



Office of the City Manager

April 28, 2021

To: Honorable Mayor and Members of the City Council

From: *DWR* Dee Williams-Ridley, City Manager

Re: Update on Re-Imagining Public Safety

On July 14, 2020, City Council adopted an omnibus package to re-imagine public safety and policing in the City of Berkeley. The omnibus package consisted of numerous elements including, but not limited to the following:

- Having the City Auditor perform an analysis of City's emergency 9-1-1 calls-for-service and responses, as well as analysis of the Berkeley Police Department's (BPD) budget.
- Analyzing and developing a pilot program to re-assign non-criminal police service calls to a Specialized Care Unit.
- Creating plans and protocols for calls for service to be routed and assigned to alternative preferred responding entities and consider placing dispatch in the Fire Department or elsewhere outside the Police Department.
- Analyzing litigation outcomes and exposure for city departments in order to guide the creation of City policy to reduce the impact of settlements on the General Fund.
- Engaging a qualified firm(s) or individual(s) to lead a robust, inclusive, and transparent community engagement process with the goal of achieving a new and transformative model of positive, equitable and community-centered safety for Berkeley.
- Pursuing the creation of a Berkeley Department of Transportation ("BerkDoT") to ensure a racial justice lens in traffic enforcement and the development of transportation policy, programs and infrastructure, and identify and implement approaches to reduce and/or eliminate the practice of pretextual stops based on minor traffic violations

Subsequent to the adoption of the omnibus package, the City established a multi-department working group to oversee and implement various components of the package. The working group consists of the following:

- City Manager;
- Deputy City Managers;

- City Attorney;
- Fire Chief;
- Health, Housing and Community Services (HHCS) Director;
- Human Resources Director;
- Police Chief; and
- Public Works Director.

Weekly coordinating meetings have been established, as well as an organizational structure that will enable city staff to advance the various referrals in the omnibus package at the same time.

Our work to advance the omnibus package has been organized in the following manner:

- HHCS Director, Lisa Warhuus, is leading the work to develop a Specialized Care Unit pilot program.
- Interim Fire Chief, Abe Roman, is leading the work to develop a plan for priority dispatching.
- City Attorney, Farimah Brown, is managing the analysis of litigation claims and settlements.
- The Public Safety / Police Re-Imagining and community engagement process will be led by Deputy City Manager David White. Deputy City Manager White will also be supporting the City Manager by providing overall project management support to the team.
- BerkDoT will be led by our Public Works Director, Liam Garland.

### **Current Updates (for the April 27, 2021 City Council Meeting)**

The following provides a brief overview of what has been accomplished since the last update to City Council on March 30, 2021.

- City Auditor calls-for-service and budget analysis
  - On April 22, 2021, the City Auditor's Office published their report, "[Data Analysis of the City of Berkeley's Police Response](https://www.cityofberkeley.info/uploadedFiles/Auditor/Level_3_-_General/Data%20Analysis%20of%20the%20City%20of%20Berkeley's%20Police%20Response.pdf)"<sup>1</sup>. The report provides an overview of calls for service, officer-initiated stops, and police responses that will help inform the community engagement process around reimagining public safety in Berkeley.
  - The City Auditor will present the results of the analysis to the Reimagining Public Safety Task Force at a special meeting of the Task Force on April 29, 2021.

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<sup>1</sup> [https://www.cityofberkeley.info/uploadedFiles/Auditor/Level\\_3\\_-\\_General/Data%20Analysis%20of%20the%20City%20of%20Berkeley's%20Police%20Response.pdf](https://www.cityofberkeley.info/uploadedFiles/Auditor/Level_3_-_General/Data%20Analysis%20of%20the%20City%20of%20Berkeley's%20Police%20Response.pdf)

- Priority Dispatching
  - A Request for Proposal (RFP) was issued today (April 27, 2021) to seek proposals from qualified firms to assist the City in transitioning to a prioritized fire and medical dispatch system. More specifically, the RFP is seeking a vendor to perform a needs assessment based on trending call volume in to the dispatch center, identify products/solutions that are the best fit for the City, propose any structural changes that are necessary in the dispatch center, and write an implementation project plan. The RFP is attached.
- Specialized Care Unit (SCU)
  - The consultant, RDA, has been gathering information from City, County, and community partners involved in crisis response, as well as compiling research on crisis response systems that do not involve police.
  - RDA is poised to lead the community engagement process in May and June which will include focus groups, individual interviews, a community survey, and written feedback on a website landing page.
  - All of these tools are nearing completion and will be finalized at the beginning of next week, and outreach will begin.
  - Information to community members on how they can participate is forthcoming and will be posted on RDA's and the City's websites, as well as shared with multiple community organizations.
  - The steering committee continues to meet regularly to guide the process.
- Analysis of Claims and Settlements
  - No updates to report.
- Public safety and Police Re-imagining Community Engagement
  - (Background) On December 15, 2020, the City Council authorized the City Manager to enter into a contract with the [National Institute of Criminal Justice Reform](#) (NICJR) to conduct research, analysis, and use its expertise to develop reports and recommendations for community safety and police reform as well as plan, develop, and lead an inclusive and transparent community engagement process to help the City achieve a new and transformative model of positive, equitable and community-centered safety for Berkeley.
    - City staff from the City Manager's Office continue to coordinate regularly with NICJR and attached is a more thorough update from NICJR regarding their work with the City.

- NICJR also submitted their draft report addressing new and emerging models of community safety and policing. This will be presented to the Task Force on April 29, 2021 and has been attached.
- [Reimagining Public Safety Task Force \(Task Force\)<sup>2</sup>](#)
  - (Enabling legislation for background only) On January 19, 2021, the City Council adopted [revisions to the enabling legislation for the Reimagining Public Safety Task Force<sup>3</sup>](#).
  - The Task Force last met on April 8, 2021 and will be meeting again on April 29, 2021. Also, the Task Force has two meetings planned in May – May 13 and May 19.
  - The minutes from the April 8, 2021 meeting along with video from the meeting is available on the City's [website<sup>4</sup>](#). Importantly, in order to enhance the public's experience in viewing the video recording of Task Force meetings, starting with the April 8, 2021 meeting, city staff have added functionality that will enable the community to either choose to watch the entire Task Force meeting **OR** they can select what portion of the meeting or presentation that they would like to watch.
  - At the April 8, 2021 meeting, the Task Force received the following presentations from city staff and the City's consultant team:
    - Overview of planned Task Force meetings along with an outline of roles and responsibilities that aligns with the enabling legislation adopted by City Council and a set of questions for the Task Force to consider as they embark on this process.
    - Overview of priority dispatching.
    - Initial overview of the Police Department.
    - Draft Community Survey.
  - The Task Force established two subcommittees:
    - Community Engagement
    - Policing, Budget, and Alternatives to Policing

Both subcommittees have started to meet and the Community Engagement subcommittee submitted detailed input and feedback to the City to guide revisions to the community survey.

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<sup>2</sup> <https://www.cityofberkeley.info/RIPST.aspx>.

<sup>3</sup> [https://www.cityofberkeley.info/Clerk/City\\_Council/2021/01\\_Jan/Documents/2021-01-19\\_Item\\_18\\_Revisions\\_to\\_Enabling\\_Legislation\\_for\\_Reimagining.aspx](https://www.cityofberkeley.info/Clerk/City_Council/2021/01_Jan/Documents/2021-01-19_Item_18_Revisions_to_Enabling_Legislation_for_Reimagining.aspx)

<sup>4</sup> <https://www.cityofberkeley.info/RIPST.aspx>

- At the April 29, 2021 Task Force meeting, the Task Force will receive the following presentations:
  - Police Department calls for service analysis prepared by the City Auditor Office.
  - Calls for Service analysis framework that will be led by NICJR.
  - New and Emerging Models of Community Safety that will also be led by NICJR.
- BerkDoT
  - Staff are preparing a report on BerkDOT for presentation at the May 19, 2021 meeting of the Reimagining Public Safety Task Force. This report will distill the input received to date, share for discussion a phased approach to BerkDOT-related projects and activities, and solicit the Task Force's input on the approach.

Attachments:

1. NICJR Update as of April 26, 2021
2. NICJR Report Regarding New and Emerging Models of Public Safety
3. Request for Proposal for Prioritized Dispatch Consultant

cc: Paul Buddenhagen, Deputy City Manager  
David White, Deputy City Manager  
Jenny Wong, City Auditor  
Farimah Brown, City Attorney  
Mark Numainville, City Clerk  
David Brannigan, Fire Chief  
Lisa Warhuus, Director of Health, Housing & Community Services  
LaTanya Bellow, Director of Human Resources  
Jen Louis, Interim Chief of Police  
Liam Garland, Public Works Director  
Matthai Chakko, Assistant to the City Manager



## **Berkeley Reimagining Public Safety Process Update April 26, 2021**

In accordance with the terms of its agreement with the City of Berkeley, the National Institute for Criminal Justice Reform (NICJR) is actively working to engage the Berkeley Reimagining Public Safety Task Force (RPSTF) in developing alternative models to violence reduction and public safety. Recognizing the multitude of parallel initiatives currently underway in Berkeley, NICJR is making a concerted effort to coordinate and collaborate with the agencies and departments spearheading other related efforts to ensure that all work falling under the auspices of the reimagining umbrella is aligned. It is our intention to gather relevant information and best practices from similar efforts in cities across the country and most importantly from the residents of Berkeley to strengthen the outcomes and recommendations to come from the collective work of the Task Force members.

NICJR, via its subcontractor Bright Research Group (BRG), is building a robust community engagement plan to inform the work of the RPSTF. This plan includes creating and deploying a community survey and outreach strategy with the goal of collecting responses from the most vulnerable and hard to reach populations in the City. The initial draft survey was shared with the Task Force following its April 8th meeting, which prompted the establishment of a Community Engagement Subcommittee. NICJR has received detailed feedback on the survey from the Task Force, Community Engagement Subcommittee, and City staff and is working with city staff to revise the survey accordingly. In addition to revisions based on feedback received, NICJR is developing a recommended strategy for survey composition and dissemination given a related effort included in Resource Development Associates' (RDA) contract with the City to develop a Specialized Care Unit pilot program; that contract requires RDA to issue a survey that directly speaks to the public safety reimagining work. NICJR has met with the Research Development Associates (RDA) to coordinate community outreach efforts as specifically related to individuals with mental health needs. It is anticipated that survey modifications will be completed in early to mid-May and that the survey will be disseminated shortly thereafter.

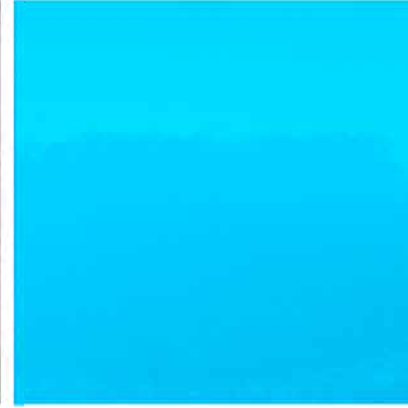
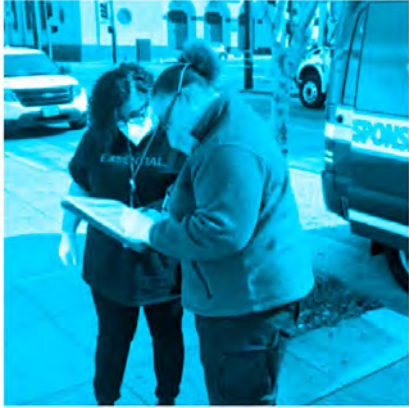
In addition to launching the survey, NICJR will host a series of listening sessions beginning in June 2021. Forums will target both the community and the Berkeley Police Department (BPD). NICJR is working with interim Police Chief Louis to organize listening sessions with both command staff and rank and file to ensure that the department is actively involved in the reimagining conversation. Each listening session will be designed to solicit the opinions, ideas, and concerns of the participants regarding public safety, police reform, and needed community services/resources. Feedback received will be compiled into a report for the Taskforce and the City Council.

The community engagement strategy also includes the development of a public Berkeley Reimagining Public Safety website that is under development. The website will contain information on the development of the Task Force and its role and responsibilities, and background material on parallel related efforts underway in the City including establishment of a pilot Specialized Care Unit/s (SCU) and BerkDOT, priority dispatching, and the recommendations from the Mayor's Fair and Impartial Policing Workgroup recently adopted by the City Council. In addition, the website will contain local and national news stories of pertinence and interest, as well as publications that may inform the work of the Task Force. The website will be regularly updated by NICJR with support from city staff. In addition, as community engagement efforts ramp up the website will include information about how to participate in the various engagement approaches contemplated.

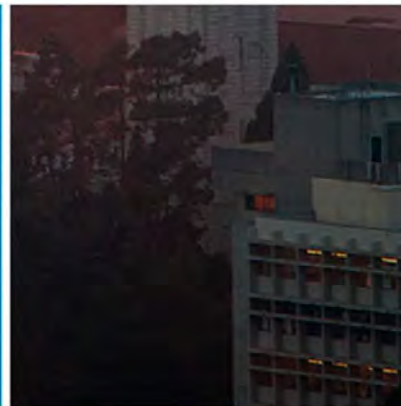
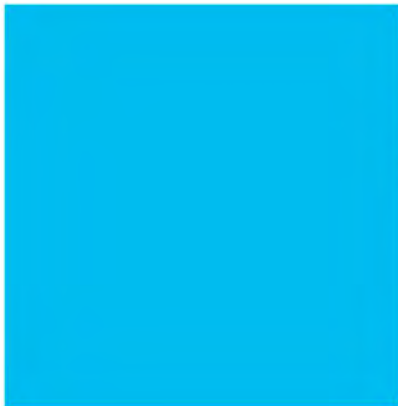
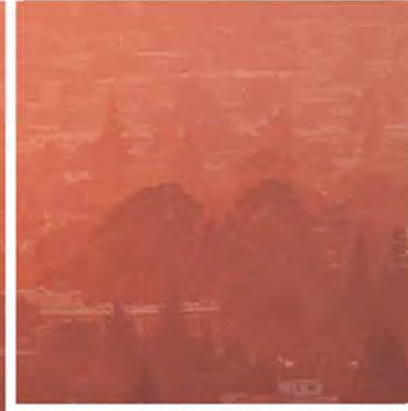
One of the primary deliverables of the agreement between NICJR and the City of Berkeley is the completion of several reports to help guide the work of the Task Force. The first report focuses on New and Emerging Models of Public Safety. After months of extensive research, NICJR has completed a draft version entitled "New and Emerging Models of Community Safety and Policing." The report introduces emerging non-enforcement models of community safety that are already in place in cities across the United States. It also details non-law enforcement crime reduction strategies, community driven approaches to violence reduction, and cutting edge law enforcement training. NICJR will present the report to the Task Force at its meeting on April 29, 2021. Subsequent to that meeting feedback will be sought from the Task Force and City staff. A final version of the report will be submitted to the task for its May 13, 2021, meeting.

NICJR is currently conducting a detailed analysis of BPD Calls for Service. This analysis will expand upon/augment the recently issued report authored by the City Auditor and will include explicit recommendations regarding the proportion of BPD calls that should be handled by a non-law enforcement alternative. NICJR is expected to complete this analysis by June 2021.

Finally, City staff and NICJR recognize that there are multiple parallel and related efforts underway at this time in the City. On April 30, 2021, NICJR will meet with city staff from the City Manager's Office, Health, Housing, and Community Services, Fire, Police, and Public Works to discuss the Specialized Care Unit pilot that is under development, priority dispatching, and BerkDOT to ensure that all parties are aware of each other's role in Reimagining Public Safety and to collectively discuss how to integrate and align the related initiatives.



# NEW AND EMERGING MODELS OF COMMUNITY SAFETY AND POLICING



**NICJR** ★  
National Institute for  
Criminal Justice Reform



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# Introduction

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As a part of the City of Berkeley’s Reimagining Public Safety process, the National Institute for Criminal Justice Reform (NICJR) was commissioned to conduct an assessment of programs and models that increase safety, properly respond to emergencies, reduce crime and violence, and improve policing. The New and Emerging Models of Community Safety and Policing report has been prepared in response to that charge. NICJR submits this report to the Reimagining Public Safety Taskforce (RPSTF) for review and feedback, and to inform the RPSTF’s development of recommendations for submission to the Berkeley City Council (Council) on alternative responses and police reforms.

The report comprises a brief overview of several examples of Emerging Non-Enforcement Models of Community Response; Non-Law Enforcement Crime Reduction Strategies; Community Driven Violence Reduction Strategies; and Policing Strategies. As hundreds of cities across the country engage in reimagining public safety processes and launching new programs or altering existing models, this report could not possibly be universally comprehensive; it does however provide the RPSTF and the Council with illustrative examples of key options to consider as the City of Berkeley (City) reimagines its public safety system.

NICJR’s second commissioned report for the City, Alternative Responses to Law Enforcement, will draw from and build upon the new and emerging models outlined herein.

## Emerging Non-Enforcement Models of Community Response

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Police departments receive a large volume of 911 calls or other Calls for Service (CFS) requesting emergency response. In the past several decades policing has evolved from officers walking beats to departments primarily responding to CFS with patrol officers in squad cars. A number of new assessments of these CFS have revealed that a majority are low-level or even non-criminal in nature, like noise complaints, abandoned cars, and petty theft. Multiple analyses have estimated that less than 2 percent of CFS are for violent incidents.<sup>1,2</sup> Retired Chicago police officer David Franco explains “We spend entire shifts dealing with noncriminal matters from disturbance and suspicious person calls...With so many low-level issues put on our shoulders, police cannot prioritize the serious crimes.”<sup>3</sup>

In addition to responding to a high volume of low-level and non-criminal 911 CFS, police have also been increasingly asked to respond to people experiencing mental health crises. Many of these encounters have resulted in uses of force by police, including deadly officer involved shootings. A number of the emerging examples of effective community driven crime reduction and emergency response models focus specifically on mental health incidents.

### *Eugene Crisis Assistance Helping Out on the Streets (CAHOOTS)*

Crisis Assistance Helping Out on The Streets, or CAHOOTS, is a mobile emergency intervention service established in 1989 in Eugene, Oregon.<sup>4</sup> This program is free and readily available twenty-four hours a day for mental health and other non-violent related calls.<sup>5</sup> CAHOOTS is directed by the White Bird Clinic, a regional health center in partnership with the City of Eugene. Each CAHOOTS unit is comprised of an emergency medical technician (EMT) and a mental health service provider.<sup>6</sup>

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<sup>1</sup><https://www.vera.org/downloads/publications/understanding-police-enforcement-911-analysis.pdf#page=134>

<sup>2</sup><https://www.nytimes.com/2020/06/19/upshot/unrest-police-time-violent-crime.html>

<sup>3</sup><https://chicago.suntimes.com/2020/12/9/22166229/chicago-police-department-911-calls-civilian-community-responders-cpd>

<sup>4</sup><https://www.mentalhealthportland.org/wp-content/uploads/2019/05/2018CAHOOTSBROCHURE.pdf>

<sup>5</sup><https://www.americanprogress.org/issues/criminal-justice/reports/2019/10/02/475220/neighborhood-strengthening-public-safety-community-empowerment/>

<sup>6</sup><https://www.mentalhealthportland.org/wp-content/uploads/2019/05/2018CAHOOTSBROCHURE.pdf>

CAHOOTS staff are required to go through 40 hours of classroom education and over 500 hours of field work that is supervised by a qualified guide. Their education consists of de-escalation methods and emergency response services. CAHOOTS personnel are able to perform wellness checks, offer mental health services and substance use resources, administer medical aid, and provide mediation assistance.<sup>7</sup>

More than 60 percent of CAHOOTS clients are experiencing homelessness and nearly 30 percent have serious mental illness. CAHOOTS received more than 24,000 calls in 2019, with the number of calls having steadily increased since the program's inception. Among all adults involved with CAHOOTS, the average age was 45.5 years.

Numerous evaluations have shown consistent, robust results with the CAHOOTS program. Many calls are diverted from the police, with CAHOOTS taking over 50 percent of non-emergent cases. This reduces a significant portion of the burden on the local police department. Between 2014 and 2017, the CAHOOTS program has saved the

Eugene Police Department approximately \$8.5 million each year. For all calls referred to CAHOOTS in 2019, only 1 percent necessitated police involvement. Furthermore, when factoring in emergency medical expenditures, the program saves Eugene's government an additional \$2.9 million every year.<sup>8</sup>

Several cities have explored or are currently implementing replications of CAHOOTS. In Oakland, the city is preparing to launch the Mobile Assistance Community Responders of Oakland (MACRO) initiative.<sup>9</sup> The pilot program will be managed by the Oakland Fire Department and will be available twenty-four hours per day, seven days per week in two person teams. The City of Oakland has allocated an initial \$1.85 million to fund MACRO, although the Oakland Reimagining Public Safety Task Force has recently recommended that the budget be increased significantly to support the program expansion and sustainability.<sup>10</sup>

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<sup>7</sup>Id.

<sup>8</sup><https://www.mentalhealthportland.org/wp-content/uploads/2019/05/2018CAHOOTSBROCHURE.pdf>

<sup>9</sup>[https://urbanstrategies.org/wp-content/uploads/2020/06/USC-MACRO-REPORT-6\\_10\\_20.pdf](https://urbanstrategies.org/wp-content/uploads/2020/06/USC-MACRO-REPORT-6_10_20.pdf)

<sup>10</sup><https://www.ems1.com/mental-health/articles/calif-city-plans-to-run-non-police-mental-health-response-program-through-fire-department-qk3lf0p2Svqxc1uj/>

### *Denver Support Team Assisted Response (STAR)*

Based on the CAHOOTS program in Eugene, Oregon, STAR is a community responder model created in 2020. STAR is a joint effort between many stakeholders, including the Denver Police Department (DPD), Denver's Paramedic Division, Mental Health Center of Denver, and community-based organizations. STAR provides direct, emergency response to residents of the community who are experiencing difficulties connected to mental health, poverty, homelessness, or substance use. The STAR transport vehicle operates Monday through Friday from 10 AM to 6 PM. The time frame of operation was chosen based on an analysis of CSF data.<sup>11</sup> STAR unit staff are made up of unarmed personnel, with each team including a mental health service provider and a paramedic.<sup>12</sup>

Before the implementation of STAR, calls to 911 were either transmitted to the DPD or the hospital system. The majority of calls (68 percent) routed to STAR concerned individuals that were experiencing homelessness. Around 41 percent of individuals who STAR had been involved with were referred to additional services by the STAR unit staff.<sup>13</sup>

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<sup>11</sup>[https://wp-denverite.s3.amazonaws.com/wp-content/uploads/sites/4/2021/02/STAR\\_Pilot\\_6\\_Month\\_Evaluation\\_FINAL-REPORT.pdf](https://wp-denverite.s3.amazonaws.com/wp-content/uploads/sites/4/2021/02/STAR_Pilot_6_Month_Evaluation_FINAL-REPORT.pdf)

<sup>12</sup><https://www.9news.com/article/news/denver-star-program-results-police/73-90e50e08-94c5-474d-8e94-926d42f8f41d>

In just half a year after the program was established, the STAR unit had addressed 748 calls. The DPD was never called to support the unit in responding to these CSF. Moreover, there were no arrests made in any of the calls evaluated during the initial six months of program operation. The City of Denver is planning to invest an additional \$3 million in 2021 to expand the program.

### *Olympia Crisis Response Unit (CRU)*

Incorporating both CAHOOTS principles and crisis intervention teams, the Crisis Response Unit (CRU) was implemented in Olympia, Washington in April 2019, as a result of a 2017 citywide safety measure that allocated an initial half million dollars for an improved crisis response model. The Olympia Police Department (OPD) contracted with a community-based organization to serve as a new option for behavioral health calls for service. The CRU team consists of six mental health professionals that operate in pairs. Along with a state certification in behavioral health, CRU staff must undergo training that includes police patrol exposure, community engagement, and education about available community support.<sup>14</sup>

<sup>13</sup>Id.

