties. The perpetrators were prosecuted in two criminal trials; however, the district attorney wasn't supportive of the victims, equating them to the North Vietnamese Army. Although the attack was videotaped in broad daylight, all-White juries acquitted the perpetrators in both trials.

Continuing to work for justice and to expose their story, the victims won a federal civil suit in 1985 against the

perpetrators and the Greensboro Police Department for the wrongful death of one of the victims. In 1999, local community organizations influenced by the success of the South Africa TRC partnered with NGO consultants and philanthropic groups to organize a reinvestigation of the Greensboro Massacre. In 2004 the GTRC was launched to examine the causes and consequences of the violence. The GTRC's investigation included approximately 200 statements from victims, perpetrators, and community members. The GTRC held three public hearings—one on the events leading up to November 3, 1979; one on the events of that day; and one on the consequences of the violence. In 2006, the GTRC released a comprehensive final report of their findings.

Narrative Therapy, Social Work Practice, and TRCs

Narrative Interventions in Social Work Practice

Narrative therapy is grounded in feminist and social constructionist theory, research, and practice (Béres & Nichols, 2010; Freeman & Couchonnal, 2006; Jones, 2004; Kelley, Blankenburg, & McRoberts, 2002). Interchangeable with the term "story," *narrative* refers to how people (authors) construct identities and meaning that they ascribe to events, experiences, and the world around them. Pioneered by White and Epston (1990), narrative therapy has been increasingly applied to many aspects of social work practice, primarily group and family therapy. Narrative therapy attends to the meanings people attribute to life events, their self concept, and identity. The primary narrative practice principle is listening and acknowledging people's stories; another is respecting clients as the authors and experts of their lives. Related concepts are clients' rights to define their lives and problems, identifying and challenging oppression, reconstructing meanings, and transforming clients' narratives toward new possibilities. Narrative therapy principles have been applied to support self-healing and recovery among clients through increasing their understanding and empowerment.

Narrative therapy is especially suited to group formats where members present themselves on their own terms, sharing personal testimonials and experiencing relief and acceptance as a supportive audience listens, bears witness, and provides validation (Dean, 1998; Jones, 2004). Researchers have identified narrative therapy principles as being consistent with social work values and emphasizing empowerment and strengths-based approaches (Freeman & Couchonnal, 2006). Although empirical evidence supporting the effectiveness of narrative interventions is still growing, narrative approaches have been successfully demonstrated in many populations such as families with parental-child conflict (Besa, 1994) female adolescent offenders (Kelley, Blankenburg, & McRoberts, 2002), men who have used abusive behaviors (Béres & Nichols,

2010), clients with diverse backgrounds (Freeman & Couchonnal, 2006), people facing adverse life events such as bereavement (Angell, Dennis, & Dumain, 1998), and self-help (Dean, 1998) and support groups (Jones, 2004).

Narrative Interventions With Victims of Violence

Narrative therapy with victims of violence promotes recovery from trauma (Herman, 1997). Psychological trauma, while complex, entails disempowerment and disconnection from others (Herman, 1997). Narrative therapy has been applied to social work practice with survivors of male violence, where victims' previously silenced voices are authenticated by radical listening, abuses are validated by bearing witness, and performing stories before supportive audiences legitimates authentication and validation (Wood & Roche, 2001).

The ability of narrative interventions to address and resolve the traumatic legacy of violence is unknown, and research on narrative applications with victims is underdeveloped. Theoretical frameworks of trauma and recovery have been developed that posit narrative interventions as being able to repair and reintegrate traumatic experiences into the victims' autobiography, sense of self, and identity (Crossley, 2000; Neimeyer & Stewart, 1996). Although these models do not have broad empirical support, some research demonstrates that victims' ability to articulate their trauma is correlated to better coping and recovery (Beaudreau, 2007; Tuval-Mashiach et al., 2004), and case examples of successful narrative interventions with traumatized victims of violent assaults have been presented (Neimeyer & Stewart, 1996).

Narrative interventions for victims of violent trauma have been found to have some therapeutic value across a range of traumas (e.g., genocide, torture, political repression) in a variety of international settings, including South America, Africa, and the Balkans (Cienfuegos & Monelli 1983; Neuner, Schauer, Roth, & Elbert, 2002). Cienfuegos and Monelli (1983) first applied narrative principles to the treatment of traumatized victims. In their psychotherapeutic treatment of victims of Chile's violent persecution in the 1970s, they used the testimony of political prisoners and torture victims as a therapeutic tool to facilitate recovery from trauma. Victims' testimonies of abuse led to the individuals' cathartic benefits of verbalization and elaboration. This "testimony therapy" led to the relief of symptoms of anxiety and depression (Cienfuegos & Monelli, 1983). Testimonies channeled victims' suffering into socially constructive action, contributing to historical memory by documenting the suffering caused by violent political repression. A key feature of testimony therapy is the submission of the testimony to oral archives and human rights documentation projects. Weine, Kulenovic, Pavkovic, and Gibbons (1998) found reduced trauma symptoms when treating Bosnian refugees with testimony therapy. Peltzer (1999) successfully applied testimony therapy with Malawi and Ugandan torture survivors.

Building on testimony therapy, Neuner, Schauer, Roth, and Elbert (2002) developed narrative exposure therapy (NET) for use with refugees who are victims of human rights abuses. NET also blends a narrative process with political advocacy by documenting abuse and making submissions to human rights organizations. NET has shown a reduction of posttraumatic stress disorder symptoms in Kosovar, Ugandan, Rwandan, and Somali refugees (Neuner, Schauer, Roth, & Elbert, 2002; Neuner, Schauer, Klaschik, Karunakara, & Elbert, 2004; Neuner et al., 2008). Malpede (1999), writing about Chilean testimonies of surviving human rights abuses, notes that the public presentation of testimonials or a “theater of witness” can transform private traumas into public recognition and validation through empathic and compassionate listening. Tedeschi (1999) maintains that bearing witness to trauma narratives can facilitate posttraumatic growth, even decades after the trauma. Through telling their story, victims can be transformed into survivors, and by bearing witness society can be transformed as well.

TRCs as Narrative Interventions

TRCs are institutional investigations into human rights abuses and consult with victims, perpetrators, and community members in public forums that encourage dialogue and reconciliation between formerly antagonistic groups (Androff, 2010a, 2010b). TRCs have a fundamental narrative aspect; testimony from public hearings and statements given in person are analyzed with the findings from the investigation and presented as a macro-historical record in the hope that engaging with the past will assist social recovery. Based on restorative justice, TRCs are victim-oriented processes that seek to unearth previously silenced stories of victims and facilitate sharing their experiences in a supportive environment.

A core assumption is that TRCs contribute to the healing of survivors of violence. Similar to testimony therapy, victims’ testimony is expected to result in a cathartic release along with a public acknowledgment of their abuses by sympathetic witnesses that will have a positive effect upon individuals’ recovery from violent trauma (Minow, 1998). The cathartic release is viewed as positive emotional self-exposure that may provide relief from symptoms of stress, anxiety, and trauma. Public validation is an important aspect of a victim’s participation in TRCs; often a significant part of their suffering has been the continued official denial to acknowledge the injustice. The opportunity to tell their stories in a formal, public way that is reported, recorded, and reviewed is expected to be beneficial to victims (Sacco & Hoffman, 2004).

The South Africa TRC used the slogan “revealing is healing” to present TRC as a therapeutic process for addressing individual and collective traumas from the state policy of apartheid. This TRC did contribute to healing and validation, as the narrative approach facilitated victims’

structured storytelling and aided victims in breaking the destructive culture of silence (Allan & Allan, 2000; Hamber, 1998; Hamber, Nageng, & O’Malley, 2000). Through legitimizing suffering and the public expression of emotion in a safe space, many victims benefitted psychologically and experienced cathartic releases (Hamber, 1998). One participant, who was blinded when shot in the face by police, described the experience of testifying before the TRC as being akin to regaining his sight (Hamber, Nageng, & O’Malley, 2000).

Despite these positive reports, some participants reported negative experiences and were disappointed by the South Africa TRC (Hamber, Nageng, & O’Malley, 2000). Frustrations with the shortcomings of the TRC have been explained as reactions to the perceived injustice of granting amnesty to perpetrators and the failure to provide reparations to victims (Hamber, 1998). Kaminer, Stein, Mbanga, and Zungu-Dirwayi (2001) found no relationship between testifying at the TRC and reduced psychiatric symptoms; they suggest that while insufficient by itself to achieve healing, it may have begun a process of healing. Although TRCs may have psychological and emotional benefits, storytelling and testifying is not therapy and may not directly result in healing. Testifying before an audience lacks the privacy, intimacy, and support of the therapeutic relationship. De Ridder (1997) found that despite the short-term positive effects, some victims experienced distress in the longer term following their testimony, adding to the concern that inadequate mental health services exist for victims (Hamber, 1998).

