



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Darren Allison
Interim Chief of Police

SUBJECT: FY 2023-24 OPD Traffic Safety Grant

DATE: August 23, 2023

City Administrator Approval

Date: Sep 5, 2023

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Grant Funds In The Amount Of Five Hundred And Two Thousand Six Hundred Dollars (\$502,600) From The State Of California's Office Of Traffic Safety (OTS) Selective Traffic Enforcement Program (STEP) For The Fiscal Year 2023-2024, To Be Administered By The Oakland Police Department (OPD), And Authorizing The General Purpose Services Fund To Contribute Eighty-Two Thousand Seven Hundred Seventy-Eight Dollars (\$82,778) To Cover Related Central Services Overhead Charges.

EXECUTIVE SUMMARY

Approval of this resolution will allow traffic safety OTS grant funds to be received by OPD Traffic Operations Section (TOS) for traffic safety. The \$502,600 grant awarded to OPD will also be used to:

- Fund overtime costs for OPD officers engaged in DUI¹ and other traffic safety and enforcement operations, including operations conducted in collaboration with the Alameda County Sheriff's Office (ACSO)
- Purchase DUI checkpoint supplies
- Cover related In-State Travel

OTS does not allow grant funds to be used for overhead costs. OPD, therefore, requests that the City Council waive the City's Central Services Overhead (CSO) costs of \$82,778.

BACKGROUND / LEGISLATIVE HISTORY

Every week, on average, two Oaklanders are killed or severely injured in traffic crashes on our streets. These crashes disproportionately harm people in Black, Indigenous, and people of color (BIPOC) communities, people with disabilities, seniors, and low-income communities. Crashes are a leading cause of death among Oakland youth. All traffic crashes are preventable. Safe Oakland Streets (SOS) is a Citywide initiative that is taking a new approach to crashes, focusing on strategies that will save lives and deliver equitable outcomes. The SOS collaboration

¹ DUI = driving under the influence of alcohol

includes Oakland's Department of Transportation (OakDOT), Department of Race and Equity, and OPD – in partnership with community groups, to implement the most effective and equitable strategies. As a component of this work, the SOS initiative identified enforcement strategies that were presented to City Council on April 20, 2021, and October 2022. The proposed investments are in alignment with these strategies.

The State of California and SOS have made positive strides in recent years in reducing the rate of motorist-related fatal and serious injury collisions. Vehicle collisions occur primarily due to alcohol consumption, speeding, running red lights, and other select vehicle code violations. Incidents involving these factors remain prevalent causes of death and injury nationally and in California. Traffic studies have shown that cities engaged in enforcement operations targeting dangerous moving violations have seen substantial reductions in fatal and injury collisions.

City Council previously approved acceptance and appropriation of the STEP grant via [Resolution No. 80130 C.M.S.](#), dated September 19, 2006, [Resolution No. 80578 C.M.S.](#), dated May 15, 2007, [Resolution No. 81223 C.M.S.](#), dated April 15, 2008, [Resolution No. 83555 C.M.S.](#), dated September 20, 2011; [Resolution No. 84712 C.M.S.](#), dated November 19, 2013; [Resolution No. 85274 C.M.S.](#), dated November 18, 2014; [Resolution No. 85768 C.M.S.](#), dated September 8, 2015; [Resolution No. 86491 C.M.S.](#), dated November 3, 2016, [Resolution No. 86920 C.M.S.](#), dated October 3, 2017, [Resolution No. 87363 C.M.S.](#), dated October 16, 2018, [Resolution No. 87878 C.M.S.](#), dated September 12, 2019, [Resolution No. 88403 C.M.S.](#), dated December 1, 2020, [Resolution No. 88883 C.M.S.](#), dated November 2, 2021, and [Resolution No. 89496 C.M.S.](#), date December 6, 2022.

ANALYSIS AND POLICY ALTERNATIVES

The acceptance and appropriation of these funds will advance the citywide priorities of holistic community safety and responsive, trustworthy government. The state of California and SOS are strategizing how to mitigate traffic injuries, collisions, and deaths. With the appropriate staffing, enforcement, and equipment, OPD and its partners can continue to address the issues causing harm in the community.

