

# Fresno Commission for Police Reform



## REPORT AND RECOMMENDATIONS



\*photo courtesy of Chris Schneider.

\*\*photo courtesy of Fresno Building Healthy Communities.

***“If you are working on a problem you can solve in your lifetime,  
you’re thinking too small.” Wes Jackson***

I have been blessed to spend time with some of our nation’s most prominent civil rights leaders— truly extraordinary people. When I listen to them tell their stories about how hard they fought to combat the issues of their day, how long it took them, and the fact that they never stopped fighting, it grounds me. Those extraordinary people worked at what they knew they would never finish in their lifetimes.

I have come to understand that the historical arc of this country always bends toward progress. It doesn’t come without a fight, and it doesn’t come in a single lifetime. It is the job of each generation of leaders to run the race with truth, honor, and integrity, then hand the baton to the next generation to continue the fight. That is what our foremothers and forefathers did. It is what we must do, for we are at that moment in history yet again. We have been passed the baton, and our job is to stretch this work as far as we can and run as hard as we can, to then hand it off to the next generation because we can see their outstretched hands.

This project has been deeply emotional for me. It brought me back to my youthful days in Los Angeles when I would be constantly harassed, handcuffed, searched at gunpoint - all illegal, but I don’t know that then. I can still feel the terror I felt every time I saw a police cruiser. I remember my dad telling me to never look at the police in the face because it would be deemed a challenge to authority. I was a young black man in this beautiful country, and I was terrified. I will never forget those moments.

As present as those memories are for me, I also remember working as a Fresno police officer. I am proud that I was an officer with integrity, honor, respect, with a heart of service, and I was not alone. Those are the same qualities I remember best in my fellow police officers. My former colleagues chose this profession out of a sense of duty and honor to this community. Those women and men I worked with are some of the best people I have ever known, and I was honored to work alongside them.

What I found in working on this project is that diametrical feelings can exist in one space and one person. One can feel legitimate terror about simply seeing a police officer and also feel true hopefulness about the help they can bring. I am that person filled with fear and hope – and I am not alone. The meetings, calls, emails, and text messages I have received from this community let me know our residents are also filled with fear and hope. Our community does not want to be at cross purposes with the Department. We are all hopeful that things can change, and we can come together.

What is also true is that the vast majority of the women and men in that system are honorable people who want to serve this community, who chose this line of work to be of service. The same way the system has failed this community, it has failed them as well. The police officers in our Department have also been asking for change. I have received the same type of communications from our police officers. I can say from personal conversations with many current and former officers that it pains them deeply that the profession they have dedicated their lives to is seen as a harmful institution, and again they don’t want to be at cross purposes with their community. They also know change must occur.

### **What I have learned is that we all want the same thing.**

I feel deeply honored to have been given the opportunity to serve on this project. The work has been therapeutic for me. I didn’t know it at the time, but when I got the call from Council President Arias, I was depressed about our country and the state we all found ourselves. The murder of George Floyd had deeply impacted me in ways

that I could not have imagined. Being able to do this work brought me out of that darkness. Being a part of the solution has fortified me, and for that, I am forever grateful to the Fresno City Council and Mayor Lee Brand for giving me this opportunity to serve yet again.

I am honored to have served with members of this Commission who were thoughtful and steadfast in their approach. This City and I owe them a debt of gratitude for volunteering hundreds of hours to this project on behalf of all residents.

Thanks also to the consultant staff. You all have been extraordinary partners in this project, and there is no way this could have been done without you. A special thanks to Sofia Cutler, who somehow managed to keep us all organized. I'm not sure how you did it but thank you.

Personally, I thank Lillian Macias Weiland, who works every day to keep me on track, and did so during this project; I know she wanted to pull her hair out many times. Lillian, I know I can't do the work of this community without you. Thank you for being my partner.

To my fellow Fresno residents, I hope you will read this report and know the truth was told. The history of the institution is steeped in systemic racism and oppression, which unfortunately cause police and community to remain at odds, and at times make it seem impossible that we could come together. Over the 200-year history of American policing, while the people inside the system have changed, the system itself hasn't. We must call out and acknowledge the truth that certain communities feel legitimate fear at the sight of police, or we will miss the opportunity to heal and reconcile. We must create an environment for our officers that encourages the service they want to provide to this same community that they love as much as the community members that live there. And above all, we must resist the urge to fall into the false choice of either "Pro Police" OR "Anti Police." The choice is not, nor should it, be binary. We all want the same thing.

The recommendations in this report do not represent the end. It is simply the beginning of the next iteration. As Commission members, we knew we would not get to everything, but we were committed to putting the proverbial bones on the frame, with the full understanding that the organs and flesh are still to come. Together we can create a system that provides our community with true safety and allows our officers to serve with honor, dignity, and integrity. Both can and should be true, and this Commission's work represents the start of that process.

This work is not done, but with the help of the community and those entrusted with the honor of leading, we must stretch ourselves further to create the community of safety we all deserve. All this work is in anticipation of the day we pass the baton to our children and grandchildren.



Oliver Baines  
President and CEO  
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Residents want and deserve a Fresno where all people can thrive regardless of where they live, who they are, or how they look. Our city will not thrive unless Fresnans are safe. For too long, Fresnans have been calling for the transformation of our city. Fresno's culture has long been entrenched in an antiquated ethos of punishment as a response to crime that fails to acknowledge that safety, or lack thereof, is rooted in our neighborhoods, our schools, our parks, our economic opportunities, and our social ties. We have spent decades pouring money into a system that relies on policing as a solution to most societal ills and which absorbs the bulk of our resources, with little results for everyday people.

For centuries, communities of color across the country and in our beloved City have lived in fear of law enforcement. That fear is based on good reasoning - as described in the following report that shows policing in our society was birthed as a result of and for the oppression of Black people, workers, and immigrants. A system so deeply rooted in racism and oppression must be dismantled and replaced with one that is rooted in community, love, and transformative justice - the recommendations that follow should be used as the foundation for future efforts.

Young people in our community have set the vision, and they will lead us into the Fresno of the future, a Fresno that I hope will be unrecognizable as we address the deeply-rooted issues that cause people of color to distrust the police, resent their deadly practices, and question if anything will truly ever change.

As the vice-chair of the City of Fresno Commission on Police Reform, I am proud of the conversations we had and the recommendations we have introduced; however, we have only just begun. We must ensure the culture of our police Department is overhauled. We must never forget Isiah Murrietta-Golding, a 16-year-old boy shot in the back of the head by a Fresno police officer while another officer congratulated him. We must create a Fresno where the murder of our children is unacceptable, regardless of the perpetrator.

Decision-makers at every level must understand all the issues that prevent safety for all, and they must commit to meet these obstacles head-on. As the report details, we must build accountability and transparency in the Department, invest in community-driven strategies, and mutual responsibility for each other. As we embark on this collective journey toward a better, safer Fresno, we must be cognizant that the road ahead will be complicated. Courage, vision, commitment, and authentic community engagement will be required of us all.

The onus is squarely on elected officials, particularly the mayor-elect, to embrace this problem in total, understand all of the factors that have created this current crisis, and implement policies and programs to reimagine public safety. It will take all of us working together, especially the rank-and-file officers, who know that the Department can and must do better.

It is time to dismantle a system that is not working and welcome a new era of community safety that values the lives and dignity of all.



Sandra Celedon  
President and CEO  
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# Introduction

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On May 31, 2020, more than 3,000 protesters peacefully gathered in front of the Fresno Police Department (FPD or Department) headquarters demanding City of Fresno (City) leaders take immediate action to reform policing and community safety in Fresno. The protest occurred approximately one week following the death of George Floyd, who was killed by police in Minneapolis, Minnesota. In response, on June 11, 2020, Mayor Lee Brand and the Fresno City Council announced the formation of the Fresno Commission for Police Reform (CPR or Commission).

The Commission, led by former City Councilmember and former Fresno police officer Oliver Baines, consists of 40 diverse community stakeholders. The Commission was asked to develop recommendations related to police reform and community safety within 90 days, and to present its recommendations to the Executive Committee. In addition to Chairman Baines, the Commission subsequently selected as Vice-Chair Sandra Celedon. The Executive Committee is comprised of seven members: Mayor Lee Brand, City Councilmembers Miguel Arias, Esmerelda Soria, and Luis Chavez, Mayor-Elect Jerry Dyer, as well as Oliver Baines and Sandra Celedon. The Executive Committee is a separate body from the Commission and does not have control over Commission recommendations; other than Executive Committee members Baines and Celedon who serve on the Commission itself, Executive Committee members were permitted to attend meetings of the Commission, but do not have voting power on the Commission.

On June 22, 2020, the Commission held its first meeting and over the next three weeks adopted bylaws and established four subcommittees to address and make recommendations on the following topics: Police Budget; Community Input; Community Development; and Police Training, Tactics, Policies, and Philosophy (PTTP).

## **Police Budget Subcommittee**

The Budget Subcommittee was responsible for investigating and evaluating existing and projected budgeting of the City and the FPD necessary to meet community safety needs; determining if current FPD budget resources could be invested in other areas to improve community safety; and making recommendations to the full Commission for consideration and, thereafter, to the City Council as agreed upon or amended by the Commission.

## **Community Input Subcommittee**

The Community Input Subcommittee had the responsibility for deriving community feedback regarding residents' views on policing and police reform, including community-recommended reforms to be considered and implemented by the Fresno City Council; analyzing the data collected from surveys and focus groups; and making recommendations based on that analysis to the Commission for consideration and, thereafter, to the City Council as agreed upon or amended by the Commission.



## Community Development Subcommittee

The Community Development Subcommittee took on the responsibility of expanding the definition of public safety beyond law enforcement, including options for community investments that support life-affirming programs, such as parks and other proactive programs that directly impact public safety. The Subcommittee looked into examples of important investments with direct consequences on community safety, including, but not limited to, Advance Peace, improvements to neighborhood parks and community centers, community-based organizations, and development efforts that make communities safe and healthy.

## Police Training, Tactics, Policies, and Philosophy (PTTP) Subcommittee

The PTTP Subcommittee's charge was to review different aspects of policing that the community has indicated need to be re-evaluated, including training, policies, and tactics. The PTTP Subcommittee considered best practices of comparable cities, engaged with the FPD, and conducted research to determine if the current policies, practices, and culture of the FPD could be improved to better align with community needs.

As described extensively in the historical section below, appreciating the context within which the Commission's work is situated is critically important. Due to a perception by some in Fresno that previous community input efforts have not accomplished their intended impact, some community members have expressed skepticism about whether or not current reform efforts are being taken seriously by the City or the FPD.

Fresno has evolved as a community where residents of different races, ethnicities, and cultures, often residing in different parts of town, have diametrically different experiences with the FPD and other public institutions. While reform of the FPD is the central charge of the Commission and the focus of this report, it is important to highlight both Fresno's historical challenges and barriers to transformation and the steps it has taken previously to address issues within the Commission's jurisdiction.

While this report highlights some of the differences in how various communities in Fresno perceive the FPD, an important observation made by community members almost across the board is a shared desire to move beyond the false dichotomy that pits community interests against those of the FPD. All Fresnans have a common interest in a safe and thriving Fresno in which everyone is treated fairly and equitably. Creating that reality will require a new level of trust between the community and the FPD; building trust will depend in part on how the City and the FPD engage with the neighborhoods that have been historically most marginalized in the City. As indicated in a survey of officers detailed in this report, many FPD officers joined the force to make a positive change in their community and strongly support changes in their Department that will improve community relations. During this process, many community members commented on officers they personally know who they believe are committed to helping the communities they serve.

The Commission is unified in its view that police accountability and community input must be a continuous process, not an event that comes along every few years or decades, or one that lasts just 90 days. Both Commissioners and Fresno residents have expressed that this Commission is not the "end all be all" to reform of the FPD. While the short tenure of the Commission did create challenges with respect to finalization of recommendations in all studied areas and many issues remain to be addressed, it is the Commission's hope that this report will serve as a concrete catalyst for what would be, according to historians who have studied the history of policing in Fresno, just the third period of true reform for the FPD<sup>1</sup>. The solutions to healing historical discord and developing a community-centered public safety model lie within the good intentions of all Fresnans to collectively address the root causes of the discord and to work intentionally towards positive and sustainable change.

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<sup>1</sup> While the literature on Fresno's history of police reform refers to two prior reform periods, both of which took place decades ago, some Commission members noted that the effort to establish the Office of Independent Review, discussed in a later section of this report, comprised an additional and more recent period of reform.

Like police departments across the country, the FPD is asked to do too much beyond policing. Officers striving to keep their communities safe have, at times, been overshadowed by a Department and a system that hinders their ability to provide the services and supports that all of Fresno neighborhoods deserve. Community-based organizations and individuals committed to providing support and guidance to the most vulnerable residents have demonstrated their capacity and dedication to improve community safety. The recommendations in this report, reached by a majority of the members of the Commission, speak in large part to clear points of intersection between the community and the FPD.

**The full set of 73 recommendations made by the CPR, along with the findings that produced these recommendations, are included in this report. These recommendations include:**

- FPD officers should not be dispatched for calls relating to mental health or behavioral issues of a non-violent nature. The City should increase reliance on behavioral health and trained medical professionals to respond to such calls.
- The FPD use of force policy should state that deadly force may be used only for the protection of human life.
- The City should prepare an “Equity in Recruiting, Hiring, and Promotions Plan” to determine and adopt best practices for a diverse Department reflective of the Fresno community.
- The City should not enter into contracts for policing with school districts. The City should encourage school districts to engage in investments that will provide a more positive experience leading to positive outcomes for students.
- The City should explore additional opportunities to establish joint/shared use agreements with community groups to ensure that young people have safe places to be during non-school hours.
- The City should focus on building trust in South Fresno by investing more money in social support services and opportunities, including through a partnership with the Community Justice Center.



# The National Reckoning on Policing and Racial Equity

As in many cities, Fresno is a city with great racial, ethnic, and economic diversity. Fresno is also geographically divided, with a disproportionate number of people of color living in Central, West, and South Fresno. While, as discussed later, the history of police reform efforts in Fresno is unique, it is important to first view the moment we are in from historical and national perspectives – because the issues Fresno is experiencing with police are not entirely unique, and the solutions and best practices that other cities are contemplating may be relevant to Fresno as well.

Modern policing in the United States (U.S.) has its genesis in slave patrols and organized labor suppression. In South Carolina in the early 1700s, white Southerners formed volunteer patrols to track down escaped African slaves, crush uprisings by enslaved people, and punish those who violated plantation rules. The first professional municipal police force was established more than a century later in Boston in 1838, followed over the next several years by New York City and Chicago. The police were not supplied with guns until 1858, after a New York officer, using a personal firearm, shot and killed an unarmed Irish immigrant. A critical juncture in American police history – the offending New York officer was exonerated, and shortly thereafter, police departments across the country began arming their officers.

By the 1880s, all major U.S. cities had created police departments to deal with the increased crime that accompanied rapid population growth. Poor and working-class whites in Northern cities soon complained of discriminatory policing, as did Jewish, Italian, and other immigrants from southern and eastern Europe. These immigrants spurred the American labor movement, with labor disputes becoming increasingly frequent in the early 1900s. A 1902 Pennsylvania coal strike was in fact the impetus for establishing the nation's first state police force.

In 1929, the Illinois Association for Criminal Justice published the [Illinois Crime Survey](#). Conducted between 1927 and 1928, the survey sought to analyze the causes of high crime rates in Chicago. The survey also provided demographic data on police activity: the survey found that although African Americans made up just five percent of the area's population, they constituted 30 percent of the victims of police killings.

That same year, President Herbert Hoover established the [National Commission on Law Observance and Enforcement \(NCLOE\)](#) to generally investigate crime related to prohibition and police tactics. Between 1931 and 1932, the NCLOE published its investigative findings in 14 volumes, one of which was titled "[Report on](#)

**Lawlessness in Law Enforcement.** The realities of police brutality against the poor and disenfranchised of all races were put on stark display.

During the movement for Civil Rights, aggressive dispersion tactics, such as police dogs and fire hoses, against individuals engaged in peaceful protests and sit-ins, were widely publicized. In 1968, President Lyndon B. Johnson organized the **National Advisory Commission on Civil Disorders (NACCD)** to investigate the causes of the major riots that had become routine. The NACCD concluded that it was the behavior of the police itself that constituted the final “incidents”, causing the riot in half of all surveyed disorders.<sup>2</sup>

While the fundamentals of policing have not changed significantly over this 200+ year history, technology has forced the historical reality of police misconduct into undeniable view in new and powerful ways. Live streaming, tweets, and Facebook posts, have exposed incidents of police use of force to a much broader audience, creating momentum for the type of police reform not previously contemplated.

This powerful call for reform comes at a time when police officers fatally shoot an average of nearly 1,000 people annually across the country. Blacks, who account for less than 13 percent of the U.S. population, are killed at more than twice the rate of whites. Latinos are also killed at a higher rate than whites. Some of the most recent prominent victims of police violence sparked sustained national attention:

- In Ferguson, Missouri, Officer Darren Wilson shot and killed Michael Brown, 18.
- In Cleveland, Ohio, Officer Timothy Loehmann shot and killed Tamir Rice, 12.
- In Baltimore, Maryland, Freddie Gray died after sustaining spinal cord injuries while being transported in a police van after an arrest.
- In New York City, Eric Garner died after Officer Daniel Pantaleo put him in a chokehold while arresting him on suspicion of selling loose cigarettes.
- In North Charleston, South Carolina, Walter Scott died after being shot eight times in the back while running from the police.
- In Louisville, Kentucky, unarmed Breonna Taylor died after being fatally shot by officers who forced entry into her apartment.

In the wake of Ferguson and other events, President Obama appointed a Task Force on 21st Century Policing in 2014 (Task Force). The Task Force was charged with identifying best practices and offering recommendations on how policing can promote effective crime reduction while building public trust. The Task Force made 59 recommendations organized around six “pillars”:

<sup>2</sup> <https://www.smithsonianmag.com/smithsonian-institution/long-painful-history-police-brutality-in-the-us-180964098/>





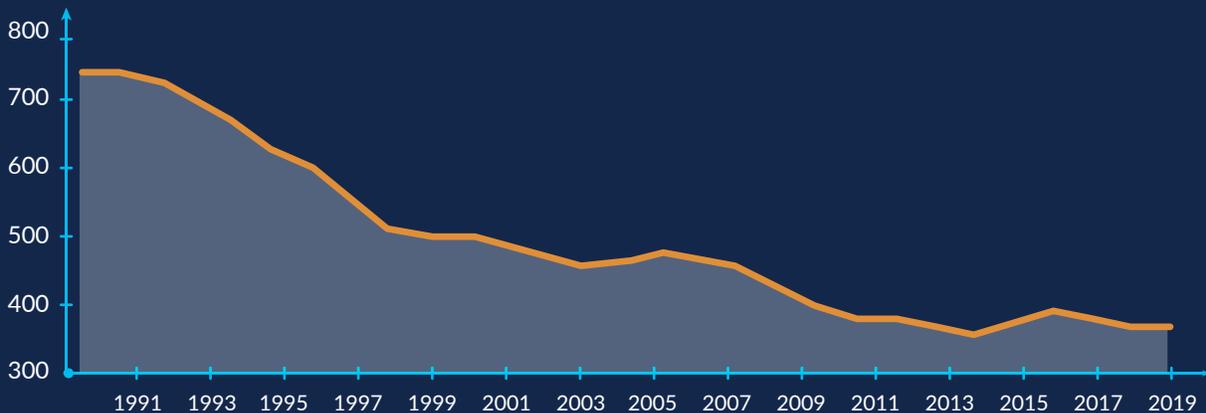
While the Task Force recommendations continue to be lauded and many have been implemented by police departments across the country, the national police homicide rate has remained steady at approximately 1,000 victims annually. Some cities that have touted their adoption of Task Force recommendations have been home to recent police killings that have rocked the nation. The City of Atlanta, for example, an early adopter, was home to the police killing of Rayshard Brooks.

The Minneapolis Police Department (MPD) itself was on the vanguard of many of the types of initiatives outlined by the Task Force. Years before the killing of George Floyd, the MPD initiated a series of deservedly lauded reforms, including strict body camera policies and assertively addressing allegations that officers targeted minority groups and used excessive force when making arrests. But these reforms did not prevent an officer with 17 previous complaints and three previous shootings, from becoming a training officer, and from killing Mr. Floyd.

## Violent Crime Rates Have Plummeted While Police Budgets Have Increased

### U.S. VIOLENT CRIME RATE PER 100,000 PEOPLE 1991 - 2019

Violent crime - including murder, rape, robbery and aggravated assault - has fallen from a rate of 758 crimes per 100,000 people in 1991 to 367 crimes in 2019, according to the FBI



Sources: "Crime in the United States," FBI, 2011, <https://tinyurl.com/y2n7m4c2>; "Crime in the United States," FBI, 2020, <https://tinyurl.com/y5rmhyu2>

While violent crime has decreased by nearly 50 percent over the last 20 years, local police departments have *increased* their collective ranks by over half a million during that period. These agencies' aggregate budgets have increased by 50 percent, now totaling in excess of \$120 billion.<sup>3</sup>

There are approximately 18,000 police departments in the United States, charged with responding to 240 million 911 calls annually and conducting more than 10 million arrests—and yet only about 5 percent of those encounters comprised police responding to serious or violent crime.

## George Floyd and the Defund Movement

Shortly after a video of George Floyd being choked under the knee of a white Minneapolis police officer began circulating online, protesters across the country poured into the streets to rally against police brutality. In the weeks following his death, police reform became a rallying cry. Many activists demanded that states, cities, and towns defund their police departments and divert those resources to social supports and community resources instead.

Protests have continued through the summer and fall: over police fatally shooting a Latino man in a parked car in Phoenix, Ariz. (July 4); pointing guns at Black women and girls mistakenly suspected of riding in a stolen vehicle in Aurora, Colo. (Aug. 2); and shooting a Black man in the back in Kenosha, Wis. (Aug. 23). In September, thousands took to the streets in protest after a grand jury did not charge two white officers involved in the fatal shooting of Breonna Taylor, a 26-year-old African American, in her own home.

The American public broadly shares the sentiments of activists in the streets. A majority of Americans told a [Gallup Poll](#) in July that "major changes" to policing were needed, including 88 percent of black Americans and 51 percent of white Americans.

<sup>3</sup> <https://www.bloomberg.com/news/articles/2020-06-04/america-s-policing-budget-has-nearly-tripled-to-115-billion>



## Cities Respond to Nationwide Call to Action

A host of activity has occurred at the state and local levels over the course of the months following the death of George Floyd, some of which is summarized below:

### Terminating School Policing Contracts

- The Minneapolis School Board voted unanimously to [void its contract](#) with the Minneapolis Police Department.
- In Oregon, after the superintendent of Portland Public Schools [ended its contract with the police](#), the Portland Police Bureau eliminated the Youth Services Division, reassigning its officers.
- The Denver School Board [voted unanimously to discontinue its contract](#) with the Denver Police Department and phase out school resource officers from middle and high schools by June 2021.
- Milwaukee Public Schools [terminated its contract with the city's police](#).
- The Oakland School Board voted unanimously to adopt a resolution to [eliminate the Oakland Schools Police Department](#).
- The City Council in Rochester, New York, voted to [withdraw funding for police officers in schools](#) in the 2020–2021 budget.
- In Charlottesville, Virginia, the city council, school board, and police department released a joint statement agreeing to [remove school resource officers from city schools](#).
- In Wisconsin, the Madison Board of Education voted unanimously to [cancel its contract with the city police department](#).

### Modifying Dispatch Policies

- San Francisco Mayor London Breed announced that the city's police department will no longer respond to [non-criminal 911 calls and requests for service](#).
- The Berkeley City Council declared that police will no longer respond to [calls related to homelessness or mental health crises](#). Further, instead of police enforcing traffic laws, the city is creating a Department of Transportation to handle traffic enforcement and the issuing of citations. The City Council also announced [cuts of \\$9.2 million](#) to its police department, a 12 percent reduction.
- The City of Albuquerque created Albuquerque Community Safety, a “first-of-its-kind cabinet level department” designed as [an alternative to police response for 911 calls](#) related to “homelessness, addiction, mental health, and other issues that do not present an immediate threat to public safety.”
- In St. Petersburg, Florida, city officials announced plans to fund a [Community Assistance Liaison program](#), which will employ social workers to respond to nonviolent 911 calls related to mental health crises, homelessness, and drug use.
- In Oregon, the Portland City Council voted to [cut the police department budget](#) by 6 percent.
- The Philadelphia City Council agreed to a budget that [shifts \\$14 million](#) from the city's police department to other agencies.

- The Los Angeles City Council [voted on a \\$150 million reduction](#) in the city’s police budget, an 8 percent decrease. The cuts are geared toward decreasing spending on police overtime and reducing the size of the force to its lowest numbers since 2008.
- The Oakland City Council announced [cuts of \\$14.6 million](#) to its police budget, a reduction of 4.6 percent.
- In nearby San Leandro, the city council [cut \\$1.7 million in funding](#) from the police department—a little over 4 percent.
- The Baltimore City Council [voted to cut \\$22 million](#), about 4 percent, from the police department’s budget, including \$6.7 million in [officer overtime](#) and \$1.8 million from the [marine and mounted units](#).
- In Vermont, the Burlington City Council [passed a resolution](#) to slash the size of the police force by 30 percent.
- The city council in Newark, New Jersey, [voted to divert \\$11.4 million](#)—about 5 percent of the police budget—to replace one of its precincts with a new Office of Violence Prevention, a center to provide social services.
- In Connecticut, the New Haven City Council [approved a \\$4 million cut](#) to the police budget, reducing the size of the force by 11 percent.
- In Massachusetts, the Northampton City Council [decreased its police department’s budget](#) by 10 percent.

## Improved Oversight and Accountability

- New Jersey Governor Phil Murphy and Attorney General Gurbir Grewal announced that the state will [create a database to track police use of force](#) and will require officers to obtain a license to “meet a baseline level of professionalism.”
- New York City is advancing a range of measures to increase transparency, including a [public database](#) tracking police disciplinary cases and administrative records; the required [disclosure of all body camera footage](#) related to the use of force; and the [proposed POST Act](#), which would require the New York Police Department to report the details of all surveillance technology it uses, along with mandatory evaluations and audits by the city.
- The New York state legislature repealed part of the Civil Rights Law, Section 50-a, that had prevented [public access to police officers’ disciplinary records](#).
- Michigan created the Law Enforcement Transparency Collaborative, which will annually release all [use-of-force data](#) the state reports to the FBI.
- In Maryland, the Baltimore County Police Department is constructing [a public dashboard](#) of all complaints made against officers, use-of-force incidents, and traffic stops, and will include demographic data.
- The New Orleans City Council [passed Resolution R-20-175](#), which will task the City’s Independent Police Monitor with creating a public database to provide “comprehensive data on the use of force and disciplinary action for law enforcement officers.
- San Diego City Council passed Ordinance [O-2020-130](#), placing a measure on the November 2020 ballot that if approved by the voters, would dissolve the current Community Review Board on Police Practices and replace it with the Commission of Police Practices with expanded power to conduct independent misconduct investigations, subpoena witnesses and evidence, refer cases to the San Diego Grand Jury, District Attorney or other government agencies for further investigation, and propose disciplinary actions to hold officers accountable for misconduct.

# Fresno

## The History

In the 1910s, Fresno took center stage nationally as individuals associated with the International Workers of the World (IWW) were subject to regular harassment, beatings, and arrest by the FPD. In prison, they endured fire hoses and bread-and-water diets. These infringements occurred because the IWW members sought to exercise their First Amendment right to speak on street corners and distribute materials to fellow laborers about the need to mobilize to improve the working conditions in the fields, mines, and logging camps surrounding Fresno (Chacón and Davis, 2018<sup>4</sup>; Genini, 1974<sup>5</sup>). The police utilized vagrancy laws, criminal syndicalism laws, and laws banning free speech within city limits to limit the IWW labor organizers' power. The police did not merely attempt to suppress IWW actions; they were complicit in allowing and even enticing vigilante mobs to assault IWW members without fear of arrest.

These police practices against the IWW would continue off and on until the early 1920s and occurred simultaneously as both bootlegging and the Ku Klux Klan (KKK) grew in power. In the 1920s, during the height of prohibition, "federal agents considered Fresno County the wettest spot in the state." Eventually, they busted a massive bootlegging ring encompassing farmers, city businessmen, and the police (Arax, 1996<sup>6</sup>).

Federal investigations into bootlegging in the valley turned up more than illegal alcohol sales. Through raids in Los Angeles, federal agents turned up a whole network of KKK members in various leadership positions in cities across the San Joaquin Valley, including in the FPD (Guzmán, 2012<sup>7</sup>; Ramirez, 2017<sup>8</sup>). Seven police officers were found to be members of the Fresno local chapter of the KKK (called a Klavern). Fresno's klavern was "more of a racial fraternity than an active political body," but one still committed to "white supremacy" (Ramirez, 2017). The seven officers were fired by the mayor but reinstated by the Civil Service Commission and thus maintained their jobs.

There were federal investigations into members of the FPD in the 1960s and 1970s. Corruption stories faded from front-page news coverage after this period as George Hansen was hired as Chief of Police in 1978. The former police chief of Sunnyvale, California, and Lincoln, Nebraska, Chief Hanson represented a conscious choice

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4 *No One is Illegal: Fighting Racism and State Violence on the U.S.-Mexico Border*. Justin Chacon and Mike Davis, 2018.

5 *Industrial Workers of the World and Their Fresno Free Speech Fight, 1910-1911*. Ronald Genini, 1974.

6 *In My Father's Name: A Family, A Town, A Murder*. Mark Arax, 1996

7 *Race, Citizenship, and the Negotiation of Space: Chinese, Japanese, and Mexicans in Fresno, California, 1870-1949*. Christina Guzman, 2012.

8 *Violators of Almost Every Right: Analyzing the Klu Klux Klan of 1920's Fresno*. Geoffrey Ramirez, 2017.

by the mayor and city manager at the time to find someone outside of the FPD after decades of corruption. Hansen, a reformer who brought community-based policing to Fresno, worked to rebuild trust between the FPD and residents, and launched Neighborhood Watch groups throughout the city (Galvin, 1987). The new chief not only restructured parts of the FPD but also addressed how policing was done, assigning officers whose ethnic and racial identities matched those of the areas they were assigned. His efforts became a national model for other departments. However, he died unexpectedly in 1983, and his efforts to reform the FPD and fully institute community-based policing were left uncompleted.

The other period of reform in FPD's history was ushered in by Joseph Samuels, an African American who worked in the Oakland Police Department for 17 years before coming to Fresno. He became the Chief of Police in 1991 and sought to address racial and gender inequities in the FPD and reinvigorate the community-based policing model. After only two years, Samuels left to become the chief in Oakland, where he would implement that City's first community-based policing program, creating community advisory boards, and increasing the number of women and people of color in leadership positions within the department (Lee, 1999). In contrast, while in Fresno, Chief Samuels faced resistance on numerous fronts in changing FPD's organizational culture. When a handful of African-Americans and Latinos were promoted, for example, white officers claimed "reverse racism" (Los Angeles Times, 1992).

In the early 2000s, the FPD Chief was forced to resign after the Department was rocked by two scandals. The first involved teenagers stealing explosives out of a police bunker in Clovis, a bunker that the Chief did not know about, and the second involved the disappearance of \$200,000, 11 pounds of cocaine, and an assault rifle from property rooms at various Department locations (Los Angeles Times, 2001).

Amid many controversies and challenges, the Department [received national acclaim for its community policing](#) initiative, Bringing Broken Neighborhoods Back to Life. Beginning in 2003, the program initially focused on the City's southwest neighborhoods hard hit by crime and poverty. The community policing initiative partners with churches and other faith-based organizations, hosts community events and block parties, takes children to amusement parks and other field trips and seeks to improve relationships between police officers and community members. Many officers and community members lauded the initiative's focus on relationship building, not enforcement tactics.

In a hard-fought effort to increase oversight and accountability, community members advocated for the City to create an Office of Independent Review (OIR). It took several attempts, and the effort nearly failed, but eventually, City leaders agreed with the reform measure and implemented the OIR in 2009.

## **FPD: 2010-Present**

In 2011, two of the FPD's highest-ranking officers filed a lawsuit against the then Police Chief alleging "continual and repeated" harassment and discrimination. *The Fresno Bee* [reported](#) that the City paid the complaining officers \$300,000 to settle the case.

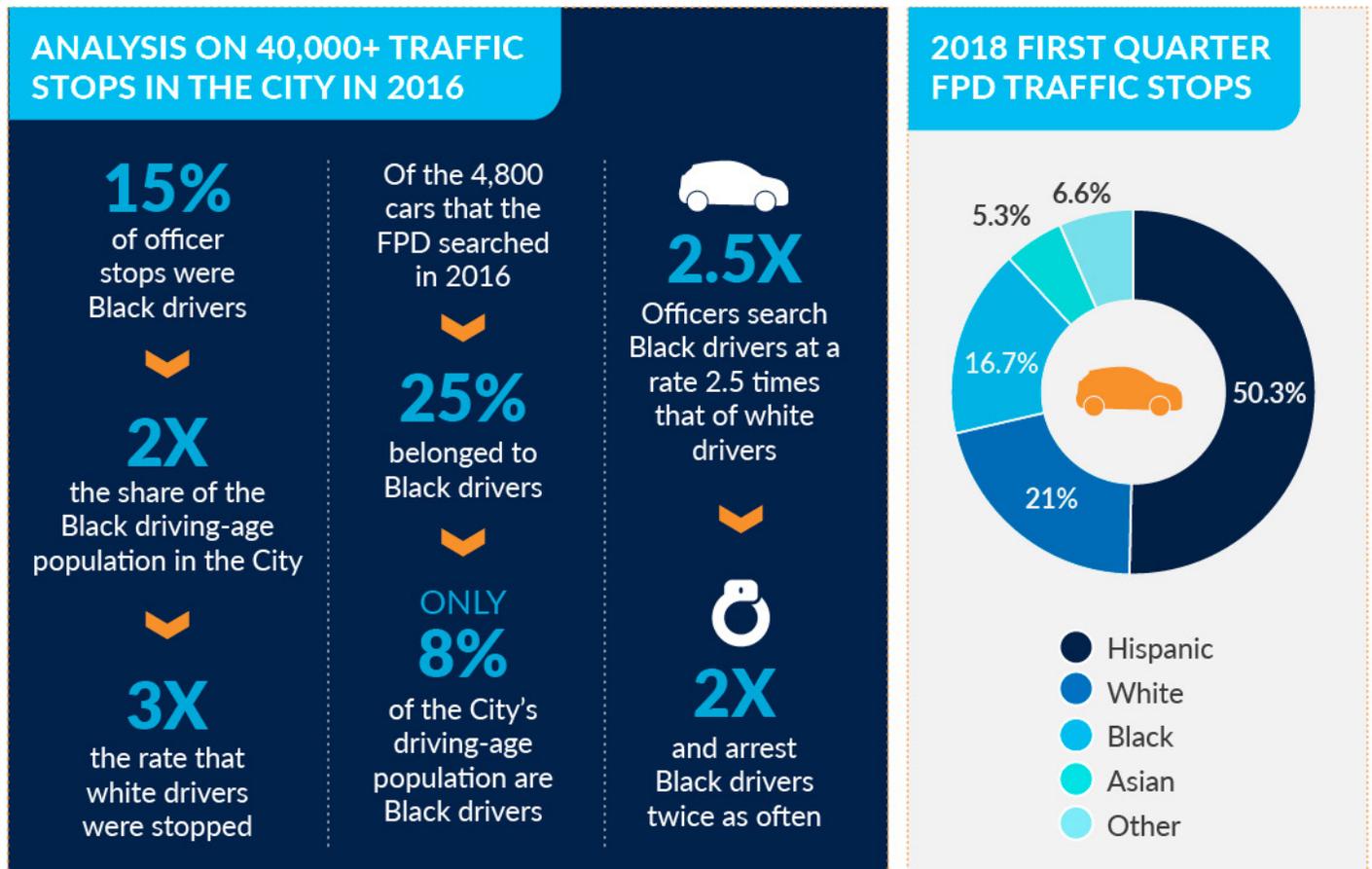
In 2015, the Deputy Chief of Police and second-in-command in the Department was arrested (and later convicted) for conspiring to distribute heroin and marijuana. That same year, a police detective was sentenced to federal prison for taking a \$20,000 bribe from a suspected drug dealer in 2013.

There have been markedly fewer scandals erupting out of the FPD in recent years. There have also been significant reductions in crime. At the same time, however, attention has turned towards the use of force by FPD and the disparate racial impacts of its policing on residents and communities of color within the city.

An analysis conducted on over 40,000 traffic stops in the City in 2016 found numerous racial disparities in the FPD's policing practices. The research showed that Black drivers accounted for 15 percent of officer stops—



twice the share of the Black driving-age population in the City - and nearly triple the rate that white drivers were stopped (Thebault and Fuller, 2018). The report also found that officers search Black drivers at a rate two-and-a-half times that of white drivers and arrest Black drivers twice as often. Of the 4,800 cars that the FPD searched in 2016, a quarter belonged to Black drivers, yet Black drivers make up just eight percent of the City's driving-age population.



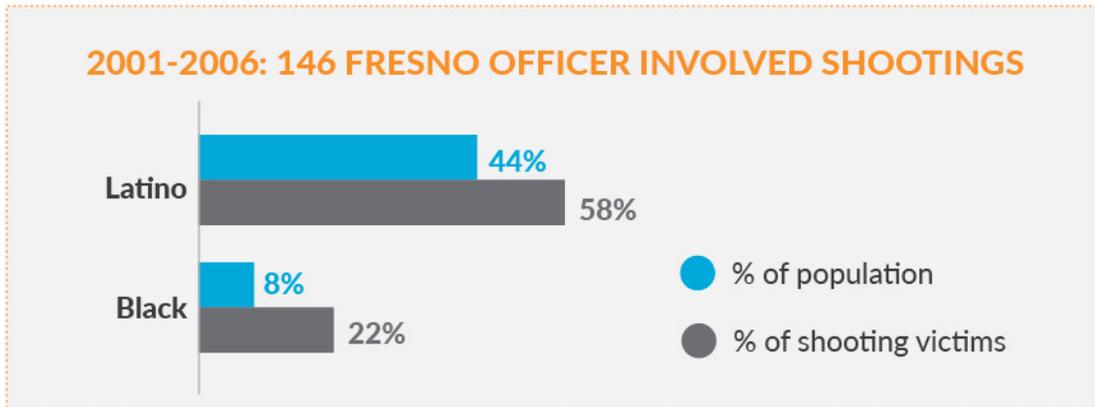
A similar trend was found in a review of the Fresno Unified School District (FUSD) student resource officer (SRO) arrests and citations during the 2015-16 school year. The data revealed that although Black students made up just 10 percent of the FUSD population, they accounted for nearly 30 percent of arrests and citations (The Atlantic, 2018). The 2016-2017 FUSD suspension rate of 33 percent (33 suspensions for every 100 Black students) was twice the state average. In fact, in that year, FUSD “suspended and expelled more Black students [that] year than any other large school district – even Los Angeles Unified [emphasis added], which has more than eight times the number of Black students enrolled in its schools (The Atlantic, 2018).”

According to an ACLU report published in 2017<sup>9</sup>, between 2001 and 2016, officers of the FPD were involved in 146 officer-involved shootings. A spatial analysis of the demographics of officer-involved shootings revealed that people from low-income communities of color in South Fresno were much more likely to experience an officer-involved shooting than those from Fresno as a whole. An analysis of officer-involved shooting victims found that while Latino and Black residents make up about 44 and 8 percent of Fresno's population, respectively, they account for 58 and 22 percent of officer-involved shooting victims. The study found that at least 55 FPD officers had been involved in more than one officer-involved shooting. The study's narrative findings were similarly compelling. “Interview respondents maintained that there are minimal avenues for community participation...

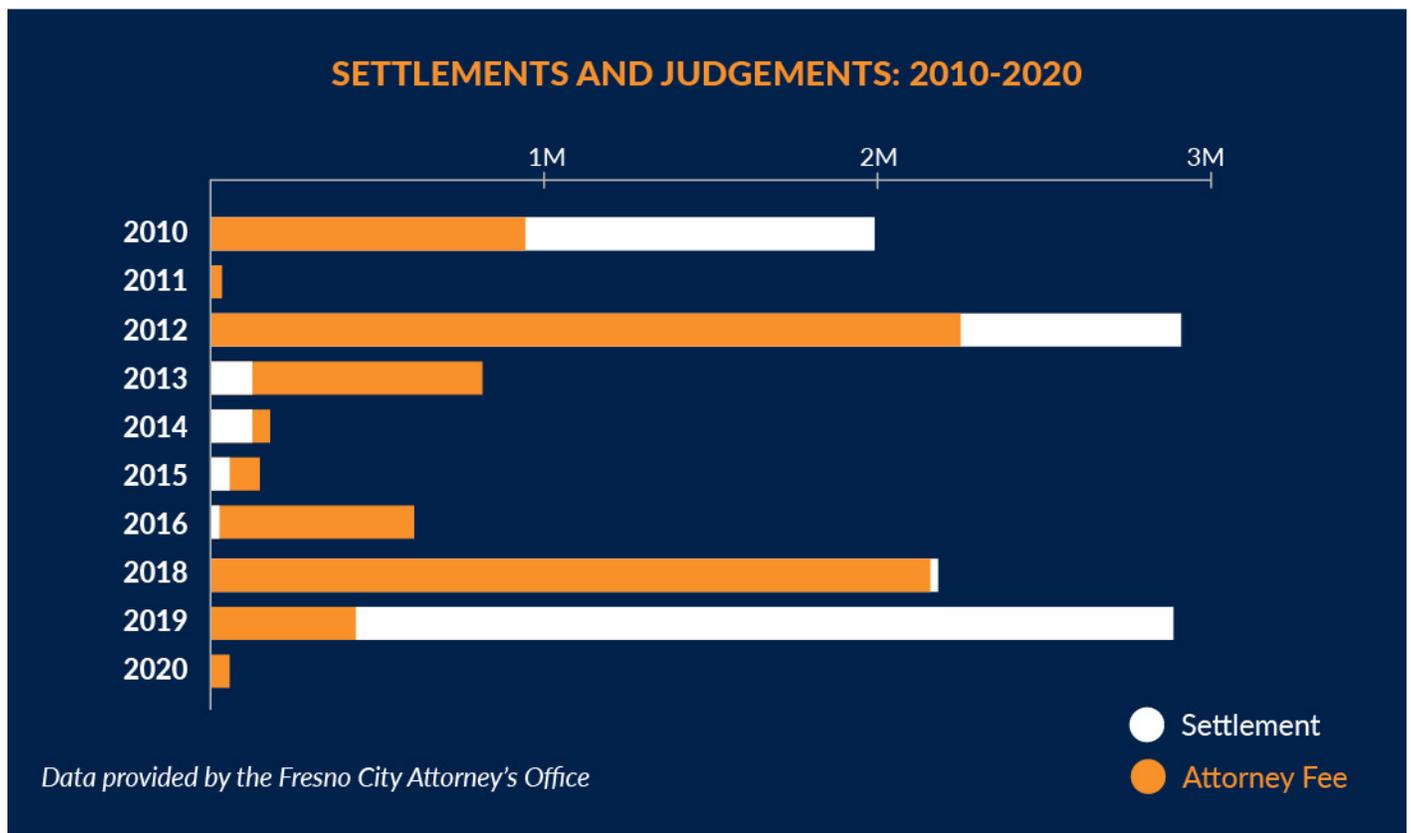
<sup>9</sup> [https://www.aclunc.org/docs/Reducing\\_Officer-Involved\\_Shootings\\_in\\_Fresno\\_CA.pdf](https://www.aclunc.org/docs/Reducing_Officer-Involved_Shootings_in_Fresno_CA.pdf)



community engagement and participatory practices...under current policing practices.” Although FPD’s ranks are majority officers of color, interviewees emphasized that the FPD “is not appropriately representative of the city’s residents and that white officers who are not familiar with the city’s diverse communities dominate the force.”



The costs of the FPD’s officer-involved shootings exert a massive burden on the City. At least eight wrongful death civil suits have been filed against the City, the FPD, and its officers, on behalf of the families of individuals shot and killed by the police. The City spent more than \$5.3 million defending and settling lawsuits during the period 2008 to 2016.



Most recently, on September 16, 2020, the City’s Independent Police Review said he withheld a report on excessive force used against a handcuffed teen London Wallace, for months following George Floyd’s death because he was afraid of the community backlash. The Wallace incident, which occurred on January 23, 2019,



spawned a lawsuit against the City and the FPD, in which the FPD was charged with excessive force after [an officer repeatedly punched](#) the handcuffed 17-year-old.

Many Fresnans also have a lack of trust in the FPD's commitment to police reform based on the social media messages of the Fresno Police Officer's Association (FPOA), which posts negatively about criminal justice reform efforts. For instance, on September 17, 2020, in reaction to another series of deadly shootings in the City, the following was posted on the FPOA Facebook page:

These senseless acts of violence continue, not only here in Fresno, but across our country. This social experiment perpetuated on the American people where police are the problem and violent criminals are NOT held accountable must stop. Soft on crime policies such as zero-bail policies, releasing state and county inmates due to COVID-19 and voter approved propositions such as props 47 and 57 must be changed. We must hold those who victimize the innocent accountable and return to enforcing laws such as "use a gun and you're done" and Three Strikes.

The CPR has elected to share this contextual framework because it sheds light on why many Fresnans distrust the Department. Although unpleasant and painful, it is only through an understanding of how the history, culture, and actions of the policing in Fresno have negatively impacted residents that there can be any hope of healing and transformative justice. The Commission seeks to play a productive role in working with the FPD so that future reforms can ensure the FPD can faithfully and effectively carry out both its vision of "serving our community with honesty, compassion, and respect" and its mission of "enhance[ing] safety, service, and trust within our community. The many hard-working, good police officers of the FPD agree with the need to improve relations with the community and make reforms within the Department.

# Community and Police Consistently Report Similar Concerns

The following sections include key community survey findings as related to various Commission recommendations. Worthy of note is the fact there is a convergence: on one side there are concerns evidenced in the media reports and published studies outlined in the previous section and the community survey data generated for the present reform effort. On the other, input received directly from the FPD rank and file via 2015 survey results.

A December 2015 report, *Assessment of the Organizational Culture and Performance of the Fresno Police Department* (Assessment), reflected the results of a survey issued to all FPD personnel in 2015. Three hundred respondents, representing 36 percent of sworn, and 24 percent of civilian personnel, responded<sup>10</sup>. The purpose of the survey was to assess the FPD culture and identify organizational strengths and vulnerabilities, including attitudes and practices that may impede the lawful, ethical, and effective achievement of its mission and subject the Department to reputation damaging and resource-draining misconduct. A much larger community survey was undertaken in the summer and fall of 2020 by the Community Input Subcommittee, with over 4,000 responses received. The findings of each are summarized below; the 2015 FPD Assessment and the Community Input Subcommittee's Survey findings and results report submitted to the Commission can be found in Appendices A and B respectively.

## 2015 Fresno Police Department Survey

Seven primary findings are outlined in the Executive Summary of the 2015 Assessment:

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<sup>10</sup> Although this response rate is relatively low, the authors of the 2015 report were confident in the validity of the findings as this excerpt from the report reflects:

"During pre-survey interviews, JI was cautioned not to expect a high percentage of participation. In fact, most interviewees predicted that very few employees would take the time to respond to the survey. Two dominant reasons were given in support of the pessimism: 1) Cynicism. We were told that both sworn and civilian employees are weary and impatient with this sort of information gathering practices that employees do not believe said practices would result in any meaningful change (i.e., it's a waste of time). 2) Distrust. We were told that there is widespread, entrenched fear that anyone who expressed negative opinions of leadership, policies, or practices, even in the context of an anonymous third party survey, would suffer some sort of retaliation (i.e., it's foolish and risky)...We have concluded, however, that the data and the Findings derived from the data and interviews are valid. This conclusion is bulwarked by three additional factors: 1) An extraordinary number of employees wrote detailed and thoughtful comments; 2) The relative uniformity of the responses and the specificity of descriptions support the data; 3) Data collected by Embassy Consulting Services, LLC (ECS) and the subjective assessments of the trainers after the first three weeks of training sessions strongly confirmed the data and findings included in this report. In this case, given the nature of the questions and responses, it is highly likely that the opinions of those who chose not to participate are as, or even more negative, than those who did participate."

**FINDING 1. Employees rate performance as adequate or better.** About half (49 percent of sworn officers and 48 percent of civilian employees) said that, “performance in reducing crime, collisions, and serving the community have improved significantly.”

**FINDING 2. Organizational Culture.** The current culture of the FPD is dominated by deep and widespread discontent, distrust, disconnection and that high standards of accountability and integrity are not consistently adhered to. This negative culture is hampering FPD’s ability to meet all its mission goals, is a major factor impeding FPD’s efforts to attract and retain a sufficient number of qualified sworn and civilian employees, and makes the department vulnerable to costly and discrediting conduct.

**FINDING 3. Understaffing.** The FPD suffers from a severe and persistent problem of wholly inadequate staffing (especially in the patrol and all civilian units) that impedes and may prevent the FPD from successfully addressing the many serious and severe morale, servicing and integrity issues that have been identified.

**FINDING 4. Misconduct of Sworn Officers.** A significant proportion of sworn officers state their opinion that a wide range of personal misconduct, including fabrication of official documents, benefit fraud, sexual misconduct, substance abuse, and DUIs constitute a serious problem in the FPD.

**FINDING 5. Workplace Excellence.** FPD’s scores on almost all of elements of workplace excellence reflect serious problems. A substantial majority of sworn officers and civilian employees’ express dissatisfaction with many workplace policies and practices, overall working conditions and compensation. These sources of dissatisfaction are both causes and effects of low morale, trust, and standards of accountability; recruiting and retention difficulties, and performance shortcomings. Dissatisfaction with compensation levels and policies is a major contributor to a negative culture and low morale at the FPD. When asked to identify the most significant reasons why people in their unit are unhappy or dissatisfied, 81 percent of civilian employees and 69 percent of sworn officers said: “Failure to increase compensation as economy improved”.

**FINDING 6. City and Police Department Leaders’ Challenges.** Data and written comments revealing the persistence and ongoing negative impact of understaffing, high levels of employee cynicism, dissatisfaction and distrust resulting in low morale and a deteriorating sense of unity, concerns about the amount and handling of officer misconduct, pervasive fear of retaliation suppressing open communication, and a tradition of non-inclusive decision making present political and FPD leaders with an urgent and daunting challenge.

**FINDING 7. Committed to Professionalization.** More than half of both sworn officers and civilian employees (56 percent) said the FPD has done a good job identifying and adopting “new strategies and technologies to respond to emerging social trends (e.g., social media, internet crimes, etc.) that affect the safety or well-being of the community.” Similarly, more than half said their “Leaders make prudent, informed, cost effective, and community sensitive decisions as whether and how to use a new methods and technologies (e.g., crime mapping, hot spot analysis, etc.) and policing strategies to better achieve mission goals (e.g., community policing, problem-oriented policing, predictive policing). Only slightly less (42 percent) gave the FPD high marks for demonstrating “commitment to ongoing professionalization so that the agency represents the ‘state-of-the-art’ in policing performance.”

The authors of the 2015 report noted that understaffing issues were by far the most critical faced by the City and the FPD, stating that the survey data strongly suggests that:

Unless rapidly resolved all other efforts are likely to have limited impact in solving the multitude of vulnerabilities and shortcomings described in this report. In the face of inadequate staffing, it is improbable



that even the most brilliant leadership and intelligent re-structuring efforts will be able to ameliorate the substantial array of deficiencies and personnel problems outlined in this report including low morale, a negative culture, overwork and behavioral problems that are undermining community service and subjecting the department to discrediting misconduct.

## 2020 CPR Community Input Survey

The Community Input Subcommittee, in collaboration and consultation with the Sociology Department of California State University, Fresno, implemented four data collection strategies to derive community input about reforming the FPD: 1) an online survey that was disseminated in English, Spanish, Arabic, Punjabi, and Hmong; 2) focus group interviews; 3) direct email to the Commission; and 4) a telephone survey of a sample of the Fresno population. Over 4,000 survey responses were received, including 214 paper surveys completed by homeless residents; over 100 residents and organizations participated in focus groups or submitted emails directly to the Commission<sup>11</sup>. This may have been the most extensive survey conducted of Fresno residents ever.

Race/Ethnicity	City Population	Online Respondents	Paper Survey Respondents
Hispanic	49.3%	29.9%	25.9%
White alone	27.1	38.3	17.0
Asian alone	13.5	4.7	5.4
Black alone	7.2	7.9	39.0
American Indian alone	0.5	1.6	5.4
Other race alone	0.2	16.8*	3.4*
Native Hawaiian or Other Pacific Islander	0.08	0.9	3.4

<sup>11</sup> Concerning the Community Input Survey, it should be noted that since the data collection process involved self-selection for participants, the data collected is a partial representation of the Fresno population. This issue can best be conveyed using an analogy of online ratings sites for teachers versus in-class student ratings of instruction. Student ratings of instruction performed in class allow all students opportunity to participate in the survey. The population is the sample, and the results of the survey are more likely to be representative of the population. With online ratings sites, only those who have strong feelings about the instructor, either positive or negative, typically will go to a site to do the survey. The resulting distribution is not representative of all who had the instructor for a given class and creates a nonresponse error. Going back to the data for this report, though all groups in Fresno had opportunity to participate in the Community Input Survey, certain groups were more inclined to participate than others, including those with access to the Internet and those with knowledge of tech applications who can easily navigate through an online survey. Organizations such as the AAPOR caution against using such surveys for public policy decisions or disseminating information about the general public. It is for this reason, and others, that while the Community Input Survey data is important and informative, and the Committee made great efforts to reach all of the Fresno population through networks and by providing language accessibility, the survey results do not represent the perspectives of all of the population of Fresno. The results of the phone survey (see Appendix C) provide more of those perspectives, and provides data that corroborates much of what is expressed in the Community Input Survey.

## What Do Fresnans Want to See?

Over 4,000 community members responded to a survey on the Commission's police reform effort. Here are their top 5 priorities:

1

Review and update the Fresno Police Department Use of Force policy

2

Require officer training on implicit bias and de-escalation

3

Prioritize community-based solutions to public safety

4

Find alternative approaches to deal with non-threatening situations to minimize unnecessary workload for police officers

5

Reinvest general fund dollars from the Fresno Police Department budget back into the community through PARCS, City Development, and other direct services

Focus group and survey results are broadly summarized as follows<sup>12</sup>:

- Fresno continues to be a community where perceptions of the FPD vary based on geography, with residents of North Fresno generally perceiving the police positively, and residents of Southwest, Southeast, and Central Fresno having significantly less favorable sentiments.
- In addition to geo-spatial based differential experiences, Fresno's homeless population consistently expressed having the most negative experiences with the FPD and having the lowest levels of trust in the FPD.
- There is a consistent pattern of distrust and negative experiences among non-white respondents, particularly among Asian, American Indian or Alaska Native, and Hispanic/Chicano/Latinx respondents. Interestingly, Black respondents report more negative experiences with the FPD, but gave mixed responses to questions about trust in the FPD. White respondents were consistently the least likely to have negative experiences with Fresno police and the most likely to trust the FPD and feel comfortable engaging with the FPD<sup>13</sup>.
- Perceptions of the quality of FPD service also varied based on the reason for FPD interaction. For example, respondents involved in rape cases indicated that the FPD showed compassion and caring. However, in other situations like traffic stops, respondents, particularly those of color, reported feeling "hunted."
- Respondents and focus group participants observed that police officers need more resources and support systems for the trauma, burnout, and compassion fatigue they experience while on the job.

Across all focus group participants there was a shared sentiment that the current policing situation is harmful to both the community and the FPD. Residents of color rely on the police to "bring safety and order," yet fear they will be racially profiled and treated unfairly. Focus group participants observed that programs need to be developed to provide diversity training for police as well as educational and prevention programs for the community.

<sup>12</sup> Telephone survey results were not finalized in time to include in the Commission's final report; raw survey results are provided however as Appendix C.

<sup>13</sup> See Appendix B for the full Community Input Survey report which includes analyses of survey responses by race. There are several questions for which there are statistically significant variances in results based on respondent race/ethnicity.

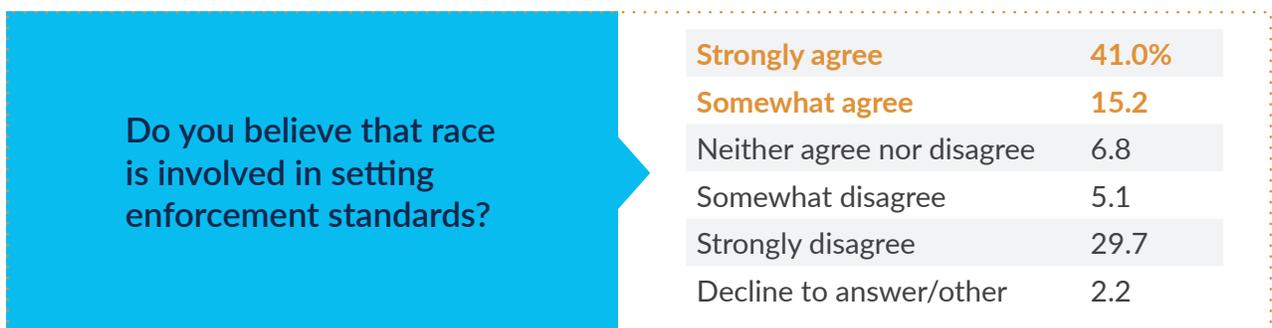
“The overall message should be “pro-community and pro-police”.  
We should not have to choose only one side.”

## The Central Problem is Trust

Over 40 percent of Community Input Survey respondents indicated that they Never or only Sometimes trust the FPD:



Factors impacting community trust are reflected in the responses to Community Input Survey questions addressing police stops, race, and excessive force:



How often do you think Fresno police officers use excessive force against people (in other words, more force than is necessary under the circumstances)?

Never	15.1%
On occasion	38.0
<b>Fairly often</b>	<b>21.4</b>
<b>Very often</b>	<b>19.2</b>
Decline to answer/other	6.3

A review of FPD responses to the 2015 Assessment shed light on some of the factors the FPD itself has identified that directly translate to a lack of community trust:

- More than one-third of sworn officers (35 percent) and 29 percent<sup>14</sup> of civilian employees indicated that “fabrication or distortion in reporting, affidavits and testifying” is a serious problem.
- Nearly 25 percent of FPD survey respondents indicated that the FPD has done a poor job in providing an environment where people feel safe, secure, and well-protected in their homes, businesses, and public places”. The negative view is supported by a 2015 Gallop Poll identifying Fresno as one of three cities (of 100 surveyed) where residents are least likely to feel safe.<sup>15</sup>
- Almost 50 percent of sworn employees and 38 percent of civilian employees say the FPD has done a poor or very poor job responding to citizen calls in a timely, respectful manner that results in citizen satisfaction.
- An especially large proportion of sworn officers are dissatisfied with what they believe is FPD’s forgiving culture created by leadership’s failure to consistently uphold high ethical and performance standards and to hold employees accountable for inadequate performance and improper conduct.
- The prevalent belief of responding officers that FPD disciplinary practices regarding some forms of misconduct are excessively lenient may result in additional instances of discrediting misconduct and further attrition of officers who believe the Department is not upholding high standards of character.

Survey and focus group results demonstrate that all Fresnans want to experience the same quality of policing and feelings of safety experienced by people living in North Fresno. The community wants better policing, which the community sees as being dependent in part on directing resources to maintain the psychological well-being of officers and community. The community wants transparency in FPD decision-making and the investigation of abuses of power by officers. Fresnans want to be involved in budgetary decisions involving the FPD to ensure funds are allocated where they can do the most good for promoting public safety and community well-being. In short, community members want a police department that contributes positively to Fresno’s adaptive capacity and social sustainability. The Commission recommendations that follow attempt to respond to this vision; in doing so, the Commission recognizes the assets that the FPD brings to the table – it is clear that the Department itself desires change. The Commission believes that implementing the recommendations that follow will ultimately result in an FPD that is adequately structured and appropriately funded to perform critical police functions, relying on community and other partnerships to address those services that do not require police involvement.

<sup>14</sup> All references to 2015 FPD survey responses should be understood as percentages of officers and civilian employees who responded to the survey. As noted above, only 36 percent of sworn, and 24 percent of civilian, personnel responded to the survey.

<sup>15</sup> <https://news.gallup.com/poll/182969/fresno-california-residents-least-likely-feel-safe.aspx>

The background of the page is a dark blue color. It features a faint, semi-transparent image of several hands of different skin tones reaching out and holding together various puzzle pieces. The puzzle pieces are also in shades of blue, creating a cohesive visual theme of teamwork and problem-solving.

# RECOMMENDATIONS

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## Improve Police Oversight

Interview respondents routinely criticized Fresno's Office of Independent Review (OIR) as being a largely symbolic office. These respondents contend that the OIR is not equipped to sufficiently investigate officer-involved shootings, that it lacks the authority to contribute to any meaningful improvements, and that the OIR is removed from the realities affecting the people of Fresno.

As the Community Input Subcommittee's work demonstrates, over 40 percent of Fresnans are unaware of existing police oversight mechanisms, and their ability to access those mechanisms with citizen complaints. Another 22 percent express a negative view of the Office of Independent Review.

The City has an OIR that reviews police policies, procedures, strategies, and internal investigations. How would you rate the performance of the City of Fresno's Office of Independent Review?

Extremely bad	12.5%
Somewhat bad	10.2
Neither good nor bad	12.9
Somewhat good	7.5
Extremely good	12.1
Decline to answer/other	3.0
I do not know enough about	41.7

This finding reflects a significant lost opportunity, as the existing independent review office, first established by the City Council in 2009, has many positive features. The Commission ultimately recommends significant strengthening of the monitoring and enforcement capacity of the entities responsible for police oversight in the City. The Commission believes that the current oversight mechanisms form a good foundation for building a more robust oversight program.

The PTTP and Community Input Subcommittees interviewed the current IR. In general, the IR expressed confidence in his ability to access all information needed to assess the FPD's IA Bureau's performance, attend interviews with officers and complainants, and the degree of independence from the FPD. However, the Commission believes that the OIR's relationship with the FPD is too dependent on "getting along," and that the OIR does not seem to exercise authority when disagreements arise.

The interview by the Community Input Subcommittee also unearthed a delay in the issuance of a report finding an incident of excessive use of force, as outlined in a previous section of this report. As noted above, it appears that the IR was concerned that the release of such a report, which was completed at about the same time as the George Floyd killing, might cause or contribute to civil unrest in Fresno. The IR therefore planned to release the report in the third quarter, even though his assessment was completed during the second quarter. While the ultimate report by the OIR, issued as a supplement to the second quarter report, appears well reasoned, such delays undermine public confidence in the independence of the OIR and may be a symptom of inadequate civilian oversight.

With respect to civilian oversight specifically, the Commission believes that the CPSAB was not given sufficient authority to perform effective citizen oversight and that its relationship to the OIR was not sufficiently defined

from the outset. In fact, when the CPSAB was created, only modest changes were made to the reporting relationship and role of the OIR to mesh the roles of the two bodies. The primary changes were a requirement that the IR attend CPSAB meetings and act as a liaison between the CPSAB and the OIR and that the OIR develop performance standards and metrics in conjunction with the CPSAB. In addition, an administrative assistant assigned to the OIR also became the clerk of the CPSAB. These minimal efforts at integrating and aligning the work of the two oversight bodies were insufficient.

## A Return to Basic Principles of Oversight

The Commission was nearly unanimous in finding the need for stronger police oversight, and a greater role for civilians in the oversight process. In general, the Commission’s goals for a new oversight process include the following:

- 1** | Improved visibility/usability/trust by the public in the oversight process;
- 2** | Greater civilian input in oversight, reflecting both lay and professional opinions;
- 3** | Citizen oversight reflective of the geographic and demographic diversity of the City;
- 4** | The need for more robust OIR authority;
- 5** | The need for better integration between the OIR and a citizen oversight board;
- 6** | The need for better metrics to measure the fairness of policing and the diversity of the FPD itself; and
- 7** | The need to ensure both OIR and a citizen’s oversight board can compel the production of information and conduct interviews and independent investigations.

To address these concerns while ensuring that discipline is not unnecessarily delayed, the Commission recommends a “hybrid” oversight model that includes both a strengthened OIR and a new citizen’s oversight commission with significantly greater authority than the current CPSAB. The concept of a hybrid oversight model is not new. Many jurisdictions have adopted some form of a hybrid oversight model, including Berkeley and Davis.

The core advantage of a hybrid model is that it allows a professionally trained investigator to participate in and monitor the police department’s internal investigation processes, policies, and practices based upon best practices, while a citizen’s commission acts as a check on that professional investigatory office – injecting the norms and expectations of the community in the process. Every city is unique; policies that may be widely accepted elsewhere may or may not be the best policies for Fresno. In addition, a robust citizen commission should contribute to encouraging those with police complaints to come forward, knowing that fellow residents will view the complaints. At the same time, the hybrid model permits for greater efficiency than a model that lacks an OIR; citizen commissions are made up of volunteers who rarely have the time to engage in on-the-

ground investigative work. The hybrid model allows the citizen commission to focus its efforts on the issues or investigations it deems most critical.

The following recommendations reflect the Commission's vision of an improved oversight infrastructure for the City that includes an OIR with enhanced powers and a new civilian oversight board. Taken together, these recommendations will create a police oversight process that is efficient, impartial, credible, transparent, and highly effective.

## **Recommendation #5:**

The City should change and reinforce the bodies that currently provide oversight to the Department.

## **Recommendation #1:**

A new Civilian Oversight Board (COB) should be created to replace CPSAB.

## **Recommendation #2:**

The Civilian Oversight Board will consist of 11–13 voting Members, able to set aside bias, and serve a 3-year term. Half of the initial COB Members will serve a 2-year term to provide staggered membership changes.

Nominees may be recommended by community-based organizations, fellow residents, or by self-application.

The COB must be representative of the racial, ethnic, and socio-economic diversity of the City to the greatest extent possible.

Members will be appointed by the Mayor and confirmed by a supermajority (2/3) vote of the Fresno City Council.

