

2025 Annual Report

This report is being presented to the Berkeley City Council on July 14, 2026, in accordance with Section 125(16) of the Berkeley City Charter.



Purpose of the Police Accountability Board (PAB) & Office of the Director of Police Accountability (ODPA)

Purpose of the PAB

“The purpose of the Police Accountability Board is to promote public trust through independent, objective, civilian oversight of the Berkeley Police Department, provide community participation in setting and reviewing Police Department policies, practices, and procedures, and to provide a means for prompt, impartial and fair investigation of complaints brought by members of the public against sworn employees of the Berkeley Police Department.”
– Berkeley City Charter §125(1)

Purpose of the ODPA

“The purpose of the Director of Police Accountability is to investigate complaints filed against sworn employees of the Berkeley Police Department, to reach an independent finding as to the facts and recommend corrective action where warranted. The Director of Police Accountability may also serve as the Secretary to the Police Accountability Board and assist the Board in carrying out its duties.”
– Berkeley City Charter §125(1)“

Overview

Investigative Processes and Complaint Data

PAB's Policy Work

BPD Trends and Patterns in Vehicle and Pedestrian Stops, and Other Enforcement Activities

Investigative Processes and Complaint Data



ODPA COMPLAINT PROCESS



- The ODPA and PAB currently operate under the interim regulations approved by Council in 2021 while permanent regulations are being finalized. Significant progress was made in 2025, with stakeholder negotiations reaching their final stages.