<sup>14</sup><https://www.vera.org/behavioral-health-crisis-alternatives/cru-and-familiar-faces>

CRU operates from 7 AM to 9 PM daily, supplying clients with supports such as mediation, housing assistance, and referrals to additional services.<sup>15</sup> Police lines of communication are utilized by CRU staff to identify situations that necessitate CRU response. The City's 911 operations hub and law enforcement personnel can also refer callers directly to CRU. Often, 911 callers request CRU assistance specifically, as the team has fostered strong community ties. Moreover, a significant portion of calls for service referred to CRU originate from community-based service providers, as opposed to the 911 system itself. When CRU staff encounter a frequent flyer-- an individual the team has been called on to support multiple times-- they refer the individual to Familiar Faces, a peer navigation program.<sup>16</sup>

Most individuals who were assisted by CRU were experiencing homelessness or mental health issues at the time of service. Out of the 511 calls CRU engaged with from April to June of 2020, OPD was only needed 86 times. Establishing and maintaining trust between CRU and residents is an essential part of the initiative.<sup>17</sup> Post-implementation surveys show that many police officers became advocates of the

model after seeing the program in action for six months.

### *San Francisco Street Crisis Response Team (SCRT)*

The City and County of San Francisco has implemented a pilot alternative response program for individuals experiencing a behavioral health crisis. The San Francisco Fire Department, in conjunction with the Public Health Department, responds to 911 calls related to these issues via Street Crisis Response Teams (SCRT). Street Crisis Response Teams include a behavioral health specialist, peer interventionist, and a first responder. Currently, there are two teams that work 12-hour shifts, but there are plans to expand to six teams to provide an around-the-clock response.<sup>18</sup>

SCRT collaborated with community-based organizations including the Glide Foundation and HealthRIGHT360 to ensure that community providers and local residents would be able to provide feedback and input about the new program. The proposed SCRT budget for fiscal year 2021-2022 is approximately \$13.5 million, which includes staff training and team expansion. An

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<sup>15</sup><https://olympiawa.gov/city-services/police-department/Crisis-Response-Peer-Navigator.aspx>

<sup>16</sup><https://www.vera.org/behavioral-health-crisis-alternatives/cru-and-familiar-faces>

<sup>17</sup><https://www.americanprogress.org/issues/criminal-justice/reports/2020/10/28/492492/community-responder-model/>

<sup>18</sup><https://sfmayor.org/article/san-franciscos-new-street-crisis-response-team-launches-today>

evaluation of the pilot program place is currently underway.<sup>19</sup>

When 911 calls come into the dispatch center that are determined to be appropriate for SCRT, SCRT is dispatched; a team responds on average in fifteen minutes. No calls for service routed to SCRT required police action or backup in the first two months of the pilot. Approximately 74 percent of individuals assisted by SCRT had their issues resolved, whether it be through transfers to additional supports or de-escalation techniques.<sup>20</sup> Initial analyses show that SCRT could respond to up to 17,000 behavioral health calls each year. Because of the small scope of the initial pilot, only 20 percent of behavioral health calls received during the first two months of implementation were able to be responded to by the SCRT.

### *Austin Expanded Mobile Crisis Outreach Team (EMCOT)*

In order to reduce the burden on the Austin Police Department (APD) associated with mental health calls, the City of Austin, Texas established the Expanded Mobile Crisis Outreach Team (EMCOT) in conjunction with Integral Care, the City's community-based mental health service provider. EMCOT

assists individuals undergoing a behavioral or mental health crisis. Agencies such as APD or the Sheriff's Office are able to call for EMCOT services by way of the 911 dispatch hub. EMCOT provides its clients with supports in the form of therapy, life coaching, rehabilitation, and other services.<sup>21</sup>

Since its establishment in 2013, EMCOT has assisted 6,859 clients. The most recently available data is from FY2017, which shows that EMCOT responded to 3,244 CFS, at a rate of approximately 9 times per day. Each client was served for an average of 21 days and provided three different types of supports. In general, post-crisis services are available for up to 3 months after initial contact.<sup>22</sup> Integral Care reported that 86 percent of calls routed to a mental health response did not require police backup.<sup>23</sup>

EMCOT is currently available from 8AM to 12AM Monday through Friday and 10AM to 8PM on Saturday and Sunday.<sup>24</sup> With the additional funding, EMCOT is now projected to provide around-the-clock availability for calls for service. Expansion of telehealth services for the program is also included in the

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<sup>19</sup>[https://www.sfdph.org/dph/files/IWG/SCRT\\_IWG\\_Issue\\_Brief\\_FINAL.pdf](https://www.sfdph.org/dph/files/IWG/SCRT_IWG_Issue_Brief_FINAL.pdf)

<sup>20</sup>Id.

<sup>21</sup><https://www.austintexas.gov/edims/document.cfm?id=302634>

<sup>22</sup>Id.

<sup>23</sup><https://www.kxan.com/news/local/austin/new-911-call-option-offers-direct-mental-health-help-that-one-attorney-says-may-have-saved-one-familys-son/>

<sup>24</sup><https://www.fox7austin.com/news/crisis-counselors-responding-to-more-mental-health-calls-in-austin>



new funding.<sup>25</sup> For all CFS involving EMCOT, 85.4 percent were handled without police officers.<sup>26</sup>

In 2020, a new dispatch system was established in Austin and a mental health paraprofessional was permanently stationed in the 911 dispatch center. Callers to 911 now have the option to request mental health services instead of police.<sup>27</sup> If the operator determines the caller would benefit from these supports, the call is handed over to a mental health professional. If a clinician is unavailable at the time, an EMCOT staff member is deployed. Currently, the clinicians are present all week for a set number of hours each day. This initiative was funded by the reallocation of \$11 million from the Austin Police Department's budget. The EMCOT budget itself was also recently increased to \$1.3 million, a 75 percent increase in funding for the program.<sup>28</sup>

### *Houston Crisis Call Diversion (CCD)*

The Crisis Call Diversion (CCD) program in Houston, Texas is a joint effort between the fire department, police department, emergency center, and mental health service providers in the

area. In 2017, the Houston Police Department (HPD) received 37,032 calls for service that involved behavior or mental health problems. When calls for service come in, dispatchers flag any that would necessitate CCD response--non-emergency behavioral and mental health calls. Once flagged, these callers are connected to CCD counselors. The CCD counselor evaluates the situation and the mental health of the caller and attempts to provide assistance over the phone.<sup>29</sup>

If additional community response or police presence is needed, the dispatcher can request that as well. The call is taken off the police dispatch line when the CCD dispatcher verifies that the CCD team is on the way to the scene. CCD teams can contact the caller while traveling to the specified location in order to collect as much relevant information as possible. Upon examination of the data, each rerouted call generates savings of nearly \$4,500. To date, the CCD program has allowed for a diversion of 7,264 calls from the emergency lines, freeing up valuable emergency resources and resulting in millions of dollars in savings.<sup>30</sup>

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<sup>25</sup><http://www.austintexas.gov/edims/pi/document.cfm?id=320044>

<sup>26</sup><https://www.austinmonitor.com/stories/2020/08/integral-care-set-to-address-most-mental-health-emergency-calls-without-involving-apd/>

<sup>27</sup><https://www.kvue.com/article/news/health/apd-adds-mental-health-services-to-911-answering-script/269-e7dde2e6-4a65-4d5c-a2a7-a26e57110a81>

<sup>28</sup><https://www.austinmonitor.com/stories/2020/08/integral-care-set-to-address-most-mental-health-emergency-calls-without-involving-apd/>

<sup>29</sup><https://www.americanprogress.org/issues/criminal-justice/reports/2020/10/28/492492/community-responder-model/>

<sup>30</sup><https://www.houstoncit.org/ccd/>

### *Ithaca Department of Community Solutions and Public Safety*

In February 2021, the Mayor of Ithaca, New York, proposed the creation of a new Department of Community Solutions and Public Safety that would replace the Ithaca Police Department.<sup>31</sup> This new department would include both armed officers and unarmed workers who focus on crime and neighborhood service. The department would work with a new alternative service provider that provides non-law enforcement crisis intervention and support. All current police officers would have to reapply to be employed by the new department.

The proposal is a part of the Ithaca Reimagining Public Safety Collaborative and a response to the New York State Governor's Executive Order mandating every police department in the state to submit a reform plan by April 1, 2021.<sup>32</sup>

The new Department of Community Solutions and Public Safety would be charged with implementing an alternative to the police response system and establishing a pilot program for non-emergency calls, implementing a culturally responsive training program that includes de-escalation techniques, and developing a comprehensive community healing plan.

Other initiatives proposed under this strategy include standardizing a data review process on traffic stops as well as consistent reviews of officers' body camera footage. Minor grievances would be outsourced to neighborhood mediation centers. Adolescent engagement support programs would be broadened in order to reach those at high risk of violence. The new personnel of the Department would be recruited from a more varied body of applicants as well to reflect the residents of the city in which they operate.<sup>33</sup>

In order to oversee the recommendations made by the Mayor and Ithaca Reimagining Public Safety Collaborative, the City of Ithaca has arranged for the creation of an operations hub known as the Community Justice Center (CJC). The CJC will have its own full-time staff including but not limited to a project manager and a data analyst. The CJC is set to give progress updates to the Tompkins County Legislature and the City of Ithaca Mayor to ensure each recommendation is properly addressed.<sup>34</sup>

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<sup>31</sup><https://www.gq.com/story/ithaca-mayor-svante-myrick-police-reform>

<sup>32</sup><https://www.governor.ny.gov/news/governor-cuomo-announces-new-guidance-police-reform-collaborative-reinvent-and-modernize>

<sup>33</sup><https://drive.google.com/drive/u/0/folders/1NTZ6j6WRze75m5fTuf-wC4BgC-1ddJnO>

<sup>34</sup>Id.

*Tiered Dispatch & Community  
Emergency Response Network*

NICJR has proposed a tiered dispatch system for CFS, a model that would include a robust, structured, and well-trained team of community responders

– a Community Emergency Response Network (CERN). Based on the type of CFS received, dispatch would deploy CERN and/or police according to the following tiered system:

**TIER 1: CERN dispatched only**

- Type of calls: non-criminal or low-level with no report of potential violence

**TIER 2: CERN lead, with officers present if needed**

- Type of calls: non-criminal with low potential of violence or low-level criminal

**TIER 3: Officers lead, with CERN present**

- Type of calls: low-to-moderate potential of violence; an arrest may be likely
- If officers arrive on scene and determine there is no need for an arrest and violence is unlikely, the officers step back and have CERN take the lead

**TIER 4: Officers only**

- Type of calls: serious and violent incidents; high likelihood of arrest

# Non-Law Enforcement Crime Reduction Strategies

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## *New York City Mayor's Action Plan (MAP) for Neighborhood Safety*

The Mayor's Action Plan for Neighborhood Safety (MAP) was launched in 2014 in fifteen New York City Housing Authority (NYCHA) properties. MAP was designed to foster productive dialogue between local residents and law enforcement agencies, address physical disorganization, and bolster pro-social community bonds. Disorganized neighborhoods are characterized by dense poverty, a lack of social mobility, and underdeveloped community connections. These factors contribute to circumstances that make a given neighborhood more vulnerable to crime and violence.<sup>35</sup> The 15 housing developments chosen for the program account for approximately 20 percent of violence in NYCHA housing.<sup>36</sup>

MAP's focal point is NeighborhoodStat, a process that allows local officials and residents to communicate directly with each other. Issues in each particular housing development are addressed in local meetings which involve multiple

stakeholders, including residents, community-based organizations, law enforcement, and government officials. NeighborhoodStat allows residents to have a say in the way New York City (NYC) allocates its public safety resources. The process is facilitated by a team of 15 community members who conduct polls and interviews to determine what the residents feel are the biggest issues in their neighborhoods. NeighborhoodStat also utilizes data analyses regarding employment, physical structure, access to resources, and other metrics into its recommendations in order to identify key areas of focus. At community meetings, this data and other benchmarks for performance are presented by community-based partners, allowing for full transparency. Residents and law enforcement also put forward their concerns and ideas. Once problems are pinpointed through meaningful dialogue, residents and NYC officials come together to generate solutions, which are then implemented by the Mayor's Office and assessed over time.<sup>37</sup>

Other initiatives MAP has undertaken include providing employment and life coaching services to youth who are at most risk for violence. MAP also focuses on addressing major chronic

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<sup>35</sup>[http://www.children.gov.on.ca/htdocs/English/professionals/oyap/roots/volume5/chapter04\\_social\\_disorganization.aspx](http://www.children.gov.on.ca/htdocs/English/professionals/oyap/roots/volume5/chapter04_social_disorganization.aspx)

<sup>36</sup><https://criminaljustice.cityofnewyork.us/programs/map/>

<sup>37</sup><https://www.americanprogress.org/issues/criminal-justice/reports/2019/10/02/475220/neighborhoodstat-strengthening-public-safety-community-empowerment/>

disease determinants, including low physical activity levels and nutrient-poor diets. Programs such as NYPD Anti-Violence basketball games and pop-up healthy food stands have been established. In addition, public infrastructure has been improved through enhanced lighting, green spaces, and park improvements.<sup>38</sup>

Early evaluations of MAP show promising results for a reduction in various crimes as well as increased perception of healthier neighborhoods. Significantly, misdemeanor offenses against individuals decreased in developments where residents expressed a positive change in their neighborhood's condition.<sup>39</sup> Furthermore, shootings in MAP sites decreased by 17.1 percent in 2015 and 2016 when compared with non-MAP sites.<sup>40</sup>

### *Domestic Violence*

Every year, an estimated 10 million people in the US experience domestic and family violence. Often a cycle of abuse is perpetuated in these situations, as experience with previous violence is a strong predictor for future abuse.<sup>41</sup> The financial expense of domestic and family violence is projected to be \$12

billion each year. In Berkeley, approximately 2,000 reports related to domestic violence are registered annually; the actual number of incidents is probably much higher.<sup>42</sup>

Domestic violence is a difficult and complex problem. Laws have been established that mandate arrests even for minor incidents; these same laws have generated a growing movement of survivors calling for non-enforcement responses. The challenges here are significant, as a lack of intervention can lead to serious injury and death, primarily of women and transgender women.

An additional complication in domestic violence work is the re-traumatization of survivors that occurs in the judicial system. When survivors of domestic violence endeavor to obtain recourse through the courts, they are often blamed for the abuse and undergo a disparagement of their character. Moreover, testimony is often given in an open court setting, which requires that a survivor recount the abuse they have undergone while simultaneously appearing composed in order to credibly convey their trauma, often in the presence of their abuser.<sup>43</sup> Reliving

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<sup>38</sup><https://criminaljustice.cityofnewyork.us/programs/map/>

<sup>39</sup>[https://johnjayrec.nyc/wp-content/uploads/2020/10/MAP\\_EvalUpdate06.pdf](https://johnjayrec.nyc/wp-content/uploads/2020/10/MAP_EvalUpdate06.pdf)

<sup>40</sup>[https://www1.nyc.gov/assets/operations/downloads/pdf/mmr2016/mayors\\_action\\_plan\\_for\\_neighborhood\\_safety.pdf](https://www1.nyc.gov/assets/operations/downloads/pdf/mmr2016/mayors_action_plan_for_neighborhood_safety.pdf)

<sup>41</sup><https://www.ncbi.nlm.nih.gov/books/NBK499891/>

<sup>42</sup>[https://www.cityofberkeley.info/uploadedFiles/Health\\_Human\\_Services/Level\\_3\\_-\\_General/dvfactsheet.pdf](https://www.cityofberkeley.info/uploadedFiles/Health_Human_Services/Level_3_-_General/dvfactsheet.pdf)

<sup>43</sup><https://www.seattletimes.com/opinion/a-justice-system-that-re-traumatizes-assault-survivors/>

one's trauma and facing an abuser can cause feelings of helplessness, anxiety, and PTSD to surface in the survivor. Unfortunately, re-traumatization often results in a major roadblock for survivors to pursue justice in domestic violence cases.<sup>44</sup>

There is a significant overlap in addressing domestic violence incidence and anti-poverty work, as intimate partner violence is correlated with devastating monetary effects on survivors who seek to leave their abusive situations. Interventions such as economic education and employment training can both reduce violence and provide critically necessary financial support.

Major domestic violence support programs implemented by the Centers for Disease Control (CDC) include STOP Sexual Violence (SV) and the Preventing Intimate Partner Violence (IPV).<sup>45</sup> According to the CDC, these strategies focus on promoting social norms that protect against violence; teaching skills to prevent SV; providing opportunities, both economic and social, to empower and support girls and women; creating protective environments; and supporting victims/survivors to reduce harms.

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<sup>44</sup><https://arizonalawreview.org/pdf/62-1/62arizlrev81.pdf>

<sup>45</sup><http://www.preventconnect.org/2019/08/addressing-poverty-to-prevent-violence/>

<sup>46</sup><https://www.cdc.gov/violenceprevention/pdf/ipv-technicalpackages.pdf>

Research indicates that IPV is most prevalent in adolescence and young adulthood and then begins to decline with age, demonstrating the critical importance of early prevention efforts.<sup>46</sup> Analyses of these financial support programs have demonstrated results including increased confidence for survivors as well as decreases in domestic assault incidences.<sup>47</sup>

Another area of focus has been to revisit the mandatory arrest policies for domestic violence calls in place in many jurisdictions.<sup>48</sup> Alternatives to this approach emphasize coordinated community response teams that maximize the role of community. An effective model integrates other providers, including faith leaders and the courts.<sup>49</sup>

### *Commercial Sexual Exploitation*

Sexual exploitation of minors has historically been difficult to adequately address. This is due to a plethora of factors, ranging from difficulty with identification of adolescents who experience sexual exploitation to a limited understanding of the various methods used to traffic children and the best approaches to engage the victims.<sup>50</sup> Too often, sexually exploited

<sup>47</sup><https://vawnet.org/material/economic-empowerment-domestic-violence-survivors>

<sup>48</sup><https://opdv.ny.gov/help/fss/part22.html>

<sup>49</sup><https://www.bwjp.org/our-work/topics/ccr-models.html>

<sup>50</sup><https://ojjdp.ojp.gov/mpg/literature-review/csec-sex-trafficking.pdf>

minors have faced arrest and incarceration instead of intervention and support.<sup>51</sup> More than one thousand children are arrested for “prostitution” annually. However, anywhere from 57,000 to 63,000 individuals are estimated to be involved in commercial sexual exploitation in the United States, a disproportionate number being youth of color.<sup>52</sup>

The Vera Institute has produced a screening procedure for service providers to follow when encountering an individual who could potentially be a survivor of sexual exploitation. Consisting of a thirty-subject questionnaire, the Trafficking Victim Identification Tool (TVIT), serves to aid in trafficking victim identification. Evaluations have proven that the tool has high accuracy and validity rates.<sup>53</sup> Health care providers, social workers, legal aid personnel, and others can use the screening tool to better identify those who have experienced commercial sexual exploitation.<sup>54</sup>

Many community-based organizations have established programs that outreach, support, and provide services to minors who have been sexually

exploited. It is critical that community-based service providers have the requisite training and education to provide appropriate services and interventions to this population who have experienced abuse, trauma, and exploitation. The training should be trauma-informed, and screeners should be focused on establishing trust with their clients.<sup>55</sup> Organizations like FAIR Girls (Washington, D.C.) and MISSEY (Oakland, CA) have initiatives that intervene directly with girls who have been exploited. At MISSEY, case workers engage at-risk youth in the Alameda County foster system and offer them support and services in the form of financial resources, life coaching, and housing.<sup>56</sup> In Washington DC, young girls that stayed at the FAIR Girls group home had a 58 percent higher likelihood of permanently withdrawing from commercial sexual exploitation when compared with those who were not provided housing.<sup>57</sup>

### *Traffic Enforcement*

Data from The Stanford Open Policing Project shows that Black men and women are stopped at a higher rate than white drivers and are more likely to be fatally shot during the course of that

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<sup>51</sup><https://www.washingtonpost.com/posteverything/wp/2014/12/05/child-prostitutes-arent-criminals-so-why-do-we-keep-putting-them-in-jail/>

<sup>52</sup><https://www.vera.org/publications/out-of-the-shadows-identification-of-victims-of-human-trafficking>

<sup>53</sup><https://www.vera.org/downloads/publications/human-trafficking-identification-tool-summary-v2.pdf>

<sup>54</sup><https://www.vera.org/publications/out-of-the-shadows-identification-of-victims-of-human-trafficking>

<sup>55</sup>Id.

<sup>56</sup><https://missey.org/foster-youth-program/>

<sup>57</sup><https://fairgirls.org/vida-home/>

traffic stop.<sup>58</sup> To significantly lessen the exposure of the general public to the police and instead address transportation violations without law enforcement involvement, a number of strategies have been employed: reallocation of certain traffic services to non-law enforcement organizations; the implementation of automation; and elimination of certain police responses.<sup>59</sup>

In the City of Berkeley, the Berkeley Police Department (BPD) performed approximately 11,000 traffic stops in 2019. Black people were stopped by BPD at a rate 4.3 times than their representative population in the City.<sup>60</sup> This disproportionate traffic enforcement highlights the need to change policies and practices regarding traffic stops.

Reducing the use of police officers in traffic enforcement is one potential solution; this approach can be greatly enabled by technology. Speeding and red-light violations are two areas that constitute a large portion of traffic enforcement. There are 19 states that allow speed cameras, and 21 states that allow red-light camera usage.<sup>61</sup> Implementing automatic speed citations

along with red-light cameras could allow for a reduction of up to 20 percent of police interactions. It is important to note that although this technology is successful at reducing the need for police, it can generate other issues such as enforcement problems and privacy concerns.<sup>62</sup>

As Berkeley is considering through the Berkeley Department of Transportation (BerKDOT) initiative, transferring traffic enforcement duties to an agency of unarmed staff can limit problematic police contact with motorists.

Another potential strategy is illustrated by a pilot program in Staten Island, New York, aimed at reducing the number of calls for service related to minor car accidents.<sup>63</sup> When a call comes in regarding a car accident, dispatch will determine if the accident is minor or serious enough to merit police response. If an accident is deemed to be minor, all individuals involved in the crash simply complete an accident report and then exchange contact and identification information.<sup>64</sup>

Lastly, ending pre-textual stops for minor traffic infractions, as proposed by the Berkeley Mayor's Fair and Impartial

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<sup>58</sup><https://openpolicing.stanford.edu/findings/>

<sup>59</sup><https://www.filesforprogress.org/memos/non-police-enforcement-of-civil-traffic-violations.pdf>

<sup>60</sup><https://sites.google.com/view/saferstreetsberkeley/home>

<sup>61</sup><https://www.ghsa.org/state-laws/issues/speed%20and%20red%20light%20cameras>

<sup>62</sup><https://www.governing.com/archive/gov-cities-hit-brakes-red-light-cameras.html>

<sup>63</sup><https://www.silive.com/news/2019/03/nypd-dont-call-911-for-crashes-without-injuries.html>

<sup>64</sup><https://abc7ny.com/traffic/nypd-rolls-out-pilot-program-wont-respond-to-every-accident/5205383/>



Policing Workgroup and approved by the City Council in March 2021, could significantly reduce traffic stops. This issue is addressed in more detail in the Policing section of this report.