The GTRC operated in a different context than the South Africa TRC; there was no amnesty or expectation of reparation and the length of time elapsed since the violence presented a low risk of distress from testifying. The victims of the Greensboro Massacre had 25 years to process the events of November 3, seek therapeutic services, and engage in their own natural recovery journeys. The GTRC did make efforts to be sensitive to the trauma of victims, setting aside five empty chairs at every public hearing with a rose on each one to commemorate the five killed and holding a moment of silence in honor of the victims at the start of each hearing. The research question guiding the present study asks what impact giving a statement or testifying before a public hearing at the GTRC had upon the victims of the Greensboro Massacre, and how this intervention may have contributed to their healing from trauma.

Methodology

Research Design and Data Collection

An exploratory qualitative research design was used to understand the experiences of the victims of the Greensboro Massacre who participated in the GTRC ($n = 17$). As no research has studied this population, a qualitative

research design permitted an exploration of victims' experiences. Open-ended, in-depth interviews were conducted for data collection, averaging about two hours. Interviews were recorded, transcribed, and analyzed in ATLAS.ti® software.

An open-ended interview guide addressed questions on the impact of respondents' participation in the GTRC upon their overall well-being, as well as basic demographic information related to their socioeconomic status (occupation and education). To assess the negative consequences of the violence, respondents were asked about the effects of the violence on their lives in 1979 and over the 25 years prior to the GTRC. Special attention was paid to how the passage of time may have affected respondents' experiences with the GTRC. The majority of questions asked respondents about their experiences with giving a statement, testifying, and telling their story to the GTRC. Specific questions were asked about experiencing catharsis from their participation and receiving validation from the GTRC, as these are the main assumptions of how TRCs promote healing among victims. The questions on healing and validation asked about the respondents' recovery from the effects of the violence, being able to express negative feelings, being able to grieve, feeling like they were listened to, and being able to "move on." Respondents were also asked if and how the structure of the GTRC facilitated any such experiences with healing. The interviews allowed respondents to express both positive and negative experiences, as well as anything they felt was relevant to these topics.

Sample

A purposive sampling strategy identified 17 victims of the Greensboro Massacre who also participated in the GTRC intervention. Although most of those affected by the 1979 violence were involved with the GTRC, not all victims of the 1979 violence choose to participate; interviewing these people was beyond the scope of this study. Many participants in the GTRC were not victims of the violence, including perpetrators and community members; however, they also were not included in the sample. To understand the impact of the GTRC best, the sample was limited to the population affected by the violence and those who participated in the intervention. *Victims* refers to the survivors of the Greensboro Massacre, including those shot and stabbed, widows and children of those killed, and others present who witnessed the violence and could have been injured. Victims participated in the GTRC by giving personal statements in private interviews to a GTRC staff interviewer or through delivering testimony at a public hearing before the commissioners and audience.

The sample falls into two age groups: the 14 members of the WVO that were in their 20s and 30s at the time of the 1979 demonstration and are now in their 50s and

60s, and three members of the second generation, the victims' children who were either very young or not yet born in 1979 (the oldest was 9), and now are in their 20s and 30s. Nine of the respondents were female, and eight were male. Thirteen respondents identified as White (four identified as Jewish), and four respondents identified as African American. The racial groups were equal along gender lines (both African American and Jewish groups were evenly male-female). The respondents are highly educated; most had been to college, and 12 hold graduate degrees. Three had completed only high school; two held bachelor's degrees, five held master's degrees, two had earned medical degrees, and five were PhDs. All were employed.

Findings

Effects of the Violence On the Victims

Many people cried when talking about the events of November 3 and its impact on their life. The respondents described being severely traumatized and debilitated at the time, as well as for most of the first decade afterward. Understandably, the violence, its aftermath, and the loss of family and friends had a dramatic negative impact upon the survivors. Respondents (B, H, O) described the trauma as "the worst thing that ever happened," "huge," "deep," "the most traumatic event of my life," and "a terrible disaster." Their (E, G, M) reactions to the trauma included, "It was an emotional avalanche," "I was lost," "It felt like half my body was blown away," "Life wasn't worth living," and "devastating." Most respondents felt survivor's guilt, and talked about how they could have easily died instead of their friends and family.

Vilified in the press, harassed by the authorities, and ostracized from the community, they experienced extreme social isolation and were very paranoid about further violence. Most everyone feared for their lives in the immediate aftermath; G and H described sleeping with guns under their pillows for a year after the attack for self protection, and many of them brought guns to the funeral march. L described the paranoia, saying "I didn't expect to live through the year" and stated the biggest change over time as "I don't go around thinking someone's going to kill me anymore." A member of the second generation (A) shared how the trauma was vicariously transmitted intergenerationally and impacted her as a child. She feared her family trips to Greensboro, where, based on the stories she'd overheard of November 3, she thought her family would be shot and killed in the streets.

Although one respondent reported still having nightmares, usually respondents described coming to terms with the pain and trauma over the years, slowly getting better, and eventually getting on with their lives. Many people were able to integrate what had happened into their lives. F dealt with the trauma through therapy,

where the events of November 3 were overshadowed by issues of family dysfunction in his childhood. He resolved his involvement in the CWP as part of a rebellion against authority, society, and his family. In fact, half of the former CWP members expressed a sense that they were in some ways naïve in 1979 ("we were so young then") and that with time and age, they have matured. Thirteen respondents indicated that their occupations or volunteer work served as mechanisms for them to deal with the tragedy by giving them the opportunity to continue the legacy of the victims that had been killed.

Difficult Emotions Arising From Testifying

Despite the time elapsed, respondents described fearful reactions to the prospect of participating. These included increased anxiety, "I was definitely nervous about it and as it got closer I was more nervous about it then I'd thought I would be," and "I was very nervous ahead of time, and I had problems sleeping for quite a while leading up to [the public hearings]" (I, N). Often these fears centered on how their statements would be perceived or distorted, and essentially having to trust the GTRC process, "Just the idea of speaking in front of all...these commissioners who were going to decide what the truth was...seemed relatively definitive" (O). Respondent I said,

I had to be so careful how I said things because I didn't want to be misrepresented....I wasn't sure what the reaction would be from the public...if it was negative there was a fear in me, sort of like "Do I want to be tied into this thing if there really is a backlash to it, if people really respond negatively to it?"

Six respondents expressed how difficult it was for them to participate in the GTRC, and described having strong emotional reactions, such as "I shook and cried through it," and "I talked through tears the entire time" (A). Descriptions of the emotional reactions to participating in the GTRC ranged from "The interviews were very intense," and "It was very heavy, a very heavy experience," or "It was very, very powerful," to indicators of the emotional impact upon other respondents, "Almost all the survivors, when they testified, cried or at least teared up," and "People were crying right and left, people I've never heard cry" (G, O, N).

Positive and Cathartic Healing Experiences

Although some reported experiencing anxiety prior to testifying and difficult emotions as a result of their testimony, most respondents stated that testifying was a "wonderful" and "positive" experience (N, L). Respondent J said, "It was very wonderful to be able to talk about something...so traumatic." Respondents' positive feelings were derived from satisfaction with their testimony, "When I was done I felt like I had said what I wanted to say" (I). J stated,

It was great to be there; I loved it. I loved it. It was long, it was all day but not for one second did I ever get bored, I loved it, I loved listening to these stories. If I could do it for another three hearings, I would do it again. I loved it, I loved it.

Respondents stressed how their participation enabled greater comprehension of their role in the events, "It was very educational and empowering for me" (E). This respondent felt that his testimony helped to reflect on the past, "to connect with that day and understand, and think about things." Some felt that giving a statement facilitated gaining insight, "I felt it actually produced some insight in me, as far as what my own motivation was and what had happened," and "In the course of preparing [my statement], I understood better what it was that had happened back then. I mean it really increased my understanding" (O). Through her testimony, A gained valuable perspective on how the trauma had vicariously affected her own life, resulting in a significant shift in her life goals. Prior to the GTRC respondent A had been planning to attend medical school, motivated by a sense of needing to replace one of the victims (a doctor) that was killed—substituting her own life for his. After her testimony, A described being "freed" or "relieved" from that obligation, having "made peace" with November 3 by dealing with the emotional and psychological issues that were affecting her in unconscious ways. Her motivation to become a doctor became conscious through her participation in the GTRC, and she was freed to pursue her future on her own terms and work towards a goal that she determined herself.

Several people described having a cathartic healing experience when giving their statement or testifying before a public hearing, "It was a kind of catharsis for me, which I had not had the opportunity to have before." These experiences were described as "a tremendous benefit," "very cathartic," "very good," "really, really good," "wonderful," "very helpful," and "personally healing" (C, J, M). Respondent G revealed that, "It's been helpful to me, as someone who was personally affected by the deaths of my friends and colleagues." Respondents described the process of "having to write about it and think about it and talk about it and listen to other people with different views" as helping to "release a lot of anger and pent up frustration."

Twelve respondents described the cathartic release as coming from expressing feelings ("[If] you're able to get this anger out, to talk about it, that's helpful. I think [testifying] promotes this kind of healing"), and telling stories ("Any time somebody tells their story, it's healing and it was extremely personally healing") (G, J). Respondent O talked about the emotional benefits of giving a statement to the GTRC,

For me that was an epiphany....It really just jumped out of me, and as I was writing it, I realized and I

wrote it down, and when I read it, I really choked up at this point. It was like, wow, it was deep...it was very profound. I didn't expect that at all.

