

CITY OF OAKLAND

BUDGET ADVISORY COMMISSION

Notice is hereby given that a meeting of the City of Oakland Budget Advisory Commission (BAC) is scheduled for **Wednesday, April 08, 2026, at 6:00 PM**

The Budget Advisory Commission will be held in City Hall Hearing Room 2.

Members of the Public have the following options to observe the meeting:

1. Watch the meeting on KTOP using Granicus.
2. Use the Zoom link attached to this agenda to remotely observe the meeting.

Commission Members:

Mandela Bliss, Larisa Casillas, Mike Forbes, Ben Gould, Mike Petouhoff, Karen Roye, Jane Yang, Stephisha Ycoy-Walton, Vanessa Zamora, Rana Bader Matly

City Representative(s):

Tiffany Kirk Patrick, Walter Silva, & Asti Jenkins – Finance Department

Meeting Agenda:

1. Welcome and Admin Matters - 5 min
2. Rebecca Lind and Genan Suleiman, Planning and Building Dept - 20 min
 - General Plan Update Draft Land Use Framework, *ATTACHMENT A*
3. Lydia Barker and Lucy Caldwell, Univ of Arizona Capstone - 20 min
 - Responsible Accountable Consulted Informed (RACI) Onward Oakland Draft, *Attachment B*
 - Onward Oakland, *Attachment C*
 - City of Oakland Budget Process Map, *Attachment D*
4. Michael Houston, City Auditor - 60 min
 - The City Auditor's Office Overview and Police Audits, *Attachment E*
5. Staff Updates and Commissioner's Protocol - 5 min
6. FMC Updates - 5 min
7. BAC 2026 Ad Hoc Updates - 5 min
 - Community Engagement - *including FY27-29 resident survey*
 - Comparative City Analysis
 - Oakland Police Department Overtime
 - Public Safety and Economic Development Nexus
 - Transitional Age Youth Funding
8. Open Forum - 5 min
9. Adjournment

Attachments:

- 1. General Plan Update Draft Land Use Framework, *ATTACHMENT A***
- 2. Responsible Accountable Consulted Informed (RACI) Onward Oakland Draft, *Attachment B***
- 3. Onward Oakland, *Attachment C***
- 4. City of Oakland Budget Process Map, *Attachment D***
- 5. The City Auditor's Office Overview and Police Audits, *Attachment E***
- 6. Smart Public Safety, *Attachment F***
- 7. Nexus of Public Safety and Economic Development, *Attachment G***
- 8. Audit Report, *Attachment H***
- 9. OPD Overtime Context, *Attachment I***

Hello and welcome,

You are invited to a Zoom webinar.

When: April 08, 2026, 6:00 PM Pacific Time (US and Canada)

Topic: Meeting of the City of Oakland Budget Advisory Commission (BAC)

Please click the link below to join the webinar: <https://us06web.zoom.us/j/82745108829> .

Or One tap mobile :

+16694449171,,81584763954# US

+16699006833,,81584763954# US (San Jose)

Or Telephone:

Dial(for higher quality, dial a number based on your current location):

+1 669 444 9171 US

+1 669 900 6833 US (San Jose)

+1 346 248 7799 US (Houston)

+1 719 359 4580 US

+1 253 205 0468 US

+1 253 215 8782 US (Tacoma)

+1 929 205 6099 US (New York)

+1 301 715 8592 US (Washington DC)

+1 305 224 1968 US

+1 309 205 3325 US

+1 312 626 6799 US (Chicago)

+1 360 209 5623 US

+1 386 347 5053 US

+1 507 473 4847 US

+1 564 217 2000 US

+1 646 931 3860 US

+1 689 278 1000 US

Webinar ID: 827 4510 8829

International numbers available: <https://us06web.zoom.us/j/kc4erTBb6i>

R.A.C.I. Chart - Onward Oakland (draft)

R	Responsible
A	Accountable
C	Consulted
I	Informed

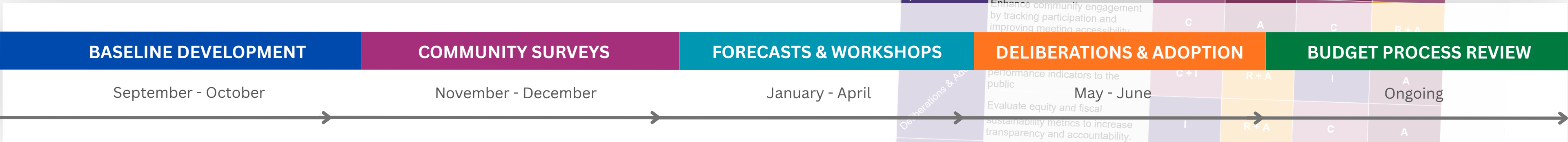
Phase	Recommendation	The Public	City Administrator & Mayor	City Council	Budget Advisory Commission
Baseline Development	Utilize existing data and introduce guiding questions to increase transparency of equity impacts.	I	R + A	A	C
	Establish standardized performance metrics and consistent formatting to evaluate fiscal health.	I	R + A	A	C
Community Surveys	Opportunity for further public education on the City's equity goals in upcoming budget.	I	C	A	R + A
	Improve communication of Mayor & Council fiscal priorities to department leadership prior to departmental meetings.	NA	R + A	C	I
	Request Department of Race and Equity review of community survey questions.	NA	A	I	R + A
Forecasts & Workshops	Enhance accessibility in communication methods with District representatives.	C	R + A	I	A
	Include equity impact goals and statements on Fact Sheets.	I	R + A	A	C
	Enhance community engagement by tracking participation and improving meeting accessibility.	C	A	C	R + A
Deliberations & Adoption	Request department representatives to present performance indicators to the public	C + I	R + A	I	A
	Evaluate equity and fiscal sustainability metrics to increase transparency and accountability.	I	R + A	C	A
Budget Process Review	Establish live dashboards from departments/Finance Department for up to date financial reports.	I	A	C	R + A
	Establish service impact benchmarks to measure the impacts of departmental consolidation.	I	R + A	C	C
	Evaluate public participation outcomes to determine "lessons learned" for future engagement efforts.	C	A	I	R + A

ONWARD OAKLAND

Mapping the City of Oakland's Budget Planning Process
 Providing Recommendations to Increase Transparency and Introduce
 Equity Metrics

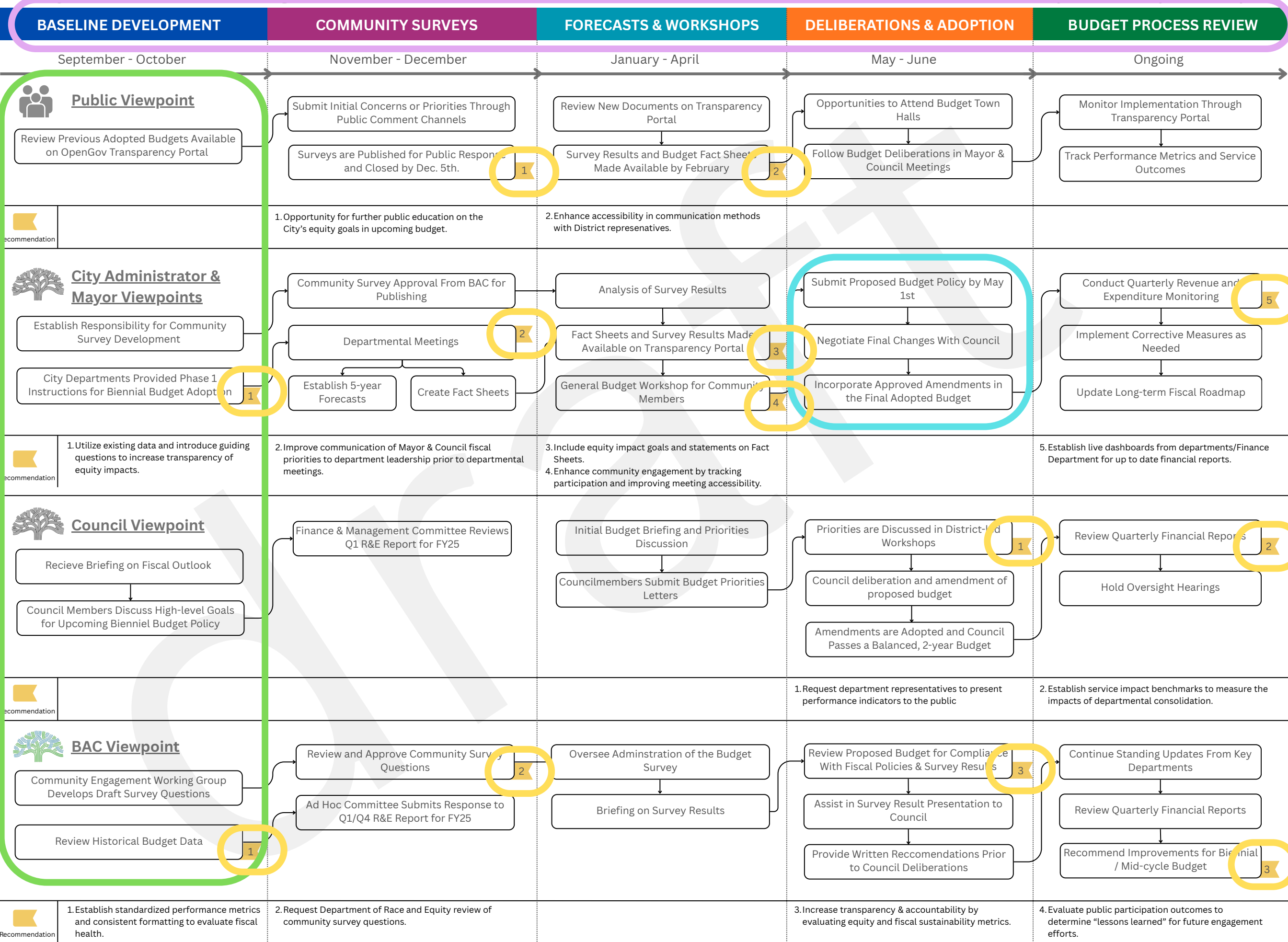
University of Arizona Master of Public Administration Capstone Project
 Lucy Caldwell
 Lydia Barker
 Site Coordinator: Monica Davis, City of Oakland Deputy City Admin.

R.A.C.I. Chart - Onward Oakland (draft)						R	Responsible
						A	Accountable
						C	Consulted
						I	Informed
Phase	Recommendation	The Public	City Administrator & Mayor	City Council	Budget Advisory Commission		
Baseline Development	Utilize existing data and introduce guiding questions to increase transparency of equity impacts.	I	R + A	A	C		
	Establish standardized performance metrics and consistent formatting to evaluate fiscal health.	I	R + A	A	C		
Community Surveys	Opportunity for further public education on the City's equity goals in upcoming budget.	I	C	A	R + A		
	Improve communication of Mayor & Council fiscal priorities to department leadership prior to departmental meetings.	NA	R + A	C	I		
	Request Department of Race and Equity review of community survey questions.	NA	A	I	R + A		
Forecasts & Workshops	Enhance accessibility in communication methods with District representatives.	C	R + A	I	A		
	Include equity impact goals and statements on Fact Sheets.	I	R + A	A	C		
	Enhance community engagement by tracking participation and improving meeting accessibility.	C	A	C	R + A		
Deliberations & Adoption	Integrate performance indicators to the public	C + I	R + A	I	A		
	Evaluate equity and fiscal sustainability metrics to increase transparency and accountability.	I	R + A	C	A		
	Establish live dashboards from departments/Finance Department for up to date financial reports.	I	A	C	R + A		
Budget Process Review	Establish service impact benchmarks to measure the impacts of departmental consolidation.	I	R + A	C	C		
	Evaluate public participation outcomes to determine "lessons learned" for future engagement efforts.	C	A	I	R + A		



City of Oakland Budget Process Map

Commissioned by City of Oakland Deputy City Administrator Monica Davis in January, 2026
 Developed by University of Arizona Master of Public Administration Students Ludia Bosker and Lucy Caldwell in May 2026



PURPOSE & ELEMENTS OF PROCESS MAP

Phases
 Starting in the Fall prior to the biennial budget adoption, 5 phases of the planning process are identified.

Viewpoints
 Or stakeholders/decision makers.

Steps
 Activities by each group during the phases of the budget planning process.

Recommendations
 Areas of opportunity for optimization and increased transparency.


See accompanying Implementation Plan for additional details on the proposed recommendations.
 Key resources used to develop this process map include the "Timeline of Oakland's Budget Process" (<https://openbudgetoakland.org/budget-process/>) and the Budget Advisory Commissions' "Assessment and Recommendations, City Budget Process 2025-2027" Memorandum.

PURPOSE & ELEMENTS OF RACI CHART

Phase Column

Recommendations are organized by the phases identified in the **Process Map**.

Recommendation Column

Recommendations are consistent with the yellow flags  on the **Process Map**.

City Departments Provided Phase 1 Instructions for Biennial Budget Adoption 1

R.A.C.I. Chart - Onward Oakland (draft)

R	Responsible
A	Accountable
C	Consulted
I	Informed

Phase	Recommendation	The Public	City Administrator & Mayor	City Council	Budget Advisory Commission
Baseline Development	Utilize existing data and introduce guiding questions to increase transparency of equity impacts.	I	R + A	A	C
	Establish standardized performance metrics and consistent formatting to evaluate fiscal health.	I	R + A	A	C
Community Surveys	Opportunity for further public education on the City's equity goals in upcoming budget.	I	C	A	R + A
	Improve communication of Mayor & Council fiscal priorities to department leadership prior to departmental meetings.	NA	R + A	C	I
	Request Department of Race and Equity review of community survey questions.	NA	A	I	R + A
Forecasts & Workshops	Enhance accessibility in communication methods with District representatives.	C	R + A	I	A
	Include equity impact goals and statements on Fact Sheets.	I	R + A	A	C
	Enhance community engagement by tracking participation and improving meeting accessibility.	C	A	C	R + A
Deliberations & Adoption	Request department representatives to present performance indicators to the public	C + I	R + A	I	A
	Evaluate equity and fiscal sustainability metrics to increase transparency and accountability.	I	R + A	C	A
Budget Process Review	Establish live dashboards from departments/Finance Department for up to date financial reports.	I	A	C	R + A
	Establish service impact benchmarks to measure the impacts of departmental consolidation.	I	R + A	C	C
	Evaluate public participation outcomes to determine "lessons learned" for future engagement efforts.	C	A	I	R + A

Viewpoints / Groups

The main stakeholders & decision makers in the budget planning process, consistent with the **Process Map**.

RACI Assignments

Based on current roles and responsibilities, each group is assigned as **responsible, accountable, consulted, and/or informed** for each recommendation.

Implementation Plan Format

BASELINE DEVELOPMENT

RECOMMENDATION

Utilize existing data and introduce guiding questions to increase transparency of equity impacts.

EXISTING EFFORTS

City departments provide equity impact statements.

OPPORTUNITIES & FEASIBILITY

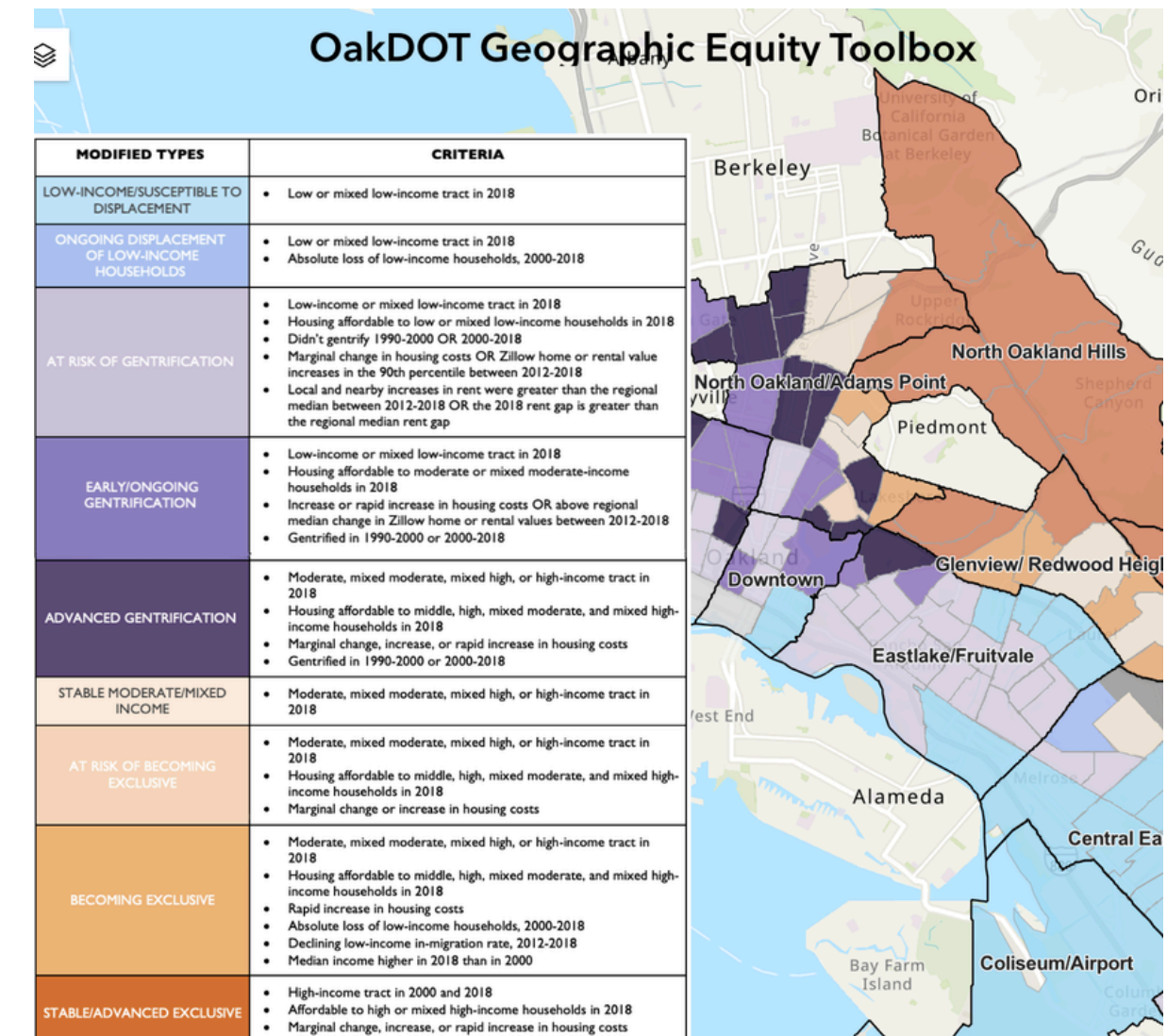
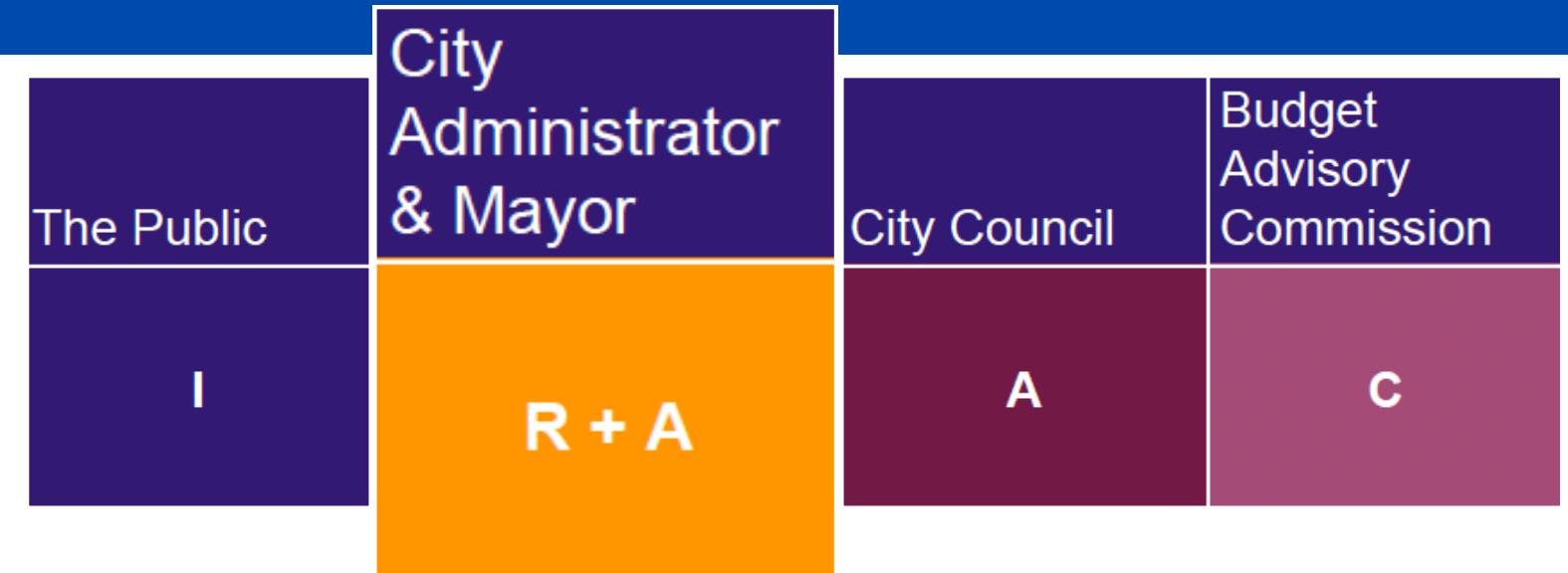
Utilize existing data (Geographic Equity Toolbox) to measure the impacts of financial decisions.

Introduce a “Guiding Questionnaire” to aid department leadership in identifying impacts.

OUTSIDE EXAMPLE / IDENTIFIED BEST PRACTICE

Nashville, TN: Budget Equity Tool

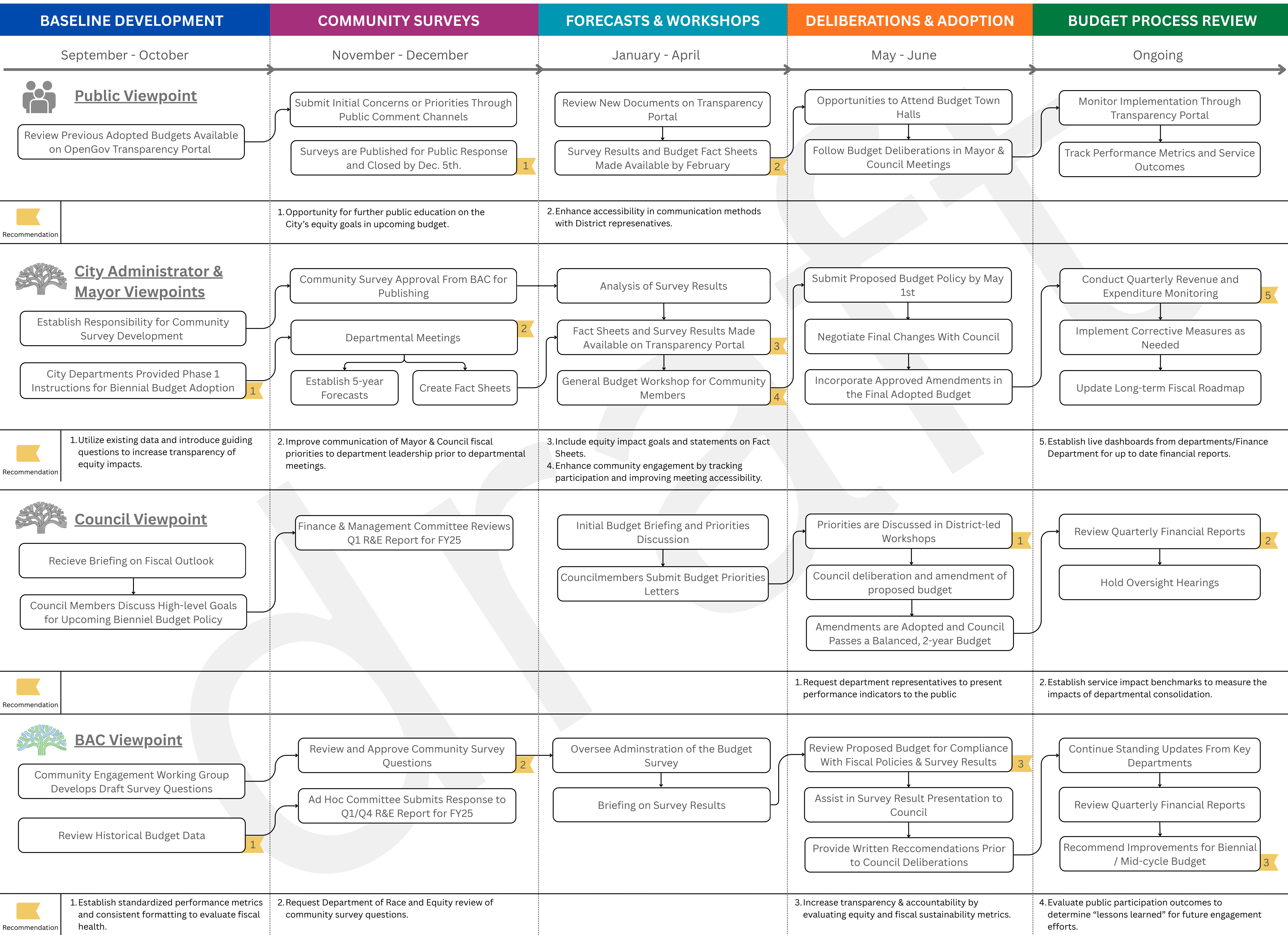
San Jose, CA: Budgeting for Equity Worksheet



City of Oakland Budget Process Map

Based on Oakland's FY25-27 Adopted Budget Policy

Commissioned by City of Oakland Deputy City Administrator
 Monica Davis in January, 2026
 Developed by University of Arizona Master of Public Administration
 Students Lydia Barker and Lucy Caldwell in May, 2026



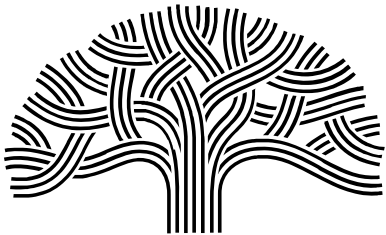
See accompanying Implementation Plan for additional details on the proposed recommendations.
 Key resources used to develop this process map include the "Timeline of Oakland's Budget Process" (<https://openbudgetoakland.org/budget-process/>) and the Budget Advisory Commissions' "Assessment and Recommendations, City Budget Process 2025-2027" Memorandum.

General Plan Update (GPU) Draft Land Use Framework

Presentation to the Budget Advisory
Commission

04.08.2026

Planning and Building Department
Rebecca Lind, Genan Suleiman



CITY OF
OAKLAND



Agenda

- General Plan Update (GPU) Background
- Draft Land Use Framework
- Land Use and Transportation
- Parks and Open Space
- Other Related Topics
- Discussion
- Next Steps

General Plan Background

What is the Oakland General Plan?



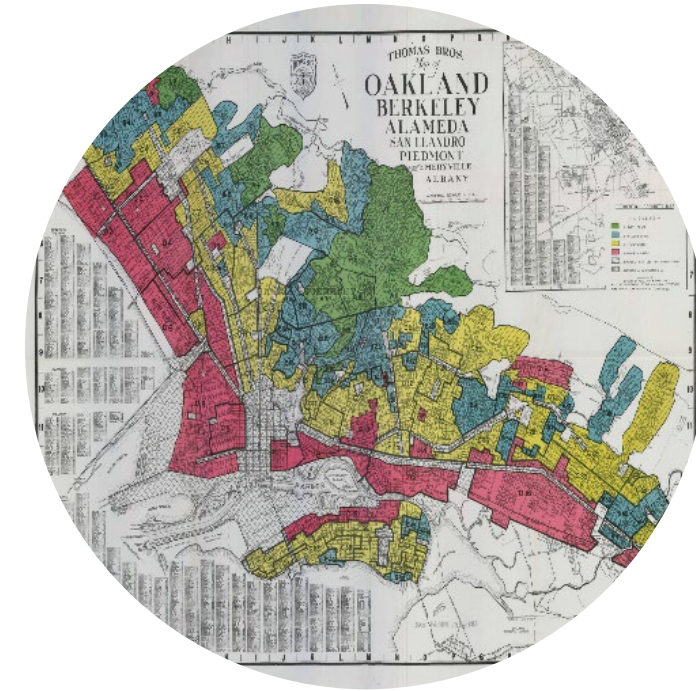
"Constitution" for future growth and development

Establishes citywide vision, supporting goals, policies, and implementation measures



Identifies past challenges & accomplishments

Provides direction for future development



Opportunity to Reduce Racial Inequities & Do Inclusive Engagement

Engage our community in the planning and decision-making process

General Plan Equity Goal and Guiding Principles

Advance racial equity by establishing more just policies related to land uses, parks and open space, and transportation

- Ensure people have homes in a healthy environment and feel safe
- Celebrate Oakland's many cultures and identities
- Support good jobs and economic opportunities
- Create better-connected neighborhoods
- Ensure that all communities can access essential services and resources

Phase 2 Elements

- **Land Use and Transportation Element (LUTE)**
 - Address population growth, housing, arts and culture, jobs
 - Outline what can be built in different places
 - Build a transportation system where people can get around safely and easily
- **Open Space, Conservation, and Recreation (OSCAR) Element**
 - Create equitable, well-maintained, accessible network of parks and rec facilities
 - Preserve open space and enhance connections to open space

Phase 2 Elements

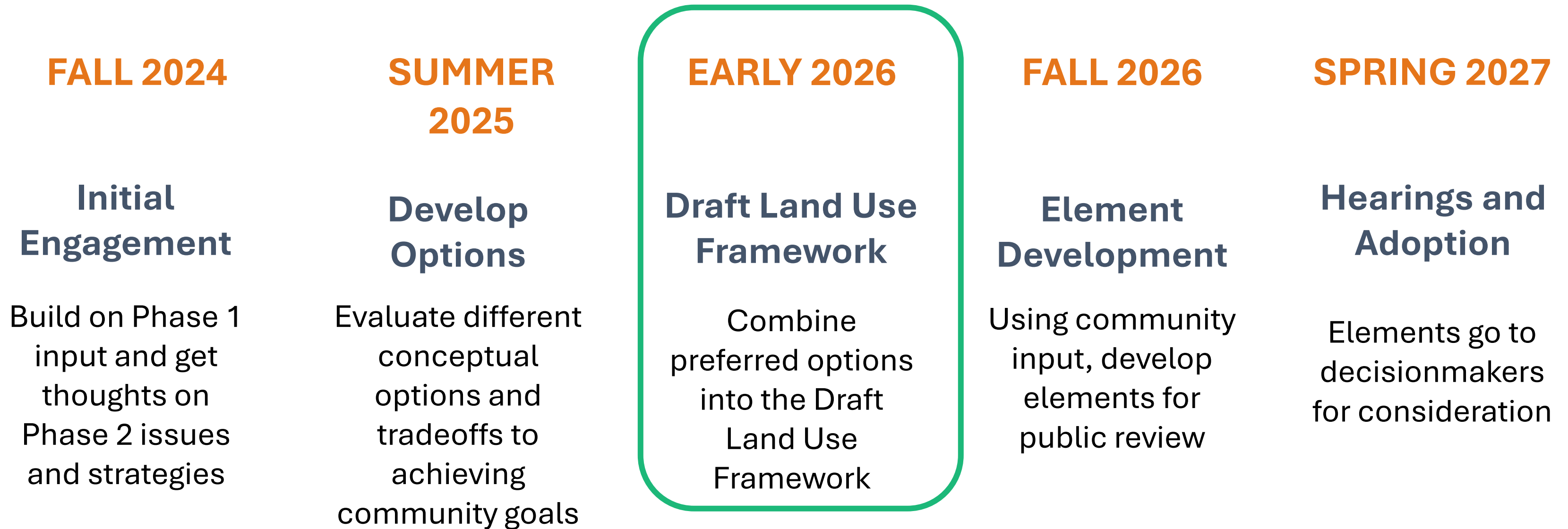
- **Infrastructure and Capital Facilities Element**

- Plan for well-maintained, resilient, and high-quality critical systems, like water and sewage, electricity, and internet
- Support an equitably distributed and well-maintained network of public facilities, like libraries, educational facilities, and civic buildings

- **Noise Element**

- Minimize and mitigate the adverse effects of noise pollution on public health from various sources such as industrial activities and transportation

Phase 2 Timeline



***Community engagement opportunities sharing out of how input has been incorporated and decisionmaker meetings will occur at all steps**

Draft Land Use Framework

What is the Draft Land Use Framework?

