COUNCIL REPORT

CITY OF MOUNTAIN VIEW

DATE:	December 1, 2020
CATEGORY:	New Business
DEPT.:	City Manager's Office
TITLE:	**City Council Ad Hoc Subcommittee on Race, Equity, and Inclusion Update and Recommendations**

RECOMMENDATION

1. Receive an update on the City Council Ad Hoc Subcommittee on Race, Equity, and Inclusion efforts.

2. Establish a Public Safety Advisory Board to advise the City Council on public safety matters pertaining to law enforcement.

BACKGROUND

The City Council Ad Hoc Subcommittee on Race, Equity, and Inclusion (REI Subcommittee or Subcommittee) was established this past spring as a result of nationwide protests calling for racial justice and police reform after the killing of George Floyd. The Subcommittee was formed to guide the City's efforts to engage the community in meaningful dialogue and take action toward a vision of racial justice, equity, and enhanced public trust in law enforcement in Mountain View. The Subcommittee consists of Vice Mayor Ellen Kamei, who serves as Chair, Mayor Margaret Abe-Koga, and Councilmember Lucas Ramirez.

The REI Subcommittee has held four meetings to date. The first REI Subcommittee meeting, held June 30, 2020, included an update on the Mountain View Police Department's (MVPD) use of force and deescalation policy and the Department's alignment with 8 Can't Wait, Campaign Zero, and the California Attorney General's recommendations for use-of-force policies. The Subcommittee also heard from various community members regarding racial justice matters they would like the City to explore. At that time, the Subcommittee provided direction to staff on the scope of community conversations and other potential activities the City could undertake to work toward racial equity and justice.

Guided by Subcommittee and public input, staff coordinated across all City departments and developed the Race, Equity, and Inclusion (REI) Action Plan. The Action Plan is focused on three areas: (1) policing practices, policies, and accountability; (2) celebration and recognition of community diversity; and (3) review of City operations and policies, with opportunities for community engagement throughout. Staff presented the REI Action Plan at the second REI Subcommittee meeting on August 24, 2020. The subsequent REI Subcommittee meetings on October 5, 2020 and November 19, 2020 included updates on Action Plan items and opportunities for the public and Subcommittee members to provide feedback. The various updates and Action Plan items are described in further detail below.

The purpose of this report is to provide the full City Council with an update on the REI Subcommittee and REI Action Plan activities and next steps as well as to bring forward the Subcommittee's recommendation for creating a Public Safety Advisory Board for approval by the full City Council.

ANALYSIS

REI Action Plan Update

REI Action Plan Items Reviewed by the REI Subcommittee

Police practices, policies, and accountability are currently among the most prominent concerns related to race, equity, and inclusion in Mountain View, the Bay Area, and nationally. Consequently, many of the REI Action Plan items reviewed by the REI Subcommittee, and a large volume of staff's REI Action Plan work, has been focused on policing efforts. Items reviewed by the Subcommittee are summarized below.

- **Regional collaboration.** June through August, City Manager Kimbra McCarthy participated in a cohort of six local City Managers working with Stanford University to collaborate on addressing the challenges facing our region. The cohort decided to focus on policing oversight models and alternative mental health response efforts. The cohort engaged in dialogue with staff who lead the CAHOOTS mental health response program in Eugene, Oregon, through the White Bird Clinic and learned about the opportunities and challenges of the long-standing program that has been in operation for 50 years. In addition, the most significant focus of the cohort involved research on policing best practices in three areas: data collection and standards, culture change, and independent police oversight models. City staff collaborated extensively with the Stanford researcher throughout their research process, and the researcher shared their findings related to independent police

oversight with the REI Subcommittee in August, while staff provided a comprehensive overview of the various community-police oversight models already implemented in various cities across the country.

- **Compilation and evaluation of MVPD data.** The MVPD compiled a report and conducted a preliminary evaluation of MVPD contact data broken down by race. Staff shared a preliminary analysis with the REI Subcommittee in August. Staff recognizes that data alone does not tell a complete story, and additional analysis is necessary in order to gain a true understanding of the impacts of policing on communities of color in order to address any disproportionate findings. Over the course of the next year, the City will continue to collaborate with academic partners to better understand the policing data and identify areas of improvement.

- **Research Fellow hired to analyze MVPD data and design solutions.** As part of the City's efforts to better understand the aforementioned MVPD data, the City Manager's Office and MVPD staff worked with academic leaders at Stanford University and the University of Michigan who have expertise in research and analysis in the fields of policing and race and experience applying these insights to help inform anti-bias policing practices in other jurisdictions. As part of this effort, the City took initiative and worked with our academic partners to conduct an extensive recruitment process to hire a Research Fellow in order to further explore MVPD policing data and help design solutions. The Research Fellow, a Ph.D. student at the University of California, Berkeley, started work with the City in the beginning of November 2020.

- **Exploration of alternative responses to mental health calls for service.** To explore alternative responses to police calls for service related to mental health crises, the Subcommittee received a presentation from a representative of the Santa Clara County Mobile Crisis Response Team (MCRT) pilot program. This program is part of the County's Behavioral Health Services Department's crisis response system for people experiencing mental health emergencies. The Mobile Crisis Response Teams screen and assess crisis situations over the phone and intervene when a crisis is occurring. They work closely with law enforcement, the community, and families. The Subcommittee learned that the service is available in Mountain View and has been used before; however, it is limited by the number and availability of staff, the geographic area of service, and response times. The MCRT serves all of Santa Clara County. Mobile Crisis Response Teams can be reached at 1-800-704-0900 for adults and at 408-379-9085 for youth, Monday through Friday, from 8:00 a.m. to 8:00 p.m. A clinician is available outside those hours to connect the caller to appropriate services. Staff has recently learned that the County is exploring a new program

called the Community Mobile Response Program, modeled after the CAHOOTS program in Eugene, Oregon. Staff understands that this program would be entirely independent of law enforcement and is focused heavily on prevention and family involvement. The County is expected to discuss this matter in December 2020. Staff will continue to monitor this development as no further details were known at the time of writing this report.

- **Community engagement on local policing.** The Human Relations Commission (HRC) Subcommittee on Community-Police Relations collected stories about community members' experiences interacting with Mountain View Police through four listening forums, written online submittals, and interviews during the months of August, September, and October 2020. The forums were facilitated by the Peninsula Conflict Resolution Center (PCRC); one forum was in English, one in Spanish, one in Mandarin, and another was focused on youth. The PCRC analyzed the themes from the stories submitted, and these themes were presented at a community report-out session on November 18, 2020. Staff provided an update to the REI Subcommittee on the themes from these HRC community engagement efforts at the November 19, 2020 meeting. A written report from the PCRC with a transmittal by the HRC subcommittee describing the engagement process and findings is included as Attachment 2.

- **MVPDx: Partnership for the Future of Policing.** MVPD updated the REI Subcommittee about the first cohort of the MVPDx: Partnership for the Future of Policing community-police educational program. The program was designed for residents and police officers to engage in dialogue and mutual learning around police issues and concerns. Ten (10) community members participated over 10 sessions, including 36 hours of conversations held over Zoom. The 10 sessions were held over a six-week period; five sessions were held on Wednesday evenings, and five sessions were held on Saturdays. A second community cohort is currently in the works, and staff is exploring the potential of hosting cohorts in Spanish and Chinese in the future.

- **Review of MVPD's budget.** Some members of the public inquired about details of MVPD's budget during the City budget process in June. To provide additional insight, the Police Chief provided a detailed presentation on MVPD's budget and department operations.

- **Exploration of equity-based budgeting.** In addition to a presentation on the MVPD budget, the Subcommittee received an overview of equity-based budgeting and supported a recommendation to apply an equity lens to development of the Fiscal

Year 2021-22 budget. On November 10, 2020, the full City Council approved using an equity lens as part of next fiscal year's budget development process.

- **<u>Community-involved police oversight model—Public Safety Advisory Board.</u>** Considering many of the aforementioned REI Action Plan items, including the MVPD data and racial demographic statistics, community input from engagement efforts, and a review of community-police oversight models, staff recommended that the REI Subcommittee approve establishment of a Public Safety Advisory Board. The REI Subcommittee approved staff's recommendation, which is presented to the full City Council for consideration as part of this agenda item.

Other Action Plan Items Completed

In addition to the action items reviewed by the REI Subcommittee, the City has also undertaken the following action items:

- Creating a Race, Equity, and Inclusion webpage;

- Taking the Obama Foundation's Reimagining Policing Pledge;

- Creating the Racial Equity and Justice Library Collection;

- Hosting racial equity and justice events including a discussion of race, activism, and women's rights; and a workshop series on the neuroscience of implicit bias; and

- Incorporating gender-inclusive pronouns in all City documents and policies.

