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A Roadmap for Oakland



IBEW 1245
THE POWER IS IN OUR HANDS

MAY 2025

Introduction

Oakland is facing an \$89 million operating deficit this fiscal year and an ongoing deficit of over \$137 million. A primary driver of the deficit is overspending in the Oakland Police Department (OPD), which is currently \$38 million over budget.¹

Overspending in the police department is not a new phenomenon. Since the 2008 Recession, the police department has overspent its budget nearly every year.² This overspending has occurred regardless of budgeted or actual officer staffing levels.³ It has also occurred despite multiple attempts to increase the overtime budget to reflect historical spending.⁴

This long-standing pattern has prevented the city from building up reserves during the good times, as surplus revenues and expenditure savings have been used to balance overspending in the police department. As a result, the city has been left with little financial cushion in years where economic growth slows. **In total, overspending in the police department has cost the city \$236 million in lost reserve balances since 2008.**

Not only has Oakland forgone these savings, but recent downgrades from credit ratings agencies suggest that the city will need to demonstrate an ability to manage overspending in public safety in order to avoid further credit downgrades.⁵

Historically, the primary driver of OPD's overspending is sworn officer overtime. This year, the cost of overtime in the department has spiked to an **unprecedented \$55 million**. According to data provided via information request, officers last year claimed nearly 456,000 hours of overtime—over 170,000 hours more than the pre-pandemic average and far higher than past years with similar officer staffing levels. This averaged out to over 640 hours of overtime per officer annually or 12.3 hours of overtime per officer every week.

The Mayor's budget proposes to increase budgeted officer staffing to 739 full-time equivalent positions, plus additional trainee positions each year. It assumes that as a result of these increases, the department's overtime budget can be reduced to \$33 million in the first year and \$38 million in the second.⁶ Current attempts to reduce overtime spending down to similar levels have missed their targets.⁷



“If the police department cannot stay within the proposed budget, the risk of additional cuts to other services is dire.”



While the police budget is proposed to increase substantially compared to the 2024-2025 midcycle adopted budget, it still relies on an assumption that next fiscal year, OPD's spending will increase modestly above actual 2023-2024 spending levels. It also relies on the assumption that the department can reduce its spending in the General Purpose Fund in fiscal year 2025-2026. The vast majority of departments are taking steep cuts in the adopted budget. If the police department cannot stay within the proposed budget, the risk of additional cuts to other services is dire.

What the proposed budget does not contain is a clear plan to enact strong management controls to ensure that the police department does not overspend. In some cases, the budget plan moves backwards, cutting positions that were intended to civilianize work currently performed by sworn officers, moving them to the field and saving money in the process.

This paper outlines a path for Oakland to realistically reduce most categories of police overtime back to pre-pandemic levels, to improve monitoring of overtime to prevent waste and abuse and to reduce reliance on overtime to perform work that can be done by civilian employees at a lower cost. In doing so, it outlines a path to reduce overtime spending to \$20-\$30 million annually.

Recent polling of Oakland residents suggests that, while safety is top of mind for voters, these cost controls are popular. When asked what actions they would support to manage public safety expenditures, 62% of residents cited either overtime reductions or increased use of civilian staff in safety services as their preferred options.⁸