- A high-level document that shows what Oakland land use will look like in the future (**maps**), and how the City will get there (**key strategies**)
- Serves as the **basis for developing detailed policies** in the Phase 2 Elements
- Based on **community input** and preferred ideas from the Options for How we Stabilize and Grow

Community Engagement

- 1 Oakland High student project
- 12 pop-up events
- 13 walking tours
- 14 deep listening sessions and focus groups
- 15 public meetings
- 17 other events
- 21 comment letters
- 757 responses to Options Survey
- 1300+ people reached directly
- 1.6M people reached through ads



Images show participants on the MCPD walking tour (top) and a pop-up at Oakland Museum (bottom)

Shared Community Priorities

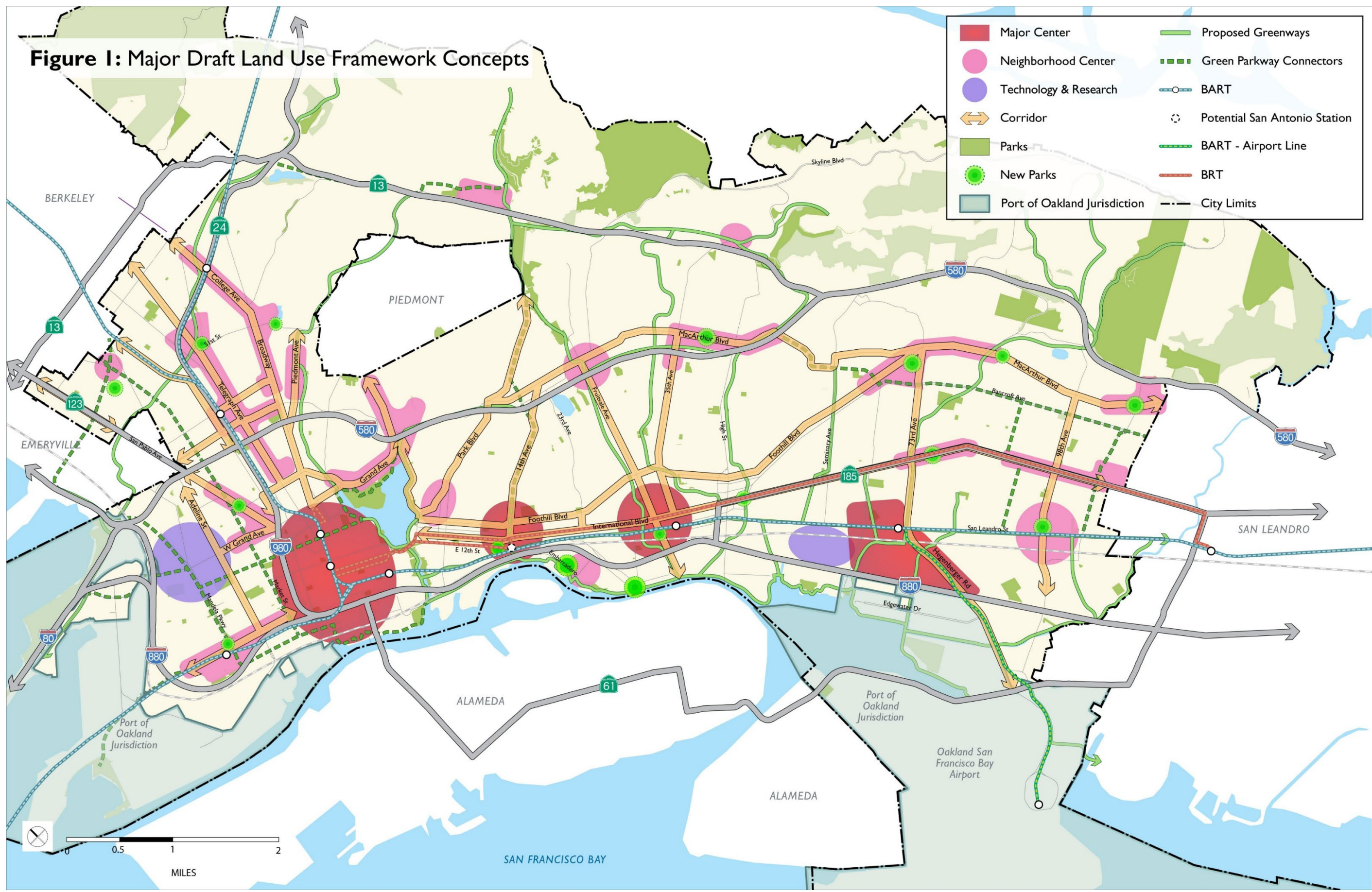
- Celebrate and invest in Oakland's history and culture
- Support equitable communities by encouraging neighborhood centers where people have access to everyday needs
- Improve transit safety, frequency, and accessibility for all users
- Capture jobs in forward-looking industries while supporting existing businesses and entrepreneurs
- Invest in increased maintenance of parks, streets and sidewalks, public spaces, and community facilities such as libraries
- Expand parks, greenways, and shoreline access
- Promote development of affordable housing and anti-displacement strategies

Overall Strategy: City of Neighborhoods

Envision a connected city of walkable neighborhoods, multimodal transit and accessible public spaces with high-quality amenities and services

- **Neighborhood Centers:** Everyday services within walking distance. Improved walking, biking, and transit connections between neighborhoods
- **Downtown & Major Centers:** Downtown, San Antonio, Fruitvale, Coliseum will serve as key major centers
- **Vibrant Corridors & Transit Hubs:** High-density, mixed-use along major corridors & near BART stations
- **Technology and Research Centers:** New hubs to capture jobs in technology, innovation industry, life sciences, advanced manufacturing, and artisan production

Figure 1: Major Draft Land Use Framework Concepts



■ Major Center	— Proposed Greenways
■ Neighborhood Center	- - - Green Parkway Connectors
● Technology & Research	— BART
⇄ Corridor	○ Potential San Antonio Station
■ Parks	— BART - Airport Line
● New Parks	— BRT
■ Port of Oakland Jurisdiction	- - - City Limits

Land Use Concepts

- Neighborhood centers in **pink** polygons
- Technology and research areas in Upper West Oakland and west of the Coliseum in **purple** circles,
- Major centers in **red** shapes in Downtown, Fruitvale, San Antonio, and near the Coliseum.
- **Green** circles represent proposed locations for new parks

Land Use and Transportation

Land Use and Transportation Strategies

Create **mixed-use, walkable neighborhoods** by promoting a mix of housing types, restaurants, small businesses, facilities, etc. in neighborhood centers

- Locate parks and open spaces close to homes, and neighborhood centers
- Support public art and streetscape design
- Improve walking and biking connections between neighborhood (new bike lanes, slow streets, bike rental stations, safe sidewalks, and wayfinding)
- Support better transit use to meet climate goals
- Reduce vehicle speeds in neighborhood centers and residential areas
- Create new public spaces and plazas

Land Use and Transportation Strategies

- Work with AC Transit to **optimize bus service** and improve service on North-South bus lines
 - Allowing higher densities & building heights in core neighborhood centers and along corridors
 - New Transit-Oriented Mixed-Use land use category to support high-density housing near transit
 - Lay foundation for a future infill BART station in San Antoino neighborhood
- Minimize conflicts between residential and industrial land
- Enhance accessibility and safety features in urban design
- Collaborate with communities to develop more detailed policies

Technology and Research Hubs

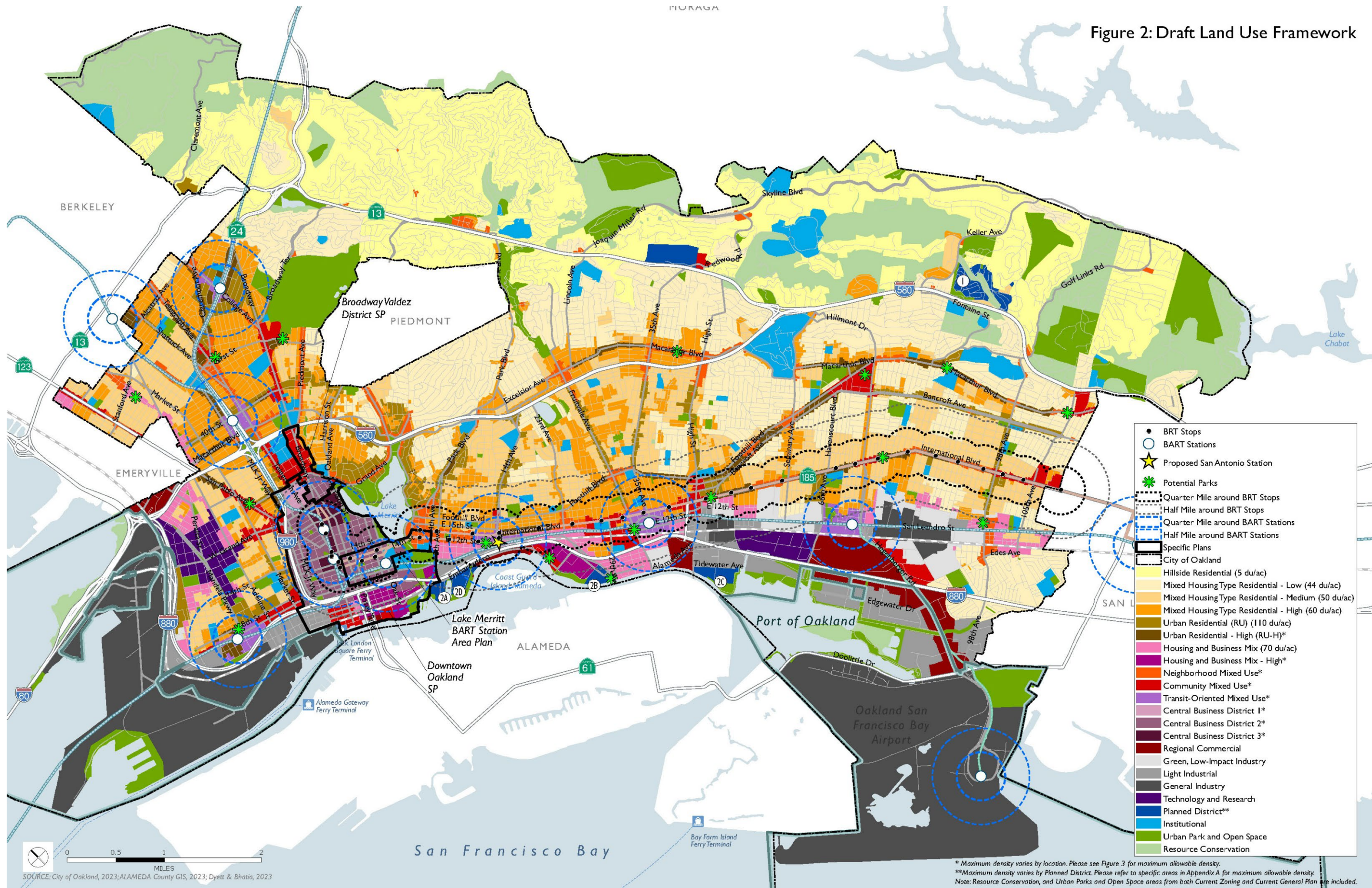
- Create two new technology and research hubs in West and East Oakland
- Support technology, life sciences, green economy, advanced manufacturing and artisan production jobs
- Infrastructure and facilities improvements to support higher intensity uses
- Couple with policies on workforce development, jobs training, and career pipelines



Longshot utilizes West Oakland industrial space to craft new aerospace technology. Credit: Kelly Sullivan

Image shows worker welding at Longshot aerospace startup in West Oakland.

Figure 2: Draft Land Use Framework



Land Use Designations

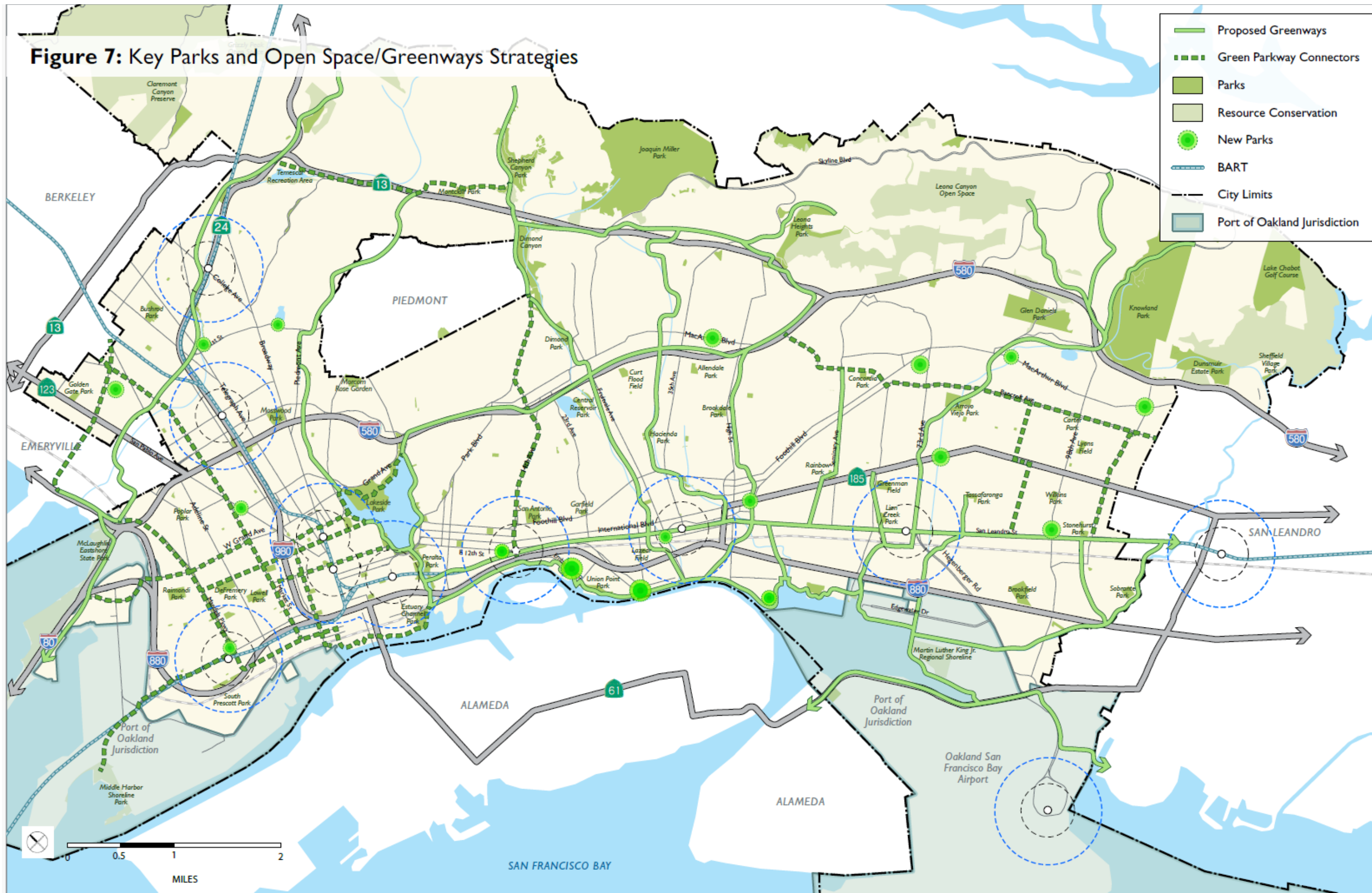
- **Orange** and **brown** areas represent increased density around corridors to support better transit
- **Dark purple** are new Technology and Research Areas
- **Light purple** shows Transit Oriented Mixed Use areas near BART stations

Parks and Open Space

Parks and Open Space Strategies

- Create a greenway network to connect neighborhoods, promote active transportation, recreation, improve natural habitats and access to open space
- Prioritize park and open space investments in EJ Communities
- Set standards for park maintenance and programming
- Support and protect natural resources like creeks, trails, and regional parks
- Find opportunities to use open space for tribal cultural resource preservation
- Support unhoused residents who use open spaces as places of refuge

Figure 7: Key Parks and Open Space/Greenways Strategies



Parks, Open Space & Greenways

- Green circles represent proposed locations for new open spaces
- Thick green lines show proposed greenway network
- Green dashed lines are the city's existing bicycle boulevards
- Dark green areas are parks
- Light green areas are for resource conservation

Other Related Topics

Housing, Economic Development, Arts and Culture

- Ongoing Housing Element Implementation promotes affordable housing near transit, amenities, and services
- Support programs that connect residents with jobs, especially in tech and research
- Support small business through assistance, training, and funding programs
- Ensure inclusive commercial spaces and business retention, including community-serving and culturally specific businesses
- Integrate arts, culture, and history into neighborhood centers
- Preserve, strengthen, and expand cultural districts

Infrastructure and Environment

- Prioritize equitable distribution of and explore opportunities to co-locate public facilities such as libraries, recreation centers, and resilience hubs across neighborhoods
- Prioritize capital improvement and maintenance funding for community resilience hubs. Explore other funding sources for infrastructure projects
- Proactively plan for sea level rise and flooding
- Continue implementing EJ Element, ECAP, Urban Forest Plan, and support urban greening projects

Discussion

Discussion Questions

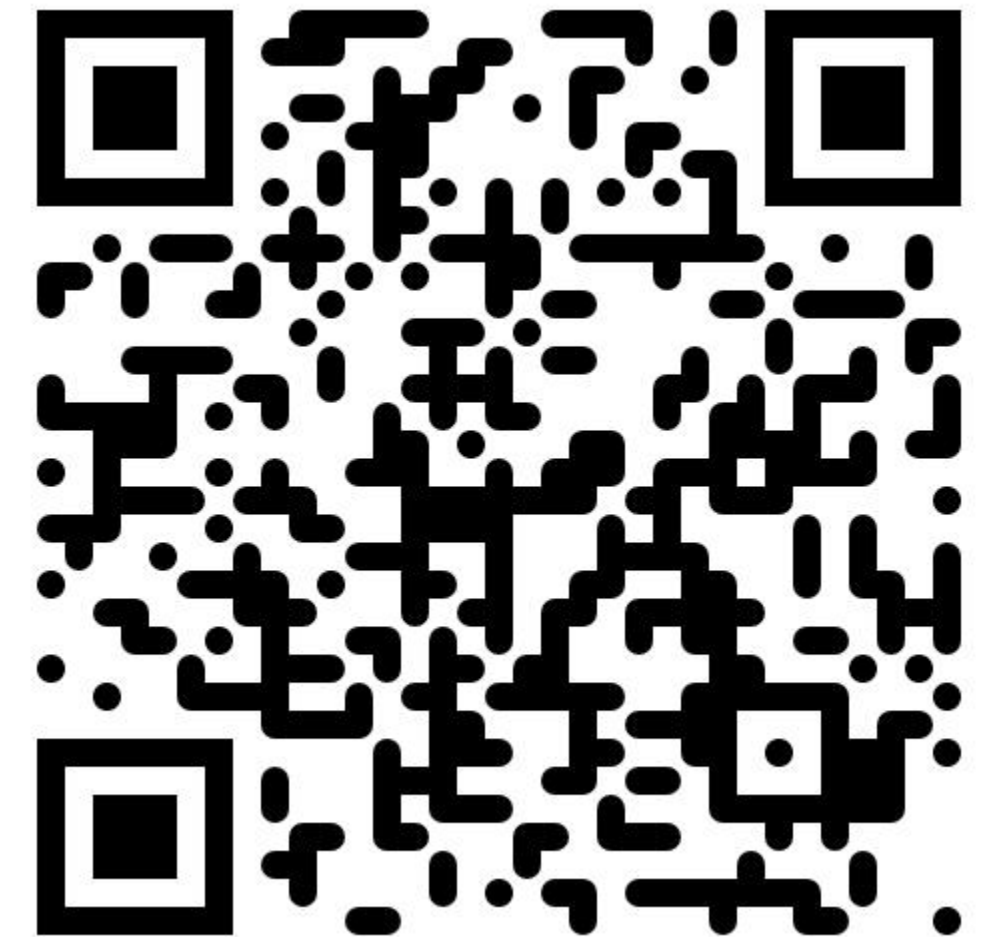
- Does the overall strategy and maps advance the GPU Goal and Guiding Principles?
- Do these strategies help achieve your Commission's priorities?
- What ideas for specific policies do these strategies raise?
- Is anything missing?




Next Steps

Draft Framework Engagement

- Provide comments on the Draft Framework until **April 23**
- Boards and Commissions presentations through beginning of April
- Attend a pop-up event or workshop in your district
- Visit the website to see upcoming events and sign up for the mailing list: **oaklandca.gov/gpu**



QR Code to review
Framework



The City Auditor's Office Overview and Police Audits

Presentation to the
Budget Advisory Commission
April 8, 2026

Michael C. Houston
City Auditor

Tonight's Agenda



- The Team
- Role and Responsibilities
- Performance Audits
- Audit Recommendation Follow-Up
- Police Overtime Audit of 2019
- Annual Work Plan
- Audit of Police Emergency Response Times of 2025
- Audit Work Plan
- Police-related Audit Topics
- Connecting With Us
- Questions & Answers, Open Forum

Meet the Team



City Auditor



Assistant City Auditor



Assistant to the City Auditor



Performance Audit Manager



Outreach & Engagement Advisor



Senior Performance Auditor



Senior Performance Auditor



Performance Auditor



Senior Graduate Fellow

The Office of the City Auditor's Role

The Office shines a light on City operations and programs, so Oakland residents, businesses, officials, and the general public can see:

- ✓ What their government does,
- ✓ How well their government performs, and;
- ✓ How their government can improve.

The City Auditor's Office adheres to Government Auditing Standards by the Comptroller General of the United States.

The image displays a report cover and a letterhead. The yellow cover page on the left is for a report titled "GOVERNMENT AUDITING STANDARDS 2024 Revision" from the United States Government Accountability Office (GAO), dated February 2024. The white letterhead on the right is from the Association of Local Government Auditors, dated September 25, 2025, addressed to Mr. Michael C. Houston, City Auditor of Oakland. The letterhead includes the organization's logo and a list of review procedures. A large green seal with the word "PASSED" and five stars is overlaid on the right side of the letterhead. The seal is circular with a banner across the middle. The text "PASSED" is written in a bold, sans-serif font. The stars are arranged in a semi-circle above the banner. The seal is placed over the "Dear City Auditor Houston," and the beginning of the letter's body text.

United States Government Accountability Office
By the Comptroller General of the United States

GAO

February 2024

GOVERNMENT AUDITING STANDARDS
2024 Revision

Association of Local Government Auditors

September 25, 2025

Honorable Mr. Michael C. Houston, MPP, CIA
City Auditor
Office of the City Auditor
City of Oakland
One Frank H. Ogawa Plaza, 4th Floor
Oakland, CA 94612

Dear City Auditor Houston,

We have completed a peer review of the Oakland Office of the City Auditor for the period January 2022 to December 2024. In conducting our review, we followed the standards and guidelines contained in the Peer Review Guide for Assessing Compliance with Government Auditing Standards published by the Association of Local Government Auditors.

We reviewed the internal quality control system to determine whether your internal quality control system was adequately designed and operating effectively to provide reasonable assurance of compliance with Government Auditing Standards requirements. Our review procedures included:

- Reviewing the audit manual and working papers
- Reviewing internal control procedures
- Reviewing a sample of audit engagements and working papers
- Reviewing documentation of independence, training, and development of audit staff
- Interviewing audit staff and management

Due to variances in individual performance and judgment, the Oakland Office of the City Auditor's internal quality control system was adequately designed and operating effectively to provide reasonable assurance of compliance with Government Auditing Standards and applicable legal and regulatory requirements for engagements during the period January 2022 to December 2024. The Oakland Office of the City Auditor received a rating of pass, pass with deficiencies, or fail. The Oakland Office of the City Auditor has received a rating of pass.

Based on the results of our review, it is our opinion that the Oakland Office of the City Auditor's internal quality control system was adequately designed and operating effectively to provide reasonable assurance of compliance with Government Auditing Standards and applicable legal and regulatory requirements for engagements during the period January 2022 to December 2024.

Very truly yours,

Maxine Pacheco
Maxine Pacheco
Audit Analyst
Office of the County Auditor
County of Hawaii

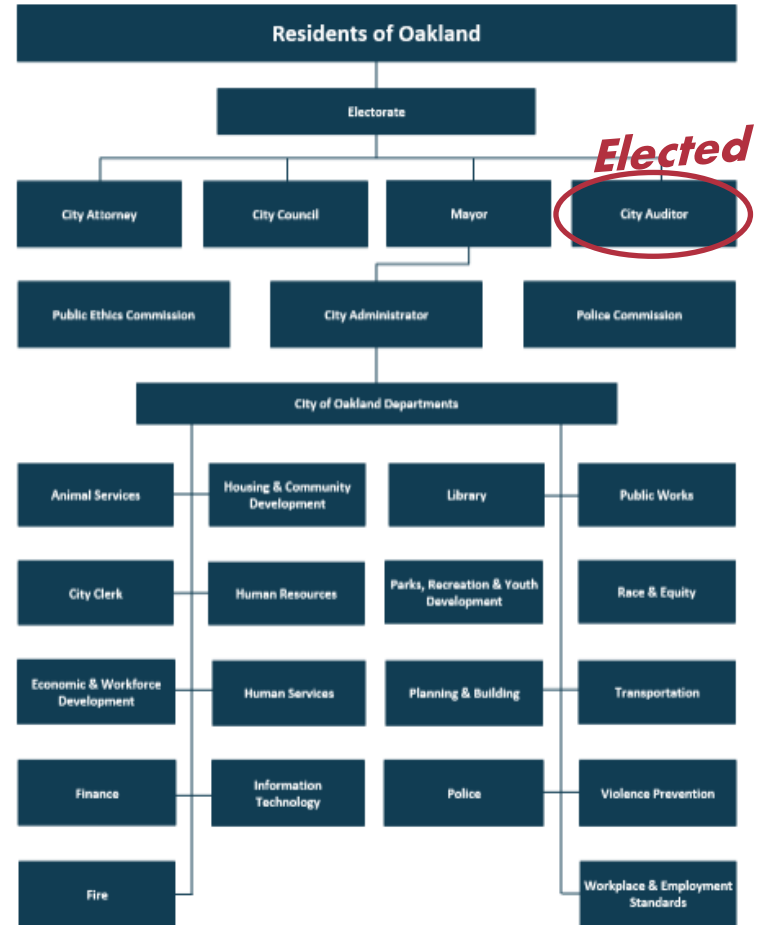
Brenda K. Nelson, CISA
Brenda K. Nelson, CISA
Auditor Manager
Office of the Salt Lake County Auditor
Salt Lake County

GAO-24-106786

The City Auditor's Authority & Duties

City Charter and municipal code state that, among other things, the independent City Auditor shall have the power **and duty** to:

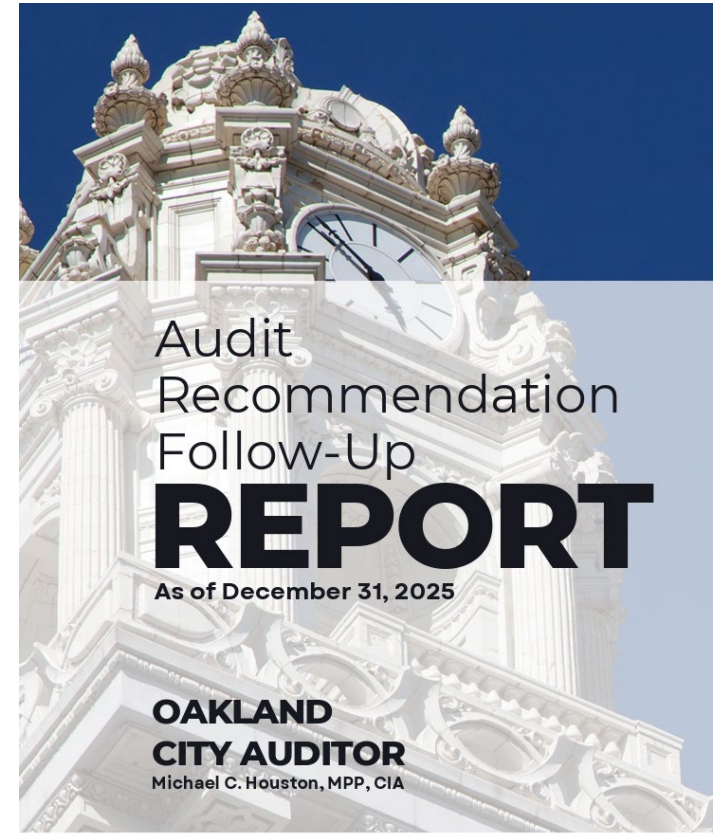
- ✓ Complete independent Financial Analyses for ballot measures
- ✓ Investigate Whistleblower Complaints



Performance Audits

- ✓ **What is a performance audit?** Evaluations of City departments, programs, and services against leading practices and other criteria, intended to improve efficiency, effectiveness, and equity.
- ✓ **How does the City benefit from performance audits?** Performance audits recommend ways to get more out of City government for Oakland residents and businesses. Recommendations also identify ways that the City can better meet its service objectives.
- ✓ **What specifically can your office audit?** Everything – per section 403 of the City Charter.
- ✓ **What is the audited departments' role in or during an audit?** The audit process is collaborative, with regular opportunities for staff to meet with the audit team. As the experts, City staff show how they do their jobs and explain why things are done the way they are done. We want City staff to provide candid feedback.

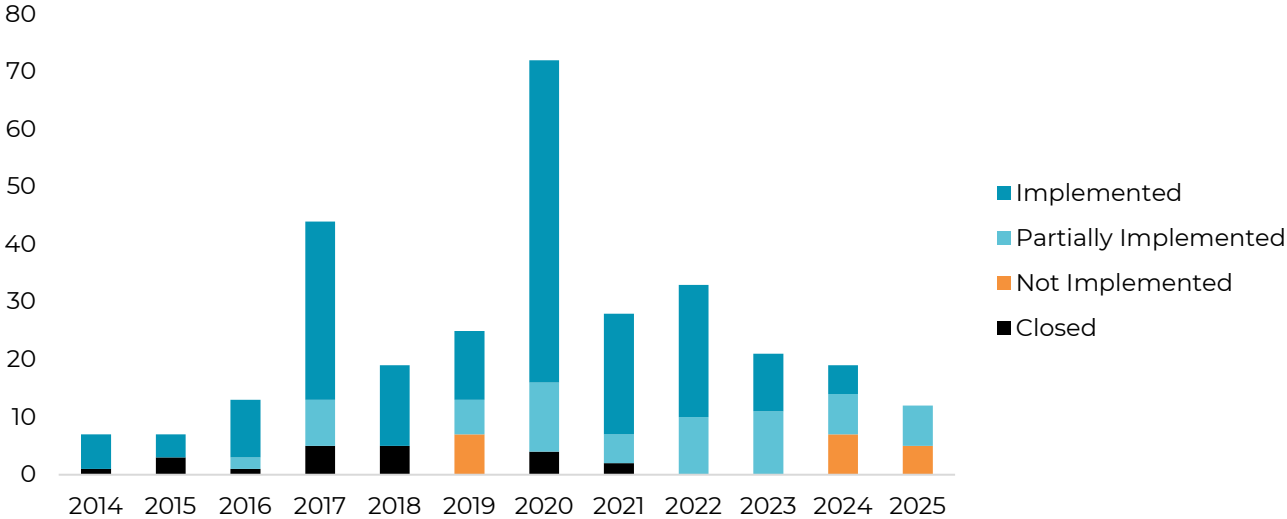
Audit Recommendation Follow-Up (ARFU)



March 19, 2026
Independent Auditor. Reporting Directly to the Residents.



