

**REDEVELOPMENT AGENCY
OF THE CITY OF OAKLAND**
AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND
2008 MAR 27 PM 8:12

TO: Office of the Agency Administrator
ATTN: Deborah A. Edgerly
FROM: Community and Economic Development Agency
DATE: April 8, 2008

SUBJECT: An Agency Resolution Creating The Central City East Commercial Security Pilot Program And The Coliseum Commercial Security Pilot Program And Authorizing An Allocation And Appropriation For Fiscal Year 2008-09 Of \$100,000 From Oak Knoll Tax Increment Funds And \$35,000 From Neighborhood Commercial Revitalization Service Delivery System Funds For The Central City East Program And \$75,000 From Coliseum Redevelopment Tax Increment Funds For The Coliseum Program

SUMMARY

The purpose of the Central City East (CCE) and Coliseum Commercial Security Pilot Program is to partner with merchant groups, property owners, community-based organizations (e.g., Neighborhood Crime Prevention Councils) and Service Delivery Systems (SDS) Teams to address crime prevention in the CCE and Coliseum commercial corridors. The proposed CCE and Coliseum Commercial Security Pilot Program will be made up of the following two basic components: (1) consultants will be retained to provide Crime Prevention Through Environmental Design (CPTED) training to merchant groups and organizations; and (2) private armed security service will patrol key commercial corridors in the CCE and Coliseum Redevelopment Project Areas. The pilot program will operate for approximately eighteen (18) months starting during the fiscal year 2008-09.

FISCAL IMPACT

Agency staff requests an authorization and allocation of \$135,000, during fiscal year 2008-09 to implement the Central City East Commercial Security Pilot Program and an authorization and allocation of \$75,000 during fiscal year 2008-09 to implement the Coliseum Commercial Security Pilot Program. Specifically, Agency staff requests:

Funds in the amount of \$100,000 to be transferred from the Oak Knoll Operations Fund (9546) and Oak Knoll Operations Project (S315110), to the Central City East Operations Fund (9540), Central City East Organization (88699), Project Number to be determined (tbd) in FY 2008-09.

Funds in the amount of \$35,000 to be transferred from the Central City East Operations Fund (9540), Coliseum Redevelopment Org (88659), and Oakland Redevelopment Agency Central City East Repayment Agreement Project (S233310) to Central City East Operations (9540), Central City East Organization (88699), and Project Number (TBD) in FY 2008-09.

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Funds in the amount of \$75,000 to be transferred from the Coliseum Operations Fund (9450), Coliseum Redevelopment Organization (88659) and Coliseum Redevelopment Project (\$82600) to the Coliseum Redevelopment Fund (9450), Coliseum Redevelopment Organization (88659), Project Number (tbd) in FY 2008-09.

The following funding table summarizes the fiscal impact:

Central City East and Coliseum Commercial Security Pilot Program Funds			
Item	FY 2008-09	Funding Block Source	Funding Block Destination
Central City East Redevelopment Area-CPTED Training	\$ 15,000 (NCR SDS)	Entity 5, Fund 9540, Org 88659 Project S233310 for FY 2008-09	Entity 5, Fund 9540, Org 88699, Project (TBD)
Central City East Redevelopment Area-Private Armed Security Patrol Service	\$120,000 (\$20,000 NCR SDS) (\$100,000 Oak Knoll)	Entity 5, Fund 9540, Org 88659 Project S233310 in FY 2008-09 Entity 5, Fund 9546, Org 88699 Project S315110 for FY 2008-09	Entity 5, Fund 9540, Org 88699, Project (TBD)
Total CCE Funds	\$135,000		
Coliseum Redevelopment Area-CPTED Training	\$ 15,000 (Coliseum Funds)	Entity 5, Fund 9450, Org 88659 Project S82600 for FY 2008-09	Entity 5, Fund 9450, Org 88659, Project (TBD)
Coliseum Redevelopment Area-Private Armed Security Patrol Service	\$ 60,000 (Coliseum Funds)	Entity 5, Fund 9450, Org 88659 Project S82600 for FY 2008-09	Entity 5, Fund 9450, Org 88659, Project (TBD)
Total Coliseum Funds	\$ 75,000		

BACKGROUND

Crime rates within the City of Oakland have catalyzed a need for the City and Redevelopment Agency to increase financial and staff resources in order to adequately pay for public safety services. The reduction of crime in commercial corridors due to increased public safety services would greatly assist redevelopment efforts.

