Data Analysis of the City of Berkeley's Police Response

Berkeley City Council Meeting

May 11, 2021

BERKELEY CITY AUDITOR

Section I. Introduction

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Who we are – The City Auditor's Office

- Provide independent oversight of City operations
- Catalyst for improving City government
- Conduct audits in accordance with Government Audit Standards
- Provide the public with objective, timely, and accurate information about City program performance.

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Why we did this audit:

- National protests ignited by the murder of George Floyd in Minneapolis

- Berkeley City Council proposal requested analysis of police data

- To give a broad overview to help inform community engagement process around reimagining policing

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Objectives:

1. What are the characteristics of calls for service to which Berkeley Police respond?

2. What are the characteristics of officer-initiated stops by Berkeley Police?

3. How much time do officers spend responding to calls for service?

4. How many calls for service are related to mental health and homelessness?

5. Can the City improve the transparency of Police Department calls through the City of Berkeley's Open Data Portal?

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Section II. Background

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Methodology

- Review of policies and procedures

- Cleaning the data set from BPD

- Responses that include at least 1 sworn BPD officer

- Call types are not proof of a crime

- Organized 138 call types into City Auditor Classifications:

1. *Violent Crimes (FBI Part I Crimes)*
2. *Property Crimes, (FBI Part I Crimes)*
3. *FBI Part II Crimes*
4. *Community*
5. *Medical or Mental Health*

6. *Traffic*
7. *Informational or Administrative*
8. *Investigative or Operational*
9. *Alarm*

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Interviews with external Subject Matter Experts, BPD Staff, and other Berkeley Departments

- Austin Justice Coalition
- Berkeley Fire Department
- Berkeley Mental Health
- Berkeley Police Review Commission
- Berkeley's Police Review Commission
- Berkeley Health, Housing, and Community Services
- Berkeley Homeless Commission
- Center for Policing Equity
- UC Berkeley Goldman School of Public Policy
- Mayor's Fair and Impartial Policing Working Group
- Mental Health Commission
- National Institute for Criminal Justice Reform
- NYU Policing Project

- Oakland City Auditor
- Oakland Reimagining Public Safety Task Force (Data Advisory Board)
- Portland City Auditor
- Portland Independent Police Review
- Resource Development Associates
- San Jose City Auditor
- Temple University
- Walk Bike Berkeley
- Yale Justice Collaboratory
- BPD patrol officers, command staff, dispatchers, information technology staff, the crime analyst, and the police records manager

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Data Background

Where the data comes from:
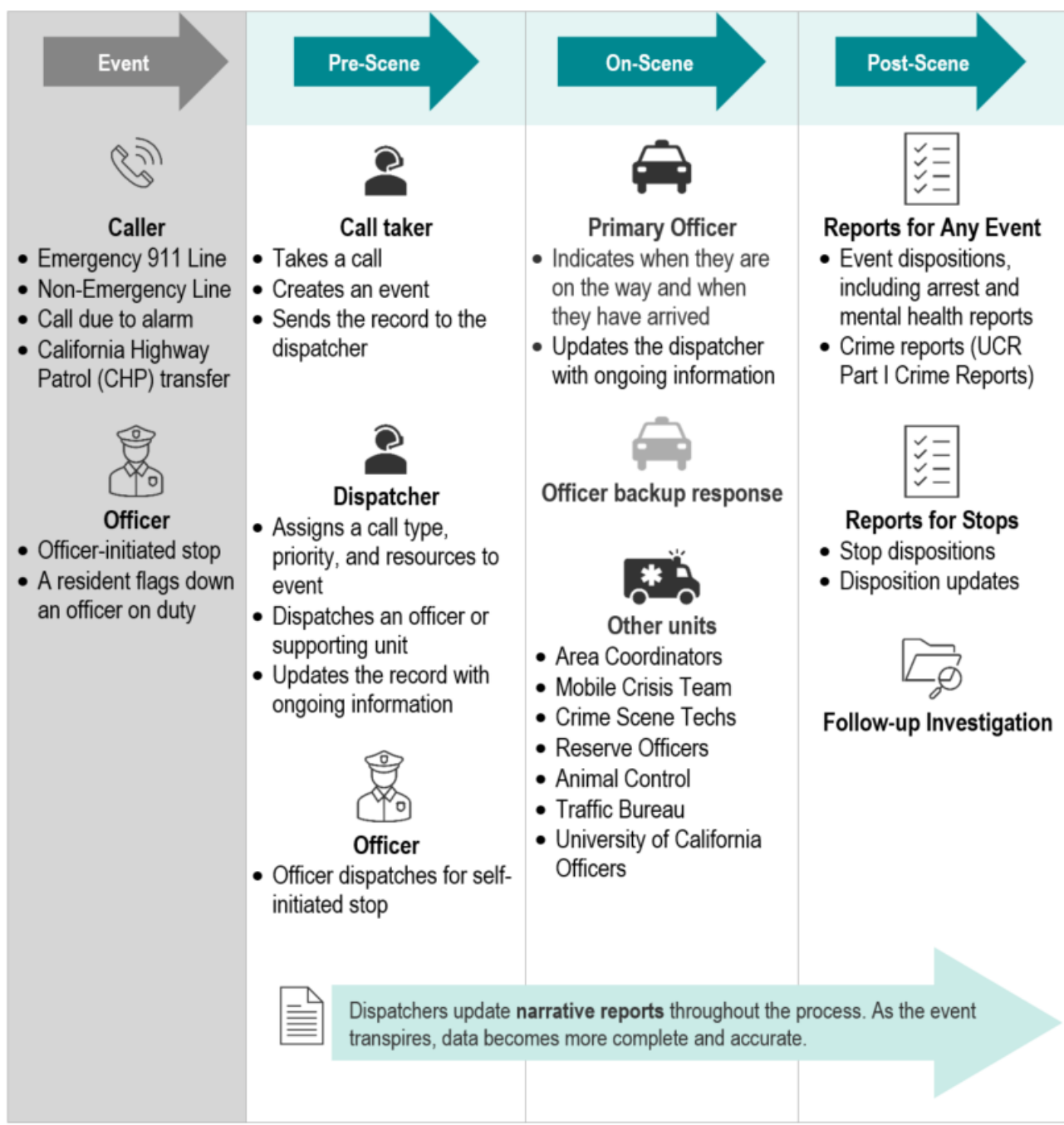
- Berkeley Police Department Computer Aided Dispatch (CAD)
- Data based on information entered by dispatchers and officers into CAD

Data dive in 3 ways:

