



DATE: October 27, 2020
TO: Mayor and City Council
FROM: City Manager
SUBJECT: Update on Public Safety Community Engagement Project

RECOMMENDATION

That the City Council receives and provides feedback on this report summarizing the results-to-date from a community engagement effort about public safety issues in the Hayward community.

SUMMARY

As a result of community concerns about policing services, policies, programs, and procedures brought forth amid increased national conversation about policing and racial equity, as well as several officer-involved shootings in Hayward, the City Council directed staff to implement a public safety community engagement project designed to elicit further information and experiences throughout the Hayward community to inform future policy discussions.

From August through October 2020, staff worked with consultants to administer a resident survey and with community members and organizations to hold conversations about public safety in Hayward. At the writing of this staff report, over 1,700 community members have provided their input on public safety and policing in Hayward by participating in this community engagement project. An interdepartmental team of 20 staff worked on compiling and analyzing the data, and summarizing common safety concerns, themes, and attitudes.

Participants in the community conversations indicated that their main safety concerns in Hayward were racism and homelessness. The conversations brought forth themes of Hayward's diversity and complexity, a desire for all community members to feel safe, and a connection between neighborhood cohesion and feelings of safety. Many community members have positive views of the police, and among those who do not, their perspectives were informed by concerns about over-policing, specific negative experiences, and trust, systemic racism, and intergenerational trauma.

At the writing of this report, only top-line aggregated survey results were available. The survey results indicated a general satisfaction and feeling of safety interacting with Hayward police, but a significant minority of respondents reported negative or ambivalent responses to

these general safety-related questions. Close to 60% of survey respondents indicated a feeling that the relationship between Hayward Police and Hayward residents is positive. A majority of survey respondents support reducing the police budget and redistributing it towards other community services while 60% support establishing a participatory committee for dictating how that funding is reallocated. However, proposals to freeze police hiring, limiting equipment purchases, and banning spending on police facilities were not supported by a majority of survey respondents. A full 82% of respondents support using 3-1-1 as an urgency hotline, and 56% strongly support it.

Staff will continue to reach out to community-based organizations, faith-based organizations, and community members to understand their experiences and perspectives on public safety in Hayward.

BACKGROUND

In November 2017, the City Council accepted the Commitment for an Inclusive, Equitable, and Compassionate City (the Commitment) created by the Community Task Force. One of the action items in the Commitment included the creation of a community body to provide input into the Hayward Police Department's (HPD) policies and procedures. As a result, the City Council, City staff, and members of the community established the Community Advisory Panel.

Amid increased national conversation about policing and racial equity following the murder of George Floyd, and several officer-involved shootings in Hayward, the Community Advisory Panel participated in a community forum on policing. During and since the forum, community members have approached the City Council with concerns about policing services, policies, programs, and procedures. In particular, the Hayward Community Coalition authored seven demands related to changes in policing services in the City of Hayward. These demands included a reallocation of a portion of the FY 2021 Police Department budget to community-based services outside the Police Department.

In response to these concerns, City Council directed staff to bring forward a community engagement plan designed to elicit further information and experiences throughout the Hayward community to inform their decision-making. On July 21, 2020, the Council held a work session on the community engagement plan and directed staff to move forward with a public safety community engagement project consisting of an opinion research survey and community conversations.

The conversations about policing in Hayward and this public safety community engagement project align with the work the City has done over the past year and a half with the Government Alliance on Race and Equity. The Racial Equity Action Plan brought to Council in May 2020 came out of that work, which includes the goal of having every City department and division complete a racial equity analysis of their work and develop strategies and solutions for eliminating racial disparities and advancing racial equity in their work. This work focusing on public safety is the type of work that each department will eventually undertake to better understand how to structure City services to be more equitable. Public safety and policing are

an important part, but by no means the only part, of advancing racial equity work in the City.

Survey Methodology

In the July Council Work Session, staff recommended working with FM3, a research firm, to conduct a virtual focus group and administer a statistically significant community survey. Based on feedback from Council and the community, staff amended the plan to bring in an additional research partner, owned and led by people of color with experience conducting opinion research related to policing and public safety. Additionally, the virtual focus group was removed from the project in favor of surveying more community members and relying on the community conversations as a source of more nuanced individual feedback and stories. FM3 partnered with Evitarus¹ to complete the survey research work

From October 3 through October 20, 2020, FM3 administered an approximately 15-minute survey to a representative sample of 1,002 Hayward residents. The sample was drawn from a comprehensive list of addresses within the City. Participants were invited to participate in the survey via e-mail (when available) or postcard by logging on to a website and were contacted by telephone to complete the survey if they didn't complete it online. Surveys were conducted online and via telephone. Additionally, community members who wished to do so were able to provide additional feedback to the City. This data is not included in the statistically significant sample.

