

#### POLICE REVIEW COMMISSION REGULAR MEETING AGENDA

July 22, 2015 7:00 P.M. South Berkeley Senior Center 2939 Ellis Street, Berkeley

- 1. CALL TO ORDER & ROLL CALL
- 2. APPROVAL OF AGENDA
- 3. PUBLIC COMMENT

(Speakers are generally allotted up to three minutes, but may be allotted less time if there are many speakers; they may comment on items on the agenda or any matter within the PRC's jurisdiction at this time.)

4. APPROVAL OF MINUTES

Regular meeting of July 8, 2015.

5. CHIEF OF POLICE'S REPORT

Budget, staffing, training updates, and other items.

- 6. OLD BUSINESS (discussion and action)
  - a. Policy investigation regarding the events of December 6, 7, and 8, 2014, and Council directive for an investigation into the events of December 6, as both are more fully identified in the regular meeting agenda of February 25, 2015; and including review of mutual aid practices and policies.
    - i) Continue review and approval of or changes to BPD recommendations in its report of the December 6 & 7, 2014 events.
    - ii) Review and discuss event narratives.
    - iii) Review proposed changes to general orders.
  - b. Participation in National Night Out (August 4, 2015)
  - Whether to amend PRC Standing Rules regarding procedures for dividing the question.
- 7. NEW BUSINESS (discussion and action)
  - a. What action should be taken regarding Mutual Aid Agreements for 2015.

#### 8. CHAIR'S REPORT

#### 9. PRC OFFICER'S REPORT

Status of complaints; announcements.

### 10.ANNOUNCEMENTS, ATTACHMENTS & COMMUNICATIONS

Attached.

#### 11. PUBLIC COMMENT

(Speakers are generally allotted up to three minutes, but may be allotted less time if there are many speakers; they may comment on items on the agenda at this time.)

#### **Closed Session**

#### 12. RECOMMENDATION FOR ADMINISTRATIVE CLOSURE

Complaint #2372.

#### End of Closed Session

#### 13. ANNOUNCEMENT OF CLOSED SESSION VOTE

#### 14. ADJOURNMENT

#### **Communications Disclaimer**

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## Communication Access Information (A.R.1.12)

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#### SB 343 Disclaimer

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Contact the Police Review Commission at (510) 981-4950 or prc@cityofberkelev.info.

## COMMUNICATIONS FOR PRC REGULAR MEETING July 22, 2015

#### **MINUTES**

July 8, 2015 Regular Meeting

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#### **COMMUNICATIONS**

Communication #4400 – PRC Recommendations regarding BPD response on December 6, 2014.

Page 9

**Communication #1299** – Lexipol Policy 300 – Use of Force (not approved).

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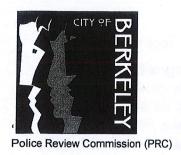
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# POLICE REVIEW COMMISSION REGULAR MEETING MINUTES (unapproved)

July 8, 2015 7:00 P.M.

South Berkeley Senior Center 2939 Ellis Street, Berkeley

## 1. CALL TO ORDER & ROLL CALL & ROLL CALL BY CHAIR BERNSTEIN AT 7:07 P.M.

Present:

Commissioner Benjamen Bartlett

Commissioner Alison Bernstein (Chair)

Commissioner George Lippman

Commissioner George Perezvelez (Vice Chair)

**Commissioner Terry Roberts** 

Commissioner Lowell Finley (temporary appointment\*)

Commissioner Bulmaro Vicente

Absent:

Commissioners Michael Sherman and Ann Rogers

PRC Staff:

Katherine J. Lee, PRC Officer and Beneba Thomas, PRC Investigator

**BPD Staff:** 

Capt. Dave Frankel, Lt. Dan Montgomery, Sgt. Katherine Smith, Ofc.

Dave Bartalini

#### 2. APPROVAL OF AGENDA

Motion to approve the agenda with the change that the Chair's Report and PRC Officer's Report occur to after item 8.b.

Motion Carried by general consent.

#### 3. PUBLIC COMMENT

There were four speakers.