- Characteristics of Events (360,242 events)
- Characteristics of Officer-Initiated Stops (56,070 individuals stopped)
- Characteristics of Police Response (646,958 responses)
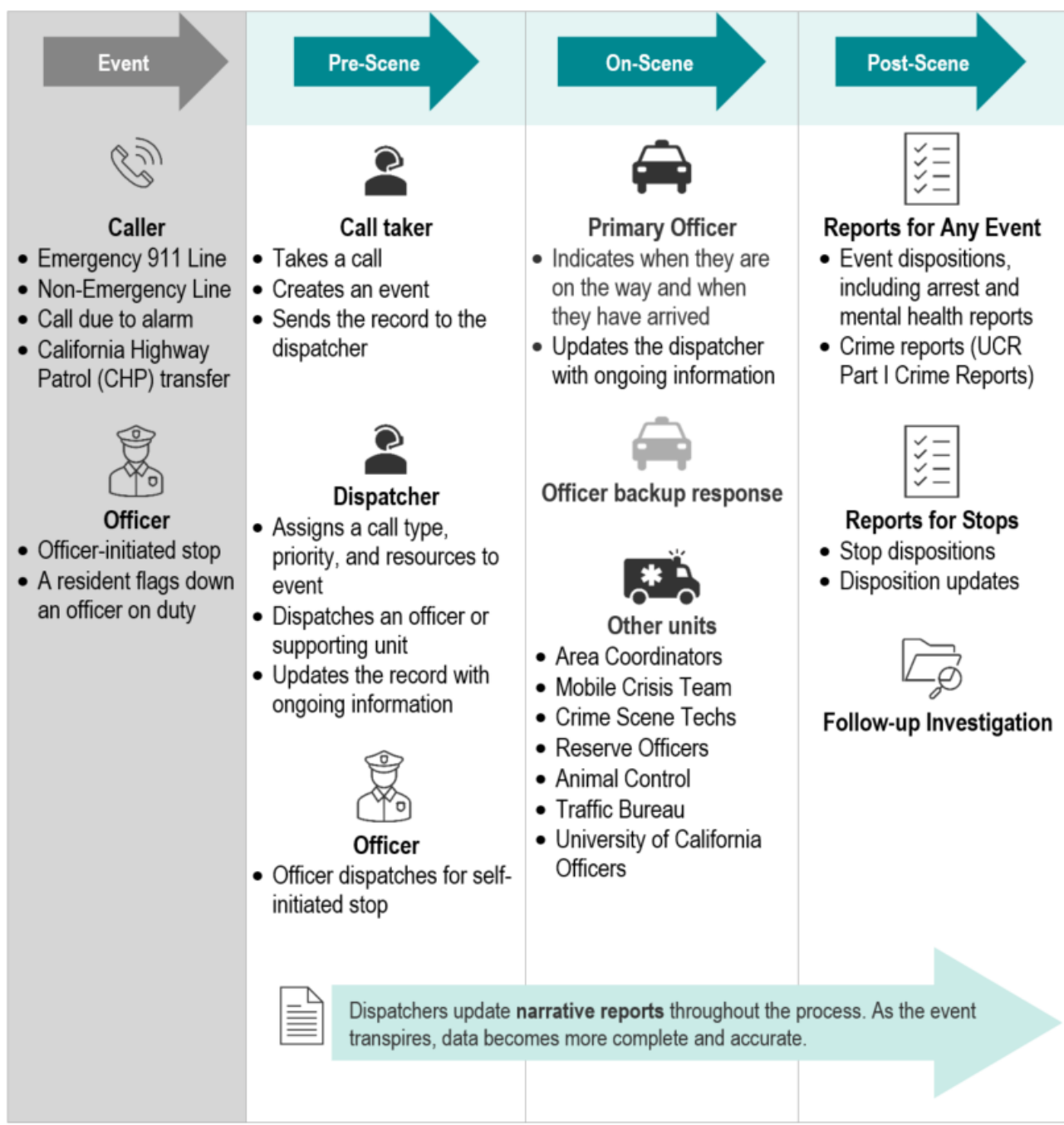
Date range: 2015 to 2019

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Berkeley Police Department's Process for Responding to Calls

Event

Caller
- Emergency 911 Line
- Non-Emergency Line
- Call due to alarm
- California Highway Patrol (CHP) transfer

Officer
- Officer-initiated stop
- A resident flags down an officer on duty

Pre-Scene

Call taker
- Takes a call
- Creates an event
- Sends the record to the dispatcher

Dispatcher
- Assigns a call type, priority, and resources to event
- Dispatches an officer or supporting unit
- Updates the record with ongoing information

Officer
- Officer dispatches for self-initiated stop

On-Scene

Primary Officer
- Indicates when they are on the way and when they have arrived
- Updates the dispatcher with ongoing information

Officer backup response

Other units
- Area Coordinators
- Mobile Crisis Team
- Crime Scene Techs
- Reserve Officers
- Animal Control
- Traffic Bureau
- University of California Officers

Post-Scene

Reports for Any Event
- Event dispositions, including arrest and mental health reports
- Crime reports (UCR Part I Crime Reports)

Reports for Stops
- Stop dispositions
- Disposition updates

Follow-up Investigation

Dispatchers update **narrative reports** throughout the process. As the event transpires, data becomes more complete and accurate.

Berkeley Police Department's Process for Responding to Calls

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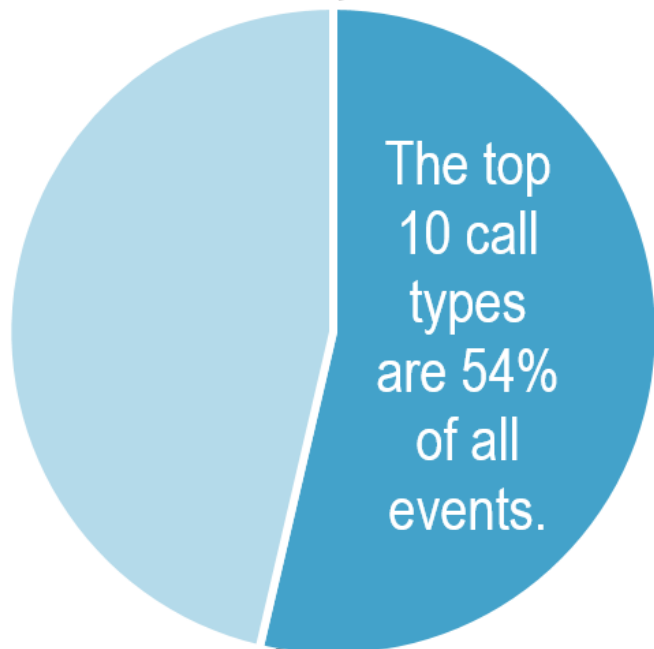# Section III. Characteristics of Events
Report Page 13; Analysis of 360,242 Events

