

**CITY OF OAKLAND**  
**AGENDA REPORT**

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND  
2009 MAY 28 PM 4:36

**TO:** Office of the City Administrator  
**ATTN:** Dan Lindheim  
**FROM:** Police Department and Department of Information Technology  
**DATE:** June 9, 2009

**RE: Action on a Report From The Oakland Police Department With An Update On The Implementation Of CompStat Including Current Progress, Phases, Next Steps, Challenges, and a Request for Funding in the Amount of \$1,715,950**

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**SUMMARY**

As requested by the Public Safety Committee on January 27, 2009, staff has prepared a follow-up report on the Oakland Police Department's (OPD) progress to implement a CompStat (COMPUter analysis of crime STATistics) system, including current progress, phases, next steps, and challenges.

In order to help reduce crime, increase accountability through more efficient and timely data collection and analysis, as well as to facilitate access to criminal and performance data, the CompStat process is a crime fighting program which relies on:

- Sophisticated custom software;
- Continuous process improvement;
- Relentless follow-up investigations; and
- Management accountability

**FISCAL IMPACT**

As reported on January 27, 2009, the Integrated Public Safety System (IPSS) hardware and software applications currently used by OPD are capable of providing crime statistics, crime maps, and various reports. However, after a thorough evaluation of OPD's needs for CompStat implementation, it was determined that additional funding is required to enhance current applications, obtain state-of-the-art analytical software, and increase staffing to fully implement the CompStat process, and sustain uninterrupted operations. Acceptance of this action report acknowledges the progress of OPD's CompStat implementation plan and that an appropriation of up to \$1,715,950 may be necessary for the 2009-11 fiscal years for an upgrade of CrimeView Desktop with access for all Crime Analysts (Administrative Analyst II) and the Crime Analysis Program Manager (\$16,000) and the addition of the positions below for two years:

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- 5.0 FTE Crime Analysts (\$489,975 annually and \$979,950 for two years)
- 1.0 FTE Crime Analysis Program Manager (\$110,000 annually and \$220,000 for two years)
- .50 FTE GIS Developer (\$80,000 annually and \$160,000 for two years); and
- 1.0 FTE Database Administrator (\$170,000 annually and \$340,000 for two years)

As detailed in the chart below, OPD is actively seeking external funding sources as OPD’s budget in the 2009-11 Proposed Policy Budget does not have an appropriation for the CompStat program. If all grant funds applied for are awarded, the two-year amount requested for crime analysis staffing will be reduced to \$845,965.

OPD Funding Needs <sup>1</sup>	JAG Formula Grant (Guaranteed Funds for 2 yrs) Award Date: Fall 2009	Byrne Competitive <u>POTENTIAL</u> Funding Opportunity	HIDTA <u>POTENTIAL</u> Funding Opportunity	CURRENTLY <u>Unfunded</u> through grants or OPD Budget	Amount Needed if Byrne AND HIDTA <u>ARE</u> Awarded	Amount Needed if Byrne AND HIDTA <u>ARE NOT</u> Awarded
Crime Analysis Program Manager (\$220,000 for 2 yrs)		✓		✓	\$0	\$220,000
Crime Analyst- Area 1 (\$195,990 for two years)			✓ <u>1 year</u> at \$61,850 includes Fringe benefits at \$36,145 for 1 year only	✓	\$97,995	\$195,990
Crime Analysts- Area 1 (\$195,990 for two years)		✓		✓	\$0	\$195,990
Crime Analysts- Area 2 (\$195,990 for two years)				✓	\$195,990	\$195,990

<sup>1</sup> All positions include benefits, unless otherwise noted.