Enforcing security in a redevelopment project area to promote business activity and investment is considered a valid use of redevelopment funds. In 1996, the City Attorney's Office issued a legal opinion concluding that the use of redevelopment tax increment funds to fund crime prevention

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and supplemental police services in the Coliseum redevelopment project area, though not specifically authorized by redevelopment law, was legally-defensible given the nexus between crime reduction and community revitalization. Redevelopment law considers high crime to be an economic condition that causes blight. The blight study that had been performed for the Coliseum area when the redevelopment plan was adopted documented a strong link between high crime and physical and economic blight in the project area, and drew the connection between crime prevention, the elimination of blight, and the successful redevelopment of the project area.

The link between high crime and blight conditions in Oakland's redevelopment project areas is strong. Crimes such as graffiti and vandalism contribute directly to physical blight. High crime rates reduce property values and contribute to economic blight as well. Burglary, theft, and other property crimes act as strong deterrents for business owners to locate in the area and for developers to invest in the area. Fear of crime dissuades customers from patronizing retail businesses in many of the City's commercial nodes. It follows that the nexus between funding public safety enhancements and crime reduction programs and the physical redevelopment of the project area is also strong. Enhanced public safety will encourage business retention and attraction, financial investment, and developer interest in the project area, and is thus important to, and in fact may be a necessary precondition to, a successful redevelopment program.

The relationship between crime and blight in the Coliseum Redevelopment Project Area was described as follows in the blight study performed in 1995:

High crime rates significantly affect the image of an area and is a serious disincentive to any residential or business investment in the area. The fear for personal safety is a major criterion in the decision of any household or business to locate in an area. Within commercial areas, in particular, crimes against persons and property discourage patronage and add to the cost of doing business in the form of vandalism, burglary, theft, etc. When these crimes are disproportionately high, patrons, tenants and businesses relocate elsewhere. In residential areas, crimes have the effect of devaluating property, and discouraging sales and reinvestment....Local business sources agree that fear for personal safety is one of the most serious impediments to investment in the Study Area. ["Coliseum Area Redevelopment Plan Report to Council," July 1995, pp. II-109 to II-110]

Oakland's crimes have taken place at various locations within the Coliseum Area. Furthermore, the stretch of International Boulevard that defines the Coliseum Area's northern boundary, a major commercial area in the project area, has been referred to by OPD as one of the most problematic, unsafe areas in Oakland (See Table 2).

Similarly, the stretch of International Boulevard that defines a large part of the Central City East Redevelopment Project Area's southern boundary has been referred to by OPD as one of the most problematic, unsafe areas in Oakland. The Central City East Area is associated with a high crime rate as noted in its blight study that was conducted in 2003:

The [Central City East] Project Area is impacted by a variety of crimes and crime-related problems. As a major portion of East Oakland, the Project Area is one of two hardest hit areas (East Oakland and West Oakland) of the City..... The Project Area accounts for a disproportionate share of homicides, assaults with deadly weapons, corporal injury to spouse, and robberies. For these categories, the crime rate in the Project Area is between 225 and 150 percent higher than the City. One block in the Project Area was dubbed the “deadliest block in Oakland.” due to the deaths of two men in separate incidents within a two-week period..... On a per capita basis, the rates of crime in the Project Area are high relative to most of the rates for Alameda County and several types of crime for the balance of the City. [“Report To City Council for the Central City East Redevelopment Project,” May 2003, pp. 96-97].