Upon closing the survey, FM3 weighted the survey results to reflect Hayward's demographics and provide a more accurate snapshot of community opinions on public safety and policing. The survey questions and weighted results from the statistically significant, random sample survey are available in Attachment II. The responses from the voluntary online survey, which were not taken from an unbiased, statistical sample can be found in Attachment III.

Community Conversations Methodology

Over the course of August, September, and October, city staff worked with members of the community and community-based organizations to host virtual community conversations about public safety and experiences with policing. Additionally, staff partnered with students and faculty at Chabot College and Cal State East Bay to conduct one-on-one interviews with community members.

To date, the community conversations have been comprised of close to 700 interviews done by Chabot College students, as well as twelve small discussion groups hosted by education and non-profit partners and City staff. The goal for the conversations was to hear from a diverse range of community members from across Hayward neighborhoods, and especially people of color.

For the interviews, Chabot students were asked to reach out to at least three Hayward community members each and submit the interview transcripts into a centralized database.

¹ <https://evitarus.com/>

Many interviewees had not previously engaged with the City. A group of twelve staff then read through the transcripts in pairs to identify common trends.

For the discussion groups, community members either signed up through an online interest form or were recruited by a community partner (e.g., a community-based organization or faith-based organization). The groups were facilitated over Zoom by staff members or a community leader and a team of Cal State East Bay students and staff took turns taking notes. Because of the virtual format, facilitators found that four to six participants worked best. There were at least a dozen community partners who wanted to host discussion groups but were unable to organize one before this staff report. The staff team will continue to work with these groups during this fall and winter.

During the summer, Chabot students did a trial run of interviews. After assessing the trial, staff created a standardized consent form for both the interviews and discussion groups. In addition, staff compiled mental health resources to share with participants. Finally, staff worked with Chabot faculty, Cal State East Bay faculty, and community groups to refine the following questions, which were used both for the discussion groups and the individual interviews.

The questions asked during these conversations were as follows:

1. What are the top three safety concerns in your life right now?
2. How safe do you feel walking alone in your neighborhood? Why? What about driving or taking public transit? What about shopping?
3. Compared to Hayward as a whole, does your neighborhood feel more or less safe? Why?
4. When you have felt unsafe, have you ever reached out to someone from a Hayward government for help, like police, fire, code enforcement, or a school principal? If so, what was the topic(s)? If not, why not?
5. Most of the time, we think of safety as relating to violence. What other factors in your life make you feel unsafe or fearful? Examples could include housing, food, employment, healthcare, climate, racism, or isolation.
6. We want every community member in Hayward to feel safe in their community. As we discuss and work on these issues, what strategies can we use for everyone to feel safe and fully participate?
7. What is your perception of policing in Hayward?
8. When you envision a Hayward where everyone feels safe, what does it look like? In your vision, what role should law enforcement play?
9. When you think about safety broadly, what solutions should we prioritize first?
10. Is there anything else you would like to add that you feel like we left out?

COVID-related challenges. Due to the pandemic, staff was limited to conducting the outreach virtually or by phone. This precluded previous successful engagement tactics, such as holding groups at libraries or services centers. In addition, non-profit and faith partners have been stretched thin and have had limited capacity to take on additional work. Due to these

challenges, there may be gaps in the data from community members who are less likely to engage online or to interact with Chabot College students.

DISCUSSION

It is crucial to note that the survey and community conversations are complementary, but not comparable. The FM3/Evitarus survey was conducted with a random sampling methodology that was intended to obtain a snapshot of public opinion generally and be demographically representative of the City as a whole. Gathering feedback from the public through a survey has limitations. Respondents must answer only the questions they are given. There is little opportunity for elaborating on nuanced opinions or personal experiences. However, this is a proven and reliable method for collecting measurable, generalizable, and comparable data on community opinions that can be sorted demographically and geographically.

The community conversations and interviews were not randomly sampled, were conducted by people in the community, and should not be taken as broadly indicative of opinions or experiences of all Hayward residents. However, the community conversations offer critical insight into individual experiences, an opportunity for nuance and explanation, and can illuminate experiences, concerns, and perspectives held in common that are necessarily absent from a time-limited phone survey. The stories that community members bravely and thoughtfully shared through the community conversations are specific to each community member.

Comparing summary statistics between the survey and the community conversations is only useful to illuminate the experiences of individuals who are a part of broader communities or may indicate a need for additional outreach in communities whose specific experiences may not have been adequately explored over the past few months.