The number of audit recommendations made varies by year, depending on the number and types of audits completed



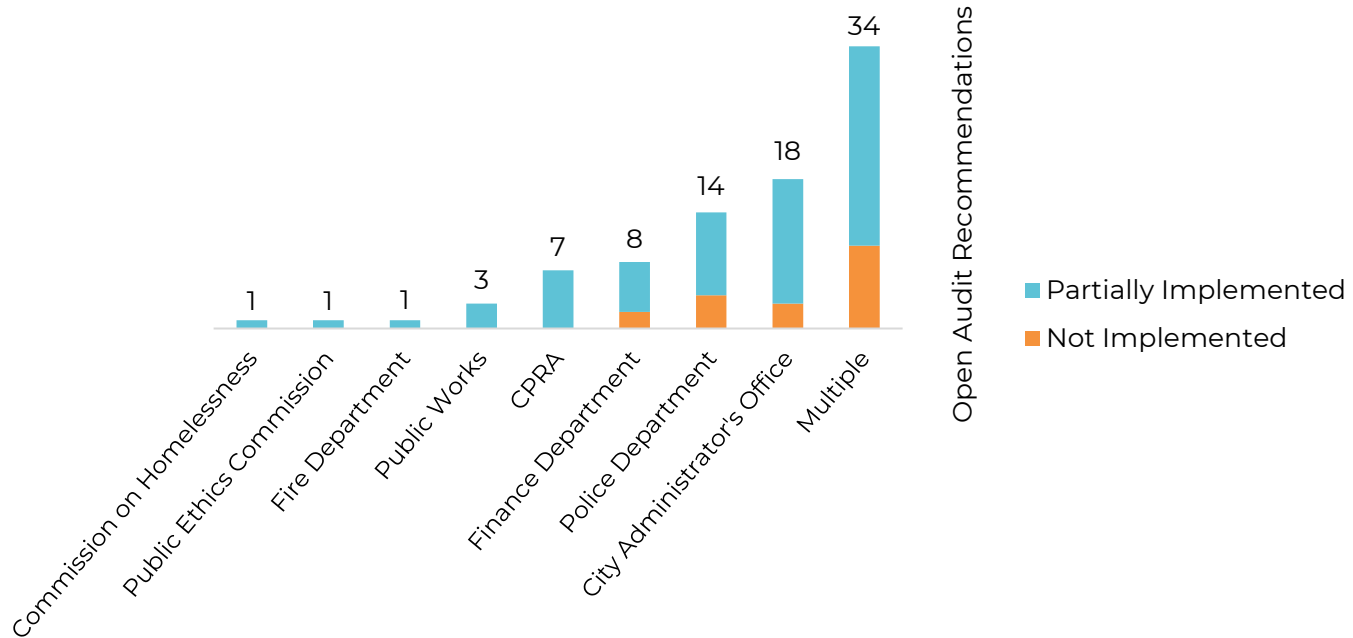
Overall, 213 (or 71%) audit recommendations have been implemented or closed



■ Implemented or closed ■ Partially implemented ■ Not implemented

- **Open** recommendations have been **partially** or **not implemented**.
- **Closed** recommendations are not considered implemented, but will no longer be considered open due to changed circumstances.

Most open audit recommendations are addressed to multiple departments or the City Administrator's Office



Appendices show recommendations by audit and individual status updates

Appendix A: Summary of Recommendation Status by Report

Key: Implemented | Partially Implemented | Not Implemented

Year	Audit Title	Current Recommendation Status
2014	Limited Public Financing Act: November 6, 2012 Election	3
2014	Measure D Children and Youth Services Baseline Spending and Set-Aside Requirements for the Kids First Fund FY 2009 - 2012	4
2015	Limited Public Financing Act: November 2014 Election	2
2015	Police Overtime for Fiscal Year 2012-13	5
2016	Rent Adjustment Program	10
2016	Payroll Audit & Review of Internal Controls	3
2017	Cash Handling	6
2017	Tax Penalties and Interest Waivers	3
2017	Parking Citation Void Process	9
2017	OPD 911 Call Operations	4
2017	Limited Public Financing Act (LPFA) - 2016 Election Year	17
2017	Zero Waste Request for Proposals	5
2018	Measure N Audit FY 2015-2016 & FY 2016-2017	5
2018	Measure Q Audit FY 2013-14 through FY 2016-17	2
2018	Measure D Audit FY 2012-13 through 2015-16	3
2018	Business Tax Refunds FY 2013-14 through FY 2016-17	3
2018	Workforce Development Audit	6
2019	Limited Public Financing Act (LPFA) - 2018 Election Year	4
2019	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	21
2020	Oakland Police Commission and Community Police Review Agency	41
2020	Oakland Fire Department's Fire Prevention Bureau	30
2020	Measure D: Kids First Oakland Fund For Children and Youth Act Fiscal Years 2016-17 and 2017-18	1
2021	Library Services Retention and Enhancement Act & the 2018 Oakland Public Library Preservation Act, Fiscal Years 2017-18 and 2018-19	1
2021	The City of Oakland's Homeless Encampment Management Interventions and Activities for Fiscal Years 2018-19 and 2019-20	26
2021	Limited Public Financing Act November 2020 Election	1
2022	The City of Oakland's Homelessness Services; Better Strategy and Data are Needed for More Effective and Accountable Service Delivery and Positive Outcomes for Oakland's Homeless Residents	30
2022	Measure N - Paramedic Services Act	1
2022	Measure M - Emergency Medical Services Retention Act	2

Appendix B: Current Status of Audit Recommendations
January 1, 2024 - December 31, 2025

Report Number	Report Name	Rec #	Recommendation	Implementation Status	Dec 2025 Status Update	Responsible Party	Target Date
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	16	The City Administration should negotiate with the Oakland Police Officers' Association to reduce the comp time accrual limit.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	17	The City Administration should negotiate with the OPCA & OPMAs to eliminate the provision that allows sworn staff to defer overtime payments.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	18	The City Administration should discontinue the informal practice of buying back comp time.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	19	The City Administration should review the educational pay incentives for the Department management in the next MCO Negotiation.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	20	The City Administration should update Administrative Instruction (AI) 124 to reflect current FLSA regulations.	Partially Implemented	The Finance Department has hired a consultant who is prioritizing the review of the payroll Administrative Instructions.	Multiple - Finance/CAO	Dec 2026
2020_01	Oakland Police Commission and Community Police Review Agency	2	Develop formal goals and objectives to measure whether the Commission is having a positive effect on policing in Oakland.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	
2020_01	Oakland Police Commission and Community Police Review Agency	3	Develop a strategic plan that identifies what the Commission needs to do to achieve its goals and objectives, including implementing all City Charter and Municipal Code requirements and including a plan for outreach to the community.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	
2020_01	Oakland Police Commission and Community Police Review Agency	4	Develop annual workplans to address its strategic plan goals.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	



CITY AUDITOR
Courtney Ruby,
CPA, CFE

AUDIT TEAM
Mike Edmonds, CIA
Assistant City Auditor

Orshi Kovesdi, MBA
Senior Performance
Auditor

Daniel Williams
Performance Auditor

PERFORMANCE AUDIT



Oakland Police Department Overtime
FY 2014-15 through FY 2017-18

June 10, 2019

Independent City Auditor. Serving Oakland With Integrity.

- ✓ Budgeting for Police Overtime was Unrealistic
- ✓ OPD Needed to Improve Management and Operational Controls to Ensure All Overtime Was Adequately Managed, Properly Authorized, and Approved
- ✓ OPD Still Lacked Written Policies and Procedures to Ensure Invoices and Payments for Special Events Are Processed Timely and in Accordance with the Municipal Code
- ✓ OPD Needed to Enforce Limits on Overtime



PERFORMANCE AUDIT



Oakland Police Department Overtime
FY 2014-15 through FY 2017-18

June 10, 2019

Independent City Auditor. Serving Oakland With Integrity.

- ✓ The City Had Not Addressed Any MOU Issues Identified in the Previous Report
 - ✓ Compensatory Time
- ✓ Deferred overtime remained unchanged
- ✓ Workers' Compensation Hours Had Declined Significantly, and More Can Be Done
- ✓ 17 of the 21 Recommendations were Agreed to at the time the audit was released in June 2019.

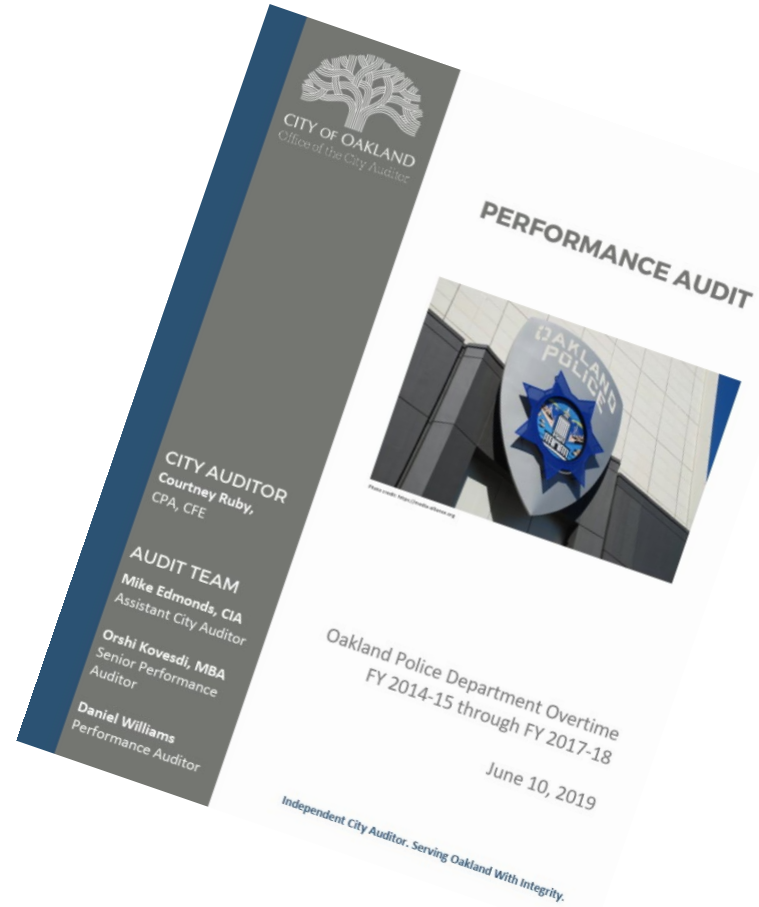
CITY AUDITOR
Courtney Ruby,
CPA, CFE

AUDIT TEAM
Mike Edmonds, CIA
Assistant City Auditor

Orshi Kovesdi, MBA
Senior Performance
Auditor

Daniel Williams
Performance Auditor

13 still open audit recommendations from the 2019 audit of the Oakland Police Department's overtime intend to improve overtime planning, management, and tracking, and limiting the use of overtime by individual employees and the department as a whole, with several recommendations contingent upon the implementation of a management reporting system.



OCT
2025



Audit REPORT

Inadequate 9-1-1 Staffing and Outdated Beat
Boundaries Lead to Slow and Inequitable Police
Emergency Response Times

OAKLAND CITY AUDITOR

Michael C. Houston, MPP, CIA

Audit Team

Senior Performance Auditor Marisa Lin
Senior Performance Auditor Daniel Williams
Performance Audit Manager Stephanie Noble
Assistant City Auditor Eduardo Luna

Objective:

To assess the timeliness of the Police Department in responding to calls for emergency services as a complement to the Office of the Inspector General Police staffing study

Scope:

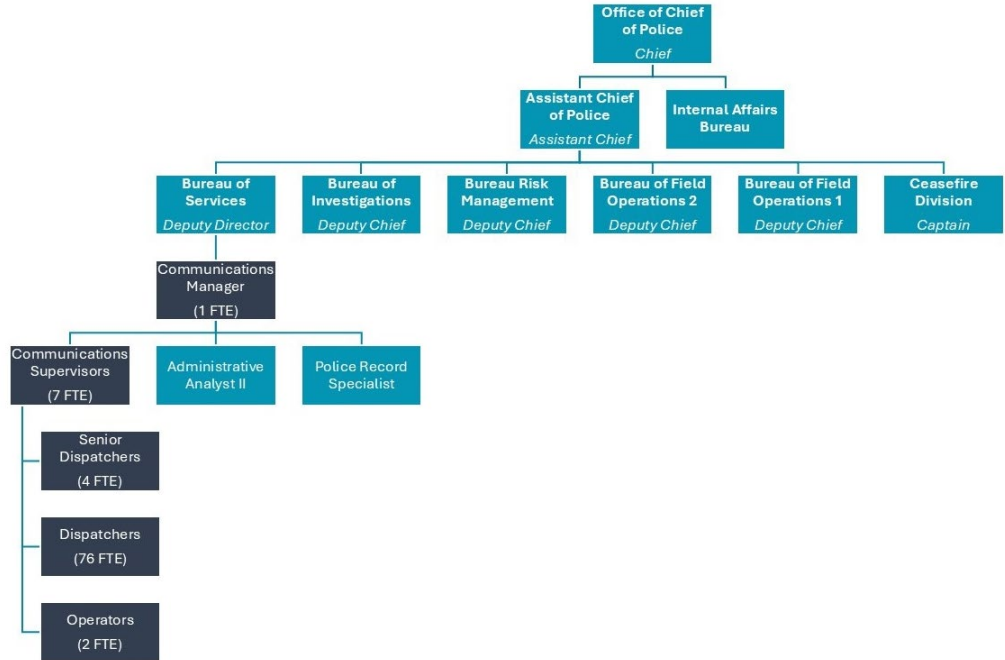
January 1, 2019 through December 31, 2024

Exhibit 1: The Police Department’s Communications Division, under the Bureau of Services, Runs One of the City’s Two Emergency Communications Centers

Background

The Police Emergency Communications Center, run by the OPD Communications Division, is the first point of contact for 9-1-1 calls within Oakland

Fire and medical calls are transferred to the Fire Department’s emergency communications center



Source: Auditor summary based on the Police Department’s General Order A-03, “Organizational Structure and Responsibility,” Office of the Inspector General’s police staffing study published in May 2025, and the Oakland Police Department’s Emergency Communications Center Assessment and Staffing Study prepared by Federal Engineering (February 2019). Staffing numbers are based on the City’s position control report for January 2024.



Finding 1

Insufficient Staffing and Outdated Minimum Staffing Standards at the Police Emergency Communications Center Led to the City Missing State Targets for 9-1-1 Call Answering Speeds

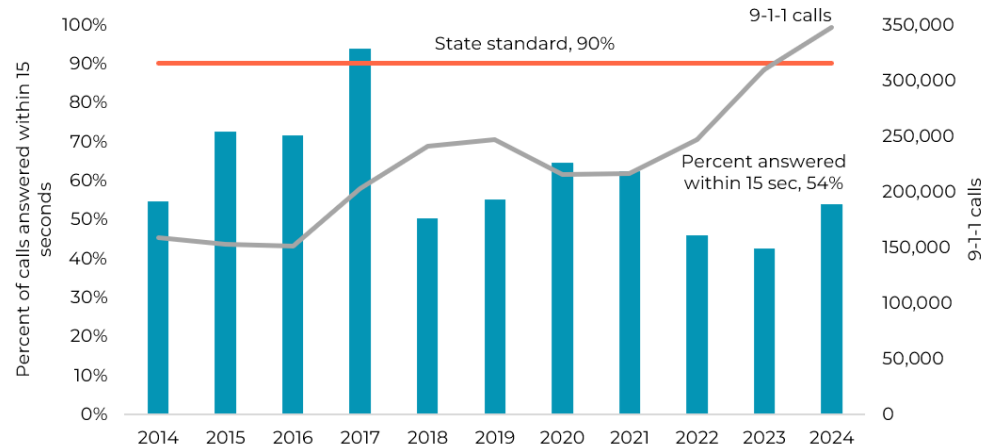
The Police Department Has Not Met State Targets for Answering 9-1-1 Calls in 10 of the Past 11 years

The California Governor's Office of Emergency Services (CalOES) require local 9-1-1 centers to:

- Answer 90 percent of 9-1-1 calls within 15 seconds
- Answer 95 percent of 9-1-1 calls within 20 seconds

In 2024, Oakland answered **54 percent** of calls within 15 seconds

Exhibit 8: The Police Department Did Not Meet State Targets for 9-1-1 Calls Answered Within 15 Seconds in 10 of the Past 11 years



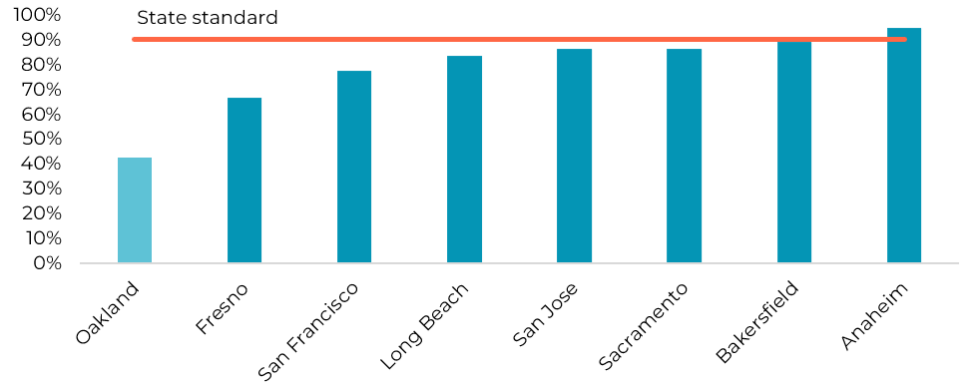
Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports from 2014 to 2024 obtained from the California Office of Emergency Services (CalOES) and the Police Department. Note: The exhibit shows the state standard set by CalOES for the proportion of 9-1-1 calls answered within 15 seconds, which is based on standards published by the National Emergency Number Association (NENA).

Oakland Underperformed its Peers in 2023

Oakland underperforms its peer jurisdictions in percent of calls answered within 15 seconds

In 2023, Oakland also had the highest proportion of 9-1-1 calls that waited more than 60 seconds before being answered (nearly a third of calls)

Exhibit 9: The Police Department Answered a Lower Proportion of 9-1-1 Calls Within 15 Seconds Compared to its Peers in 2023



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports obtained from the California Office of Emergency Services (CalOES) for 2023. Notes: We compared the Oakland Police Department to police or equivalent emergency communications centers in these cities, selecting these cities based on similar populations, crime rates, proximity (shared labor market), and input from the Police Department. As described within Appendix A, Long Beach and San Francisco have consolidated emergency communications centers that handle police, fire, and medical emergency calls. The graph shows the state standard set by the California Office of Emergency Services (CalOES) for the proportion of 9-1-1 calls answered within 15 seconds, which is based on standards published by the National Emergency Number Association. Benchmarking data uses 2023 data since we submitted our request to CalOES before adjusting the audit scope to include 2024.

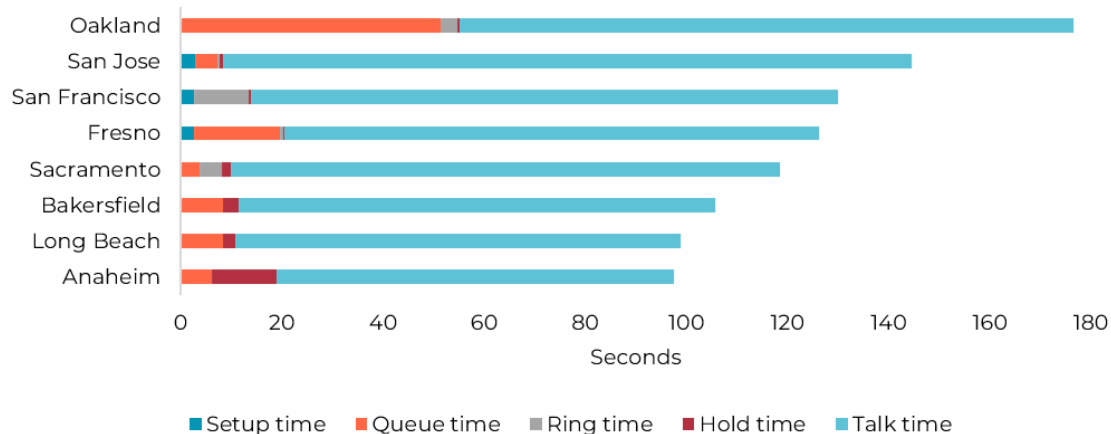
Longer Wait Times Result in Longer Overall 9-1-1 Call Durations for Oakland

On average, the total time a caller spent on a 9-1-1 call to the Police Department lasted half a minute or more than Oakland's peers in 2023

Oakland has the longest call wait time of all agencies (55 seconds)

Longer wait times are associated with a higher rate of calls disconnected by the caller (abandoned calls)

Exhibit 11: Oakland Took Longer to Pick Up 9-1-1 Calls than Other Jurisdictions in 2023



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports obtained from the California Office of Emergency Services (CalOES) for 2023. Note: We compared the Oakland Police Department to police or equivalent emergency communications centers in these cities, selecting these cities based on similar populations, crime rates, proximity (shared labor market), and input from the Police Department. As described within Appendix A, Long Beach and San Francisco have consolidated emergency communications centers that handle both police and fire/medical emergency calls. Benchmarking data uses 2023 data since we submitted our request to CalOES before adjusting the audit scope to include 2024. Setup, queue, ring, hold, and talk times are based on components recorded in the ECaTS system.

The Police Department Has Experienced Persistent Vacancies

Vacancy rates* since 2020 have remained consistently over 10 percent, hitting 24 percent in 2021

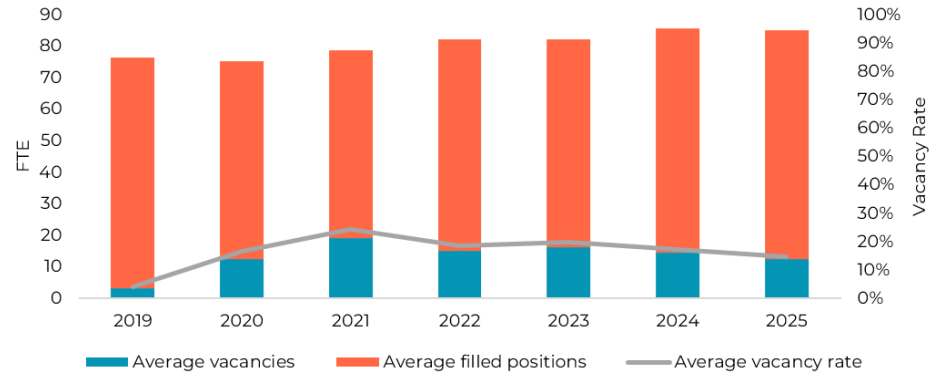
Vacancies mean fewer dispatchers to meet the minimum staffing standards, increased reliance on overtime, and higher risk of burnout

Since January 2020, the Police Emergency Communications Center was not able to consistently meet its minimum staffing standards**

*Calculated as the proportion of unfilled authorized positions (including frozen positions)

**Based on a random sample of one day per month from January 2020 through August 2024

Exhibit 17: The Vacancy Rate among Dispatchers Peaked in 2021



Source: Auditor analysis of Citywide staffing reports from 2019 to 2025. Note: Positions include entry-level and senior-level positions as well as frozen positions. Yearly estimates are averages of monthly values.

Recommendation 1

The Police Communications Division should adjust minimum staffing to reflect call volume, using the staffing recommendations from the state's Emergency Call Tracking System (ECaTS) as guidance. As part of this, the Division needs to revisit the current shift structure and adjust as needed to ensure that schedules reflect call volume and staffing needs to achieve state 9-1-1 call answering targets.

Recommendation 2

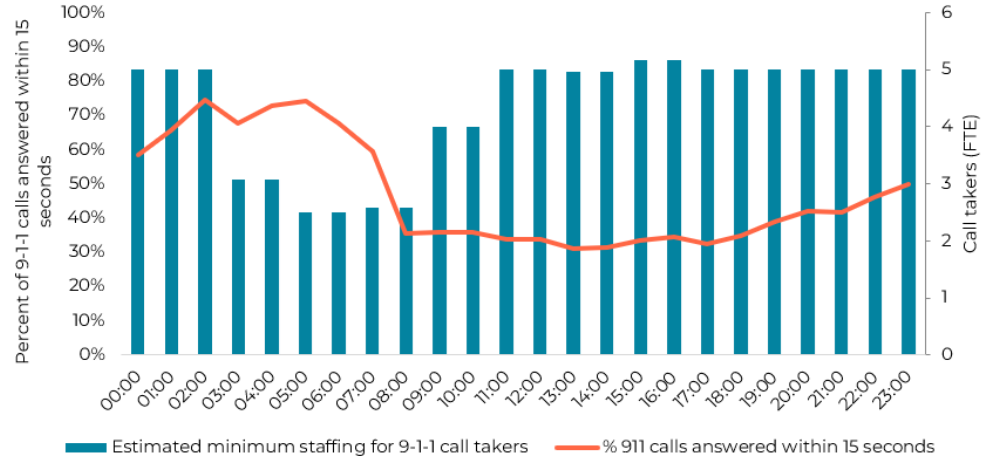
The Police Communications Division should establish a practice of letting callers know when their incident has been referred to dispatch.

Minimum Staffing Does Not Increase with Higher Call Volume During Commute Hours, Leading to Drop in 9-1-1 Call Answering Speed

Average calls per hour increased from 6,000 to over 12,000 from 5:00 AM to 8:00 AM, while minimum staffing remains constant

During 2023, the average percent of calls answered within 15 seconds dropped from 74 percent at 5:00 AM to 35 percent at 8:00 AM

Exhibit 20: Performance Drops Dramatically from 5:00AM to 8:00AM, When Minimum Staffing Levels are the Lowest



Source: Auditor analysis of minimum staffing for 9-1-1 call takers based on shift sheets and reports from the Emergency Call Tracking System (ECaTS) obtained from the California Office of Emergency Services (CalOES) for 2023. Note: The Department did not offer a breakdown of minimum staffing by role so we estimated minimum staffing for 9-1-1 call takers by subtracting four FTE—two for dispatch, two for service desks—from total minimum staffing and dividing the remaining number by half, since non-emergency call volume was roughly half of emergency call volume in 2023.

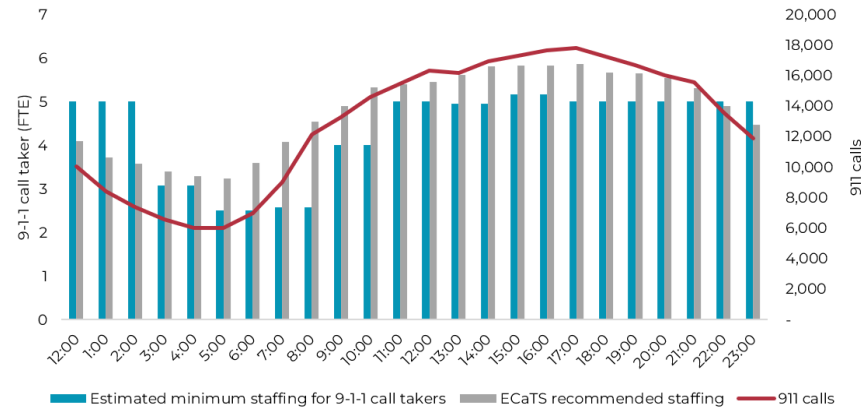
The State's Staffing Software Provides Better Staffing Predictions Free of Charge

This software (ECaTS) uses an historical 9-1-1 call volume to predict staffing levels needed to maintain call answering speeds within state standards and is free to local agencies*

The model proposes higher levels of staffing from 3:00AM to 9:00PM and lower levels of staffing from 10:00PM to 2:00AM

The staffing levels recommended by the state's model fits call volume trends better and is more predictive of Oakland's performance

Exhibit 21: Staffing Recommendations from State-Provided Software Fits Call Volume Better Than the Minimum Staffing Standards of the Police Emergency Communications Center



Source: Auditor analysis of minimum staffing for 9-1-1 call takers based on shift sheets and reports from the Emergency Call Tracking System (ECaTS) obtained from the California Office of Emergency Services (CalOES) for 2023. Note: The Department did not offer a breakdown of minimum staffing by role so we estimated minimum staffing for 9-1-1 call takers by subtracting four FTE—two for dispatch, two for service desks—from total minimum staffing and dividing the remaining number by half, since non-emergency call volume was roughly half of emergency call volume in 2023.



Recommendation 1

The Police Communications Division should adjust minimum staffing to reflect call volume, using the staffing recommendations from the state's Emergency Call Tracking System (ECaTS) as guidance. As part of this, the Division needs to revisit the current shift structure and adjust as needed to ensure that schedules reflect call volume and staffing needs to achieve state 9-1-1 call answering targets.

Recommendation 2

The Police Communications Division should establish a practice of letting callers know when their incident has been referred to dispatch.



Finding 2

Limited English Speakers Encounter Service Delays Due to a Limited Number of Bilingual 9-1-1 Call Takers

The Police Department Uses Bilingual Dispatchers and Third-Party Interpreters to Process 9-1-1 Calls from Limited English Speakers

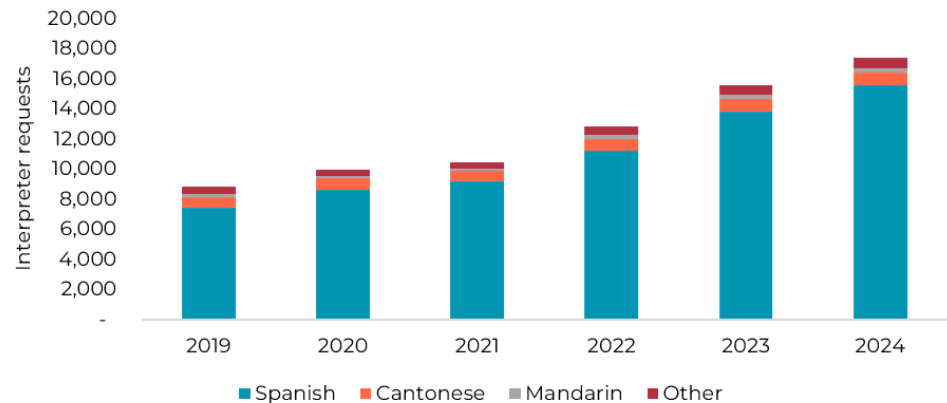
The Police Department uses a bilingual dispatcher or a third-party interpreters (contracted through the state) to process calls from limited English speakers

The Communications Division had two Cantonese-speaking dispatchers, 15 Spanish-speaking dispatchers, and 1 Laotian speaking dispatcher (FY 2023-24)

In 2024, the Police Emergency Communications Center used interpreters to handle more than 17,000 calls in 41 languages

Most of these requests (89 percent)

Exhibit 24: The Number of Interpreter Requests for 9-1-1 Calls Have Increased Since 2019



Source: Auditor analysis of yearly data from CyraCom International, Inc., the state's contracted vendor for 9-1-1 call interpretation. This data reflects all Police requests for third-party interpreters for 9-1-1 calls.

Using Interpreters Results in Longer 9-1-1 Calls and Inconsistent Interpretation Quality

The process of requesting an interpreter takes multiple steps, including identifying the language, requesting interpretation, and waiting for the interpreter to come on

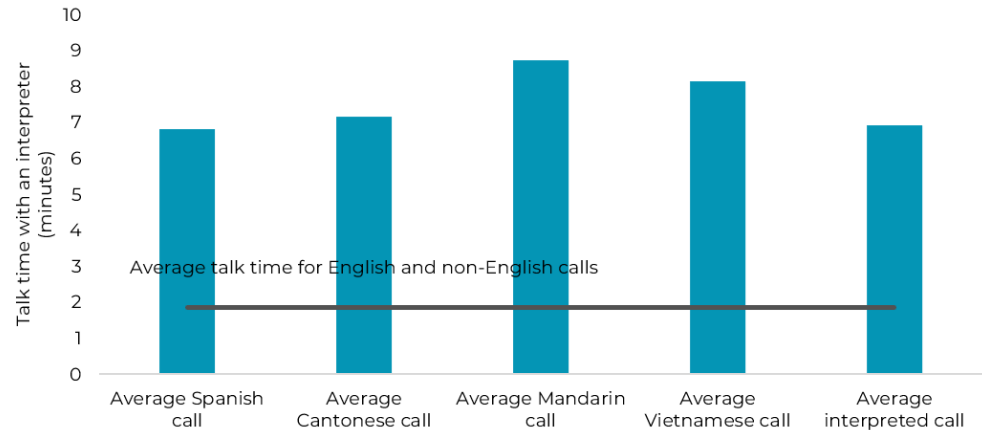
Some languages take longer to secure an interpreter than others

Interpretation extends calls by five minutes, compared to average duration of 9-1-1 call

Dispatchers reported that interpreters did not always provide quality interpretation

Delays are compounded for callers with fire or medical emergencies

Exhibit 27: In 2024, Interpreted Calls Lasted Five Minutes Longer Than the Average 9-1-1 Call

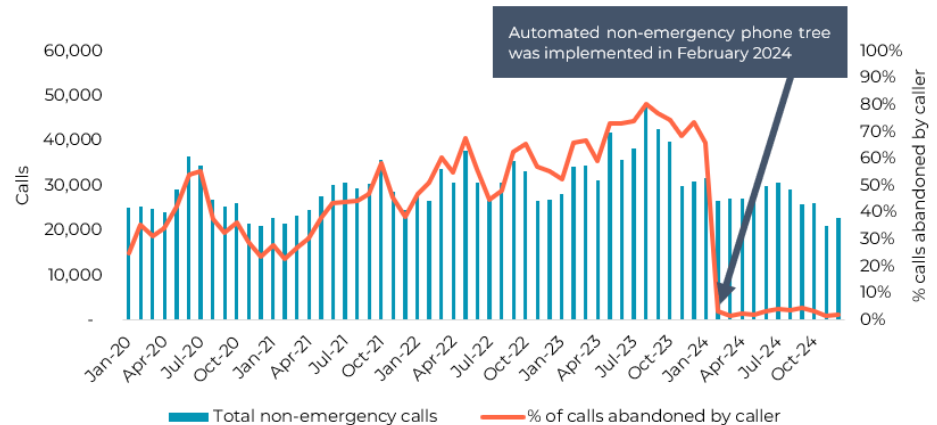


Source: Auditor analysis of American Community Survey 1-year estimates for 2023 (US Census Bureau). Limited English speaking households are households in which there is no member over 14 years old that speaks English “very well.”