- Members:
  - Must be a resident of the City of Fresno;
  - Must not be a current elected official in the City or County of Fresno; and
  - Must not be an employee of the City of Fresno.
- One member should be selected from each of the seven (7) Council Districts. Council members may recommend selections to the Mayor.
- Every iteration of the Board should also include the following:
  - One member should be a former public defender;
  - One member should be a professor of criminology, sociology, or a related discipline;
  - One member should be a former police officer; and
  - One member should be under the age of 21.
- There should be two (2) other at-large members (no professional affiliations required).

- A misdemeanor or felony conviction will not automatically disqualify an applicant from serving on the Board.
- Members of the Board must be fair and impartial and perform their duties in strict accordance with the law governing the performance of quasi-judicial functions, including appropriate requirements for the avoidance of conflict of interest, preservation of confidentiality when required, Form 700 reporting, and ex parte contacts regarding quasi-judicial matters.
- COB members should be reasonably compensated.

### Recommendation #3:

The functions of COB shall include the following:

- Review of OIR Complaint Intakes
- Review of Department and OIR use of force determinations
- Review of disciplinary actions related to the use of force and other public complaints
- The authority to make budget recommendations
- Review of reports from OIR on hiring and promotions to ensure diversity and to make procedural recommendations
- Provide input on the hiring of future police chiefs
- Review and make recommendations based upon community surveys of Fresno residents regarding policing
- Review and make recommendations based upon surveys of attitudes and concerns of FPD employees
- Receive input and make recommendations regarding the efficacy of special units within the Department
- Receive reports from OIR regarding police training, and make recommendations regarding changes in training where appropriate to ensure safe, community-oriented policing
- Conduct reviews of FPD policies and practices either at COB's behest or the request of the OIR or Department
- Produce at least one public report annually
- Engage in community outreach to ensure the community is aware of avenues to redress complaints against officers or the Department

### Recommendation #4:

Except as provided by state law, COB meetings will be open to the public, and community engagement will be encouraged through active advertising of upcoming meetings and decisions. Documents reviewed by the COB must be made publicly available and accessible, to the extent permissible by law. The COB will be required to seek input from the community as to its effectiveness and operations. Pursuant to the California Peace Officers Bill of Rights, any discussion of disciplinary actions will occur in closed session. Police officers may waive the right to have their matters heard in closed session.

## Recommendation #6:

The Office of Independent Review should be strengthened and should include the following functions and responsibilities:

- Review of IA investigations;
- Involvement in ongoing investigations;
- Leadership of the COB; the IR should serve as the Executive Director of the COB;
- Independently initiated investigations;
- Attend interviews of complainants, public witnesses, and sworn officers with ability to ask questions;
- Have full access to investigation files;
- Evaluate whether an investigation is complete, thorough, and objective;
- Ability to compel interviews and documents from FPD; and
- Assist the COB in carrying out its functions.

## Reduce and Reallocate the Responsibilities of the FPD

One of the most significant structural police reforms being planned and implemented around the country relates to reducing police department footprints. Many of the calls that police officers are asked to handle do not require, and are not appropriate for, a police response. Continuing to over-burden the police with these types of service calls results in an overstretched police department that cannot focus on serious and violent crime. A new infrastructure of community safety and problem-solving responders, with expertise in crisis response, mental health, and de-escalation techniques, is being considered in communities across the nation.

The Commission found that there is an opportunity to reduce the scope of the FPD's responsibilities in alignment with this national trend.

A large portion of FPD calls have a mental-health-related component, and that portion has continued to rise in the last few years. It is estimated that a significant portion of lethal encounters with police result from the victims' mental health.<sup>16</sup> There are significant concerns that officers are not the proper resource to serve as gatekeepers for both the criminal justice and mental health systems.<sup>17</sup> These concerns are shared not solely by advocates; FPOA leadership and officers on the FCPR have expressed these concerns.

The City currently partners with the County of Fresno (County) to provide the services of a Crisis Intervention Team (CIT) to respond to crisis calls with a mental or behavioral health component, and FPD's officers receive periodic training on mental health issues.<sup>18</sup> The CIT team was established in 2018. The current five-year contract between the City and County for the CIT expires in 2022. The goal of the CIT is to respond to mental health crises with crisis intervention techniques and staff trained to assist individuals and families while also engaging the criminal justice system. The officers assigned to the CIT, in conjunction with County mental health professionals, have responded to approximately 7,000 calls since CITs inception with 38 percent of these calls resulting in 5150 holds. The program has been successful. There appears to be an opportunity for it to further evolve to the point where calls could be handled by mental health professional exclusively; this is the approach employed elsewhere in the County.

The Commission reviewed several programs that address calls with mental and behavioral health components without using police officers as first responders. One example is the White Bird Clinic's CAHOOTS Program in Eugene, Oregon.<sup>19</sup> This program utilizes two-person teams consisting of a medic and a crisis worker to respond to mental-health related calls.<sup>20</sup> The program responds to 17 percent of the Eugene Police Department's overall call volume and appears to result in significant savings for its public safety budget.<sup>21</sup> The CAHOOTS program estimated that out of "24,000 CAHOOTS calls, police backup was requested only 150 times."<sup>22</sup>

16 Deaths Due to Use of Lethal Force by Law Enforcement: Findings From the National Violent Death Reporting System (2016) at 180 [https://www.ajpmonline.org/article/S0749-3797\(16\)30384-1/fulltext](https://www.ajpmonline.org/article/S0749-3797(16)30384-1/fulltext)

17 Deaths Due to Use of Lethal Force by Law Enforcement: Findings From the National Violent Death Reporting System (2016) at 180 [https://www.ajpmonline.org/article/S0749-3797\(16\)30384-1/fulltext](https://www.ajpmonline.org/article/S0749-3797(16)30384-1/fulltext)

18 Policy 417.10

19 <https://whitebirdclinic.org/what-is-cahoots/>

20 <https://whitebirdclinic.org/what-is-cahoots/>

21 The website claims the program saves \$8.5 million annually <https://whitebirdclinic.org/what-is-cahoots/>

22 <https://whitebirdclinic.org/what-is-cahoots/>

## Recommendation #7:

Police officers should not be dispatched for calls relating to mental health or behavioral issues of a non-violent nature. The City should increase reliance on behavioral health and trained medical professionals to respond to such calls. The City Council should form a working group to use the remaining two years of the CIT contract to develop a new model for responding to calls with a behavioral or mental health component tailored to the particular needs and resources available in Fresno. The Commission further recommends that the City develop specific training for dispatchers to recognize calls with a mental or behavioral health component in coordination with the new crisis intervention approach. The Commission also recommends that the FPD's mental health and de-escalation training be expanded such that it include the same level of training currently being provided to members of the CIT.

## Recommendation #8:

American Ambulance, Fresno's paramedics provider, has developed a concept that is consistent with the foregoing recommendation to rely on medical and mental health professionals to respond to mental health calls in lieu of a law enforcement response. The City should work with Fresno County Behavioral Health to certify specially trained paramedics to write Welfare and Institutions Code section 5150 holds on people that meet applicable criteria.

## Recommendation #9:

The Commission recommends that the City invest in critical bed space for behavioral treatment facilities for juveniles and adults that respond to community needs.

## Recommendation #10:

The Commission recommends identifying a dedicated stream of funding for mental health professionals.

In addition to mental-health related service calls, the FPD currently responds to a host of other call types that do not require a police response. The Commission found that patrol officers frequently lack the "uncommitted time" necessary to engage with the community. Community engagement is vital to public trust and legitimacy.<sup>23</sup> One way to free up police officers for community engagement and other critical work is to utilize other resources, both within and outside the FPD, to respond to lower priority calls for service. Patrol officers could then prioritize investigating and responding to violent crime as well as more meaningful engagement with the community.

## Recommendation #46:

The City of Fresno should transfer the following functions and associated budgets to other City departments whose core missions are better aligned with the intended functions and outcomes:

- Fresno Area Express (FAX) Unit;

<sup>23</sup> The President's Task Force on 21st Century Policing, Final Report (2015), [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf) at 12-16.

- Graffiti Unit;
- Violence Intervention and Community Services;
- Homeless Task Force; and
- Recycling Task Force

## Recommendation #28:

Fresno Patrol Officers should not:

- Respond to low-risk non-criminal calls;
- Respond to victims of property-related crimes where the crime occurred more than 24 hours before the call; or
- Respond to routine calls (i.e., non-violent) to homeless encampments or involving unhoused individuals

Community Input Survey data supports these recommendations, with nearly 40 percent of respondents indicating that they would feel somewhat or extremely uncomfortable calling the FPD during a non-threatening situation:

During a non-threatening situation, would you feel comfortable calling the Fresno Police Department?

Extremely comfortable	38.4%
Somewhat comfortable	15.4
Neither comfortable or uncomfortable	7.2
<b>Somewhat uncomfortable</b>	<b>16.4</b>
<b>Extremely uncomfortable</b>	<b>21.5</b>
Decline to answer/other	1.1

Student Resource Officers (SRO) and Student and Neighborhood Resource Officers (SNRO) operate in Fresno middle and high schools under contracts between the FPD and the Fresno and Central Unified School Districts. The stated purpose of the SRO and SNRO programs is to ensure the safety of students and school personnel on their campuses. The programs are designed to address crime in the neighborhoods and quality of life issues that put school-aged youth at risk.

The Commission found that It is not clear what problem(s) the SRO and SNRO programs were intended to correct. Research has shown that the increased presence of law enforcement in schools results in increased citations and arrests of students for minor offenses, causing lasting harm to youth and putting students at higher risk of becoming involved in the justice system. In fact, the very purpose of the FPD's Tobacco Grant is to fund the FPD to conduct school site inspections before, during, and after school to look for underage students to cite.

### **Recommendation #43:**

The City should not enter into contracts for policing with school districts. The City should encourage school districts to engage in investments that will provide a more positive experience leading to positive outcomes for students.

### **Recommendation #45:**

The City and Fresno school districts should prioritize the use of tax dollars to increase safety in schools and surrounding neighborhoods by investing in neighborhood development and improvements, such as installing and repairing sidewalks, streetlights, home improvement programs, after-school programs, and youth job creation to create long-term neighborhood safety.



# Use of Force

Use-of-force policies garnered serious attention years before the killing of George Floyd and the establishment of the Commission. Following the death of Michael Brown in Ferguson, MO, on August 9, 2014, and the turmoil that erupted thereafter, police experts, academics, and activists engaged in an in-depth look at use-of-force policies in police departments across the country.<sup>24</sup> In the years since, those experts, academics, and activists have come to essentially agree on several common-sense principles regarding use-of-force policies, stemming from the overarching concept that “the sanctity of all human life is the cornerstone of policing.”<sup>25</sup>

Though authorities characterize these principles differently, for practical purposes, the Commission believes they are best expressed as follows.

- First, force should be used only when necessary. For example, it is widely accepted (and now a matter of law in California<sup>26</sup>) that deadly force should not be used against individuals who pose only a threat to themselves.<sup>27</sup>
- Second, officers are required to de-escalate situations before using force. As explained by the Police Executive Research Forum (PERF), de-escalation is “the preferred, tactically sound approach in many critical incidents” and includes “using distance and cover, tactical repositioning, ‘slowing down’ situations that do not pose an immediate threat, calling for supervisory and other resources.”<sup>28</sup>
- Third, the amount of force used must be proportional, pursuant to the “objectively reasonable” standard in the Supreme Court’s 1989 decision, *Graham v. Connor* – “[t]he ‘reasonableness’ of a particular use of force must be judged from the perspective of a reasonable officer on the scene, rather than with the 20/20 vision of hindsight.” (*Graham*, (1989) 490 U.S. 386, at p. 396). Given that the standard is minimal and amorphous, police departments must “build on the legal foundation established by the Supreme Court and implement best policies, practices, and training that provide more concrete guidance to officers on how to carry out the legal standard.”<sup>29</sup>
- Finally, officers have a duty to intervene when one of their colleagues resorts to excessive or unnecessary force and should report such incidents.<sup>30</sup>

While these principles have been gradually adopted by police departments nationwide, the implementation process has recently accelerated. This pace has been particularly true in California, where the state legislature passed these principles into law. In 2019, the state passed two bills that substantially impacted local police departments’ use-of-force policies, Senate Bill (SB) 230 and Assembly Bill (AB) 392, which both took effect

24 See PERF, Guiding Principles On Use Of Force (2016) <https://www.policeforum.org/assets/guidingprinciples1> [hereinafter Guiding Principles On Use Of Force]; Campaign Zero, Police Use Of Force Policy Analysis (2016) <https://static1.squarespace.com/static/56996151cbced68b170389f4/t/57e1b5cc2994ca4ac1d97700/1474409936835/Police+Use+of+Force+Report.pdf>; Samuel Sinyangwe, Examining the Role of Use of Force Policies in Ending Police Violence, (2016) <https://static1.squarespace.com/static/56996151cbced68b170389f4/t/57e17531725e25ec2e648650/1474393399581/Use+of+Force+Study.pdf>; Deadly Force: Police Use Of Lethal Force In The United States, Amnesty International, (2015) <https://www.amnestyusa.org/reports/deadly-force-police-use-of-lethal-force-in-the-united-states/>.

25 Guiding Principles On Use Of Force at 34;

26 Cal. Pen. Code § 835a(c)(2)

27 Principles On Use Of Force at 48.

28 Guiding Principles On Use Of Force at 40.

29 Guiding Principles On Use Of Force at 36.

30 Guiding Principles On Use Of Force at 41–42.



January 1, 2020. During the last legislative session, Governor Newsom signed into law four more bills regulating police departments, one of which, AB 1196, completely bans chokeholds and the carotid restraint.<sup>31</sup>

Senate Bill 230 added a new provision to the Government Code<sup>32</sup> mandating that by January 2021 local police departments' use-of-force policies meet certain minimum standards.<sup>33</sup> Among others, the use of force policies must contain the following requirements:<sup>34</sup>

- That officers utilize de-escalation techniques, crisis intervention tactics, and other alternatives to force when feasible.
- That officers may only use a level of force that they reasonably believe is proportional to the seriousness of the suspected offense or the reasonably perceived level of actual or threatened resistance.
- That officers report potential excessive force to a superior officer when present and observing another officer using force that the officer believes to be beyond that which is necessary, as determined by an objectively reasonable officer.
- That an officer intercedes when present and observing another officer using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer.

AB 392 amended Penal Code section 835(a), adding a provision that regulates when a police officer can use deadly force against a suspect.<sup>35</sup> Among other things, the new law requires that, "where feasible, a peace officer shall, prior to the use of force, make reasonable efforts to identify themselves as a peace officer and to warn that deadly force may be used" and forbids officers from using deadly force on suspects who pose only a threat to themselves.<sup>36</sup>

Against this backdrop, and given its short timeframe, the Commission was required to aim at a moving target. When it began its review, FPD's use-of-force policies did not comply with SB 230 or AB 392. The FPD revised its policies twice during the pendency of the Commission: once to comply with the new requirements imposed by SB 230 and AB 392 and to combine those policies and procedures into one document, and again to comply with City Resolution 20-140, which prohibited the FPD from "using the carotid restraint hold unless such use is for the preservation of life or to prevent serious bodily injury," and to prohibit strangleholds completely. In line with AB 1196's complete ban on the carotid restraint, the policy will need to be amended again.

Given this flux regarding the FPD's use-of-force policies and the short time available to complete the Commission's task, the Commission was unable to conduct an exhaustive review of the issue. However, the Commission was able to reach consensus on a number of recommendations. The Commission hopes these recommendations will spur a more in-depth review of these policies in the future.

## Recommendation #11:

The preamble to the use-of-force policy should state that its purpose is to prevent unnecessary force, ensure accountability and transparency, and ensure the community's trust and confidence in the FPD's ability to protect and serve. It shall be the utmost priority and mission of the FPD to protect and serve all individuals of Fresno and to respect the inherent life, liberty, dignity, and worth of all individuals by preserving human life, minimizing

31 AB 1506 establishes a new unit in the Department of Justice to investigate officer involved shootings and other uses of lethal force; AB 1196 bans chokeholds and carotid restraints; AB 1185 grants counties more oversight over their sheriff departments, including the power to endow and inspector general with subpoena power; and AB 846 requires agencies to evaluate prospective officers' biases.

32 Unless otherwise noted, all statutory cites refer to California statutes.

33 Cal. Gov. Code section 7286(b).

34 Cal. Gov. Code section 7286(b).

35 Cal. Pen. Code section 835a(c).

36 Cal. Pen. Code section 835a(c).



physical harm and reliance on use of force and conducting its duties without prejudice. The FPD Policy Manual, in particular 300 Use of Force, and other force provisions and related training, should be updated to reflect these concepts.

## Recommendation #12:

Law enforcement officers of the FPD shall only use physical force when no other viable option is available. In all cases where force is used, only the minimum degree of force which is necessary shall be employed. The minimum degree of force is the lowest level of force within a range of what is objectively necessary or reasonable to effect an arrest or achieve a lawful objective. To further the aim of minimal reliance on force, all law enforcement officers must, at all times, carry on their person at least one less-lethal weapon.

## Recommendation #13:

The Use of Force Policy 300 should be modified to require the use of de-escalation techniques, as specified in SB 230.

Currently, de-escalation is an explicit step, and training to learn it is required, but only included in two of FPD's current policies. The Commission believes that the policies should be updated to provide more specific guidance on de-escalation techniques, crisis intervention tactics, and other alternatives to force when possible.

The two policies that explicitly require officers to practice de-escalation are Policy 409 and Policy 417. Policy 409 sets forth FPD's process for responding to demonstrations and special events. Section 409.4.1(d) states, in part, "the primary duty of officers is to preserve the peace. Officers shall make de-escalation of the demonstration a priority and adopt a guardian mindset towards demonstrators." Policy 417 and Policy 418 set forth the FPD's process for responding to mental health or emotional crises. Section 417.5(f) mandates that officers responding to a mental health or emotional crisis, among other things, should "[u]se conflict resolution and de-escalation techniques to stabilize the incident as appropriate." Section 417.6 details the process of de-escalation. Section 418.3(b) refers to that process for the procedure for an officer responding to a mental-health commitment (also known as a 5150 hold).

De-escalation is not a required step in FPD's general use-of-force policy – Policy 300. The term "de-escalation" is only referenced in section 308.6 under "Use of Force Training and Certification" which states that members of the FPD shall receive "[i]n service training for less lethal weapons and incident de-escalation ... at least every two years." Section 300.5.3(i) states that one of the factors an officer must consider is the "[t]he availability of other reasonable and feasible options and their possible effectiveness." While this may or may not bring the policy into compliance with SB 230's requirement that officers "utilize de-escalation techniques, crisis intervention tactics, and other alternatives to force when feasible,"<sup>37</sup> it is not an explicit reference to de-escalation. The Commission believes this policy is insufficient.

The FPD needs both a stronger commitment to de-escalation and more explicit rules effectuating that goal. In its Guiding Principles on Use of Force, PERF found that de-escalation was one of the most important principles in a use-of-force policy. Indeed, it was the subject of four of the report's 30 guiding principles and discussed in several of the other 26 principles.<sup>38</sup> PERF stated the following of de-escalation:

Agencies should adopt General Orders and/or policy statements making it clear that de-escalation is the preferred, tactically sound approach in many critical incidents. General Orders should require officers to

<sup>37</sup> Cal. Gov. Code section 7286(b)(1).

<sup>38</sup> Guiding Principles On Use Of Force at 40, 54, 56–57, 59–63, and 64–65.

receive training on key de-escalation principles. Many agencies already provide crisis intervention training as a key element of de-escalation, but crisis intervention policies and training must be merged with a new focus on tactics that officers can use to de-escalate situations. De-escalation policy should also include discussion of proportionality, using distance and cover, tactical repositioning, “slowing down” situations that do not pose an immediate threat, calling for supervisory and other resources, etc. Officers must be trained in these principles, and their supervisors should hold them accountable for adhering to them.<sup>39</sup>

The Commission believes that a more concrete commitment to de-escalation is imperative to the FPD’s improvement in this area. It is not enough for police officers to de-escalate in mental-health crises and demonstrations; it needs to be a central tenet in any use-of-force circumstance.

### **Recommendation #14:**

The use of force policy should state that deadly force may be used only for the protection of human life.

### **Recommendation #15:**

The level of resistance faced by the officer, and the extent to which it is treated, should be weighed in determining the application of the use of force. With respect to the conduct of the subject, the use of force should also be based on whether the subject is:

- compliant;
- passively resistant;
- actively resistant; or
- assaultive, aggressive, or combative.

### **Recommendation #16:**

The FPD Police Policy Manual should be amended to provide that an officer’s use of deadly force will be assessed in light of the officer’s tactical conduct and decisions leading up to the use of force. Where possible, a verbal warning or verbal warnings shall be given before the use of deadly force.

### **Recommendation #17:**

The existing use of force section regarding moving vehicles, section 300.8.4, does not prohibit officers from reach into moving vehicles. The Commission recommends that the provision be revised to include this prohibition. Reaching into a moving vehicle invites a situation in which the officer’s life is endangered, and therefore, the use of force may be required.

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<sup>39</sup> Guiding Principles On Use Of Force at 40.



# Police Culture: Morale, Standards of Conduct, Bias and Discrimination

Improving the culture at the FPD is imperative. As outlined in the opening section of this report, a 2015 study of the FPD demonstrated that morale was low, in part, due to inconsistent application of discipline within the FPD. In addition, statements made by individual employees and lawsuits filed against the FPD suggest that a failure to enforce disciplinary standards equally and consistently within the FPD undermines morale and raises issues of favoritism and inequality.

Policing is a vital community service, and the FPD must ensure that its officers perform at the requisite level to provide this service.<sup>40</sup> Officers for the FPD must serve with integrity and respect for the community they serve. In line with these principles, the FPD must efficiently and effectively evaluate and discipline its officers.

The Commission acknowledges that the task of improving evaluation and discipline systems is complex. Some aspects of discipline and employee evaluation systems are subject to bargaining with the FPOA, pursuant to the Meyers Milius Brown Act (MMBA).<sup>41</sup> Further, there are statutory constraints, such as the Public Safety Officers Procedural Bill of Rights (POBOR),<sup>42</sup> and constitutional constraints<sup>43</sup>, impacting the disciplinary policies the FPD can implement. Within this framework, however, the Commission has developed recommendations for improving evaluation and discipline systems.

Early Intervention Systems (EIS) can be a boon to a police department in a number of ways.<sup>44</sup> These systems track and utilize data elements concerning individual officers, including but not limited to, the number and type of uses of force; the number and types of community complaints; lawsuits in which the officer is named; the number and nature of arrests and citations made; officer performance evaluations; management and supervisory actions.<sup>45</sup> Using this data, EIS systems can identify “problem” officers and others who may need additional monitoring, supervision, or training. Such systems may also flag personal or professional problems that may be inhibiting officer performance. Conversely, these systems can also gather valuable information for police departments such as identifying officers who are good prospects for leadership roles, and supervisors or policies that are or are not effective.<sup>46</sup>

The FPD currently has two EIS systems in place, the Structured Assistance For Valued Employees policy (SAVE),<sup>47</sup> and the Early Alert System policy (EAS).<sup>48</sup> SAVE provides mandatory intervention for officers who struggle with “traumatic events, professional challenges, or personal problems” and may include meeting with a licensed mental-health clinicians and stress management training.<sup>49</sup>

40 PERF, Labor-Management Relations in Policing: Looking to the Future and Finding Common Ground, (2011) [https://www.policeforum.org/assets/docs/Critical\\_Issues\\_Series/labor-management%20relations%20in%20policing%20-%20looking%20to%20the%20future%20and%20finding%20common%20ground%202011.pdf](https://www.policeforum.org/assets/docs/Critical_Issues_Series/labor-management%20relations%20in%20policing%20-%20looking%20to%20the%20future%20and%20finding%20common%20ground%202011.pdf) [hereinafter “Labor-Management Relations in Policing”]; PERF, Advice from Police Chiefs and Community Leaders on Building Trust: “Ask for Help, Work Together, and Show Respect” (2016), <https://www.policeforum.org/assets/policecommunitytrust.pdf> [hereinafter “Building Trust”]

41 See Cal. Gov. Code section 3500 *et seq.*

42 See Cal. Gov. Code section 3303 *et seq.*

43 See *Skelly v. State Personnel Bd.*, (1975) 15 Cal.3d 194 holding that public employees have a property interest in their employment.

44 PERF, Civil Rights Investigations of Local Police: Lessons Learned (2013), [https://www.policeforum.org/assets/docs/Critical\\_Issues\\_Series/civil%20rights%20investigations%20of%20local%20police%20-%20lessons%20learned%202013.pdf](https://www.policeforum.org/assets/docs/Critical_Issues_Series/civil%20rights%20investigations%20of%20local%20police%20-%20lessons%20learned%202013.pdf) [hereinafter “Civil Rights Investigations”] at 16–17

45 Civil Rights Investigations of Local Police at 16–17.

46 Civil Rights Investigations of Local Police at 16–17.

47 Policy 1032.8

48 Policy 1032.10.1

49 Policy 1032.8.3 & Policy 1032.8.4

Although there are two systems ostensibly in place, EAS is, for practical purposes, the FPD's EIS system. The EAS policy revolves around six criteria.<sup>50</sup> When an officer is involved in certain combinations of events that fall within those criteria in a six-month period, the system is triggered and the IA Bureau generates a report for the Administrative Commander's review.<sup>51</sup> If the Administrative Commander's review concludes a further review of the officer's behavior is warranted, the EAS report is forwarded to the EAS Committee comprised of a member of the FPD, a representative of the FPOA, and another individual mutually agreed upon by the former two individuals.<sup>52</sup> The EAS Committee determines if an intervention meeting is required. If such a meeting is held, the officer may be assigned a plan consisting of remedial training and counseling to address the officer's behavior.<sup>53</sup> Once the meeting occurs, the EAS report is destroyed, and there is no record of the EAS review in the officer's personnel file.<sup>54</sup> Annually, the FPOA and the Administrative Commander evaluate the EAS policy's effectiveness and produce a report for the Chief of Police to review.<sup>55</sup>

The Commission recommends that the City reevaluate and improve the EAS policy. Areas of focus for the reevaluation and improvement effort include: required data elements to be included in the review of a given incident including, but not limited to, evidence relating to discrimination, performance evaluations, and all corrective action; the time period for triggering events, which should not be limited to a six-month period; the composition of the EAS Committee, which at a minimum, should include a member of the OIR; and preservation of EAS reports.<sup>56</sup> In addition, the reevaluation and improvement effort should address the OIR's role in evaluating the program, including access to EAS files, and role in generating the annual report.

## Recommendation #19:

The Department should improve its early intervention system (EAS) patterns of behavior by individual officers that suggest the need for intervention or additional training.

As explained in other sections of this report, it is imperative that Fresno's communities have faith in the FPD. Explicit and implicit bias is a real problem in police departments.<sup>57</sup> Profiling and discrimination do occur, and the distrust of police held by people of color is legitimate.<sup>58</sup> Even if a police department successfully recruits diverse candidates, it may not retain them if its work environment fails to promote tolerance and inclusiveness.<sup>59</sup> Both PERF and the President's Task Force on 21st Century Policing recommend that law enforcement agencies adopt policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, etc., and discipline officers who violate such policies.<sup>60</sup>

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50 Policy 1032.10

51 Policy 1032.10.4

52 Policy 1032.10.4-5

53 Policy 1032.10.6

54 Policy 1032.10.6

55 Policy 1032.10.6

56 Civil Rights Investigations at 16-17. The report lists several factors that determine whether and EIS system is effective, including maintenance, tracking, and review.

57 The President's Task Force on 21st Century Policing, Final Report (2015), [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf) at 9-11. Hiring the 21st Police Officer at 16.

58 The President's Task Force on 21st Century Policing, Final Report at 9-11; Building Trust at 71.

59 PERF, the Workforce Crisis at 42.

60 The Workforce Crisis at 42; The President's Task Force on 21st Century Policing at 28.

## Recommendation #21:

The City should clarify and provide for a robust process by which members of the public can make complaints of discrimination against police officers.

Section 341.2 of the Department's performance standards' policy provides that certain conduct may result in discipline. Section 341.2.3 expressly lists discrimination against a variety of protected classes as conduct for which an officer may be disciplined. However, the policy does not explain the process for handling complaints of discrimination made by members of the public. The Commission recommends that the City supplement the policy with language setting forth a clear and robust procedure by which complaints of discrimination made by members of the public against officers of the FPD will be handled. Providing such a clear procedure will underscore the FPD's commitment to eliminating bias in policing and bolster Fresnoans' trust that they will be treated fairly, without regard to their ethnicity, race or socio-economic status.

## Recommendation #22:

The City's workplace discrimination policy should be amended to provide victims of discrimination the same protections that witnesses are afforded.

## Recommendation #23:

Eliminate all references to "misunderstanding or lack of communication" in Policy 328.

Policy 328 sets forth the Department's policy on handling workplace complaints of discrimination, harassment, and retaliation. The Commission believes that, as currently written, the policy does not provide sufficient protection to victims of discrimination.

For reasons that are unclear, Policy 328 provides more options by which witnesses of discrimination can report discrimination than it does to the targets of discrimination. Section 328.3.1 permits a witness to report discrimination to his or her supervisor, higher supervisor, IA directly, personnel services, or the City. However, section 328.4 suggests that a victim of discrimination must report that discrimination to his or her supervisor only. While the Commission understands that, in practice, the FPD does allow victims of discrimination to raise concerns at a higher level, the discrepancy in the policy itself should be corrected.

Further, section 328.4 emphasizes that discrimination on occasion can arise from "misunderstanding or lack of communication." Of course, misunderstanding or miscommunication may be a defense to an allegation of discrimination. Still, policies generally do not suggest defenses to violations on their face. Thus, the Commission recommends that all references to "misunderstanding or lack of communication" in section 328.4 be eliminated.

## Recommendation #24:

Investigations should be completed within six months unless the incident is of a complex or difficult nature that would require additional time to be investigated.

Section 340.3 provides that investigations of disciplinary allegations must be completed within a year of the discovery of the allegations unless such investigation falls within an exception. Minor and moderate incidents requiring discipline can be investigated on a shorter timeline, and prompt resolution of an incident is essential.

Tension remains within the Department and potentially between employees, while an investigation is ongoing. The employee being disciplined may experience uncertainty regarding their position, and this may affect performance.

### **Recommendation #20:**

All corrective action should be documented in an employee's personnel file.

Pursuant to policy 340.9, the decision to document a corrective action in an employee's file is discretionary. By allowing a supervisor to determine whether an employee's discipline is noted in his or her personnel file, the policy discourages employee independence from the supervisor. The policy as written decreases the likelihood that an employee will be comfortable disagreeing with his or her supervisor or reporting issues with the supervisor, as allegiance to the supervisor may impact the supervisor's decision to document the employee's discipline. The policy should be amended so that the decision is no longer discretionary.

### **Recommendation #25:**

Documented reprimands should remain in the employee file for three years and be removed thereafter. The decision to remove them from the file should not be discretionary.

Policy 340.4.1 provides that letters of counseling/oral counseling, oral reprimands, and documented reprimands shall remain in an officer's file for at least twelve months and may be removed thereafter. This time frame is an unusually short period to retain such documents. Longer retention ensures that patterns of behavior can be effectively identified, and progressive discipline employed as appropriate.

### **Recommendation #26:**

Policies regarding the investigation of discrimination and harassment complaints should be updated to emphasize the need to complete such investigations in a timely manner. The use of outside investigators should be considered where there is a reasonable concern regarding impartiality or conflict.

### **Recommendation #34:**

Appropriate officials should, (including the City Council and the Mayor), urge state and federal legislators to make a formal recommendation that Congress revise the doctrine of Qualified Immunity.

There are two criteria used to determine whether a police officer is not entitled to qualified immunity. First, the officer's conduct must violate a constitutional right. Second, that violation must be a matter of "clearly established law." It is the second criterion that is problematic. The "clearly established law" standard depends on the existence of cases adjudicated in court with nearly identical facts. Consequently, it often allows some of the most egregious instances of misconduct to go unpunished. Absent reform, it is possible that actions that are clearly proscribed by FPD policies or other widely recognized constraints (standards, guidelines, etc.) will not be regarded as "clearly established law" and thus be protected by qualified immunity. But qualified immunity rules may not be able to be changed on a local level.

## Recommendation #27:

Collective bargaining agreements should include a morality and behavior clause that limits the City's liability for behavior deemed inappropriate and improper for officers to engage in.

Fresnans do not want to be financially liable for inappropriate or improper officer conduct. Data from the Community Input Survey illustrates this point:

How much do you agree or disagree with the following statement? The City of Fresno should use general fund dollars to defend officers accused of or charged with police misconduct.

Strongly agree	17.8%
Somewhat agree	11.7
Neither agree nor disagree	10.6
<b>Somewhat disagree</b>	<b>11.1</b>
<b>Strongly disagree</b>	<b>43.9</b>
Decline to answer/other	4.9

## Recommendation #18:

Recommend that the COB develop surveys and other means of assessing the culture of the FPD and attitudes of individual police officers in a way that is objective, accurate, and credible. The survey should:

- Use some metrics that were used in past surveys to allow for comparative data analysis;
- Use a third-party expert(s) to assist in the development of additional tools and measurements/metrics for evaluations;
- Attitudes towards police officers should also continue to be measured on an ongoing basis. Such surveys should also continue to elicit input regarding the appropriate role of policing in the community; and
- Analysis of the above studies should be conducted with a recognition of the underlying societal difficulties that police are asked to address.

To determine the impact of the present recommendations as well as other efforts that may have been made to address police culture issues over the years, surveys must be undertaken at regular intervals. Absent this type of consistent data collection, it will be difficult to determine the amount of progress made over time.

## Recommendation #48:

The Department should integrate respectful, consistent, and meaningful community engagement and input into all functions of the Department. All officers and personnel should be trained to work with citizens to identify and implement long-term solutions to quality of life issues.



# Ensuring that the FPD Reflects the Community it Serves

There is virtually universal agreement that one of the top priorities for any police department is achieving and maintaining a diverse work force. Having a workforce that reflects the diversity of a community strengthens the departments legitimacy and improves public trust.<sup>61</sup> It also can be a boon to a department because a wider range of perspectives reduces bias and leads to better innovation and problem solving.<sup>62</sup> However, police departments around the country are facing a crisis in recruitment; fewer people are applying to become police officers, and a greater number of officers are leaving department before retirement.<sup>63</sup>

The Commission found that the Department does not adequately reflect the racial and ethnic diversity of the City. For example, while 7.7% of Fresnans are African Americans, only 5.7% of police department employees are African American. Only one Lieutenant is African American, and no Captains, suggesting a clear absence of Black officers working their way up through the ranks. Asians are severely underrepresented. While they comprise 13.9% of the City's population, they are only 4.4% of the sworn police force. There are no Asian Lieutenants or Captains. Women comprise only 11.1% of the sworn workforce, though, encouragingly, 22.7% of police recruits are women.

The Department does not appear to have a coherent plan to improve the representation of women and minorities. The Commission believes this is one of the most significant problems facing the Department, and should be addressed immediately through, among other things, the addition of recruiting personnel.

Rank	Total	Black #	Black %	SE Asian #	SE Asian %	API #	API %	Hispanic #	Hispanic %	Women #	Women %
Recruits	22	1	4.5%	1	4.5%	0	0.0%	13	59.1%	5	22.7%
Police officer	637	35	5.5%	32	5.0%	10	1.6%	216	33.9%	72	11.3%
Sergeants	97	8	8.2%	3	3.1%	3	3.1%	26	26.8%	8	8.2%
Lieutenant	21	1	5%	0	0%	1	4.8%	5	23.8%	2	9.5%
Captain	7	0	0.0%	0	0.0%	0	0.0%	3	42.9%	1	14.3%
Total sworn	809	46	5.7%	36	4.4%	14	1.7%	304	37.6%	90	11.1%

61 PERF, Labor and Management Roundtable Discussions: Collaborative to Address Key Challenges in Policing, (2015), <https://cops.usdoj.gov/RIC/Publications/cops-p325-pub.pdf> [hereinafter "Labor and Management Roundtable Discussions"] at 22; PERF, Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success (2017), <https://cops.usdoj.gov/RIC/Publications/cops-w0831-pub.pdf> [hereinafter "Hiring the 21st Police Officer"] at 41; The President's Task Force on 21st Century Policing, Final Report (2015) at 16–17.

62 PERF, Identifying and Preventing Gender Bias in Law Enforcement Response to Sexual Assault and Domestic Violence (2016), <https://cops.usdoj.gov/RIC/Publications/cops-w0796-pub.pdf> [hereinafter "Identifying and Preventing Gender Bias"] at 6.

63 PERF, the Workforce Crisis, and What Police Agencies Are Doing About It (2019), <https://www.policeforum.org/assets/WorkforceCrisis.pdf> [hereinafter "the Workforce Crisis"] at 2.



## The Civilian Oversight Board should develop a plan to ensure that the Department's workforce reflects Fresno's diverse community

The Commission recommends that the City provide COB with the resources to work with a third-party consultant to develop a plan to enable the City to achieve greater diversity in its recruiting, hiring, and leadership. The Commission believes that this plan should include the following components: 1) demographically specific approaches to professional advancement; 2) a 20 year tracking program monitoring the demographic makeup of the Department's leadership positions relative to the Department as a whole; and 3) realistic five, 10, and 15 year targets for shifting the composition of leadership based on the above data, in compliance with state law. The COB should also consider whether other impediments in Department's hiring process exist that prevent its recruitment of diverse candidates with the problem solving, communication, and interpersonal skills necessary to be a police officer.<sup>64</sup>

Finally, the Department should continue to expand its recruiting efforts to local educational institutions, as there is general agreement that higher education is valuable quality for police officers.<sup>65</sup> In line with this objective, the Commission recognizes that the current MOU between the FPOA and the city provides financial incentives for members with higher education degrees.<sup>66</sup> However, given that departments around the country are having trouble recruiting candidates with higher education degrees as is, the City could explore offering ways to provide current officers greater access to such educational opportunities during their service.<sup>67</sup>

In addition to explicit efforts to diversify the FPD, the FPD in 2017 shifted funding used to help recruit officers from other jurisdictions to attract candidates from the community. Further, the FPD recognized that loss of income while attending the Police Academy (Academy) was a financial burden that many individuals simply could not afford. As a result, the FPD implemented a new program in which a Police Cadet would be a paid position, to provide a source of income for individuals while attending the Academy. The efficacy of these various initiatives is unclear.

### Recommendation #29:

The City should prepare an "Equity in Recruiting, Hiring, and Promotion Plan" to determine and adopt best practices for a diverse Police Department reflective of the Fresno Community. The Civilian Oversight Board should develop this plan in consultation with third-party experts and staff. The City should provide an appropriate budgetary commitment for contracting with a third-party expert to improve outreach and support efforts. The Civilian Oversight Board should measure the effective implementation of this plan using specific metrics included in the plan and include this analysis as a consideration in the evaluation of the police chief. Key plan components include:

- Demographically specific approaches to professional advancement;
- A 20-year data set that tracks women and men by race in police leadership positions relative to the police population as a whole in the FPD;
- Realistic 5-, 10-, and 15-year targets for shifting the composition of leadership based on the above data, compliant with state law; and
- Examination of evaluation tools and the process of hiring, evaluating, and promoting officers for movement in rank. (See examples of bias interrupters used in managerial positions.)

<sup>64</sup> the Workforce Crisis at 14–16.

<sup>65</sup> Hiring the 21st Police Officer at 9.

<sup>66</sup> MOU Section 7.4.10

<sup>67</sup> Hiring the 21st Police Officer at 26.

### **Recommendation #31:**

The City should continue to work with California State University, Fresno, Fresno City College, and other local educational institutions to expand the appeal of policing with the Department as a career path.

The FPD has recently expanded its recruiting efforts with local educational institutions, including Fresno City College and California State University, Fresno. Despite the increase in student interest in public safety, policing itself remains unpopular. The FPD should continue its partnerships with local educational institutions, as there is general agreement that higher education is a valuable quality for police officers.<sup>68</sup> In line with this objective, the Commission recognizes that the current MOU between the FPOA and the City provides financial incentives for officers with higher education degrees.<sup>69</sup> Given that departments around the country are having trouble recruiting candidates with higher education degrees, the City could also explore offering ways to provide current officers with greater access to such educational opportunities during their service.<sup>70</sup>

### **Recommendation #32:**

The Civilian Oversight Board should conduct a review of all aspects of the hiring process and make appropriate public recommendations on conditions and obstacles that may prevent otherwise qualified applicants from joining the force.

There is a disproportionately low number of African American and Southeast Asian officers serving with the FPD. The discrepancy may be attributable to cultural or other types of barriers in the hiring process.

The COB should also consider whether other impediments in FPD's hiring process exist that prevent its recruitment of diverse candidates with the problem solving, communication, and interpersonal skills necessary to be a police officer.<sup>71</sup>

### **Recommendation #30:**

If there are conditions or requirements at the FPD that tend to deter female applications or discriminate against females, they should be remedied.

### **Recommendation #33:**

The Civilian Oversight Board should review the promotional process to ensure diversity throughout the ranks of the organization.

People of color represented at higher levels in the FPD lags representation at the police officer and sergeant levels. In particular, Latino officers are not represented in supervisory roles to the degree they are in the rank-and-file of the FPD and the City population. Additionally, there appears to be a pattern of promoting African American officers up to but not past the sergeant level.

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68 Hiring the 21<sup>st</sup> Police Officer at 9.

69 MOU Section 7.4.10

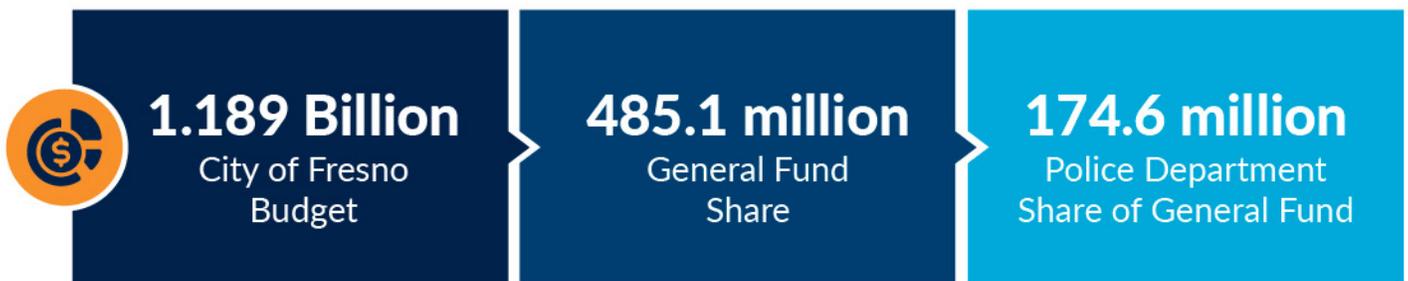
70 Hiring the 21<sup>st</sup> Police Officer at 26.

71 the Workforce Crisis at 14-16.

# FPD Fiscal Management: Ensuring the Effective Stewardship of Public Funds

The City’s Fiscal Year (FY) 2020 budget (07/01/2019 – 06/30/2020) totaled \$1.189 billion, of which approximately \$485.1 million was funded from the General Fund<sup>72</sup>. The General Fund comprises revenues derived primarily from “general sources” such as property, sales, and hotel/transient occupancy taxes. Other local government revenue funding sources include state, federal, and private grants, contract services, and user fees.

The FPD represents the largest of the City’s General Fund departments with a FY 2020 budget of approximately \$201.8 million, with \$174.6 million of that amount coming from the General Fund: the FPD accounts for 50 percent of the City’s General Fund budget. The remaining balance of \$27.1 million in FPD funding is derived from various federal and state grants, service agreements with Fresno and Central Unified School Districts, Fresno Area Express, Department of Public Utilities, Fresno Housing Authority, and user fees and contract services.



## Fresno Police Department Organizational Structure

The Department consists of six (6) Divisions: The Office of the Chief, Administrative Services, Patrol Division, Support Services, Investigations Division, and Grants. Each Division consists of different Sections. The Department’s budget is allocated by Division and Section. The following are the appropriations for each of the Division budgets:

<b>Office of the Chief</b>	\$8,278,300
<b>Administrative Services</b>	\$41,416,700
<b>Patrol Division</b>	\$79,865,500
<b>Support and Special Services</b>	\$29,591,300
<b>Investigations Division</b>	\$28,998,800
<b>Grants</b>	\$14,810,100

<sup>72</sup> On June 30, 2020, the City Council adopted a Continuing Resolution due to the substantial decline in general revenues due to the COVID-19 pandemic. The Continuing Resolution essentially continued the spending levels for three to four months to determine the overall fiscal impacts of the COVID-19 pandemic.

The Patrol Division is the largest of the six (6) Divisions and represents approximately 39.5 percent of all FPD appropriations. This amount is understated due to other costs (workers' compensation, liability, fleet, and other internal expenses, etc.) that are contained in the Administrative or Grant Division budgets. While this is consistent with the way the City's budget is constructed, it skews the total cost associated with other Divisions and Sections. The Patrol Division is also responsible for managing service agreements with outside agencies (e.g., school districts, the Housing Authority) as well as internal users (e.g., FAX, DPU).

Each Section also consists of a variety of "Special Units". Expenses are fully accounted for as related to some Special Units due to grant, contractual, or other requirements. Other Special Units are considered assignments and expenses are not separately tracked accordingly.

Important to note is that the City's financial system/software is 20 years old. It does not capture the level of information needed to adequately track expenses, which makes it challenging to evaluate the overall cost-effectiveness of different operations and/or programs and prevents transparency and accountability to the public.

### **Recommendation #35:**

The City should expedite the installation/conversion of its financial reporting software to provide all City departments, and more importantly the public, with a level of financial information that can be used to evaluate operational efficiencies in a manner that is easily understood to improve the level of transparency and accountability to the public.

### **Recommendation #38:**

In the interim, and to capture at an hourly rate that reflects these costs, the Department should develop internal financial reports in which workers' compensation, liability, and fleet expenses are expensed by Division, and in some cases at the Section level (e.g., worker's compensation, liability) rather than allocating these costs within the Administrative and Grants Division budgets.

### **Staffing Levels**

The Department reports employing 1.52 sworn officers per 1,000 people. This staffing ratio meets the goal to attain and maintain 1.5 unrestricted officers per 1,000 residents outlined in the City's General Plan. However, the amount of time lost due to workers' compensation, sick, training, and now COVID-19 have created an over-reliance on the use of overtime. This lost time impacts the number of sworn personnel available to respond to calls for service. The creation of Special Units (e.g., SRO, SRNO, FAX) and/or other assignments further dilutes the number of sworn positions that can respond to calls made by the public.

### **Recommendation #40:**

The FPD should conduct a staffing analysis to determine how much non-productive time is lost due to various leaves of absences for both sworn and civilian personnel in each Division and Section, including any other tasks (e.g., training, court appearances) that reduce the total number of hours needed to adequately support the core functions of each Division and/or Section. Based on this analysis, the FPD can determine the cost-effectiveness of hiring permanent staff rather than continuing its reliance on overtime, which can also lead to fatigue and potentially a higher number of workers' compensation claims and costs.



## Recommendation #41:

The City and the FPD should evaluate the overall effectiveness of its current workers' compensation and wellness programs to increase the number of available work hours and reduce the costs in workers' compensation related expenses.

## Recommendation #42:

An assessment of each of the cases that resulted in a claim that was paid by the City on behalf of the Department should be conducted to determine if trends in behaviors, units, officers, or other relevant factors are present that result in a liability to the City. The City should implement necessary changes to Department policies to require further mandatory psychological testing of officers involved in incidents in addition to testing for drugs, alcohol, anabolic steroids, and any other substances which may cause impairment after a critical incident.

## Recommendation #47:

The City should evaluate the function and overall effectiveness of all Special Unit assignments to determine the extent to which they are necessary, potentially duplicative, and their cost-benefit ratios. Specialized units similar in scope and function should be merged and/or eliminated. Remaining Special Units should have clearly outlined functions, goals, and measurable metrics. Special Units to be evaluated include but are not limited to the following:

- SWAT
- Vice
- CCATT
- Street Violence Unit
- MAGEC
- ACT Team
- Robbery Unit
- Felony Assault Unit
- HIDTA Unit
- Neighborhood Safety Unit

Several special assignments have been created within the Patrol and Patrol Support Divisions that reduce the number of sworn positions available to respond to calls from the public. While some of these special assignments have bolstered the number of positions budgeted, the FPD is limited in how these positions can be utilized.

FPD's specialized assignments should have clear unduplicated functions and metrics. They should be reported on an annual basis through an accessible database and should have a core purpose that is consistent with specialization.



## Fiscal Responsibility in Contracting and Grant Administration

Over the years, Fresno has heavily focused its public safety investments on enforcement activities resulting in an imbalanced approach to community safety. Community members have long called for investments in proactive and preventative strategies to support quality-of-life improvements to yield a balanced approach rooted in dignity and shared safety. The FPD has successfully secured several grants and contracts over the years, accounting for \$27.1M of its FY 2020 budget. Through a limited review of existing grants and contracts, the Commission identified a consistent utilization of grant funds to support existing operations, equipment, and sworn officer positions.

### Recommendation #57:

The City should redirect various grant funds toward community-based programs and interventions efforts that increase community safety through preventative approaches and weigh the impacts on FPD's service capacity.

Due to workers' compensation, liability, and fleet expenses not being allocated by Division, it appears that taxpayers subsidize private contract activities. Contract rates are not consistent or uniform.

The current contract hourly rate for Fresno and Central Unified School Districts (FUSD and CUSD) Student Resource Officer (SRO) contracts is \$67.86 per hour, which includes the incremental cost for workers' compensation-related expenses but does not include other costs such as liability or fleet-related expenses (e.g., fuel, maintenance). The contract hourly rate paid by local businesses and other entities is \$58.52, which is 13.8 percent lower and does not include any of the additional costs outlined above. Therefore, in the interim, prior to the adoption of a Cost Allocation Plan, the FPD needs to present an amendment to the City's Master Fee Schedule to the City Council so that all contract hourly rates are consistent.

### Recommendation #49:

The current contract hourly rate for Fresno and Central unified school districts SRO contracts is \$67.86 per hour, which does include the incremental cost for workers' compensation related expenses but does not include other costs such as liability or fleet-related expenses (e.g., fuel, maintenance). The contract hourly rate paid by local businesses and other entities is \$58.52, which is 13.8% lower and does not include any costs noted above. Therefore, in the interim, prior to the adoption of a Cost Allocation Plan, the Department needs to present an amendment to the City's Master Fee Schedule to the City Council so that all contract hourly rates are consistent.

### Recommendation #44:

The City should not enter into grants that do not contemplate the sustainability of funding once the grant terminates.

The FPD receives about \$1,300,600 annually to implement "front line law enforcement services." These funds are primarily spent on equipment and software, such as police radios, ballistic vests, boots, helmets, etc. Government Code section 30062 defines "front line law enforcement services" as including anti-gang, community crime prevention, and juvenile justice programs. The City should determine the feasibility of shifting SLESA funds to other purposes, specifically to implement community crime prevention and juvenile justice programs as allowed and defined under Government Code section 30062.

## Recommendation #58:

The City should consider shifting the use of SLESA funds to implement community crime prevention and juvenile justice programs as allowed and defined under Government Code section 30062.

The FPD receives about \$290,600 annually from the Bureau of State and Community Corrections through the AB 109 statewide allocation formula. These funds are primarily used to pay for overtime and training. The goal of AB 109 is to reduce recidivism by funding and to encourage the implementation of local community-based programs and services.

## Recommendation #59:

The City should advocate to the County that Assembly Bill 109 funds are allocated to support community violence prevention programs such as Advance Peace, and youth mentoring, employment, community-based substance use treatment, and other similar programs.

The FPD receives about \$382,100 annually in JAG funding. The JAG program is designed to support a range of program areas, including law enforcement, prosecution, indigent defense, courts, crime prevention, and education, corrections and community corrections, drug treatment and enforcement, planning, evaluation, technology improvement, and crime victim and witness initiatives and mental health programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams. These funds are split with the Fresno County Sheriff's Department and are primarily used to purchase ammunition, lights, taser cartridges, ballistic vests, police radios, K9 food and training, and other equipment. The City should consider shifting JAG funds to support community-based programs and services such as family violence prevention and intervention services, human trafficking, restorative justice, and similar programs.

## Recommendation #60:

The City should shift the use of Justice Assistance Grant (JAG) funds to support community-based programs and services such as family violence prevention and intervention services, human trafficking, restorative justice, and similar programs.

The FPD receives about \$64,300 annually under the California State Budget Act and Proposition 56 to perform inspections at the 668 licensed exco-related retailers in the City of Fresno in conjunction with the California Department of Taxes and Fees Administration, Department of Public Health, Code Enforcement, Alcohol Beverage and Control (ABC) Department, and the American Lung Association. Operations such as "shoulder tap/decoy operations" are conducted to cite those who sell tobacco/cigarettes to minors, training sessions with business owners and their employees are conducted, and school site inspections before, during, and after school to look for under-age violators. The funds are primarily used to pay for overtime for the ABC officer and other officers to conduct inspections and decoy operations. The City should consider reallocating all Tobacco Grant funds to Code Enforcement and focus its efforts on conducting business training, education, and compliance activities.

## Recommendation #61:

The City should reallocate Tobacco Grant funds fully to Code Enforcement and focus its efforts on conducting business training, education, and compliance activities.

## Asset Management/Lifecycle Replacement Costs

The FPD does not adequately track the lifecycle or replacement costs of assets resulting in the inability to capture the cost of providing services as well as the inability to determine if the City properly funds the ongoing cost of maintaining these assets.

## Recommendation #50:

The FPD should develop and consistently utilize a systemic approach to physical asset management throughout the entire lifecycle. This monitoring should include tracking assets by assignment and costs to operate, maintain, and replace.

## Recommendation #51:

The City needs to establish a commission a study to calculate the lifecycle and replacement costs of all City-owned assets, with the priority on the Police and Fire Departments, to determine the cost of bringing these assets into a good state of repair as well as the ongoing cost of properly maintaining these assets over their expected life. The commission should identify potential funding sources to adequately address this need. No further FPD capital investments should be made unless they include lifecycle and future replacement costs, as well as the source of funds used to address these costs.

## Allocation of Liability Expenses

A review of liability-related expenses over the last 10 years shows that, on average, the cost of litigation in which a settlement or verdict has been reached is approximately \$14.8 million or \$1.48 million per year. Furthermore, the City has expended approximately \$3.4 million (\$259,538 per year) defending cases that were dismissed and/or the City prevailed. It should be noted that these costs do not include cases that are still open or on appeal. In one case (RM2015035846), an award of \$4.7 million is currently on appeal by the City.

## Recommendation #52:

The City should evaluate the means by which liability costs are allocated, including an evaluation of individual officer liability insurance versus the self-insurance approach currently used by the City.

## Recommendation #53:

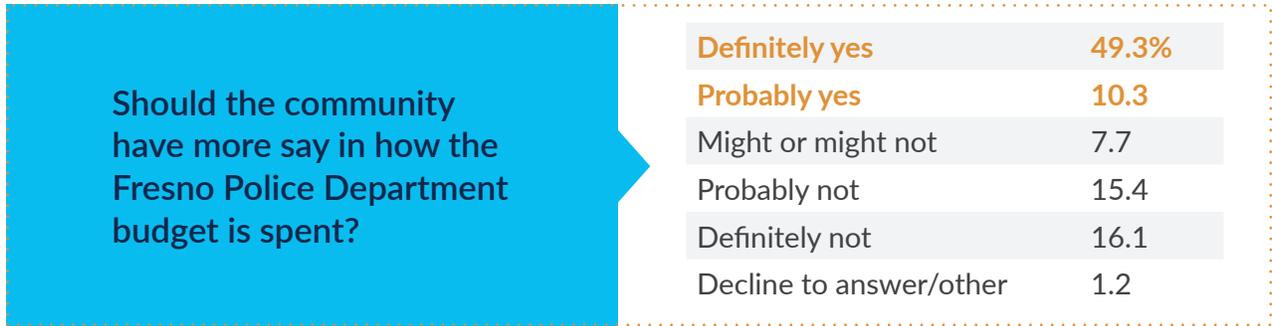
An assessment of each of the cases that resulted in a claim that was paid by the City on behalf of the Department should be conducted to determine if trends in behaviors, units, officers, or other relevant factors are present that result in a liability to the City. The City should implement necessary changes to Department policies to

require further mandatory psychological testing of officers involved in incidents in addition to testing for drugs, alcohol, anabolic steroids, and any other substances which may cause impairment after a critical incident.

### Recommendation #54:

The cost of liability claims should be assigned by Division, Section, and Special Units where possible.

The Commission observed that the FPOA appears to have significant influence on City budget decisions. This influence could be mitigated by an increased community voice in the budget process. The Community Input Survey highlighted the community's desire for such an enhanced role:



### Recommendation #37:

The Commission suggests mitigating the influence of the FPOA on the City budget and administrative decisions.

Creating a mechanism for community input into the budgeting process as well as a transparent semi-annual budget reporting process is important to increasing trust and confidence in both the FPD and the City.

### Recommendation #36:

The City should engage in a participatory budgeting process to determine community priorities.

### Recommendation #39:

The FPD should semi-annually disclose up-to-date disaggregated financial data through an accessible online database that allows community members to download, search, and analyze its expenditures and clearly identify trends and use of taxpayer dollars.

## Partnership with Community Based Organizations

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The City has historically initiated various strategies aimed at improving the quality of life of residents in many of the older portions of the community. While these efforts have been somewhat successful, they were never strategically deployed in a manner that would effectively address the variety of issues negatively impacting community safety in many of the City's neighborhoods. In addition, there is widespread recognition that the current approach to addressing homelessness in the City is not effective, most directly highlighted by homeless respondents to the Community Input Survey, who recommended the abolishment of the Homeless Task Force. There is broad agreement that law enforcement should not be addressing the social issues of homelessness. The Commission recommends new partnerships with community-based organizations in response to these concerns.

### Recommendation #55:

The City should support a partnership with a local community-based organization. The cost of this new partnership would be about \$230,000 annually. The City and the selected CBO will convene a team responsible for developing and initiating a comprehensive and strategic plan to improve the overall safety, health, and wellbeing of the community, leading to the prevention of issues such as Family Violence, Gang Violence, and Sex Trafficking.

### Recommendation #56:

Disband the Homeless Task Force and reallocate resources to social services and community-based organizations that provide services to the City's homeless population.

## Community-Based Prevention Efforts

Afterschool opportunities provide safe spaces for young people, decrease violence, and offer many other benefits. Yet concerns about neighborhood safety and vandalism, as well as liability concerns, can keep school facilities overlooked or underutilized after school hours. Promoting access to safe spaces during non-school hours, can be particularly important in California's low-income communities of color, where there is often a dearth of parks and green space. Schools can partner with parks and recreation, planning, public works, and other sectors to establish joint/shared use agreements that allow for the use of school facilities for recreation by the public during non-school hours. Increasing access to safe spaces can reduce the risk of violence while promoting physical activity and a sense of community.

Stagnant state funding, rising costs, and possible cutbacks in federal support threaten the viability of California's subsidized after-school programs, which serve 859,000 low-income students in 4,500 schools across the state. Besides offering a safe place for children while parents are working, after-school and summer programs provide access to homework help, hands-on science and arts projects, field trips, and sports.

### Recommendation #63:

The Commission recommends that the City explore additional opportunities to establish joint/shared use agreements with community groups to ensure that young people have safe places to be during non-school hours by supporting maintenance for parks and playgrounds (e.g., well-maintained parks and playgrounds provide safe spaces for kids and families for community and sports activities and builds a sense of pride in the neighborhood), and Community Center community services programs (e.g., tutoring, career/job fairs, science, math or reading times, exercise and dance classes, business/idea development, computer literacy training and coding classes, youth empowerment through entrepreneurial development, education resources for adults seeking ongoing education, etc.).

### Recommendation #67:

The Commission recommends the City invest more in extra-curricular activities, mentorship programs, and work programs, introducing students to new experiences and innovative career opportunities.

### Recommendation #64:

The City should invest in a pilot program that will help deter graffiti, overseen by the PARCS Department, funded by \$100,000 from the Graffiti Abatement budget. The Commission also recommends that the City take the following actions:

- The City should enter the contract by July 2021;
- The City should identify areas of high graffiti and strive to identify mural locations based on these locations;

- The City should have 10 murals by July 2022; and
- The City should measure the effectiveness of the program by comparing calls received for graffiti clean-up.

Fresno must invest in the people who have been left behind by economic, geographic, and racial disparities. Fresno’s poverty rate is 20.8 percent, nearly double that of the state. The concentration of African Americans and Hispanics living below the poverty level reached 39 percent and 32.3 percent, respectively, as of 2017.

### **Recommendation #66:**

The Commission recommends the City assemble and implement a Poverty Action Plan to:

- Support disadvantaged youth;
- Design effective mentoring programs;
- Address the academic barrier to higher education;
- Expand apprenticeship opportunities;
- Improve employment outcomes;
- Provide disadvantaged workers with skills to succeed in the labor market; and
- Address homelessness.

### **Recommendation #68:**

The Commission recommends that the City fund a pilot program that provides opportunities for heads of households and primary caregivers to achieve the next level of education, with a primary focus on high school diplomas and AA degrees.

### **Recommendation #65:**

The Commission recommends that the City incorporate a social equity component in the City’s shared mobility policy that requires at least 30 percent of all shareable transportation (e.g., e-scooters, e-bicycles) to be located in high poverty neighborhoods that lack adequate transportation. This antecedent should include reduced ridership rates for users in the specified areas. Racial and economic equity should also be central to the deployment of any rideshare program.

### **Recommendation #73:**

The City should partner with other agencies to develop and implement a more effective process for allocating resources needed to address homelessness in Fresno to provide additional resources, such as more social workers, rather than expecting the FPD to address an issue that they are not trained or equipped to manage.

Currently, the FPD works in a limited capacity with the CJC and the FUSD to employ an alternative to criminal justice adjudication for juvenile offenders. This alternative is referred to as restorative justice. It allows offenders and victims to resolve low-level criminal behavior using trained mediators and mentors “pre-arrest” without the



matter referred to a juvenile court. CJC restorative programs: 1) focus on the harms and needs of those harmed, the community, and those causing harm; 2) address the obligations that result from the harms for all parties; 3) use inclusive, collaborative processes; 4) involve those with a legitimate stake in the situation including those victimized, harmed, those causing the harm, community members, and society; 5) seek to repair the harm and put right the wrongs to the extent possible. The Commission recommends exploring the expansion of existing CJC restorative programs.

## **Recommendation #70:**

The Commission recommends the City implement juvenile diversion strategies as follows:

- The City should contract with the Community Justice Center (CJC) to provide additional restorative justice services for low-level juvenile offenders to resolve the criminal behavior using trained mediators and mentors “pre-arrest” without referral to juvenile court;
- The Department should work collaboratively with CJC to divert juvenile offenders into the restorative justice programs and to participate in the intervention sessions for those impacted by harm;
- The success of the CJC Program should be evaluated as an evidence-based practice utilizing comparative recidivism and re-offense rates as one matrix of success; and
- CJC should be expanded to other high school campuses and support additionally trained mentors from grassroots organizations that are culturally appropriate and culturally sensitive, to conduct a minimum of 250 CJC Restorative Justice interventions per year.

Evidence shows that early prevention through counseling and/or healing circles mitigates the impact of the harm caused by trauma and violence for all parties involved. In addition to community- and campus-based alternatives to criminal justice adjudication, the Commission recognizes the need for trauma-informed outreach and education for communities impacted by violence and crime and have recommendations to mitigate the impact of traumatic experiences on youth and family development.

## **Recommendation #71:**

The Commission recommends the City increase available funding and resources for counseling and/or restorative healing circles for children, youth, adults, and families that have experienced harm.

In 2020, there has been a 180 percent increase in gun violence in Fresno. Community-based strategies led by leaders who have built trust in key neighborhoods are needed to turn the cycle of violence. Evidence suggests that violence prevention through community social control and collective efficacy are significant protective factors for gang violence, youth violence, and domestic violence.

## **Recommendation #72:**

The Commission recommends the City support community-based violence prevention and the sustainability of Advance Peace through multi-year funding. The City’s efforts should include the following objectives:

- Reducing gun violence by 50%;
- Building Advance Peace Fellows to lead community-based violence prevention; and

- Begin multi-year support at the end of the current grant cycle in September 2023

The FPD spends \$75,000 annually to contract with the Fresno Police Chaplaincy (Chaplaincy). The Chaplaincy, which is currently the only non-profit under contract with the FPD, provides counseling to officers when they encounter personal or professional difficulties as well as youth-oriented services (e.g., RISE, Police Explorers, Teen Police Academy, and Resiliency Center). According to information provided by the FPD, the Chaplaincy provided 17,632 hours of programming in FY2020. However, there are elements of this program that may be duplicative of benefits offered through other employee benefit programs. The City should evaluate the services provided by the Chaplaincy program to determine if there is any duplication of service, to outline how funding is being used clearly, and to conduct a cost-benefit analysis of the program.

### **Recommendation #62:**

The City should evaluate the services provided by the Fresno Police Chaplaincy program to determine if there is any duplication and clearly outline how funding is being used, the cost-benefit of the programs, and clearly articulate and track measurable outcomes. Based on this assessment, the City of Fresno should determine if services should be expanded, decreased, or eliminated.

The City would benefit from a holistic approach to community safety. A Department of Public Safety model like the existing model in Sunnyvale, California, can serve as a vehicle to establish a “guardian mindset” among Public Safety Officers as community caregivers instead of strict law enforcers. Public Safety Officers would benefit from additional training and expanded community-centered functions would help establish greater trust with the community and increase coordinated community safety services.

### **Recommendation #69:**

The Commission recommends implementing an integrated public safety model that coordinates all safety components, including Fire Rescue, Emergency Medical Services, and Law Enforcement Services, into one Department, the Department of Public Safety (DPS).

