



Oakland Reimagining Public Safety Task Force

REPORT AND RECOMMENDATIONS



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INTRODUCTION AND PROCESS OVERVIEW

Since the murder of George Floyd in Minneapolis, the movement to transform policing and reimagine public safety has been invigorated around the country, with more than twenty million people participating in demonstrations and protests in every state in the nation.

In the midst of these national protests against police brutality and calls for reduced funding for police departments, in June 2020 the Oakland City Council (Council) approved a FY 2020-21 budget that trimmed the Oakland Police Department (OPD¹) budget by \$14.6 million. Additional reductions were made in July 2020 pursuant to a proposal put forward by a group of City Councilmembers dubbed the Equity Caucus². Savings realized from OPD budget reductions in the summer of 2020 were used to fund efforts including:

- The Mobile Assistance Community Responders of Oakland (MACRO) program, which will create a team of unarmed, civilian first responders for emergency mental health calls (\$1.35 million)
- Police Commission investigation backlog reduction (\$200,000)
- Tagging and towing abandoned vehicles (\$250,000)
- Blight reduction efforts in the “flatlands” neighborhoods of East and West Oakland (\$250,000)

In response to ongoing concerns expressed by the community and reflecting the Council’s commitment to meaningfully answering the call for change

ringing out throughout the City, on July 28, 2020, the Council adopted a resolution creating the Reimagining Public Safety Task Force (Task Force) “to rapidly reimagine and reconstruct the public safety system in Oakland by developing a recommendation for Council consideration to increase community safety through alternative responses to calls for assistance, and investments in programs that address the root causes of violence and crime (such as health services, housing, jobs, etc.), with a goal of a 50% reduction in the OPD General Purpose Fund (GPF) budget allocation.” Key Council action as related to the Task Force’s creation is provided as [Appendix B](#).

Councilmembers Loren Taylor and Nikki Fortunato Bas were designated as Co-Chairs of the Task Force, with membership comprising nominees from each Councilmember, the Community Policing Advisory Board, the Public Safety Services Oversight Commission, the Police Commission, the Budget Advisory Commission; and the Oakland Youth Advisory Commission.³

Membership was specifically sought from impacted communities and reflecting relevant experience including:

- Formerly incarcerated individuals
- Victims of violent crime and their family members
- Immigrant communities
- Communities impacted by police violence
- Historically underrepresented populations
- Health/Public Health expertise
- City of Oakland Labor/Union expertise
- Law Enforcement Operations/Budget expertise

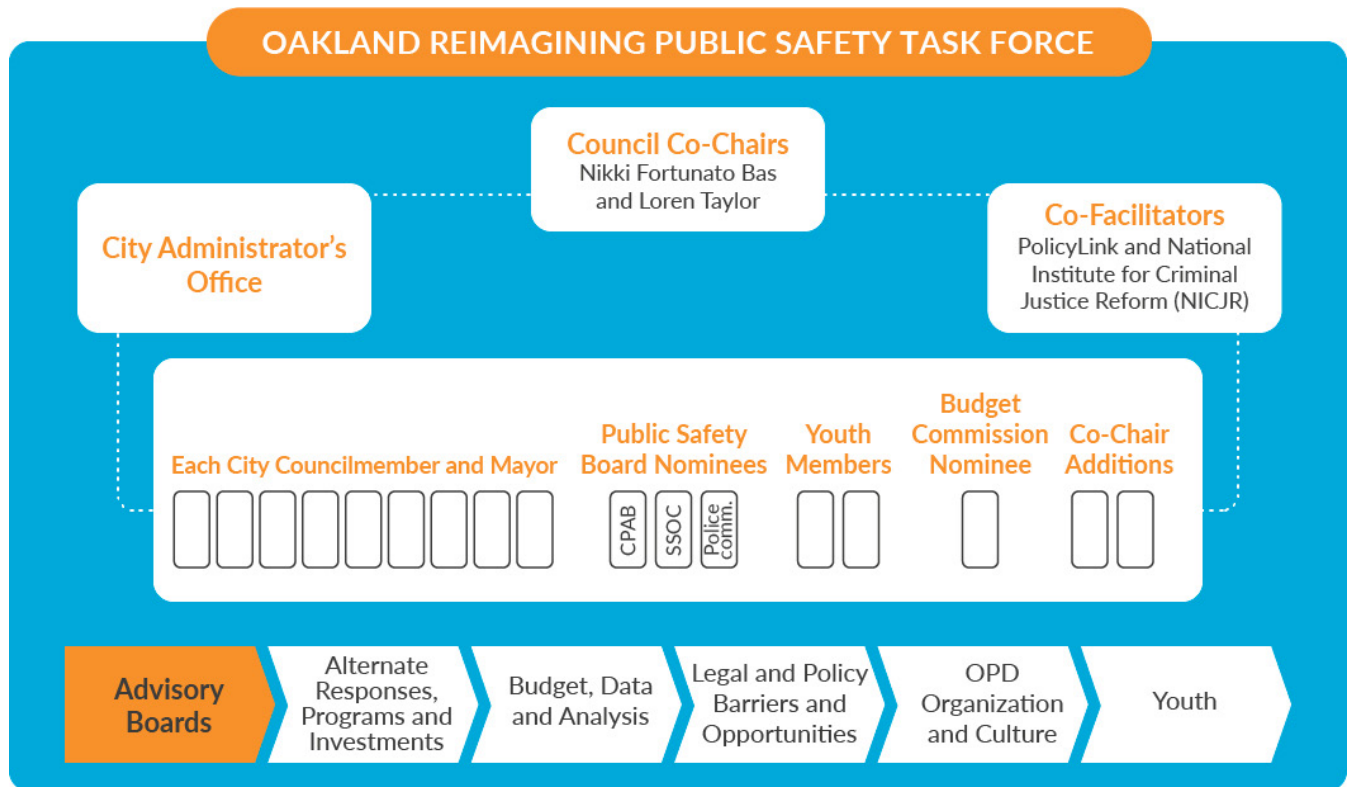
1 A glossary of acronyms used in this report is provided as [Appendix A](#).

2 There is some debate regarding the actual amount of the reductions realized by the Council’s June and July 2020 actions. Some of the cuts simply reflected expense reallocations to future years, for example.

3 The Task Force comprised 17 members in total with one appointment from each Councilmember, including the Mayor and At-Large, one additional appointment from each of the Co-Chairs, the Community Policing Advisory Board, the Budget Advisory Commission, the Police Commission, the Safety Services Oversight Committee, and two from the Youth Commission.

The City of Oakland opened an application process for the Task Force as well as four Advisory Boards established to support, inform, and amplify the work of the Task Force: Alternate Responses, Programs and Investments; Budget, Data and Analysis; Legal and Policy Barriers and Opportunities; and OPD

Organization and Culture. The Task Force would later added a Youth Advisory Board. More than 150 Oakland residents applied to serve on the Task Force or one of its Advisory Boards. Final Task Force appointments were made on September 16, 2020.



TASK FORCE

Anne Marks
Council District 1

David Kakishiba
Council District 2

Antoine Towers
Council District 3

Brooklyn Williams
Council District 4

Mariano Contreras
Council District 5

Keisha Henderson
Council District 6

Reygan Cunningham (Harmon)
Council District 7

Brenda Roberts
Budget Advisory Commission

John Jones III
Co-Chair(s) Addition

Gus Newport
Co-Chair(s) Addition

Carol Wyatt
Community Policing Advisory Board (CPAB)

James Burch
Council District At-Large

Pat Kernighan
Mayor's Office

Ginale Harris
Police Commission

Nikki Dinh
Safety Services Oversight Commission (SSOC)

Ivan Garcia
Youth Commission

Losaline Moa
Youth Commission

ADVISORY BOARD CO-CHAIRS

Alternate Responses, Programs and Investments
James Burch, Liam Chinn

Budget, Data and Analysis
David Kakishiba, Ken Oliver

Legal and Policy Barriers and Opportunities
Nikki Dinh, Grey Gardner

OPD Organization and Culture
Reygan Cunningham, Christina Petersen

Youth Advisory Board
Ivan Garcia, Losaline Moa

FINAL REPORT

OPD Service Call Data and Analysis

Working Group of Budget & Data Analysis Advisory Board

Reimagining Public Safety Task Force

March 1, 2021

Executive summary

Our group has focused primarily on the 2019 Calls for Service (CFS) data provided by the City of Oakland Police Department (OPD) on December 1, 2020 to the Reimagining Public Safety Task Force (RPSTF). No other CFS data was provided by OPD. We analyzed the CFS data provided in order to categorize how OPD patrol officers spend their time to quantify the impact of civilianizing specific types of calls. In addition, we also compared our analyses with those in the OPD requested [Police Data and Analysis Report](#) written by the Center For Public Safety Management (CPSM) and provided to us on December 28, 2020.