Participants and Summary Statistics

Staff and researchers asked for descriptive data from participants to disaggregate responses by race, gender, age, and other demographic characteristics, as well as by neighborhood.

Community Conversations

As of October 19, the community conversations team had engaged 742 community members through:

- 693 Individual Interviews
- 12 Small Discussion Groups with 49 total participants

Data from community members who consented to have their data shared on the website (482 participants) can be found in an interactive map at:

www.hayward-ca.gov/haywardsafe

Participants' demographics are described in the charts below (Figures 1-3) for all those who provided demographic information. Participants were not asked to select from a list of

categories to describe themselves, and thus the demographic information looks different from the survey categories. Staff attempted to hear from a diverse range of community members. However, due to the challenges raised above, the total demographics reached as part of the community conversations differs somewhat from the overall Hayward population. After noting this discrepancy after the summer trial, Chabot students were given more guidelines in the fall to increase representation. In particular, the average age of participants was markedly younger, and Asian participants made up a larger percentage than the Hayward community as a whole. In addition, staff's efforts to hear from a larger proportion of Black/African American community members had limited success. To address this, staff has worked to foster relationships over the summer and fall and has scheduled additional conversations in November.

Figure 1: Self-Described Race/Ethnicity of Community Conversations Participants

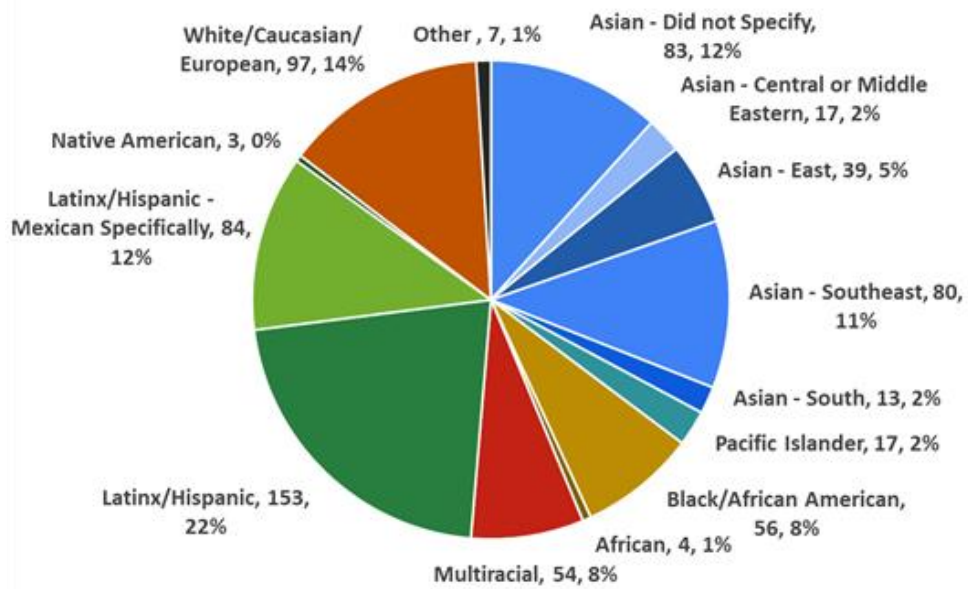


Figure 2: Age of Community Conversations Participants

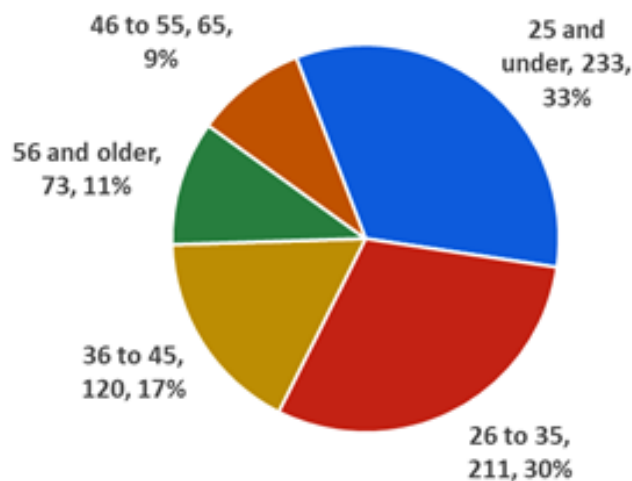
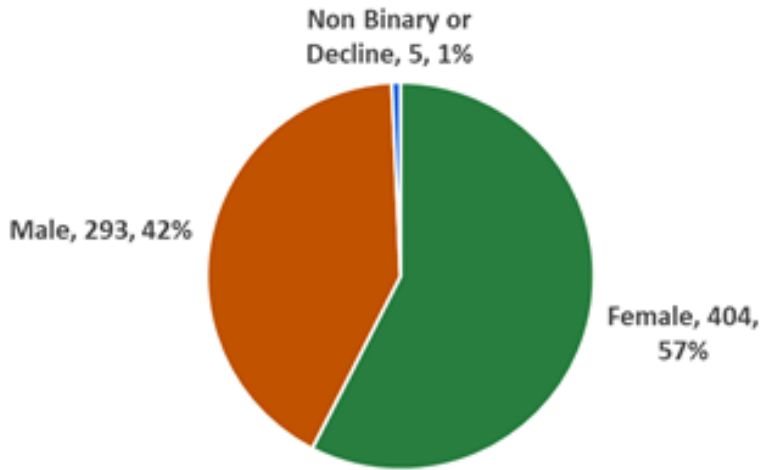
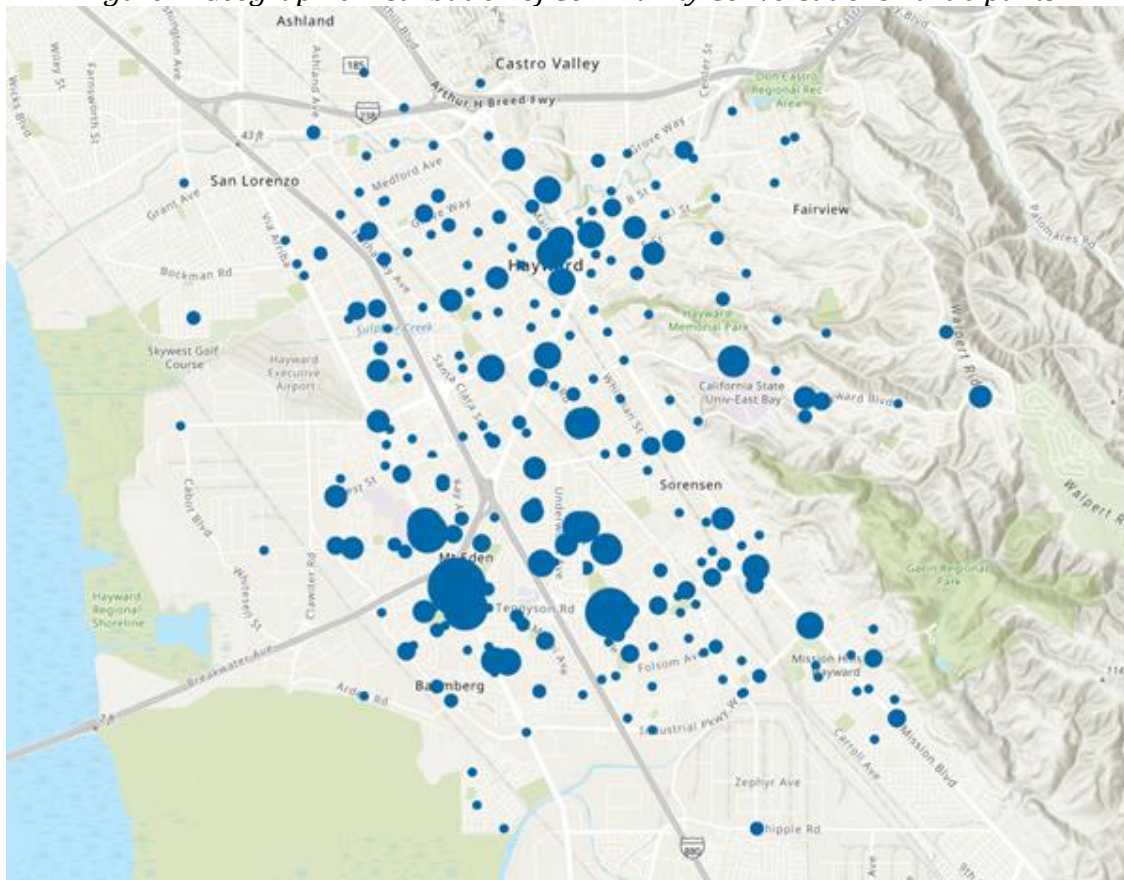


Figure 3: Gender of Community Conversations Participants



The map below (Figure 4) displays the general geographic distribution of the responses. Participants were asked to identify the closest cross street, park, or elementary school to keep the information anonymous. Only the participants who consented to have their closest cross street shared are shown on this map.