The Police Department Implemented an Automated Phone Tree for Non-Emergency Calls but It Is Not Fully Translated

- Police call takers answer both calls on both emergency and non-emergency lines
- In Feb 2024, the Police Department implemented an automated phone tree on its non-emergency line, reducing call volume
- Initial greeting that informs callers that the phone tree is available in Spanish, Cantonese, and Mandarin, is only in English
- The City’s Equal Access Ordinance requires departments to “maintain recorded telephonic messages” in threshold languages

Exhibit 29: The Police Department’s Non-Emergency Phone Tree Successfully Decreased Call Volume and Caller Abandonment Rates



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports from January 2020 through December 2024 obtained from the Police Department.



Recommendation 3

The Police Communications Division should develop a plan to maximize hourly coverage of bilingual dispatchers.

Recommendation 4

The Police Communications Division should adjust its target for bilingual dispatchers (based on regular assessments required by the City's Administrative Instruction 145) towards an equivalent level of service for emergency calls in languages spoken by limited English speakers with more than 10,000 residents.



Recommendation 5

The Police Department should update its policies to include existing and/or best practices in language accessibility, such as its current practice of prioritizing the use of bilingual dispatchers over third-party interpreters, as well as streamlining the transfer of interpreted calls to the Fire Department so that interpreters are not dropped, and informing officers or police service technicians when they are responding to calls involving limited English speakers.

Recommendation 6

The Police Department should analyze and report on its progress towards the City's policy goal of providing the same level of service for limited English speaking populations to an appropriate oversight body, such as the City Council's Public Safety Committee. These reports should include the number of 9-1-1 calls from limited English speakers by language and call response times compared to other calls.



Recommendation 7

The Police Communications Division should translate the initial greeting of the Department's non-emergency phone tree into threshold languages as defined by the Equal Access to Services Ordinance.



Finding 3

A Lack of Response Time Targets and Outdated Beat Boundaries Reinforce Disparities in Overall Response Times

The Police Department Does Not Currently Have Response Time Targets or Regularly Report on Response Times Performance

- Lack of targets prevents the department to setting expectations on “reasonable” response times
- Setting measurable performance targets enable an organization to assess its progress towards achieving its objectives
- San Jose and San Francisco set targets for police response times

Exhibit 30: The San Jose Police Department Has Adopted Response Time Targets

Emergency Call Stage	Priority 1 Calls	Priority 2 Calls
Processing Time Target	< 1.5 min	< 1.5 min
Queuing Time Target	< 0.5 min	< 3.5 min
Driving Time Target	< 4 min	< 6 min

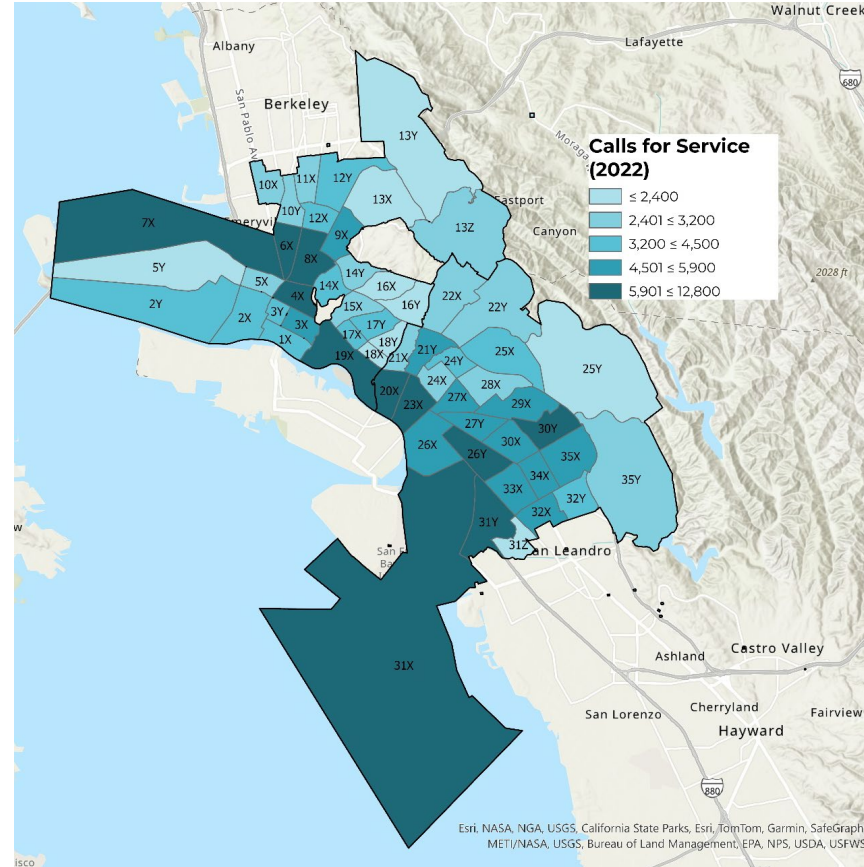
Source: Annual Report on City Services, FY 2023-24 (San Jose City Auditor), Police chapter.

Exhibit 35: Police Calls for Service Varied across Oakland Beats in 2022

Oakland is Divided into East and West Bureaus

35 geographic beats: 19 in West Bureau, 16 in East Bureau

Approximately one officer assigned per beat per shift



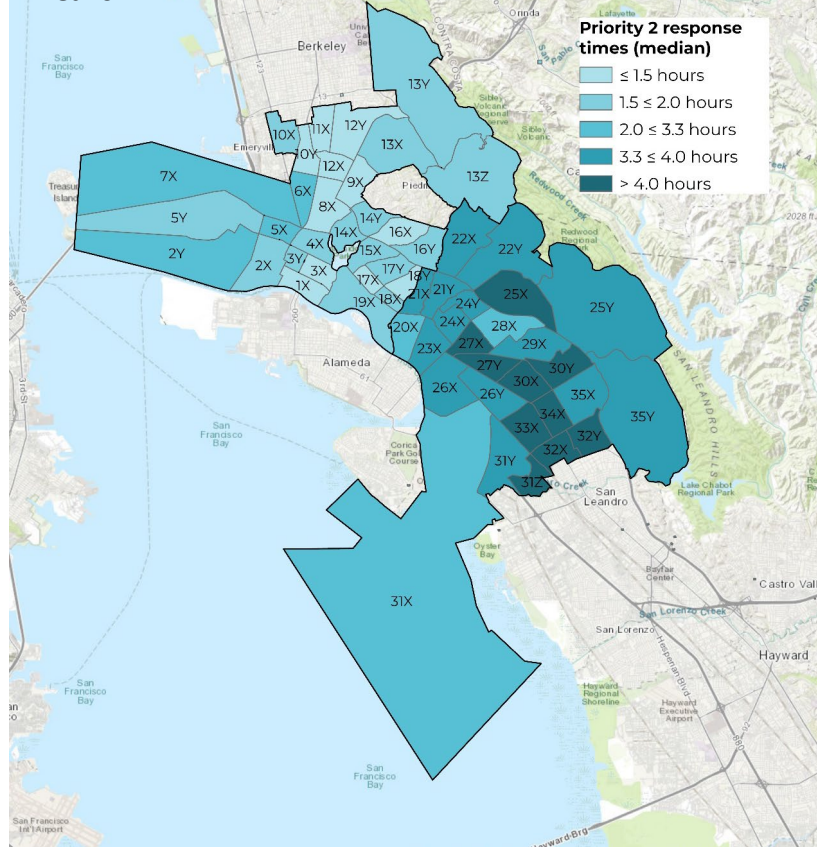
Priority 2 Call Response Times are Longer in the East Bureau

From 2019 to 2024, the East Bureau experienced longer median response times than the West Bureau for Priority 2 calls

In 2022, the median Priority 2 response times in East Bureau were two hours longer than in the West Bureau

Source: Auditor analysis of data from the Police Computer-Aided Dispatch system for 2022. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller. The East Bureau oversees all beats to the east of 20X, 21X, 21Y, 22X, and 22Y.

Exhibit 39b: Response Times Are Higher in the Hills for Priority 1 Calls and Higher in the East Bureau for Priority 2 Calls

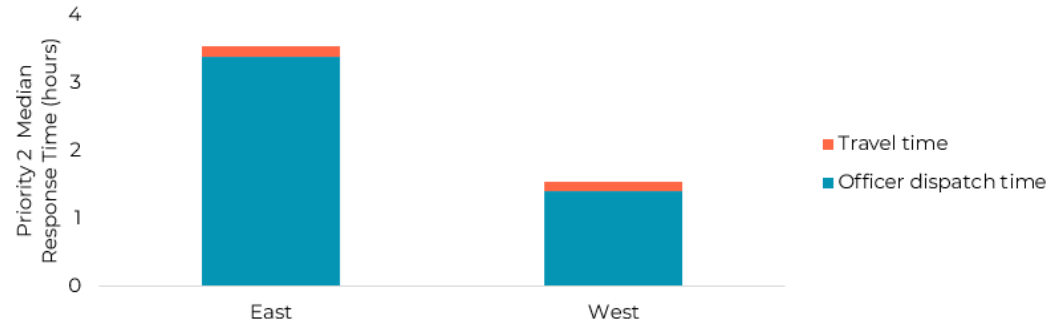


The East Bureau has Longer Officer Dispatch Times

- Priority 2 calls are dispatched by Patrol Area, not citywide, meaning that the number of potential responding officers are limited to within East and West Bureaus*
- The East Bureau has higher officer dispatch times for Priority 2 calls
- Dispatch times are largely determined by when an officer becomes available to respond to a call

*Patrol Areas contain multiple beats. The West Bureau oversees Patrol Areas 1 through 3 and the East Bureau oversees Patrol Areas 4 through 6.

Exhibit 32: In 2022, Slow Priority 2 Response Times in the East Bureau Were Driven by Longer Officer Dispatch Times



Source: Auditor analysis of 2022 data from the Police Computer-Aided Dispatch (CAD) system. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department's "Administrative" category that are not initiated by a caller.

The East Bureau has fewer officers responding to more Priority 1 and violence-related calls

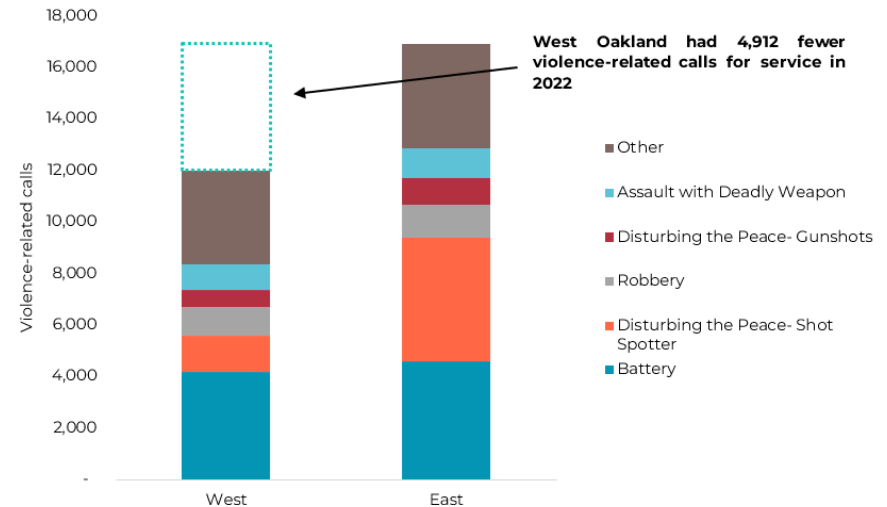
East Bureau has more Priority 1 and calls involving violence as well as fewer beats, resulting in fewer officers to respond to calls

Priority 1 and calls with violence typically involve longer on-scene times

In 2022, the East Bureau experienced 8.9 hours of Priority 1 call workload per week per officer

We estimated an additional 60 hours of officer time per week in East Bureau to address violence-related calls

Exhibit 37: The East Bureau Had More Violent-Related Calls than the West Bureau in 2022



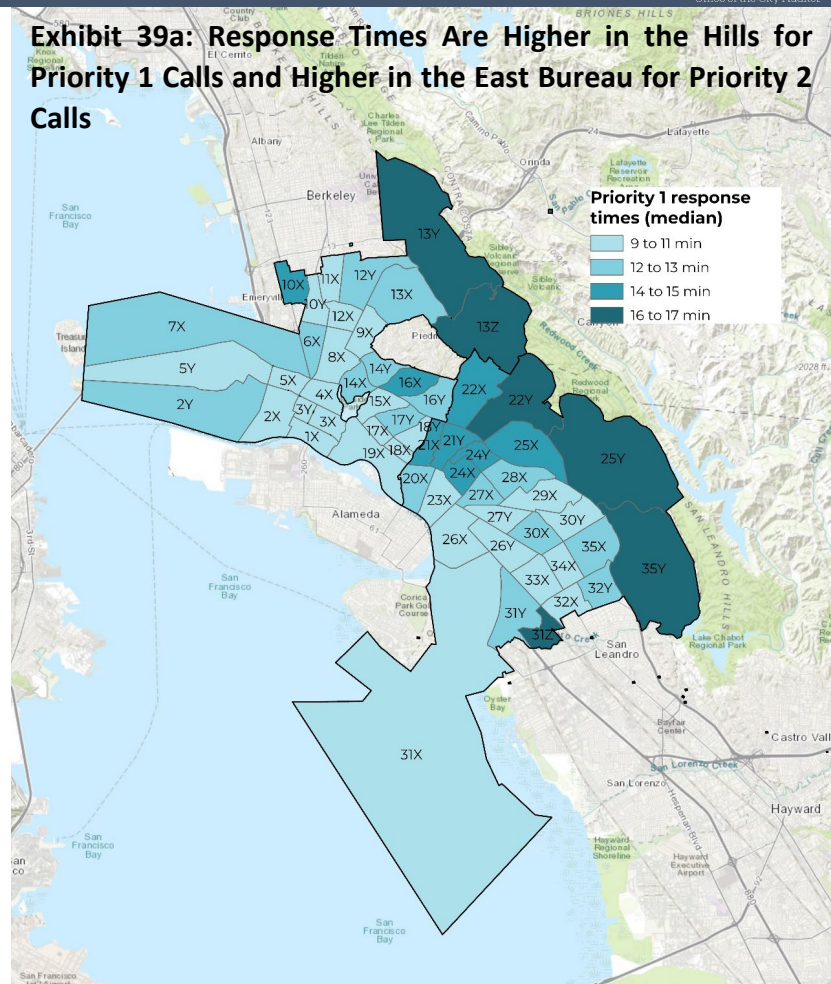
Source: Auditor analysis of 2022 data from the Police Computer-Aided Dispatch (CAD) system. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). Numbers are based on one patrol officer per beat. This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller.

Priority 1 Response Times are Higher in the Hills

- Priority 1 calls are emergencies that pose immediate threats to life
- Unlike Priority 2 calls, officers are dispatched citywide to respond to Priority 1 calls
- Since 2021, the overall median response time to Priority 1 calls citywide has been **nine minutes**. However, beats in the hills have longer median response times

Source: Auditor analysis of data from the Police Computer-Aided Dispatch system for 2022. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller. The East Bureau oversees all beats to the east of 20X, 21X, 21Y, 22X, and 22Y.

Exhibit 39a: Response Times Are Higher in the Hills for Priority 1 Calls and Higher in the East Bureau for Priority 2 Calls





Recommendation 8

The Police Department should adopt targets for each stage of its response times, set a process to revisit these targets as needed, and regularly report on its performance.

Recommendation 9

The Police Department should update beat boundaries, considering factors such as call volume, call types (e.g., calls involving violence) and priorities, and officer and supervisory capacity.



Recommendation 10

The Police Department should activate GPS in its patrol cars to enable dispatchers to dispatch the nearest officer to an incident to minimize travel times. This recommendation may be subject to meet and confer.

Annual Work Plan

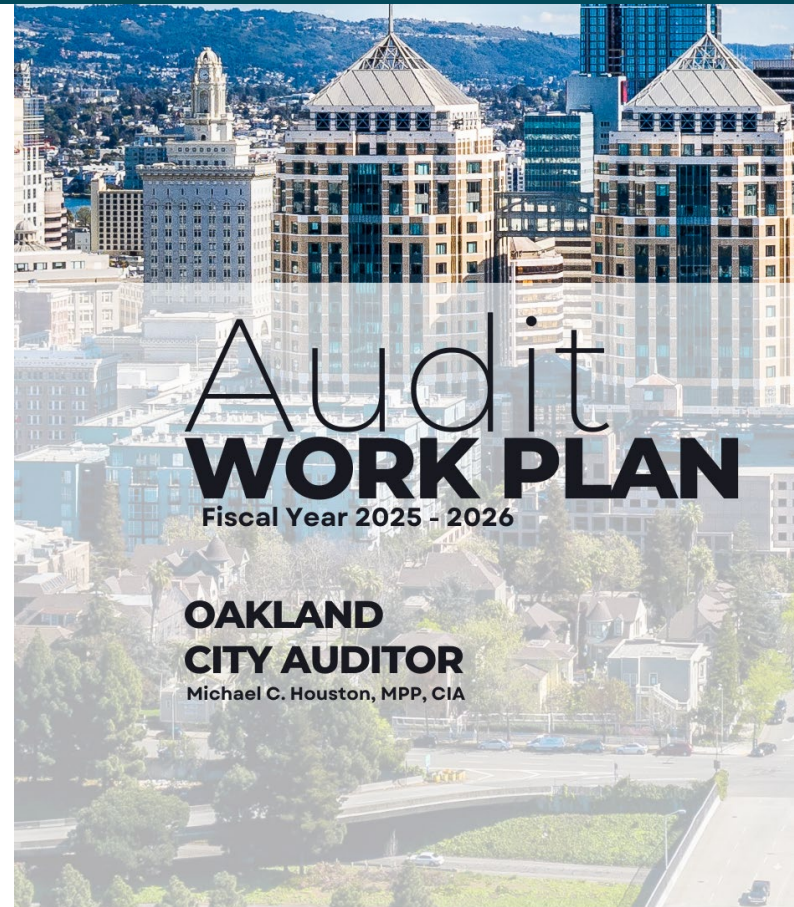
The City Charter requires the City Auditor to publish its work plan every August.

Just Released!

- ✓ Response Times for Police Emergency Calls
- ✓ Kids First! Oakland Fund for Children and Youth
- ✓ The Oakland Police Oversight Agencies

Audits In Progress:

- ✓ Response Times for Fire Emergency Calls
- ✓ Illegal Dumping
- ✓ Finance Department's Revenue Bureau
- ✓ Vacant Property Tax
- ✓ Capital Improvement Program Financial Management



August 28, 2025

Independent Auditor. Reporting Directly to the Residents.

Police-Related Audit Topics

Police Staffing

	Oakland	San Jose	SJ/OAK
Population	443,554	997,368	225%
Square Mileage	56	178	319%
Sworn Fulltime Staff	678	1,172	173%
Property Crime Rate	7,230	2,572	36%
Violent Crime Rate	1,925	519	27%

Police-Related Audit Topics

- ✓ Measure NN
- ✓ Police Deployment including civilianization opportunities
- ✓ MACRO
- ✓ Police Effectiveness



**Stay
Connected.**
Subscribe to our newsletter!

Email: CityAuditor@OaklandCA.gov

Social Media: Reddit, LinkedIn,
NextDoor, Facebook, or Instagram

Phone: (510) 238-3378

Contact Us!

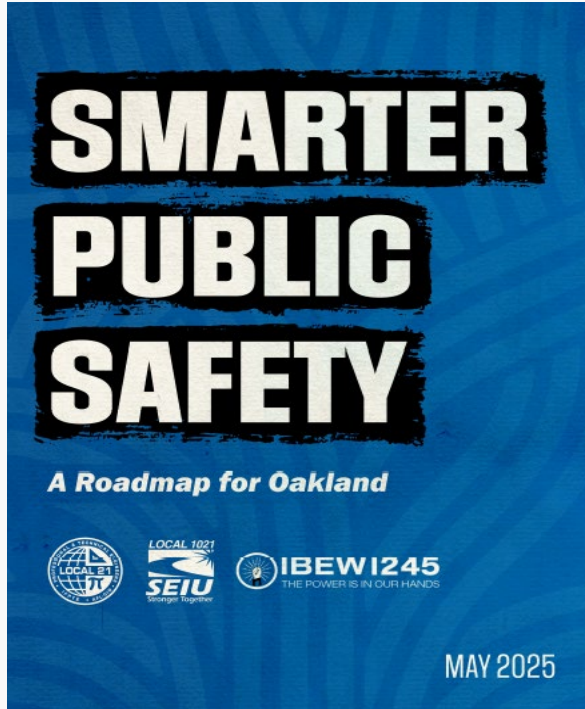
We'd love to hear from you.



Questions & Open Forum



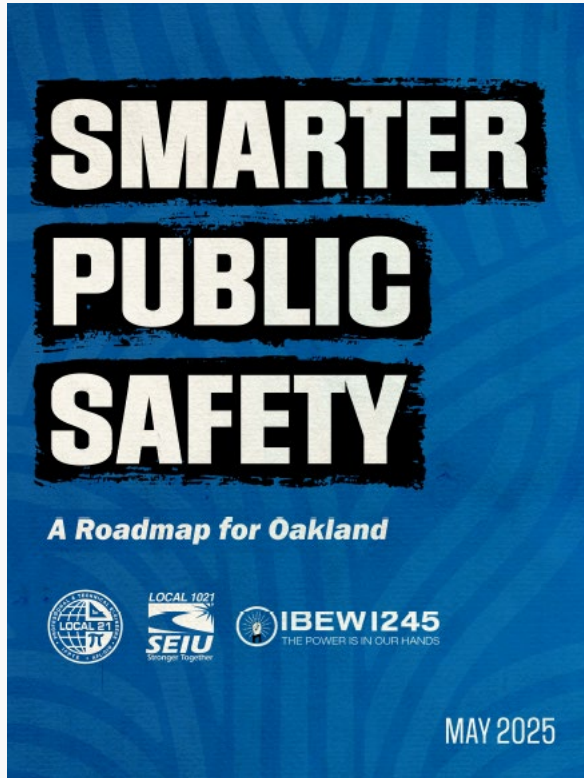
OPD Overtime Context



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



Follow up Study is Needed!




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

Regardless of Budgeted or Actual Officer Staffing Levels, OPD has Spent Over Budget for 16 of the Last 18 Years.



Suggested Follow up City Audit Topics to Improve Effectiveness of Officer Deployment

- Evaluate how Workman's comp can be further improved (compared to other cities) to improve officers on the street compared to officers on payroll
- Evaluate opportunity to reduce officers on Paid Admin Leave during investigations
- Evaluate how MACRO dispatch protocols limit MACRO's ability to reduce OPD workload
- Evaluate how "Parol Draw" impacts effective deployment of officers to where they are needed most, and how "meet and confer" could be used more effectively
- Deeper Dive into history of Officer Staffing Levels and Overtime (see SEIU May 2025 Report)



The City Auditor's Office Overview and Police Audits

Presentation to the
Budget Advisory Commission
April 8, 2026

Michael C. Houston
City Auditor

Tonight's Agenda



- The Team
- Role and Responsibilities
- Performance Audits
- Audit Recommendation Follow-Up
- Police Overtime Audit of 2019
- Annual Work Plan
- Audit of Police Emergency Response Times of 2025
- Audit Work Plan
- Police-related Audit Topics
- Connecting With Us
- Questions & Answers, Open Forum

Meet the Team



City Auditor



Assistant City Auditor



Assistant to the City Auditor



Performance Audit Manager



Outreach & Engagement Advisor



Senior Performance Auditor



Senior Performance Auditor



Performance Auditor



Senior Graduate Fellow

The Office of the City Auditor's Role

The Office shines a light on City operations and programs, so Oakland residents, businesses, officials, and the general public can see:

- ✓ What their government does,
- ✓ How well their government performs, and;
- ✓ How their government can improve.

The City Auditor's Office adheres to Government Auditing Standards by the Comptroller General of the United States.

United States Government Accountability Office
By the Comptroller General of the United States

GAO

February 2024

GOVERNMENT AUDITING STANDARDS

2024 Revision

ASSOCIATION OF LOCAL GOVERNMENT AUDITORS

September 25, 2025

Honorable Mr. Michael C. Houston, MPP, CIA
City Auditor
Office of the City Auditor
City of Oakland
One Frank H. Ogawa Plaza, 4th Floor
Oakland, CA 94612

Dear City Auditor Houston,

We have completed a peer review of the Oakland Office of the City Auditor for the period January 2022 to December 2024. In conducting our review, we followed the standards and guidelines contained in the Peer Review Guide for Assessing Compliance with Government Auditing Standards published by the Association of Local Government Auditors.

We reviewed the internal quality control system, audit procedures, and audit products to determine whether your internal quality control system and audit procedures are designed effectively to provide reasonable assurance of compliance with Government Auditing Standards requirements. Our review included the following:

- Reviewing the audit procedures and working papers.
- Reviewing a sample of audit files and working papers.
- Reviewing documents related to independence, training, and development of audit staff.
- Interviewing audit staff and management.

Due to variances in individual performance and judgment, the Oakland Office of the City Auditor's internal quality control system was adequately designed and operating effectively to provide reasonable assurance of compliance with Government Auditing Standards and applicable legal and regulatory requirements for engagements during the period January 2022 to December 2024. The Oakland Office of the City Auditor received a rating of pass, pass with deficiencies.

Based on the results of our review, it is our opinion that the Oakland Office of the City Auditor's internal quality control system was adequately designed and operating effectively to provide reasonable assurance of compliance with Government Auditing Standards and applicable legal and regulatory requirements for engagements during the period January 2022 to December 2024.

Very truly yours,

Maxine Pacheco
Maxine Pacheco
Audit Analyst
Office of the County Auditor
County of Hawaii

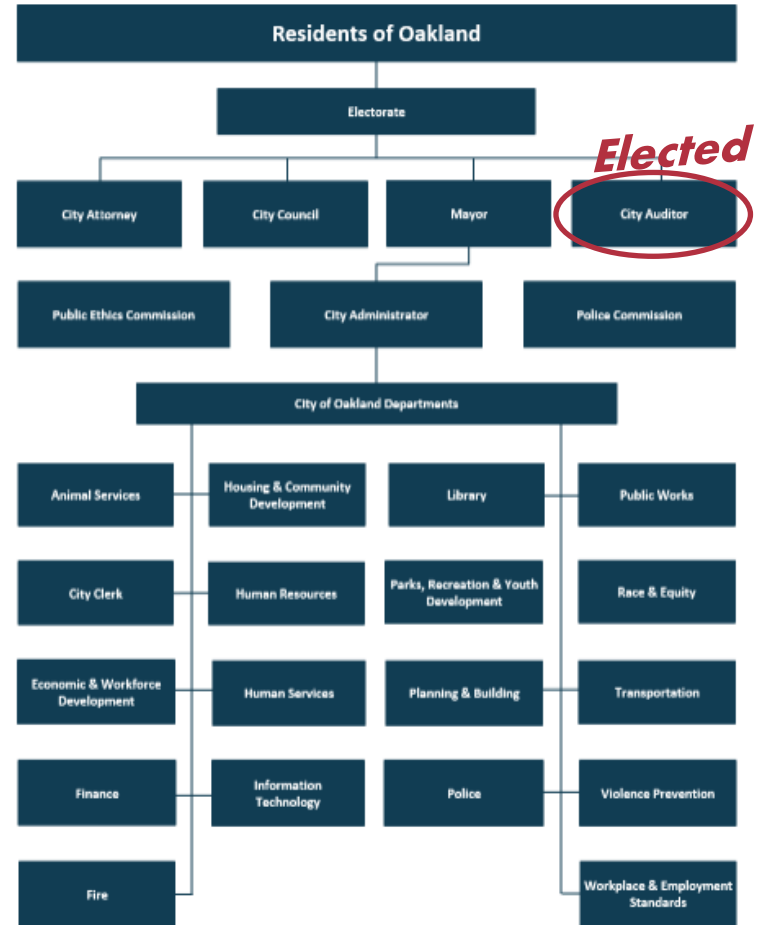
Brenda K. Nelson
Brenda K. Nelson, CISA
Auditor Manager
Office of the Salt Lake County Auditor
Salt Lake County

PASSED

The City Auditor's Authority & Duties

City Charter and municipal code state that, among other things, the independent City Auditor shall have the power **and duty** to:

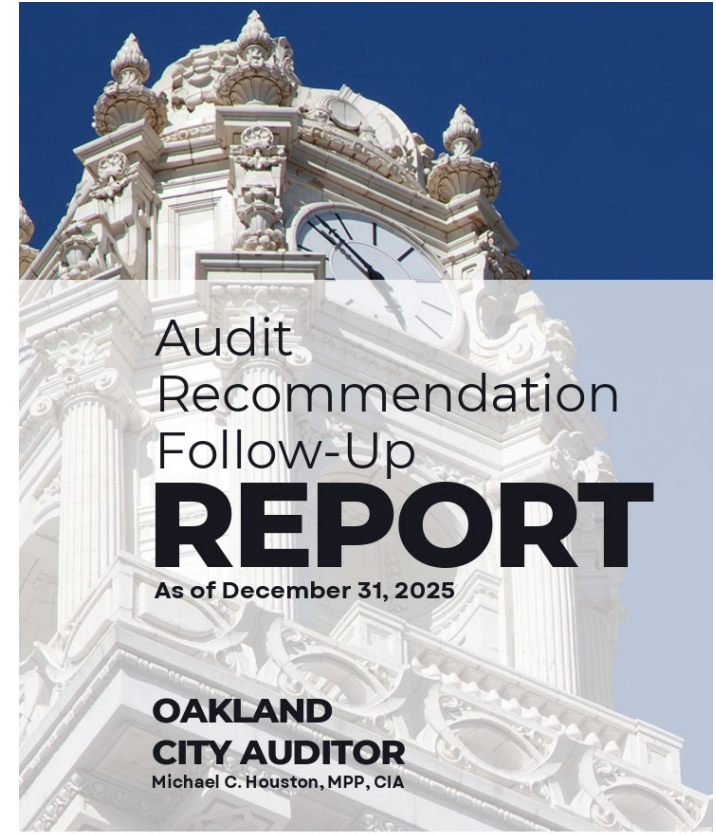
- ✓ Complete independent Financial Analyses for ballot measures
- ✓ Investigate Whistleblower Complaints



Performance Audits

- ✓ **What is a performance audit?** Evaluations of City departments, programs, and services against leading practices and other criteria, intended to improve efficiency, effectiveness, and equity.
- ✓ **How does the City benefit from performance audits?** Performance audits recommend ways to get more out of City government for Oakland residents and businesses. Recommendations also identify ways that the City can better meet its service objectives.
- ✓ **What specifically can your office audit?** Everything – per section 403 of the City Charter.
- ✓ **What is the audited departments' role in or during an audit?** The audit process is collaborative, with regular opportunities for staff to meet with the audit team. As the experts, City staff show how they do their jobs and explain why things are done the way they are done. We want City staff to provide candid feedback.

