



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Susan E. Manheimer
Interim Chief of Police

SUBJECT: FY 2020-21 OPD Traffic Safety Grant

DATE: October 20, 2020

City Administrator Approval

Date:

Nov 19, 2020

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator, Or Designee, To Accept And Appropriate Grant Funds In The Amount Of Five Hundred Thousand Dollars (\$500,000) Dollars From The State Of California, Office Of Traffic Safety (OTS), For The Fiscal Year 2020-2021 Selective Traffic Enforcement Program (STEP), To Be Administered By The Oakland Police Department (OPD); And Authorize The General Purpose Services Fund To Contribute Seventy Two Thousand Seven Hundred Forty-One Dollars (\$72,741) To Cover The 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 \$500,000 grant awarded to OPD will also be used to:

- Fund overtime costs for OPD officers engaged in DUI (Driving Under the Influence) and other traffic safety and enforcement operations, including operations conducted in collaboration with the Alameda County Sheriff's Office (ACSO);
- Purchase a LIDAR¹ Device, a Crash Data Retrieval System Update, an Event Data Recorder (EDR) Kit, and other DUI checkpoint supplies; and
- Cover related travel and specialized training.

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 \$72,741.

¹ LIDAR = Light Detection and Ranging; LIDAR measures a vehicle's speed by sending out two laser pulses and calculating the difference in time it takes to detect the pulses of light reflected from the target vehicle.

BACKGROUND / LEGISLATIVE HISTORY

The State of California has 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 of red lights and other select vehicle code violations' types of incidents remain main causes of death and injury nationally and in California. Studies conducted in California and other states have shown that cities engaged in enforcement operations targeting select vehicle code violations have seen substantial reductions in fatal and injury vehicle collisions.

City Council previously approved acceptance and appropriation of the STEP grant via 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. 86958 C.M.S., dated November 7, 2017, Resolution No. 87363 C.M.S., dated October 16, 2018, and Resolution No. 87878 C.M.S, dated September 12, 2019.

ANALYSIS AND POLICY ALTERNATIVES

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 forms of driving. OPD's STEP grant goal is to increase motorist, pedestrian and bicyclist safety (reduction of fatalities and injuries), by deploying comprehensive, consistent and targeted traffic enforcement. In March 2020, OPD suspended the B-Side Enforcement Team, which consisted of one sergeant and eight officers (working Monday-Friday (12pm-10pm). OPD suspended this unit to support other high-priority police priorities; OPD needs STEP Grant funding to redeploy this traffic enforcement unit.

OPD's Traffic Operations Section (TOS) will use the grant funds to promote vehicular safety through both education and enforcement. OPD/TOS will partner with the Alameda County Sheriff's Office (ACSO) to conduct high visibility collaborative Driving Under the Influence (DUI) and traffic enforcement operations. The grant funds will also be used to purchase LIDAR² devices, as speeding is one of the top three primary collision factors and accounts for the second most injury collisions. LIDAR devices are used to enforce prima facie speed limits around schools, certain residential neighborhoods, and roads that have a current speed survey. Furthermore, OPD will purchase an update to OPD's existing Crash Data Retrieval System (Black Box), which is used to gather speed data from vehicles involved in collisions, also a purchase will be made for an Event Data Recorder Kit, that will update the software to acquire data from newer motor vehicles being produced. Also, OPD will purchase DUI/DL Checkpoint supplies needed for those operations.

² LIDAR = light detection and ranging, a system used for measuring speed and distance on roads.

