

EUGENE POLICE DEPARTMENT CRIME ANALYSIS UNIT

300 County Club Road, Eugene, OR 97401



CAHOOTS Program Analysis

PURPOSE:

To gain a clear understanding of the CAHOOTS program regarding the nature and levels of activity CAHOOTS personnel are involved with, both in conjunction with, and independent of, other emergency services.

There has been significant visibility and discussion, even nationwide, of the CAHOOTS program in recent months, highlighting the important role this program has in our community by offering critical crisis intervention services. The coverage has shared a variety statistics and figures based on different information sources. In order to provide more consistent and up to date information, EPD Crime Analysis Unit has conducted analysis to accurately gauge the the impact the CAHOOTS program has on the Eugene Police Department's (EPD) activity levels.

EXECUTIVE SUMMARY:

- CAHOOTS divert rates are likely between approximately 5% to 8% of EPD Calls For Service (CFS)
- CAHOOTS called for backup from EPD in 311 instances in 2019
 - CODE 3 Cover, or an immediate police emergency response with lights and siren, was needed in ~8% of the backup calls
 - Backup rates are higher in natures of calls that are traditionally dispatched to police, like Criminal Trespass

METHOD:

Two tools have been created by the EPD Crime Analysis Unit to help examine data from the Computer Aided Dispatch (CAD) system. Anecdotally, these two tools are referred to as the "CAHOOTS tool," and the "Annual Stats tool." Both are interactive and reside on a closed EPD system, they pull their data from the Eugene CAD system.

Due to the complexities and numerous variables, every effort will be made to be as thorough as possible when describing various filters applied to the data to better understand the nature of CAHOOTS involvement in the public safety system.

The examined data is inclusive from January 1, 2019 through December 31, 2019.

DISCUSSION:

CAHOOTS is a partner organization with the City of Eugene and is run through the White Bird Clinic. It is currently dispatched via the same system as EPD and Eugene Springfield Fire (ESF) to a variety of calls, diverting some from EPD and other emergency services, as well as handling a subset of unique calls that wouldn't normally be responded to by law enforcement. Calls for CAHOOTS come in through either the emergency 911 system or the non-emergency line. Additionally, there are some calls that are self-initiated, or calls where CAHOOTS vans are flagged down by individual members of the community. The initial step in this analysis is to look at the nature and frequency of Calls for Service (CFS) within the CAD system as they relate to CAHOOTS.

Calls For Service (CFS):

ALL CAHOOTS ASSOCIATIONS:

In 2019 CAHOOTS had some level of activity in 20,746 public-initiated CFS. This number is not indicative of a response, dispatch or arrival, simply an association between a CAHOOTS unit designator and an event in CAD. Figure 1 shows all CAHOOTS associations by call nature. This chart includes calls that may also have an association with other emergency services

Figure 1 – 2019 total CAHOOTS CAD associations

Rank	Nature	Count	Percent	Include
1	Check Welfare	5806	28.0%	<input checked="" type="checkbox"/>
2	Assist Public- Police	5555	26.8%	<input checked="" type="checkbox"/>
3	Transport	4583	22.1%	<input checked="" type="checkbox"/>
4	Suicidal Subject	1442	6.95%	<input checked="" type="checkbox"/>
5	Disorderly Subject	529	2.55%	<input checked="" type="checkbox"/>
6	Intoxicated Subject	421	2.03%	<input checked="" type="checkbox"/>
7	Found Syringe	347	1.67%	<input checked="" type="checkbox"/>
8	Traffic Hazard	307	1.48%	<input checked="" type="checkbox"/>
9	Criminal Trespass	288	1.39%	<input checked="" type="checkbox"/>
10	Dispute	225	1.08%	<input checked="" type="checkbox"/>
11	Other (106 Categories)	1243	5.99%	<input checked="" type="checkbox"/>
Total		20746		

Nature

Summary Table Grouping.