# Conclusion

“The overall message should be ‘pro-community and pro-police.’ We should not have to choose only one side.” This comment was made by one of our residents in a focus group that captures the sentiment of Fresno; sadly, the political climate at this moment attempts to force people onto one side or another. Somehow it has become unpopular for a person to know that being a police officer is an honorable profession, while at the same time knowing that there must be the change within the policing culture that the community seeks. These ideals are not mutually exclusive. We learned that Fresnoans want to resist the urge of division and instead use this unprecedented moment in history to bring us together in a common goal: the health and safety of all that live in our community. That sentiment is shared equally by community and police officers alike.

For nearly five months, Commissioners came together in the spirit of community to deliberate, research, garner and develop a series of much-needed recommendations to reform policing and improve community safety by addressing the underlying issues negatively impacting the quality of life for many of Fresno’s residents. In an example of the unity and willingness to come together that became the catalyst for the creation of the CPR, every recommendation put forward was adopted in recognition of the shared vision of a new community model and the need to finally address the social, economic and environmental conditions that continue to plague a large segment of the City.

As expressed in this report, the history of police-community relations in Fresno is fraught with tension but also with hope for improvement. Community leaders, police officers, and residents alike have all acknowledged the need for change and a desire for healing. The Commission hopes this report and the recommendations can be a giant step in that direction, given efforts that community members have been engaged in for many years leading up to this moment.

The CPR respectfully presents these recommendations to the Mayor and the City Council. There is an expectation that, as leaders of our community, they will proceed with the needed urgency to implement many actions of reform contained herein. Addressing the underlying drivers of crime and creating greater transparency and accountability will restore trust by focusing on the well-being of our community as well as our officers. It is the belief of the CPR that embracing these recommendations will serve as the first step toward reconciliation, and more importantly, in creating a new vision of community safety which provides greater opportunities for all residents to prosper and feel safe.



# APPENDIX A

## APPENDIX A

# ASSESSMENT OF THE ORGANIZATIONAL CULTURE AND PERFORMANCE OF THE FRESNO POLICE DEPARTMENT

PREPARED BY

MICHAEL JOSEPHSON

JOSEPH & EDNA JOSEPHSON INSTITUTE OF ETHICS

FINAL VERSION DECEMBER 29, 2015



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## INTRODUCTION

### BACKGROUND

Since the national financial meltdown in 2008, reduced funding for the Fresno Police Department (FPD) resulting in budgetary cuts, pay freezes, and concessions in both sworn officer and non-sworn support units. According to information provided by Police Chief Jerry Dyer's office, in 2009, the community was protected by just over 849 Sworn Officers supported by about 473 civilian employees. In 2015, the sworn force had shrunk below 700 sworn officers prior to a year-long effort to build the force up to 725, - still more than 124 short of 2009 staffing.<sup>1</sup>

Even more emphatic attrition (from 473 to about 200) occurred in civilian units responsible for critical policing functions such as communication and dispatch, records, evidence maintenance, management and scientific investigations. At the time of the survey, the number of civilian employees had risen to only 265 (at the most), still only about 56% of the 2009 staffing level.

During the same period, FPD's command level leadership, which once consisted of a chief of police and five deputy chiefs, currently stands at a chief and 2 deputy chiefs. Financial, management and morale issues have been exacerbated by the fact that FPD did not promote a single staff officer (Lieutenant or above) for nearly eight years despite the loss 3 deputy chiefs, 3 Captains, 6 Lieutenants and two civilian managers). Moreover, current efforts to fill key deputy chief positions have been hindered by a concerns regarding the legality of the City of Fresno and police leadership's desire to require additional background checks and financial disclosure as a prerequisite to promotion to deputy chief.<sup>2</sup>

The attrition of sworn and civilian employees, combined with the FPDs inability to upgrade and properly maintain physical conditions (including enhanced security at police stations) and equipment, has led to demoralization in the FPD.

***The understaffing issue is by far the most critical one faced by the City and the FPD. Unless rapidly resolved all other efforts are likely to have limited impact in solving the multitude of vulnerabilities and shortcomings described in this report.***

In addition, the FPD and the Chief of Police have suffered major blows to their credibility and reputation by several lawsuits and personnel complaints by current and former staff officers. In addition, there are disagreements on how to handle a significant number of divisive internal disciplinary issues concerning misconduct by sworn officers for various policy violations including off-duty DUIs, domestic abuse, and on-duty sexual misconduct. In 2015, the Department was greatly embarrassed by criminal allegations against police officers and, most notably, the arrest and indictment of a Deputy Chief for drug-related felonies.

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<sup>1</sup> The City has authorized 737 positions but that number is not expected to be reached until April 2016. Finding 3 deals extensively with the understaffing issue.

<sup>2</sup> All police officers at initial hiring are subjected to a thorough background check but state law apparently limits the conditions under which new or additional background checks can be made as part of retention or promotion decisions. While it is evident that there is a significant possibility that post-hiring issues bearing on character and competence (including arrests in other jurisdictions, bankruptcies, gambling, DUI or substance abuse problems, etc.) which would be relevant to an initial hiring decision could arise during a police officer's tenure. If the law does prevent the City and the FPD to conduct a comprehensive background check, we urge the City of Fresno to lead efforts to have the law amended regarding retention and promotion of sworn and unsworn policing employees, especially senior management positions such as deputy chief or captain. The risks to the public are simply too high to preclude a current and thorough background check at least prior to promotion to a position of substantial authority and visibility. Given the high risk of lawsuits and scandals concerning any form of police misconduct it is likely the Legislature would be sympathetic to such amendment requests.

These incidents fueled a concern both within and outside the department that there may be systemic problems that are hindering the ability of the department to achieve all its mission objectives and that may subject the City to future litigation and scandal. Consequently, the City of Fresno and the FPD commissioned Embassy Consulting Services, LLC (ECS) to design and deliver an Organizational Excellence Workshops for all employees and the Josephson Institute of Ethics (JI), a public benefit nonprofit organization headquartered in Los Angeles along with its Center for Exemplary Policing, was commissioned by the City to conduct a comprehensive survey of sworn and civilian employees.<sup>3</sup>

The purpose of the survey is to assess the Fresno Police Department's (FPD) culture and identify organizational strengths and vulnerabilities, including attitudes and practices that may impede the lawful, ethical and effective achievement of its mission and subject the Department to reputation damaging and resource draining misconduct.

JI designed a survey instrument, after individual and group interviews of both sworn and civilian employees of various ranks, included the president of the Fresno Police Officers Association (FPOA), the Chief of Police, and the two deputy chiefs.

### **VALIDITY OF SURVEY DATA AND CONCLUSIONS DERIVED THEREFROM**

During pre-survey interviews, JI was cautioned not to expect a high percentage of participation. In fact, most interviewees predicted that very few employees would take the time to respond to the survey. Two dominant reasons were given in support of the pessimism:

- 1) **Cynicism.** We were told that both sworn and civilian employees are weary and impatient with these sort of information gathering practices that employees do not believe said practices would result in any meaningful change (i.e., it's a waste of time).
- 2) **Distrust.** We were told that there is widespread, entrenched fear that anyone who expressed negative opinions of leadership, policies or practices, even in the context of an anonymous third party survey, would suffer some sort of retaliation (i.e., it's foolish and risky).

To combat these factors, in a rare and encouraging demonstration of a mutual interest in generating reliable and detailed information to strengthen the FPD, both the initial and reminder letter requesting employees to participate, was jointly signed by Police Chief Jerry Dyer and FPOA President, Jacky Parks. Though participation was stronger than many insiders thought it would be -- over 300 employees completed the survey -- it totaled only 36% of sworn employees and 24% of civilian employees. This low participation rate (even among officers with the rank of lieutenant and above, referred to as "staff") is itself a significant indicator of cynicism and distrust, but it also raises concerns about the validity of any findings based on the opinions of a minority of employees.

**We have concluded, however, that the data and the Findings derived from the data and interviews are valid.**

This conclusion is bulwarked by three additional factors:

- 1) An extraordinary number of employees wrote detailed and thoughtful comments -- the most we've ever seen in proportion and depth. The relative uniformity of the responses and the specificity of descriptions support the data.

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<sup>3</sup> In addition, JI collaborated with Embassy Consulting Services, LLC to assist in the design of a department-wide ethics training.

- 2) Data collected by Embassy Consulting Services, LLC (ECS) and the subjective assessments of the trainers after the first three weeks of training sessions strongly confirmed the data and findings included in this report
- 3) In this case, given the nature of the questions and responses, it is highly likely that the opinions of those who chose not to participate are as, or even more negative, than those who did participate.

## **INDEPENDENCE**

The Josephson Institute exercised complete independence to design a thorough, “no issues off limits” inquiry and to formulate its Findings and Recommendations. Both the Chief of Police Dyer and FPOA President Parks were shown a copy of first draft of the survey and were permitted to make suggestions. A few questions were added as a result of this process, but no questions were removed or materially changed as the result of these comments.

Given the potential for negative findings, the openness FPD and FPOA leaders in their interviews was professional and exemplary. The joint letter from both the chief and the union president demonstrated an unusual mutual commitment to the process. No person outside the Josephson Institute and Embassy Consulting Services, LLC was given an opportunity to review the report before a proposed final draft was formally issued.

This preliminary report was distributed to Chief Dyer for review. Chief Dyer distributed the report to the City Manager, his two deputy Chiefs and the president of the FPOA who distributed it to the FPOA Executive Committee. We sought and received feedback as to any factual inaccuracies or other factors that might render our findings incorrect or misleading. We received additional staffing data and incorporated into this report. In addition, we considered suggestions that certain caption headings may have been misleading, that including all findings at the beginning of the report may discourage an actual reading of the data, and that the sequence of findings (dealing with morale and conduct issues prior to performance data) may result in an overemphasis of negative data.

The Josephson Institute took these and other suggestions into account in preparing this final report. We corrected the data on staffing and added additional analysis to clarify our findings. We simplified the caption headings to each finding and we agreed that a more balanced presentation of the data would result from putting the data on performance first. We added some language and footnotes for clarity but elected to retain the executive summary so all recommendations can be easily reviewed but we strongly recommend that the full report with supporting data and comments be read. No finding was omitted or changed and this final draft represent the Institute’s independent work product.

## **CONFIDENTIALITY**

Except as published anonymously in this report, all responses have been kept confidential by the Institute and no one outside JI or ECS has had access to individual responses or any potential identifying data.

In requesting employees to participate in the survey, Chief Dyer and FPOA President Jacky Parks asked for full and candid opinions, explicitly promising confidentiality and no retaliation. More than 100 FPD employees supplemented their responses with written comments, often with great specificity. Given the high level of fear (whether valid or not) that making negative comments will be hazardous to their careers, employees who shared their honest opinions demonstrated significant commitment and courage.

The narrative comments are extremely valuable. They provide a vital dimension to the data and we have tried to capture the passion as well as the content of the comments in our Findings and this report. In some cases, we paraphrase a comment, in others we include it to illustrate or amplify our findings (where it seemed clear that the author could not be identified from the comment used). Overall, however, we decided that the desire of so many respondents to be kept safe from criticism or retaliation precludes including all comments verbatim in an appendix.

## STRUCTURE OF REPORT

The structure and content of the survey and this report employs the Exemplary Policing Agency (EPA) framework developed by the Josephson Institute for the COPS division of the Department of Justice.

<b>PERFORMANCE</b> - measured by the achievement of the agency with respect to each aspect of the goals encompassed in the exemplary policing mission:
(1) Preventing crime and apprehending lawbreakers
(2) Preserving peace and public order
(3) Protecting people and property injured or endangered
(4) Enhancing the quality of community life by reducing the fear of crime and fostering an environment where people feel free, safe, secure and well protected
(5) Community policing including working with the community to reduce the causes of crime
(6) Protecting and upholding individual rights
(7) Earning legitimacy and public trust by being responsive and assuring that all people receive the benefits of compassionate and committed law enforcement and protection
<b>ORGANIZATIONAL EXCELLENCE</b> – measuring five critical components:
(1) Organizational Culture
(2) Workforce Character, Competence and Commitment
(3) Workplace Policies and Practices and Employee Engagement and Satisfaction
(4) Quality of Leadership and Management
(5) Level of Organizational Professionalization

## WHO RESPONDED

At the time of the survey, there were a total of 875 employees, 710 sworn officers and 265 civilian employees<sup>4</sup>. The number completing the survey was 317. The participation rate (35% for sworn officers and 25% for civilian employees) is on the low side. Some responders did not indicate their unit and division and a few did not indicate their rank or position. The following charts provide a reasonably accurate picture of those who did respond.

It is worth noting that 243 of the respondents (76%) have been with the department for 10 years or more.

	Total in FPD 975	Survey Participants 317	% Participated	Years in FPD (Participated)				
				20 years	10-19 years	5-9 years	2-4 years	Less than 2 years
Sworn Officers	710 <sup>5</sup>	252	35%	82	117	30	2	15
Civilian Employees	265	65	25%	22	22	6	5	9

Rank or Position	Total in FPD	Survey Participants	% Participating
Clerical / Admin. / Civilian Line Level	246	41	17%
Civilian Supervisor / Manager	19	12	63%
Patrol	593	174	29%
Sergeant	89	55	62%
Lieutenant & Higher <sup>6</sup>	28	14	50%

Division / Unit / Bureau	Total in FPD	Survey Participants	% Participating
Patrol - Sector Officer	373	115	31%
Special Unit – Non-Patrol	91	50	55%
Investigation - Street Violence	37	21	57%
Traffic	54	20	37%
Investigation - District	26	15	58%
Investigation - Family Justice	33	12	36%
Communications	88	15	17%
Crime Scene Investigation	19	9	47%
Records / Information Services	37	18	49%

<sup>4</sup> The numbers of employees total and by division and rank is a somewhat fluid number due to new departures, hiring, and promotions. These numbers were submitted to us by FPD at the time of the survey.

<sup>5</sup> Since the survey, the FPD increased the sworn force to 725 and has authority and funding to bring that number to 737.

<sup>6</sup> Due to recent promotions this number may not be accurate. The number falling in this category could be as low as 20 or as high as 28.

## EXECUTIVE SUMMARY OF FINDINGS

*This summary lists all findings sequentially to provide a convenient and comprehensive overview of the reports. Each of these findings is repeated in the report itself with specific data and, in many cases, a sampling of written comments by employees. We strongly urge that the report be read in full to gain a complete and balanced understanding of the data and the Josephson Institute's conclusions.*

### SECTION I: PERFORMANCE EXCELLENCE

**FINDING 1. Employees rate performance as adequate or better.** *Despite all the problems and complaints discussed in previous sections of this report, about half (49% of sworn officers and 48% of civilian employees) said that, “performance in reducing crime, collisions, and serving the community have improved significantly.”*

**FINDING 1A. Preventing Violent Crimes and Arresting Persons Who Committed Them.** *Most sworn officers and civilian employees (62%) believe that the department does a good or excellent job preventing citizens from becoming victims of violent crime and 92% of civilian employees and 79% of sworn officers give the same high rating to the FPD for arresting the people who committed those crimes. While 71% of civilian employees also believe that officers provided the prosecutor with sufficient evidence to secure convictions of persons arrested, only 54% of sworn officers shared this view and almost one-fourth (24%) said that the FPD has done a poor or very poor job in this area.*

**FINDING 1B. Preventing Non-Violent Crimes and Arresting Persons Who Committed Them.** *Most civilian employees (54%) but only one-third (35%) of sworn officers believe that the department has done a good or excellent job preventing citizens from becoming victims of non-violent crime and less than half (45% of civilian employees and 44% of sworn officers) give the same high rating to the FPD for arresting the people who committed those crimes.*

**FINDING 1C. Traffic Accidents and Injuries.** *There is a virtual consensus (83% of sworn officers and 86% of civilian employees) that the FPD has done a good or excellent job “dealing with traffic accidents and injuries (assuring that emergency aid is provided, roads are promptly cleared, and complete and useful incident reports are prepared.” And 81% of sworn officers and 72% of civilian employees gave the FPD high marks in “preventing citizens from being injured in traffic collisions.”*

**FINDING 1D. Protecting Citizens Endangered by Non-Criminal Sources.** *About half of sworn officers (48%) and civilian employees (49%) believe the FPD is doing a good job protecting citizens and their property endangered or injured by floods, fires, and other non-criminal force.*

**FINDING 1E. Protecting Vulnerable Populations.** *About half of sworn officers (52%) and civilian employees (54%) believe the FPD is doing a good job protecting the homeless, mentally ill, children, and other vulnerable populations.*

**FINDING 1F. Protecting Civil Liberties and Providing a Safe and Secure Environment.** *Half of sworn officers (51%) and 66% of civilian employees believe the FPD has done a good or excellent job “Dealing with disturbances of the peace, public nuisances, and non-urgent citizen calls in a manner that upholds the civil liberties of all parties and provides citizens with a safe and secure environment.” Almost one in four sworn officers, however, believe the department has done a poor job in this area.*

**FINDING 1G. Collaborating with Other Organizations to Identify and Reduce the Causes of Crime.** While 34% of civilian employees believe that FPD has done a good or excellent job “collaborating with other organizations to identify and reduce the causes of crime,” only 23% of sworn officers agree and just as many think that FPD has done a poor job in this area.

**FINDING 1H. Earning Trust with the Community.** Low ratings by employees of the trust level of various segments of the community (less than one-four rate the FPD as good or excellent) suggests that there is substantial room for improvement in this area.

**FINDING 1I. Creating a Sense of Security.** While 45% of sworn officers and 54% of civilian employees give the FPD high marks for “providing an environment where people feel safe, secure, and well-protected in their homes, businesses, and public places”, nearly one-fourth of both groups (24% of sworn officers and 22% of civilian employees) say the FPD has done a poor job in this area. The negative view is supported by a recent Gallop Poll identifying Fresno as one of three cities (of 100 surveyed) where residents are least likely to feel safe.

**FINDING 1J. Responding to Non-Emergency Citizen Calls.** Almost half of civilian employees and 38% of civilian employees say the FPD has done a poor or very poor job “responding to citizen calls in a timely, respectful manner that results in citizen satisfaction.”

## SECTION II: ORGANIZATIONAL EXCELLENCE

### CULTURE

**FINDING 2. Organizational Culture.** The current culture the FPD is dominated by deep and widespread discontent, distrust, disconnection and that high standards of accountability and integrity are not consistently adhered to. This negative culture is hampering FPD’s ability to meet all its mission goals, is a major factor impeding FPD’s efforts to attract and retain a sufficient number of qualified sworn and civilian employees, and makes the department vulnerable to costly and discrediting conduct.

**FINDING 2A. Morale.** Low morale pervades the entire culture of FPD but is particularly intense in patrol division and civilian units. Two-thirds of sworn officers (68%) and more than half of civilian employees (52%) believe the morale problem presents a **serious or severe** threat to the ability of the FPD to perform its mission. **Of that group More than one-third (37% of sworn officers and 16% of civilian employees) believe that low morale is a “severe problem presenting an imminent and major threat to performance or damage to the agency”.**

**FINDING 2B. Cynicism and Distrust.** The FPD culture is permeated with widespread cynicism and distrust. A substantial proportion of both sworn and unsworn employees expressed the belief that nothing good would come from this effort or their willingness to complete the survey. Comments revealed a common conviction that the leaders of FPD already know all they need to know but are unwilling to make the changes necessary to restore trust and morale.

**FINDING 2C. Understaffing.** The FPD culture is dominated by a pervasive discontent concerning workload, leadership priorities and commitment to community policing objectives resulting from the impact of a widely acknowledged problem of inadequate staffing (especially in the patrol and all civilian units). If the culture and

*morale cannot be improved, it is likely that the understaffing problem will be intensified by attrition resulting from voluntary resignations and retirements. Finding 3 elaborates on this issue.*

**FINDING 2D. Compensation.** *Dissatisfaction with compensation levels and policies is a major contributor to a negative culture and low morale at the FPD. When asked to identify the most significant reasons why people in their unit are unhappy or dissatisfied, 81% of civilian employees and 69% of sworn officers said, "Failure to increase compensation as economy improved" and 70% of civilian and 65% of sworn officers identified, "Reduction in compensation resulting from the economic downturn."*

**FINDING 2E. Patrol Division.** *The negative culture at FPD is fueled by a pervasive belief that the patrol division is demeaned and disrespected. More than half (57%) of all sworn officers (not only those currently serving in the patrol division) believe that "the patrol division has been demeaned by a belief among many employees that it is composed primarily of new officers or "losers" (folks who can't promote out, were disciplined, or were demoted). Nearly half (47%) of sworn officers agree that "other than when first employed as a sworn employee, patrol division assignments generally are used to punish or discipline officers."*

**FINDING 2F. Sense of Unity.** *The vast majority of sworn officers (80%) and 63% of civilian employees disagree with the statement that, "There is a strong sense of unity ("all for one and one for all") within the department as a whole" and nearly half (48%) of sworn officers and more than one-third of civilian employees (36%) give the FPD a poor grade in fostering a sense of unity. This negative finding is reinforced by the fact that about half (48%) of sworn officers and more than a third (36%) of civilian employees said that the FPD does a poor job of fostering "a sense of unity where all employees care about and look out for each other."*

**FINDING 2G. Appreciation.** *Three-quarters of sworn officers (74%) and more than half (51%) of civilians identified "lack of appreciation for the importance of my unit's contribution to mission effectiveness" as a significant factor creating low morale. Both sworn (71%) and civilian (62%) employees identified "lack of concern for, or attention to, the working conditions in my unit" as a significant contributor to low morale. Finally, less than half of employees (43% of sworn officers and 39% of civilian employees) believe their work is appreciated and valued by top leadership.*

**FINDING 2H. Civilian Units.** *Civilian employees are more intense and uniform than sworn officers in the belief that they are underappreciated, underpaid, overworked, and inadequately equipped.*

**FINDING 2I. Accountability.** *An especially large proportion of sworn officers are intensely dissatisfied with what they believe is FPD's forgiving culture created by leadership's failure to consistently uphold high ethical and performance standards and to hold employees accountable for inadequate performance and improper conduct.*

**FINDING 2J. Risk of Future Misconduct.** *The prevalent belief of officers that FPD disciplinary practices regarding some forms of misconduct are excessively lenient may result in additional instances of discrediting misconduct and further attrition of officers who believe the department is not upholding high standards of character.*

**FINDING 2K. Emphasis on Felony Arrest Data.** *A very large proportion of sworn officers passionately and emphatically stated the view that their superiors place so much emphasis on the number of felony arrests made by patrol officers that: i) they were unable to do real and constructive community-based policing work in alignment with the FPD's stated objectives, ii) many arrests were unproductive and unrelated to the FPD's mission, and iii) FPD's statistical claims re: effectiveness are untrue or distorted and have damaged internal trust and credibility.*

## WORKFORCE

**FINDING 3. Understaffing.** *The FPD suffers from a severe and persistent problem of wholly inadequate staffing (especially in the patrol and all civilian units) that impedes and may prevent the FPD from successfully addressing the many serious and severe morale, servicing and integrity issues identified in this report.*<sup>7</sup>

**Finding 3A. Overcoming Staffing Problems.** *It is remarkable that despite the massive reduction in force and major wage concessions resulting from the city budget crisis commencing in 2008, the FPD has generally been able to provide adequate and, in some cases, excellent service.*<sup>8</sup>

**Finding 3B. Adequacy of Current Funding.** *Though the City has authorized a significant re-building effort, especially with respect to sworn officers the current level of funding is clearly inadequate and it appears that inadequate attention has been given to assessing and meeting the staffing needs of the various civilian units.*<sup>9</sup>

**Finding 3C. Consequences of Understaffing.** *In the face of inadequate staffing, it is improbable that even the most brilliant leadership and intelligent re-structuring efforts will be able to ameliorate the substantial array of deficiencies and personnel problems outlined in this report including low morale, a negative culture, overwork and behavioral problems that are undermining community service and subjecting the department to discrediting misconduct.*

**Finding 3C. Compounding Factors.** *Insufficient efforts to bring the officer corps back to full strength are compounded by morale, culture and related problems have impeded FPD's efforts to hire new and experienced officers with the character and commitment to meet the FPD's standards*

**FINDING 3D. Impact on Morale, Behavior and Servicing.** *Inadequate staffing has caused inconsistent and sometimes inadequate community service, wide and deep discontent, errors, lapses in judgment due to fatigue, forced overtime, and an inability of a majority of employees to maintain a proper work life balance. This problem is a critical vulnerability. If it is not solved the effectiveness of FPD is likely to deteriorate and the City will be subjected to additional scandals and lawsuits.*

**FINDING 3E. Deployment Strategies.** *A large proportion of sworn officers (87%) were emphatic that "deployment decisions of existing resources that leave my unit understaffed" is a major source of discontent and dissatisfaction with the FPD. The data and comments reveal an intense controversy relating to the creation of special units to deal with particular problems rather than using available personnel to bring patrol units to full strength.*

**FINDING 3F. Special Units.** *In addition to criticisms that the proliferation of special units has made the problem of understaffed patrol worse, many sworn officers expressed dissatisfaction with the fairness and effectiveness of policies and practices regarding the rotation in and out of special units and/or assignment back to patrol (widely viewed as a punishment).*

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<sup>7</sup> In 2009, the community was protected by just over 849 Sworn Officers supported by about 473 civilian employees. In 2015, the sworn force had shrunk below 700 sworn officers. In 2015, the City authorized bringing sworn force up to 737 (a goal not likely to be met until April 2016). This effort will leave the FPD 112 officers short of 2009 staffing level.

<sup>8</sup> This is the result of extraordinary dedication of sworn and civilian employees who have undertaken a substantially heavier workload (often at significant personal sacrifice) for less pay, an unusually constructive union collaboration between Chief Dyer and FOA President Parks, and intelligent and creative management of resources by the FPD's leadership. These efforts, however, have simply stemmed the tide.

<sup>9</sup> We do not minimize the huge challenge this places on the City but the simple fact is that if it does not find a way to provide adequate resources to the FDP, there is a substantial risk that citizen service will deteriorate and incidents of misconduct will increase.

**FINDING 3H. Work Ethic.** *Nearly half of sworn officers (47%) and more than one-third of civilian employees believe that a poor work ethic is a severe or serious problem that is negatively impacting service. Although it does not appear that the objective data supports this, quite a few employees believe there is at least a moderate problem in terms of persistent absences, tardiness or missing court dates.*

**FINDING 4. Misconduct of Sworn Officers.** *A significant proportion of sworn officers states their opinion that a wide range of personal misconduct, including fabrication of official documents, benefit fraud, sexual misconduct, substance abuse, and DUIs constitute a serious problem in the FPD.<sup>10</sup>*

**FINDING 4A. Fabrication.** *More than one-third of sworn officers (35%) and 29% of civilian employees said that “fabrication or distortion in reporting, affidavits and testifying” is a serious problem. One in four sworn officers (24%) and civilian employees (25%) said the problem was severe “presenting an imminent and major threat to performance or damage to the agency.”<sup>11</sup>*

**FINDING 4B. Abuse of Sick Time and Worker’s Compensation Benefits.** *More than two in five (43%) sworn officers and 35% of civilian employees said that “abuse of sick and workers’ compensation benefits is a serious or severe problem. On a related question, 34% of sworn officers and 25% of civilians said, “Abuse of workers’ compensation injury claims and sick time is a problem in my unit/division.”*

**FINDING 4C. Sexual Misconduct.** *A substantial minority of officers believe that sexual misconduct of officers is prevalent enough to create a vulnerability. More than one-fourth of civilian employees (27%) and 22% of sworn officers believe that sexual misconduct is a severe or serious problem at FPD.*

**FINDING 4D. Substance Abuse and DUIs.** *A similar minority, more than one in five sworn officers and civilian employees (22% and 23% respectively) believe that off duty DUIs by officers is a severe or serious problem. A similar number of civilians (22%) believe alcohol or substance abuse are also problems at the FPD.*

**FINDING 4E. Domestic Abuse.** *A substantial number of employees (sworn officers 20%, civilian employees 25%) said that “domestic abuse committed by officers” is a severe or serious problem at the FPD.*

**FINDING 4F. Racial and Gender Bias.** *Racial and gender bias affecting the public is a severe or serious problem according to 22% of civilian employees and 17% of sworn officers.*

**FINDING 4G. Disrespect of Power.** *More than one-third of civilian employees and 21% of sworn officers believe that “arrogance, disrespect or abuse of power by patrol officers toward citizens” is a severe or serious problem.*

**FINDING 4H. Department Policies.** *Nearly one in five sworn officers (19%) believe it is sometimes necessary to ignore or bend agency policies to accomplish our objectives. In contrast, less than 10% of civilian employees believe*

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<sup>10</sup> This data concerning the prevalence of certain forms of misconduct must be interpreted carefully. That a significant minority (often more than one in five) of sworn officers and civilian employees believe that the amount of misconduct has reached serious or severe levels is a genuine cause for concern and further inquiry, but it must be remembered that opinions of this sort are suggestive of, but not evidence of, the underlying fact.

<sup>11</sup> This finding justifies comprehensive investigation by the FPD but given the potential impact of this finding on past and future convictions, it is important to note that this, and similar findings, reflect a belief of a significant minority regarding the frequency of fabrication. Though this data justifies concern we believe it would be improper and misleading for anyone to use this hearsay opinion data to discredit any particular witness or evidence in a specific case.

*it is sometimes necessary to ignore or bend agency policies to accomplish their objectives, which is a substantial strength.*

**FINDING 4I: Recruiting and Hiring.** *More than one in four sworn and civilian employees (27%) believe the Department is doing a poor job of attracting and retaining “employees of high character, commitment and competence.” In addition, nearly one-third of sworn officers and 28% of civilians believe that background checks have been inadequate resulting in officers being hired who should have been screened out.*

**FINDING 4J. Diversity Efforts.** *Most employees (64% civilian and 57% sworn) believe the FPD diversity efforts have been effective in creating a workforce that represents the community, but there is a major split of opinion as to the impact of FPD efforts to achieve greater diversity. Half of sworn officers (49%) and 44% of civilian employees believe these efforts have resulted in the hiring of persons of doubtful qualifications and has negatively affected performance (51% disagree). The majority of civilian employees think the FPD’s diversity efforts have been positive (64%).*

**FINDING 4K. Use of Force.** *Nearly one in five (18%) of the sworn officers and 24% of civilian employees offered the opinion that improper use of force is a severe or serious issue at FPD.*

**FINDING 4L. Fear of Criticism.** *A troubling result of an escalating cynical, if not hostile, media and public perception of violent police-citizen encounters is that 38% of sworn officers and 32% of civilian employees believe that “officers failing to do what they should do because of fear of criticism, discipline or lawsuits” is a severe or serious problem. Another 25% of sworn officers and 14% of civilians believe it is a somewhat serious problem. Only 12% of sworn officers say it is not a problem. On a related question almost half of the sworn officers (48%) agreed with the statement: “In today’s environment, many officers make decisions based on fear of reprimand or to avoid risk of personal or career injury rather than on what is the right thing to do.”*

**FINDING 4M. Physical Fitness.** *Nearly three-quarters (74% of sworn and 70% of civilian employees) believe that patrol officers who are seriously overweight or otherwise out of condition present a danger to citizens, themselves, and other officers. In addition, one-third of all FPD employees believe a lack of physical fitness of some patrol officers is a serious or severe problem. The vast majority of sworn officers (72%) and a substantial majority of civilian employees (59%) said they would support a reasonable ongoing fitness requirement, at least for patrol officers.*

## **WORKPLACE**

**FINDING 5. Workplace Excellence.** *FPD’s scores on almost all of elements of workplace excellence reflect serious problems. A substantial majority of sworn officers and civilian employees’ express dissatisfaction with many workplace policies and practices, overall working conditions and compensation. These sources of dissatisfaction are both causes and effects of low morale, trust, and standards of accountability; recruiting and retention difficulties, and performance shortcomings.*

**FINDING 5A. The Majority of Employees Express Pride in Being Part of FPD.** *More than 70% of both sworn officers and civilian employees say they are proud to be part of the FPD and 68% of sworn officers and 71% of civilian employees say they would gladly recommend friends and relatives to work for FPD.*

**FINDING 5B. Job Satisfaction.** *Less than one-fourth (23% of both sworn officers and civilian employees believe working conditions and job satisfaction have improved significantly since they joined the FPD and as was previously*

reported 19% of both sworn officers and civilian employees are seriously thinking of leaving the FPD to work for another law enforcement agency.

**FINDING 5C. Compensation.** A majority of both sworn officers and civilian employees believe they are underappreciated and under-compensated and are resentful that the City and FPD has failed to adjust compensation or properly acknowledge major sacrifices throughout the Department even as the economy revived. Many employees feel exploited or betrayed.

**FINDING 5D. Policies and Practices.** Almost half of sworn officers (46%) and a third of civilian employees (30%) give the FPD a poor grade with respect to trust generated by operational and personnel policies and practices.

**FINDING 5E. Caring for Employee Well-Being.** Half of sworn officers (50%) and one-third of civilian employees (33%) said that the FPD has done a poor or very poor job of demonstrating that, "Management cares about and seeks to protect the physical and emotional well-being of employees and supports a reasonable work/life balance."

**FINDING 5F. Open Communication.** Nearly half of sworn officers (47%) do not believe that FPD leaders and managers have effectively encouraged open communication and created an environment where employees believe they can respectfully disagree and make suggestions without fear of retaliation (29% of civilian employees have the same opinion). More than one in five sworn officers said there is a pervasive kill-the-messenger culture in their unit that causes many employees to conceal or distort negative information (only 13% of civilian employees agree with this).

**FINDING 5G. A Substantial Number of Sworn Officers Admit They Withheld Negative Information from a Superior to Avoid A "Kill The Messenger" Response.**

**FINDING 5H. Promotions.** Nearly 40% of sworn officers and 28% of civilian employees believe that management consistently makes assignment and promotion decisions based on merit and experience. About one-fourth of sworn officers and civilian employees do not believe that staff members and supervisors treat employees fairly, with honesty, respect, and dignity."

**FINDING 5I. Feedback and Support for Employee Development.**

**FINDING 5J. Providing Needed Equipment.** 63% of sworn officers say that the department has provided them with equipment "needed to ensure their safety, keep the community safe, and provide the community with the most effective and efficient service available." Only 42% of civilian employees agree with this statement.

## **LEADERSHIP AND MANAGEMENT EXCELLENCE**

**FINDING 6. City and Police Department Leaders Challenges.** Data and written comments revealing the persistence and ongoing negative impact of understaffing, high levels of employee cynicism, dissatisfaction and distrust resulting in low morale and a deteriorating sense of unity, concerns about the amount and handling of officer misconduct, pervasive fear of retaliation suppressing open communication, and a tradition of non-inclusive decision making present political and police department leaders with an urgent and daunting challenge.

**FINDING 6A. Most Sworn Officers Believe that FPD Management Is Out of Touch.** More than half of sworn officers (55%) believe that their supervisors don't fully understand their day to day policing challenges. The number of officers who believe this is important because it suggests that implementing a policy to regularly demonstrate to line officers that their supervisors do know what they face could be highly constructive.

**FINDING 6B. Inclusive Decision Making Process.** *More than half of sworn officers (58%) and 55% of civilian employees said “ability to achieve our mission would improve if management more effectively communicated its reasons for certain policies and gave employees a reasonable chance to give their opinions and offer alternatives.” Nearly half of sworn officers (48%) and more than a third (37%) of civilian employees said that the FPD has done a poor job of engaging employees by inviting their input at least in decisions that affect their jobs.*

**FINDING 6C. Advocating and Modeling the Department’s Values.** *About one third of sworn officers and nearly half of civilian employees say their leaders consistently articulate, advocate, enforce, and model the agency’s stated values (yet one-third of sworn officers gave their leaders a poor rating).*

**FINDING 6D. Leading by Example.** *Most sworn officers (62%) and civilian employees (52%) believe that their managers do not consistently lead by example.*

**FINDING 6E. Supporters and Detractors.** *Chief Dyer is a charismatic powerful leader who evokes strong feelings of both deep admiration and enmity. He tends to make decisions without much input or discussion of others. Many employees are intimidated and unwilling to say anything that might be interpreted as critical or resistant while others wish he was more present and visible in their unit. Almost one-third of sworn officers (31%) and 30% of civilian employees believe “The Chief has been doing all that he can. The major problems at FPD are beyond the Chief’s power or authority to correct.” On the other hand, 59% of sworn officers and 46% of civilian employees disagree with this statement.*

**FINDING 6F. Confidence in Leadership.** *A majority of sworn officers (69%) and nearly half of civilian employees (45%) said that dissension within the top leadership of the FPD has damaged the credibility of leadership.*

## **PROFESSIONALIZATION**

**FINDING 7. Committed to Professionalization.** *More than half of both sworn officers and civilian employees (56%) said the FPD has done a good job identifying and adopting “new strategies and technologies to respond to emerging social trends (e.g., social media, internet crimes, etc.) that affect the safety or well-being of the community.” Similarly, more than half said their “Leaders make prudent, informed, cost effective, and community sensitive decisions as whether and how to use a new methods and technologies (e.g., crime mapping, hot spot analysis, etc.) and policing strategies to better achieve mission goals (e.g., community policing, problem-oriented policing, predictive policing). Only slightly less (42%) gave the FPD high marks for demonstrating “commitment to ongoing professionalization so that the agency represents the ‘state-of-the-art’ in policing performance.”*

## THE REPORT

### INTERPRETING THE DATA AND FINDINGS

This report is the result of data generated from the survey, information provided by respondents as written comments and resulting from interviews and discussions. Our objective is to provide a vast amount of information in a form that will allow focused analysis by city and FPD leaders and all members of the FPD. It is important that the findings and data itself be used responsibly and constructively.

The Josephson Institute has conducted many surveys of policing organizations and has developed guidelines for assessing the significance of certain data. Overall, the percentage of participants providing positive or negative responses is the best indicator of strengths and weaknesses but using percentages only can be misleading. Each percentage increment represents a real number of employee, thus the significance of 10% depends on the matter being assessed. (At the FPD 10% represents almost 100 employees). Therefore, the significance of negative data is dependent on both the percentage stating the negative opinion and potential for harmful consequences of the attitude or conduct measured. Thus, if only 10% express distrust for leadership, it is a great strength but if 10% acknowledge official lying or improper use of force this is likely a severe or critical issue. The percentages are relevant but our annotation of a letter grade representing JI's opinion as to the significance of the data may be more useful.

<b>GREAT STRENGTH</b>	A response indicates a <i>'great strength'</i> if 90% or more give a positive response or 10% or less give a negative response (depending on how the question is worded). Such <i>'great strengths'</i> are annotated with a grade of <b>"A."</b>
<b>MODERATE STRENGTH</b>	A response indicates a <i>'moderate strength'</i> if 81% - 89% give a positive response or 11% - 19% give a negative response. Such <i>'moderate strengths'</i> are annotated with a grade of <b>"B."</b>
<b>MODERATE OR SERIOUS CONCERN</b>	Depending on the potential harm of a negative response, a response is of <i>'moderate concern'</i> or <i>'serious concern'</i> if 68% - 80% give a positive response or 20% - 32% give a negative response. If we deem the response to be of <i>'moderate' concern</i> it is annotated with a grade of <b>"C."</b> If we deem the response to be of <i>'serious' concern</i> it is annotated with a grade of <b>"D."</b>
<b>SEVERE CONCERN</b>	A response indicates an area of <i>'serious concern'</i> or <i>'severe concern'</i> if 51% - 67% give a positive response or 33% - 49% give a negative response. If we deem the response to be of <i>'serious concern'</i> it is annotated with a grade of <b>"D."</b> If we deem the nature of the response to be of <i>'severe concern'</i> it is annotated with a grade of <b>"D-."</b>
<b>CRITICAL CONCERN</b>	When less than 49% (less than half) give a positive response or 51% or more give a negative response, we deem the response to be one of <i>'critical concern'</i> and it annotated with a grade of <b>"D--*."</b>

## SECTION I: PERFORMANCE EXCELLENCE

The FPD identifies and pursues a wide range of outcome objectives including: 1) preventing crime and arresting criminals, 2) enhancing the quality of community life by providing timely and effective service to the community, creating a sense of security, and reducing the fear of crime, 3) maintaining peace and order including regulating traffic and protecting citizens from auto collisions, 4) collaborating with the community to reduce causes of crime and earn trust and legitimacy, 5) safeguard civil liberties.

The survey provides a fairly comprehensive self-assessment of both sworn officers and civilian employees as to performance in each of the major mission goals of the FPD. In most cases the perceptions of both groups is consistent. These perceptions reflect the subjective opinions of employees and do not necessarily reflect the opinions of the community or other constituencies nor do they provide objective evidence of performance. The FPD provides many statistical measures that must be considered in evaluating actual effectiveness.

Subjective opinions of employees regarding the performance of their organizations tend to be favorable as, in a sense, they are evaluating themselves. On the other hand, dissatisfied employees with low morale, tend to judge the organization harshly to validate their negative opinions.

**FINDING 1. Employees Rate Performance as Adequate or Better.** *Despite all the problems and complaints discussed in previous sections of this report, about half (49% of sworn officers and 48% of civilian employees) said that, “performance in reducing crime, collisions, and serving the community have improved significantly.”*

<b><i>Since I joined the FPD, performance in reducing crime, collisions, and serving the community have improved significantly.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	11%	38%	27%	17%	6%	49% <sup>C</sup>
Civilian Employees	6%	42%	23%	15%	14%	48% <sup>C</sup>

**FINDING 1A. Preventing Violent Crimes and Arresting Persons Who Committed Them.** *Most sworn officers and civilian employees (62%) believe that the department does a good or excellent job preventing citizens from becoming victims of violent crime and 92% of civilian employees and 79% of sworn officers give the same high rating to the FPD for arresting the people who committed those crimes.<sup>12</sup> While 71% of civilian employees also believe that officers provided the prosecutor with sufficient evidence to secure convictions of persons arrested, only 54% of sworn officers shared this view and almost one-fourth (24%) said that the FPD has done a poor or very poor job in this area.*

<b><i>Preventing citizens from becoming victims of violent crime.</i></b>							
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent
Sworn Officers	9%	21%	32%	28%	9%	2%	62% <sup>B</sup>
Civilian Employees	14%	25%	23%	29%	5%	4%	62% <sup>B</sup>

<b><i>Arresting persons who committed violent crimes.</i></b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	24%	30%	25%	16%	3%	2%	79% <sup>B+</sup>	5%
Civilian Employees	20%	37%	25%	15%	0%	2%	92% <sup>A</sup>	2%

<sup>12</sup> This positive view, especially by sworn officers.

<b>Providing prosecutor with sufficient evidence to secure convictions of persons arrested</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	18%	25%	21%	15%	9%	54% <sup>C--</sup>	24%*
Civilian Employees	18%	29%	24%	24%	2%	2%	71% <sup>B</sup>	4% <sup>^^</sup>

**FINDING 1B. Preventing Violent Non-Violent Crimes and Arresting Persons Who Committed Them.** *Most civilian employees (54%) but only one-third (35%) of sworn officers believe that the department has done a good or excellent job preventing citizens from becoming victims of non-violent crime and less than half (45% of civilian employees and 44% of sworn officers) give the same high rating to the FPD for arresting the people who committed those crimes.*

<b>Preventing and reducing non-violent crimes</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	4%	10%	21%	31%	27%	7%	35%	34% <sup>D--</sup>
Civilian Employees	9%	14%	31%	22%	17%	7%	54%	24% <sup>C--</sup>

<b>Arresting persons who committed property crimes.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	5%	14%	25%	32%	20%	5%	44%	25% <sup>C--</sup>
Civilian Employees	8%	12%	25%	27%	20%	7%	45%	27% <sup>C--</sup>

**FINDING 1C. Traffic Accidents and Injuries.** *There is a virtual consensus (83% of sworn officers and 86% of civilian employees) that the FPD has done a good or excellent job “dealing with traffic accidents and injuries (assuring that emergency aid is provided, roads are promptly cleared, and complete and useful incident reports are prepared.” And 81% of sworn officers and 72% of civilian employees gave the FPD high marks in “preventing citizens from being injured in traffic collisions.”*

<b>Effectively dealing with traffic accidents and injuries (assuring that emergency aid is provided, roads are promptly cleared, and complete and useful incident reports are prepared)</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	25%	35%	23%	15%	1%	0%	83% <sup>A</sup>	1%
Civilian Employees	29%	39%	18%	7%	4%	4%	86% <sup>A</sup>	8%

<b>Preventing citizens from being injured in traffic collisions</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	21%	34%	26%	16%	2%	1%	81% <sup>A</sup>	3%
Civilian Employees	20%	17%	35%	26%	0%	2%	72% <sup>B+</sup>	2%

**FINDING 1C. Protecting Citizens Endangered by Non-Criminal Sources.** About half of sworn officers (48%) and civilian employees (49%) believe the FPD is doing a good job protecting citizens and their property endangered or injured by floods, fires, and other non-criminal force.

<b>Protecting citizens and their property endangered or injured by floods, fires, and other non-criminal force</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	16%	25%	36%	9%	7%	48% <sup>C</sup>	16%
Civilian Employees	13%	18%	28%	35%	3%	5%	49% <sup>C</sup>	8%

**FINDING 1D. Protecting Vulnerable Populations.** About half of sworn officers (52%) and civilian employees (54%) believe the FPD is doing a good job protecting the homeless, mentally ill, children and, other vulnerable populations

<b>Protecting the homeless, mentally ill, children and, other vulnerable populations</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	16%	30%	29%	12%	8%	52% <sup>C+</sup>	20%
Civilian Employees	7%	19%	28%	28%	17%	2%	54% <sup>C+</sup>	19%

**FINDING 1F. Protecting Civil Liberties and Providing a Safe and Secure Environment.** Half of sworn officers (51%) and 66% of Civilian Employees believe the FPD has done a good or excellent job “dealing with disturbances of the peace, public nuisances, and non-urgent citizen calls in a manner that upholds the civil liberties of all parties and provides citizens with a safe and secure environment.” Almost one in four sworn officers, however, believe the department has done a poor job in this area.

<b>Dealing with disturbances of the peace, public nuisances, and non-urgent citizen calls in a manner that upholds the civil liberties of all parties and provides citizens with a safe and secure environment</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	8%	18%	25%	26%	14%	9%	51% <sup>C+</sup>	23%
Civilian Employees	12%	27%	27%	18%	8%	8%	66% <sup>B</sup>	16%

**FINDING 1G. Collaborating with Other Organizations to Identify and Reduce the Causes of Crime.** While 34% of civilian employees believe that FPD has done a good or excellent job “collaborating with other organizations to identify and reduce the causes of crime”, only 23% of sworn officers agree and just as many think that FPD has done a poor job in this area.

<b>Collaborating with other organizations to identify and reduce the causes of crime.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	16%	28%	26%	16%	7%	23% <sup>C--</sup>	23%
Civilian Employees	17%	17%	33%	15%	13%	4%	34% <sup>C+</sup>	17%

**FINDING 1H. Earning Trust with the Community.** Low ratings by employees of the trust level of various segments of the community (less than one-four rate the FPD as good or excellent) suggests that there is substantial room for improvement in this area.

<b>Employing community policing strategies to earn legitimacy (trust) and more effectively accomplish objectives</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	14%	23%	27%	17%	11%	21%	28%
Civilian Employees	17%	13%	38%	13%	13%	6%	30%	19%

<b>Maintaining the trust and support of the community as a whole.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	18%	28%	30%	13%	5%	24%	18%
Civilian Employees	7%	16%	19%	37%	18%	4%	23%	22%

<b>Maintaining trust and support of Hispanic citizens.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	8%	17%	29%	31%	10%	5%	25%	15%
Civilian Employees	13%	13%	9%	40%	19%	6%	26%	25%

<b>Maintaining trust and support of African American citizens.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	15%	23%	33%	13%	8%	22%	21%
Civilian Employees	13%	13%	6%	43%	19%	6%	26%	25%

**FINDING 11. Creating a Sense of Security.** While 45% of sworn officers and 54% of civilian employees give the FPD high marks for “providing an environment where people feel safe, secure, and well-protected in their homes, businesses, and public places”, nearly one-fourth of both groups (24% of sworn officers and 22% of civilian employees) say the FPD has done a poor job in this area. The negative view is supported by a recent Gallop Poll identifying Fresno as one of three cities (of 100 surveyed) where residents are least likely to feel safe.<sup>13</sup>

<b>Providing an environment where people feel safe, secure, and well-protected in their homes, businesses, and public places.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	4%	11%	30%	31%	19%	5%	45%	24%
Civilian Employees	9%	7%	38%	25%	13%	9%	54%	22%

<sup>13</sup> Results of a nationwide Gallop poll published April 30, 2015 found that less than 64% of adults living in each of three California communities—Fresno, Stockton-Lodi and Bakersfield—agree they always feel safe and secure, making these residents the least likely to feel safe among the 100 most populous U.S. metropolitan cities.

<http://www.gallup.com/poll/182969/fresno-california-residents-least-likely-feel-safe.aspx>

**Providing current, credible, and accurate data to allow the public to assess the department's effectiveness.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	21%	23%	23%	15%	6%	32%	21% <sup>C</sup>
Civilian Employees	15%	26%	26%	15%	13%	6%	41%	19% <sup>C</sup>

**FINDING 1J. Responding to Non-Emergency Citizen Calls.** *Almost half of civilian employees and 38% of civilian employees say the FPD has done a poor or very poor job “responding to citizen calls in a timely, respectful manner that results in citizen satisfaction.”*

**Responding to citizen calls in a timely, respectful manner that results in citizen satisfaction**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	9%	19%	25%	25%	19%	11%	44% <sup>D--</sup>
Civilian Employees	5%	12%	19%	25%	26%	12%	17%	38% <sup>D</sup>

**Promptly responding to calls; promptly and politely returning phone messages; providing timely follow-up investigations; resolving citizen questions, problems and complaints; keeping crime victims informed; and being sensitive to the needs of business and property owners.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	11%	30%	22%	18%	16%	14%	34% <sup>D--</sup>
Civilian Employees	9%	19%	17%	30%	11%	13%	28%	24% <sup>C--</sup>

**Providing the training and oversight to assure that sworn officers always comply with the law and department policies.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	15%	26%	27%	21%	7%	4%	41%	11%
Civilian Employees	13%	27%	27%	15%	13%	4%	40%	17%

**Providing training and oversight to assure that civilian employees always comply with the law and department policies.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	19%	28%	30%	8%	4%	30%	12%
Civilian Employees	11%	19%	16%	19%	19%	15%	30%	34%

**Providing training and oversight to assure that all employees adhere to high ethical and professional standards above and beyond legal minimum requirements.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	18%	27%	26%	10%	8%	29%	18%
Civilian Employees	10%	20%	21%	21%	20%	8%	30%	28%

***The FPD operates with honesty and openness and provides information to the public as often as possible without compromising privacy rights, confidentiality laws, and the integrity of investigations.***

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	13%	30%	19%	22%	11%	5%	62%^	16%^
Civilian Employees	20%	31%	16%	22%	5%	5%	67%^	10%^

## SECTION II: ORGANIZATIONAL EXCELLENCE

The first section of the report deals with the five elements of Organizational Excellence: 1) Culture, 2) Workforce Character, Competence and Commitment, 3) Workplace Policies and Practices and Employee Engagement and Satisfaction, 4) Quality of Leadership and Management, and 5) Level of Organizational Professionalization.

### ORGANIZATIONAL CULTURE

The foundation of organizational excellence is its culture. An organizational culture is the product of the dominant beliefs (values) and behavioral norms that influence interactions and decisions within and on behalf of the organization. Culture can also be described as the overall feel or atmosphere of the organization

A pervasive professional policing culture promotes positive policing values and the agency's core operational and ethical principles in pursuit of its mission to protect and serve its community. A positive culture is both the cause of and product of the other four aspects of organizational excellence: 1) a quality workforce, 2) an inspiring and supportive workplace, 3) accountable and visionary leadership and 4) a high level of professionalization in the employment of state of the art technologies and policing strategies.

A professional policing culture creates a positive environment that instills a sense of purpose, pride and personal accountability in all sworn and civilian employees assuring their dedication to serving the public by legally, ethically, effectively and efficiently pursuing the agency's mission goals in a manner that enhances public trust and institutional credibility. A professional policing culture promotes top to bottom accountability deters unprofessional and discrediting misconduct.

A crucial indicator of culture is *employee morale* which is a reflection of the overall attitude of the employee base as a whole toward the organization. High morale is the result of positive feelings about the organization and its leaders. Positive morale is characterized by trust in the competence, accountability and integrity of leaders and fellow employees and general satisfaction with working conditions. Low morale, on the other hand, is characterized by distrust, cynicism and dissatisfaction.

In light of some high profile misconduct we were asked to pay particular close attention to the issue of culture to determine whether there are any systemic factors with may subject FPD to future resources-draining and reputation-damaging conduct. In fact, this survey reveals a significant number of serious and severe systemic factors resulting in low morale and high distrust and dissatisfaction creating a breeding ground for a wide range of potential difficulties.

Although many of the particular issues contributing to low morale and high distrust and dissatisfaction relate to workforce, workplace and leadership issues we raise them in the context of culture because they reveal ingrained practices and attitudes that negatively affect performance and render the department highly vulnerable to future problems.

While many of the issues arose in the context of giving the reasons for low morale (e.g., deep dissatisfaction with working conditions based on staffing levels and deployment of existing staff, a passionate conviction of a majority of sworn officers that the standards of accountability are inadequate and inconsistent and that the department has not been meeting its community policing goals because of what a vast majority of officers believe is a counterproductive emphasis on arrest statistics, and more), each of these and other sources of discontent and alienation are significant problems in themselves (irrespective of their impact on morale).

**FINDING 2. FPD Has a Negative Organizational Culture.** *The current culture the FPD is dominated by deep and widespread discontent, distrust, disconnection and that high standards of accountability and integrity are not consistently adhered to. This negative culture is hampering FPD's ability to meet all its mission goals, is a major factor*

impeding FPD's efforts to attract and retain a sufficient number of qualified sworn and civilian employees<sup>14</sup>, and makes the department vulnerable to costly and discrediting conduct.

**FINDING 2A. Morale.** *Low morale pervades the entire culture of FPD but is particularly intense in patrol division and civilian units. Two-thirds of sworn officers (68%) and more than half of civilian employees (52%) believe the morale problem presents a serious or severe threat to the ability of the FPD to perform its mission. Of that group, more than one-third (37% of sworn officers and 16% of civilian employees believe that low morale is a "severe problem presenting an imminent and major threat to performance or damage to the agency.*

<b>Low morale<sup>15</sup></b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	37%	31%	24%	7%	2%	68% <sup>D--*</sup>
Civilian Employees	16%	36%	33%	14%	2%	52% <sup>D--</sup>

- Those who responded to the survey rejected attempts to downplay the scope of the morale problem: Three-quarters (75%) of civilian employees and nearly two-thirds (63%) of sworn officers disagreed with the statement that "low morale is a problem for only a small minority of people in my unit/division." Similarly, only one in four (26% of sworn, 23% of civilian) agreed that "Concerns for low morale are overblown."

<b>Low morale is a problem for only a small minority of people in my unit/division.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Disagree / Disagree
Sworn Officers	8%	23%	25%	38%	7%	63% <sup>D--*</sup>
Civilian Employees	6%	14%	40%	35%	5%	75% <sup>D--*</sup>

<b>Concerns about low morale are overblown. Everyone is responsible for their own happiness.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	9%	17%	34%	33%	7%	26%
Civilian Employees	8%	15%	32%	37%	8%	23%

- **Most FDP Employees Are Proud of Department.** *Despite all the negativity reported below, most employees (71% of sworn and 75% of civilian employees) are "proud to be a part of FPD."*

<sup>14</sup> Although the City has indicated that funds are available to replenish the depleted sworn staff there are still about 100 openings but an inadequate number of qualified employees to fill those slots. In July, 2015, the City approved a proposal of Chief Dyer to pay current employees a bonus of \$1000 if they recruit a qualified officer to transfer to the FPD and a \$10,000 signing for a qualified officer coming from another department (a lateral hire), but as yet this has had no material impact. Comments in the survey and made during the organizational excellence training suggest that once potential recruits talk to current FPD officers who often share their discontent, man recruits decide FPD is not a good place to work.

<sup>15</sup> The survey asked respondents to "Please indicate your opinion as to the whether the listed behaviors or attitudes are serious problems that should be addressed: A. Severe problem presenting an imminent and major threat to performance or damage to the agency. B. Serious problem presenting a significant threat to performance or damage to the agency. C. Somewhat serious presenting a possible threat to performance or damage to the agency. D. Minor problem. E. Not a problem at all

<b><i>I am proud to be a part of the FPD.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	33%	38%	13%	8%	8%	71% <sup>B</sup>
Civilian Employees	33%	42%	14%	0%	11%	75% <sup>B</sup>

**Sample comments:**

- *There is plenty at Fresno PD to be prideful about. Being proud about where you work and having high morale is very internal and is absolutely about personal choice! A person can choose to be positive and live their life in such a manner or they can choose to be negative and find fault in every place they look.*
- *This is a well payed job for someone with as little as a high school education and I think that gets lost in the negativity our job brings to the table at times. Our officers should be reminded of this.*

**FINDING 2B Cynicism and Distrust.** *The FPD culture is permeated with widespread cynicism and distrust. A substantial proportion of both sworn and unsworn employees expressed the belief that nothing good would come from this effort or their willingness to complete the survey. Comments revealed a common conviction that the leaders of FPD already know all they need to know but are unwilling to make the changes necessary to restore trust and morale.*

A strong indicator of cynicism and distrust is the low participation rate, particularly among staff officers (lieutenants and above). Presumably, most employees chose not to participate because they either thought it would be a waste of time as no positive consequences would come from participation (cynicism) or a belief that, despite pledges of confidentiality and no retaliation, there would be negative career ramifications to stating any criticism or dissatisfaction (distrust).

- **Cynicism.** Half of all employees (55% of sworn officers and 51% of civilian employees) said they were not confident that the survey would be used to make positive changes. What’s more, nearly half (48% of sworn, 45% of civilian) said they *don’t believe that leadership really cares what they think*.

<b><i>I am confident that leadership will use the results of this survey to make positive changes.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Disagree / Disagree
Sworn Officers	8%	29%	23%	32%	7%	55% <sup>D--*</sup>
Civilian Employees	8%	29%	40%	11%	12%	51% <sup>D--*</sup>

<b><i>I don't believe that leadership really cares about what I think.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	23%	25%	28%	19%	4%	48% <sup>D--</sup>
Civilian Employees	21%	24%	33%	10%	13%	45% <sup>D--</sup>

- **Distrust.** Despite explicit assurances from Chief Dyer and the Josephson Institute of confidentiality, only half of sworn officers (50%) and 55% of civilian employees who did complete the survey said they believed their

“responses would be kept confidential and that no effort would be made to connect responses to individuals.”<sup>16</sup>

<b><i>I am confident my responses will be kept confidential and no effort will be made to connect responses to individuals.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	17%	33%	21%	19%	10%	50% <sup>D--</sup>
Civilian Employees	19%	36%	28%	6%	11%	55% <sup>D--</sup>

**Sample Comments:**

- *Everyone taking this survey is afraid that the computer IP address will be used to identify who they are and they will be retaliated against for saying something negative*
- *I fully expect retaliation in some manner for filling out this survey.*
- *It’s too bad that I sound so negative in my answers, but the truth is the truth. I typed a long narrative but I don’t trust that Admin will not get their hands on this, so I deleted it, then couldn’t control myself and typed another one.*
- *More than one in five (22%) of Sworn Officers but only 14% of non-sworn employees agreed with the statement, “In my unit, there is a pervasive kill-the-messenger culture that causes many employees to conceal or distort negative information”*

**FINDING 2C. Understaffing.** *The FPD culture is dominated by a pervasive discontent concerning workload, leadership priorities and commitment to community policing objectives resulting from the impact of a widely acknowledged problem of inadequate staffing (especially in the patrol and all civilian units). If the culture and morale cannot be improved, it is likely that the understaffing problem will be intensified by attrition resulting from voluntary resignations and retirements.*<sup>17</sup>

- **Employees Considering Leaving.** Nearly one in five (19%) of both sworn and civilian employees said they are “seriously considering leaving the FPD to work for another law enforcement agency.”<sup>18</sup> This is an unusually high number indicating a severe concern.

<b><i>I am seriously considering leaving the FPD to work for another law enforcement agency.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	8%	11%	26%	40%	16%	19% <sup>D--*</sup>
Civilian Employees	5%	14%	22%	40%	20%	19% <sup>D--*</sup>

<sup>16</sup> Survey results support comments made in oral interviews and in the narrative comments to the survey that attribute the low participation rate (about one-third of employees completed the survey) due to two mutually reinforcing beliefs: a) “participating in the survey is a waste of time since management already knows what’s wrong with the department and they are either unwilling or unable to make meaningful positive changes” and b) “anyone who criticizes or complains is either considered disloyal (i.e., not a team player) or a malcontent and the critic is likely to suffer negative career consequences.”

<sup>17</sup> This issue is more comprehensively explored in the section dealing with Workforce” at pg. 30.

<sup>18</sup> To help solve understaffing problems, FPD is offering a substantial bonus to officers at other departments to leave their current employer and join the FPD. In view of the high number of FPD officers considering going elsewhere, there is a significant risk that FPD’s efforts to “poach” officers from other departments could backfire if other departments increase their efforts to attract FPD officers who are dissatisfied.

- **Willingness to recommend FPD.** Less than half of all employees (41% of sworn, 46% of civilian) said they would “gladly recommend friends and relatives to work for FPD.”

<b><i>I would gladly recommend friends and relatives to work for FPD.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Disagree / Disagree
Sworn Officers	17%	24%	27%	25%	6%	31% <sup>C--</sup>
Civilian Employees	15%	31%	25%	14%	15%	29% <sup>C--</sup>

**FINDING 2D. Compensation.** *Dissatisfaction with compensation levels and policies is a major contributor to a negative culture and low morale at the FPD. When asked to identify the most significant reasons why people in their unit are unhappy or dissatisfied, 81% of civilian employees and 69% of sworn officers said that “failure to increase compensation as economy improved” and 70% of civilian and 65% of sworn officers identified, “reduction in compensation resulting from the economic downturn.”<sup>19</sup>*

**Sample of comments:**

- *Being underpaid causes low morale and a feeling of being unappreciated. Very sad that cost of living goes up but our pay stays stagnant and our take-home pay decreases. The department should take better care of their non-sworn employees*
- *Doing more work with less resources can only last so long before it has a negative effect on morale and pride*
- *Once the recession hit, the organizational culture shifted; there was no methodical and sensitive contraction to adjust to the fiscal constraints. Cuts across the board of the non-sworn to some 315+ personnel sent a very condemning message; “you matter not”. And, this trend unfortunately continued.*

**FINDING 2E. Patrol Division.** *The negative culture at FPD is fueled by a pervasive belief that the patrol division is demeaned and disrespected. More than half (57%) of all sworn officers (not only those currently serving in the patrol division) believe that “the patrol division has been demeaned by a belief among many employees that it is composed primarily of new officers or “losers” (folks who can’t promote out, were disciplined, or were demoted). Nearly half (47%) of sworn officers agree that “other than when first employed as a sworn employee, patrol division assignments generally are used to punish or discipline officers.”*

<b><i>Whether true or not, the patrol division has been demeaned by a belief among many employees that it is composed primarily of new officers or “losers” (folks who can’t promote out, were disciplined, or were demoted).</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	29%	28%	25%	14%	4%	57% <sup>D--*</sup>
Civilian Employees	4%	9%	21%	21%	45%	13% <sup>B</sup>

<sup>19</sup> Recent news that the City had declared substantial cash bonuses to top city administrators including a \$20,000 payment to the Chief of Police highlighted and escalated feelings of unfairness and discontent as no comparable recognition of the sacrifices of employees.

**Other than when first employed as a sworn employee, patrol division assignments generally are used to punish or discipline officers.**

	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree
Sworn Officers	29%	18%	15%	15%	10%	13%	62% <sup>D--*</sup>
Civilian Employees	9%	0%	21%	24%	33%	12%	30% <sup>D</sup>

**Sample Comments Concerning Patrol Discontent:**

- *In our department patrol is treated as a punishment for those who get into trouble. As part of discipline officers are frequently reassigned from their unit and put back into patrol. This results in the department wide perception that patrol is the lowest place to be and the worst assignment in the department. This causes patrol to be looked down upon by staff members (generally speaking, with some rare exceptions), and therefore causes many of those officers in patrol to feel as if they are not cared about by staff.*
- *Stop the trend of allowing Patrol to become a stomping ground where officers who are in trouble or not effective end up with not much hope of moving on.*

**FINDING 2F. Sense of Unity.** *The vast majority of sworn officers (80%) and 63% of civilian employees disagree with the statement that, “There is a strong sense of unity (“all for one and one for all”) within the department as a whole” and nearly half (48%) of sworn officers and more than one-third of civilian employees (36%) give the FPD a poor grade in fostering a sense of unity. This negative finding is reinforced by the fact that about half (48%) of sworn officers and more than a third (36%) of civilian employees said that the FPD does a poor job of fostering “a sense of unity where all employees care about and look out for each other.”*

**There is a strong sense of unity (“all for one and one for all”) within the department as a whole.**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Disagree / Disagree
Sworn Officers	2%	12%	28%	52%	5%	80% <sup>D--*</sup>
Civilian Employees	9%	16%	36%	27%	13%	63% <sup>D--</sup>

**The organizational culture fosters a sense of unity where all employees care about and look out for each other.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	2%	7%	17%	25%	28%	20%	26%	48% <sup>D--</sup>
Civilian Employees	7%	7%	20%	30%	23%	13%	34%	36% <sup>D</sup>

**Division level.** There is a greater sense of unity at the unit/division level for sworn officers as 56% said that “there is a strong sense of unity (“all for one and one for all”) within my unit/division”. This is not the case for civilian employees as only 26% agreed with that statement.

**There is a strong sense of unity (“all for one and one for all”) within my unit/division.**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	20%	36%	23%	16%	4%	56% <sup>C+</sup>
Civilian Employees	9%	17%	43%	17%	14%	26% <sup>D</sup>

**Internal Competition.** The sense of unity is being replaced by a more self-centered mindset as over half (51%) of civilian and 41% of sworn employees said that “there is a growing “every man/woman for him/herself” attitude within my unit/division.”