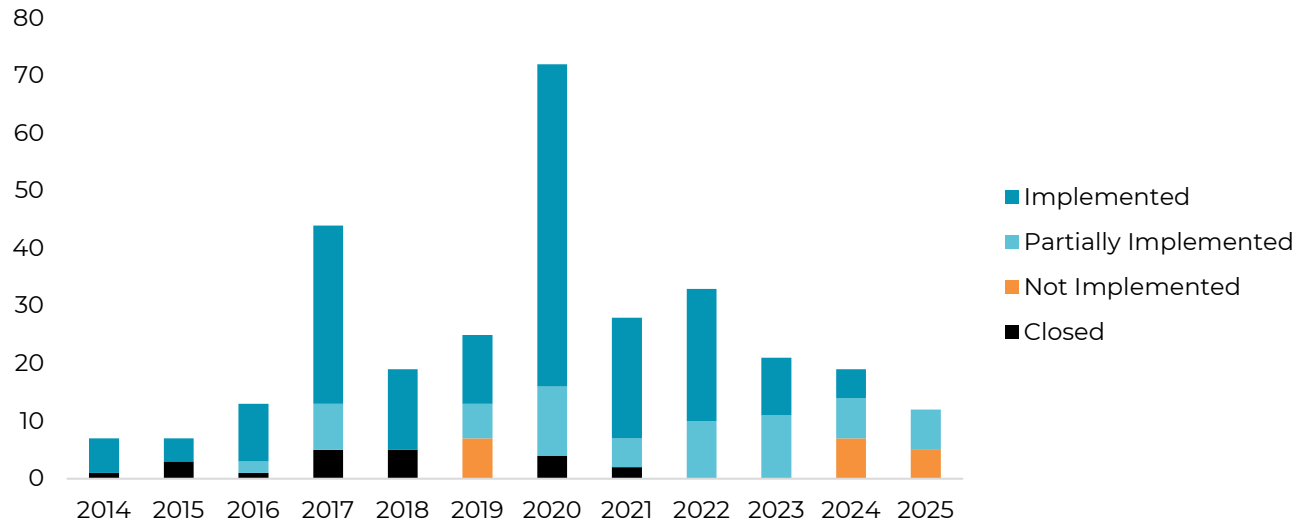
Audit Recommendation Follow-Up (ARFU)



March 19, 2026
Independent Auditor. Reporting Directly to the Residents.



The number of audit recommendations made varies by year, depending on the number and types of audits completed



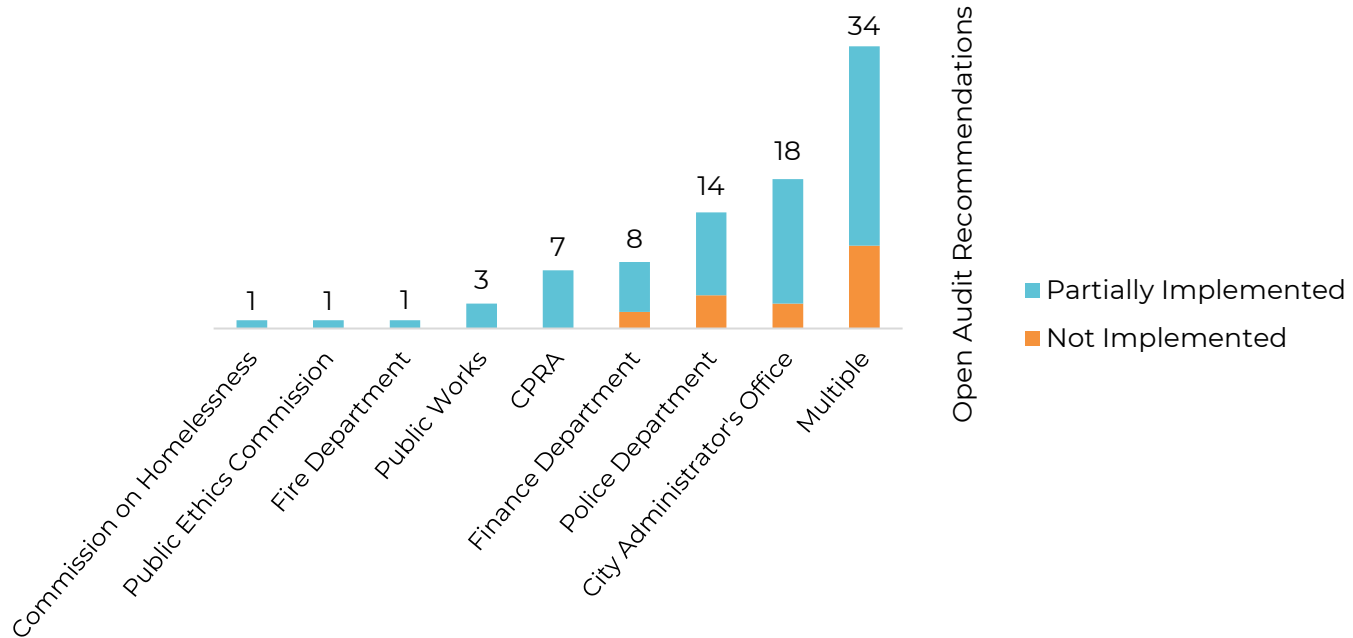
Overall, 213 (or 71%) audit recommendations have been implemented or closed



■ Implemented or closed ■ Partially implemented ■ Not implemented

- **Open** recommendations have been **partially** or **not implemented**.
- **Closed** recommendations are not considered implemented, but will no longer be considered open due to changed circumstances.

Most open audit recommendations are addressed to multiple departments or the City Administrator's Office



Appendices show recommendations by audit and individual status updates

Appendix A: Summary of Recommendation Status by Report

Key: Implemented | Partially Implemented | Not Implemented

Year	Audit Title	Current Recommendation Status
2014	Limited Public Financing Act: November 6, 2012 Election	3
2014	Measure D Children and Youth Services Baseline Spending and Set-Aside Requirements for the Kids First Fund FY 2009 - 2012	4
2015	Limited Public Financing Act: November 2014 Election	2
2015	Police Overtime for Fiscal Year 2012-13	5
2016	Rent Adjustment Program	10
2016	Payroll Audit & Review of Internal Controls	3
2017	Cash Handling	6
2017	Tax Penalties and Interest Waivers	3
2017	Parking Citation Void Process	9
2017	OPD 911 Call Operations	4
2017	Limited Public Financing Act (LPFA) - 2016 Election Year	17
2017	Zero Waste Request for Proposals	5
2018	Measure N Audit FY 2015-2016 & FY 2016-2017	5
2018	Measure Q Audit FY 2013-14 through FY 2016-17	2
2018	Measure D Audit FY 2012-13 through 2015-16	3
2018	Business Tax Refunds FY 2013-14 through FY 2016-17	3
2018	Workforce Development Audit	6
2019	Limited Public Financing Act (LPFA) - 2018 Election Year	4
2019	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	21
2020	Oakland Police Commission and Community Police Review Agency	41
2020	Oakland Fire Department's Fire Prevention Bureau	30
2020	Measure D: Kids First Oakland Fund For Children and Youth Act Fiscal Years 2016-17 and 2017-18	1
2021	Library Services Retention and Enhancement Act & the 2018 Oakland Public Library Preservation Act, Fiscal Years 2017-18 and 2018-19	1
2021	The City of Oakland's Homeless Encampment Management Interventions and Activities for Fiscal Years 2018-19 and 2019-20	26
2021	Limited Public Financing Act November 2020 Election	1
2021	The City of Oakland's Homelessness Services; Better Strategy and Data are Needed for More Effective and Accountable Service Delivery and Positive Outcomes for Oakland's Homeless Residents	30
2022	Measure N - Paramedic Services Act	1
2022	Measure M - Emergency Medical Services Retention Act	2

Appendix B: Current Status of Audit Recommendations
January 1, 2024 - December 31, 2025

Report Number	Report Name	Rec #	Recommendation	Implementation Status	Dec 2025 Status Update	Responsible Party	Target Date
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	16	The City Administration should negotiate with the Oakland Police Officers' Association to reduce the comp time accrual limit.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	17	The City Administration should negotiate with the OPCA & OPMAs to eliminate the provision that allows sworn staff to defer overtime payments.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	18	The City Administration should discontinue the informal practice of buying back comp time.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	19	The City Administration should review the educational pay incentives for the Department management in the next MCO Negotiation.	Not Implemented	The City Administration should consider this recommendation during its upcoming labor negotiations.	Multiple - OPD/MMM/Finance	Dec 2026
2019_02	Oakland Police Department Overtime Audit FY 2014-15 through FY 2017-18	20	The City Administration should update Administrative Instruction (AI) 124 to reflect current FLSA regulations.	Partially Implemented	The Finance Department has hired a consultant who is prioritizing the review of the payroll Administrative Instructions.	Multiple - Finance/CAO	Dec 2026
2020_01	Oakland Police Commission and Community Police Review Agency	2	Develop formal goals and objectives to measure whether the Commission is having a positive effect on policing in Oakland.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	
2020_01	Oakland Police Commission and Community Police Review Agency	3	Develop a strategic plan that identifies what the Commission needs to do to achieve its goals and objectives, including implementing all City Charter and Municipal Code requirements and including a plan for outreach to the community.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	
2020_01	Oakland Police Commission and Community Police Review Agency	4	Develop annual workplans to address its strategic plan goals.	Implemented	In December 2025, the Police Commission unanimously voted to accept its draft strategic plan with minor edits. The comprehensive strategic plan has formal goals and objectives, has deliverables and outcomes that identify what the Commission needs to do to achieve its goals and objectives, including annual workplans and a plan for outreach to the community. The Chief of Staff has been working to ensure the Commission meets City Charter and Municipal Code requirements as well.	Police Commission	



CITY AUDITOR
Courtney Ruby,
CPA, CFE

AUDIT TEAM
Mike Edmonds, CIA
Assistant City Auditor

Orshi Kovesdi, MBA
Senior Performance
Auditor

Daniel Williams
Performance Auditor

PERFORMANCE AUDIT



Oakland Police Department Overtime
FY 2014-15 through FY 2017-18

June 10, 2019

Independent City Auditor. Serving Oakland With Integrity.

- ✓ Budgeting for Police Overtime was Unrealistic
- ✓ OPD Needed to Improve Management and Operational Controls to Ensure All Overtime Was Adequately Managed, Properly Authorized, and Approved
- ✓ OPD Still Lacked Written Policies and Procedures to Ensure Invoices and Payments for Special Events Are Processed Timely and in Accordance with the Municipal Code
- ✓ OPD Needed to Enforce Limits on Overtime



PERFORMANCE AUDIT



Oakland Police Department Overtime
FY 2014-15 through FY 2017-18

June 10, 2019

Independent City Auditor. Serving Oakland With Integrity.

- ✓ The City Had Not Addressed Any MOU Issues Identified in the Previous Report
 - ✓ Compensatory Time
- ✓ Deferred overtime remained unchanged
- ✓ Workers' Compensation Hours Had Declined Significantly, and More Can Be Done
- ✓ 17 of the 21 Recommendations were Agreed to at the time the audit was released in June 2019.

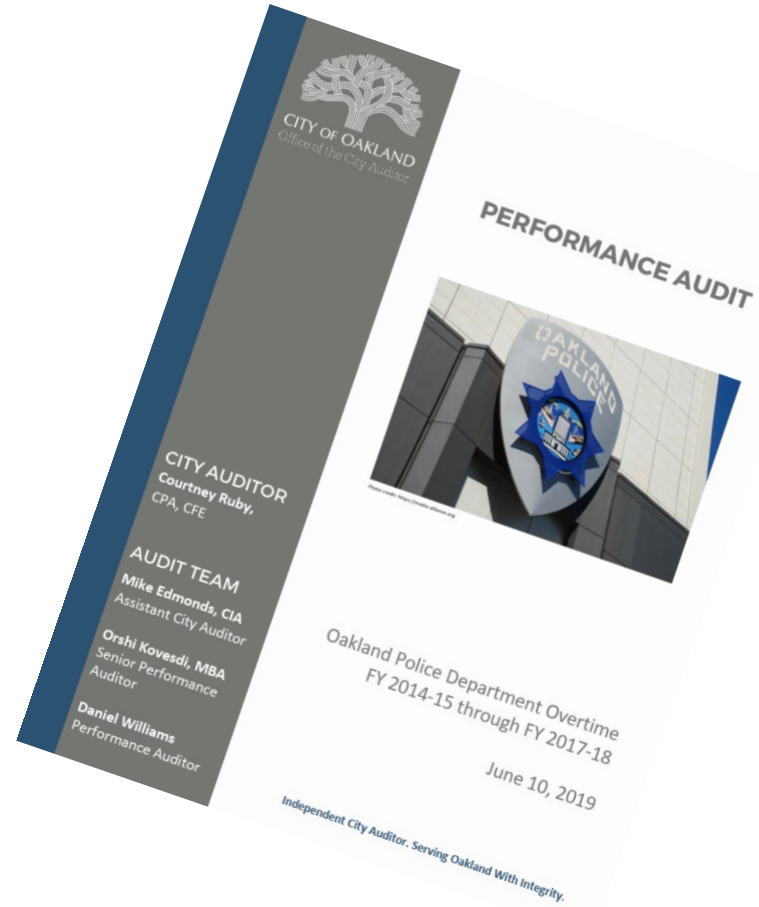
CITY AUDITOR
Courtney Ruby,
CPA, CFE

AUDIT TEAM
Mike Edmonds, CIA
Assistant City Auditor

Orshi Kovesdi, MBA
Senior Performance
Auditor

Daniel Williams
Performance Auditor

13 still open audit recommendations from the 2019 audit of the Oakland Police Department's overtime intend to improve overtime planning, management, and tracking, and limiting the use of overtime by individual employees and the department as a whole, with several recommendations contingent upon the implementation of a management reporting system.



OCT
2025



Audit REPORT

Inadequate 9-1-1 Staffing and Outdated Beat
Boundaries Lead to Slow and Inequitable Police
Emergency Response Times

OAKLAND CITY AUDITOR

Michael C. Houston, MPP, CIA

Audit Team

Senior Performance Auditor Marisa Lin
Senior Performance Auditor Daniel Williams
Performance Audit Manager Stephanie Noble
Assistant City Auditor Eduardo Luna

Objective:

To assess the timeliness of the Police Department in responding to calls for emergency services as a complement to the Office of the Inspector General Police staffing study

Scope:

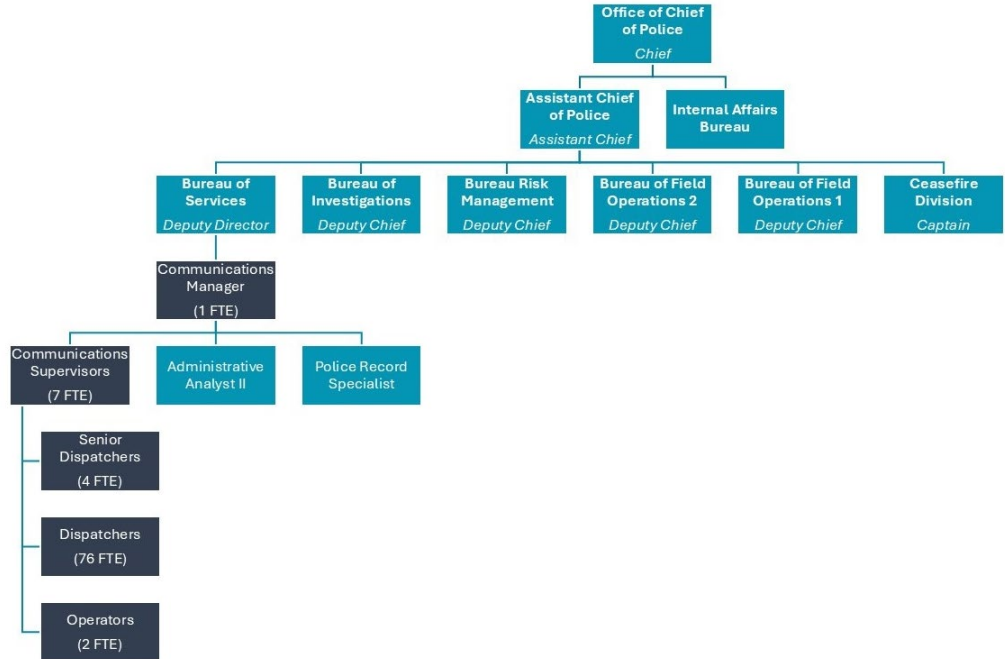
January 1, 2019 through December 31, 2024

Exhibit 1: The Police Department’s Communications Division, under the Bureau of Services, Runs One of the City’s Two Emergency Communications Centers

Background

The Police Emergency Communications Center, run by the OPD Communications Division, is the first point of contact for 9-1-1 calls within Oakland

Fire and medical calls are transferred to the Fire Department’s emergency communications center



Source: Auditor summary based on the Police Department’s General Order A-03, “Organizational Structure and Responsibility,” Office of the Inspector General’s police staffing study published in May 2025, and the Oakland Police Department’s Emergency Communications Center Assessment and Staffing Study prepared by Federal Engineering (February 2019). Staffing numbers are based on the City’s position control report for January 2024.



Finding 1

Insufficient Staffing and Outdated Minimum Staffing Standards at the Police Emergency Communications Center Led to the City Missing State Targets for 9-1-1 Call Answering Speeds

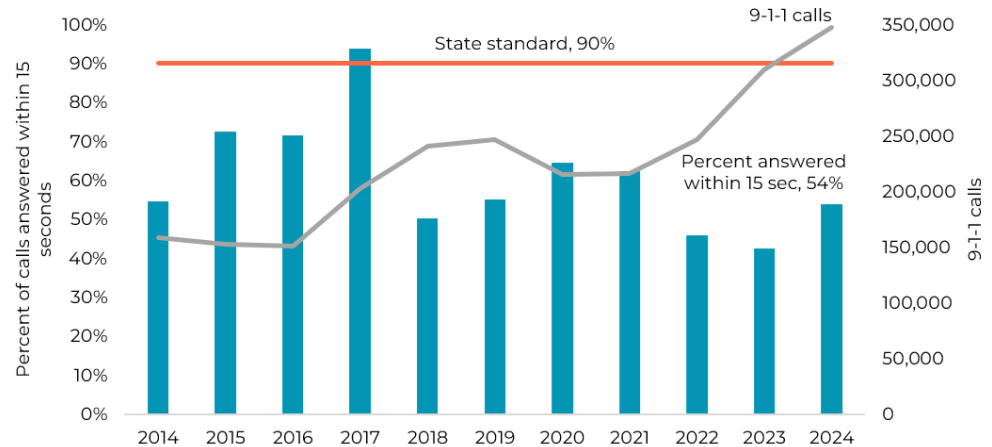
The Police Department Has Not Met State Targets for Answering 9-1-1 Calls in 10 of the Past 11 years

The California Governor's Office of Emergency Services (CalOES) require local 9-1-1 centers to:

- Answer 90 percent of 9-1-1 calls within 15 seconds
- Answer 95 percent of 9-1-1 calls within 20 seconds

In 2024, Oakland answered **54 percent** of calls within 15 seconds

Exhibit 8: The Police Department Did Not Meet State Targets for 9-1-1 Calls Answered Within 15 Seconds in 10 of the Past 11 years



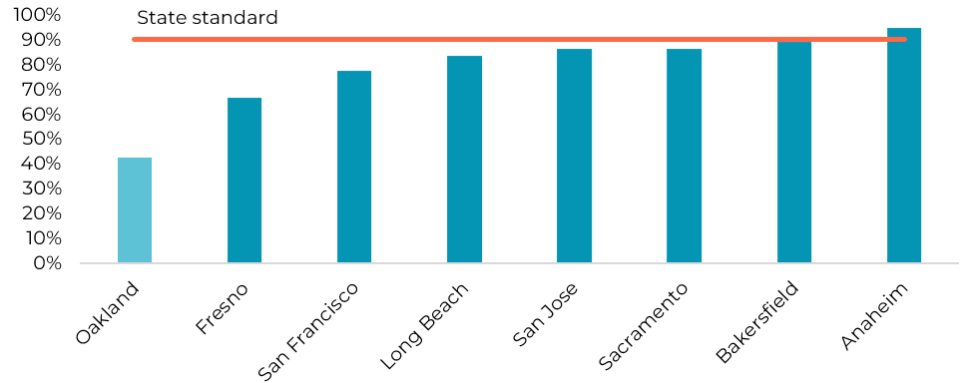
Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports from 2014 to 2024 obtained from the California Office of Emergency Services (CalOES) and the Police Department. Note: The exhibit shows the state standard set by CalOES for the proportion of 9-1-1 calls answered within 15 seconds, which is based on standards published by the National Emergency Number Association (NENA).

Oakland Underperformed its Peers in 2023

Oakland underperforms its peer jurisdictions in percent of calls answered within 15 seconds

In 2023, Oakland also had the highest proportion of 9-1-1 calls that waited more than 60 seconds before being answered (nearly a third of calls)

Exhibit 9: The Police Department Answered a Lower Proportion of 9-1-1 Calls Within 15 Seconds Compared to its Peers in 2023



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports obtained from the California Office of Emergency Services (CalOES) for 2023. Notes: We compared the Oakland Police Department to police or equivalent emergency communications centers in these cities, selecting these cities based on similar populations, crime rates, proximity (shared labor market), and input from the Police Department. As described within Appendix A, Long Beach and San Francisco have consolidated emergency communications centers that handle police, fire, and medical emergency calls. The graph shows the state standard set by the California Office of Emergency Services (CalOES) for the proportion of 9-1-1 calls answered within 15 seconds, which is based on standards published by the National Emergency Number Association. Benchmarking data uses 2023 data since we submitted our request to CalOES before adjusting the audit scope to include 2024.

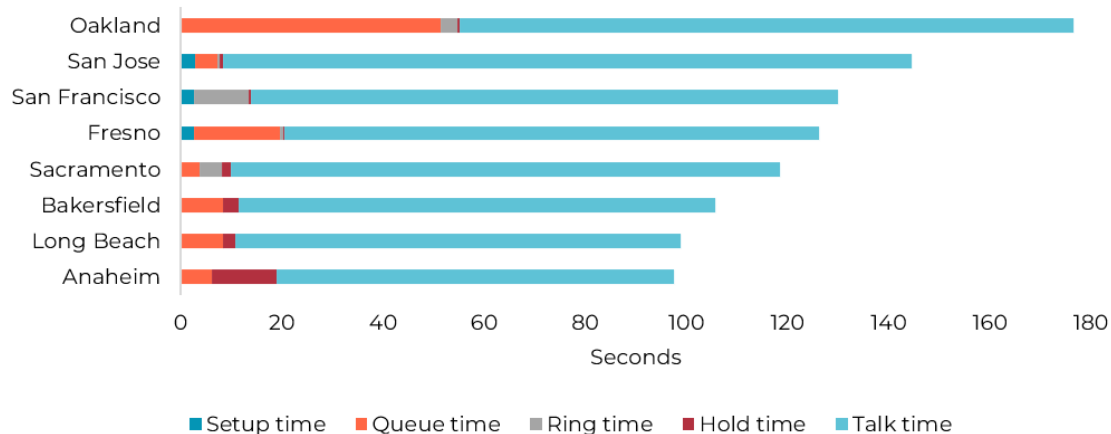
Longer Wait Times Result in Longer Overall 9-1-1 Call Durations for Oakland

On average, the total time a caller spent on a 9-1-1 call to the Police Department lasted half a minute or more than Oakland's peers in 2023

Oakland has the longest call wait time of all agencies (55 seconds)

Longer wait times are associated with a higher rate of calls disconnected by the caller (abandoned calls)

Exhibit 11: Oakland Took Longer to Pick Up 9-1-1 Calls than Other Jurisdictions in 2023



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports obtained from the California Office of Emergency Services (CalOES) for 2023. Note: We compared the Oakland Police Department to police or equivalent emergency communications centers in these cities, selecting these cities based on similar populations, crime rates, proximity (shared labor market), and input from the Police Department. As described within Appendix A, Long Beach and San Francisco have consolidated emergency communications centers that handle both police and fire/medical emergency calls. Benchmarking data uses 2023 data since we submitted our request to CalOES before adjusting the audit scope to include 2024. Setup, queue, ring, hold, and talk times are based on components recorded in the ECaTS system.

The Police Department Has Experienced Persistent Vacancies

Vacancy rates* since 2020 have remained consistently over 10 percent, hitting 24 percent in 2021

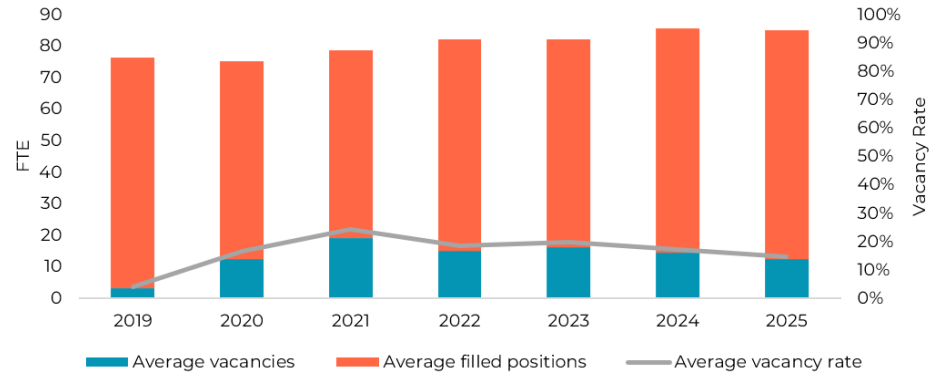
Vacancies mean fewer dispatchers to meet the minimum staffing standards, increased reliance on overtime, and higher risk of burnout

Since January 2020, the Police Emergency Communications Center was not able to consistently meet its minimum staffing standards**

*Calculated as the proportion of unfilled authorized positions (including frozen positions)

**Based on a random sample of one day per month from January 2020 through August 2024

Exhibit 17: The Vacancy Rate among Dispatchers Peaked in 2021



Source: Auditor analysis of Citywide staffing reports from 2019 to 2025. Note: Positions include entry-level and senior-level positions as well as frozen positions. Yearly estimates are averages of monthly values.

Recommendation 1

The Police Communications Division should adjust minimum staffing to reflect call volume, using the staffing recommendations from the state's Emergency Call Tracking System (ECaTS) as guidance. As part of this, the Division needs to revisit the current shift structure and adjust as needed to ensure that schedules reflect call volume and staffing needs to achieve state 9-1-1 call answering targets.

Recommendation 2

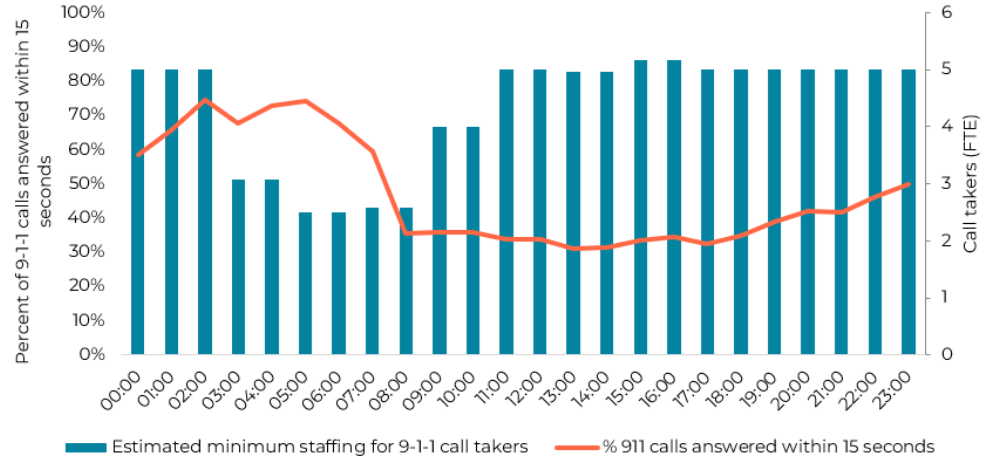
The Police Communications Division should establish a practice of letting callers know when their incident has been referred to dispatch.

Minimum Staffing Does Not Increase with Higher Call Volume During Commute Hours, Leading to Drop in 9-1-1 Call Answering Speed

Average calls per hour increased from 6,000 to over 12,000 from 5:00 AM to 8:00 AM, while minimum staffing remains constant

During 2023, the average percent of calls answered within 15 seconds dropped from 74 percent at 5:00 AM to 35 percent at 8:00 AM

Exhibit 20: Performance Drops Dramatically from 5:00AM to 8:00AM, When Minimum Staffing Levels are the Lowest



Source: Auditor analysis of minimum staffing for 9-1-1 call takers based on shift sheets and reports from the Emergency Call Tracking System (ECaTS) obtained from the California Office of Emergency Services (CalOES) for 2023. Note: The Department did not offer a breakdown of minimum staffing by role so we estimated minimum staffing for 9-1-1 call takers by subtracting four FTE—two for dispatch, two for service desks—from total minimum staffing and dividing the remaining number by half, since non-emergency call volume was roughly half of emergency call volume in 2023.

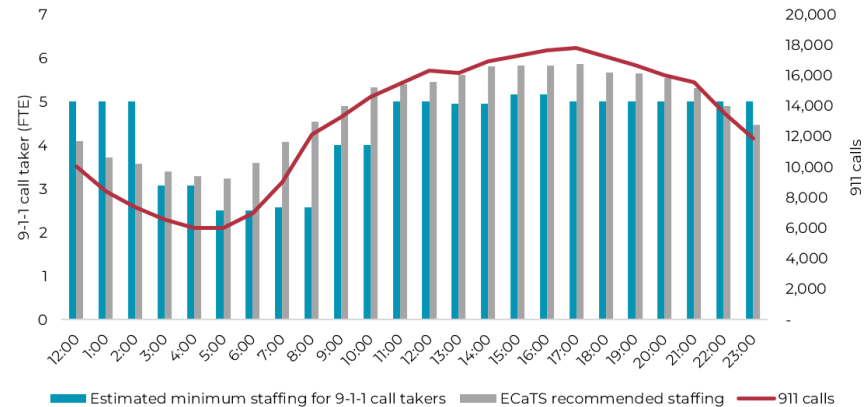
The State's Staffing Software Provides Better Staffing Predictions Free of Charge

This software (ECaTS) uses an historical 9-1-1 call volume to predict staffing levels needed to maintain call answering speeds within state standards and is free to local agencies*

The model proposes higher levels of staffing from 3:00AM to 9:00PM and lower levels of staffing from 10:00PM to 2:00AM

The staffing levels recommended by the state's model fits call volume trends better and is more predictive of Oakland's performance

Exhibit 21: Staffing Recommendations from State-Provided Software Fits Call Volume Better Than the Minimum Staffing Standards of the Police Emergency Communications Center



Source: Auditor analysis of minimum staffing for 9-1-1 call takers based on shift sheets and reports from the Emergency Call Tracking System (ECaTS) obtained from the California Office of Emergency Services (CalOES) for 2023. Note: The Department did not offer a breakdown of minimum staffing by role so we estimated minimum staffing for 9-1-1 call takers by subtracting four FTE—two for dispatch, two for service desks—from total minimum staffing and dividing the remaining number by half, since non-emergency call volume was roughly half of emergency call volume in 2023.



Recommendation 1

The Police Communications Division should adjust minimum staffing to reflect call volume, using the staffing recommendations from the state's Emergency Call Tracking System (ECaTS) as guidance. As part of this, the Division needs to revisit the current shift structure and adjust as needed to ensure that schedules reflect call volume and staffing needs to achieve state 9-1-1 call answering targets.

Recommendation 2

The Police Communications Division should establish a practice of letting callers know when their incident has been referred to dispatch.



