



OFFICE OF THE INSPECTOR GENERAL

MEMORANDUM:

***OPD'S TRANSITION TO THE
NATIONAL INCIDENT-BASED REPORTING SYSTEM***



DALZIEL BUILDING • 250 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA

Monday, March 11, 2024

Dear Members of the Public,

In 2021, the Federal Bureau of Investigation (FBI) designated the National Incident-Based Reporting System (NIBRS) as the national standard for reporting crime data. In years prior, the FBI encouraged law enforcement agencies to adopt NIBRS as their reporting system. Before NIBRS, the Summary Reporting System (SRS) was the primary data reporting system used by law enforcement agencies. To date, the Oakland Police Department (OPD) remains one of roughly 2,500 law enforcement agencies that still utilize SRS. Consequently, the OIG recommends the Oakland Police Commission request OPD prioritize submitting a strategic plan to reach NIBRS reporting compliance, including a clear timeline that contains periodic status updates.

NIBRS is a reporting system that improves the quality and accessibility of crime data collected by law enforcement agencies. The system mandates the collection of details on each crime incident, as well as separate offenses within the same incident. Potential data gathered includes information on crime victims, offenders, relationships amongst involved parties, and impacted property. NIBRS and SRS differ primarily in their data collection goals. SRS is a summary of crime data within a given jurisdiction, meaning departments report the number of criminal offenses and incidents cleared by criminal offense type monthly. This provides an overview of what crimes were occurring and how often they were cleared¹, but limited details on each incident.

NIBRS is incident-based and requires law enforcement agencies to submit data about each incident that contains a relevant criminal offense. Each incident can contain up to 10 offenses. Per NIBRS's website, an incident likely corresponds to an individual crime, whereas an offense is the law broken while the crime was committed. For example, a burglary where a resident is assaulted with an illegal weapon is a singular incident but contains several offenses. All crimes committed within an incident occur roughly at the same time and place, with likely matching offender(s). Incident-level data includes greater details on when and where an incident occurred, as well as demographics (if known) of the offender and victim.

The comprehensive data collected in NIBRS can improve law enforcement agencies' and cities' ability to make strategic decisions. Uniformed information also allows municipalities to compare data across other jurisdictions. For example, NIBRS data shows violent crime in San Diego is about 20% more likely to occur on a public thoroughfare than in a private residence. However, in

¹ Cleared means that the offender was either identified, charged, and arrested or the department identified and located the offender but was unable to arrest due to circumstances beyond their control. The full description of clearance provided by the FBI can be found here: <https://ucr.fbi.gov/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/clearances>



Hayward, violent crime is about 50% more likely to occur in a private residence. In understanding how patterns of violent crime differ, these departments can optimize their limited resources. As of May 2023, 77% of people in the United States are living in municipalities covered by NIBRS-reporting agencies.²

Status of NIBRS in Oakland

To date, the OPD still employs SRS despite indicating their desire to fully adopt the NIBRS model. In its 2020 Annual Report, OPD listed a “transition to NIBRS” as an expected outcome in 2021.

Figure 1: 2020 OPD Annual Report Crime Analysis Section Expected Outcomes for 2021

<p><u>Expected Outcomes for 2021</u></p> <ol style="list-style-type: none">1. <i>Reduce crime.</i>2. <i>Strengthen community trust and relationships.</i>3. <i>Achieve organizational excellence through the following efforts.</i> <p style="text-align: right;">Page 67</p>
<p>Operations:</p> <ul style="list-style-type: none">• Continue to provide high-quality analytical products to BFO 1 and BFO 2 via the specialized patrol analysts.• Continue to provide in-depth pattern and series analysis of robbery via specialized investigative analysis.• Continue to provide in-depth shooting cluster analysis via specialized investigative analysis.• Continue to provide in-depth residential and commercial burglary analysis via specialized investigative analysis.• Expand CrimeView Dashboard's use throughout the agency.• Prepare for integration with the new CAD/LRMS system at the end of the year.• Prepare for the transfer to the FBI's National Incident Based Reporting System (NIBRS).

OPD's 2021 Annual Report, again outlined its commitment by listing “Prepare for the transfer to the FBI's National Incident-Based Reporting System (NIBRS)” as an action to take in 2022. Nevertheless, OPD has yet to submit a single month of NIBRS data. as of December 2023.