#### 4. APPROVAL OF MINUTES

Motion to approve minutes of June 17, 2015 Special meeting. Moved/Seconded (Perezvelez/Vicente) Motion Carried

1947 Center Street, 3<sup>rd</sup> Floor, Berkeley, CA 94704 • Tel: (510) 981-4950 • TDD: (510) 981-6903 • Fax: (510) 981-4955 Email: prc@cityofberkeley.info Website: www.cityofberkeley.info/prc/ Ayes: Bartlett, Bernstein, Lippman, Perezvelez, and Vicente.

Noes: None Abstain: Finley, Roberts Absent: Rogers, Sherman

Motion to approve minutes of June 24, 2015 Regular meeting with the insertion of the italicized language in the paragraph at the bottom of page 4: By general consent, after discussion on two motions made, amended, and withdrawn, the Commission agreed to table this item until the next meeting and that members would submit language on Recommendation #8 to the PRC Officer by next week for discussion at the July 8 meeting.

Moved/Seconded (Bartlett/Vicente) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Perezvelez, Roberts, and Vicente.

Noes: None Abstain: Finley, Perezvelez Absent: Rogers, Sherman

At Commissioner Vicente's request, a moment of silence was observed for U.C. student Bryson Young, who recently passed away.

CHIEF OF POLICE'S REPORT No report.

#### 6. CHAIR'S REPORT

No report.

#### 7. PRC OFFICER'S REPORT

(Occurred after Item 9.b.) A case deadline report was distributed; one BOI is scheduled and another needs to be scheduled for July 28. PRC Officer will be agendizing an item about meeting procedures. The agenda packet contains the Commissioners' Attendance Report for the first half of 2015; please advise if any errors.

#### 8. OLD BUSINESS (discussion and action)

- a. Policy investigation regarding the events of December 6, 7, and 8, 2014, and Council directive for an investigation into the events of December 6, as both are more fully identified in the regular meeting agenda of February 25, 2015; and including review of mutual aid practices and policies.
  - i) Review and discuss event narratives. (Considered after 8.a.ii.)

By general consent, Commissioners are tasked with submitting specific factual findings regarding the events of December 6, 2014, for consideration at the next meeting.

ii) Continue review and approval of, or changes to, BPD recommendations in its report of the December 6 & 7, 2014 events.

Motion to adopt the first four paragraphs of Commissioner Lippman's proposal as a replacement of BPD's Recommendation #8 except, in the first paragraph, delete the second two sentences, and in the second paragraph, replace "tend to" with "may."

Moved/Seconded (Bernstein/Perezvelez) **Motion, as amended, carried** Ayes: Bartlett, Bernstein, Lippman, Perezvelez, Roberts, and Vicente.

Noes: None

Abstain: None

Absent: Rogers, Sherman

Motion to amend the main motion by including the first three paragraphs of Section III.C.7 of the Oakland Police Department's Crowd Control and Crowd Management Policy, as the 5<sup>th</sup> paragraph; the OPD language to be modified by changing references from "OPD" to "BPD" and revising the phrase, "as permitted under this policy," to read, "as allowed under BPD policy."

Moved/Seconded (Finley\*/Lippman) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Perezvelez, Roberts, and Vicente.

Noes: None

Abstain: None

Absent: Rogers, Sherman

iii) Review proposed changes to general orders.

No action taken.

b. Participation in National Night Out (August 4, 2015)

By general consent, this item was tabled until the next meeting.

9. NEW BUSINESS (discussion and action)

a. Determine appropriate follow-up to Commission's prior action on revisions to General Order N-17.

Motion to send the PRC recommendation's on General Order N-17 to City Council as an agenda item.

Moved/Seconded (Lippman/Vicente) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Perezvelez, Roberts, and Vicente.

Noes: None

Abstain: None

Absent: Rogers, Sherman

b. Whether to initiate a policy review of the matter raised by Tesfaye Tsadik.

Motion to initiate a policy investigation into how the Police Department goes about identifying the race of detainees or arrestees.

Moved/Seconded (Bartlett/Vicente) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Perezvelez, Roberts, and Vicente.

Noes: None

Abstain: None

Absent: Rogers, Sherman

c. Whether to initiate a policy review based on the policy complaint filed by Carol Denney. (Occurred following Item 8.a.)