Finding 2

Limited English Speakers Encounter Service Delays Due to a Limited Number of Bilingual 9-1-1 Call Takers

The Police Department Uses Bilingual Dispatchers and Third-Party Interpreters to Process 9-1-1 Calls from Limited English Speakers

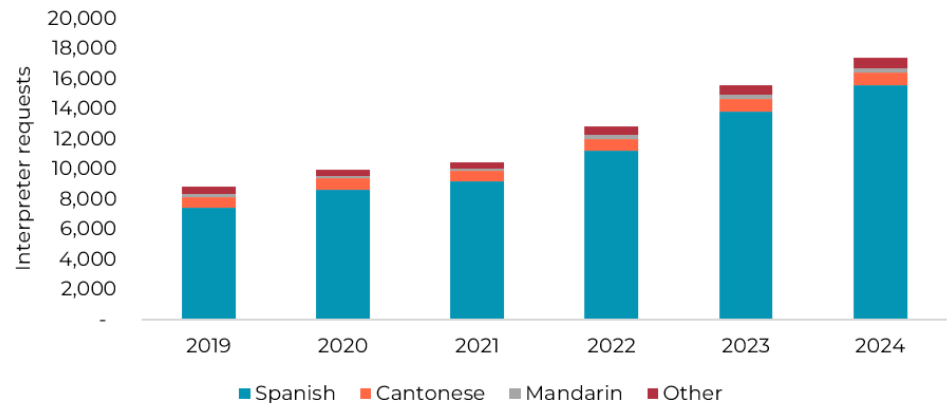
The Police Department uses a bilingual dispatcher or a third-party interpreters (contracted through the state) to process calls from limited English speakers

The Communications Division had two Cantonese-speaking dispatchers, 15 Spanish-speaking dispatchers, and 1 Laotian speaking dispatcher (FY 2023-24)

In 2024, the Police Emergency Communications Center used interpreters to handle more than 17,000 calls in 41 languages

Most of these requests (89 percent)

Exhibit 24: The Number of Interpreter Requests for 9-1-1 Calls Have Increased Since 2019



Source: Auditor analysis of yearly data from CyraCom International, Inc., the state's contracted vendor for 9-1-1 call interpretation. This data reflects all Police requests for third-party interpreters for 9-1-1 calls.

Using Interpreters Results in Longer 9-1-1 Calls and Inconsistent Interpretation Quality

The process of requesting an interpreter takes multiple steps, including identifying the language, requesting interpretation, and waiting for the interpreter to come on

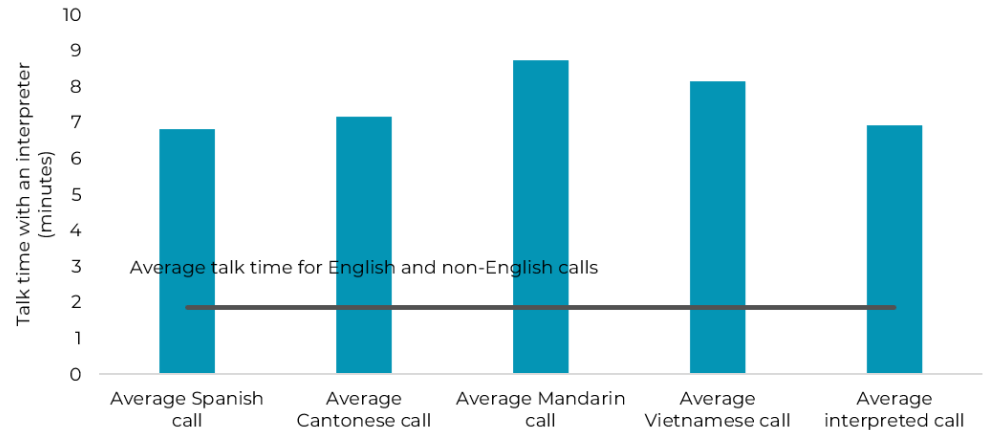
Some languages take longer to secure an interpreter than others

Interpretation extends calls by five minutes, compared to average duration of 9-1-1 call

Dispatchers reported that interpreters did not always provide quality interpretation

Delays are compounded for callers with fire or medical emergencies

Exhibit 27: In 2024, Interpreted Calls Lasted Five Minutes Longer Than the Average 9-1-1 Call

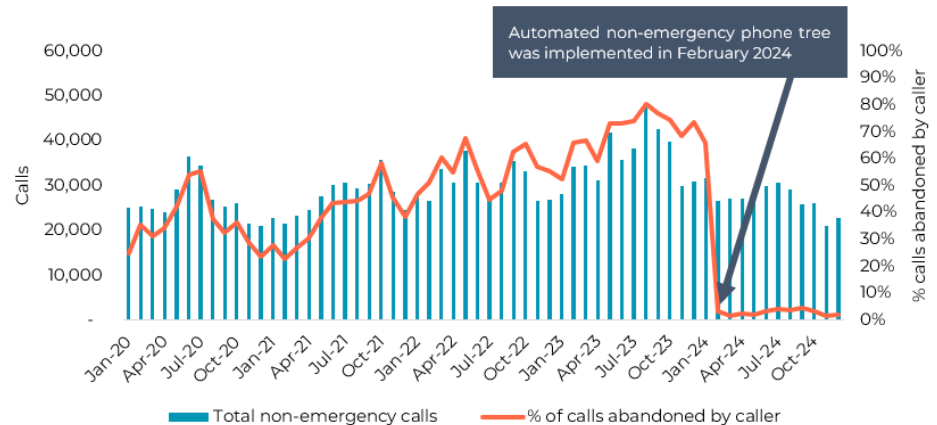


Source: Auditor analysis of American Community Survey 1-year estimates for 2023 (US Census Bureau). Limited English speaking households are households in which there is no member over 14 years old that speaks English “very well.”

The Police Department Implemented an Automated Phone Tree for Non-Emergency Calls but It Is Not Fully Translated

- Police call takers answer both calls on both emergency and non-emergency lines
- In Feb 2024, the Police Department implemented an automated phone tree on its non-emergency line, reducing call volume
- Initial greeting that informs callers that the phone tree is available in Spanish, Cantonese, and Mandarin, is only in English
- The City’s Equal Access Ordinance requires departments to “maintain recorded telephonic messages” in threshold languages

Exhibit 29: The Police Department’s Non-Emergency Phone Tree Successfully Decreased Call Volume and Caller Abandonment Rates



Source: Auditor analysis of Emergency Call Tracking System (ECaTS) reports from January 2020 through December 2024 obtained from the Police Department.



Recommendation 3

The Police Communications Division should develop a plan to maximize hourly coverage of bilingual dispatchers.

Recommendation 4

The Police Communications Division should adjust its target for bilingual dispatchers (based on regular assessments required by the City's Administrative Instruction 145) towards an equivalent level of service for emergency calls in languages spoken by limited English speakers with more than 10,000 residents.



Recommendation 5

The Police Department should update its policies to include existing and/or best practices in language accessibility, such as its current practice of prioritizing the use of bilingual dispatchers over third-party interpreters, as well as streamlining the transfer of interpreted calls to the Fire Department so that interpreters are not dropped, and informing officers or police service technicians when they are responding to calls involving limited English speakers.

Recommendation 6

The Police Department should analyze and report on its progress towards the City's policy goal of providing the same level of service for limited English speaking populations to an appropriate oversight body, such as the City Council's Public Safety Committee. These reports should include the number of 9-1-1 calls from limited English speakers by language and call response times compared to other calls.



Recommendation 7

The Police Communications Division should translate the initial greeting of the Department's non-emergency phone tree into threshold languages as defined by the Equal Access to Services Ordinance.



Finding 3

A Lack of Response Time Targets and Outdated Beat Boundaries Reinforce Disparities in Overall Response Times

The Police Department Does Not Currently Have Response Time Targets or Regularly Report on Response Times Performance

- Lack of targets prevents the department to setting expectations on “reasonable” response times
- Setting measurable performance targets enable an organization to assess its progress towards achieving its objectives
- San Jose and San Francisco set targets for police response times

Exhibit 30: The San Jose Police Department Has Adopted Response Time Targets

Emergency Call Stage	Priority 1 Calls	Priority 2 Calls
Processing Time Target	< 1.5 min	< 1.5 min
Queuing Time Target	< 0.5 min	< 3.5 min
Driving Time Target	< 4 min	< 6 min

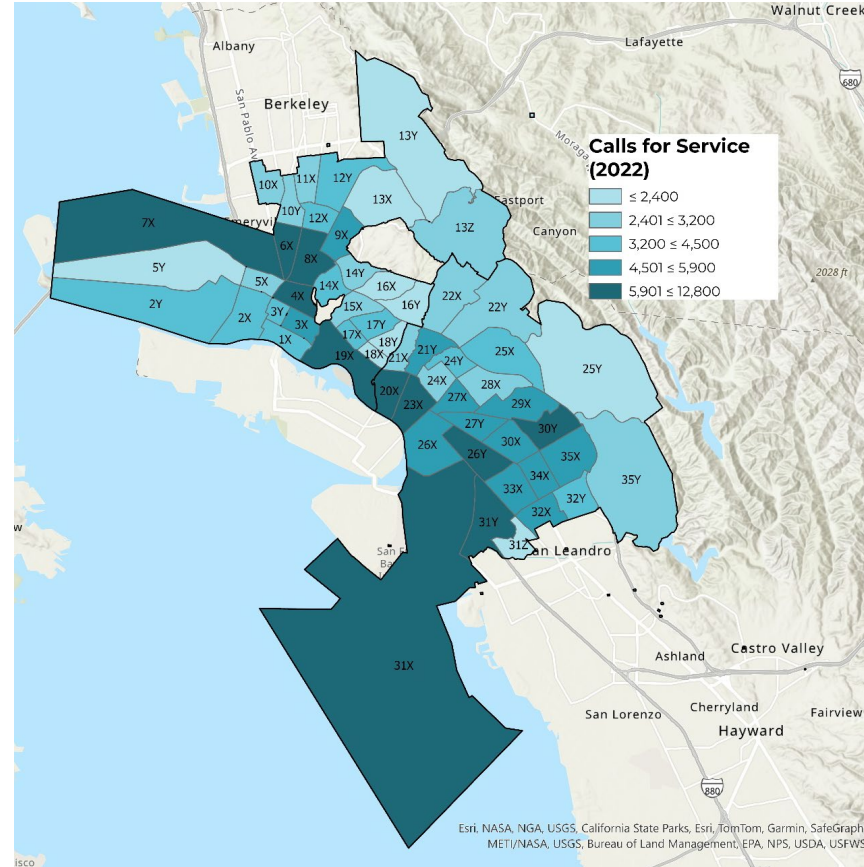
Source: Annual Report on City Services, FY 2023-24 (San Jose City Auditor), Police chapter.

Exhibit 35: Police Calls for Service Varied across Oakland Beats in 2022

Oakland is Divided into East and West Bureaus

35 geographic beats: 19 in West Bureau, 16 in East Bureau

Approximately one officer assigned per beat per shift



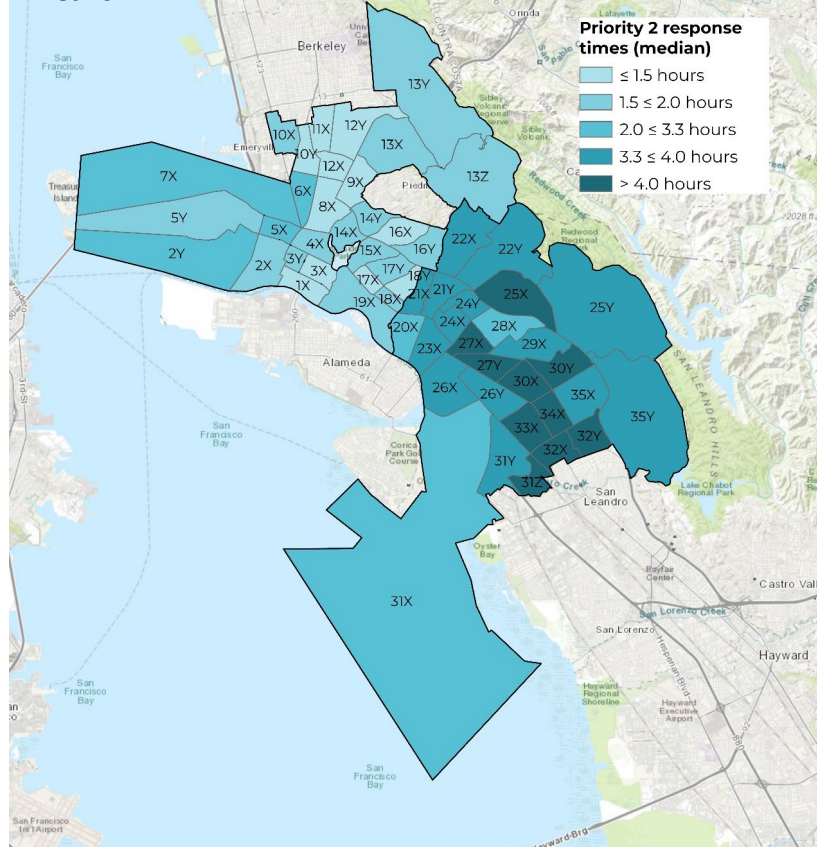
Priority 2 Call Response Times are Longer in the East Bureau

From 2019 to 2024, the East Bureau experienced longer median response times than the West Bureau for Priority 2 calls

In 2022, the median Priority 2 response times in East Bureau were two hours longer than in the West Bureau

Source: Auditor analysis of data from the Police Computer-Aided Dispatch system for 2022. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller. The East Bureau oversees all beats to the east of 20X, 21X, 21Y, 22X, and 22Y.

Exhibit 39b: Response Times Are Higher in the Hills for Priority 1 Calls and Higher in the East Bureau for Priority 2 Calls

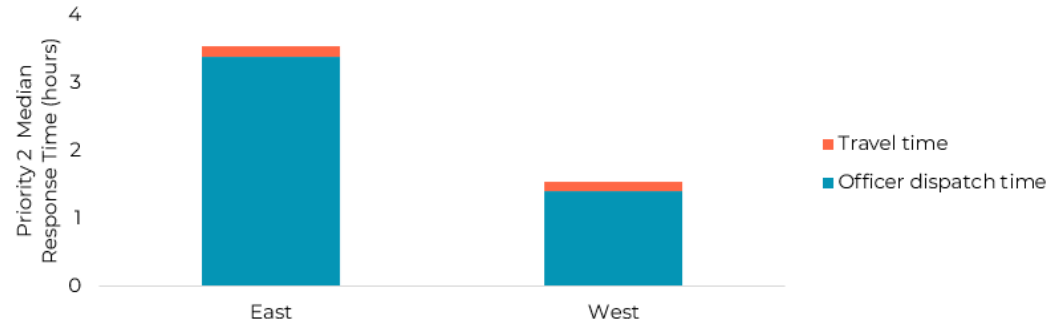


The East Bureau has Longer Officer Dispatch Times

- Priority 2 calls are dispatched by Patrol Area, not citywide, meaning that the number of potential responding officers are limited to within East and West Bureaus*
- The East Bureau has higher officer dispatch times for Priority 2 calls
- Dispatch times are largely determined by when an officer becomes available to respond to a call

*Patrol Areas contain multiple beats. The West Bureau oversees Patrol Areas 1 through 3 and the East Bureau oversees Patrol Areas 4 through 6.

Exhibit 32: In 2022, Slow Priority 2 Response Times in the East Bureau Were Driven by Longer Officer Dispatch Times



Source: Auditor analysis of 2022 data from the Police Computer-Aided Dispatch (CAD) system. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department's "Administrative" category that are not initiated by a caller.

The East Bureau has fewer officers responding to more Priority 1 and violence-related calls

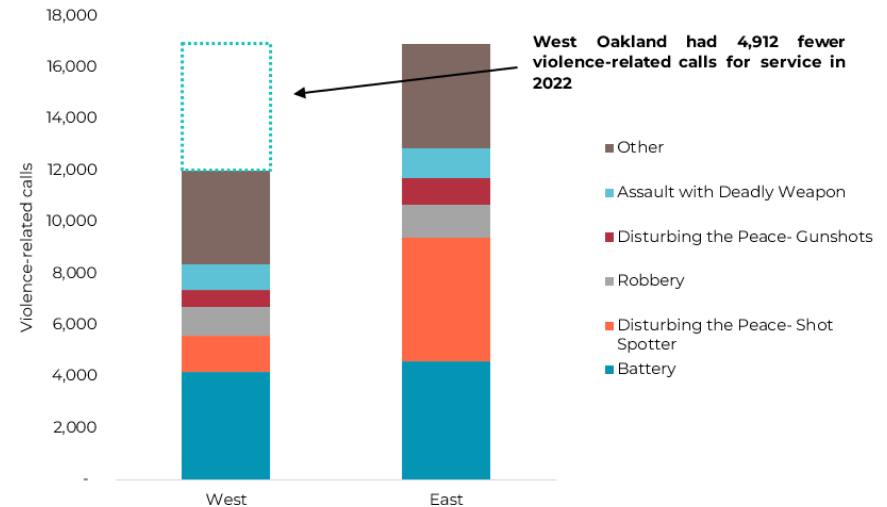
East Bureau has more Priority 1 and calls involving violence as well as fewer beats, resulting in fewer officers to respond to calls

Priority 1 and calls with violence typically involve longer on-scene times

In 2022, the East Bureau experienced 8.9 hours of Priority 1 call workload per week per officer

We estimated an additional 60 hours of officer time per week in East Bureau to address violence-related calls

Exhibit 37: The East Bureau Had More Violent-Related Calls than the West Bureau in 2022



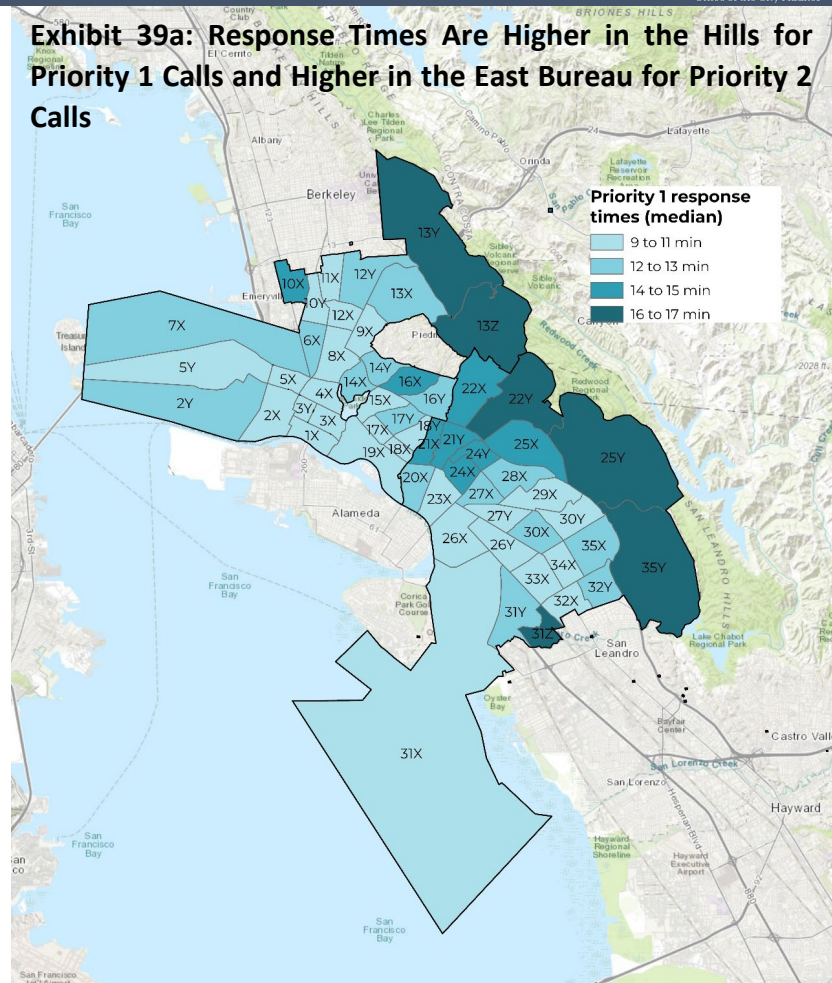
Source: Auditor analysis of 2022 data from the Police Computer-Aided Dispatch (CAD) system. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). Numbers are based on one patrol officer per beat. This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller.

Priority 1 Response Times are Higher in the Hills

- Priority 1 calls are emergencies that pose immediate threats to life
- Unlike Priority 2 calls, officers are dispatched citywide to respond to Priority 1 calls
- Since 2021, the overall median response time to Priority 1 calls citywide has been **nine minutes**. However, beats in the hills have longer median response times

Source: Auditor analysis of data from the Police Computer-Aided Dispatch system for 2022. Note: We use 2022 data because it is the most recent and complete year of data (see Box 4). This analysis excludes incidents that were marked as duplicates and call types under the Department’s “Administrative” category that are not initiated by a caller. The East Bureau oversees all beats to the east of 20X, 21X, 21Y, 22X, and 22Y.

Exhibit 39a: Response Times Are Higher in the Hills for Priority 1 Calls and Higher in the East Bureau for Priority 2 Calls





Recommendation 8

The Police Department should adopt targets for each stage of its response times, set a process to revisit these targets as needed, and regularly report on its performance.

Recommendation 9

The Police Department should update beat boundaries, considering factors such as call volume, call types (e.g., calls involving violence) and priorities, and officer and supervisory capacity.



Recommendation 10

The Police Department should activate GPS in its patrol cars to enable dispatchers to dispatch the nearest officer to an incident to minimize travel times. This recommendation may be subject to meet and confer.

Annual Work Plan

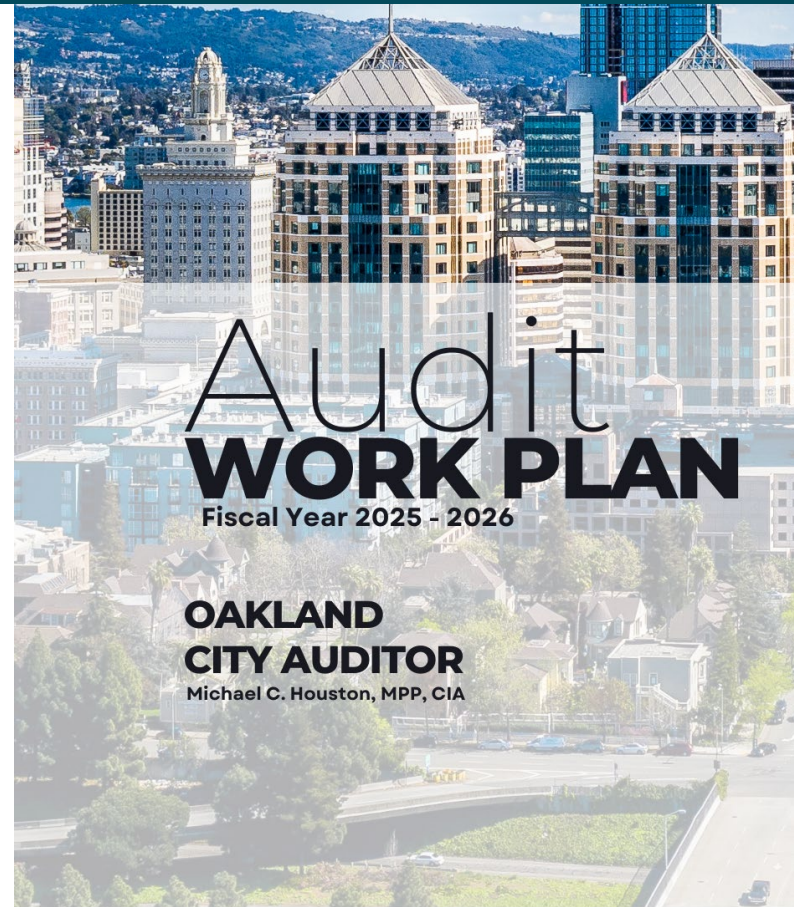
The City Charter requires the City Auditor to publish its work plan every August.

Just Released!

- ✓ Response Times for Police Emergency Calls
- ✓ Kids First! Oakland Fund for Children and Youth
- ✓ The Oakland Police Oversight Agencies

Audits In Progress:

- ✓ Response Times for Fire Emergency Calls
- ✓ Illegal Dumping
- ✓ Finance Department's Revenue Bureau
- ✓ Vacant Property Tax
- ✓ Capital Improvement Program Financial Management



August 28, 2025

Independent Auditor. Reporting Directly to the Residents.

Police-Related Audit Topics

Police Staffing

	Oakland	San Jose	SJ/OAK
Population	443,554	997,368	225%
Square Mileage	56	178	319%
Sworn Fulltime Staff	678	1,172	173%
Property Crime Rate	7,230	2,572	36%
Violent Crime Rate	1,925	519	27%

Police-Related Audit Topics

- ✓ Measure NN
- ✓ Police Deployment including civilianization opportunities
- ✓ MACRO
- ✓ Police Effectiveness



**Stay
Connected.**
Subscribe to our newsletter!

Email: CityAuditor@OaklandCA.gov

Social Media: Reddit, LinkedIn,
NextDoor, Facebook, or Instagram

Phone: (510) 238-3378

Contact Us!

We'd love to hear from you.



Questions & Open Forum



SMARTER

PUBLIC

SAFETY

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

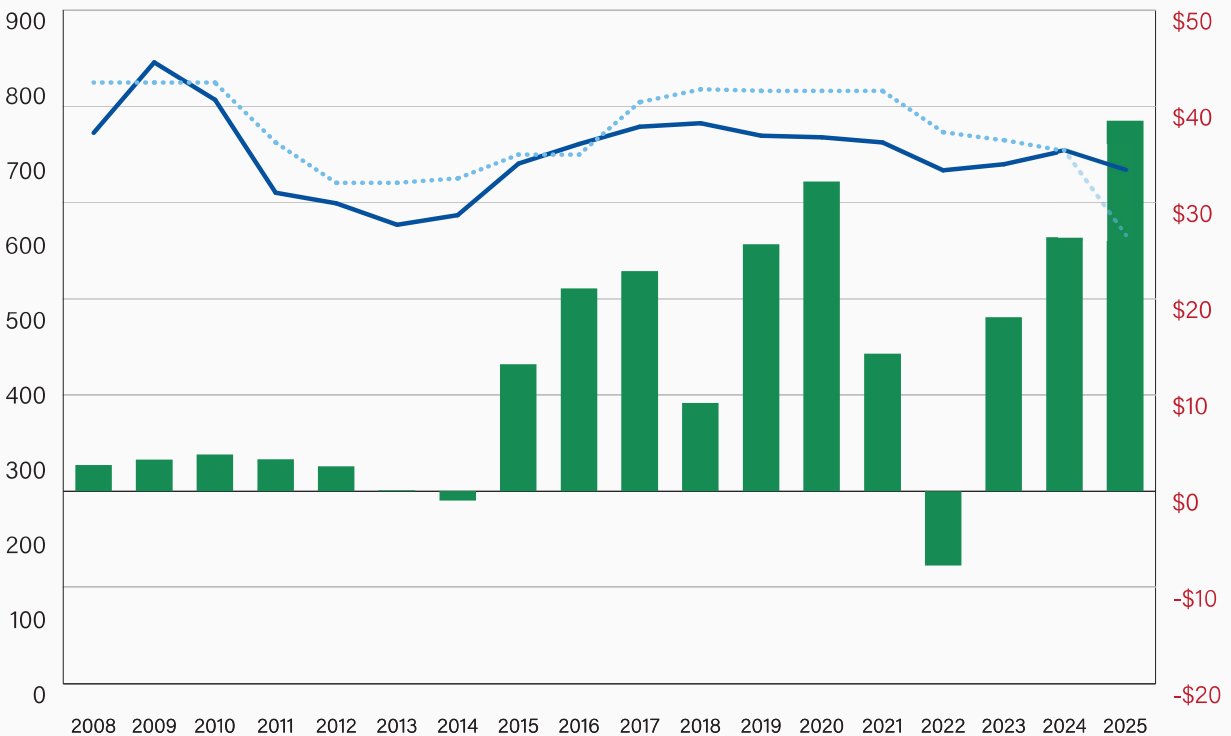
Summary of Main Findings:

- 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



■ OPD Amount Over/Under Total Budget (In Millions)

⋯ Budgeted Officer Positions

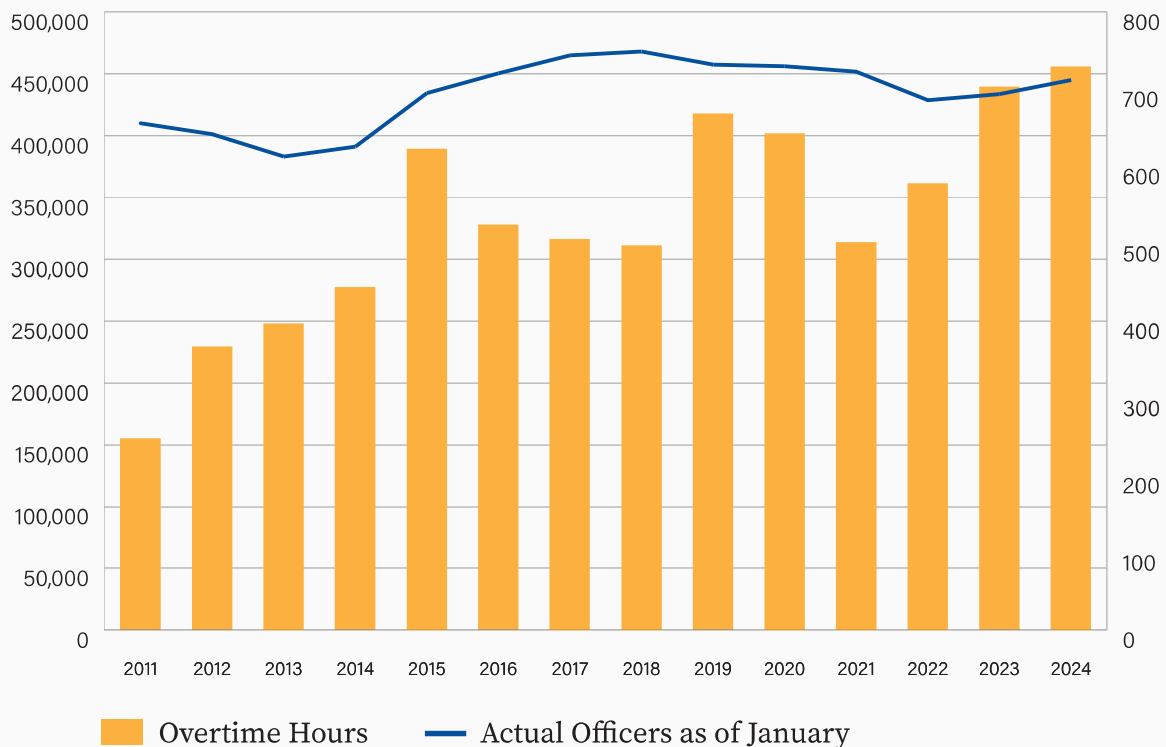
— Actual Officers as of January

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.



“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.”



Staffing



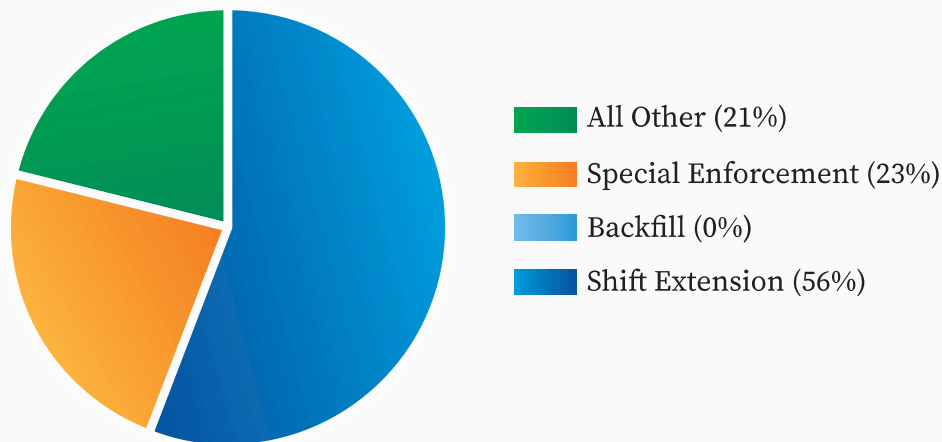
Overtime

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.