Future/Ongoing Action Plan Items

The REI Action Plan is evolving and is designed to be ongoing and interwoven into the City's culture. There are a number of in-progress as well as upcoming action items planned this Fiscal Year and beyond. Upcoming action items include:

- Continuing work on the R3 Zoning District standards;

- Continuing to implement the Displacement Response Strategy;

- Holding the HRC Civility Roundtable (CRT) on Implicit Bias, scheduled for December 2, 2020;

- Coordinating Advisory Body activities that celebrate diversity and promote equity;

- Assessing and ensuring equity in sustainability planning and program design, implementation, and community engagement;

- Launching a City staff initiative on Diversity, Equity, and Inclusion to include trainings; assessment of recruitment, hiring, and other personnel practices, etc.;

- Exploring the impacts of historical zoning, land use planning, and redlining on communities of color in Mountain View to ensure that future planning efforts are equitable and address any existing barriers; and

- Continuing to explore alternative responses to police service calls related to mental health crises in conjunction with regional partners and the County of Santa Clara.

The City will launch a strategic planning effort in February 2021, which will provide additional opportunities for the City and community members to further define the City's approach and objectives to achieve racial equity and justice. The REI Subcommittee and staff have not determined when a future REI Subcommittee meeting will occur, but there may be additional meetings necessary to discuss Action Plan items that could result in policy recommendations.

REI Subcommittee Recommendation to Establish a Public Safety Advisory Body

REI Subcommittee members expressed interest in exploring different models of community-police oversight at the June 30, 2020 REI Subcommittee meeting. Staff examined community-police oversight models by learning about the practices implemented in other cities, speaking with Mountain View stakeholders, researching various models on police oversight, and working with a cohort of Stanford University researchers and regional city leaders.

At the August 24, 2020 REI Subcommittee meeting, staff provided an overview of common police oversight models, including the following four models:

1. **Investigative Oversight Agencies**: Comprised of professional investigators who are independent from a police department. Such agencies conduct independent investigations of complaints against police. Some investigative oversight agencies have full disciplinary power, while others make recommendations to police chiefs. *This model tends to be used in communities where community-police relations are characterized by significant erosion of trust and goodwill, often as a result of officer-involved shootings and/or excessive use-of-force incidents*.

2. **Auditing/Monitoring Agencies**: Comprised of professional auditors who systematically review and examine police operations and internal investigations. Such agencies usually seek to determine any patterns of police misconduct and systemic failures and make recommendations for improvements. *This model is often used in communities where community-police relations have deep erosion of trust and the community and law enforcement do not work collaboratively.*

3. **Review Boards and Commissions**: Comprised of volunteer community members who fulfill various assignments that may include holding public forums to receive public input and discuss public safety, reviewing investigations conducted by professional staff, and making recommendations to improve community-police relations. *This model is often used in communities where community-police relations are strained but not broken and/or where there are meaningful opportunities for community members and police to work in collaboration to improve transparency, trust, and public safety.*

4. **Temporary Task Forces:** Comprised of diverse community stakeholders who represent various perspectives (human services, activist, faith, education, business, etc.) of the community. Task forces are often charged with evaluating police policies and providing recommendations to improve police transparency and accountability for a fixed period of time. *This model is often used in communities where there is eroded trust in community-police relations as a result of significant local events, such as officer-involved shootings and/or excessive use-of-force incidents and where the community wants to explore various approaches to improving community-police relations.*

None of these models is considered to be a best practice that all communities should utilize. Rather, the ideal community-police oversight model for a particular city is whichever model best addresses the community's needs based on the political, social, cultural, and operational realities that demonstrate a need for increased public trust and police accountability. Crime and public safety concerns are also factors that influence the structure of oversight programs as they may provide a venue for community members and police to have dialogue about crime and crime responses.

To determine whether a particular model of community-police oversight would be appropriate for Mountain View, staff sought to ascertain the current community-police interactions and areas where public trust and accountability of MVPD may need to improve as well as positive areas to leverage, including MVPD's long-standing community policing philosophy and proactive approach to transparency and enhanced communication. Factors considered included: Mountain View crime statistics; MVPD contact and use-of-force data; and community input from public meetings and other engagement opportunities, including the HRC's Listening Forums on Local Policing, one-

on-one meetings with community members and interested community groups, and the Mountain View Police Department interactive educational forum, MVPDx: Partnership for the Future of Policing.

Mountain View Crime Statistics

The predominant crime problems in Mountain View are property crimes, including burglary and larceny, which include thefts from vehicles. Burglary and larceny accounted for 85 percent of the 2,274 reported Mountain View Part 1 crimes in 2018 and 89 percent of the 2,647 reported Mountain View Part 1 crimes in 2019. Part 1 crimes are those that the Uniform Crime Reporting (UCR) Program classifies as serious (homicide, rape, robbery, motor vehicle theft, etc.).

Overall, Mountain View is a safe community. Mountain View community members may communicate with MVPD about general crime concerns by attending Council Neighborhoods Committee (CNC) meetings, participating in Coffee with a Cop events, using *AskMV*, and calling to speak directly with a Department representative. A community-police oversight board, such as a Community Advisory Panel (Review Boards and Commissions model), could enhance the ability for the public to dialogue with MVPD about crime concerns.

MVPD Contact Data

As reported at the August 24, 2020 REI Subcommittee meeting, the MVPD contact data shows that Blacks (1.8 percent of Mountain View's 2019 population) and Hispanics (17.8 percent of Mountain View's 2019 population) represent larger proportions of MVPD contacts than their proportions of Mountain View's population, including when controlling for residency of the person contacted. This is true for every contact category: bookings, citations, field interviews, and vehicle/pedestrian stops.

Contact data alone does not convey the full picture of MVPD contacts. Various factors may contribute to the overrepresentation of Blacks and Hispanics in MVPD contacts. As previously mentioned, the City has worked with an academic cohort at Stanford University and the University of Michigan who have expertise in data analysis and access to successful practices in other locales to further explore MVPD contact data, determine whether overrepresentation of Blacks and Hispanics is due to racial bias or other factors, and to help design any necessary remedies. Building upon this work, MVPD has hired a Research Fellow through a program with Stanford University to work on these efforts.

Implementing a community-police oversight board may help the City gain greater clarity on community member perspectives regarding racial bias and the overrepresentation of Blacks and Hispanics in MVPD contacts and foster mutual insight and understanding of the dynamics of race in law enforcement. An oversight board based on the Review Boards and Commissions model where community members could share their concerns about policing and make recommendations to the Police Chief or City Council would be most appropriate.

Use of Force

MVPD documents use of force during a contact whenever an officer reports an application of force or an individual either reports being subjected to excessive force or being injured by an officer during a contact. Uses of force are categorized by type of force used and the level of injury that results from the force used.

Table 1: MVPD Use-of-Force Statistics, 2015 to 2019

Type of Force	Level of Injury					Total
	None	Minor	Moderate	Major	Fatality	
Control Hold	14	7	0	0	0	21
Personal Weapon	15	14	1	0	0	30
Uncontrolled Takedown	32	22	0	0	0	54
Pepper Spray	0	0	0	0	0	0
Baton/Bean Bag Round	2	4	0	0	0	6
CED (Taser)	13	20	0	0	0	33
K-9	0	0	0	0	0	0
Ramming with Vehicle	0	0	1	0	0	1
Carotid Restraint	0	0	0	0	0	0
Firearm	0	0	0	0	0	0
Total	76	67	2	0	0	145

From 2015 through 2019, MVPD made 8,408 arrests and had 49,644 total contacts. During that same five-year period, MVPD documented 145 use-of-force incidents, an average of 29 incidents a year. Uncontrolled takedowns were the most frequent type of force used from 2015 through 2019, with 54 incidents over the five-year period. In 2019, there were 36,621 calls for service, and 26 of those calls resulted in the use of force, which is less than a fraction of 1 percent of calls.

None of these uses of force over the five-year period involved an officer using their firearm or resulted in major injuries or fatalities.

MVPD's culture contributes to the Department's low use of force-to-arrest ratio. MVPD prioritizes safety, deescalation techniques, and securing community trust while reducing crime. This is conveyed in the Department's Strategic Policing Plan and other Department materials as well as through MVPD actions.

MVPD piloted the use of officer-worn cameras in 2015 and fully implemented the program for all patrol officers in 2016. Every patrol officer must wear a camera while they are on duty, and the camera must be turned on while responding to every call for service.

MVPD is also cognizant of community concerns about its use-of-force policies and desire for the Department's policies to align with 8 Can't Wait and the Campaign Zero Framework, which integrates recommendations from President Obama's Task Force on 21st Century Policing.