This report includes:

- Our methodology to ensure readers understand the data available and the limitations of the analysis
- A summary of high level analyses of the Calls for Service data with the goal of highlighting categories of Calls for Service that were suggested as having opportunity to be civilianized or addressed by an alternative response
- Various other analysis of the Calls for Service data to support better data transparency and management policies by OPD
- Comparison to OPD crime clearance rates published by the FBI as part of the Uniform Crime Reporting
- A critique and contrast of our analysis with the CPSM report
- Challenges related to the CFS analysis
- Observations and Conclusions related to the work

Summary of the 2019 CFS Data

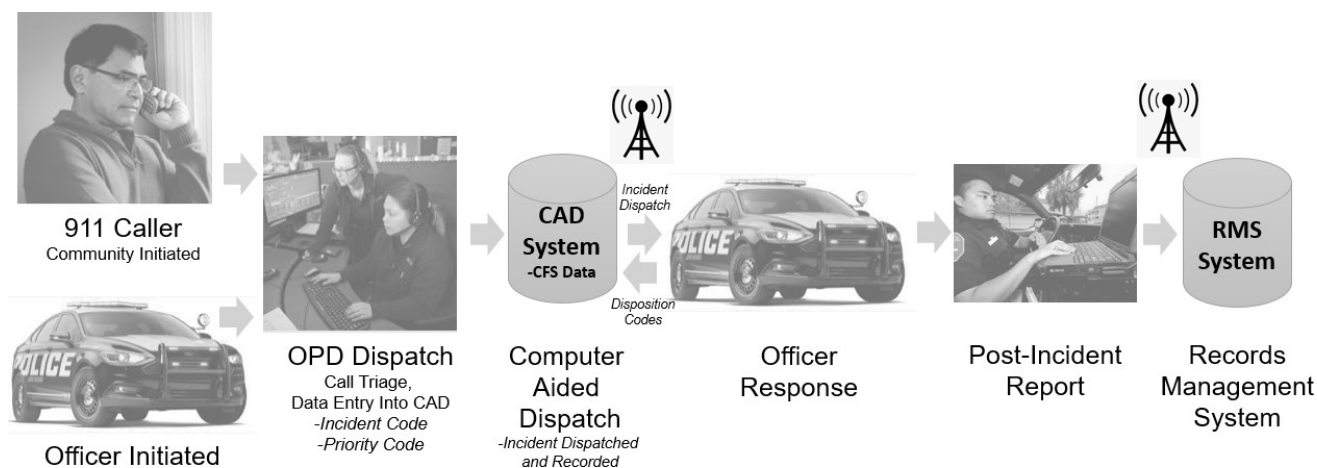
The 2019 CFS data set provided by OPD corresponds to 442,841 individual calls made during the 2019 calendar year (January 1, 2019, through December 31, 2019). Each call contained data on:

- An incident code (nature of requested assistance)
- The CFS source (community or police initiated)
- A priority code
- The OPD police beat for the CFS address
- A de-identified address for the CFS (street addresses, at the block-level only)
- Five specific event times arising during the handling of each CFS: Create, Transmit, Dispatch, Arrival and Closed
- The first five disposition codes

Methodology

Much of our early effort went into interpreting the meaning of the incident codes (the nature of assistance requested), call source (community or officer initiated), priority (urgency of the CFS), various time stamps, and disposition codes (status codes submitted by the responding officer). Background research involved reference to the California Penal Code, information from public police data from other jurisdictions, National Institute for Criminal Justice Reform (NICJR) staff, insights of retired OPD officers, and an extended interview with the manager of OPD dispatch. Based on our research and analysis of the CFS data, this is our understanding of the lifecycle of a CFS incident.

Incident Lifecycle Overview



Glossary of Terms

We developed a “[glossary](#)” defining the various codes and terms used in the CFS data; this resource can be used for analysis of OPD data beyond the scope of the Reimagining Public Safety Task Force. The following subsections are a summary of the data categories used in the 2019 CFS data set.

Incident Codes: In the 2019 CFS data set, 367 different incident codes were included, some occur more frequently and some only once. The complete glossary identifies 7 top-level incident types and 57 more refined sub-categories.

Call Source: CFS come into dispatch two ways: (1) community initiated (911 calls, calls transferred from the non-emergency number, or transferred from California Highway Patrol dispatch) and (2) officer initiated (either from an officer radioing in or initiating the call from the mobile data terminal in their vehicle).

Priority: Calls are classified by the dispatcher from priority 0 (most urgent) to priority 6 (less urgent). The priority of calls is defined as follows¹:

- Priority 0: incidents of terrorism, weapons of mass destruction, or when an officer needs help.

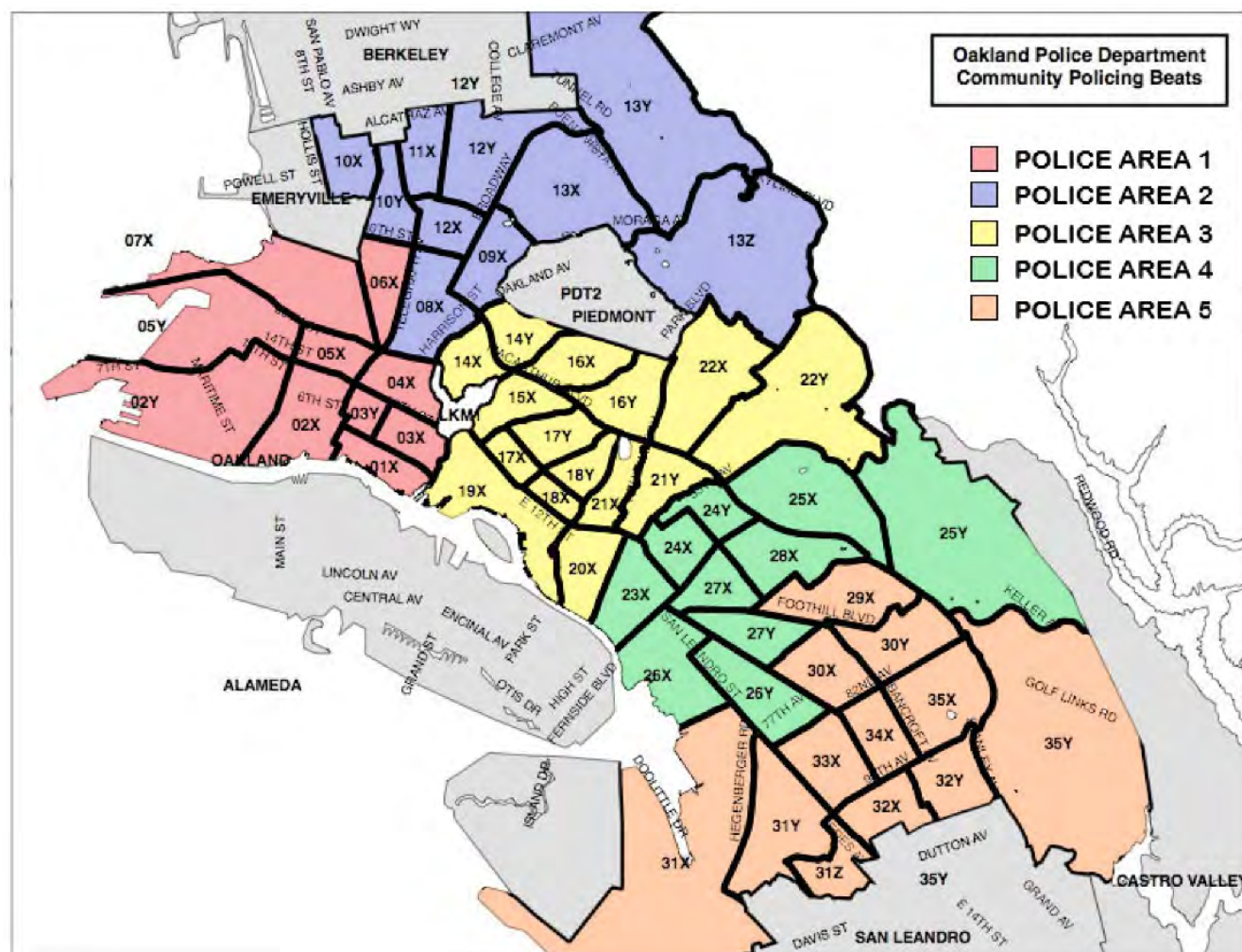
¹ Info from OPD Communications Division 9-1-1 Call Operations Audit:

https://www.oaklandauditor.com/wp-content/uploads/2018/06/20171102_Performance_OPDCommunicationsDivision911CallOps.pdf

- Priority 1: situations involving imminent injury to persons and for prevention of violent crime and incidents involving a weapon.
- Priority 2: urgent, but not immediate emergencies including in-progress misdemeanors, in-progress disputes with violence potential, stolen vehicle reports, and just-occurred felonies.
- Priority 3: cold reports and situations where there is no threat of danger to life or property.
- Priority 4: report abandoned autos and incidents created for documentation purposes

No formal definition was provided for Priority 5 or 6 CFS.