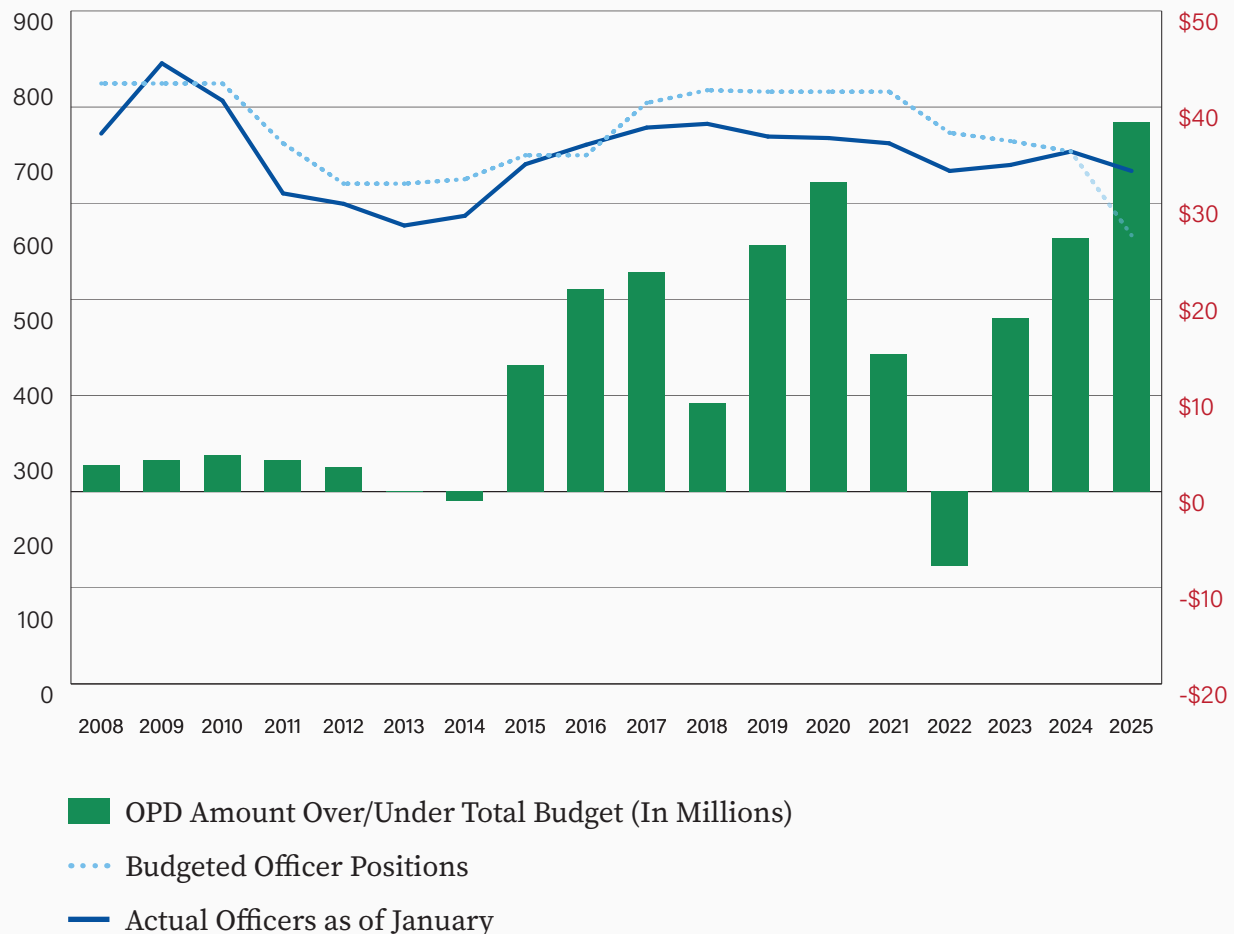
Summary of Main Findings:

- 1. Police overtime hours do not decrease when officer staffing levels increase or as crime rates decline, suggesting that growth in overtime use cannot be explained by understaffing or crime rates alone.** The adopted budget includes 739 officer positions, which is assumed to decrease overtime by \$22 million compared to current spending levels. However, policymakers cannot assume that this will happen absent stricter controls.
- 2. Since 2019, 56% of added overtime hours have been shift extensions, which officers are able to self-initiate without prior approval from a manager.** The city does not track how many shift extension hours are worked without prior approval and cannot demonstrate compliance with existing policies allowing shift extensions in only limited circumstances. Reducing shift extensions to prior levels could save \$3 million annually.
- 3. For the past decade, the city auditor has recommended creating a better system for monitoring and approving officer overtime.** To date, most changes recommended by the auditor have not been implemented, including achievable recommendations like demonstrating compliance with all existing overtime policies, renegotiation of labor MOU provisions and implementation of an integrated payroll and scheduling system. Full compliance with auditor recommendations could help the city return to at least pre-pandemic levels of overtime use for most categories, helping to meet the Mayor's proposed reduction goal. It would also create additional long-term liability savings of up to \$3 million.
- 4. There are at least 38 sworn officers positions in internal affairs, information technology, public information, training, recruitment, background checks and performance auditing that were previously approved by city council for transition to civilian staff, however civilianization never occurred.** Full civilianization of these roles would allow the department to redeploy officers to special enforcement, investigations or patrol, reducing overtime needs by 79,000 to 83,000 overtime hours annually or \$8 million. Civilianization would also allow for the elimination of sworn officer overtime performed in these units, further reducing costs by over \$5.2 million. In total, civilianization could reduce overtime spending by \$13.2 million. These changes would help the department make even deeper reductions to overtime beyond what has already been proposed. The reimagining public safety taskforce also identified further opportunities for civilianization that have not yet been explored.

Recommendations

1. **City leaders should create an action plan to fully comply with all city auditor recommendations on overtime management by June 30, 2026.** The action plan should begin with an immediate deadline for OPD to demonstrate compliance with all existing overtime policies followed by clear benchmarks for implementation of a new overtime management system and negotiation of labor agreements.
2. **City leaders should also create an action plan to implement full civilianization of all previously approved positions by June 30, 2026,** including a plan to begin immediate civilianization where vacant positions are already available and funded. Officers should be redeployed with the intention of reducing overtime.