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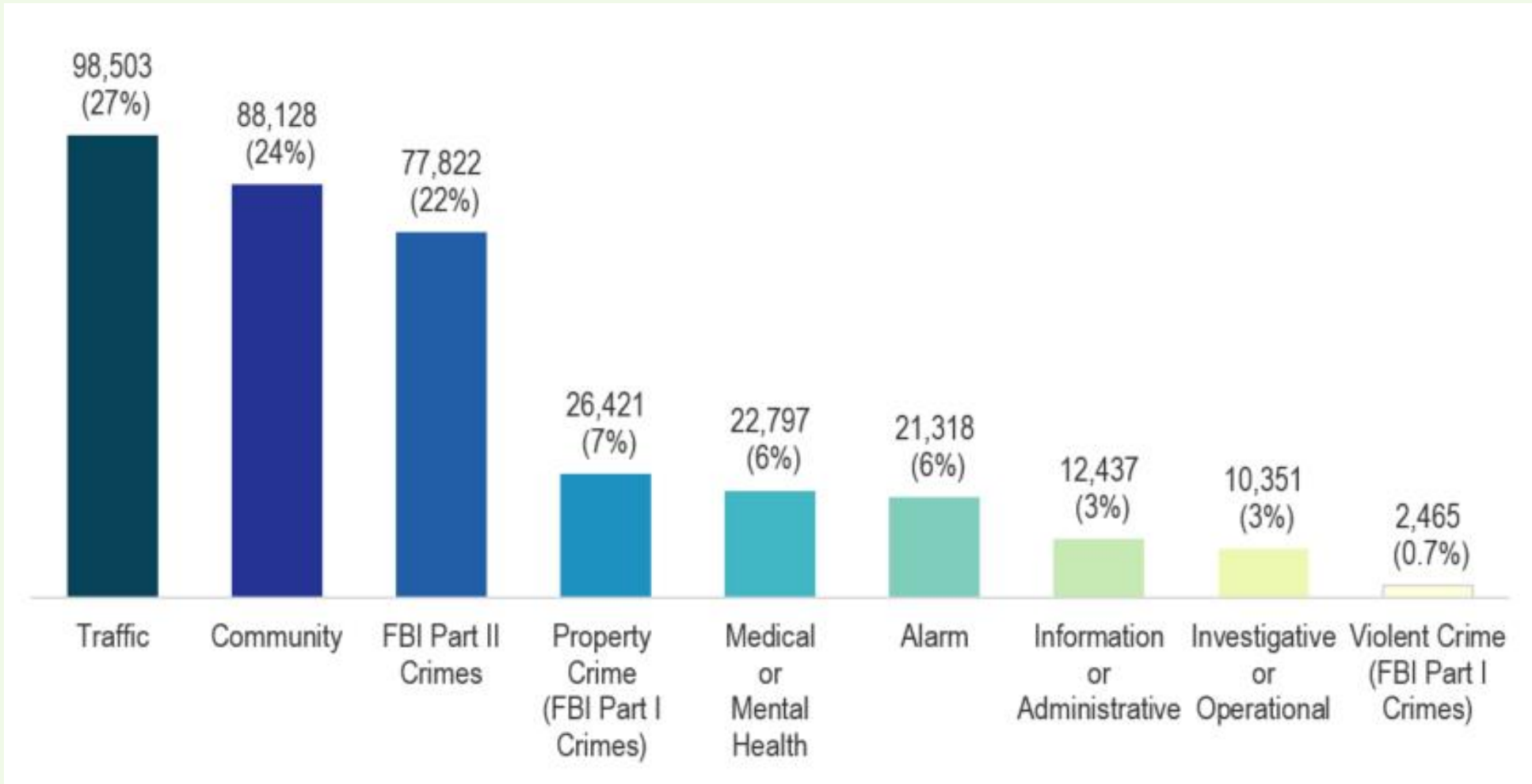# CHARACTERISTICS OF EVENTS:

Recorded Events from 2015 to 2019

The top 10 call types are 54% of all events.

Top 10 Call Types	Total Events
1. T - Traffic Stop*	44,797
2. 415 - Disturbance	35,697
3. 1033A - Audible Alarm	19,921
4. 415E - Noise Disturbance	15,773
5. SEC - Security Check	15,268
6. 1042 - Welfare Check	15,030
7. PRKVIO - Parking Violation	13,613
8. SUSCIR - Suspicious Circumstance	11,547
9. 602L - Trespassing	11,058
10. 484 - Theft	10,556

Includes stops that were not officer-initiated

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Events by City Auditor Classifications

Classification	Count	Percentage
Traffic	98,503	(27%)
Community	88,128	(24%)
FBI Part II Crimes	77,822	(22%)
Property Crime (FBI Part I Crimes)	26,421	(7%)
Medical or Mental Health	22,797	(6%)
Alarm	21,318	(6%)
Information or Administrative	12,437	(3%)
Investigative or Operational	10,351	(3%)
Violent Crime (FBI Part I Crimes)	2,465	(0.7%)

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CHARACTERISTICS OF EVENTS:
Initiation Source of Events

198,889 (55%) — Non-Emergency Line

95,469 (27%) — Officer-Initiated

65,719 (18%) — Emergency Line (911)

165 (0.05%) — Other

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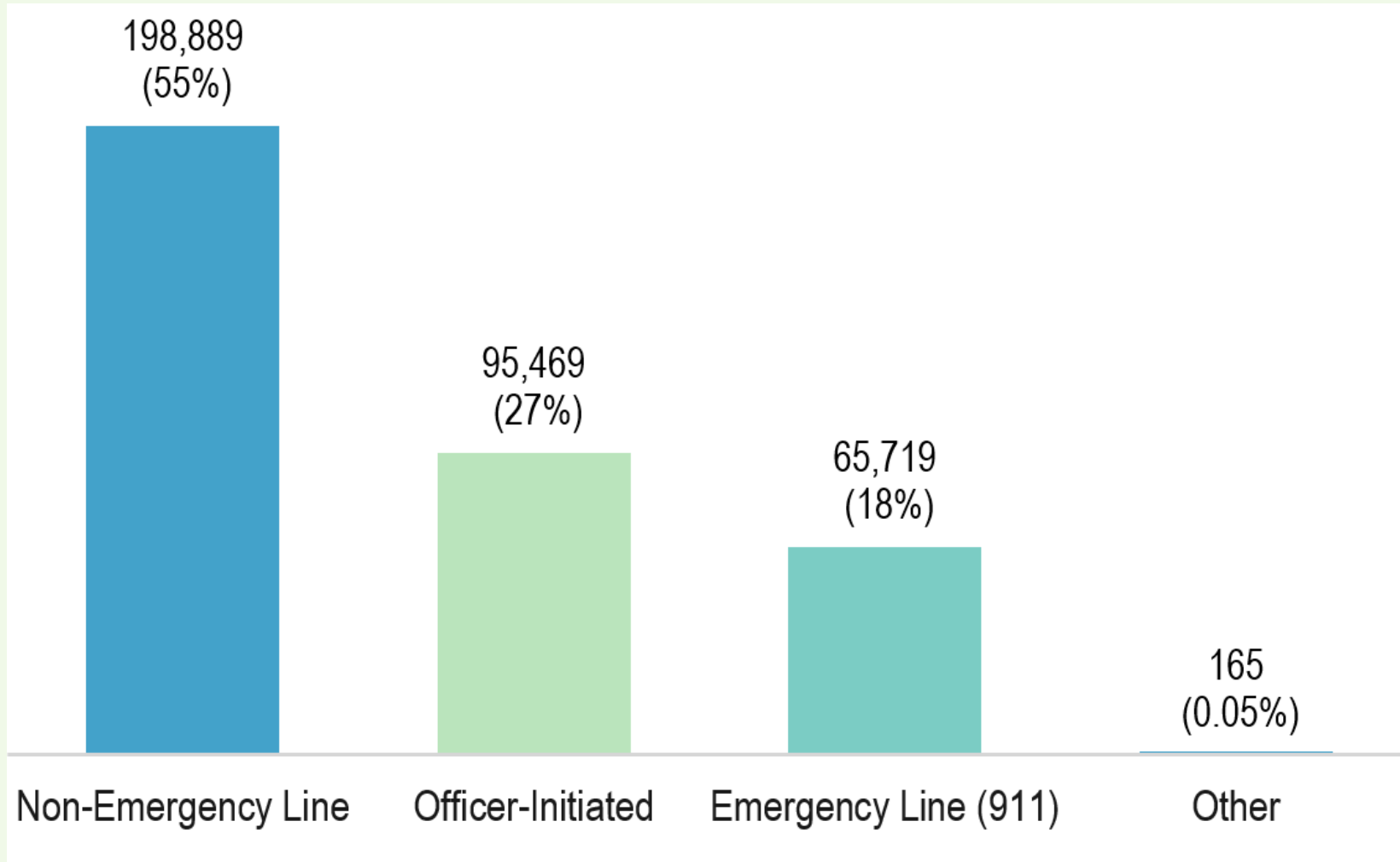
CHARACTERISTICS OF EVENTS:

Initiation Source
of Events by
City Auditor
Classifications

Non-Emergency Line   Emergency Line (911)   Officer-Initiated

	Traffic n = 98,503	Community n = 88,128	FBI Part II Crimes n = 77,822	Property Crime (FBI Part I Crimes) n = 26,421	Medical or Mental Health n = 22,797	Alarm n = 21,318	Information or Administrative n = 12,437	Investigative or Operational n = 10,351	Violent Crime (FBI Part I Crimes) n = 2,465
Officer-Initiated	69%	25%	3%	3%	3%	1%	2%	11%	3%
Emergency Line (911)	6%	12%	26%	16%	30%	1%	81%	63%	41%
Non-Emergency Line	24%	63%	72%	81%	67%	98%	17%	26%	56%

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Events by Priority Level
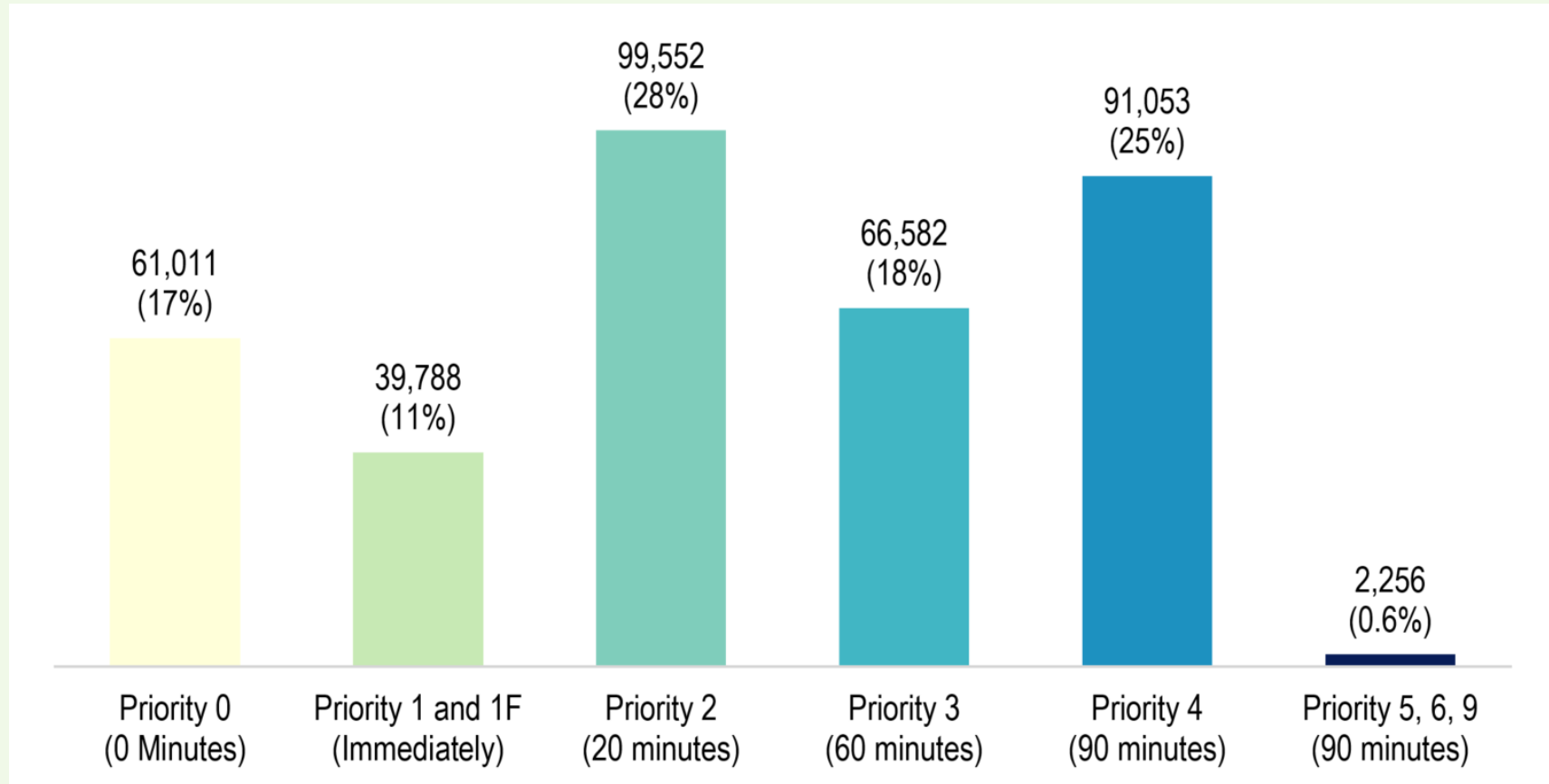
- **56% require dispatch under 20min**
- **44% require dispatch +60min**

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Section IV. Characteristics of Officer-Initiated Stops