The opportunity to talk and share their experiences was clearly helpful: "Talking about it makes it better" and "You're able to express yourself and your feelings, that's helpful" (G). Respondent I described "being able...to speak to your own truth in a way that feels very honest and open, but also acknowledged." Many respondents discussed the benefit of "being able to find a voice and to have that voice heard, I think that's part of the healing process" (I). This respondent added, "Real healing can come from being able to tell your story honestly and being able to have it heard and then being able to have that [story] combined with others." For some, it was their first chance to share their story, "That was the first time that I felt comfortable saying [my story] in a public setting, to confessing the pain and the suffering" (C).

A few described theapeutic benefits of their testifying, "I look at giving the testimony a lot like a counseling session where I was able to let out a lot of trauma that I had taken on," and "It's not as direct as sitting down with a psychologist...but it's probably better" (A, G). Testifying allowed respondents to deal with their feelings, as respondent A described that, prior to the public hearing, "I didn't actually deal with any of the emotions that were going to come up." Testifying facilitated this process, "It was emotional and from the first sentence there's a bubbling up of feelings I hadn't dealt with consciously." Respondent I said that testifying allowed them to "let the feelings of [trauma] be less immediate, be less intense and near the surface." The rapeutic benefit of testifying was also described by C as "I was able to be human in telling my story," and "it was the first time I talked about how [the shooting] had damaged the relationship with my children."

Respondent I described experiencing a new sense of freedom after testifying, "[It was] very healing, [I] felt very liberated in a way I hadn't anticipated." This related to being freed from their own history, "acknowledging the things that have made me the way I am, that have shaped my life and those close to me while at the same time, not letting that blindly drive us" and "it's a releasing sort of thing. You're not bound by this history anymore."

Public Validation From the GTRC

Respondents expressed that their statements and testimonies were received in a positive manner, "It was wonderful to see [the commissioners] absorbing [my statement] and really taking it seriously" (M). In general, they felt that the commissioners and interviewers were "very eager, I felt, to hear about my experience." Many respondents reported feeling validated by their experiences giving statements and testifying at the GTRC. Validation included feeling

listened to and publicly acknowledged, "I really appreciated being acknowledged and being validated," and "it's about being validated or being expressed through the Commission, not just through another voice" (E). This public validation contributed to their healing for I,

The chance to be able to say "This is what happened to me" in a very open and honest way is something powerful for me. To be part of people wanting to hear that too, outside of our little circle, to have other people say "No this is important, this is valuable," I think is a way to sort of let the hurt or anxiety or shame of the past sort of lose its significance.

This validation stemmed from the respondents' feelings that they were treated much better by the GTRC than they had been by the media, in the trials, and by "incredibly hostile audiences in Greensboro" (M). One respondent said testifying was "very different than a lot of the interviews that we've been subjected to," while another praised the GTRC for treating victims with sensitivity and respect, "It wasn't at all like the treatment we'd gotten from the press...in the slightest" (N, O). It was a new experience for victims to tell their story "publicly to a judging audience that was in Greensboro that was not hostile" (M). H explained how "people who've been disfranchised and ignored need a voice and need an opportunity to be heard." This is a fundamental contribution that TRCs can make, providing "an opportunity for [the victims]...to have their voices heard in a situation where they are listened to as rational human beings and not just dismissed [and not] demonized" (H). The main difference between their previous interviews and the GTRC was that the GTRC "was a victim-oriented kind of a process" (O).

The way that interviewers and commissioners asked questions was important to people as it was how "I could tell they were listening...because they did ask the right questions." M described feeling validated by the questioning at a public hearing when "[a commissioner asked] at the end, 'What do you think would have happened if [the police informant in the KKK] had not been in the picture?' And I said, 'Ding!' He got it." Another person appreciated the interviewer, who "asked a lot of great questions. It ended up just being a great conversation" (I).

Seven respondents felt especially supported by the GTRC and the audience, "[I] was treated with respect and listened to by many people...with respect and interest and compassion" (C). Many people described "being listened to deeply," or "feeling heard in a very deep way," and feeling that "people were listening respectfully" (C, I). C explained, "One of the most healing things is to be able to discuss your woundedness and your injuries and be listened to with respect." Testifying was also a way for some to connect with others, "being able to share that, I

think is very powerful and contributes to the sense of not being alone with this information...and being part of a broader community" (I).

The presence of an audience was special, "It was the first time that I told my story in the city where it all happened, where I spent a good part of my adult life," as was the size of the audience. Having an audience of "not just one person listening to me, but a crowd," of "a couple hundred people" made a significant impact upon respondents (C, A). The impact of having a respectful audience contributed to this healing, and "was pretty profound." Some respondents even received "a standing ovation." The feelings of healing extended beyond the immediate audience, to supportive communities around the world ("a bell rang in South Africa and there was a moment of silence, those things are very, very, very powerful healing"), and to audiences in the future ("the people who are going to read [the statements], the people who are going to go back and look at the report or look at the files") (J, I). Similarly, people were moved to be a part of the larger process, "of something big," "of that process, is really just an amazing feeling" (I).

Negative experiences testifying and statement-giving. Although most respondents reported positive experiences with the GTRC, two described problems with their participation that limited their experiences with healing and validation. At a public hearing respondent K was forced to end his testimonial "abruptly" when "they cut me off...they gave me 30 minutes but then they cut my time and there's some things I had to leave out." This was the result of a scheduling problem, "they ended up running late," but had a negative impact as the respondent was not able to share the consequences of the violence upon his life, "It sort of threw me off. I wanted to get more stuff out and I had some other things I wanted to say personally that I didn't get to say."

Respondent F was not impressed with the "naïve" and "starry-eyed" interviewer to whom he gave his statement. He was troubled with the "too nice" and emotive interview, felt that this attitude of "Oh, you poor thing, you've suffered so much" was not only misdirected—"I was beyond that"—but also prevented the interview from reaching for new truths, "[The interviewer] didn't ask penetrating questions." This overly sympathetic pose disappointed the respondent, "[The interviewer] was reacting as if it was last week or yesterday or something and it was just way too sentimental." Therefore the experience of giving a statement did not result in a cathartic release, "Just telling the story one more time to a different group of people, nice people, sympathetic people, didn't really do anything one way or another for me." This ultimately resulted in a less satisfying interview experience, "I just don't remember us getting to anything that I hadn't thought before or that was particularly profound."

Discussion and Implications

These findings provide support for a key assumption of TRCs, that by giving victims a structured and safe space in which to relate their stories to a respectful audience, victims can have cathartic healing experiences. Most of the respondents reported beneficial experiences in the main way that TRCs are thought to facilitate healing (Androff, 2010a, 2010b; Minow, 1998; Sacco & Hoffman, 2004). These experiences included catharsis and release of negative emotions, greater insight and understanding, and a sense of freedom. The public acknowledgment of their suffering, the respectful listening and thoughtful questioning, and the presence of a supportive audience were identified as positive aspects of the GTRC structure that resulted in validation. The community's reception of the victims' testimony to the GTRC was the antithesis of the harassment and paranoia that the traumatized victims experienced after the Greensboro Massacre. While this was the major accomplishment of the GTRC, it is likely that the significant passage of time since the violence was also instrumental to the victims' recovery. Yet the positive response from respondents indicates that even decades after violence, narrative interventions can be successfully applied to the ongoing needs of victims. Social workers can contribute their practice expertise and professional values to TRCs and other interventions responding to community violence (Androff, 2010a). Community practitioners can use similar restorative justice mechanisms to attend to the social harm resulting from racism and race-based violence, and to promote inclusivity and dialogue.

This study confirms the view that TRCs can assist victims in their recovery from traumatic violence; however, despite the 15 respondents that had the intended positive experience, two respondents did not. Clearly, problems of time management and staff failed to provide these two victims with the same opportunities for healing that the others experienced. Although the difficulties these two respondents had appear related to the implementation of the intervention rather than with the narrative aspect of intervention itself, it should be acknowledged that not all victims may benefit from such a process. A major implication is that future TRCs should provide all victims with the same amount of time to fully and satisfactorily share their story. Social workers can facilitate interviews and elicit narratives from victims of violence to prevent the problem of a bad interview experience. Given the anxiety and fear experienced by some respondents prior to their participation in the GTRC, future TRCs should attend to the mental health needs of victims prior to their participation: social workers can provide psychological briefing and coaching on what to expect. Consistent with previous studies of participants of the South Africa TRC, testifying about traumatic violence was shown to raise difficult

emotions and can produce distress among victims (De Ridder, 1997; Hamber, 1998). Future TRCs can address this by making therapeutic and supportive services available; social workers can play a vital role in TRCs by addressing these mental health needs of victims.

That the respondents reported cathartic and healing benefits from telling their story to the GTRC is consistent with previous research on narrative interventions with victims of violence and persecution (Cienfuegos & Monelli 1983; Malpede, 1999; Neimeyer & Stewart, 1996; Neuner, Schauer, Elbert, & Roth, 2002; Neuner et al., 2004; Neuner et al., 2008; Peltzer, 1999; Weine et al., 1998; Wood & Roche, 2001). This research builds upon the idea that articulating trauma can have benefits for victims. Similar to other narrative interventions with victims of human rights abuses, the GTRC provided victims with the benefits of a narrative process and the documentation of their abuses which have become part of the historical record.