<b><i>There is a growing "every man/woman for him/herself" attitude within my unit/division.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	18%	23%	32%	24%	4%	41% <sup>D</sup>
Civilian Employees	11%	40%	28%	15%	6%	51% <sup>D--</sup>

**FINDING 2G. Appreciation.** Three-quarters of sworn officers (74%) and more than half (51%) of civilians identified “lack of appreciation for the importance of my unit’s contribution to mission effectiveness” as a significant factor creating low morale. Both sworn (71%) and civilian (62%) employees identified “lack of concern for, or attention to, the working conditions in my unit” as a significant contributor to low morale. Finally, less than half of employees (43% of sworn officers and 39% of civilian employees) believe their work is appreciated and valued by top leadership.

<b><i>I feel my work is appreciated and valued by top leadership.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Disagree / Disagree
Sworn Officers	11%	32%	26%	26%	5%	52% <sup>D--</sup>
Civilian Employees	11%	28%	25%	29%	8%	54% <sup>D--</sup>

- **Appreciated by Supervisor.** On the positive side, the vast majority of employees (75% sworn, 69% civilian) believe their work is appreciated and valued by their direct supervisor.

<b><i>I feel my work is appreciated and valued by my supervisor.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	29%	46%	11%	12%	2%	75% <sup>B+</sup>
Civilian Employees	23%	46%	23%	3%	5%	69% <sup>B</sup>

- **Appreciated by Public.** Most sworn officers (56%) but only about a third (37%) of civilian employees believe their work is appreciated by the community.

<b><i>I feel my work is appreciated and valued by the community as a whole.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	14%	42%	23%	18%	4%	56% <sup>C+</sup>
Civilian Employees	9%	28%	31%	23%	9%	37% <sup>D</sup>

**Sample comments:**

- *Civilian employees working hard for the sworn and it is not noticed or compensated. Most civilian employees here can barely pay their rent and do not complain but it would be nice to at least get a memo or something on administration day.*
- *I think there should be more done to recognize officers for their contributions and also to let them know that command staff is aware of their hardships and is actively working to address those concerns.*

- *Have leaders be more involved in what officers do and commend them for their work. Staff is always caught up in making their numbers but seem to forget who makes those numbers. Getting to know an officer and spreading the knowledge of staff member can often do tremendous things to a beat officer.*

**FINDING 2H. Civilian Units.** *Civilian employees are more intense and uniform than sworn officers in the belief that they are underappreciated, underpaid, overworked and inadequately equipped.*

- **Civilian Employees Believe They Are Ignored.** The responses of civilian employees as well as their written comments and the extremely low participation rate (24%) reveal a severe attitude of alienation. Civilians are adamant that they are ignored by the Chief and other staff officers and that they have not received their necessary and fair share of resources to upgrade, repair or replace needed equipment. The vast majority of civilian employees (80%) disagreed with the statement “Low morale is a problem for only a small minority of people in my unit/division.”

**Sample Comments:** A high percentage of civilian employees feel neglected, underappreciated and unheard.

- *Not that this opinion matters; as we non-sworn tend to work in darkness without communique from the top down beyond our immediate Supervisor/Manager.*
- *The department once shared information on a collaborative basis with extremely good relations between sworn and civilian managers at most all levels. Disagreements were acceptable as discussions were yielding positive outcomes. Managers often agreed in the needed outcome and would mediate in the differences to the approach that benefitted the organization.*
- *Ask the Chief when he last popped his head into Records, IB, Dispatch, and Business Office and said, “Have a nice day!”? Ask the DCs, the Captains, and the Lieutenants. How sad is it to show up, work hard and get no respect, no acknowledgement, no courtesy from, face it, fellow EMPLOYEES (Yes, officers, you are employees)?*
- *There needs to be an in-depth organizational assessment and where needed, sections and units overhauled so that (1) Strengths of existing resources identified, (2) Weaknesses in efficiency addressed, (3) Opportunities invested in, and (4) Threats to functional performance mitigated. But the challenge is; we don’t have the resource time - due to resource constraints - to work on this assessment. We are “simply getting by” as we wait for some great financial panacea to surface and provide the solutions that even the Chief himself cannot convince City Hall that is needed to shore up the Police Infrastructure.*
- *Non-sworn are not valued! Your question about when new funds become available officers should get pay raises...NON-SWORN HAVE NOT HAD PAY RAISES IN YEARS WHILE OFFICERS HAVE. Why doesn’t this questions include us!!!!!! Even this survey degrades us! And you wanted to know if we had confidence in “another” survey? Seems even the rest of the questions are about officers!*
- *Why did only one officer remember and produce a lovely bouquet of flowers to show appreciation for the Records Bureau for Administrative Professional’s Day? It brought some of the clerks to tears. They would have been happy with a “thank you.” I don’t know if dispatch, IB, etc. were even acknowledged. If you want people to trust, honor and respect “the thin blue line” then why don’t you start by showing the people you work with the same.*

**FINDING 2I. Accountability.** *An especially large proportion of sworn officers are intensely dissatisfied with what they believe is FPD’s forgiving culture created by leadership’s failure to consistently uphold high ethical and performance standards and to hold employees accountable for inadequate performance and improper conduct.*

It is difficult to assess the accuracy of the prevailing opinion that a philosophy of “second chances” has resulted in inappropriate tolerance of behavior and undue leniency but it is an indisputable fact that the overwhelming majority of officers believe this is the case and this perception is itself a fact that must be dealt with if the FPD is to restore its image and improve its effectiveness.

As is evident from the following data and written comments, there is a powerful and prevailing belief that the discipline system is erratic, especially as applied to sergeants and staff and officers assigned to special units. While a majority of sworn officers believe that certain officers should have been fired or demoted for conduct the perception is that instead of serious sanction errant officers were promoted or assigned to desirable special unit positions.

- More Than 90% of Officers Believe FPD Has Been Too Lenient re: Misconduct.** The survey asked sworn officers and civilian employees to identify the most significant reasons why people in their unit are unhappy or dissatisfied. Sworn officers were passionate and emphatic - 91% identified: *“Too lenient response to serious misconduct of some officers.” More than half of sworn officers (56%) gave the department a grade of poor or very poor with respect to holding all employees accountable for substandard performance or misconduct through counseling, training, reassignment, suspension, or termination.*<sup>20</sup>

<b>All employees, regardless of rank, are held accountable for substandard performance or misconduct through counseling, training, reassignment, suspension, or termination.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	6%	8%	12%	18%	29%	27%	26%	56% <sup>D--*</sup>
Civilian Employees	9%	9%	11%	33%	25%	13%	29%	38% <sup>D</sup>

- About One-Third of Both Sworn Officers and Civilian Employees Give the FPD a Poor Grade Re: Fostering Personal Accountability.** 30% of sworn officers and 29% of civilian employees think the FPD is doing a poor or very poor job of fostering *“personal accountability so that all employees accept responsibility to protect the public and the agency's credibility by preventing or reporting unlawful or unethical conduct.”*

<b>The organizational culture fosters and demands personal accountability so that all employees accept responsibility to protect the public and the agency's credibility by preventing or reporting unlawful or unethical conduct.</b>							
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Poor / Poor
Sworn Officers	5%	11%	24%	30%	17%	13%	30% <sup>D</sup>
Civilian Employees	9%	14%	22%	26%	19%	10%	29% <sup>D</sup>

- More than 90% of Officers Believe FPD Has Been Too Tolerant of Performance Deficiencies of Senior Staff.** The same proportion (91%) listed: *“failure to hold senior officers and supervisors (lieutenants and above) accountable for performance deficiencies”* as a major source of dissatisfaction and poor morale.
- More than 80% of officers Believe FPD Has Been Too Tolerant of Performance Deficiencies of First-Line Supervisors.** Most of sworn officers (84%) and a significant number (27%) of civilian employees identified

<sup>20</sup> The survey asked respondents to: “Give your most candid and fair rating of the performance of the Fresno Police Department with respect to each of the following leadership, organizational and management issues”.

“Failure to hold first-line supervisors accountable for performance deficiencies” as a major factor in producing low morale.

- **About One in Four Officers Believe Code of Silence Prevents Accountability for Misconduct.** The best protection against employee misconduct is a culture of personal accountability that makes it certain or at least probable that other employees will take steps to prevent or report any discrediting conduct of co-workers. In this regard the FPD culture should be fortified but the situation is not severe. Almost one in four (23%) sworn officers believe the Code of Silence is a severe or serious problem; 31% of sworn and 25% of civilians said it was no problem at all.

<b>Code of silence preventing officers from being accountable and honest re: misconduct of other officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	13%	10%	22%	24%	31%	23% <sup>C-</sup>
Civilian Employees	14%	22%	20%	20%	25%	36% <sup>D</sup>

**FINDING 2J. Risk of Future Misconduct.** *The prevalent belief of officers that FPD disciplinary practices regarding some forms of officer misconduct are excessively lenient may result in additional instances of discrediting misconduct and further attrition of officers who believe the department is not upholding high standards of character.*

An ominous comment by a survey respondent: *“There are some serious things that still haven’t even come out yet.... stand back.”*

**Sample of Comments re: Issues of Accountability.** More than 100 FPD employees wrote comments on the issues of accountability and discipline. Some employees feel that employees, at every level of the organization, are not being held accountable. There is also a concern from some supervisors that if they try to hold their subordinates accountable, they will not get the backing or support from *their* supervisor. There is a major concern about how discipline is dispensed and that it is not consistent and that some employees are given too many chances, based on favoritism. Though the opinions were overwhelmingly negative some respondents were emphatic that there is no special problem in this area.

- *I believe that officers are being held accountable. Officers get fired, are placed on contracts, and suspended. What officers believe is the "rumor mill" which is less than true. Officers are not privileged to all the details of an IA investigation and the factors that resulted in the discipline or lack thereof.*
- *Deficiencies in performance are rarely addressed. Officers are allowed to do little work and rarely face any consequences. This causes more work for others thus creating low morale*
- *This Chief is the best I have ever worked for. However, his second, third, fourth chances for personnel who continually get in trouble is very disappointing. It is hard to tell personnel that you are held to a higher standard when the Chief gives known screw ups chance after chance after chance.*
- *Seems like those who do not deserve to wear our badge, and this uniform, are not fired, or demoted, but rather given the positions with weekends off, and day shifts. I think the time has long passed, where the Chief should fire those who are constantly our "problem children", and this includes staff members as well as sergeants.*
- *Recently, there has been a noticeable change in the way discipline is administered. Officers and supervisors are seeing that members are being held accountable to a greater degree.*

- *I believe in the Police Officers Code of Ethics: "I will keep my private life unsullied as an example to all". Our personal and private lives are BOTH used to gauge the level of trust the public should place in us. When we do not hold OURSELVES to that standard then what right do I have to demand the respect of the public.*
- *Officers in the department are far too comfortable, knowing very well that even perceived serious misconduct will not result in serious discipline. This has resulted in officers making poor decisions, on duty and off duty, knowing full well any possible discipline will be minimal.*
- *Although the Chief doesn't handle all discipline, I believe the internal discipline process works reasonably well. In the cases where the Chief presides, overall he does an excellent job!*
- *Hold officers accountable when policy is violated or crimes are committed. Treat everyone equal in their discipline process. Being arrested, for example DUI, used to include discipline that involved being removed from a special unit.*
- *This profession is one that most of us take great pride in. We all took an oath to be a better person than the average citizen. But when the Chief treats these serious offenders in such a lackadaisical manner and gives the perception to us all that he tolerates it, then it tarnishes the department and the entire profession. I don't think that Chief Dyer realizes this. I believe that he supports the philosophy of giving second (and third and fourth) chances, but he does not see the damage that it does to the department as a whole.*
- *Hold EVERYONE (with NO exceptions) accountable to the SAME standards of conduct, professionalism, integrity, etc.*
- *Inconsistencies in discipline is ridiculous. Some officers get beach time or paper for non-issues while others are covered by ridiculous excuses for much worse incidents.*
- *Hold people accountable. We have sworn officers and supervisors that have engaged in serious misconduct they should've been fired for, violations that betray the public's trust. Instead, they are given another chance. Some are even promoted or assigned to a special unit.*
- *I'm tired of being ashamed of where I work. When people ask, I hesitate to respond with the truth due to all the criminality, scandals, and immorality that has besieged our department. All I want is for people to be held accountable for their actions. This includes officers who cannot "keep their private life unsullied".*
- *If this Department continues to let little things (misdemeanors) occur and does not punish the member(s), this activity will turn into felonies! Members are no longer afraid or even nervous to flirt with misconduct because they know the Department is extremely soft on moral/character violations.*

**FINDING 2K. Emphasis on Felony Arrest Data.** *A very large proportion of sworn officers passionately and emphatically stated the view that their superiors placed so much emphasis on the number of felony arrests made by patrol officers that: i) they were unable to do real and constructive community-based policing work in alignment with the FPD's stated objectives, ii) many arrests were unproductive and unrelated to the FPD's mission, and iii) FPD's statistical claims re: effectiveness are untrue or distorted and have damaged internal trust and credibility.*

- **Emphasis on Arrests Distracts Efforts from Meaningful Outcomes.** More than half (52%) of sworn officers described the arrest emphasis as a quota system focusing on generating good statistics at the cost of producing meaningful community service outcomes. In a related question, 39% of sworn officers said their supervisor was more concerned with achieving good numbers than good policing results.

***In my unit / division, superiors create a kind of quota system placing great emphasis on creating good statistics without focusing on meaningful outcomes (e.g., felony arrests and parole violations).***

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	34%	18%	17%	24%	7%	52% <sup>D--</sup>

***My supervisor is more concerned with achieving good numbers (e.g. Arrests, citations issued, productivity data) than good policing results.***

	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree
Sworn Officers	28%	11%	9%	12%	18%	22%	48% <sup>D</sup>

- Most Officers Believe Overemphasis on Arrest Statistics is a Severe or Serious Problem.** Almost three-quarters (73%) of all sworn officers identified FPD’s emphasis on arrest statistics as a serious problem. More than half (57%) described the problem as a “Severe problem presenting an imminent and major threat to performance or damage to the agency” while the additional 21% identified this as a “serious problem presenting a significant threat to performance or damage to the agency.” civilian employees were somewhat less concerned but still 40% labeled the arrest data issue as a severe or serious problem.
- Most Officers Believe Overemphasis on Arrest Statistics Results in Unproductive Arrests and Manipulation of Data.** In related questions asking employees to rate the seriousness of various issues, a substantial majority of sworn officers (58%) expressed the belief that unproductive arrests (arrests that do not result in convictions or guilty pleas) is a serious or severe problem and 52% said that manipulation of data was severe or serious. These data suggest both effectiveness and credibility are damaged by this policy.

***Overemphasis on statistics (e.g., number of arrests) rather than real and meaningful policy outcomes***

	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	57%	21%	10%	7%	4%	73% <sup>D--*</sup>
Civilian Employees	21%	19%	23%	23%	15%	40% <sup>D</sup>

***Number of arrests that do not result in convictions or guilty pleas***

	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	34%	24%	20%	13%	8%	58% <sup>D--</sup>

***Manipulation of data***

	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	31%	21%	26%	12%	11%	52% <sup>D--</sup>
Civilian Employees	15%	16%	15%	29%	25%	31% <sup>C--</sup>

#### UPDATE ON POLICY RE: ARREST DATA

Prior to the completion of this report, we made Chief Dyer aware of the intensity and prevalence of concerns about the emphasis on felony arrest data as the primary measurement of effectiveness of patrol officers. In response, he issued a department-wide directive suspending the daily report forms and re-asserting his position that productivity should be measured by other community-relevant criteria and that the number of arrests should not be a major factor in evaluating the performance of patrol officers. This memo seemed to demonstrate that the Chief was and would be responsive to concerns expressed in the survey and a willingness to take positive and definitive actions. Since the collection of survey data and written comments, Embassy Consulting Services, LLC (a partner of the Josephson Institute) conducted organizational improvement training for all FPD employees. During some of those sessions the trainers discussed with attendees the issue of arrest data and the impact of the Chief's memo changing the policy to determine whether this action 1) solved the problem and 2) reduced cynicism about the value of the survey. The trainers reported to us that while some employees were encouraged the majority remained cynical on two grounds: 1) a belief that individual sergeants and lieutenants have been ignoring the Chief's mandate or interpreting it in a way that allowed them to still insist on arrest data after each shift and 2) a belief that as soon as arrest data goes down the FPD will return to the previous methods. In addition, some staff officers were upset that the change was made unilaterally by the Chief without discussion or input, that the new policy statement implicitly endorsed criticisms of officers who used arrest data as a measure of productivity and that the statement of policy provided no systematic alternative to measure productivity.

#### Sample Comments re: Arrest Data Policy:

- *Patrol officers are judged on the number of felony arrests they make and nothing else our focus has gone from taking care of the community to felony arrests and stats. We need to get back to what law enforcement is really about, taking care of the community. Stats absolutely have a place in an organization, but not when they only focus on arrests. If someone has a busy call/report night and makes no arrests that should be seen as just as important as someone who makes multiple felony arrests for warrants/probation parole violations*
- *Numbers provided by investigative and patrol support units to staff are knowingly adulterated and falsified on all levels as staff encourages and protects the deceitful practice by these units.*
- *Patrol officers are judged on the number of felony arrests they make and nothing else. The incessant push for stats over the past years has been so detrimental that it has adversely affected moral.*
- *In our department the productiveness of a patrol officer is measured by the number of arrests that officer makes. Nothing more. This drive for stats has fostered a mentality in patrol that the handling lower priority calls is not important. Consequently, citizens of Fresno wait for an officer to help them handle their particular problem while the officer assigned to their beat is out hunting for a felony stat to "feed the beast" and get arrests.*
- *The clearance rate for major crimes is at an all-time high but the filing rate with the DA office is low and there is no accountability for poor work which results in no filing.*
- *The stat game is ridiculous. Patrol is already spread thin, adding in being told you aren't working because you spent the whole shift handling calls for service and not making a felony arrest is ludicrous.*
- *Officers want to help the public but are told/directed to "go get stats." If an officer wants to go to a special unit, they better get stats and not worry about helping the public by taking cold paper calls. This causes a conflict and in turn that conflict drags people down and morale suffers.*

- *This organization has been about gathering stats and throwing people in jail for the past 14 years. That is how we try to control crime. Internally, that has been the clear directive. Externally, on the other hand, we speak of community oriented policing but the troops know the truth. This conflict is inherently wrong, confusing and created a very difficult environment in which to work.*
- *Arrests are considered more important than putting together a solid case with a conviction which leads to sub-par investigative work*
- *Enough with the stats! Stop pushing officers for stats and stop collecting stats! All you are doing is creating a stressful work environment for officers, causing officers to resent each other and pushing people to make arrests above all else.*

## WORKFORCE EXCELLENCE

The second component of organizational excellence focuses on the workforce – the people who are tasked to pursue all aspects of the policing mission. A high performing policing agency recruits, hires, trains and develops a workforce:

- 1) Of the size, diversity and quality necessary to achieve its mission goals.
- 2) Composed of men and women of who:
  - a. Possess good character and ethical values manifested by qualities such as integrity, honesty, respect, accountability and compassion.
  - b. Possess and consistently demonstrate the knowledge, skills, abilities, social/emotional qualities and work ethic to perform all assigned tasks at a high level (proficiency).
  - c. Exemplify personal professionalism in the way they carry themselves, perform their responsibilities and conduct themselves on and off-duty in manner that brings credit to themselves, their co-workers and the department.

**FINDING 3. Understaffing.** *The FPD suffers from a severe and persistent problem of wholly inadequate staffing (especially in the patrol and all civilian units) that impedes and may prevent the FPD from successfully addressing the many serious and severe morale, servicing and integrity issues identified in this report.*<sup>21</sup>

**Finding 3A. Overcoming Staffing Problems.** *It is remarkable that despite the massive reduction in force and major wage concessions resulting from the city budget crisis commencing in 2008, the FPD has generally been able to provide adequate and, in some cases, excellent service.*<sup>22</sup>

**Finding 3B. Adequacy of Current Funding.** *Though the City has authorized a significant re-building effort, especially with respect to sworn officers the current level of funding is clearly inadequate and it appears that inadequate attention has been given to assessing and meeting the staffing needs of the various civilian units.*<sup>23</sup>

**Finding 3C. Consequences of Understaffing.** *In the face of inadequate staffing, it is improbable that even the most brilliant leadership and intelligent re-structuring efforts will be able to ameliorate the substantial array of deficiencies and personnel problems outlined in this report including low morale, a negative culture, overwork and behavioral problems that are undermining community service and subjecting the department to discrediting misconduct.*

**Finding 3D. Compounding Factors.** *Insufficient efforts to bring the officer corps back to full strength are compounded by morale, culture and related problems have impeded FPD's efforts to hire new and experienced officers with the character and commitment to meet the FPD's standards*

As discussed, the financially induced organizational changes have taken a great toll on department, morale, unity and its ability to effectively provide community-based policing. This has resulted in ongoing attrition, tolerance of conditions leading to personal misconduct, counterproductive emphasis on arrest statistics,

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<sup>21</sup> In 2009, the community was protected by just over 849 Sworn Officers supported by about 473 civilian employees. In 2015, the sworn force had shrunk below 700 sworn officers. In 2015, the City authorized bringing sworn force up to 737 (a goal not likely to be met until April 2016). This effort will leave the FPD 112 officers short of 2009 staffing level.

<sup>22</sup> This is the result of extraordinary dedication of sworn and civilian employees who have undertaken a substantially heavier workload (often at significant personal sacrifice) for less pay, an unusually constructive union collaboration between Chief Dyer and FOA President Parks, and intelligent and creative management of resources by the FPD's leadership. These efforts, however, have simply stemmed the tide.

<sup>23</sup> We do not minimize the huge challenge this places on the City but the simple fact is that if it does not find a way to provide adequate resources to the FDP, there is a substantial risk that citizen service will deteriorate and incidents of misconduct will increase.

debilitating internal infighting and dissension among staff officers, and an inability to consistently provide quality service regarding non-emergency calls.

**FINDING 3E. Impact on Morale, Behavior and Servicing.** *Inadequate staffing has resulted in inconsistent and sometimes inadequate community service, wide and deep discontent, errors and lapses in judgment due to fatigue, forced overtime and an inability of a majority of employees to maintain a proper work life balance. This problem is a critical vulnerability. If it is not solved the effectiveness of FPD is likely to deteriorate and the City will be subjected to additional scandals and lawsuits.*<sup>24</sup>

- **Overwork.** More than three-quarters of sworn (80%) and civilian (76%) employees identified “Insufficient staffing resulting in overwork” as a significant cause of low morale.
- **No Time Off.** A very large majority of sworn officers (84%) and two in four civilian employees (41%) identified the “inability to take time off to devote to family or other non-work pursuits as a significant cause of low morale.
- **Officers Paying Other Officers to Cover Their Shift.** Because of the shortage of personnel to fill all shifts and still allow officers adequate opportunities for time off, officers have to find and pay co-workers to cover their shift. This increases resentment of the FPD and fuels an “every man for himself” mindset that undermines a sense of unity.

**Sample Comments:**

- *Officers cannot get a day off without paying exorbitant fees to other officers to cover their shift.*
- *Every single day officers are responding to calls alone instead of waiting for backup, because when everyone in your sector is busy your backup is coming from across town. Hence, go to the call alone instead of waiting 20-30 minutes. We have gotten away with it so far, but one day an officer will be severely injured or killed because of this.*
- *Our department leaders come up with all of these wonderful ideas to make us better, i.e., ShotSpotter and body cameras just to name two. That’s great but here’s the problem: it is unrealistic to participate with all the extras because patrol is so short staffed. There just isn’t enough time for a patrol officer just to review a body camera video or even log onto ShotSpotter before the dispatcher is asking for units for calls.*

**FINDING 3F. Deployment Strategies.** *A large proportion of sworn officers (87%) were emphatic that “deployment decisions of existing resources that leave my unit understaffed” is a major source of discontent and dissatisfaction. The data and comments reveal an intense controversy relating to the creation of special units to deal with particular problems rather than using available personnel to bring patrol units to full strength.*<sup>25</sup>

**Sample Comments:**

- *Executive Staff is completely out of touch with the reality of handling calls and the importance of staffing at the patrol level. When there is a problem, a special unit is created which impacts patrol and we are stuck*

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<sup>24</sup> As eager as employees are to solve the understaffing problem only a tiny fraction (2% civilian and 5% sworn) agreed that “Staffing shortages are so urgent that the FPD should be willing to lower the qualification standards if necessary. We have to get the best we can get.”

<sup>25</sup> We have no opinion on the ultimate effectiveness of the deployment of staff in special units in terms of service to the community, but it is clear that the vast majority of officers do not support or believe in this strategy. This presents leadership with the burden of persuading officers or modifying the deployment strategy in the pursuit of improved morale and trust.

with damage control and trying to build a team of people who enjoy coming to work with minimal staff support.

**FINDING 3G. Special Units.** *In addition to criticisms that the proliferation of special units has made the problem of understaffed patrol worse, many sworn officers expressed dissatisfaction with the fairness and effectiveness of policies and practices regarding the rotation in and out of special units and/or assignment back to patrol (widely viewed as a punishment).*

- **LIMITATIONS ON ROTATION.** A major factor contributing to low morale among sworn officers (88%) is “Limitations on ability to rotate to other units (only 16% of civilian employees share this view) while 78% of sworn and 17% of civilian employees identified “limitations on ability to rotate work shifts” as a significant factor.

**Sample comments:**

- *We need mandatory rotation for Officers /Sergeants from special units back into patrol. Stop the trend of allowing employees to gain special treatment and assignments based on a “who they know” type of reward, and more on how they perform.*
- *Rotate officers out of special units so the people on patrol have something to look forward to and to work toward. Some officers have been here 12 years and still can’t get any special units or day shift. If they don’t know the right people, they have less of a chance for being selected for the special units. Let’s implement a 3 yr. rotation. Everyone will be better rounded as officers/detectives and morale will improve greatly.*

**FINDING 3H. Work Ethic.** *Nearly half of sworn officers (47%) and more than one-third of civilian employees believe that a poor work ethic is a severe or serious problem that is negatively impacting service. Although it does not appear that the objective data supports this, quite a few employees believe there is at least a moderate problem in terms of persistent absences, tardiness or missing court dates.*

**Sample comments:**

- *If the public really knew how few patrol cops are out there they would be disturbed. If patrol was staffed half of those special units wouldn’t be needed and those assigned to patrol would not be so negative. I believe that if we had the labor to effectively do our job then morale would be greatly improved.*
- *I believe there is a huge disconnect between reality of patrol and what upper leadership expects. Patrol staffing levels are simply not realistic to handle the volume of calls for service. Keeping in mind that officer safety should always be top priority in any given situation.*

This is a particularly troublesome finding in view of the understaffing and overwork complaints – less people to do more and many of them are not working as hard as they should be.

<b>Poor work ethic</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	20%	27%	34%	14%	5%	47% <sup>D</sup>
Civilian Employees	17%	19%	38%	22%	5%	36% <sup>C-</sup>

<b>Persistent absences, tardiness or missing court dates</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	8%	9%	23%	32%	29%	17% <sup>B</sup>
Civilian Employees	10%	14%	8%	31%	37%	24% <sup>C</sup>

**FINDING 4. MISCONDUCT OF SWORN OFFICERS.** *A significant proportion of sworn officers identified a wide range of personal misconduct, including fabrication on official documents, benefit fraud, sexual misconduct, substance abuse and DUIs, as a serious problem at FPD.* <sup>26</sup>

In 2015 the credibility of the FPD with both the community and internal personnel was seriously damaged by a highly visible arrest of a deputy chief for drug-related offenses. This demoralizing event highlighted a strong and growing belief within the ranks of sworn officers that the FPD not upheld high standards of personal conduct and has been too permissive and lenient with the misconduct of individual officers including criminal acts, DUIs, domestic abuse, improper sexual activities, and more.

**FINDING 4A. Fabrication.** *Although 93% of sworn officers believe it is never proper to lie, deliberately mislead, or conceal information in warrant applications, written or oral reports, or courtroom testimony” and 95% said that “Lying on any official matter is always a serious offense, and there must always be a serious consequence,” more than one-third of sworn officers (35%) and 29% of civilian employees said that “fabrication or distortion in reporting, affidavits and testifying” is a serious problem. One in four sworn officers (24%) and civilian employees (25%) said the problem was severe “presenting an imminent and major threat to performance or damage to the agency.”*<sup>27</sup>

<b><i>Even when thought necessary to achieve justice, it is never proper to lie, deliberately mislead, or conceal information in warrant applications, written or oral reports, or courtroom testimony.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	87%	6%	3%	4%	0%	93% <sup>A</sup>
Civilian Employees	73%	14%	2%	5%	7%	87% <sup>A</sup>

<b><i>Lying on any official matter is always a serious offense, and there must always be a serious consequence.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	85%	10%	3%	1%	0%	95% <sup>A</sup>
Civilian Employees	70%	17%	5%	2%	7%	87% <sup>A</sup>

<b><i>Fabrication or distortion in reporting, affidavits and testifying</i></b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	24%	11%	12%	29%	24%	35% <sup>D--*</sup>
Civilian Employees	25%	4%	11%	15%	45%	29% <sup>D--</sup>

<sup>26</sup> This data concerning the prevalence of certain forms of misconduct must be interpreted carefully. That a significant minority (often more than one in five) of sworn officers and civilian employees believe that the amount of misconduct has reached serious or severe levels is a genuine cause for concern and further inquiry, but it must be remembered that opinions of this sort are suggestive of, but not evidence of, the underlying fact.

<sup>27</sup> This finding justifies comprehensive investigation by the FPD but given the potential impact of this finding on past and future convictions, it is important to note that this, and similar findings, reflect a belief of a significant minority regarding the frequency of fabrication. Though this data justifies concern we believe it would be improper and misleading for anyone to use this hearsay opinion data to discredit any particular witness or evidence in a specific case.

<b>Most officers are basically honest, but they may occasionally lie, deceive, or conceal a fact to assure justice is done.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Disagree/ Strongly Disagree
Sworn Officers	5%	14%	25%	47%	9%	72% <sup>B</sup>
Civilian Employees	4%	19%	16%	28%	33%	44% <sup>D</sup>

**FINDING 4B. Abuse of Sick Time and Worker’s Compensation Benefits.** More than two in five (43%) sworn officers and 35% of civilian employees said that abuse of sick and workers’ compensation benefits is a serious or severe problem. On a related question, 34% of sworn officers and 25% of civilians said, “abuse of workers’ compensation injury claims and sick time is a problem in my unit/division.”

<b>Abuse of sick / workers comp benefits</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	21%	22%	24%	26%	7%	43% <sup>D--</sup>
Civilian Employees	19%	16%	23%	26%	16%	35% <sup>D</sup>

<b>Abuse of workers’ compensation injury claims and sick time is a problem in my unit / division.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	16%	18%	15%	43%	9%	34% <sup>D</sup>
Civilian Employees	13%	13%	18%	32%	25%	26% <sup>D+</sup>

**FINDING 4C. Sexual Misconduct.** Sexual misconduct of officers is prevalent enough to create a significant vulnerability. More than one-fourth of civilian employees (27%) and 22% of sworn officers believe that sexual misconduct is a severe or serious problem at FPD.

<b>Sexual misconduct of officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	13%	9%	13%	32%	34%	22% <sup>D+</sup>
Civilian Employees	17%	10%	15%	29%	29%	27% <sup>D</sup>

**FINDING 4D. Substance Abuse and DUIs.** More than one in five sworn and civilian employees (22% and 23% respectively) believe that off duty DUIs by officers is a severe or serious problem. A similar number of civilians (22%) believe alcohol or substance abuse are also problems at the FPD.<sup>28</sup>

<b>Off duty DUIs committed by officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	10%	12%	16%	38%	25%	22% <sup>D+</sup>
Civilian Employees	10%	13%	10%	35%	31%	23% <sup>D+</sup>

<sup>28</sup> Any kind of substance abuse problems are more problematical in officers in narcotics or vice units and any driving violations, including DUIs or reckless driving by officers assigned to the traffic unit undermine the credibility of the traffic division. Because of this many departments impose higher obligations and greater sanctions regarding certain forms of misconduct that could subject the department embarrassment and a loss of credibility. A number of FPD employees believe that stiffer penalties are justified in such cases to deter the conduct.

<b>Alcohol or other substance abuse by officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	8%	7%	13%	40%	33%	15% <sup>C</sup>
Civilian Employees	14%	8%	14%	29%	35%	22% <sup>C--</sup>

**FINDING 4E. Domestic Abuse.** A substantial number of employees (sworn officers 20%, civilian employees 25%) said “domestic abuse committed by officers” is a severe or serious problem at the FPD.

<b>Domestic abuse committed by officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	12%	8%	10%	37%	33%	20% <sup>C--</sup>
Civilian Employees	15%	10%	10%	38%	27%	25% <sup>C--</sup>

**FINDING 4F. Racial and Gender Bias.** Racial and gender bias affecting the public is a severe or serious problem according to 22% of civilian employees and 17% of sworn officers.

<b>Improper racial or gender bias affecting public</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	11%	6%	7%	29%	47%	17% <sup>C--</sup>
Civilian Employees	12%	10%	8%	34%	36%	22% <sup>C--</sup>

**FINDING 4G. Disrespect of Power.** More than one-third of civilian employees and 21% of sworn officers believe that “arrogance, disrespect or abuse of power by patrol officers toward citizens” is a severe or serious problem.

<b>Arrogance, disrespect or abuse of power by supervisory officers toward subordinates</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	14%	12%	18%	33%	24%	26% <sup>D+</sup>
Civilian Employees	19%	13%	21%	21%	26%	32% <sup>D</sup>

**FINDING 4H. Department Policies.** Nearly one in five sworn officers (19%) believe it is sometimes necessary to ignore or bend agency policies to accomplish our objectives. In contrast, less than 10% of civilian employees believe it is sometimes necessary to ignore or bend agency policies to accomplish their objectives, which is a substantial strength.

<b>In my unit, it is sometimes necessary to ignore or bend agency policies to accomplish our objectives.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	5%	14%	22%	52%	7%	19% <sup>D+</sup>
Civilian Employees	3%	3%	12%	57%	24%	6% <sup>A</sup>

**FINDING 4I: Recruiting and Hiring.** More than one in four sworn and civilian employees (27%) believe the department is doing a poor job of attracting and retaining “employees of high character, commitment and competence.” In addition, nearly one-third of sworn officers and 28% of civilians believe that background checks have been inadequate resulting in officers being hired who should have been screened out.

<b><i>The organizational culture attracts and retains employees of high character, commitment, and competence.</i></b>							
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Poor / Poor
Sworn Officers	2%	13%	21%	37%	16%	11%	27% <sup>C--</sup>
Civilian Employees	7%	10%	25%	31%	20%	7%	27% <sup>C--</sup>

<b><i>Background investigations aren't thorough, resulting in officers being hired who should have been screened out.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	15%	17%	27%	27%	14%	32% <sup>D</sup>
Civilian Employees	11%	17%	13%	22%	37%	28% <sup>D+</sup>

<b><i>The FPD effectively recruits and develops a workforce composed of competent, service-oriented employees dedicated to protecting and serving the community.</i></b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	6%	15%	22%	30%	20%	7%	43%	27% <sup>C--</sup>
Civilian Employees	10%	12%	29%	33%	5%	10%	51%	15% <sup>B</sup>

**FINDING 4J. Diversity Efforts.** Most employees (64% civilian and 57% sworn) believe the FPD diversity efforts have been effective in creating a workforce that represents the community, but there is a major split of opinion as to the impact of FPD efforts to achieve greater diversity. Half of sworn officers (49%) and 44% of civilian employees believe these efforts have resulted in the hiring of persons of doubtful qualifications and has negatively affected performance (51% disagree). The majority of civilian employees think the FPD’s diversity efforts have been positive (64%).

<b><i>The FPD effectively recruits and develops a workforce composed of diverse employees who represent the community we serve.</i></b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	9%	21%	27%	27%	12%	5%	57% <sup>^</sup>	17% <sup>B--</sup>
Civilian Employees	19%	11%	34%	25%	9%	2%	64% <sup>^</sup>	11% <sup>B+</sup>

<b><i>Recruiting the best candidates possible who are representative of the community in ethnicity and gender to achieve diversity goals without compromising standards</i></b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	4%	14%	19%	32%	19%	12%	37%	31% <sup>D+</sup>
Civilian Employees	15%	21%	25%	23%	15%	2%	61%	17% <sup>B</sup>

***In my unit / division, FPD efforts to achieve greater diversity has resulted in the hiring of persons of doubtful qualifications and has negatively affected performance.***

	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Disagree - Very Strongly Disagree
Sworn Officers	16%	12%	21%	25%	13%	14%	49% <sup>D</sup>	52%
Civilian Employees	12%	8%	14%	26%	24%	16%	34% <sup>D</sup>	66%

**FINDING 4K. Use of Force.** Nearly one in five (18%) of the sworn officers and 24% of civilian employees that improper use of force is a severe or serious issue at FPD.<sup>29</sup>

***Improper use of force***

	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	10%	8%	15%	36%	32%	18% <sup>C--</sup>
Civilian Employees	16%	8%	10%	38%	28%	24% <sup>D</sup>

**FINDING 4L. Fear of Criticism.** A troubling result of an escalating cynical, if not hostile, media and public perception of violent police-citizen encounters is that 38% of sworn officers and 32% of civilian employees believe that “officers failing to do what they should do because of fear of criticism, discipline or lawsuits” is a severe or serious problem. Another 25% of sworn officers and 14% of civilians believe it is a somewhat serious problem. Only 12% of sworn officers say it is not a problem. On a related question almost half of the sworn officers (48%) agreed with the statement: “In today’s environment, many officers make decisions based on fear of reprimand or to avoid risk of personal or career injury rather than on what is the right thing to do.”

***Officers failing to do what they should do because of fear of criticism, discipline or lawsuits***

	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	17%	21%	25%	25%	12%	38% <sup>D--</sup>
Civilian Employees	16%	16%	14%	24%	29%	32% <sup>D+</sup>

***In today’s environment, many officers make decisions based on fear of reprimand or to avoid risk of personal or career injury rather than on what is the right thing to do.***

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	20%	28%	24%	19%	8%	48% <sup>D--</sup>
Civilian Employees	5%	14%	16%	14%	50%	19% <sup>C--</sup>

**FINDING 4M. Physical Fitness.** Nearly three-quarters (74% of sworn and 70% of civilian employees) believe that patrol officers who are seriously overweight or otherwise out of condition present a danger to citizens, themselves, and other officers. In addition, one-third of all FPD employees believe a lack of physical fitness of some patrol officers is a serious

<sup>29</sup> The FPD has in recent years taken significant steps to monitor and reduce instances of unnecessary or improper use of force by officers that appear to have had some success. This issue has received a tremendous amount of national attention in the past few years and sensitized the policing community and the public to the possibility. It has become the major factor in legitimacy. Among other things, the FPD has begun to require patrol officers to wear body cameras. Whether instances of improper use of force have or are increasing, the changing perceptions about use of force by police officers imposes on all policing organizations a duty to enhance training and monitoring of all use of force.

or severe problem. The vast majority of sworn officers (72%) and a substantial majority of civilian employees (59%) said they would support a reasonable ongoing fitness requirement, at least for patrol officers.

<b>Patrol officers who are seriously overweight or otherwise out of condition present a danger to citizens, themselves, and other officers</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	41%	33%	14%	8%	5%	74%
Civilian Employees	24%	46%	12%	5%	14%	70%

<b>Lack of physical fitness of some patrol officers</b>						
	Severe	Serious	Somewhat Serious	Minor	Not a Problem	Severe / Serious
Sworn Officers	18%	15%	32%	29%	7%	33% <sup>D+</sup>
Civilian Employees	13%	19%	31%	26%	11%	32% <sup>D+</sup>

<b>I would support a reasonable ongoing fitness requirement, at least for patrol officers.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	44%	28%	12%	10%	6%	72%
Civilian Employees	16%	43%	17%	9%	16%	59%

**Sample comments concerning misconduct and how to prevent it.**

- *Some employees feel that the department needs to take a tougher stance regarding discipline*
- *Hold people accountable. If employees do the right thing because they are afraid of getting caught, at least they are doing the right thing. Be consistent in the way discipline is applied.*
- *EVERY OFFICER/ employee should be enrolled in an "ETHICS" class. We all need to be reminded of what is right/ wrong and the consequences, including public trust, every so often*
- *Address the small stuff. Don't let misdemeanor activity go unpunished (I did not say "go unaddressed," I said "go unpunished"). If this Department continues to let little things (misdemeanors) occur and does not punish the member(s), this activity will turn into felonies! This has been occurring for the last 10-14 years here. Members are no longer afraid or even nervous to flirt with misconduct because they know the Department is extremely soft on moral/character violations*
- *Perhaps FPD should have a diverse interview panel when interviewing prospective employees. Also accountability and consequences for inappropriate behavior toward public should be enforced. It should also be stressed that we are public servants, here to serve in our best and most indiscriminate way possible*
- *We have SERIOUS problems with our PTO/Recruit process. The need to bolster our numbers is important, but not at the point where we lower standards to push recruits through that have no business being officers in the first place. We are too lenient on substandard and deficient Recruits and continue to push them through. This will cause this cycle of trouble to continue. I'd rather have 10 less cops on my shift knowing that these are all good men/women that I can trust rather than 30 cops of which 20 I have to follow and second guess*
- *Further screening of new hires, better IA's of known "dirty birds" who always seem to slide away unscathed, not promoting officers to rank/important investigative positions who screw up/engage in risky behavior*
- *A slap on the wrist does not deter bad behavior. When was the last time a sergeant or staff officer has been demoted? When does a staff officer's immediate supervisor work side-by-side with their subordinate to*

*honestly evaluate their performance? It seems that the higher that someone promotes the more exempt they are from poor work performance*

- *Hold people accountable. Stop being so lenient and giving so many chances. People feel like they can do anything because nothing is going to happen to them*

## WORKPLACE EXCELLENCE

The third element of organizational excellence focuses on the workplace itself, the extent to which working conditions and policies and practices generate employee engagement, satisfaction and pride. Effective policing agencies create and sustain a positive workplace environment governed by sensible, and coherent policies, procedures and practices that:

- 1) Generate and sustain high employee morale.<sup>30</sup>
- 2) Assure that all employees feel valued and are appropriately acknowledged for their contributions with compensation and other forms of recognition.
- 3) Assure that all personnel actions (including trusted promotion and discipline processes) are fair and reflect integrity, honesty, responsibility, compassion, and respect for the individual and for rules and regulations of the agency.
- 4) Promote and protect each employee’s physical and emotional well-being.
- 5) Require managers to provide regular feedback and mentoring to encourage and empower employees to pursue personal and professional growth so they can advance in their careers and become more valuable to the agency.
- 6) Hold all employees of all ranks accountable by acknowledging and rewarding exceptional performance and mentoring, counseling, re-training or removing those whose performance is inadequate.
- 7) Encourage open communication so that all employees are willing to innovate, respectfully disagree, make suggestions and take actions to improve their jobs and the agency’s performance without fear of retaliation.
- 8) Enhance employee engagement by inviting their input concerning decisions that affect their jobs and by keeping them informed about important agency-wide issues and, particularly, matters that will directly affect the way they do their jobs.

**FINDING 5. Workplace Excellence.** *FPD’s scores on almost all of elements of workplace excellence reflect serious problems. A substantial majority of sworn officers and civilian employees’ express dissatisfaction with many workplace policies and practices, overall working conditions and compensation. These sources of dissatisfaction are both causes and effects of low morale, trust, and standards of accountability; recruiting and retention difficulties, and performance shortcomings.*

**FINDING 5A. The Majority of Employees Express Pride in Being Part of FPD.** *More than 70% of both sworn officers and civilian employees say they are proud to be part of the FPD and 68% of sworn officers and 71% of civilian employees say they would gladly recommend friends and relatives to work for FPD.*

<b><i>I am proud to be a part of the FPD.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	33%	38%	13%	8%	8%	71% <sup>B</sup>
Civilian Employees	33%	42%	14%	0%	11%	75% <sup>B</sup>

<sup>30</sup>This aspect of organizational excellence has been discussed in previous sections of this report.

<b><i>I would gladly recommend friends and relatives to work for FPD.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	17%	24%	27%	25%	6%	68% <sup>B--</sup>
Civilian Employees	15%	31%	25%	14%	15%	71% <sup>B</sup>

Still, 40% of sworn officers and 25% of civilian employees said the FPD has done a poor job of fostering a sense of purpose and pride in the agency and its mission.

<b><i>The organizational culture fosters a sense of purpose and pride in the agency and its mission.</i></b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	2%	11%	20%	26%	29%	12%	33%	41% <sup>D--</sup>
Civilian Employees	11%	11%	23%	32%	18%	7%	45%	25% <sup>C--</sup>

**FINDING 5B. Job Satisfaction.** *Less than one-fourth (23% of both sworn officers and civilian employees believe working conditions and job satisfaction have improved significantly since they joined the FPD and as was previously reported 19% of both sworn officers and civilian employees are seriously thinking of leaving the FPD to work for another law enforcement agency.*

<b><i>Since I joined the FPD, working conditions and job satisfaction have improved significantly.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Disagree/ Strongly Disagree
Sworn Officers	6%	17%	32%	37%	9%	69% <sup>D</sup>
Civilian Employees	5%	18%	31%	35%	11%	66% <sup>D</sup>

**FINDING 5C. Compensation.** *A majority of both sworn officers and civilian employees believe they are underappreciated and under-compensated and are resentful that the City and FPD has failed to adjust compensation or properly acknowledge major sacrifices throughout the Department as the economy revived. Many employees feel exploited or betrayed.*

- FAILURE TO INCREASE COMPENSATION.** When asked to identify the most significant reasons why people in their unit are unhappy or dissatisfied, 81% of civilian employees and 69% of sworn officers said that “failure to increase compensation as economy improved” and 70% of civilian and 65% of sworn officers identified, “reduction in compensation resulting from the economic downturn.”

<b><i>To the extent that officers or employees in your unit are unhappy or dissatisfied with working conditions, please indicate which of the following possible reasons you believe are significant factors.</i></b>	
<i>(% of surveyed FPD who list item as a significant factor)</i>	
<b>SWORN OFFICERS</b>	
<i>Reduction in compensation resulting from the economic downturn.</i>	82%
<i>Failure to increase compensation as economy improved</i>	59%
<i>Insufficient staffing resulting in overwork</i>	52%
<i>Inability to take time off to devote to family or other non-work pursuit</i>	48%
<i>Deployment decisions of existing resources that leave my unit understaffed</i>	47%

<i>Lack of appreciation for the importance of my unit's contribution to mission effectiveness</i>	47%
<i>Lack of concern for, or attention to, the working conditions in my unit.</i>	44%
<i>Limitations on ability to promote.</i>	41%
<i>Limitations on ability to rotate to other units</i>	40%
<i>Limitations on ability to rotate work shifts</i>	37%
<i>Too lenient response to serious misconduct of some officers</i>	35%
<i>Failure to hold senior officers and supervisors (lieutenants and above) accountable for performance deficiencies.</i>	17%
<b>CIVILIAN EMPLOYEES</b>	
<i>Inability to take time off to devote to family or other non-work pursuits</i>	81%
<i>Reduction in compensation resulting from the economic downturn.</i>	76%
<i>Too lenient response to serious misconduct of some officers</i>	70%
<i>Limitations on ability to promote.</i>	62%
<i>Limitations on ability to rotate work shifts</i>	51%
<i>Failure to increase compensation as economy improved.</i>	41%
<i>Failure to hold first-line supervisors accountable for performance deficiencies.</i>	41%
<i>Lack of concern for, or attention to, the working conditions in my unit.</i>	41%
<i>Limitations on ability to rotate to other units</i>	27%
<i>Deployment decisions of existing resources that leave my unit understaffed.</i>	25%
<i>Insufficient staffing resulting in overwork</i>	19%
<i>Lack of appreciation for the importance of my unit's contribution to mission effectiveness.</i>	17%
<i>Failure to hold senior officers and supervisors (lieutenants and above) accountable for performance deficiencies.</i>	17%
<i>Failure to hold line employees accountable for performance deficiencies</i>	16%

**Sample of comments:**

- *Better compensation for civilian employees such as records clerks, especially when the same pay rate can be attained at an "easier", "less stressful" and less difficult to pass background check job*
- *Increase the pay scale in Records for non-sworn clerical staff (including Police Data Transcribers) and have step increases that do not stop after three years. Being underpaid causes low morale and a feeling of being unappreciated. Very sad that cost of living goes up but our pay stays stagnant and our take-home pay decreases. The department should take better care of their non-sworn employees*
- *I feel we should be better compensated to keep civilian employees happy in their jobs. Most are very dedicated to the department and their jobs*
- *Increase salaries to a competitive level, attract more candidates and hire to our approved capacity. Doing more work with less resources can only last so long before it has a negative effect on morale and pride*
- *Once the recession hit, the organizational culture shifted; there was no methodical and sensitive contraction to adjust to the fiscal constraints. Cuts across the board of the non-sworn to some 315+ personnel sent a very condemning message; "you matter not". And, this trend unfortunately continued.*

- *The average age of our non-sworn “civilian” community is about 61 years of age. Yet, many cannot afford to retire; due to their incomes which are lower than their County or Clovis counter parts; so, they persist with perceived un-appreciation; despite encroaching personal medical challenges.*

Each of the charts below concern matters that affect the workplace and job satisfaction. Special attention should be directed to issues where negative opinions exceed 25%

**FINDING 5D. Policies and Practices.** *Almost half of sworn officers (46%) and a third of civilian employees (30%) give the FPD a poor grade with respect to trust generated by operational and personnel policies and practices.*

<b>Operational and personnel policies and practices (including hiring, training, promotions, discipline, deployment, and compensation) are implemented in a manner that inspires trust.</b>							
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Poor / Poor
Sworn Officers	3%	11%	15%	24%	28%	18%	46% <sup>D--</sup>
Civilian Employees	7%	7%	25%	32%	23%	7%	30% <sup>D</sup>

**Sample Comments:**

- *We have plenty of policies and procedures, but they are only enforced when convenient. Supervisors do not have the authority to uphold policies and are frequently undermined by their superiors when the person is in good graces with the Chief and/or the act of holding people accountable will negatively impact the image of the Department or others in the chain of command.*
- *Consistent application of policy leaves little room for confusion and allows for clear expectations. If a policy isn't going to be enforced, then eliminate it. The political spinning of information, propaganda, and actions that conflict with statements all negatively impact trust.*

**FINDING 5E. Caring for Employee Well-Being.** *Half of sworn officers (50%) and one-third of civilian employees (33%) said that the FPD has done a poor or very poor job of demonstrating that, “management cares about and seeks to protect the physical and emotional well-being of employees and supports a reasonable work/life balance.”*

<b>Management cares about and seeks to protect the physical and emotional well-being of employees and supports a reasonable work/life balance.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	5%	8%	16%	21%	28%	22%	29%	50% <sup>D--*</sup>
Civilian Employees	7%	10%	22%	27%	25%	8%	39%	33% <sup>D</sup>

**FINDING 5F. Open Communication.** *Nearly half of sworn officers (47%) do not believe that FPD leaders and managers have effectively encouraged open communication and created an environment where employees believe they can respectfully disagree and make suggestions without fear of retaliation (29% of civilian employees have the same opinion). More than one in five sworn officers said there is a pervasive kill-the-messenger culture in their unit that causes many employees to conceal or distort negative information (only 13% of civilian employees agree with this).*

**Leaders and managers encourage open communication where employees believe they can respectfully disagree and make suggestions without fear of retaliation.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	3%	10%	15%	24%	21%	26%	28%	47% <sup>D</sup>
Civilian Employees	10%	10%	12%	38%	17%	12%	32%	29% <sup>C--</sup>

**In my unit, there is a pervasive kill-the-messenger culture that causes many employees to conceal or distort negative information.**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	9%	13%	24%	45%	8%	22% <sup>C--</sup>
Civilian Employees	3%	10%	17%	47%	22%	13% <sup>B</sup>

**FINDING 5G. A Substantial Number of Sworn Officers Admit They Withheld Negative Information from a Superior to Avoid A "Kill The Messenger" Response.**

**In the past 12 months I have withheld negative information from a superior to avoid a "kill the messenger" response.**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	9%	7%	14%	62%	8%	16% <sup>C--</sup>
Civilian Employees	5%	3%	8%	59%	24%	8% <sup>A</sup>

**FINDING 5H. Promotions.** Nearly 40% of sworn officers and 28% of civilian employees believe that management consistently makes assignment and promotion decisions based on merit and experience. About one-fourth of sworn officers and civilian employees do not believe that staff members and supervisors treat employees fairly, with honesty, respect, and dignity.”

**In my unit / division, management consistently makes assignment and promotion decisions based on merit and experience.**

	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Disagree - Very Strongly Disagree
Sworn Officers	10%	16%	20%	18%	13%	24%	46%	55% <sup>D--</sup>
Civilian Employees	10%	14%	20%	28%	16%	12%	44%	56% <sup>D+</sup>

**Staff members and supervisors treat employees fairly, with honesty, respect, and dignity; they do not demean, embarrass, or act condescendingly towards employees.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Very Poor / Poor
Sworn Officers	8%	22%	16%	28%	14%	12%	46%	26% <sup>D+</sup>
Civilian Employees	14%	15%	17%	27%	19%	8%	46%	27% <sup>D+</sup>

**FINDING 5I. Feedback and Support for Employee Development.**

***Supervisors provide subordinates with regular feedback concerning their performance.***

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Very Poor / Poor
Sworn Officers	7%	18%	24%	26%	16%	9%	49%	25% <sup>D+</sup>
Civilian Employees	8%	13%	25%	23%	21%	10%	46%	31% <sup>D</sup>

***When employees demonstrate a desire to be promoted, supervisors do all they can to encourage them, counsel them on perceived weakness, encourage them to gain experience in various assignments, and ensure that they have every opportunity to promote.***

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	9%	18%	22%	24%	17%	11%	49%	28% <sup>D+</sup>
Civilian Employees	9%	15%	15%	28%	24%	9%	39%	33% <sup>D</sup>

***The organizational culture promotes professionalism so that all employees are expected to continually improve their skills and performance and find new and better ways to perform their jobs.***

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Very Poor / Poor
Sworn Officers	4%	11%	18%	30%	27%	9%	33%	36% <sup>D</sup>
Civilian Employees	8%	12%	15%	24%	29%	12%	35%	41% <sup>D--</sup>

**FINDING 5J. Providing Needed Equipment.** 63% of sworn officers say that the department has provided them with equipment “needed to ensure their safety, keep the community safe, and provide the community with the most effective and efficient service available.” Only 42% of civilian employees agree with this statement.

***The FPD provides employees with equipment needed to ensure their safety, keep the community safe, and provide the community with the most effective and efficient service available.***

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	15%	27%	21%	23%	9%	5%	63% <sup>^^</sup>	14% <sup>B+</sup>
Civilian Employees	16%	12%	16%	33%	16%	7%	44% <sup>*</sup>	23% <sup>C</sup>

## LEADERSHIP AND MANAGEMENT EXCELLENCE

The fourth element of organizational excellence focuses on the quality of leadership and management. A policing organization with effective leadership. The effectiveness of leadership can be measured by the extent to which the leader or manager generates or inspires trust in his or her integrity and competence, pride in the organization and the job, commitment to lawfully and ethically pursuing the department's mission goals and strategic objectives, commitment to excellence and continuous professional development and a workplace and a workplace characterized by high morale and a sense of unity. Good leaders also demonstrate personal accountability and hold their subordinates accountable to high standards of performance and integrity.

**FINDING 6. City and Police Department Leaders Challenges.** *Data and written comments revealing the persistence and ongoing negative impact of understaffing, high levels of employee cynicism, dissatisfaction and distrust resulting in low morale and a deteriorating sense of unity, concerns about the amount and handling of officer misconduct, pervasive fear of retaliation suppressing open communication, and a tradition of non-inclusive decision making present political and police department leaders with an urgent and daunting challenge.*

Data and comments presented in previous sections of this report document the issues described above including lack of confidence that leadership will keep responses confidential or make positive changes and the belief that leadership doesn't really care what employees think. Many are the result of extrinsic factors such as the economically driven reduction in force and the necessity for compensation concessions and some are the result of leadership actions or inactions. Either way, it will require concerted and strategic leadership to restore the agency to full effectiveness. The data and the comments below identifies some additional issues and information that should be addressed.

### **Sample comments:**

- *I believe the only reason we have maintained the level of trust and cooperation with the public is due firstly to the hard work and dedication of the majority of the great officers who are interacting day in and day out with the citizens of Fresno. Secondly, I believe Chief Dyer's biggest strength is communicating with the public and conveying his sincere desire for the department and the good citizens to test each other and work side by side.*
- *The current levels of pride, trust, and morale are a product of the current "leadership" and the demonstrated philosophies (oppose to what is professed), which have been solidified over a period spanning well over a decade. Change will take time and must start at the top and move down the chain of command. People in leadership positions must have the courage to embrace the need for improvement, take responsibility, and accept areas of their own deficiency. Unfortunately, I have serious doubt that top executive staff can place their egos aside to effect the much needed change.*
- *We will have no real change until we have a leadership change at the top. No one dares say this or speak their mind lest they suffer consequences. No one believes this survey is confidential either.*
- *[Our leaders need to] listen to complaints regarding supervisors more. It appears that no matter what is complained about there is an attitude that they never make mistakes and all decisions that they make are correct. Nothing is ever done with complaints. Having upper management actually talk to the employees and do something about complaints would help morale.*

**FINDING 6A. FPD Management Is Out of Touch.** *More than half of sworn officers (55%) believe that their supervisors don't fully understand their day to day policing challenges. The number of officers who believe this is important because it suggests that implementing a policy to regularly demonstrate to line officers that their supervisors do know what they face could be highly constructive.*

<b>FPD management is out of touch with modern day policing challenges.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	23%	32%	23%	16%	5%	55% <sup>D--</sup>
Civilian Employees	3%	8%	37%	28%	25%	11% <sup>B+</sup>

<b>Patrol supervisors (sergeants and lieutenants) should be required to work (or closely observe) a patrol beat assignment at least twice a year.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	29%	28%	17%	14%	11%	57%
Civilian Employees	30%	25%	13%	0%	33%	55%

**Sample comments:**

- *There is the feeling in this agency, that staff does not care. More importantly, staff doesn't, "know." The reason they don't know (and by virtue don't care) is that they aren't in the field or in briefings to monitor. Some staff officers haven't been in the field for a decade.*
- *Staff is out of touch with the realities of policing. They are quick to criticize the use of profanity or force when they have not worked the streets in many, many years. Their lack of working the streets has diminished their street sense which helps them understand why and officer did what he did on a certain call.*
- *Chief Dyer should work a patrol shift now and then. He needs to come to briefings occasionally, even if only a few of times a year, and speak with his patrol officers.*
- *The administration, all the way to the Chief, are completely out of touch with the mood and morale of the department.*
- *Staff should be in more briefings and open with their personnel. I can't remember the last time I have seen a staff officer in a midnight shift briefing.*
- *Many decisions on how we do things, what we were and what kind of equipment we use are being made by people that haven't done our job either in many years or ever. Leadership is out of touch!*
- *Staff are out of touch with the amount of paperwork, policy requirements, and time it takes to complete various calls for service. There is a huge discrepancy in the expectation of workload and the pace of work in patrol compared to other units in our dept.*
- *There are several "senior" officers that have no idea what they are doing out on the streets and make no effort whatsoever to actually respond to a hot call or tackle a serious issue. You can easily find out who these officers are because they are the only ones logging off on time while everyone stays over multiple times a work week trying to get caught up.*
- *Staff needs to get out and patrol. Do half of them even know if their uniforms fit? Can they find their belts? Batons? Radios? Do they remember how to escort an unruly person off a property? Patrol needs to see that the staff REMEMBERS WHAT IT'S LIKE TO BE FRONTLINE.*

**FINDING 6B. Inclusive Decision Making Process.** More than half of sworn officers (58%) and 55% of civilian employees said “ability to achieve our mission would improve if management more effectively communicated its reasons for certain policies and gave employees a reasonable chance to give their opinions and offer alternatives.” Nearly half of sworn officers (48%) and more than a third (37%) of civilian employees said that the FPD has done a poor job of engaging employees by inviting their input at least in decisions that affect their jobs.

<b>Our ability to achieve our mission would improve if management more effectively communicated its reasons for certain policies and gave employees a reasonable chance to give their opinions and offer alternatives.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	26%	32%	22%	11%	8%	58%
Civilian Employees	17%	38%	20%	8%	17%	55%

<b>Leaders and managers promote employee engagement by inviting input concerning decisions that affect their jobs.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	3%	8%	17%	23%	28%	20%	38%	48% <sup>D--</sup>
Civilian Employees	9%	4%	23%	28%	25%	12%	36%	37% <sup>D</sup>

The data and comments suggest that the quality of decisions, the amount of buy-in and overall engagement and morale could be substantially enhanced by adopting a management philosophy that includes a more inclusive decision making process.

**Sample comments:**

- I have heard several staff officers in various ranks express frustration they have little to no voice: their views are dismissed, and there is a lack of information / shared strategy etc.
- More weight should be given to the line level troops ideas. It should be the bottom up, rather than the top down.
- The Chief, although I respect the vision that he has had over the years, surrounds himself with his bobble head yes men who tell him what he wants to hear. Chief and staff need to talk directly to line level officers and LISTEN to what they have to say. There is a significant division between officers and sergeants, and staff, which creates an “us versus them” mentality.
- Have open dialogue and act on concerns. Positive communication between Staff and officers is the key to improving morale and trust
- Have staff actually talk with officers. Staff thinks they have all the answers and many times officers could help make things better and work more efficiently. Many things just change without anyone checking to see what thoughts are idea’s officers may have.
- Get input from others, not just staff members. It is a belief that the staff filters the information to the Chief to make themselves look better or more in control.
- [The Chief] does not share command responsibility well and that has created a command staff that hesitates to give him feedback he needs but may not want to hear.

**FINDING 6C. Advocating and Modeling the Department’s Values.** About one third of sworn officers and nearly half of civilian employees say their leaders consistently articulate, advocate, enforce, and model the agency’s stated values (yet one-third of sworn officers gave their leaders a poor rating).

<b>Leaders and managers consistently articulate, advocate, enforce, and model the agency’s stated values.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Very Poor / Poor
Sworn Officers	3%	14%	19%	26%	23%	15%	36%	38% <sup>D</sup>
Civilian Employees	5%	10%	31%	33%	16%	5%	46%	21% <sup>C--</sup>

**FINDING 6D. Leading by Example.** Most sworn officers (62%) and civilian employees (52%) believe that their managers do not consistently lead by example.

<b>With rare exceptions, FPD management leads by example and earns the respect of the line level sworn employees.</b>								
	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Disagree - Very Strongly Disagree
Sworn Officers	4%	11%		26%	14%	22%	38%	62% <sup>D--*</sup>
Civilian Employees	4%	12%	33%	35%	8%	8%	49%	51% <sup>D--</sup>

**FINDING 6E. Supporters and Detractors.** Chief Dyer is a charismatic powerful leader who evokes strong feelings of both deep admiration and enmity. He tends to make decisions without much input or discussion of others. Many employees are intimidated and unwilling to say anything that might be interpreted as critical or resistant while others wish he was more present and visible in their unit. Almost one-third of sworn officers (31%) and 30% of civilian employees believe “the Chief has been doing all that he can. The major problems at FPD are beyond the Chief’s power or authority to correct.” On the other hand, 59% of sworn officers and 46% of civilian employees disagree with this statement.

<b>The Chief has been doing all that he can. The major problems at FPD are beyond the Chief’s power or authority to correct.</b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	13%	18%	23%	36%	11%	31%
Civilian Employees	12%	18%	29%	17%	23%	30%

**Sample comments:**

- I believe Chief Dyer wants what is best for his officers, department, and city.
- If Chief Dyer were to retire or step down the members feel that there is no one person competent to lead the organization.
- The Chief is an excellent leader. His rapport with the community is incredible and has saved the department from issues that have seriously damaged other agencies in recent years. He honestly and sincerely cares about his officers and that shows.

- *The only way for the FPD to improve pride, trust and morale is for the Chief of Police to retire; 14 years as a police chief is far past the normal tenure of a police chief. It is time for a change and then and only then will there be a chance for the Fresno Police Department to recover and rebuild to an agency that the community of Fresno deserves.*
- *The Chief is very much involved in every decision and does very little delegating. Staff has grown accustomed to not taking the lead on important decisions made around here. The Chief has acknowledged his need to loosen up on the reins and let staff take on more, and has made the commitment more than once to do this. He also promised to do succession planning, and to send staff to more leadership training. It never happened. This is probably why nobody cares about filling out this survey as it's seen as just another exercise with a promise for change that won't occur. A good start to improve morale would be for Chief to come to patrol briefings now and then*
- *Bring back "Chat with the Chief", come into briefings, or have some other way to stay in contact with officers from time to time. I do believe the Chief cares, but I feel that he does not receive accurate feedback and higher level staff who may be out of touch.*
- *The Chief is a legend in the community. He's done really good things in the department over his career. However, he's been the Chief for 15 plus years. That's a really long time. His beliefs, for better or worse, are significantly layered throughout the entire department.*
- *The Chief does not want to admit it or does not want to let the power of being the Police Chief go, but he is the problem.*
- *The staff need to adopt the Chief's vision. If the Chief truly wants to focus on community based policing and rebuilding the trust of our community, then he needs to hold his subordinates accountable. His vision is not reaching the line level. Why? Because someone between him and the line level has a different vision of what a patrol officer is supposed to do and guidance from above be damned, he is going to make sure that his vision is the one followed out, not the Chief's.*
- *This Chief is the best I have ever worked for. However, his second, third, fourth chances for personnel who continually get in trouble is very disappointing. It is hard to tell personnel that you are held to a higher standard when the Chief gives known screw ups chance after chance after chance.*
- *Chief Dyer needs to resign. This department needs new command staff everywhere and changes in ALL levels of management. This Chief has created this ugly monster and is encouraged and enabled by the lower staff levels as they do not have the courage of their convictions to challenge him.*
- *Chief Dyer is the only management figure (top brass) that displays strong and effective leadership to officers. The other DCs, Captains and most Lts. don't get out front of the officers. We have promoted people who lack strong leadership skills or who are afraid to get out and lead.*

**FINDING 6F. Confidence in Leadership.** *A majority of sworn officers (69%) and nearly half of civilian employees (45%) said that dissension within the top leadership of the FPD has damaged the credibility of leadership.<sup>31</sup>*

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<sup>31</sup> The FPD has experienced an extraordinary amount of leadership disruption. Several years ago there were five deputy chiefs, an appropriate number for a department of FPD's size. Now there are two. Some statements made in written comments and interviews described the leadership environment as dysfunctional. The problem of re-staffing command leadership has been complicated by state laws which have been interpreted so as to preclude making full background checks on current officers as a prerequisite to being promoted to command level positions. Though we think the legislature could be persuaded to amend the law given past experience and the vital importance of assuring the integrity and good judgment of police executives, this limitation could prevent the department from reducing the risk of future scandal.