Budgeted and Actual Officer Staffing Levels and OPD Overspending, 2008 to 2025

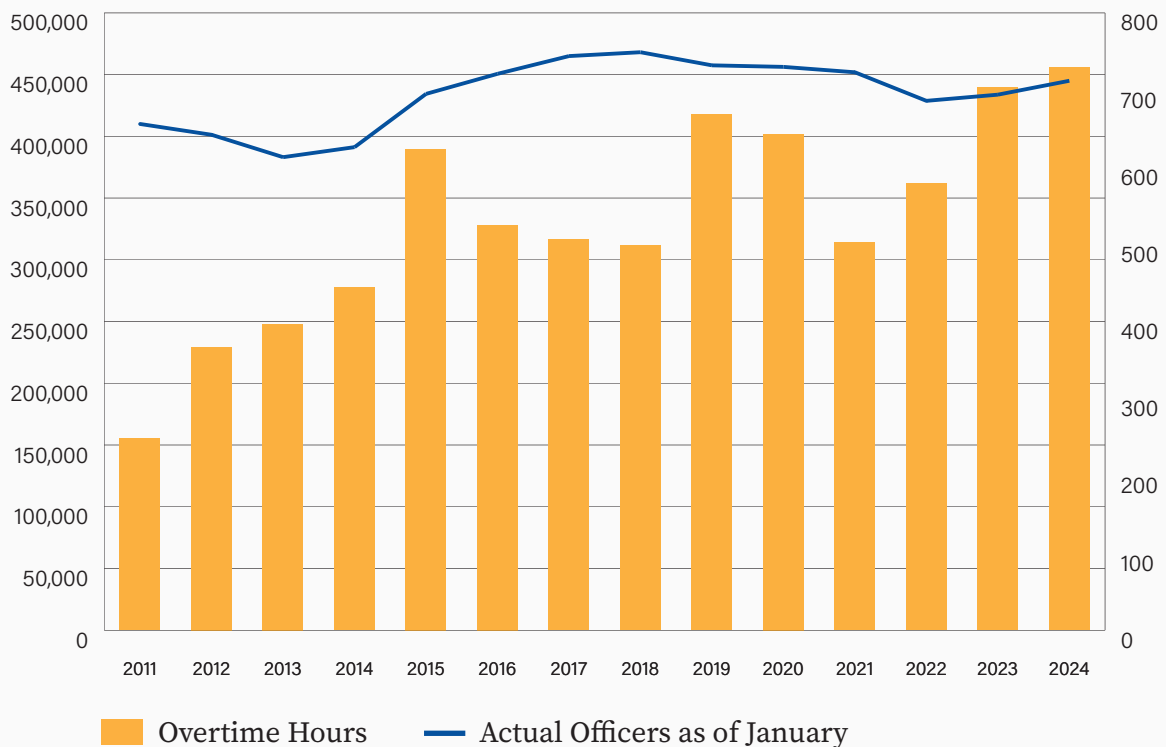


Overtime Hours Do Not Decrease as Officer Staffing Improves or as Crime Rates Decline

In the current fiscal year, officers are on track to claim well over 400,000 hours of overtime costing \$55 million, a new record for the department.⁹ Between 2011 and 2024, overtime use increased by over 300,000 hours annually or nearly 200% despite an 8.5% improvement to staffing levels over that same time period.¹⁰

There is little evidence that recent declines in officer staffing levels in fiscal years 2021 and 2022 have driven increased overtime hours. Overtime hours actually decreased in those years. Instead, as officer staffing levels began to improve in 2023, overtime hours also rose sharply, increasing by 22% in just one year. While crime did spike in 2023, overtime hours have continued to increase as crime rates have declined. In 2024, Part 1 crimes, which includes serious offenses like murder and assault as well as major property crimes like burglary and auto theft, were down 33% as compared to 2023. However, overtime hours increased by 4%. In 2025, Part 1 crime rates are on pace to decrease another 42%. However, overtime costs are on track to exceed prior year levels.¹¹

Sworn Officer Overtime Hours and Officer Staffing Levels



Even prior to the pandemic, there is little evidence that adding staff reduced overtime usage. Between 2011 and 2014, the department employed on average 634 officers and averaged approximately 227,000 hours of overtime annually. Then, from 2015 to 2019, officer staffing levels increased 15%, however, average overtime hours also increased by 55%. In total, overtime use has grown by an average of 27,000 hours annually or 11% each year regardless of staffing level fluctuations.