Report Page 27; Analysis of stops for 56,070 individuals

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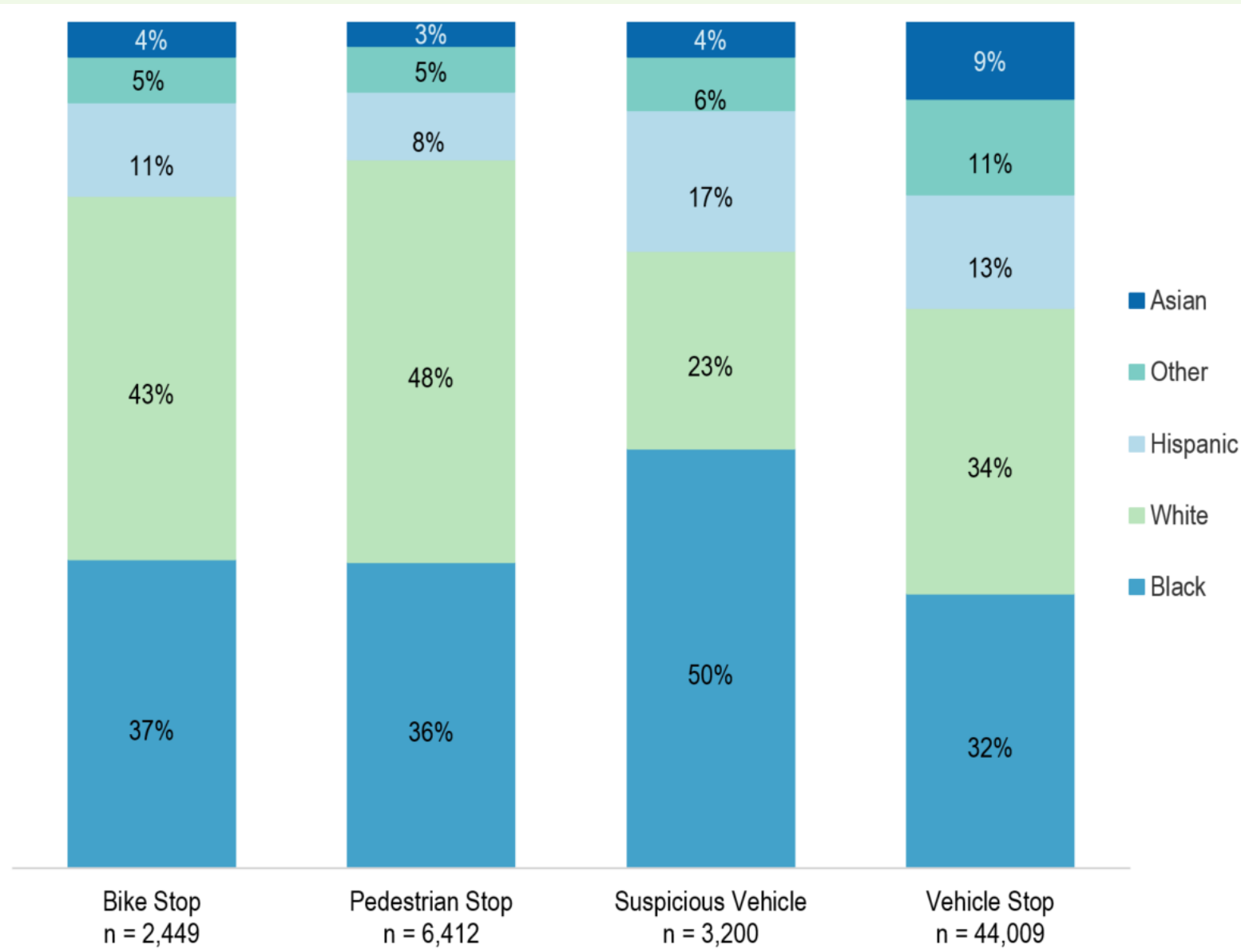
CHARACTERISTICS OF OFFICER-INITIATED STOPS:
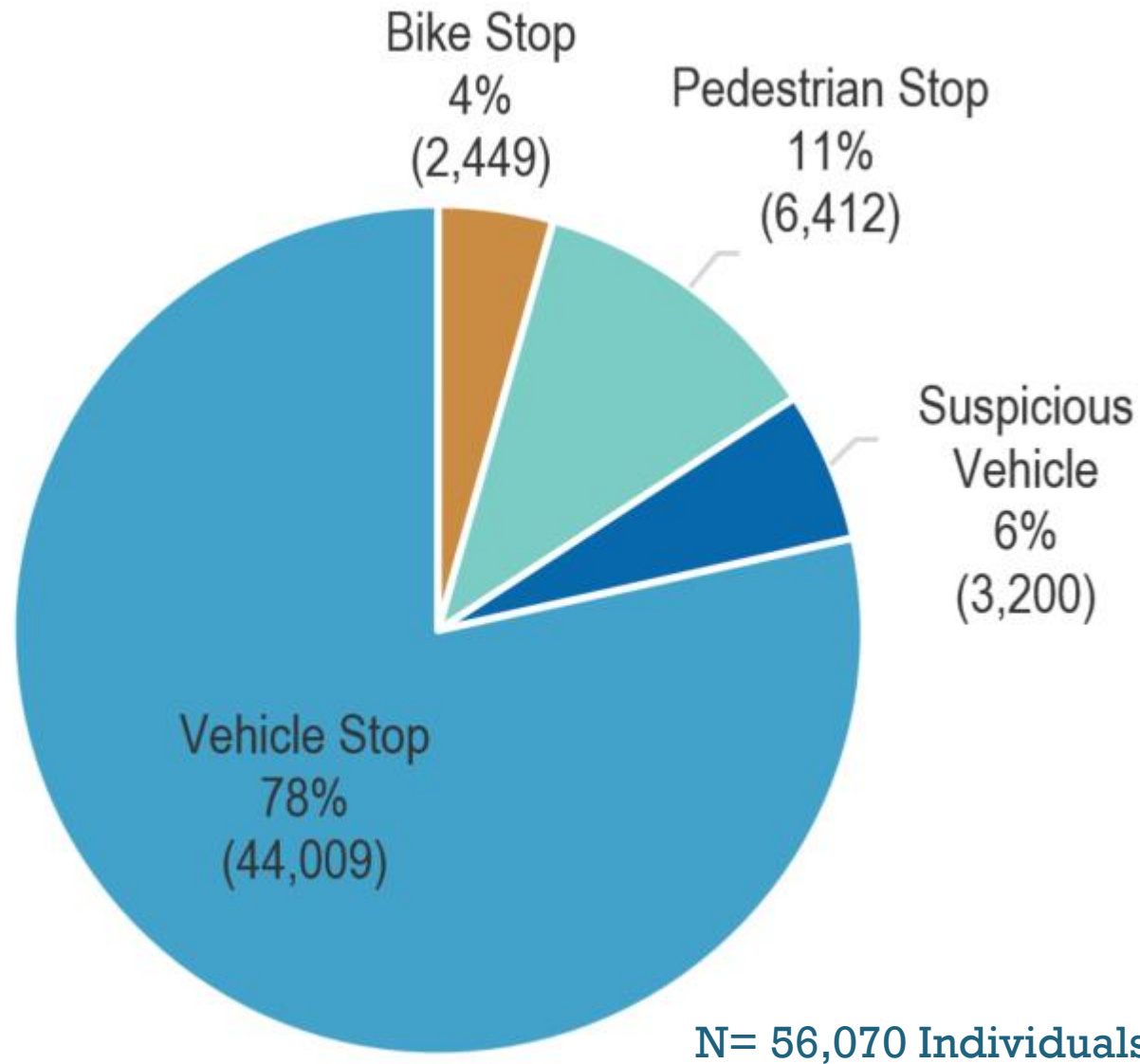
Officer-Initiated Stops by Type of Stop