At the June 30, 2020 REI Subcommittee meeting, Police Chief Max Bosel provided an update on the Department's alignment with 8 Can't Wait, Campaign Zero, and the California Attorney General's recommendations for use-of-force policies. Currently, the Department's website also includes analysis of MVPD's use-of-force policies, including a ban on chokeholds and carotid restraints, the requirement to deescalate, and the requirement for officers to intervene, among others. Moreover, in 2015, President Obama's Task Force on 21st Century Policing established 151 model practices to promote effective crime reduction and build public trust, MVPD proactively completed a comprehensive and deliberate assessment of its implementation of the model practices. MVPD's assessment showed that the Department has fully or partially implemented 73 of the 85 recommendations and action items that apply to local law enforcement.

Securing community trust requires ongoing efforts, and MVPD has shown a commitment to engaging in further dialogue with community members about its policies. The Review Boards and Commissions model of community-police oversight includes the opportunity

to engage in ongoing dialogue between the public and police officers and provide opportunities for the public to make recommendations on policing.

Community Input on Policing

The City has engaged in various efforts to learn about the public's experience with MVPD and hear community feedback regarding policing in Mountain View. Staff has met with community members and various stakeholder groups, individuals have shared feedback through social media channels and in one-on-one meetings, and many community members have provided input on policing at City Council and REI Subcommittee meetings. Additionally, the HRC Listening Forums on Local Policing and the MVPD interactive educational forums, MVPDx: Partnership for the Future of Policing, both provided deliberate opportunities for community members to share their experiences with and concerns about MVPD.

Community input on policing in Mountain View includes both criticism and commendation. In light of national events, many have conveyed concerns regarding, and desires to prevent, potential police interactions that could result in death or serious injury at the hands of police officers in Mountain View. Notably, it has been 15 years since a firearm has been used in a MVPD use-of-force contact.

Other feedback has been provided that MVPD needs to further refine certain policies and involve Mountain View residents in doing so. At the same time, MVPD receives an overwhelming amount of positive feedback from the community through its social media platforms, e-mails, and in-person contacts. This feedback reflects the community's understanding that while the national narrative is highly critical of law enforcement, they believe that MVPD sets a high standard for its officers and should be regarded as an example to the rest of the country.

The HRC hosted four Community Listening Forums on Local Policing and also received community input from anonymous online submittals and interviews during the months of August, September, and October 2020. A total of 87 people participated in the four different sessions, while 51 people submitted anonymous stories online, and 43 stories were collected through interviews. The community report-out session on the themes from these stories was held on November 18, 2020.

Themes from the stories compiled by the HRC include both expressions of satisfaction with policing in Mountain View and expressions of concern. The most frequent expressions of concern include perceptions of domineering behavior by the police, race-based/biased treatment, police not being the appropriate personnel for responding to the

situation, the request for further police training, and a lack of trust in the police from some participants. The most frequent expressions of satisfaction relate to general appreciation for the police, positive community relations, police assistance in resolving problems, and friendly/caring police behavior.

As previously mentioned, MVPD launched the first community-police educational program for a cohort of 10 community members called MVPDx: Partnership for the Future of Policing. MVPDx was designed to allow community members and police officers an opportunity for dialogue, listening, and learning while discussing policing matters. The program included 10 sessions. Common discussion points from MVPDx included questions about bias in policing, deployment of police officers (how to determine the best use of officers for certain calls for service and whether there are alternatives), and desires for Mountain View to not experience the pervasive types of policing incidents that have occurred in other communities.

Additionally, Mountain View police leadership met one-on-one with numerous community stakeholders, both individuals and groups, to discuss the national narrative around policing, how Mountain View is perceived, how officers are trained, and what improvements may be made. MVPD created a dedicated section of their website to address many of the questions and concerns regarding national dialogue around issues and themes mentioned above. That portion of the website is continually updated and will continue to evolve as changes and adaptations are made. MVPD staff also spent a significant amount of time addressing questions and concerns that were received via social media and e-mail.

The Public Safety Advisory Board

Mountain View crime statistics, MVPD contact and use-of-force data, and community feedback suggest that the primary areas where public trust and accountability of MVPD could increase are related to negative interactions with police officers experienced by some community members and overrepresentation of Blacks and Hispanics in MVPD contacts. Although not reflecting distrust, there is also a community desire to ensure that MVPD has strong policies that will prevent police interactions in the future that result in death or serious injury at the hands of police officers.

Considering the range of precipitating events and levels of public trust that often warrant different community-police oversight models in other jurisdictions, the assessment prepared for this report indicates that, while there are not significant, widespread breaches in public trust of MVPD, there are still opportunities for improvement. Furthermore, there is shared interest from the community, MVPD, and City leadership

for Mountain View to lead by example and engage in continuous improvement to sustain and enhance positive, collaborative community-police relations, and effective/equitable police services.

Accordingly, as described in the sections above, the Review Boards and Commissions model is the most appropriate model for community-police oversight for Mountain View.

The REI Subcommittee recommends the City form a Public Safety Advisory Board (PSAB) that fits the Review Boards and Commissions model. The PSAB should have the following characteristics:

- The body acts solely in an advisory capacity and is tasked with holding public forums and providing input and recommendations to the Police Chief and City Council on public safety matters, including development of community policing concepts, increasing public awareness of public safety matters, furthering MVPD engagement and transparency efforts, and identifying best practices.

- The body may have up to seven members who are appointed by the City Council.

- As a guiding principle, the City Council should strive to appoint members who bring diverse community representation to the PSAB (Mountain View residents from different neighborhoods, of varying ages, races, professions, cultures, etc.).

- The body should be staffed by a member of the MVPD executive leadership team (known as "command staff") and a non-MVPD employee designated by the City Manager.

An Investigative Oversight or Auditing/Monitoring agency model would not be appropriate for Mountain View. MVPD receives a small number of complaints and has not experienced a pervasive community-police relations issue, such as a controversial officer-involved shooting or excessive use-of-force lawsuit, and does not suffer from deeply eroded public trust.

A temporary task force comprised of community members with expertise in various perspectives is also not recommended. Although the task force could address issues such as community members having negative interactions with police officers and overrepresentation of Blacks and Hispanics in MVPD contacts, a sustained community advisory board can better address these challenges and provide additional opportunities for community input on policing matters.

NEXT STEPS

If the City Council approves establishment of the Public Safety Advisory Board, the Police Chief and City Manager will appoint staff liaisons in January 2021 who will prepare a member recruitment plan, including a potential timeline for Council's appointment of members.

FISCAL IMPACT

Establishing a Public Safety Advisory Board may have administrative costs associated with staffing meetings and preparing reports and meeting materials. The City intends to fulfill these administrative functions with existing staff members. Accordingly, no fiscal impact is currently anticipated.

ALTERNATIVES

1.   Do not establish the Public Safety Advisory Board.

2.   Establish a community-police oversight body based on another police oversight model, such as the investigatory, auditing, or temporary task force models.

3.   Provide other direction.

PUBLIC NOTICING — Agenda posting and uploaded to the REI webpage.

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Attachments: 1.   REI Action Plan
                          2.   HRC Community Listening Forums Report

CITY OF MOUNTAIN VIEW

RACE, EQUITY AND INCLUSION ACTION PLAN

The City of Mountain View is fully committed to racial equity and justice as we strive to create a welcoming, safe and inclusive community for all. While recent national events have created an urgent cry for policing reform across the country, the City recognizes that systemic racism is far-reaching and long-standing and requires a comprehensive approach of reflection, engagement and action.

In June 2020, Mayor Abe-Koga appointed a Council Subcommittee on Race, Equity and Inclusion (REI Subcommittee) and the first meeting was held on June 30, 2020. With input from the REI Subcommittee, the City is implementing a Race, Equity and Inclusion Action Plan focused on policing practices, policies and accountability, celebration and recognition of community diversity, and review of City operations and policies, with opportunities for community engagement throughout. The REI Subcommittee will meet periodically from August through November to receive updates on the Action Plan with the expectation of bringing an update and policy recommendations to the Council in December 2020.

Assessing Police Practices and Policies and Increasing Police Accountability

The City of Mountain View is committed to examining Mountain View Police Department (MVPD) practices and procedures, increasing police accountability, engaging the public about their experiences with MVPD, and increasing public understanding of MVPD practices and policies.