Table 1
FY 2007-08 Coliseum Enhanced Patrol Target Areas
High Crime Areas on International Boulevard

Key Segments on Intl. Blvd.	Common Crimes
35th Ave. - 38th Ave.	Drug Trafficking, Loitering
45th Ave. - 48th Ave.	Prostitution
82nd Ave. - 84th Ave.	Loitering, Teen Nuisance
89th Ave. - 90th Ave.	Drug Dealing
94th Ave. - 96th Ave.	Loitering, Robberies

In the Coliseum Redevelopment Project Area, the 4L18 Security Enhancement Program (now known as 8L18), adopted in the mid-1990s, funds overtime costs on a volunteer basis for extra police patrols around the Hegenberger commercial corridor on nights and weekends. For FY 2007-08, Coliseum contributed \$150,000 to the 8L18 Program. Moreover, last year the Agency adopted a Public Safety and Police Services Program for five project areas, including Coliseum and Central City East, which funds enhanced OPD police patrols in those areas. Since implemented, OPD has been targeting multiple areas including MacArthur, Bancroft and International Blvd. Table 2 represents the data from the Oakland Police Department on the work of the Public Safety and Police Services Program within the CCE and Coliseum Areas for the month of February 2008. Although the data tracks arrests and actions, it may not accurately reflect the actual occurrences of crime within the areas and since this is newly implemented program, there is not enough data to evaluate trends. It is anticipated that CPTED training and the armed security services will complete the comprehensiveness of the program. With these additional components, no other Agency resources should be required to support crime reduction staffing.

Table 2

Name	Serial No.	Date of Report	Dates of Review				Watch	Squad
Sgt. Todd Mork	8173	1-Mar-08	1-Feb-08	1-Mar-08		3	NET	
Category	Week 1	Week 2	Week 3	Week 4	Monthly Total			
Service Calls								
1. Felony Narcotic Arrests	7	5	17	7	36			
2. Felony Warrant Arrests	2	0	0	5	7			
3. Felony Other Arrests	4	7	5	4	20			
4. Vehicle Stops	41	29	37	21	128			
5. Walking Stops	59	42	75	39	215			
6. Misd. Arrests	6	1	4	2	13			
7. Misd. Warrant Arrests	0	0	2	0	2			
8. Field Contacts	16	0	19	4	39			
9. Firearms Recovered	0	0	3	0	3			
10. Tows	0	0	0	0	0			
11. Stop Data forms	100	71	112	60	343			
12. Citations	11	7	55	8	81			

The new proposed services will supplement the existing resources available through the City of Oakland and the Oakland Police Department. Moreover, the proposed programs will support the efforts of the Sergeant and the eight officers recently re-assigned to patrol the commercial corridors in the Central City East and the Coliseum Redevelopment Project Areas through the Agency-sponsored Public Safety and Police Services Program (Agency Resolution No. 2007-0075 C.M.S.).

KEY ISSUES AND IMPACTS

The CCE and Coliseum Commercial Security Pilot Programs will focus on crime prevention and enforcement along the commercial corridors of both Central City East and the Coliseum Redevelopment Areas. The CCE Redevelopment Area armed security patrol service will primarily target Foothill Boulevard between Fruitvale Avenue and Seminary Boulevard. The Coliseum Redevelopment Area armed security patrol service will primarily target the International Boulevard area from 23rd to Seminary Avenues. The new armed security patrol officers will initially focus on these target areas and may rotate to other CCE and Coliseum commercial corridors throughout the year, as needed. Other areas that also may be targeted include:

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- The East 18th Street/Park Boulevard area;
- The EastLake commercial corridor between 5th and 10th Avenues along East 12th Street and International Boulevard;
- International Boulevard between Seminary and 73rd Avenue;
- San Leandro Street between Fruitvale Avenue and 98th Avenue;
- The 23rd Avenue corridor from East 12th Street to East 27th Street; and
- MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue areas between 50th and 73rd Avenue.

In addition to coordinating these services with the CCE and Coliseum Public Safety and Police Services Program, Agency staff will also work with the Neighborhood Services Coordinators, the Neighborhood Law Corps, Code Enforcement, and other City services that address crime issues along these corridors. At the January 7th and February 4, 2008 monthly meetings, the Central City Project Area Committee voted in favor of the new proposed CCE Commercial Security Pilot Program.