Bike Stop
4%
(2,449)

Pedestrian Stop
11%
(6,412)

Suspicious Vehicle
6%
(3,200)

Vehicle Stop
78%
(44,009)

N= 56,070 Individuals

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CHARACTERISTICS OF OFFICER-INITIATED STOPS:

Type of Officer-Initiated Stops by Race

CHARACTERISTICS OF OFFICER-INITIATED STOPS:

Race and Officer-Initiated Stops

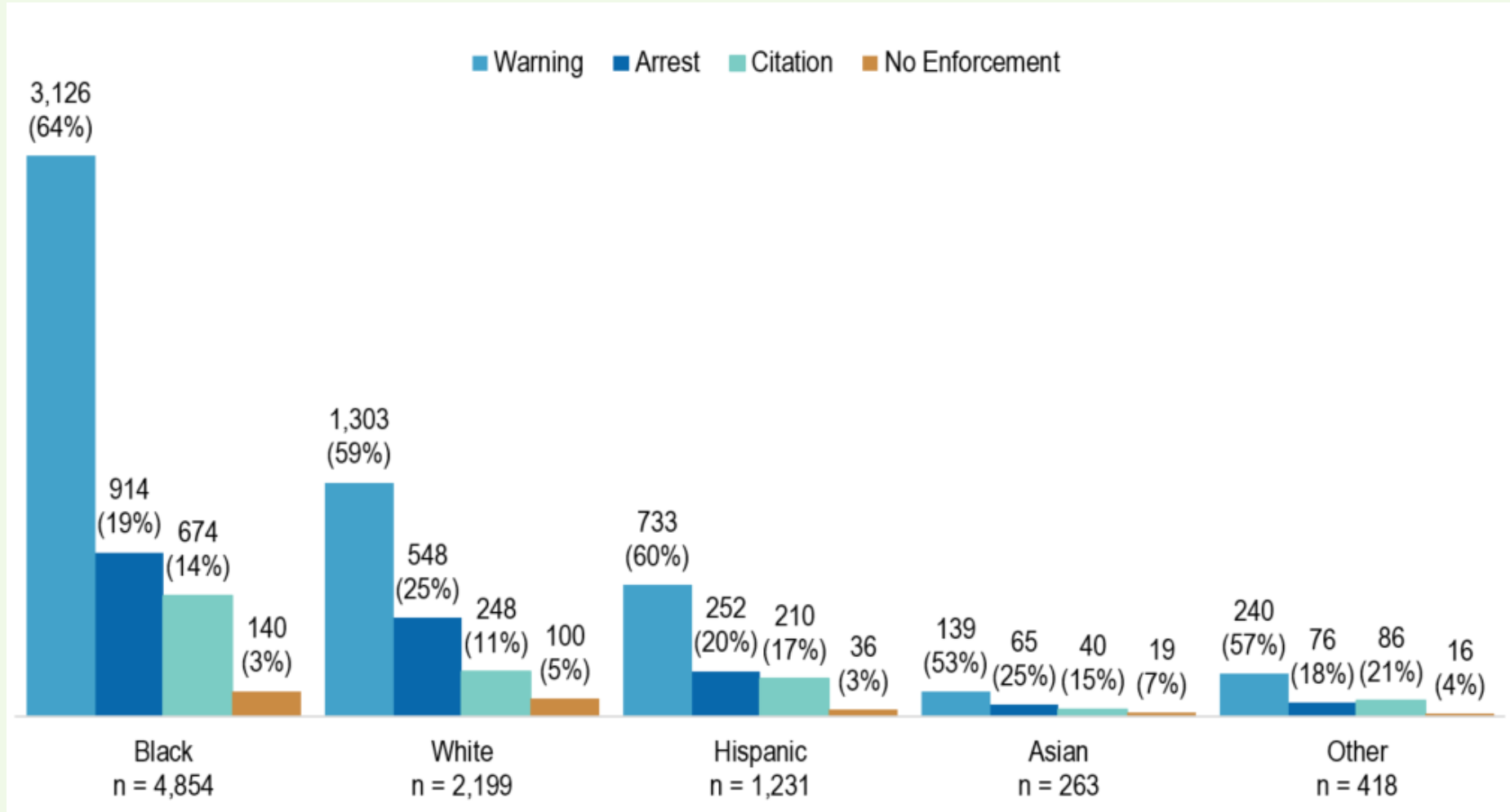■ Percent of Berkeley Population (2019)   ■ Percent of Officer-Initiated Stops (2015-2019)

White: 53% / 35%
Asian: 21% / 8%
Hispanic: 11% / 13%
Other: 9% / 10%
Black: 8% / 34%

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CHARACTERISTICS OF OFFICER-INITIATED STOPS:

Searches Resulting from Officer-Initiated Stops by Race

No Search   Search

17,520 (89%)   2,199 (11%)

14,219 (75%)   4,854 (25%)

5,986 (83%)   1,231 (17%)

5,232 (93%)   418 (7%)

4,148 (94%)   263 (6%)

White
n = 19,719

Black
n = 19,073

Hispanic
n = 7,217

Other
n = 5,650

Asian
n = 4,411

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CHARACTERISTICS OF OFFICER-INITIATED STOPS:

Enforcement Outcomes of Searches Resulting from Officer-Initiated Stops by Race

Legend: ■ Warning ■ Arrest ■ Citation ■ No Enforcement

Black n = 4,854
- 3,126 (64%)
- 914 (19%)
- 674 (14%)
- 140 (3%)

White n = 2,199
- 1,303 (59%)
- 548 (25%)
- 248 (11%)
- 100 (5%)

Hispanic n = 1,231
- 733 (60%)
- 252 (20%)
- 210 (17%)
- 36 (3%)

Asian n = 263
- 139 (53%)
- 65 (25%)
- 40 (15%)
- 19 (7%)

Other n = 418
- 240 (57%)
- 76 (18%)
- 86 (21%)
- 16 (4%)

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Section V. Characteristics of Police Response