<b><i>Rumored instability and political infighting at the top have diminished confidence in leadership.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	39%	30%	15%	6%	9%	69% <sup>D--*</sup>
Civilian Employees	14%	31%	20%	9%	25%	45% <sup>D-</sup>

<b><i>Reduction of five deputy chiefs to two has resulted in a more efficient and effective chain of command structure.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	14%	20%	19%	15%	32%	34%
Civilian Employees	5%	15%	12%	8%	60%	20%

<b><i>The department would function better if two or more deputy or assistant chiefs were added to share leadership responsibility.</i></b>						
	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	Strongly Agree / Agree
Sworn Officers	7%	11%	18%	36%	28%	18%
Civilian Employees	3%	9%	17%	14%	57%	12%

**Sample comments:**

- *With all the infighting, lawsuits and complaints among our leaders it's amazing we function at all, let alone at the generally high level.*
- *There is clearly a lack of cohesion in the executive management team. Management as a whole is divided; (several ranks; not just the Deputy Chiefs).*

## PROFESSIONALIZATION

Professionalization is the fifth element of organizational excellence. While professionalism relates to the demeanor and conduct of individuals, professionalization concerns the organization’s commitment to ongoing professionalization in order to improve every element of its operations with respect to every aspect of its mission goals. The objective of professionalization is the pursuit of state-of-the-art in policing performance. This requires:

- 1) Identification and adaptation of state-of-the-art enforcement and investigation strategies to emerging issues and social trends that have or could affect the quality of life in the community (e.g., impact of social media on cyberbullying, fraud, and enticements relating to sexual offenses; identity theft, secret audio and video recordings).
- 2) Staying current with research and technological advances to develop or discover new and innovative ways to better achieve the agency’s goals and objectives (e.g., best practices, software, equipment technologies, detection, and enforcement strategies).
- 3) Making prudent, informed, cost effective and community sensitive decisions as whether and how to use a new or innovative method of improving performance (e.g., data based information gathering and analytical techniques such as crime mapping, hotspot analysis, etc.) or broader theories of achieving the multi-dimensional mission goals (e.g., community policing, problem-oriented policing, predictive policing, information-based policing and other scientifically sound theories of professionalization).

**FINDING 7. Committed to Professionalization.** *More than half of both sworn officers and civilian employees (56%) said the FPD has done a good job identifying and adopting “new strategies and technologies to respond to emerging social trends (e.g., social media, internet crimes, etc.) that affect the safety or well-being of the community.” Similarly, more than half said their “Leaders make prudent, informed, cost effective, and community sensitive decisions as whether and how to use a new methods and technologies (e.g., crime mapping, hot spot analysis, etc.) and policing strategies to better achieve mission goals (e.g., community policing, problem-oriented policing, predictive policing). Only slightly less (42%) gave the FPD high marks for demonstrating “commitment to ongoing professionalization so that the agency represents the ‘state-of-the-art’ in policing performance.”*

<b>Leaders identify and adopt new strategies and technologies to respond to emerging social trends (e.g., social media, internet crimes, etc.) that affect the safety or well-being of the community.</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	28%	22%	31%	9%	5%	56% <sup>B</sup>	14%
Civilian Employees	14%	23%	19%	30%	9%	5%	56% <sup>B</sup>	14%

<b>Leaders make prudent, informed, cost effective, and community sensitive decisions as whether and how to use a new methods and technologies (e.g., crime mapping, hot spot analysis, etc.) and policing strategies to better achieve mission goals (e.g., community policing, problem-oriented policing, predictive policing).</b>								
	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	26%	19%	30%	14%	6%	51% <sup>B--</sup>	20%
Civilian Employees	12%	20%	20%	37%	6%	4%	52% <sup>B--</sup>	10%

**Leaders and managers demonstrate a commitment to ongoing professionalization so that the agency represents the 'state-of-the-art' in policing performance.**

	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	16%	20%	30%	19%	8%	42% <sup>C+</sup>	27%
Civilian Employees	9%	11%	22%	38%	11%	9%	42% <sup>C+</sup>	20%

**APPENDIX**

**#1-5 - DEMOGRAPHICS**

<b>Gender</b>	Male	Female
Sworn Officers	92%	8%
Civilian Employees	32%	68%

<b>Rank / Position</b>	Clerical / Admin. / Civilian Line Level	Civilian Supervisor / Manager	Police Patrol - Line Level	Sergeant	Lieutenant & Higher
Sworn Officers	0%	0%	71%	23%	6%
Civilian Employees	66%	32%	2%	0%	0%

<b>Years with FPD</b>	Twenty or More	Ten - Nineteen	Five - Nine	Two - Four	Less than Two
Sworn Officers	34%	47%	12%	1%	6%
Civilian Employees	34%	34%	9%	8%	14%

<b>Unit / Division / Bureau</b>	Patrol - Sector Officer	Special Unit - Nonpatrol	Investigation - Street Violence	Traffic	Special Unit - Patrol
Sworn Officers	40%	21%	9%	9%	8%
Civilian Employees	2%	0%	2%	0%	2%
	Investigation - District	Investigation - Family Justice	Communications	Crime Scene Investigation	Records / Information Services
Sworn Officers	6%	5%	0%	0%	0%
Civilian Employees	2%	2%	27%	16%	32%

**#6 - PRIDE, MORALE, & TRUST**

Indicate whether you agree or disagree with the following statements.

- (5) Strongly Agree
- (4) Agree
- (3) Disagree
- (2) Disagree Strongly
- (1) No Opinion

<b><i>I am confident that leadership will use the results of this survey to make positive changes.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	8%	29%	23%	32%	7%	37%
Civilian Employees	8%	29%	40%	11%	12%	37%

<b><i>I am confident my responses will be kept confidential and no effort will be made to connect responses to individuals.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	17%	33%	21%	19%	10%	50%
Civilian Employees	19%	36%	28%	6%	11%	55%

<b><i>I don't believe that leadership really cares about what I think.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	23%	25%	28%	19%	4%	48%
Civilian Employees	21%	24%	33%	10%	13%	45%

<b><i>Since I joined the FPD, performance in reducing crime, collisions, and serving the community have improved significantly.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	11%	38%	27%	17%	6%	49%
Civilian Employees	6%	42%	23%	15%	14%	48%

<b><i>Since I joined the FPD, working conditions and job satisfaction have improved significantly.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	6%	17%	32%	37%	9%	23%
Civilian Employees	5%	18%	31%	35%	11%	23%

<b><i>I feel my work is appreciated and valued by the community as a whole.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	14%	42%	23%	18%	4%	56%
Civilian Employees	9%	28%	31%	23%	9%	37%

<b><i>I feel my work is appreciated and valued by my supervisor.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	29%	46%	11%	12%	2%	75%
Civilian Employees	23%	46%	23%	3%	5%	69%

<b><i>I feel my work is appreciated and valued by top leadership.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	11%	32%	26%	26%	5%	43%
Civilian Employees	11%	28%	25%	29%	8%	39%

<b><i>I am proud to be a part of the FPD.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	33%	38%	13%	8%	8%	71%
Civilian Employees	33%	42%	14%	0%	11%	75%

<b><i>I would gladly recommend friends and relatives to work for FPD.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	17%	24%	27%	25%	6%	41%
Civilian Employees	15%	31%	25%	14%	15%	46%

<b><i>I am seriously considering leaving the FPD to work for another law enforcement agency.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	8%	11%	26%	40%	16%	19%
Civilian Employees	5%	14%	22%	40%	20%	19%

<b><i>I am seriously considering leaving the FPD to work in another field.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	9%	9%	27%	40%	15%	18%
Civilian Employees	11%	11%	22%	38%	19%	22%

<b><i>Low morale is a problem for only a small minority of people in my unit/division.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	8%	23%	25%	38%	7%	31%
Civilian Employees	6%	14%	40%	35%	5%	20%

<b>Concerns about low morale are overblown. Everyone is responsible for their own happiness.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	9%	17%	34%	33%	7%	26%
Civilian Employees	8%	15%	32%	37%	8%	23%

<b>FPD management is greatly concerned about the safety of line patrol officers.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	17%	32%	28%	20%	3%	49%
Civilian Employees	31%	31%	15%	6%	17%	62%

<b>FPD management is out of touch with modern day policing challenges.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	23%	32%	23%	16%	5%	55%
Civilian Employees	3%	8%	37%	28%	25%	11%

<b>Patrol supervisors (sergeants and lieutenants) should be required to work (or closely observe) a patrol beat assignment at least twice a year.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	29%	28%	17%	14%	11%	57%
Civilian Employees	30%	25%	13%	0%	33%	55%

<b>There is a strong sense of unity ("all for one and one for all") within the department as a whole.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	2%	12%	28%	52%	5%	14%
Civilian Employees	9%	16%	36%	27%	13%	25%

<b>There is a strong sense of unity ("all for one and one for all") within my unit/division.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	20%	36%	23%	16%	4%	56%
Civilian Employees	9%	17%	43%	17%	14%	26%

<b>There is a growing "every man/woman for him/herself" attitude within my unit/division.</b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	18%	23%	32%	24%	4%	41%
Civilian Employees	11%	40%	28%	15%	6%	51%

<b><i>Rumored instability and political infighting at the top have diminished confidence in leadership.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	39%	30%	15%	6%	9%	69%
Civilian Employees	14%	31%	20%	9%	25%	45%

<b><i>Reduction of five deputy chiefs to two has resulted in a more efficient and effective chain of command structure.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	14%	20%	19%	15%	32%	34%
Civilian Employees	5%	15%	12%	8%	60%	20%

<b><i>The department would function better if two or more deputy or assistant chiefs were added to share leadership responsibility.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	7%	11%	18%	36%	28%	18%
Civilian Employees	3%	9%	17%	14%	57%	12%

<b><i>The Chief has been doing all that he can. The major problems at FPD are beyond the Chief's power or authority to correct.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	13%	18%	23%	36%	11%	31%
Civilian Employees	12%	18%	29%	17%	23%	30%

## #7 - WORKING CONDITIONS

To the extent that officers or employees in your unit are unhappy or dissatisfied with working conditions, please indicate which of the following possible reasons are significant factors.

### ***Reduction in compensation resulting from the economic downturn.***

Sworn Officers	82%
Civilian Employees	76%

### ***Failure to increase compensation as economy improved.***

Sworn Officers	59%
Civilian Employees	41%

### ***Insufficient staffing resulting in overwork.***

Sworn Officers	52%
Civilian Employees	19%

### ***Inability to take time off to devote to family or other non-work pursuits.***

Sworn Officers	48%
Civilian Employees	81%

### ***Deployment decisions of existing resources that leave my unit understaffed.***

Sworn Officers	47%
Civilian Employees	25%

### ***Lack of appreciation for the importance of my unit's contribution to mission effectiveness.***

Sworn Officers	47%
Civilian Employees	17%

### ***Lack of concern for, or attention to, the working conditions in my unit.***

Sworn Officers	44%
Civilian Employees	41%

### ***Limitations on ability to promote.***

Sworn Officers	41%
Civilian Employees	62%

### ***Limitations on ability to rotate to other units.***

Sworn Officers	40%
Civilian Employees	27%

<b><i>Limitations on ability to rotate work shifts.</i></b>	
Sworn Officers	37%
Civilian Employees	51%

<b><i>Too lenient response to serious misconduct of some officers.</i></b>	
Sworn Officers	35%
Civilian Employees	70%

<b><i>Failure to hold line employees accountable for performance deficiencies.</i></b>	
Sworn Officers	31%
Civilian Employees	16%

<b><i>Failure to hold first-line supervisors accountable for performance deficiencies.</i></b>	
Sworn Officers	20%
Civilian Employees	41%

<b><i>Failure to hold senior officers and supervisors (lieutenants and above) accountable for performance deficiencies.</i></b>	
Sworn Officers	17%
Civilian Employees	17%

## #8 - MISCONDUCT

Despite impressive performance data in 2014 (including reductions in violent crime, auto injuries, & use of force complaints), the FPD has suffered bad publicity based on prominent instances of improper conduct. What is your opinion?

### **A. The incidences are normal for a department of our size and do not indicate any significant problem.**

Sworn Officers	48%
Civilian Employees	43%

### **B. The nature and number of incidences are troubling, but they have not caused serious harm to public trust.**

Sworn Officers	23%
Civilian Employees	21%

### **C. The nature and number of incidences are troubling and they have caused serious harm to public trust. There is nothing more the department can do to prevent such misconduct.**

Sworn Officers	17%
Civilian Employees	17%

### **D. The nature and number of incidences are troubling and they have caused serious harm to public trust. There are things the department can and should do to prevent such misconduct.**

Sworn Officers	13%
Civilian Employees	19%

## #9 - DISCIPLINE

As to the specific discipline cases you know about, what is your overall opinion as to the outcome?

### **A. The discipline administered was fair and appropriate.**

Sworn Officers	35%
Civilian Employees	15%

### **B. I might have been more lenient in some cases, but the results were reasonable.**

Sworn Officers	26%
Civilian Employees	71%

### **C. I might have been stricter in some cases, but the results were reasonable.**

Sworn Officers	16%
Civilian Employees	2%

### **D. Overall, the results were too harsh and have damaged morale.**

Sworn Officers	14%
Civilian Employees	8%

### **E. Overall, the results were too lenient and have damaged morale.**

Sworn Officers	5%
Civilian Employees	2%

### **F. I don't really know enough to have a responsible opinion.**

Sworn Officers	5%
Civilian Employees	15%

### **#10 - PERFORMANCE**

Please give your most candid and fair rating of the performance of the Fresno Police Department with respect to each of the following objectives.

- A – Excellent
- B+ – Very Good
- B – Good
- C – Adequate
- D – Poor
- F – Very Poor

<b><i>Preventing citizens from becoming victims of violent crime.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	9%	21%	32%	28%	9%	2%	62%	11%
Civilian Employees	14%	25%	23%	29%	5%	4%	62%	9%

<b><i>Preventing citizens from being injured in traffic collisions</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	21%	34%	26%	16%	2%	1%	81%	3%
Civilian Employees	20%	17%	35%	26%	0%	2%	72%	2%

<b><i>Preventing and reducing non-violent crimes</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	4%	10%	21%	31%	27%	7%	35%	34%
Civilian Employees	9%	14%	31%	22%	17%	7%	54%	24%

<b><i>Arresting persons who committed violent crimes.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	24%	30%	25%	16%	3%	2%	79%	5%
Civilian Employees	20%	37%	25%	15%	0%	2%	82%	2%

<b><i>Arresting persons who committed property crimes.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	5%	14%	25%	32%	20%	5%	44%	25%
Civilian Employees	8%	12%	25%	27%	20%	7%	45%	27%

<b><i>Providing prosecutor with sufficient evidence to secure convictions of persons arrested</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	11%	18%	25%	21%	15%	9%	54%	24%
Civilian Employees	18%	29%	24%	24%	2%	2%	71%	4%

<b><i>Protecting citizens and their property endangered or injured by floods, fires, and other non-criminal force</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	7%	16%	25%	36%	9%	7%	48%	16%
Civilian Employees	13%	18%	28%	35%	3%	5%	59%	8%

<b><i>Protecting the homeless, mentally ill, children and, other vulnerable populations</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	6%	16%	30%	29%	12%	8%	52%	20%
Civilian Employees	7%	19%	28%	28%	17%	2%	54%	19%

<b><i>Effectively dealing with traffic accidents and injuries (assuring that emergency aid is provided, roads are promptly cleared, and complete and useful incident reports are prepared)</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	25%	35%	23%	15%	1%	0%	83%	1%
Civilian Employees	29%	39%	18%	7%	4%	4%	86%	8%

<b><i>Dealing with disturbances of the peace, public nuisances, and non-urgent citizen calls in a manner that upholds the civil liberties of all parties and provides citizens with a safe and secure environment</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good / Excellent	Poor / Very Poor
Sworn Officers	8%	18%	25%	26%	14%	9%	51%	23%
Civilian Employees	12%	27%	27%	18%	8%	8%	66%	16%

<b><i>Collaborating with other organizations to identify and reduce the causes of crime.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	16%	28%	26%	16%	7%	51%	23%
Civilian Employees	17%	17%	33%	15%	13%	4%	67%	17%

<b><i>Employing community policing strategies to earn legitimacy (trust) and more effectively accomplish objectives</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	14%	23%	27%	17%	11%	44%	28%
Civilian Employees	17%	13%	38%	13%	13%	6%	68%	19%

<b><i>Providing an environment where people feel safe, secure, and well-protected in their homes, businesses, and public places</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	4%	11%	30%	31%	19%	5%	45%	24%
Civilian Employees	9%	7%	38%	25%	13%	9%	54%	22%

<b><i>Responding to citizen calls in a timely, respectful manner that results in citizen satisfaction</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	9%	19%	25%	25%	19%	30%	44%
Civilian Employees	5%	12%	19%	25%	26%	12%	36%	38%

<b><i>Safeguarding the civil liberties and rights of all citizens</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	15%	25%	23%	25%	7%	5%	63%	12%
Civilian Employees	13%	20%	35%	22%	7%	4%	68%	11%

<b><i>Providing equal service and protection to all segments of the community</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	18%	22%	26%	19%	10%	6%	66%	16%
Civilian Employees	18%	25%	30%	11%	13%	4%	73%	17%

<b><i>Providing current, credible, and accurate data to allow the public to assess the department's effectiveness.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	21%	23%	23%	15%	6%	55%	21%
Civilian Employees	15%	26%	26%	15%	13%	6%	67%	19%

<b><i>Providing the training and oversight to assure that sworn officers always comply with the law and department policies.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	15%	26%	27%	21%	7%	4%	68%	11%
Civilian Employees	13%	27%	27%	15%	13%	4%	67%	17%

<b><i>Providing training and oversight to assure that civilian employees always comply with the law and department policies.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	19%	28%	30%	8%	4%	58%	12%
Civilian Employees	11%	19%	16%	19%	19%	15%	46%	34%

<b><i>Providing training and oversight to assure that all employees adhere to high ethical and professional standards above and beyond legal minimum requirements.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	11%	18%	27%	26%	10%	8%	56%	18%
Civilian Employees	10%	20%	21%	21%	20%	8%	51%	28%

<b><i>Implementing policies and strategies that effectively and efficiently achieve objectives without causing unintended consequences or incurring undue costs.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	17%	29%	31%	13%	3%	53%	16%
Civilian Employees	13%	25%	21%	25%	10%	6%	59%	16%

<b><i>Promptly responding to calls; promptly and politely returning phone messages; providing timely follow-up investigations; resolving citizen questions, problems and complaints; keeping crime victims informed; and being sensitive to the needs of business and property owners.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	11%	30%	22%	18%	16%	44%	34%
Civilian Employees	9%	19%	17%	30%	11%	13%	45%	24%

<b><i>Recruiting the best candidates possible who are representative of the community in ethnicity and gender to achieve diversity goals without compromising standards.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	4%	14%	19%	32%	19%	12%	37%	31%
Civilian Employees	15%	21%	25%	23%	15%	2%	61%	17%

<b><i>Maintaining the trust and support of the community as a whole.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	18%	28%	30%	13%	5%	52%	18%
Civilian Employees	7%	16%	19%	37%	18%	4%	42%	22%

<b><i>Maintaining trust and support of Hispanic citizens.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	8%	17%	29%	31%	10%	5%	54%	15%
Civilian Employees	13%	13%	9%	40%	19%	6%	35%	25%

<b><i>Maintaining trust and support of African American citizens.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	15%	23%	33%	13%	8%	45%	21%
Civilian Employees	13%	13%	6%	43%	19%	6%	32%	25%

<b><i>Maintaining trust and support among sworn officers.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	5%	10%	23%	21%	27%	13%	38%	40%
Civilian Employees	7%	18%	18%	47%	4%	7%	43%	11%

<b><i>Maintaining trust and support among civilian employees.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	5%	12%	30%	30%	16%	7%	47%	23%
Civilian Employees	5%	5%	24%	39%	20%	7%	34%	27%

<b><i>Assuring that officers and civilian employees treat all citizens professionally, with respect, dignity, compassion, fairness, empathy, and courtesy; officers and civilian employees are not condescending, disrespectful, rude, or unapproachable during citizen contacts, regardless of how the officers are treated.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	10%	26%	28%	25%	8%	3%	64%	11%
Civilian Employees	16%	21%	32%	26%	2%	4%	69%	6%

<b><i>While handling complaints, calls, concerns, inquires, etc. from citizens.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	19%	28%	28%	16%	3%	53%	19%
Civilian Employees	12%	20%	34%	22%	5%	7%	66%	12%

### #11 - LEADERSHIP, ORGANIZATIONAL, & MANAGEMENT ISSUES

Please give your most candid and fair rating of the performance of the Fresno Police Department with respect to each of the following leadership, organizational and management issues.

- A – Excellent
- B+ – Very Good
- B – Good
- C – Adequate
- D – Poor
- F – Very Poor

<b><i>Leaders and managers consistently articulate, advocate, enforce, and model the agency's stated values.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	14%	19%	26%	23%	15%	36%	38%
Civilian Employees	5%	10%	31%	33%	16%	5%	46%	21%

<b><i>Operational and personnel policies and practices (including hiring, training, promotions, discipline, deployment, and compensation) are implemented in a manner that inspires trust.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	11%	15%	24%	28%	18%	29%	46%
Civilian Employees	7%	7%	25%	32%	23%	7%	39%	30%

<b><i>The organizational culture fosters a sense of unity where all employees care about and look out for each other.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	7%	17%	25%	28%	20%	26%	48%
Civilian Employees	7%	7%	20%	30%	23%	13%	34%	36%

<b><i>The organizational culture fosters a sense of purpose and pride in the agency and its mission.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	11%	20%	26%	29%	12%	33%	41%
Civilian Employees	11%	11%	23%	32%	18%	7%	45%	25%

<b><i>The organizational culture is intolerant of minimal effort, substandard performance, and corner cutting.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	8%	13%	25%	30%	21%	23%	51%
Civilian Employees	7%	7%	23%	26%	25%	12%	37%	37%

<b><i>The organizational culture attracts and retains employees of high character, commitment, and competence.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	2%	13%	21%	37%	16%	11%	36%	27%
Civilian Employees	7%	10%	25%	31%	20%	7%	42%	27%

<b><i>The organizational culture promotes professionalism so that all employees are expected to continually improve their skills and performance and find new and better ways to perform their jobs.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	4%	11%	18%	30%	27%	9%	33%	36%
Civilian Employees	8%	12%	15%	24%	29%	12%	35%	41%

<b><i>The organizational culture fosters and demands personal accountability so that all employees accept responsibility to protect the public and the agency's credibility by preventing or reporting unlawful or unethical conduct.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	5%	11%	24%	30%	17%	13%	40%	30%
Civilian Employees	9%	14%	22%	26%	19%	10%	45%	29%

<b><i>The FPD effectively recruits and develops a workforce composed of diverse employees who represent the community we serve.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	9%	21%	27%	27%	12%	5%	57%	17%
Civilian Employees	19%	11%	34%	25%	9%	2%	64%	11%

<b><i>The FPD effectively recruits and develops a workforce composed of competent, service-oriented employees dedicated to protecting and serving the community.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	15%	22%	30%	20%	7%	43%	27%
Civilian Employees	10%	12%	29%	33%	5%	10%	51%	15%

<b><i>Management cares about and seeks to protect the physical and emotional well-being of employees and supports a reasonable work/life balance.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	5%	8%	16%	21%	28%	22%	29%	50%
Civilian Employees	7%	10%	22%	27%	25%	8%	39%	33%

<b><i>Supervisors provide subordinates with regular feedback concerning their performance.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	7%	18%	24%	26%	16%	9%	49%	25%
Civilian Employees	8%	13%	25%	23%	21%	10%	46%	31%

<b><i>Staff members and supervisors treat employees fairly, with honesty, respect, and dignity; they do not demean, embarrass, or act condescendingly towards employees.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	8%	22%	16%	28%	14%	12%	46%	26%
Civilian Employees	14%	15%	17%	27%	19%	8%	46%	27%

<b><i>When employees demonstrate a desire to be promoted, supervisors do all they can to encourage them, counsel them on perceived weakness, encourage them to gain experience in various assignments, and ensure that they have every opportunity to promote.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	9%	18%	22%	24%	17%	11%	49%	28%
Civilian Employees	9%	15%	15%	28%	24%	9%	39%	33%

<b><i>The FPD provides employees with equipment needed to ensure their safety, keep the community safe, and provide the community with the most effective and efficient service available.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	15%	27%	21%	23%	9%	5%	63%	14%
Civilian Employees	16%	12%	16%	33%	16%	7%	44%	23%

<b><i>All employees, regardless of rank, are held accountable for substandard performance or misconduct through counseling, training, reassignment, suspension, or termination.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	8%	12%	18%	29%	27%	26%	56%
Civilian Employees	9%	9%	11%	33%	25%	13%	29%	38%

<b><i>Leaders and managers encourage open communication where employees believe they can respectfully disagree and make suggestions without fear of retaliation.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	10%	15%	24%	21%	26%	28%	47%
Civilian Employees	10%	10%	12%	38%	17%	12%	32%	29%

<b><i>Leaders and managers promote employee engagement by inviting input concerning decisions that affect their jobs.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	8%	17%	23%	28%	20%	28%	48%
Civilian Employees	9%	4%	23%	28%	25%	12%	36%	37%

<b><i>Managers and leaders generate trust and confidence in their vision, integrity, intentions, and judgment and motivate employees to work as team to achieve mission outcomes.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	3%	10%	22%	21%	31%	13%	35%	44%
Civilian Employees	8%	7%	20%	34%	20%	10%	35%	30%

<b><i>Leaders and managers demonstrate a commitment to ongoing professionalization so that the agency represents the 'state-of-the-art' in policing performance.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	16%	20%	30%	19%	8%	42%	27%
Civilian Employees	9%	11%	22%	38%	11%	9%	42%	20%

<b><i>Leaders identify and adopt new strategies and technologies to respond to emerging social trends (e.g., social media, internet crimes, etc.) that affect the safety or well-being of the community.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	28%	22%	31%	9%	5%	56%	14%
Civilian Employees	14%	23%	19%	30%	9%	5%	56%	14%

<b><i>Leaders make prudent, informed, cost effective, and community sensitive decisions as whether and how to use a new methods and technologies (e.g., crime mapping, hot spot analysis, etc.) and policing strategies to better achieve mission goals (e.g., community policing, problem-oriented policing, predictive policing).</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	6%	26%	19%	30%	14%	6%	51%	20%
Civilian Employees	12%	20%	20%	37%	6%	4%	52%	10%

<b><i>The FPD operates with honesty and openness and provides information to the public as often as possible without compromising privacy rights, confidentiality laws, and the integrity of investigations.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Good - Excellent	Poor / Very Poor
Sworn Officers	13%	30%	19%	22%	11%	5%	62%	16%
Civilian Employees	20%	31%	16%	22%	5%	5%	67%	10%

Indicate whether you agree or disagree with each of the following statements.

- A – Very Strongly Agree
- B+ – Strongly Agree
- B – Agree
- C – Disagree
- D – Strongly Disagree
- F – Very Strongly Disagree

<b><i>The overall impact of the DROP program has been detrimental to morale and performance.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	14%	7%	7%	17%	18%	36%	28%	54%
Civilian Employees	4%	6%	13%	25%	10%	42%	23%	52%

<b><i>As new funds become available to the FPD, top priority should be placed on raising the compensation of current officers rather than hiring new ones to fulfill staffing needs.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	20%	15%	24%	26%	8%	7%	59%	15%
Civilian Employees	8%	6%	31%	27%	21%	8%	45%	29%

<b><i>With rare exceptions, FPD management leads by example and earns the respect of the line level sworn employees.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	4%	11%	23%	26%	14%	22%	38%	36%
Civilian Employees	4%	12%	33%	35%	8%	8%	49%	16%

<b><i>In my unit/division, management consistently makes assignment and promotion decisions based on merit and experience.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	10%	16%	20%	18%	13%	24%	46%	37%
Civilian Employees	10%	14%	20%	28%	16%	12%	44%	28%

<b><i>In my unit / division, FPD efforts to achieve greater diversity has resulted in the hiring of persons of doubtful qualifications and has negatively affected performance.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	16%	12%	21%	25%	13%	14%	49%	27%
Civilian Employees	12%	8%	14%	26%	24%	16%	34%	40%

<b><i>My supervisor is more concerned with achieving good numbers (e.g. arrests, citations issued, productivity data) than good policing results.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	28%	11%	9%	12%	18%	22%	48%	40%
Civilian Employees	8%	4%	18%	34%	28%	8%	30%	36%

<b><i>Other than when first employed as a sworn employee, patrol division assignments generally are used to punish or discipline officers.</i></b>	Very Strongly Agree	Strongly Agree	Agree	Disagree	Strongly Disagree	Very Strongly Disagree	Agree - Very Strongly Agree	Strongly Disagree / Very Strongly Disagree
Sworn Officers	29%	18%	15%	15%	10%	13%	62%	23%
Civilian Employees	9%	0%	21%	24%	33%	12%	30%	45%

## #12 - CONDUCT & ATTITUDES

Indicate whether you agree or disagree with the following statements.

- (5) Strongly Agree
- (4) Agree
- (3) Disagree
- (2) Disagree Strongly
- (1) No Opinion

<b><i>In my unit / division, superiors create a kind of quota system placing great emphasis on creating good statistics without focusing on meaningful outcomes (e.g., felony arrests and parole violations).</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	34%	18%	17%	24%	7%	52%
Civilian Employees	11%	14%	12%	21%	42%	25%

<b><i>Whether true or not, the patrol division has been demeaned by a belief among many employees that it is composed primarily of new officers or "losers" (folks who can't promote out, were disciplined, or were demoted).</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	29%	28%	25%	14%	4%	57%
Civilian Employees	4%	9%	21%	21%	45%	13%

<b><i>I would very much like to be transferred or promoted to another unit / division.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	16%	16%	16%	40%	11%	32%
Civilian Employees	16%	7%	19%	29%	29%	23%

<b><i>In the past 12 months a supervisor has lied to me or misled me about something significant.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	13%	11%	13%	53%	10%	24%
Civilian Employees	14%	10%	29%	25%	22%	28%

<b><i>In the past 12 months a supervisor has treated me with disrespect.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	13%	15%	10%	53%	8%	28%
Civilian Employees	12%	18%	20%	35%	15%	30%

<b><i>In the past 12 months I have lied to or misled an officer within the department about something significant.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	2%	3%	8%	76%	11%	5%
Civilian Employees	3%	0%	10%	67%	19%	3%

<b><i>In the past 12 months I have withheld negative information from a superior to avoid a "kill the messenger" response.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	9%	7%	14%	62%	8%	16%
Civilian Employees	5%	3%	8%	59%	24%	8%

<b><i>In my unit, there is a pervasive kill-the-messenger culture that causes many employees to conceal or distort negative information.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	9%	13%	24%	45%	8%	22%
Civilian Employees	3%	10%	17%	47%	22%	13%

<b><i>In my unit, it is sometimes necessary to ignore or bend agency policies to accomplish our objectives.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	5%	14%	22%	52%	7%	19%
Civilian Employees	3%	3%	12%	57%	24%	6%

<b><i>Most officers are basically honest, but they may occasionally lie, deceive, or conceal a fact to assure justice is done.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	5%	14%	25%	47%	9%	19%
Civilian Employees	4%	19%	16%	28%	33%	23%

<b><i>Abuse of workers' compensation injury claims and sick time is a problem in my unit / division.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	16%	18%	15%	43%	9%	34%
Civilian Employees	13%	13%	18%	32%	25%	26%

<b><i>In today's environment, many officers make decisions based on fear of reprimand or to avoid risk of personal or career injury rather than on what is the right thing to do.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	20%	28%	24%	19%	8%	48%
Civilian Employees	5%	14%	16%	14%	50%	19%

<b><i>In today's world, a person must lie or cheat at least occasionally to succeed.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	4%	6%	15%	67%	9%	10%
Civilian Employees	2%	3%	14%	55%	26%	5%

<b><i>Staffing shortages are so urgent that the FPD should be willing to lower the qualification standards if necessary. We have to get the best we can get.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	3%	3%	10%	74%	11%	6%
Civilian Employees	2%	0%	16%	64%	18%	2%

<b><i>Background investigations aren't thorough enough, resulting in officers being hired who should have been screened out.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	15%	17%	27%	27%	14%	32%
Civilian Employees	11%	17%	13%	22%	37%	28%

<b><i>Our ability to achieve our mission would improve if management more effectively communicated its reasons for certain policies and gave employees a reasonable chance to give their opinions and offer alternatives.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	26%	32%	22%	11%	8%	58%
Civilian Employees	17%	38%	20%	8%	17%	55%

<b><i>Patrol officers who are seriously overweight or otherwise out of condition present a danger to citizens, themselves, and other officers.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	41%	33%	14%	8%	5%	74%
Civilian Employees	24%	46%	12%	5%	14%	70%

<b><i>I would support a reasonable ongoing fitness requirement, at least for patrol officers.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	44%	28%	12%	10%	6%	72%
Civilian Employees	16%	43%	17%	9%	16%	59%

<b><i>Even when thought necessary to achieve justice, it is never proper to lie, deliberately mislead, or conceal information in warrant applications, written or oral reports, or courtroom testimony.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	87%	6%	3%	4%	0%	93%
Civilian Employees	73%	14%	2%	5%	7%	87%

<b><i>Lying on any official matter is always a serious offense, and there must always be a serious consequence.</i></b>	(5) Strongly Agree	(4) Agree	(3) Disagree	(2) Strongly Disagree	(1) No Opinion	Strongly Agree / Agree
Sworn Officers	85%	10%	3%	1%	0%	95%
Civilian Employees	70%	17%	5%	2%	7%	87%

### #13 - BEHAVIOR

Please indicate your opinion as to the whether the listed behaviors or attitudes are serious problems that should be addressed.

(5) Severe problem presenting an imminent and major threat to performance or damage to the agency.

(4) Serious problem presenting a significant threat to performance or damage to the agency.

(3) Somewhat serious presenting a possible threat to performance or damage to the agency.

(2) Minor problem

(1) Not a problem at all

The survey reveals a substantial number of conditions and attitudes that reveal the department is has deep and dangerous problems.

Low Morale. For example, 37% of Sworn Officers and 16% of Civilian Employees believe that low morale is a “severe problem presenting an imminent and major threat to performance or damage to the agency. Another 31% of sworn and 36% of civilians describe the problem as serious enough to presenting a significant threat to performance or damage to the agency. Thus, two-thirds (68%) of sworn and more than half (52%) of Civilian Employees believe the morale problem presents a major threat to the ability of the FPD to perform its mission.

<b>Low morale</b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	37%	31%	24%	7%	2%	68%
Civilian Employees	16%	36%	33%	14%	2%	52%

<b>Poor work ethic</b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	20%	27%	34%	14%	5%	47%
Civilian Employees	17%	19%	38%	22%	5%	36%

<b>Fabrication or distortion in reporting, affidavits and testifying</b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	24%	11%	12%	29%	24%	35%
Civilian Employees	25%	4%	11%	15%	45%	29%

<b>Abuse of sick/workers comp benefits</b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	21%	22%	24%	26%	7%	43%
Civilian Employees	19%	16%	23%	26%	16%	35%

<b><i>Manipulation of data and crime statistics by the way crimes are categorized</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	31%	21%	26%	12%	11%	52%
Civilian Employees	15%	16%	15%	29%	25%	31%

<b><i>Number of arrests that do not result in convictions or guilty pleas</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	34%	24%	20%	13%	8%	58%
Civilian Employees	13%	17%	27%	21%	23%	30%

<b><i>Overemphasis on statistics (e.g., number of arrests) rather than real and meaningful policy outcomes</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	57%	21%	10%	7%	4%	73%
Civilian Employees	21%	19%	23%	23%	15%	40%

<b><i>Code of silence preventing officers from being accountable and honest re: misconduct of other officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	13%	10%	22%	24%	31%	23%
Civilian Employees	14%	22%	20%	20%	25%	36%

<b><i>Arrogance, disrespect or abuse of power by patrol officers toward citizens</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	13%	8%	16%	37%	27%	21%
Civilian Employees	15%	19%	12%	23%	31%	34%

<b><i>Arrogance, disrespect or abuse of power by supervisory officers toward subordinates</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	14%	12%	18%	33%	24%	26%
Civilian Employees	19%	13%	21%	21%	26%	32%

<b><i>Gender bias within the agency</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) No Problem	Severe / Serious
Sworn Officers	15%	11%	12%	11%	51%	26%
Civilian Employees	13%	4%	9%	34%	40%	17%

<b><i>Racial bias within the agency</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	14%	13%	10%	15%	49%	27%
Civilian Employees	11%	4%	9%	28%	48%	15%

<b><i>Alcohol or other substance abuse by officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	8%	7%	13%	40%	33%	15%
Civilian Employees	14%	8%	14%	29%	35%	22%

<b><i>Off duty DUIs committed by officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	10%	12%	16%	38%	25%	22%
Civilian Employees	10%	13%	10%	35%	31%	23%

<b><i>Domestic abuse committed by officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	12%	8%	10%	37%	33%	20%
Civilian Employees	15%	10%	10%	38%	27%	25%

<b><i>Improper use of force</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	10%	8%	15%	36%	32%	18%
Civilian Employees	16%	8%	10%	38%	28%	24%

<b><i>Sexual misconduct of officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	13%	9%	13%	32%	34%	22%
Civilian Employees	17%	10%	15%	29%	29%	27%

<b><i>Improper racial or gender bias affecting public</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	11%	6%	7%	29%	47%	17%
Civilian Employees	12%	10%	8%	34%	36%	22%

<b><i>Officers failing to do what they should do because of fear of criticism, discipline or lawsuits</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	17%	21%	25%	25%	12%	38%
Civilian Employees	16%	16%	14%	24%	29%	32%

<b><i>Persistent absences, tardiness or missing court dates</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	8%	9%	23%	32%	29%	17%
Civilian Employees	10%	14%	8%	31%	37%	24%

<b><i>Lack of physical fitness of some patrol officers</i></b>	(5) Severe	(4) Serious	(3) Somewhat Serious	(2) Minor	(1) Not a Problem	Severe / Serious
Sworn Officers	18%	15%	32%	29%	7%	33%
Civilian Employees	13%	19%	31%	26%	11%	32%

<b><i>The organizational culture fosters a sense of unity where all employees care about and look out for each other.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	2%	7%	17%	25%	28%	20%	9%	48%
Civilian Employees	7%	7%	20%	30%	23%	13%	14%	36%

<b><i>The organizational culture fosters a sense of purpose and pride in the agency and its mission.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	2%	11%	20%	26%	29%	12%	13%	41%
Civilian Employees	11%	11%	23%	32%	18%	7%	22%	25%

<b><i>The organizational culture is intolerant of minimal effort, substandard performance, and corner cutting.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	2%	8%	13%	25%	30%	21%	10%	51%
Civilian Employees	7%	7%	23%	26%	25%	12%	14%	37%

<b><i>The organizational culture attracts and retains employees of high character, commitment, and competence.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	2%	13%	21%	37%	16%	11%	15%	27%
Civilian Employees	7%	10%	25%	31%	20%	7%	17%	27%

<b><i>The organizational culture promotes professionalism so that all employees are expected to continually improve their skills and performance and find new and better ways to perform their jobs.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	4%	11%	18%	30%	27%	9%	15%	36%
Civilian Employees	8%	12%	15%	24%	29%	12%	20%	41%

<b><i>The organizational culture fosters and demands personal accountability so that all employees accept responsibility to protect the public and the agency's credibility by preventing or reporting unlawful or unethical conduct.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	5%	11%	24%	30%	17%	13%	16%	30%
Civilian Employees	9%	14%	22%	26%	19%	10%	23%	29%

<b><i>The FPD effectively recruits and develops a workforce composed of diverse employees who represent the community we serve.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	9%	21%	27%	27%	12%	5%	30%	17%
Civilian Employees	19%	11%	34%	25%	9%	2%	30%	11%

<b><i>The FPD effectively recruits and develops a workforce composed of competent, service-oriented employees dedicated to protecting and serving the community.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	6%	15%	22%	30%	20%	7%	21%	27%
Civilian Employees	10%	12%	29%	33%	5%	10%	22%	15%

<b><i>Management cares about and seeks to protect the physical and emotional well-being of employees and supports a reasonable work/life balance.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	5%	8%	16%	21%	28%	22%	13%	50%
Civilian Employees	7%	10%	22%	27%	25%	8%	17%	33%

<b><i>Supervisors provide subordinates with regular feedback concerning their performance.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	7%	18%	24%	26%	16%	9%	25%	25%
Civilian Employees	8%	13%	25%	23%	21%	10%	21%	31%

<b><i>Staff members and supervisors treat employees fairly, with honesty, respect, and dignity; they do not demean, embarrass, or act condescendingly towards employees.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	8%	22%	16%	28%	14%	12%	30%	26%
Civilian Employees	14%	15%	17%	27%	19%	8%	29%	27%

<b><i>When employees demonstrate a desire to be promoted, supervisors do all they can to encourage them, counsel them on perceived weakness, encourage them to gain experience in various assignments, and ensure that they have every opportunity to promote.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	9%	18%	22%	24%	17%	11%	27%	28%
Civilian Employees	9%	15%	15%	28%	24%	9%	24%	33%

<b><i>The FPD provides employees with equipment needed to ensure their safety, keep the community safe, and provide the community with the most effective and efficient service available.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	15%	27%	21%	23%	9%	5%	42%	14%
Civilian Employees	16%	12%	16%	33%	16%	7%	28%	23%

<b><i>All employees, regardless of rank, are held accountable for substandard performance or misconduct through counseling, training, reassignment, suspension, or termination.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	6%	8%	12%	18%	29%	27%	14%	56%
Civilian Employees	9%	9%	11%	33%	25%	13%	18%	38%

<b><i>Leaders and managers encourage open communication where employees believe they can respectfully disagree and make suggestions without fear of retaliation.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	3%	10%	15%	24%	21%	26%	13%	47%
Civilian Employees	10%	10%	12%	38%	17%	12%	20%	29%

<b><i>Leaders and managers promote employee engagement by inviting input concerning decisions that affect their jobs.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	3%	8%	17%	23%	28%	20%	11%	48%
Civilian Employees	9%	4%	23%	28%	25%	12%	13%	37%

<b><i>Managers and leaders generate trust and confidence in their vision, integrity, intentions, and judgment and motivate employees to work as team to achieve mission outcomes.</i></b>	Excellent	Very Good	Good	Adequate	Poor	Very Poor	Very Good / Excellent	Very Poor / Poor
Sworn Officers	3%	10%	22%	21%	31%	13%	13%	44%
Civilian Employees	8%	7%	20%	34%	20%	10%	15%	30%

# APPENDIX B



**COMMUNITY INPUT COMMITTEE PRELIMINARY REPORT**  
**9/28/20**  
**Presented to the**  
**Fresno Commission for Police Reform**



Compiled and written by  
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**COMMUNITY INPUT COMMITTEE PRELIMINARY REPORT**  
**9/28/20**

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## Executive Summary

The Community Input Committee of the Fresno Commission for Police Reform presents this report with community sentiments and observations regarding policing and what Fresno residents want changed in the Fresno Police Department. Our results ranged from reform suggestions to completely restructuring how we currently understand policing and public safety in our community. Nonetheless, it is clear that the community is tired of waiting for change.

For far too long, we have known that there are two very disparate viewpoints on policing, representing a “north-south divide” within Fresno. This report focuses on the neighborhoods negatively impacted by police practices and city policies pertaining to law enforcement. Neighborhoods such as Southwest, Southeast, and Central Fresno tend to experience policing in dissimilar ways compared to neighborhoods in North Fresno. This report shows how community members in South Fresno were more likely to have had a negative experience and/or perception of the Fresno Police Department.

It is also no secret that the homeless population in Fresno does not have the best relationship with the Fresno Police Department. Surveys completed by community members who are homeless told a story of over-policing, criminalization, and mistrust. One standout among the comments made by residents, especially among the homeless population, is the need to abolish the Homeless Task Force, as it is seen as contributing nothing in the way of positive results for the community. The overarching analysis of this report is that as a city with high concentrations of poverty, we must look into helping homeless people get back on their feet rather than criminalizing their behavior.

Another observation made by community members is the need to move beyond the false dichotomy that pits community interests against the interests of the Fresno Police Department. The results of the community input indicate a need to transform the culture of the Fresno Police Department and a need for fundamental changes to city policies involving law enforcement so as to provide equitable treatment to all of Fresno’s citizens in their interactions with law enforcement, and foster the development of trust between negatively-impacted neighborhoods and the Fresno Police Department. Furthermore, it is important to note that building trust will depend on how the Fresno Police Department engages with the neighborhoods that have been historically oppressed in the City of Fresno. The police department cannot expect community trust if they are not willing to listen to community input and make changes based on it.

Due to past failed community input efforts, community members have gotten the sense that these efforts are not taken seriously by the City of Fresno or the Fresno Police Department. Instead, they seem to be used as publicity stunts to make the community think they have a say, when in reality the influence is very little. Community members from our focus groups described such efforts as “dog and pony shows” and “a lot of lip service.” Developing community trust is going to require follow through on efforts at reform on behalf of the Fresno Police Department and the City of Fresno.

Lastly, police accountability and community input must be a continuous process; not an event only lasting 90 days. Both commissioners and Fresno residents have expressed that this commission is not the “end all be all” answer that will bring us a perfect solution. The short 90 day period caused some serious barriers in being able to create the best recommendations for better policing and public safety in Fresno. The City of Fresno must pursue an ongoing commitment of listening to community members and strengthening the current structure of community oversight.

This report shows that the majority of respondents are either unaware of the existence of the Office of Independent Review (OIR), or have a negative review of its work. If the purpose and work of the OIR is to "strengthen community trust in the Fresno Police Department," its leadership must be informed and shaped by the values and feedback from the actual community with which it aims to build trust. While the nature of the OIR is built on the notion of "independence" as one of its principles, it is critical that this independence not mistakenly cross over from the review portion of the work, and into the governance structure and accountability of the office itself. Fairness, Integrity, Honesty, and Transparency are also principles of the OIR - all of which are shaped by and **dependent** on authentic community engagement and true agency in the office and its policies, procedures, and strategies.

Below are the recommendations put forth by the Community Input Committee based on the feedback received from the citizens of Fresno.

1. Commit to a continuous process of changing how policing is done in Fresno for at minimum the next five years.
2. Have the National Institute for Criminal Justice Reform perform an evaluation of what recommendations have been approved and rejected twelve months after the Fresno Commission for Police Reform’s work is done. Fresno City Council must contribute by writing a report detailing why recommendations were rejected, if any.
3. A commitment by the City of Fresno to use results of the 2019 Community Input for Police Chief Search process as a driving force in hiring the new Chief of Police.
4. The City of Fresno should refrain from using police officers to respond to non-threatening situations. (21% feel extremely uncomfortable calling the police during these situations, 16% feel somewhat uncomfortable). Instead, funding for social services should be increased to allow social workers and mental health professionals to respond to non-threatening situations.
5. End contracts with the FPOA that enable the City of Fresno to pay from general fund dollars to defend officers charged with police misconduct. Such settlements must come from the Fresno Police Department’s budget to demand utmost accountability.
6. A significant overhaul of the Office of Independent Review’s structure and accountability process to ensure equitable community representation and timely access to its findings.
7. Hire a new Independent Reviewer based on recommendations from community based organizations.
8. Create a community oversight board with the ability to hire a new Independent Reviewer based on recommendations from community based organizations, and most importantly, that reflects the diversity of Fresno in terms of race, gender, and

- district/location. The overarching goal of the community oversight board should be to hold the OIR accountable, facilitate a community engagement process, collect and review data/feedback, and work in conjunction with the OIR leadership on a formal public communication process with transparency and equitability at its core.
9. Disband the Homeless Task Force and reallocate resources to social services and community based organizations who provide service to our homeless population.
  10. The City of Fresno should focus on building trust in South Fresno by investing more money on social support services and opportunities for youth rather than saturating their neighborhoods with more police.
  11. Policing encounters must be made on actual probable cause and not on the whim of the officer. Quotas should not drive the number of stops or encounters made by a given officer of a department. The motive for policing should not be revenue enhancement for the police department but service to the community.
  12. We need a more effective process for aiding and resourcing how we address homelessness in our city. The police are not equipped to address this community issue effectively.
  13. We need more social workers and mental health professionals involved in addressing homelessness in our city to help bridge the communication and understanding gap between our police officers and the homeless population.
  14. Policing contracts should include a morality and behavior clause that limits the city's liability for behavior deemed inappropriate and improper for our officers to engage in.
  15. We need to build a more inclusive process for including a larger segment in our community in city budgeting decisions.
  16. The Office of Independent Review must be re-chartered. If it is funded as part of the city budget it should not report to city administration. It should be truly independent and not be afraid to challenge current policy and law or be obligated to follow policy and procedure that produce conclusions that are morally wrong. We have to eliminate policy and procedure that allow for the justification of killing any unarmed person.
  17. We need to substantially reduce the influence of the Police union (FPOA) in regards to our city budget and administrative decisions in our city.
  18. Define the defunding of our police budget as seriously auditing the police budget for the purpose of re-allocating funds as we re-vision policing in our city.
  19. Create a separate stream of funding for mental illness professionals to be available for disruptions by potentially mentally ill persons of interest and homeless to receive services before defaulting to incarceration.

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## **1.0 Introduction**

When it comes to policing, Fresno is truly a “tale of two cities.” In North Fresno, policing is seen in a positive light, as providing what was once the phrase stenciled on police squad cars, “to protect and serve.” In South Fresno, policing is seen as warfare against neighborhoods, a sentiment shared not only by residents of negatively impacted Fresno neighborhoods but also by members of the Fresno Police Officers Association in their social media posts. These are things most people in Fresno already know, and they are often referred to as the “north-south divide,” but most do not discuss them openly. Twenty years ago, residents would advise newcomers not to live south of Shaw Avenue, owing to South Fresno’s reputation regarding high crime and poverty rates. Now people often invoke Herndon Avenue with that same advice. This situation, along with the increasing salience of police violence against people of color across the country and resultant protests against such violence, resulted in the City of Fresno creating the Fresno Commission for Police Reform, comprising four committees, including the Community Input Committee (hereafter referred to as the Committee).

The Committee is made up of Commissioners representing different community interests, with the intent of having as diverse a group as possible to represent all of Fresno. The Committee convened its first meeting on July 13, 2020 and requested the involvement of Fresno State’s Sociology Department for help with data collection and analysis on July 20, 2020.

The Committee’s task was to derive community feedback regarding residents’ views on policing and police reform, including what the community would want as recommended reforms to be considered and implemented by the City government. Upon attainment and analysis of that data, the Committee would then write up a report with recommendations to present to the full Commission.

## **2.0 Background**

This section provides a summary of the culture and institution of policing in Fresno, and its relationship with Fresnans and City Hall. This summary spans from the late 1800s through today. For more details, see Addendum I.

From the late 1800s through the 1970s, the Fresno Police Department (FPD) was integral to the reproduction of the city, and Chinatown specifically, as the center of a vibrant underground economy in the San Joaquin Valley. The FPD not only took payoffs to look the other way in regard to gambling, sex work, and alcohol and drug running, the same illegal activities that it was supposed to be policing, but that it was directly involved in running these enterprises as well. Numerous attempts to reform these practices failed and it was only through external federal investigations that corruption in the FPD was addressed. Additionally, the FPD has historically operated in Chinatown, Japantown, and a racially diverse South Fresno in ways that have created ongoing friction with and trust issues between South Fresnans and the FPD in a multitude of ways that negatively affect all Fresnans. Key to this problem has been the FPD’s criminalization of race, geography, social networks, clothing styles, and cultural practices in ways that target youth of color, pit the FPD against Fresnans, and exacerbate existing social inequities. Another reason for the friction between the FPD and Fresnans is that the FPD has long worked to confine crime and illegal activities in the lower income and more diverse communities in West and South Fresno

and therefore out of Fresno’s more white and affluent communities, despite the fact that all Fresnoans utilize such activities.

This history has left a sour taste in the mouth of residents; one that continues today in relation to the FPD’s over-policing of South Fresnoans and use of force against residents. Such actions are compounded by the department’s mobilization against criminal justice reform measures and its opposition to public funds being spent on community institutions and programs outside of the FPD. How FPD officials frame crime is also an issue for Fresnoans, as it tends to ignore the structural processes shaping crime in Fresno, including the long history of racialized investment practices emanating from City Hall, in favor of linking crime primarily to the individual-level behaviors and “dysfunctional” family structures of South Fresnoans. Fresnoans’ trust in the FPD and City Hall has been diminished for other reasons too, including the belief that the attempts at reform under Mayor Brand through Fresno’s Office of Independent Review (OIR) and the Citizens’ Public Safety Advisory Board (CPSAB) are primarily symbolic and not substantive commitments to police reform. When Chief Dyer asserts that crime in the city is “a community problem not a police problem,” it demonstrates that the FPD is not listening to Fresnoans’ request for change. In general, numerous interviews conducted with community stakeholders and residents underscore that there is a significant lack of community involvement and voice in how the FPD operates and how it goes about trying to realize its mission to “enhance safety, service, and trust within our community.”

Of note, in the more than one-hundred-and-thirty-year history of the FPD there have only been two major, yet all too brief, periods of substantive police reform that involved community based policing, the late 1970s to mid-1980s and the early to mid-1990s. Both of which were instigated by a Chief of Police who was hired from outside of the FPD. Otherwise, reform, not merely reorganization, has generally been actively resisted by those within the FPD as well as by the mayor, the city manager, and the city council. As a result, the history of the FPD is one marked by its operation as a traditional police department prioritizing reactive policing focusing on investigating crime and apprehending criminals over and against crime prevention and community involvement.

One issue that is prevalent in discussions of policing reform nationwide has to do with the lack of diversity in police departments, especially those departments in cities with large populations of people of color. Below is a table comparing the demographics of the City of Fresno with the FPD illustrating differences between the diversity within the city and the diversity of the FPD.

### **3.0 Data Collection**

The Committee, in collaboration and consultation with the Sociology Department of Fresno State, implemented four different data collection strategies to derive community input about reforming the Fresno Police Department. These were: 1) an online survey through Qualtrics, 2) focus group interviews, 3) solicited comments sent directly to the Committee via email, and 4) a telephone survey of a sample of the Fresno population.

Table 1. Demographics of Fresno/Fresno Police Department

<b>Race/Ethnicity</b>	<b>City Population</b>	<b>Fresno PD Officers</b>
Hispanic	49.3%	33.0%
White alone	27.1	54.8
Asian alone	13.5	3.3
Black alone	7.2	6.3
American Indian alone	0.5	NO DATA
Other race alone	0.2	NO DATA
Native Hawaiian and Other Pacific Islander	0.08	NO DATA

\*Data for police demographics was obtained from the 2013 Law Enforcement Management and Administrative Statistics (LEMAS) survey conducted by the Bureau of Justice Statistics. Reported figures in the survey only reflect full-time sworn officers. The Committee recommends that the Fresno Police Department adopt a policy of transparency and include such demographic data in its annual report.

### *3.1 Qualtrics Survey*

The Committee designed a survey with the initial intent of administering it to residents of Fresno via a telephone poll. In consulting with the Sociology Department, which indicated a telephone survey would take time to complete due to contract arrangements between Fresno State and the City, the Committee agreed to use Qualtrics for an online version of the survey, administered by the Sociology Department. The rationale for this change from telephone to online survey was to collect as much data as possible as quickly as possible, given the narrow window of time for data collection imposed on the Committee by the Commission. Another rationale was to keep the work of data collection local, rather than have it administered by a firm with no connection or ties to Fresno. The Committee and Sociology Department derived translations of the English version of the survey to include Spanish, Arabic, Punjabi, and Hmong, with links to each version created on the Commission website. The English version went “live” on August 20. The Hmong version, the last of the translations to be completed, was uploaded to Qualtrics and went “live” on September 11.

In order to ensure the participation of people with little or no access to the Internet, the Committee contracted with We Are Not Invisible to administer paper versions of the survey to the homeless population of Fresno. The cutoff date for both online and paper versions of the survey was September 21. We Are Not Invisible attained 214 completed surveys from homeless residents of Fresno. The Arabic, English, Hmong, Punjabi, and Spanish versions of the Qualtrics survey received a combined 6,340 responses. After data cleaning and elimination of invalid surveys (i.e., those with zip codes that fell outside the boundaries of the city of Fresno, the zip code field left blank, or containing number combinations that did not correspond with zip codes in the Fresno metropolitan area), 4,033 online surveys and 214 paper surveys were analyzed using SPSS and Stata statistical software for this report.

The survey is not a representative sample of Fresno’s population, owing to it being online for anyone having access to complete. As a result of such self-selection<sup>1</sup>, the white population of Fresno is overrepresented in the online data, while the Hispanic, Asian, and African American populations are underrepresented in the online survey responses and overrepresented in the paper survey responses. The white population is underrepresented in the paper survey responses. The paper surveys administered by We Are Not Invisible captured data for the homeless residents of Fresno - a group that is typically excluded from or unable to participate in surveys of this kind. Below is a comparison of the actual demographics of Fresno compared to the demographic response rates to the online survey and the paper surveys filled out by Fresno’s homeless residents.

Table 2. Demographics of Fresno and Survey Respondents

<b>Race/Ethnicity</b>	<b>City Population</b>	<b>Qualtrics Respondents</b>	<b>Paper Survey Respondents</b>
Hispanic	49.3%	29.9%	25.9%
White alone	27.1	38.3	17.0
Asian alone	13.5	4.7	5.4
Black alone	7.2	7.9	39.0
American Indian alone	0.5	1.6	5.4
Other race alone	0.2	16.8*	3.4*
Native Hawaiian or Other Pacific Islander	0.08	0.9	3.4

\*Decline to answer/other

### 3.2 Focus Group Interviews

Surveys provide cursory information on a given topic. In order to have more in depth information on community views of policing in Fresno and suggestions for reform, the Committee employed the Sociology Department to conduct a series of focus group interviews (FGIs) with residents of various neighborhoods in Fresno of demographic groups that have typically been marginalized or underrepresented in surveys and polls. We conducted six FGIs with 37 participants between August 20 and September 20. African American men and women comprised three of the groups, two were comprised of Latinx men and women, and one contained white and African American women as participants. Members of the Committee recruited participants for four of the FGIs, while the Sociology Department recruited participants for two.

<sup>1</sup> From the American Association of Political Opinion Research: Write-in, call-in, and interactive polls have become increasingly common. These "polls" report the opinions of only those people who called in, and not those of the general public. AAPOR believes that any publicizing or promotion of such activities not only damages legitimate market and survey research, but can be very misleading when used to influence public policy or simply to disseminate information about the general public.

### 3.3 Solicited Comments

As an additional source of community input, the Committee encouraged members of the Fresno community to email comments on matters of policing and police reform to the Committee email address. This effort garnered three sets of comments and recommendations from community groups: the BAPAC Executive Team, the African American Leadership Collaboration, and the African American Clergy Task Force. The Committee requested the Sociology Department conduct a content analysis of the comments for this report (see Findings).

### 3.4 Telephone Survey

The Sociology Department contracted with the Committee, via the City of Fresno, to conduct a telephone survey of a sample of Fresno residents, using a survey composed of questions used in previous surveys conducted by Sociology faculty and students on policing in Fresno, as well as questions used in other polls, including the General Social Survey. As data collection is ongoing, analysis and findings from this survey are not included in this report. However, they will be included in a separate report that may accompany the final report from this Committee.

## 4.0 Findings

### 4.1 Qualtrics Survey: Frequency Distributions

The following are frequency distributions and questions they are associated with for the 4,033 surveys completed<sup>2</sup>. We received 6,340 surveys total, and with the removal of invalid surveys (i.e., those with zip codes outside the boundaries of the city of Fresno, the zip code field left blank, or the first three digits instead of the last three) we had 4,033 valid surveys from all five languages combined. The frequencies below represent the combination of surveys from all five languages (Arabic, English, Hmong, Punjabi, and Spanish). Percentages are valid percentages - meaning they do not include missing data (responses that were left blank). Response categories and percentages the Committee believes are in need of special attention and correlate with the findings of the focus group interviews and solicited comments are colored red. The responses of homeless residents are contained in the right column in parentheses.

Q1 How would you rate the service of the Fresno Police Department?

Extremely bad	13.7%	(42.0%)
Somewhat bad	20.6	(17.5)
Neither good nor bad	13.6	(16.0)
Somewhat good	19.4	(17.5)
Extremely good	31.1	(3.8)
Decline to answer/other	1.8	(3.3)

Analysis: The data clearly shows that Fresno is a “tale of two cities” given the response to this question and many more. The maps provided with this report (see neighborhood analysis below) show that the area of the city dictates the type of response toward the police.

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<sup>2</sup> This total does not reflect the inclusion of the paper surveys completed by the homeless residents of Fresno. As the homeless of Fresno represent a transient population who are typically excluded from city-wide surveys, the data from the paper surveys has been analyzed separately.

The responses to this question clearly indicate that our more affluent communities are comfortable with a strong police presence as long as it is focused in the Southern edition of our city. The closer you get to South West and South East Fresno, the more dissatisfied people become with law enforcement.

Q2 Do you trust the Fresno Police Department?

Never	16.9%	(46.0%)
Sometimes	23.4	(27.7)
About half the time	9.1	(9.9)
Most of the time	21.0	(8.0)
Always	28.7	(6.1)
Decline to answer/other	0.9	(2.3)

Analysis: It is concerning that just over half of respondents express partial or total distrust with the Fresno Police Department. Once again this question highlights the differences in the feelings toward the police by areas of the city (see neighborhood analysis below). Areas that are more highly policed have more issues with the police. This is an indication that our police department is not trusted in neighborhoods that are high in poverty and have a higher concentration of families of color. Reaction to police presence produces a very different response in different areas of our city, often leading to different outcomes.

Q3 During a non-threatening situation, would you feel comfortable calling the Fresno Police Department?

Extremely comfortable	38.4%	(10.8%)
Somewhat comfortable	15.4	(21.6)
Neither comfortable nor uncom	7.2	(15.0)
Somewhat uncomfortable	16.4	(23.5)
Extremely uncomfortable	21.5	(27.7)
Decline to answer/other	1.1	(1.4)

Analysis: Over a third of respondents express discomfort with relying on the Fresno Police Department in non-threatening situations. These results also clearly show again the feelings of community members living in high crime areas of the city (see neighborhood analysis below). This again speaks to the issues of trusting law enforcement. Even in non-threatening situations, people who lack trust in our police department would rather address non-threatening circumstances on their own rather than calling for the aid of law enforcement which often leads to a further escalation of the initial problem.

Q4 How comfortable are you calling the Fresno Police Department during an emergency (or in a situation of need)?

Extremely comfortable	45.5%	(17.9%)
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Somewhat comfortable	19.2	(15.6)
Neither comfortable nor uncom	7.2	(15.1)
Somewhat uncomfortable	14.9	(25.9)
Extremely uncomfortable	12.5	(23.6)
Decline to answer/other	0.8	(1.9)

Analysis: Even in life threatening situations the residents of high crime areas of the city have a fear of contacting the police (see neighborhood analysis below). Again, this is a reflection of the lack of trust for our Fresno Police Department in neighborhoods traditionally representing people of color. Police are not seen as a source of support or as problem solvers, but are often called as a last resort. They may not be called at all. In some cases, they show up because of application systems like 'shot spotter' to an area where shots have been fired.

Q5 Do you believe that race is involved in setting enforcement standards?

Strongly agree	41.0%	(55.5%)
Somewhat agree	15.2	(19.9)
Neither agree nor disagree	6.8	(15.2)
Somewhat disagree	5.1	(3.8)
Strongly disagree	29.7	(3.3)
Decline to answer/other	2.2	

Analysis: Whether the Fresno Police Department profiles individuals, the majority of residents believe that they are targeted because of their race, and they seem to believe that the outcome of their encounter with Fresno Police is determined by their race. When our most disenfranchised neighborhoods are more aggressively policed, the perception of these neighborhoods being problem areas in our city is exacerbated.

Q6 Have you had an experience where you felt either discriminated against or received preferential treatment by the Fresno Police Department?

Yes	30.1%	(56.8%)
Unsure	11.3	(21.1)
No	58.4	(22.1)

Analysis: The Fresno Police Department must improve community-policing standards and public image so all residents feel equally served respectfully by officers. A more affluent member of our community may perceive preferential treatment as normal policing behavior. It is clear that the police encounters with the less affluent or even indigent populations is very different than with people in North Fresno.

Q7 If you answered yes, please share briefly regarding that experience in a couple of sentences. Please, in your response, do not provide information that is emotionally troubling to you. Do not include any names or identifying information of any individuals.

Responses to this question are addressed after this presentation of frequency distributions in section 4.1.3.

Q8 Should the community have more say in how the Fresno Police Department budget is spent?

Definitely yes	49.3%	(67.6%)
Probably yes	10.3	(13.1)
Might or might not	7.7	(5.2)
Probably not	15.4	(5.6)
Definitely not	16.1	(5.6)
Decline to answer/other	1.2	(2.8)

Analysis: The City should establish a community group to review budgets before the final vote by the City Council. It is clear from these responses that most people polled believe they do not have enough input or influence in city budgeting decisions.

Q9 How frequently are you stopped by the Fresno Police Department?