As a qualitative exploratory study, this research has limitations. Like previous research, this study cannot offer more than preliminary support for this narrative intervention. Victims' experiences are likely to vary across TRCs; with the small sample and specific context, the findings cannot be generalized to all victims of violence. Future research can strengthen investigations into the efficacy of narrative interventions for victims of violence through pre- and posttests of victims' well-being, standardized psychological instruments, and longer term follow up. Future studies should also attend to narrative issues of victims' identity and the reintegration of traumatic narratives into victims' autobiographies to verify theoretical constructs of narrative recovery from trauma.

The GTRC was located in a specific social and historical context, where the city administration and the court system failed to meet the needs of the victims. However, where official mechanisms failed, a narrative-based community approach succeeded. The GTRC, as a victim-centered, restorative justice intervention, combined micro and macro perspectives through narrative practice in a way that was valuable to victims. Respecting victims through listening and validation are consistent with social work values of self-determination, empowerment, and the strengths-based perspective. Social work interventions with victims of violence should consider narrative processes to facilitate healing and validation among this population. Social workers can contribute to TRCs by lending their expertise in interviewing and delivering follow up mental health services. In group and individual practice settings, social workers can engage victims of violence through narrative approaches that include respectful listening and respecting victims as the experts of their lives and experiences. The incorporation of narrative approaches into community interventions can assist victims when governmental and judicial systems fail. Such approaches can be transformative for victims,

and through the telling of their stories, be transformative for society as well.

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INTELLECTUAL CAPITAL
DIVISION

Save the date! June 2012

After five years of major initiatives and a \$2.6 million investment by The Atlantic Philanthropies Foundation, the New Age of Aging program of the Alliance for Children and Families will host a national forum releasing its significant findings, successes, and discoveries. This 2-day event will feature program mentors and mentees, and a special keynote from a national aging expert. Plus, get a first glimpse at New Age of Aging 2.0! For more information, visit <http://newageofaging.org>

about new age of aging

This groundbreaking program seeks to provide a comprehensive response to the dramatic demographic change associated with the 70 million American adults who will reach age 65 by 2029. Major activities include capacity building at Alliance member organizations, making positive impact on older adults' lives, and creating systems within the Alliance that support members in serving older adults.

From: [Shelby Radich](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Item 6-A — Policing & Racial Equity
Date: Tuesday, March 16, 2021 7:36:39 PM

To whom it may concern,

Mental health crises, substance abuse and homelessness-related crises do not need to have police involved. Mental health emergencies need to be handled by mental health professionals, not by the police department. We want Alameda to explore a model like CAHOOTS (Crisis Assistance Helping Out On the Streets) which has recently been adopted in Petaluma, Santa Rosa and Rohnert Park. We ask City Council to direct staff to begin the process of creating a CAHOOTS style mental health response team.

Mental health emergencies need to be handled by people professionally equipped to navigate a mental health crisis, not the police department. Please start the process of building a mental health crisis response team in the City of Alameda.

Thank you,
Shelby Radich
Alameda Resident

From: sundra@solovaylaw.com
To: [City Clerk](#)
Subject: [EXTERNAL] Public Comment
Date: Tuesday, March 16, 2021 6:16:14 PM

Thank you for taking issues of reform seriously and for being proactive.

I fully support Alameda having a non-police mental health response team staffed by mental health professionals. Mental health emergencies need to be handled by people professionally equipped to navigate a mental health crisis, not the police department. Creating a separate mental health response team would free police resources and staff to do what they are professionally trained to do: prevent, investigate and solve crimes.

This is an important equity and social justice issue. Alameda has the potential to be a real leader here and to create a safer environment for people with and without disabilities by doing so.

Thank you for your work on this topic.

Sondra S.

From: [Sylvia Gibson](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Comment on 6A Policing and Racial Equity
Date: Tuesday, March 16, 2021 6:15:29 PM

Dear City Council Members,

I completely support all of the recommendations made by the police reform and social equity committee and commend them for their hard work. Personally, I'd support a movement to abolish APD altogether and build a new force of community based Peace and Justice officers

Sincerely,

Sylvia Gibson
Alameda resident and teacher at Island High School

From: [gaylon.parsons](#)
To: [City Clerk](#)
Cc: [John Knox White](#); [Malia Vella](#); [Marilyn Ezzy Ashcraft](#); [Tony Daysog](#); [Trish Spencer](#)
Subject: [EXTERNAL] Item 6-A, 3/16 council meeting police subcommittees recommendations
Date: Tuesday, March 16, 2021 6:05:52 PM

Dear mayor and city council members,

I am writing to encourage you to accept the report from the community-led police reform subcommittees. This summer's reckoning with our past and with the issues with police culture broadly and here in Alameda is not over. It will not simply go away, and for that I thank the steering committee in particular. These leaders and the committee members deserve to have their hard work honored. I encourage you as a matter of simple process to accept the reports.

Further, I encourage you to prioritize implementing recommendations regarding a social media strategy and guidance and recommendations regarding a citizen oversight committee. Frankly, I would prefer that committee to be called a community oversight committee and to explicitly welcome our undocumented neighbors - but regardless the committee should be implemented and funded.

And, please, follow through on the tank - either get rid of it or share your math/thinking with the community if getting rid of it doesn't make financial sense.

With appreciation for your work,
Gaylon

--
Gaylon Parsons

From: [Jeffreylewis](#)
To: [City Clerk](#)
Subject: [EXTERNAL] 3/17/21 City Council Meeting - agenda item 6-A
Date: Tuesday, March 16, 2021 5:19:55 PM

As a resident of Alameda, I urge you to begin work on implementation of the set of suggestions that the committee on police reform and racial equity has provided. This reform will be a long process but I feel that the committee has created a good framework for how to move forward.

I support unbundling services currently performed by police. Armed police are usually not the best people to respond in the situations they are called into. The deployment of mental health and social services professionals is more appropriate in most cases. The establishment of teams and procedures that can handle the range of needs that residents of Alameda have will be a long process and a lot of work, but it will result in a more just and happier society and is work that is well worth doing.

Our laws and policies that have criminalized survival should be reformed such that we focus on helping those who are suffering in our society rather than using force to further punish them.

As police have conclusively proven unwilling to hold one another accountable, we also need to empower residents to hold police accountable. I would like to see the immediate active purging of police who have engaged in racist actions such as assault and detainment of people based on race and police who have associated with or shown approval for violent hate groups such as the militias, Proud Boys, etc. I would like to see the establishment of oversight committees that are empowered to take meaningful actions in cases of police misconduct.

I know that there is a lot of work to do and I thank the city council and the volunteer committees for the work that they have done.

Jeff Lewis
Alameda (West End)

Sent with [ProtonMail](#) Secure Email.

From: [Debra Mendoza](#)
To: [City Clerk](#)
Subject: [EXTERNAL] public comment for item 6(A) policing and racial equity task force from Debra Mendoza
Date: Tuesday, March 16, 2021 5:15:51 PM

Greetings Mayor Ezzy Ashcraft, City Council Members Herrera-Spencer, Knox White, Daysog, Vella and Fellow Community members,

I come before you this evening, not only as a resident of Alameda, but as a member of the Task Force on Policing and Racial Equity. Thank you for this opportunity to serve my community, it has been an honor.

Thank you for the consideration of our reports and recommendations. Councilmembers, you have the power to take action this evening to continue this work, which I implore you to do.

I grew up putting blind faith in the police, and from my limited personal experience growing up in the Midwest, they hadn't done anything wrong, and definitely not to me. Actually, when I got pulled over for drunk driving on my college campus, they let me go and allowed me to walk home.

Twenty years ago, I moved to Alameda from Oakland because I wanted to raise my family in a community where they would be "safe", which for me meant good schools, parks, swimming pools, recreational activities and a "strong" police force.

I became a teacher, then Juvenile Probation Officer, because I wanted to "help" kids. Ten years in, after learning from the experiences of hundreds of predominantly Black and Latino youth and families who were facing the juvenile justice system, I started to question the system I once so strongly believed in.

What I didn't realize then, is that public safety is not contingent upon the police force, but upon the condition of the community itself. Marginalized communities are also the most under resourced. We are undoubtedly best served as a community when we invest into people, social services, housing, community based programs, health care, treatment, healing, job development, diversion and restorative justice type programs.

We don't need to wait for another tragedy. There's something we can do right now. We don't need another hashtag or lawsuit. We can reduce harm

now. Even for people who don't care or don't want to acknowledge racism exists, unbundling services is more cost-effective and keeps us safer in the long run!

Tonight, you have an opportunity to advance racial justice. In the words of Desmond Tutu, "*If you are neutral in situations of injustice, you have chosen the side of the oppressor*". It's time to pick a side, and it is only through bold structural change that we can build an equitable community. This type of change does not require a ballot measure or increase in taxes. Even the police themselves don't want to respond to mental health calls!

Take action. Direct staff to begin the process to bring a mobile health crisis unit of professionals to respond to mental health, substance abuse and crises related to homelessness, like the CAHOOTS model tonight! Keep the work going, and make Alameda a safer place to live.