Voters recently approved Measure NN, which provides funding for the city to increase officer staffing levels up to 700, potentially reducing overtime use. However, based on historical trends, policymakers cannot assume that overtime will decrease without stronger management controls. As discussed in the next sections, it is also not clear that increased overtime use in recent years was intentional or planned as part of a coordinated response to crime, but rather, recent increases are predominantly officer initiated.



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Staffing



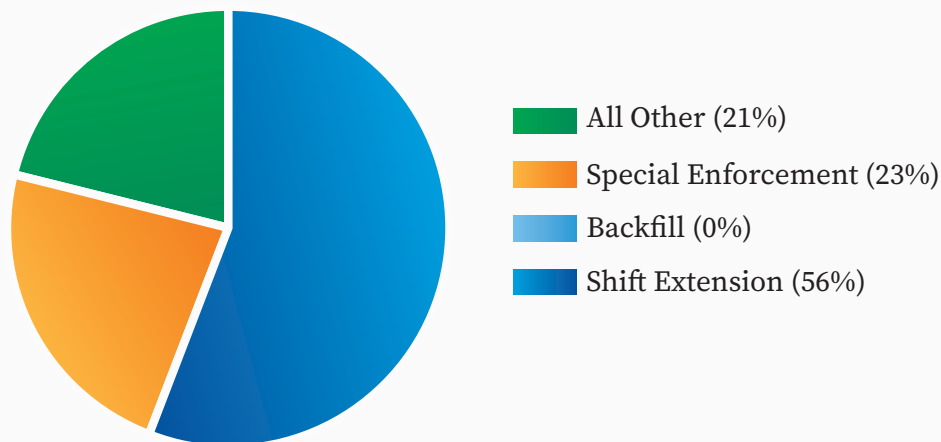
Overtime

Officer Initiated Overtime is the Primary Driver of Increased Overtime Since 2019 while Backfill Overtime has Declined

Of the 53,975 in total increased overtime hours between 2019 and 2024, the majority, 56%, fall into a category called shift extensions. Shift extensions do not require prior approval from a manager and may be officer initiated in order to complete a call, finish implementing an order from a superior officer or fill out a report at the end of a shift.

Shift extension overtime hours have increased by nearly 50% over pre-pandemic levels while the cost of shift extension overtime has increased by nearly 70%. Much of this increase occurred in just 2022-2023, when shift extensions increased by 22,506 hours or 36% in just one year.

Increase in Overtime Hours from Fiscal Years 2019-2020 to 2023-2024 by Type



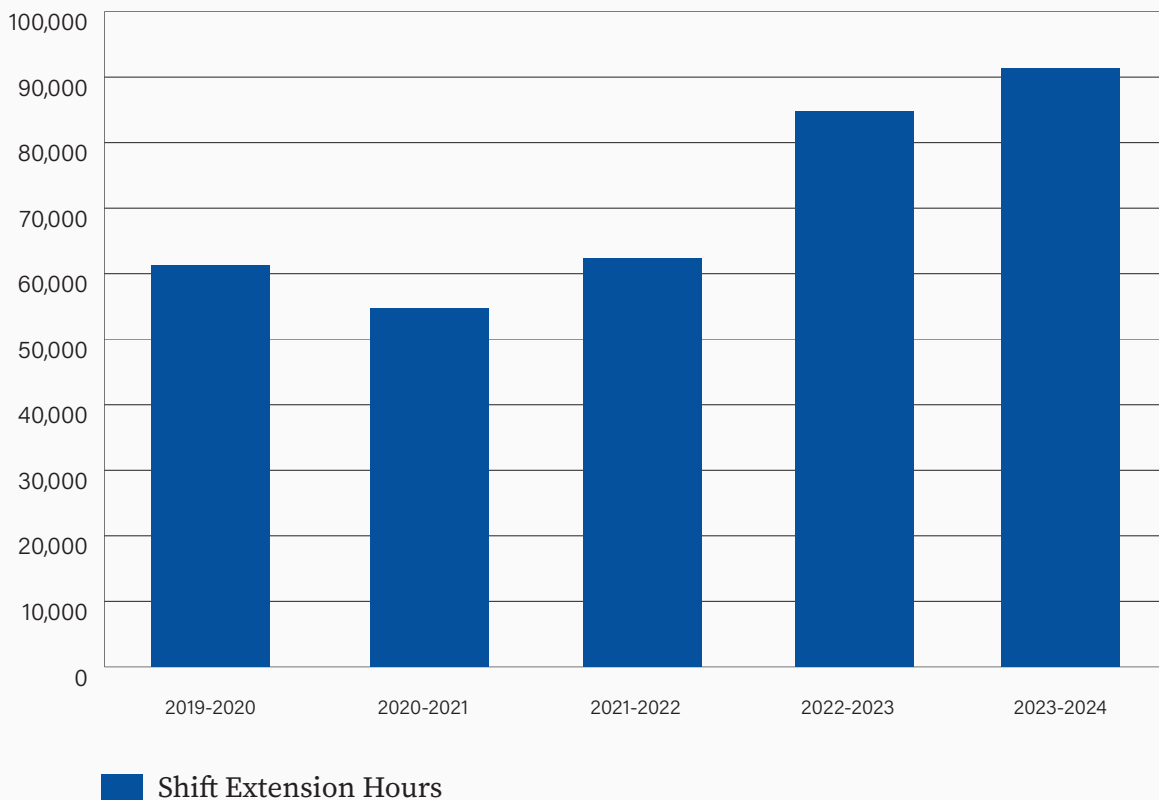
The city does not currently track whether officers are repeatedly extending their shifts in violation of department policies nor does it enforce limits on overuse of shift extensions.¹² The relatively broad authority for individual employees to extend shifts is also unique among Oakland city departments and among other large Bay Area police departments. Oakland officers are permitted to work overtime without management approval for a wide range of activities, including finishing an investigation, attending administrative proceedings, writing reports and completing trainings.