Beat: Oakland is divided into 5 police areas and 35 beats². These 35 beats are additionally split into 57 community beats. OPD patrol officer staffing is split up by police area and Community Resource Officers (CROs) are assigned one per beat.³



Address: The addresses included in the CFS data were de-identified to protect privacy. All addresses were rounded to the nearest 100-block.

Disposition Codes: In the 2019 CFS data set, 87 disposition codes were referenced, with some dispositions only being referenced once or a couple times. Dispositions were organized into 16 categories.

² Interactive OPD area map: <https://www.oaklandca.gov/resources/oakland-police-areas-map>

³ Current OPD CROs: https://cao-94612.s3.amazonaws.com/documents/CRO-NCPC-Assignment-Directory_31Oct20.pdf

Definition of Terms Used in Analysis

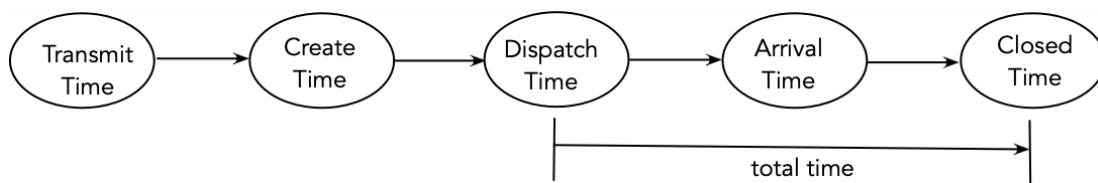
The following subsections describe our understanding of how the various data categories from the 2019 CFS dataset relate to each other.

Relationship Between Incident Code and Disposition: A key feature of the glossary is a classification system for both incidents and dispositions that organizes individual codes into meaningful groups. For example incident codes 270, 271, 272, 277, 601PU, 601R, FNDJUV were all determined to involve Child Welfare; disposition codes 905, BAV, PC, VT all involve Traffic.

Officer Response to CFS: Nearly half of the CFS data were either not dispatched or an officer did not arrive on scene. In some cases, the CFS was canceled before it was dispatched or between dispatch and an officer arriving on scene.

Time to respond to a CFS: The elapsed time between Transmit and Arrival was used to calculate the amount of time for an officer to respond to a CFS. Our analysis focused on CFS with complete call Dispatch, call Arrival, and call Closed records.

Time to complete a CFS: Given our goal to examine the pattern of CFS and how OPD patrol officers spend their time, we determined it most informative to focus on the time between Dispatch and the Close of a CFS to calculate overall officer time. Our analysis focused on CFS with complete call Dispatch, call Arrival, and call Closed records.



We also found that some CFS close times were left open for extended periods, in some cases for months, thus distorting CFS durations. From our discussion with the OPD Dispatch Supervisor, we were informed that when an officer reopens a CFS for follow up investigation, the same incident ID is used. Because there is only one field in the computer aided dispatch (CAD) system for closing a call, it negates the original closing time, thus making it appear that the call has been open since the original dispatch. Our solution was to limit all CFS closed times to a maximum of 24 hours. See Appendix 1 for further details.

CFS Database Systems: There are two systems that OPD uses to manage their calls for service: computer aided dispatch (CAD) and records management system (RMS), to which we did not have access. The RMS data includes the details of the calls such as which officers responded, the number of officers that responded, notes, arrest or citation information, etc). The CFS data that we were provided is directly from CAD, but does not have any identifiers that would allow us to connect the CFS data to the RMS data set, so although there are some things we can determine from the data we've been given, there are details that we cannot analyze due to the limitations in the data OPD was willing to share with us.

Specific Analyses

CFS Categorization

We developed the following categorization system based on the California Penal Code, information from public police data from other jurisdictions, NICJR staff, and insights of retired OPD officers. We categorized the CFS data into seven overarching types, as follows:

Admin – Dispatch calls related to administrative tasks (such as training, attending community meetings, writing and reviewing reports) and officers notifying dispatch that they are out of service (such as taking personal breaks, fueling vehicles, etc).

General – General calls for service. This includes 911 hang-ups, general assistance to community members, assisting other officers, collecting evidence, requests for assistance from outside agencies, event management, pursuit of suspects, response to hazards, securing crime scenes, special assignments, specialized units, and warrant service.

Person - Calls for service which involve crimes against a person. This includes aggravated and simple assault, child abuse, domestic violence, hate crimes, homicide, indecent exposure, kidnapping, mayhem, robbery, sexual assault, stalking, and threats.

Property - Calls for service for property crimes. This includes arson, burglary, embezzlement, extortion, false personation, forgery, larceny, recovery, trespassing, and vehicle theft.

Statutory/Public Peace - Calls for service for statutory crimes and crimes against the public peace. This includes calls related to alarms, alcohol, animal control, blight, disorderly conduct, disturbing the peace, drugs, suspicious persons, traffic enforcement, traffic incidents, and weapons.

Uncategorized – Calls for service that cannot be categorized using the CAD data alone. On view are officer initiated calls into dispatch where the nature of the incident is not immediately clear to the officer. In some cases, these calls are re-categorized with specific incident codes by dispatch after the incident is closed if the officer gives follow up information. CODE33 calls are officer initiated calls into dispatch to restrict radio traffic due to a critical incident. Only officers involved in the critical incident can use the radio for communication on that channel while the CODE33 is in effect. It is not possible to tell what type of incidents were being responded to for the On View and CODE33 calls in the CFS data we were provided; access to the RMS data would be required to categorize.

Welfare/Medical - Calls for service related to medical and welfare. This includes ambulance requests, child welfare, general welfare, mental health, missing person, and suicide.

Overview of CFS Analysis

In order to better understand how OPD patrol officers spend their time, we analyzed the CFS data in several different ways. CFS were quantified by total call volume (number of calls per category) and overall officer time per category. We did not have access to the RMS data which contains the number of officers that responded to each specific CFS. Without that information, we cannot precisely quantify the overall officer time, and therefore calculated a range representing low end and high end as follows:

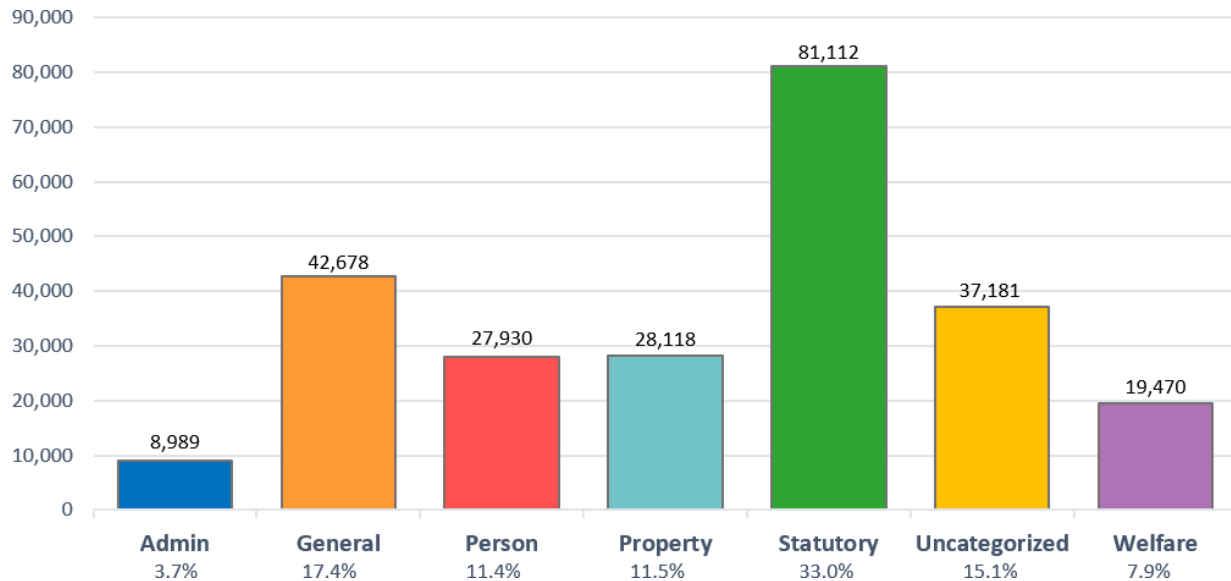
- The lower boundary of overall officer time was calculated by totaling the duration of calls (dispatch to close). This does not account for the number of officers responding to each call.
- The upper boundary of overall officer time was calculated by multiplying the call duration (dispatch to close) by the average number of units that respond to a call from the CPSM report, Table 27.