### *Neighbor Disputes*

Police officers are frequently the first personnel called in when there is a dispute, even a minor one, between neighbors. These events can encompass a broad array of issues, from property damage, blocking a driveway, to noise complaints. Even if police do intervene, the solution is often only temporarily, rather than resolving the root problems that caused the conflict. Police response wastes time and resources and can lead to escalation and violence.<sup>65</sup> Furthermore, neighbor conflicts in low-income and communities of color have a higher likelihood of resulting in an arrest.<sup>66</sup>

Community mediation is a strategy that has proven to reduce police calls for service and decrease the burden on police for nuisance complaints. Several cities have implemented community medication programs to utilize non-enforcement options to resolve neighbor disputes. In areas where community mediation is prioritized,

neighborhood social ties are strengthened, and communities are more harmonious. Moreover, residents who participate in community mediation use less court and police resources. In a study analyzing mediation's effect in Baltimore, Maryland, for example, researchers found that community mediation for neighbor disputes decreased calls for service to the Baltimore Police Department. For a single mediation session, the Baltimore Police Department produced cost savings between \$208 and \$1,649. Among individuals who went through a mediation, the likelihood of arrest and prosecution was lower when compared to those who did not participate.<sup>67</sup>

Neighbor disputes can also be triaged through a 311 system. Priority is given to complaints based on frequency and the potential to escalate into violence. Outsourcing responses to neighborhood organizations and associations that can operate in conjunction with police officers can be valuable in order to promote a peaceful resolution to violent disputes. These organizations can also conduct sweeps through neighborhoods in order to gain valuable information regarding any disputes.<sup>68</sup>

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<sup>65</sup><https://mdmediation.org/wp-content/uploads/2019/10/Quantitative-Analysis.pdf>

<sup>66</sup>[https://mdmediation.org/wp-content/uploads/2019/10/Giving\\_Police\\_and\\_Courts\\_a\\_Break.pdf](https://mdmediation.org/wp-content/uploads/2019/10/Giving_Police_and_Courts_a_Break.pdf)

<sup>67</sup>Id.

<sup>68</sup>[https://popcenter.asu.edu/sites/default/files/2020-spi\\_spotlight\\_series-retailiatoryviolentdisputes\\_final.pdf](https://popcenter.asu.edu/sites/default/files/2020-spi_spotlight_series-retailiatoryviolentdisputes_final.pdf)

# Community Driven Violence Reduction Strategies

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Gun violence is a stubborn problem with sometimes unexplainable rises and falls in the rates of shootings in cities across the country. Violence is often concentrated in low-income neighborhoods, with Blacks and Latinos disproportionately experiencing the impacts. These 'hot spots' of violent crime experience a complex array of challenges, ranging from high rates of poverty and incarceration to poor quality education and a lack of trust in government institutions. Unfortunately, the effects of exposure to violence are widespread, affecting the health and development of not only those directly involved but also that of their families and communities. Even for those not directly impacted by gun violence, the [enormous financial costs](#) affect all taxpayers.

A small number of effective strategies highlighted in this report have however demonstrated success. When implemented with fidelity, these interventions have been successful at reducing violence, with many initiatives showing improvements in the first six to twelve months of implementation.

The four strategies highlighted below – 1) Group Violence Reduction Strategy (Ceasefire); 2) Hospital-Based Violence

Intervention; 3) Office of Neighborhood Safety/Advance Peace; and 4) Street Outreach – all incorporate similar best practices:

- Identifying and focusing on individuals, groups, and communities at the highest risk of being involved in violence;
- Employing Credible Messengers/community outreach workers to engage those individuals/ groups in a positive and trusting manner; and
- Providing ongoing services, supports, and opportunities to high-risk individuals.

These core elements are essential to the success of any violence intervention strategy.

## Group Violence Reduction Strategy

Group Violence Reduction Strategy (GVRS) is known by many other names: Ceasefire, Focused Deterrence, and Gun Violence Intervention. GVRS is a comprehensive strategy that utilizes a data-driven process to identify the individuals and groups at the highest risk of committing or being involved in gun violence and deploying effective interventions with these individuals. Initially developed in Boston, where it was referred to as the "Boston Miracle", GVRS has evolved as it has been implemented in cities including [Oakland](#) and Stockton, California, to include more

in-depth and intensive services and supports.<sup>69</sup>

GVRS has four core components: Data-driven identification of those individuals and groups at highest risk of gun violence; direct and respectful communication to those at high risk; intensive services, supports, and opportunities; and as a last resort, Focused Enforcement.

#### ***Identification of Program Participants***

GVRS employs a data-driven process to identify the individual and groups who are at the very highest risk of being involved in a shooting. This involves an initial Gun Violence Problem Analysis, which provides a thorough examination of the shootings and homicides in a city in the past two to three years in order to produce information about victim and suspect demographics, group conflicts in the area, prior history of violence, and general trends. The Problem Analysis provides a critical understanding of the dynamics of gun violence in a particular jurisdiction.

Due to the ever-evolving dynamics of gun violence, in addition to the detailed look back at gun violence, regular Shooting Reviews are also necessary. Shooting Reviews usually are weekly reviews by law enforcement and community violence intervention specialists (often these are two different

meetings) to review every shooting that has occurred in the past seven days and identify the shootings that have a likelihood of retaliation. For those shootings that have a likelihood of retaliation, the individuals who are likely to retaliate or be retaliated against are identified. For those who will not be arrested imminently, they are referred for intervention services.

#### ***Engagement: Direct and Respectful Communication***

Once high-risk individuals and groups are identified, the GVRS strategy requires immediate engagement. This engagement involves direct and respectful communication to inform identified individuals of their risk and offering them services. There are two primary formats for these discussions: Group meetings, referred to as “Call-Ins” and individual meetings, sometimes referred to as “Customized Notifications”. At Call-Ins, the recently identified very high risk individuals are invited to attend a meeting with community leaders, law enforcement officials, formerly incarcerated individuals, survivors of violence, and service providers. All of these different stakeholders deliver the same message in their own way: based on your risk factors, you are at very high risk of being shot or being arrested for a shooting; the violence needs to end and we will do all we can to achieve that; we care about

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<sup>69</sup><https://www.theguardian.com/cities/2018/dec/06/bostons-miracle-how-free-nappies-and-a-little-mentoring-are-curbing>

you; we want to offer you real and intensive services if you are interested. Treating the participants with dignity at a safe, neutral location is essential to a successful Call-In. Custom Notifications convey similar messages about the risk of violence and the availability of services. However, Custom Notifications are individual meetings where a high-ranking police officer and a community leader directly make contact with an individual at their home or community. Custom Notifications are frequently employed when the risk of violence is imminent or when individuals are unable to attend group meetings.

### ***Provision of Services***

Subsequent to a Call-In or a Custom Notification, individuals identified as being at very high risk of gun violence are directly connected to available services, supports, and opportunities. The first and primary service is a positive and trusting relationship with a Life Coach or Violence Intervention worker, someone with similar lived experiences as the people they are serving. These individuals are often known as Credible Messengers. The Life Coach or Intervention Worker is an intensive and personal relationship – which is the most important aspect of the services. Unlike service brokering based case management, contact between the Life Coach and the client must be frequent, flexible, consistent, and on-going for a long period of time. Life Coaches should have daily communication with every client on their

caseload, see each client in person 3-4 times per week, work with clients for at least six months but preferably 18 months, and develop a positive and trusting relationship. Once an initial rapport is established, Life Coaches then work with each client to develop a Life Plan. Life Plans include short and long-term target goals, desired outcomes, specific referrals to services/supports for the client, and specific educational resources regarding violence.

Though a client may need and want a particular service or resource, i.e., job placement or housing, the most important and potent aspect of the engagement is the relationship between the Life Coach and the client. Once a positive and trusting relationship is established, the Life Coach can gain influence with the client and use that influence to help the client make better decisions, leading to improved outcomes.

In Oakland's GVRs, clients are also eligible to receive monthly, modest financial incentive stipends for achieving certain milestones. Through two of the primary community based organizations that are contracted by the City of Oakland's Department of Violence Prevention to provide Intensive Life Coaches to GVRs clients – Community and Youth Outreach (CYO) and The Mentoring Center – they are also offered weekly cognitive behavioral therapy (CBT) sessions to help clients

improve their decision making. CYO partners with NICJR to provide the innovative [Healthy, Wealthy, and Wise](#) CBT program.

### ***Focused Enforcement***

One of the overt goals of GVRS is to reduce the footprint of police by focusing enforcement on serious and violent crime, which officers spend a very small portion of their time on. Police departments are encouraged to forgo enforcement of minor infractions or engage in saturation or “scorched earth” tactics that are both ineffective and cause further distrust between communities and police.

For those individuals and groups who do not respond to the GVRS message and continue to engage in violence, there is follow-up supervision and focused enforcement by police, probation, parole, and prosecutors. Because a chief priority of the GVRS is elective agreement, these enforcement options are clearly communicated to high-risk individuals up front and are only instituted once violence occurs.<sup>70</sup> What this means in practical terms is that a GVRS client is not penalized for simply deciding to not participate in services. Enforcement comes as a last resort only

after someone has committed an act of violence.

### ***Current Programs and Evaluations***

The implementation of GVRS strategies typically results in a significant reduction in community-wide levels of homicides as well as nonfatal shootings. Positive results are magnified when the strategy is instituted in relation to a specific, highly victimized demographic. In Boston, Massachusetts, for example, where Operation Ceasefire was instituted with a specific focus on youth, a 63 percent reduction in the number of youth homicides was achieved.<sup>71</sup> Other cities that have implemented GVRS-type programs have experienced similar results.<sup>72</sup>

Oakland’s GVRS, which was launched at the end of 2012, and concentrated on high-risk individuals likely to be involved in violence, resulted in six consecutive years of reductions in shootings and homicides culminating in a 49 percent reduction in fatal and non-fatal shootings.<sup>73</sup> Toward the end of March 2020, before Covid-19 shelter in place restrictions were imposed, homicides were down by 38 year to date from 2019. Had Oakland maintained that low rate, it would have achieved the lowest

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<sup>70</sup><https://nicjr.org/wp-content/uploads/2018/02/Oakland's-Successful-Gun-Violence-Reduction-Strategy-NICJR-Jan-2018.pdf>

<sup>71</sup>[https://nnscommunities.org/wp-content/uploads/2017/10/LE\\_Case\\_Studies.pdf](https://nnscommunities.org/wp-content/uploads/2017/10/LE_Case_Studies.pdf)

<sup>72</sup><https://nnscommunities.org/our-work/faqs/#7>

<sup>73</sup><https://cao-94612.s3.amazonaws.com/documents/Oakland-Ceasefire-Evaluation-Final-Report-May-2019.pdf>

murder rate in the city's history. But like nearly every city in the country, Oakland experienced a spike in shootings and

homicides once the Covid restrictions caused outreach and services to cease operation.



### Hospital-Based Violence Intervention Programs (HVIPs)

Hospital-Based Violence Intervention Programs (HVIP), view violence through a public health-centered lens. Analogous to the spread of an illness, violence has been shown to proliferate with increased proximity and exposure to others.<sup>74</sup> That is, contact with violence itself increases the probability that those exposed will be directly involved in violence themselves.<sup>75</sup>

### Identification of Program Participants

Under the HVIP model, the physical location of a trauma center or emergency room is seen as valuable in the fight against violence. One of the major risk factors for future violence is a history of previous violence. Due to this, hospital workers pinpoint patients that are at highest likelihood for repeat injuries. This is done through initial intake screenings by hospital staff that test for previous trauma and linked effects such as PTSD, as well as

<sup>74</sup><https://www.cdc.gov/injury/wisqars/fatal.htm>  
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<sup>75</sup><https://www.ncbi.nlm.nih.gov/books/NBK207245/>

discharge screenings.<sup>76</sup> Although all HVIP programs employ a screening strategy, there is no standard protocol for assessing patient risk.<sup>77</sup>

### ***Engagement Strategy***

HVIPs make use of the distinct cross-section of time—known as a “teachable moment”—in which after an injury an individual is open to making changes in their behavior and circumstances. During this time period, specialized hospital staff and community-based partners come together in support of the patient in order to diminish the chance of retaliation and further violence. HVIPs are especially important right now in the fight against violence, as injury recidivism rates have been shown to be as high as 60 percent in certain areas.<sup>78</sup>

Many individuals are often entrenched in a cycle of violence that is nearly impossible to escape. Research has found that in these cases, a lack of social support and connections to the community were the largest drivers of the spread of violence.<sup>79</sup> HVIPs work to address these health determinants by connecting each patient with a highly trained Intervention Specialist. These professionals quickly engage the individual and their family by gaining

their trust in the hospital setting.<sup>80</sup> The most successful Intervention Specialists not only possess robust interpersonal skills and demonstrate cultural competence, but also reflect the diversity of their clients and the communities from which they originate.

### ***Provision of Services***

Once this initial bond is created, Intervention Specialists construct a comprehensive plan with their clients to spur on meaningful change. This plan includes non-violent crisis management methods, counseling for both the client and their family, information on risks and outcomes associated with violence, as well as access to community services including employment assistance, mentoring, education, and court assistance. Consultation with family and health providers is necessary to develop a plan that is feasible and trauma-informed. It is important to note that the plan can change, depending on what is best for the client. Ongoing management and follow-up with the client and their family for up to two years is necessary in order to attain long-term reductions in violence.<sup>81</sup>

### ***Current Programs and Evaluations***

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<sup>76</sup><https://static1.squarespace.com/static/5d6f61730a2b610001135b79/t/5d83c0d9056f4d4cbdb9acd9/1568915699707/NNHVIP+White+Paper.pdf>

<sup>77</sup><https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5647140/>

<sup>78</sup>[https://journals.lww.com/jtrauma/Abstract/2020/08000/Recidivism\\_rates\\_following\\_firearm\\_injury\\_as.17.aspx](https://journals.lww.com/jtrauma/Abstract/2020/08000/Recidivism_rates_following_firearm_injury_as.17.aspx)

<sup>79</sup><https://nyaspubs.onlinelibrary.wiley.com/doi/10.1111/j.1749-6632.2009.05333.x>

<sup>80</sup><https://www.thehavi.org/what-is-an-hvip>

<sup>81</sup><https://www.nationalgangcenter.gov/spt/Programs/4186>

Analyses of HVIP programs have demonstrated considerable success, as evidenced by substantial reductions in repeat hospitalizations, an increase in employment rates for those involved in the programs, and cost savings from reduced injuries.

Caught in the Crossfire, an HVIP program based in Oakland, CA, is among the original HVIPs in the country. Through the use of Intervention Specialists who connect with injured youth at Oakland's Highland Hospital, Caught in the Crossfire resulted in a 70 percent lower probability of re-arrest six months after injury in an evaluation conducted in 2004.<sup>82</sup> Due to its robust success, the model has been recreated in a multitude of cities.

Baltimore's Hospital-Based Violence Intervention Program (VIP) also demonstrated similar benefits in re-arrest numbers during a 3-year evaluation completed in 2000. With violence being the leading cause of mortality for youth in Baltimore, the VIP program uses risk factors to pinpoint patients who fit the intervention criteria.<sup>83</sup> This evaluation illustrates that individuals involved in the program had lower rates of both re-arrest, conviction, and subsequent incarceration.<sup>84</sup> VIP has

been a cost-effective intervention with positive outcomes. As such, VIP has plans to expand, with 7 more hospitals in the area committing to the program.

Abundant evidence has established that a decrease in the incidence of repeat injury would result in large monetary savings. The typical HVIP intervention would generate savings in health care damages, criminal justice expenses, and lost productivity costs. Studies project those estimated savings could be in excess of \$3.9 million annually per average HVIP.<sup>85</sup>

Although more comprehensive research is necessary on the long-term outcomes of HVIPs, it is evident that they are critical in the effort to address interpersonal violence in communities. By reexamining violence as a public health issue, we have the potential to truly invest in communities.

### Office of Neighborhood Safety/ Advance Peace

In 2007, the City of Richmond, CA launched the Office of Neighborhood Safety (ONS), amid escalating homicide rates and increasing numbers of firearm cases. Prior to the establishment of the ONS, the Richmond City Council

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<sup>82</sup>Id.

<sup>83</sup><https://www.dchealthmatters.org/promiseppractice/index/view?pid=3743>

<sup>84</sup>[https://journals.lww.com/jtrauma/Abstract/2020/08000/Recidivism\\_rates\\_following\\_firearm\\_injury\\_as.17.aspx](https://journals.lww.com/jtrauma/Abstract/2020/08000/Recidivism_rates_following_firearm_injury_as.17.aspx)

<sup>85</sup>[https://www.researchgate.net/publication/266785304\\_A\\_Cost-Benefit\\_Analysis\\_Simulation\\_of\\_a\\_Hospital-Based\\_Violence\\_Intervention\\_Program](https://www.researchgate.net/publication/266785304_A_Cost-Benefit_Analysis_Simulation_of_a_Hospital-Based_Violence_Intervention_Program)



analyzed violence in Richmond and found that gun violence disproportionately affected Black men aged 18-24, with that population constituting 73 percent of homicide fatalities.<sup>86</sup> This finding served as the basis for the creation of the Office of Neighborhood Safety; its main focus is achieving tangible reductions in firearm-related assaults and deaths and the subsequent founding of Advance Peace, a non-profit organization that replicates the ONS' Peacemaker Fellowship in cities across the county.

This goal is achieved through the implementation of strategic partnerships and interventions that strengthen neighborhood ties and promote community welfare. ONS works to provide resources including life skills training and mentoring to individuals who are at greatest risk of being involved in a gun violence incident. Currently, ONS assists 250+ individuals annually.

The ONS is composed of nine staff members including an Executive Director, four Neighborhood Change Agents (NCAs), and two Senior Peacekeepers.

#### ***Identification of Program Participants***

The ONS employs a data-driven approach in identification of individuals at highest risk. Leveraging their

relationships in the community, NCAs conduct daily sweeps of their communities, an effort that provides a continuous flow of critical information that informs staff response. Staff are able to gather information regarding those individuals that are most prone to violence, current conflicts or family issues that may result in violence, and other information that is used to directly inform subsequent intervention activity.

In addition, ONS obtains data from the Richmond Police Department (RPD). This is facilitated through a police officer that serves as a liaison between RPD and ONS. This officer supplies ONS with homicide data each month, which includes demographic information. There is no information given from ONS to RPD whatsoever.<sup>87</sup> This assists ONS to identify those individuals at highest risk based on the data from law enforcement.

#### ***Provision of Services***

ONS's main program is the Peacemaker Fellowship.® The Peacemaker Fellowship interrupts gun violence by providing transformational opportunities to young men involved in lethal firearm offenses and placing them in a high-touch, personalized fellowship. By working with and supporting a targeted group of individuals at the core of gun hostilities, the Peacemaker Fellowship bridges the gap between anti-violence

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<sup>86</sup>[https://www.evidentchange.org/sites/default/files/publication\\_pdf/ons-process-evaluation.pdf](https://www.evidentchange.org/sites/default/files/publication_pdf/ons-process-evaluation.pdf)

<sup>87</sup> Id.

programming and a hard-to-reach population at the center of violence in urban areas, thus breaking the cycle of gun hostilities and altering the trajectory of these men's lives. The Peacemaker Fellowship works with both public and community-based stakeholders to establish responsive community-driven strategies that achieve high-impact outcomes for those caught in the cycle of urban gun violence.

The Fellowship provides life coaching, mentoring, connection to needed services and cultural and educational excursions, known as Transformative Travel, to those deemed to be the very most dangerous individuals in the city. Fellows travel across the country and to several international destinations. Fellows can also receive significant financial incentives for participation and positive behavior as a gateway to developing intrinsic motivation that arises from internal and not external rewards.

The Seven Touch Points in the ONS/Advance Peace Peacemaker Fellowship include:

- Daily in-person check ins

- Development of LifeMAP and goals
- Social services navigation
- Transformative Travel
- Elders Circle (CBT)
- Internship Opportunities
- LifeMAP milestone allowance (monthly stipends)

### *Current Programs and Evaluations*

Since the establishment of the ONS, Richmond has experienced a substantial decrease in violence. Firearm-related homicides have declined in Richmond by more than 70 percent. With respect to those individuals enrolled in the Peacemaker Fellowship program within ONS, 77 percent have not been involved in any gun violence activity.<sup>88</sup>

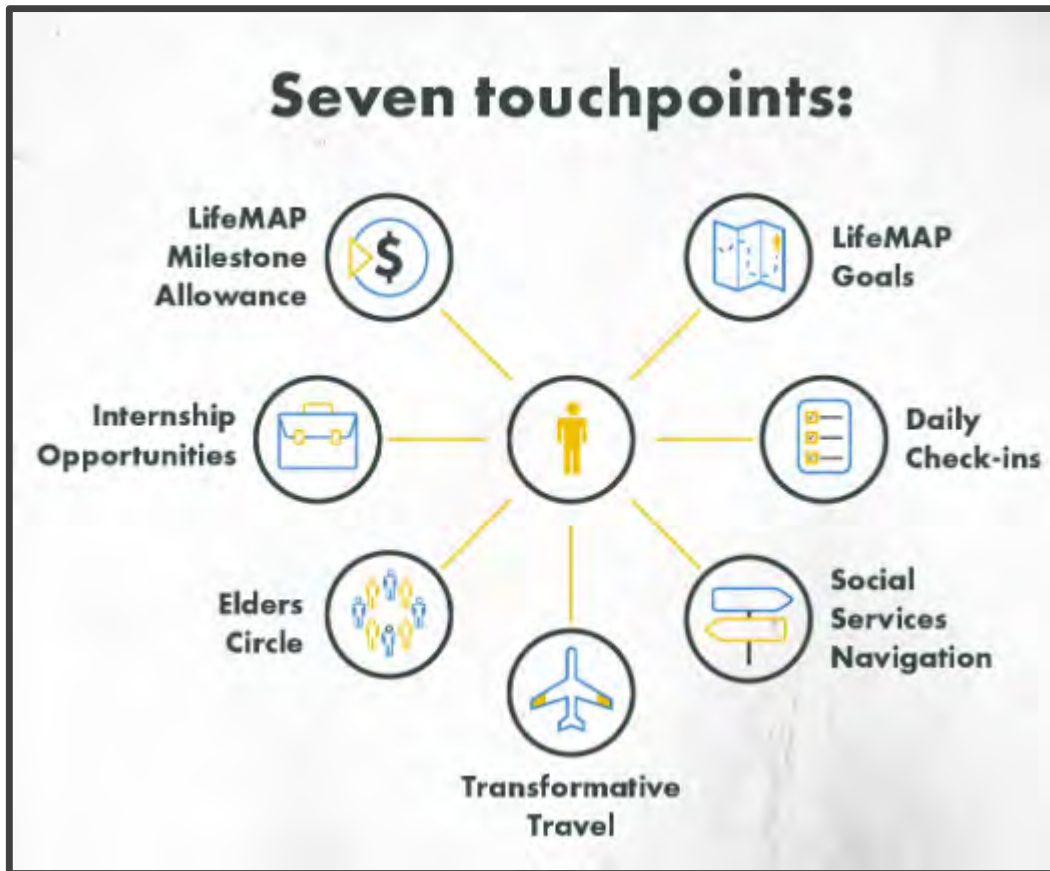
Advance Peace has replicated the Peacemaker Fellowship in the cities of Stockton and Sacramento, CA and Fort Wayne, TX. Advance Peace is also working with the cities of Fresno, New York City, and several others to launch Peacemaker Fellowship programs there.

Initial evaluations of the Advance Peace programs in Stockton and Sacramento have shown very promising outcomes.<sup>89</sup>

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<sup>88</sup><https://www.advancepeace.org/about/the-solution/>

<sup>89</sup><https://www.advancepeace.org/about/learning-evaluation-impact/>



### Street Outreach

Referred to by a variety of names and long seen as the primary entry point for violence reduction programs, Street Outreach can be an effective intervention when implemented correctly. A number of organizations and programs throughout the country have successfully operated Street Outreach initiatives, including [Urban Peace Initiative](#) in Los Angeles, who also provide a Street Outreach training academy; the [Newark Community Street Team](#); and the [Professional Community Intervention Training Institute](#).

Popularized by the documentary *Interrupters*, the Cure Violence Epidemic

Control Model was created in Chicago to provide Street Outreach and violence interruption through a public health approach. This model utilizes the main components that are currently used to control outbreaks of epidemic disease to address violence, namely uncovering and breaking up transmission, pinpointing those with the highest risk of infection, and reforming local norms.

