

CITY OF OAKLAND
AGENDA REPORT

2010 APR -1 PM 6:26

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Police Department and Department of Information Technology
DATE: April 13, 2010

RE: Informational Report From The Oakland Police Department With An Update On The Implementation Of CompStat Including Current Progress, Phases, Next Steps, Challenges, And Information Regarding The Award, Allocation And Expenditures Related To Stimulus, Non-Stimulus Grants And The Recent \$1,325,000 Appropriation From The Federal Government Used To Fund The Initiative

SUMMARY

As requested by the Rules and Legislation Committee, 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.

The CompStat process is a crime fighting program developed to help reduce crime, increase accountability through more efficient and timely data collection and analysis, and facilitate access to criminal and performance data. Successful implementation of the CompStat program relies on:

- Reliable and timely data;
- Sophisticated custom software;
- Continuous process improvement;
- Relentless follow-up investigations; and
- Management accountability.

In 2009, staff submitted a grant proposal to upgrade the current Criminal Justice Data systems and perform the technology refresh to support the CompStat Process. The Citizens Options for Public Safety (COPS) Technology Program grant in the estimated amount of \$1,325,000 was awarded to the City of Oakland (to be received in 2010). The Department of Information Technology (DIT) is providing the technical support and resources to deploy the tools and applications needed to fully implement the CompStat program.

A recent grant award in the amount of \$1.3 million will be used to fund technology upgrades to the City's Integrated Public Safety System (IPSS). While these technology upgrades will enhance the CompStat program, they are not part of the unfunded components of CompStat identified in the table below.

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FISCAL IMPACT

As reported on June 9, 2009, OPD applied for funds from various sources (see chart below) to obtain state-of-the-art analytical software and increase staffing to fully implement data collection and analysis to support the CompStat process. The Department previously reported that to fully implement and sustain the CompStat program, a budget appropriation of up to \$1,699,950 may be necessary for fiscal years 2009-2011 to upgrade existing software and obtain new additional software capable of data analysis and mapping. OPD also sought funding for an additional five crime analysts, one crime analysis program manager, one Geographical Information System (GIS) developer, and a database administrator for two years.

As detailed in the chart below, OPD sought external funding as the Department’s 2009 - 2011 Proposed Policy Budget does not have an appropriation for the CompStat program. The Byrne Competitive and High Intensity Drug Trafficking Area funds sought were not awarded to OPD resulting in the loss of \$1,699,950 and the eight new positions to support data and crime analysis functions. The chart below identifies (by italics) positions and programs that were *not funded and do not exist*.

OPD Funding Needs ¹	JAG Formula Grant (Guaranteed Funds for 2 yrs) Award Date: Fall 2009	Sought Funding through Byrne Competitive (Not Awarded)	Sought Funding through HIDTA (Not Awarded)	CURRENTLY <u>Unfunded</u> through grants or OPD Budget	Amount Needed
<i>Crime Analysis Program Manager (\$220,000 for 2 yrs)</i>		✓		✓	\$220,000
<i>Administrative Analyst II- Area 1 (\$195,990 for two years)</i>			✓ <u>1</u> year at \$61,850 includes Fringe benefits at \$36,145 for 1 year only	✓	\$195,990
<i>Administrative Analyst IIs- Area 1 (\$195,990 for two years)</i>		✓		✓	\$195,990

¹ All positions include benefits, unless otherwise noted.

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<i>Administrative Analyst IIs- Area 2 (\$195,990 for two years)</i>				✓	\$195,990
<i>Administrative Analyst II- Area 2 (\$195,990 for two years)</i>				✓	\$195,990
<i>Administrative Analyst II (\$195,990 for two years)</i>	✓				\$0
<i>Administrative Analyst II- Area 3 (\$195,990 for two years)</i>				✓	\$195,990
<i>Administrative Analyst II (\$195,990 for two years)</i>	✓				\$0
<i>Administrative Analyst II (\$195,990 for two years)</i>	✓			\$0	\$0
<i>Database Administrator (\$340,000 for two years)</i>		✓		✓	\$340,000
<i>GIS Developer (.5 FTE) (\$160,000 for two years)²</i>				✓	\$160,000
<i>Forensic Logic (\$200,000 for two years)</i>	✓				\$0
<i>Update of CrimeView Web Desktop (\$23,000 one-time cost)</i>	✓				
TOTALS:					\$1,699,950

² This position does not require funding for benefits.

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Although the funding sought was not awarded, OPD made adjustments to re-align its resources and programs to accommodate the requirements of a CompStat program. It is important to note that no long term funding has been identified to support CompStat, including the ongoing costs of the three Administrative Analyst II positions (grant funding expires in 2011).

As reported previously, DIT and OPD began work with software applications capable of 911 Computer Automated Dispatch (CAD) data mining and analysis applications with the capacity to provide analysis, call for service trend reports, and ready-made CompStat reports. DIT and OPD staff has been working diligently to further develop technology and mapping capabilities to meet the needs of the Department. Additionally, OPD secured \$200,000 in grant funding through the 2009-2010 Justice Assistance Grant Program (JAG) to pay for the installation and maintenance of this software.