Figure 4: Geographic Distribution of Community Conversations Participants



FM3/Evitarus Survey

At the close of the survey, FM3 had interviewed 1,002 Hayward residents regarding their opinions on public safety. The demographics of participants as reported to FM3 are described in the charts below (Figures 5-7). In the attached survey results (Attachment II), the survey responses have been weighted to reflect the demographics of the Hayward community as measured by various government agencies. The attached survey responses also provide more specific racial and ethnic identities for some respondents.

Figure 5: Race of Survey Participants

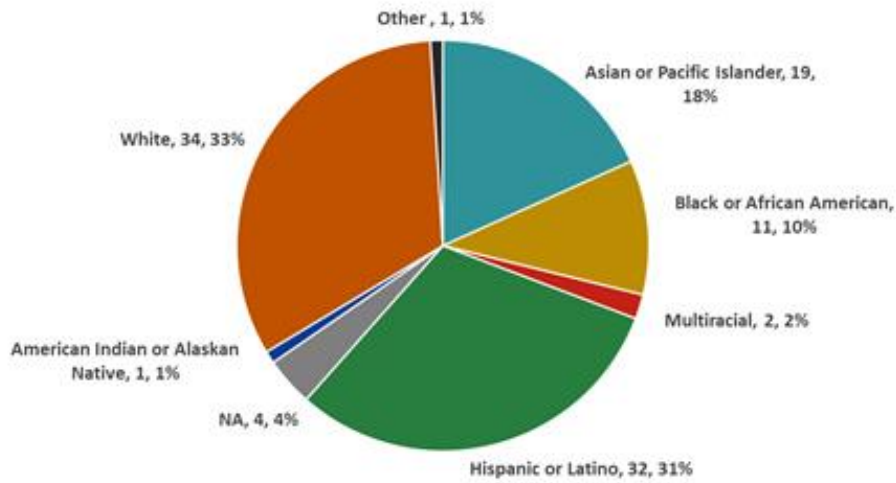


Figure 6: Age of Survey Participants

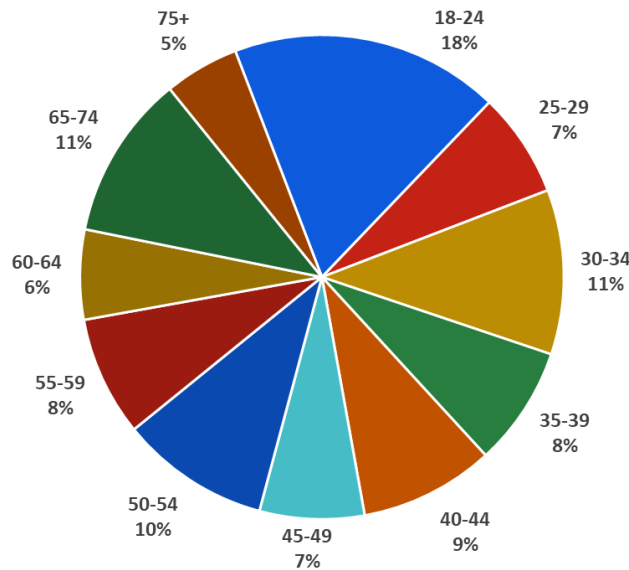
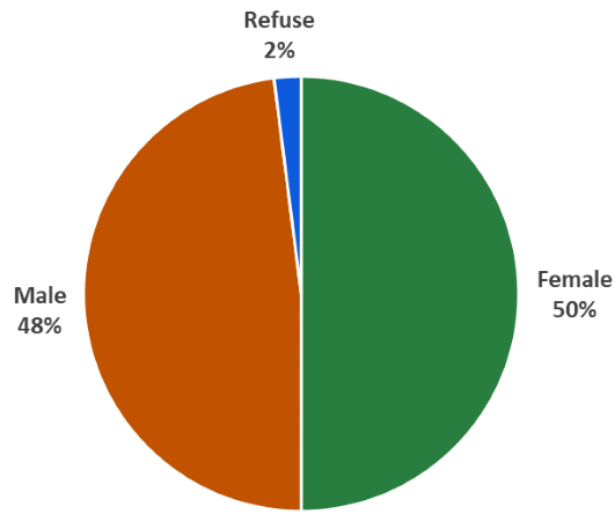


Figure 7: Gender of Survey Participants



Additionally, 34% of survey respondents reside in South Hayward, defined as the area bounded by Highway 92 and Harder Road to the North, Mission Boulevard to the East, Hesperian Boulevard to the West, and Industrial Parkway to the South.