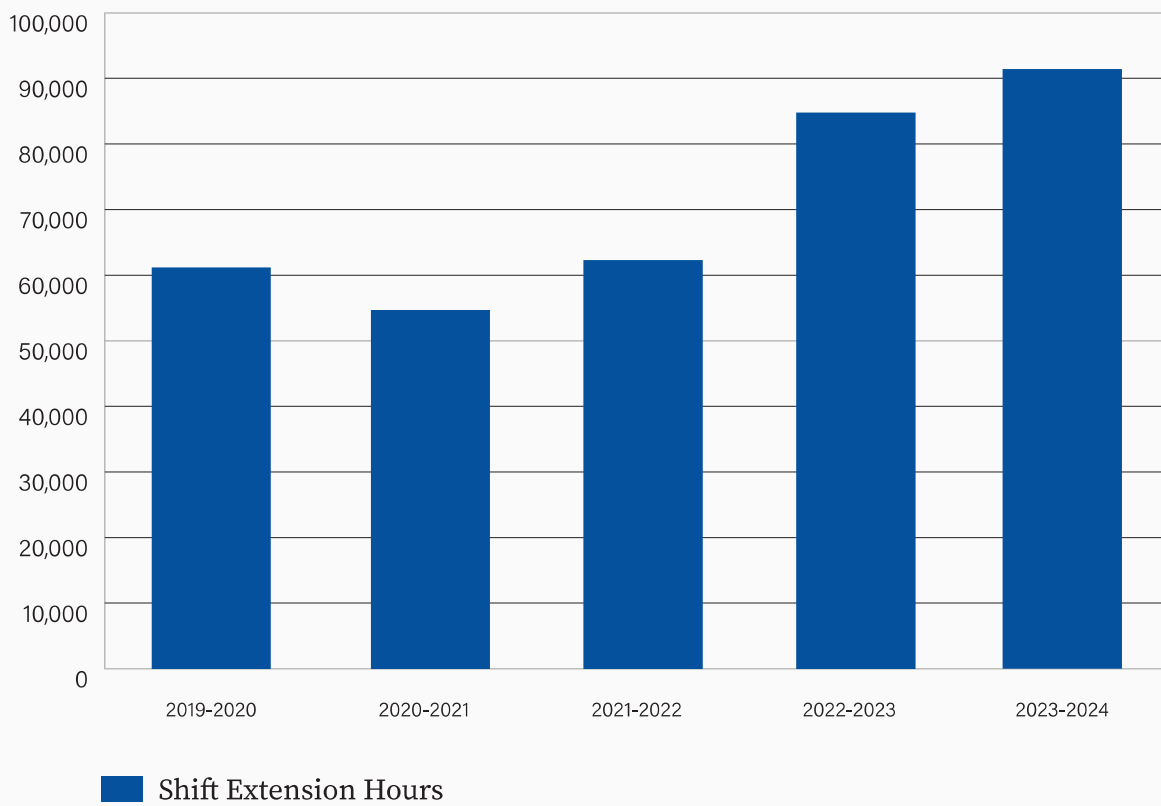
Increase in Overtime Hours from Fiscal Years 2019-2020 to 2023-2024 by Type



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.

“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.”

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.



“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.”



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.

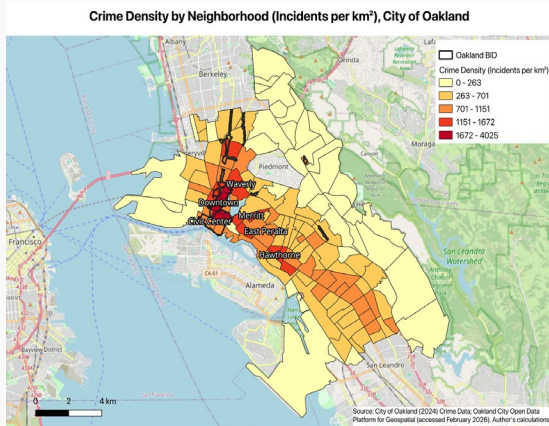
Nexus of Public Safety and Economic Development

BAC Ad Hoc Informational Update
April 2026

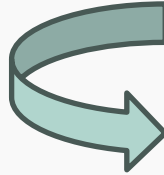
Nexus of Public Safety and Economic Development

Chronic Crime

- Retail Leakage \$1.6 B



Residents,
visitors, business
don't feel safe



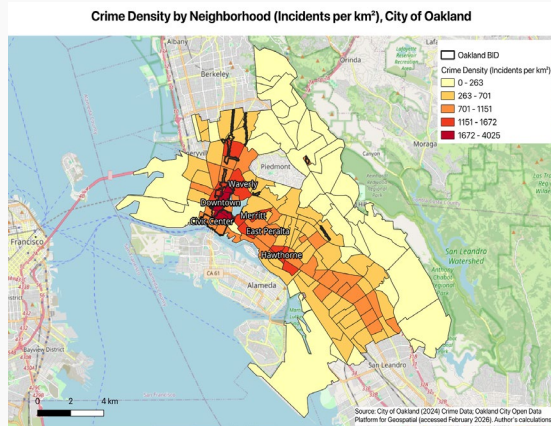
Lack of
economic
opportunity
leads to crime



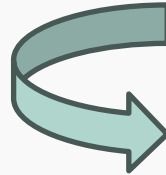
Nexus of Public Safety and Economic Development

Chronic Crime

- Retail Leakage \$1.6 B



Residents,
visitors, business
don't feel safe



Lack of
economic
opportunity
leads to crime



Goal:
Improve Public Safety



Goal:
Improve Top Line City Revenue

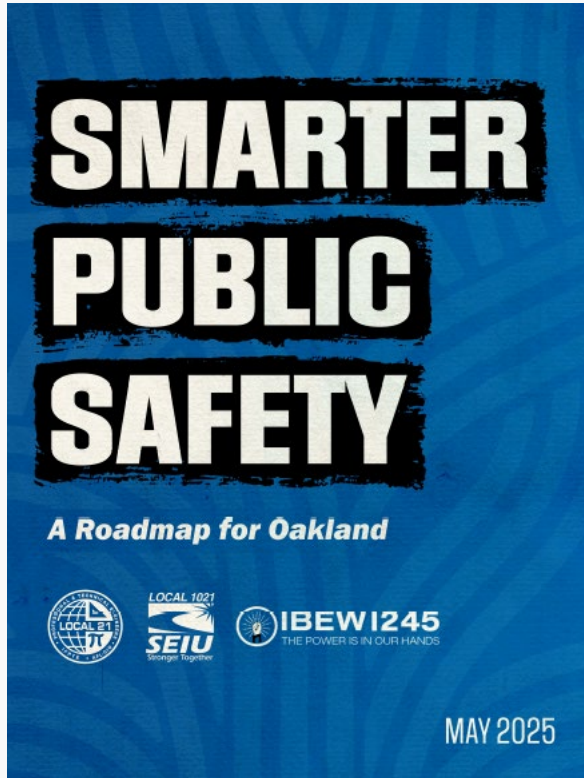
Updates

- March 2026 Chamber of Commerce Economic Summit Update
- Employment Still lagging post COVID
- Follow up Areas with the Auditor
- May 2025 SEUI Report on Public Safety
- Deeper Dive into Workforce Development and Crime
- Fire Chief Wants to Speak to BAC on Ambulance Services
- Chamber of commerce and EDAP Team

Examples Alternative Strategies for Public Safety

	Theory of Change	Evidence Summary	Estimated Crime Impact
Parks	<ul style="list-style-type: none"> ● Design, not parks, reduces crime ● Context matters 	<ul style="list-style-type: none"> ● Design-based fixes work ● Parks alone are mixed 	<ul style="list-style-type: none"> ● Disorder crime: moderate reductions. ● Violent crime: small, context-specific effects.
Libraries	<ul style="list-style-type: none"> ● Indirect effects ● Long term mechanism 	<ul style="list-style-type: none"> ● Limited evidence: ● Suggestive, not causal 	<ul style="list-style-type: none"> ● Short term: minimal impact. ● Long term: reductions mainly in disorder and property crime.
Safety Ambassadors	<ul style="list-style-type: none"> ● Visible presence deters disorder: ● Effects require continuity 	<ul style="list-style-type: none"> ● Stronger for disorder/fear ● Improve community perceptions of crime ● Gathering data on expanded program (link) 	<ul style="list-style-type: none"> ● Short term: small-moderate disorder reduction in targeted areas. ● Long term: effects attenuate unless institutionalized.
Workforce Development - Youth	<ul style="list-style-type: none"> ● Structure matters ● Targeting matters 	<ul style="list-style-type: none"> ● Strong RCT evidence ● Mixed long-term effects 	<ul style="list-style-type: none"> ● Short term: violent arrests ↓ ~30-40% (participants). ● Long term: partial persistence without follow-on pathways.
Targeted Lead Abatement	<ul style="list-style-type: none"> ● Biological mechanism ● Long lag, permanent effect 	<ul style="list-style-type: none"> ● Strong, multi-method evidence ● Violence-specific effects 	<ul style="list-style-type: none"> ● Long term: violent crime ↓ ~20-40% (cohorts).
Increase police staffing	<ul style="list-style-type: none"> ● Analysis in progress 		

Follow up Study is Needed!



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

Regardless of Budgeted or Actual Officer Staffing Levels, OPD has Spent Over Budget for 16 of the Last 18 Years.



//////

“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.”

//////





“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.”





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



Suggested Follow up City Audit topics to improve Effectiveness of Officer Deployment

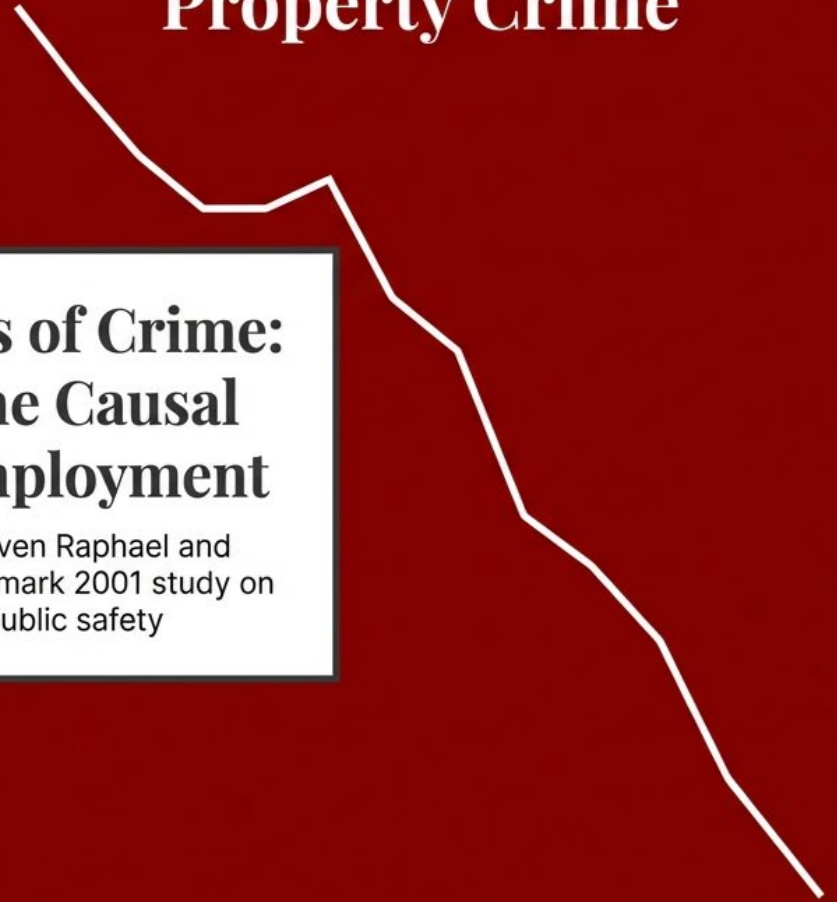
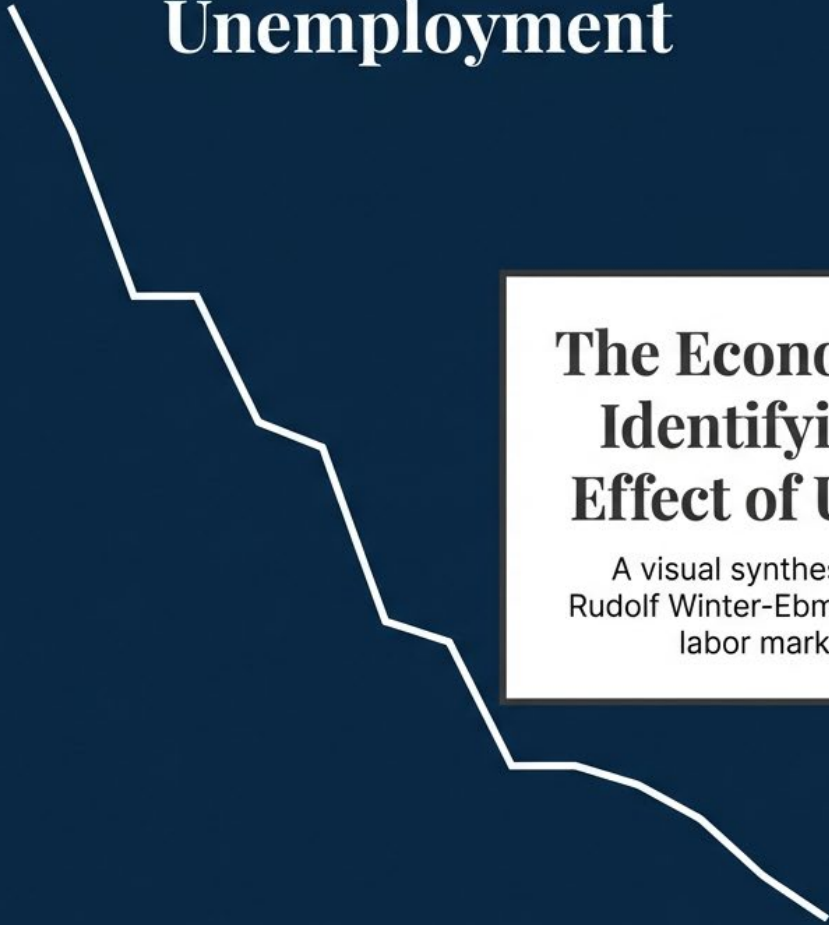
- Evaluate how Workman's comp can be further improved (compared to other cities) to improve officers on the street compared to officers on payroll
- Evaluate opportunity to reduce officers on Paid Admin Leave during investigations
- Evaluate how MACRO dispatch protocols limit MACRO's ability to reduce OPD workload
- Evaluate how "Parol Draw" impacts effective deployment of officers to where they are needed most, and how "meet and confer" could be used more effectively
- Deeper Dive into history of Officer Staffing Levels and Unemployment (see SEIU May 2025 Report)

Unemployment

Property Crime

The Economics of Crime: Identifying the Causal Effect of Unemployment

A visual synthesis of Steven Raphael and
Rudolf Winter-Ebmer's landmark 2001 study on
labor markets and public safety



Legitimate labor market opportunities are a premier, causal deterrent to property crime.



The Causal Link

Unemployment definitively drives property crime. A 1 percentage point drop in the unemployment rate causes up to a 5% decline in property crime.



The Vulnerability Factor

Individuals with lower potential wages (youth and unskilled workers) are highly sensitive to labor market shocks. Legitimate jobs are their primary barrier against criminal activity.



The 1990s Miracle

The U.S. economic boom of the 1990s—which saw unemployment drop by 2.5 points—single-handedly explains over 40% of the decade's massive decline in property crime.

In the 1990s, both unemployment and crime fell dramatically—but was it causation or correlation?



The Paradox

Previous academic studies failed to prove a strong causal link between jobs and crime.

The Noise

Earlier research struggled with "pro-cyclical" interference. During economic booms, alcohol consumption increases, increases, and more consumer goods are purchased (creating targets for theft). This "noise" frequently masked the true, underlying crime-reducing power of employment.

Crime is an economic choice: When legitimate wages disappear, the “returns to crime” win out for vulnerable populations.

The Economic Tipping Point



High-wage workers have high reservation wages. An unemployment spell rarely pushes them into crime because the financial payout of a robbery never exceeds their baseline earning potential.

Youth and unskilled workers have inherently lower potential wages. When an unemployment shock hits, their “budget constraint” shifts instantly. The marginal return of illegal activity quickly eclipses the zero-income reality of unemployment.

Overcoming statistical noise to definitively isolate the causal effect of unemployment on crime

The Methodological Upgrade

Naive Approaches

Raphael's Approach

Simultaneity Bias (The Chicken-or-Egg Trap)

Does unemployment cause crime, or do criminals just become unemployable (scarring effects of prison)?

Instrumental Variables (2SLS). Raphael utilized state military contracts (DOD) and state-specific oil price shocks as isolated, external triggers of unemployment to prove the direction of causality.

Pro-Cyclical Variables (The Masking Effect)

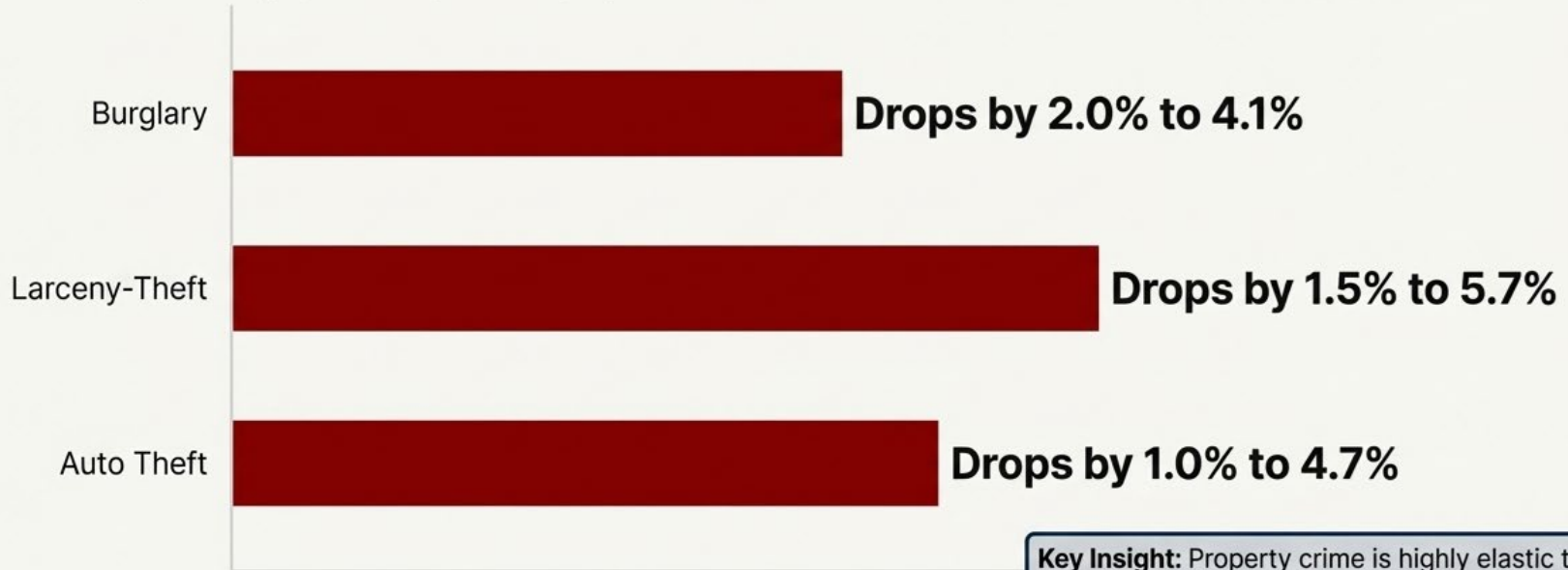
Booms bring more jobs, but also more target-rich environments and alcohol consumption, **masking safety gains.**

Unprecedented Scope

A rigorous U.S. state-level panel (1971–1997) explicitly controlling for alcohol consumption, per-worker income, urbanization, age demographics, and incarceration rates.

The causal link is undeniable: Expanding labor markets drastically reduce property crime.

Impact of a 1 percentage point drop in unemployment



Key Insight: Property crime is highly elastic to employment. These effects are strongly significant and remain remarkably stable across both Ordinary Least Squares (OLS) and Instrumental Variable (2SLS) models.

Violent crime is behaviorally complex and driven by “exposure,” not just economics.

The Paradox



Initial models falsely suggested being unemployed made people less violent.

The Resolution

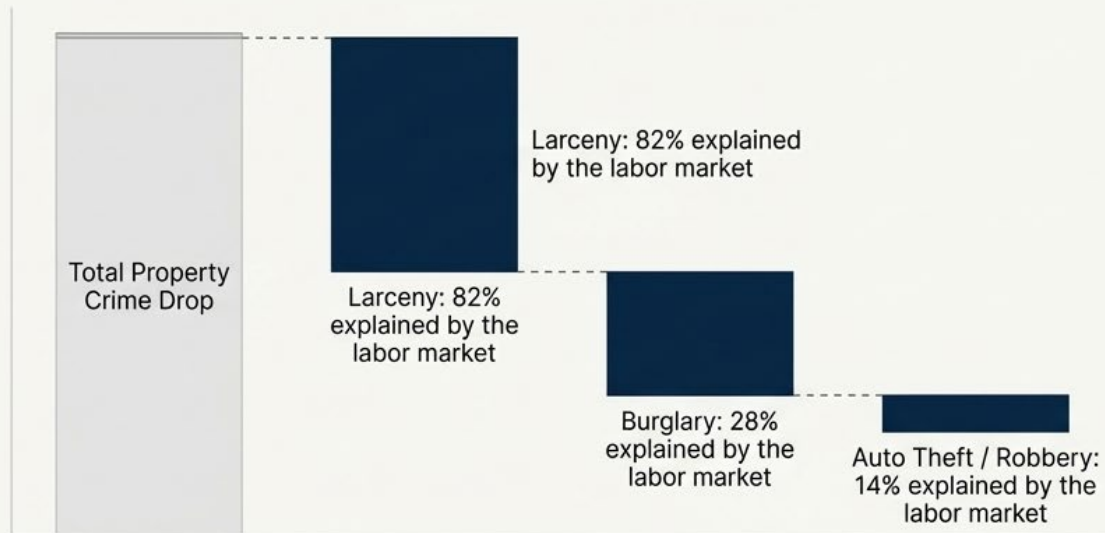


By separating the data for rape (where >99% of perpetrators are male and victims female), the authors tested female unemployment as a proxy for social exposure. When female unemployment dropped (more women out of the house), rape rates increased due to interaction volume, masking the baseline data.

Conclusion: Unlike property crime, violent crime is only weakly linked to economic cycles.

The 1990s economic boom single-handedly explains over 40% of the decade's massive property crime decline.

Deconstructing the 1992–1997 Safety Gains



>40%

of the total property crime decline in the 1990s was directly caused by the 2.5% drop in unemployment.

Bottom Line: While policing and incarceration played roles, the sheer volume of new jobs was an invisible, dominant force in securing public safety.

The most effective crime-prevention program in existence is a robust labor market.

Jobs = Safety

Policies aimed at improving baseline employment prospects are not just economic tools; they are direct, highly effective property crime reduction mechanisms.

Focus on the Vulnerable

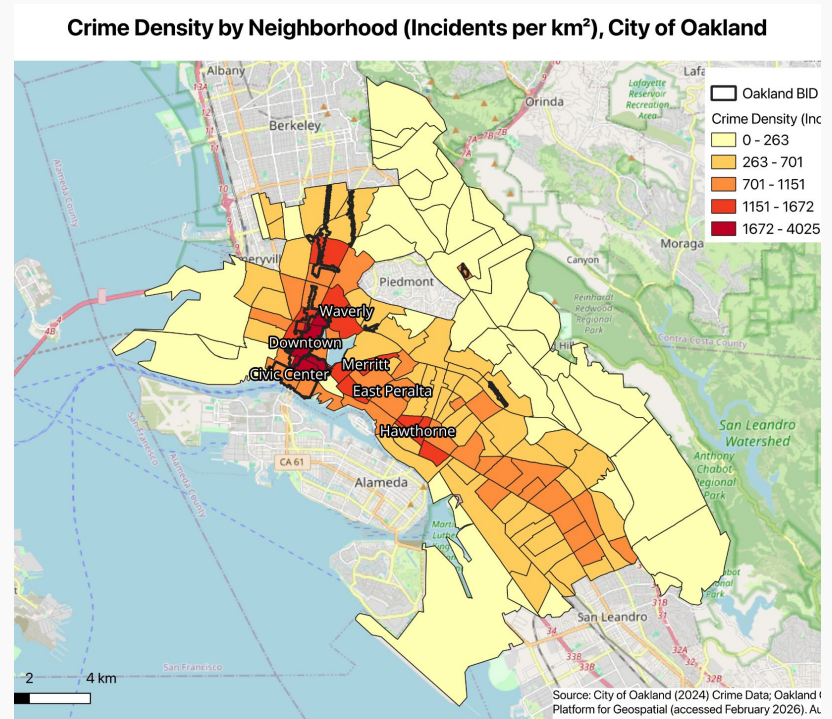
Because crime is a rational economic choice for those at the margins, targeted job training and placement programs for youth and low-wage workers offer the highest ROI for public safety.

The Ultimate Dual Benefit

Employment-based anti-crime policies achieve community safety and economic growth simultaneously—bypassing the massive social and fiscal costs of high incarceration rates.

Initial Findings

- COVID Recovery Still in progress
 - Impacts Unemployment
 - Impacts “activity level” and “eyes in the field” in public places
- Unemployment and Crime vary widely by area of the city
- Often the impact is strong but long term
- Example Proposals
 - –Expand Community Safety Ambassadors to other business districts
 - –Focused workforce development in high crime-unemployment areas
 - Potential for TAY assistance
 - If targets workforce dev can help property crime can ODD put more emphasis on Violent Crime– e.g. Project Ceasefire



Some next steps

- Get more data on Public Safety Ambassadors performance
- Deeper dive into Crime and Unemployment Data
- Follow up studies
- Collaboration and report to BAC for EDAP
- Chamber of Commerce
- Fire Chief to Speak to BAC on Ambulance Service Coordination

AUDIT REPORT



CITY OF OAKLAND
Office of the City Auditor

DATE: November 6, 2025

TO: Oakland Residents, Mayor Lee, Members of the City Council, City Attorney Richardson, City Administrator Johnson, and Kids First! OFCY Planning and Oversight Committee Members

FROM: City Auditor Michael C. Houston, MPP, CIA

SUBJECT: **Audit of the Kids First! Oakland Children’s Fund for Fiscal Year (FY) 2018-19 through FY 2023-24**

INTRODUCTION

Our Office has completed an audit of the Kids First! Oakland Children’s Fund (Fund). We based the audit objectives on requirements of City Charter sections 1300 and 1306, which require the City of Oakland (City) to allocate a portion of its annual actual unrestricted General Purpose Fund revenues and expenditures to fund services and programs benefiting children and youth. The City Charter requires the City Auditor to annually calculate and publish the actual amount of City spending for children and youth services exclusive of expenditures mandated by state or federal law. To bring the City current on the audit requirements, this report covers Fiscal Years (FY) 2018-19 through 2023-24.¹

BACKGROUND

The Kids First! Fund was established by the Kids First! Oakland Fund for Children and Youth Act (Act), which voters first passed as Measure K in 1996.² The City Council most recently reauthorized and extended the Act for an additional 12 years in 2020, effective July 1, 2021, through June 30, 2033, the end of FY 2032-33.³ As

¹ Past audits may be found on our website at <https://www.oaklandauditor.com/reports/all-reports/>.

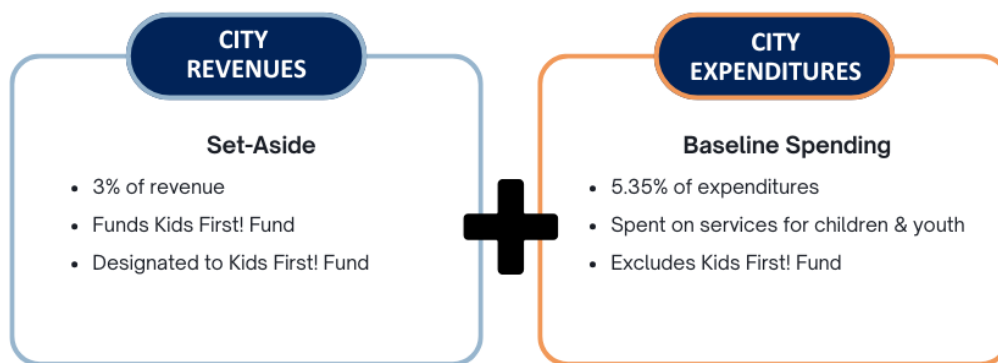
² Article XIII of the City Charter (sections 1300 to 1307) was added by the 1996 Kids First! Oakland Fund for Children and Youth Act; Article XIII of the City Charter and the Act may be referred to interchangeably.

³ Section 1307 of the City Charter sets out the process by which the law may be reauthorized. Every 12 years, the City Council can extend the law or place the question of whether to extend it to the voters through a ballot measure. Voters have previously amended the law. In 2008, Oakland voters repealed and replaced the Act from Measure K with Measure OO, and amended it

shown in Exhibit 1, the Act requires the City to set aside a portion of General Purpose Fund revenues and spend a minimum amount of money to support direct services for children and youth:

- **Set-Aside Requirement:** Each year, the City must set aside 3 percent of its actual unrestricted General Purpose Fund revenues and designate it to the Kids First! Fund.⁴ This is a restricted fund for the sole purpose of supporting children and youth services, for the purposes outlined in Section 1301 of the Charter. Money cannot be used for services that only incidentally benefit youth. The Human Services Department manages the Kids First! Fund by awarding grants to nonprofits, the Oakland Unified School District, or other agencies that provide programs for children and youth.⁵
- **Baseline Spending Requirement:** In addition, the City must also spend an amount at least equal to 5.35 percent of the City’s actual General Purpose Fund expenditures on services for children and youth.⁶ Specifically, this minimum expenditure requirement is for sources outside of the Kids First! Fund. Expenditures that can be counted toward the baseline spending requirement include programs such as Head Start, internships, mentoring, and after-school recreational activities.

Exhibit 1: The Kids First! Act Requires the City to Set Aside 3 Percent of Unrestricted General Purpose Fund Revenues for Children and Youth and Spend an Additional Amount Equivalent to 5.35 Percent of Unrestricted General Purpose Fund Expenditures on Children and Youth



Source: Auditor summary of City Charter Article XIII and Finance Department guidelines.

again in 2009 as Measure D. The 2009 amendment changed the basis for the Fund’s set-aside in response to the City’s budget deficit following the Great Recession.

⁴ The Act specifies that the Fund receives “an amount equal to three percent (3.0%) of the City of Oakland’s annual actual unrestricted General Purpose Fund (Fund 1010) revenues.” It further states that errors in the calculation shall be corrected by an adjustment in the set-aside depending on whether the actual revenue is greater or less than the estimate. The City must correct for any payment over or under the 3 percent requirement.

⁵ Per City Charter Section 1300, no less than 90 percent of the monies in the Fund shall be used to pay for eligible services for children and youth. No more than 10 percent of the monies in the Fund may be used for independent third-party evaluation, strategic planning, grant-making, grants management, training and technical assistance, and communications and outreach to ensure effective public participation.

⁶ The baseline amount (5.35%) represents the level of funding spent on children and youth services in FY 1995-96, when the Act was initially passed.

Because set-aside and baseline spending requirements are to be based on actual revenues and expenditures, Finance Department staff make initial estimates each budget cycle and then make adjustments following the close of the fiscal year, when the City has information about actual amounts, as confirmed by the City’s audited financial statements.⁷ Adjustments then appear in the following year’s budget, or two years after the initial estimate.

RESULTS

We found the City met the baseline spending requirements for all years, but did not always meet the set-aside requirement, which must be equivalent to exactly 3 percent, no more or less.⁸ (See Appendix A for auditor set-aside calculations.)

Between the set-aside and baseline spending, the City spent approximately \$401 million on children and youth programs over Fiscal Years 2018-19 through 2023-24, or an average of approximately \$67 million per year.

In the Period Reviewed, the City Did Not Always Meet the 3 Percent Set-Aside Requirement

Over a period of six years, from FY 2018-19 to 2023-24, the City overpaid the Fund in three years and underpaid the Fund in three years, as shown in Appendix B. The adjustments made did not match the amounts owed, based on our calculations.⁹

Based on requirements of the Act, City staff must first estimate the set-aside based on the budgeted unrestricted General Purpose Fund revenues, and then, when the audited financials are complete, staff finalize the set-aside and adjust the total to “true up” the amount based on actual unrestricted General Purpose Fund revenue (these are shown in the ‘adjustment year’ rows of Appendix B). If the initial estimated set-aside was too low or too high, the Finance Department reports that they aim to correct the underpayment or overpayment into the Kids First! Fund two fiscal years later by making adjustments equal to the difference into the Fund for underpayments, or into the General Purpose Fund for overpayments.¹⁰ As shown in Appendix B, the adjustments for FY 2013-14 and 2014-15 were made in FY 2018-19, beyond the two-year goal.

The Budget Bureau’s corrections were not always accurate. To correct for cumulative errors, we recommend that the Budget Bureau make a one-time adjustment from the Kids First! Fund back into the General Purpose

⁷ The City’s financial statements are reviewed by an independent external auditor to provide reasonable assurance that the statements are free from material misstatement, complete and reliable in all material respects. The City’s Annual Comprehensive Financial Reports are generally issued the December following the close of the fiscal year, and may be found at <https://www.oaklandca.gov/documents/financial-reporting>.