The National Highway Traffic Safety Administration (NHTSA) funds OTS to administer the Selective Traffic Enforcement Program (STEP). These grant funds will provide OPD with the added tools to be more successful in curbing problems associated with impaired drivers, red light runners, speeding vehicles, and other aggressive and reckless driving. OPD's goals for the use of the STEP grant fund include the following:

- increasing motorist, pedestrian, and bicyclist safety; and
- reducing traffic fatalities and injuries.

OPD staff plans to achieve these goals by deploying comprehensive, consistent, targeted traffic enforcement. In January 2021, OPD's Traffic Enforcement Unit personnel was cut due to limited budget funds. On October 15th, 2022, 1 Sergeant and 6 Officers formed a Traffic Enforcement Team on a full-time basis. The officers and sergeant were cut again from the 2023-2024 fiscal year budget; however, they temporarily remain on loan in the Traffic

Enforcement Unit. The STEP grant funding would provide much needed traffic enforcement in the City of Oakland.

OPD Traffic Operations Section (TOS) will use the grant funds to promote vehicular safety through education and enforcement. OPD will partner with the Alameda County Sheriff's Office (ACSO) to conduct high visibility collaborative DUI and Traffic enforcement operations. Light Detection and Ranging (LIDAR) devices are used to enforce speed limits around schools, certain residential neighborhoods, and roads with a current speed survey (which allows for using LIDAR). Also, OPD will purchase DUI/Driver's License Checkpoint supplies needed for those operations.

Staff will continue to operate the STEP grant in accordance with OPD policies and the OTS grant requirements. These requirements include the performance of the following operations planned between October 1, 2023, and September 30, 2024:

- 6 Conduct DUI/DL Checkpoints
- 20 DUI Saturation Patrol Operations
- 12 Traffic Operations, including, but not limited to, select primary collision factor violations
- 6 Bicycle and Pedestrian enforcement operations in identified areas of high bicycle and pedestrian traffic collisions
- 6 Distracted driving enforcement operations targeting drivers using hand-held cellular phones and texting
- 2 Conduct Specialized Enforcement Operations focusing specifically on street racing and sideshow activities
- 2 Motorcycle Safety Operations
- 2 Night-time (1800-0559) "Click it or Ticket" seatbelt enforcement operations
- 12 Highly Visible DUI Enforcement operations in collaboration with the Alameda County Sheriff's Office (ACSO)
- 12 Highly Visible Traffic Enforcement operations in collaboration with Alameda County Sheriff's Office (ACSO)
- 2 Send Law Enforcement Personnel to DUI Checkpoint Planning and Management Training
- 1 Traffic Safety Educational presentations with an effort to reach out to community members
- Participation in NHTSA (National Highway Traffic Safety Administration) winter and summer mobilizations, National Walk to School Day, National Distracted Driving Awareness Month, National Click It or Ticket mobilization period, National Bicycle Safety Month, National Motorcycle Safety Month, National Teen Driver Safety Week, National Child Passenger Safety Week, California Pedestrian Safety Month
- Maintain a "HOT Sheet" program to notify patrol and traffic officers to be on the lookout for identified repeat DUI offenders on a monthly basis
- 16 Send law enforcement personnel to the NHTSA Standardized Field Sobriety Testing (SFST) POST²-certified training
- 5 Send law enforcement personnel to the NHTSA Advanced Roadside Impaired Driving Enforcement (ARIDE) POST-certified training

² POST = California Commission on Police Officer Standards and Testing

- 3 Send law enforcement personnel to the Drug Recognition Expert DRE recertification training
- 3 Send Law Enforcement Personnel to the Drug Recognition Expert (DRE) training

OPD administered STEP grants in FY 2010-2011, FY 2011-2012, FY 2013-2014, FY 2014-2015, FY 2015-2016, FY 2016-2017, FY 2018-19, FY 19-20, FY 20-21, FY 21-22, and FY22-23. **Table 1** below provides collision data for the prior three years.

Many factors (undetermined in many cases) can contribute to collisions. **Table 1** below shows that traffic collision injuries have decreased in FY 2022-2023 compared to the prior fiscal year. The number of victims has also decreased from FY 2021-2022. The decrease could be attributed to our traffic enforcement operations on the High Injury Network.

There was a decrease in fatal collisions in FY2022-2023. The number of fatalities related to collisions happening at nighttime also decreased in FY2022-2023. Our enforcement efforts appear to be working, with the decrease in injury and fatal collisions. These efforts positively impact the lives and safety of Oakland community members.