#### *Identification of Program Participants*

Street Outreach programs are designed to address the manner in which violence spreads from person to person. Studies show that those who have been continually in contact with violence can

be thirty times more likely to commit a violent act in the future.<sup>90</sup> Moreover, violence often has ripple effects in the community, whether it be in the form of retaliation or further escalation of conflict.<sup>91</sup>

Because of this pattern in violence, Street Outreach programs recognize potentially lethal conflicts in the community by utilizing trained Violence Interrupters. A system is devised and maintained for collecting and verifying homicide and injury data from the community. This data includes prior history of homicides and injuries, hot spots of violence, neighborhood affiliations, etc. These Violence Interrupters also identify ongoing conflicts by speaking to key members of the community about ongoing disputes. Information regarding arrests, prison releases, and prior criminal history are also utilized to pinpoint violent outbreaks.<sup>92</sup>

### ***Engagement and Services Strategy***

Engagement is primarily facilitated by the work of trained Violence Interrupters that engage the community through meaningful dialogue. Following a shooting, these individuals immediately operate in the community and at hospitals to pacify heightened emotions

and prevent retaliations. This involves coordination with local groups and business owners to hold constructive dialogue around community violence and the appropriate actions to take in response. Events are then organized by Violence Interrupters to promote a change in overall neighborhood attitudes towards violence. This enables the de-normalization of long-standing attitudes around violence by way of constant community engagement and input.<sup>93</sup> Events include community education initiatives, gun buyback projects, and sports programming. The main focus on these events is to provide a safe space in the community when violence is at an all-time high.<sup>94</sup>

It is important to note that some applications of this model incorporate collaboration with HVIPs to help aid in the identification of high-risk individuals.<sup>95</sup>

### ***Current Programs and Evaluations***

Street Outreach programs have been rigorously evaluated by numerous independent think-tanks, with strong, statistically significant outcomes observed in most analyses. Reductions in shooting have ranged from 40 to 70 percent, with some cities even able to maintain multiple years without any

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<sup>90</sup><https://1vp6u534z5kr2qmr0w11t7ub-wpengine.netdna-ssl.com/wp-content/uploads/2019/09/Infographic-Top-10-v1.pdf>

<sup>91</sup><https://www.lagryd.org/mission-comprehensive-strategy>

<sup>92</sup><https://cvg.org/what-we-do/>

<sup>93</sup>Id.

<sup>94</sup><https://www.lagryd.org/summer-night-lights>

<sup>95</sup><https://johnjayrec.nyc/2020/11/09/av2020/>

shootings at all. Analyses have also shown a large ROI (return on investment) associated with investment in this model: anywhere from \$3,500-\$4,500 is saved for every act of violence stopped.<sup>96</sup> Apart from these tangible results, supplementary benefits in the form of increased employment rates and more faith in law enforcement personnel are also realized.<sup>33</sup>

The City of Los Angeles established the Mayor's Office of Gang Reduction and Youth Development (GRYD) in 2007 in order to effectively incorporate Street Outreach into Los Angeles' violence reduction strategy. GRYD's initiatives include intervening in violent situations and proactively promoting communication between various groups through the use of the "triangle protocol," which helps determine appropriate responses to a crisis.<sup>97,98</sup> This protocol is the main pathway in which information is facilitated between three main stakeholders: the Los Angeles Police Department, GRYD coordinators, and community programs. Ultimately, the collected information assists GRYD to properly respond to violent shootings.

After launching in 2010, New York City's Cure Violence program demonstrated strong success, with a 63 percent reduction in shooting incidents.<sup>99</sup> Radical transformation in neighborhood attitudes towards the use of violence also occurred, as reflected in community surveys.<sup>100</sup> This shift in norms illustrates a decrease in the willingness of community members to turn to and allow violence as a means of dispute resolution.

Street Outreach programs that simply canvass high crime neighborhoods without any focus on very high-risk individuals or don't have structured, intensive follow-up, have proven to be ineffective. In a meta-analysis of Street Outreach evaluations, a John Jay College study noted: "The most promising outcomes result when streetwork programs focus their efforts on the small networks of people at highest risk for violent victimization and offending—rather than on narrow geographic areas, such as the neighborhoods with high rates of violence."<sup>101</sup>

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<sup>96</sup><https://cvg.org/wp-content/uploads/2020/03/2020.03.05-US-Handout.pdf>

<sup>97</sup><https://www.lagryd.org/mission-comprehensive-strategy>

<sup>98</sup><https://nnscommunities.org/wp-content/uploads/2014/04/NNSC-streetwork-final-2.pdf>

<sup>99</sup><http://www.cureviolence.org/results/scientific-evaluations/nyc-evaluation-johnjay/>

<sup>100</sup><https://johnjayrec.nyc/2017/10/02/cvinsobronxeastny/>

<sup>101</sup><https://nnscommunities.org/wp-content/uploads/2014/04/NNSC-streetwork-final-2.pdf>

## Policing Strategies

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The following strategies have shown to be effective in reducing crime, resolving incidents, and improving the quality of policing without a focus on heavy-handed enforcement.

### ***SARA Problem Solving Model***

The Scanning, Analysis, Response, and Assessment (SARA) model was created in Virginia in 1987 to facilitate the problem-oriented policing procedure.<sup>102</sup>

The cornerstone of this model is a priority on outcomes; the model outlines four steps that are necessary for a proper police response to problems within their jurisdictions. To ensure proper implementation, a significant facet of this method is that officers must be ready to build trust between the community and the police department through the growth of interpersonal relationships.<sup>103</sup>

*Scanning.* This step consists of pinpointing and then triaging repeated issues that necessitate a response from the police department.<sup>104</sup> Frequent problems that occur in the community should be given priority. Relevant outcomes of the problem should be matched to their corresponding cause.

The police department's ability to significantly affect that outcome should also be studied. For instance, examining which properties in a given area have the highest number of calls for service in a year or given time period is an important initial step in the SARA model.

*Analysis.* Here, law enforcement officers examine the root causes of the issue, community sentiment regarding the problem, and gather needed contextual data.<sup>48</sup> This step also involves assessing the status quo response to the problem and identifying the shortcomings of that strategy. Ultimately, the cause of the problem and potential solutions are determined during this phase.

*Response.* Officers utilize collected data to ascertain potential intervention strategies. When determining strategies, a thorough review of implemented interventions in different areas with comparable issues is critical. Once a strategy is selected, clear goals must also be established. Execution of the chosen plan is the last part of this step.

*Assess.* After a plan is implemented and officers have attempted to address a problem, the police department must analyze the efficacy of their strategy.

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<sup>102</sup>[https://www.researchgate.net/publication/297556988\\_Police\\_innovation\\_Contrasting\\_perspectives](https://www.researchgate.net/publication/297556988_Police_innovation_Contrasting_perspectives)

<sup>103</sup><https://movementforward.org/a-look-inside-strategies-contributing-towards-community-policing-sara-model/>

<sup>104</sup><https://www.evidence-basedpolicing.org/refresher-sara-model-and-problem-oriented-policing/>

Continued evaluation of the intervention is necessary to guarantee lasting success. Alternatives or additions to the strategy are considered as well. This is often a step overlooked or undervalued in police departments.<sup>105</sup>

Many police departments have incorporated the SARA model into their interventions. In San Diego, the police department reported that a trolley station was the location of gang fights, violent crimes, and narcotic activity. A squad of officers collected information to show the local transit board that the design of the station contributed to crime. Based on the information provided by the officers, the transit board agreed to provide funds to redesign the station.<sup>106</sup>

### ***Ethical Policing Is Courageous (EPIC)***

The EPIC program is a peer-to-peer intervention strategy that was created by the police department in New Orleans, Louisiana in 2016. EPIC involves training officers to be accountable to each other and intervene before an unlawful act takes place, irrespective of hierarchy. This initiative aims to alter the culture surrounding policing in order to limit police misbehavior and promote a collaborative environment.<sup>107</sup>

The EPIC program is founded on active bystandership psychology, which explains that active bystanders intercede when they are made aware of problematic behavior. EPIC training allows officers to overcome factors that may prevent them from intervening. These factors include a lack of confidence in their skills to deescalate a situation, uneasiness about potential retribution, and worry about breaking an unwritten code of silence.<sup>108</sup>

Leadership in police departments who participate in the EPIC program must be committed to changing their organizational culture. Police departments implementing EPIC must provide education, training, and on-going learning and support to officers for the initiative to be successful. EPIC can also integrate with other initiatives to boost officer well-being, including counseling and trauma assistance as well as stress reduction education.<sup>109</sup>

Data has shown that police departments where EPIC programs have been implemented have better community relations, lower rates of misconduct, and lower rates of public grievances. The majority of the feedback from New Orleans police officers has also been

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<sup>105</sup><https://movementforward.org/a-look-inside-strategies-contributing-towards-community-policing-sara-model/>

<sup>106</sup><https://www.sandiego.gov/department/problem-oriented-policing>

<sup>107</sup><http://epic.nola.gov/home/>

<sup>108</sup><http://epic.nola.gov/epic/media/Assets/EPIC-Overview.pdf>

<sup>109</sup>Id.

positive.<sup>110</sup> Moreover, there is strong research that peer intervention is effective when successful strategies for interceding are provided.<sup>111</sup>

### ***Project Active Bystandership for Law Enforcement (ABLE)***

Project ABLE is a joint effort between the Georgetown Innovative Policing Program and the Sheppard Mullin law firm to train officers to be able to properly intervene in a crisis situation and promote a policing atmosphere that reinforces peer intervention. Project ABLE is based on the principles of the New Orleans EPIC Peer Intervention Program and curriculum created by Dr. Ervin Staub for California law enforcement. Through Georgetown, law enforcement agencies are able to receive training in Project ABLE along with a host of other resources to assist them in advancing their own bystandership strategies.<sup>112,113</sup> The training consists of a minimum of a one-time eight hour ABLE-specific training along with a minimum of two hours of annual refresher training.<sup>114</sup> All of these resources are provided to law enforcement agencies free of charge.

Project ABLE's aim is to reduce police misconduct and errors and assist in improving officer health and well-being. In order to prevent any retaliation from occurring to those officers who intervene, police departments must implement stringent anti-retaliation guidelines. Since its inception, over 70 police departments have enlisted in Project ABLE.<sup>115</sup>

Research has shown that there are many advantages to the implementation of significant bystander training. This is critical because most police departments have a culture that dissuades officers from intervening when they see problematic behaviors.<sup>116</sup> Identified benefits include a decrease in violence to civilians, a decrease in violence to police officers, enhanced relationships between community residents and the police officers, and growth in officer well-being.<sup>117</sup> Evidence also suggests a strong correlation between departments that maintain robust duty to intervene protocols and decreased rates of police deaths per capita.

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<sup>110</sup><https://www.apa.org/monitor/2017/10/polic-e-misconduct>

<sup>111</sup><https://epic.nola.gov/epic/media/Assets/Aronie-Lopez,-Keeping-Each-Other-Safe.pdf>

<sup>112</sup><https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/>

<sup>113</sup><https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/our-mission/>

<sup>114</sup><https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/able-program-standards/>

<sup>115</sup><https://www.wsj.com/articles/nypd-officers-to-get-training-on-speaking-up-against-bad-policing-11611838809>

<sup>116</sup>[https://assets.foleon.com/eu-west-2/uploads-7e3kk3/41697/pdf\\_-\\_duty\\_to\\_intervene.6e39a04b07b6.pdf](https://assets.foleon.com/eu-west-2/uploads-7e3kk3/41697/pdf_-_duty_to_intervene.6e39a04b07b6.pdf)

<sup>117</sup><https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/able-program-standards/>



### ***Community Safety Partnership (Watts)***

Established in November 2011, the Community Safety Partnership (CSP) is a joint effort between the Los Angeles Police Department (LAPD), the Housing Authority of the City of LA (HACLA), and local residents.<sup>118</sup> The program was created in order to address the high violence levels in housing developments in the Watts area and offer residents there supports and services. The broader goal of the CSP is to implement “relationship-based policing.” This process involves police officers creating legitimate relationships with residents of their precinct in order to meaningfully benefit community wellness for the long-term.<sup>119</sup> One of the major stakeholders in the project is the Watts Gang Task Force, a team of neighborhood residents, local faith leaders, and other community-based organizations.

Along with high violence rates, the community was also grappling with concentrated poverty, low education

quality, and deteriorating physical infrastructure. Community engagement initiatives the CSP implemented in response include a football team coached by police officers, Fun Runs, health fairs, and organized walks for residents to interact with officers in a non-confrontational setting.<sup>120, 121</sup>

In 2020, the CSP Bureau was formed within LAPD to expand the work that was achieved in Watts citywide. The LAPD also consolidated CSP programs creating a centralized point of contact and engagement for the community. The main objectives of the CSP Bureau were to serve as a resource for officer--community interaction and promotion of neighborhood safety.<sup>122</sup>

The CSP Bureau is also responsible for certifying and training officers for 5-year terms. CSP officers undergo over 100 hours of education from the nonprofit Urban Peace Institute. The training centers on cultural competency, de-escalation skills, and understanding community data.<sup>123</sup>

Originally formed for one housing site, CSP has spread to ten additional

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<sup>118</sup><https://www.lamayor.org/mayor-garcetti-announces-new-expansion-community-safety-partnership>

<sup>119</sup><https://static1.squarespace.com/static/55b673c0e4b0cf84699bdffb/t/5a1890acec212d9bd3b8f52d/1511559341778/President%27s+Task+Force+CSP+Policy+Brief+FINAL+02-27-15updated.pdf>

<sup>120</sup><https://lasentinel.net/hundreds-of-south-la-residents-attend-launch-of-community-safety-partnership-in-harvard-park.html>

<sup>121</sup><https://empowerla.org/lapds-community-relationship-division/>

<sup>122</sup><https://www.lamayor.org/mayor-garcetti-announces-creation-lapd-community-safety-partnership-bureau>

<sup>123</sup><https://static1.squarespace.com/static/55b673c0e4b0cf84699bdffb/t/5a1890acec212d9bd3b8f52d/1511559341778/President%27s+Task+Force+CSP+Policy+Brief+FINAL+02-27-15updated.pdf>

developments. In 2017, the program was broadened to the Harvard Park area due to its efficacy. During the initial three years after the CSP's formation, both violent offenses and arrest rates decreased by over 50 percent in the Watts housing developments. One Watts location even had three consecutive years without a homicide. Residents of these Watts developments have even reported increased perceptions of safety along with greater trust in the police.<sup>124</sup> An evaluation of CSP by UCLA found that this effort reduced crime, arrest rates, and use of force grievances from residents.<sup>125</sup>

### ***Focused Deterrence***

Focused Deterrence strategies involve the communication of risks, ramifications, and avenues of support to individuals involved in gun violence. This strategy is based on the fact that a very small number of people are responsible for a large portion of gun violence.

One of the most prominent implementations of focused deterrence is Boston, Massachusetts's Operation Ceasefire. Experiencing an increase in violence, Boston police identified and communicated with individuals and groups that were pinpointed as most at risk of engaging in violence.<sup>126</sup> Boston police also partnered with the Boston Ten Point Coalition, a group of faith and

community leaders, in order to provide support and services to these targeted individuals and groups. Oakland has also implemented a version of Focused Deterrence that is profiled in the Gun Violence Reduction section of this report.

Focused Deterrence strategies are often tailored to the location in which they are being implemented. Project Safe Neighborhoods in Lowell, Massachusetts, instituted this strategy in areas of high crime. Lowell dealt with a significant Asian gang presence largely comprising youth involved in illicit gambling operations. In order to address the youth violence, the City of Lowell worked with older Asian males in charge of the gambling. The older Asians intervened in youth violence in order to prevent their gambling enterprise from being destroyed. Lowell experienced a major decline in adolescent violence following the implementation of this Focused Deterrence strategy.<sup>127</sup>

After Ceasefire was implemented in Boston, evaluations found a 63 percent drop in youth homicides and a 32 percent decline in calls for service

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<sup>124</sup>Id.

<sup>125</sup><https://www.lamayor.org/mayor-garcetti-announces-creation-lapd-community-safety-partnership-bureau>

<sup>126</sup><https://cebcp.org/evidence-based-policing/what-works-in-policing/research-evidence-review/focused-deterrence/>

<sup>127</sup>Id.

related to gun violence.<sup>128</sup> A meta-analysis of several Focused Deterrence strategies found steady reductions in violent crime of up to 60 percent, particularly for group and gang related violence.<sup>129</sup>

### ***Elimination of Pretextual Stops***

Pretextual or pretext traffic stops occur when police officers stop a driver for a minor violation, like vehicle equipment failure, and then try to leverage that opportunity to find evidence of a more significant crime. A recent evaluation of 100 million traffic encounters demonstrated that Black and Latino drivers experience higher rates of pretextual stops and searches.<sup>130</sup> However, most of these stops do not actually yield any contraband or weapons.<sup>131</sup> Because the nature of pretextual stops relies heavily on officer discretion, there is high likelihood that implicit racial biases come into play. Such stops that end in violence or death disproportionately affect Black and Latino drivers.<sup>132</sup>

Elimination of pretextual stops does not negatively affect crime. An analysis by the police department in Fayetteville, North Carolina showed that violent crime was not affected after the police department reformed its use of pretextual stops.<sup>133</sup>

Pretextual stops are in the process of being regulated in many states across the country. Oregon's Supreme Court ruled in November 2019 that it was unconstitutional for police to stop a driver and proceed to ask unrelated questions, thereby effectively banning pretextual stops.<sup>134</sup> Virginia policy makers are also considering restricting pretextual stops.<sup>135</sup> The Berkeley City Council has already approved the formation of BerkDOT in order to address and decrease the frequency of pretextual traffic stops.<sup>136</sup> The City Council also approved the Mayor's Fair and Impartial Policing Workgroup's recommendations, which includes elimination of pretextual stops.

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<sup>128</sup><https://www.ojp.gov/pdffiles1/nij/188741.pdf>

<sup>129</sup><https://prohic.nl/wp-content/uploads/2020/11/2020-03-31-FocussedDeterrenceBraga.September2019.pdf>

<sup>130</sup><https://www.vera.org/blog/ending-pretextual-stops-is-an-important-step-toward-racial-justice>

<sup>131</sup><https://www.law.upenn.edu/live/files/7898-rudovskyoslj>

<sup>132</sup><https://www.berkeleyside.com/2021/03/02/opinion-for-berkeley-to-reimagine-public-safety-we-must-grapple-with-traffic-enforcement>

<sup>133</sup><https://injepijournal.biomedcentral.com/articles/10.1186/s40621-019-0227-6>

<sup>134</sup><https://www.opb.org/news/article/oregon-supreme-court-bans-police-officers-random-questions/>

<sup>135</sup><https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2020/09/03/police-pretext-traffic-stops-need-to-end-some-lawmakers-say>

<sup>136</sup><https://www.berkeleyside.com/2021/03/02/opinion-for-berkeley-to-reimagine-public-safety-we-must-grapple-with-traffic-enforcement>

### ***Ethical Society of Police (ESOP)***

Instituted in 1972 by Black St. Louis Metropolitan Police Department officers, the Ethical Society of Police (ESOP) is a police union that was created in order to combat systemic racism within the department and greater community. The group is composed of 220 members, who are either police officers or civilian contractors.<sup>137</sup> The organization recently scaled up to include the St. Louis County Police Department. ESOP has been particularly outspoken in cases of police wrongdoing. The group places a higher premium on ethical decision making, even though openly criticizing actions of their fellow police officers can be difficult.

Most recently, ESOP condemned the actions of a police officer in Brooklyn Center, MN that resulted in the death of Daunte Wright, expressing that the officer was irresponsible in upholding her duties.<sup>138</sup> ESOP has also sponsored many events in order to improve relationships between police officers and their community including Pizza with a Cop, community clean-up days, and basketball games. In August of

2020, ESOP released a groundbreaking report that details systemic racism throughout the St. Louis Metropolitan Police Department.

### ***Chicago PD Black Public Safety Alliance (BPSA)***

A group of Black Chicago Police Department (CPD) officers created the Black Public Safety Alliance (BPSA) in 2021.<sup>139</sup> The organization serves to give Black police officers a voice amidst the deep-rooted issues between communities of color and the CPD. The BPSA was created in response to concerns with the broader Fraternal Order of Police (FOP).<sup>140</sup> Officers in the BPSA have explained they “...do not feel supported or comfortable at the FOP,” especially after the local police union refused to undergo mandated precinct reform to promote trust in the community.<sup>141</sup>

The formation of the alliance is a reflection of the national conversation that was ignited by George Floyd’s death. The members of BPSA have expressed that advocating for the Black community is one of their main goals, even if that involves challenging the

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<sup>137</sup>[https://img1.wsimg.com/blobby/go/64ce42b7-f768-43ed-9590-dbd611afb7b6/downloads/1c6lj3b8j\\_482336.pdf?ver=1618276018416](https://img1.wsimg.com/blobby/go/64ce42b7-f768-43ed-9590-dbd611afb7b6/downloads/1c6lj3b8j_482336.pdf?ver=1618276018416)

<sup>138</sup><https://www.nytimes.com/2021/04/14/opinion/police-officer-unions.html?action=click&module=Opinion&pgtype=Homepage>

<sup>139</sup><https://www.wbez.org/stories/black-chicago-police-officers-form-new-group/abb12a96-1103-4ced-a068-0ffbfb158da9>

<sup>140</sup><https://movementforward.org/a-look-inside-strategies-contributing-towards-community-policing-sara-model/>

<sup>141</sup><https://www.chicagotribune.com/news/criminal-justice/ct-black-chicago-police-organization-20210225-dvbzcs4z3feqvix4sumhcbgru-story.html>

status quo. Currently operating as a nonprofit, the BPSA has established working groups on diversity policies, adolescent coaching, and police reform. The group will also offer services to Black officers who are having difficulties with their overall well-being.<sup>142</sup>

### ***Police Diversity***

With the recent demands for law enforcement to address racial injustice and the disparate impact of policing on communities of color, diversity in the ranks of officers has emerged as a potential area of reform. In a New York Times analysis of federal Bureau of Justice Statistics data on nearly 500 police departments across the country, more than 66 percent of the departments experienced a reduction in diversity and became more white from 2007 to 2016. Although the share of police officers of color has risen in that time period as well, the demographics of police departments do not reflect the demographics of communities they serve.<sup>143</sup> Black officers are twice as likely than their white counterparts to espouse the belief that the deaths of people of color at the hands of police officers are a legitimate problem.<sup>144</sup>

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<sup>142</sup><https://www.chicagotribune.com/news/criminal-justice/ct-black-chicago-police-organization-20210225-dvzbzcs4z3feqvix4sumhcbbgru-story.html>

<sup>143</sup><https://www.nytimes.com/interactive/2020/09/23/us/bureau-justice-statistics-race.html>

Diversity in law enforcement is correlated with stronger bonds between a department and the community they serve, particularly communities of color. Use of force grievances have also been shown to decrease when there are more non-white officers in leadership positions.<sup>145</sup> A new comprehensive study of police diversity in Chicago, Illinois was conducted by a group of academics from Princeton University, Columbia University, the Wharton School of Business, and the University of California at Irvine. Their research concluded that, “Relative to white officers, Black and Hispanic officers make far fewer stops and arrests, and they use force less often, especially against Black civilians. These effects are largest in majority-Black areas of Chicago and stem from reduced focus on enforcing low-level offenses, with greatest impact on Black civilians. Female officers also use less force than males, a result that holds within all racial groups.”<sup>146</sup>

### ***Warrior vs. Guardian Mentality***

The mentality of a warrior going to battle and the police force being an occupying army has been referred to as the “warrior mentality” for many years. Instilled, or reinforced, in police officers

<sup>144</sup><https://www.pewresearch.org/fact-tank/2017/01/12/black-and-white-officers-see-many-key-aspects-of-policing-differently/>

<sup>145</sup><https://www.nytimes.com/interactive/2020/09/23/us/bureau-justice-statistics-race.html>

<sup>146</sup><https://scholar.princeton.edu/sites/default/files/bkmr.pdf>

at the academy, the warrior concept is saturated throughout police culture. The guardian mentality is a newer idea that promotes community engagement, the establishment of meaningful relationships, and providing support to residents.<sup>147</sup>

“From Warriors to Guardians: Recommitting American Police Culture to Democratic Ideals,” a report by the Harvard University Kennedy School of Government and the National Institute of Justice, directly addresses the problems of the warrior culture in policing. The report states: “In some communities, the friendly neighborhood beat cop – community guardian – has been replaced with the urban warrior, trained for battle and equipped with the accouterments and weaponry of modern warfare.”<sup>148</sup>

The report goes on to highlight problems with police academies and the aggressive, warrior type manner in which new recruits are trained: “Another, more insidious problem in a military-style academy is the behavior modeled by academy staff. Those without power

(recruits) submit without question to the authority of those who have power (academy staff). Rule violations are addressed by verbal abuse or physical punishment in the form of pushups and extra laps.”<sup>149</sup>

A novel initiative has been implemented at the Washington State Criminal Justice Training Commission (WSCJTC) to try to instill the guardian culture in police departments in the state. The WSCJTC conducts and implements training of over 10,000 police officers annually. Curricular and approach changes include the removal of salute requirements for recruits, motivating instead of criticizing recruits during training, and the incorporation of behavioral education into the curriculum. Early longitudinal evaluations of the WSCJTC program show that the officers that participated in the training felt more comfortable responding to behavioral and mental health crises when compared with officers that did not receive the training.<sup>150</sup> Gains in emotional intelligence and peer support were observed as well.