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Shift Extension Overtime Hours



Oakland's fire department does not allow employee-initiated shift extensions under any circumstances and other large Bay Area police departments require prior approval from a commanding officer for work that in Oakland does not. For example, the City of San Francisco only allows unapproved overtime use in emergencies and the City of San Jose requires prior approval from a lieutenant or higher for investigation follow up or report writing.¹³

Other large categories of overtime spending have declined or remained level since fiscal year 2019-2020. Backfill overtime, which is used to backfill officer absences and meet minimum staffing requirements, declined 41% and overtime for special enforcement grew by only 7%. This is compared to elevated levels of special enforcement during civil unrest in the spring of 2020, suggesting that the city has maintained uniquely high levels of special enforcement overtime, but it has not been the source of recent spikes. This progress in some areas of overtime is being offset by large increases in every other overtime category.

In addition to shift extensions, there have also been substantial increases to acting higher rank overtime and administrative investigations, which increased 141% and 86% respectively over the time surveyed. As discussed in later sections, dramatic increases in administrative investigation overtime could be offset by better staffing organization and civilianization.



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Change in Overtime Hours from Fiscal Years 2019-2020 to 2023-2024 by Type

Overtime Type	2019-2020	2023-2024	Change	% Change
Acting Higher Rank	7,025	16,956	9,931	141%
Administrative Investigation	10,843	20,136	9,293	86%
Shift Extension	61,199	91,411	30,212	49%
Backfill	57,730	34,124	(23,606)	-41%
Special Enforcement	178,100	190,533	12,433	7%
All Other	87,122	102,834	15,712	18%
Total	402,018	455,993	53,975	13%

Change in Overtime Costs from Fiscal Years 2019-2020 to 2023-2024 by Type

Overtime Type	2019-2020	2023-2024	Change	% Change
Acting Higher Rank	\$620,354	\$1,706,452	\$1,086,098	175%
Administrative Investigation	\$957,508	\$2,026,487	\$1,068,979	112%
Shift Extension	\$5,404,275	\$9,199,603	\$3,795,328	70%
Backfill	\$5,097,939	\$3,434,239	-\$1,663,700	-33%
Special Enforcement	\$15,727,404	\$19,175,241	\$3,447,837	22%
All Other	\$7,693,447	\$10,349,214	\$2,655,767	35%
Total	\$35,500,839	\$45,891,136	\$10,390,297	29%

The City Auditor has Recommended Improvements to Overtime Controls, However OPD has Failed to Implement Them

In 2015 and 2019, the City Auditor issued scathing reports on the police department's mishandling of overtime management. The most recent audit included 21 different recommendations.¹⁴ To date, 13 remain unimplemented or only partially implemented.¹⁵ These findings fall broadly into three areas: stricter enforcement of departmental policies, creating better management and tracking systems and renegotiating labor agreements.

One of the primary audit findings was that OPD does not enforce its own overtime policies. The current voluntary overtime policy limits overtime hours an officer can work within a week and also prohibits overtime while on certain types of paid leave. The auditor found that these provisions were rarely enforced, identifying thousands of policy violations within fiscal year 2017-2018 alone. To date, recommendation number 13, "the Department should either adhere to its Voluntary Overtime Policy or revise it" is considered only partially implemented by the auditor. The auditor also recommended exploring fiscal year limits on total overtime hours per officer, in line with policies at other similar agencies.