0 times a year	60.5%	(23.0%)
1-2 times a year	27.5	(26.8)
3-5 times a year	3.5	(23.0)
6 or more times a year	0.7	(19.2)
Decline to answer/other	7.1	(8.0)

Analysis: Once again, the data highlights the feelings and impact of living in a high crime area of the city. Given the differences between the online and paper survey results, it is evident that the homeless population is being targeted as a segment of Fresno's population. This targeting appears to be a product of both police tactics and City policy, which have increasingly worked to criminalize homelessness. This is an indication that we need to find a more effective process for aiding and resourcing how we address homelessness in our city. The police are not equipped to address this community issue effectively.

Q10 How often do you think police officers stop people without good reason?

Never	22.1%	(4.2%)
On occasion	32.4	(16.4)
Fairly often	22.8	(25.4)
Very often	19.4	(52.1)
Decline to answer/other	3.2	(1.9)

Analysis: These responses are even better understood with the map presented below, which speaks for itself. The area of Fresno one lives in dictates one's response to the question. People are having fundamentally different experiences interacting with police in different parts of the city because of their demographic characteristics. Policing encounters must be made on actual probable cause and not on the whim of the officer. Quotas should not drive the number of stops or encounters made by a given officer of a department. The motive for policing should not be revenue enhancement for the police department but service to the community.

Q11 What should be the consequence if a Fresno Police Officer has been charged and/or accused with a civil rights violation?

Be prosecuted	41.9%	(27.4%)
Be fired	12.4	(34.1)
Be put on unpaid leave	10.3	(12.0)

Be put on paid leave	10.7	(9.1)
Be put on "Desk Duty"	9.2	(9.1)
Decline to answer/other	15.5	(8.2)

Analysis: The question speaks for itself; the residents want officers held accountable for their actions. We should eliminate laws that protect and reward the poor or inappropriate behavior of any officer.

Q12 How often do you think Fresno police officers use excessive force against people (in other words, more force than is necessary under the circumstances)?

Never	15.1%	(2.4%)
On occasion	38.0	(13.8)
Fairly often	21.4	(28.1)
Very often	19.2	(49.0)
Decline to answer/other	6.3	(6.7)

Analysis: Fresno's homeless population is either witness to, or experiencing directly, more in the way of excessive force in interactions with the police. The community needs more information on the use of force policy and quicker access to body camera video. This indicates that there is a tremendous disconnect between our police officers and our homeless population.

Q13 How much do you agree or disagree with the following statement? The City of Fresno should use general fund dollars to defend officers accused of or charged with police misconduct.

Strongly agree	17.8%	(4.9%)
Somewhat agree	11.7	(7.8)
Neither agree nor dis	10.6	(22.9)
Somewhat disagree	11.1	(10.7)
Strongly disagree	43.9	(48.8)
Decline to answer/other	4.9	(4.9)

Analysis: The community should be better informed of the law and know that police officers are agents of the city and must be defended by the city. I think the data is saying that even though the police are agents of the city, there should be a limit to how much the city spends to cover indiscretions incongruent with city policy and good morals.

Q14 Would you feel comfortable filing a complaint against a police officer with the Fresno Police Department?

Extremely comfortable	32.6%	(24.6%)
Somewhat comfortable	17.4	(13.0)
Neither comfortable nor uncom	10.3	(17.4)
Somewhat uncomfortable	17.7	(15.0)
Extremely uncomfortable	19.1	(28.0)

Decline to answer/other 2.9 (1.9)

Analysis: The city should look for more ways to file complaints and an offsite location that is not affiliated with the police department.

The organizational structure and mandate of this office has truly failed, as did the previous structure.

Q15 The City of Fresno has an Office of Independent Review that reviews police policies, procedures, strategies, and internal investigations. How would you rate the performance of the City of Fresno's Office of Independent Review?

Extremely bad	12.5%	(17.6%)
Somewhat bad	10.2	(14.2)
Neither good nor bad	12.9	(19.6)
Somewhat good	7.5	(8.3)
Extremely good	12.1	(2.9)
Decline to answer/other	3.0	(6.9)
I do not know enough about	41.7	(30.4)

Analysis: Something is wrong with a program that should be so important to the residents of Fresno and 64% know little or nothing about it and/or rate it as performing poorly. At minimum, the Office of Independent Review should receive a marketing budget to increase community awareness. Clearly, the Office of Independent Review has been ineffective in our community.

Q16 Rank the following changes to the Fresno Police Department that you would like the City of Fresno to commit to by dragging and dropping your choices in rank order: The following is derived from the mode for each of the rankings 1-9 for the online surveys. The paper surveys had a substantial non-response error (many respondents left them unranked), so those rankings are not included in the analysis.

- 1 Review and update the Fresno Police Department Use of Force policy
- 2 Require officer training on implicit bias and de-escalation
- 3 Prioritize community-based solutions to public safety
- 4 Find alternative approaches to deal with non-threatening situations to minimize unnecessary workload for police officers
- 5 Prioritize community-based solutions to public safety
- 6 Find alternative approaches to deal with non-threatening situations to minimize unnecessary workload for police officers
- 7 Find alternative approaches to deal with non-threatening situations to minimize unnecessary workload for police officers

8 Reinvest general fund dollars from the Fresno Police Department budget back into the community through PARCS, City Development, and other direct services

9 Other (the comments offered for 'other' are discussed below the survey frequencies)

The following three reforms were not ranked highly by any significant number of respondents:

- Ending Student Resource Officer (police on school campuses) contracts with local school districts
- Demilitarization of the Fresno Police Department (Establish local restrictions to prevent the purchasing or using of military weaponry by the Fresno Police Department)
- Provide racial bias training

### Demographic questions

Q17 Are you?

Female	53.4%	(44.0%)
Male	40.2	(54.1)
Transgender/Gender nonconform	2.1	(1.4)
No category applies	.5	
Decline to answer/other	3.8	(0.5)

Q18 What are the last three digits of your CA zip code? This data is presented in a crosstabs table after the presentation of frequency distributions.

Q19 What age group do you belong to?

Under 18	2.7%	(1.9%)
18 - 24	17.5	(4.8)
25 - 34	26.0	(13.0)
35 - 44	18.0	(20.8)
45 - 54	13.2	(19.3)
55 - 64	11.0	(27.1)
65 - 74	8.8	(10.6)
75 - 84	2.5	(1.9)
85 or older	0.3	(0.5)

Q20 What is your highest level of education completed?

Less than high school	2.7%	(11.7%)
High school graduate	7.0	(39.3)
Some college	24.6	(32.5)
2 year degree	10.9	(5.8)
4 year degree	30.6	(4.4)
Graduate degree	20.1	(5.8)

Doctorate	4.1	(0.5)
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Q21 How do you identify yourself ethnically/racially?

Native Hawaiian or Pacific Islander	.9%	(3.4%)
Asian	4.7	(5.4)
American Indian or Alaska Native	1.6	(5.4)
Black or African American	7.9	(39.0)
White, non-Hispanic	38.3	(17.6)
Hispanic/Chicano/Latinx	29.9	(25.9)
Decline to answer/other	16.8	(3.4)

Q22 What is your employment status?

Employed full time	57.0%	(15.8%)
Employed part time	14.3	(8.9)
Employed full time with a	2.6	(3.0)
Unemployed looking for work	5.4	(44.8)
Not employed for pay	16.9	(14.8)
Unemployed not looking for work	3.7	(12.8)

Q23 How do you view yourself politically?

Libertarian	4.2%	(3.5%)
Very conservative	9.0	(8.0)
Somewhat conservative	18.0	(10.0)
Somewhat liberal	15.3	(11.4)
Very liberal	8.9	(4.0)
Progressive	19.1	(12.9)
Decline to answer/other	25.0	(50.2)

Q24 If you have any additional thoughts, concerns or ideas about the topics discussed in this survey that you feel comfortable sharing, please type them below (in your typed narrative, do not provide information that is emotionally troubling to you. Do not include any names or identifying information of any individuals). The qualitative responses to this question will be discussed below in section 4.1.3.

Table 3. Crosstabulation of Zip Codes with Race of Respondents

How do you identify yourself ethnically/racially? - Selected Choice						
Zip Code	Native Hawaiian or Pacific Islander	Asian	American Indian or Alaska Native	Black or African American	White, non-Hispanic	Hispanic/Chicano/Latinx

93650	1	0	1	0	5	6
93701	0	2	3	9	27	31
93702	3	7	1	13	32	74
93703	1	6	3	9	28	41
93704	1	9	10	17	193	88
93705	2	6	7	13	79	66
93706	1	5	3	40	18	46
93709	0	0	0	1	0	0
93710	1	6	2	27	98	73
93711	1	13	4	21	257	78
93712	0	0	0	0	3	0
93715	0	0	0	0	0	1
93720	3	28	7	21	239	92
93721	0	3	0	16	25	37
93722	5	27	6	48	126	176
93723	1	2	2	6	22	26
93725	1	6	0	2	10	38
93726	3	11	4	11	86	71
93727	8	41	9	43	109	173
93728	1	3	1	10	99	53
93729	0	0	0	0	1	2
93730	1	12	0	7	67	15
93737	0	2	0	1	6	8
93738	0	0	0	0	1	0
93740	0	1	0	0	3	6
93741	0	0	0	1	0	0
93744	0	0	0	0	0	1
93750	0	0	0	0	1	0
93755	0	0	0	0	1	0
93772	0	0	0	0	2	0
93774	0	0	0	0	0	0
93791	0	0	0	0	0	1
93794	0	0	0	0	1	0
93937	1	0	0	0	0	0
<b>Total</b>	<b>35</b>	<b>190</b>	<b>63</b>	<b>316</b>	<b>1539</b>	<b>1203</b>

#### 4.1.1 Qualtrics Survey: Further Analysis by Race

Certain trends observed in the Qualtrics survey data reveal significant racial differences in feelings of trust towards the Fresno Police Department and past direct experiences with the Fresno Police Department. Consistently the results reveal that there is less trust in the Fresno Police Department among communities of color, and Fresno Police stop people of color more frequently. There were statistically significant differences by racial group across responses to the following questions:

Q1 How would you rate the service of the Fresno Police Department?

Larger percentage shares of Asian (43.5%), American Indian or Alaska Native (50.8%), and Hispanic/Chicano/Latinx (44.2%) respondents rated the Fresno Police Department as “extremely bad” or “somewhat bad” compared to white respondents (31.3%). White respondents had the largest percentage share of those who rated the Fresno Police Department as “extremely good” at 32.0% and Asian respondents had the smallest share at 19.4%.

Q2 Do you trust the Fresno Police Department?

Hispanic/Chicano/Latinx (50.3%), Asian (48.9%) and American Indian or Alaska Native (52.4%) respondents had the largest percentage shares of those who stated that they “never” or only “sometimes” trust the Fresno Police Department. White respondents had the smallest percentage share of those who stated that they “never” or only “sometimes” trust the Fresno Police Department at 36.6%.

Q3 During a non-threatening situation, would you feel comfortable calling the Fresno Police Department?

Hispanic/Chicano/Latinx respondents had the largest percentage share of those who stated that they would be extremely uncomfortable calling the Fresno Police Department during a non-threatening situation at 26%. Nearly a quarter of Asian, American Indian or Alaska Native, and Black or African-American respondents also expressed that they would be “extremely uncomfortable” calling the Fresno Police Department in a non-threatening situation at 23-24% each. In contrast, white respondents had the largest percentage share of those who stated that they would be “extremely comfortable” calling the Fresno Police Department in a non-threatening situation at 40.5% followed by Black or African-American respondents at 38.7%, compared to less than a third of Hispanic/Chicano/Latinx (31.0%) and American Indian or Alaska Native (31.8%) respondents and only a quarter of Asian respondents (25.9%).

Q4 How comfortable are you calling the Fresno Police Department during an emergency (or in a situation of need)?

Similar overall trends were observed in responses to Q4 as in Q3, but all groups expressed more comfort with calling the Fresno Police Department in an emergency. However, Hispanic/Chicano/Latinx (36.8%), American Indian or Alaska Native (33.3%), and Asian (36.3%) respondents had significantly smaller percentage shares of those who expressed being “extremely comfortable” with calling the Fresno Police Department in an emergency compared to 48.5% of white respondents and 45.5% of Black or African-American respondents.

Q5 Do you believe that race is involved in setting enforcement standards?

White respondents had one of the smallest percentage shares of those who “strongly agree” with the statement that race is involved in setting enforcement standards at 38.6% compared to over half of Asian (52.6%), American Indian or Alaska Native (54.1%), and Hispanic/Chicano/Latinx (51.2%) respondents.

Q9 How frequently are you stopped by the Fresno Police Department?

The vast majority of white respondents stated that they are stopped by the Fresno Police Department 0 times per year at 78.2%, compared to 52.6% of Native Hawaiian or Pacific Islander respondents, 67.6% of Asian respondents, 52.5% of American Indian or Alaska Native respondents, 49.0% of Black or African-American respondents, and 56.6% of Hispanic/Chicano/Latinx respondents. By comparison, Black or African-American (10.6%) and American Indian or Alaska Native (11.9%) respondents had the largest percentage share of those who estimated being stopped by the Fresno Police Department 3-5 times per year. Frequent stops at this level were far less common among white (1.0%) and Asian (2.9%) respondents.

Q10 How often do you think police officers stop people without good reason?

Black or African-American (26.6%), Hispanic/Chicano/Latinx (26.3%), and Asian (24.0%) respondents had the largest share of those who believe that police officers stop people without good reason “very often.” White respondents had the smallest share of those who believe that police officers stop people without good reason “very often” at 15.7%. Notably, near equal shares of most groups expressed the belief that police officers “never” stop people without good reason at an average of 21% with the exception of American Indian or Alaska Native (16%) and Native Hawaiian or Pacific Islander (31.3%) respondents.

Q12 How often do you think Fresno police officers use excessive force against people (in other words, more force than is necessary under the circumstances)?

White respondents had a much smaller percentage share of respondents who believe that Fresno police officers use excessive force against people “very often” at 14.0%, compared to 25.7% of Native Hawaiian or Pacific Islander respondents, 24.2% of Asian respondents, 22.2% of American Indian or Alaska Native respondents, 21.9% of Black or African-American respondents, and 27.0% of Hispanic/Chicano/Latinx respondents. Notably, small percentages of most groups expressed a belief that Fresno police officers “never” use excessive force at an average of 12% with the exception of Black or African-American respondents at 18.1% and Asian respondents at 15.3%.

This analysis of responses broken down by racial group reveals a consistent pattern of distrust and negative experiences among non-white respondents, particularly among Asian, American Indian or Alaska Native, and Hispanic/Chicano/Latinx respondents. Black or African-American respondents have more negative experiences with Fresno police, but gave mixed responses to questions about trust in the Fresno Police Department. White respondents were consistently the least likely to have negative experiences with Fresno police and the most likely to trust the Fresno Police Department and feel comfortable engaging with the Fresno Police Department.

#### *4.1.2 Qualtrics Survey: Further Analysis by Neighborhoods*

The Qualtrics survey responses were also analyzed by zip code, accounting for the racial composition and location of neighborhoods using data from the 2018 5-year American Community Survey estimates. It is well known within the community that Fresno is distinctly segregated along

a north-south divide, with low-income communities and communities of color primarily concentrated in South Fresno. Differences in attitudes towards the Fresno Police Department and experiences with the Fresno police are analyzed within the context of segregation in Fresno.

The charts below demonstrate that trust in the Fresno Police Department and satisfaction with the Fresno Police Department is notably lower in neighborhoods where more people of color live, and on average those who share that they are frequently stopped by Fresno police live in neighborhoods with less white residents.

Figure 1. Rating of Service of FPD by average percent Non-Hispanic White in Zip Code

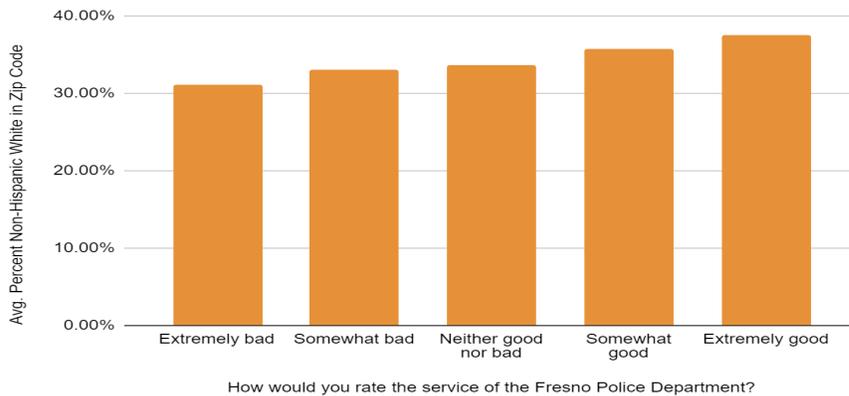


Figure 2. Level of Trust in FPD by average percent Non-Hispanic White in Zip Code

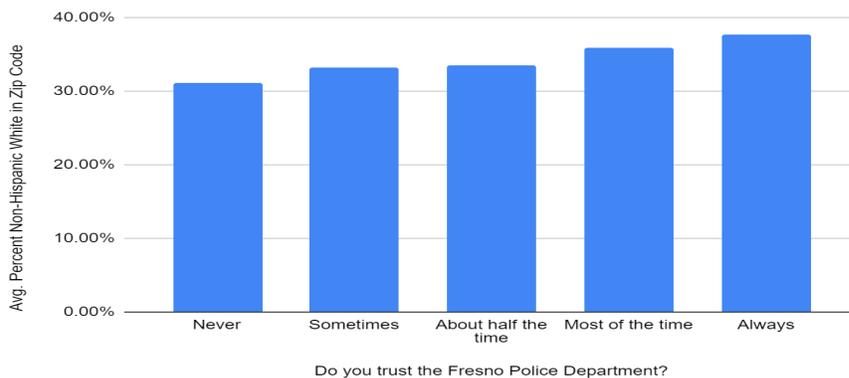


Figure 3. Frequency of stops by FPD by average percent Non-Hispanic White in Zip Code

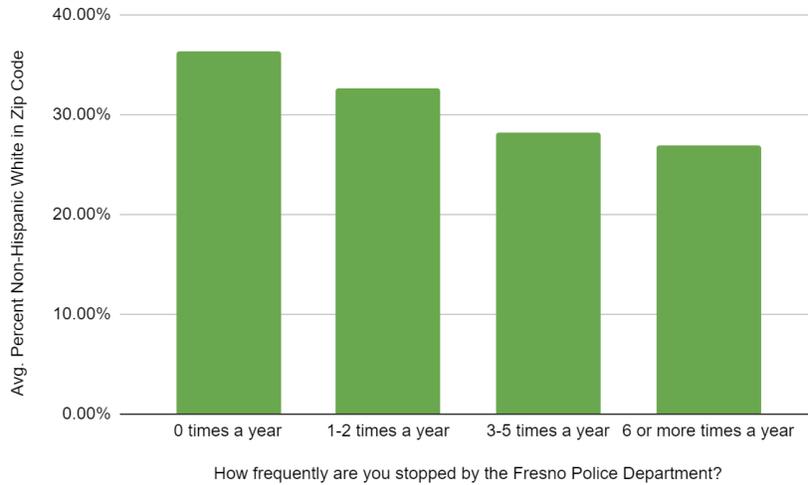
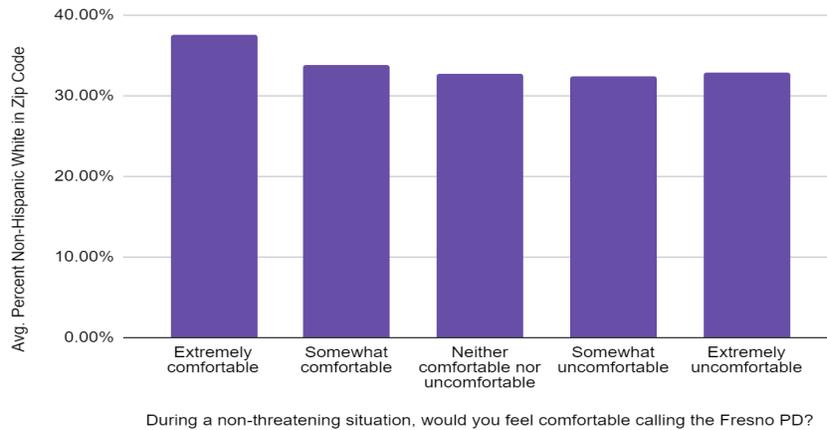


Figure 4. Comfort Level Calling FPD by average percent Non-Hispanic White in Zip Code



Using Geographic Information Systems (GIS) mapping, variations in responses are also analyzed spatially, revealing Fresno’s north-south divide and how it defines the relationships that neighborhoods have with the Fresno Police Department. Higher percentages of respondents in South Fresno neighborhoods rate the Fresno Police Department “extremely” or “somewhat” bad, express “never” trusting the Fresno Police Department, and say that they are stopped by Fresno police officers 3 or more times a year. Residents in Southeast Fresno in particular express higher levels of negative experiences with the Fresno Police Department and higher levels of distrust and dissatisfaction with the Fresno Police Department, which are neighborhoods where Latinx and Southeast Asian communities are primarily located. Regarding the gradation of colors, on each map the light colored neighborhoods indicate positive views of the Fresno Police Department/high levels of trust/low rates of being stopped and dark colored neighborhoods indicate negative views of the Fresno Police Department/low levels of trust/high rates of being stopped.

These findings are displayed in the maps below.

Figure 5. Percent who rate FPD extremely or somewhat bad

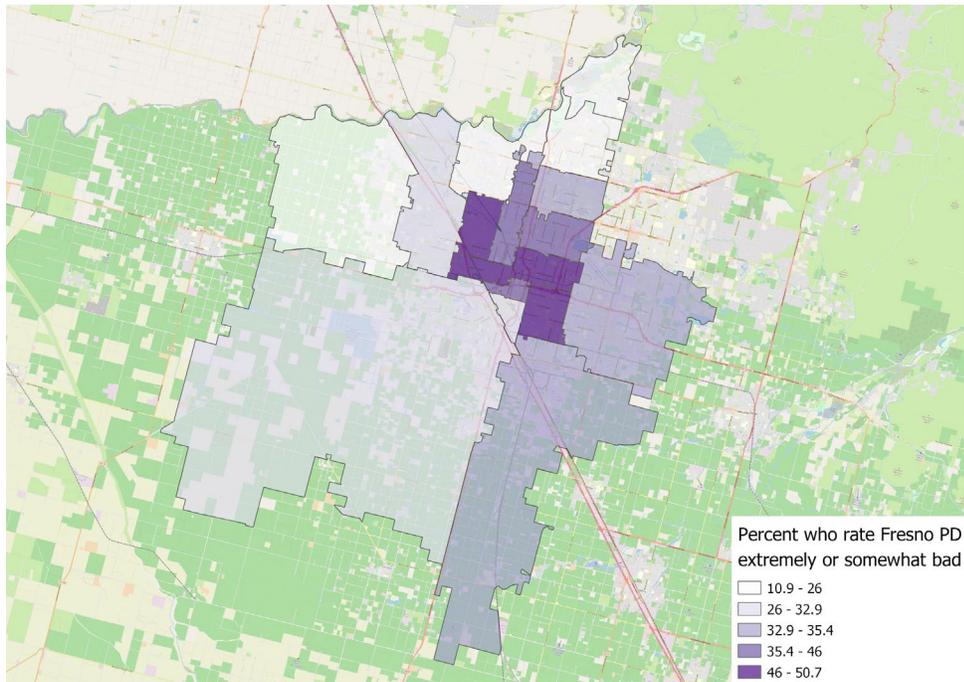


Figure 6. Percent who never trust FPD

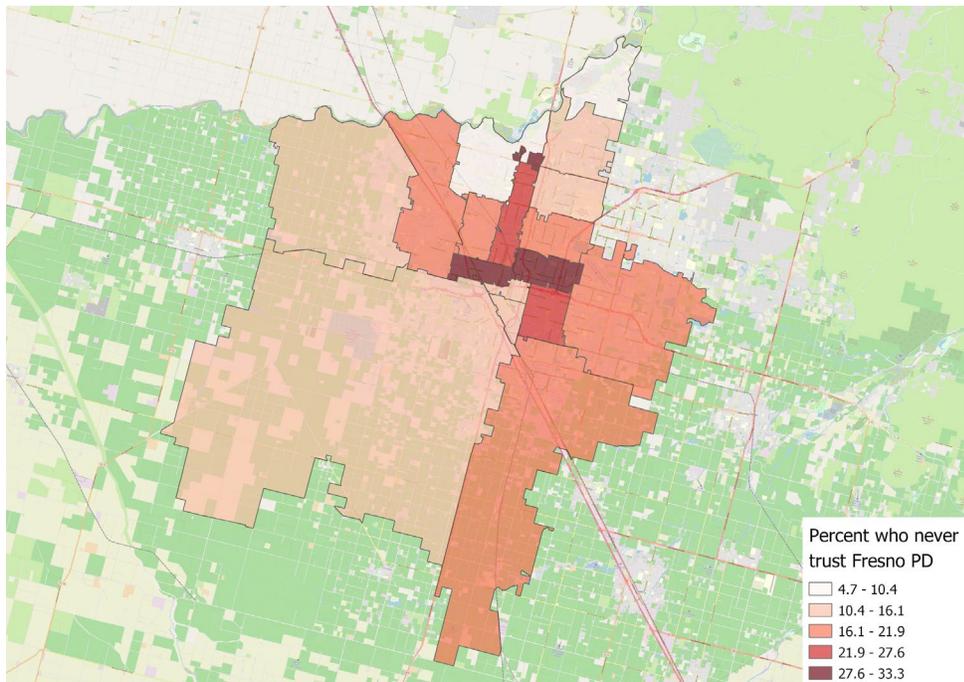
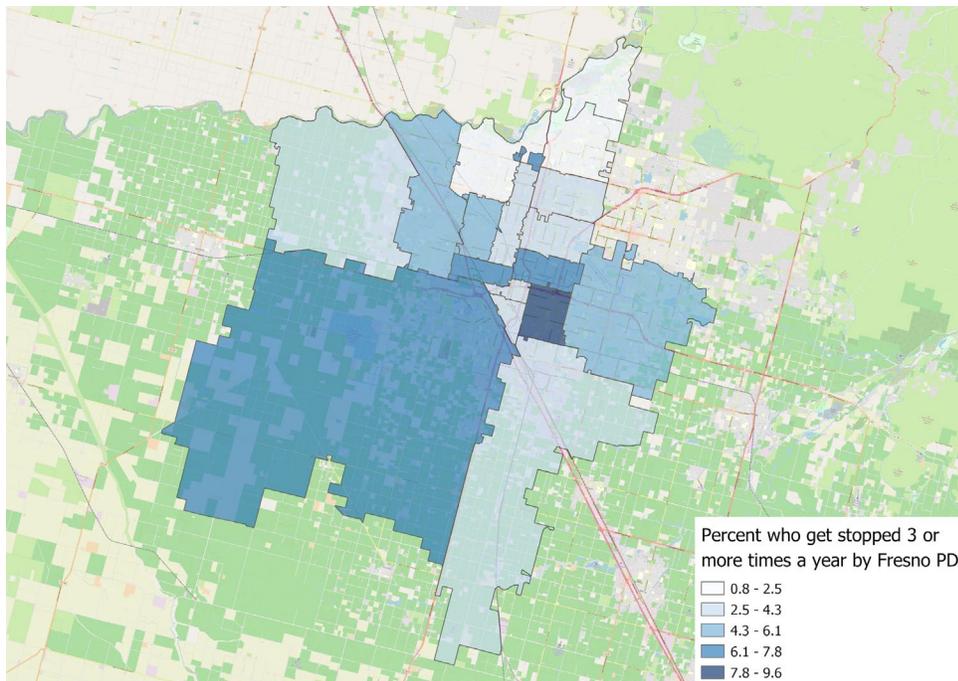


Figure 7. Percent who get stopped 3 or more times a year by FPD



### 4.1.3 Qualitative comments from the Community Input Survey

#### Question 7

Question 7 of the survey asked for respondents who answered 'yes' to the previous question to briefly describe the experience in which they felt they had either been discriminated against or received preferential treatment by the Fresno Police Department. The Sociology Department employed a WordCloud Generator to create a visual of the comments respondents provided to this question. WordCloud Generators break down text into component words and then count the frequency of occurrence within a document. The larger the size of the word, the more frequent it is mentioned in the document.

Most of the comments revolve around forms of mistreatment respondents experienced in encounters with the Fresno Police Department, though there were also comments regarding preferential treatment some respondents received even though they indicated they should have been ticketed for an infraction of the law. Many reported being stopped for reasons other than an infraction of the law (see Addendum II for raw responses to this question).

Figure 8. WordCloud of question 7 qualitative responses





The Committee has included the raw responses to Question 7 of the Qualtrics survey as an addendum to this report. The rationale for their inclusion is to demonstrate the clear need for police reform, based on the allegations contained in the comments.

#### *4.2 Focus Group Interviews*

Analysis of FGI data involves an examination of themes and/or patterns that emerge from the responses participants gave to the questions posed. Below are the seven questions presented to participants in the six FGIs and the themes/patterns that emerged from an analysis of their collective responses:

#### **How do you feel about previous efforts at police reform in Fresno?**

“It’s a dog and pony show”

Regarding any previous efforts at police reform in Fresno, a theme that stood out in the FGIs involved expressions of futility and frustration, as many participants felt such efforts were used as a way to quell community anger at abuses of power committed by members of the Fresno Police Department, as illustrated by this participant’s comment:

“I think it’s a lot of lip service and I don’t mean to just sound so callous, but it boils down to uh, I think the police department has their agenda, they’re so autonomous and they are so separated from community thinking or community input that they just do dog and pony stuff to us and they don’t really include us in a dialogue that’s meaningful, that’s gonna produce some changes, some efforts to, um, build trust in the community with the police department.” ~ FGI 8/27/20 participant

“Some success, some failure”

Other participants viewed efforts at reform as having achieved some success, but also failure. It has worked in the instance of police getting involved in the community by building relationships and allowing the community to be heard. However, it also has “failed” since some of the problems still exist, such as police brutality. As one group noted in discussing this question, “The major question is, “What reform?”” Previous police reforms have been responses to police shootings and are ‘band-aids.’ These ‘band-aids’ cover-up the problem and wait for them to go away without making real change. There has been no real efforts at reform, and previous ‘reforms’ are considered ‘lip service,’ since no real change occurs. Any reform is just to appease groups for a short period of time and then everything returns to ‘status-quo.’

“What reform?”

For one focus group, participants were for the most part unfamiliar with any efforts at police reform, however, for those who had it revolved around more community involvement of police and gang-related reform that ‘comes and goes.’

## **How do you feel about the service provided by the Fresno Police Department?**

“There are two Fresnos”

The feelings about the service depend on the type of service provided by police and the location within the city where it is being provided. For example, police that have handled rape cases have shown a more compassionate and caring side. However, in other situations like traffic stops, minorities feel like they are being “hunted.” There is a lot of “bias” and derogatory language used with people of color. Hispanic minorities with limited English and low socioeconomic status feel they are being “neglected and ignored,” and feel like their situations are not handled efficiently. Police also set-up “traps” that allow them to fine or arrest minorities. As mentioned above, policing is also dependent upon different areas of Fresno. North of Shaw is considered a “safe” zone. In contrast, it is important to “stay away” from south of Shaw since, according to FGI participants, police focus on arresting minorities. Minority residents know to stay away from certain nightclubs or restaurants since they may be accosted by police; however, this does not happen on the North side. As one participant remarked,

“[There is] a big disparity in treatment depending on where you live; when you call; or even when they interact with the community.” ~FGI 9/12/20 participant

Policing in North Fresno is very different from other parts of the city, like West Fresno. As several participants observed, in West Fresno, police may protect, but they do not serve. Police take a longer time to respond and they are more hostile in West Fresno compared to North Fresno where there is a quicker response. Oftentimes in West Fresno, if someone calls the police to report an incident, that person is the one who feels under attack.

Among participants who have not had any encounters with police, feel they cannot speak about the police department’s performance. There is a ‘mixed-bag’ of service ranging from ‘excellent to poor service’ depending on location and race. For a positive experience, the police officer had been ‘nice and sensitive.’ However, this participant was a white female and she doubted she would have been treated the same if she were a person of color. Police have also played an ‘excellent role’ in schools. For Southwest Fresno, the service is slow; there are some good and bad police; and residents do not feel like they can really talk to police. As one participant observed, “I’m an old lady with gray hair and white, so that makes a difference. I am allowed to misbehave.”

## **How would you describe the relationship between your neighborhood and the Fresno Police Department?**

“A lack of trust”

The relationship between neighborhoods and police is described by FGI participants as “poor, dysfunctional, conflicting, and confusing.” According to participants, residents and police officers do not trust each other. Officers do not trust or feel safe in unfamiliar neighborhoods. Officers in these neighborhoods do not know the residents, including those that suffer from mental health

issues, resulting in the mishandling of a call. Furthermore, police are already “taxed” because of the vicarious trauma they have experienced, and suffer from burnout and compassion fatigue. Residents do not trust officers based on “history and past incidents.” For example, Hispanic, undocumented immigrants may not call the police for a crime because they do not have their papers. They also are unlikely to talk to police if they are witness to a crime. Furthermore, residents believe that some police “abuse their authority” and judge residents of color based on race rather than listen to them. Police officers have been described as “aggressive” and “disrespectful” when handling a case with a minority resident. Minority residents feel there is a lot of “bias” from police and derogatory language used against them. Lack of trust between officers and residents leads to a very confusing and conflicting relationship. Residents of color rely on the police to “bring safety and order,” yet they fear they will be racially profiled by them. This is especially reflected in the survey results from Black or African-American respondents reviewed in the previous section.

Another group noted the relationship with the police is ‘hostile’ and ‘not friendly,’ particularly in West Fresno where the relationship is ‘not very good.’ Instead, the relationship is more ‘punitive.’ For example, the reporting party who calls the police to report a crime is often questioned and accused. However, if the officer is more familiar with the area and residents, there is less hostility. Those who live in North Fresno neighborhoods either have not had any experiences with the police, or they describe having positive feelings towards police. They describe their neighborhoods as being mostly white, and they hear police sirens infrequently. In Southwest Fresno, the police often do not come so there is little relationship. When they do come, they come, “aggressive, pushing, and you know waiving guns.” This community does not trust the police, and the, “the police officers do not have respect for the people, young or old.”

### **What do you think about this statement? Race is involved in setting enforcement standards by the Fresno Police Department?**

Emphatically, the answer is yes—race is involved in setting enforcement standards. For residents of color, they feel like they are, “...walking while black, driving while black, and living like Black.” They feel that since they are black, they will have issues until they die. The police make black individuals feel like they are guilty until proven innocent. While the police may say that the standards are the same regardless of race, police behavior shows that these standards are, “not equal across the board.” Police need to be trained that, “all black people are not criminals.” Instead, black individuals need to be treated as human.

“I think you would have to be deaf, dumb, and blind at this time not to feel race is involved.”  
~FGI 9/3/20 participant

Even among the white participants, it was evident that race is involved in setting enforcement standards by the Fresno Police Department. This is corroborated by the 56.2% of Qualtrics survey respondents who either “strongly agreed” or “somewhat agreed” with this statement.

**The City of Fresno has an Office of Independent Review that reviews police policies, procedures, strategies, and internal investigations. What are your**

## **thoughts about the performance of the City of Fresno's Office of Independent Review?**

"Lack of awareness of its existence and what I do know of it, I do not like"

As reflected in the Qualtrics survey (with 41.7% indicating they did not know enough about the Office of Independent Review (OIR) to assess its performance), most FGI participants were "unaware" of the OIR. What the participants demonstrated in their comments was a problem with respect to the OIR having a presence in the community and demonstrating to the community what it does and what it is capable of doing with respect to improving the quality of policing in Fresno. Those participants who do have knowledge of the OIR considered it to be ineffectual, lacking "teeth," and a waste of money. Several of the older FGI participants expressed a strong current of cynicism in their comments. As one participant observed:

"...eventually the police wind up getting more money to change and then they end up buying more weapons and more violence comes out in the community. I have no trust in independent review or especially those that are part of the police department or the city administration or anything like that. I'm for deconstructing the police department totally and getting all the functions that the police department is doing now deserves to be done by other agencies, better components, governments, by community service. Every time you have a big flare up like we're having now because of the police killings just rampant, the police end up getting more money. So, i'm tired of that." ~ FGI 8/27/20 participant

Other FGI participants asserted the Office of Independent Review is not independent. It is heavily influenced by police unions as well as a strong police lobby. Police are "overprotected for their criminal behavior." Several noted the Review was developed not to investigate officers, but to appease the people and they really do not do a job. The Review is just smoke and mirrors that only places a 'band-aid' on issues. The community does not understand why officers involved in several shootings are still allowed to be out on the street. Furthermore, complaints against the police are futile. In fact, police complaints are treated as a "Mickey Mouse investigation". Due to nothing happening when a resident makes a complaint, this creates frustration within the community and they are reluctant to make another complaint. People of color in this community feel like the problems in Fresno are endemic to the U.S., wherein, decisions are made based on color and economic status.

## **If you were in charge of changing the Fresno Police Department, what is one thing you would do immediately to transform policing in the city of Fresno?**

"Better training and resources to serve the community they are supposed to protect"

Police officers should be taught multiculturalism and cultural sensitivity rather than racial profiling and stereotypes. Police need to be held accountable for misconduct since, "bad behavior goes undisciplined." The department needs to terminate officers that kill people, are racist, and cause other problems in the community. Police also need to stop harassing individuals based on race and/or appearance when these individuals are not threatening police. They need to have more

training in dealing with cases of trauma and mental illness. Officers need more resources and support systems for the trauma, burnout, and compassion fatigue they experience while on the job. There needs to be more funding for community resources to address substance abuse, mental illness, homelessness, domestic violence, and sexual abuse. There needs to be specialized teams of police that have been trained in specific crimes, like rape, childhood trauma, and domestic violence that respond to these crimes to ensure they are handled correctly.

There also needs to be less police training that is based on fear. Officers also need to rely less on using their gun to control situations. Furthermore, a mental health professional should accompany officers to better handle situations, and officers should be trained to handle the situations they are called to handle. There should be more positive police interactions and events for community members. This includes police involvement with children so that kids fear them less. Lastly, the Chief's Advisory Board needs to be reinstated, and it needs to include citizens not police.

“Get rid of the military mentality that views citizens as the enemy”

Another theme that emerged from this question had to do with changing the perceptions and culture of Fresno law enforcement away from a “militaristic mentality” that views citizens as threats. As one participant put it:

“It's like a war. And we're as citizens in the crossfire of a war. You know that kid that jumped the fence and they shoot him down dead - because that's the policy. It's hard to believe that. That tells me that we're at a war and Joe Citizen is the enemy and that we better look out. So i think they need to change that mentality. There has to be a way of changing procedures and policies so that kind of thing doesn't happen. I'm not quite sure what the answer would be but I would [have] let the kid run. Let him go. What's the harm? What did he really do? We would have a kid that's alive today rather than - it's like the police officer says “you have to follow my authority and if you don't you get shot.” And that's what's happening. It's stupidity on the part of the police officer and the policies that support that kind of mentality.” ~ FGI 8/27/20participant

Changing the police culture needs to happen within the police academy as well as within the department. The academy needs to be restructured to include cultural issues as well as conducting background checks for new recruits. Currently, according to participants, new recruits can pass through the academy even if they have a past felony. Furthermore, recruits as well as officers that are ‘bullies’ and desire control need to be ‘weeded out’ of the academy and the police department.

While changes need to be made at the academy level, the culture at police departments need to change. Participants asserted that there are older police officers that ‘disregard culture and ethical issues,’ and are considered ‘old dogs’ that influence the police culture. These old dogs train the new recruits with their negative ways, rather than what they learn at the academy. Oftentimes, the new recruits just ‘go along to get along.’ Also, there is a ‘code of silence’ among police officers that protects their reputations and, therefore, cannot be broken. As a result, real change is difficult within the established police culture. Instead, a ‘band-aid’ will be placed over police issues. This leads to a lack of hope and faith in residents that change in the police force will actually occur. As one participant stated, “...It's [problems in the police department] going to continue and that's

a pessimistic attitude but it is what it is.” However, if positive change is going to occur, participants argue it needs to be the police who want to change.

“Deconstruct and rebuild”

Several of the participants expressed a desire to see the Fresno Police Department dismantled and rebuilt along the lines of the needs of the various neighborhoods and communities. Part of the reconstruction would involve the hiring and training of officers reflective of the demographics of Fresno, and having them live in the neighborhoods in which they serve and patrol.

### **What is something you wanted to express in this focus group that I did not ask a question about with respect to policing in the City of Fresno?**

“Pro-community and pro-police”

A theme that developed from this question was that the current situation with respect to policing is harmful to both the community and to police officers. Participants observed that programs need to be developed to provide diversity training for police as well as educational and prevention programs for the community. The police department also needs to acknowledge and provide services for the mental health needs of officers. They are highly traumatized in doing their job, so there needs to be better mental health support. Doing these things would move Fresno beyond the false dichotomy that pits the interests of the Fresno Police Department against the interests of the residents of Fresno. As one participant put it:

“The overall message should be “pro-community and pro-police.” We should not have to choose only one side.” ~ FGI 9/20/20 participant

As some participants noted, this is not about ‘police bashing,’ but the problem of racism is the biggest problem in police departments. Oftentimes white officers are on the defensive. The police department needs to have a screening process to screen out racist officers since, “this job attracts white supremacists,” and “white supremacists intentionally infiltrate departments.” Police standards need to be reviewed and revised. Once again, officers need to come into communities and have conversations with members so that their voice is being heard. It is also important for police to visit unfamiliar communities so they can better understand the residents. There are some police functions that should be given to other agencies that are better equipped to handle them. Lastly, the police need to do a better job treating the homeless population since overall this population is not dangerous. There also needs to be other agencies involved to help the homeless.

Overall, the shared sentiment among participants is that the community does not want to get rid of the police, since ‘we need the police.’ Instead, there needs to be no more ‘smoke and mirrors’ when it comes to reform. Police need to be more transparent, and there needs to be a “change in the way policing needs to be done rather than simply getting rid of it.” Sadly, since there is little hope among the participants that the police will change, the community feels they need to educate children about how to respond to police along with knowing a person’s rights.

### 4.3 Solicited Comments

In conducting the content analysis of the recommendations provided by the BAPAC Executive Team, the African American Leadership Collaboration, and the African American Clergy Task Force, the Sociology Department used a WordCloud Generator to provide a visual presentation their collective comments in areas of community engagement, policing tactics, philosophy, training & procedures, and budget. Below each visual is an explanation of what stood out among the comments, as well as an aggregated listing of the recommendations for each area.

#### 4.3.1 Policing Budget Recommendations

Mental health stands out as a recommendation, pertaining to both training and resources for police to address properly mental health issues among Fresno residents and fund mental illness professionals as a division of the police department to handle situations involving the mentally ill. Below is an aggregation of the recommendations made regarding Budget:

- The Police union (FPOA) should be decertified and their power and influence mitigated in budget and other critical decision areas of our city by developing appropriate boundaries that will be less concerned about the profitability of policing and more concerned about promoting expenditures that best support a higher quality of life for all of our residents.
- Do not defund the police department but reallocate funds.
- Create a separate stream of funding for mental illness professionals to be available for disruptions by potentially mentally ill persons of interest and create opportunities for the homeless and mentally ill to receive services before defaulting to incarceration.
- Create within the police force trained mental health, drug counselors, and certified addiction consultants to assist in chaotic situations.
- A re-visioning of police budgeted police responsibilities and evaluation of their viability given current community needs and policing best practices, including a line evaluation and restructuring of the total police budget Police Budget and reallocation of funding to programs and agencies better trained and prepared for those specialized areas of concern such as mental health and social emotional crisis'.
- Evaluate how much of our policing budget is allocated to cover policing liabilities such as unlawful shootings and police brutality issues, and recommend that all police officers carry their own liability insurance as do many other professionals in our community.
- Do a comparative study of other comparable cities in the nation to determine whether or not our budgeting strategies are the best choices given the demographics and economic challenges of our community.
- Reevaluate whether or not the role of School Resource Officers should be funded by our policing budget or be reconsidered as a school district responsibility.
- Re-evaluate whether Walmart policing should be funded by our policing budget.
- Maintain funding for 'Family Night Out' and other community outreach programs that have worked to develop a significant level of police confidence and support in our community.
- Major reduction of school dollars being spent with FPD. Reduce district police budget by 50% for each of the next 3 years (ultimate reduction to 12.5% of 2020 expenditure).

### 4.3.2 Community Engagement/Development Recommendations

Allocation of funding for programs that represent an alternative to the enforcement model for dealing with people experiencing a need for counseling, the creation of green spaces and parks in blighted neighborhoods, and the establishment of mobile clinics to provide medical attention for neighborhoods experiencing extreme poverty stood out among the recommendations made in this area. Below is an aggregation of the recommendations made regarding community Engagement and Development:

- Create opportunities for everyone's voice to be heard including the homeless and gang leaders.
- Ensure representatives of such groups are invited to the police reform discussion table.
- Create opportunities to visit the churches in respective areas of assignment. In this ongoing pandemic, this can be accomplished via video conferencing applications such as Zoom or in outside settings.
- Calendar monthly meetings with local pastors as they represent a significant portion of the general population.
- Create an ongoing panel tasked with investigating all questionable interactions, aggressions or fatal shootings that happen to minority populations in our city.
- Create an open, transparent and timely system for the release of facts about incidents for public review through TV broadcast, social media and conferences.
- Create an agency or community board that accepts complaints against police for intimidation, aggression or brutality and a fine for any anyone deemed to misuse the complaint process by lying or misrepresenting truth.
- Allocate funding that will provide counseling alternatives, such as social and emotional counseling, to people in crisis instead of defaulting to our current enforcement model.
- Allocate funding that will provide mobile clinics that will provide much needed medical attention for people living in extreme poverty in our city.
- Allocate funding earmarked to implement programs, real unconditional, unqualified green spaces and high quality parks that represent the level of equity owed to every resident in our community.
- Allocate funding that will provide mentoring programs and community driven personal development projects, such as Advance Peace, that will change the future trajectory of our most vulnerable youth and drastically mitigate the school to prison pipeline our current systems have discriminately produced.
- FPD should acknowledge past erroneous practices and work to build trust within the community.
- Greater collaborations between FPD and local communities and organizations must be sought and attained.
- Commission should be longer than 90-days to include implementation, oversight, and annual review. Establish a permanent Police Reform Commission to review all officer-involved shootings and investigate all questionable interactions and aggressions that happen to minority populations in our city.
- Greater partnership between FPD and local school districts to directly recruit potential officers from district Law Enforcement CTE classes.

### 4.3.3 Policing Tactics, Philosophy, Training, Operating Procedures and Processes Recommendations

Training of and counseling for police officers is emphasized greatly in this section of comments. Below is an aggregation of the recommendations made regarding Policing Tactics, Philosophy, Training, Operating Procedures and Processes:

- Require counseling every month or every other month to process the encounters with the community or stops.
- Create an accountability system for officers who have a history of using excessive force or racial profiling.
- Require officers to have additional training on refraining from the use of guns, and use of other life threatening measures when it comes to placing someone under arrest.
- Require officers to engage in Racial/Cultural Diversity Training from Community Partners.
- Assign no rookies in hot zones without diversity training. Our department has a history of sending them to SW first before deploying them to other precincts in the city.
- Practice transparency around officers who have multiple disciplinary actions against them.
- Provide public notice of authorized tactics, strategies and uses of force tools so that all are aware of what appropriate police aggression looks like.
- MODIFY POLICIES -to reflect Zero tolerance for excessive force, as well as cultural sensitivity in using force.
- Return police training back to the basis of their duty, reminding them that every person has a right to their day in court. Police have to stop being judge and jury.
- Require a more rigid psychological evaluation of an officer's ability to execute equitably and fairly his or her policing responsibility in a very ethnically diverse community.
- Evaluate all officers' ability to communicate with and respectfully police the racial and ethnic groups in their assigned area of policing that represent the highest number of calls for that district.
- Reevaluate the functional viability of software, tables, and algorithms used to determine the severity of all traffic stops and emergency calls so that threat levels are appropriately applied to police tactics.
- Until policing policy, procedures, and laws are changed to value the lives of all persons living in our city, we recommend a code of conduct developed with our community that will never allow the shooting of unarmed suspects to be justified for any reason. We want a zero tolerance for shooting unarmed suspects.
- We also recommend that police live in the area of the city they police, giving them an opportunity to become organically part of the community they are paid to serve.
- We propose the development of a community advisory team that has real, documented authority to address inappropriate police procedures and policy eliminating the traditional ineffective advisory system we currently use in our city.
- We also recommend the development of a Community Evaluation and Oversight Committee that will evaluate and make meaning recommendations regarding police performance.

- We recommend that our police department create broader strategies for recruiting and hiring African American officers.
- Implement a Zero Tolerance Policy resulting in termination for such actions such as chokeholds, use of deadly force, and racial discrimination.
- Police cams should never be off while officers are engaged in police work.
- Recruit more professional workforce to include higher education and training standards.
- Entire department to participate in Cultural Competency and Implicit Bias Training every 3 years.
- Department should implement more extensive background and mental health evaluations for all new hires and officers engaged in violent interactions on duty.
- All officers working with kids should have training that includes Child Development.
- FPD to participate FULLY in the proposed national Police Database to review thoroughly an officer's previous work history.
- Implement officer training on legal issues beyond arrests and detainments.
- Raise the minimum age of officers to 25 years old.
- Repeat shooters should be fired from department.
- All new hires should be vetted by panel that consists of 50% community members.
- Fresno Police Department should become self-insured, with all lawsuit payouts coming from department budget and not general funds.
- Fresno Police Department should create a department to handle social/emotional calls and health crisis (Wellness Department).

#### *4.4 Telephone Survey*

The Sociology Faculty conducting the telephone survey received approval to proceed with the study on September 24 from Fresno State's Committee for the Protection of Human Subjects. At this point, data collection will continue through at least the end of October. In order to produce a report to accompany the Committee's final report for the Commission meeting of Monday, October 26, the researchers will have to do a partial data analysis and write up of findings prior to the conclusion of data collection. A full report will be made available to the Commission and/or City Council at the conclusion of the study.

## **5.0 Recommendations**

Based on the data and findings presented above, as well as an examination of what other municipalities have adopted as effective community-based reforms for their police departments, the Committee has developed the following set of recommendations:

- Commit to a continuous process of changing how policing is done in Fresno for at minimum the next five years.
- Have the National Institute for Criminal Justice Reform perform an evaluation of what recommendations have been approved and rejected twelve months after the Fresno

Commission for Police Reform's work is done. Fresno City Council must contribute by writing a report detailing why recommendations were rejected, if any.

- A commitment by the City of Fresno to use results of the 2019 Community Input for Police Chief Search process as a driving force in hiring the new Chief of Police.
- The City of Fresno should refrain from using police officers to respond to non-threatening situations. (21% feel extremely uncomfortable calling the police during these situations, 16% feel somewhat uncomfortable). Instead, funding for social services should be increased to allow social workers and mental health professionals to respond to non-threatening situations.
- End contracts with the FPOA that enable the City of Fresno to pay from general fund dollars to defend officers charged with police misconduct. Such settlements must come from the Fresno Police Department's budget to demand utmost accountability.
- A significant overhaul of the Office of Independent Review's structure and accountability process to ensure equitable community representation and timely access to its findings.
- Hire a new Independent Reviewer based on recommendations from community based organizations.
- Create a community oversight board with the ability to hire a new Independent Reviewer based on recommendations from community-based organizations, and most importantly, that reflects the diversity of Fresno in terms of race, gender, and district/location. The overarching goal of the community oversight board should be to hold the OIR accountable, facilitate a community engagement process, collect and review data/feedback, and work in conjunction with the OIR leadership on a formal public communication process with transparency and equitability at its core.
- Disband the Homeless Task Force and reallocate resources to social services and community based organizations who provide service to our homeless population.
- The City of Fresno should focus on building trust in South Fresno by investing more money on social support services and opportunities for youth rather than saturating their neighborhoods with more police.
- Policing encounters must be made on actual probable cause and not on the whim of the officer. Quotas should not drive the number of stops or encounters made by a given officer of a department. The motive for policing should not be revenue enhancement for the police department but service to the community.
- We need a more effective process for aiding and resourcing how we address homelessness in our city. The police are not equipped to address this community issue effectively.
- We need more social workers and mental health professionals involved in addressing homelessness in our city to help bridge the communication and understanding gap between our police officers and the homeless population.
- Policing contracts should include a morality and behavior clause that limits the city's liability for behavior deemed inappropriate and improper for our officers to engage in.
- We need to build a more inclusive process for including a larger segment in our community in city budgeting decisions.
- The Office of Independent Review must be re-chartered. If it is funded as part of the city budget, it should not report to city administration. It should be truly independent and not be afraid to challenge current policy and law or be obligated to follow policy and procedure

that produce conclusions that are morally wrong. We have to eliminate policy and procedure that allow for the justification of killing any unarmed person.

- We need to substantially reduce the influence of the Police union (FPOA) in regards to our city budget and administrative decisions in our city.
- Define the defunding of our police budget as seriously auditing the police budget for the purpose of re-allocating funds as we re-vision policing in our city.
- Create a separate stream of funding for mental illness professionals to be available for disruptions by potentially mentally ill persons of interest and homeless to receive services before defaulting to incarceration.

Our committee has reviewed the data and community feedback regarding the Office of Independent Review (OIR) and would like to present a recommendation. According to the data, the vast majority of respondents were either unaware of the existence of the OIR, or have a negative review of its work.

If the purpose and work of the OIR is to "strengthen community trust in the Fresno Police Department," its leadership must not only be informed by the community, but should also be shaped by and held accountable to the values and feedback by the actual community with which it aims to build trust. While the nature of the OIR is built on the notion of "independence" as one of its principles, it is critical that this independence not mistakenly cross over from the review portion of the work, and into the governance structure and accountability of the office itself. Fairness, Integrity, Honesty, and Transparency are also principles of the OIR - all of which are shaped by and **dependent** on authentic community engagement and true agency in the office and its policies, procedures, and strategies.

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## **Addendum I History of Fresno Police Department**

This section will take a long and critical look at the Fresno Police Department (FPD), from its founding through today, to underscore the historical reasons why Fresnoans have called for this Commission for Police Reform (CPR) and why they would like to see change within the FPD. It will focus on the culture and institution of policing in Fresno, its relationship with Fresnoans and City Hall, and the power of prominent individuals in the city in influencing how the FPD operates.

It will underscore how there have been two small periods of substantive police reform in Fresno's history, both instigated by a Chief of Police who was hired from outside of the FPD by a reformist City Manager, otherwise reform has generally been actively resisted by those within the FPD as well as by the mayor and city council, even when the City Manager has attempted to do so. As a result, the history of the FPD is one generally marked by its operation as a traditional police department that has "limited themselves to a narrow view of what are appropriate police services. These services include a reactive approach to crime and emphasize criminal investigation and apprehension rather than prevention and community involvement (Galvin 1987: 60-1)."

The question that lies at the center of this report is whether this moment will become the third period of police reform for the FPD, one where reform would occur through a burgeoning relationship between Fresnoans and the current, as well as the future, Chiefs of Police (as Chief Hall will retire in 2021). The search for a new Chief of Police should consider the history discussed in this section, including the reality that police reform within the FPD has occurred principally through Fresnoans working with a Chief of Police who did not rise up the ranks of the FPD.

The history section that follows will outline how for nearly a century the FPD was not only taking payoffs to look the other way in regard to gambling, sex work, and alcohol and drug running, the very illegal activities that it was supposed to be policing, but that it was directly involved in running these enterprises as well. Additionally, the FPD operated in Chinatown, Japantown, and a racially diverse South Fresno in ways that have created friction with and trust issues between Fresnoans and the FPD in a multitude of ways that negatively affect all Fresnoans, relations that need to be repaired as we try and build Fresno into a more safe and fair place for everyone who lives here. This history has left a sour taste in the mouth of residents, one that continues today in relation to the FPD's overpolicing of South Fresnoans and residents of color, and use of force against residents. Actions that are compounded by the department's mobilization against criminal justice reform measures, opposition to public funds being spent outside of the FPD, and the framing of crime by FPD officials, which tends to ignore and avoid the structural processes shaping crime in Fresno, including the long history of racialized investment practices emanating from City Hall, in favor of linking crime primarily to the individual-level behaviors and "dysfunctional" family structures of South Fresnoans.

This ongoing history, although unpleasant and painful, is discussed with the best interests of Fresnoans in mind because through emphasizing how the culture and institution of the FPD has negatively impacted residents and Fresnoans confidence in the FPD the intention is that Commission on Police Reform can play a productive role in working with the FPD so that future reforms can better ensure that the FPD is able to faithfully and effectively carry out both its vision of "serving our community with honesty, compassion, and respect" and its mission of "enhance[ing] safety, service, and trust within our community (CFPD 2018, 2)."

### The Early Days (1890s-1920s)

The seedier side of the Police Department goes back to the later 1800s and early 1900s when police officers, including the Chief of Police, were involved in frequent and regular payoffs with

gambling halls, opium dens, brothels, and bootlegging operations (Arax 1996). These relationships were widely known within the city, with much of the underground economy controlled by the Tong's of San Francisco, but only addressed through investigations brought externally by federal agents. This occurred for several reasons (Arax 1996; Chacon 1988; Guzmán, 2012). One, because the "vice district" overlapped with Chinatown to the west of the railroad tracks and as long as it was contained to this part of town and prevented from spilling over into the white parts of town many white residents tolerated these industries. Two, this vice district generated a lot of income for businessmen as well as the city, up to millions of dollars a year, and was thus protected due to its economic importance for the town. With Fresno as the hub of a rural extractive economy, city leaders were worried that if the illegal activities were shut down then they would merely move to Bakersfield, Visalia, or Madera and the city's economy would suffer tremendously. Three, employers of a predominantly single male labor force, including farming, ranching, mining, and logging, fought on behalf of the vice district as a way to keep their workers busy in their nonwork time through leisure and pleasure industries, which was preferable in their minds to having them spending such off-time politically organizing to improve their working conditions. Additionally, Chinatown in Fresno was known throughout the state for its saloons, brothels, and gambling halls and lured labor to the valley for employers, it was something they did not want to lose for fear that it would shrink the supply of available labor. Four, during this time the Chief of Police was essentially an appointee of the city trustees, served at their leisure without real power, and most of the police force positions were obtained through patronage, so the police department lacked any autonomy from city elites to actually enforce crime, even if they had wanted to, which does not appear to be the case according to much of the historical record.

While the FPD was deeply interconnected with vice operations in Chinatown, it still maintained an active presence there and engaged in police raids on low-level Chinese individuals engaged in vice activities or symbolic arrests of high-level Chinese bosses who were soon released without charge. The constant presence of police in the community caused frictions between Chinese residents and the police force, who often did not see their presence as all that welcome (Guzman 2012: 95-110). Besides the FPD's constant role in overpolicing the residents of Chinatown, the police department failed to protect Chinese residents from white mobs in the 1890s, an era shaped by a major economic recession and a vigorous anti-Chinese movement (Saxton 1975). Fresno witnessed considerable anti-Chinese sentiment during these years and on several occasions in 1893 white mobs chased Chinese labors out of fields all across Fresno County into Fresno's Chinatown, "terrifying them with blows and pistol shots, and driving them to the railroad station and loading them on trains (Chacon 1988: 393)." It is unclear where the police were to protect the Chinese from the white mobs.

The role of the police in trying to control "social inferiors" or "outsiders" was not limited to the Chinese either. In the 1910s Fresno took center stage nationally as individuals associated with the International Workers of the World (IWW) were subject to regular harassment, beatings, and arrest by the FPD, and while in prison they endured fire hoses and bread-and-water diets. This occurred because the IWW members sought to exercise their First Amendment right to speak on street corners and distribute materials to fellow laborers about the need to mobilize to improve the working conditions in the fields, mines, and logging camps surrounding Fresno (Chacón and Davis 2018, 44; Genini 1974). The police utilized vagrancy laws, criminal syndicalism laws, and

laws banning free speech within city limits to limit the power of the IWW labor organizers. The police did not merely attempt to suppress IWW actions but they were complicit in allowing and even enticing vigilante mobs to assault IWW members without fear of arrest:

On December 9 [1910], a mob of over 1,000 vigilantes attacked and severely beat

A number of IWW men who sought to speak on the streets, then advanced on the IWW tent headquarters, burned the camp and all the supplies, marched to the county jail and threatened to break into the jail and lynch the Wobbly prisoners.

The mob had been encouraged by a statement by Police Chief Shaw that “if the citizens wished to act they might and he would not interfere (Foner 1965: 186 as cited in Chacon and Davis 2017, 44).”

The repressive tactics were deployed by the police because the IWW had been successful in mobilizing workers in the valley to engage in labor strikes, and the employers leaned on the police department to get rid of the IWWs.

These police practices against the IWW would continue off and on until the early 1920s and occurred at the same time as bootlegging and the Ku Klux Klan (KKK) grew in power. In the 1920s during the height of prohibition, “federal agents considered Fresno County the wettest spot in the state” and eventually busted a massive bootlegging ring encompassing farmers, city businessmen, and the police (Arax 1996: 209). In terms of the bootlegging, half of the monthly profit went to the FPD, where over a quarter of the staff were on the take, including the Chief of Police. The illegal enterprises were so lucrative that one of the Chiefs and a captain had bagged enough cash to “retire on vineyards north of town (Arax 1996: 210).” Despite a mountain of evidence from federal agents, twelve of the thirteen officers walked, with one convicted of “a minor offense.” Unfortunately, this would become a common practice in Fresno over the next half century or more as the underground economy ran the town.

Federal investigations into bootlegging in the valley turned up more than bootlegging too. Through raids in Los Angeles, federal agents turn up a whole network of KKK members in various leadership positions in cities across the San Joaquin Valley, including in the FPD (Guzmán 2012; Ramirez 2017). Seven police officers were found to be members of the Fresno chapter of the KKK (called a Klaven), which was “more of a racial fraternity than an active political body,” but one still committed to “white supremacy” (Ramirez, 2017: 145-6). The Klaven was a recent formation in Fresno, which is one reason why it was much smaller than its counterparts in Kern or Tulare County, but the KKK saw dramatic growth across California during this time due to fears by white Protestants increasing numbers of African-Americans, non-Christian Japanese, Catholic Mexicans, as well as Catholic immigrants from Europe (Bringhurst 2000; Rodriguez 2017). The seven officers were fired by the mayor but reinstated by the Civil Service Commission and thus able to maintain their jobs despite their investment in white supremacy, albeit in less desirable positions within the force.

#### Mid-Century (1940s-1960s)

The Chief of Police Ray Wallace and other officers followed in the footsteps of their predecessors and continued their intricate practices of actively and passively profiting off of the underground

economy in the city, “[T]he Fresno Police Department ran at least one house of prostitution by itself and collected protection money from thirty-six others. Each house paid a franchise fee of \$5,000 and an operating fee of \$175-a-month per girl (Arax 1996: 211).” Much like his forefathers, Chief Wallace funneled these payoffs into ranch land, over 1,700 acres in total. Not to limit themselves to brothels, the Chief of Police and fellow officers were involved with running drugs through the brothels for the Sica brothers, who were associated with Mickey Cohen’s mob out of Los Angeles. The Sica brothers would eventually be put on trial for a million-dollar-heroin distribution ring (about \$10.7 million in 2020). These practices were allowed to continue for so long because California Attorney General, Frederick N. Howser, had gotten a payoff from Fresno politicians to the tune of \$25,000 to keep state agents out of Fresno. Wallace would eventually go to jail for 18 months for tax evasion, as he had sought to buy a business in cash from his payoffs and illegal enterprises (Arax 1996).

Alongside these practices, the FPD participated alongside of the Federal Bureau of Information (FBI) in conducting raids on Japanese residents in Fresno, arresting hundreds, many of which were located in Japantown, which was adjacent to Chinatown as the Japanese were denied the opportunity to buy property west of the railroad tracks by white Fresnans (Guzman 2012: 111-141). The overpolicing of Chicano youth also became a problem in South Fresno during the 1940s, based on the presumption that any youth participating in “zoot suiters and pachuco culture” were criminals or gang members (Guzman 2012: 228-30). Such practices created tensions between Chicano Fresnans and the FPD, however it did not prevent the emergence of collaborative efforts to reduce crime between Chicano Fresnans and the FPD.

Hank Morton would take over for Wallace in 1950 and go on to run the department over the next twenty-one years. It was a fairly seamless transition too, as Morton had proven his dedication on the job by being the bagman who would bring payoffs to the former Police Chief (Arax 1996). The cozy relationship between the department and those running illegal gambling and sex work entities continued, so much so that Morton married one of Fresno’s leading madams. Morton’s power within the underground economy was so well known that less than a decade into his tenure aides to Mayor C. Cal Evans requested his resignation due to “reports of rampant gambling and prostitution in Fresno (Bier 1995).” Back then, the city lacked a strong-mayor structure, where the mayor has executive power and control over city staff and the city manager and the city council is the legislative body. Under the old system, the mayor had the same power and vote (one) as the other city council members, making them all “mini mayors” (Boren 2011). Not only did Chief Morton refuse to resign but also then Attorney General Edmund Brown spoke on his behalf, a practice that would continue throughout Morton’s tenure with the department. Morton’s role within the underground economy was so pronounced that federal agents busting bookies in the 1960s, including a \$2.2 million bookmaking ring (around \$18 million in 2020 dollars), did so without communication with Chief Morton for fear that he would tip them off.

Then in 1965, it looked like things might change in Fresno, for the better. The new City Manager H.K. Hunter sought to get rid of the corruption in the police department by firing Chief Morton on grounds of “failure to suppress bookmaking and prostitution, misuse of vice funds and failure to destroy guns as required by law (Arax 1996: 225)” as well as “destruction of records involving the department’s investigational fund (Bier 1995).” As it turns out, besides being a key player in the

underground economy, Chief Morton had been giving guns from the property room to his friends, using vice funds for his own private affairs, and destroying any worrying paper trails in case federal agents showed up. Despite all of this, the city elite rallied around Morton and “nearly 1,000 people packed” the Holy Trinity Armenian Church to show their support, those in attendance included “judges, the mayor, city councilmen, the sheriff, prominent farmers and church leaders (Arax 1996: 225).” Edmund Brown, now governor, spoke out in his favor too. Morton was promptly reinstated, as the Civil Board who oversaw the charges were either his pals or people he had dirt on. The city council then fired City Manager Hunter, a clear signal that reforming the FPD, and with it Fresno, was not on the table.