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<sup>147</sup><https://www.sciencedaily.com/releases/2019/02/190226155011.htm>

<sup>148</sup><https://www.ojp.gov/pdffiles1/nij/248654.pdf>

<sup>149</sup>Id.

<sup>150</sup>[https://www.seattleu.edu/media/college-of-arts-and-sciences/departments/criminaljustice/crimeandjusticeresearchcenter/documents/Helfgott-and-Hickman-2021\\_Longitudinal-Study-of-the-Effect-of-Guardian-Training-for-LE.pdf](https://www.seattleu.edu/media/college-of-arts-and-sciences/departments/criminaljustice/crimeandjusticeresearchcenter/documents/Helfgott-and-Hickman-2021_Longitudinal-Study-of-the-Effect-of-Guardian-Training-for-LE.pdf)

## Police Training

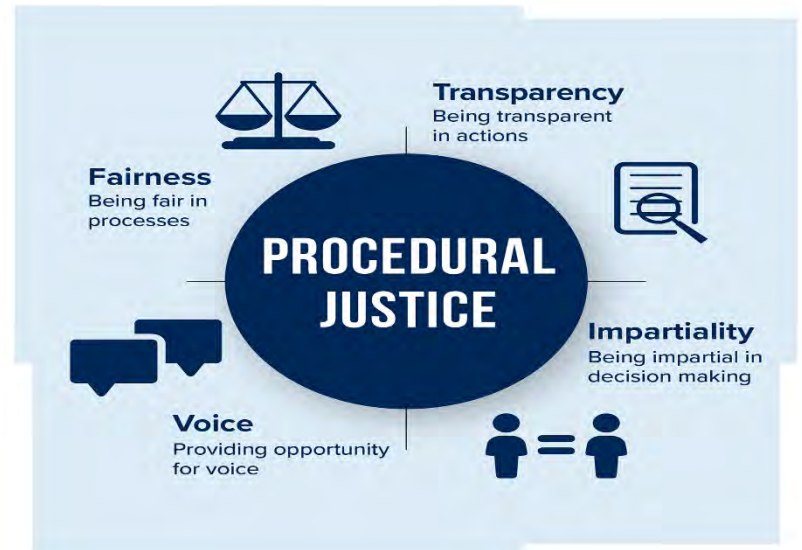
Increased training and education programs are frequently promoted to police departments to help improve the quality of policing and support officers in gaining new skills. As noted by two Columbia Law School professors in an article on police reform, "... training does not take root unless officers are held accountable for obeying the rules and practicing the skills they are taught."<sup>151</sup> Training alone is not adequate to transform a police department or change the behavior of an officer. But combined with culture change, new policies and accountability, training can be an effective tool to improve and reform the police.

### *Procedural Justice*

Procedural Justice in policing improves police-community relations and emphasizes police departments and officers being transparent in their actions, fair in their processes, allowing community voice, and using impartiality in decision making.

According to the Department of Justice's Community Oriented Policing Services, "Procedural justice refers to the idea of fairness in the processes

that resolve disputes and allocate resources. It is a concept that, when embraced, promotes positive organizational change and bolsters better relationships."



A comprehensive evaluation of procedural justice training found that "training increased officer support for all of the procedural justice dimensions. . . . Post-training, officers were more likely to endorse the importance of giving citizens a voice, granting them dignity and respect, demonstrating neutrality, and (with the least enthusiasm) trusting them to do the right thing."<sup>152</sup>

Several evaluations of procedural justice have found the education has been correlated with an improvement in relations between a community and a police department.<sup>153</sup> In Oakland, the

<sup>151</sup><https://www.themarshallproject.org/2014/12/19/the-new-new-policing>

<sup>152</sup>[https://www.researchgate.net/publication/269723704\\_Training\\_police\\_for\\_procedural\\_justice](https://www.researchgate.net/publication/269723704_Training_police_for_procedural_justice)

<sup>153</sup>[https://www.cityofberkeley.info/uploadedFiles/Police/Level\\_3\\_-\\_General/Principled%20Policing\\_outline.pdf](https://www.cityofberkeley.info/uploadedFiles/Police/Level_3_-_General/Principled%20Policing_outline.pdf)

police department trained all officers in procedural justice and provided specialized procedural justice training to the department's gun violence reduction unit. Oakland's police department was also the first department in the country to have members of the community teach a portion of the procedural justice training.

While also suggesting procedural justice training as a way to combat the "warrior mentality" in police departments, a Harvard University Kennedy School of Government report advises that "Police leaders dedicated to establishing practices in their agencies based on procedural justice principles must ensure that their organizational culture is not in conflict with these same principles."<sup>154</sup>

### ***Implicit Bias***

Implicit bias, as the name denotes, is an unconscious belief, attitude or bias against another race, ethnicity, or group. When Stanford University psychologist Jennifer Eberhardt conducted a large-scale study of policing, she discovered that the unconscious link between Black individuals and criminality is so high that even contemplating lawlessness can cause someone to fixate on Black

people.<sup>155</sup> These societal biases end up affecting the judgment of police officers whether they are aware of it or not. In Oakland, Professor Eberhardt and her team reviewed body camera footage from 1,000 traffic stops to elucidate the difference in officer language in encounters with Black versus white drivers. The research found that Oakland Police Department (OPD) officers consistently communicated with Black drivers in a less civil manner when compared with white drivers they addressed.<sup>156</sup> Various programs to address implicit bias were then recommended for implementation in OPD in response to these findings. Short, repeated education periods were found to be associated with higher levels of officer comprehension and knowledge.<sup>157</sup> The training was accompanied by more community engagement and data transparency in order to allow officers to start the process of unlearning implicit biases.

A novel approach to implicit bias training is the Counter Bias Training Simulation (CBTSim). This strategy utilizes shooting automation and video sequences to demonstrate the risks of implicit bias in a realistic setting.<sup>158</sup> In the curriculum, officers are forced to

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<sup>154</sup><https://www.ojp.gov/pdffiles1/nij/248654.pdf>

<sup>155</sup><https://psychology.stanford.edu/news/we-understand-implicit-bias-now-what-conversation-stanford-psychologist-jennifer-eberhardt>

<sup>156</sup>Id.

<sup>157</sup><https://news.stanford.edu/2016/06/15/stanford-big-data-study-finds-racial-disparities-oakland-calif-police-behavior-offers-solutions/>

<sup>158</sup><https://www.npr.org/2020/09/10/909380525/nypd-study-implicit-bias-training-changes-minds-not-necessarily-behavior>



deal with potentially explosive situations without reacting in a way that reflects preconceived notions.<sup>159</sup>

### ***De-escalation***

With an increase in the number of deadly interactions between police and unarmed civilians going viral, there has been an on-going call for officers to be required to utilize effective verbal de-escalation strategies. Law enforcement officers in the United States kill nearly 1,000 civilians annually, many of whom are unarmed.<sup>160</sup> However, many law enforcement agencies provide little to no de-escalation training to officers, and 34 states have no mandate for de-escalation training.

Successful de-escalation programs operate to assist law enforcement personnel in relaxing the situation in order to gain valuable time in a crisis. Ideal guidance for officers suggests that 40 hours of de-escalation instruction is needed. The Police Executive Research Forum (PERF) de-escalation training is a program that has seen substantial reductions in use of force complaints and civilian injury. The training includes active listening, forming physical space between the individual and officer, and education regarding mental illness and well-being.<sup>161</sup>

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<sup>159</sup><https://www.faac.com/milo/cognitive/cbtsim/>

<sup>160</sup>[https://www.washingtonpost.com/local/deescalation-training-police/2020/10/27/3a345830-14a8-11eb-ad6f-36c93e6e94fb\\_story.html](https://www.washingtonpost.com/local/deescalation-training-police/2020/10/27/3a345830-14a8-11eb-ad6f-36c93e6e94fb_story.html)

<sup>161</sup>Id.

When the Dallas Police Department implemented a training curriculum involving de-escalation tactics, use of force grievances declined by 18 percent the following year. After the San Francisco Police Department incorporated de-escalation training into their curriculum, use of force incidents dropped by 24 percent annually.<sup>162</sup>

### ***Community Engagement***

A tense relationship between police and the community, especially communities of color, has been a long, intractable problem. Mistrust of law enforcement is not just theoretically problematic; it has also been proven to be linked to an increase in crime and violence.<sup>163</sup> Police officers should work to develop meaningful and positive relationships with members of the community by taking measures including regularly and actively attending community meetings, special events, neighborhood gatherings, positively communicating with area youth, and participating or hosting local sporting events. Law enforcement should convey the message that residents have a voice and that their input matters. Police should also connect with individuals in the community who advocate for greater social cohesion, such as faith

<sup>162</sup>[https://www.washingtonpost.com/local/deescalation-training-police/2020/10/27/3a345830-14a8-11eb-ad6f-36c93e6e94fb\\_story.html](https://www.washingtonpost.com/local/deescalation-training-police/2020/10/27/3a345830-14a8-11eb-ad6f-36c93e6e94fb_story.html)

<sup>163</sup><https://giffords.org/wp-content/uploads/2020/01/Giffords-Law-Center-In-Pursuit-of-Peace.pdf>

leaders, in order to successfully engage a broad swath of residents.<sup>164</sup>

Crime Prevention Through Community Engagement (CPTCE), an extensive training guide for improving relations between police departments and the community, was recently developed by The American Crime Prevention Institute (ACPI). The training consists of strategies to engage communities of color, employ social media to interact with residents, coordinate with faith-based leaders, and partner with community-based organizations.<sup>165</sup>

In New Haven, Connecticut, the police department implemented 40-hours of community engagement education for its recruits, including education about the area's history as well as continuous outreach activities. Officers overwhelmingly supported the initiative and reported having positive interactions. After the pilot, the police department expanded the program to partner with the local community-based organization, Leadership, Education, & Athletics in Partnership (LEAP).<sup>166</sup> Community engagement training for law enforcement in general is correlated with increased trust and stronger social ties in neighborhoods.

Open Policing is a research-based strategy that incorporates elements of procedural justice to improve police-community relations. Residents of communities are able to offer their comments and observations regarding their exchanges with police officers anonymously. All comments are collated into Agency Pages, which can be explored by residents and officers.<sup>167</sup> In addition to the Open Policing policy, some departments have initiated CFS reviews. After any call for service, community members are able to give details about their interaction in a three-minute review without any fear of consequence.<sup>168</sup>

The four main components of procedural justice have been assimilated into Open Policing, including promotion of vocalization from the community, serving individuals with respect, objectivity in decision-making, and credibility with the community. Open Policing has been correlated with a 35 percent decrease in resident grievances and increased trust in police departments.<sup>169</sup>

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<sup>164</sup><https://courses.acpionline.com/community-engagement/>

<sup>165</sup><http://acpionline.com/seminars/cptcelou/>

<sup>166</sup>[https://www.policefoundation.org/wp-content/uploads/2017/08/IAP\\_Outside-the-Academy-Learning-Community-Policing-through-Community-Engagement.pdf](https://www.policefoundation.org/wp-content/uploads/2017/08/IAP_Outside-the-Academy-Learning-Community-Policing-through-Community-Engagement.pdf)

<sup>167</sup>[https://www.policylink.org/sites/default/files/pl\\_police\\_commun%20engage\\_121714\\_c.pdf](https://www.policylink.org/sites/default/files/pl_police_commun%20engage_121714_c.pdf)

<sup>168</sup><https://www.openpolicing.org/how-open-policing-works/>

<sup>169</sup><https://www.openpolicing.org/try-open-policing/>

### ***Data Driven Risk Management***

The Oakland Police Department (OPD) recently implemented VISION, a Microsoft Power BI dashboard that allows for a precise review of police behavior. Working with Slalom, a data consulting firm, OPD has increased transparency and accountability through data analysis. Patterns of enforcement, historical activity, and performance over time are all monitored in close to real-time.<sup>170</sup>

The dashboards were created with input from OPD staff and leadership, community-based organizations, other law enforcement agencies, and Stanford University's SPARQ (Social Psychological Answers to Real-world Questions). Each dashboard can be accessed by OPD leadership, depending

on security clearance. The dashboards have a simple interface, allowing supervisors to access and understand the data easily. Police supervisors can access a variety of data, from long-term information to arrests made within the last 24 hours.<sup>171</sup> Dashboards allow for an easy breakdown of incidents by factors including race, gender, ethnicity, and officer. This permits police departments to monitor problematic patterns and address them quickly.<sup>172</sup> Early Intervention Systems (EIS) such as these dashboards have been correlated with increased personnel safety, improved officer welfare, and an increase in police accountability.<sup>173</sup> One needed improvement with these systems is allowing public access to the information.

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<sup>170</sup><https://www.slalom.com/case-studies/city-oakland-creating-police-transparency-and-trust-data>

<sup>171</sup><https://medium.com/slalom-data-analytics/data-is-the-new-sheriff-in-town-but-is-it-biased-4aa140904dd7>

<sup>172</sup><https://cao-94612.s3.amazonaws.com/documents/Police-Commission-7.23.20-Agenda-Packet.pdf>

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DRAFT



Finance Department  
General Services Division

**REQUEST FOR PROPOSALS (RFP)**  
**Specification No. 21-11439**  
**FOR**  
**PRIORITIZED DISPATCH CONSULTANT**  
**PROPOSALS WILL NOT BE OPENED AND READ PUBLICLY**

Dear Proposer:

The City of Berkeley is soliciting written proposals from qualified firms or individuals to analyze the staffing, infrastructure, and technology needs of the Berkeley 9-1-1 Communication Center and create a project plan to implement an accredited prioritized emergency medical dispatch system. As a Request for Proposal (RFP) this is not an invitation to bid and although price is very important, other factors will be taken into consideration.

The project scope, content of proposal, and vendor selection process are summarized in the RFP (attached). **Proposals must be received no later than 2:00 pm, on Tuesday, May 22, 2021**. Proposals are to be via email with the title “**PRIORITIZED MEDICAL DISPATCH CONSULTANT**” and **Specification No. 21-11439** clearly indicated in the subject line of the email. Please submit one (1) PDF of the technical proposal. Corresponding pricing proposal shall be submitted as a separate document.

**Email Proposals to:**

City of Berkeley  
Finance Department/General Services Division  
[purchasing@cityofberkeley.info](mailto:purchasing@cityofberkeley.info)

Proposals will not be accepted after the date and time stated above. Incomplete proposal or proposals that do not conform to the requirements specified herein will not be considered. Issuance of the RFP does not obligate the City to award a contract, nor is the City liable for any costs incurred by the proposer in the preparation and submittal of proposals for the subject work. The City retains the right to award all or parts of this contract to several bidders, to not select any bidders, and/or to re-solicit proposals. The act of submitting a proposal is a declaration that the proposer has read the RFP and understands all the requirements and conditions.

**For questions** concerning the anticipated work, or scope of the project, please contact **Abraham Roman, Fire Chief** via email at [aroman@cityofberkeley.info](mailto:aroman@cityofberkeley.info) no later than **5:00 p.m. May 3, 2021**. Answers to questions will **not** be provided by telephone or email. Answers to all questions or any addenda will be **posted** on the City of Berkeley’s site at <http://www.cityofberkeley.info/ContentDisplay.aspx?id=7128>. It is the vendor’s responsibility to check this site. For general questions concerning the submittal process, contact purchasing at 510-981-7320.

We look forward to receiving and reviewing your proposal.

Sincerely,

Darryl Sweet  
General Services Manager

## **I. BACKGROUND**

The City of Berkeley provides 24/7 dispatch services for police, fire, and emergency medical service (EMS). In order to better distribute responder resources and facilitate more efficient responses, the City would like to engage with a vendor to assist the City in transitioning to a prioritized fire and medical dispatch system. More specifically, the selected vendor will be asked to perform a needs assessment based on trending call volume in to the dispatch center, identify products/solutions that are the best fit for the City, propose any structural changes that are necessary in the dispatch center, and write an implementation project plan.

## **II. SCOPE OF SERVICES**

- a. Term: 6 Months to begin on or around June 1, 2021.
- b. Scope:
  - a. Step 1 – Analysis: Completion date of August 31, 2021. Analyze and recommend a prioritized emergency fire & medical dispatch system for the Berkeley 9-1-1 Communication Center. The analysis should cover:
    - i. Available and recommended software and hardware options, including features, security issues, and cost (one-time and ongoing),
    - ii. An evaluation of the City’s current staffing model and proposed changes that take in to consideration findings from the [audit](#)<sup>1</sup> performed by City Auditor. (Attachment J),
    - iii. Initial and ongoing training,
    - iv. Physical/facility improvements, if any, needed to the current Communication Center to implement prioritized dispatch,
    - v. Recommendation for the most appropriate accreditation option,
    - vi. Best practices to ensure continuous quality improvement, and
    - vii. Other factors identified by the City and vendor.
  - b. Step II – Implementation Plan: Completion date of October 31, 2021. Create an implementation plan for the project. The plan should include, but is not limited to:
    - i. Detailed implementation timeline including critical dependencies identified,
    - ii. Three-year budget consisting of one-time and ongoing costs needed to successfully implement a prioritized dispatch system,
    - iii. Staffing requirements,
    - iv. Technology needs and integration,
    - v. Start up and ongoing training needs,
    - vi. Physical / facility improvements, if any, needed to the current Communication Center including an order-of-magnitude estimate of costs,
    - vii. Recommendation for which accreditation model to pursue and a plan to move forward that includes cost and staffing requirements, and
    - viii. Other factors identified by the City and vendor.
- c. Vendor will receive 50% of contract total upon completion of Step 1, and 50% upon completion of Step II.

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<sup>1</sup> [https://www.cityofberkeley.info/uploadedFiles/Auditor/Level\\_3\\_-\\_General/Dispatch%20Workload\\_Fiscal%20Year%202018.pdf](https://www.cityofberkeley.info/uploadedFiles/Auditor/Level_3_-_General/Dispatch%20Workload_Fiscal%20Year%202018.pdf)

### III. SUBMISSION REQUIREMENTS

#### Preparation of Proposal:

1. Any deviation from this solicitation shall be clearly stated and identified as “Alternative Terms/Exceptions” and must be included with your submittal. If alternatives are not acceptable, the City reserves the right to reject the proposal; subject to negotiation.
2. It is the responsibility of the Contractor to examine the entire RFP and seek clarification of any requirement that may not be clear and to check all responses for accuracy before submitting a proposal. Negligence in preparing a proposal confers no right of withdrawal after due date and time. Contractors are strongly encouraged to:
  - a. Consider applicable laws and/or economic conditions that may affect cost, progress, performance, or furnishing of the products or services.
  - b. Study and carefully correlate Contractor’s knowledge and observations with the RFP document and other related data.
  - c. Promptly notify the City of all conflicts, errors, ambiguities, or discrepancies which a Contractor has discovered in the RFP documents.
3. Most Favored Customer – The offered prices for the products and services described herein are and will continue to be the lowest prices charged by Contractor for the same or substantially similar products and services. If at any time during the term of any resulting Agreement, Contractor offers or sells the same or substantially similar products and services to any other local or state public agency in the State of California at a lower price than the prices offered or charged the City of Berkeley, Contractor will promptly notify the City of Berkeley and within thirty (30) days reduce the purchase prices for the applicable products and services to such lower price for the products and services described herein.
4. Purchases by other Public Agencies – Contractor agrees to extend identical pricing for products and services provided to the City, under the same terms and conditions specified hereunder, to all public agencies that can accept such cooperative purchasing agreements, and to the extent allowed by law. Each such independent public agency shall execute its own Contract with the Contractor for its requirements and using its own sources of funding. The City shall not incur any financial or any other liability in connection with Contractor’s contracting with other public agencies.

All proposals shall include the following information, organized as separate sections of the proposal. The proposal should be concise and to the point.

1. Contractor Identification:

Provide the name of the firm, the firm’s principal place of business, the name and telephone number of the contact person and company tax identification number.

2. Client References:

Provide a minimum of *three (3)* client references. References should be California cities or other large public sector entities. Provide the designated person’s name, title, organization, address, telephone number, and the project(s) that were completed under that client’s direction.

3. Price Proposal:

The proposal shall include pricing for all services. Pricing shall be all inclusive unless indicated otherwise. Pricing proposals shall be a separate document. The Proposal shall itemize all services, including hourly rates for all professional, technical and support personnel, and all other charges related to completion of the work shall be itemized.

4. Scope of Work

Discuss in detail each item in the RFP and how you intend to address each.

5. Firm Background and Project Team:

Background information on the firm, including details of the firm's experience with similar assignments; a brief resume of the individual(s) assigned to this project; and sample work products. The proposal should include information about the firm's current engagements and an affirmation of the firm's ability to focus on this project.

6. Timeline and Project Schedule:

A detailed timeline for the completion of all the services described in the Scope of Work.

7. Past Performance: Analysis

Demonstrated history of conducting analysis of current and recommending changes or new prioritized dispatch systems of similar or larger size and scope.

8. Past Performance: Implementation

Demonstrated history of creating implementation plans and running implementation for prioritized dispatch systems of similar or larger size and scope.

9. Contract Terminations:

**If your organization has had a contract terminated in the last five (5) years, describe such incident.** Termination for default is defined as notice to stop performance due to the vendor's non-performance or poor performance and the issue of performance was either (a) not litigated due to inaction on the part of the vendor, or (b) litigated and such litigation determined that the vendor was in default.

Submit full details of the terms for default including the other party's name, address, and phone number. Present the vendor's position on the matter. The City will evaluate the facts and may, at its sole discretion, reject the proposal on the grounds of the past experience.

If the firm has not experienced any such termination for default or early termination in the past five (5) years, so indicate.

**IV. SELECTION CRITERIA**

The following criteria will be considered, although not exclusively, in determining which firm is hired.

- 1. References . . . . . 20%
- 2. Price . . . . . 20%
- 3. Past Performance: Analysis . . . . . 40%
- 4. Past Performance: Implementation . . . . . 20%

A selection panel will be convened of staff from Berkeley Fire, Police, and Communications Center to evaluate and recommend the successful vendor.

**V. PAYMENT**

Payment will be made in two parts:

- 1) 50% when Step I of the scope of services is completed to the satisfaction of the City
- 2) 50% when Step II of the scope of services is completed to the satisfaction of the City

Invoices: Invoices must be fully itemized, and provide sufficient information for approving payment and audit. Invoices must be accompanied by receipt for services in order for payment to be processed. Mail invoices to the Project Manager and reference the contract number.