² *National Incident-Based Reporting System (NIBRS)*. (n.d.). Bureau of Justice Statistics. Retrieved December 26, 2023, from <https://bjs.ojp.gov/national-incident-based-reporting-system-nibrs>



Figure 2: OPD 2021 Annual Report Crime Analysis Section Expected Outcomes for 2022

<u>Expected Outcomes for 2022</u>
<u>Goals</u>
Goal 1: Reduce Crime To Improve Public Safety.
Goal 2: Improve Community Engagement and Strengthen Community Trust.
Goal 3: Develop and foster a high-quality, involved, and respected workforce.
Goal 4: Demonstrate Sustained Compliance with the Negotiated Settlement Agreement.
Goal 5: Prepare for the Future of Police Service Delivery.
<u>Actions</u>
<ul style="list-style-type: none"> Continue to provide high-quality analytical products to BFO 1 and BFO 2 via the specialized patrol analysts. Continue to provide in-depth pattern and series analysis of robbery via specialized investigative analysis. Continue to provide in-depth shooting cluster analysis via specialized investigative analysis. Resume in-depth residential and commercial burglary analysis via specialized investigative analysis. Prepare for integration with the new CAD/LRMS system during the first quarter of 2022. Prepare for the transfer to the FBI's National Incident Based Reporting System (NIBRS)

Cost of NIBRS Transition

The largest barrier to a NIBRS transition for agencies appears to be the cost. Incident-level reporting significantly increases the data a department must store and submit. To offset these costs, the Bureau of Justice Statistics (BJS) and the FBI continue to support NIBRS compliance via public grants.

Figure 3: Grant Funding for NIBRS Transition in California³

Agency	Funding Year	Amount Awarded
LAPD, LA County Sheriff, SFPD (Joint Application) ⁴	2022	\$2,248,126
LAPD, LA County Sheriff, SFPD (Joint Application) ⁵	2023	\$3,500,000
OPD (Added Requirement of Unrelated Grant Funding) ⁶	2020	\$12,389 (Approx.)

³ In total 120 agencies have received some form of funding for NIBRS transition via grants from the Criminal Justice Information Services (CJIS) and National Crime Statistics Exchange (NCS-X). These grants totaled more than \$120 million. <https://www.justice.gov/opa/speech/file/1563061/dl?inline=>

⁴ FY 2022 California Law Enforcement Transition to NIBRS—Rapid Deployment Model Project. (2022, August 22). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/opportunities/o-bjs-2022-171414>

⁵ FY 2023 California Law Enforcement Transition to NIBRS—Rapid Deployment Model Project. (2023, August 4). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/opportunities/o-bjs-2023-171814>

⁶ Ahern, G. J. (2020). 2019 Edward J. Byrne Memorial Justice Assistance Grant. Alameda County Sheriff's Office. https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_10_06_20/PUBLIC%20PROTECTION/Regular%20Calendar/Sheriff_301532.pdf



Agency	Funding Year	Amount Awarded
Blythe (CA) Police Department ⁷	2019	\$298,350
Alameda County Sheriff ⁸	2017	\$1,249,311

If necessary, OPD should explore funding opportunities from the BJS and California DOJ to transition to NIBRS. While dedicated funding for NIBRS projects largely ended in 2019, due to the conversion deadline of January 2021⁹, ongoing deployment projects in California may indicate funds are still available for agencies proactively seeking them out.

Conclusion and Recommendation

Although OPD has repeatedly indicated a desire to complete the NIBRS transition, they have yet to achieve this goal. Completing this transition is crucial, as each year the transition is delayed OPD, and the entire City of Oakland, lose access to comparative crime data. The OIG acknowledges a primary barrier to adopting NIBRS is cost. However, data transparency must be prioritized as it is vital to an effective government structure and community trust.

Therefore, the OIG recommends the Police Commission, in consultation with the OPD and City Administration, seek funding assistance from the California DOJ and BJS to transition to NIBRS. Additionally, the OIG recommends the Police Commission request OPD prioritize the NIBRS transition, and that they provide regular progress updates at Police Commission meetings. Collaboration and prioritization from all City of Oakland stakeholders with this effort would provide an avenue for greater transparency and community trust. Attached to this memorandum is OPD's official response.