- **Conduct community listening sessions,** hosted by the Human Relations Commission, to hear community members' stories about their experience with policing in Mountain View and help inform future police policies and programs.
- **Compile and evaluate data on policing activity** to identify the impact on people of color and develop approaches to address any disproportionate findings.
- **Hold interactive MVPD educational forums** to promote dialogue and mutual understanding of MVPD policies and practices and community needs, ideas, and concerns.
- **Review and revise MVPD use of force policies** to align with the 8 Can't Wait campaign and the California Attorney General's recommendations to ensure appropriate policies are implemented to maintain police officer safety and reduce the likelihood that police interactions result in excessive use of force.
- **Examine models of public police oversight** to identify potential approaches for Mountain View.
- **Assess alternative police service delivery models** to determine ways that MVPD can respond to mental health-related calls for service with regional collaboration.

Recognize and Celebrate Mountain View's Diversity

Mountain View is a diverse community with residents and visitors from around the world. Both past and present community members have contributed to making Mountain View the great city that it is. We strive to recognize, celebrate, and increase understanding of Mountain View's diversity.

- **Conduct forums to promote dialogue on race and a safe, welcoming community for all** to increase community members' understanding of each other and promote unity.
- **Provide advisory body driven events and activities** to produce community-inspired diversity celebrations and highlights.

Assess City of Mountain View Operations and Policies Under an Equity Lens

The City acknowledges that inequity is often rooted in longstanding policies and procedures. Staff will be reviewing internal operations as well as the policies and procedures of City departments to ensure that the City is promoting diversity, equity, and inclusion.

- **Apply equity based lens in budget development and engage the community during the budget process** in considering the allocation of resources.
- **Explore the impact of historical zoning, land use planning, and redlining on communities of color** in Mountain View to ensure that future planning efforts are equitable and address any existing barriers.
- **Assess and ensure equity in sustainability planning and program design**, implementation and community engagement
- **Assess and update personnel policies and programs and engage City employees** to ensure that the City has a diverse and inclusive workforce that provides equitable programs and services and interacts with colleagues and community members with cultural humility.

Maintain Transparency Regarding the City's Racial Equity and Justice Action Plan

Communication and accountability are key factors to ensuring that this action plan is effective. The City will **provide relevant and timely information to the public on the City's racial equity and justice efforts** through mechanisms including the City's website and external and internal

newsletters to ensure that the public and City staff remains informed of the REJ Action Plan and the City's progress.

HRC Transmittal of Peninsula Conflict Resolution Center Report
"City of Mountain View Human Relations Commission: Community Stories of
Experiences with Mountain View Police"

November 2020

Dear Mountain View City Council, Police Department, and Community Members:

The Spring of 2020 saw some of Mountain View's largest local protests, arising from a national movement for racial justice and police reform sparked by the killing of George Floyd at the hands of a Minneapolis police officer. The community turned to the City, and to the Human Relations Commission (HRC), to address community-police relations in our city.

In response, the HRC formed a subcommittee to collect stories from Mountain View residents, workers, community leaders, and visitors about their interactions with Mountain View police. By engaging in this work, the HRC sought to address two objectives:

1. Provide a comfortable space for sharing personal stories that increase visibility and understanding of local police interaction with the community

2. Gather information for an HRC report to the Mountain View Police Department and City Council to help inform future police policy and programs

The HRC was committed to inclusivity, making sure to reach diverse voices, including non-English language speakers and those with limited access to technology.

Attached is the report authored by the Peninsula Conflict Resolution Center (PCRC) that is the culmination of months of this story-collecting effort. PCRC is a non-profit partner with deep and broad community engagement experience that facilitated community forums at which many stories were collected, and themes were reported and discussed. The report was made possible by close collaboration between PCRC, the HRC, and City staff, as well as the participation of many community members who shared their time and stories with us. We thank you for your trust and faith in this process and in us.

How We Engaged the Community

In order to gather stories from the Mountain View community, we held four virtual listening forums over Zoom, hosted an online portal for anonymous story submissions for almost two months, and conducted one-on-one interviews with community members.

- The four listening forums were conducted online via Zoom video conferencing from August 31 through September 24 and had a total of 87 participants. The English language forum had 45 participants; the youth forum (in English, for ages 15-24) had 15 participants; the Spanish language forum had 10 participants; and the Mandarin language forum had 17 participants.

- The online portal was available for approximately eight weeks. Fifty stories were submitted through this site in English, one was submitted in Spanish, and no stories were submitted in Chinese.

- The one-on-one interviews were conducted by the members of the HRC Subcommittee on Community-Police Relations, either in person or over the phone. Of the 45 people interviewed, 26 were unstably housed or homeless. Others interviewed were nonprofit and community leaders, business managers, and volunteers in Mountain View. Some were interviewed in Spanish.

Through all of these methods, a total of 183 individuals contributed stories to this report, which were then coded according to common themes that emerged.

Interpreting the Data

Before presenting a numerical breakdown of these themes, we want readers to bear in mind key limitations with respect to whose voices are represented in this analysis. The data collected reflect a convenience sample - that is, people who were willing and able to share experiences through one of the story gathering methods described above.

It is important to note that while City staff and HRC Subcommittee members engaged in months of extensive outreach and took many steps to create a supportive environment for sharing (including offering interpreting services, providing small-group facilitation, and taking measures to promote confidentiality), there were limits to participation. For example, while those who attended the online forums participated actively, overall attendance at three of the forums (youth, Spanish language, and Mandarin language) was relatively low; nearly all stories submitted via the online portal were written in English; and fear and discomfort with disclosing experiences with police were likely barriers to participation for all groups.

The experiences and themes reflected in the data cannot be generalized to the entire population of Mountain View or to particular subpopulations. However, the stories gathered still provide a robust set of data reflecting the lived experiences and voices of the numerous community members who shared their stories with us.

Story Themes

Themes expressing satisfaction with Mountain View police (total 82 mentions) included:

- 29 mentions of General Expressions of Satisfaction (e.g., good, great, grateful)

- 21 mentions of Positive Police Community Relations (e.g., police presence built trust, left a positive impression)

- 12 mentions of Helpful Police Assistance (e.g., addressed issues like car breakdown)

- 10 mentions of Pleasant Police Interactions (e.g., friendly, caring)

- 7 mentions of Felt Safe Due to Police (e.g., police response brought reassurance)

- 3 mentions of Good Effect on School Environment (e.g., School Resource Officers [SROs])

Themes expressing concern with or improvement needed in Mountain View police (total 266 mentions) included:

- 43 mentions of Domineering Police Behavior (e.g., bullying, overbearing, heavy-handed, arrogant)

- 42 mentions of Race-based / Biased Treatment (e.g., due to race, accent, appearance, victim-blaming)

- 41 mentions of Police Not the Appropriate Personnel (e.g., mental health needs, SROs, non-emergency situations)

- 35 mentions of Need for Police Training (e.g., de-escalations, communication, age-appropriateness)

- 34 mentions of Lack of Trust in Police (e.g., fear, avoidance, hesitance to call)

- 27 mentions of Negative Community Relations (e.g., interactions or presence in community left a negative impression)

- 23 mentions of Need for Police Accountability / Transparency (e.g., desire for understanding, input, oversight on police policies)

- 8 mentions of Community Bias Leading to Unnecessary Police Response (e.g., community members calling the police on someone due to their race or socioeconomic condition)

- 7 mentions of Unnecessary Police Force (e.g., physical imposition)

- 6 mentions of Unnecessary Ticketing (e.g., excessive, disproportionate)

Presentations of Findings

Since completing data collection and analysis, the findings reported above have been presented to the public twice. The first time was in a public report-out forum held via Zoom on the evening of November 18. This event had over 100 attendees, not including HRC members, or PCRC or City staff. During this meeting, attendees were broken up into eight smaller groups (one of which was Spanish speaking and one of which was Mandarin speaking), where they discussed different scenarios loosely based on actual stories collected. The small-group discussions elicited a wide range of reactions from participants. Several were surprised by the situations described in the scenarios; some expressed concern and understanding for individual police officers as well as fellow community members; some wanted to have police policies explained or clarified; many related their own personal experiences with police; and many suggested changes to improve difficult situations with the police in the future. We observed that some community members had difficulty accepting that other community members have had very different experiences with the police than their own. We hope this forum increased awareness and empathy. Assistant City Manager Audrey Seymour Ramberg also shared the findings at a meeting of the City Council Ad Hoc Subcommittee on Race, Equity, and Inclusion on the evening of November 19.

As this report's findings are further disseminated among members of the Mountain View community, it is our hope that they will continue to be revelatory and provide more paths for increased empathy and understanding in our city.

Final Thoughts and Considerations

Before concluding this transmittal, we would like to share several key considerations.

First, we do not have demographic data for all storytellers because of the special considerations we took to protect their confidentiality. However, based on the demographic information we do have, we saw a few notable patterns emerge along demographic lines.

- In the Mandarin speaking forum, most comments made reflected positive experiences with the police. Despite their overwhelmingly positive accounts, however, the Mandarin speaking participants still expressed some concerns, such as how to access police services and resources more effectively (from knowing phone numbers and websites for the police, to having adequate language interpretation when interacting with police officers).