Summary of Responses – Community Conversations

Unlike the survey, the data from the community conversations was not designed to be statistically representative of Hayward as a whole. For that reason, we will not be assigning percentages to the trends that we have identified. For general context, roughly half of the participants had an overall positive view of the Hayward Police Department (HPD) and roughly half had varying degrees of concerns with HPD.

Because Council asked staff to conduct outreach to better understand the scope and nature of community concerns, much of this staff report will focus on those participants who had concerns.

Staff compiled direct quotes to illustrate the themes outlined below using community members' language. These are listed in Attachment IV. All data from community members who consented to have their data shared on the website can be found in the interactive map at:

www.hayward-ca.gov/haywardsafe

The community conversations data in this report is supplemented by general findings in the statistical (FM3/Evitarus) survey.

Survey: Overview of Top-Line Results

An aggregated summary of survey results is included in Attachment II of this report. Some key highlights of the top-line results include:

- Overall, three-quarters are satisfied with life in the City.
- Just 11% say they have “a great deal” of opportunity to voice concerns on community issues – 48% say they have at least “some.”
- Majority of respondents feel safe in general, interacting with police, driving, in their parks and neighborhoods, and pluralities feel safe biking (about one-quarter say that one doesn’t apply).
- 59% believe the relationship with police is positive, 13% negative.
- A significant minority of respondents offer no opinion on whether police treat people fairly by race, housing status or mental health status, though among those with an opinion, most are satisfied.
- 55% support reducing the police budget and redistributing it; 60% support a participatory committee for dictating how that funding is reallocated. The other policy questions in the survey did not receive majority support, particularly freezing police hiring.
- Fully 82% support using 3-1-1 as an urgency hotline, and 56% strongly support it.
- Those who have interacted with police largely have felt satisfied with that experience (68%).

More in-depth analysis, open-ended questions, and disaggregation of opinions between demographic groups (e.g., race, gender, income, etc.) and neighborhood are still being prepared at the writing of this staff report and will be provided either prior to or as part of Tuesday’s presentation. Disaggregating the survey data by race and other demographic categories, as well as neighborhood, will be key to understanding the diversity of experiences with public safety in the Hayward community.

Since this more detailed survey information was not complete at the writing of this report, much of the balance of this report focuses on the themes from the preliminary community conversations. Staff anticipates sending out supplemental information and analysis prior to Tuesday’s meeting.

Community Conversations: Safety Concerns, Themes, and Analysis

Participants in the community conversations reported a number of safety concerns in their discussions with interviewers and their fellow community members. Over the course of the project, several themes emerged from the conversations – sentiments or ideas held in common by participants of different backgrounds or opinions on specific solutions. Additionally, many participants expressed specific positive or negative perceptions of or experiences with law enforcement in Hayward, and those are summarized below. Staff have also highlighted key takeaways and suggested solutions that may inform future discussions.

Safety Concerns: Racism

Racism was the number one issue that participants raised when asked: “Most of the time, we think of safety as relating to violence. What other factors in your life make you feel unsafe or fearful?” This included fear of racist treatment by neighbors, employers, and a range of institutions. Both people who expressed positive views of HPD and those who have concerns with HPD raised the topic of racism as a major concern. This concern was shared across racial groups, with the exception of white community members, who mostly did not raise racism as a top personal fear. Many participants expressed that national events and the current federal administration have increased their fears of experiencing racism. For some, citizenship status was deeply intertwined with the fear of racism.

- ➔ When asked what solutions to prioritize first, many community members discussed the need for government at all levels to discuss and address racism more explicitly.

Safety Concerns: Homelessness

Concerns about homelessness in Hayward were also prevalent among participants. People reported concern for their own safety walking around their neighborhoods, as well as concern for the safety of those experiencing homelessness. Some also expressed concern that they or those they love may become homeless. Staff noted that the term “homeless” was often used as a catch-all term to also describe people who appeared intoxicated or those displaying noticeable symptoms of possible mental health issues, regardless of whether their housing status was known. Many people felt empathy for community members who are struggling, but also expressed discomfort or fear of being in public spaces with encampments or with someone whose behavior was perceived as unpredictable. Many people noticed an increase in the number of people who are homeless since the COVID-19 pandemic began.

- ➔ A large group of participants either advocated for or expressed openness to bolstering non-police response options to complaints or emergency calls about community members experiencing mental health issues, addiction issues, or homelessness.

Additional Safety Concerns: An Unprecedented Time

2020 has been a uniquely stressful moment in the lives of many Hayward community members. In addition to the two common concerns mentioned above, participants raised a number of issues that make them feel unsafe or fearful. Attachment IV includes a selection of quotes from participants in which community members explain these concerns in their own language.