Sincerely,

Michelle N. Phillips, Inspector General

City of Oakland, Office of the Inspector General

⁷ Blythe Police Department (BPD) National Crime Statistics Exchange (NCS-X). (2019, September 16). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/awards/2019-fu-cx-k004>

⁸ Alameda County Sheriff's Office (ACSO) NCS-X Implementation Program. (2017, September 23). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/awards/2017-mu-cx-k051>

⁹ Office of Justice Programs. (2019). FY 2020 Program Summaries. US Department of Justice. <https://www.justice.gov/jmd/page/file/1150341/download>

OPD'S OFFICIAL RESPONSE



MEMORANDUM

TO: Michelle Phillips
Inspector General
Office of the Inspector General

FROM: Darren Allison
Interim Chief of Police
Oakland Police Department

SUBJECT: OPDs Transition to the National
Incident-Based Reporting System

DATE: March 8, 2024

The purpose of this memorandum is to respond to the Office of Inspector General's (OIG) request for a progress update on the Oakland Police Department's (OPD) transition from the Uniform Crime Reporting (UCR) Summary Reporting System (SRS) to the National Incident-Based Reporting System (NIBRS).

EXECUTIVE SUMMARY

This report provides an update on the Department's efforts to transition to NIBRS reporting.

BACKGROUND

In 2021, the Federal Bureau of Investigation (FBI) designated NIBRS as the national standard for reporting crime data. In previous years, the FBI encouraged law enforcement agencies to adopt NIBRS as their reporting system. Before NIBRS, the Summary Reporting System (SRS) was law enforcement agencies' primary data reporting system. OPD is one of approximately 2,500 law enforcement agencies that still use SRS. As a result, the OIG recommends that the Oakland Police Commission request that OPD prioritize submitting a strategic plan to achieve NIBRS reporting compliance. This plan should include a clear timeline with periodic status updates.

ANALYSIS

OPD acknowledges the importance of transitioning from SRS to NIBRS and has made it a priority to accomplish this. However, the Department's current Law Enforcement Records Management System (LRMS) is the primary obstacle to this change. LRMS, a Motorola system created in 1998, was purchased by OPD in 2002, installed in 2004, and went live in 2005. LRMS is over 25 years old and severely dated, leading to numerous limitations, including NIBRS reporting.

In approximately 2015, a Request for Proposal (RFP) was issued to select a vendor to replace the Department's Computer-Aided Dispatch (CAD) and Records Management Systems (RMS). In 2017, OPD collaborated with the Information Technology Department (ITD) to implement the new systems, and work on this project began in early 2018. This process has faced numerous challenges, particularly with the RMS portion of the system, due to technology limitations that would have significantly increased the time required for an officer to complete a police report. Consequently, ITD and OPD decided to move forward with the CAD portion of the system with

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Motorola but opted to select another vendor for the RMS portion. However, implementing a new RMS can only occur after the CAD system is fully installed.

The Department anticipates completing the CAD upgrade by August 2024. The RMS project will commence upon completion of the CAD upgrade, with Mark43 currently identified as the RMS vendor. The RMS upgrade is expected to take approximately 12-18 months. Based on this timeline, the Department anticipates transitioning to NIBRS reporting in early 2026.

I have attached a sample project schedule detailing the pre-execution to project closeout for the RMS upgrade. Please note that this is a sample and is subject to change based on several factors, including the completion of the CAD upgrade and any unforeseen issues that may arise associated with both projects.

For questions regarding this report, please contact Deputy Director Kiona Suttle, Bureau of Services, at ksuttle@oaklandca.gov.

Attachment: RMS Implementation Sample Schedule

A handwritten signature in blue ink, appearing to read 'Darren Allison', is positioned above the printed name.

Darren Allison, Interim Chief of Police
Oakland Police Department

Reviewed by:
Dr. Carlo Beckman, Project Manager II
OPD, Bureau of Services

Prepared by:
Kiona Suttle, Deputy Director
OPD, Bureau of Services



QUESTIONS? EMAIL OIG@OAKLANDCA.GOV