Debra (Lewis) Mendoza

Chair of the Unbundling Services Sub Committee of the Policing and Racial Task Force for the City of Alameda, California

March 16, 2021

From: [beth kenny](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Agenda item 6-A city council 3/16/21 tonight
Date: Tuesday, March 16, 2021 4:49:49 PM
Attachments: [City council police reform and racial equity.pdf](#)
[ATT00001.htm](#)
[We sent you safe versions of your files.msg](#)

Mimecast Attachment Protection has deemed this file to be safe, but always exercise caution when opening files.

Dear Mayor and City Council Members

For the past eight months I have had the honor of working on Police Reform and Racial Equity as a member of the Unbundling Services Currently Delivered by the Police subcommittee. The Alamedans who volunteered on the subcommittees and steering committee produce some amazing reports and I ask that you give serious consideration to all the findings and recommendations made in the five subcommittee reports.

I am going to share part of what made this work so personal for me. In my twenties and new to San Francisco, I struggled with complex PTSD and major depression. During this period there were two points where my symptoms got so bad I was placed on a 72-hour hold in a psychiatric hospital, also known as a 5150.

The first time I was 5150'd a mobile mental health crisis team came to my home and asked me about the symptoms I was experiencing and explained to me how they thought I could really benefit from treatment. I agreed and was voluntarily transported to the psychiatric unit of UCSF. When my 72 hour hold was over I was connected with a day treatment program and other services to continue on my path towards health.

A few years later, I had a recurrence of intense symptoms and a concerned friend called the police to do a welfare check. The police arrived at my home with sirens blaring and lights flashing. The moment I opened the door the police officers pushed me into the wall and then threw me down, face first, onto my staircase. When I groaned in pain the officers told me if I did not comply I would be charged with resisting arrest. The officers then put me in restraints and walked me to the car in front of my neighbors and landlord. I was uncertain whether I was being arrested or hospitalized. The officers brought me to the hospital, where I also required treatment for the severe contusions caused by the police. After I was released from that 5150 hold I was unable to return to my job, lost my housing and spent the next couple of years couch surfing, on the streets or in shelters.

When I was 5150'd by the mobile crisis team I felt like a person experiencing a critical medical emergency that could be improved with treatment. By agreeing to be transported for the 5150 hold I was able to actively participate in getting that treatment. When I was 5150'd by the police I felt the way I was treated, the way my neighbors now viewed me, like

a criminal.

It has been nearly twenty years since I was 5150'd by the police and in that time I have managed to carve out a nice life for myself. I became an attorney, then I married an amazing woman, we moved to the beautiful city of Alameda and we had a kid who brings a ton of love and joy to my life, yet I am still dealing with the fallout physically and emotionally. The nature of my mental illness means a recurrence of extreme symptoms is possible. Any time my psychiatric symptoms increase even slightly I have the added fear of being 5150'd by the police knowing that Alameda does not have a mental health crisis response team.

Over the years, I have been advised against disclosing my mental illness by attorneys, job coaches and other people who do not wish me to be subject to the ableist discrimination that is so embedded in our society. However, I feel compelled to expose myself to this discrimination if it there is a chance it can help push the city of Alameda to create a stand alone mental health crisis response team. It's also important for me to speak now for all of the other Alamedans who live with similar fears because they or someone they love are mentally ill.

We need to decide as a society and as a city how we want to treat people with mental illnesses; as criminals or as individuals with a medical condition. Here are some statistics that I would like you to consider.

The Rudderman Foundation found **33% to 50% of all Americans killed by the police have a disability.**

A 2015 Human Rights Watch Report found that there are **three times as many people with mental health conditions in federal and state prisons and jails than there are in state mental hospitals.**

In 2017, the US Department Of Justice, Bureau of Justice Statistics found **37% of state and federal prisoners had been diagnosed by a mental health professional as having a mental health disorder.**

Put another way, America has the highest rate of incarceration and over one third of all prisoners are people with mental illnesses making the prison industry the largest psychiatric institution in our country.

National Institute of Mental Health in 2019 **only 44.8% of individuals with mental illness had received any type of mental health services (including medication) in the prior year.**

In 2019 the CDC reports that there are **two and a half times as many suicides as**

homicides (47,511 suicides, 19,141 homicides).

Alameda Unified School District 2017-2018 Behavioral Health Needs Assessment found 14% of 9th graders and 21% of students at the continuation high school had seriously considered attempting suicide.

A recent CDC report found that **since April 2020 the proportion of children's mental health related Emergency Department visits increased 24% for kids age 5-11 years and 31% for kids age 12-17 years.**

I urge you to stop the criminalization of mental illnesses and ask you to take a step in that direction tonight by directing city staff to begin the process to create a CAHOOTS type response team for mental health crisis calls.

Sincerely,

Beth Kenny

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Sincerely,

Beth Kenny

From: [Jenice A](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Item 6-A March 16
Date: Tuesday, March 16, 2021 4:46:08 PM

Dear City Council,

I'm writing in regards to tonight's item 6-A, the Final Recommendations from the Police Reform and Racial Equity Steering Committee. I'd first like to recognize the many hours of work put in by the Steering Committee and Subcommittee members. I genuinely hope that the City Council fully supports the adoption of recommendations that have the most potential to hold police accountable and reduce their interactions with vulnerable members of our community. Primarily the creation of a Citizen's Police Accountability Board and removing the responsibility for mental health calls from police and putting the response for those calls into the hands of trained, capable, and compassionate professionals. Many other cities have adopted or are in the process of adopting policies of police oversight and creating mental health response units, such as CAHOOTS and MACRO. As I write this I am waiting for Oakland to vote on a MACRO program being implemented within their Fire Department. We don't have the opportunity to be a leader on this issue but we do have the opportunity to be an important regional voice in supporting harm reduction programs such as this.

Our police department works with a significant amount of internal oversight in comparison to other cities which can give the community an appearance of secrecy and the potential for officers to operate with impunity. Impunity which gives problem police the opportunity to stay on the job, move up in rank, or being allowed to work in other cities all too easily. Community oversight would be an important way of holding the people who work in our city accountable and protecting vulnerable neighbors from systemic harm. I further believe that participants in such a Board should be paid for their time, giving a broader range of people the opportunity to participate.

I do have concerns about the recommendations to increase officer staffing and training. Both of which would increase APD's budget needs in the long term. Interim Chief Fenn discussed how expensive increased trainings are, due to program costs and officer overtime. Training for mental health interactions, de-escalation, and implicit bias also aren't proven to reduce violent police interactions so increasing APD's budget for more training isn't a guarantee that it would reduce harm in our community. How does any situation involving police have the potential for de-escalation when they show up armed and geared for a violent interaction the second they exit their car? Additionally, policing is itself inherently built on historic violence towards Black and Indigenous communities, and is primarily focused on controlling interactions with the public. APD themselves have mentioned how much time goes into weapons training and training for violent interactions with the public, even though violent calls are a very small portion of their work. Dismantling the harm done by police would require dismantling the way police are trained from day one, compassion cannot be trained, racism cannot be undone with training. It's hard to imagine how much training would be required to change the mind of an officer who thought Breonna Taylor deserved to die, that it's ok to shoot unarmed citizens, or that incarcerated people deserved to die of Covid. How do you correct that level of racism and bias with a biannual training?

Our city has the opportunity to show our community that we are committed to change and progress. Please do not acquiesce to the vocal few who use social media to promote fear in our

city.

Sincerely,
Jenice Anderson

From: [Jeanne Allen](#)
To: [Marilyn Ezzy Ashcraft](#); [John Knox White](#); [Malia Vella](#); [Tony Daysog](#); [Trish Spencer](#); [Manager Manager](#); [City Clerk](#); [City Attorney](#)
Subject: [EXTERNAL]
Date: Tuesday, March 16, 2021 4:41:33 PM

Good afternoon,

I read with interest your recommendations from the people on the committees regarding changes to the police department.

I was surprised nothing was mentioned about the Asians that have been attacked and killed in Oakland, San Francisco. These were hate crimes. The attackers ironically were of African descent. Asians have over the years have had more than their share of discrimination.

I agree that there should be at least 88 police on the force. You may have trouble attracting qualified candidates, if you have a committee that oversees their every move.

I agree perhaps having a mental health unit available to take the calls that are now directed to 911.

I don't agree that we need input for 7-13 paid members on a committee informing the police how to do their jobs.

I don't agree that you have a storytelling website with invited people from other cities telling their experiences regarding racism. We are Alameda, not Berkeley, San Francisco or Oakland.

I don't agree that you need to have the business community trained in how to behave. Many of whom are immigrants.

In March 1983 an Alameda Police Officer was murdered while making a narcotics bust here in Alameda by a criminal. His name was Robert Davey. He was survived by a wife and 4 young children. I know of no other people in Alameda that were killed by Alameda police.

These are my thoughts.

Sincerely,

Jeanne Allen

From: [Adina Singer](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Public comment for 3/16 agenda item 6a - Police Reform
Date: Tuesday, March 16, 2021 3:58:18 PM

Dear Mayor and Council Members,

The only way to address systemic racism is to change the system. This work is difficult and ongoing, and requires honesty, vision, and a willingness to change. I applaud the work being done by the Council and police reform committees to start this long-term work, and want to support the recommendations about unbundling mental health and routine traffic violations from policing. These two areas specifically are high risk for unequal enforcement based on racial bias.