“Overtime scheduling, approvals and payment occur through a patchwork system of paper approval slips, informal selling of shifts between officers and electronic scheduling and payroll systems that are not integrated.”



The auditor also recommended changes to overtime scheduling and tracking systems, as the department cannot currently track in real time how much it is spending on overtime, who is working overtime shifts and whether overtime complies with existing policy before it is approved. **Overtime scheduling, approvals and payment occur through a patchwork system of paper approval slips, informal selling of shifts between officers and electronic scheduling and payroll systems that are not integrated.** According to information provided via public records request, the fire department is in the process of implementing an integrated payroll and schedule management platform that would allow overtime approvals, scheduling and payments to be recorded in a single system. After implementation in the Fire Department, this system could be extended to OPD. The Mayor's proposed budget includes implementation of this system, however if the department overspends and other departments are asked to implement deeper cuts, implementation of the system could be at risk. Currently, neighboring cities like San Francisco and San Jose are implementing real-time dashboards for overtime monitoring.¹⁶

In addition to stricter policy controls and better management systems, the auditor also found that Oakland has the highest limit for accrual of compensatory time in lieu of overtime among large California cities.¹⁷ Officers can elect compensatory time off at a rate of 1.5 times hours worked instead of overtime pay. In total, officers are able to accrue over 300 hours of compensatory time a year in addition to other paid time off, the highest limit the auditor found. When an officer takes compensatory time, another officer often has to work overtime to cover their shift. That officer may also accrue compensatory time, creating the need for more overtime. Officers may also cash out compensatory time and as a result, accrual of leave balances are considered a long-term liability that the city must account for in its financial reporting. In 2015, the auditor found that officers had accrued 63,522 hours in compensatory time liability. At present day hourly overtime costs, this would represent a leave liability of over \$6 million. Reducing accrual balances by half would reduce the city's long-term liabilities by \$3 million.

Full compliance with all audit recommendations will require a clear commitment and mandate from city leadership and an action plan with clear benchmarks. Past administrations disagreed with the auditor recommendations to limit overtime per officer on a fiscal year basis and therefore did not explore it.¹⁸ A new overtime policy was drafted and enacted in 2020, however the department could not verify compliance with the policy and no clear plan for accountability was implemented.¹⁹ The 2024 audit follow-up stated that the implementation of the new system had been delayed due to delays in upgrading the city's Oracle system, which had experienced funding cuts, despite the fact that implementation of a better system could create budget savings.²⁰ No MOU provisions were negotiated due to the Oakland Police Officers Association (OPOA) and Oakland Police Management Association (OPMA) receiving contract extensions in 2022, two years before the contracts were up for negotiation. The upcoming budget process as well as the expiration of OPOA and OPMA agreements in 2026 create an opportunity for policy makers to finally commit to full compliance.

OPD's Staffing Structure Places an Unusually High Number of Officers in Administrative Roles Rather than Patrol or Criminal Investigations

As Oakland residents struggle with slow response times and low crime clearance rates,²¹ there has been extensive focus on OPD's patrol staffing levels and whether more officers are needed to meet community demand. However, there has been less focus on the department's organizational structure and whether sworn staffing resources are being used efficiently.

For a department of its size, Oakland commits a relatively large share of sworn personnel to functions like investigations of officer misconduct, recruiting and background checks, public information, information technology and internal performance auditing.²² Most of these functions have been previously identified and approved for transition to civilian staff, some of them as early as 1995 when an analysis by the Police Executive Research Foundation identified 58 sworn positions in the department that could be shifted to civilian personnel. Follow up studies on civilianization were conducted by the city in 2008 (47 positions identified for civilianization)²³ and 2013 (25 positions identified).²⁴ To date, many of these roles have never been civilianized, despite the existence of alternative job classifications and approval from city council.

Even in cases where the civilianization process has started, there has been backsliding, with sworn officers returning to civilian roles while budgeted civilian positions remain vacant (see description in table below of Intake Technicians in Internal Affairs). **In total, this analysis identified at least 38 officer roles that had previously been identified and approved for civilianization between 2008 and 2023, but sworn officers are still performing the work.** In total, these officers could be redeployed to offset between 79,000 to 83,000 hours of overtime, creating over \$8 million in cost savings. Civilianization would also eliminate sworn officer overtime hours in functions like administrative investigations, training, recruitment and background, which currently account for over 46,000 hours of officer overtime. This would eliminate an additional \$5.2 million in spending.²⁵

Civilianization of these roles would be immediately actionable, with alternative positions already created and, in some cases, already budgeted. In addition to these 38 positions, council has given policy directives to explore additional civilianization opportunities in criminal and traffic investigations since 2021 that have not been acted upon.²⁶