Table 1 -Oakland Collisions, Injuries, and Fatalities: 2020-2023

Collision Type	FY 2020-21				FY 2021-22				FY 2022-23			
	Collisions		Victims		Collisions		Victims		Collisions		Victims	
Fatal	34		34		36		38		23		23	
Injury	1647		3607		1490		3218		905		1231	
	Fatal	Injury	Killed	Injured	Fatal	Injury	Killed	Injured	Fatal	Injury	Killed	Injured
Alcohol - Involved	3	49	3	83	2	64	2	91	2	50	2	79
Hit & Run	12	379	12	903	15	388	16	748	10	261	10	327
Nighttime (2100-0259 hours)	15	188	15	221	20	174	21	214	11	134	11	184
Top 3 Primary Collision Factors*									Fatal	Injury	Killed	Injured
#1 -	22107 - Improper Turn								2	161	2	202
#2 -	22350 - Unsafe Speed								3	124	3	180
#3 -	21453(a) – Red Light								1	183	1	281

* Estimated data

Funding from OTS will position OPD to continue its efforts to make the streets safer for pedestrians and the motoring public. **Table 2** below provides the total number of reported collisions from FY 2021-2022 and FY 2022-2023. The number of overall collisions has increased, but this could be COVIDbecause the city was recovering from COVID restrictions, and there were fewer drivers on the road in FY 2021-2022.

Table 2: Collision Incidents: July 1, 2021 – June 30, 2022, July 1, 2022- June 30, 2023

	FY 2021-2022	FY 2022-2023
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Collisions	3218	100%	4002	100%
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The data in **Table 3** below represents Total Parties by Race who were injured in collisions from Jul 1, 2021 – Jun 30, 2022, and Jul 1, 2022 – June 30, 2023.

Table 3: Total Parties by Race in Injury Crashes: Jul 1, 2021 – Jun 30, 2022, and Jul 1, 2022 – June 30, 2023

Race	FY 2021-2022		FY 2022-2023	
	Number	Percentage	Number	Percentage
Black	997	31%	1016	25%
Hispanic	801	25%	979	24%
White	364	11%	387	10%
Asian	230	7%	228	6%
Other	80	2%	140	3%
Not Stated*	746	23%	1252	32%
Total	3218		4002	

*Not Stated includes Hit and Run Drivers

Traffic Officers are directed to focus on areas identified in the Oakland Department of Transportation (“OakDOT”) High Injury Network, locations where the city has its highest number of injuries and fatal collisions. Areas of focus also include locations with current speed surveys and Oakland public school sites. Officers are also directed to areas where Area Commanders have requested support due to resident complaints involving traffic violators or when there is an increase in crime and high visibility enforcement has been requested. The stops are focused on public safety violations, such as speeding, failure to yield, unsafe turning, red light running, and driving under the influence of alcohol and /or drugs. Beginning this grant year, OPD directed motor officers to focus on public safety stops; equipment and bicycle/pedestrian violations are the lowest priority stops.

Traffic Officers have all attended Procedural Justice Training and Implicit Bias Training to ensure that officers are aware of how police efforts can negatively impact communities of color. All stops are reviewed by the first-level supervisor and the Traffic Section Commander. OPD recently rolled out a new risk management dashboard for review; OPD plans to use this tool and reduce the high number of stops made in communities of color. OPD considers equity and the geographic distribution of traffic enforcement while recognizing that there continues to be opportunities to improve how equity informs local traffic enforcement. **Table 4** below shows the top violations by type for stopped vehicles during STEP Grant-funded operations.

Table 4: Top Violations by Traffic Officers 7/1/2022 to 6/30/2023

Violation	Violation Description	#	%OTS
21461(A)	Driver Fail Obey Sign	337	30%
21453(A)	Red Light	228	20%
22450(A)	Stop Sign	182	16%

Violation	Violation Description	#	%OTS
23123.5	Cell Phone Use - Text	105	9%
22350	Speeding	94	8%
23123(A)	Cell Phone Use - Handheld	69	6%
21655.5	Bus Lane Violation	51	5%
21950(A)	Fail to Yield to Ped	38	3%
27315	Seatbelt	31	3%
	Total	1107	

FISCAL IMPACT

OTS will reimburse the city up to \$502,600 for the various enforcement operations and education programs during the grant period of October 1, 2023, to September 30, 2024. The budget for the OTS STEP grant award is outlined in **Table 5** below.