Everyone wants to feel safe in their community, but for too long that has been at the expense of anyone who is deemed "other" when someone calls 911 from the comfort of their home or vehicle because of their own unexamined bias or fear. Let's give them someone to call whose training is not using physical force or control as their primary tool. Let us be unafraid to try new ways of doing things!

Sincerely,
Adina Singer

From: [Serena Chen](#)
To: [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [Tony Daysog](#); [Trish Spencer](#); [John Knox White](#); [Lara Weisiger](#)
Subject: [EXTERNAL] Police Reform
Date: Tuesday, March 16, 2021 3:10:10 PM

Dear Mayor Ashcraft, Vice Mayor Vella, and Council members Daysog, Spencer, and Knox White,

Seven months ago, I volunteered to join the police reform committee. I met weekly with a group of 9 other Alamedans to tackle our task of reviewing APD Policies and Procedures – and we each researched how other cities were handling this issue. We quickly realized that the task of reviewing the APD Policy Manual – which is 767 pages long – was challenging and beyond the scope of volunteers. We pivoted to look at what structural changes would begin to make a difference – to provide a “to do” list for a soon-to-be secured consultant to conduct a professional assessment/analyses of the APD’s practices.

We have stated clearly in our recommendations that if the City is truly committed to improving public safety, then it must do what cities all over the Bay Area, California, and the United States have done, to employ the services of a consultant/consultancy which specializes in police reform with a racial equity lens.

One of the most disturbing things we discovered was the APD’s reliance on Lexipol, a private for-profit company that markets its policies as a way to decrease cities’ liability in police misconduct lawsuits – and dissuades departments from training in de-escalation and allows police to shoot at moving vehicles, as well as practice discriminatory procedures against non-English speaking persons. While Lexipol provides valuable updates of new federal and state laws, their recommendations need close monitoring to ensure that their recommendations do not result in an unsafe community for residents. <https://www.motherjones.com/crime-justice/2020/08/lexipol-police-policy-company/>

We all need to acknowledge that racism – the belief that some races are inferior to others – has been baked into foundation of this country. It is inescapable. All institutions have practices that -- implicitly or explicitly – discriminate and result in certain groups being treated unfairly and even harmed.

Making “low hanging fruit” changes is a beginning but by no means the solution to addressing and rooting out those vestiges of inequity that continue to make some Alamedans feel that they DON’T belong here. Why are there over 1,000 fewer Black residents in Alameda than there were in 1944?

There were three Black officers in 1982; in 2020, there were none. In fact why are some city departments not reflective of the ethnic and gender make-up of Alameda? Why is retention of underrepresented groups so difficult? And why are the pat, insensitive answers to these questions ever accepted?

Members of our communities of color are over-represented in those being “policed.” Why is that? Why do some of us feel “safe” and others are fearful of every police encounter? We must peel away those many layers of denial as to the original nature of policing and protection of property – and look at what are the obstacles to having our community values represented in how public safety and policing are implemented.

We, the residents of Alameda have an implicit social contract with those we have entrusted our public safety. We now need to make that social contract **explicit** – how DO we expect our police to treat us and all members of our community equitably?

We know that what has been centuries in the making cannot be fixed immediately, but we can start now by taking an unwavering look at our history and then take the difficult steps we need to take for true healing and community building.

Serena Chen

Member, Subcommittee on Policing Policies and Practices, Alameda Policing Review and Racial Equality Task Force

From: [Jason Biggs](#)
To: [City Clerk](#); [John Knox White](#); [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [Tony Daysog](#); [Trish Spencer](#)
Subject: [EXTERNAL] Item 6A, public Comment, March 16, 2021 City Council Meeting
Date: Tuesday, March 16, 2021 2:34:07 PM

Dear Councilmembers,

I am supportive of the recommendations put forth by the Policing and Racial Equity subcommittees.

I admit that when I first heard the term “defund the police,” I immediately disliked it. I eventually learned that “defund” is a misnomer, and so I was open to learning more about what is really *unbundling* the police. Our police force is currently short-staffed because officers are increasingly being asked to do too much; too often they respond to calls that are simply outside of their scope of expertise. We used to fill an entire gym with applicants taking the police exam, and now we have resorted to poaching from other police departments with lateral hires with mixed results. It is painfully clear that we need to unburden our officers so they can get back to their actual job of policing by bringing in other experts who may be better equipped with responding to calls involving mental health issues or homelessness issues.

I wish to thank the volunteer citizens for their work on these subcommittees. As an Asian-American person myself, I am proud to see such diversity on the subcommittees, including Asian representation; it is an excellent representation of our island, particularly our oft-overlooked minority groups. The volunteers have clearly contributed countless of hours of thoughtful deliberation throughout the process. The volunteers knew when to do the behind-the-scenes legwork and when to involve public inputs, in accordance with the Brown Act. The volunteers spoke expertly and confidently during meetings. I thank them again for their service.

Now, it is up to the council to validate the hard work done by these volunteers. I urge the council to implement the recommendations in total.

Sincerely,

Jason Biggs

From: [Kathy Weber](#)
To: [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [Tony Daysoq](#); [Trish Spencer](#); [John Knox White](#); [Eric Levitt](#); [City Clerk](#)
Subject: [EXTERNAL] 6-A: Steering Committee Final Report on Police Reform and Racial Equity
Date: Tuesday, March 16, 2021 11:10:59 AM
Attachments: [We sent you safe versions of your files.msg](#)
[2021-3-16 Council Letter Police Reform and Racial Equity \(CK\).pdf](#)

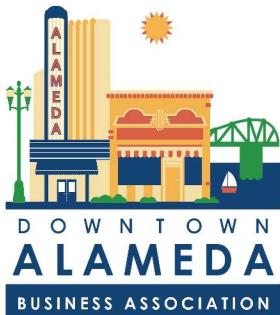
Mimecast Attachment Protection has deemed this file to be safe, but always exercise caution when opening files.

Honorable Mayor, Councilmembers and City Staff,
We respectfully submit the attached letter for your consideration on agenda item **6-A: Steering Committee Final Report on Police Reform and Racial Equity**.
The Downtown Alameda Business Association looks forward to the beginning of an important dialogue and we are eager to participate in the ongoing conversation.
Thank you for your time and we look forward to continuing our partnership to provide support to our business community.
Kind Regards,
Kathy

Kathy Weber
Executive Director
2447 Santa Clara Avenue, #302
Alameda, CA 94501
Direct: 510-319-3543
Main: 510-523-1392

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#DowntownAlameda





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Executive Director

March 16, 2021

SUBJECT: 6-A Steering Committee Final Report on Police Reform and Racial Equity

Honorable Mayor and City Councilmembers,
The Downtown Alameda Business Association has, at its core, the goal to create an inviting, safe and welcoming environment for businesses and visitors alike.

Recently, our Board of Directors held a special meeting to review and discuss the **Final Report of the Steering Committee on Police Reform and Racial Equity** as it relates to our business district. We would like to recognize the City's leadership in appointing a Steering Committee to take the lead in developing a community-led process to address inclusion and equity. Likewise, we appreciate the time and commitment of the members of the Steering Committee and their subcommittee members in compiling this report.

As we work together to create a safe and welcoming community, we strongly support the immediate implementation of the Block By Block program for the businesses districts. This program provided a valuable resource for our members. In addition to a highly visible presence, Block By Block services were easily accessed with a phone call. Block By Block Ambassadors offered safety & security, delivered rapid response to trash and graffiti concerns and provided maintenance and outreach related to unsheltered neighbors.

Additionally, we welcome the opportunity to collaborate with the City on the development of an equity and inclusion training program and resource materials. By working together, we can address concerns and assist our members in building a Downtown District that, as part of our wider Alameda community, is a place where all truly belong.

The remaining recommendations from the Committee are intriguing and we urge the Council to earnestly discuss and debate the merits of all the remaining items. As the Council and City staff consider the details which will be needed for the various points, we will offer our thoughts and suggestions as appropriate. We hope to be a conduit for clear communication with our members, many of whom are also residents of Alameda.

This marks the beginning of an important dialogue and we are eager to participate in the ongoing conversation. The Downtown Alameda Business Association, its Board and committee members remain ready to focus, collaborate and advise as an integral part of our Alameda business community. We are anxious to continue to move our community forward, together.

Sincerely,

Cindy Kahl
President, Board of Directors
Downtown Alameda Business Association

From: [Jennifer Rakowski](#)
To: [City Clerk](#); [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [John Knox White](#); [Tony Daysog](#); [Trish Spencer](#); apdreforms@gmail.com
Subject: [EXTERNAL] March 16th item 6-A
Date: Tuesday, March 16, 2021 1:55:25 AM

Dear Alameda City Council,

I have had the privilege and honor to volunteer among an amazing group of people who care deeply about Alameda on the Taskforces on Police Reform and Racial Equity. The reports of the Steering Committee and each of the Taskforces contain a wealth of local knowledge and I urge you to implement the recommendations.