City of Berkeley  
Accounts Payable  
PO Box 700  
Berkeley, CA 94701  
Attn: **Stacie Clarke**

Payments: The City will make payment to the vendor within 30 days of receipt of a correct and complete invoice.

**VI. CITY REQUIREMENTS**

**A. Non-Discrimination Requirements:**

Ordinance No. 5876-N.S. codified in B.M.C. Chapter 13.26 states that, for contracts worth more than \$3,000 bids for supplies or bids or proposals for services shall include a completed Workforce Composition Form. Businesses with fewer than five employees are exempt from submitting this form. (See B.M.C. 13.26.030)

Under B.M.C. section 13.26.060, the City may require any bidder or vendor it believes may have discriminated to submit a Non-Discrimination Program. The Contract Compliance Officer will make this determination. This applies to all contracts and all consultants (contractors). Berkeley Municipal Code section 13.26.070 requires that all contracts with the City contain a non-discrimination clause, in which the contractor agrees not to discriminate and allows the City access to records necessary to monitor compliance. This section also applies to all contracts and all consultants. **Bidders must submit the attached Non-Discrimination Disclosure Form with their proposal**

**B. Nuclear Free Berkeley Disclosure Form:**

Berkeley Municipal Code section 12.90.070 prohibits the City from granting contracts to companies that knowingly engage in work for nuclear weapons. This contracting prohibition may be waived if the City Council determines that no reasonable alternative exists to doing business with a company that engages in nuclear weapons work. If your company engages in work for nuclear weapons, explain on the Disclosure Form the nature of such work. **Bidders must submit the attached Nuclear Free Disclosure Form with their proposal.**

**C. Oppressive States:**

The City of Berkeley prohibits granting of contracts to firms that knowingly provide personal services to specified Countries. This contracting prohibition may be waived if the City Council determines that no reasonable alternative exists to doing business with a company that is covered by City Council Resolution No. 59,853-N.S. If your company or any subsidiary is covered, explain on the Disclosure Form the nature of such work. **Bidders must submit the attached Oppressive States Disclosure Form with their proposal.**

**D. Sanctuary City Contracting Ordinance:**

Chapter 13.105 of the Berkeley Municipal Code prohibits the City from granting and or retaining contracts with any person or entity that provides Data Broker or Extreme Vetting services to the U.S. Immigration and Customs Enforcement Division of the United States Department of Homeland Security (“ICE”). **Bidders must submit the attached Sanctuary City Compliance Statement with their proposal.**

**E. Conflict of Interest:**

In the sole judgment of the City, any and all proposals are subject to disqualification on the basis of a conflict of interest. The City may not contract with a vendor if the vendor or an employee, officer or director of the proposer's firm, or any immediate family member of the preceding, has served as an elected official, employee, board or commission member of the City who influences the making of the contract or has a direct or indirect interest in the contract.

Furthermore, the City may not contract with any vendor whose income, investment, or real property interest may be affected by the contract. The City, at its sole option, may disqualify any proposal on the basis of such a conflict of interest. **Please identify any person associated with the firm that has a potential conflict of interest.**

**F. Berkeley Living Wage Ordinance:**

Chapter 13.27 of the Berkeley Municipal Code requires that contractors offer all eligible employees with City mandated minimum compensation during the term of any contract that may be awarded by the City. If the Contractor is not currently subject to the Living Wage Ordinance, cumulative contracts with the City within a one-year period may subject Contractor to the requirements under B.M.C. Chapter 13.27. A certification of compliance with this ordinance will be required upon execution of a contract. The current Living Wage rate can be found here: [https://www.cityofberkeley.info/Finance/Home/Vendors\\_Living\\_Wage\\_Ordinance.aspx](https://www.cityofberkeley.info/Finance/Home/Vendors_Living_Wage_Ordinance.aspx). The Living Wage rate is adjusted automatically effective June 30<sup>th</sup> of each year commensurate with the corresponding increase in the Consumer Price Index published in April of each year. If the Living Wage rate is adjusted during the term of your agreement, you must pay the new adjusted rate to all eligible employees, regardless of what the rate was when the contract was executed.

**G. Berkeley Equal Benefits Ordinance:**

Chapter 13.29 of the Berkeley Municipal Code requires that contractors offer domestic partners the same access to benefits that are available to spouses. A certification of compliance with this ordinance will be required upon execution of a contract.



**H. Statement of Economic Interest:**

The City's Conflict of Interest Code designates "consultants" as a category of persons who must complete Form 700, Statement of Economic Interest, at the beginning of the contract period and again at the termination of the contract. The selected contractor will be required to complete the Form 700 before work may begin.

**VII. OTHER REQUIREMENTS**

**A. Insurance**

The selected contractor will be required to maintain general liability insurance in the minimum amount of \$2,000,000, automobile liability insurance in the minimum amount of \$1,000,000 and a professional liability insurance policy in the amount of \$2,000,000 to cover any claims arising out of the performance of the contract. The general liability and automobile insurance must name the City, its officers, agents, volunteers and employees as additional insureds.

**B. Worker's Compensation Insurance:**

A selected contractor who employs any person shall maintain workers' compensation insurance in accordance with state requirements. Sole proprietors with no employees are not required to carry Worker's Compensation Insurance.

**C. Business License**

Virtually every contractor that does business with the City must obtain a City business license as mandated by B.M.C. Ch. 9.04. The business license requirement applies whether or not the contractor has an office within the City limits. However, a "casual" or "isolated" business transaction (B.M.C. section 9.04.010) does not subject the contractor to the license tax. Warehousing businesses and charitable organizations are the only entities specifically exempted in the code from the license requirement (see B.M.C. sections, 9.04.295 and 9.04.300). Non-profit organizations are granted partial exemptions (see B.M.C. section 9.04.305). Persons who, by reason of physical infirmity, unavoidable misfortune, or unavoidable poverty, may be granted an exemption of one annual free license at the discretion of the Director of Finance. (see B.M.C. sections 9.04.290).

Vendor must apply for a City business license and show proof of application to Purchasing Manager within seven days of being selected as intended contractor.

The Customer Service Division of the Finance Department located at 1947 Center Street, Berkeley, CA 94704, issues business licenses. Contractors should contact this division for questions and/or information on obtaining a City business license, in person, or by calling 510-981-7200.

**D. Recycled Paper**

**Any printed reports for the City required during the performance of the work shall be on 100% recycled paper, and shall be *printed on both sides of the page* whenever practical.**

**E. State Prevailing Wage:**

Certain labor categories under this project may be subject to prevailing wages as identified in the State of California Labor Code commencing in Section 1770 et. seq. These labor categories, when employed for any "work performed during the design and preconstruction phases of construction including, but not limited to, inspection and land surveying work," constitute a "Public Work" within the definition of Section 1720(a)(1) of the California Labor Code requiring payment of prevailing wages.

Wage information is available through the California Division of Industrial Relations web site at:  
[http://www.dir.ca.gov/OPRL/statistics\\_and\\_databases.html](http://www.dir.ca.gov/OPRL/statistics_and_databases.html)

VIII. SCHEDULE (dates are subject to change)

- |   |                     |
|---|---------------------|
| <input type="checkbox"/> Issue RFP to Potential Bidders:      | 4/27/2021           |
| <input type="checkbox"/> Questions Due                        | 5/3/2021            |
| <input type="checkbox"/> Answers Provided                     | 5/8/2021            |
| <input type="checkbox"/> Proposals Due from Potential Bidders | 5/22/2021           |
| <input type="checkbox"/> Complete Selection Process           | following receipt   |
| <input type="checkbox"/> Award of Contract                    | following selection |
| <input type="checkbox"/> Sign and Process Contract            | following selection |
| <input type="checkbox"/> Notice to Proceed                    | TBD                 |

Thank you for your interest in working with the City of Berkeley for this service. We look forward to receiving your proposal.

Attachments:

- |   |              |
|---|--------------|
| • Check List of Required items for Submittal    | Attachment A |
| • Non-Discrimination/Workforce Composition Form | Attachment B |
| • Nuclear Free Disclosure Form                  | Attachment C |
| • Oppressive States Form                        | Attachment D |
| • Sanctuary City Compliance Statement           | Attachment E |
| • Living Wage Form                              | Attachment F |
| • Equal Benefits Certification of Compliance    | Attachment G |
| • Right to Audit Form                           | Attachment H |
| • Insurance Endorsement                         | Attachment I |
| • City of Berkeley Dispatch Audit               | Attachment J |

## ATTACHMENT A

### CHECKLIST

- Proposal describing service (one (1) PDF of proposal)
- Contractor Identification and Company Information
- Client References
- Costs proposal by task, type of service & personnel (as a separate document from the proposal)
- The following forms, completed and **signed in blue ink** (attached):
  - Non-Discrimination/Workforce Composition Form Attachment B
  - Nuclear Free Disclosure Form Attachment C
  - Oppressive States Form Attachment D
  - Sanctuary City Compliance Statement Attachment E
  - Living Wage Form Attachment F
  - Equal Benefits Certification (EBO-1) Attachment G

### **ADDITIONAL SUBMITTALS REQUIRED FROM SELECTED VENDOR AFTER COUNCIL APPROVAL TO AWARD CONTRACT.**

- Provide **original-signed in blue ink** Evidence of Insurance
  - Auto
  - Liability
  - Worker's Compensation
- Right to Audit Form Attachment H
- Commercial General & Automobile Liability Endorsement Form Attachment I
- Berkeley Business License

**For informational purposes only: Sample of Personal Services Contract can be found on the City's website on the current bid and proposal page at the top of the page.**

**NON-DISCRIMINATION/WORKFORCE COMPOSITION FORM FOR NON-CONSTRUCTION CONTRACTS**

To assist the City of Berkeley in implementing its Non-Discrimination policy, it is requested that you furnish information regarding your personnel as requested below and return it to the City Department handling your contract:

Organization: \_\_\_\_\_

Address: \_\_\_\_\_

Business Lic. #: \_\_\_\_\_

Occupational Category: (See reverse side for explanation of terms)	Total Employees		White Employees		Black Employees		Asian Employees		Hispanic Employees		Other Employees	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Official/Administrators												
Professionals												
Technicians												
Protective Service Workers												
Para-Professionals												
Office/Clerical												
Skilled Craft Workers												
Service/Maintenance												
Other (specify)												
Totals:												

Is your business MBE/WBE/DBE certified? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, by what agency? \_\_\_\_\_

If yes, please specify: Male: \_\_\_\_\_ Female: \_\_\_\_\_ Indicate ethnic identifications: \_\_\_\_\_

Do you have a Non-Discrimination policy? Yes: \_\_\_\_\_ No: \_\_\_\_\_

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

Verified by: \_\_\_\_\_ Date: \_\_\_\_\_

City of Berkeley Contract Compliance Officer

## Occupational Categories

**Officials and Administrators** - Occupations in which employees set broad policies, exercise overall responsibility for execution of these policies, or provide specialized consultation on a regional, district or area basis. Includes: department heads, bureau chiefs, division chiefs, directors, deputy superintendents, unit supervisors and kindred workers.

**Professionals** - Occupations that require specialized and theoretical knowledge that is usually acquired through college training or through work experience and other training that provides comparable knowledge. Includes: personnel and labor relations workers, social workers, doctors, psychologists, registered nurses, economists, dietitians, lawyers, systems analysts, accountants, engineers, employment and vocational rehabilitation counselors, teachers or instructors, and kindred workers.

**Technicians** - Occupations that require a combination of basic scientific or technical knowledge and manual skill that can be obtained through specialized post-secondary school education or through equivalent on-the-job training. Includes: computer programmers and operators, technical illustrators, highway technicians, technicians (medical, dental, electronic, physical sciences) and kindred workers.

**Protective Service Workers** - Occupations in which workers are entrusted with public safety, security and protection from destructive forces. Includes: police officers, fire fighters, guards, sheriffs, bailiffs, correctional officers, detectives, marshals, harbor patrol officers, and kindred workers.

**Para-Professionals** - Occupations in which workers perform some of the duties of a professional or technician in a supportive role, which usually requires less formal training and/or experience normally required for professional or technical status. Such positions may fall within an identified pattern of a staff development and promotion under a "New Transporters" concept. Includes: library assistants, research assistants, medical aides, child support workers, police auxiliary, welfare service aides, recreation assistants, homemaker aides, home health aides, and kindred workers.

**Office and Clerical** - Occupations in which workers are responsible for internal and external communication, recording and retrieval of data and/or information and other paperwork required in an office. Includes: bookkeepers, messengers, office machine operators, clerk-typists, stenographers, court transcribers, hearings reporters, statistical clerks, dispatchers, license distributors, payroll clerks, and kindred workers.

**Skilled Craft Workers** - Occupations in which workers perform jobs which require special manual skill and a thorough and comprehensive knowledge of the processes involved in the work which is acquired through on-the-job training and experience or through apprenticeship or other formal training programs. Includes: mechanics and repairpersons, electricians, heavy equipment operators, stationary engineers, skilled machining occupations, carpenters, compositors and typesetters, and kindred workers.

**Service/Maintenance** - Occupations in which workers perform duties which result in or contribute to the comfort, convenience, hygiene or safety of the general public or which contribute to the upkeep and care of buildings, facilities or grounds of public property. Workers in this group may operate machinery. Includes: chauffeurs, laundry and dry cleaning operatives, truck drivers, bus drivers, garage laborers, custodial personnel, gardeners and groundskeepers, refuse collectors, and construction laborers.

**Attachment B** (page 2)

**CITY OF BERKELEY**  
**Nuclear Free Zone Disclosure Form**

I (we) certify that:

1. I am (we are) fully cognizant of any and all contracts held, products made or otherwise handled by this business entity, and of any such that are anticipated to be entered into, produced or handled for the duration of its contract(s) with the City of Berkeley. (To this end, more than one individual may sign this disclosure form, if a description of which type of contracts each individual is cognizant is attached.)
2. I (we) understand that Section 12.90.070 of the Nuclear Free Berkeley Act (Berkeley Municipal Code Ch. 12.90; Ordinance No. 5784-N.S.) prohibits the City of Berkeley from contracting with any person or business that knowingly engages in work for nuclear weapons.
3. I (we) understand the meaning of the following terms as set forth in Berkeley Municipal Code Section 12.90.130:

"Work for nuclear weapons" is any work the purpose of which is the development, testing, production, maintenance or storage of nuclear weapons or the components of nuclear weapons; or any secret or classified research or evaluation of nuclear weapons; or any operation, management or administration of such work.

"Nuclear weapon" is any device, the intended explosion of which results from the energy released by reactions involving atomic nuclei, either fission or fusion or both. This definition of nuclear weapons includes the means of transporting, guiding, propelling or triggering the weapon if and only if such means is destroyed or rendered useless in the normal propelling, triggering, or detonation of the weapon.

"Component of a nuclear weapon" is any device, radioactive or non-radioactive, the primary intended function of which is to contribute to the operation of a nuclear weapon (or be a part of a nuclear weapon).

4. Neither this business entity nor its parent nor any of its subsidiaries engages in work for nuclear weapons or anticipates entering into such work for the duration of its contract(s) with the City of Berkeley.

Based on the foregoing, the undersigned declares under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Printed Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Business Entity: \_\_\_\_\_

Contract Description/Specification No: **PRIORITIZED DISPATCH CONSULTANT/21-11439**

**Attachment C**

**CITY OF BERKELEY**  
**Oppressive States Compliance Statement**

The undersigned, an authorized agent of \_\_\_\_\_ (hereafter "Vendor"), has had an opportunity to review the requirements of Berkeley City Council Resolution No. 59,853-N.S. (hereafter "Resolution"). Vendor understands and agrees that the City may choose with whom it will maintain business relations and may refrain from contracting with those Business Entities which maintain business relationships with morally repugnant regimes. Vendor understands the meaning of the following terms used in the Resolution:

"Business Entity" means "any individual, firm, partnership, corporation, association or any other commercial organization, including parent-entities and wholly-owned subsidiaries" (to the extent that their operations are related to the purpose of the contract with the City).

"Oppressive State" means: **Tibet Autonomous Region and the Provinces of Abo, Kham and U-Tsang**

"Personal Services" means "the performance of any work or labor and shall also include acting as an independent contractor or providing any consulting advice or assistance, or otherwise acting as an agent pursuant to a contractual relationship."

Contractor understands that it is not eligible to receive or retain a City contract if at the time the contract is executed, or at any time during the term of the contract it provides Personal Services to:

- a. The governing regime in any Oppressive State.
- b. Any business or corporation organized under the authority of the governing regime of any Oppressive State.
- c. Any person for the express purpose of assisting in business operations or trading with any public or private entity located in any Oppressive State.

Vendor further understands and agrees that Vendor's failure to comply with the Resolution shall constitute a default of the contract and the City Manager may terminate the contract and bar Vendor from bidding on future contracts with the City for five (5) years from the effective date of the contract termination.

The undersigned is familiar with, or has made a reasonable effort to become familiar with, Vendor's business structure and the geographic extent of its operations. By executing the Statement, Vendor certifies that it complies with the requirements of the Resolution and that if any time during the term of the contract it ceases to comply, Vendor will promptly notify the City Manager in writing.

Based on the foregoing, the undersigned declares under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Printed Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Business Entity: \_\_\_\_\_

Contract Description/Specification No: **PRIORITIZED DISPATCH CONSULTANT/21-11439**

I am unable to execute this Statement; however, Vendor is exempt under Section VII of the Resolution. I have attached a separate statement explaining the reason(s) Vendor cannot comply and the basis for any requested exemption.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**CITY OF BERKELEY**  
**Sanctuary City Compliance Statement**

The undersigned, an authorized agent of \_\_\_\_\_ (hereafter "Contractor"), has had an opportunity to review the requirements of Berkeley Code Chapter 13.105 (hereafter "Sanctuary City Contracting Ordinance" or "SCCO"). Contractor understands and agrees that the City may choose with whom it will maintain business relations and may refrain from contracting with any person or entity that provides Data Broker or Extreme Vetting services to the U.S. Immigration and Customs Enforcement Division of the United States Department of Homeland Security ("ICE"). Contractor understands the meaning of the following terms used in the SCCO:

- a. "Data Broker" means either of the following:
  - i. The collection of information, including personal information about consumers, from a wide variety of sources for the purposes of reselling such information to their customers, which include both private-sector business and government agencies;
  - ii. The aggregation of data that was collected for another purpose from that for which it is ultimately used.
  
- b. "Extreme Vetting" means data mining, threat modeling, predictive risk analysis, or other similar services." Extreme Vetting does not include:
  - i. The City's computer-network health and performance tools;
  - ii. Cybersecurity capabilities, technologies and systems used by the City of Berkeley Department of Information Technology to predict, monitor for, prevent, and protect technology infrastructure and systems owned and operated by the City of Berkeley from potential cybersecurity events and cyber-forensic based investigations and prosecutions of illegal computer based activity.

Contractor understands that it is not eligible to receive or retain a City contract if at the time the Contract is executed, or at any time during the term of the Contract, it provides Data Broker or Extreme Vetting services to ICE.

Contractor further understands and agrees that Contractor's failure to comply with the SCCO shall constitute a material default of the Contract and the City Manager may terminate the Contract and bar Contractor from bidding on future contracts with the City for five (5) years from the effective date of the contract termination.

By executing this Statement, Contractor certifies that it complies with the requirements of the SCCO and that if any time during the term of the Contract it ceases to comply, Contractor will promptly notify the City Manager in writing. Any person or entity who knowingly or willingly supplies false information in violation of the SCCO shall be guilty of a misdemeanor and up to a \$1,000 fine.

Based on the foregoing, the undersigned declares under penalty of perjury under the laws of the State of California that the foregoing is true and correct. Executed this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_, at \_\_\_\_\_, California.

Printed Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

Business Entity: \_\_\_\_\_

Contract Description/Specification No:  
**PRIORITIZED DISPATCH CONSULTANT/21-11439**

SCCO CompStmt (10/2019)



**CITY OF BERKELEY**  
**Living Wage Certification for Providers of Services**

**TO BE COMPLETED BY ALL PERSONS OR ENTITIES ENGAGING IN A CONTRACT FOR PERSONAL SERVICES WITH THE CITY OF BERKELEY.**

The Berkeley Municipal Code Chapter 13.27, Berkeley's Living Wage Ordinance (LWO), provides that contractors who engage in a specified amount of business with the City (except where specifically exempted) under contracts which furnish services to or for the City in any twelve (12) month period of time shall comply with all provisions of this Ordinance. The LWO requires a City contractor to provide City mandated minimum compensation to all eligible employees, as defined in the Ordinance. In order to determine whether this contract is subject to the terms of the LWO, please respond to the questions below. Please note that the LWO applies to those contracts where the contractor has achieved a cumulative dollar contracting amount with the City. Therefore, even if the LWO is inapplicable to this contract, subsequent contracts may be subject to compliance with the LWO. Furthermore, the contract may become subject to the LWO if the status of the Contractor's employees change (i.e. additional employees are hired) so that Contractor falls within the scope of the Ordinance.

**Section I.**

**1. IF YOU ARE A FOR-PROFIT BUSINESS, PLEASE ANSWER THE FOLLOWING QUESTIONS**

a. During the previous twelve (12) months, have you entered into contracts, including the present contract, bid, or proposal, with the City of Berkeley for a cumulative amount of \$25,000.00 or more?

YES \_\_\_\_\_ NO \_\_\_\_\_

If **no**, this contract is NOT subject to the requirements of the LWO, and you may continue to Section II. If **yes**, please continue to question **1(b)**.

b. Do you have six (6) or more employees, including part-time and stipend workers?

YES \_\_\_\_\_ NO \_\_\_\_\_

If you have answered, "**YES**" to questions **1(a)** and **1(b)** this contract **IS** subject to the LWO. If you responded "NO" to **1(b)** this contract IS NOT subject to the LWO. **Please continue to Section II.**

**2. IF YOU ARE A NON-PROFIT BUSINESS, AS DEFINED BY SECTION 501(C) OF THE INTERNAL REVENUE CODE OF 1954, PLEASE ANSWER THE FOLLOWING QUESTIONS.**

a. During the previous twelve (12) months, have you entered into contracts, including the present contract, bid or proposal, with the City of Berkeley for a cumulative amount of \$100,000.00 or more?

YES \_\_\_\_\_ NO \_\_\_\_\_

If **no**, this Contract is NOT subject to the requirements of the LWO, and you may continue to Section II. If **yes**, please continue to question **2(b)**.

b. Do you have six (6) or more employees, including part-time and stipend workers?

YES \_\_\_\_\_ NO \_\_\_\_\_

If you have answered, "**YES**" to questions **2(a)** and **2(b)** this contract **IS** subject to the LWO. If you responded "NO" to **2(b)** this contract IS NOT subject to the LWO. **Please continue to Section II.**

**Section II**

**Please read, complete, and sign the following:**

THIS CONTRACT **IS** SUBJECT TO THE LIVING WAGE ORDINANCE.

THIS CONTRACT **IS NOT** SUBJECT TO THE LIVING WAGE ORDINANCE.

The undersigned, on behalf of himself or herself individually and on behalf of his or her business or organization, hereby certifies that he or she is fully aware of Berkeley's Living Wage Ordinance, and the applicability of the Living Wage Ordinance, and the applicability of the subject contract, as determined herein. The undersigned further agrees to be bound by all of the terms of the Living Wage Ordinance, as mandated in the Berkeley Municipal Code, Chapter 13.27. If, at any time during the term of the contract, the answers to the questions posed herein change so that Contractor would be subject to the LWO, Contractor will promptly notify the City Manager in writing. Contractor further understands and agrees that the failure to comply with the LWO, this certification, or the terms of the Contract as it applies to the LWO, shall constitute a default of the Contract and the City Manager may terminate the contract and bar Contractor from future contracts with the City for five (5) years from the effective date of the Contract termination. If the contractor is a for-profit business and the LWO is applicable to this contract, the contractor must pay a living wage to all employees who spend 25% or more of their compensated time engaged in work directly related to the contract with the City. If the contractor is a non-profit business and the LWO is applicable to this contract, the contractor must pay a living wage to all employees who spend 50% or more of their compensated time engaged in work directly related to the contract with the City.