PROGRAM DESCRIPTION

Agency staff will collaborate with OPD staff to assist and organize merchants to attend and participate in the *Crime Prevention Through Environmental Design (CPTED) Training Program*. In addition, the proposed pilot program will be evaluated based on standard performance measures that will address specific outcomes such as number and type of businesses assisted through the CPTED training and actual number, type and location of calls for service regarding the private armed security patrol.

1. Crime Prevention Through Environmental Design (CPTED) Training.

Through this program, CPTED training will be provided free of charge and in multiple languages, to eligible commercial property owners and merchants in the CCE and Coliseum Redevelopment Project Areas. The Central City East and Coliseum funds will pay for a consultant firm that specializes in CPTED training. Training will be provided for several commercial areas throughout the CCE and Coliseum Redevelopment Project Areas.

2. Armed security officers to patrol CCE and Coliseum commercial corridors.

Funds for this component will pay for four (4) armed security patrol officers with two (2) officers for Central City East and two (2) officers for the Coliseum Redevelopment Area. The hourly rate including fringe benefits is approximately \$25-27.00 for private armed security service. The proposed schedule would include staffing a total of four (4) officers with two (2) in CCE and two (2) for the Coliseum Redevelopment Project Areas five (5) days a week. The goal of the armed security patrol officers will be to focus on the CCE and Coliseum commercial corridors that have experienced increased armed robberies and other serious crimes. Finally, the security service will coordinate and will supplement the OPD Sergeant in charge of the eight officers now working under the CCE and Coliseum Public Safety and Police Services Program.

SUSTAINABLE OPPORTUNITIES

Economic:

Businesses and commercial properties located within the Central City East and Coliseum Redevelopment Areas are negatively impacted by increasing crime activity in the area. More specifically, overall revenues and sales tax generation have declined, and the City's efforts at business attraction and retention are hindered by increasing crime. The proposed Programs are designed to deter crime and therefore improve the overall business environment in the CCE and Coliseum Redevelopment Areas.

Environmental:

Crime has been determined as a subcomponent of blight in the Central City East and Coliseum Redevelopment Areas. The proposed Programs are anticipated to reduce crime which will make commercial corridors within the CCE and Coliseum areas more pleasant, peaceful, and safer environments for residents.

Social Equity:

The goal of the Commercial Safety Pilot Programs is to improve the physical conditions of the area for all residents and property owners. Therefore, the proposed Program will provide for improvements that have social benefits for the area as a whole.

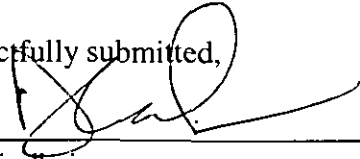
DISABILITY AND SENIOR CITIZEN ACCESS

The Central City East and Coliseum Commercial Security Pilot Programs are anticipated to reduce crime in the targeted area. This reduction in crime will be beneficial to the overall safety of senior citizens who reside within the CCE and Coliseum Redevelopment Areas. The proposed Commercial Security Pilot Program will provide information for security improvements to commercial properties. The recommended improvements will comply with all city, state, and federal American with Disabilities (ADA) requirements.

ACTION REQUESTED OF THE CITY COUNCIL/REDEVELOPMENT AGENCY

Agency staff requests authorization to create the Central City East and the Coliseum Commercial Security Pilot Programs and to allocate funds towards the program in Fiscal Year 2008-09 as indicated on the attached resolution.

Respectfully submitted,



Dan Lindheim
Director
Community and Economic Development Agency

Reviewed by:
Gregory Hunter, Deputy Director of Economic Development
and Redevelopment

Larry Gallegos, Central City East Manager, Redevelopment
Division

Prepared by:
Theresa Navarro-Lopez, and Jay Musante
Urban Economic Analyst IV
Redevelopment Division

Kimani Rogers, Urban Economic Analyst II
Redevelopment Division

APPROVED AND FORWARDED TO THE
COMMUNITY AND ECONOMIC DEVELOPMENT COMMITTEE:

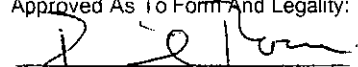


Office of the City/Agency Administrator

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Approved As To Form And Legality:


Agency Counsel

REDEVELOPMENT AGENCY OF THE CITY OF OAKLAND

RESOLUTION No. _____ C.M.S.