- In the youth forum, the overwhelming majority of the 15 participants had direct, negative experiences to share, many with SROs, and some with other officers from MVPD.

- Of the 26 storytellers whom we know were homeless or unstably housed, 7 told stories that are included in the Community Bias Leading to Unnecessary Police Response theme, representing 7 of the 8 stories in this category. This suggests that this is a crucial theme for the homeless community in Mountain View.

Second, and relatedly, we would like to underscore our intention to have this report reflect many different perspectives that the diverse members of this City have of their interactions with local police. This, in turn, allows individuals in the Mountain View community, including those in leadership roles, to hear and gain insight into perspectives on local policing that might be unfamiliar to them. In several of our interactions, we discovered that some people had difficulty understanding how different some people's experiences are from their own. Each theme described in the report represents a lived experience in the Mountain View community that merits the attention of all who are a part of our City.

Lastly, we are hopeful that the greater dialogue spurred by this HRC community engagement process will help improve relations not only between the Mountain View community and police department, but also between community members themselves. Our city is already such a special place, and we are honored to have been able to play this part in its growth and progress.

Respectfully submitted,

HRC Subcommittee on Community-Police Relations
IdaRose Sylvester, HRC Chair
Julie Solomon, HRC Commissioner
Annette Lin, HRC Commissioner

Acknowledgements

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- The staff and volunteers of PCRC, with special thanks to José López, PCRC Manager of Facilitation Services

- The staff of the City of Mountain View, including the Communications Team and the City's Multilingual Community Outreach Program (MCOP), with

special thanks to Nancy Ducos, MCOP Community Outreach Coordinator, and Audrey Seymour Ramberg, Assistant City Manager

- The Mountain View community, for your trust and for working together to create a stronger community!
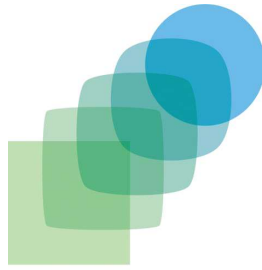
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PENINSULA
CONFLICT
RESOLUTION
CENTER

City of Mountain View Human Relations Commission:
Community Stories of Experiences with Mountain View Police

Table of Contents

Introduction and Background

National Movement for Racial Justice and Police Reform
The killing of George Floyd in May 2020 by a Minneapolis police officer was a painful reminder of countless other instances of police and societal violence against African Americans across the country. This has spurred a national movement for racial justice and police reform to address systemic racism that results in disparate outcomes for African American, Indigenous, and people of color, not just in criminal justice, but also in the areas of health care, education, housing, economic opportunity, and environmental impacts. National police reform efforts also raise concerns about the role and methods of policing for the community as a whole, not just for people of color.

Human Relations Commission Subcommittee on Community-Police Relations
As the movement swept the nation, Mountain View saw some of the largest local protests in recent memory. In response, the City recognized the opportunity and obligation to connect with residents to listen to concerns, provide information, promote dialogue, and find a path forward together. On June 4, 2020, the Human Relations Commission (HRC) met with Police Chief Max Bosel, who discussed the Police Department's values and policies and invited the HRC's assistance in engaging the community. Community members also suggested the involvement of the HRC. The HRC formed a Subcommittee on Community-Police Relations, composed of HRC Chair IdaRose Sylvester and Commissioners Julie Solomon and Annette Lin, to help facilitate a community engagement process to gather stories from Mountain View residents, workers, and visitors about their experience interacting with the police in Mountain View. The City hired the Peninsula Conflict Resolution Center (PCRC) to work with the HRC subcommittee and Assistant City Manager Audrey Seymour Ramberg.

About the Peninsula Conflict Resolution Center
PCRC's mission and vision is to partner with individuals, groups, and institutions to empower people, build relationships, and reduce violence through collaborative and innovative processes. PCRC provides this support in various ways, namely by helping people communicate and solve problems together through mediation, facilitating group meetings, and building public engagement skills. As a neutral third party, PCRC also assists people and entities in conflict to develop mutually acceptable agreements.

PCRC's goal is to support organizations and residents in becoming active participants and collaboratively sharing information beneficial to their communities' future. PCRC's role in these collaborations is to consult with partners through effective and inclusive community engagement and co-construct a process that facilitates positive long-term relationships and productive community forums for everyone involved. For more than 30 years, PCRC has encouraged and nurtured individuals, families, and organizations' collective strengths to improve communication and community participation. PCRC's role in working with the HRC and the City was to help plan the engagement process, facilitate virtual listening forums, analyze the themes from the stories gathered, and document them in a written report.

Overview of the Community Engagement Process

The objectives of the community engagement process in Mountain View were to: (a) provide a space for Mountain View residents, workers, and visitors to share personal stories that increase visibility and understanding of Mountain View police interaction with the community; and (b) to gather information for an HRC report to the Mountain View Police Department and City Council to help inform future police policy and programs.

There were three methods for gathering community stories: virtual listening forums with small group dialog; a website portal for people to submit stories in writing; and one-on-one interviews for people with limited access to technology, more difficult-to-reach groups, and people who felt most comfortable with direct conversation. A total of 183 people participated, as noted in Table 1. (In a few instances, participants provided more than one story describing separate interactions with Mountain View police.)

Table 1. Total Stories of Experiences with the Local Police

By Engagement Method	Participants
Virtual Listening Forums	87
Online Story Submissions	51
Interviews	45
Total	**183**

Methods

The Principles of Engagement
PCRC's method of community outreach and capacity building is a process based on relationships and trust. Therefore, PCRC uses the *Principles of Engagement* to ensure authentic community engagement centered around inclusion and respect, core to its mission and vision.

The following PCRC principles were adhered to throughout the community outreach and facilitation process:

1. Be clear about the purpose or goals of the engagement effort and the populations and communities engaged.
2. Go into the community, establish relationships, build trust, work with the formal and informal leadership, and seek community organizations and leaders' input.
3. Remember and accept that community self-determination is the responsibility and right of all people who comprise a community.
4. Partnering with the community is necessary to create change.
5. All aspects of community engagement must recognize and respect community diversity.
6. Awareness of a community's various cultures and other diversity factors must be paramount in designing and implementing community engagement approaches.

The specific methods for the listening forums, online story submissions, and interviews are described below.

Outreach

HRC subcommittee members and City staff from the Multilingual Community Outreach Program (MCOP) and communications team did extensive outreach to inform people about the listening forums and online story portal. This outreach included: emails and calls to the groups and individuals in the HRC's and City's various networks, with special targeted efforts to reach Spanish and Mandarin speakers, youth and people of color; emails and calls to local schools, nonprofits and faith-based organizations; multiple rounds of social media posts; announcements on the City's website; newspaper advertisements; and posting of flyers. The HRC subcommittee members also recruited participants for one-on-one interviews as described in more detail below.

Virtual Listening Forums

Four two hour listening forums were conducted on Zoom video conferencing from August 31 through September 24. The forums were designed to create space for different constituent groups: with one focused on youth (ages 15-24), one led in Spanish, one led in Mandarin, and one led in English for general participation.. These gatherings aimed to provide a comfortable, informal environment where community members could speak from their own experience on local policing in the City of Mountain View. In the opening segment of each forum, the HRC subcommittee and PCRC presented information about the forum purpose and process. Where feasible given simultaneous interpretation constraints (see below), PCRC then divided participants into virtual breakout rooms of 5 to 12 people and facilitated small group discussion using a dialogic form of engagement. Small group highlights were reported out to the full group in the closing segment of the forum.

Simultaneous Spanish interpretation was provided for the English forum, and simultaneous English interpretation was provided for the Spanish and Mandarin forums. Due to the technology limits for providing simultaneous interpretation in multiple Zoom breakout rooms, the Spanish and Mandarin forums were kept in one group.

Several steps were taken to protect confidentiality. No video or audio recording was allowed during the small group dialog sessions; facilitator notes were taken, but no participant names were written down. Participants could choose whether to turn on their videos or use their actual names on the Zoom platform. City staff were not present when participants were sharing their stories. However, staff involved with planning the forums were on hand at the beginning and end of the forums to hear the opening and closing comments by PCRC and the HRC subcommittee.

A total of 87 community members attended the four virtual listening forums. The Zoom platform accounts for each "unique user" who logs into the forum, which means that people who logged out and back in were not double-counted. The general English language forum had the highest attendance, with 45 unique users attending. The youth, Spanish, and Mandarin sessions had 15, 10, and 17 unique users attending, respectively. (Table 2).