Complaints Received and Investigated in 2025

43

Complaints Received

27

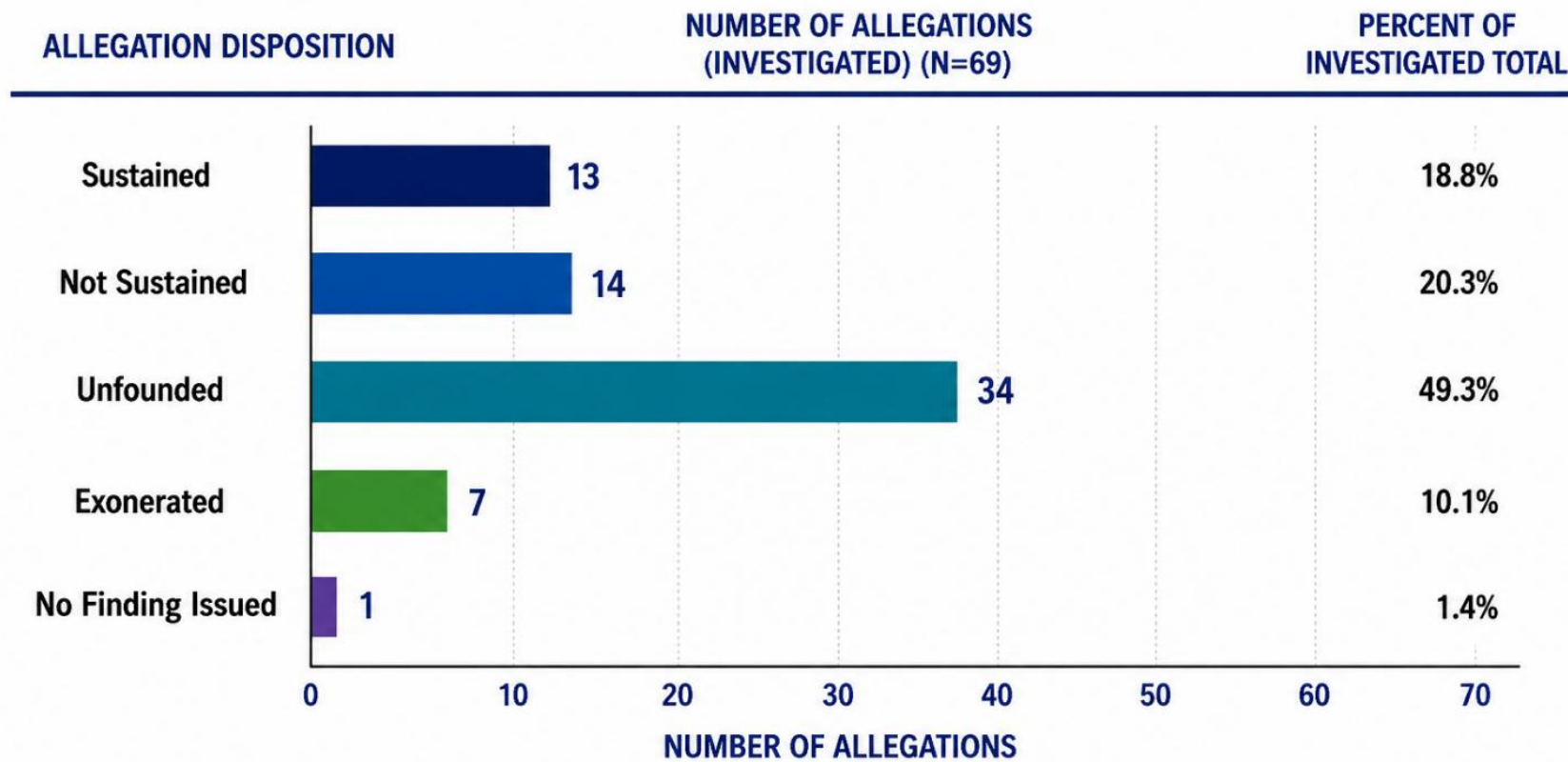
Unique Complainants

69

Allegations Investigated

Overview of Complaint Dispositions by PAB-ODPA

Of the 230 investigated allegations, there were 69 allegations that resulted in a finding.



Note: This figure displays the disposition of allegations that received investigative findings (Sustained, Not Sustained, Unfounded, and Exonerated) and the number of allegations for which no finding was issued. An additional 162 allegations across 22 administratively closed cases (70.4% of all closed allegations) were included in cases that were ultimately administratively closed and therefore did not receive an investigative finding. Percentages are calculated based on the 69 allegations that were investigated.

Administrative Closures

During the reporting period, the PAB administratively closed 22 cases filed by 13 unique complainants. One complainant was associated with 10 of the 22 administratively closed cases (45.5%), while the remaining 12 cases (54.5%) were submitted by 12 different complainants.

REASON FOR ADMINISTRATIVE CLOSURE			CASES	PERCENT
	Hiring Freeze / Staffing Constraints		8	36.4%
	Did Not Allege Prima Facie Misconduct or Was Frivolous/Retaliatory		6	27.3%
	Complainant Unreachable		3	13.6%
	Complaint Withdrawn		2	9.1%
	Filed After 180-Day Deadline		1	4.5%
	Resolved Through Other Means		1	4.5%
	BPD Policy Change		1	4.5%
TOTAL			22	100.0%

Agreement Rate Analysis

In 2025, the PAB reviewed 69 allegations across nine complaints. The PAB and the Chief of Police reached the same finding on 19 allegations, resulting in an overall agreement rate of 27.5%. Notably, there were no “sustained” allegations for which the PAB and Chief reached the same conclusion.

AGREEMENT BY FINDING TYPE (2025)

PAB–BPD agreement rates vary by finding type. Agreement was most common in allegations determined to be unfounded or exonerated.



Sustained

13 allegations
0 agreements



0%
(0 of 13)



Not Sustained

14 allegations
1 agreement



7.1%
(1 of 14)



Unfounded / Exonerated

41 allegations
18 agreements



43.9%
(18 of 41)



No Determination Made: 1 allegation (N/A)
Excluded from agreement rate calculations.

Overview of Complaint Dispositions by BPD

Source: BPD Internal Affairs



Berkeley Police Department Memorandum



2025 INTERNAL AFFAIRS BUREAU STATISTICS

Complaints							
	Complaints Received	Sustained	Not Sustained	Exonerated	Unfounded	Admin Closed	Active Complaints
External PAB	33						
*External IAB	42						
*Total External	42	1	1	2	5	17	16
**Total Internal	16	14	0	0	0	1	1
Total Complaints	58	15	1	2	5	18	17
Allegations							
	Received	Sustained	Not Sustained	Exonerated	Unfounded	Admin Closed	Active
Improper Use of Force	26	2	0	0	3	5	16
Discourtesy	33	1	0	0	9	6	17
Improper Stop/ Search/Seizure/Arrest	38	0	0	2	1	17	18
Inadequate Investigation	50	5	1	0	9	14	21
Improper Detention (Jail)	0	0	0	0	0	0	0
Discrimination	31	0	0	0	6	9	16
Harassment	13	0	0	1	4	4	4
Improper Procedure	54	12	3	8	3	12	16
Improper Citation / Tow	7	0	0	1	0	2	4
Other	6	0	0	0	0	1	5
Dishonesty	3	0	3	0	0	0	0
Total Allegations	261	20	7	12	35	70	117

These statistics include complaints on all employees of the Police Department.