As a City Council, prioritize justice and direct staff to work on civilian police accountability boards to facilitate discussions and ultimately put a system of civilian oversight to a vote of the community.

Current structures to address community oversights, personal networks, political pressure and lawsuits are ineffective and narrow. They rely on power, connections, funds, or chance of timing to come to light. They waste time and energy or both and do not represent the broader scope of systemic issues. Some people have been waiting for meaningful oversight so long that they have experienced multiple incidents of use of force, profiling, or other misconduct.

I recognize the value of a police officer doing their job, diligently, and with compassion. I am the mother of a formerly missing child. Alameda Police Department assisted in the search. I am acutely aware of the inadequacy of my offering the officers a Feel Good bakery pie to express the gratitude, joy and relief I felt being able to hold my child in my arms again.

I also see the people behind the statistics, when the Alameda Police Department uses force during a police encounter. An Alameda police officer pulled my daughter to the ground by her hair, she had just turned 15. That police encounter left mental scars.

Alameda needs to prioritize care by funding and implement mental health crisis response teams.

My family has histories with mental health, depression, and suicide. I have had the chance to see mental health responses across generations, communities, gender, race and resources.

Last summer, a loved one called me asking for help, they were aware enough to recognize they were in crisis. I found myself, in the middle of an unfamiliar Alameda street, after midnight, during a global pandemic, and a national reckoning on racism

and police violence, which all added to my isolation and dread. I had to decide, would calling 911 more likely lead to help or harm. It was not the first time I had to face this terrible question. I joined the Taskforces with the hope of helping my community build the resources I had needed but did not have access to that night.

Then in December, I got word, a friend's son was in the hospital. The family had called 911 during a mental health crisis. Restrained by the police with pressure on his neck and back, he stopped breathing. Realizing something was wrong, his mother began filming the incident, documenting his limp body and the blood on the floor. The son's hospitalization hung over the holiday, and on December 26th 2020, I got word that he died. This February, I joined the family at a press conference at their home. Angelo's Christmas presents were still unopened, his cat waiting for him to return home. Since going public, hundreds of organizations and thousands of people are now calling for Justice for Angelo Quinto, Justice for All.

Tonight, I am asking you to bring justice and care to Alameda.

Sincerely,

Jennifer Rakowski

From: [Ezra Denney](#)
To: [City Clerk](#); [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [Tony Daysog](#); [Trish Spencer](#); [John Knox White](#)
Subject: [EXTERNAL] Comment on Item 6-A Policing and Racial Equity
Date: Monday, March 15, 2021 8:43:14 PM

Hello,

I have followed with great interest the work of the subcommittees, and wish to thank each and every member of what was undoubtedly the most wide-ranging and diverse panel in Alameda's history. Their important work was a solid start to what will be an ongoing (and long-term) process.

I urge Council to implement the recommendations of the subcommittees in total. Separately, they are puzzle pieces, together they are a complete picture. It would be a disservice to their work to piecemeal it.

I also wish to remind us all of the events that have made these citizen's work resonate, nationally the murders of George Floyd, Breona Taylor, and countless other Black Americans and locally, the egregious use of force against Mr. Watkins. How we choose to respond to those incidents is vital, and will send a forceful message (either a positive or negative one) to the Black and Brown citizens of Alameda.

Thank you for taking seriously the work these citizens have done. Thank you for implementing their recommendations completely.

Ezra Denney

From: [Andrea Helmbolt](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Public comment on unbundling public safety services
Date: Monday, March 15, 2021 8:32:30 PM

Dear Council members,

I am an Alameda resident and parent. I am strongly in favor of unbundling mental health services from policing. When someone needs mental health services those needs should not be treated as criminal behavior. They should be treated by trained professionals who can get that person the help they need in a safe environment.

We have seen, both in other cities and right here in Alameda, that the mishandling of a mental health crisis can result in tragedy. It does not have to be that way. Other cities, like Petaluma, have already taken steps to unbundle mental health services from the police. I hope that Alameda will do the same.

Sincerely,
Andrea Helmbolt

From: [Laura Katz](#)
To: [City Clerk](#)
Cc: [Marilyn Ezzy Ashcraft](#); [Malia Vella](#); [Tony Daysoq](#); [Trish Spencer](#); [John Knox White](#)
Subject: [EXTERNAL] Item 6A, public Comment, March 16, 2021 City Council Meeting
Date: Monday, March 15, 2021 6:48:49 PM

Dear Alameda City Council,

I am writing to share my thoughts about mental health services in Alameda, and the idea that Alameda could use a mobile mental health crisis response team. It is poignant that your city council meeting is taking place on March 16, 2021, which would have been my daughter, Gwendolyn's, 17th birthday. I am unable to celebrate Gwendolyn's 17th birthday with her because she died by suicide in Alameda on November 24, 2019, and so I have "celebrated" her past two birthdays alone. Since that time, I know of two of her friends who have also attempted suicide, largely in response to the pain of losing Gwendolyn. I cannot say what might have happened if there had been a mental health crisis mobile team available, but it might have made a difference for everyone involved. In addition, through my training with the national board of behavioral health, I have learned that at any given time, 1 in 5 students is struggling with a mental health challenge. That is 20% of the youth population struggling at any given time. AUSD's own 2017-18 Behavioral Health Needs Assessment found alarmingly high rates of depression and anxiety in middle and high school students in Alameda.

I have created Gwendolyn's Light in response to the gross need for access to mental health services for Alameda teens both at school, and in general. Gwendolyn's Light now has two certified instructors for Youth Mental Health First Aid, which is training by the National Center for Behavioral Health, for adults to learn to recognize signs of a mental health struggle in youth & young adults (ages 11-24) & how to help. If you are going to enlist science-based mental health training for police and other city employees, then Gwendolyn's Light would be happy to provide such training for first responders and other city employees.

I am hoping to attend the city council meeting via zoom, however I am submitting this e-mail in case I am unable to attend due to grief on what would have been my daughter's 17th birthday.

The last time I stood before you was on November 5, 2019 — 19 days before Gwendolyn's death. I attended the Nov. 5 meeting to appeal for safety changes to the intersection of High St. & Fernside Blvd. because Gwendolyn had been hit as a pedestrian in the crosswalk at that intersection on Oct. 3, 2019 (hit and run). I cannot say definitively that the pedestrian accident lead to Gwendolyn's suicide, but what I can tell you is that before Oct. 3, Gwendolyn used to write in her journal 4-5 times per week, and after Oct. 3, she wrote one more journal entry, and then never journaled again. I believe that the anxiety caused by the hit and run pedestrian accident ramped up her anxiety to an unbearable level. Therefore I will take this opportunity to AGAIN ask for major safety upgrades to Fernside/ High

St. intersection. I have seen several appeals regarding this intersection, and see the same responses as to why nothing will be done, so I am reminding you that, although statistics won't reflect it, you can count another death at that intersection in my opinion.

Finally, here is a photo of Gwendolyn, so that you can put a face with the name & story:



Sincerely,

-Laura Katz
510-502-2482

From: [Sharon Golden](#)
To: [Malia Vella](#); [City Clerk](#); [Trish Spencer](#); [John Knox White](#); [Marilyn Ezzy Ashcraft](#); [Tony Daysog](#)
Subject: [EXTERNAL] Mental Health 911 Response Team
Date: Monday, March 15, 2021 5:12:59 PM

Dear Mayor Ashcraft and Members of City Council,

I am writing to urge you, among other things in relation to the police task force, to please add a mental health support team to our 911 response teams.

While some other cities have made great strides to acknowledge that mental health professionals are a better response in many scenarios, they have made the misstep in not adding mental health professionals as responders in the regular 911 dispatch. Instead, they assigned a different phone number if citizens need a mental health response, which, who can remember any phone number in an emergency?

Please support adding mental health responders into the core of potential 911 response teams.

Thank you so much for your time,

Sharon Golden
510.289.8496

From: [Meghann Hayes](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Fwd: update: Black Mother/Call to Action
Date: Monday, March 15, 2021 3:10:06 PM

Alameda is a wealthy community. Please use this to help support people who are un housing and living with poverty.

Mental health crises, substance abuse and homelessness-related crises do not need to have police involved! Mental health emergencies need to be handled by mental health professionals, not by the police department. We want Alameda to explore a model like CAHOOTS (Crisis Assistance Helping Out On the Streets) which has recently been adopted in [Petaluma](#), Santa Rosa and Rohnert Park. ***We ask City Council to direct staff to begin the process of creating a CAHOOTS style mental health response team.***

***Thank you,
Meghann Hayes, M.A.
SFUSD Public School Teacher
(on behalf of: City of Alameda's Police Reform and Racial Equity committee)***

From: [Grover Wehman-Brown](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Item 6A - Committee on Police Reform & Racial Equity
Date: Monday, March 15, 2021 2:43:59 PM

Dear Mayor Ezzy Ashcraft and City Council members,

I am writing to thank the members of the Committee on Police Reform and Racial Equity for their many hours of committed effort to produce these recommendations and share them with community members.

I urge the council to act on a number of these recommendations immediately, specifically the recommendations to:

+ **shift responsibility for responding to mental health crises from the police department to non-police agencies**

+ **create and staff a new city department** that leads the technical work of implementing police accountability and racial equity recommendations made by the committee, which will take consistent engagement and financial support from the city to be successful.