Crime Analyst- Area 2 (\$195,990 for two years)				✓	\$195,990	\$195,990
Crime Analyst- Area 3 (\$195,990 for two years)	✓				\$0	\$0
Crime Analyst- Area 3 (\$195,990 for two years)				✓	\$195,990	\$195,990
Crime Analysis Unit (\$195,990 for two years)	✓				\$0	\$0
Crime Analysis Unit (\$195,990 for two years)	✓			\$0	\$0	\$0
Database Administrator (\$340,000 for two years)		✓		✓	\$0	\$340,000
GIS Developer (.5 FTE) (\$160,000 for two years) <sup>2</sup>				✓	\$160,000	\$160,000
Forensic Logic (\$200,000 for two years)	✓				\$0	\$0
Update of CrimeView Web Desktop (\$39,000 one-time cost)	✓ Partial funding at \$23,000			✓ Need \$16,000 in additional funds	\$16,000	\$16,000
<b>TOTALS:</b>					<b>\$861,965</b>	<b>\$1,715,950</b>

It should be noted that OPD’s appropriation request is based on an estimated cost to implement CompStat for two years. CompStat is, however, being planned as an ongoing program that would

<sup>2</sup> This position does not require funding for benefits.

require ongoing funding; no long-term funding for CompStat has been identified at this time. Further, should grant funding be reduced or become unavailable, the “unfunded” ongoing costs of the program would be exacerbated.

When the January 2009 CompStat report was presented, the Department was evaluating the services of Bishop Rock, which is a data integration and analysis application. Since that time Bishop Rock has been abandoned and the Department has begun working with Forensic Logic, which (through various demonstrations) has exhibited the capacity to provide data integration, analysis application, crime-trend and link analysis reports, and ready-made CompStat reports. Forensic Logic delivers the software based on the Application Services Provider (ASP) model, which is economically attractive because of the sharing of commodity resources between all the customer agencies that are non-proprietary, and providing secure data access and storage for each individual agency for those items considered proprietary. However, the Department of Information Technology (DIT) would need to perform the due diligence in making sure that the data is secure and in compliance with the California Law Enforcement Telecommunications System (CLETS) and City policies. OPD is currently in negotiations with Forensic Logic and has secured grant funding through the 2009-2010 Justice Assistance Grant Program (JAG) for the next two years (2009-2011) to pay for the installation and maintenance of this software. As such, for the purpose of the 2009-2011 budget process, OPD is not requesting additional funding for Forensic Logic.

The Department’s existing internal software application (CrimeView Web), provides up to date crime statistics, has mapping capabilities and, has the capacity to search crimes in pre-set geographic boundaries. For the purposes of CompStat, CrimeView Web will need to be improved by the addition of the *CrimeView Desktop* application in each geographic area which enables analysts to complete comparative data analysis, and will provide mapping capabilities inclusive of providing various query layers (e.g., traffic collisions and citations), ensuring accurate and timely information. This upgrade will cost \$13,000 for each area, at a total cost of \$39,000, which ensures that all eight (8) Crime Analysts can have access. The 2009-2010 Justice Assistance Grant Program will provide \$23,000 toward the required upgrade of the CrimeView Web, leaving \$16,000 unfunded.

Additional DIT staffing is needed to support and manage the various hardware and software elements, including 1.0 FTE Database Administrator at a fully burdened cost of \$170,000 annually, and .50 FTE GIS developer at a cost of \$80,000 annually. Staffing both of these positions would ensure the maintenance, management, training, and technical assistance for all technological applications associated with accessing all data that will be used in implementation of the CompStat process.

After months of evaluation and consultation with other jurisdictions, as well as an internal program simulation,<sup>3</sup> the Department has carefully assessed its staffing needs and determined that if the CompStat process is to be fully and effectively implemented, supplemental staffing is

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<sup>3</sup> Analysts were asked to track and analyze data, and to complete an analytical crime and performance data report similar to the CompStat binder used in the Los Angeles model.

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required. OPD currently has 3.0 FTE Crime Analysts and it should be noted that the General Purpose Fund appropriation for the current 3.0 FTE analysts was replaced with JAG funding in the FY 2009-2011 budget. In addition to the now 3.0 FTE JAG- funded analyst positions mentioned above, 5.0 FTE additional Crime Analysts will be required to fully implement the desired CompStat model.

Without additional staffing, there is:

- A minimum 3 day lag time in data collection when analysts are compiling the “CompStat” report binder;
- No weekend analyst coverage;
- Limited amounts of time dedicated to working with and obtaining useful data from investigative units;
- Insufficient time to actually *analyze* data by time of day and M.O. (modus operandi);
- Limited time to prepare meaningful maps; and
- Significantly decreased time to respond to both public and internal requests for information.