10

Top N from one through 116

ALL CAHOOTS DISPATCHED CFS:

In 2019 CAHOOTS was dispatched to 17,700 public-initiated CFS. This includes calls that are both CAHOOTS only and a joint response with other emergency services. It is a subset of the calls in Figure 1. Lack of dispatch can be for a variety of reasons ranging from a call not requiring a response, to a caller not providing complete information, or a caller calling back and canceling a call. CAHOOTS dispatch rates are higher than EPD due to the nature of the calls they receive. CAHOOTS calls are generally not for information only or calls to report crimes, those types of calls, which are common for EPD are often not dispatched.

Figure 2 – 2019 total CAHOOTS dispatched CFS

Rank	Nature	Count	Percent	Include
1	Check Welfare	5083	28.7%	<input checked="" type="checkbox"/>
2	Assist Public- Police	4547	25.7%	<input checked="" type="checkbox"/>
3	Transport	3756	21.2%	<input checked="" type="checkbox"/>
4	Suicidal Subject	1389	7.85%	<input checked="" type="checkbox"/>
5	Disorderly Subject	457	2.58%	<input checked="" type="checkbox"/>
6	Intoxicated Subject	356	2.01%	<input checked="" type="checkbox"/>
7	Found Syringe	310	1.75%	<input checked="" type="checkbox"/>
8	Traffic Hazard	298	1.68%	<input checked="" type="checkbox"/>
9	Criminal Trespass	215	1.21%	<input checked="" type="checkbox"/>
10	Dispute	214	1.21%	<input checked="" type="checkbox"/>
11	Other (95 Categories)	1075	6.07%	<input checked="" type="checkbox"/>
Total		17700		

Nature
 Summary Table Grouping.

10
 Top N from one through 105

ALL CAHOOTS ARRIVED CFS:

In 2019 there were 15,879 public-initiated CFS (Figure 3) where CAHOOTS was both dispatched and arrived. This number is a sub-set of Figure 2 and includes CAHOOTS-only activity as well as CAHOOTS activity in conjunction with other emergency services. A variance in dispatch and arrival rates is common with service calls. It is often caused by the call being canceled after dispatch and is not indicative of a non-availability of services. Due to the delay between a call being received, dispatched, and resources arriving on scene, a caller may call back and report the subject of the call is no longer on scene.

Figure 3 – 2019 total CAHOOTS response

Rank	Nature	Count	Percent	Include
1	Check Welfare	4609	29.0%	<input checked="" type="checkbox"/>
2	Assist Public- Police	4085	25.7%	<input checked="" type="checkbox"/>
3	Transport	3341	21.0%	<input checked="" type="checkbox"/>
4	Suicidal Subject	1294	8.15%	<input checked="" type="checkbox"/>
5	Disorderly Subject	402	2.53%	<input checked="" type="checkbox"/>
6	Intoxicated Subject	320	2.02%	<input checked="" type="checkbox"/>
7	Traffic Hazard	257	1.62%	<input checked="" type="checkbox"/>
8	Found Syringe	254	1.60%	<input checked="" type="checkbox"/>
9	Criminal Trespass	190	1.20%	<input checked="" type="checkbox"/>
10	Dispute	190	1.20%	<input checked="" type="checkbox"/>
11	Other (92 Categories)	937	5.90%	<input checked="" type="checkbox"/>
Total		15879		

Nature
 Summary Table Grouping.

10
 Top N from one through 102

ALL CAHOOTS ONLY CFS ASSOCIATIONS:

Figure 4 shows all 2019 Public-initiated CFS where only CAHOOTS has an association to the call in the CAD system. There are no other emergency services associated to the call. These calls are a subset of Figure 1 (All CAHOOTS Associations). This does not indicate either dispatch or arrival.