Positions Identified for Civilianization

Function	Number of Officer Positions Previously Identified for Civilianization	History	Current Status of Civilian Positions (Based on March, 2025 Position Control List)
Information Technology	2	Positions were first identified for civilianization in 2008 . Civilianization of one position was approved in the 2020 midcycle budget . The civilian position remains vacant and two officers are still staffing the unit.	1 Fleet Compliance Coordinator is currently budgeted. The position is proposed to be frozen in the 2025 biennial budget.
Internal Affairs Division (IAD)	22	Identified for civilianization in 2008 . Full civilianization was opposed by OPD leadership , however civilianization process was initiated for administrative complaint intake functions. A civilian job classification for compliant intake was created in 2013 and received approval from the Negotiated Settlement Agreement Compliance Director , however backsliding has occurred and Intake Technician duties are currently performed by four sworn officers alongside civilian staff. Full civilianization of investigative and administrative functions were approved in the 2020 and 2023 adopted budgets but not implemented.	1 vacant, funded Intake Technician position is available. In 2023, civilian positions were budgeted in the CPRA to enact a full civilianization of all IAD functions, however the positions were never filled and subsequently frozen in the 2024-2025 midcycle budget. Civilian Intake Technician and Civilian Complaint investigators in CPRA and OPD were impacted by layoffs in early 2025 and will be moved to other roles or reverted to lower positions. Sworn officers remain performing the work.
Recruitment and Background	2	A 2008 civilianization study recommended civilianizing two Sergeants and replacing the role with two Police Personnel Operations Specialists. Only three civilian employees currently work in the unit, including one Police Personnel Operations Specialist. The unit includes four Police Officers and one Sergeant.	2 Police Personnel Operations Specialists are currently budgeted. These positions are proposed to be frozen in the 2025 biennial budget.
Training	8	In the 2008 civilianization study , the department identified the need to replace sworn officers on training staff with 3 Civilian Range Masters, 1 Police Services Manager I, and 4 Administrative Analysts II's. There are currently no range masters employed by the city, no Police Services Manager I's are employed in the Training Division and there are no Administrative Analysts in the Training Unit. There are currently 17 budgeted officers in the unit.	No positions currently available. However, there are over 30 vacant, funded civilian positions. The department could add/delete existing vacancies as needed to prioritize civilianization of these roles.
Public Information	1	Civilianization included in the 2020 midcycle budget . Two officers remain budgeted in the unit.	1 Public Information Officer position is currently budgeted. This position is proposed to be frozen in the 2025 biennial budget.
Office of the Inspector General	3	Transition to the City Administrators Office and full civilianization was approved in the 2012-2013 midcycle budget . One Police Audit Manager and 2 Police Performance Auditors were approved and funded. Four officers remain working in the unit.	No positions currently available. However, there are over 30 vacant, funded civilian positions. The department could add/delete existing vacancies as needed to prioritize civilianization of these roles.
Total	38		

Overtime Categories

Acting Higher Rank overtime is paid to individuals who act in a higher rank on overtime, such as a Sergeant serving as an acting Lieutenant.

Administrative Investigation overtime allows OPD to conduct investigations into potential misconduct or other malfeasance by a member of OPD. Such an investigation may result from a personnel complaint or other Internal Affairs matter. It is also used to conduct use of force investigations.

Backfill overtime allows OPD to fill a position during the absence of the regularly assigned person and meet minimum staffing levels in Patrol.

Callback overtime allows OPD to request an employee return to work after completing his/her shift and leaving the work site. For example, an investigator may be called back to work to interview a suspect in custody.

Canine overtime allows each employee regularly assigned and working to be compensated fifteen (15) hours per month for ordinary care and informal training of their assigned dog.

Community Meeting overtime allows OPD to attend general community meetings to strengthen community trust and build relationships.

Court overtime allows OPD to respond to subpoenas or give depositions in job-related court appearances during off-duty hours.

Extension of Shift overtime allows OPD to extend the current shift of an employee to complete critical tasks on an extension or hold-over basis. For example, an employee's shift may be extended to complete an on-scene investigation or report related to an incident that just occurred.

Holiday overtime allows OPD to maintain minimum staffing levels during scheduled holidays. OPD must comply with overtime requirements outlined in applicable Memorandum of Understanding.

Recruiting/Background overtime allows OPD to recruit members and conduct background investigations for Departmental employment. This task is critical to ensure acceptable staffing levels.

Special Events overtime allows OPD to provide police services at sporting events and parades.

Special Enforcement overtime allows OPD to plan and participate in special actions such as violence suppression projects (such as those related to Ceasefire), special task forces, human trafficking operations, and crowd management events that are not covered by Special Events overtime.