Table 2. Virtual Listening Forum Attendance

By Constituent Groups	Attendance
English Forum	45
Youth Forum	15
Spanish Forum	10
Mandarin Forum	17
Total	**87**

The primary feedback collected during the listening forums was from the small group discussions. PCRC facilitators asked the small group participants to describe (a) an interaction with the Mountain View Police Department (MVPD), (b) what happened during this experience with the MVPD, (c) what can be improved with these interactions with the MVPD, and (d) how the experience affected future interactions with the MVPD. PCRC notetakers captured the participants' answers in aggregate across participants as they shared their thoughts on each question but did not attribute comments to specific individuals. As referenced above, all responses were kept anonymous and answers were not attributed to particular participants.

In addition, poll questions were posed at various points in the forum regarding participant demographics, perspectives, and session evaluations. Poll results were read out loud during the forum and kept by PCRC for internal facilitation feedback. Unfortunately, many people did not choose to participate in the polls. Therefore, demographic information about forum participants is not available.

Online Story Submissions
To complement the four listening forums, the City created a website, Engage.MountainView, to allow community members to submit stories in writing. This provided an option for community members who might not be comfortable attending the forums but still wanted to share their story. Also, the online portal added a layer of anonymity for community members who did not want to register for a Zoom event and log in with a personal account, given the topic's sensitivity and the fear of reprisal that some people expressed. Separate portals were provided for English, Spanish and Chinese speakers, with instructions in each language. Like the forums, the questions on the website asked people to describe (a) an interaction with the MVPD, (b) what happened during this experience with the MVPD, (c) what can be improved with these interactions with the MVPD, and (d) how the experience affected future interactions with the MVPD. To maximize participants' comfort level about anonymity, people were not asked to provide demographic information when submitting their stories through the online portal. However, some participants shared their race or other demographic details in the context of their story.

The online portals were available for nearly eight weeks. A total of 51 stories were submitted on experiences with police in Mountain View. One was in Spanish. The rest were in English. No stories were received in Chinese (Table 3).

Table 3. Online Story Submissions

Number of Online Submissions	51

Interviews

One-on-one interviews were conducted by members of the HRC subcommittee to reach people who did not have the technology, internet access, or time to participate in online forums or submit stories online, or felt safer talking directly to someone. Several other interviewees felt they wanted to share their stories one-one-one for reasons ranging from wanting help focusing their stories via questioning, to wanting to interact with members of the HRC subcommittee to understand the nature of the work better. A total of 45 interviews were conducted (Table 4). Interviewees were recruited through direct outreach by HRC subcommittee members. Interviews were almost exclusively conducted in person, with COVID-19 protocols in place, but a few were conducted on the phone.

Many of those interviewed were members of vulnerable populations, including those who are unstably housed or homeless (n = 26). Several members of this population were not English speakers. Other people interviewed were non-profit and community leaders, business owners or managers in the city, and other individuals from a wide range of backgrounds. Interviewers used the same questions as the forums and the online portals.

In addition, two local student organizations provided written summaries of interviews and surveys they had conducted on topics related to local policing, wanting to share this information with the City. Methodologies were different, but the feedback from these summaries identified and reinforced many of the themes collected directly through the HRC community engagement process. The feedback from these other organizations is not included in the analysis of themes presented in the Findings section below.

Table 4. Community Interviews

Number of Interviews	45
Number of Written Summaries from Other Organizations	2

It is important to point out that the format of the stories and frequency and variety of the themes and topics differed across the three data collection methodologies, even though the questions were the same. The stories shared in the listening forums were elicited through a conversational (or dialogical) process, and the note-takers captured bullet points that reflected different people commenting at different moments, depending on the progression of the questions and the dynamics of each group. The written submissions, in contrast, were complete, cohesive, uninterrupted stories. The interview content was midway between these extremes. In addition, across the data collection formats, the degree to which people focused on narrating a series of specific events versus reflecting on what should or should not change about the police also varied.

Data Analysis Methodology

The stories in the virtual forums, online submissions, and interviews were reviewed to identify the most common themes using a multi-step process. In the first step, stories were reviewed to identify those that referred to direct experiences with Mountain View police rather than generalized sentiments about policing with no actual encounters. Those stories not relating to

experience with Mountain View police (n =2) were not included in the coding of themes. In the second round of review, the stories referring to direct experiences with police were coded to identify keywords and phrases that were stated in the stories or that could be used to describe or summarize elements in the stories. This coding produced a number of topics that were repeated across the engagement methods; these topics were then grouped into themes that fell under two general categories: expressions of satisfaction with local police and expressions of concern or improvement needed. A final round of analysis counted the number of keywords and phrases under each theme, resulting in the frequencies shown in the Findings section below.

It is important to note that themes can overlap in qualitative coding and analysis. The decision to code a unit of text to one theme, another theme, or both, involves judgment, and therefore a degree of subjectivity. The quantification of the themes provides information about more common versus less common experiences and viewpoints among the participants. As is discussed in the Challenges and Limitations section (below), the themes are drawn from the stories that were collected as part of this process, not from all interactions of Mountain View community members with the Mountain View Police Department. The experiences, themes and the frequencies reported here cannot be generalized to the entire population of Mountain View or particular subpopulations. However, the stories gathered still provide a robust set of data reflecting the lived experiences and voices of the numerous community members who shared their stories with us.

Findings

The themes from the stories collected through the virtual listening forums, online story submissions, and interviews are provided below (Table 5). The themes are not an exhaustive list of all the topics raised in the stories but showcase the topics that were raised multiple times.

The frequencies reflect the number of times a theme was mentioned. A story could have multiple themes and could include a combination of positive and negative themes according to the storyteller's experience. At times, the themes relate to what the participant said about what they experienced; at other times, the themes reflect what the participant suggested could be done to improve similar experiences in the future. The themes are described in greater detail with exemplary quotes from the online story submissions and interviews to showcase the themes in the participant's own words when available. (Direct quotes were not collected during the virtual listening forums.) In some instances, paraphrasing has been used to maintain participant anonymity.

As referenced above, the themes have been divided into two broad categories depending on whether the theme was an expression of satisfaction with police experiences or an expression of concern or needed improvement with police experiences. Expressions of concern or needed improvement were most common (n = 266) compared to expressions of satisfaction (n = 82).

Table 5. Small-Groups Sessions, Online Submission, and Interviews

Themes on Police Experiences	Frequency
Expressions of Satisfaction (82)	
General Expressions of Satisfaction (e.g., good, great, grateful)	29
Positive Police Community Relations (e.g., police presence built trust, left a positive impression)	21
Helpful Police Assistance (e.g., addressed issues like car breakdown)	12
Pleasant Police Interactions (e.g., friendly, caring)	10
Felt Safe due to Police (e.g., police response brought reassurance)	7
Good Effect on School Environment (e.g., School Resource Officers [SROs])	3
Expressions of Concern or Improvement Needed (266)	
Domineering Police Behavior (e.g., bullying, overbearing, heavy-handed)	43
Race-based/Biased Treatment (e.g., due to race, accent, appearance)	42
Police Not the Appropriate Personnel (e.g., mental health needs, SROs, non-emergency situations)	41
Need for Police Training (e.g., de-escalation, communication)	35
Lack of Trust in Police (e.g., fear, avoidance, hesitance to call)	34
Negative Community Relations (e.g., interactions or presence in community left a negative impression)	27
Need for Police Accountability/Transparency (e.g., desire for understanding, input, oversight on police policies, discipline)	23
Community Bias Leading to Unnecessary Police Response (e.g., community members calling the police on someone due to their race or socioeconomic condition)	8
Unnecessary Police Force (e.g., physical imposition)	7
Unnecessary Ticketing (e.g., excessive, disproportionate)	6

Expressions of Satisfaction with Police Experiences
The expressions of satisfaction with police experiences occurred in the forums, online story submissions, and interviews 82 times. These experiences included police calls for service and other types of police contact, as well as interactions with or observations of Mountain View police in the community. Some expressions of satisfaction provided more detailed descriptions of the experience and included specific topics, whereas others were more general.

General Expressions of Satisfaction. The most frequent expression of satisfaction (n = 29) is related to a general feeling of satisfaction without describing details about a specific experience. Illustrating these general sentiments, one participant stated, *"The officers I have met have exceeded my expectations in professionalism and courtesy. They have a highly positive engagement with the community"* (Online Story Submission).

Positive Police-Community Relations. Police-community relations showed up in the stories as both a positive and negative theme, depending on whether or not the storyteller felt that the police presence in the community was appropriate and helpful in fostering a connection with and favorable impression of the police. The positive police-community relations theme (n = 21)

reflects stories where the presence of police in the community and the way they interacted with the public was viewed as appropriate and positive, promoting connection, communication, and trust. When the experience with local police was satisfactory, the suggestions were generally to continue the good work and expand these interactions to proactively amplify the positive instances. One of the online story submissions that exemplifies this theme stated, "By meeting with him… My son realized the officer is a dad, a community leader, and a first responder in addition to being in law enforcement" (Online Story Submission). (The stories expressing concerns about police-community relations are discussed later in this report).