Figure 4 – 2019 CAHOOTS only CAD associations

Rank	Nature	Count	Percent	Include
1	Assist Public- Police	5435	30.2%	<input checked="" type="checkbox"/>
2	Check Welfare	5226	29.0%	<input checked="" type="checkbox"/>
3	Transport	4533	25.2%	<input checked="" type="checkbox"/>
4	Suicidal Subject	982	5.46%	<input checked="" type="checkbox"/>
5	Intoxicated Subject	393	2.18%	<input checked="" type="checkbox"/>
6	Found Syringe	328	1.82%	<input checked="" type="checkbox"/>
7	Traffic Hazard	241	1.34%	<input checked="" type="checkbox"/>
8	Disorderly Subject	230	1.28%	<input checked="" type="checkbox"/>
9	Assist Fire Department	161	0.89%	<input checked="" type="checkbox"/>
10	Disoriented Subject	111	0.62%	<input checked="" type="checkbox"/>
11	Other (59 Categories)	355	1.97%	<input checked="" type="checkbox"/>
Total		17995		

Nature
Summary Table Grouping.

10
Top N from one through 69

CAHOOTS ONLY ARRIVED CFS:

Figure 5 indicates 2019 public-initiated CFS where CAHOOTS was the only unit that was both dispatched and arrived on scene. There were 13,854 CFS that fit these criteria. The difference between dispatch (15,356) and arrival is 1,502. The ARRIVED calls are a subset of Figure 3 (all CAHOOTS arrived). These numbers do not include calls where CAHOOTS called for backup from other emergency services after arriving on scene. Divert rate will be discussed later, however 13,851 should be the baseline number for beginning any divert calculations. It indicates a call that may have gone to emergency services but was diverted to CAHOOTS, without intervention or support from emergency services.

Figure 5 – 2019 CAHOOTS only response

Rank	Nature	Count	Percent	Include
1	Check Welfare	4220	30.5%	<input checked="" type="checkbox"/>
2	Assist Public- Police	3996	28.8%	<input checked="" type="checkbox"/>
3	Transport	3303	23.8%	<input checked="" type="checkbox"/>
4	Suicidal Subject	889	6.42%	<input checked="" type="checkbox"/>
5	Intoxicated Subject	301	2.17%	<input checked="" type="checkbox"/>
6	Found Syringe	252	1.82%	<input checked="" type="checkbox"/>
7	Traffic Hazard	210	1.52%	<input checked="" type="checkbox"/>
8	Disorderly Subject	196	1.41%	<input checked="" type="checkbox"/>
9	Assist Fire Department	116	0.84%	<input checked="" type="checkbox"/>
10	Disoriented Subject	87	0.63%	<input checked="" type="checkbox"/>
11	Other (48 Categories)	284	2.05%	<input checked="" type="checkbox"/>
Total		13854		

Nature
Summary Table Grouping.

10
Top N from one through 58

JOINT CAHOOTS / EPD CFS:

Figure 6 shows the 2,018 joint CFS where both CAHOOTS and EPD dispatched and arrived at the call. These calls are a subset of calls figure 3 (all CAHOOTS arrived) and include CFS where CAHOOTS called for backup from EPD. These gross joint CFS numbers do not differentiate which units arrived on scene first.

Figure 6 – 2019 Joint EPD / CAHOOTS CFS

Rank	Nature	Count	Percent	Include <input type="checkbox"/>
1	Suicidal Subject	405	20.1%	<input checked="" type="checkbox"/>
2	Check Welfare	385	19.1%	<input checked="" type="checkbox"/>
3	Disorderly Subject	206	10.2%	<input checked="" type="checkbox"/>
4	Dispute	185	9.17%	<input checked="" type="checkbox"/>
5	Criminal Trespass	128	6.34%	<input checked="" type="checkbox"/>
6	Assist Public- Police	88	4.36%	<input checked="" type="checkbox"/>
7	Suspicious Conditions	51	2.53%	<input checked="" type="checkbox"/>
8	Disorderly Juveniles	48	2.38%	<input checked="" type="checkbox"/>
9	Traffic Hazard	47	2.33%	<input checked="" type="checkbox"/>
10	Overdose	44	2.18%	<input checked="" type="checkbox"/>
11	Other (76 Categories)	431	21.4%	<input checked="" type="checkbox"/>
Total		2018		

Nature

Summary Table Grouping.