Morton was able to keep his position despite all the corruption because he had filled the FPD with his own personal cabal of officers loyal to him who did his bidding. But this was not the only reason, Morton and his crew had generated a lot of leverage over city politicians and key staff by plying them with their vices (principally sex with folks who weren't their wives) and filming the encounters to ensure no one spoke or moved against Morton (Arax 1996). Such leverage enabled Morton to carry on his predecessors work of either taking payoffs from or actively running gambling and sex work houses as well as working with the Sica brothers running drugs, who had not gone to prison for the previously mentioned heroin bust because the state's primary witness was murdered in Fresno right before the Sica brothers were going to trail. Chief Morton did add a new practice to Wallace's empire through, as he was soon collecting payoffs to city councilmembers and planning commissioners for “zoning decisions,” a practice that would take front stage in the 1990s under the Federal investigation labeled “Operation Rezone.” In familiar style, Morton purchased a big ranch north of town with the proceeds from the underground economy he oversaw. He retired in 1971.

### Moving Toward the Millennium (1970s-1990s)

Federal investigations continued against the FPD in the 1960s and 1970s, during the tenure of both Chief Morton and Chief Harold Britton, who had moved up the organizational structure of the FPD under Morton. One of the federal investigations did facilitate a restructuring of the FPD but under Britton's time as Chief “federal crime-fighters refused to cooperate with Fresno units because of police department leaks (Hostetter 2015).” Britton was eventually fired in 1977 in a power struggle with City Manager Ralph Hanley. Corruption news appears to fade from front-page news coverage after this point of time as George K Hansen was hired in 1978, the former police chief of Sunnyvale, California and Lincoln, Nebraska. It was a conscious choice of then Mayor Dan Whitehurst and City Manager Hanley to find someone outside of the FPD after decades of corruption, and it was the first time this occurred for the FPD. Hansen was a reformer and brought community based policing to Fresno, worked to rebuild trust between the FPD and residents, and launched Neighborhood Watch groups throughout the city (Galvin 1987). He not only restructured parts of the FPD but how policing was done, assigning officers whose ethnic and racial identities matched those of the areas they were assigned. His efforts became a national model for other departments. However, he died unexpectedly in 1983, and his efforts to reform the FPD and fully institute community based policing were left uncompleted, and the momentum would, unfortunately, die with him.

This is unfortunate because in his research report (1987) on community based policing influenced by Chief Hansen, Gerald T. Galvin, Chief of Police of Clovis, contends that when “community based policing has been adopted in its purest sense” it would mean:

Patrol forces have been redirected. Civilians have taken many of the jobs previously held by sworn officers. Authority has been decentralized and organizational structures revamped. More emphasis has been placed on community involvement and crime prevention programs. Citizen councils have been established to assist police administrators in crime prevention programs. The adoption of this policing model exemplifies the cooperation that has existed between community activists, elected officials, and police executives. It is an acceptance of the equal responsibility concept for crime prevention that exists between citizen and law enforcement officers (63-4).

However, Chief Galvin contends that realizing this model within police departments has been difficult for at least two major reasons. The first reason is that the community based policing model is often opposed by City Hall and a police department that is invested in a traditional model of policing where:

Police agencies have limited themselves to a narrow view of what are appropriate police services. These services include a reactive approach to crime and emphasize criminal investigation and apprehension rather than prevention and community involvement...is limited to crisis situations where little if any positive interaction with citizens is accomplished (60-1).

The second reason is that the community based policing model is opposed by City Hall and a police department that is tentatively interested in it but is generally more invested in appearing efficient due to budgetary issues, which pushes police departments away from truly committing to it. In this scenario:

Community Based Policing is viewed as expensive and [a] non-priority when viewed in light of the need to respond to 9-1-1 originated calls for service. The conflict here has been how much of your available police resources do you allocate to reactive calls for service as opposed to proactive crime prevention efforts. Elected representatives, city or county administrators, and police executives have still been reluctant to accept slower response to calls for service in lieu of more proactive crime prevention programs. It has been thought that the highest priority is to respond to citizens' calls for service and that the effectiveness of police agencies is tied directly to how fast a call for service is answered (62).

It is clear that both of the reasons outlined by Chief Galvin as to why a police department and a city hall might resist the move to community based policing have been apparent within the FPD and Fresno's City Hall since Chief Hansen's sudden death in 1983.

Besides Chief Hansen, another outside hire and reformer was Joseph Samuels, an African-American who worked in the Oakland Police Department for 17 years. He became the Chief of Police in 1991 and sought to address racial and gender inequities in the FPD as well as

reinvigorate the community based policing model, but his stint was extremely short, he was Chief for only two years. Samuels left to become the Chief of Police of Oakland where he would implement its first community based policing program, created community advisory boards, and increased the number of women and people of color in leadership positions within the department (Lee 1999). However, at the FPD he would face resistance on numerous fronts in changing its culture and institutional organization. Of note, he faced racial resistance by white officers in the department when a handful of African-Americans and Latinos were promoted, such actions led to assertions of “reserve racism” by white officers (Arax 1992). An assertion by white officers that is powerful given that numerous officers of color had to sue the city to be promoted during the 1980s. Racial discrimination lawsuits continued through Chief Dyer’s tenure too. Unfortunately, the racial resentment of white officers continue within the department, as a 2015 survey found that 49% of sworn officers and 44% of civilian employees believe the department’s diversity efforts “have resulted in the hiring of persons of doubtful qualifications and has negatively affected performance (Josephson 2015: 13).”

Turning to the 2000s, Chief of Police Ed Winchester was forced to resign under a cloud of shame as the department was rocked by two major scandals. The first involved teenagers stealing explosives out of a police bunker in Clovis, a bunker that the Chief of Police did not know about, and the second involved the disappearance of \$200,000, 11 pounds of cocaine, and an assault rifle from property rooms at various departments (Los Angeles Times 2001). While these two events led to Winchester’s resignation, it was on his watch that one of the biggest scandals in Fresno occurred, which as this document attests, is a city that has a long history of scandals. This scandal would become known as “operation rezone” based on the federal investigation of the same name (Arax and Gladstone 1998).

This scandal involved city councilmembers in Fresno and Clovis taking payoffs from developers and their lobbyists for favorable decisions regarding land use planning and zoning designations. The District Attorney during that time, Ed Hunt, did not file any corruption charges against city officials during this time, even though Jeff Roberts, a key player convicted in the scandal, drove a car around town with the license plate titled “REZONE.” Jeff Roberts is currently Vice President of Granville Homes, which is owned by the Assemi family. While Hunt claims he couldn’t get anyone to come forward and disclose the illegal happenings to him, others contend that Hunt’s lack of effort in prosecuting anyone was due to his close ties with powerful developers in Fresno, including John Bonadelle (of Bonadelle Neighborhoods), who was indicted on corruption charges (Arax 1995; Arax and Gladstone, 1998). Alas, it would take another external federal investigation to bring charges and eventually convictions against thirteen individuals, five of whom were city officials for Fresno or Clovis.

### Contemporary Period (2000s to Present Day)

Today, the FPD has indeed taken many steps to address its long history of corruption and power within the underground economy. Despite this, incidents have continued to occur where police officers have been convicted of taking payoffs or selling drugs, including Keith Foster, Deputy Chief of Police, and second-in-command to Chief Dyer, who was convicted of “conspiring to distribute heroin and marijuana (Lopez 2017).” This conviction was also the outcome of a federal

investigation. Then there is the case of Detective Derik Kumagai, who pleaded guilty to “taking a \$20,000 bribe from a suspected drug dealer” on the promise that he could “close a federal investigation involving the dealer (Ellis 2015).” Detective Kumagai was also involved in a lawsuit from two Fresno businessmen who were involved in an illegal gambling enterprise that Kumagai and two other officers, Curt Chastain and Tomas Cantu, broke up. The two men, Micah Jessopp and Brittan Ashjian were never charged with any crimes but they did claim that the three officers stole over \$225,000 in cash and rare coins while executing their search warrant. The police and city attorney denied the theft happened and a federal appeals court ruled that even if the theft did occur it did not violate their Fourth or Fourteenth Amendment rights (Egelko, 2019). Either way, the police department did legally confiscate \$50,000 in cash from the two businessmen, which the department can keep even though charges were never filed against the two men.

While corruption is not as prominent as it once was, attention has turned toward use of force by the FPD and the disparate racial impacts of its policing on residents and communities of color within Fresno (Thebault and Fuller 2018). Research conducted on over 40,000 traffic stops in the city in 2016 found numerous racial disparities in the policing practices of the FPD, that “black drivers accounted for 15 percent of officers’ stops—twice the share of the black population in the city that’s of driving-age, and nearly triple the rate that white drivers were stopped (Thebault and Fuller 2018).” The report also found “that officers search black drivers at a rate two-and-a-half times that of white drivers and arrest black drivers twice as often. Of the 4,800 cars that Fresno police searched in 2016, a quarter belonged to black drivers, yet black drivers make up just 8 percent of the city’s driving age population.” This overpolicing in Southwest Fresno occurred despite it having similar violent and drug crime rates as Southeast and Central Fresno.

When looking at student resource officers’ arrests and citations during the 2015-16 school year for Fresno Unified, the report found “that even though Black students made up just 10 percent of the schools’ population that year, they accounted for nearly 30 percent of resource officers’ arrests and citations (Thebault and Fuller 2018).” The following year, 2016-2017 at Fresno Unified, “showed modest declines in suspension rates, but there was still a stark discrepancy: 33 suspensions for every 100 black. This is a disparity twice the state average (Thebault and Fuller, 2018).” And it is disparity that is unbecoming of Fresno Unified as it “suspended and expelled more black students [that] year than any other large school district — even Los Angeles Unified, which has more than 8 times the number of Black students enrolled in its schools (Thebault and Fuller, 2018).”

Another report, published in 2017, investigated officer-involved shootings in Fresno from 2001 to 2016 and found that the FPD was involved in 146 officer-involved shootings during this time period (Coleman et al., 2017). After mapping these incidents, the researchers found that “the largest number of officer-involved shootings, and the densest grouping, are located within south Fresno (Coleman et al., 2017: 10).” Now, this is often where gang activity occurs within the city but it is also the home of communities that have been most affected by the ongoing processes of redlining, restrictive covenants, sprawl, and municipal disinvestment (Chacon 1986, 1988; Thebault 2018; Zuk 2013). Of note is the interviews the researchers conducted with community stakeholders about the relationship between the FPD and residents. “Interview respondents maintained that there are minimal avenues for community participation...community engagement and

participatory practices...under current policing practices (Coleman et al., 2017: 16).” Interviewees also emphasized that “the Fresno Police Department is not appropriately representative of the city’s residents, and that white officers who are not familiar with the city’s diverse communities dominate the force (Coleman et al., 2017: 16). This is an outcome of many different factors; one is that FPD “does not require that its officers be residents of the city (Coleman et al., 2017: 16)” and the reality that many officers do not live in the areas that they police. For instance, Chief Dyer lived in Fowler.

Community stakeholders also underscored that they believed Fresno’s Office of Independent Review (OIR) to be “a largely symbolic office” as it lacks the resources and authority to facilitate substantive reform of the FPD (Coleman et al., 2017: 26). This is not the fault of the Fresno police auditor though, as they are reliant on the “police department’s internal documents” and “the department’s own investigations” because they are “not allowed to conduct [their] own independent investigations (Coleman et al., 2017: 27).” Additionally, the OIR consists of a staff of one, the auditor, and lacks “subpoena power in order to solicit testimony or documentation from parties involved” and whatever recommendations they produce are “only advisory” with no enforcement power, which means the whole process depends on the FPD to willingly implement the auditor’s suggestions, there are mixed results of this occurring with the FPD (Coleman et al., 2017: 27). As a result, questions are regularly raised by Fresnans about how independent the OIR and the auditor really are if they lack the aforementioned powers. Mayor Brand has improved the situation of the OIR a bit by moving the position from part-time to full-time in 2017 and requiring that the person occupying the position of auditor live in Fresno. Before this change the part-time position was staffed by someone who split time between Fresno and Utah. Yet, substantively, the OIR still lacks the power many residents would like it to have.

In 2017, Mayor Brand also created a Citizens’ Public Safety Advisory Board (CPSAB) “to serve as a formal avenue for community participation in police conduct (Coleman et al., 2017: 28).” This board consists of nine members who have voting rights, are appointed by the mayor, and lack any “investigatory power or authority” and thus reliant on information provided to them by the FPD and District Attorney’s office (Coleman et al., 2017: 28). Residents have questioned whether this board’s power is merely symbolic, akin to the OIR, for while Mayor Lee Brand created the CPSAB to “enhance trust, accountability and promote higher standards of services in the Fresno Police Department” the board members serve four-year terms at the pleasure of the mayor so that the board’s meetings fall outside of the state’s open meeting law, the Ralph M. Brown Act (Sheehan 2017). It is unclear how a committee that meets in private and is purely advisory will be able to enhance “trust” and “accountability” with either City Hall or the FPD. It should also be noted that the advisory board is itself advised by five nonvoting members: the police auditor, an appointee by the police chief, a member from the Fresno Police Officers Association, a member from the mayor’s office, and a member from the Fresno County District Attorney’s Office.

The lack of faith in the OIR to be independent of the FPD has been tested most recently when the Independent police auditor, John Gliatta, spoke with the Fresno Commission on Police Reform on September 16 and informed the commission that he unilaterally decided to sit on his report on the police use of force on 17-year old London Wallace, who had been punched in the face repeatedly by a FPD officer, for four months due to the killing of George Floyd by Minneapolis

police officers. Although Gliatta had finished his report, at least a week before Floyd's killing, he did not include it in the July audit of police, a quarterly audit, because he thought "it would cause some issues within the community. So I waited (Miller 2020)." Unfortunately, as this situation points out, there is no "perfect" time to release such a report, as this acknowledgement by Gliatta occurred a day before the grand jury in Louisville decided to not press charges on the officers whose actions led to the killing of Breonna Taylor (Galofaro et al., 2020). Either way, it is unclear how waiting on the report for months would build transparency and trust between the OIR, the FPD, City Hall, and Fresnoans. This incident builds on a previous issue, which is that the acting Police Chief Hall did not even apply for the job, nonetheless he was chosen by Mayor Brand and City Manager Wilma Quan, such a choice led many Fresnoans to feel that the Mayor's attempts at engaging the community in selecting the police chief that would replace Jerry Dyer were symbolic at best and largely done in bad faith (Calix 2020).

Alongside these incidents, there is concern about the discourse and language that individuals within the police department use to explain why crime occurs as well as how they talk negatively and disparagingly about criminal justice reform. For instance, during an interview with Craig Scharon and Paul Swearingin on the Two Guys Talkin' Fresno podcast in December 2019, former police chief Dyer contended that crime in the city was attributable to two major factors:

*the decay of family, single parent families, fatherless...when the family is to the point where there isn't that guidance in the home for the kid and they don't have that level of love in the home they are going to seek it out elsewhere [in gangs]...and at the same time, the consequences for bad behavior in, at least in California, if not America, has gone the other way as well. We have 30% fewer people in CA prisons than we did seven years ago. The consequences have changed. Drugs have been, in terms of the penalties, lessened...at some point there have to be consequences for these people to change their behavior...but it's a community problem not a police problem (italics added for emphasis).*

Such a framework pointing blame to the family and criminal justice reform ignores a hallmark of community based policing, building relations between the community and the police department, shifting resources away from reactive policing to building community assets, and not putting blame unilaterally on the community (Glavin 1987). Additionally, Dyer's explanation for crime ignores the long and ongoing systemic inequities in Fresno that have occurred in and through City Hall that have failed to secure basic needs to residents in South Fresno and denied South Fresnoans of equal opportunity in education, employment, housing, and parks, as well as a voice at City Hall, all of which are interconnected with crime rates (Chacon 1988; Thebault 2018; Zuk 2013).

This anti-reform mindset is reflective of the department's opposition to Advance Peace, a fellowship and mentorship program geared to getting gang members who are most likely to commit gun crimes to stop such engagement through school and work alternatives (Velez 2019). If they meet all the benchmarks after six months, they can start receiving payment to support them on their newfound path. The proposal before City Hall was to fund part of the program through public funds to the tune of \$200,000. Mayor Brand vetoed the proposal for Advance Peace funding but the city council approved it over his veto. Even though most participants in Advance

Peace do not receive payments, this was all Chief Dyer could focus on (Scharton and Swearingin 2020). Chief Dyer asserted that he was “philosophically opposed to providing money to gang members (Guy 2019)” and attacked the character of those running Advance Peace by declaring that he was “more than willing” to work with them “as long as that’s their true motive and their motive is not driven by money,” implying that those working in Advance Peace are merely chasing dollars and not committed to ending gang violence (Velez 2019). Chief Dyer’s counter to Advance Peace was the department’s own Cease Fire program and the need to reempower “strong laws” that had been weakened by the state (Guy 2019).

Based on these comments, it is clear that Chief Dyer and the FPD were resistant to alternatives to traditional policing as well as alternatives to traditional policing that the FPD did not control. Moreover, it is another example of the FPD rejecting a program that aims to address the social and economic factors shaping lower income neighborhoods, specifically the support structures and the quality of education and employment opportunities, which can push people into gang violence. Opposition to programs like Advance Peace is important given that research on the criminal justice system in Fresno has found that how the police do policing is integral to the maintenance of conditions that reproduce crime and gang violence (Lopez-Aguado 2018). The criminal justice system in Fresno tends to interact with people in ways that conflate race, geography, social networks, clothing styles, and cultural practices with gang membership, when they often are not linked. While the criminal justice system does this in the attempt to minimize violence, these practices also to organize violence in legible ways for law enforcement. The cost of this is that such organizing practices tend to criminalize youth of color simply for their geographic location, racial identity or gang aesthetic in ways that reinforce divisions within and between youth and communities in Fresno, divisions that prevent the creation of strong intercommunity relations and community-police relations that could better address the factors creating gang violence. This research contends that such practices exacerbate the existing problems rather than actually ending them.

Fresnans also have a lack of trust in the FPD being committed to police reform based on the social media messages of the Fresno Police Officer’s Association (FPOA), which posts negatively about criminal justice reform efforts that are engaged in the complex and messy process of shifting public funds away from the war on drugs and towards rehabilitation and reintegration, as well as away from reactive crime control strategies and towards community-building assets. For instance, on September 17, 2020, in reaction to another series of deadly shootings in Fresno, the FPOA Facebook page posted:

These senseless acts of violence continue, not only here in Fresno, but across our country. This social experiment perpetuated on the American people where police are the problem and violent criminals are NOT held accountable must stop. Soft on crime policies such as zero-bail policies, releasing state and county inmates due to COVID-19 and voter approved propositions such as props 47 and 57 must be changed. We must hold those who victimize the innocent accountable and return to enforcing laws such as “use a gun and you’re done” and Three Strikes.”

It should be noted that the language of “social experiment” has a long history as a dog whistle in U.S. society, going back to opposition to integrated housing, desegregating education, and interracial marriage in the 1950s, 1960s, and 1970s (HoSang 2010). Beyond this concern, the post asserts that we need to go back to Three Strikes even though it produced severe racial and ethnic disparities in incarceration, disparities that Prop 47 has reduced (Lofstrom et al. 2020). Research on prop 36 and 47 have found those who were formerly incarcerated and released through these propositions have lower recidivism rates than their counterparts who were not released through such programs (Bird et al. 2018; Stanford Law School 2014). And when the same FPOA Facebook page uploads posts stating that politicians are “using the COVID pandemic as an excuse to empty our prisons!” or that “soft on crime politicians are being elected to DA by the naïve and uninformed”, such posts do not inspire confidence in the FPD to respond to the desires of Fresnans for reform.

There is also the letter that Todd Fraizer, President of the FPOA, authored in the Fresno Bee in response to Marek Warszawski’s commentary on the police killing of 16-year-old Isiah Murrietta-Golding in 2017, where Frazier (2019) says “Luckily, level heads at the District Attorney’s Office, and not “some independent review board,” reviewed all the facts and concluded the use of force was lawful.” This is another statement that shows opposition to community and civilian input in how the police department should operate.

Beyond the Facebook posts, and the Fresno Bee letter by Frazier, the FPOA has invested a lot of time and energy in opposing criminal justice reform legislation through the organization Protect California, including Senate Bill (SB) 1421 and Assembly Bill (AB) 392. AB 392 was put forth in 2019 by Assembly members Shirley Weber and Kevin McCarty in response to the shooting death of Stephon Clark by Sacramento police (Ortiz 2020). It sought to update California’s legal standard shaping when officers can legally use force, as well as how such use of force was to be evaluated. A key change was its redefining of the language of when an office can use lethal force from “reasonable” to “necessary”, although it does not provide a definition of necessary, which allows each case to be individually decided, a compromise sought from law enforcement organizations. AB 392 was actively opposed by the FPOA, who also lobbied on behalf of a competing bill through the Protect California organization, Senate Bill (SB) 320, which focused on taking guns away from high-risk individuals and more police training in de-escalation and alternatives to deadly force. Todd Frazier, President of the FPOA stated, “One of the major levers we as a state can pull to reduce the use of force and officer-involved shootings is to remove the accessibility of guns from high-risk individuals (ABC 30 2019).” Both AB 392 and SB 230 were eventually signed into law by Governor Newsom, albeit with modifications.

Another matter which raises concerns about the operations of the FPD is the language found in the Argument Against Measure P (The Clean and Safe Neighborhood Parks Tax) filed with the Fresno County Clerk, an argument whose principal officer was Todd Frazier of the FPOA (Vote No on P 2018). The language in the argument included several noteworthy claims about how investing public money in anything other than the Police Department will make the city less safe, “[Measure P is a] \$2.7B blunder that will severely limit Fresno’s ability to keep its citizens safe...in fact, Measure P could reduce funding for police, fire and other needs.” It also claimed that art and cultural programming for youth and families was not a priority: “Measure P would

allocate \$190 million of your tax money to arts and culture. Shouldn't we be hiring police officers and firefighters before we fund public art, particularly art we may find offensive?" And it specifically critiqued the equity-orientations of Measure P that would attempt to address the historical inequities in park and trail access between North Fresno (more white and affluent) and South Fresno (more diverse and lower income): "Measure P would not build parks and other facilities throughout the City. The unelected Parks Commission determines the highest need areas that would get the vast majority of the money."

In this regard, the no on Measure P language authored by the president of the FPOA traveled in well-worn tropes that assert that only police can provide public safety and not other public entities or organizations and that reformist efforts to address systemic race and class inequities through public funds should not be allowed. Such actions raise concerns about the willingness of the police department to listen to the public, particularly residents in Central and South Fresno. This is salient since Measure P rose out of youth-led initiatives from South Fresno who wanted better parks and worked hard to get the parks initiative on the ballot, a measure that was broadly supported by voters in South Fresno despite all the negative claims by opponents, including Police Chief Dyer, Mayor Brand, and FPOA president Todd Frazier, that it would create a public safety crisis in Fresno (Calix 2018; Pierrot 2019). South Fresnans clearly did not buy into the argument that voting for parks and youth programming means a less safe city.

### Conclusion

The history of the FPD is one marked, for nearly its first century, by vast corruption and criminality, one supported by the business and political elite of the city. The FPD also operated in a fashion that normalized and legitimated the overpolicing and criminalization of Chinese, Japanese, and Chicano Fresnans, as well as those who exercised their First Amendment rights and sought to improve working conditions in Fresno County and the San Joaquin Valley. While much, but not all, of this history is fortunately in the past, the FPD is a department whose policing outcomes negatively impact lower income residents and residents of color in Fresno in a variety of ways that have not only reduced confidence in the FPD but also the efficacy of the FPD in realizing its mission of "enhance[ing] safety, service, and trust within our community (CFPD 2018, 2)."

Overall, the FPD is still a traditional police department that has been resistant to reform efforts put forth by Fresnans and Police Chiefs who have been external hires. It is notable that two of the Police Chiefs who have been external hires sought to implement community based policing in spite of resistance to it by those within the department. Unfortunately, both of these Police Chiefs had short durations within the FPD and were therefore unable to change the culture and institution of policing in Fresno. This history, particularly the reality that reform has generally come from outside of Fresno, should be forefront in the minds of City Hall and all Fresnans when a new Police Chief is hired to replace current Chief Hall.

Echoing the words of Gerald T. Galvin, Chief of Police of Clovis, two of the major barriers preventing police departments from embracing community based policing is an investment in a traditional approach to crime that is a "reactive approach to crime and emphasize[s] criminal investigation and apprehension rather than prevention and community involvement" and an

efficiency approach to crime that prioritizes “how fast a call for service is answered in lieu of more proactive crime prevention programs (1987: 60-2).” As Fresnoans work together to shift the FPD towards a community based policing model, it cannot be underemphasized that both of these barriers are present in the FPD.

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## **Addendum II Raw responses to Question 7 of Community Input Survey**

These are the comments residents wrote when asked to briefly share an experience where they felt either discriminated against or received preferential treatment by the Fresno Police Department, and demonstrate a clear need for a transformation of the culture of the police department.

I was not treated with any empathy. I was treated like I wasn't even a person. Complete disregard.

Though this was about 1 year ago, I tried to approach a police officer who was called out to another call who had positioned himself in front of a house 3 doors down. When I tried to give him insights to the homeless theft, I felt dismissed.

Stereotyping me because of my b appearance  
Fitting the description from 12 to 54 years old

I was minding my business in the mall and I was randomly searched because they thought I was stealing.

Racial discrimination during traffic stop

Followed by FPD after political event against Chief Dyer.

My nephew and I where cruising in the middle of the day. No tinted windows no music. We were stopped and pulled over by FPD and treated as committed a crime before asking for identification. Detained for no reason at all.

Police approach situations with their own perspective of what is or has happened. Individuals, even the person who called the police for assistance is guilty until proven innocent.

Free will beings BEING GOVERNED by a system created to ENSLAVE the race. INJUSTICE is policing, and its root to INJUSTICE.

Was a victim of a crime and was treated and spoke to worse than a convicted criminal and was spoken to last even though I called for help

A detective demonstrated bias asking about my co worker who was Asian and the relationship with the Asian under investigation - " you know how they are the same .." one was Hmong one was pacific Asian - not the same at all.

Risks to my safety, my families, and friends have never been taken seriously in any interaction I have had with FPD. In addition I have witnessed harrasment and violence against citizens countless times. Especially citizens of color.

Based on my looks I feel I get treated differently

I was kicked in the face when I was younger and while handcuffed. On another occasion a different officer was chill.

As a child, I was accused by the police department of hurting my brother and causing him to bleed. They pressured me to admit to a crime I didn't commit and pressured my brother to admit that I did something to him.

Police are rude .

Racial profiling, intimidation

I was a passenger in a car that was pulled over for a breaking tail light. I was in the back seat with my infant son but It didn't stop the officer from verbally intimidating me in to forcefully confessing if I've gotten into trouble such as gang

I have been involved in protests where the FPD would arrest or hassle people of color right next to me (a white woman). They would not hassle me even though we were engaged in the exact same activity.

I called the police once and felt like they did not take my complaint seriously because I was a person with a record and a domestic violence victim.

My father is a cop and I was let off for things other people would have gotten arrested for. School police always gave warnings to me where other students would have gone to alternative schools. Got pulled over a lot when I drove an old Mercury. Never got a ticket as soon as the cop saw I was white.

Reporting a disturbance in my South-of-Shaw neighborhood, my integrity and citizenship were questioned. I'm a 1st generation college graduate. I've never called the police since.

i saw someone breaking into a car and i called 911. they did not ask what the emergency was. they did not ask me if i was safe. they left me on hold for over 10 minutes.

With friends when car was broken into, called in and were told to wait for a unit for the report. Waited over an hour, called back and were told no one would come to us even when we had seen multiple pd cars patrolling the area

Police use intimidation and fear to try and gain compliance and respect from the public. Every cop is always trying to act intimidating instead of being true public servants and approach friendly, polite, and professional.

Being talked down like I was a little brown kid who doesn't know anything. Having my traumatic experiences being trivialized or made to feel like they don't matter. Witness them physically abusing my mother.

Investigators victim blamed me

Scene involved two minority women calling for safety reasons against a man. Once police arrived they said there was nothing they could do until someone was physically hurt within those 24 hours. Doesn't matter what happened in the past

I once got stopped by a cop for driving a Honda with tinted windows in a community that mainly has low migrant workers and once they checked that everything was under my name they let me go.

Unnecessary force was used on several people of color by white cops.

I have never been perceived as a threat to police in any circumstances, and have largely been ignored by officers when in public. I have witnessed my family members have been let out of multiple traffic tickets undeservedly (we are Caucasian).

was called a racial slur during fresno pride

I have witnessed their racism and sexism in the way they treat people

I have been treated with disrespect and abuse by cops

It's who you know.

I was stopped in my neighborhood for riding a bike at night. They asked where I lived and I pointed to my house. They hassled me briefly but didn't give me nearly as much trouble as I had seen them give my neighbors

Typical profiling and unnecessary passive aggressive, or blatantly aggressive behavior towards me and those who were with me, we were doing nothing wrong.

Pulled over for no apparent reason, followed, hostile attitude towards me. I am also Black.

Had many situation regarding police and made me feel very harrassed so i would never be comfortable calling a police officer never.

I was jumped outside my high school and I had other cops telling me they were sorry that this happened to me and then I had other cops tell me there's no way to find the perpetrators and that it was just an unfortunate event. Then cops found them.

Fresno P.D. rolled up on me in a suspicious situation and just asked me if I was ok and if I was lost. I'm white. It was not a predominantly white neighborhood and the officers seemed concerned for my safety. They should've asked me what I was doing

Getting pulled over for one reason and officers making up reasons to have drivers get out of their vehicle to find other reasons to accuse them of something they weren't initially pulled over for.

I was a victim of a home invasion and police made me feel as if it was my fault and pressured me into feeling guilty

I have received preferential treatment. Being allowed in places without a thorough search of my bag, pockets etc.

I just always feel unsafe around police unless it's a time when they're absolutely needed, then I will call & hope things aren't made worse with their arrival. I went to a high school in Fresno who had police on campus and they weren't friendly.

I was cited for participating in a non violent protest. FPD went to my elderly grandparents home, showed them photos of another woman and said it was me so that my grandparents would agree that I was in the photo. They use scare tactics theyr bullies

At the time we lived in a area that is not bad, so when our house had gotten broken into we didn't know if anyone was still in there. It had happened approximately around 2 pm,we called the police and they didn't show up until 7 or 8 PM

I am a person of color and I was hit by a car driven by a white man. The police officer was white and warned me that it had been my fault, so he discouraged me to call the insurance.

Myself and two of my female friends were physically attacked by a male. Fresno pd arrived on the scene and discouraged us from pressing charges stating that the process would be a waste of time.

Police officers asking me what I am doing when walking around the Sierra Vista Mall despite simply walking around. My white friends did not get asked anything yet the police officer felt inclined to approach me, a POC, with no probable cause.

I called the police on my ex girlfriend who would not leave my house, was drunk and hitting me. They showed up and talked to her and let her drive off drunk, did nothing about the fact that she wouldn't leave my house and had hit me.

Traffic incident where I was treated with condescending reference to female drivers

Being pulled over with my husband and daughter for a simple traffic stop that went to far fresno pd being racial profiling.

Police lied on stand in my trial. I was racially profiled.

Many instances of preferential treatment in being let go by cops or let off without a ticket (I'm white-looking)

I am a white woman who is typically treated with preferential treatment and have been present when cops malign POC, unfairly assume worst case scenario and bad intentions, and become hostile. Stark differences between treatment of whites & POC.

When I had a beater and/or lived in Black part of town, I got pulled over all the time for nothing. When they saw I was white, they let me go without a second comment.

Fresno PD don't understand the importance of pronouns.

I was pulled over on Highway 41 going well over the speed limit and received preferential treatment in being let go with just a warning.

When I was 12 I had officers on my walk home pull guns on me because I was a suspect

We got pulled over by a cop because our back light wasn't working, he made me get off the car even though I wasn't driving. I was scared because he started asking us things like "where were we going?" And my accent is thick so he mocked me too.

I've (white) been let off numerous times by FPD. I know such is not the case with Black people. Obvious racial profiling of my employees

I got a gun pulled on me by an FPD officer in a non threatening situation at 17

One of my closest friends who is African American would always get stop by the police and stereotyped and judge

I have gotten out of tickets or gotten away with expired tags due to me being white, while my friend who is a Black woman has gotten caught for all sorts of minor issues, including driving 42 in a 40, which is ridiculous.

I have been stopped several times with pretexts that the tail lights are not working or tinting windows. Every time I am asked to show my driver's license and proof of insurance.

My friends and I were sitting in a parking lot just talking and then cops pulled up and they called back up for no reason and I was very uncomfortable

Being pulled over for violating a stop and being spoken to like I had committed a felony. Not nearly as devastating as others' experiences, but preferential treatment for sure.

I was stopped for driving with high beams but questioned as if I were drunk driving or under the influence. I thought it was weird that I was stopped for one thing and treated as if I was doing something wrong/more serious

Make officers arriving to domestic violence against women. Feeling less respected and not taking seriously

I was in the passengers seat when the driver was asked to step out. When she stepped out the officer grabbed her arm and pulled her to the side. He was extremely aggressive which resulted in a panic attack. He became agitated and started yelling

2012 my mom got stop in a dui check point none of us were drinking, I was 15. And in the back of my head I kept thinking horrible things that would happen. any whim thank to that we dint have a car for a long time.

when i called the police regarding domestic violence, the police did minimal to help me and left me in a danger situation.

I was pulled over for a faded license plate tag (the month tag). He asked if I still lived at my address on my ID. I said yes. He then proceeded to say he was "surprised" and "didn't expect" I'd live in north Fresno.

Islamophobia and anti-blackness

I was interrogated like I was a criminal just because I'm a woman of color

I have been profiled by the vehicle I drive

Was pulled over because I fit the description of a 43 yr old Latina woman. I was 22 at the time.

Had shotgun pointed at me by officer when I had been STOPPING a domestic violence situation

I have been racially profiled and pulled over for driving while black. Have had an officer pull his gun in me when my registration fell to the floor. I was pulled out my car, handcuffed and had several officers respond to search my car.

Called cops for abuse situation and they did not come or took almost a day to call back. When trying to report rape cases they have been unprofessional and victim blaming.

I was racially profiled and pulled over for "speeding" when i was only going 3 mph over the speed limit. the officer was very rude and harsh towards me and didn't let me leave for almost 15 minutes after he stopped me.

Yes

I'm very aware of my mixed race status, but first glance people presume white. No one should refer to the skin color in their reasoning. Of course, I didn't correct them because it was in my favor.

I am an older white man. The officer stopped me while driving at night because both of my tail lights were out, making it unsafe to drive. He did nothing but tell me to get it fixed. No ticket, no search. Age & race?

I have been pulled over multiple times with the reason being a broken license plate light or tinted windows. However, they never ticket me for this, they just use it as an excuse to pull me over and interrogate me

Was let go with a verbal warning, even though the officer pulled me over for what he called "not yielding to a bicyclist." If I were a person of color, I am fairly certain I would have been cited even though I was able to safely turn.

1) white teen statutory rape by black; police did nothing; 2) police arrest latina single mother and only breadwinner , a victim of domestic violence, causing trauma to 3 kids, one autistic; 3) white privilege: in car accident=police help

When a office started of course domestic violence is learned behavior look at them. The officers did not engage the people involved because he didn't want to deal with black folk.

Police/detectives intentionally attempted to frame innocent man in an unsolved crime.

Not needed traffic stop; felt harassed

I had a situation with a mentally ill family member and called for help (for us and them). The police response was really excessive and more like swat than mental health response. My child was most traumatized by them locking us in the police car.

Was tasered after being told get out of a parked vehicle that they assumed was involved in something wrong beforehand.

on a traffic stop guns were drawn and I was forced out of the vehicle.

I have seen muliple time HTF officers have put their hands on the homeless.

I feel that the police have a cultural bias in resolving an issues where Latinos are in the majority.

Inappropriate statements made to me a male officer

I've been pulled over a few times before I turn 15 afterwards and I was repeatedly asked the same questions have I been arrested or I'm on parole and I asked them today as 50-year-old plus, white man if they've been on parole

I got pulled over due to my car not having tags but I just brought the car and the officer told me that it is all about Brown Pride and towed my car even though I had License.

I was pulled over as a teenager and was automatically addressed in Spanish by the officer rather than asking. I was pulled over in a Latinx community in the Eastside.

Pulled over with children in the car and had guns drawn on myself and children, the apology I received after the police realized I had not robbed anyone was my car looked like a car that was reported in a crime.

A fight broke out in front of me. Police were called. They arrested both individuals and I tried to tell them that's me attacked the other and the ones that was attacked was just defending themselves. I was told to shut the F up and I was hand cuffed

At the time undocumented people could not obtain driver licenses, I was stopped by a police officer and he impounded my car even though my passenger had a driver license. I felt the police officer purposely took my car away for simply a broken light.

traffic stop

Yes. Have called FPD many times and many times get lazy officers who basically shrug things off. Have also called and had hung-ho officers who aggressively overstep their bounds. I've also heard so many officers tell people "you fit the description"

Preferential treatment regarding a traffic infraction

I feel like I received preferential treatment compared to others.

In a situation of neighborhood disagreement, police deferred to me frequently as nearly the only older, white professional male.

Targeted harassment

There was this one time where I called the police for this lady involved in a violent case and when they showed up being the only colored person there I was the one being put in hand cuffs

Multiple times been profiled when speaking spanish, with darker skinned family or friends, been followed around stores and pulled over without probable cause

Getting randomly pulled over and asked if my car had any modifications when I clearly was driving a regular sedan. He saw a asian teen driving a 2008 civic and assumed I was some type of street racer.

As a black man, I have been stopped or pulled over by police officers on several occasions due to "fitting the description". I have never been arrested in my life.

Unwilling to share

I have been off parole for years yet they still treat me like a criminal.

My dad was pulled over for a "traffic violation." The officer immediately started asking if he was in a gang and to show him any tattoos he had. My dad did not have any tattoos.

Pulled over walking on a sidewalk with no cause asking if I was on parole.

Traffic ticket in a residential area a few weeks after moving into new home in the City of Fresno  
Rather not Share.

A white officer was being verbally abusive to my father when we were pulled over for having expired tags, my father is dark skinned and remained cooperative the entire time

All information about my experiences would be identifying.

When investigating a domestic dispute the victim was treated as aggressor and a liar quoting statistics about black women

I was hit by a truck when the police came to the scene they were shaking hands and patting the driver on his back. Not one officer came to my attention they let the driver go. I was taken to emergency with a dislocated shoulder.

Called on pool party fight. The person who called was sat down and handcuffed just like the others on the scene and taken downtown

I lived in the Shields & Weber area for over 20 years, I witnessed plenty of racial profiling and I'm white!!

I had a black boyfriend for 15 years and we experienced racial profiling on several different occasions!!

I was pulled over in my car trying to find my boyfriend on Fresno states campus and the officers were suspicious of me being there.

Grew up in West Fresno and have been pulled over numerous times for nothing other than being black and driving a nice car. Pulled out made to sit on the curb and after nothing was found no apology was ever given

I had just gotten off of work late at night, I was pulled over handcuffed and sat on the curb for about an hour only to be let go due to "fitting a description", no other explanation was ever given.

disappointing experience when coworkers and I had an unpleasant thing happen to us with a Caucasian male, they sided with the man. first time I witnessed "white privilege"

I was in a car with a black man and the police pulled us over and repeatedly asked the driver if he had ever gone to jail and stated "he looked like he's been to jail." After harassing myself and the driver for 20 minutes they finally let us leave.

Mistaken identity

police profiled my spouse

My families vehicle was taken away because my dad did not have a license and our family was in the car. A friend living nearby requested to drive us and the car home and the officer declined and we had to walk home. There's others that don't fit here

Police have drawn guns on me during routine traffic stops

Being a female led to male cops taking advantage of the situation

I had called the Fresno PD for a peeping Tom. The officer, seeing that it was myself and my same sex partner, did NOT ask what happened, but first asked, "just you two live here, together?" Then asked "as a couple?" Then the attitude changed

I have been let out of many tickets because I am a white female. I have seen first hand my brown friends receive tickets for the same things I was let go for.

Latest incident was in my driveway, i was ordered to step away from my home and treated very poorly again, because the seargent said i was riding my bicycle on the wrong side of the street(a lie), i was threatened with violence.i dont feel safe w/law

At the age of 5 I was harassed by pd in the late 80's shooting birds with a BB gun in the city . I get it it's the city but c'mon now 5yr old a threat ?

They just don't care about people's lives and they're trained not to.

Regardless of how non-threatening my actions are and how much I follow the direction of an officer. I am always approached with their hands inches from the holstered weapon, as if I am a threat

Too many instances.

Police officer referred to others in the car as black thugs and made us exit the car, except my white female friend. She was asked if she was alright and if she was taken against her will. We were all let go, no reason given for being pulled over

I have received treatment and warnings for minor traffic violations as a white individual I do not feel would have been awarded to my counterparts who are Black, Indigenous, or Person of Color.

When I am engaged by police, as a white person, I have never feared for my life or health. I was pulled over by the police with my now ex boyfriend, who is Mexican, dark brown skin, they went to his side of the window, & asked for HIS id. I was driving.

Twice when younger, I (white female) was pulled over and was CLEARLY being treated differently than the passengers (male POC) I was with. They were treated as "suspicious" even though I was the driver pulled over for a rolling stop.

Two guys attempted a home invasion on my home. Cops stated that they were gang bangers and assumed I must have known them because I'm Hispanic. I'm a professional in my 40's. I felt they didn't take the crime seriously because of this.

Prejudged assumption due to the call for the police.

I have had black friends that are male as passengers in my car and have been followed by police. Where I am not followed when I have white friends or if I am alone.

Anytime I'm with my Mexican father he gets treated differently. I feel police don't really care about my neighborhood there just there to arrest not help.

In my experience with the police, they have sped past me driving 15+mph above the speed limit or texting while driving. There is too little accountability and too much immunity for these people who are supposed to be CIVIL servants

During a traffic stop I asked the officer what I could do if the situation happened again, his response was to get in my face and ask if I was trying to be smart and did I want to continue this in custody. I am a 68 year old white woman.

One situation a crime happened right in front of him and he did nothing. It was witnessed by all of my neighbors. Another I begged for help from 2 cops in a crowd of people and they refused to help. An entire community saw that one

Police pulled up next to me to see who was in the vehicle, decided I didn't match the profile of someone worth bothering, and proceeded on their way.

Pulled over in a nice vehicle my parent owned because I was young and a person of color; conversely escorted away from a police situation because "you deserve better people in your neighborhood"

Yes I got preferential treatment.

Pulled over after getting off work at 1am. I had not violated any laws but was basically racially profiled.

I'm white and it's clear I am not profiled like my black and brown neighbors and friends

I was accused of committing a crime I did not commit in school so when I stated I wouldn't continue speaking with them until my mother showed up . The officer said I was not complying and threatened to handcuff me to the chair if I didn't answer

There was a situation where I, a white female, was walking with a black coworker. We were randomly stopped and he was interrogated about what we were doing. They then proceeded to ask me if I was being harassed and It wasn't until I said no they left  
Was shot at and I was taken to jail

During a traffic stop (my first and only stop) the Police Officer said, "What is a beautiful woman like yourself doing with a Black man? You can do much better." Context: traffic stop, I was the driver and my husband was in the passenger seat.

A police officer in Madera pulled me over one evening. Told me to step out of the car and sit in the hood of his patrol car while he ran my information. He said I had a warrant. I did not. He laughed told me he was only kidding. Felt uncomfortable.

On multiple occasions police officers have been rude in situations where it's been uncalled for. I've never been in trouble with the law and the only thing I've ever don't "wrong" is drive above the speed limit but the way I've been questioned....

I have received preferential treatment by police who let me go easily in situations they may have pulled a gun on a person of color.

I was arrested about years, I felt like a animal on display

Being white, the police always take me seriously.

I went on a ride along in 2007 as part of my college assignment. I was assigned to a White officer. He never pulled over any white drivers. He was on the look out for black males that "fit the description" but their were no calls regarding black male

Went to court related to a family member... Police officer lied under oath. I know what he said to me.

my vehicle was an older pickup truck. I got pulled over in nice areas for no reason because they believed i was a Mexican gardener . I even had an officer come to the window in the evening with his hand on his gun. I am a white female

I was physically assaulted by an ex-wife, the police were called and declined to arrest the perpetrator. NO INCIDENT REPORT was filed. A follow-up report included a false statement was made indicating that no crime had occurred. FPD = f-ing liars.

I hear from my residents the lack of responsibility towards them. When making calls to 911, the responses are delayed, easily dismissed such as DV cases or the calls are not made because they feel like police is not on their side.

Pulled over for no front license plate. The officer came up to the car very aggressively and continued the conversation aggressively as well. Began with "do you have a license?" As opposed of just asking to see my license. Very unpleasant experience.

every time i have called upon fpd in a time of need, i have been disrespected and treated as if i were a burden to officers/wasting their time.

Several occasions where I got pulled over but did not receive a ticket simply because I was a young light skin female (white passing).

Rich kids shot someone i know in the head with a firework and someone i know called the police and they chewed someone i know out and gaslighted them and made them feel bad for calling the police. teens who shot him also threatened to kill them.

No comment but was a positive experience

My car broke down on the freeway and my dad came to help, a FPD officer stopped to see what was going and the moment he heard my dad speak to let him know what happened he kept asking if my dad was drunk all because my dad has a latinx accent

I was pulled over a few years ago in my north Fresno neighborhood for not wearing a seat belt, driving a boring 4-door sedan, i am clean cut & my kids were in the backseat with seatbelts on. The officer asked what i was doing in this neighborhood

Several interactions with FPD that, had I not been a female wearing and low cut top and flirting with the officers, would've resulted in a ticket

The officer that showed up to my home would not allow me to speak. He kept saying, keep running your mouth & we will arrest you. All I was trying to do was give my side of the story. I didn't feel safe, 5 officer showed up to my home. I am 5'5 female

Cops pulled me over one night on my own block, followed me to my house for a supposed "broken taillight" (it was not broken). Once they saw I was a young white woman they became totally nice to me

I was told that I could be arrested for rescuing a neglected dog that I have had for 3 years. They wouldn't listen anything I had to say.

Two times police have approached me with suspicion and let me go once they see my address for my home in Clovis. Their demeanor changes and everything.

Was in a bad housing situation so I ran away, police knowing that (in my face), told me if they were my parents they'd hit me too. AFTER I told them I was going to get hit terribly by my mom.

I have experienced sexist behavior from an officer who said I was, "too emotional to understand" when I asked for an explanation as to why he was trying to impound my car.

just not being comfortable walking or driving up to report some of great interest

When I look at the line at traffic court, it's filled with predominantly people of color.

Ignored

There was a sharp shooter notification that centered on my property, the cops immediately deescalated when my white husband answered the door at 2am. I believe that if he'd been a different ethnicity it would have been very different.

I've gotten away with plenty of warnings due to having white privilege. I've seen other black and Hispanic friends receive tickets, where I've gotten warnings for the same thing.

I was driving my older 63 nova in old fig area where i lived and was stopped because my license plate light was not bright enough, but after they saw I was a young white female they were surprised and let me go. I had two other similar pretext stops

I had experiences where i was only pulled over with my friend in the car who was african american.

There's been so many incidents where I've been in contact with a Fresno officer that they treated me different, more patronizing and degrading, when they see something small on my person like a pride flag or a BLM fist.

One night while driving with my partner, a brown man, we were pulled over just because we riding in a low honda late at night around Chestnut and McKinley. Pulling us over for a min traffic infraction was just a pretext to see what they could find.

Friend pulled over for DUI- cursing at police and resisting. Was let off with a warning and they let her go home.

I was speeding at 13 over the speed limit at 1am, and the cop let me and my car full of white friends go with a warning, no questions about drinking/drugs/anything.

As a white passing small woman I have gotten out of tickets just by acting dumb and never harassed.

I have been targeted by search dogs in school for possession of dogs despite there being none.

My father called the police to get my sister safe back home because we didn't know where she was and the police came to our home and was about to arrest him even though he did NOTHING WRONG.

Because of my position and being a woman, I believe I've received much better treatment than my darker complexioned father and brother who have both experienced instances of discrimination from the Fresno Police Department.

The only time I have ever called was for a civil disturbance. Somebody had damaged my property, and the officer was very dismissive to me, a POC, and despite having several witnesses to the incident, the only thing the officer did was take statements

2 Patrol officers responded to the incident. The white officer was more aggressive and pressuring about the situation than the minority officer. I felt that the minority officer was more open to hearing and understanding than the white officer.

I was approach by a black police officer who called his white partner and said look at this blue eyed nigger

Police officers never stop me on the street, pull me over, or really even give me a second glance out in public. I've only been pulled over once and was not asked any invasive questions or suspected of any other crime. I am white.

Got stopped for being in a truck. Got asked who i work for.

As a prior member of the Department, I personally experienced discrimination and knew a few officers, I believed to be racists. But predominantly most officer I saw handled themselves in a highly professional manner.

The discrimination was not based on race, but gender. The officer was had a misogynistic approach and made the situation uncomfortable.

I was treated with more respect than the other people in the situation. I was given more of the benefit of doubt

In a routine stop, as a white male, I felt I was treated better/as less of a risk than my latino male friend

Police were called to my house and said there was a party and noise complaint. It was me and two friends alone in my house while my family was gone. Then they accused me of breaking into my own house and said they needed ID to believe I didn't.

Pulled over for no reason

My white mother was stopped for speeding near our house by FPD. She was given a warning. The next day I was stopped on the same road by the same cop and given a speeding ticket when I was not speeding. I am Hispanic and my passenger was black.

Getting pulled over on my way home from work for absolutely no reason all for them to tell me they were supposedly looking for a call similar to mine.. I believe it has to do with my race. My driving was fine.

Being watched to see what I'm about to do.

We were having issues with our POC neighbors (threatened but not attacked) and the police were a little rougher than they should have been

Pulled over and told I didn't look like I belonged in an area. The. Told that I looked like I was looking for trouble.

Stepped out of my vehicle during a stop to rummage around for my papers

Around 1990 I called FPD regarding a disturbance, restraining order violation by my ex husband. I was told there were no officers available as he was beating on my door. Two hours later an officer arrived, nothing could be done because he was gone.

Handled my sexual assault case very poorly. The male officers asked me disgusting questions and then told me I didn't have a case.

Being pulled over by two officers, one could easily over power me, intensely question me that someone reported a drunk driver when I was completely sober and offered a breathalyzer test to be done but they refused instead asked to look through my pho

I was pulled over and the officer never gave me a definitive response for why he pulled me over. Upon asking for further information the officer became irate and detained me. The officer let me go, but never answered me why he pulled me over.

Car accident... officer accepted my version of events without speaking with other party.

I can't, sorry. It wasn't discriminatory though. It was positive.

Pulled over, while officer, had a ride along and was cited as running a stop sign. Officer stated if he had more time he would have given me a citation.

My car has been stopped seven times by the Fresno Police Department. And none of those times I was driving my car. I am white, my cousin is half black.

During a traffic stop I was having a hard time finding my license in my purse. As I was looking for it the officer yelled and accused me of not having one at all! Thankfully I found it and gave it to him. He gave me a ticket and never apologized.

I got pulled over because I “looked like I matched a suspect who was reported to have robbed a liquor store down the street. When I asked what the description looked like they refused to answer or say. I was 16 at the time; the suspect was 28.

I have been identified as a suspect multiple times just because I fit a certain description. In Fresno, I have been pulled over three time for a “broken taillight” that I did not add. Each time I was pulled over, the police officers asked where I was going and what I was up too, even though I had broken no laws.

Pulled over (2002) and was spoken down to by the officer and she lied about why I was stopped.

Multiple times, I have been stopped by white officers while walking home from school. This was a regular route for me and I was often stopped by the same officers multiple times. It reached a point where I felt uncomfortable walking home.

Last summer, there was a gruesome car accident in South East Fresno around 11pm. Response and how the accident was not handled appropriately. Survivors were questioned about docs vs their well being. Translators were not available, not acceptable.

As a White female, I receive preferential treatment all the time. Especially when you compare similar situations with Black women.

I’ve seen police officers in Fresno in UNIFORM use racial slurs

Received a warning instead of a ticket.

an officer made fun of a transgender teen in front of me while he was on duty, i reported it and he was not disciplined at all.

being pulled over for no reason- asking for a phone number

We’ve had police question why we live where we do and tell us we should move because of our race and socio-economic status

As a woman I felt that the police were aggressive with a bit of a bully attitude.

I was pulled over by Fresno police officers who said the car that I was driving is typical something that Black people don't drive and he thought that it was stolen. The event ended on a positive note...

I had a home invasion and police thought I was the suspect when they arrived.

I have been pulled over and let go without being cited for traffic violations. My spouse, on the other hand, who is Hispanic and is darker skinned, it's not only pulled over more often than I am. He has been subject to pretext stops

When they did a four way stop check on me. they were kinda racist cause i was asian and my english wasn't that good

I was treated as a witness immediately, another, darker sounded witness was cuffed and assaulted before they treated him as a witness. We were both in the same circumstances.

My friends and I were trespassing, drinking in public, and committing vandalism, and when caught we were held briefly and then let go without consequences. All of us were white.

Traffic stops, my ex, a black man, pulled over 5 times in on year, no ticket ever issued. I have been pulled over 2 times in 30 Years, with two ticket. Hummm. One example.

I was not taken into custody immediately. Instead they showed me grace

I was involved in a domestic abuse situation. I felt the police who were involved didn't believe I was serious and I didn't believe I would actually be protected. I ended up abandoning a house that I owned, rather than stay and depend on police to pr

Family works there

Got out of tickets because I was friends with a cop.

My stepson got a DUI. The police man told him he was a white, clean cut kid so it wouldn't be too bad for him. He was right.

Friend in passenger seat was African American and I was driving but he decided to head to passenger side and proceed to try and ask him questions. No warrants no reason. I answered all questions because I was driving.

I am a older white female they treat me with dignity and respect. I think they do this to me before they would a younger male of any race

When I was 16 my car hit the car of a Hispanic couple. I wasn't sure if we actually hit, so I kept driving. They followed and yelled to pull over. The cops let me off and the couple told me it was because i was white. I never understood then, now I do

I work at a women's shelter & the majority of the time when FPD responds they're awesome. But on two occasions where the officer definitely had a preconceived opinion that they didn't hesitate to share.

On several occasions I have felt better treated by police as a white woman compared to how my peers of color have been treated

Pulled over and questioned without cause

I got pulled over in college & the police officer said I wasn't wearing a seatbelt. He treated me like he thought I did something wrong, which I hadn't. Dark skinned girl driving through not so nice area. (Not knowing that it)

Frequent pullovers for matching the identity of a "suspect"

my son was handcuffed for no reason on traffic violation with no prior criminal history in my presence in front of my house!

Ive been raided multiple times in my life for cannabis. The first time i was 11 and had multiple shotguns pointed in my face. They are never trying to de escalate. They only swarm the nest with the intent to stir the pot. Jerry dyer is child rapist.

i live in low income neighborhood, cops raided my house in 2018 with guns drawn. they were there for a woman who hadnt lived in my house for years. they went off her license from 2010. Also, they never replied to attempted rape/abduction i went thru

An officer was on break talking with a lady friend. He then gave me a ticket for not stopping at a stop sign which I did. When in front of the judge, he denied being with a friend and the judge sided with him

Not harassing me, but harassing my non white friends

I had two friends, Black and Brown, arrested and taken to jail and juvenile hall though we committed no crimes. I was let go because I was white. 1988. I was sixteen. Years of harassment by police of Black friends and family, including my children.

I'm white, my child is multiracial. When my kid was little, we often got stopped and questioned while walking home from her school, for reasons like the fact that she picked up some leaves from the sidewalk and tossed them in the air.

I am white and I have been pulled over only once in my life. That time I was pulled over my wife stopped as she was right in front of me. My wife was allowed to approach me and the officer. I do not believe this is standard protocols

I'm white and have spoken to police officers treating others badly. If I were not white, I think I would have been arrested too.

I've been pulled over many times in Black neighborhoods for nothing. Literally nothing. They've lied that I didn't use a signal or that my light was out. As soon as they see I'm not Black, they let me go.

I have noticed on a few incidences FPD treating me with more respect and kindness than people of color who are also present.

I have been pulled over 3 times driving to my mom's place when I still drove an older, somewhat beat up car. This hasn't happened since I got a newer, nicer car. My driving habits have not changed. I was never afraid for my life but I'm also white...

Very rude officer when pulled over for tinted windows. Other white friends often remark how pleasant their encounters have been.

Pulled over and felt discriminated against because of my perceived age. I look very young and had a group of friends in the car with me. Police officers shined their bright light as I tried to pull over making it hard to see. officers were aggressive

Pulled up and parallel parked in front of a location that was designated for pick-up. I was asked to show my ID and registration. I politely declined. No infraction or illegal activity was committed and no one else was being checked.

When being pulled over or tailed by police I always feel uncomfortable even though I've done nothing wrong.

Decline to say

Randomly being questioned when doing absolutely nothing wrong

Officer response to my neighborhood is usually visibly or audibly racist.

I was twice pulled over for no reason driving my old beat up car. Each time they were surprised to see a caucasian looking female and let me go right away after not having a reason for pulling me over.

I know my privilege has resulted in a several interactions that might have gone differently without that privilege.

We have called police twice and they did not show. Once a caucasian police officer asked if the car I was driving was mine.

I'm a white woman, and I've unfairly received far better treatment than most.

I was pulled over with my husband for speeding. I know I wasn't. I was extremely tired and had just looked down and thought I need to speed up. The officers focused on my backseat and husband . At court the officer had no memory of the stop

Office pulled up next to me to let me know my tail light was out. No traffic stop, no fix-it ticket.

Cop flipped me off and called me a sand n\*gger when I left my house of worship. He was in his patrol car by fresno state. I've also had a cop continue eye contact with me, his hand on his gun, while I was speaking in Spanish on the phone.

Pulled over for a taillight not working. But had to get out the car I was by myself, professional woman going to pick up a child from football practice. Felt threatened

I was allowed to walk away from an interaction with an officer that I should not have been allowed to walk away from

Our family is white, upper middle income, professionals. I feel that we may be treated better than others.

I have seen the department go out of its way for co-responders, and I have seen them be incredibly harsh to impoverished people. There is a clear divide.

I was a teen Hispanic driver at the time. Got pulled over for a tail light ought. Only problem was the officer lit me up before I had even passed him. He was going to pull me over regardless and when he saw the tail light I out that was now his just.

A traffic stop and In a separate incident, I was questioned at a bar while my white friend wasn't.

Our white neighbor had issues any nonwhite neighbors, he started arguments when he saw us outside, broke windows, toilet papered a house, put fake blood all over our car & garage with a derogatory message. Cops did nothing

Pulled over and question because of our race and nice car we were driving. No violation done

Nothing was done with several reports made on harassment or stolen property

I was spat on by an individual and was discouraged by FPD from following up because the young mans father was an attorney they knew

No comment! Brutalized by police!

While parked outside of an apartment complex I had FPD approach me with guns and tell me that my car looked like one that was involved in a robbery. I had one officer make comments related to me being a hoe . I was in the car with my 9 year old son

I was stopped for swirving allegedly. I was not drunk they kept calling me drunk and accusing me of being high on drugs. They took me out of my car i felt forced to take a breathalyzer test. I was put me against the wall in handcuffs one cop smacked

officers are given more rights than civilians

As a white person, amongst my peers of color, I've get pulled over much less and I've never received a ticket. However, my peers of color are pulled over more and are given WAY less sympathy during those stops.

I have been in cars with friends and family who are people of color that have gotten pulled over for no reason other than suspicion. This has never happened to me our anyone in my family and we are white.

Being targeted by police and pulled over because I was in my mothers nice car and I was only a teenager. Being asked whose car I was in when pulled over even though I was a successful working adult.

I got a ticket, went to court And the cop lied on the witness stand. Also I've witnessed racial profiling and have many friends who've experienced racism in their dealings with law enforcement.

When D.H was murdered at 4236 N Thesta police came out for several weeks because of on going fued between neighbors. Officers would stand in a group at the end of the building visiting. Most everyone felt it was because the people were black

Unfortunately, being black and interacting with the police at any level has always been a testy endeavor. It just is what it is!

I was stop by police with their weapons drawn

I committed a traffic violation, was seen by an officer but was not pulled over.

Stopped with my wife for no reason. Cops said we matched robbery suspects. Tried to showed our student and work ID. Grabbed me and threw me face down on the hood of my car. Arrested wife with a joint, impounded my car, cut me loose at station. Sucked

Riding my bike home from work and was held in the cold for twenty plus minutes on the curb with the spotlight on me for public to see.p

Son was pulled over for missing front plate while taking cat to vet. Officer intentionally held him there until the cat died

Pulled over multiple times driving while black, threathend with jail during routine stops, accused of dui and having multiple officers called, searched & tested for no reason, humiliated on the sife of the road with no apology. Aggressive BX.

I was transplanting a lavender bush from a nursery on Belmont and they pulled me over because they thought it was weed. Put me in handcuffs and tried to search my car. They thought I was a probation youth just off the color of my skin

I was stopped for a traffic violation didn't wait too long at the stop sign the police officer was white he was extremely rude wanted to tow my car assuming I had no insurance not sure why because I am Mexican??

I was given a warning instead of traffic citation by a motorcycle cop

I had my car searched because I am a white heavily tattooed male leaving a low income area. I was told that I was stopped for speeding I stated that I was going with the flow of traffic the officer told me he couldn't pull everyone over

I was pulled over in the middle of the day as I arrived at my home. I had not committed any infraction. I was White, driving a truck while wearing a beanie in a neighborhood with a small White demographic. I felt profiled.

I am a white middle aged woman with graying hair. I believe that makes me appear more trustworthy so I am treated well. I am also educated and well-spoken and calm in a crisis. All of this makes it easy to interact with me, thus a good experience.

Former chief/Mayor elect bullied me during a meeting on a political issue.

I intervened on behalf of a neighborhood family that was ill-treated by an FPD officer. Supervising officer dismissed the complaint of the parents (minority) but was apologetic and reasonable with me (white). Suspect race may have played a role.

My cousins and I were pulled over for no reason other than us being young and Black.

I had officers on multiple occasions pull me over with my brothers in the car claiming I didn't make a California stop just to not ask for my ID even though I was the one driving and then continuously question my younger brother about being in a gang

Living in the Tower district we have a distinct sense that Police are there to protect "us." They drive by, wave, hand out stickers to my kids and talk about protecting and looking out for our neighborhood. It is all code language for "we got you."

My mother who is Muslim was pulled over due to a sticker on her license plate. Instead of a warning to remove it, they made her get out of the car and remove it on the spot. It was late at night and it was just the two of us in the car.

My son friend was driving his sisters new car, and a police man pulled them over, for no reason but that here was hispanic in a new car, could be stolen, had them all get out of the car, search the can, even pulled seats out, trunk and found nothing.

Police responded to my call. I'm a white man but would not respond to my female black neighbor on the same situation.

I was pulled over once for no reason, the cop asked if I was a college student. He made me really uncomfortable.

I have been pulled over twice for speeding and not received tickets..this would be different if I was a person of color

I have been pulled over once for driving at night without my lights on. It was a simple mistake that slipped my mind yet I am certain that if I had darker skin the officer would have been less willing to let me go with a warning.

Every interaction I have had with Fresno PD they make sure race in a central aspect of the interaction. They don't hide it but rather flaunt it.

Pulled over on westside for "broken middle brake light". Officers searched the car with my infant son inside and told me I couldn't go to his window for their safety when he cried.

I was treated very unfairly as a hispanic male in Northern Fresno, near Clovis Community College by an officer.

Being stopped by the police and questioned for looking a certain way, I was stopped coming out of a store because I'm Mexican and was questioned about the car and jewelry I had. I was told I had to be doing something illegal to have those things.

I was 12 and playing with my friends on the roof of our school. The cop were called and they threatened to take us to juvy. My friend had a panic attack and the officer called me a bitch because I told her she was scaring my friend.

I'm a person of color living in a wealthier area. Police questioned whether I lived at my residence even though they saw me come out. My white husband had to come out and confirm what I was stating to be true.

I think I've received preferential treatment because I'm an attractive young female and because I'm white

I certainly feel I am treated with bias that others are not treated with. Because of the demographic I fall into, I am seen as nonthreatening and am always treated with delicacy in comparison to how I have seen others treated.

Police threatened me before during a traffic stop. I didn't have my license plate on and he said "Put it up right now or else"

A weapon was pulled on my mother when I was a young child by a police officer, for no reason at all. Another instance I was pulled over by a Fresno officer because my "taillight was out" and then somehow my car smelled like marijuana.

I'm a white woman, and while my experiences have not been negative, I've noticed I was treated with much more respect than minorities who were being interviewed with me after an incident we witnessed.

Called FPD for a DV incident involving a friend but they were extremely unhelpful and rude. My children who identify as black have been treated poorly by FPD, I think based on race. I have felt personally profiled.

My husband was detained during a routine traffic stop because he "fit the description" of someone with a warrant who was 6'2 220lbs named Daniel Flores. My husband is Daniel Torres 5'9 and 185lbs.

Husband has been stopped numerous times by Fresno PD for no reason: they stopped and used excessive force while he was out jogging- confused him with another man; was stopped while driving because he simply waived at a police car, etc

Cop believed obvious lie I told (I'm white)

I was detained for arriving at my house while they had an arrest warrant for someone else. In another instance, the police conducted a search on my vehicle because "I was acting and answering aggressively"

I am a white woman and I have sped 10-15 mph above the speed limit in front of police and not been pulled over. I have also been in the car with my father when he has been pulled over for speeding and was given only a warning multiple times.

The police officers were quick to profile me due to my race. This interferes with how well they treated me.

I was treated better than another person while both of us were confronted for the same conflict, I was white, the other was not.

Not being told why I am pulled over or questioned.

I was let go from a hit and run, not arrested, because my uncle knew a cop.

As a white person, I feel like I get a lot of free passes when it comes to traffic laws.