*Complaints accepted by the PAB (or dual-filed) are counted in the total number of External IAB Complaints.

**Internal complaints include at-fault vehicle collisions.

Overview of the PAB's Policy Work

PAB 2025 POLICY ACCOMPLISHMENTS AT A GLANCE

Advancing Accountability, Transparency, and Public Trust in Berkeley

1

INTERAGENCY AGREEMENTS

Reviewed mutual aid agreements; evaluated Agreement 3.1 with USCIS and recommended termination.



2

POLICING PRACTICES

Reviewed Policy 307 on vehicle pursuits and recommended stronger safeguards.



3

CONTROLLED EQUIPMENT OVERSIGHT



Reviewed annual report & raised compliance concerns



Reviewed ordinance amendments



City Council adopted revisions that preserved oversight & reduced duplication

4

SURVEILLANCE & TECHNOLOGY OVERSIGHT



Reviewed proposals and annual reports



Supported cameras at Animal Shelter & Jail



Reviewed broader proposals (e.g. Flock Condor cameras)



Recommended governance, reporting & accountability

5

TRANSPARENCY & PUBLIC ACCESS



- Reviewed move to encrypted radio communications
- Expressed concerns about impacts on transparency, media access, and oversight

6

EMERGING TECHNOLOGIES



Partnered with UC Berkeley School of Law to study UAS & Drone as First Responder



Monitored AI-assisted report writing systems & implementation



Proactively evaluating technology's impact on accountability & community trust

7

DATA, REPORTING & IMPACT



Reviewed Fair & Impartial Policing initiatives & data



Emphasized transparency & data-informed decisions



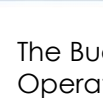
Ensured public access to meaningful information on policing practices & outcomes



OUR COMMITMENT

Independent civilian oversight that promotes accountable, transparent, and effective policing in Berkeley.

Subcommittees Concluded Prior to December 31, 2025

SUBCOMMITTEE	STATED PURPOSE	ESTABLISHED	CONCLUDED
 FAIR & IMPARTIAL POLICING IMPLEMENTATION	Monitor and assess BPD's implementation of the City Council's Fair and Impartial Policing initiatives.	 Aug. 4, 2021	 May 21, 2025
 SURVEILLANCE TECHNOLOGY POLICY	Review BPD surveillance technology acquisition reports in accordance with BMC 2.99.030(2).	 Jun. 7, 2023	 Mar. 19, 2025
 DOWNTOWN TASK FORCE & BIKE UNIT ALLEGATIONS	Review BPD policies, practices, and procedures related to allegations involving inappropriate text messages within the Downtown Task Force and Bike Unit.	 Nov. 15, 2022	 Mar. 19, 2025
 CONFLICT OF INTEREST	Examine legal questions regarding potential conflicts of interest arising from the PAB and BPD both being represented by the City Attorney's Office.	 Mar. 29, 2023	 Feb. 25, 2025
 BUDGET & METRICS	Analyze the budgets of the PAB and BPD and develop metrics to assess organizational outcomes.	 Nov. 8, 2023	 Feb. 25, 2025
 OPERATIONS & PROCESSES	Assess ODPa-PAB operations and processes to improve efficiency and organizational effectiveness.	 Mar. 2, 2024	 Feb. 25, 2025
 BPD POLICIES 1010 & 1034 REVIEW	Review BPD Policies 1010 and 1034 concerning procedures for reviewing personnel complaints.	 Sep. 25, 2024	 Jul. 9, 2025