As such, OPD requests funding for 5.0 FTE additional Crime Analysts and 1.0 FTE Crime Analysis Program Manager; this would allow for one dedicated analyst assigned to each of the three geographic areas, two analysts to maintain their current positions in the Crime Analysis Unit, and a supervisor who is responsible for the entire Unit. Since the JAG funding is guaranteed, the City will only need to fund 5.0 FTE Crime Analysts at an estimated cost of \$979,950 for two years and a Crime Analysis Program Manager at an estimated cost of \$220,000 for two years. The total costs for staffing would be \$1,199,950. OPD has applied for grants to cover the costs of many of these positions. If all grant funds applied for are awarded, the amount requested for crime analysis staffing will be reduced to \$985,965.

In an effort to reduce the financial burden to the General Fund and ensure sustainability despite challenging economic times, the Department has applied for grant funding for personnel and technological resources required for full implementation of the CompStat program. Funding for staffing has been requested through the Edward Byrne Formula JAG, the Edward Byrne Competitive Grant, and the High Intensity Drug Trafficking Area (HIDTA) grant.

As outlined in the attachment and mentioned above, JAG **guarantees** funding for three Crime Analysts for a two-year period. The Byrne Competitive Grant *requests* \$1.3 million in software and hardware applications for CompStat as well as additional funding, \$1.083 million, for a crime analyst, a Crime Analysis Program Manager, and a Database Administrator for two years. The HIDTA grant also *requests* funding for a crime analyst for one year. Both the Byrne Competitive and the HIDTA grant have already been submitted; however, these funds are **not guaranteed**, and even *if* awarded funding from these grants will not be received until early fall 2009 - after the City’s budget has been adopted. Detailed within the attachment are the Department’s funding needs and opportunities for funding through grants.

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## **BACKGROUND**

OPD began researching the CompStat process in the early 1990's when Chief Bratton (currently of the Los Angeles Police Department [LAPD]) was Chief of Police in New York City. At that time the Department and the City were unable to dedicate the necessary resources to make the CompStat project a continued success. Since that time the Department has revisited the CompStat model; in the past year all three area captains and Department administration have visited LAPD, met personally with CompStat staff and observed their process. In addition, members of LAPD's CompStat staff have visited OPD to evaluate its CrimeStop meetings and Crime Analysis Unit (CAU). Through these various interactions and months of evaluating the Department's needs, OPD has developed a cost-effective CompStat model that meets the needs of the Department.

## **KEY ISSUES AND IMPACTS**

Since January 27, 2009, OPD has gradually begun to implement aspects of the CompStat process. Specifically, the Department has started conducting weekly CrimeIntel meetings, which has greatly improved the sharing of information at the division level and increased accountability in investigations. Additionally, Crime Analysts have been re-assigned to each area captain, which has allowed them to begin tracking crime statistics, administrative performance measures, and identify trends in their respective areas.

The Department has also consulted with staff from the Milwaukee Police Department to gain insight into their CompStat process. Through these meetings and demonstrations OPD has included the Daily Crime Briefing/internal Crime Briefing component to its CompStat Process (see Program Description for more information).

In 2000, the Crime Analysis Unit was staffed with 13 members, including sworn officers and Crime Analysts. Today, the CAU has three full time analysts and two data entry clerks. Mandated budget cuts have resulted in the Department's current incapacity to conduct meaningful crime and data analysis.

Full implementation of the CompStat program will:

- Promote more efficient, public safety services to the Oakland community;
- Deter criminal activity;
- Enhance emergency services;
- Enhance risk management;
- Expand crime prevention;
- Promote better information throughout the region; and
- Facilitate economic growth.

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However, without additional staff and new technology, Oakland will not have the capacity to enhance its crime fighting efforts, analyze its crime and performance data, or provide timely, basic crime data services to the community.

Currently, OPD is unable to perform critical crime and data analysis tasks resulting in missed opportunities to improve its capability to prevent and reduce crime.

## **PROGRAM DESCRIPTION**

After consultation with other jurisdictions, reassignment of Crime Analysts to each geographic area, and conducting (over the past five months) private CrimeIntel meetings, OPD has developed an infrastructure in which the new analysts and technology will play a key role. This new infrastructure includes conducting three-per-week internal Crime Briefings (CB), weekly internal CrimeIntel meetings, and monthly public Management Accountability Program (MAP) meetings.