The Department's existing internal software application (CrimeView Web), developed by Omega Consulting (same vendor that developed Crime Watch for public use) and maintained by DIT, provides up to date crime statistics, has mapping capabilities, and has the capacity to search crimes in pre-set geographic boundaries. While this application is effective, adding the *CrimeView Desktop* application will enable crime analysts to complete comparative data analysis, which includes providing various query layers (e.g., traffic collisions and citations), ensuring accurate and timely information. This upgrade will provide each analyst and their supervisor access at a total cost of \$23,000. The 2009-2010 JAG Grant Program will provide \$23,000 toward the required upgrade of the CrimeView Web.

\$1.3M Grant Award

Staff recently received notification from the United States Department of Justice Citizens Options for Community Policing (USDOJ/COPS) Office concerning the \$1,325,000 grant award to fund technology upgrades to the City's Integrated Public Safety System (IPSS). The upgrades to the existing public safety system provide significant improvements to the 911 CAD system, Field Based Reporting (FBR) System, Mobile CAD, and Records Management System (RMS). This newly integrated platform (PremierOne) will be a unified applications portfolio that provides enhanced safety and resource allocation. PremierOne utilizes a common services platform and provides the abilities to proactively deploy resources and dramatically improve situational awareness. This platform:

- ◆ Shares consistent and uniform information across all the applications;
- ◆ Increases operational, reporting, and administrative efficiencies across multiple applications and platforms using a service oriented architecture ("SOA") designed on Microsoft®.NET technology; and
- ◆ Utilizes web-based desktop and self-updating clients for easy software deployment.

This new scalable application platform (PremierOne) will be deployed in OPD with the new database design and open architecture, and will migrate data from legacy systems to the new

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platform. The legacy databases of CAD, RMS and FBR, will be cleaned, standardized, and consolidated into a single platform for easy access and usability. Oakland will be able to build a standardized application platform in the Police Department that will fulfill the functional needs of all the stakeholders, and is easy to deploy, maintain and operate. Integrating disparate information systems without redundant manual entry of data will improve efficiency and accuracy. The implementation of these upgrades will provide more efficient public safety services to the citizens, deter criminal activity, enhance emergency services, enhance risk management, expand crime prevention, promote better information throughout the region and facilitate economic growth. The upgrades provide improvements in OPD's ability to access real time, and accurate data to support its data and analysis needs.

BACKGROUND

OPD conducted a variety of CompStat meetings and experimented with software applications with some success. Although the Department is currently implementing a CompStat program, limited human resources needed to gather, map, and analyze crime data continues to be an obstacle. The high demand for both internal and external data analysis, crime data reports, public records requests, support of the CompStat program, and other data requests outpaces the capacity of the Department's three crime analysts.

In an effort to maximize existing staff resources, the Department has turned to technological solutions to provide basic crime data through crime data applications such as Speedtrack, Inc., Personnel Resource Optimization System (PROS)³, and Crime View Web upgrades. The Department also redeployed its crime analysts, created a new crime analysis unit with a new supervisor, and focused their efforts on crime trends and patterns citywide within a specific crime category. This approach rapidly develops each analyst's expertise and experience to recognize trends, crime series, repeat offenders, methods of how crimes are committed, and victimology.

KEY ISSUES AND IMPACTS

Technology Upgrades

DIT is working with OPD staff to install and upgrade the Crystal Reporting Server application to provide the dash boards and crime reports. This new reporting platform will significantly improve report creation, real-time data delivery, and ease-of-use accessibility to various data sources available within the Department. Many applications currently in use by OPD staff use the Crystal reporting engine to generate reports. The migration to a centralized web-based reporting platform will provide cost savings in maintenance costs, end-users in OPD will gain

³ Speedtrack and Police Resource Optimization System (PROS) will enable the Police Department to further both its community policing strategies and crime prevention efforts by having significant resource conservation, faster response times, balancing officer workload, evaluating levels of performance and higher levels of officer productivity. The Crime View Web upgrade will provide the advanced crime analysis and mapping tools. Tactical teams and command staff are able to quickly establish a common operational picture and allocate resources as needed.

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expertise in one reporting platform, and will be able to share the critical reports across the Department easily.

Staffing Requirements

The Department is currently implementing a CompStat process; however, staffing needs continue to play a significant role in the Department's ability to expand the program and make it more efficient. As previously reported, in order to achieve maximum results from the current CompStat program, supplemental staffing is required. OPD currently has 3.0 FTE Administrative Analyst IIs. 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. Although OPD sought additional funds for more analysts, no funds were awarded.

Without additional staffing, there are:

- Delays in crime data collection and analysis;
- 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.

Due to no additional funding being awarded to increase staffing, OPD changed its approach to how crime analysts are deployed and assigned. Previously, one dedicated analyst was assigned to each of the three geographic areas with no analysts available for assignments in the Crime Analysis Unit (CAU). Each analyst reported directly to the Area Commander and was responsible for the collection and analysis of crime data in their assigned area.