Training overtime allows OPD to prepare or present a training course and prepare or participate in Police Academy critical incidents.

End Notes

1. See [Second Quarter Revenue and Expenditure Report](#), 2025.
2. Data gathered from Fourth Quarter Revenue and Expenditure Reports.
3. Staffing data and budgeted officer data gathered from OPD Biannual Staffing Reports.
4. OPD's overtime budget doubled from [\\$15 million in fiscal year 2019-2020](#) to [\\$32 million fiscal year 2021-2022](#) and the city was [found to be in compliance with the auditor's recommendation to realistically budget for overtime as of 2021](#). The overtime budget has since been [adjusted upward to \\$44 million](#), however the department is now projected to spend [\\$55 million](#).
5. From [Moody's](#): "The negative outlook incorporates the near-term financial headwinds facing the city. Expenditure growth continues to outpace revenue growth largely due to public safety costs exceeding budget, leading to current and out-year budget gaps."
- From [Fitch](#): "Furthermore, there is growing political pressure from residents and businesses to expand public safety efforts, which has led to increased public safety personnel and overtime pay. Current fiscal 2025 projections show police expenditures 16% (\$52 million) above the adopted budget and fire 21% (\$34 million) above budgeted levels. Public safety is more than half of all general fund expenditures. The political pressure to enhance public safety is so great that it was one of the main contributors to the mayor's recall."
- From [S&P](#): "The rating reflects our view of Oakland's significant structural budgetary imbalance for fiscal 2025 largely driven by public safety overspending, the city's recent deficit in fiscal 2024, and forecast structural imbalance through fiscal 2028."
6. See [Mayor's budget transmittal letter](#).
7. From the [Second Quarter Revenue and Expenditure Report](#): "Initial plans to scale back OPD overtime and were expected to save \$25.15 million; however, revised estimates now anticipate lower savings to \$14.45 million due to operational constraints and staffing needs that prevent further reductions at this time."
8. See [Budget Advisory Commission Resident Survey](#).
9. Trend data is based on data on sworn overtime hours through November 2024 provided via public records request. Monthly overtime has trended down slightly in the later months of fiscal year 2024-2025, however management anticipates that final overtime spending will land at \$55 million. See [Second Quarter Revenue and Expenditure Report](#), 2025.
10. Data on overtime hours specific to sworn officers is only available back to 2011 through city auditor reports. Prior data reporting does not separate sworn officers from civilian personnel. See Table 1 for details on other data sources.
11. See year to date crime reporting for [2025](#) and year end data for [2024](#). 2024 total overtime spending can be found [here](#).
12. According to [a 2019 analysis by Harvey Rose](#), 12 officers claimed over 500 hours of shift extension overtime alone in one year. This analysis was notably conducted prior to the substantial increase in fiscal year 2023. As part of this analysis, we requested the amount of shift extension hours approved by a manager and were told that the department does not track shift extension approvals.
13. See the [City of San Jose's departmental overtime controls](#). Also see [San Francisco's Overtime Rules and Reporting](#).
14. 2015 report can be found [here](#) and 2019 report can be found [here](#).
15. See the [auditor's December 2024 follow up report](#).
16. See San Francisco's [response to auditor recommendation 1.2](#). Also see [page 17 of San Jose's bi-monthly financial report for January and February, 2025](#).
17. The auditor surveyed San Francisco, San Jose, Los Angeles, Sacramento, Fresno, Bakersfield, Santa Ana, San Diego and Anaheim. The average comp time accrual limit among these cities was 148 hours.
18. See [2022 audit recommendations follow up report](#), page 12.
19. See [2022 audit follow up report](#), page 11.
20. See [2024 audit follow up report](#), page 22.
21. According to the Center on Juvenile & Criminal Justice, the City of [Oakland has an incredibly low Part 1 Crime Clearance rate of 1.5%](#). The department has [stated that this data](#), which is self-reported to the federal government by the department, is inaccurate, but has not provided accurate figures.
22. In total, San Jose and San Francisco each budget approximately 5% and 4% of their sworn officers for these functions respectively compared to 8% in Oakland. For Internal Affairs alone, Oakland currently budgets 22 sworn officer positions, effectively 3% of total sworn staffing. San Jose and San Francisco each budget 1% of sworn staffing for internal affairs. See [San Jose's 2021 audit of police staffing](#) and [San Francisco's 2023 study](#) of police department staffing for more information on organization of the two departments.
23. See [2009 report on civilianization](#).
24. See [2013 report on civilianization](#).
25. Based on analysis of data provided through information request.
26. See [policy directive 11a](#) from Councilmembers Bas, Fife, Kalb and Gallo.