The accuracy of this approach is limited by the data provided in the following ways:

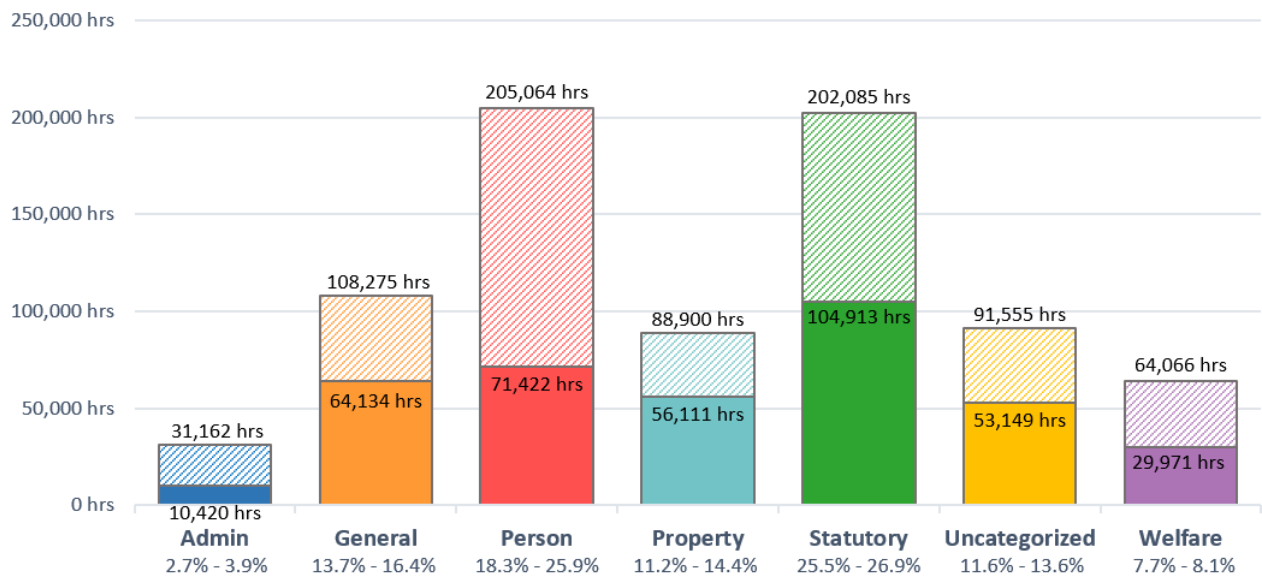
- The duration of the call without a multiplier is an underestimation of the overall officer time as it does not account for multiple officers responding to the same CFS.

- The duration of the call multiplied by the average number of responding units is an overestimation of officer time as 1) the number of responding officers from the CPSM report is an average per incident code and is not specific to each CFS and 2) not all officers stay on the scene for the entire call duration.
- We have presented OPD overall officer time as a range to account for the uncertainty presented above. Only calls where an officer arrived on-scene were included in this analysis and call durations were capped at 24 hours, as discussed previously. See Appendix 1 for a summary table listing the number of calls, overall duration, average number of officers that responded, and overall officer time per category.

Total Number of Calls (Volume and Percent of Total) per Category



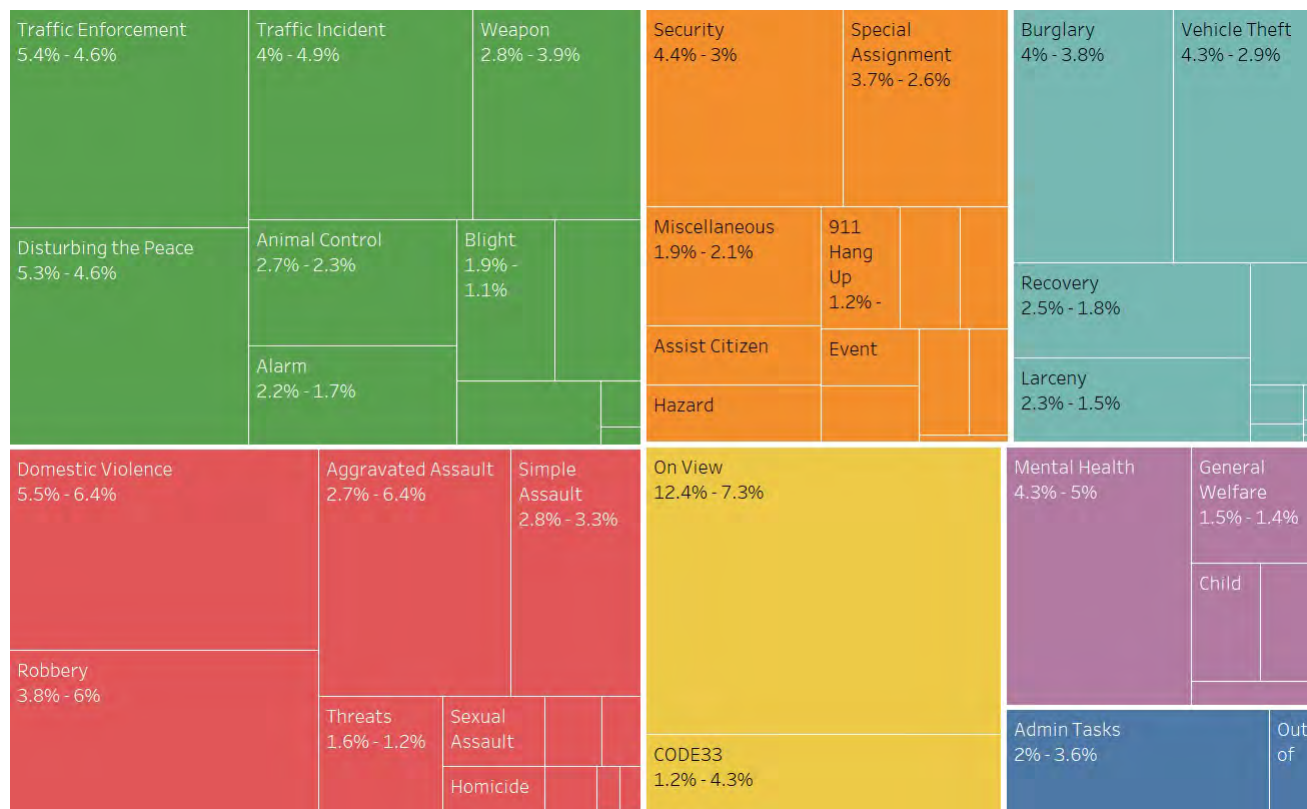
Overall Officer Time (Range of Hours and Percent of Total) per Category



▨ Upper Bound Overall Officer Time (# of units x Sum of Δ Dispatch to Close)

■ Lower Bound Overall Officer Time (Sum of Δ Dispatch to Close)

Percentage Range of Overall Officer Time per CFS Sub-Category



**For categories not labeled in this figure, see Appendix 1 for percent range of officer time per category.*

Highlighted CFS Categories

We performed analyses focused on specific incident categories with opportunities for civilianization or alternative response. These incident categories were identified as potential areas for alternative responses after consulting with other Advisory Boards, soliciting community feedback, and after reviewing our own CFS analyses. The following subsections describe each of these categories in more detail:

- Alarms:** Between 8,720 and 13,269 OPD officer hours were spent responding to residential and commercial intrusion alarms CFS in 2019, which represents **1.7% - 2.2%** of overall officer time spent on service calls. This analysis was used to support the recommendation from our working group regarding OPD response to verified alarms only. See recommendation for [Verified Response Ordinance](#) to reduce OPD time responding to false alarms.
- Anti-homelessness Ordinances and Encampments:** The only incident code that is specific to anti-homeless ordinance and encampments is (ENCMP) HOMELESS ENCAMPMENT. This code had 732 to 1,025 hours of OPD officer time assigned to it in 2019. Other calls related to homeless encampments or unsheltered persons may be buried within general welfare checks, disturbing the peace, or disorderly conduct; however, without access to the RMS data, we cannot identify those calls.
- Blight:** This consists of dumping waste, vandalism, and abandoned autos. Between 7,423 to 8,903 OPD officer hours, **1.1% - 1.9%** of overall officer time.