Motion to accept policy complaint #2377 and initiate a policy review into the matters raised in the complaint.

Moved/Seconded (Finley\*/Bartlett) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Roberts, and Vicente.

Noes: None

Abstain: Perezvelez

Absent: Rogers, Sherman

#### 10. ANNOUNCEMENTS, ATTACHMENTS & COMMUNICATIONS

#### 11. PUBLIC COMMENT

There were two speakers.

#### Closed Session

#### 12. RECOMMENDATION FOR ADMINISTRATIVE CLOSURE

Complaint #2368.

Motion to approve above-referenced file for administrative closure.

Moved/Seconded (Lippman/Bartlett) Motion Carried

Ayes: Bartlett, Bernstein, Lippman, Perezvelez, and Vicente.

Noes: None Abstain: None

Absent: Rogers, Sherman

#### **End of Closed Session**

#### 13. ANNOUNCEMENT OF CLOSED SESSION VOTE

The vote to administratively close Complaint #2368 was announced.

#### 14. ADJOURNMENT

The meeting was adjourned by general consent. Meeting was adjourned at 10:05 p.m.

<sup>\*</sup> The day after the meeting, it was discovered that Mr. Finley was ineligible to sit on the Commission. His participation did not affect whether a quorum was seated or affect any vote outcomes. However, the Commission must reconsider the actions resulting from the two motions he made.

#### PRC Recommendations regarding BPD response on December 6, 2014

#### Communication

Recommendation #1

#### **BPD**

We recommend the Department get clarity on the availability of regional radio interoperability for common encrypted radio channels to improve communications with mutual aid partners during large scale events.

**PRC** (6.24.15)

We recommend the Department investigate and determine the availability of regional radio interoperability for common tactical and recorded radio channels to improve communications with mutual aid partners during large scale events, and that the department communicate directly with EBRCS and ask for a speedy resolution to these questions and any appropriate training that is necessary.

Recommendation #2

#### <u>BPD</u>

We recommend the Department use social media proactively before and during the event to communicate with participants. As dispersal orders are given over the loud speaker social media could be used to communicate more detailed information to the crowd.

PRC (6.24.15)

We recommend the Department use social media proactively before and during the event to communicate with participants. As dispersal orders are given over the loud speaker social media could be used to communicate more detailed information to the crowd; all communications be clearly identified as coming from BPD. We urge the City to adopt rules for BPD's use of social media as quickly as possible.

Recommendation #3

#### **BPD**

Explore the use of BPD Negotiators to enhance communication with the crowd and crowd leadership before and throughout the event.

PRC (6.24.15)

The BPD should focus on enhancing tools for communication during the course of a demonstration to ensure it is peaceful, and that the tools include the use of BPD negotiators; the PRC urges a focus on two-way communications to facilitate peaceful demonstrations.

PRC Recommendations regarding BPD response on December 6, 2014 July 15, 2015 Page 2 of 4

#### Recommendation #4

#### **BPD**

BPD should acquire a high quality mobile mounted public address system. This equipment would also be an asset during natural disasters.

PRC (6.24.15)

(The PRC endorsed BPD's Recommendation #4 as written).

New Recommendation as a preamble to the Communication section

PRC (6.24.15)

Police officers will seek to navigate complex and confusing crowd situations which may have mixed elements of legal and illegal, peaceful and violent behavior. Facilitation of free expression, de-escalation of tension, and peaceful resolution of conflict are primary goals of police interaction with crowds.

#### **Tactical Command**

Recommendation #5

#### **BPD**

Tactical command decision making and responsibility should be relocated from the Department Operations Center to the field. We recommend coordination of squad movements happen in the field.

PRC (6.24.15)

(The PRC endorsed BPD's Recommendation #5 as written).

Recommendation #8

#### **BPD**

Opportunities for the police to deescalate from crowd control to crowd management tactics need to be recognized and seized.