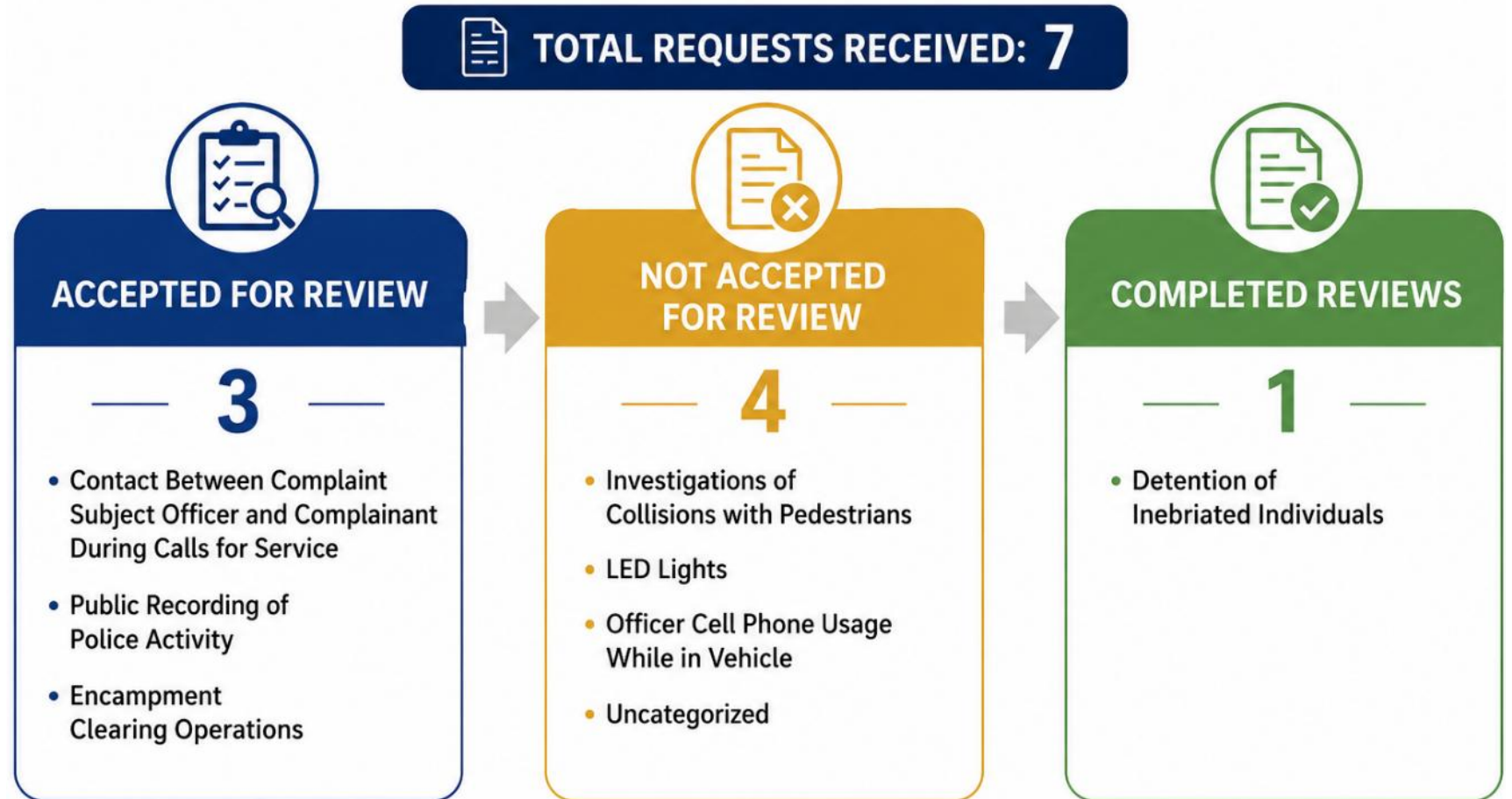
The Budget & Metrics and Operations & Processes Subcommittees were consolidated into a single subcommittee (Metrics and Operations). All remaining subcommittees were dissolved upon completing their work.