Basic needs and wellness concerns – Nearly all participants mentioned fearing for their basic needs or wellness during this time. The top concerns are health (the threat of COVID-19, healthcare access, air quality), housing access, food access, climate change (especially fires), job security, and managing the education and emotional wellbeing of their children. Some participants brought up the connection between economic concerns and systemic racism as well as between economic concerns and citizenship status.

Crime-rated safety concerns – Dozens of participants expressed fear of break-ins and theft in their neighborhood. For some respondents, this fear was related to prior experiences and for others, this fear was not based on experience but on their perception of neighborhood safety. Quite a few participants expressed deep fear of gun violence, both from other community members as well as from police. Many participants raised specific fears connected to BART stations or riding BART. Some participants mentioned fear related to civil unrest and looting.

Gender-specific safety concerns for women – Almost all women who participated in the community conversations expressed fears of being vulnerable and/or targeted because they are women, particularly while alone in public spaces.

Quality of life concerns – The predominate quality of life concern raised by participants was reckless driving. Many participants cited speeding and dangerous driving throughout the City as a safety risk, both from the perspective of driver and of pedestrian. In addition, quite a few participants mentioned poor lighting and fireworks. Some mentioned noise concerns.

Theme: The Hayward Community is Diverse and Complex

One overarching finding of the community conversations work is that community views in Hayward do not fit neatly into the current national narrative. While some participants did express views on law enforcement that were unquestionably supportive or critical, the majority of participants held nuanced views that were mostly focused on a desire for the community to collaboratively find solutions to public safety issues. In particular, Hayward's diverse immigrant communities express a complex range of views on safety that are influenced by their prior experiences with law enforcement and government, sometimes in other countries. Some participants stressed the need for any proposed safety solutions to be deeply community-informed to meet the unique needs of Hayward's diverse population.

Theme: Desire for All Community Members to Feel Safe

Another overarching finding was that a wide majority of participants expressed support for taking steps to ensure that all community members feel safe, regardless of their own experience with law enforcement. Many participants who had no personal negative experiences with law enforcement were concerned that their fellow community members did not feel safe accessing City services or interacting with the police. These participants expressed openness to exploring new service models if those would improve the lives of others. In addition, when asked to share what a safe Hayward would look like, these participants envisioned a Hayward where all community members felt safe, empowered, and supported.

- ➔ The number one suggestion from all participants was the desire to see more community building activities in neighborhoods and trust building activities between government (both the City generally and HPD specifically) and community members.

Theme: Neighborhood Cohesion Increases Feelings of Safety

There was a clear link between how connected participants felt to their neighbors and how safe they felt in their neighborhood. When asked if their neighborhood felt more safe or less safe than the rest of Hayward, participants often spoke more about whether or not they knew their neighbors than the crime statistics in their neighborhood. As stated above, many participants suggested community building activities to increase Hayward's overall sense of safety.

Community Members Who Expressed Positive Views of Law Enforcement in Hayward

Many community members expressed an overall positive view of the Hayward Police Department. Within this group, some have had direct contact with Police Department staff, and others have had little to no direct contact. This group tended slightly to be older, whiter, and more likely to live in neighborhoods east of Mission than community conversations participants on the whole. However, there were also many participants in this diverse group who did not fit that description.

Positive comments focused on professionalism, respect, transparency, and fairness. Some community members expressed appreciation for HPD's Community Academy, describing it as a useful opportunity to learn more about HPD's work and services. Community members also shared positive experiences interacting with HPD's Crime Prevention Services, noting that HPD staff are responsive and helpful for community members interested in finding ways to reduce crime in their neighborhoods.

In addition, many participants with positive comments expressed appreciation for HPD's work during this year's difficult conditions, calling out the increased safety challenges with COVID-19 as well as the pressure of increased scrutiny placed on HPD. A sample of quotes for these themes are listed in Attachment IV.

Community Members Who Expressed Concerns with Law Enforcement in Hayward

Many community members expressed varying degrees of concerns with law enforcement in Hayward. Within this group, some have had direct contact with Police Department staff, and others have had little to no direct contact. This group tended to be younger, more likely to be people of color, and more likely to live in neighborhoods west of Mission. However, there were also participants in this group who did not fit that description. The sections below attempt to group the concerns shared into some common themes. A sample of quotes for these themes are listed in Attachment IV.