OPD will continue to operate the STEP grant in accordance with OTS grant requirements. STEP Grant operations will be assigned based on collision statistics and the OAKDot high injury network map. These requirements include the performance of the following operations planned between October 1, 2020 and September 30, 2021:

- 6 DUI driver license checkpoints;
- 20 DUI saturation patrols;
- 12 DUI Enforcement operations in collaboration with ACSO;
- 12 Traffic Enforcement operations in collaboration with ACSO;
- 12 Traffic Enforcement operations including, but not limited to, select primary collision factor violations;
- 11 Bicycle/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 Motorcycle Safety Operations;
- 2 Night-time “click it or ticket” seatbelt enforcement operations;
- 1 Highly visible Sideshow Enforcement operation;
- 1 Traffic Safety educational presentation;
- Participation in: National Highway Traffic Safety Administration (NHTSA) 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;
- Send law enforcement personnel to the NHTSA Standardized Field Sobriety Testing (SFST) POST-certified training;
- Send law enforcement personnel to the NHTSA Advanced Roadside Impaired Driving Enforcement (ARIDE) POST-certified training; and,
- Send law enforcement personnel to the DRE recertification 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 and FY 19-20. **Table 1** below provides collision data for the prior three years.

Table 1: Oakland Collisions, Injuries, and Fatalities: 2017-2020

Collision Type	FY 2017-18				FY 2018-19				FY 2019-20			
	Collisions		Victims		Collisions		Victims		Collisions		Victims	
Fatal	27		27		20		21		27		28	
Injury	2,007		2,698		1,406		1,677		1,876		2,218	
	Fatal	Injury	Killed	Injured	Fatal	Injury	Killed	Injured	Fatal	Injury	Killed	Injured
Alcohol - Involved	3	18	3	40	5	16	5	23	3	8	4	12
Hit & Run	9	493	9	618	6	581	7	755	7	655	7	738
Nighttime (2100-0259 hours)	14	114	17	176	6	282	6	310	15	172	16	154
Top 3 Primary Collision Factors*									Fatal	Injury	Killed	Injured
#1 -	22350 VC (unsafe speed)								2	222	2	241
#2 -	21453(a) VC (red light)								4	88	4	110
#3 -	22107 VC (unsafe change of course)								6	41	7	52

* Estimated data

Many factors can contribute to collisions. **Table 1** shows that since 2017-2018, traffic collision injuries decreased in 2018-2019, but have increased in 2019-2020. The number of victims has increased as well in 2019-2020. There was a sharp increase in fatal collisions in 2019-2020. The number of nighttime fatal collisions and injuries has also increased in 2019-2020. Alcohol related fatal collisions did not show an increase. This data indicates ongoing traffic safety issues, which negatively impact the lives and safety of Oakland community members. Funding from OTS will position OPD to continue its efforts at making the streets safer for pedestrians and the motoring public. **Table 2** below provides race data analysis on injured parties from vehicle collisions.

Table 2: Total Injured Parties from Vehicle Collisions, October 1, 2019-October 17, 2020*

African American	695	40%
Latino	434	25%
White	264	15%
Asian	122	7%
Other	60	3%
Not Stated	144	8%
Total Injured Parties	1,719	100%

* Collision data from SWITRS – Statewide Integrated Traffic Records System (Database)

The Public Safety Committee, during the October 2018 presentation of the prior STEP Grant report, requested additional information about race data associated with STEP-funded stops. The data presented in **Table 2** above represents outcomes from STEP Grant-funded DUI stops, separated by race; the data showcases stops that occurred between October 1, 2019 – September 26, 2020. **Table 3** below details the top traffic violations seen by Traffic Officers.

Table 3: STEP Grant-funded Stop Data, by Race, October 1, 2019-September 26, 2020

Race	Number	Percentage
Afro American	879	42%
Latino	633	30%
White	295	14%
Asian	154	7%
Other	125	6%
Total	2,086	100%

Based on data from SWITRS (Statewide Integrated Traffic Records System), approximately 42 percent of drivers involved in collisions in the City are African American; 30 percent are of Latino background. White drivers are involved in approximately 14 percent, while Asians account for seven percent, and six percent unknown race background.

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 injury and fatal collisions. Areas of focus also include locations where there are current speed surveys, and Oakland Public School sites. Officers are also directed to areas where Area Commanders have requested support due to citizen complaints involving traffic violators, or when there is an uptick in crime and high visibility enforcement has been requested. The stops are focused on public safety violations. Beginning this grant year, OPD directed motor officers to focus on public safety stops, equipment violations are the lowest priority stops.