Active PAB Subcommittees as of December 31, 2025

SUBCOMMITTEE	STATED PURPOSE	ESTABLISHED	STATUS
 REGULATIONS	Serve as the PAB's liaison in the meet-and-confer process to develop permanent regulations governing the investigation of complaints against sworn BPD personnel.	 Jul. 7, 2021	 Active
 POLICY REVIEWS	Review Lexipol policy conversions, updates to BPD policies, and other policy matters referred by the PAB.	 Nov. 8, 2023	 Active
 OUTREACH & ENGAGEMENT	Develop PAB-ODPA outreach and engagement strategies and review officer commendation recommendations.	 Nov. 8, 2023	 Active
 METRICS & OPERATIONS	Develop organizational goals, performance measures, and operational metrics for the PAB and ODPA.	 Feb. 25, 2025	 Active
 ARREST QUOTA PROHIBITION	Review the development and implementation of BPD's arrest quota prohibition policy.	 May 21, 2025	 Active
 ENCAMPMENT CLEARANCE POLICIES & PRACTICES	Review encampment clearance policies, practices, and incidents identified in ODPA Policy Complaints 2025-PR-0004 and 2025-PR-0005.	 Jun. 25, 2025	 Active

Policy Complaints

Members of the public may request that the PAB review a BPD policy, practice, or procedure by submitting a policy complaint to the ODPA.



The background of the slide features a dark, semi-transparent overlay. On the left side, there is a partial view of a blue police car. Overlaid on the car and extending towards the right is a large, yellow and black Berkeley Police badge. The badge is shield-shaped with a yellow border and a yellow star in the center. The word "BERKELEY" is written in yellow capital letters along the top curve of the shield, and "POLICE" is written in yellow capital letters along the bottom curve. The text "BPD Trends and Patterns in Vehicle and Pedestrian Stops, Use of Force, and Other Enforcement Activities" is written in white, sans-serif font across the middle of the slide, partially overlapping the badge and the car.

BPD Trends and Patterns in Vehicle and Pedestrian Stops, Use of Force, and Other Enforcement Activities

2025 Stop Activity at a Glance

4,540 TOTAL STOPS
(2025 Police Contacts)

STOP ACTIVITY		
	Vehicle Stops	3,095
	Pedestrian Stops	1,371
	Bicycle Stops	74
Discretionary Stops		60.6%
Calls for Service / Information-Based		39.4%

OUTCOMES		
	Arrests	754
	Citations	1,438
	Warnings	1,747
	Searches	507 (11.2% of all stops)
	Discretionary Search Contraband/Evidence Recovery Rate*	67.6%
	Firearm-Related Contraband/Evidence Recoveries	~60

*Recovery rate is subject to dataset limitations.

RESIDENCY OF INDIVIDUALS STOPPED		
	49.5%	Non-Berkeley Residents
	45.3%	Berkeley Residents
	5.2%	Unknown Residency

COMMUNITY CONTACTS		
	266	Behavioral Health / Welfare-Related Contacts (welfare checks, psychiatric detention activity, or behavioral health response incidents)
	~60	Firearm-Related Contraband/Evidence Recoveries



BOARD OBSERVATION

937 stops (20.6%) involved individuals perceived to be unhoused.

By comparison, recent estimates indicate approximately 0.72% of Berkeley residents are unhoused (880 of 121,911). The Board recommends that the Council request additional information from the City Manager regarding the reasons for this disparity and investigate further if warranted.

HOW THE DATA WAS LOOKED AT



Consistent with California RIPA reporting requirements, demographic variables reflected throughout this section are based on **officer-perceived** demographic classifications recorded at the time of the stop.

PURPOSE OF THE ANALYSIS

1

To provide a **descriptive overview** of the demographic characteristics of individuals subjected to police contact during 2025.

2

To conduct a supplemental assessment of **racial and ethnic disparities** utilizing methodologies commonly accepted within policing research, procedural justice literature, and California RIPA analytical frameworks.

ANALYTICAL FRAMEWORK

This review incorporates the following complementary approaches:



Descriptive
Demographic
Analysis



Population-
Based
Assessment



Residency
Contextualization



Temporal
Demographic
Analysis



Stop-Type
Analysis



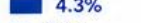
Housing-Status
Contextualization



Post-Stop
Outcome Disparity
Analysis



Collectively, these methodologies provide a stronger and more scientifically grounded assessment than reliance on any single statistical test alone.