10

Top N from one through 86

CAHOOTS BACKUP CALLS:

Figure 7 illustrates 311 CFS where CAHOOTS called for backup from law enforcement. The calls are a subset of Figure 6 (joint calls).

To be included in the backup category, **ALL** of the following criteria had to be met:

- The call was dispatched to CAHOOTS ONLY
- CAHOOTS arrived on scene
- EPD was dispatched and arrived after CAHOOTS arrived on scene

The percentage of calls beginning as a CAHOOTS ONLY response and then requiring backup was 2% overall. However, when you look at calls outside of CAHOOTS normal top 4 CFS, the percentage of calls requiring

Figure 7 – 2019 CAHOOTS calls requiring backup

Rank	Nature	Count	Percent	Include <input type="checkbox"/>
1	Check Welfare	116	37.3%	<input checked="" type="checkbox"/>
2	Suicidal Subject	42	13.5%	<input checked="" type="checkbox"/>
3	Assist Public- Police	34	10.9%	<input checked="" type="checkbox"/>
4	Criminal Trespass	23	7.40%	<input checked="" type="checkbox"/>
5	Transport	20	6.43%	<input checked="" type="checkbox"/>
6	Disorderly Subject	16	5.14%	<input checked="" type="checkbox"/>
7	Traffic Hazard	14	4.50%	<input checked="" type="checkbox"/>
8	Intoxicated Subject	9	2.89%	<input checked="" type="checkbox"/>
9	Missing Person	5	1.61%	<input checked="" type="checkbox"/>
10	Suspicious Conditions	4	1.29%	<input checked="" type="checkbox"/>
11	Other (21 Categories)	28	9.00%	<input checked="" type="checkbox"/>
Total		311		

Nature

Summary Table Grouping.

10

Top N from one through 31

backup climbs. With "Criminal Trespass," backup was requested 23 times out of 69 CAHOOTS responses where they arrived and located the subject. That equates to CAHOOTS requesting backup in 33% of the CAHOOTS ONLY Criminal Trespass CFS. For the top 4 natures that make up the bulk of CAHOOTS dispatches, the backup rate is as follows: Transport (>1%), Assist Public (1%), Check Welfare (4%), and Suicidal Subject (5%). The term backup does not indicate an emergency response, it simply indicates that after CAHOOTS arrived on scene it was determined additional police response was required. We were able to isolate 25 instances (8% of backup calls) where the terms "C3" or "CODE 3" were used in the call notes, this would indicate an immediate and emergency police response to the call.

EXPLANATION OF CAHOOTS TOP NATURES:

- 1. CHECK WELFARE (4,615 dispatched):** The CAHOOTS Welfare Check nature is generally separate from the EPD Welfare Check. Dispatch makes the determination at the time of the call that the caller does not appear to require a law enforcement response, or the caller specifically requests CAHOOTS. CAHOOTS arrived at 4,220 of the Welfare Checks. They make up 30% of the total call volume CAHOOTS is dispatched to.
- 2. ASSIST PUBLIC- POLICE (4,448 dispatched):** This nature is not considered a traditional police call. It generally involves non-emergency service requests from the public, from counseling, to injury evaluation after a person declined to be evaluated by a medic, to providing general services. CAHOOTS arrived at 3,996 of the Assist Public calls. They make up 29% of the total call volume that CAHOOTS is dispatched to.
- 3. TRANSPORT (3,712 dispatched):** A CAHOOTS transport call generally involves moving an individual, often unhoused and in need, or dealing with mental health issues, from one location to another for non-emergency services. For example: an individual may need to get from a dusk-to-dawn site to a hospital for non-emergency issues. CAHOOTS arrived at 3,303 of the Transport calls. Transport calls make up 24% of the total call volume CAHOOTS is dispatched to.