- **Child Abuse & Child Welfare:** This includes failure to provide adequate care for a minor, child abandonment, crimes against a child, and runaway juvenile. Between 4,852 and 8,535 hours, or **1.1% to 1.2%** of the CFS-related time. See [graph of child-related CFS flow](#)⁴ for more information about the dispositions for these calls..
- **Disturbing the Peace:** This consists of noise complaints related to customers, drunk people, neighbors, roommates, protestors, and loud automobiles. Also included in this category are homeless encampments and sideshows. Disturbing the Peace calls for service account for 20,729 to 36,074 hours of OPD officer time which comprises **4.6% - 5.3%** of all CFS-related officer time.
- **Domestic Violence:** This includes spousal abuse, custody violations, cruelty to a dependant, noise disturbances involving a partner or family member, and emergency protective orders. Between 21,510 and 50,416 hours, representing about **5.5% - 6.4%** of the total officer time. For disposition flow, see [graph of domestic violence-related CFS flow](#).
- **Drugs:** CFS related to dealing and possession of drugs, totalling between 304 to 470 hours, or **0.1%** of the overall officer time. See: [graph of drug-related CFS](#)
- **Events:** OPD is hired by outside agencies to work security and traffic routing for certain events, such as sports games or shows at the Oakland Coliseum and Arena. In 2019, between 1,704 to 5,206 OPD officer hours were spent working events. This represents about **0.4% - 0.7%** of the CFS-related officer time. Although the City is reimbursed for this service, it still represents a drain on OPD resources that could be spent on crime resolution.
- **General Welfare:** This includes overdoses, checking on people sleeping in public, and welfare checks. Welfare Checks constitute 5,871 to 11,190 hours of OPD officer time which is **1.4% - 1.5%** of CFS-related officer time. The majority of this time is spent on general welfare checks.
- **Mental Health:** This consists of calls regarding persons with possible mental illness (both violent and non-violent incidents), suicide and suicide attempts, transportation to the John George Pavillion mental health facility, and evaluations. The category accounts for 16,517 to 38,461 OPD officer hours, comprising **4.2% - 4.9%** of all CFS-related officer time. Approximately 90% of this time deals with suicide, evaluation and other non-violent mental illness calls. It should be noted that in practice there is a mental health component to many other types of calls, typically those involving responding to the unsheltered population, that may not be categorized as mental health in this analysis due to the limitations in the CFS data we were provided. See also: [graph of mental health-related CFS flow](#)⁵.
- **Sex Work:** The only incident code that relates specifically to sex work is (647B) PROSTITUTION/DISORDE which represents 409 to 532 OPD officer hours in 2019. Other calls related to sex work may be buried within the other CFS; however, without access to the RMS data, we cannot identify these calls.
- **Sexual Assault:** This includes rape, incest, and sexual battery and consists of between 2,550 to 5,765 hours, or **0.7%** of the overall officer time in 2019. It should be noted that sexual assault is often highly under-reported. See: [graph of sexual assault CFS flow](#)

⁴ These graphs show "flows" of CFS activity, from initial incident code nodes, through incident --> disposition links, and then from one disposition to the next. See Appendix 2 for a link to the code that was used to develop these figures.

⁵ In the mental health graph, nodes and links of highest frequency have been highlighted.

- **Traffic Enforcement:** This includes all traffic stops (walking stops, bicycle stops, and car stops), parking enforcement in tow away zones, traffic closures, and stalled vehicles. OPD spent between 21,070 to 36,060 OPD patrol officer hours enforcing traffic regulations. This constitutes **4.6% - 5.4%** of all CFS-related officer time.
- **Traffic Incidents:** This includes reckless driving, hit and runs, DUIs, speeding, and collisions. OPD spent between 15,774 to 39,159 hours responding to traffic incidents. This represents **4% - 4.9%** of all CFS time.

In addition to the caveats listed above, the amount of time OPD spends on each of these categories may be underreported as On View calls are not categorized in a usable way in the CFS CAD system.

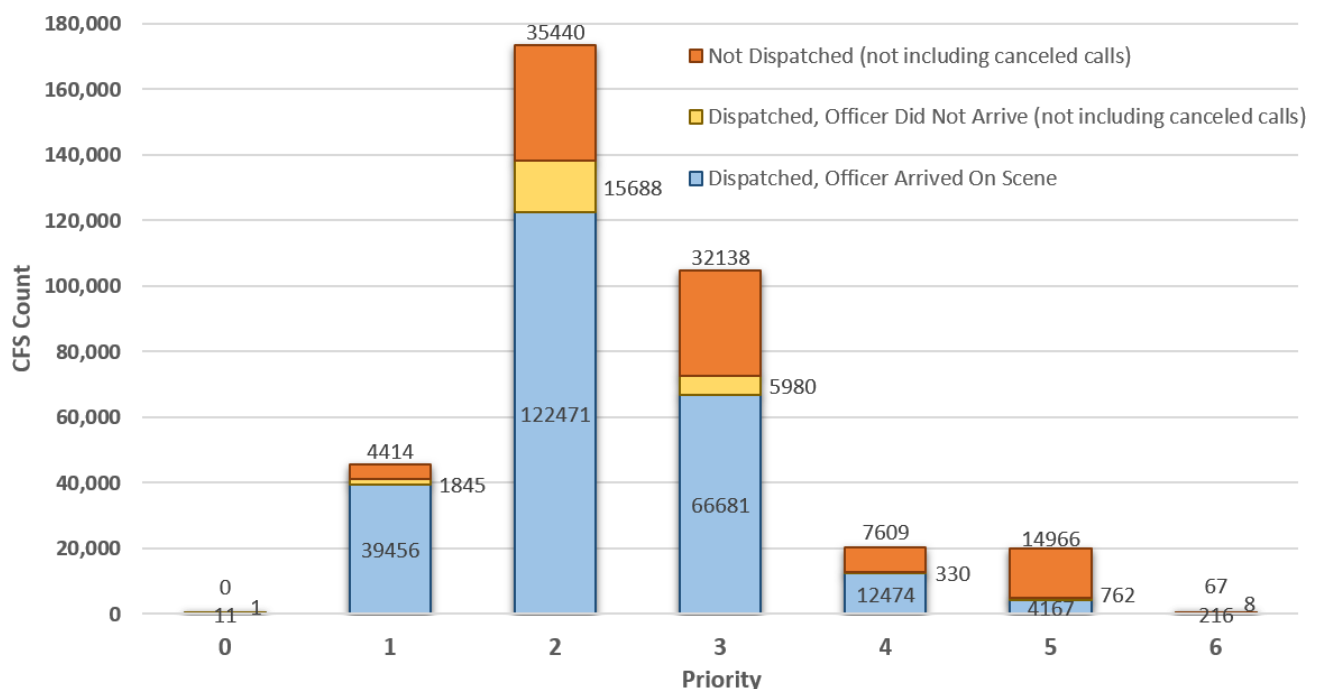
Uncategorized CFS

A significant percentage of OPD patrol officer time is spent on calls that cannot be categorized from the CFS data alone. The codes in question are (OV) ON VIEW calls and (CODE33) EMERGENCY TRAFFIC ON. This represents between **11.6% - 13.6%** of all CFS in 2019. Access to the RMS data is needed to categorize the time spent on these calls as there is not enough information in CAD to categorize them. OPD should consider stronger policies on ensuring On View and CODE33 calls are re-categorized upon completion of the incident in the CAD data to facilitate better record keeping.

Priority vs Response

As discussed previously, not all CFS were dispatched or had an officer arrive on scene. In some cases, a CFS was canceled before it was dispatched or between dispatch and an officer arriving on scene. The following figure shows the breakdown of calls by priority (calls that were canceled before an officer arrived on-scene have been filtered out of the following graph). As shown, a significant number of priority 2 through priority 6 CFS are not dispatched and/or do not have an officer arrive on-scene.

CFS Priority vs Patrol Officer Response



Frequent CFS Addresses

A very large number of CFS refer to a very small set of the same addresses. Some of these simply reflect apparent reporting procedures. For example, 13,871 CFS use “400 7TH ST” which is OPD’s headquarters, as their address. Other addresses, however, seem to indicate specific locations with repeated events requiring OPD attention. 695 distinct addresses are mentioned 100 or more times. Distinguishing addresses used in CFS reporting as a clerical short-hand vs. those that reflect consistent demands on OPD services is necessary to determine if additional services are needed for specific neighborhoods or addresses.

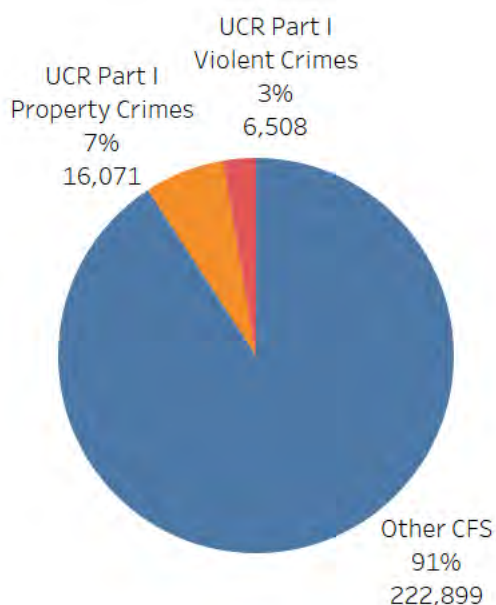
Clearance Rates for Uniform Crime Reporting (UCR) Part I Crimes

The clearance rate for crimes is a useful metric for understanding how effectively OPD is using their time. OPD keeps statistics, including number of incidents reported and cleared, on specific violent crimes and property crimes committed in the city as part of the FBI’s Uniform Crime Reporting (UCR) database⁶. These statistics are sent to California’s Department of Justice (oac.ca.gov) which forwards them to the FBI each year. The FBI uses data provided by law enforcement agencies across the United States to produce annual crime statistics publications. Statistics are kept on eight crime categories, known as Part I Crimes:

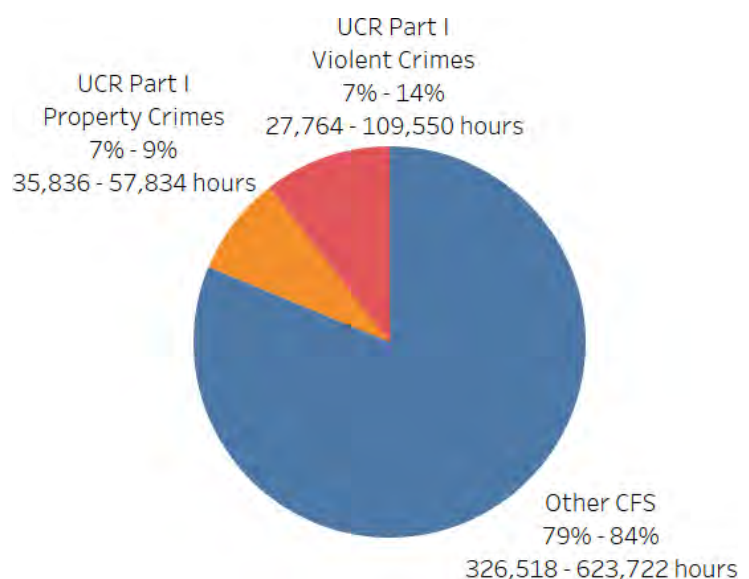
- Violent Crimes:
 - Aggravated Assault, Criminal Homicide, Forcible Rape, Robbery
- Property Crimes:
 - Arson, Burglary (excluding auto burglary), Larceny-Theft, Motor Vehicle Theft

The breakdown of the Part I crimes committed in 2019 is presented below in comparison to the CFS call volume and the range of overall officer time:

UCR Part I Crimes
Total Number of Calls
(Percentage and Call Volume)
per Category



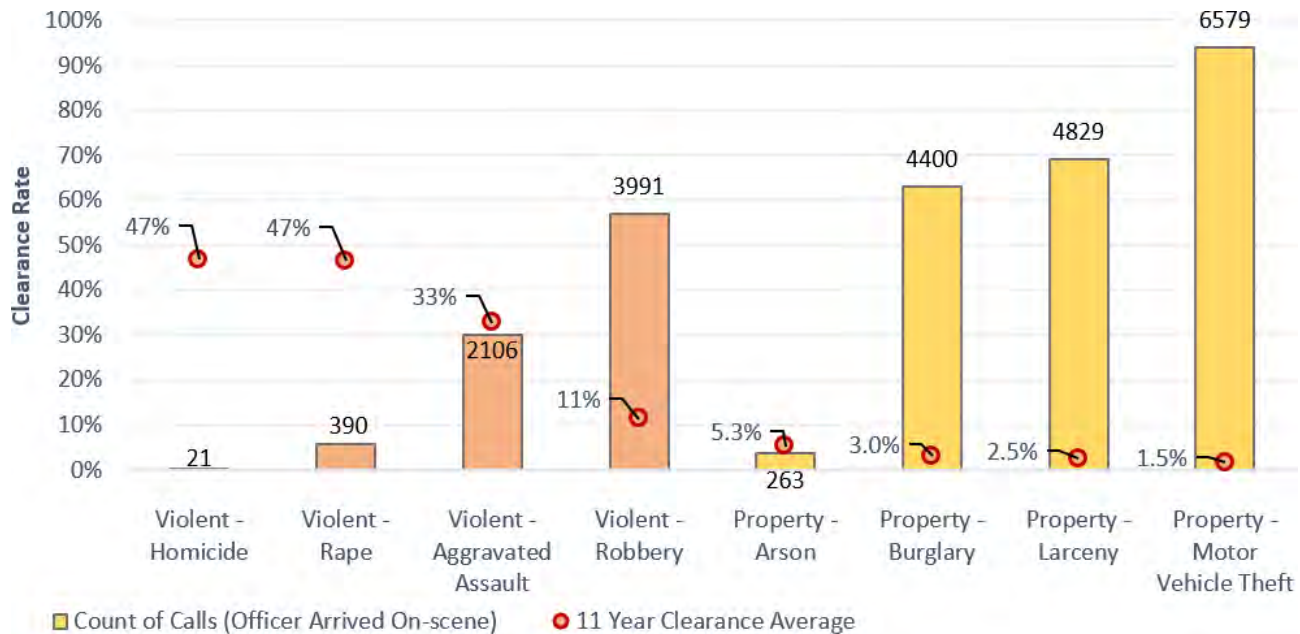
UCR Part I Crimes
Range of Overall Officer Time
(Percentage and Total Hours)
per Category



⁶ <http://www2.oaklandnet.com/oakcal/groups/police/documents/webcontent/oak060339.pdf>

Crimes are cleared per the FBI UCR either by 1) an arrest or 2) exceptional means. See Appendix 3 for more details about the process of clearing a crime. FBI website shows the breakdown of the Part I violent and property crime clearance rate statistics⁷. The quantity of CFS where an officer arrived on-scene was compared to the 11-year average. For additional data points and more information, see Appendix 4.

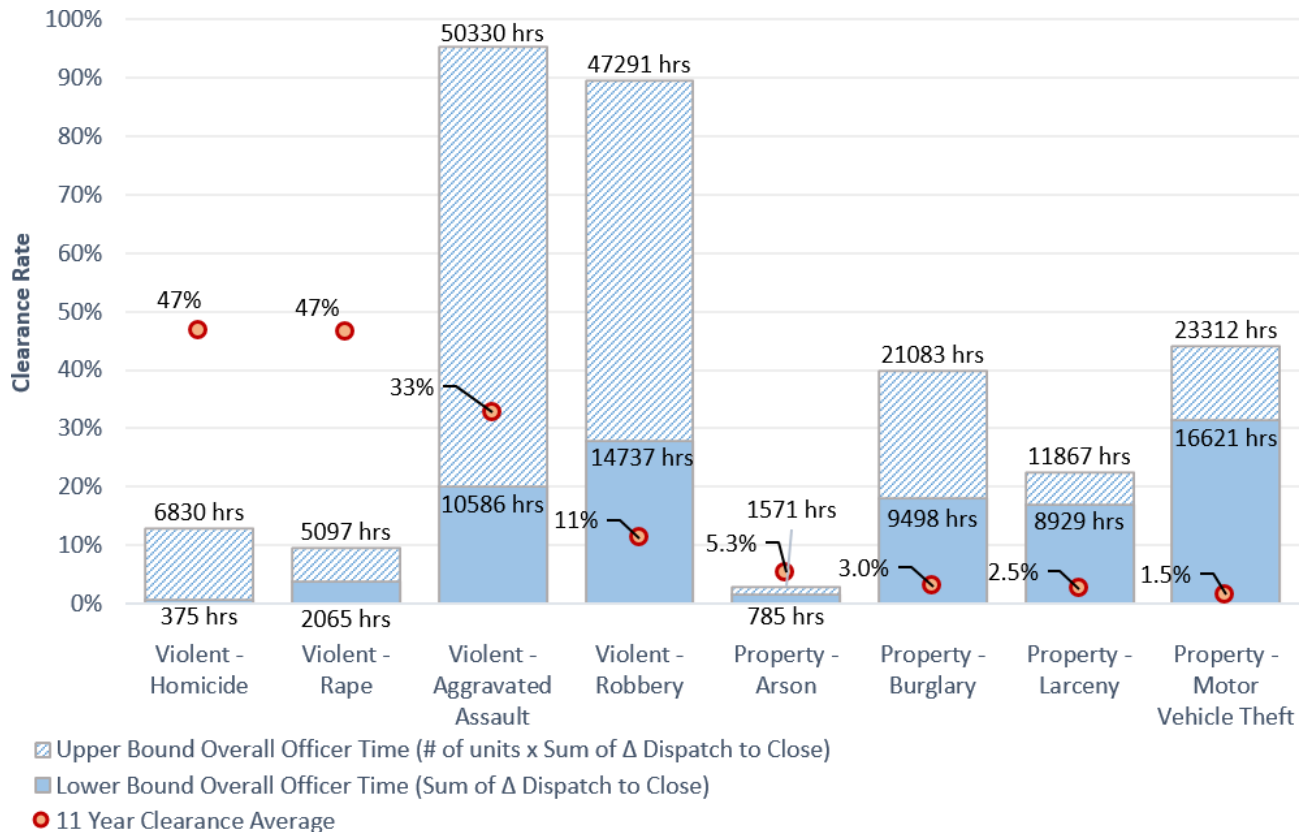
UCR Part I Crimes Count of Calls vs Clearance Rate



As shown in the figure above, the clearance rates for Part I property crimes are very low (only 1.5% - 5.3% of crimes cleared) while the call volume (both the number of CFS and incidents reported to the FBI) for those types of crimes is high. Similarly, when the overall officer time was compared to the 11-year average clearance rates, it is apparent that a large amount of OPD time is spent on crimes that are never cleared. Alternative responses and civilianization of certain types of CFS may free up OPD resources that could be spent on crime prevention and resolution.