PRC (7.15.2015)

- 1) The City considers non-violent demonstrations of concern about community issues to be positive and healthy activities. The City will interact with such demonstrations primarily as events to be facilitated rather than as threats to public safety. Therefore, the BPD should not be the primary point of contact between the City and demonstrations.
- 2) Heavily armed, massed police using crowd control tactics may inflame an assembly and incite rather than prevent violent clashes. They can intimidate

PRC Recommendations regarding BPD response on December 6, 2014 July 15, 2015 Page 3 of 4

peaceful demonstrators and promote alienation and confrontation. The need for sufficient police resources must also be balanced against the chilling effect of a large and visible police presence. 2

- 3) BPD orders call for protecting First Amendment activities (freedom of speech and assembly).<sup>3</sup> For this protection to have meaning, police must win the trust of the assembly that they can demonstrate in safety.
- 4) Police interaction with a demonstration or other public event should begin with a posture of crowd management, unless the event commences as an illegal assembly. Current BPD policy requires that a clear and present danger of imminent violence as a prerequisite for declaration of an illegal assembly, making it clear that non-violent civil disobedience is not grounds for such a declaration. If police must move to a crowd control posture, the goal should be to de-escalate back down to crowd management. Police officers must make every effort to reduce tension and de-escalate conflict, with support from non-sworn City staff and elected/appointed officials.
- 5) a) It is essential to recognize that all members of a crowd of demonstrators are not the same.
- b) Even when some members of a crowd engage in violence or destruction of property, other members of the crowd are not participating on those acts. Once some members of a crowd become violent, the situation often turns chaotic, and many individuals in the crowd who do not want to participate in the violent or destructive acts may be blocked from leaving the scene because the crowd is so large or because they are afraid they will move into a position of heightened danger.
- c) This understanding does not mean BPD cannot take enforcement action against the crowd as allowed under BPD policy, but BPD shall seek to minimize the risk that force and arrests may be directed at innocent persons.

<sup>&</sup>lt;sup>1</sup> "Tony Ribera, San Francisco police chief from 1992 to 1996, said law enforcement agencies are usually most successful at handling demonstrations when they approach with a non-confrontational stance and ramp up when necessary. 'It's hard to have a confrontational situation, then pull back from that.'" See: http://www.sfgate.com/bayarea/article/Police-often-provoke-protest-violence-UC-5704918.php.

<sup>&</sup>lt;sup>2</sup> OPD Crowd Control policy.

<sup>&</sup>lt;sup>3</sup> Berkeley General Order C-64 Crowd Control, paragraph 26.

<sup>&</sup>lt;sup>4</sup> Berkeley General Order C-64 Crowd Control, paragraph 62.

PRC Recommendations regarding BPD response on December 6, 2014 July 15, 2015 Page 4 of 4

#### **Situational Awareness**

Recommendation #14

#### **BPD**

Explore technology that can improve the quality and timeliness of information available to decision makers.

PRC (6.24.15)

Before BPD implements the use of any additional surveillance and data gathering technology, the use of that technology shall be brought to PRC and the City Council for approval.

#### 300.1 PURPOSE AND SCOPE

The purpose of this policy is to provide Departmental standards on the reporting and use of force. This policy supersedes all other policies, procedures, verbal or written instructions, and training information to the extent that they are inconsistent with this Order.

#### 300.2 POLICY

Police officers may use reasonable force to (1) make an arrest, (2) prevent an escape of a suspect, (3) overcome resistance, or (4) maintain order. Under the Fourth Amendment of the United States Constitution, an officer can use reasonable force in the above situations, when doing so is reasonable under the totality of the circumstances as they appear through the eyes of the officer. Circumstances to be considered include the immediacy and severity of a threat to the safety of the officer or others, the severity of the crime involved, and whether a suspect is fleeing or resisting.

Given that no policy can realistically predict every possible situation an officer might encounter in the field, it is recognized that each officer must be entrusted with well-reasoned discretion in determining the appropriate use of force in each incident. While it is the ultimate objective of every law enforcement encounter to minimize injury to everyone involved, nothing in this policy requires an officer to actually sustain physical injury or retreat before using reasonable force.

#### 300.2.1 USE OF FORCE TO EFFECT AN ARREST

Any peace officer may use reasonable force to effect the arrest, to prevent escape, or to overcome resistance. A peace officer who makes or attempts to make an arrest need not retreat or desist from his/her efforts by reason of resistance or threatened resistance of the person being arrested; nor shall such officer be deemed the aggressor or lose his/her right to self-defense by the use of reasonable force to effect the arrest or to prevent escape or to overcome resistance (Penal Code § 835a).