These statements are made under penalty of perjury under the laws of the state of California.

Printed Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Business Entity: \_\_\_\_\_

**Contract Description/Specification No: PRIORITIZED DISPATCH CONSULTANT/21-11439**

**Section III**

---

- **\*\* FOR ADMINISTRATIVE USE ONLY -- PLEASE PRINT CLEARLY \*\*\***

I have reviewed this Living Wage Certification form, in addition to verifying Contractor's total dollar amount contract commitments with the City in the past twelve (12) months, and determined that this Contract IS / IS NOT (circle one) subject to Berkeley's Living Wage Ordinance.

\_\_\_\_\_  
Department Name

\_\_\_\_\_  
Department Representative

To be completed by  
Contractor/Vendor



**Form EBO-1  
CITY OF BERKELEY**

**CERTIFICATION OF COMPLIANCE WITH EQUAL BENEFITS ORDINANCE**

If you are a **contractor**, return this form to the originating department/project manager. If you are a **vendor** (supplier of goods), return this form to the Purchasing Division of the Finance Dept.

**SECTION 1. CONTRACTOR/VENDOR INFORMATION**

Name:		Vendor No.:	
Address:	City:	State:	ZIP:
Contact Person:		Telephone:	
E-mail Address:		Fax No.:	

**SECTION 2. COMPLIANCE QUESTIONS**

- A. The EBO is inapplicable to this contract because the contractor/vendor has no employees.  
 Yes  No (If "Yes," proceed to Section 5; if "No," continue to the next question.)
- B. Does your company provide (or make available at the employees' expense) any employee benefits?  
 Yes  No  
If "Yes," continue to Question C.  
If "No," proceed to Section 5. (The EBO is not applicable to you.)
- C. Does your company provide (or make available at the employees' expense) any benefits to the spouse of an employee? .....  Yes  No
- D. Does your company provide (or make available at the employees' expense) any benefits to the domestic partner of an employee? .....  Yes  No

**If you answered "No" to both Questions C and D, proceed to Section 5. (The EBO is not applicable to this contract.)** **If you answered "Yes" to both Questions C and D, please continue to Question E.**  
**If you answered "Yes" to Question C and "No" to Question D, please continue to Section 3.**

- E. Are the benefits that are available to the spouse of an employee identical to the benefits that are available to the domestic partner of the employee? .....  Yes  No

**If you answered "Yes,"** proceed to Section 4. (You are in compliance with the EBO.)  
**If you answered "No,"** continue to Section 3.

**SECTION 3. PROVISIONAL COMPLIANCE**

- A. Contractor/vendor is not in compliance with the EBO now but will comply by the following date:
  - By the first effective date after the first open enrollment process following the contract start date, not to exceed two years, if the Contractor submits evidence of taking reasonable measures to comply with the EBO; or
  - At such time that administrative steps can be taken to incorporate nondiscrimination in benefits in the Contractor's infrastructure, not to exceed three months; or
  - Upon expiration of the contractor's current collective bargaining agreement(s).

**Attachment G** (page 1)

B. If you have taken all reasonable measures to comply with the EBO but are unable to do so, do you agree to provide employees with a cash equivalent?\* .....  Yes  No

\* The cash equivalent is the amount of money your company pays for spousal benefits that are unavailable for domestic partners.

**SECTION 4. REQUIRED DOCUMENTATION**

At time of issuance of purchase order or contract award, you may be required by the City to provide documentation (copy of employee handbook, eligibility statement from your plans, insurance provider statements, etc.) to verify that you do not discriminate in the provision of benefits.

**SECTION 5. CERTIFICATION**

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct and that I am authorized to bind this entity contractually. By signing this certification, I further agree to comply with all additional obligations of the Equal Benefits Ordinance that are set forth in the Berkeley Municipal Code and in the terms of the contract or purchase order with the City.

Executed this \_\_\_\_\_ day of \_\_\_\_\_, in the year \_\_\_\_\_, at \_\_\_\_\_, \_\_\_\_\_  
(State) (City)

\_\_\_\_\_  
Name (please print)

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Title

\_\_\_\_\_  
Federal ID or Social Security Number

**FOR CITY OF BERKELEY USE ONLY**

- Non-Compliant (The City may not do business with this contractor/vendor)
- One-Person Contractor/Vendor                       Full Compliance                       Reasonable Measures
- Provisional Compliance Category, Full Compliance by Date: \_\_\_\_\_
- Staff Name(*Sign and Print*): \_\_\_\_\_ Date: \_\_\_\_\_

**CITY OF BERKELEY**  
**Right to Audit Form**

The contractor agrees that pursuant to Section 61 of the Berkeley City Charter, the City Auditor's office may conduct an audit of Contractor's financial, performance and compliance records maintained in connection with the operations and services performed under this contract.

In the event of such audit, Contractor agrees to provide the Auditor with reasonable access to Contractor's employees and make all such financial, performance and compliance records available to the Auditor's office. City agrees to provide Contractor an opportunity to discuss and respond to/any findings before a final audit report is filed.

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

Print Name & Title: \_\_\_\_\_

Company: \_\_\_\_\_

**Contract Description/Specification No: PRIORITIZED DISPATCH CONSULTANT/21-11439**

Please direct questions regarding this form to the Auditor's Office, at (510) 981-6750.

**Attachment H**

**CITY OF BERKELEY**  
**Commercial General and Automobile Liability Endorsement**

The attached Certificates of Insurance are hereby certified to be a part of the following policies having the following expiration dates:

Policy No.	Company Providing Policy	Expir. Date
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

The scope of the insurance afforded by the policies designated in the attached certificates is not less than that which is afforded by the Insurance Service Organization's or other "Standard Provisions" forms in use by the insurance company in the territory in which coverage is afforded.

Such Policies provide for or are hereby amended to provide for the following:

1. The named insured is \_\_\_\_\_.
2. CITY OF BERKELEY ("City") is hereby included as an additional insured with respect to liability arising out of the hazards or operations under or in connection with the following agreement:  
\_\_\_\_\_.

The insurance provided applies as though separate policies are in effect for both the named insured and City, but does not increase the limits of liability set forth in said policies.

3. The limits of liability under the policies are not less than those shown on the certificate to which this endorsement is attached.
4. Cancellation or material reduction of this coverage will not be effective until thirty (30) days following written notice to \_\_\_\_\_, Department of \_\_\_\_\_, Berkeley, CA.
5. This insurance is primary and insurer is not entitled to any contribution from insurance in effect for City.

The term "City" includes successors and assigns of City and the officers, employees, agents and volunteers.

\_\_\_\_\_  
Insurance Company

Date: \_\_\_\_\_ By: \_\_\_\_\_  
Signature of Underwriter's  
Authorized Representative

**Contract Description/Specification: PRIORITIZED DISPATCH CONSULTANT / 21-11439**

**Attachment I**

Audit Report  
April 25, 2019

# 911 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale



BERKELEY CITY AUDITOR



# 911 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale

## Report Highlights

April 25, 2019



### Findings

- It is taking longer than previous years for call takers to answer 911 calls and the Communications Center does not have enough call takers to answer the current 911 call volume. We also found that, with predicted population growth, the Communications Center would likely need additional resources in the future to maintain its emergency response services.
- Due to consistent understaffing, the Communications Center relies heavily on overtime to meet minimum staffing requirements, spending nearly \$1 million in 2017 on overtime.
- Morale in the Communications Center is low and dispatchers feel unsupported. We found that there are some resources available for staff to manage stress; however, dispatchers often do not have time to access them.



### Recommendations

We recommend that the Police Department conduct a staffing analysis to determine the appropriate staffing levels, create a recruitment and continuing training plan for dispatchers, establish a call taker classification, and implement automated scheduling software to provide information to inform future budgeting decisions, decrease the reliance on overtime, and relieve the burden placed on overworked staff.

We also recommend that the Police Department implement programs to increase morale and communication. These include recommendations to establish routine meetings with dispatch supervisors, sworn police, and fire personnel, and to establish a comprehensive stress management program.

### Objectives

1. To what extent does the Communications Center, which answers 911 calls, have sufficient staffing to handle workloads and service demands?
2. What contributes to overtime use?
3. How do working conditions affect morale?

### Why This Audit Is Important

The Police Department Communications Center serves as Berkeley's 911 public safety answering point, receiving all emergency and non-emergency police, fire, and medical calls in the city and dispatching public safety personnel to respond as appropriate. To ensure the wellbeing of the public, police officers, firefighters, paramedics, and dispatchers, the City must maintain a Communications Center that is appropriately staffed. Without sufficient staff, it takes longer for call takers to answer 911 calls. The faster the Communications Center can get a police officer, firefighter, or paramedic to the scene, the better the chances of a good outcome. The seconds it takes to answer and prepare a call for dispatch can mean the difference between life and death.



BERKELEY CITY AUDITOR

For the full report, visit:  
<http://www.cityofberkeley.info/auditor>



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Page 29	Appendix II—Dispatcher Morale Survey: Design, Efforts, and Results
Page 32	Appendix III—Recommendations and Management Response

## Introduction

We identified workload capacity as an immediate concern to the City’s operations and strategic planning in our fiscal year 2018 Audit Plan. We, therefore, included in our audit plan a series of audits that evaluated the City’s ability to provide expected and critical services to the Berkeley community. To ensure the wellbeing of the public, police officers, firefighters, paramedics, and dispatchers, the City must maintain a Communications Center (Center) that is appropriately staffed. Without sufficient staff, it takes longer for call takers to answer 911 calls. The faster the Center can get a police officer, firefighter, or paramedic to the scene, the better the chances of a good outcome. The seconds it takes a call taker to answer and prepare a call for dispatch can mean the difference between life and death.

## Objectives, Scope, and Methodology

Our objectives were to determine:

1. To what extent does the Communications Center, which answers 911 calls, have sufficient staffing to handle workloads and service demands?
2. What contributes to overtime use?
3. How do working conditions affect morale?

We examined the Center’s call volume data for calendar years 2013 through 2017, performed interviews, and conducted a survey to gain an understanding of the program. We specifically assessed minimum staffing levels, call answer performance, overtime, recruitment, retention, training, and morale. For more information, see p. 26.

## Background

The Public Safety Dispatcher (dispatcher) is often the unsung first responder of the emergency response team. Dispatchers are highly trained professionals, who gather essential information from callers and dispatch the appropriate response team to the scene. They take control of situations that may be chaotic, stressful, confusing, and traumatic. They must be quick-thinking, organized, levelheaded, and confident in their abilities. Dispatchers are at the core of a coordinated emergency response and must make split-second decisions in order to ensure the safety of responders and the public.

The Center, run out of the Police Department, serves as Berkeley's 911 public safety answering point (PSAP), receiving all emergency and non-emergency police, fire and medical calls in the city and dispatching public safety personnel to respond as appropriate. To ensure the wellbeing of dispatchers, police officers, firefighters, paramedics, and the public, the City must maintain a Center that is appropriately staffed.

## Structure, Staffing, and Training

The Center is part of the Support Services Division of the Berkeley Police Department, overseen by a sworn police captain. The Center is staffed 24 hours a day, 365 days of the year by a team of trained dispatchers under the direction of a non-sworn manager. Sworn personnel take an oath to support the Constitution of the United States and the laws of the state and local jurisdiction. This includes police officers and detectives. Non-sworn (civilian) personnel do not take an oath and have limited legal powers or none at all. This includes dispatchers and parking enforcement officers.

Figure 1. Berkeley Police Department Organizational Chart



Source: City of Berkeley 2018-2019 Biennial Budget

The 2018 City budget authorized 33 non-sworn full-time equivalent positions for the Center, including 28 public safety dispatchers, four supervisors, and one manager. At the end of May 2018, the Police Department had only filled 23.5 of the 28 authorized full-time equivalent dispatcher positions and was

actively recruiting for new hires. In addition to civilian dispatchers, the Center utilizes three additional Police personnel who work overtime as call takers to meet minimum staffing levels on an as-needed basis and dependent on their availability.

## Dispatcher Roles

Dispatchers have four primary roles: call taker, records desk operator, fire radio dispatcher, and police radio dispatcher. All Berkeley dispatchers are cross-trained and may perform any function during a shift.

Table 1. Dispatcher Work Positions and Duties

Position	Duties
Call Taker	<ul style="list-style-type: none"> <li>Accepts and processes inbound 911 and administrative calls for police, fire, and medical services as well as other services such as animal control</li> <li>Inputs call information into Computer-Aided Dispatch (CAD) system and transfers the information to fire and police dispatcher staff</li> </ul>
Records Desk Operator	<ul style="list-style-type: none"> <li>Monitors and responds to radio transmissions on a designated channel</li> <li>Conducts warrants, license, and other checks on persons of interest and vehicles</li> </ul>
Fire Dispatcher	<ul style="list-style-type: none"> <li>Dispatches all fire and medical related calls* requiring a response from firefighters or paramedics</li> <li>Maintains radio contact with field staff</li> </ul>
Police Dispatcher	<ul style="list-style-type: none"> <li>Dispatches all police related calls requiring a response from law enforcement</li> <li>Enters all officer initiated incidents into CAD such as pedestrian and traffic stops</li> <li>Maintains radio contact with field staff</li> </ul>

\*Dispatchers route all medical calls requiring pre-arrival instructions to Alameda County.

Source: City of Berkeley Communications Center Manual

## It is taking longer to answer 911 calls and there are not enough call takers.

It is taking longer for the City to answer 911 calls because the Communications Center (Center) does not have enough call takers. The number of budgeted dispatchers has remained the same even as call volume has increased. The Center uses a staff-forecasting tool, but has not conducted a thorough staffing analysis to determine the number of dispatchers needed on each shift and the total number of dispatchers needed to staff the Center 24/7. Without a thorough staffing analysis, the Police Department cannot inform future budgeting decisions of dispatcher positions.

### It Is Taking Longer to Answer 911 Calls, Falling Below State Standard

The Center is taking longer to answer 911 calls. The faster the Center can get a police officer, firefighter, or paramedic to the scene the better the chances of a good outcome. The seconds it takes a call taker to answer and prepare a call for dispatch can mean the difference between life and death.

California has a state standard requiring public safety answering points to answer 95 percent of 911 calls within 15 seconds. The state standard does not apply to non-emergency calls. Call data from the State's Emergency Call Tracking System (ECaTS) indicates the Center did not meet the performance target in answering 911 calls in two of the last five calendar years (as shown in Table 2). The data shows that in 2017, dispatchers only answered 89 percent of calls within 15 seconds. If the Communications Center is not able to reach this call answer target, they risk losing State funding in the future.<sup>1</sup>



Call taking is one of the four primary roles of a Berkeley dispatcher. All dispatchers are cross-trained to perform any function. A call taker accepts and processes inbound 911 and non-emergency telephone calls for police, fire, and medical service. They input call information into the CAD system, which provides information to Police and Fire dispatchers. Call takers also answer and transfer calls intended for other Police units and other City departments.

<sup>1</sup> Funding from the State is contingent upon adherence to the state's mandatory standards including call answer times. In early 2016, the 911 Emergency Communications Branch of the Governor's Office of Emergency Services issued a review of fiscal and operational policies of the Berkeley Communications Center covering the time period of March 2015 through March 2016. The state found that the Communications Center was meeting the call answer standard and estimated that they will receive approximately \$161,000 in state funding over the next five years. This includes reimbursement for language interpretation calls, ECaTS expenses, annual training allotment, and maintenance/upgrades of the phone system.

Table 2. 911 Call Answer Performance

Calendar year	Percent answered within 15 seconds	Average answer time (seconds)	Total 911 calls (Police, Fire, Medical)	Average call duration (seconds)
2013	92%	9	49,579	81
2014	95%	9	54,599	80
2015	95%	9	54,190	88
2016	96%	8	52,520	91
2017	89%	10	55,587	100

Source: ECaTS data

## Call Volume Has Risen but Staffing Has Stayed the Same

The Center is experiencing more calls, but staffing has not increased to keep up with the call volume. Rapid population growth in Berkeley since the 2010 Census is creating unprecedented challenges for public safety personnel as more people are calling 911. As Berkeley's population has risen, so has the number of calls into the Center, both emergency and non-emergency. In 2013, the Center handled 184,000 calls, including emergency, non-emergency, and outbound calls. There was a significant increase in call volume in 2017, rising to over 256,000 calls for the year (Figure 2). According to the data, the majority of this increase came from a rise in non-emergency calls into the Center and outbound calls from the Center. Call volume data does not explain why there was an increase and the Police Department could not provide support for the increase.

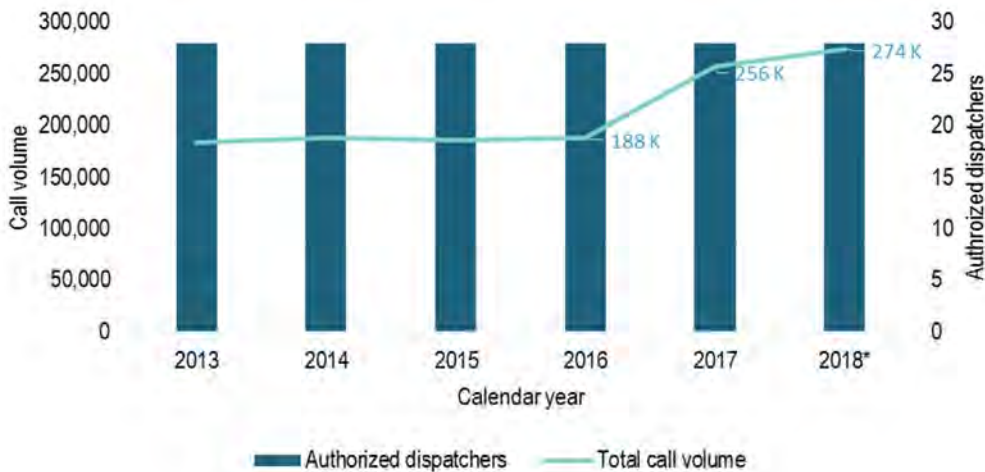
In early 2017, the Department installed a new phone system. According to the Department, they believe that the old phone system was capturing incomplete non-emergency call volume data and the newly installed system is capturing complete call volume data. The Department was unable to provide evidence to support this theory but did provide us with 2018 call data to demonstrate that the call volume continues to be much higher than captured before the phone installation. Regardless of whether the increase in call volume was an actual increase in calls or just the data captured, the Department has not increased staffing in response to the noted increase in call volume. The Center has not had an increase in budgeted dispatcher positions since 2004. The number of authorized dispatcher positions remains at 28.



In early 2016, the 911 Emergency Communications

Branch of the Governor's Office of Emergency Services issued a review of fiscal and operational policies of the Berkeley Communications Center covering the time period of March 2015 through March 2016. The state found that the Communications Center was meeting the call answer standard and estimated that they will receive approximately \$161,000 in state funding over the next five years.

Figure 2. Call Volume for Communications Center Increased with No Change in Authorized Staffing



\*The Police Department provided us with only summary data for calendar year 2018. We did not assess the reliability of the summary data as it was not part of our audit scope. We provide it here because there was a significant increase in non-emergency and outbound calls after 2016, which the Department largely attributes to a new phone system, as well as an increase in calls. Providing the 2018 data for comparative purposes helps demonstrate the Department's hypothesis.

Note: Total call volume includes emergency, non-emergency, and outbound calls.

Source: City of Berkeley Biennial Budgets, ECaTS, and auditor analysis

### Center Is Understaffed by One Call Taker Each Shift

Based on the Communications Center's current shift staffing model, the Center is understaffed by one call taker at all times of the day to handle 911 calls. The National Emergency Number Association (NENA) published a staffing guidelines report that we used to determine the adequate call taker staffing for the Center.<sup>2</sup> According to our analysis, the Center should have a minimum of three call takers on shift during normal hours and four call takers on shift during busy hours. However, the Center is not able to follow the NENA guidelines with current budgeted staffing levels. Instead, the Center must set its current minimum staffing levels to include only two call takers during normal hours and three call takers during busy hours. Management determines these levels based on the current minimum staffing and an analysis of call volume. Management stated that the current shift staffing levels are low compared to the call volume and they are unable to adopt higher minimum staffing numbers due to the consistent understaffing of dispatcher positions.

<sup>2</sup> We conducted the staffing analysis using the Erlang C mathematical formula and the results are based on 911 call volume; call duration; and queuing theory. For more information, see methodology section.

During this audit, the Police Department implemented a phone tree on the non-emergency lines in an effort to maximize the efficiency of call takers. The goal is to route calls for service needing a non-emergency response in the most expedient manner possible. This will help ensure that call takers are answering fewer non-emergency calls that they would normally transfer to a different agency or City Department. It is too early in the implementation to understand how the phone tree will affect the overall workload of call takers. A more in-depth analysis of non-emergency call volume is needed to understand the workload impact of these calls with the implementation of the phone tree.

### Additional Resources Are Necessary to Maintain 911 Services in the Future

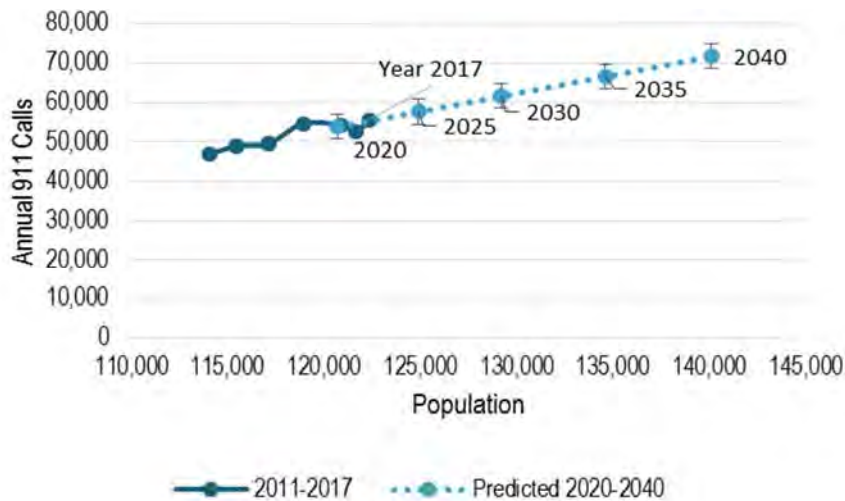
The City of Berkeley's population grew rapidly in the ten years following the 2000 Census. The population rose by almost nine percent to 112,580 according to the 2010 Decennial Census. The City continues to grow approximately one percent every year. The Association of Bay Area Governments (ABAG), projected Berkeley's population to grow 24.4 percent between 2010 and 2040, to about 140,100 people. If the City's population grows to 140,100 people by 2040, the Communications Center's annual call volume may grow to between 253,000 and 350,000 total calls and of those calls, 68,500 - 75,000 would be 911 calls (Figure 3).<sup>3</sup> While population is a good indicator of 911 call volume, additional factors should be considered when planning for the future. Some of those considerations include crime rate, public access to affordable health care, and local attitudes on the use of 911.



Non-emergencies: General calls related to the Police or Fire Departments that do not pertain to an immediate threat to life or property. This includes situations that may be criminal in nature, but do not require immediate attention. These non-emergency calls include "cold-crimes," vehicle complaints, and routine civil matters.

<sup>3</sup> Our analysis did not take into account additional factors that may influence 911 call volume.