Report Page 43; Analysis of 646,958 responses

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Percentage of Personnel Responses by Type of Unit
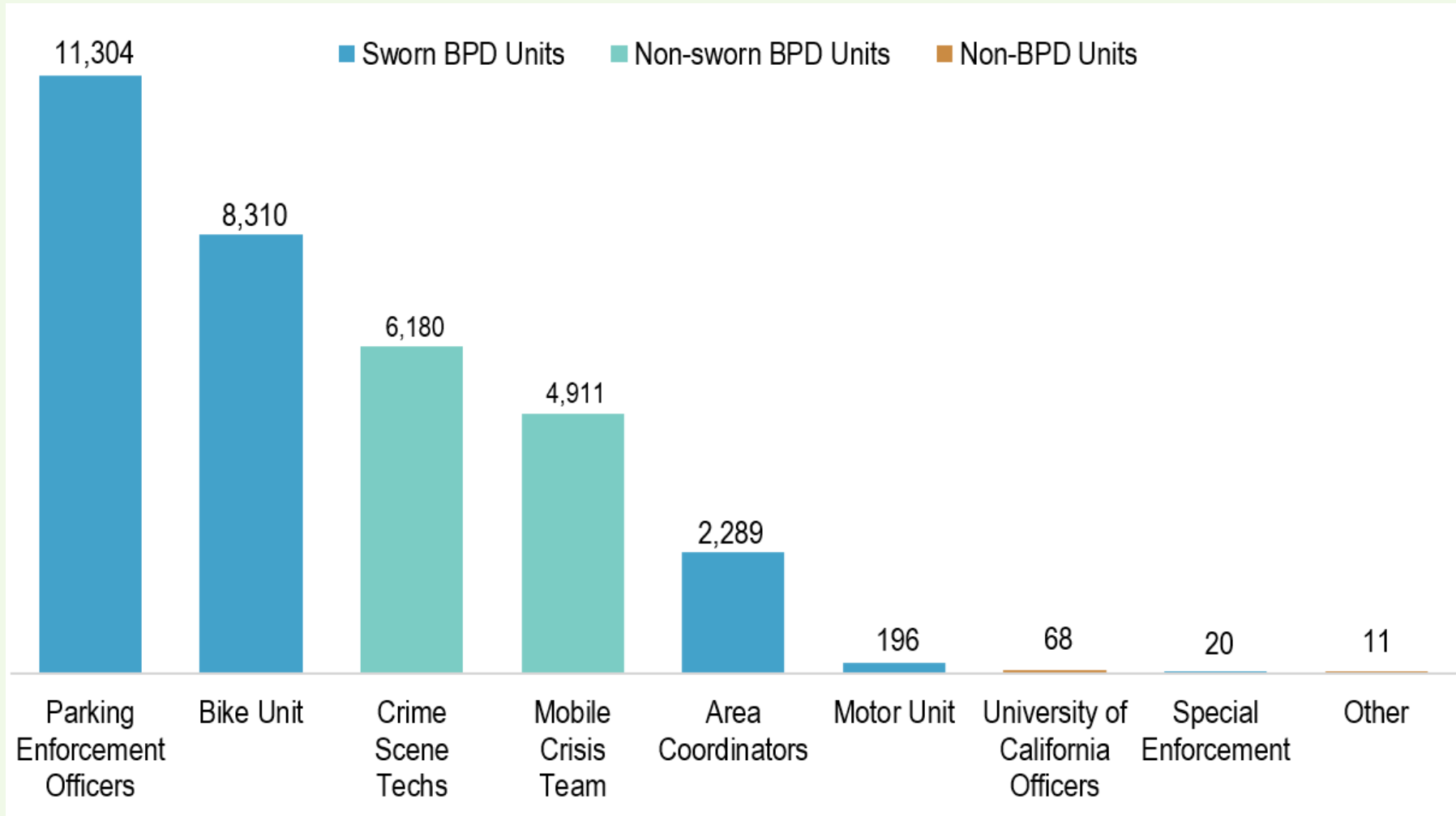
Patrol supervisors
7%
(45,456)

Patrol officers
82%
(527,556)

Sworn non-patrol officers
6%
(40,657)

Other
5%
(33,289)