+ **Create a clear standard and communications policy for APD's social media** and a standard for how and when they release public communications

+ **Initiating a public who-to-call campaign**

+ **Conduct a thorough analysis of how Alameda's Fines and Fees revenue** disproportionately impact low-income communities of color and take action to repair inequity in the impact of fines and fees.

+ **Increase transparency about APD interactions with the community**, including expanding APD's OpenGov online reporting of crimes and track and publicize data on police stops and officer use of force.

The councilmembers who voted for this sub-committee process did so in response to many hours of public comment demanding police accountability, calling on the council to defund APD to invest in community health and wellbeing, and take clear action to invest in the quality of life of Black residents and residents of color that travel through or live in Alameda. I ask you to implement these recommendations and more that will be required for racial equity in our city. Some of these recommendations can be implemented quickly and with little to no cost to residents. Others will take us investing in what our communities truly need- such as mental healthcare response from a trained mental health expert- not more weapons. As the recommendation says, the city's budget is a reflection of its community's values.

Thank you,

Grover Wehman-Brown

From: [Aneesa Davenport](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Unbundling Police Services
Date: Monday, March 15, 2021 2:23:50 PM

City Councilmembers,

It has been drilled into all of us to call 911 for help. But so many times in America when someone calls 911 to help a family member, friend, or neighbor in crisis, the police response is not at all in line with what that loved one requested, and ends in violence and tragedy. The police are not adequately trained to respond to mental health crises or homelessness, and even if they were, we can't expect that it would temper their training to respond with use of force.

The people of Alameda are not asking the city to abandon our need for the police to prevent, investigate, and solve the crimes that frustrate so many of us (and keep me up at night listening for my catalytic converter being sawed off), but to use the resources of the police department for what they're meant to do.

I support Alameda creating and funding a separate mental health response team to respond to mental health emergencies on the island and to help our homeless people connect with the services they need.

I do not want to have to second-guess whether I should call 911 in an emergency because I don't know what harm the police will do when they show up.

Thank you,
Aneesa Davenport
Alameda resident

From: [Chloe Erskine](#)
To: [City Clerk](#)
Subject: [EXTERNAL] Public comment
Date: Monday, March 15, 2021 2:07:05 PM

Hello!

May your and your loved ones be healthy and well.

As a public school teacher and supporter of police reform in Alameda, I am advocating for the following along with others in the Task Force for Police Reform and Racial Equity as a public comment :

We ask City Council to direct staff to begin the process of creating a CAHOOTS style mental health response team.

We ask City Council to direct staff to begin the process of creating a mental health response team, separate from the Police Department.

We urge the city to conduct a “Did You Know” social media campaign using Instagram, Facebook, and Twitter to direct folks away from emergency police reporting.

Additionally, we ask the city to conduct further analysis of financial obligations (fines, fees, tickets, etc.) to determine their extent and effects on BIPOC residents of Alameda.

With the addition of a crime analyst, we also ask that the city expand Alameda’s OpenGov online reporting of crimes to include additional categories outside categories required by the FBI’s UCR (Universal Crime Reporting) and NIBRS (National Incident Based Reporting System).

Finally, the department should track and publicize data on police stops and use of officer force.

Thank you!
Chloe Erskine

From: AC H
To: [Lara Weisiger](#); [City Clerk](#)
Subject: [EXTERNAL] Written public comment: March 16th Council Meeting
Date: Monday, March 15, 2021 9:06:58 AM

Hi Lara,

Thank you for the reply and direction. Below is my public comment for the March 16, 2021 City of Alameda Council meeting.

Thank you!

~ Angel

Begin public comment

Greetings City Council and thank you for your time,

As a citizen of the City of Alameda, I feel it's imperative that we, as a community, look at ways to reconfigure the police department's duties so officers can focus on crime. As it stands now, APD are called for a piece of litter on the streets, to murder and everything in-between. Of particular concern are calls for mental health emergencies.

Mental health emergencies need to be handled by people professionally equipped to navigate a mental health crisis.

This one action alone can free police resources and staff to do what they are professionally trained to do: prevent, investigate and solve crimes. Mental health emergencies should not be the responsibility of the police department staff in addition to their primary duty. Free the police to deal with crimes and let mental health professionals deal with mental health crises.

Please start the process of directing staff to build a mental health crisis response team in the City of Alameda and let officers get back to focusing on

crime.

Sincerely,

Angel

End public comment.

--
“Follow your bliss and the universe will open doors where there were only walls.”

~ Joseph Campbell

From: Mris Motola
To: Eric Le Itt, Marilyn E y Ashcra t, Malia ella, Tony Dayso, Trish henner, John no, Hite, Lara, Eisi er
Subject: [EXTERNAL] Public Comment 6-A Recommendation to Accept Report from the Community-Led Committee on Police Reform and Racial Equality
Date: Monday, March , 2021 11:2 :3 AM

Councilmembers,

I am writing to provide my thoughts on the recommendations regarding the committee on Police reform. First many Alamedans are concerned about the entire committee being structured to intentionally avoid being subject to the Brown Act and avoiding any public scrutiny. That makes many people skeptical of the entirety of the committee recommendations.

As crime continues to escalate in Alameda it is paramount that the city and the Committee address that as part of any reforms. It is at least heartening that it appears the staff and hopefully the council embraces continued hiring up to the officers that the city council and APD previously agreed was the minimum necessary to ensure public safety. If anything given the increase in crime and the increase in population we need even more officers. According to the exhibit attached to this meeting's agenda, Alameda had 111 authorized sworn officers and that number has decreased over the years to the present number of . Has there been any work by the Committee on why this number has been significantly reduced? Even if we had officers, Alameda still has one of the lowest officer to resident ratios for a city its size and is about 3 less per capita than Oakland.

I do not think a citizen oversight committee is needed in Alameda, especially as the staff noted these are seen in large metro cities and based on observations of Oakland and San Francisco's committees they are not representative of the cities but skew very anti-police.

Based on the preliminary survey results there is a clear signal that Alamedans do not think there is a problem with APD regarding race - in fact the overwhelming majority said that they have a very high opinion of APD and its officers.

I am not in favor of the proposed Business Racial Accountability Pledge where businesses takes classes on race, presumably that they have to pay for. This feels like strong arming businesses to pay for classes they may feel they need to take in order to placate the city (and if they don't pay I don't think it is an appropriate use of tax dollars). The survey results show the residents' clear disagreement with the Systemic and Community Racism recommendations.

Recently, for several years the city has discussed placing license plate readers (PRs) on the bridges and tube. Prior councils tentatively and conditionally approved them and they were budgeted for. Since then nothing has happened even as other Bay Area cities have adopted them (and expanded them) and found them to be very effective. Just today there was another article citing PRs and other surveillance cameras as instrumental in solving the armed robbery of a year old in Piedmont after being followed from Oakland. Since PRs do not use any facial recognition software it seems that PRs would fit with the committee's recommendations for using cameras as a racial neutral means of traffic enforcement. Were PRs discussed by the Committee and, if not, why not?

Thank you,
Mris Motola

From: Patricia_Anon
To: City Clerk
Subject: [EXTERNAL] Final report on police reform
Date: Saturday, March 6, 2021 2:10:06 M

Hi, Lara;

Here are my comments on the final report on police reform. I didn't even try to respond to everything but I picked out some areas that jumped out at me. I did not want to ramble on and on.

Could you pass it on to those who need to see it. Thanx much.

Pat

Honorable Marilyn EzzyAshcraft
Mayor, City of Alameda
Honorable Members of the City Council

RE: Final Report on Police Reform

Dear Mayor Ashcraft and City Council Members

I would like to commend Alameda Elected and appointed officials, City staff and the citizens of Alameda for the very extensive time and effort that went into putting this comprehensive document together. It speaks well of their interest in making Alameda the best it can be. I was very pleased to see that while they do recommend more community in-put, unless I am missing something, they do not want to "defund the police".

I understand that the Alamedans who worked so hard in serving on all the committees and sub-committees want the forthcoming actions to reflect the community at large and not the elected and appointed officials. That said, I was pleased to see that they are recommending that the committees work with the Chief of Police in implementing some suggested actions. And that it is important to keep City officials informed of high profile incidents. I also agree that regular meetings between community members and police would facilitate this.

It would also be important that the Chief of Police determine the needs of the Police Department in determining the number of police officers that should be hired.

I have some reservations about unarmed traffic safety personnel respond to "routine traffic stops." In responding to such a call one cannot know in advance when the driver will pull out a gun or knife and calling for backup at that point might be too late. On the other hand an

unarmed personnel would be perceived as non-threatening and would de-escalate the situation which is ideally what we want to happen.

I agree that de-escalation is paramount in preventing injury and even death and that specific training aimed at that is important. Perhaps if there were retired law enforcement /social service or mental health professionals from other jurisdictions who now live in Alameda, their perspectives might be invaluable.

There were many other suggestions which are very important and should be seriously considered, but these were just some of the items that jumped out at me. Again, I say a huge Thank You to all the folks who put so much time and energy into this very important task.

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