Helpful Police Assistance. Some participants described the service or assistance provided by the police as "helpful" (n = 12). These helpful instances included making traffic stops, addressing car problems, making home visits, and addressing emergencies. One of the online story submissions states, *"Twice I called when frightened by things going on outside, in one case the sound of gunfire. All police officers were very courteous, extremely helpful, and always professional. I was told it was always better to call when in doubt than not to do so"* (Online Story Submission).

Pleasant Police Interactions. In this theme (n = 10), participants described an interaction with the police that was caring and friendly. One of the participants stated, *"I was walking out the door with my son, and an officer was walking around his car nearby. I was nervous because I didn't know if he was there to investigate something, but he stopped, and we said hi. He waved us over and gave my son a badge sticker! Really appreciated the friendly interaction"* (Online Story Submission).

Felt Safe Due to Police. This theme relates to experiences in which the participant stated that the police made them feel "safe" when contacted to address a situation (n = 7). Several participants mentioned that their sense of safety increased when the police arrived or were called for an incident. One of the parent participants stated, *"My 9-year-old was riding a bike with her teenage brother and fell down. A community officer showed up out of nowhere and helped them (even helping with a band-aid). We were all very thankful, but for her, it really made her feel safe - which is priceless"* (Online Story Submission).

Good Effect on School Environment. The expressions of satisfaction with School Resource Officers (SROs) (n = 3) were provided by parents who felt good that the police were present at their children's schools and interacting with students. One of the parent participants stated, *"Officers have always been polite and helpful in our various interactions throughout the years. I appreciate how they try to teach and get to know the school kids. I've seen them helping out with Bike to School days and on campuses at various times"* (Online Story Submission). However, it is important to point out that this expression of satisfaction with SROs is in contrast to the concerns about SROs expressed during the youth forum, as will be discussed below.

Expressions of Concern or Improvement Needed with Police Experiences
The majority of the coded keywords and phrases (76%) can be grouped into the broad category of experiences expressing concerns or areas for improvement (n = 266). The concerns and suggestions for improvement relate to a number of specific themes that are described below.

Domineering Police Behavior. This theme relates to instances in which storytellers shared experiences where the police exercised a certain bravado, rudeness, or arrogance that the storyteller felt was heavy-handed, overbearing, or bullying (n = 43). These instances were brought up as problematic behavior that was perceived to be out of line with proper police protocol and unbecoming of the police officer role as a professional. One online story submission described, *"They were shouting at him from the front patio to "shut the f* up, or we're going to arrest you"…We were trying to calm my son down and also telling the police officers that we no longer needed their assistance"* (Online Story Submission).

Race-based/Biased Treatment. Biased treatment due to the storytellers' race or socioeconomic characteristics was named in the stories with a high frequency (n = 42) compared to other themes. This includes stories in which the storyteller stated that they were approached by the police because of their race, with implications of racial profiling (n = 29).

One online story submission (from a participant identified as both Latinx and African American) stated, *"When we first moved into an apartment complex . . ., my husband got stopped by the police 3 different times around the building, they said he matched the profile of a report of someone selling drugs around the neighborhood, . . . even though he told them he lived right here"* (Online Story Submission). Another story was told in a one-on-one interview by a middle aged African American woman. "I get pulled over a lot. Often, there is no stated reason for the stop. The questions I get asked are inappropriate: are you on parole or probation? White people are never asked this."

This theme also includes stories in which the officer explicitly took an action or communicated something that the participants felt was biased or problematic based on assumptions about race, accent, age, gender, or appearance, which the participant felt was unnecessary to the assessment of the situation (n = 13). One online story submission described an experience in the following manner, *"I remember that police officer arriving and making a comment about how no one in our neighborhood would steal a motorbike, that it had to be someone from San Jose or Oakland planning to come back for it…the comment struck me as a prejudice that seemed inappropriate for an officer of our city"* (Online Story Submission).

Police Not the Appropriate Personnel. The range of roles that the police are tasked with was consistently brought up in the stories, especially related to situations that participants thought did not require police presence because they were not emergencies or because mental health or another type of expertise was required. Participants expressed that such situations were not addressed with the proper personnel (n = 41). Some participants suggested that rather than policing, other services can be provided in some circumstances. This could be accomplished by reallocating funds and instead using social workers, mental health professionals, school counselors, or other service providers that better suit the situation.

For example, one online story submission stated, *"This kind of over-involvement of armed police for things that should be resolved by unarmed workers is dangerous, especially to people of color who rarely receive the benefit of the doubt in ambiguous situations. Incidents like mine and many similar should be handled either by non-police officers OR by unarmed police officer[s] …"* (Online Story Submission). Another online story submission stated, *"When he was in his*

elementary school, having an escalation, instead of a mental health professional, a police officer was called…They don't need to be in schools with children with disabilities because that is not their job" (Online Story Submission).

Need for Police Training. When the stories reflected negative experiences, the storyteller would often bring up the need for police training (n = 35) on interpersonal and other skills to better engage and meet the needs of the communities they serve. The stories would suggest that being educated in mental health, disabilities, and age-appropriate responses (for SROs) would improve many situations. One parent shared this concern when stating, *"I have a child who has severe autism. We've had two interactions with police in Mountain View, and they've been ok. But that was when my child was younger….What is the training around individuals with intellectual and developmental disabilities or those with dementia?"* (Online Story Submission). It was also recommended that training to raise awareness of implicit bias could reduce police profiling and harassment, particularly among low-income communities and people of color. Prominent in this theme was the importance of prioritizing de-escalation training to address domineering police behaviors such as intimidation, force, and violence that directly contribute to the fear and avoidance expressed in the stories classified under this and other themes.

Lack of Trust in Police. Several stories brought up a lack of trust in the police due to uncomfortable experiences with problematic police behaviors and a feeling of threat due to police presence in the community with guns, imposing vehicles, and uniforms (n = 34). Some stories related to situations where people couldn't trust the police due to past experiences with bias, yelling, escalation, or physical imposition, where it was felt that the response was disproportionate and did not fit the situation. Some stories questioned the need to involve the police for fear of escalating a situation that the storyteller preferred be addressed without the involvement of law enforcement. One community member shared when seeing an African American man in the middle of the street who appeared to be mentally ill, *"I thought about calling the police to help him out but decided there was a greater risk to him from the police rather than the traffic"* (Online Story Submission). A participant in a one-on-one interview related a story of her young, African American son's experiences being stopped on a regular basis: "Memories stay with kids forever. Do they (the police) think about that and how kids will be hurt and how they will think about police later?"

Negative Police Community Relations. This theme (n = 27) relates to stories in which the storyteller described a negative reaction to the police presence in the community or indicated that the way the police handled a situation was not sensitive to community perception (e.g. when working with immigrant communities). In some stories, the participant stated that the police should increase their community relations efforts as a suggestion for how to address the concern raised in the story. For example, attention to community relations was mentioned as a way to address lack of police trust and police domineering behavior. The need for improved community relations was brought up as something that should be addressed at both an institutional and an individual officer level and through community engagement events. One community member stated, "*I know police must approach people with caution, but through the interaction, I suspect that they are trained to view everyone as a potential criminal. But, that mentality will not help positive community relations*" (Online Story Submission). Additionally, one interviewee who has frequent encounters with police as a homeless person, stated that with Mountain View Police

Department, "it's luck of the draw" – he never knows if an experience with the police will be good or bad, depending on which officers respond to a given situation.

Additionally, the stories reflected in this theme shared that the police need to be mindful of the public perception of their presence in the community. This could include showing up with uniforms, guns, or imposing vehicles for events that do not warrant them, such as festivals, city events or community meetings, or providing a disproportionate response that the storyteller felt did not fit the situation. For example, an excessive number of police cars responding to a non-violent incident was perceived as an unnecessary show of force. These experiences of how the police show up to community spaces were especially crucial to the relational component of building community with people of color or vulnerable communities (i.e., unstably housed, immigrants, youth, and those with cognitive or physical differences), which often have a strained relationship or have had traumatic experiences with the police, according to the participants that shared these experiences.

One interviewee who is homeless described an incident in which he was charging his phone in a public area when the police, responding to a call, drove up to him in an SUV with camouflage gear to tell him he couldn't use the power and that he had to leave. He felt that responding to this situation in such a manner was intimidating and an unnecessary show of power. Another interviewee, a community activist, stated: "I have watched our police chief address a human relations commission sponsored event with a gun and a badge. Why does he have to bring and display his gun? Especially on video? I attended a safe parking stakeholder meeting at a local church that included a police officer wearing a bullet proof vest and weapons. There was nothing risky about this meeting. It left me feeling intimidated and actually limited my ability to fully enter into the meeting."