ANALYTICAL AREA (What We Compared)	WHAT WE FOUND	KEY DISPARITY EXAMPLE (2025 DATA) Higher values indicate greater representation in stops	
 Population Benchmarking (Stops vs. City Population)	Individuals perceived as Black/African-American were stopped at a rate significantly higher than their share of the City population.	% of Stops  31.9% Black/African-American	% of City Population (ACS 5-Yr)  7.8%
 Residency Status (Non-Resident vs. Resident Stops)	Non-Berkeley residents were stopped at a higher rate than residents.	% of Stops  49.5% Non-Berkeley Residents	% of City Population*  45.3% Berkeley Residents
 Stop Type by Race (Vehicle Stops)	Individuals perceived as Black/African-American were stopped as drivers at a lower rate than White individuals.	% of Vehicle Stops Black/African-American  30.0% White  33.0%	
 Temporal Analysis (Time of Day)	Individuals perceived as Black/African-American were stopped at a higher rate during most time periods.	% of Stops involving individuals perceived as Black/African-American 12 AM – 5:59 AM  34% 6 AM – 11:59 AM  29% 12 PM – 5:59 PM  31% 6 PM – 11:59 PM  33% Compared to their overall share of stops (31.9%)	
 Housing Status (Perceived Unhoused vs. Housed)	Individuals perceived to be unhoused were stopped far more often than expected based on their share of the population.	% of Stops  20.6% Perceived Unhoused	% of City Population***  0.72% Estimated Unhoused Population
 Post-Stop Outcomes (Search Rate & Yield)	Search rates varied across groups, while search yields were generally similar among the largest racial and ethnic groups.	Search Rate (All Stops) Black / African-American  17.2% White  10.8% Hispanic / Latine(x)  7.4% Multiracial  6.5% Pacific Islander  5.2% Asian  4.3% Middle Eastern/ South Asian  3.1% Native American  Insufficient Sample Size	Search Yield (Contraband Found) Black / African-American  63.2% Hispanic / Latine(x)  62.5% White  61.4% Asian  60.0% Multiracial  57.1% Pacific Islander  57.1% Middle Eastern/ South Asian  45.5% Native American  Insufficient Sample Size

* Daytime population estimate from ACS commuting data (residents who commute out + non-residents who commute in).