I was homeless and I felt that the officers who dealt with me had no regard for my humanity.

I was pointed out for being the only brown man within a group of white kids, and asked only me if I've been to juvie or had drugs.

Because of the area I live in they take too long to reply to calls  
Preferential treatment during a traffic incident

I was pulled over in East FRESNO for being Mexican in a Cutlass Supreme and bald headed.

I was stopped by a white officer and was referred to as "typical mexican"

I am white, One time I was an Uber Driver and had 3 black passengers in the car. I got pulled over because "there had been a lot of cars stolen in the area" - Definitely was profiled and pulled over for no valid reason.

Everytime we have gone to a public event the police officers would rudely talk to us because we are people of color but would not talk rudely to others in line when they asked questions. Even when giving tickets, poc get pulled over more than whites

I was 6 years old, my brother was 12, we were walking to the liquor store to buy chips and a cop came and grabbed my brother and slammed him on the sidewalk. My brother started crying and the officer was cussing at him.

I have seen FPD put my friend in hand cuffs for telling the cop he "liked his hair." The cop was bald and immediately put him in hand cuffs afterwards. I had to beg the cop to let him out of the cuffs, he then followed us as we were leaving.

I felt targeted when I was pulled over for my third brake light being out in the middle of daylight—and my 3rd brake light on that car is only about 3 inches big. Both officers approached my car and immediately said they smelled weed...

Stopping me for my gender and not a real violation

They used excessive force and didn't listen to what was being said by civilian. Called excessive amount of back up for one unarmed black man. Disregarded kids crying and pleads with them to stop or allow they to leave situations.

Car smelled like weed, officer let us go because we made up a story under pressure and it seemed believable because we look like innocent young women

I've had several officers change their tone/attitude when I flirted with them a bit and pulled my top down a little lower. I was offered one officers phone number instead of a ticket.

Pulled over for a false reason. Was told my car was involved in a robbery earlier. Was questioned for 29 mins. Next day I asked another officer to run my plates and explained what had happened the dY before. The vehicle used was not even close.

I was walking down the street at night, an officer stopped me and asked my simple questions. He asked if I had state ID I said I didn't know what that was and I was detained for not complying. Now I know what a state ID is

I'm white, so I don't seem suspicious to law enforcers who think darker people cause more problems.

When pulled over, my treatment was different than when I was the passenger and my Latino friend was pulled over.

I have been pulled over for looking like a suspect several times. I have been singled out for harassment when among white friends. My family fears calling the police when necessary, because they fear what the police might do to me as a brown person.

White police pulled us (dark complexion Mexicans) over for a broken tail light. We took the fix it ticket but got home to see no broken tail light.

Police officers profiled based on race and seemed to be indifferent.

In Fresno, I see police take the law into their own hands, especially when it comes to black & mexican people. They would cite them on spot over white folk.

Being pulled over consistently four times in a week, after getting off of work

Pulled over for minor traffic stop. The officer was belligerent and rude and made comments about my 'young' age. he thought I was a new driver and has to be taught a lesson. I was mid twenties but looked younger. Very harsh and no need.

I was out past curfew a day before my 18th birthday and was stopped by a policemen. I feel like I had been a white man, I most likely wouldn't have been stopped.

I was blamed for stealing something that I didn't, the other kid had white skin.

My boyfriend was stopped simply because he is Hispanic. The officer told him that he was looking for gang members and drug dealers. That officer just assumed that because he's Hispanic that means he is in a gang.

I was pulled over simply because I was a Mexican woman who fit the description but when I asked what kind of car they were looking for they couldn't answer me without looking at what make/model my car was. This shows me, they had targeted me

I received preferential treatment as a single child Woman versus my friend who was married during a DUI stop. The officer released the vehicle to me without performing any field sobriety tests.

I was on the basketball team in high school, I was usually the one white kid among my mostly black friends. I was never stopped and questioned while walking home, but all my black friends were at some point or another for no apparent reason.

They routinely have targeted Black and Latinx activists for arrest and detainment

There is always some sort of stigma when being approached by police as an African American

Cop pulled us over for being a POC with no clear motive for why they pulled us over

I've been pulled over by police for "having a busted tail light" on numerous occasions without having one. Or being told they saw my taillight when in fact they were driving on the opposite side of the road, saw me first, then u-turned behind me.

When I was a teenager, I was trespassing on private property, and I believe that I received no consequences because I am a white woman. If I were a person of color, I don't think I would've been let off with a warning.

I am white but have been in the car with a person of color who was obeying all traffic laws. They were pulled over because they "matched a description"... multiple times. I can't remember the last time I was pulled over when I am by myself.

I was pulled over by PD while there was no reason to pull me over.

As a white person, I was asked if I needed help while observing police activity that I was not involved in.

I was in a car accident (rear ended into oncoming traffic) and the motorcycle cop who came was not the least bit concerned about my well being. Was cold and short with me, left after a couple minutes at the scene.

I'm a foster parent, I had two young toddlers who were blonde haired blue eyed. Stopped for a "failure to stop" and as I rolled down my window the white cop had his hand on his holster and demanded to know who's kids they were.

minority are always the target

After a funeral we gathered at my grandmother's house In southeast Fresno police showed up harrasing some of the youngsters that were there paying respects. I have video. Officers got out of the car staring at us. Compassion goes a long way.

Police officer reaches for firearm during traffic stop while grabbing insurance

Condescending attitudes towards me as a female

Anti-gay graffiti on a gay-owned business, despite clearly meeting the Federal Standards of "Hate Crime", was not determined a "hate crime" by FPD.

My wife and I were stopped for a non-functioning taillight in a brand new car. After the officer did nystagmus tests, he said the light was working now and we were free to go. My wife was breast feeding at the time and hadn't had a drink.

Pulled over for allegedly driving over speed limit. I was harassed & yelled at because I lawfully pulled off into a safe place. I am Mexican, my kids and I were wearing Mexican soccer jerseys.

I am a person of color. I always feel targeted and discriminated against when it comes to getting treatment from police officers. I have never felt comfortable around them.

In which I called police of spouse harassing me in my home and wouldn't stop, cops treated me like I was the one harassing my spouse because I couldn't control my emotions at the time.

Experienced white privilege as a witness between disputing neighbors (POC). Officers asked leading questions. I kept quiet and was threatened when I didn't answer as they led me.

I was contacted at 1 am as PD said they had a search warrant & did not to look for a family member in my apartment. I told them I needed to see the warrant and I had children sleeping . They continue to harass me until I asked for the Srgt. to arri

I have had multiple experiences with the police in which I have received preferentially treatment because of my skin color and the school I went to

Since the ice raids have increased its not an uncommon thing for me and my family and friends who "fit a description" to be pulled over and harassed about "papers"

I have been in situations where we will be stopped and I as a white person am not questioned while my friends are often heavily questioned

I'm a middle-aged, white woman, and therefore of limited perceived threat. Never felt in danger at a traffic stop or auto accident.

Have been excused from traffic tickets because of my race

I live & work in a neighborhood where homeless folks stand out because they are rarely there. When one does wander through, a patrol car quickly shows up to pick up this person and remove him. I personally appreciate this, but it's hardly equitable.

I was pulled aside and treated differently because the officers knew who I was on a personal level

My sister recently was hit in her car by a drunk driver on a motorcycle that was speeding in a residential area. She somehow ended up to blame for it all. He was white and she is mexican.

Ran a stop sign going 60, was not given a ticket  
Professional courtesy to a fellow officer.

Police came and started yelling at me not even knowing what happened

Negative experience: I called on behalf of a neighbor who was experiencing domestic violence from her boyfriend who was an alleged gang member. We were told to shut up and sit down as they searched her apt. They advised her to leave.

Im constantly stopped by FPD because of my skin tone. I was unlawfully detained and physically assaulted by officers who considered me a gang affiliate when i was not,i just lived in a neighborhood known for active gangs.

Knew a cop... helped me get off a ticket

We are a Hispanic family and I have had several incidents in the past where they were discriminating again because of this. Example: walking home, police officer said, there's no way a kid like you lives in this neighborhood!

Was told to get out of my car with my hands up and place my hands on top my car/ as my car fitted the description of car used in a crime. I could not place my hands on top of the car. The officer said you can do it the easy way or the hard way.n

My roommate thought I was missing due to social disturbance

While visiting a friend in the northwest affluent neighborhood, please that I match description of someone peeking in windows. Even after the eye witness stated I did not meet the description they still have me to prove who I was visiting. While visi

I don't know how to explain my experience to you

I was pulled over and still just a teenager and the officer lied through his teeth that i was going beyond the speed limit but i knew my speed because i have my own radar and had it recorded in the dash cam and the officer then tried to cite me still

I've been pulled over (& I'm a white lady) & let off with a warning multiple times, & have also been in the car with friends that a poc & they were never given the same treatment.

many times, was caught breaking minor laws (curfew, cruising, etc.) and never harassed or arrested

There was a lot of communication issues and misunderstandings.

I have been given the benefit of the doubt as a white man

The police have an unwritten policy of not giving judges and other authorities traffic tickets

Harassed/ Physical abuse

White parents/Black child - probably received preferential treatment

Our children being followed while playing in own neighborhood

Was pulled over in front of my residence in southwest Fresno. My car was searched without explanation and the officers left.

My child was racially profiled and accused of vandalism because she was the only Black child present.

The police stopped me for "speeding" because of the color of my skin. They proceeded to call more than 8 officers and tried to intimidate me and accused me of "drunk driving" ticket was given and overturned.

I just felt like they made assumptions about me based on my race and color. I would be afraid of them doing the same thing to my extended family who are black. I've seen them act deferentially towards white people involved in same incident.

Current mayor expressed that black people dont have bones in their noses so it is ok to hit them.

I approached a police officer substation trying to receive information on what to do when witnessing elder abuse. The police officer that happened to be outside was incredibly unhelpful and rude. He told me to call a number and didn't even look at m

Came to my door on a call about people on our property. They arrived and took my word I was the homeowner and the situation was as I described.

Was told that I was Hispanic and I didn't matter

No help came

I am a white passing woman. I have always received preferential treatment during traffic stops however they do not take sexual assault seriously and I have been denied justice even though the kid admitted he assaulted my daughter.

Personally I have mostly received positive or preferential treatment. I am a White woman with a deceased family member who was a long time member of the FPD. I have both seen and experienced the consequences of racial profiling on family & friends

Seen a lot of racial profiling, too much violence, etc.

I am a young white women and have been pulled over in the past for speeding and carrying medical marijuana when I've had friends, with a darker complexion, whom weren't so lucky.

While trying to exercise my rights an officer refused to give me the case number and another incident an officer yelled at me for being in his way.

Driving in west fresno i take care of 3 elderly people i was pulled over and asked what was i doing over there

Racial profiling

Was just sitting in my car eating food in a grocery store parking lot with all my windows down. A cop approached me and was rude upfront. I asked if there was a problem, was asked to get out the car and provide my license. Didn't argue just did as he

I cant believe you need a survey to tell you. Unbelievable.

Had a police on a motorcycle tailgate me and my cousin very closely on the freeway for a long time, and then suddenly switched to the right lane and sped up to meet side by side. Yelled something that I couldn't understand, and then sped off.

Police on traffic infractions.. Are rude hostile and unprofessional!

The Fresno Police Department was call to a family member's residence to make them aware of an incident that could have been dangerous for my elder relative. When the officers arrived it was obvious they had preconceived ideas prior to their arrival.

Treated as a subhuman for being an addict; threatened with violence by police while in custody at juvenile hall; (too many examples)

I've been privileged because I'm white and male.

I was a crisis worker and worked with FPD when there was questions on the person's mental health. I needed assistance for a personal matter and because I knew the officer in my area from work, the response was quick and very thorough.

They've treated me extremely nicely because I'm white. They've openly treated my nonwhite friends way worse.

I've been pulled over for expired tags in south/central Fresno (i had paid but they hadnt arrived) and didnt have my drivers license on me. Im white. They only gave me a fixit ticket and offered to escort me back to 41 bc he assumed i was lost.

Use extreme force to hold poc when pulling over

I have been pulled over under traffic violation reasons and then asked about gang involvement and then let go without any traffic citation for the original reason for being pulled over. Once I was asked if my car was stolen because it was too nice.

I got a break (lower speed bracket) on my speeding ticket because the officer was "being nice," however I'm sure that wouldn't have happened if my skin color was darker

First, there is a typo in the first line of the question, you need to fix it. Years ago, I was reporting an assault of a young girl by her brother while several watch on. I screamed and made them stop, I

Not stopped for obvious traffic violations

I was once at a gas station on Ghettysburg and blackstone when a drive by occurred. I was forced to take cover behind a dumpster to avoid the bullets. After I attempted to flag down to police officers in the area weaving my arms in the air. The tthg

Watched a POC woman get harrassed on the street by a man. Someone called the cops, and the police started pushing her around, and threaten to arrest HER. I, a white dude, had to get the officers attention and let him know she hadnt done anything.

stopped for speeding but given a warning which I believe is influenced by being white

I was walking home from school. The police stopped me and pushed me up against the fence. They searched my backpack and left all my things on spread on the ground. I had to quickly gather my things to catch the bus. The cops said I was suspicious

Being confused for the wrong Mexican that didnt look nothing like me

Fresno PD motorcycle cop profiled an African American member of my high school's golf team on the way to practice after school

Regarding mental distress issue when I was homeless one of the cops was a butthead

I can do things that others could not and not get in trouble for it. Because race is a key indicator for the police dept.

I was being harassed and the officer didnt take me seriously. I had to threaten to call his supervisor and make a complaint for him listen to me and contact the person to leave me alone and write a report.

I was pulled over recently a officer followed me for over 2 miles he proceeded to harass me and my boyfriend saying we lied about information he then said he pulled me over for my license plate light was out to get it fixed my light was out

Handcuffed and put on curb as a teenager because passenger was on probation that I was not aware of. We had done nothing wrong, no citation given, but still put in oppressive situation.

A man slammed into the back of my car. During the investigation, he attempted to steal the police man's motorcycle. He wasn't arrested. Why? He hit me from behind going 45mph. The first responders believed he was on drugs. He got off.

Pulled over while driving a late model civic. Pulled over for tags. It was obvious officer expected to see a minority driving. When he saw a 50 yo white woman he was apologetic. I said check for renewal had been mailed. Officer sent me on my way.

They lost credibility with me when detectives tried to enter my home under a false pretense because there was no evidence to support a search warrant. Police are not judge, jury, executioner. I don't think they should be allowed to shoot and kill

Was at a party in high school. Sent home with a warning rather than more aggressive action taken.

Dressed as a "rocker" I've tended to be treated better than when dressed "Hispanic" or "Native", or when specifically perceived by officers as of Middle Eastern descent. I'm an ethnically Native Hispanic, and the "White" officers tend to be harshest.

You can see the difference in policing west side Fresno vs north around friant. Not the same level of enforcement

I was pulled over coming back from night school around 11pm on belmont ave despite showing the officer my txt books and answering all his questions honestly he still felt compelled to search my car. Probably because of where i have to live

Was pulled over at 19 driving the wrong one on a one way street. Had a visible pack of beer in the backseat and no drivers license and was let off with a warning. Feel like because I am a white male I got preferred treatment.

The police department ignoring me at the Fresno fair when i try to talk to them  
There was this short Mexican cop that I feel was a cocky and in his own head about his own race. All the white cops were behaving decently but this short Mexican guy had it out for me I felt like because I was also Mexican.

It is clear that there is racial discrimination within the police department. Depending in which area you live there is a clear difference in response time and police attitude towards those situations.

Fresno PD pulled my ex over and I was searched instead of him on the side of Fresno street.

Police officer pulled gun out on my son for helping a homeless person, police officer stated he felt threatened. I put myself in front of my son.

I am white. I was in the car when my Mexican friend was pulled over and harassed. The officer then looked over at me, changed demeanor and asked me what I am doing here.

I've seen Fresno PD be extremely aggressive against one of my Latino friends at a traffic stop, drawing a gun on him because they didn't think he pulled over fast enough, he was 17 at the time, and I've never had a single experience like that.

Officer came to my residence between 2-3am on a rainy day doing a security check. Wanted me to come out when I have 2 barking dogs. Would not leave me alone when I indicated I had no need for such a request. Their visit on my security cameras  
Getting off too easy because of my race & gender

Because I was "young" they assumed I was up to no good and stopped me to question me. Eventually let me go with no reason why they stopped me in the first place

Being parked sitting in my car and told to leave the area

Detained for questioning while walking late at night, because I "look" like someone fitting description.

I reported a break-in in progress and the police never came. It was in south Fresno. When I've reported that in north Fresno Police come right away.

Called police about friend's rape and they blamed her for not having a chaperone or group of girls with her at all times. When I told them it was not their place to tell her how to live. They threw me out of the room and she was alone with 3 men.

Was arrested without questioning, beaten to the ground, and harasses for having tattoos as if I were in a gang. I'm a musician.

Two officers once pulled me over when I was bicycling because I didn't have a headlight. It was still daylight. They searched me, cuffed me on the curb and ran my name for wants and warrants. Totally unreasonable and humiliating.

There was a mental health issue with someone in my family threatening suicide. No mental health professionals were sent, only police with guns.

The Police arrived to the scene and made what was a Mental Health related matter, into an escalation of violence that resulted in lethal-use of-force.

Status of the community's of your peers plays a part but not always it has disadvantages too .

Son in law's car stopped by FPD near home every weekend. Every weekend like clockwork. Unless she's driving the car. Then the same car, in the same neighborhood, at the same time of night, somehow doesn't get stopped.

I feel I received a quicker response time because of my address.

I was let go from a DWI when I clearly failed a sobriety test. Only by God's grace did I make it home safe. It's hard to say because I enjoy white privilege. I believe it is a form of discrimination that isn't (self) called out or owned up to by us

I am female. It was night time. I was asked to step out. I was then told if I gave the FPD officer a hug my friends and I could all go home. When I hesitated, I was told of possible financial consequences if I did not give him a hug.

Treated incredibly kindly by police in traffic accident when I was at fault and the person of color who was not at fault was treated utterly dismissively and then ignored

Mistaken identity they was looking for a male but I am a female

Have been pulled over multiple times , officer's reasons my car fit description of another car that was involved in crime. All occasions they searched my car and I was let go.

They are unfair and if they dont like what is said they become assholes

I witnessed, a few years ago where a teen was handcuffed to my tree. I went out to ask what he had done. As I'm white & the youth was not, the officer assumed I had a "white pt. of view." But I wanted to know why he was handcuffed, taking his! side!

Called 911 for assistance of a car crash observed. Officers were rude and annoyed even though people were hurt.

I have been pulled over about 4 times by FPD. Reasons i was given were, speeding, a small crack on my windshield, air freshner hanging from my rear view mirror and looked suspicious. I was not charged and i did not agree with the reasons.

My nephew, a black teenager, has been stopped and questioned many times while walking home from Clovis north to Woodward lake where he lives. He is tall for his age and carries a backpack to school. Stopped for walking home and has backpack searched

There was a minor incident at work and the police were called. Because of the nature of my work/workplace, it felt as if the police were more inclined to give harsher than necessary treatment to the individual the call was about.

I was pulled over and asked why I was with a particular color of person as my passenger

Was followed for a few minutes, then pulled over without reason or a warning. No speeding or malfunctioning car components.

I was pulled over in my vehicle and was told i looked like i was a drug user that i was probably under the influence of meth. They made me and my passenger get out of the car and searched it.

I was stopped 3 times in a month and a half

I have never had an issue with the police when alone, but have been illegally harassed, bullied and intimidated for no reason several times when with a POC

Being pulled over for a broken headlight and then let go with a warning

Im 39 yrs old ive seen and been through numerous experiences, to sum it up its the way fpd approaches people that makes me feel some type of way if they can approach people with respect for who they are regardless of race, address, or relation

I was detained as a car theft suspect, but not handcuffed and sat alone on a curb. I was released.

While walking home a cop pulled me over and arrested me telling me different stories of why I was in jail. I and all other prisoners were treated horribly despite none were there for any serious crime. Mostly tickets.

Anti Gay harassment

Being a Person of color on the Northeast side of town and feeling harassed when I'm out for an evening walk. A police officer pulled over just to ask what I was doing. I'm out for a walk just like all my white neighbors are.

white and able to get out of alot of stuff.

I was stopped one evening because I had two of my Hispanic friends with me (I'm white). The officer said it looked odd, that he thought I may be getting car jacked.

I am a Hispanic man and at one point I was being detained and it took 8+ cops to hold me down. Reason I was struggling is because they were really damaging my wrists while I was handcuffed. I'm 26 Male 5'2 height and weigh about 130lbs. Unnecessary.

A Fresno PD officer pulled me over for a license plate light being out, but he had to make a u-turn to do it meaning he couldn't have seen it before he started to pull me over.

Police stopped family members at gunpoint and their only excuse was that they looked suspicious.

My tags were expired - cop gave me a warning. My neighbor's tags were expired, she was searched, car was searched, citation given.

Because I was gay he stated that i need to show him my phone

While taking a break on a bike ride,I was approached by the Fresno PD.The officers asked what I was doing & insisted on driving me back home,even after I politely declined. Because I was scared,I ultimately complied & was driven home(with my bike).

Wondered if neighborhood south of Olive received less attention to home burglaries when I lived there due to income and diversity, than North of Shaw would have received.

Various times I believe because of what I was driving I was stopped and questioned having to prove who I was and ticketed for no good reason

I've been pulled over by cops a couple of times. I did not speak well to them. I was more disrespectful to them than the people I see being killed by cops. The cops simply laughed, told me not to be so sassy, and let me go. I am white.

Received preferential treatment as white male that I doubt minority would have received

Racial profiling of two professional Black men in a late model Chrysler.

I am a white adult who has friends of many races. We were talking in front of my house when a police car rolled up, and pointedly asked me if everything was okay, inferring the people of color around me might be up to no good.

My last name is Hispanic, but the policeman gave me a traffic ticket and he labeled me "M" for Mexican on the ticket. I am Caucasian.

During a traffic stop, I asked what I was being pulled over for. He refused to answer, said "we" were all the same, then forced me out of the car, shoved me and cut my lip with a breathalyzer that was negative. He had to let me go.

I have seen the officer pick off people in my area and give them tickets over tedious things Not threatening because I am white. I was let go I. A situation someone else would not have yet

they pulled me over on a bike and asked me what am i doing out so late

I have a cousin that was racially profiled and taken into custody. He was treated like a criminal even though he was cleared eventually. No apologies or compensation received for the unnecessary emotional, mental, & economic turmoil caused.

I felt discriminated because they were taking the persons word over mine. I never got a word in.

Fresno Police Department, has pulled me over numerous times without reason, eventually resulting in no tickets. My husband has been discriminated again.

We have seen neighbors of color treated very differently than white neighbors.

I have observed many people of color being treated very roughly by the police, when it was obvious there was no resistance. I am white, treated okay, told to be careful in my neighborhood.

Mix up of identity/ situation

I had worked hard, saved, and purchased a new car with tinted windows and rims. I was pulled over twice within the first two months because "the light around the license plate was out", as my plate and name were being ran for criminal activity.

Am not comfortable in sharing.

I was stopped by police on the West side. After I pulled over 2 officers came up with their hands on their guns on both sides of my car. It was only me and my husband which was a Veteran and had veteran handicap plates on the car.

I have felt that due to being white, I've been treated better when pulled over.

Treated me rudely, tried to start a fight contradicting me answers he was asking me. The mental ill patient called the police out, but was wrong due to not following the house rules. she was white I am black. Police took her side.

Getting guns drawn on me and being pulled over by magic in other words gang task

While learning to drive, my daughter was pulled over by a police officer for turning on a red light. He didn't ticket her. Maybe that's standard procedure for all student drivers, but I wonder if it was because we were white.

I had an officer make up charges against me. They were dropped, but I have never stopped being scared of how easy that was.

When I pulled over for speeding I was wearing a Mexican soccer jersey and am Mexican, I was yelled at for talking too long to pull over. I was in the right, within the law, to pull over when it was safe to do so. My kids were also in Mexican jerseys.

I was with friends when their car broke down. The police stopped to check on us and directed all questions to me, even though my friends owned the vehicle. I directed the officer to ask the owner but the officer avoided eye contact with the black man

As a homeless woman in Fresno I had no right to be protected . Ki was beaten , raped and almost killed on different occasions . Officers response when I used to call was literally ..you look ok. What do you want us to do about it. I was lied to about

Being served differently because of race

Their attitude to me was different due to my race.

Officer had his hand on his gun while a traffic stop . Without me doing anything suspicious or unlawful

I called to report son runaway 2nd time and cop threatens to take me to jail for child neglect even though I called him to help find my boy

They allowed me to be mistreated and forced in a car.

Mom was stopped by police for turning right on a red light. Made her sit on sidewalk with hands on head, trashed out car, and said mean things. Like we were criminals. No explanation for behavior. Profiled my mom and I saying we were probably undocumented

# APPENDIX C

## Phone Survey Results

The first few questions ask your opinions about police in general (no time or place specified) and how often you think incidents of police misconduct occur. Answer choices are never, on occasion, fairly often, or very often. Here's the first question:

How often do you think police officers stop people without good reason?	Never	16.9%
	On Occasion	23.4
	<b>Fairly Often</b>	<b>9.1</b>
	<b>Very Often</b>	<b>21.0</b>
	No Answer	28.7

How often do you think police officers use insulting language when talking to people they stop?	Never	15.2%
	On Occasion	52.5
	<b>Fairly Often</b>	<b>19.7</b>
	<b>Very Often</b>	<b>10.0</b>
	No Answer	2.6

When police officers use force against people, how often do you think they use excessive force (in other words, more force than is necessary under the circumstances)?	Never	6.1%
	On Occasion	54.8
	<b>Fairly Often</b>	<b>22.2</b>
	<b>Very Often</b>	<b>14.1</b>
	No Answer	2.8

How often do police take part in corruption (such as taking bribes, involvement in the drug trade)?	Never	12.0%
	On Occasion	51.9
	Fairly Often	17.5
	Very Often	7.4
	No Answer	11.2

How often do you hear or read about specific incidents of police misconduct (such as police use of excessive force, verbal abuse, corruption, and so on)? Would that be more than once a week, once a week, once a month, 2-3 times per year, once a year, or less than once a year?

More than once a week	26.4%
Once a week	27.5
Once a month	19.6
2-3 times per year	11.8
Once a year, or	4.4
Less than once a year?	7.2
No answer	3.3

How common do you think racial or ethnic prejudice is among police officers - would that be extremely common, very common, moderately common, slightly common, or not common at all?

<b>Extremely common</b>	<b>20.1%</b>
<b>Very common</b>	<b>20.1</b>
Moderately common	18.8
Slightly common	22.5
Not common at all	16.6
No answer	2.0

The next set of questions ask about whether you favor or oppose various potential reforms to policing. We are talking about general opinions about police rather than specified in a particular time or place Answer choices are favor strongly, favor somewhat, oppose somewhat, or oppose strongly. Here's the first of these questions:

Do you favor or oppose the following proposal intended to reduce police violence against the public: Pass laws making it easier to prosecute police officers who use excessive force.

<b>Favor strongly</b>	<b>41.2%</b>
<b>Favor somewhat</b>	<b>28.1</b>
Oppose somewhat	13.2
Oppose strongly	12.9
No answer	4.6

Reduce police responsibilities as first responders on matters relating to the homeless, substance abusers and the mentally ill and redirecting some of its funds to increasing social and mental health services for these people?

Favor strongly	44.4%
Favor somewhat	23.0
Oppose somewhat	10.9
Oppose strongly	17.1
No answer	4.6



The next set of questions ask about your opinion about the effectiveness of potential reforms in Fresno. Answer choices are strongly agree, agree, disagree, or strongly disagree. Here's the first of these questions:

How much do you agree or disagree with the following proposal: Hiring more minority officers would improve the police department or police services in Fresno?	<b>Strongly agree</b>	<b>26.3%</b>
	<b>Agree</b>	<b>41.1</b>
	Disagree	15.5
	Strongly disagree	11.2
	Hey - I don't know anything about Fresno	0.9
	No answer	5.0

Requiring officers working in Hispanic areas to learn Spanish?	<b>Strongly agree</b>	<b>34.7%</b>
	<b>Agree</b>	<b>37.7</b>
	Disagree	16.8
	Strongly disagree	8.2
	No answer	2.6

More police programs for school children?	Strongly agree	29.6
	Agree	45.0
	Disagree	12.8
	Strongly disagree	5.1
	No answer	7.5

Now we want to see how you evaluate the Fresno Police Department. All of the answers are strongly agree, agree, disagree, or strongly disagree. Here's the first of these questions:

How much do you agree or disagree with the following statement, that the Fresno Police Department fairly investigates complaints against its own employees.	Strongly agree	14.9%
	Agree	25.3
	<b>Disagree</b>	<b>24.4</b>
	<b>Strongly disagree</b>	<b>21.1</b>
	No answer	14.2

The Fresno Police Department's officers are Fair	Strongly agree	14.9%
	Agree	46.6
	Disagree	20.4
	Strongly disagree	8.2
	No answer	10.0



Thinking about the police department in Fresno, do you think that city spending on policing should be increased a lot, increased a little, stay about the same, decreased a little, or decreased a lot?

Increased a lot	22.2%
Increased a little	24.0
Stay about the same	25.8
Decreased a little	11.1
Decreased a lot	13.3
No answer	3.6

How much personal contact have you had with Fresno Police in the last two years? By contact we mean a face to face encounter (or a direct contact via phone or online communication) between yourself and an employee of the Fresno Police Department.

No contact in the last 2 years	33.7%
One contact in the last two years	20.1
Two to five contacts in the last two years	31.7
<b>Six to eight contacts in the last two years</b>	<b>3.5</b>
<b>Nine to eleven contacts in the last two years</b>	<b>2.4</b>
<b>Twelve or more contacts in the last two years</b>	<b>6.6</b>
No answer	2.0

The next few questions ask about police generally, and not specifically the Fresno police. How much do you agree or disagree:

The police should protect the “status quo”, in other words, the existing state of affairs, especially regarding economic, social or political issues.

Strongly agree	11.7%
Agree	33.1
Disagree	25.6
Strongly disagree	12.4
No answer	17.2

Now we want to ask a few questions about your personal experience with the police. Please select any of the below you have ever witnessed or been subject to based on your personal experience. We are asking about personal “live” experiences, not observations via television, news, or social media.

I saw police use insulting language	24.9%
I saw police taking part in corrupt activities	8.2
I saw police use excessive force	26.8
I saw police stop someone without good reason	37.0



Have you ever felt that you were treated unfairly by the police specifically because of your race - would that be definitely yes, probably yes, might or might not, probably not, or definitely not?

Definitely yes	14.7%
Probably yes	7.5
Might or might not	6.6
Probably not	15.6
Definitely not	52.4
No answer	3.3

Now we would like to ask you some questions about government spending in this country. How much do you agree or disagree with the following statement:

The government should spend less on benefits for the poor. Would that be strongly agree, agree, disagree, or strongly disagree?

Strongly agree	5.5%
Agree	15.0
Disagree	34.4
Strongly disagree	39.3
No answer	5.7

Improving the conditions of African Americans...Are we spending too little about right, or too much?

Too little	51.2%
About right	26.4
Too much	11.9
No answer	10.5

Reducing crime -are we spending too little, about right, or too much?

Too little	60.4
About right	23.7
Too much	8.8
No answer	7.0

Law enforcement - are we spending too little, about right, or too much?

Too little	38.7%
About right	27.7
Too much	27.9
No answer	5.7

Now we want to ask you some questions about your neighborhood.

How serious a problem is crime in your neighborhood-very serious, somewhat serious, not serious, or not a problem at all?

<b>Very serious</b>	<b>13.7%</b>
<b>Somewhat serious</b>	<b>33.3</b>
Not serious	34.6
not a problem at all	16.7
No answer	1.8



Is there any area right around your neighborhood - that is, within a mile - where you would be afraid to walk alone at night? Answer choices are yes or no.

Yes	62.0%
No	36.3
No answer	1.8

How much do you agree or disagree with the following statement: people in my neighborhood can be trusted. Strongly agree, agree, disagree, or strongly disagree?

Strongly agree	14.7%
Agree	53.5
Disagree	20.2
Strongly disagree	6.4
No answer	5.3

Now we are in the last set of questions.

We would like to ask some questions about you, and your life. How much education have you completed?

Some high school or less	2.9%
High school diploma	12.7
Some college (e.g., associates degree)	38.4
College diploma (e.g., bachelors degree)	25.9
Graduate school (e.g., masters, PhD, law, doctor)	18.4
Different system / Another country	0.9
No answer	0.9

Do you identify as Hispanic (i.e., Latino/Chicano/Latinx)?

Yes	33.6%
No	62.7
No answer	3.7

What race are you most likely to identify yourself as - White, Black, Native American, Asian, or Native Hawaiian?

White	51.7%
Black or African American	11.7
American Indian or Alaska Native	3.3
Asian	6.2
Native Hawaiian or Other Pacific Islander	0.2
Multiple races	7.7
Other	7.5
No answer	11.5



**What is your zip code?**

93650	0.2%
93701	1.7
93702	9.3
93703	3.2
93704	5.0
93705	4.3
93706	6.3
93710	5.6
93711	6.7
93720	6.7
93721	0.9
93722	6.7
93723	1.3
93725	2.6
93726	5.8
93727	12.3
93728	4.5
93730	1.7
93737	0.4
Other	14.5

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**What gender identity are you most likely to identify with – man, woman, or transgender?**

Man	45.1%
Woman	52.3
Transgender	0.2
No answer	1.3
Other	1.1

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**There are just a few questions left. What is your age?**

18 - 24	0.0%
25 - 34	19.1
35 - 44	15.6
45 - 54	13.6
55 - 64	13.6
65 - 74	17.1
75 - 84	6.8
85 or older	2.0
No answer	12.1



Next, we would like to know about your current paid employment situation.

<b>Would that be employed or not employed?</b>	Employed	56.6%
	Not employed	38.3
	No answer	5.1

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<b>Which best describes your political party affiliation, would that be republican, democrat, independent, or some other affiliation?</b>	Republican	23.9%
	Democrat	36.8
	Independent	20.8
	Other	9.3
	No answer	9.1

Lastly, we would like to get a sense of the range of incomes of respondents.

<b>About how much money do you personally make each year?</b>	Less than \$10,000	6.7%
	\$10,000 - \$19,999	8.6
	\$20,000 - \$29,999	9.1
	\$30,000 - \$39,999	11.1
	\$40,000 - \$49,999	9.5
	\$50,000 - \$59,999	6.9
	\$60,000 - \$69,999	7.1
	\$70,000 - \$79,999	6.9
	\$80,000 - \$89,999	3.1
	\$90,000 - \$99,999	2.9
	\$100,000 - \$149,999	6.2
	More than \$150,000	5.1
No answer	16.9	



# APPENDIX D

## LIST OF RECOMMENDATIONS:

### IMPROVE POLICE OVERSIGHT

**Recommendation #1:** The City should change and reinforce the bodies that currently provide oversight to the Department.

**Recommendation #2:** A new Civilian Oversight Board (COB) should be created to replace CPSAB.

**Recommendation #3:** The Civilian Oversight Board will consist of 11–13 voting Members, able to set aside bias, and serve a 3-year term. Half of the initial COB Members will serve a 2-year term to provide staggered membership changes.

Nominees may be recommended by community-based organizations, fellow residents, or by self-application.

The COB must be representative of the racial, ethnic, and socio-economic diversity of the City to the greatest extent possible.

Members will be appointed by the Mayor and confirmed by a supermajority (2/3) vote of the Fresno City Council.

- Members:
  - Must be a resident of the City of Fresno;
  - Must not be a current elected official in the City or County of Fresno; and
  - Must not be an employee of the City of Fresno.
- One member should be selected from each of the seven (7) Council Districts. Council members may recommend selections to the Mayor.
- Every iteration of the Board should also include the following:

- One member should be a former public defender;
- One member should be a professor of criminology, sociology, or a related discipline;
- One member should be a former police officer; and
- One member should be under the age of 21.
- There should be two (2) other at-large members (no professional affiliations required).
- A misdemeanor or felony conviction will not automatically disqualify an applicant from serving on the Board.
- Members of the Board must be fair and impartial and perform their duties in strict accordance with the law governing the performance of quasi-judicial functions, including appropriate requirements for the avoidance of conflict of interest, preservation of confidentiality when required, Form 700 reporting, and ex parte contacts regarding quasi-judicial matters.
- COB members should be reasonably compensated.

**Recommendation #4:** The functions of COB shall include the following:

- Review of OIR Complaint Intakes
- Review of Department and OIR use of force determinations
- Review of disciplinary actions related to the use of force and other public complaints
- The authority to make budget recommendations
- Review of reports from OIR on hiring and promotions to ensure diversity and to make procedural recommendations
- Provide input on the hiring of future police chiefs
- Review and make recommendations based upon community surveys of Fresno residents regarding policing
- Review and make recommendations based upon surveys of attitudes and concerns of FPD employees
- Receive input and make recommendations regarding the efficacy of special units within the Department

- Receive reports from OIR regarding police training, and make recommendations regarding changes in training where appropriate to ensure safe, community-oriented policing
- Conduct reviews of FPD policies and practices either at COB's behest or the request of the OIR or Department
- Produce at least one public report annually
- Engage in community outreach to ensure the community is aware of avenues to redress complaints against officers or the Department

**Recommendation #5:** Except as provided by state law, COB meetings will be open to the public, and community engagement will be encouraged through active advertising of upcoming meetings and decisions. Documents reviewed by the COB must be made publicly available and accessible, to the extent permissible by law. The COB will be required to seek input from the community as to its effectiveness and operations. Pursuant to the California Peace Officers Bill of Rights, any discussion of disciplinary actions will occur in closed session. Police officers may waive the right to have their matters heard in closed session.

**Recommendation #6:** The Office of Independent Review should be strengthened and should include the following functions and responsibilities:

- Review of IA investigations;
- Involvement in ongoing investigations;
- Leadership of the COB; the IR should serve as the Executive Director of the COB;
- Independently initiated investigations;
- Attend interviews of complainants, public witnesses, and sworn officers with ability to ask questions;
- Have full access to investigation files;
- Evaluate whether an investigation is complete, thorough, and objective;
- Ability to compel interviews and documents from FPD; and
- Assist the COB in carrying out its functions.

## REDUCE AND REALLOCATE THE RESPONSIBILITIES OF THE FPD

**Recommendation #7:** Police officers should not be dispatched for calls relating to mental health or behavioral issues of a non-violent nature. The City should increase reliance on behavioral health and trained medical professionals to respond to such calls. The City Council should form a working group to use the remaining two years of the CIT contract to develop a new model for responding to calls with a behavioral or mental health component tailored to the particular needs and resources available in Fresno. The Commission further recommends that the City develop specific training for dispatchers to recognize calls with a mental or behavioral health component in coordination with the new crisis intervention approach. The Commission also recommends that the FPD's mental health and de-escalation training be expanded such that it include the same level of training currently being provided to members of the CIT.

**Recommendation #8:** American Ambulance, Fresno's paramedics provider, has developed a concept that is consistent with the foregoing recommendation to rely on medical and mental health professionals to respond to mental health calls in lieu of a law enforcement response. The City should work with Fresno County Behavioral Health to certify specially trained paramedics to write Welfare and Institutions Code section 5150 holds on people that meet applicable criteria.

**Recommendation #9:** The Commission recommends that the City invest in critical bed space for behavioral treatment facilities for juveniles and adults that respond to community needs.

**Recommendation #10:** The Commission recommends identifying a dedicated stream of funding for mental health professionals.

**Recommendation #11:** The City of Fresno should transfer the following functions and associated budgets to other City departments whose core missions are better aligned with the intended functions and outcomes:

- Fresno Area Express (FAX) Unit;
- Graffiti Unit;
- Violence Intervention and Community Services;
- Homeless Task Force; and
- Recycling Task Force

**Recommendation #12:** Fresno Patrol Officers should not:

- Respond to low-risk non-criminal calls;
- Respond to victims of property-related crimes where the crime occurred more than 24 hours before the call; or
- Respond to routine calls (i.e., non-violent) to homeless encampments or involving unhoused individuals

**Recommendation #13:** The City should not enter into contracts for policing with school districts. The City should encourage school districts to engage in investments that will provide a more positive experience leading to positive outcomes for students.

**Recommendation #14:** The City and Fresno school districts should prioritize the use of tax dollars to increase safety in schools and surrounding neighborhoods by investing in neighborhood development and improvements, such as installing and repairing sidewalks, street lights, home improvement programs, after-school programs, and youth job creation to create long-term neighborhood safety.

## USE OF FORCE

**Recommendation #15:** The preamble to the use-of-force policy should state that its purpose is to prevent unnecessary force, ensure accountability and transparency, and ensure the community's trust and confidence in the FPD's ability to protect and serve. It shall be the

utmost priority and mission of the FPD to protect and serve all individuals of Fresno and to respect the inherent life, liberty, dignity, and worth of all individuals by preserving human life, minimizing physical harm and reliance on use of force, and conducting its duties without prejudice. The FPD Policy Manual, in particular 300 Use of Force, and other force provisions and related training, should be updated to reflect these concepts.

**Recommendation #16:** Law enforcement officers of the FPD shall only use physical force when no other viable option is available. In all cases where force is used, only the minimum degree of force which is necessary shall be employed. The minimum degree of force is the lowest level of force within a range of what is objectively necessary or reasonable to effect an arrest or achieve a lawful objective. To further the aim of minimal reliance on force, all law enforcement officers must, at all times, carry on their person at least one less-lethal weapon.

**Recommendation #17:** The Use of Force Policy 300 should be modified to require the use of de-escalation techniques, as specified in SB 230.

**Recommendation #18:** The use of force policy should state that deadly force may be used only for the protection of human life.

**Recommendation #19:** The level of resistance faced by the officer, and the extent to which it is treated, should be weighed in determining the application of the use of force. With respect to the conduct of the subject, the use of force should also be based on whether the subject is:

- compliant;
- passively resistant;
- actively resistant; or
- assaultive, aggressive, or combative.

**Recommendation #20:** The FPD Police Policy Manual should be amended to provide that an officer's use of deadly force will be assessed in light of the officer's tactical conduct and decisions leading up to the use of force. Where possible, a verbal warning or verbal warnings shall be given before the use of deadly force.

**Recommendation #21:** The existing use of force section regarding moving vehicles, section 300.8.4, does not prohibit officers from reaching into moving vehicles. The Commission recommends that the provision be revised to include this prohibition. Reaching into a moving vehicle invites a situation in which the officer's life is endangered, and therefore, the use of force may be required.

## **POLICE CULTURE: MORALE, STANDARDS OF CONDUCT, BIAS AND DISCRIMINATION**

**Recommendation #22:** The Department should improve its early intervention system (EAS) patterns of behavior by individual officers that suggest the need for intervention or additional training.

**Recommendation #23:** The City should clarify and provide for a robust process by which members of the public can make complaints of discrimination against police officers.

**Recommendation #24:** The City's workplace discrimination policy should be amended to provide victims of discrimination the same protections that witnesses are afforded.

**Recommendation #25:** Eliminate all references to "misunderstanding or lack of communication" in Policy 328.

**Recommendation #26:** Investigations should be completed within six months unless the incident is of a complex or difficult nature that would require additional time to be investigated.

**Recommendation #27:** All corrective action should be documented in an employee's personnel file.

**Recommendation #28:** Documented reprimands should remain in the employee file for three years and be removed thereafter. The decision to remove them from the file should not be discretionary.

**Recommendation #29:** Policies regarding the investigation of discrimination and harassment complaints should be updated to emphasize the need to complete such investigations in a timely manner. The use of outside investigators should be considered where there is a reasonable concern regarding impartiality or conflict.

**Recommendation #30:** Appropriate officials should, (including the City Council and the Mayor), urge state and federal legislators to make a formal recommendation that Congress revise the doctrine of Qualified Immunity.

**Recommendation #31:** Collective bargaining agreements should include a morality and behavior clause that limits the City's liability for behavior deemed inappropriate and improper for officers to engage in.

**Recommendation #32:** Recommend that the COB develop surveys and other means of assessing the culture of the FPD and attitudes of individual police officers in a way that is objective, accurate, and credible. The survey should:

- Use some metrics that were used in past surveys to allow for comparative data analysis;
- Use a third-party expert(s) to assist in the development of additional tools and measurements/metrics for evaluations;
- Attitudes towards police officers should also continue to be measured on an ongoing basis. Such surveys should also continue to elicit input regarding the appropriate role of policing in the community; and
- Analysis of the above studies should be conducted with a recognition of the underlying societal difficulties that police are asked to address.

## ENSURING THAT THE FPD REFLECTS THE COMMUNITY IT SERVES

**Recommendation #33:** The City should prepare an “Equity in Recruiting, Hiring, and Promotion Plan” to determine and adopt best practices for a diverse Police Department reflective of the Fresno Community. The Civilian Oversight Board should develop this plan in consultation with third-party experts and staff. The City should provide an appropriate budgetary commitment for contracting with a third-party expert to improve outreach and support efforts. The Civilian Oversight Board should measure the effective implementation of this plan using specific metrics included in the plan and include this analysis as a consideration in the evaluation of the police chief. Key plan components include:

- Demographically specific approaches to professional advancement;
- A 20-year data set that tracks women and men by race in police leadership positions relative to the police population as a whole in the FPD;

- Realistic 5-, 10-, and 15-year targets for shifting the composition of leadership based on the above data, compliant with state law; and
- Examination of evaluation tools and the process of hiring, evaluating, and promoting officers for movement in rank. (See examples of bias interrupters used in managerial positions.)

**Recommendation #34:** The City should continue to work with California State University, Fresno, Fresno City College, and other local educational institutions to expand the appeal of policing with the Department as a career path.

**Recommendation #35:** The Civilian Oversight Board should conduct a review of all aspects of the hiring process and make appropriate public recommendations on conditions and obstacles that may prevent otherwise qualified applicants from joining the force.

**Recommendation #36:** If there are conditions or requirements at the FPD that tend to deter female applications or discriminate against females, they should be remedied.

**Recommendation #37:** The Civilian Oversight Board should review the promotional process to ensure diversity throughout the ranks of the organization.

## **FPD FISCAL MANAGEMENT: ENSURING THE EFFECTIVE STEWARDSHIP OF PUBLIC FUNDS**

**Recommendation #38:** The City should expedite the installation/conversion of its financial reporting software to provide all City departments, and more importantly the public, with a level of financial information that can be used to evaluate operational efficiencies in a manner that is easily understood to improve the level of transparency and accountability to the public.

**Recommendation #39:** In the interim, and to capture at an hourly rate that reflects these costs, the Department should develop internal financial reports in which worker's compensation, liability, and fleet expenses are expensed by Division, and in some cases at the Section level (e.g., worker's compensation, liability) rather than allocating these costs within the Administrative and Grants Division budgets.

**Recommendation #40:** The FPD should conduct a staffing analysis to determine how much non-productive time is lost due to various leaves of absences for both sworn and civilian personnel in each Division and Section, including any other tasks (e.g., training, court appearances) that reduce the total number of hours needed to adequately support the core functions of each Division and/or Section. Based on this analysis, the FPD can determine the cost-effectiveness of hiring permanent staff rather than continuing its reliance on overtime, which can also lead to fatigue and potentially a higher number of workers' compensation claims and costs.

**Recommendation #41:** The City and the FPD should evaluate the overall effectiveness of its current workers' compensation and wellness programs to increase the number of available work hours and reduce the costs in workers' compensation related expenses.

**Recommendation #42:** The City and the Department should evaluate the type of calls and/or work that is currently performed by sworn personnel and determine if utilizing Community Services Officers (CSO) could be used to perform some of this work. Further, whether the job requirements associated with the CSO classification should be amended to provide additional flexibility in the type of work performed by a CSO. The City and the Department should evaluate the function and overall effectiveness of each special unit to determine the extent to which specialized units are effective in their goals and their cost-benefit ratio. Specialized units should have precise unduplicated functions and metrics, and these should be reported on an annual basis through an accessible database that allows the public to assess special unit trends, related expenditures, and outcomes.

**Recommendation #43:** The City should evaluate the function and overall effectiveness of all Special Unit assignments to determine the extent to which they are necessary, potentially duplicative, and their cost-benefit ratios. Specialized units similar in scope and function should be merged and/or eliminated. Remaining Special Units should have clearly outlined functions, goals, and measurable metrics. Special Units to be evaluated include but are not limited to the following:

- SWAT
- Vice
- CCATT
- Street Violence Unit
- MAGEC
- ACT Team
- Robbery Unit
- Felony Assault Unit
- HIDTA Unit
- Neighborhood Safety Unit

**Recommendation #44:** The City should redirect various grant funds toward community-based programs and interventions efforts that increase community safety through preventative approaches and weigh the impacts on FPD's service capacity.

**Recommendation #45:** The FPD should standardize its contract hourly rates.

**Recommendation #46:** The City should not enter into grants that do not contemplate the sustainability of funding once the grant terminates.

**Recommendation #47:** The City should consider shifting the use of SLESA funds to implement community crime prevention and juvenile justice programs as allowed and defined under Government Code section 30062.

**Recommendation #48:** The City should advocate to the County that Assembly Bill 109 funds are allocated to support community violence prevention programs such as Advance Peace, and youth mentoring, employment, community-based substance use treatment, and other similar programs.

**Recommendation #49:** The current contract hourly rate for Fresno and Central unified school districts SRO contracts is \$67.86 per hour, which does include the incremental cost for workers' compensation related expenses but does not include other costs such as liability or fleet-related expenses (e.g., fuel, maintenance). The contract hourly rate paid by local businesses and other entities is \$58.52, which is 13.8% lower and does not include any costs noted above. Therefore, in the interim, prior to the adoption of a Cost Allocation Plan, the Department needs to present an amendment to the City's Master Fee Schedule to the City Council so that all contract hourly rates are consistent.

**Recommendation #60:** The City should reallocate Tobacco Grant funds fully to Code Enforcement and focus its efforts on conducting business training, education and compliance activities.

**Recommendation #51:** The FPD should develop and consistently utilize a systemic approach to physical asset management throughout the entire lifecycle. This monitoring should include tracking assets by assignment and costs to operate, maintain, and replace.

**Recommendation #52:** The City needs to establish a commission a study to calculate the lifecycle and replacement costs of all City-owned assets, with the priority on the Police and Fire Departments, to determine the cost of bringing these assets into a good state of repair as well as the ongoing cost of properly maintaining these assets over their expected life. The commission

should identify potential funding sources to adequately address this need. No further FPD capital investments should be made unless they include lifecycle and future replacement costs, as well as the source of funds used to address these costs.

**Recommendation #53:** An assessment of each of the cases that resulted in a claim that was paid by the City on behalf of the Department should be conducted to determine if trends in behaviors, units, officers, or other relevant factors are present that result in a liability to the City. The City should implement necessary changes to Department policies to require further mandatory psychological testing of officers involved in incidents in addition to testing for drugs, alcohol, anabolic steroids, and any other substances which may cause impairment after a critical incident.

**Recommendation #54:** An assessment of each of the cases that resulted in a claim that was paid by the City on behalf of the FPD should be conducted to determine if trends in behaviors, units, officers, or other relevant factors are present that result in a liability to the City. The City should implement necessary changes to FPD policies to require further mandatory psychological testing of officers involved in incidents in addition to testing for drugs, alcohol, anabolic steroids, and any other substances.

**Recommendation #55:** The cost of liability claims should be assigned by Division, Section, and Special Units where possible.

**Recommendation #56:** The Commission suggests mitigating the influence of the FPOA on the City budget and administrative decisions.

**Recommendation #57:** The City should engage in a participatory budgeting process to determine community priorities.

**Recommendation #58:** The FPD should semi-annually disclose up-to-date disaggregated financial data through an accessible online database that allows community members to download, search, and analyze its expenditures and clearly identify trends and use of taxpayer dollars.

## PARTNERSHIP WITH COMMUNITY BASED ORGANIZATIONS

**Recommendation #59:** The City should support a partnership with a local community-based organization. The cost of this new partnership would be about \$230,000 annually. The City and the selected CBO will convene a team responsible for developing and initiating a comprehensive and strategic plan to improve the overall safety, health, and wellbeing of the community, leading to the prevention of issues such as Family Violence, Gang Violence, and Sex Trafficking.

**Recommendation #60:** Disband the Homeless Task Force and reallocate resources to social services and community-based organizations that provide services to the City's homeless population.

## COMMUNITY BASED PREVENTION EFFORTS

**Recommendation #61:** The Commission recommends that the City explore additional opportunities to establish joint/shared use agreements with community groups to ensure that young people have safe places to be during non-school hours by supporting maintenance for parks and playgrounds (e.g., well-maintained parks and playgrounds provide safe spaces for kids and families for community and sports activities and builds a sense of pride in the neighborhood), and Community Center community services programs (e.g., tutoring, career/job fairs, science, math or reading times, exercise and dance classes, business/idea development, computer literacy training and coding classes, youth empowerment through entrepreneurial development, education resources for adults seeking ongoing education, etc.).

**Recommendation #62:** The Commission recommends the City invest more in extra-curricular activities, mentorship programs, and work programs, introducing students to new experiences and innovative career opportunities.

**Recommendation #63:** The City should invest in a pilot program that will help deter graffiti, overseen by the PARCS Department, funded by \$100,000 from the Graffiti Abatement budget.

The Commission also recommends that the City take the following actions:

- The City should enter the contract by July 2021;
- The City should identify areas of high graffiti and strive to identify mural locations based on these locations;
- The City should have 10 murals by July 2022; and
- The City should measure the effectiveness of the program by comparing calls received for graffiti clean-up.

**Recommendation #64:** The Commission recommends the City assemble and implement a Poverty Action Plan to:

- Support disadvantaged youth;
- Design effective mentoring programs;
- Address the academic barrier to higher education;
- Expand apprenticeship opportunities;
- Improve employment outcomes;
- Provide disadvantaged workers with skills to succeed in the labor market; and
- Address homelessness.

**Recommendation #65:** The Commission recommends that the City fund a pilot program that provides opportunities for heads of households and primary caregivers to achieve the next level of education, with a primary focus on high school diplomas and AA degrees.

**Recommendation #66:** The City should partner with other agencies to develop and implement a more effective process for allocating resources needed to address homelessness in Fresno to provide additional resources, such as more social workers, rather than expecting the FPD to address an issue that they are not trained or equipped to manage.

**Recommendation #67:** The Commission recommends the City implement juvenile diversion strategies as follows:

- The City should contract with the Community Justice Center (CJC) to provide additional restorative justice services for low-level juvenile offenders to resolve the criminal behavior using trained mediators and mentors “pre-arrest” without referral to juvenile court;
- The Department should work collaboratively with CJC to divert juvenile offenders into the restorative justice programs and to participate in the intervention sessions for those impacted by harm;
- The success of the CJC Program should be evaluated as an evidence-based practice utilizing comparative recidivism and re-offense rates as one matrix of success; and
- CJC should be expanded to other high school campuses and support additionally trained mentors from grassroots organizations that are culturally appropriate and culturally sensitive, to conduct a minimum of 250 CJC Restorative Justice interventions per year.

**Recommendation #68:** The Commission recommends the City increase available funding and resources for counseling and/or restorative healing circles for children, youth, adults, and families that have experienced harm.

**Recommendation #69:** The Commission recommends the City support community-based violence prevention and the sustainability of Advance Peace through multi-year funding. The City’s efforts should include the following objectives:

- Reducing gun violence by 50%;
- Building Advance Peace Fellows to lead community-based violence prevention; and

- Begin multi-year support at the end of the current grant cycle in September 2023

**Recommendation #70:** The City should evaluate the services provided by the Fresno Police Chaplaincy program to determine if there is any duplication and clearly outline how funding is being used, the cost-benefit of the programs, and clearly articulate and track measurable outcomes. Based on this assessment, the City of Fresno should determine if services should be expanded, decreased, or eliminated.

**Recommendation #71:** The Commission recommends implementing an integrated public safety model that coordinates all safety components, including Fire Rescue, Emergency Medical Services, and Law Enforcement Services, into one Department, the Department of Public Safety (DPS).

# APPENDIX E

# CPR COMMISSION RECOMMENDATION VOTING RESULTS

Recommendation	Aaron Foster	Abena Cruise	Adrian (AJ) Jones	Angie Isaak	Annalisa Perea	Ashley Rojas	BT Lewis	Bob Mitchell	Brandon Dixon-James	D'Aungillique Jackson	Deep Singh	DJ Criner	Efrain Botello-Cisneros	Gail Gaston	Gloria Hernandez	Greg Garner	Grisanti Valencia A.	James Pitts	John Leal	Joseph Jones
1		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
2		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	N	A	Y	Y	
3		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	Y	Y	Y	
4		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
5		Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
6		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
7		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	
8		Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	A	Y	Y	Y	Y	
9		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	
10		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
11		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
12		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	A	Y	A	Y	N	Y	Y	Y	
13		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	
14		A	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	
15		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y	
16		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	A	Y	Y	
17		A	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	
18		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	
19		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	A	Y	Y	
20		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	
21		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	
22		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
23		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	A	Y	A	Y	N	A	Y	Y	
24		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
25		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	
26		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
27		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	A	Y	Y	
28		Y	Y	Y	A	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	
29		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	N	A	Y	Y	N	Y	Y	
30		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
31		Y	Y	N	Y	N	Y	Y	Y	A	N	Y	N	N	Y	Y	N	Y	Y	
32		Y	Y	N	Y	A	Y	Y	Y	Y	Y	Y	N	N	Y	Y	N	Y	Y	
33		Y	Y	N	Y	A	Y	Y	Y	Y	Y	N	N	N	Y	Y	A	Y	Y	
34		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	A	Y	Y	Y	

Recommendation	Aaron Foster	Abena Cruise	Adrian (AJ) Jones	Angie Isaak	Annalisa Perea	Ashley Rojas	BT Lewis	Bob Mitchell	Brandon Dixon-James	D'Aungillique Jackson	Deep Singh	DJ Criner	Efrain Botello-Cisneros	Gail Gaston	Gloria Hernandez	Greg Garner	Grisanti Valencia A.	James Pitts	John Leal	Joseph Jones
35		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	Y	Y	
36		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
37		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	A	Y	Y	Y	
38		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
39		N	N	A	Y	Y	Y	Y	Y	Y	Y	N	Y	A	Y	Y	Y	Y	Y	
40		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	N	Y	Y	Y	
41		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	Y	Y	
42		Y	Y	N	Y	Y	Y	Y	Y	Y	A	Y	A	N	Y	Y	Y	Y	Y	
43		Y	N	N	A	Y	Y	A	Y	Y	Y	N	Y	N	Y	N	Y	Y	N	
44		A	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	
45		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	A	Y	N	Y	A	Y	Y	Y	
46		Y	Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	
47		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	A	Y	N	Y	Y	Y	Y	Y	
48		Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
49		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	A	Y	Y	Y	Y	Y	
50		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
51		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	A	Y	Y	Y	Y	Y	
52		A	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	Y	Y	
53		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	
54		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
55		N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	A	Y	Y	
56		Y	Y	N	A	Y	N	A	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
57		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
58		Y	Y	N	A	Y	A	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
59		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
60		Y	Y	N	A	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
61		Y	Y	N	A	Y	Y	N	Y	Y	N	Y	N	N	Y	Y	Y	Y	Y	
62		A	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	Y	Y	Y	
63		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	Y	Y	
64		Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
65		Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	A	Y	Y	Y	Y	
66		Y	Y	A	Y	A	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	N	Y	Y	
67		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	
68		Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	
69		A	Y	N	Y	N	Y	Y	Y	Y	Y	Y	N	N	Y	Y	N	Y	Y	
70		Y	Y	A	Y	A	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	A	Y	Y	
71		N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
72		Y	Y	A	Y	Y	Y	Y	Y	Y	Y	Y	Y	A	Y	Y	Y	Y	Y	
73		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Y	0	64	70	27	60	65	70	70	72	72	69	64	55	29	71	52	56	72	72	0
N	0	3	3	35	0	4	2	1	1	0	2	5	17	29	0	15	7	1	1	0
A	0	6	0	11	13	4	1	2	0	1	2	4	1	15	2	6	10	0	0	0

Recommendation	Keshia Thomas	Luisa Medina	Mai Thao	Marcel Woodruff	Mariah Thompson	Mark Salazar	Michael Reid	Oliver Baines	Pam Coronado	Randall Cooper	Robert Oliver	Rod Wade Jr.	Ron Manning	Sabrina Kelley	Sandra Celedon	Scott Baly	Simon Biasell	Todd Frazier	Veva Islas	Yes	No	Abstain
1	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	30	4	0
2	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	27	6	1
3	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	29	5	0
4	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	4	1
5	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	31	3	0
6	Y	Y	N	A	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	4	1
7	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	1	0
8	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
9	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	0	1
10	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
11	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
12	Y	Y	Y	Y	Y		N	Y	N	Y	Y	Y		Y	Y	Y	Y		Y	28	3	3
13	Y	Y	Y	Y	Y		Y	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	32	2	0
14	Y	Y	Y	Y	Y		Y	Y	Y	Y	N	Y		N	Y	Y	Y		Y	29	3	2
15	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	3	0
16	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	0	3
17	Y	Y	Y	Y	Y		N	Y	A	Y	N	Y		Y	Y	Y	Y		Y	29	3	2
18	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	2	0
19	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	1	1
20	Y	Y	Y	Y	Y		Y	Y	A	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
21	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	1	1
22	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
23	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		A	Y	Y	Y		Y	26	3	5
24	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
25	Y	A	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	3	1
26	Y	N	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	2	0
27	N	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	27	5	2
28	Y	Y	Y	Y	Y		N	Y	N	N	N	Y		Y	Y	Y	Y		Y	27	6	1
29	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	28	4	2
30	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	1	0
31	Y	Y	N	N	N		Y	Y	Y	Y	Y	Y		Y	A	Y	A		A	21	9	4
32	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	28	5	1
33	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	26	6	2
34	Y	Y	Y	Y	Y		Y	Y	Y	N	N	Y		Y	Y	Y	Y		Y	28	4	2

Recommendation	Keshia Thomas	Luisa Medina	Mai Thao	Marcel Woodruff	Mariah Thompson	Mark Salazar	Michael Reid	Oliver Baines	Pam Coronado	Randall Cooper	Robert Oliver	Rod Wade Jr.	Ron Manning	Sabrina Kelley	Sandra Celedon	Scott Baly	Simon Biasell	Todd Frazier	Veva Islas	Yes	No	Abstain
35	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
36	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	31	3	0
37	Y	Y	Y	Y	Y		N	N	Y	Y	Y	Y		Y	Y	Y	Y		Y	28	4	2
38	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	A		Y	30	3	1
39	Y	Y	Y	Y	Y		N	Y	A	Y	Y	Y		Y	Y	Y	Y		Y	27	4	3
40	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	2	1
41	Y	Y	Y	Y	A		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	0	3
42	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	2	2
43	Y	Y	Y	Y	Y		N	Y	A	Y	N	Y		Y	Y	Y	Y		Y	23	8	3
44	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	4	1
45	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	2	2
46	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
47	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	3	1
48	Y	Y	Y	Y	A		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	1	1
49	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	2	1
50	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
51	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	2	1
52	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	28	3	3
53	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	1	0
54	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	1	0
55	Y	Y	Y	Y	A		N	Y	Y	Y	Y	Y		N	A	Y	Y		N	24	7	3
56	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		N	Y	Y	Y		Y	26	6	2
57	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	30	4	0
58	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	3	2
59	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	4	1
60	Y	Y	Y	Y	Y		N	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	29	4	1
61	Y	Y	N	Y	A		N	Y	A	Y	N	Y		Y	Y	Y	Y		Y	23	8	3
62	Y	Y	Y	Y	Y		Y	Y	Y	Y	N	Y		Y	Y	Y	Y		Y	29	4	1
63	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
64	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	29	5	0
65	Y	Y	Y	Y	A		N	Y	Y	Y	N	Y		N	Y	Y	Y		Y	27	5	2
66	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	1	3
67	Y	Y	Y	Y	Y		N	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	3	0
68	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	31	3	0
69	Y	Y	Y	Y	N		Y	Y	Y	Y	N	Y		Y	A	Y	Y		A	24	7	3
70	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	30	0	4
71	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	33	1	0
72	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	32	0	2
73	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y		Y	Y	Y	Y		Y	34	0	0
Y	72	71	70	71	66	0	36	72	66	71	51	73	0	68	70	73	71	0	70	Y	N	A
N	1	1	3	1	2	0	37	1	2	2	22	0	0	4	0	0	0	0	1	N		
A	0	1	0	1	5	0	0	0	5	0	0	0	0	1	3	0	2	0	2	A		

**Members: 39**

**Members: 5**

<b>By Member</b>	
Highest Score Yes	73
Lowest Score Yes	0
Highest Score No	37
Lowest Score No	0
Average Yes	56
Average No	5

<b>By Recommendation</b>	
Highest Score Yes	34
Lowest Score Yes	21
Highest Score No	9
Lowest Score No	0
Average Yes	30
Average No	3

# Glossary of Terms

- ACT:** Adult Compliance Team
- CCATT:** Career Criminal Auto Theft Team
- CIT:** Crisis Intervention Team
- COB:** Civilian Oversight Board
- CPSAB:** Citizens Public Safety Advisory Board
- CUSD:** Central Unified School District
- EAS:** Early Alert System
- EIS:** Early Intervention System
- FAX:** Fresno Area Express Unit
- FPOA:** Fresno Police Officers Association
- FUSD:** Fresno Unified School District
- HIDTA:** High Intensity Drug Trafficking Area
- IR:** Independent Reviewer
- IA:** Internal Affairs
- MAGEC:** Multi-Agency Gang Enforcement Consortium
- OIR:** Office of Independent Review
- PARCS:** City of Fresno Department of Parks and Recreation
- POBR:** Public Safety Officers Procedural Bill of Rights
- SAVE:** Structured Assistance for Valued Employees Policy
- SLESA:** Supplemental Law Enforcement Services Account
- SNRO:** Student/Neighborhood Resource Officer
- SRO:** Student Resource Officer
- SWAT:** Special Weapons and Tactics
- VICS:** Violence Intervention and Community Services





# Fresno Commission for Police Reform

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REPORT AND RECOMMENDATIONS