Trust, Systemic Racism, and Intergenerational Trauma

A sizable group of participants expressed deep distrust of law enforcement and fear of contacting or being in the same space as law enforcement, including HPD. Sometimes this fear was related to specific experiences with HPD (see below). In other cases, this fear was not tied to personal experiences in Hayward, but to deep traumas experienced in the participant's life,

the lives of their families, or in their communities. Please view the quotes in Attachment IV to read community members explanations of these concerns in their own words.

One worrying finding was that a sizable group of participants had never contacted HPD or other authorities for assistance out of fear of what would happen to them or to others involved in the situation. While the cause of this mistrust and fear may not always be directly linked to HPD's past actions or reputation, these participants felt that there was not nearly enough being done by the City across all departments to build trust and address trauma and past injustices in communities of color that continue to bear the brunt of systemic racism. Many of these community members made it clear that if the goal is that all Hayward community members feel safe, the City will not succeed without directly addressing these deep-rooted issues.

Participants also discussed the psychological impact of having armed police or armed vehicles in their neighborhoods. Many expressed their discomfort and fear at having armed police officers on school campuses or at events. Some mentioned alarm when seeing many police together, especially when tactical equipment or vehicles are also present. Some respondents spoke about how visible weapons can evoke trauma for communities that have been historically impacted by patterns of violence.

- ➔ As mentioned above, when asked what solutions to prioritize first, many community members discussed a desire to see the City address racism more explicitly in all departments.
- ➔ Many participants suggested investing in trust building activities with HPD. These included forums with back-and-forth exchanges (instead of only one side speaking), police walking beats more (instead of patrolling in cars), interaction through recreational programs, and expanding existing engagement events to target less engaged communities. Some participants suggested having police officers be unarmed or dressed down for these types of activities.
- ➔ Other participants suggested investing in trust building activities with other City departments. These participants shared that their community may not be ready to engage directly with the Police Department but may be ready to start relationships with other City services.

Concerns with Police Responsiveness and Effectiveness

Some community members expressed varying degrees of concerns about the responsiveness and effectiveness of HPD. Some participants felt that these issues were a result of inefficient use of resources, while others felt that HPD lacked sufficient resources. Respondents also posited that HPD was assigned to certain tasks that were not appropriate for their training and skillset. Among those with complaints about responsiveness:

- Some expressed concern at the lack of patrol in their neighborhoods, as well as occasional slow police responses or lack of response.

- Other community members expressed frustration that the same crimes were occurring repeatedly for many years.
- Participants in this group expressed concern about armed police responding to individuals experiencing a mental health crisis.
- Others noted curiosity regarding the placement of animal services within HPD.

In many cases, participants mentioned that they didn't feel well informed enough to make suggestions for improvements. Some expressed a desire for more transparency to better understand the use of police resources.

- ➔ There were many questions about the existing police programs and department capacity, and a desire for more information.
- ➔ Participant suggestions ranged from increased training (particularly in de-escalation, implicit bias, and racial equity), adding resources, and using alternative service models for certain types of responses.

Concerns with Over-Policing

Some participants expressed concern about there being too many police in their neighborhood or police enforcing laws that disproportionately impacted low-income community members, who are more likely to be people of color.

Specific Negative Experiences in Hayward

Some participants expressed specific negative experiences with the Hayward Police Department. While these were not widespread amongst the participant pool, the examples were painful and alarming. Almost all of these participants were people of color.

One worrying finding was that few of the participants who described specific negative experiences had used the HPD complaint system because they were too fearful of retaliation or felt that nothing would be done. Participants who had used the complaint system mostly felt that they did not have their complaint resolved. Because of this, the City is not receiving the feedback necessary for accountability, addressing problems, making changes, or rebuilding trust.

- ➔ Some of these participants suggested reforming the complaint system to make it feel safer, especially for people of color.
- ➔ Some of these participants suggested using alternative service models for certain types of responses to avoid negative interactions, including civilian responses and unarmed responses.

STRATEGIC ROADMAP

This agenda item supports the Strategic Priority of Racial Equity and including a racial equity lens in the provision of City services. This item is not specifically related to a project identified in the Strategic Roadmap. Staff is bringing forth this new item at Council direction. Staff will include this item in the next update to Council on the Strategic Roadmap.

NEXT STEPS

Staff intends to return with a report on HPD services, budget, and organization to provide the Council and community with further information for a future policy discussion. This report is currently scheduled for November 17. Staff will continue engaging community-based organizations, faith-based organizations, and community members in community conversations about public safety and policing in Hayward.

Prepared by: Public Safety Community Engagement Staff Team, led by -
Laurel James, Management Analyst
Nicholas Mullins, Management Analyst
Mary Thomas, Management Analyst

Approved by:



Kelly McAdoo, City Manager