** Estimated daytime population =54.7% non-resident.

*** Based on 2024 Point-in-Time Count: 880 unhoused individuals / 121,911 total population = 0.72%.

Use of Force Trends and Patterns

276

USE OF FORCE INCIDENTS

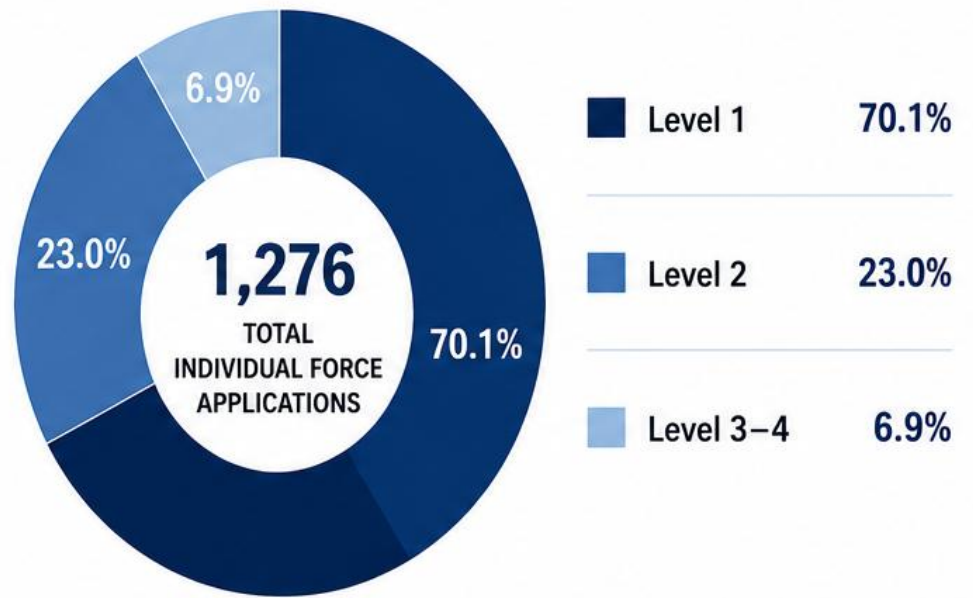
315

UNIQUE SUBJECTS

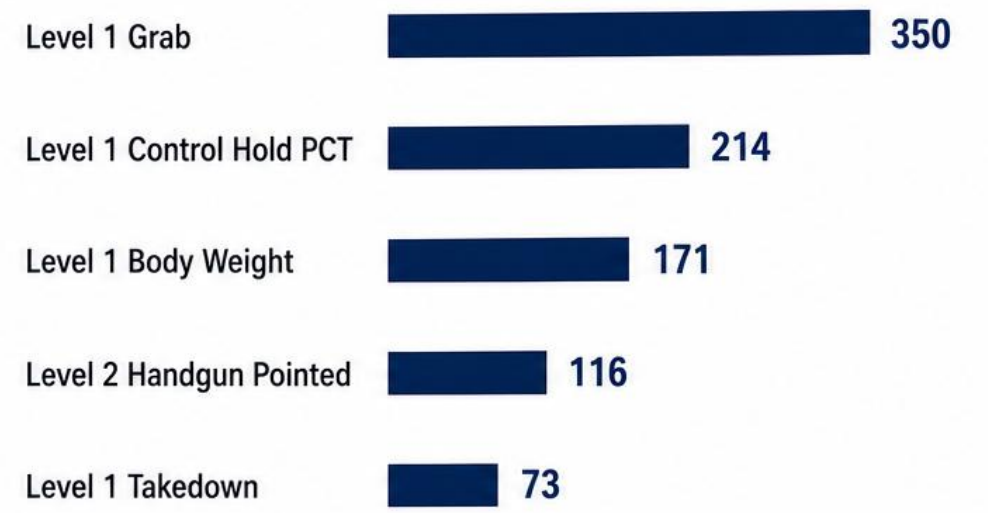
1,276

INDIVIDUAL FORCE APPLICATIONS

USE OF FORCE BY LEVEL (2025)



MOST COMMON USE OF FORCE TYPES IN 2025 (TOP 5)