AN AGENCY RESOLUTION CREATING THE CENTRAL CITY EAST COMMERCIAL SECURITY PILOT PROGRAM AND THE COLISEUM COMMERCIAL SECURITY PILOT PROGRAM, AND AUTHORIZING THE ALLOCATION AND APPROPRIATION FOR FISCAL YEAR 2008-09 OF \$100,000 FROM OAK KNOLL TAX INCREMENT FUNDS AND \$35,000 FROM NEIGHBORHOOD COMMERCIAL REVITALIZATION SERVICE DELIVERY SYSTEM FUNDS FOR THE CENTRAL CITY EAST PROGRAM AND \$75,000 FROM COLISEUM REDEVELOPMENT TAX INCREMENT FUNDS FOR THE COLISEUM PROGRAM

WHEREAS, the Redevelopment Agency strives to prevent and reduce blight and encourage redevelopment activities and investment within the redevelopment project areas of Oakland; and

WHEREAS, Section 33031(b)(5) of the California Community Redevelopment Law ("CRL") identifies a high crime rate that constitutes a serious threat to the public safety and health as an economic condition that causes blight; and

WHEREAS, there is a significant correlation between crime, blight conditions, and the lack of redevelopment within the Central City East and Coliseum redevelopment project areas, and so a reduction in crime within those project areas would be directly related to the prevention and elimination of blight conditions in and the successful redevelopment of those project areas; and

WHEREAS, crime within the project areas has steadily been rising; and

WHEREAS, crimes such as graffiti and vandalism contribute directly to physical blight in the project areas; and

WHEREAS, burglary, theft, and other property crimes act as strong deterrents for business owners to locate in the project areas and for developers to invest in the areas; and

WHEREAS, fear of crime dissuades customers from patronizing retail businesses in the project areas; and

WHEREAS, enhanced public safety is vital to a successful redevelopment program; and

WHEREAS, funding public safety enhancements and crime reduction programs will encourage business retention and attraction, financial investment, and developer interest in the project areas; and

WHEREAS, the Agency wishes to create and fund the Central City East Commercial Security Pilot Program and the Coliseum Commercial Security Pilot Program (the "Programs") in targeted commercial corridors of the Central City East and Coliseum Redevelopment Project Areas; and

WHEREAS, the staff of the Community and Economic Development Agency in partnership with the Oakland Police Department will undertake outreach of the Oakland Police Department's Safety and Security Program and Merchant Watch Program; and

WHEREAS, the Programs will assist merchants and property owners with the security improvements and crime prevention information for their properties in the Coliseum and Central City East Project Areas by providing them with armed commercial security services, Crime Prevention Through Environmental Design (CPTED) training, and information on crime prevention improvements to their properties; and

WHEREAS, the Programs are consistent with and will further the purposes of the Coliseum and Central City East Redevelopment Plans and their respective Five-Year Implementation Plans; and

WHEREAS, the Agency desires to allocate and appropriate \$100,000 from Fiscal Year 2008-09 of Oak Knoll Tax Increment Funds from Oak Knoll Operations Fund (9546), Central City East Organization (86699) Oak Knoll Operations Project (\$315110) to the Central City East Fund (9540), Central City East Organization (88699), into a project to be determined for the Central City East Commercial Security Pilot Program; and

WHEREAS: the Agency desires to allocate and appropriate \$35,000 from Fiscal Year 2008-09 from the Neighborhood Commercial Revitalization Service Delivery System (SDS) known as the Oakland Redevelopment Agency Fund (9540), Neighborhood Commercial Revitalization Service Delivery System (88659), Oakland Redevelopment Agency Central City East Repayment Agreement (\$233310) to the Central City East Operations Fund (9540), Central City East Organization (88699), and in a Project Number to be determined for the Central City East Commercial Security Pilot Program; and