⁷ FBI reported crimes and clearance rates for the past 11 years are located on the FBI website here: <https://crime-data-explorer.fr.cloud.gov/explorer/agency/CA0010900/crime>

UCR Part I Crimes Overall Officer Time vs Clearance Rate



Critique of CPSM Report

The CPSM Police Data and Analysis Report analyzed a 2019 CFS data set similar to that we evaluated, but with a different goal and objective: the report is a workload analysis of OPD patrol operations. In order to prepare the report, OPD provided data to CPSM that was withheld from the 2019 CFS data set provided to the RPSTF (see Appendix 1 for a discussion of the two OPD data management systems). For example, CPSM had access to the Records Management System (RMS) which includes information such as how many officers responded to a call. This is a key variable in evaluating OPD activity, in particular CFS resources and officer time spent, that we were not able to accurately incorporate into our analysis. Because we did not have access to this information, we used the average number of *responding units* for each incident code shown in Table 27 of the CPSM Report.

CPSM also classified incident codes into a two-level system of “Figure” and “Table” categories. (See Table 27, page 52); however, there are some important differences in CPSM's classification of incidents relative to our own. For example, the CPSM report lumps crimes against a person, property crimes, and on-view all together under the category “investigation”. Additionally, their subcategories are very broad so do not allow for a detailed understanding of how OPD spends their time. The CPSM report also includes an analysis of calls which might be suitable for an alternative response (see CPSM Report Appendix D) using the disposition to determine whether a call could have had an alternative response to come up with a percentage of each call type that could have been responded to by non-sworn personnel. This appendix feels like an afterthought to the report and believe this approach is lacking in the task of reimagining what calls OPD should not be responding to.

Challenges

Our work encountered a number of obstacles:

- Despite multiple requests, OPD did not provide any of the needed CFS data until December 1, 2020.
- OPD only provided data for one calendar year: 2019.
- OPD's CFS data (especially CFS disposition information) is confusing and incomplete.
- The provided CFS data did not include identification numbers and other information that would have permitted a significantly more robust analysis..
- It was difficult to interpret the CFS records, especially as we lacked a key from OPD to define the various codes and terms.
- We were unable to determine the number of officers dispatched on CFS, even though this data was provided to CPSM for their report.
- The schedule of the RPSTF was excessively ambitious resulting in limited time for analysis.

Conclusions and Observations

In the course of our analysis, we identify several key observations:

- OPD must prioritize effective IT procurement, staffing, and procedures to strengthen data collection, analysis, and transparency. See recommendation on [OPD Data Collection & Analysis Staffing and Mechanisms](#)
- OPD must become more transparent in its data collection and reporting. See recommendation on [OPD Data Transparency](#).
- All three components of CFS data, incident type, incident frequency, and total time to service CFS must be considered in any decision making about reimagining public safety.
- Our CFS report is but one of many Advisory Board reports and it should be understood within the context of all other reports.
- The CFS data is insufficient to assess the efficacy and equity of the existing 35 policing beats that were designed in the early 1970's (Based upon 1960's CFS data) when the population of Oakland was 361,000 and dropping. The system has had no adjustments for the current and growing population of 425,000. Any reorganization proposed by the RPSTF must address the following questions and more, to assure that the reorganization provides equity in the services provided by OPD.
 - What is the impact of population density changes over the last 50 years?
 - How has the CFS data changed over this time, by area of the city?
 - What changes need to be made to ensure equity in service for the next 50 years?

Appendix 1: Calls for Service Categorization

Call Type	Call Category	Count of Calls Not Dispatched	Count of Calls Dispatched, but No Officer Arrived	Count of Calls with Officer Arrival	Total Count of Calls	Lower Bound of Overall Officer Time (Sum of Δ Dispatch to Close)*	Average of Number of Responding Units**	Upper Bound of Overall Officer Time (# of units x Sum of Δ Dispatch to Close)	Percent of Total Time
Admin	Admin Tasks	24,022	73	4,527	28,622	7,665 hrs	3.9	28,134 hrs	2% - 3.6%
	Out of Service	2,020	357	4,462	6,839	2,755 hrs	1.1	3,028 hrs	0.7% - 0.4%
General	911 Hang Up	32,208	2,578	8,276	43,062	4,497 hrs	1.2	5,548 hrs	1.2% - 0.7%
	Assist Citizen	645	390	2,251	3,286	3,552 hrs	2.2	8,491 hrs	0.9% - 1.1%
	Assist Officer	135	120	880	1,135	2,044 hrs	2.7	6,995 hrs	0.5% - 0.9%
	Assist Outside Agency	1,154	317	1,699	3,170	2,235 hrs	1.9	4,392 hrs	0.6% - 0.6%
	Event	128	31	315	474	1,704 hrs	3.7	5,206 hrs	0.4% - 0.7%
	Evidence	1,085	104	831	2,020	2,602 hrs	1.1	2,863 hrs	0.7% - 0.4%
	Hazard	8,989	855	3,474	13,318	4,185 hrs	1.6	6,634 hrs	1.1% - 0.8%
	Miscellaneous	12624	2637	3,811	19,072	7,592 hrs	1.8	16,372 hrs	1.9% - 2.1%
	Possible Dead Person	22	20	574	616	1,761 hrs	2.7	4,754 hrs	0.5% - 0.6%
	Public Justice	12	4	205	221	251 hrs	1.3	397 hrs	0.1% - 0.1%
	Security	912	774	17,535	19,221	17,360 hrs	1.2	23,742 hrs	4.4% - 3%
	Special Assignment	216	259	2,533	3,008	14,302 hrs	1.5	20,627 hrs	3.7% - 2.6%
	Specialized Unit	76	107	294	477	2,049 hrs	1.1	2,255 hrs	0.5% - 0.3%
Person	Aggravated Assault	273	144	2,106	2,523	10,586 hrs	4.6	50,331 hrs	2.7% - 6.4%
	Animal Welfare	72	115	624	811	1,184 hrs	1.5	1,776 hrs	0.3% - 0.2%
	Child Abuse	60	25	282	367	1,443 hrs	2.1	3,099 hrs	0.4% - 0.4%
	Domestic Violence	1,759	924	10,872	13,555	21,510 hrs	2.3	50,416 hrs	5.5% - 6.4%
	Hate Crime	1	1	10	12	40 hrs	1.4	56 hrs	0% - 0%
	Homicide	0	0	21	21	375 hrs	18.2	6,831 hrs	0.1% - 0.9%
	Indecent Exposure	126	78	417	621	435 hrs	1.7	740 hrs	0.1% - 0.1%
	Kidnapping	55	24	237	316	742 hrs	3.1	2,320 hrs	0.2% - 0.3%
	Mayhem	1	1	2	4	2 hrs	1.7	4 hrs	0% - 0%
	Robbery	379	304	3,991	4,674	14,738 hrs	3.1	47,292 hrs	3.8% - 6%
	Sexual Assault	122	78	585	785	2,550 hrs	2.1	5,765 hrs	0.7% - 0.7%
	Simple Assault	1,039	440	5,642	7,121	11,096 hrs	2.4	26,222 hrs	2.8% - 3.3%
	Stalking	49	35	177	261	447 hrs	1.4	630 hrs	0.1% - 0.1%
	Threats	649	488	2,964	4,101	6,274 hrs	1.5	9,583 hrs	1.6% - 1.2%