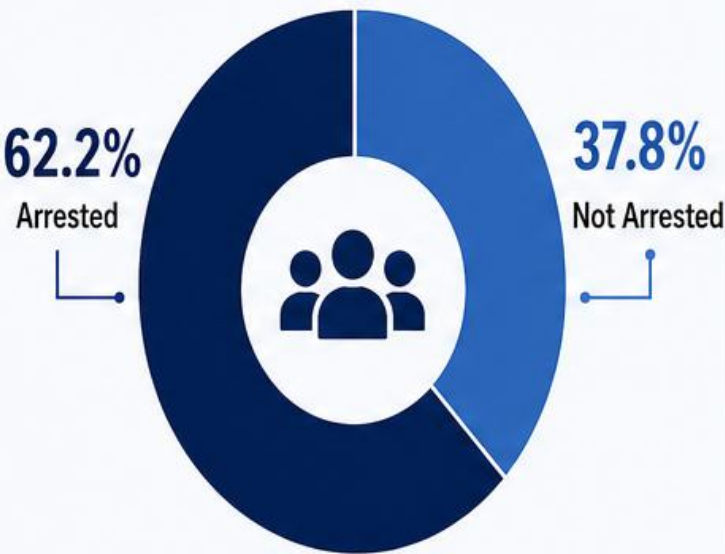


Use of Force Trends and Patterns

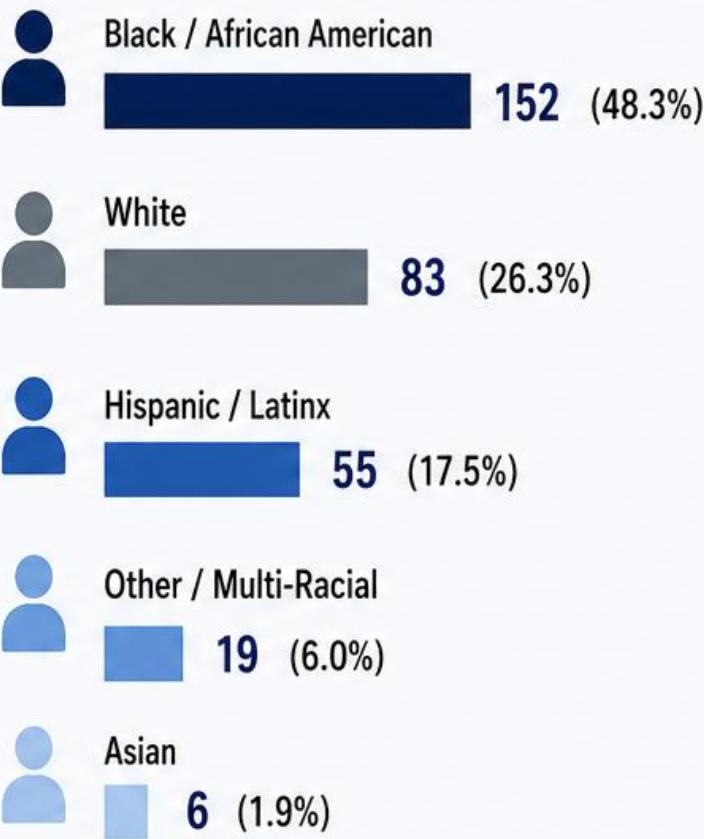
WHY FORCE WAS USED (Top 5 Reasons)



CUSTODIAL OUTCOMES (Subjects Involved in Use of Force Incidents)



SUBJECT DEMOGRAPHICS By Race / Ethnicity



BPD Training



16,872.5

TOTAL TRAINING HOURS

Completed by BPD personnel
in calendar year 2025



+139%

INCREASE FROM 2024

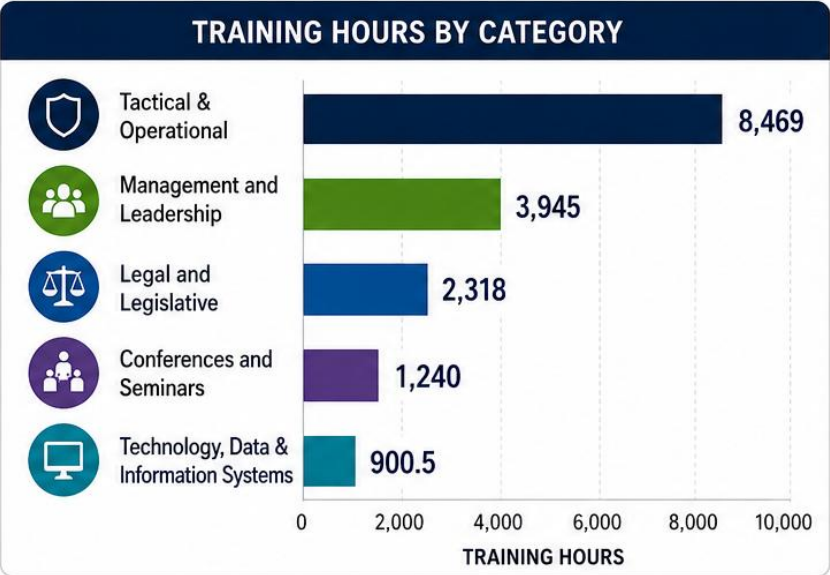
Up from 7,065 hours in 2024 to
16,872.5 hours in 2025



54.4%

CALIFORNIA POST CERTIFIED

Approximately 54.4% of the Department's
total training hours were POST-certified



PROGRESS, CHALLENGES, AND FUTURE PRIORITIES



2025 ACCOMPLISHMENTS



Expanded oversight of
policies, technologies, and equipment



Advanced permanent
PAB regulations



Increased community
outreach and engagement



Built new academic and
community partnerships



KEY CHALLENGES



Staffing shortages and
Board vacancies



Delays in investigations
and policy reviews



Resource constraints limited
timely review of public safety initiatives



Need for greater public
awareness and engagement



2026 PRIORITIES



Finalize and implement
permanent regulations



Strengthen policy
oversight and review



Expand community
outreach and education



Improve organizational
capacity and performance



KEY TAKEAWAY



Despite resource constraints,
the PAB continued advancing oversight,
strengthening partnerships, and
expanding community engagement
while establishing a roadmap
for 2026.



Questions?

Contact the PAB and ODPA at:

Email: DPA@berkeleyca.gov

Phone: (510) 981 – 4950

Website: www.berkeleyca.gov/dpa