Table 5 OTS STEP Funding Plan

Use of Funds	Amount
Overtime to conduct enforcement operations	\$247,100
Overtime to conduct collaborative enforcement operations in partnership with ACSO	\$240,000
Travel/Training Expenses	\$4,000
DUI Checkpoint Supplies	\$8,000
Crash Retrieval System Update	\$3,500
TOTAL	\$502,600

Funds will be allocated in the State of California Grant Fund (2159), Traffic Enforcement Division Organization (107510), Traffic Operations Program (PS14), in Project 1007171. The program will be managed by the Traffic Operations Section Commander.

Table 6 - Location of OTS STEP Grant Funds

Fiscal Year	Fund Source	Organization	Project	Award	Amount
2023-24	2159	107510	1007171	24457	\$502,600

General Purpose Fund Contributions

Based on the City's Central Services Overhead (CSO) rate of 16.74 percent, overhead charges associated with the grant's personnel costs will be approximately \$82,778. However, per the granting agency, indirect costs such as CSO charges are disallowed. Staff, therefore, requests the City's General-Purpose Fund contribute \$82,778 to cover the CSO charges.

PUBLIC OUTREACH / INTEREST

This item is of interest to the public as these grant funds will promote public safety and support Safe Oakland.

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic activities associated with this report.

Environmental: There are no environmental opportunities identified in this report.

Race and Social Equity: OPD recognizes that STEP Grant-funded traffic stop data shows that a high percentage of African Americans and Latinos are stopped. As this report explains, officers are directed to focus on areas identified as locations where the city has its highest number of injuries and fatal collisions. Traffic Officers have all attended Procedural Justice Training and Implicit Bias Training to ensure that officers are aware of how police efforts can negatively impact communities of color. The first level supervisor and the Traffic Section Commander review all stops. OPD recently rolled out a new risk management dashboard for review; OPD plans to use this tool and reduce the high number of stops made in communities of color. OPD considers equity and the geographic distribution of traffic enforcement while recognizing that there continue to be opportunities to improve how equity informs local traffic enforcement.

Safe Oakland Streets aims to eliminate severe and fatal injury inequities, including racial disparities impacting BIPOC communities that exist today in Oakland. In 2018, [the Oakland Equity Indicators Report](#) found troubling disparities in pedestrian deaths in Oakland. The City of Oakland experiences approximately two severe or fatal traffic crashes each week, with crashes disproportionately impacting BIPOC, high-priority communities, and seniors. In December 2020, OPD reported a surge in traffic-related fatalities where 36 people were killed on Oakland's roadways, compared to the 26 people killed in 2019. Fatalities decreased only slightly to 30 people killed in 2021. In the first nine months of 2022, 29 people were killed, and in the first 6 months of 2023, 13 people were killed. The most common causes of collisions are speeding, failure to yield, unsafe turning, red light running, and driving under the influence of drugs and/or alcohol. The majority (60%) of crashes are concentrated on just 6% of the 800 miles of Oakland's city-maintained streets, as identified as Oakland's high injury network. Furthermore, the [High Injury Network \(HIN\)](#) generally overlaps with Oakland's map of priority neighborhoods, as found in [Oakland's Geographic Equity Toolbox](#). The toolbox prioritizes neighborhoods based on concentrations of people with demographic factors determined to have experienced historic and current disparities. Reckless driving, speeding, unlicensed vehicle operation, DUI, and other traffic problems negatively impact public safety and the quality of life of all Oaklanders. Efforts to address these problems will lead to life improvements for all residents and visitors.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Grant Funds In The Amount Of Five Hundred And Two Thousand Six Hundred Dollars (\$502,600) From The State Of California's Office Of Traffic Safety (OTS) Selective Traffic Enforcement Program (STEP) For The Fiscal Year 2023-2024, To Be Administered By The Oakland Police Department (OPD), And Authorizing The General Purpose Services Fund To Contribute Eighty-Two Thousand Seven Hundred Seventy-Eight Dollars (\$82,778) To Cover Related Central Services Overhead Charges.

For questions about this report, please contact A/Lieutenant Greg Bellusa, OPD, Traffic Operations Section, at (510) 777-8707.

Respectfully submitted,



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