The "Area Analyst" deployment model was not an efficient use of the crime analysts and did not produce the flexibility or results desired to support the Department's needs. As such, crime analysts were redeployed to the Bureau of Investigations under the Bureau Deputy Chief. A supervisor with experience in the Los Angeles Police Department's Crime Analysis and CompStat program was assigned to develop the OPD's crime analysis program, and each analyst was assigned specific crimes to analyze and produce specific analysis reports, while still supporting the Area Commanders to the extent possible.

In 2000, the Crime Analysis Unit was staffed with 13 members, including sworn officers and Administrative Analyst IIs. Today, the CAU has three full time analysts and one supervisor who has significant collateral duties. Mandated budget cuts resulted in the Department's current incapacity to meet the high demand for meaningful crime and data analysis.

Crime Meetings Reorganization

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The Department reconfigured its crime meetings to produce meaningful results aligned with its mission to reduce violent crime and target guns, gangs, and drugs. Specifically, the Department convenes a weekly crime intelligence meeting to share information at the division level and increase accountability concerning follow up investigations, intelligence gathering, and analysis. Every other week, OPD convenes its CompStat meeting. The first meeting is for internal stakeholders and is facilitated by the Chief of Police; the second CompStat meeting includes external law enforcement partners such as Oakland Unified School District, State Department of Corrections, Alameda County Probation Department, FBI, DEA, ATF, Alameda County Sheriff's Office, Alameda County District Attorney's Office, and surrounding municipal police departments including Berkeley, San Francisco, San Leandro, Alameda, Hayward, and BART.

The Department also consults with staff from Harvard University and the Public Health Institute to help understand and analyze gang activity in Oakland. These partnerships led to a comprehensive look into gang related crime and specifically, the relationships between gangs throughout Oakland and the Bay Area.

PROGRAM DESCRIPTION

After losing various grant award opportunities, OPD reacted by reassigning its Administrative Analyst IIs to a crime analysis unit, each with specific crimes to track and analyze. The Department maintained geographic areas, holding each Area Commander accountable for how he deploys his resources considering crime data and predictable crime trends and patterns.

Weekly Crime Intel meetings help OPD develop an infrastructure in which the analysts and technology play a key role; this infrastructure includes conducting crime briefings at each roll call (shift briefing), weekly internal Crime Intel meetings, twice monthly CompStat meetings and monthly Management Accountability Program (MAP) meetings.

Crime Intel meetings occur every week. The purpose of this meeting is for the Deputy Chiefs, Area Captains, analysts, investigators, gang intelligence staff and Division Commanders to review and discuss responses to crimes and major incidents that occurred in the previous week, ensuring the right people are making the right decisions at the right times. Depending on the nature of the crimes that occurred, an analyst 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, and when possible, forecasting crime trends.

The bi-weekly CompStat meetings provide the Chief of Police an opportunity to review his commanders' knowledge of crime trends and patterns and to explain their strategies to address crime. Homicides, robberies, drug trafficking and shootings are frequently the focus as well as any gang related activity in neighborhoods and schools. Specific tasks are assigned and specific strategies are discussed in "brainstorming" sessions designed to solicit realistic solutions and plans to quickly respond to crime as well as to implement preventative measures when possible. OPD has strategically focused all of its resources to combat gangs, guns, and drugs and although challenged by insufficient resources, crime continues to drop and can be further impacted by narrowing our focus on the most violent offenders, gangs, and drug traffickers.

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CompStat Implementation

The Department has implemented an effective CompStat program; however, expansion, enhancement, and better efficiency can not occur without additional staff to perform critical crime and data analysis tasks.

In keeping with the goals and direction of Council, staff envisions that CompStat will function in conjunction with the City's OakStat/SafetyStat process to improve Citywide performance, increase agency accountability for both performance and resource use, and improve the quality of services provided to citizens.

SUSTAINABLE OPPORTUNITIES

Economic: Increased capacity to analyze crime results 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 CompStat enhances the Department's ability to more effectively deploy resources and prevent crime; thereby reducing crime and increasing public safety. It improves 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.

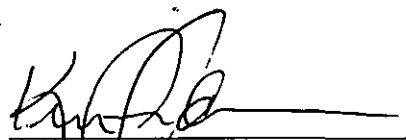
RECOMMENDATION/RATIONALE

Much has been learned throughout this process; the Department has made significant accomplishments despite its technological and staffing challenges. The Department has implemented CompStat and regular Crime Intelligence meetings; however, serious obstacles to more efficient implementation still exist. If it is the will of the Council for a more efficient implementation of the CompStat process to occur, staff recommends consideration of the additional resources required as outlined in a previous report.

ACTION REQUESTED OF COUNCIL

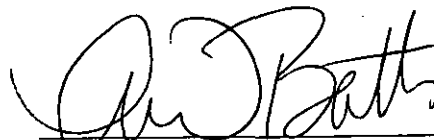
Staff requests acceptance of this report.

Respectfully submitted,



Ken Gordon
Chief Technology Officer (Acting)
Department of IT

Respectfully submitted,



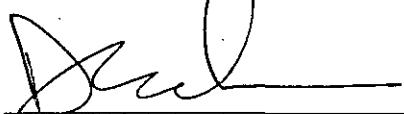
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**APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:**



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