Need for Police Accountability and Transparency. The stories reflected in this theme expressed the need for police transparency for members of the community to better understand resource allocation and police accountability (n = 23). Some participants who viewed their experience as unresolved or unacceptable suggested an independent advisory board or auditor that would be tasked with a neutral and impartial review of actionable items involving the police. According to one online story submitter (self-identified as African American), *"We immediately filed a complaint, and however, the MVPD determined there was no wrongdoing and no corrective actions were taken...We remain deeply concerned and angry over this incident"* (Online Story Submission)

Community Bias Leading to Unnecessary Police Response. The focus of this theme (n = 8) is how the biases that exist in the community can lead to unfair police response and scrutiny. This theme reflects instances in which members of the Mountain View community called police to investigate certain individuals who felt they were doing nothing wrong. In the stories that describe the theme, the storytellers believe that police were called on them not for any behavior, but primarily because of their demographic characteristics and appearance, for example their race or socioeconomic status. Frequently, these individuals stated that when the police respond to the calls, they were not treated poorly, but that being stopped could be humiliating and a waste of time. One homeless individual describes his strategy for feeling safe in Mountain View as "out of sight, out of mind," saying he avoids sleeping where he can be found so that the police are not

called on him. Another homeless individual said in an interview that he *"does not necessarily fault the police."* He says that some members of the Mountain View community call the police right away when *"they just see a homeless person or a stranger in their neighborhood,"* and the police "are just responding to that."

Police Force. The police use of force and physical violence was a relatively infrequent theme (n = 7). Still, it is included in the report as it was called out specifically by some storytellers who stated that police became physical, and force was applied unnecessarily. One interviewee shared a story of her friend sleeping in a public place in Mountain View who was woken up by police hitting her with a baton. This person who was hit is now too afraid to come forward directly with this story. Another interviewee who is homeless shared that, in the many times he has been arrested, Mountain View police used unnecessary force on him. However, he also stated that, as he became better known to officers, they have treated him better.

Unnecessary Ticketing. This theme reflects stories in which participants described what they perceived as unnecessary tickets or penalties (n = 6). While the frequency of this theme is relatively low, it was clustered in the narratives provided by some vulnerable populations (i.e., unstably housed, youth). One online story submitter stated, *"I will be attending court to try and fight the ticket, but I am still very bothered by the fact that my brother's vehicle was impounded and it was very hard to tell my parents this all happened while I was simply doing my job"* (Online Story Submission). Most of the examples of this theme were provided in the interviews, which were conducted in areas where people are living in recreational vehicles (RVs) or visiting agencies to receive food assistance. Within this theme, police roles in the community were interwoven with comments about the need to improve relationships with and services for the most vulnerable populations.

For example, one interviewee recounted to a member of the HRC Subcommittee a story about her family's RV continually being towed or ticketed as they moved around different streets in Mountain View and described the constant stress and worry over where they will be able to live. Another interviewee described how homeless people who had found shelter at the Mountain View train station were driven from the station because they kept getting ticketed for sitting on the station's benches. In addition to losing this source of shelter, if they were unable to pay their tickets, it could eventually lead to their arrest.

Discussion

It is important to note that within the overall themes, there were differences across various subgroups, such as the participants in the Mandarin forum (n =17), the youth forum (n = 15), and interviews with homeless and unstably housed people (n = 26).

In the Mandarin speaking forum, most comments made reflected positive experiences with the police. Despite their overwhelmingly positive accounts, however, the Mandarin speaking participants still expressed some concerns, such as how to access police services and resources more effectively (from knowing phone numbers and websites for the police, to having adequate language interpretation when interacting with police officers).

On the other hand, in the youth virtual listening forum, only one positive police experience was mentioned. In that group, the need to improve police community relations (n = 10) was the most frequent theme, followed by the police not being the appropriate personnel (n = 8), especially on school campuses. The last three themes among youth, domineering police behavior, race-based/biased policing, and the need for police training, were tied at four instances each.

The 26 interviewees stories from the homeless and unstably housed population (which represented over half of the total interviews) expressed unique experiences in their stories, with more complex and frequent interactions with police. The theme with the highest frequency was domineering police behavior (n = 9), followed by the need for improved community relations (n = 7), excessive ticketing (n = 5), and lack of police trust (n = 3). In addition, some positive police interactions were reported (n = 7) within this population. Some interviewees brought up inequality and the lack of resources or services for low-income constituents (such as those living in vehicles or immigrants), with people segregated due to their poverty and experiencing distinct interactions with police. As stated above, the participants in this subgroup or those providing services to this population expressed the need for more psychologists and health/social workers to address non-emergency situations instead of more penalties or law enforcement.

Challenges and Limitations

In interpreting the data, it is important to bear in mind key challenges and limitations with respect to whose voices are represented. Participation in the virtual listening forums depended on Zoom access and comfort sharing personal stories of experiences with the local police in an environment in which anonymity and confidentiality could not be guaranteed. The City's Multilingual Community Outreach Program (MCOP), other City staff, and the HRC Subcommittee conducted extensive outreach to encourage participation in the listening forums and, in collaboration with PCRC, took many steps to create a supportive environment for sharing, including offering interpreting services, providing small-group facilitation, and employing measures that promoted confidentiality. However, although those who attended the forums participated actively, overall attendance at three of the forums (youth, Spanish-language, and Mandarin-language) was relatively low.

The online portals allowed anonymous submission of stories in three languages. However, the use of the portals required Internet access, as well as literacy skills. Nearly all stories submitted via the portals were written in English.

The interviews provided a key opportunity for members of traditionally marginalized groups and other community members to share stories one-on-one with HRC subcommittee members, confidentially, by phone or in person. Community leaders and other community members who are not marginalized also participated in these interviews. Commissioners conducted outreach through community leaders and in person at Hope's Corner and in an area where many RV dwellers live. However, this outreach was focused on a narrow segment of the community, and fear or discomfort with disclosing experiences with the police was still likely a barrier to participation.

It is also important to bear in mind that none of the story collection formats had accommodations for speakers of languages other than English, Spanish, and Mandarin. Additionally, across the formats, participation was likely also limited by the emotional difficulty of reliving experiences perceived as negative and a lack of interest or motivation to share experiences perceived as neutral or positive.

In short, the data collected and the associated distribution of themes reflect a convenient sample of people who were willing and able to share experiences through one of the data collection formats. The experiences and themes, therefore, cannot be generalized to the entire population of Mountain View or particular subpopulations. However, they still provide a robust set of data reflecting the lived experiences and voices of 183 community members sharing stories about interactions with Mountain View police.

Conclusion

As noted earlier in this report, the objectives of the community engagement process were to: (a) provide a space for Mountain View residents, workers, and visitors to share personal stories that increase visibility and understanding of Mountain View police interaction with the community; and (b) to gather information for an HRC report to the Mountain View Police Department and City Council to help inform future police policy and programs. The process was successful in engaging 183 people from diverse segments of the community to share stories of their experiences with Mountain View police. Although the findings cannot be generalized to all of Mountain View, they do provide insight into the experiences of multiple segments of the community.

The themes from the stories were broadly categorized as either an expression of satisfaction with police experiences (n = 82) or an expression of concern or needed improvement with police experiences (n = 266), with expressions of concern or needed improvement representing approximately three-quarters of the coded keywords and phrases. The five most frequent themes fall under the category of concern or needed improvement and relate to domineering police behavior (n = 45), race-based/biased treatment (n = 42), police not the appropriate personnel (n = 41), need for police training (n = 35), and lack of trust in the police (n=34). Within the broad category of positive expressions, the theme with the highest frequency was a general sense of satisfaction and appreciation (n = 29), from stories that did not provide detailed descriptions of the nature of the experience with police. The second most frequent theme in the expressions of satisfaction is related to an experience of positive police community relations (n = 21).

The HRC community engagement process on Mountain View policing and the themes expressed in the stories shared to provide a meaningful foundation for continued dialog, learning, and action, with the most immediate next steps outlined below.

Next Steps

The themes from the virtual forums, online portal, and interviews were shared with the community at a report out session on November 18, 2020. A brief update was provided to the City Council Ad-Hoc Subcommittee on Race, Equity and Inclusion on November 19, 2020. The HRC will transmit the themes to the City Council on December 1, 2020, as part of a comprehensive update on the City's Race, Equity, and Inclusion Action Plan. The community feedback provided through the process will be used by the Council and the Police Department to inform future police programs and policies.