To better understand the natures, the following are random samples from the calls of these natures, which were dispatched to CAHOOTS personnel. These calls are indicative of those in the nature, although not all inclusive.

1. Check Welfare:

- (19283789) LOC/ SOUTH OF THE INTERSECTION, ON THE OVERPASS FEMALE WALKING BAREFOOT AND NOT WEARING MUCH CLOTHING -- REQ CAHOOTS TO GO AND CHECK ON HER LAST SEEN 5 AGO NO WEAPONS OBS
- (19250067) LOC/NE CORNER OF 2ND AND VAN BUREN. C/ADVI THERE IS POSSIBLY A PERSON SLEEPING ON SIDEWALK, OR POSSIBLY ITEMS COVERED BY TARP. HASN'T MOVED IN 5 HOURS. C/IS CONCERNED THE PERSON MAY NEED A WELFARE CHECK

2. Assist Public:

- (19062532) C/ REQ CAHOOTS FOR COUNSELING AND ASSISTANCE C/ HAVING SUICIDAL THOUGHTS NO PLANS OR MEANS AT THIS TIME
- (19310041) C/ REQ TRAN FOR HERSELF AND HER SON TO A MEAL THIS MORNING

3. Transport:

- (19222410) INV/UNK, NAME NEEDS XPORT TO SERVICE STATION - WAITING IN ED LOBBY
- (19080551) LOC/ LOBBY I/ UNK, MARK WM. 57. 600. MED. BALD LSW/ UNK TRAN TO HOURGLASS

CAHOOTS DIVERTS

Divert Criteria: For a call to be considered a divert, ALL of the following criteria must be true:

1. The call is received by dispatch
2. Police are *normally* dispatched to the call nature
3. The call is dispatched to, and arrived at by, an outside agency
4. No EPD resources are dispatched to the call

Dispatch versus non-dispatched calls: This is one area where CAHOOTS and EPD numbers differ significantly. The term “dispatched” indicates that physical resources (individuals) have been sent to the scene of activity in order to render assistance or investigate activity.

For CAHOOTS, a non-dispatched call indicates there is no activity that occurs, or no response. A typical example of this is when a member of the public calls in, the call is placed in the queue waiting for available resources, and due to a time lapse from the initial call, the caller calls back and states the subject is no longer there, or no longer in need of assistance. The call is never dispatched to CAHOOTS.

For EPD a non-dispatched call often still carries a burden of activity, including the filing of reports, the gathering of information and possible future activity. A typical example of this is a call for Theft From Vehicle. In 2019 there were 2,559 CFS to EPD of this nature and the agency dispatched personnel to approximately 101 (~4%) of those calls. Officers are generally not needed on scene to file a report. Despite personnel not being physically sent to the scene, the agency still has multiple individuals and staff-hours dedicated to these events.

The distinction between the two agency responses becomes important when calculating diverts. We must look first at all CFS dispatched, and arrived at, by CAHOOTS only (Fig. 5: 13,854); that number must be compared to the total CFS volume for both agencies (Fig. 8 below). In 2019 there were 105,402 Public CFS placed to the call center.

Figure 8 – ALL EPD public-initiated CFS in 2019

Nature	Count	% of All CFS	Freq Pri	Freq Desig	% Disp'd
CHECK WELFARE	8469	8.0%	7	CAHOOTS	87.1%
CRIMINAL TRESPASS	7007	6.6%	3	PATROL	72.1%
DISPUTE	6364	6.0%	3	PATROL	94.2%
ASSIST PUBLIC- POLICE	6245	5.9%	7	CAHOOTS	78.7%
TRANSPORT	4664	4.4%	7	CAHOOTS	81.6%
BEAT INFORMATION	4455	4.2%	5	PATROL	82.7%
ILLEGAL CAMPING	4313	4.1%	5	PATROL	9.8%
THEFT	4264	4.0%	4	PATROL	28.7%
DISORDERLY SUBJECT	3832	3.6%	3	PATROL	84.1%
THEFT FROM VEHICLE	2559	2.4%	9	CSO	3.9%
ALL OTHER (241 Cats)	53231	50.5%	3	PATROL	52.5%
TOTAL	105403	100.0%	3	PATROL	60.5%