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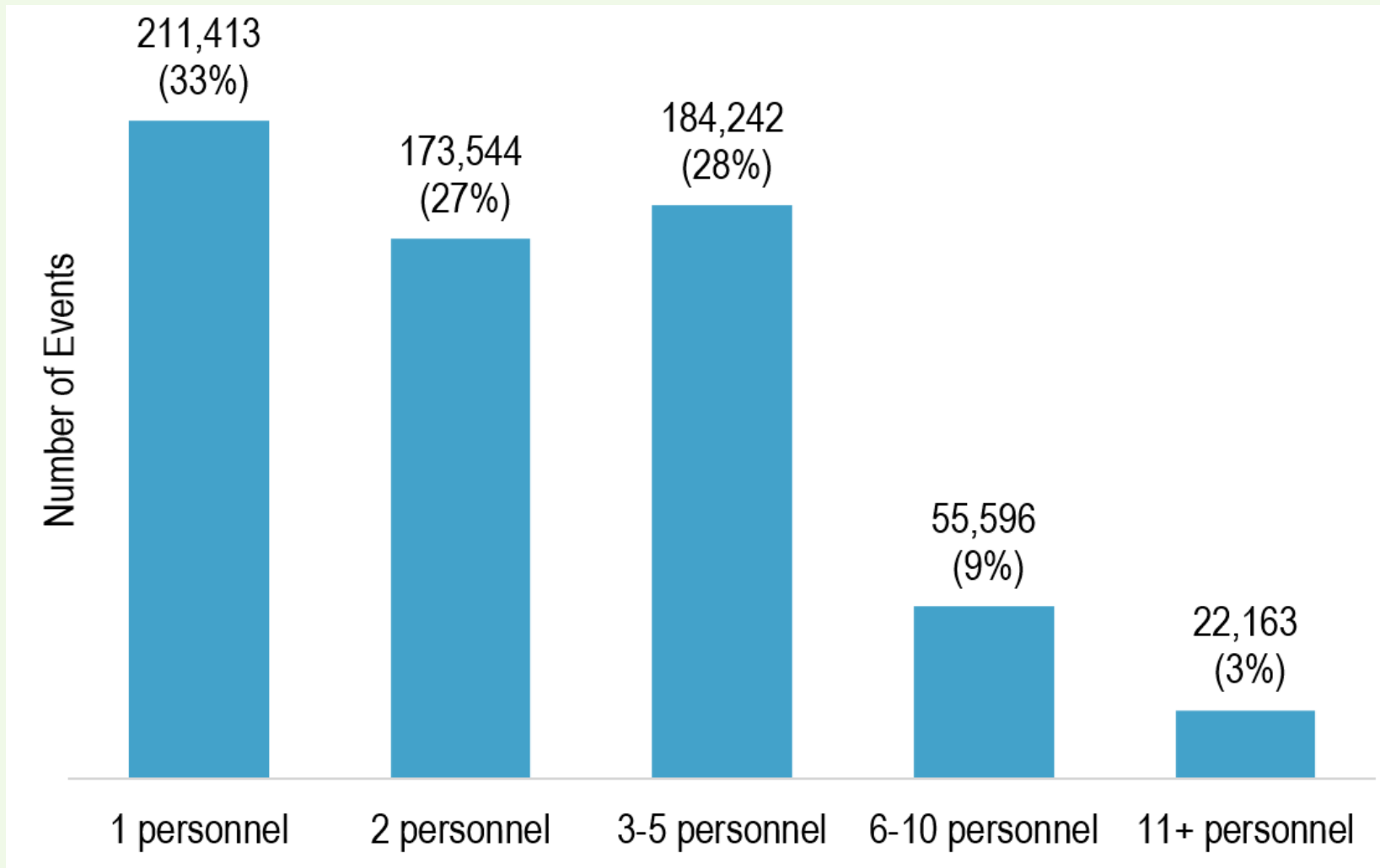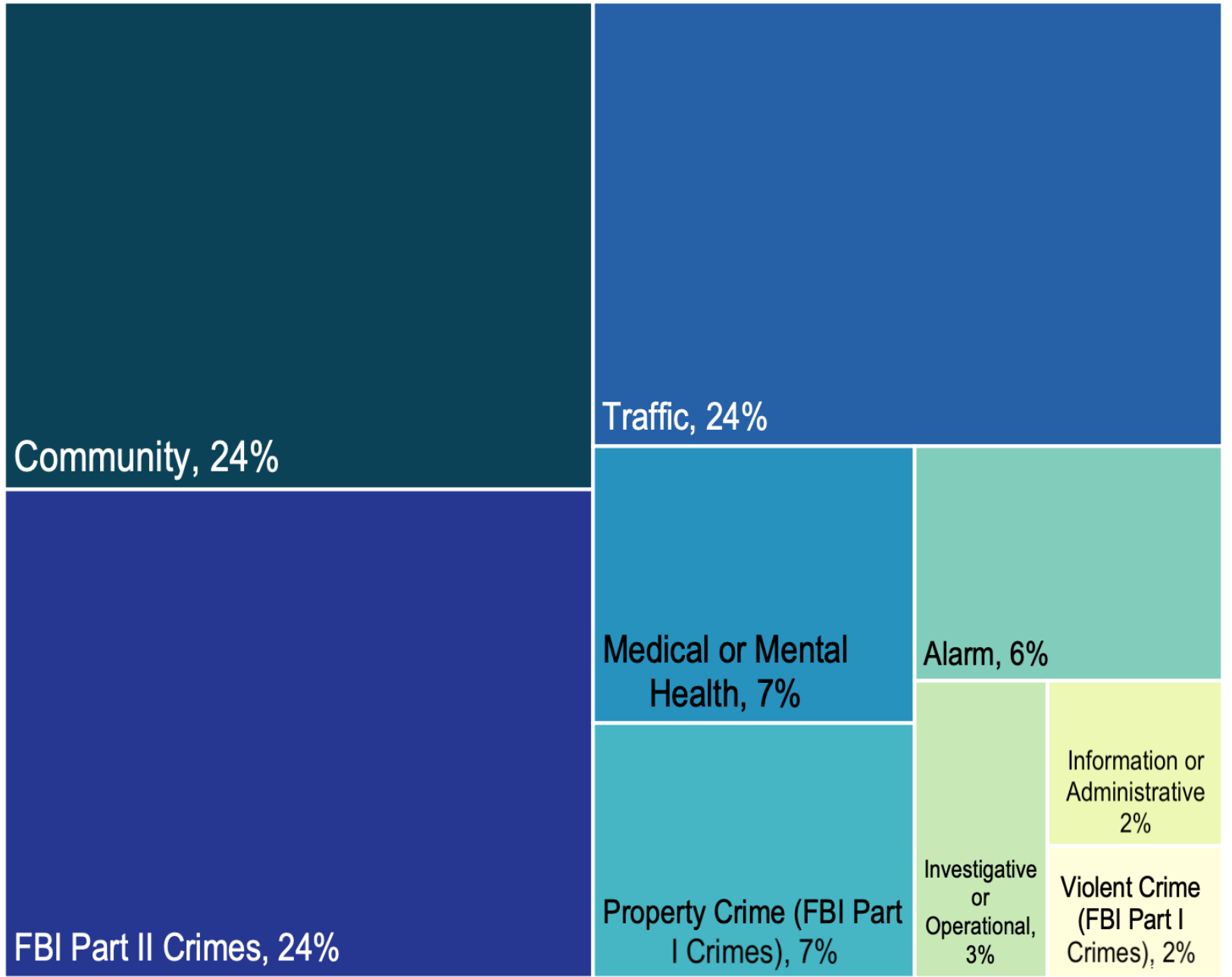
CHARACTERISTICS OF POLICE RESPONSE:

Time Spent Responding to Events Out of Total Time Responding to All Events by Auditor Classification

Community, 24%

FBI Part II Crimes, 24%

Traffic, 24%

Medical or Mental Health, 7%

Property Crime (FBI Part I Crimes), 7%

Alarm, 6%

Investigative or Operational, 3%

Information or Administrative 2%

Violent Crime (FBI Part I Crimes), 2%

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Section IV. Finding 1: Berkeley Police Department can better track mental health and homelessness calls.

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We could not determine the number of mental health or homeless related calls for service.

Question: Where did data on mental health calls come from?

CAD: Data does not readily result in number of calls related to mental health or homelessness.

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To identify the number of mental health calls, we searched for:

Mental health-related events in narrative reports

Events with an MH Disposition filed by an officer

Events with mental-health related call types

Events with response by Mobile Crisis

+

Total unduplicated count = | **42,215 (11.7% of all events)**

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To identify the number of homelessness-related calls, we searched for:

Homeless-related events in narrative reports

+ **Events with call type "lodging in public"**

Total unduplicated count =
<div style="border: 1px solid;">

21,631 (6.0% of all events)

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Section V. Finding 2: The City can improve transparency of Police Department activity data on the Open Data Portal.

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The City can improve the transparency of Police Department activity data on the Open Data Portal.

Open Data Portal: 2014, goal was providing non-confidential, public data for unrestricted use. BPD captures events in their calls for service data set on the portal.

Limitations: Portal data does not include all available data fields, all call types, and is limited to 180 days.

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Recommendations

1. Identify all calls for service that have an apparent mental health and/or homelessness component.

2. Expand the current calls for service data available on the City Open Data Portal to include all call types and data fields for as many years as possible.

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Management Response

Berkeley Police Department agreed with our audit findings, conclusions and recommendations, and provided an action plan to address our recommendations.

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We would like to thank the Police Department for their cooperation with this audit.

I also want to thank my team, Erin Mullin and Caitlin Palmer, Senior Auditors; and Ale Barrio Gorski for their effort on this audit.

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