The CB meetings occur every other day or three times a week. The purpose of this meeting is for the Chief, Deputy Chiefs, Area Captains, and Division Commanders to review and discuss responses to crimes and major incidents that occurred in the previous 48 hours ensuring the right people are making the right decisions at the right times. Depending on the nature of the crimes that occurred, an area analyst from each area participates in the meeting by providing detailed trend analysis and providing maps to determine geographically (within a designated area) when and where crimes have occurred.

Currently, CrimeIntel meetings include executive team members, area analysts, investigators and commanders from homicide, robbery, special investigations units, and area captains. At these weekly meetings the aforementioned parties meet to discuss new and ongoing investigations. These meetings provide an opportunity for the Chief of Police and Deputy Chiefs to inquire about cases, ensure that investigations are thorough, and that there is adequate follow-up not only by investigators but also by the Criminalistics (crime lab) and other similarly involved divisions. Since these meetings are closed to the public, CrimeIntel provides a “safe space” for investigators, area captains, analysts and other team members to share institutional history, obtain a better understanding of crimes occurring in specific areas of the City, discuss investigative process, as well as strategies and similar M.O.’s across crime types indicating a crime series, trends and patterns without the danger of compromising an investigation or the safety of officers.

With the addition of new Crime Analysts and enhanced technology, the CrimeIntel meetings will be greatly improved. Specifically, analysts will be able to provide useful geographic maps with crimes broken down by time of day, and day of the week. In addition, when discussing suspect M.O. and victim information, analysts will have the opportunity to draw connections (based upon data) between crime types and suspect descriptions. Analysts will also provide data and trend analysis from the previous week and assist commanders, investigators, and patrol staff in

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developing and evaluating weekly strategies. At the end of each CrimeIntel meeting, the appropriate commanders will develop a strategy that will be evaluated the following week.

Once every three weeks, each Area Commander and appropriate Investigative Commander will be held accountable for their response to crimes, crime trends, and patterns in their respective areas/disciplines as well as administrative performance dimensions (e.g., overtime, use of force, vacation, sick leave, etc.) This process replicates the LAPD CompStat model and is led by the Chief of Police. Each area analyst will be responsible for preparing the “CompStat” reports for their respective areas. The crime analysis program supervisor will be assigned to the Crime Analysis Unit and will be responsible for the management, coordination, execution, and presentation of the entire data collection/analysis process. Throughout this process the Database Administrator will be responsible for ensuring that information and data requested is accurate and easily accessible. The GIS developer will also be responsible at each stage for integrating data and creating mapping layers for analysts at each stage of the process.

Finally, since the current version of CrimeStop will cease to exist, the MAP meeting will provide an opportunity for the public to find out about community policing projects and obtain other statistical information related to crime, both City-wide and area-wide.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Increased capacity to analyze crime will result in a more efficient use of resources, focused efforts on crime trends and patterns, and enhanced police services to respond to emerging crime trends; all of which improve public safety, thereby providing a safer environment for residents and local commerce to flourish.

***Environmental:*** No environmental opportunities have been identified.

***Social Equity:*** Implementation of this system will enhance the Department's ability to more effectively deploy resources and prevent crime; thereby reducing crime and increasing public safety. It will improve the quality of life of residents and merchants.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

There are no ADA or senior citizen access issues contained in this report.

### **RECOMMENDATION/ RATIONALE**

Much has been learned throughout this process; the Department has made significant accomplishments despite its technological challenges. Although the Department has moved closer to implementing CompStat, serious obstacles to full and efficient implementation still exist. If it is the will of the Council for full implementation of the CompStat process to occur, additional resources are required (as outlined in this report.)