## 300.2.2 FACTORS USED TO DETERMINE THE REASONABLENESS OF FORCE

When determining whether or not to apply any level of force and evaluating whether an officer has used reasonable force, a number of factors should be taken into consideration. These factors include, but are not limited to:

- a. The conduct of the individual being confronted (as reasonably perceived by the officer at the time).
- b. Officer/subject factors (age, size, relative strength, skill level, injury/exhaustion and number of officers vs. subjects).
- c. Influence of drugs/alcohol (mental capacity).
- d. Proximity of weapons.
- e. The degree to which the subject has been effectively restrained and his/her ability to resist despite being restrained.
- f. Time and circumstances permitting, the availability of other options (what resources are reasonably available to the officer under the circumstances).
- g. Seriousness of the suspected offense or reason for contact with the individual.
- h. Training and experience of the officer.
- i. Potential for injury to citizens, officers and suspects.
- j. Risk of escape.
- k. Other exigent circumstances.

Any interpretation of reasonableness must allow for the fact that police officers are often forced to make split-second decisions in circumstances that are tense, uncertain and rapidly evolving about the amount of force that is necessary in a particular situation. While various degrees of force exist, each officer is expected to use only that degree of force reasonable under the circumstances (as they appear to the officer) to successfully accomplish the legitimate law enforcement purpose in accordance with this policy.

It is recognized however, that circumstances may arise in which officers reasonably believe that it would be impractical or ineffective to use any of the standard tools, weapons or methods provided by the Department. Officers may find it more effective or practical to improvise their response to rapidly unfolding conditions they are

confronting. In such circumstances, the use of any improvised device or method must nonetheless be objectively reasonable and utilized only to the degree necessary to accomplish a legitimate law enforcement purpose.

#### 300.2.3 NON-DEADLY FORCE APPLICATIONS

Any application of force that is not reasonably anticipated and intended to create a substantial likelihood of death or very serious injury shall be considered non-deadly force. Each officer is provided with equipment, training and skills to assist in the apprehension and control of suspects as well as protection of officers and the public. Non-deadly force applications may include but are not limited to leg restraints, control devices (batons, chemical agents, kinetic energy projectiles, etc.) and described in Policy Manual §§ 306 and 308 respectively.

#### 300.2.4 PAIN COMPLIANCE TECHNIQUES

Officers may only apply those pain compliance techniques for which the officer has received departmentally approved training and only when it reasonably appears that the use of such a technique furthers a legitimate law enforcement purpose. Officers utilizing any pain compliance technique should consider the totality of the circumstance including, but not limited to:

- a. The potential for injury to the officer(s) or others if the technique is not used
- b. The potential risk of serious injury to the individual being controlled
- c. The degree to which the pain compliance technique may be controlled in application according to the level of resistance
- d. The nature of the offense involved
- e. The level of resistance of the individual(s) involved
- f. The need for prompt resolution of the situation
- g. If time permits, the existence of other reasonable alternatives

The application of any pain compliance technique shall be discontinued once the officer determines that compliance has been achieved, or the technique is ineffective.

#### 300.2.6 PROHIBITED USES OF FORCE

The following uses of force are prohibited:

- (a) Carotid Restraint Hold: Council Resolution No. 52,605 N.S., dated February 14, 1985, "Prohibiting use of 'chokehold' for law enforcement purposes in the City of Berkeley" states: "Be it resolved by the Council of the City of Berkeley as follows: That the chokehold, including but not limited to the carotid restraint and the bar arm hold, is hereby banned from use for law enforcement purposes in the City of Berkeley."
- (1) The term bar-arm refers to a variety of techniques. As defined in the City Council Resolution, "bar-arm hold" refers to any use of the forearm to exert pressure against the front of the neck. However, other types of arm hold techniques (e.g., those that involve control of the arm, wrist or elbow) remain authorized.
- (b) Oleoresin Capsicum (pepper spray) for use as a crowd control technique is prohibited. On September 16, 1997, the City Council passed a policy recommendation that says, in part, "no pepper spray will be used for crowd control by the Berkeley Police Department."
- (c) Deployment of less-than-lethal munitions from a shotgun is prohibited.