⁸ Article XIII Section 1300 of the City Charter states, “Errors in calculation for a fiscal year shall be corrected by an adjustment in the set aside depending upon whether the actual, unrestricted General Purpose Fund (Fund 1010) revenues are greater or less than the estimate.”

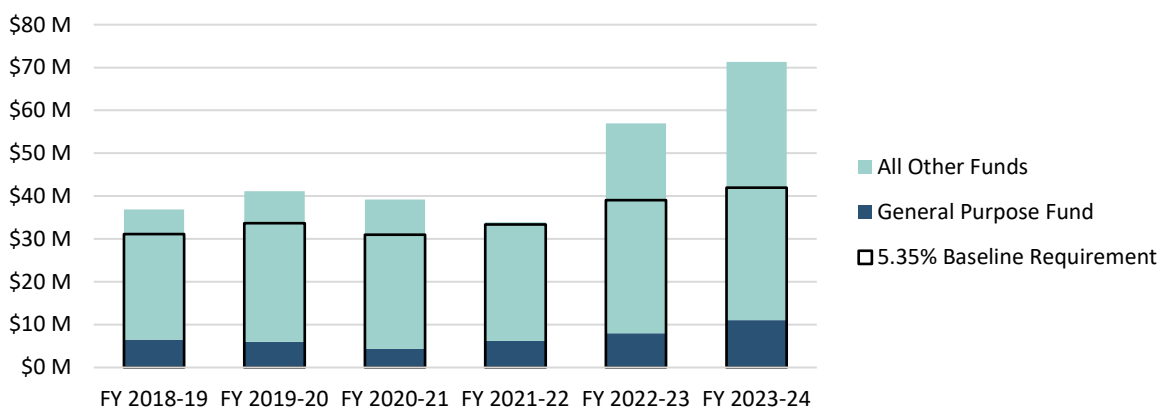
⁹ The Budget Bureau provided us with partial documentation of their adjustments and initial set-aside estimates. The Budget Administrator agreed to use auditor-calculated values for the purposes of presenting actual set-aside values for the remaining fiscal years. These values, shown in Appendix A, are based on actual revenues as audited by the City’s external financial auditor and recorded in Oracle. Importantly, these set-aside calculations assume, based on the Controller’s Bureau interpretation of Governmental Accounting Standards Board (GASB) guidance, that service charges are generally considered restricted revenues and that lease revenues are generally considered unrestricted, though specific sources may have contractual or legal restrictions.

Fund (see Recommendations at the end of this report). This adjustment should be documented for future reference.

The City Met the Baseline Spending Requirement for the Period Reviewed

As described in the Background, the City is required by the Act to spend an amount equivalent to 5.35 percent of actual unrestricted General Purpose Fund expenditures on programs for children and youth. The City met or exceeded the baseline 5.35 percent spending requirement for FY 2018-19 through FY 2023-24, as shown in Exhibit 2.

Exhibit 2: The City Met or Exceeded the 5.35 Percent Baseline Spending Requirement in Each Year Analyzed



Source: Auditor analysis of expenditure data from Oracle, the City of Oakland’s financial management system.

Note: In the last two fiscal years, the inclusion of Oakland Promise funding, which started in FY 2022-23, increased overall expenses substantially.

Expenditures above the required level ranged from a low of about \$571,000 in FY 2021-22 to highs of \$17.8 million in FY 2022-23 and \$29.3 million in FY 2023-24, due to the infusion of funds from the Oakland Children’s Initiative (Measure AA, passed in 2018) for operational uses starting in FY 2022-23.¹¹ Overall, these expenses included programs and services like: year-round lunch, youth adult sports, child care, coaching, support for at-risk youth, and programs for supporting the healthy development of young children.

City Attorney Review of Finance Department Guidance Will Help Ensure Consistency

The Act is complex insofar as it applies to multiple funds, requires estimates and adjustments based on actuals, and timing necessarily results in adjustments in subsequent years to ensure compliance. It also requires

¹¹ The following five voter-approved measures contribute to services directly serving children and youth: The Oakland Children’s Initiative of 2018 (Measure AA) provides funding for early education and Oakland Promise; the 2024 Oakland Public Safety and Services Violence Prevention Act (Measure NN); the 2018 Oakland Public Library Preservation Act (Measure D) and the 2022 Library Services Retention and Enhancement Act (Measure C) for children’s room, children’s services, and teen services; and the 2016 Tax on Sugar-Sweetened Beverages (Measure HH) for youth adult sports and youth services.

ongoing legal interpretation, as described in a past audit.¹² As noted above, there were fiscal years where the adjustment was higher or lower than required.

Over the course of the audit, relevant City staff expressed some uncertainty relating to the Kids First! requirements in terms of both revenue set-asides and eligible baseline expenses. We also have an open audit recommendation to the Finance Department to establish guidance and methodologies for eligibility of expenses that meet and do not meet baseline spending requirement as required by the Act.¹³ Past audits have also recommended formalizing policies and procedures for calculating the Kids First set-aside, including identifying which revenue sources are restricted and unrestricted, and clarifying when the City should reconcile its Kids First Fund set-aside.¹⁴

To ensure consistency of interpretation and promote compliance, the Finance Department should consult with the City Attorney's Office to finalize and adopt formal guidance and document the methodology for future reference.

RECOMMENDATIONS

1. To ensure consistency of interpretation and to promote compliance with Article XIII of the Oakland City Charter, the Finance Department should consult with the City Attorney's Office to finalize and adopt formal guidance and document the methodology of its process for: (a) adjusting set-asides based on actual revenues rather than appropriations, (b) calculating baseline spending on eligible expenses, for example, within defined org codes and program codes, (c) defining the timing of true-ups and adjustments for the two-year adjustment cycle, and (d) validating interpretations of 'restricted' General Purpose Fund revenues.
2. In accordance with Kids First! The Oakland Fund for Children and Youth Act, the Finance Department should, in consultation with the City Attorney's Office, correct for the over-and under-payments between FY 2018-19 and FY 2023-24, and document this one-time correction for future reference.

¹² *Measure D Children and Youth Services Baseline Spending and Set Aside Requirements for the Kids First Fund Audit FY 2009-10 through FY 2011-12.*

¹³ The recommendation from the [2020 Audit of Measure D: Kids First Oakland Fund for Children and Youth Act Fiscal Years 2016-17 and 2017-18](#) is partially implemented as of June 30, 2025.

¹⁴ [Measure D Children and Youth Services Baseline Spending and Set Aside Requirements for the Kids First Fund Audit FY 2009-10 through FY 2011-12](#). The same audit also noted that the Act requires continuous legal interpretation, and recommended convening a working group with members of the Planning and Oversight Committee, Controller's Bureau, and City Attorney's Office to clarify the Act and bring a revised ballot measure to the voters.

CITY ADMINISTRATION'S RESPONSE

We presented the audit's findings, conclusions, and recommendations to the City Administration, including staff from the Finance Department, Human Services Department, and City Attorney's Office. The Administration agreed with the findings and recommendations, and their response is attached at the end of this report.

ACKNOWLEDGMENTS

I want to express our appreciation to the Finance Department, the Human Services Department, and the City Attorney's Office for their cooperation and collaboration during this audit. I also want to acknowledge the staff who contributed to this audit, Senior Performance Auditor Mark Carnes, Performance Audit Manager Stephanie Noble, and Assistant City Auditor Eduardo Luna.

OBJECTIVE AND SCOPE

The objectives of the audit were to verify that the City correctly calculated and set aside the appropriate amount to the Kids First! Fund and that the City met the baseline spending requirements from FY 2018-19 through FY 2023-24.

METHODOLOGY

The objective of this audit was to review the City's compliance with the Kids First! Oakland Fund for Children and Youth Act, as described above. To this end, we reviewed management controls relevant to the objectives and:

- Reviewed the requirements of the Act.
- Reviewed previous City Auditor reports on Measure D titled:
 - *Measure K 2.5% Set-Aside Performance Audit: City of Oakland's Calculation of the Set-Aside for the Kids First! Oakland Children's Fund* published in July 2009,
 - *Measure D Children and Youth Services Baseline Spending and Set Aside Requirements for the Kids First Fund Audit FY 2009-10 through FY 2011-12* published in October 2014,
 - *Measure D Kids First! Oakland Fund for Children and Youth Act FY 2012-13 through FY 2015-16* published in August 2018, and
 - *Performance Audit of Measure D: Kids First! Oakland Fund for Children and Youth Act Fiscal Years 2016-17 and 2017-18* published in November 2020.
- Verified if calculated amounts due to the Kids First! Fund met requirements.
- Verified the transfer of set-aside monies into the Kids First! Fund (Fund 1780).
- Calculated expenditures for the baseline spending to verify requirements were met.
- Interviewed Budget and Controller's Office staff on interpretation and application of the Act.

STATEMENT OF COMPLIANCE WITH AUDITING STANDARDS

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

ERRATA

We initially released this report on April 3, 2025. We announced the removal of the report on April 8, pending additional audit work. After the initial release of the report, we identified a potential error stemming from the scope of the report. In expanding the scope of the period reviewed, we were able to confirm and correct for that error, and make subsequent changes based on that review. This report has been corrected based on that review. We made the following changes:

- Added Appendix A, which shows the auditor's set-aside calculations.
- Added Appendix B, which shows the true-ups dating back to FY 2012-13.
- Removed Exhibit 2 (replaced with Appendix B).
- Removed language that described a transfer made in error. Upon additional review, these interfund transfers were not in error, but were two late true-ups, made to correct for the period prior to the scope of the report.
- Revised Recommendation #2 to remove reference to the amount in error.
- Added reference to prior audit recommendations.

We made these changes in accordance with Generally Accepted Government Auditing Standards.

APPENDIX A: Set-Aside Calculations

Fund/Object/Account		FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	TOTAL
1010	Total General Purpose Fund Revenue	\$ 649,944,457.59	\$ 631,757,260.26	\$ 707,104,467.27	\$ 723,819,867.23	\$ 729,542,371.02	\$ 734,847,240.61	\$ 4,177,015,663.98
41313	Sales and Use Tax: Proposition 172	\$ 3,619,790.33	\$ 3,613,858.67	\$ 3,772,731.90	\$ 4,306,867.53	\$ 4,406,822.59	\$ 4,492,859.99	\$ 24,212,931.01
44200	Land Rental Income	\$ 224,756.26	\$ 186,903.59	\$ 160,739.62	\$ 186,333.72	\$ 166,240.82	\$ 116,642.01	\$ 1,041,616.02
44219	<i>Interest, Rent, and Concession – Real Estate – add back (effectively unrestricted)*</i>	\$ (224,756.26)	\$ (186,903.59)	\$ (160,739.62)	\$ (186,333.72)	\$ (166,240.82)	\$ (116,642.01)	
44300	Facility Rental Income	\$ 180,126.44	\$ 165,674.22	\$ (3,412.39)	\$ 344.78	\$ 55,852.08	\$ 57,789.81	\$ 456,374.94
44319	<i>Facility Rental: Facility Rentals to Profit-Making Groups</i>	\$ -	\$ 341.64	\$ (3,920.34)	\$ (9,308.52)	\$ 145.94	\$ (5,781.43)	
44329	<i>Facility Rentals: Miscellaneous</i>	\$ 180,126.44	\$ 165,332.58	\$ 507.95	\$ 9,653.30	\$ 55,706.14	\$ 63,571.24	
44419	Other Rental Miscellaneous	\$ 572,183.43	\$ 677,673.70	\$ 691,268.97	\$ 543,777.91	\$ 574,999.88	\$ 464,159.72	\$ 3,524,063.61
44419	<i>Interest, Rent, and Concession – Real Estate – add back (effectively unrestricted)*</i>	\$ (571,783.43)	\$ (677,673.70)	\$ (692,661.69)	\$ (548,115.89)	\$ (574,999.88)	\$ (466,424.44)	
44500	Concession Income	\$ 823,846.41	\$ 861,688.07	\$ 590,471.00	\$ 473,292.40	\$ 474,831.00	\$ 480,883.00	\$ 3,705,011.88
45100	Public Works Fee	\$ 259,511.79	\$ 353,953.44	\$ 521,851.89	\$ 2,406.28	\$ (441.00)	\$ -	\$ 1,137,282.40
45200	Park and Recreation Fee	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
45300	Parking Fee	\$ 17,035,130.15	\$ 11,738,138.33	\$ 7,994,760.10	\$ 11,345,247.46	\$ 11,346,593.45	\$ 10,238,648.42	\$ 69,698,517.91
45311	<i>Parking Fee: On Street Parking Meters – add back (effectively unrestricted)</i>	\$ (17,035,130.15)	\$ (11,738,138.33)	\$ (7,994,760.10)	\$ (11,345,247.46)	\$ (11,346,593.45)	\$ (10,238,648.42)	\$ (69,698,517.91)
45312	<i>Parking Fee: Off Street Parking (Including OPR Parking)</i>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
45313	<i>Parking Stall Fees</i>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
45400	Other Fees	\$ 6,112,934.05	\$ 8,255,463.90	\$ 6,155,157.64	\$ 1,674,303.24	\$ 1,757,100.10	\$ 1,722,505.79	\$ 25,677,464.72
45500	Sales (service charges restricted due to Prop 26; GASB)*	\$ 52,707.85	\$ 58,934.00	\$ 51,661.00	\$ 29,873.00	\$ 29,145.85	\$ 22,080.00	\$ 244,401.70
45519	<i>Service Charges - Library – add back (effectively unrestricted)</i>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
45600	Port Revenue	\$ 8,987,839.78	\$ 9,677,287.30	\$ 10,426,791.49	\$ 10,029,630.11	\$ 11,358,090.23	\$ 12,054,618.69	\$ 62,534,257.60
45700	Other Service Charges	\$ 12,664,524.41	\$ 7,880,916.68	\$ 7,556,917.77	\$ 8,583,212.91	\$ 8,056,455.57	\$ 8,238,217.21	\$ 52,980,244.55
46000	Grant and Subvention Revenue	\$ 1,983,302.35	\$ 2,217,850.39	\$ 3,508,676.81	\$ 1,839,561.83	\$ 2,420,811.99	\$ 1,774,725.63	\$ 13,744,929.00
48100	Sale of Real/Personal Property	\$ 141,727.68	\$ 560,567.51	\$ 634,304.74	\$ 114,250.30	\$ 4,303.00	\$ 796,246.00	\$ 2,251,399.23
48200	Bond and Loan Revenues	\$ -	\$ 874,460.07	\$ -	\$ -	\$ 961,239.91	\$ -	\$ 1,835,699.98
48400	Insurance Claims and Settlements	\$ 88,009.60	\$ 73,571.75	\$ 503,026.00	\$ 29,844.00	\$ 1,399,124.13	\$ 5,684,850.04	\$ 7,778,425.52
48500	Coliseum Revenue	\$ 171,212.91	\$ 149,612.43	\$ -	\$ -	\$ -	\$ -	\$ 320,825.34
48715	Other Revenue: Receipt of Trust Funds	\$ -	\$ (0.09)	\$ -	\$ 498.70	\$ -	\$ 4,666.00	\$ 5,164.61
48716	Other Revenue: Revolving Loan Repayment	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
48716	<i>Oak Center & City Center West Garage Loan Repayment</i>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
48721	Other Revenue: Pass Through Loans	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,957.88	\$ 2,957.88
48723	Other Revenue: Port of Oakland (Revenue / Expense Clearing)	\$ -	\$ 2,456.83	\$ -	\$ -	\$ -	\$ -	\$ 2,456.83

Fund/Object/Account	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	TOTAL
49100 Reserve Transfers: Projects	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
49200 Operating Transfers In	\$ 3,578,733.87	\$ 4,006,233.00	\$ 17,552,618.00	\$ 3,256,618.19	\$ 2,904,867.00	\$ 13,075,123.00	\$ 44,374,193.06
Total Restricted	\$ 38,664,667.47	\$ 38,752,528.17	\$ 51,269,403.13	\$ 30,336,365.29	\$ 33,828,202.45	\$ 48,405,258.32	\$ 241,256,424.83
Unrestricted GPF Revenue Subject to Kids First! Set-Aside	\$ 611,279,790.12	\$ 593,004,732.09	\$ 655,835,064.14	\$ 693,483,501.94	\$ 695,714,168.57	\$ 686,441,982.29	\$ 3,935,759,239.15
Total Kids First Unrestricted Revenue Allocation (3%)	\$ 18,338,393.70	\$ 17,790,141.96	\$ 19,675,051.92	\$ 20,804,505.06	\$ 20,871,425.06	\$ 20,593,259.47	\$ 118,072,777.17

Source: Auditor analysis of Oracle expenditure data (FM 450 Report) for period 13 of each fiscal year shown.

*Note: Revenues are categorized as 'restricted' based on historical calculations for Kids First set-asides and Finance Department guidance. As described within the report, Kids First has required ongoing legal interpretation. As of this report, lease revenues may be treated differently relative to past audits due to the implementation of GASB 87 in December 2019. Lease revenues are generally considered unrestricted, in accordance with Controller's Bureau interpretations of GASB. While some lease revenues have restrictions on use, based on authorizing legislation or if they are for buildings developed with redevelopment bond funds, the Real Estate Division of the Department of Economic and Workforce Development tracks the leases for which the City is a lessor, and codes revenues to fund sources accordingly. As such, we treated lease revenues within the General Purpose Fund (1010) as unrestricted. Additionally, based on interpretation of Budget Bureau and Controller's Bureau staff, all service fees are considered restricted for the purposes of calculating the Kids First set aside. This interpretation is based on requirements under California Proposition 26 and GASB.

APPENDIX B: True-Ups for FY 2012-13 through FY 2023-24

	Applicable Fiscal Year													TOTAL
	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	
Initial set-aside	\$10,954,613	\$12,181,625	\$13,031,188	\$14,049,327	\$14,536,156	\$16,178,477	\$16,792,565	\$18,238,542	\$17,802,336	\$18,650,594	\$21,013,357	\$22,336,804	\$23,565,016	\$219,330,600
Required set-aside	\$12,892,327	\$13,115,076	\$14,144,226	\$15,466,991	\$15,665,540	\$16,509,822	\$18,338,394	\$17,790,142	\$19,675,052	\$20,804,505	\$20,871,425	\$20,593,259		\$205,866,759
Difference	\$1,937,714	\$933,451	\$1,113,038	\$1,417,664	\$1,129,384	\$331,345	\$1,545,829	\$(448,400)	\$1,872,716	\$2,153,911	\$(141,932)	\$(1,743,545)		\$10,101,175
Kids First owed	TRUE	TRUE	TRUE	TRUE	TRUE	TRUE	TRUE	FALSE	TRUE	TRUE	FALSE	FALSE		FALSE
Difference owed	\$1,937,714	\$933,451	\$1,113,038	\$1,417,664	\$1,129,384	\$331,345	\$1,545,829	\$(448,400)	\$1,872,716	\$2,153,911	\$(141,932)	\$(1,743,545)		\$10,101,175
FY 2015	\$1,937,714	\$40,823												\$1,978,537
FY 2016		**												\$-
FY 2017			**											\$-
FY 2018				\$1,417,664										\$1,417,664
FY 2019		\$892,628	\$1,113,038		\$1,129,384									\$3,135,050
FY 2020						\$331,345								\$331,345
FY 2021							\$1,515,083							\$1,515,083
FY 2022								\$(810,513)						\$(810,513)
FY 2023									\$308,206					\$308,206
FY 2024										\$2,429,776				\$2,429,776
FY 2025														\$-
FY 2026														\$-
Total adjustment	\$1,937,714	\$933,451	\$1,113,038	\$1,417,664	\$1,129,384	\$331,345	\$1,515,083	\$(810,513)	\$308,206	\$2,429,776	\$-	\$-		\$10,305,148
Remainder	\$-	\$-	\$-	\$-	\$-	\$-	\$30,746	\$362,113	\$1,564,510	\$(275,865)	\$(141,932)	\$(1,743,545)		\$(203,973)

**Late adjustment. As described within the report, transfers to adjust the set-aside based on actual unrestricted General Purpose Fund revenues generally occur two fiscal years later, but in some instances have been later, partial, or combined. These years appeared as a single transfer in FY2019 for \$2,005,666.

Source: Auditor analysis of Oracle data for operating transfers from the General Purpose Fund (Fund 1010) to the Kids First Fund (Fund 1780), 2018 Kids First Audit (FY 2013 through FY 2016), 2020 Kids First Audit (FY 2017 through FY 2018), and auditor set-aside calculations based on Oracle revenue data and Finance Department guidance (FY 2019 through FY 2024), as detailed in Appendix A.

Note: Positive values show a transfer of funds from the General Purpose Fund (Fund 1010) to the Kids First Fund (Fund 1780). FY 2024-25 initial set-aside is shown for informational purposes; the required set-aside will be in a future report, following the external financial audit of the City's FY 2024-25 revenues.

CITY OF OAKLAND



LIONEL J. WILSON BUILDING • 150 FRANK H. OGAWA PLAZA, SUITE 5215 • OAKLAND
CALIFORNIA 94612-2093

FINANCE DEPARTMENT
ADMINISTRATION OFFICE

(510) 238-2220
FAX (510) 238-2059

November 6, 2025

Michael C. Houston
Office of the Oakland City Auditor
1 Frank H. Ogawa Plaza – 4th Floor
Oakland, California 94612

Dear City Auditor Houston,

The City Administration thanks the City Auditor's Office for its audit of the Kids First! Oakland Children's Fund. We appreciate the Auditor's efforts to bring the reporting current and affirm the City's continued investment in services for children and youth, consistent with the intent of the City Charter.

We are pleased that the audit confirms the City met or exceeded the required 5.35% baseline spending on youth services in each fiscal year reviewed. This outcome reflects the City's strong commitment to advancing the goals of the Kids First! Act and the broader priority to support the healthy development of Oakland's children and youth.

Set-Aside Calculation Context

Regarding the 3% set-aside requirement, the audit notes that actual transfers to the Fund were not always precisely equal to the calculated amount based on audited actuals. While we agree that improved alignment warranted, the cumulative difference between the Auditor's calculated required set-aside and the City's actual set-aside over the six-year period totals approximately \$204,000. This amount represents less than 0.2% of the \$118 million total set aside for children and youth programs during that period. We believe this level of variance reflects a high degree of compliance in practice and should not materially detract from the City's overall performance in meeting the set-aside requirement.

Response to Recommendations

Recommendation 1 – *To ensure consistency of interpretation and to promote compliance with Article XIII of the Oakland City Charter, the Finance Department should consult with the City Attorney's Office to finalize and adopt formal guidance and document the methodology of its process for: (a) adjusting set-asides based on actual revenues rather than appropriations, (b) calculating baseline spending on eligible expenses, for example, within defined org codes and program codes, (c) defining the timing of true-ups and adjustments for the two-year adjustment cycle, and (d) validating interpretations of 'restricted' General Purpose Fund revenues.*



The Finance Department agrees with this recommendation. We agree to consult with the City Attorney's Office to confirm and, if needed, clarify the classification of restricted versus unrestricted revenues.

We believe that other components of the recommendation have already been substantially implemented:

- Set-aside adjustments have consistently been based on audited actuals, in alignment with existing budget procedures that incorporate "true-up" entries two years after the initial budget year.
- Eligibility criteria for baseline expenditures have been drafted for internal use to improve consistency across departments and reporting years in response to this audit. Per the audit recommendation please see document attached for this internal guidance.
- The timing and mechanics of the true-up process are well-established and have been consistently applied through the City's biennial budget development process and will be continued to be applied in future cycles.

Recommendation 2 - *In accordance with Kids First! The Oakland Fund for Children and Youth Act, the Finance Department should, in consultation with the City Attorney's Office, correct for the over-and under-payments between Fiscal Year 2018-19 and Fiscal Year 2023-24, and document this one-time correction for future reference.*

Management agrees that a one-time adjustment is necessary to correct slight discrepancies for the true-up adjustment payments from prior fiscal years (2018-19 to 2023-24). This action will be documented in the City's financial system and the published adopted budget book to ensure transparency.

The City remains committed to fulfilling both the letter and spirit of the Kids First! Act. We thank the Auditor's Office for its review and recommendations and look forward to continued collaboration to maintain high standards of stewardship for voter-mandated funds.

Sincerely,

A handwritten signature in blue ink that reads "Bradley Johnson". The signature is fluid and cursive, with a long, sweeping underline.

Bradley Johnson
Director of Finance

Internal Finance Department Guidance

I. Accounting for Children and Youth Services Expenditures

(Measure D Baseline Requirement)

Purpose

This guidance establishes a Citywide process to account for expenditures on children and youth services in compliance with the requirements of Measure D and in response to the Auditor's recommendations. The goal is to provide consistency, transparency, and a defensible methodology for determining whether the City meets its required baseline spending on children and youth services.

1. Eligible and Ineligible Expenditures

Eligible Expenditures may include:

- - Direct program services primarily intended for children and youth (ages 0–20), such as education, recreation, mentoring, and employment.
- Staff salaries, benefits, supplies, contracts, and internal services directly attributable to children and youth programming.

Ineligible Expenditures generally include:

- - Services exclusively for adults or seniors.
- General government costs not targeted to children and youth.

2. Departmental Role in the Budget Process

Departments are responsible for ensuring that programs and expenditures directly serving children and youth are budgeted in the appropriate org codes and funds identified for Measure D baseline tracking.

- Departments should continue to budget direct youth services in the established orgs (see Section 4 below).
- If departments believe that additional programs or budgets should be captured—or if existing orgs should be excluded—they must notify the Budget Bureau during the budget process so that adjustments can be considered.

3. Shared Services and Department Confirmation

Some City programs and costs may serve multiple populations (e.g., families, children and youth, seniors). To ensure consistency and accuracy:

- Finance will provide departments with a Youth Services Budget Confirmation Form during the budget development process.

ATTACHMENT

- The form will list the org codes and funds currently included in the baseline calculation.
- Departments must:
 1. Confirm that the listed budgets are correct,
 2. Propose additions or removals of org codes if needed, and
 3. Identify any programs serving both youth and other populations, applying a reasonable allocation percentage and providing a short justification/description of services.

4. Current Budget Capture Process

As part of the baseline calculation in the Adopted Budget, Finance currently identifies youth services expenditures from the following sources:

- Human Services Department – Org 78231 (Head Start Classroom and Seasonal).
- OPRYD Department – recreation center org codes.
- Library Department – Org 61313 (Children’s Services / Youth).
- Measure AA – Fund 2262 and Fund 2263, capturing contract budgets that directly serve youth.

Departments should notify the Budget Bureau if they believe additional budgets should be included, or if existing codes require updates to more accurately reflect services to children and youth.

Appendix A: Youth Services Budget Confirmation Form

Org Code / Fund	Program Name & Description	Amount Budgeted	Eligible % for Youth Services	Justification / Notes	Confirmed (Y/N)	Dept Requested Change (Add/Remove)
-----------------	----------------------------	-----------------	-------------------------------	-----------------------	-----------------	------------------------------------

II. Kids First! Set-Aside

Purpose

To ensure compliance with Article XIII of the City Charter and consistency in interpretation, the City has established the following guidance for the implementation of the Kids Kirst! Oakland Fund for Children and Youth Act:

1. Set-Aside Adjustments Based on Actuals

The Finance Department calculates the 3% set-aside based on actual unrestricted General Purpose Fund (GPF) revenues, consistent with the requirement of the Charter. Because actual revenue is only available after the close of the fiscal year and completion of the

ATTACHMENT

external audit, the adjustment (or “true-up”) is incorporated into the City’s budget two fiscal years following the initial year.

Specifically:

Set-aside true ups are based on audited actuals reflected in Period (P13) of the City’s financial system and are included in the adopted budget of the biennial or midcycle budget that occurs two years after the fiscal year being reconciled.

2. Revenue Classification (TBD)

APPENDIX B: Set-Aside Calculations

Fund/Object/Account

	1010	Total General Purpose Fund Revenue	A
LESS RESTRICTED	41313	Sales and Use Tax: Proposition 172	B
	44200	Land Rental Income	B
	44300	Facility Rental Income	B
	44418	Other Rental: Billboards	B
	44419	Other Rental: Miscellaneous	B
		Interest, Rent, and Concession – Real Estate – add back (effectively unrestricted)*	C
	44419	Estate – add back (effectively unrestricted)*	C
	44500	Concession Income	B
	45100	Public Works Fee	B
	45200	Park and Recreation Fee	B
	45300	Parking Fee	B
	45311	Parking Fee: On Street	B
		Parking Meters – add back (effectively unrestricted)	
	45311	Parking Fee: Off Street	C
		Parking (Including OPR Parking) add back (effectively unrestricted)*	
	45313	Parking Stall Fees	B
	45400	Other Fees	B

ATTACHMENT

APPENDIX B: Set-Aside Calculations

Fund/Object/Account

	45500	Sales (service charges restricted due to Prop 26; GASB)*	B
	45519	Service Charges - Library – add back (effectively unrestricted)	C
	45600	Port Revenue	B
	45700	Other Service Charges	B
	46000	Grant and Subvention Revenue	B
	48100	Sale of Real/Personal Property	B
	48200	Bond and Loan Revenues	B
	48400	Insurance Claims and Settlements	B
	48500	Coliseum Revenue	B
	48715	Other Revenue: Receipt of Trust Funds	B
	48716	Other Revenue: Revolving Loan Repayment	B
	48716	Oak Center & City Center West Garage Loan Repayment	B
	48721	Other Revenue: Pass Through Loans	B
	48723	Other Revenue: Port of Oakland (Revenue / Expense Clearing)	B
	49100	Reserve Transfers: Projects	B
	49200	Operating Transfers In	B
		Total Restricted	(B-C)=D
		Unrestricted GPF Revenue Subject to Kids First! Set-Aside	A-D=E
		Total Kids First Unrestricted Revenue Allocation (3%)	3%*E

ATTACHMENT

Prepared by: Rina Stabler, Assistant Budget Administrator
Finance Department – Budget Bureau
August 2025

DRAFT



**CITY OF
OAKLAND**

Office of the City Auditor

**Audit of the Kids First! Oakland Children’s Fund for Fiscal
Year (FY) 2018-19 through FY 2023-24**

City Administration’s Recommendation Implementation Plan

Rec#	City Auditor’s Recommendations	Management Action Plan	Responsible Party	Target Date for Completion
1	<p>To ensure consistency of interpretation and to promote compliance with Article XIII of the Oakland City Charter, the Finance Department should consult with the City Attorney’s Office to finalize and adopt formal guidance and document the methodology of its process for: (a) adjusting set-asides based on actual revenues rather than appropriations, (b) calculating baseline spending on eligible expenses, for example, within defined org codes and program codes, (c) defining the timing of true-ups and adjustments for the two-year adjustment cycle, and (d) validating interpretations of ‘restricted’ General Purpose Fund revenues.</p>	<p>The Finance Department agrees with this recommendation. We agree to consult with the City Attorney’s Office to confirm and, if needed, clarify the classification of restricted versus unrestricted revenues. We believe that other components of the recommendation have already been substantially implemented:</p> <ul style="list-style-type: none"> • Set-aside adjustments have consistently been based on audited actuals, in alignment with existing budget procedures that incorporate “true-up” entries two years after the initial budget year. • Eligibility criteria for baseline expenditures have been drafted for internal use to improve consistency across departments and reporting years in response to this audit. Per the audit recommendation please see document attached for this internal guidance. • The timing and mechanics of the true-up process are well-established and have been consistently applied through the City’s biennial budget development process and will be continued to be applied in future cycles. 	Finance Department	January 2026



**CITY OF
OAKLAND**

Office of the City Auditor

**Audit of the Kids First! Oakland Children’s Fund for Fiscal
Year (FY) 2018-19 through FY 2023-24**

City Administration’s Recommendation Implementation Plan

Rec#	City Auditor’s Recommendations	Management Action Plan	Responsible Party	Target Date for Completion
2	In accordance with Kids First! The Oakland Fund for Children and Youth Act, the Finance Department should, in consultation with the City Attorney’s Office, correct for the over-and under-payments between FY 2018-19 and FY 2023-24, and document this one-time correction for future reference.	Management agrees that a one-time adjustment is necessary to correct slight discrepancies for the true-up adjustment payments from prior fiscal years (2018-19 to 2023-24). This action will be documented in the City’s financial system and the published adopted budget book to ensure transparency.	Finance Department	June 2026