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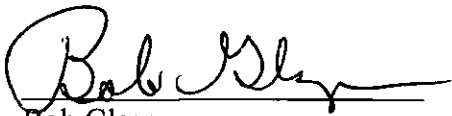
**ACTION REQUESTED OF THE COUNCIL**

Staff recommends acceptance of this report and action which includes budgeting for the following in the event that all or part of the Edward Byrne Competitive Grant, and the High Intensity Drug Trafficking Area (HIDTA) grant are not awarded:

- 5.0 FTE Crime Analysts at a cost of \$979,950 for two years
- 1.0 FTE Crime Analysis Program Manager at a cost of \$220,000 for 2 years
- .50 FTE GIS Developer at \$160,000 for 2 years
- Upgrade of CrimeView Desktop with access for all Crime Analysts and Crime Analysis Program Manager at \$16,000
- 1.0 Database Administrator at \$340,000 for two years

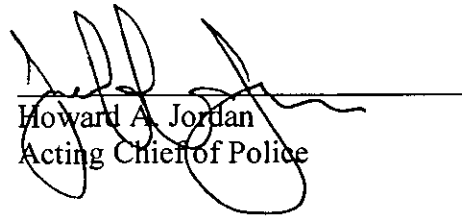
At a total cost of \$ \$1,715,950.

Respectfully submitted,



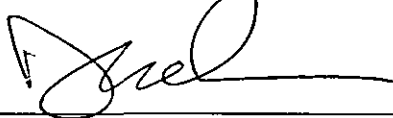
Bob Glaze  
Chief Technology Officer

Respectfully submitted,



Howard A. Jordan  
Acting Chief of Police

APPROVED AND FORWARDED TO  
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

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Dan Lindheim  
OPD – CompStat Update

**OPD COMPSTAT FUNDING**

<b>OPD Funding Needs<sup>2</sup></b>	<b>JAG Formula Grant (Guaranteed Funds for 2 yrs) Award Date: Fall 2009</b>	<b>Byrne Competitive <u>POTENTIAL</u> Funding Opportunity</b>	<b>HIDTA <u>POTENTIAL</u> Funding Opportunity</b>	<b>CURRENTLY <u>Unfunded</u> through grants <u>or</u> OPD Budget</b>	<b>Amount Needed if Byrne AND HIDTA <u>ARE</u> Awarded</b>	<b>Amount Needed if Byrne AND HIDTA <u>ARE NOT</u> Awarded</b>
Crime Analysis Program Manager (\$220,000 for 2 yrs)		✓		✓	\$0	\$220,000
Crime Analyst-Area 1 (\$123,700 for two years)			✓ <u>1 year</u> at \$61,850 includes Fringe benefits at \$36,145 for 1 year only	✓	\$97,995	\$123,700
Crime Analysts-Area 1 (\$123,700 for two years)		✓		✓	\$0	\$123,700
Crime Analysts-Area 2 (\$123,700 for two years)				✓	\$123,700	\$123,700
Crime Analyst-Area 2 (\$123,700 for two years)				✓	\$123,700	\$123,700
Crime Analyst-Area 3 (\$123,700 for two years)	✓				\$0	\$0
Crime Analyst-Area 3				✓	\$123,700	\$123,700

<sup>2</sup> All positions include benefits, unless otherwise noted

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**OPD COMPSTAT FUNDING**

<b>OPD Funding Needs<sup>2</sup></b>	<b>JAG Formula Grant (Guaranteed Funds for 2 yrs) Award Date: Fall 2009</b>	<b>Byrne Competitive <u>POTENTIAL</u> Funding Opportunity</b>	<b>HIDTA <u>POTENTIAL</u> Funding Opportunity</b>	<b>CURRENTLY <u>Unfunded</u> through grants <u>or</u> OPD Budget</b>	<b>Amount Needed if Byrne AND HIDTA <u>ARE</u> Awarded</b>	<b>Amount Needed if Byrne AND HIDTA <u>ARE NOT</u> Awarded</b>
Crime Analysis Program Manager (\$220,000 for 2 yrs)		✓		✓	\$0	\$220,000
Crime Analyst- Area 1 (\$123,700 for two years)			✓ <u>1 year</u> at \$61,850 includes Fringe benefits at \$36,145 for 1 year only	✓	\$97,995	\$123,700
Crime Analysts- Area 1 (\$123,700 for two years)		✓		✓	\$0	\$123,700
Crime Analysts- Area 2 (\$123,700 for two years)				✓	\$123,700	\$123,700
Crime Analyst- Area 2 (\$123,700 for two years)				✓	\$123,700	\$123,700
Crime Analyst- Area 3 (\$123,700 for two years)	✓				\$0	\$0
Crime Analyst- Area 3				✓	\$123,700	\$123,700

<sup>2</sup> All positions include benefits, unless otherwise noted