#### 300.3 DEADLY FORCE APPLICATIONS

While the use of a firearm is expressly considered deadly force, other force might also be considered deadly force if the officer reasonably anticipates and intends that the force applied will create a substantial likelihood of causing death or very serious injury. Use of deadly force is justified in the following circumstances:

- a. An officer may use deadly force to protect himself/herself or others from what he/she reasonably believe would be an imminent threat of death or serious bodily injury.
- b. An officer may use deadly force to stop a fleeing suspect when the officer has probable cause to believe that the suspect has committed, or intends to commit, a felony involving the infliction or threatened infliction of serious bodily injury or death, and the officer reasonably believes that there is an imminent or future potential risk of serious bodily injury or death to any other person if the suspect is not immediately apprehended.
- c. Under the above circumstances a verbal warning should precede the use of deadly force, where feasible.

#### 300.4 REPORTING THE USE OF FORCE AND DUTY TO INTERCEDE

Any use of physical force by a member of this department shall be documented promptly, completely, and accurately in an appropriate report depending on the nature of the incident. The use of particular weapons such as chemical agents may require the completion of additional report forms as specified in departmental policy and/or law.

Any officer present and observing another officer using force that is beyond that which is objectively reasonable under the circumstances shall, when in a position to do so, intercede to prevent the use of such excessive force. Such officers shall also promptly report these observations to a supervisor. Any non-sworn employee who observes another employee using force that they believe is not objectively reasonable shall promptly report these observations to a supervisor or command officer. Non-sworn employees are not required by this policy to intercede.

#### 300.4.1 NOTIFICATION TO SUPERVISORS

Supervisory notification shall be made as soon as practicable following the application of physical force, under any of the following circumstances:

- a. The application of force appears to have caused physical injury
- b. The individual has expressed a complaint of injury
- c. Any application of a control device
- d. The individual has been rendered unconscious

## 300.4.2 MEDICAL ATTENTION FOR INJURIES SUSTAINED USING FORCE

Prior to booking, or release in the field, medical assistance shall be offered to any person who appears to have sustained injury, or expressed a complaint of injury. Based upon the officer's initial assessment of the nature and extent of the subject's injuries, medical assistance may consist of examination by fire personnel, paramedics, or hospital staff. If any such individual refuses medical attention, such a refusal shall be fully documented in related reports and, whenever practical, should be witnessed by another officer and/or medical personnel. If an audio recording is made of the contact or an interview with the individual, any refusal should be included, if possible.

Persons who exhibit extreme agitation, violent irrational behavior accompanied by profuse sweating, extraordinary strength beyond physical characteristics, unusually high tolerance to pain or who require a protracted physical encounter with multiple officers to bring under control may be at an increased risk of sudden death and should be examined by qualified medical personnel as soon as practicable. Any individual exhibiting signs of distress after such an encounter shall be medically cleared prior to booking.

#### 300.5 SUPERVISOR RESPONSIBILITY

When a supervisor responds to an incident in which there has been a reported application of force, the supervisor is expected to:

- a. Obtain the basic facts from the involved officer(s). Absent an allegation of misconduct or excessive force, this will be considered a routine contact in the normal course of duties.
- b. Ensure that any injured parties are examined.
- c. Once any initial medical assessment or first aid has been completed, ensure that photographs have been taken of any areas involving visible injury or complaint of pain as well as overall photographs of uninjured areas. These photographs should also be retained for three years.
- d. Identify any witnesses not already included in related reports.
- e. Review and approve all related reports.
- f. A supervisor shall complete a Use of Force Report whenever an officer or employee uses a non-lethal weapon (standard or improvised) on a person, even if no injury results.
- g. The supervisor who completes the Use of Force Report shall route the Use of Force Report and/or Use of Pepper Spray Report forms to the Division Commander through the chain of command.

Should the supervisor determine that any application of force was not within policy, a separate internal administrative investigation shall be initiated.

In the event that a supervisor is unable to respond to the scene of an incident involving the reported application of force, the supervisor is still expected to complete as many of the above items as circumstances permit.