WHEREAS, the Agency desires to allocate and appropriate \$75,000 from Fiscal Year 2008-09 from the Coliseum Redevelopment Project Area funds in Coliseum Redevelopment Operating fund (9450), Coliseum Organization 88659 and the Coliseum Redevelopment Project S82600 for the Program Number to be determined for the Coliseum Commercial Security Pilot Program; and

WHEREAS, the Agency wishes to assist to prevent and reduce crime incidents in the Central City East and Coliseum Redevelopment Areas by allocating these funds to the Central City East and Coliseum Commercial Security Pilot Programs; now, therefore, be it

RESOLVED: That the Redevelopment Agency hereby creates a Central City East Commercial Security Pilot Program and a Coliseum Commercial Security Pilot Program in targeted commercial corridors of the Central City East and Coliseum Redevelopment Project Areas to assist merchants and property owners with the security improvements and crime prevention information for their properties by providing them with armed commercial security services, Crime Prevention Through Environmental Design (CPTED) training, and information on crime prevention improvements to their properties; and be it

FURTHER RESOLVED: That the Agency hereby finds, based on the information contained in the staff report accompanying this Resolution and the information it has received from business owners, residents, and police officers in the project areas, that the Programs are directly related to the elimination of blight and the successful redevelopment of those project areas; and be it

FURTHER RESOLVED: That this action is exempt from the California Environmental Quality Act ("CEQA") under section 15321(b) (law enforcement) of the CEQA regulations; and be it

FURTHER RESOLVED: That the Redevelopment Agency of the City of Oakland hereby authorizes funding \$135,000 from the Fiscal Year 2008-09 Redevelopment Agency budget to create and fund the Central City East Commercial Security Pilot Program and \$75,000 from Fiscal Year 2008-09 of Redevelopment Agency budget to create and fund the Coliseum Commercial Security Pilot Program; and be it

FURTHER RESOLVED: That these funds totaling \$210,000 shall be allocated from Agency funds, organizations and projects and moved to separate Central City East and Coliseum Commercial Security Program funds, organizations and to the new project numbers to be established as detailed below in the table:

Central City East and Coliseum Commercial Security Pilot Program Funds			
Item	FY 2008-09	Funding Block Source	Funding Block Destination
Central City East Redevelopment Area- CPTED Training	\$ 15,000 (NCR SDS)	Entity 5, Fund 9540, Org 88659 Project S233310 for FY 2008-09	Entity 5, Fund 9540, Org 88699, Project (TBD)
Central City East Redevelopment Area- Private Armed Security Patrol Service	\$120,000 (\$20,000 NCR SDS) (\$100,000 Oak Knoll)	Entity 5, Fund 9540, Org 88659 Project S233310 in FY 2008-09 Entity 5, Fund 9546, Org 88699 Project S315110 for FY 2008-09	Entity 5, Fund 9540, Org 88699, Project (TBD)

Total CCE Funds	\$135,000		
Coliseum Redevelopment Area- CPTED Training	\$ 15,000 <i>(Coliseum Funds)</i>	Entity 5, Fund 9450, Org 88659 Project S82600 for FY 2008-09	Entity 5, Fund 9450, Org 88659, Project (TBD)
Coliseum Redevelopment Area- Private Armed Security Patrol Service	\$ 60,000 <i>(Coliseum Funds)</i>	Entity 5, Fund 9450, Org 88659 Project S82600 for FY 2008-09	Entity 5, Fund 9450, Org 88659, Project (TBD)
Total Coliseum Funds	\$ 75,000		

and be it

FURTHER RESOLVED: That the Agency Administrator or her designee is authorized to adopt guidelines for the Programs and take any other actions with respect to the Programs consistent with this Resolution and its basic purposes.

IN AGENCY, OAKLAND, CALIFORNIA, _____, 2008

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, AND
CHAIRPERSON DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LATONDA SIMMONS
Secretary of the Redevelopment Agency
of the City of Oakland, California