Property	Arson	34	26	263	323	786 hrs	2.0	1,571 hrs	0.2% - 0.2%
	Burglary	5,177	914	8,194	14,285	15,550 hrs	1.9	30,160 hrs	4% - 3.8%
	Embezzlement	12	10	43	65	269 hrs	1.5	402 hrs	0.1% - 0.1%
	Extortion	3	5	8	16	51 hrs	1.5	77 hrs	0% - 0%
	False Personation	23	11	68	102	124 hrs	1.3	156 hrs	0% - 0%
	Forgery	22	23	422	467	449 hrs	1.1	537 hrs	0.1% - 0.1%
	Larceny	1,535	442	4,931	6,908	9,036 hrs	1.3	12,048 hrs	2.3% - 1.5%
	Recovery	341	445	4,568	5,354	9,695 hrs	1.5	14,635 hrs	2.5% - 1.8%
	Trespass	675	395	3,042	4,112	3,530 hrs	1.7	6,001 hrs	0.9% - 0.8%
	Vehicle Theft	1,246	844	6,579	8,669	16,622 hrs	1.4	23,312 hrs	4.3% - 2.9%
Statutory	Alarm	5,938	1,742	10,745	18,425	8,720 hrs	1.5	13,269 hrs	2.2% - 1.7%
	Alcohol	163	101	704	968	723 hrs	1.8	1,318 hrs	0.2% - 0.2%
	Animal Control	1,253	572	2,939	4,764	10,365 hrs	1.6	18,523 hrs	2.7% - 2.3%
	Blight	1,462	102	6,852	8,416	7,423 hrs	1.2	8,903 hrs	1.9% - 1.1%
	Disorderly Conduct	857	536	3,185	4,578	3,151 hrs	2.2	7,436 hrs	0.8% - 0.9%
	Disturbing the Peace	15,048	3,015	18,353	36,416	20,729 hrs	1.7	36,074 hrs	5.3% - 4.6%
	Drugs	1,023	138	237	1,398	304 hrs	1.5	470 hrs	0.1% - 0.1%
	Suspicious	1,554	1,001	5,763	8,318	5,583 hrs	1.7	9,722 hrs	1.4% - 1.2%
	Traffic Enforcement	4,743	1,658	18,109	24,510	21,070 hrs	1.7	36,060 hrs	5.4% - 4.6%
	Traffic Incident	12,637	1,121	7,768	21,526	15,774 hrs	2.3	39,159 hrs	4% - 4.9%
Uncategorized	Weapon	1,400	709	6,457	8,566	11,071 hrs	2.7	31,151 hrs	2.8% - 3.9%
	CODE33	2	7	917	926	4,873 hrs	6.9	33,624 hrs	1.2% - 4.3%
Welfare	On View	84	40	36264	36,388	48,276 hrs	1.2	57,931 hrs	12.4% - 7.3%
	Ambulance	22,359	101	797	23,257	1,045 hrs	2.5	2,666 hrs	0.3% - 0.3%
	Child Welfare	167	217	1,272	1,656	3,409 hrs	1.6	5,436 hrs	0.9% - 0.7%
	General Welfare	926	553	4,731	6,210	5,871 hrs	1.9	11,190 hrs	1.5% - 1.4%
	Mental Health	1,963	1,319	11,411	14,693	16,676 hrs	2.3	39,780 hrs	4.3% - 5%
	Missing Person	366	187	1,259	1,812	2,969 hrs	1.7	4,994 hrs	0.8% - 0.6%
	Grand Total	169,846	27,517	245,478	442,841	390,119 hrs		791,107 hrs	

*Call durations capped at 24 hrs.

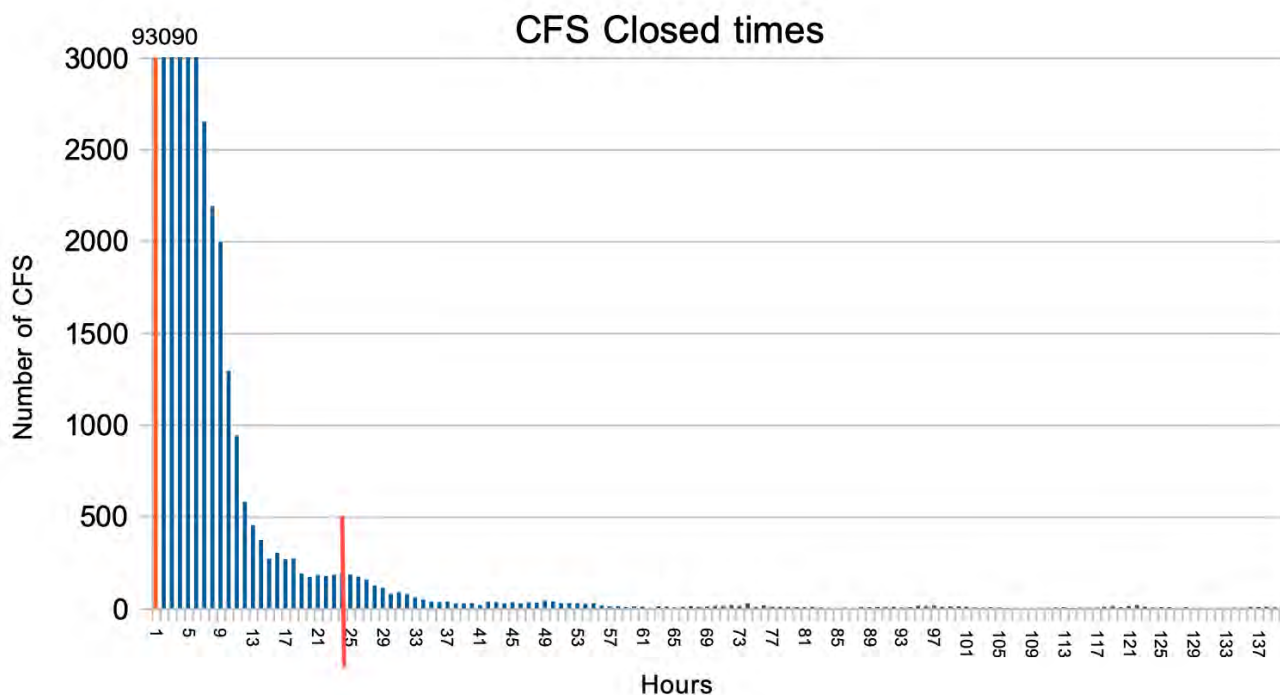
**Average number of responding officers is listed in the CPSM Report Table 27 by incident code. Assumes 1.0 for no data. For calculation purposes, the multiplier for the specific incident code from the CPSM report was used. The averages listed in this table are for reference only.

Appendix 2: Methodology Details

The spreadsheets and source information supporting the analyses presented in this report is [available here](#). Python code supporting the analyses is [available here](#). Complete results for some CFS categories identified in the Highlighted CFS Categories section are available [in this folder](#).

Time to Close CFS

A small fraction of CFS were not closed in a timely manner, apparently due to clerical errors. The figure below shows the distribution of closure times for all CFS. By far the majority of CFS are closed within an hour or two; these have been truncated in this figure. For example, the number of CFS closed within one hour (highlighted in red) was 93,090. The red bar at 24 hours shows the tail of the distribution “chopped” by our imposition of a 24 hour maximum.



Appendix 3: Crime Clearance Process

Crimes are cleared per the FBI UCR either by 1) an arrest or 2) exceptional means. Although OPD may clear a crime administratively, it does not mean it is cleared per the FBI UCR standards unless it meets the conditions outlined below.

1. Crimes cleared by arrest: the following conditions have to be met for a crime to be cleared by an arrest when reporting clearance rates to the FBI:
 - the individual is arrested;
 - charged with an offense; and
 - are turned over to the court for prosecution (whether directly after an arrest, court summons, or police notice).
2. Crimes cleared by exceptional means: in certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender (for example an individual suspected of a crime has died, the victim refuses to cooperate in the prosecution, or there is a denial of extradition, etc). When this occurs, the agency can clear the offense exceptionally. The following conditions must be met to clear a crime by exceptional means:
 - the individual is identified;
 - enough evidence has been gathered to support an arrest, make a charge, and turn over the offender to the court for prosecution;
 - the individual's exact location has been identified so that the suspect could be taken into custody immediately; and
 - a circumstance outside the control of law enforcement prohibits the agency from arresting, charging, and prosecuting the offender

Appendix 4: UCR Part I Crimes Analysis

UCR Part 1 Crimes	Incidents Reported to UCR in 2019	UCR Incidents Cleared 2019	Count of Calls (Officer Arrived On-scene)	Lower Bound Overall Officer Time (Sum of Δ Dispatch to Close)	Upper Bound Overall Officer Time (# of units x Sum of Δ Dispatch to Close)	Lower Bound Average Officer Time (Avg Δ Dispatch to Close)	Upper Bound Average Officer Time (# of units x Avg Δ Dispatch to Close)	11 Year Clearance Average	5 Year Clearance Average	2019 Clearance Rate
Violent - Homicide	78	41	21	375 hrs	6830 hrs	17 hr 52 min	325 hr 16 min	47%	49%	53%
Violent - Rape	372	61	390	2065 hrs	5097 hrs	5 hr 17 min	13 hr 04 min	47%	49%	16%
Violent - Aggravated Assault	2211	249	2106	10586 hrs	50330 hrs	4 hr 53 min	23 hr 53 min	33%	31%	11%
Violent - Robbery	2859	160	3991	14737 hrs	47291 hrs	3 hr 41 min	11 hr 50 min	11%	11%	6%
Property - Arson	167	3	263	785 hrs	1571 hrs	2 hr 59 min	5 hr 58 min	5.3%	5.4%	1.8%
Property - Burglary	2599	56	4400	9498 hrs	21083 hrs	2 hr 09 min	4 hr 47 min	3.0%	3.0%	2.2%
Property - Larceny	20228	85	4829	8929 hrs	11867 hrs	1 hr 50 min	2 hr 27 min	2.5%	2.1%	0.4%
Property - Motor Vehicle Theft	5041	9	6579	16621 hrs	23312 hrs	2 hr 31 min	3 hr 32 min	1.5%	1.5%	0.2%
Other CFS	N/A	N/A	222899	326518 hrs	623722 hrs	1 hr 28 min	2 hr 47 min	N/A	N/A	N/A
Grand Total			245478	390119 hrs	791107 hrs					

Note: FBI reported crimes and clearance rates for the past 11 years are located on the FBI website here:
<https://crime-data-explorer.fr.cloud.gov/explorer/agency/CA0010900/crime>