Calculating the divert rate of CAHOOTS for EPD activity is not as simple as removing all calls associated to CAHOOTS from the total number of CFS received by the call center. It needs to be capable of answering the question: “If CAHOOTS services weren’t available, how many additional calls would EPD need to handle?” To address that specific question, the four divert criteria listed at the beginning of this section must be met.

If we incorrectly assume that ALL calls associated with (Figure 1: 20,746), dispatched to (Figure 2: 17,700), or handled by only CAHOOTS (Figure 5: 13,854) would be dispatched to police if CAHOOTS services were not available, then we have gross divert rates of: ~20%, ~17%, or ~13% respectively.

However, as discussed when examining call natures, the top 3 CAHOOTS CFS natures: Check Welfare (4,220), Assist Public (3,996), and Transport (3,303) are not traditionally law enforcement calls, and would likely not be dispatched to police. The majority of these calls are received by the call center because of the partnership with CAHOOTS; the public is aware that CAHOOTS services are accessed through calling 911 or the non-emergency number and it artificially inflates the total call volume to emergency services.

If all calls in the top three CFS, which are CAHOOTS-centric, are removed from the total of CAHOOTS only responses (11,519), we are left with 2,335 CFS, which are likely diverts. This equates to an overall divert rate of ~2%

If we look only at dispatched calls for both agencies (63,738) and subtract out the removed CAHOOTS natures (11,519) we are left with 52,219 total dispatched CFS, of which 2,335 were handled by CAHOOTS, which would equate to ~5% divert rate of dispatched calls.

The calls in the Check Welfare nature, handled solely by CAHOOTS, are the most challenging call nature to differentiate from traditional law enforcement calls. Following further analysis of a random sample group of 200 of these calls by dispatchers, we estimate that approximately 74% (148 of 200) of the Welfare Check calls would *likely* be dispatched to police if CAHOOTS resources weren't available. If we apply this percentage to the larger group of Check Welfare calls dispatched to CAHOOTS (4,220), we are left with 3,123 CFS that may be sent to police. Using this methodology, the number of divert calls for CAHOOTS becomes 6,346: the overall divert rate is ~6%. Additionally, this would make the divert rate of all dispatched calls ~10%.

SUMMARY:

CAHOOTS is a valued partner within the city of Eugene and provides a needed service within the community. In examining interplay between EPD and CAHOOTS, they are partner organizations where they both meet specific and unique needs. Additionally, CAHOOTS and EPD are often jointly dispatched to CFS to meet those needs.

CAHOOTS does divert calls from EPD, however it is not the 17-20% reported by just looking at the total number of CAHOOTS calls compared to EPD calls. Even with a full and comprehensive study of calls responded to by CAHOOTS, it is not possible to find an exact divert rate for a specified time period. **It is likely that the true divert rate falls between approximately 5% - 8%.**

Additionally, EPD does provide backup for some CFS where CAHOOTS was the only unit initially assigned. **EPD rates of CAHOOTS requesting backup are higher than what has previously been reported in the news media.** It should be noted that backup rates for more "traditional" CAHOOTS-centric calls: Check Welfare, Assist Public and Transport are relatively low. It is when CAHOOTS is dispatched to a traditionally police-centric call, like Criminal Trespass, that the instances of CAHOOTS requiring backup from the police jumps significantly.

Compiled by: Eugene Police Crime Analysis Unit

Current as of: August 21st, 2020

Contact: Ryan Skiles, CAU Manager // rskiles@eugene-or.gov