Traffic Officers have all attended Procedural Justice Training, Implicit Bias Training, to reduce the impact on 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 on communities of color. OPD considers equity and the geographic distribution of traffic enforcement, but recognizes there is still room 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 Ten Violations Types of STEP Grant-Funded Operations, October 1, 2020-September 26, 2020

Violation	Violation Description	No.
22350	22350-VC-UNSAFE SPEED: PREVAIL COND-I	818
22450(A)	22450(A)-VC-FAIL STOP VEH: XWALK/ETC-I	701
23123.5(A)	23123.5(A)-VC-NO TEXT-BASED COMM W/DRIV-I	619
23123(A)	23123(A)-VC-USE CELLPH W/DRIV W/O HFD-I	402
12500(A)	12500(A)-VC-DRIVE W/O LICENSE-M	331
16028(A)	16028(A)-VC-FAIL PROVE FIN RSP:PO REQ-I	266
21461(A)	21461(A)-VC-DRIVER FAIL OBEY SIGN/ETC-I	250
14601.1(A)	14601.1(A)-VC-DRIVE: LIC SUSPENDED/ETC-M	182
21453(A)	21453(A)-VC-FAIL STOP LINE/ETC AT RED-I	122
27315	27315-VC-SEATBELT VIOLATION-I	109
	Total	3,749

In 2019, OPD purchased 10 new LIDAR Devices. All Traffic Officers received Post Training, and OPD was able to increase the number of Speed Citations issued to motorists in the 2019-2020 STEP Grant Period.

FISCAL IMPACT

OTS will reimburse the City up to \$500,000 for the various enforcement operations and education programs during the grant period of October 1, 2020 to September 30, 2021. The budget for the OTS STEP grant award is outlined in **Table 5** below.

Table 5: OTS Grant Spending Plan

Use of Funds	Amount
Overtime to conduct enforcement operations	\$224,300
Overtime to conduct collaborative enforcement operations in partnership with ACSO	\$245,000
Travel/Training Expenses	\$6,100
Lidar Device, EDR Kit, Crash Data Retrieval System software update	\$16,000
DUI Checkpoint Supplies	\$8,600
TOTAL	\$500,000

Funds will be allocated in the State of California Grant Fund (2159), Traffic Enforcement Division Organization (107510), Traffic Operations Program (PS14), in the Project to be determined as shown in **Table 6** below. 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	Program	Amount
2020-21	2159	107510	TBD	PS14	\$500,000

General Purpose Fund Contributions

Based on the City's Central Services Overhead (CSO) rate of 15.5 percent, overhead charges associated with on grant's personnel costs will be approximately \$72,741. However, per the granting agency, indirect costs such as CSO charges are disallowed. Staff therefore requests that the City's General-Purpose Fund contribute \$72,741 to cover the CSO charges.

PUBLIC OUTREACH / INTEREST

There were no noticing requirements beyond standard City Council noticing requirements. This grant will however allow OPD to provide traffic safety operations that educate the public about the ongoing need for greater traffic safety.

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: Reckless driving, speeding, unlicensed vehicle operation, DUI, and other traffic problems negatively impact public safety and the quality of life of all Oaklanders. Lower Income communities suffer greater rates of collisions; the STEP Grant Operations will focus on addressing dangerous vehicular activity in areas of greatest need.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator, Or Designee, To Accept And Appropriate Grant Funds In The Amount Of Five Hundred Thousand Dollars (\$500,000) Dollars From The State Of California, Office Of Traffic Safety (OTS), For The Fiscal Year 2020-2021 Selective Traffic Enforcement Program (STEP), To Be Administered By The Oakland Police Department (OPD); And To Authorize The General Purpose Services Fund To Contribute Seventy Two Thousand Seven Hundred Forty-One Dollars (\$72,741) To Cover The Related Central Services Overhead Charges.

For questions about this report, please contact Lieutenant Sean Fleming, OPD, Traffic Operations Section, at (510) 777-8637.

Respectfully submitted,



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