Figure 3. 911 Calls May Grow Above 70,000 by 2040



Sources: US Census, American Community Survey, ABAG 2013 Projections, Auditor analysis

## Next Generation 911 and Proposed Fire Department Changes Could Further Burden Call Center Capacity

Berkeley is preparing to upgrade to Next Generation 911 (NG911). The purpose for this upgrade is to create a more successful and reliable network of 911 systems nationwide that are able to accept voice, video, photo, and text messages. Some local jurisdictions, including San Francisco, Fremont, Hayward, and Alameda County, are already accepting 911 text messages. While the Federal Communications Commission encourages all call centers to begin accepting texts, it is up to each center to decide on a method of implementation. Berkeley is not yet set up to accept text messages but has started to make changes to prepare for NG911, including upgrading its systems. Additional staffing is likely necessary to handle the more complex service demands.

The Fire Department desires to add emergency medical dispatching capabilities to the Center, in keeping with regional standards. Currently, medical calls are transferred to Alameda County Regional Emergency Communications Center for this service. Providing in-house emergency medical dispatching would allow the Center to triage medical calls and provide immediate pre-arrival instructions from dispatchers with direct communication to responders. This will require additional resources, including staff, equipment, physical space, procedures, and training. Emergency medical dispatching will also increase call duration times as



An emergency medical dispatcher gathers information related to medical emergencies, dispatches the appropriate EMS response, provides assistance and instructions to callers over the phone prior to the arrival of emergency medical services, like how to administer CPR. They also communicate with responding units.



someone from the Center will need to stay on the line with the caller until the responding unit arrives. This will increase call time and, therefore, decrease the Center's availability to answer calls without sufficient increases in staffing.

The physical space the Center currently occupies is small and at capacity. There is no room to add workstations for dispatchers. To prepare for increases in call volume and services, Police can begin to plan now, including looking for a bigger space to run the Center. They will quickly outgrow their current resources with any increase in the minimum staffing levels.

## Recommendations

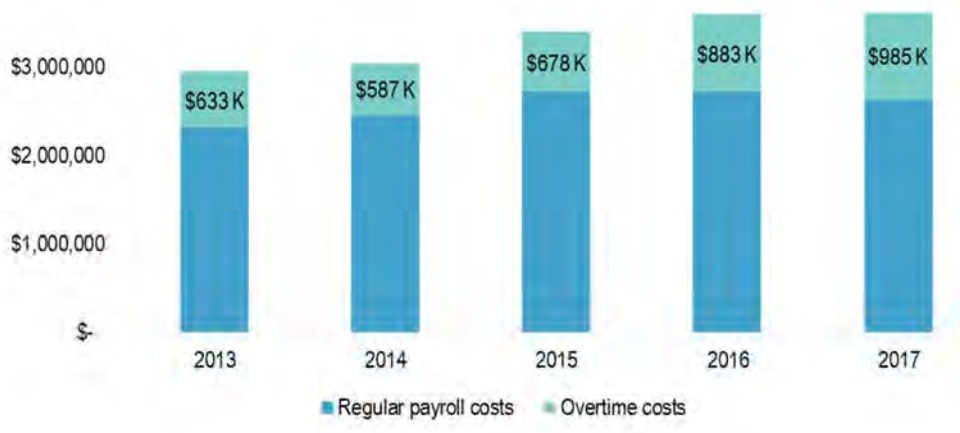
To address public safety service demands, we recommend the Police Department:

- 1.1 Conduct an annual staffing analysis of required minimum staffing levels and budgeted dispatchers to ensure budget staffing requests and scheduling efforts meet demand and limit the use of overtime where possible. Use the staffing analysis to communicate to Council and the public during the annual appropriations process:
  - Service level demands;
  - The full-burdened cost of budgeting for additional staff;
  - Whether there is sufficient funding available to budget for the additional staff or a shortfall (quantified in dollars); and
  - Additional staffing requests, if needed.
- 1.2 Use the staffing analysis performed in response to recommendation 1.1, to determine future resource needs of the Communications Center, including staffing, equipment, and physical space. Take into account planned changes to services and factors that may influence call volume.

## The Communications Center relies on significant overtime leading to inadequate training and an unhealthy work environment.

Due to consistent understaffing, the Center relies heavily on overtime to meet service demands through minimum staffing requirements, spending nearly \$1 million in 2017 on overtime (Figure 4). Historically, recruitment and training processes left the Police Department unable to fill vacant positions in the Center. During this audit, the Department invested additional resources to improve department-wide recruitment efforts. There are further opportunities to strengthen the Department's recruitment and training efforts for dispatcher positions. The lengthy hiring process also contributes to the ongoing vacancies and related overtime costs. In particular, delays occur during the extensive background investigations when recruitments for police officers take priority over dispatchers.

Figure 4. Communications Center Total Annual Payroll vs. Overtime Costs, Calendar Years 2013-2017

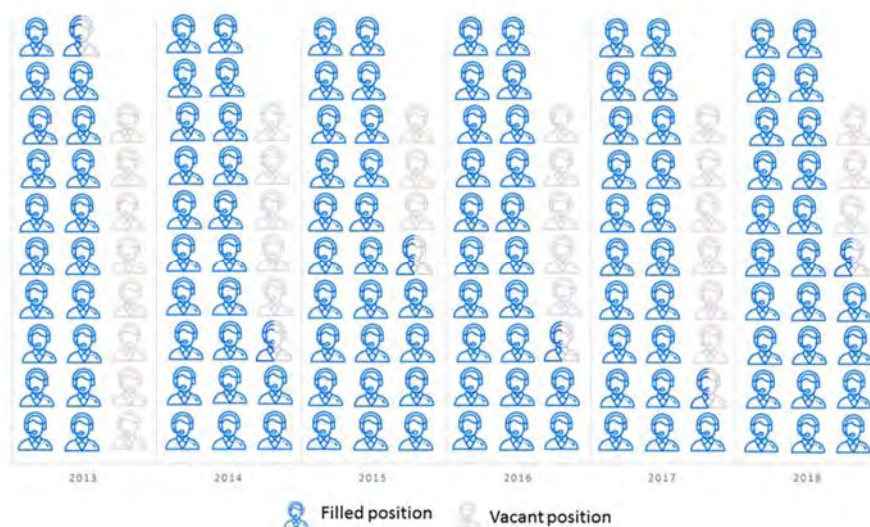


Source: City of Berkeley Cognos payroll data, Auditor analysis

### Position Vacancies Lead to Excessive Overtime Use

Historically, the Center has struggled to reach full staffing of the current budgeted positions. Between 2013 and 2018, the Center had between 3.5 and 8 dispatcher position vacancies. In order to meet minimum staffing requirements, supervisors schedule existing employees for mandatory overtime to fill vacant shifts.

Figure 5. Dispatcher Positions Have Historically Been Understaffed, 2013-2018



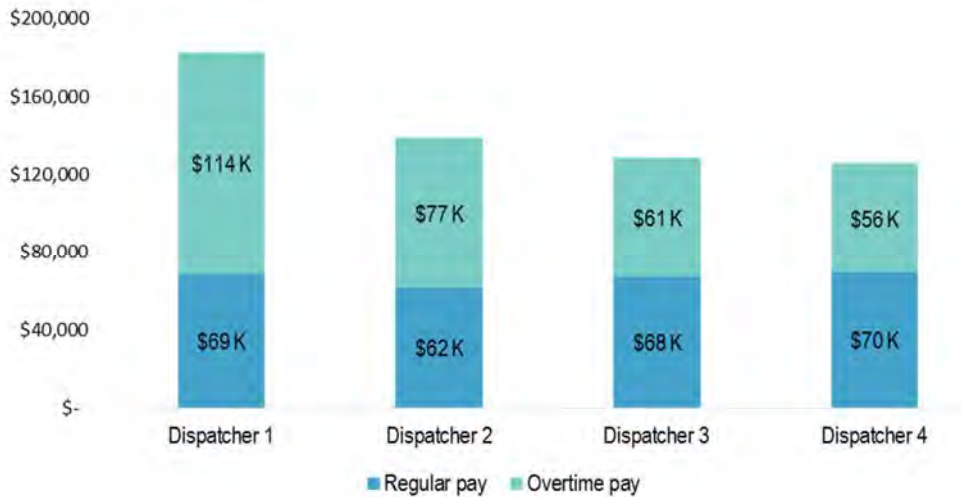
Source: City of Berkeley Human Resource staffing reports

If the Police Department fills all the vacant positions in the Center, they would be able to reduce the amount of overtime. The nearly \$1 million spent in overtime in 2017 is offset by the current budgeted vacant positions in the Center. However, even if Police fill all the vacant dispatcher positions, the Center would continue to be understaffed according to NENA staffing guidelines. We recognize that the some amount of overtime is necessary for all public safety positions due to unplanned absences and events that may require an increase in staffing levels, but there is room to decrease the amount needed.

### Excessive Overtime May Lead to Fatigue and Safety-Related Incidences

The four dispatchers working the most overtime in the Center received 40 percent of the 2017 overtime paid (Figure 6). This much overtime may contribute to worker fatigue and decreased quality of service.

Figure 6. Top Four Overtime Earners in Calendar Year 2017



Source: City of Berkeley Cognos payroll data

Although overtime is generally less expensive than hiring additional staff because overtime pay excludes benefits, there are important non-financial benefits to reducing overtime by hiring additional dispatchers. Dispatching is a high-stress job that requires dispatchers to be alert and use good judgement. Overtime, when used in excess, can inhibit these essential skills, threatening the safety of responders and the public. For example, in a traffic stop, dispatchers may need to tell an officer if someone is on parole or probation; has a warrant; has a weapons history; or is in a stolen vehicle. All this information allows the officer to make informed decisions about how to approach a situation safely. Therefore, dispatchers must be alert and ready to quickly convey information.

The continued use of overtime is not an ideal situation for any public safety position and exposes staff to an unhealthy work environment. Studies have shown that in law enforcement and across other industries, working excessively long work shifts, particularly those that are 12 hours or more, can lead to fatigue and safety-related incidents, and decrease quality of service, communication, and cognitive performance. By filling vacant positions, the Center can reduce their reliance on overtime and reduce the risk of employee burnout and potential workers compensation claims that may result from overworking.



The Communications Center's current staffing policy allows individuals to sign up for four voluntary overtime shifts at the beginning of each two-week scheduling period for up to 15 hours each. This is equal to a maximum of 60 hours of overtime over two weeks. When added to regular time, an individual could potentially work 70-hour weeks with shifts up to 15 hours in length. When supervisors do not have enough volunteers to work overtime, they schedule dispatchers to work mandatory overtime shifts.

"Our mandatory overtime creates a very stressful environment while at work and extremely poor health and quality of life outside of work. When can we sleep when we are working 14.5-16 hour shifts each day?" – Berkeley Dispatcher

## Manual Scheduling Is Time Consuming and Subject to Errors

The Center's staffing processes are not automated. Supervisors are responsible for creating and maintaining manual schedules, including any overtime, or changes to the schedule due to absences. As a result, the task of meeting daily scheduling and staffing needs is cumbersome, time-consuming, and prone to human error. The manual process for filling overtime is even more complex as supervisors must adhere to complex union labor agreements and overtime policies. The supervisor in charge of scheduling said that it is a difficult job and it gets complicated when dealing with overtime and filling absences. She said that sometimes she makes mistakes and has to scramble to find someone to fill a position to reach minimum staffing. Automating the scheduling system will allow the Center to ensure that scheduling adheres to all policies.

## Police Department Can Improve Dispatcher Recruitment Efforts

The Police Department is responsible for all recruitment efforts for the entire Department, not just those for dispatchers. The Department has shown a commitment to improving the recruitment process by dedicating resources to general Department recruitment efforts. The Chief of Police approved the creation of a four-person recruitment team within the Personnel and Training Bureau. The team will develop better branding and marketing of the Department and career paths for sworn and civilian positions.

The Police Department recently opened the Public Safety Dispatcher II classification to continuous recruitment; however, they do not continuously recruit for entry-level Public Safety Dispatcher I positions. Continuous recruitment of all dispatcher positions would allow prospective candidates to submit application materials at any time and the City to respond quickly to changing staffing needs.

Recruiting events are critical to finding potential applicants with the skills necessary to succeed at the job. The Personnel and Training Bureau attends career fairs and community events around the Bay Area to advertise police career opportunities to targeted audiences. Dispatchers have not routinely been involved in the recruitment process. The Police Department has created



The Fire Department manages firefighter scheduling with an industry-known public safety scheduling software called Kronos TeleStaff. TeleStaff functionality allows Fire to:

- Automatically fill vacancies based on organizational qualifications and availability
- Manage shift trades and leave requests
- Control and maintain staffing levels and rotations
- Manage the daily schedule by maintaining on-duty and off-duty personnel at all times
- Capture payroll data and export to third-party HR/payroll systems
- Provide manager and employee self-service access
- Increase oversight and save time currently spent on manual scheduling

marketing material for educating people about the Police Academy but there were no materials about a career in dispatching. Involving dispatchers in this recruitment process and creating unique marketing materials for dispatcher positions would allow the Department to better identify and engage potential recruits. The Department's recruitment webpage is outdated and lacks information about dispatching. Personnel and Training should engage in best practice marketing strategies including the use of websites and social media to engage with targeted audiences.

### Background Investigations Cause Delays in Hiring

While the recruitment process can take months, mandatory background checks add even more time to the process. Candidates that pass the interview panel are assigned to an internal background investigator in the Department. When the Department has multiple background investigations to conduct, significant delays can occur. According to the Personnel and Training Bureau, the Department prioritizes backgrounds for sworn over non-sworn positions, and dispatcher candidates can fall to the bottom of the pile. During this delay, the Department may lose candidates to other agencies. Options to increase the processing of background investigations include adding staff time or contracting with an outside firm. There are private background investigation firms that could conduct all or some of the Department's recruitment background investigations to alleviate the workload of investigators, expedite the process, and retain more applicants.

### Opportunity to Increase Trainee Retention

A majority of employee separations occur during dispatchers' first year while still in training. Under the current staffing model, dispatchers are cross-trained to work all four positions in the Center: call taker, records desk, police desk, and fire desk. If a trainee does not pass one phase, they are released from training even if they successfully passed other phases. The reason the Center requires all dispatchers to be cross-trained is because it provides the most flexibility in scheduling. There may be, however, an opportunity to retain qualified individuals as call takers, in order to provide current dispatchers with some workload relief.

Current and former management of the Center identified the Police Desk phase of dispatcher training as the most difficult part of training, stating that

Figure 7. Dispatcher Training



Source: City of Berkeley  
Dispatcher Training Manual

people cannot handle the pace and stress associated with police calls. The training program for new hires is approximately nine months long with the Police Desk phase at the end (Figure 7). Our analysis of staff turnover revealed that only 45 percent of those hired as trainees in 2013-2017 successfully completed the training program to become permanent dispatchers.

Department managers reported that this is an improvement over previous years. In the current training program, trainees are terminated if they are not able to pass all phases of the program. Twenty-eight percent of the trainees were unable to complete the training program and exited between seven and nine months from their start date, approximately during the Police Desk phase of training.

Call taking is the first phase of training that dispatchers receive. This duty currently accounts for two or three staff positions on each shift. By changing practices to retain dispatchers who are able to pass call taking training but are not able to pass all training phases as call takers, the Center may be able to reduce overtime in the short term. Those individuals may later be able to resume training to advance to a fully cross-trained dispatcher if they desire.

### Staffing Shortages Impact Ability to Meet Ongoing Training Requirements

The understaffing of dispatcher positions and the resulting need for dispatchers to work lots of overtime means less time for training. According to the Police Department's Personnel and Training Bureau, the Center does not fully comply with California's Police Officer Standards and Training (POST) ongoing training requirements. In such a highly technical profession with changing technology, it is vital that those answering 911 calls are receiving appropriate and adequate ongoing training.

Table 3. Compliance with State Training Requirements

<b>Reporting Years</b>	<b>Total Dispatchers*</b>	<b>In Compliance</b>	<b>Not in Compliance</b>
2013/2014	30	16	14
2015/2016	30	21	9
2017/2018	31	26	5

\*Includes dispatchers who have separated from the City

Source: Berkeley Police Department Personnel and Training Bureau



California's  
Commission of  
Police Officer

Standards and Training (POST) established minimum training requirements for public safety dispatchers. Every dispatcher and supervisor is required to complete 24 hours of continuing professional training every two years to maintain, expand, and enhance knowledge and skills.

A lack of training means that dispatchers may not have the skills, knowledge, or abilities to handle calls, which could lead to serious consequences. In order to ensure that the Center is appropriately trained, the Department needs to increase recruitment efforts to attract quality candidates to fill vacant positions. In addition, adding call taker positions will allow the Center to reduce their reliance on overtime, relieving the burden placed on staff who are working excessive overtime and allow dispatchers more time to complete mandatory training.

## Recommendations

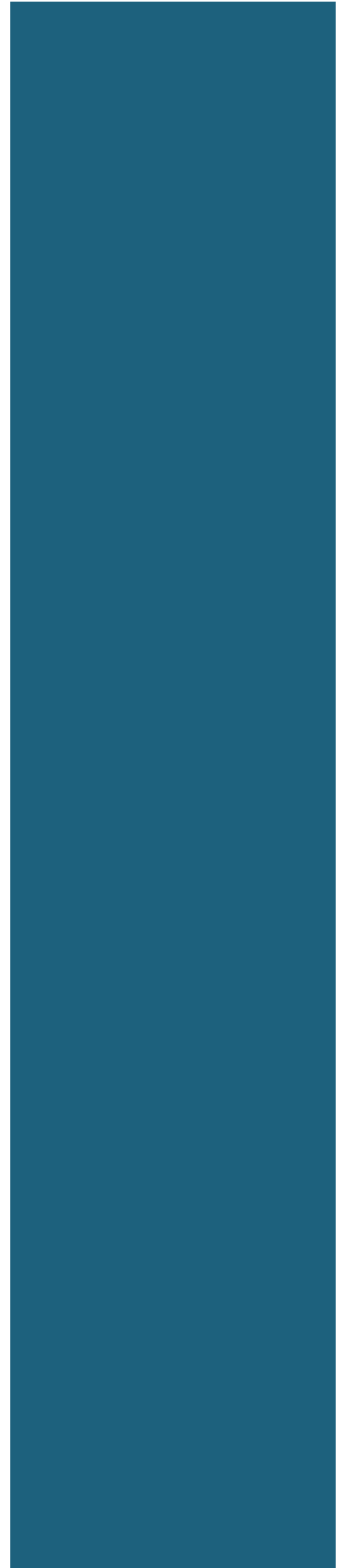
In order to ensure well-rested and content dispatchers, and to reduce reliance on overtime, we recommend the Police Department through its recruitment actions:

- 2.1 Open all dispatcher positions to continuous recruitment.
- 2.2 Work with Communications Center staff to create a specific recruitment plan for dispatcher positions including recruitment events and marketing material. Use recruitment best practices to reach potential applicants and increase the number of applicants.
- 2.3 Identify and implement feasible options to improve turnaround time on background checks for dispatcher positions. This can include outsourcing background investigations or working with Human Resources to ensure that the Department is able to complete all background investigations in a timely manner.
- 2.4 Design a way to retain staff that are unable to pass the Police Desk training, for example, keep staff as Public Safety Dispatcher I and have them work as a call taker or create a new job classification for a call taking position.
- 2.5 Evaluate the results from dispatcher recruitment routinely (e.g., annually or at the end of a recruitment cycle) to determine areas for improvement. Update recruitment plans.



In order to ensure adequate staffing and well-trained dispatchers, we recommend the Police Department:

- 2.6 Implement an automated scheduling software that has built-in decision-making capabilities to automatically fill shifts based on specified qualifications and staff availability.
- 2.7 Decrease the concentration of overtime among dispatchers.
- 2.8 Develop and implement a Communications Center training plan to ensure compliance with POST training requirements. Evaluate training processes and update training plans routinely.



## Working conditions adversely affect dispatcher morale.

All the dispatchers who responded to our survey stated that morale in the Center was low. According to staff, the major cause of the low morale is the understaffing of dispatch positions and subsequent excessive overtime needed to achieve minimum staffing. As the Center has continued to rely on overtime, staff have little to no time in their work days to complete ongoing training, build a healthy workplace culture, and access stress management resources. They also have less time off work to take care of their physical and mental health. Management reported that they have taken steps to address the low morale and provide resources to support dispatchers. However, there is more that needs to be done to ensure dispatchers have access to and participate in these resources.

### Communication Improvements Can Help Morale

Communication is a key tool to a healthy work environment. The majority of dispatchers feel that they are not given opportunities to voice their concerns, ideas, and opinions. This has caused dispatchers to feel disconnected from supervisors and management. Shift work creates a challenge when it comes to communication because there is no time in the day when staff are all together. Additionally, the type of work does not allow the entire unit to be off work and communicate as a whole. In our interviews, supervisors said that there is a lack of communication because they work different shifts and this makes it hard to be on the same page. Supervisors recognized that this challenge likely causes communication issues up and down their chain of command.

Management has recognized the need for greater transparency about management decisions and appear to be committed to creating better communication practices in order to achieve that. There are opportunities to increase transparency by holding regular meetings with supervisors and management where information is shared and communication plans are made. This would help ensure that supervisors are communicating consistent information down to dispatchers and that supervisors have time to bring ideas, concerns, and issues to management. Center staff also expressed that there are communication barriers between dispatchers and sworn police officers. Staff reported feeling largely ignored and forgotten by the Department. The Center and Police Department previously had a committee that met routinely to

**100%** of survey respondents agreed or strongly agreed that morale within the Communications Center is low.

**73.33%** of survey respondents disagreed or strongly disagreed that they are given opportunities to voice concerns, opinions, and ideas.



Supervisors are directly responsible for training and conveying information to dispatchers. It is also the job of the supervisor to resolve issues and refer to management as necessary.

discuss issues between patrol staff and dispatchers and keep communication open. The committee has since stopped meeting. A meeting between patrol staff and the Center, if properly managed, could help dispatchers communicate with the Department, build rapport, and solve recurring issues.

Center staff reported having a good working relationship with the Fire Department. They feel that Fire is very mindful about how their policies affect dispatchers and will initiate discussions with supervisors to address changes and issues, and to solicit feedback. However, there is room to improve communication with Fire by including all Center supervisors in those routine discussions to ensure that all significant issues are discussed. Currently, one of the supervising dispatchers serves as the liaison to Fire and is responsible for this communication. While it is important to have a point person, the Center may benefit from involving all supervisors and management in more routine meetings with Fire.

### Unaddressed Work-Related Stress Increases Risk to Department

There is no such thing as a good day in the Center. A bad day for most people is every day for a dispatcher. Dispatchers do not just hear when crimes or tragedies occur, they are on the phone with someone who was involved or witnessed what happened. According to the National Emergency Number Association, approximately 16.3 percent of dispatchers may be at risk of Secondary Traumatic Stress Disorder.<sup>4</sup> Experts identify risks associated with unaddressed 911 stress, including serious health issues, lower employee retention, impaired work performance, and declining morale in the workplace. All of these impacts have the potential to threaten the health of dispatchers and the ability of the Center to fulfill its mission to provide optimal emergency response to the public.

Experts have found that workplace satisfaction reduces the cost of employee turnover and sick leave while increasing performance and productivity. Low morale has been associated with the opposite. With mounting evidence that work-related stress is having more of an impact on 911 dispatchers, industry experts have established standards for a comprehensive stress management program.



The National Emergency Number Association provides standards for creating a comprehensive stress management program, including:

- Stress management training for all staff
- On-site educational materials and resources about stress and related risks
- Information on the role of nutrition, exercise, and sleep in preventing stress disorders
- Written procedures for ensuring participation in post-trauma response, debriefing, and peer support
- A PSAP peer support program
- Personal health incentives program to promote employee investment in lifestyle changes and practices shown to prevent mental and physical disease

<sup>4</sup> Secondary Traumatic Stress Disorder is the specific stress experienced by an individual who has experienced a traumatic event involving a threat to the physical integrity of another person; the stress resulting from helping or wanting to help a traumatized person.

## Dispatchers Are Tired of Dirty Workplace and Broken Equipment

Our survey and interviews revealed that poor equipment maintenance and workplace cleanliness are also contributing to employee dissatisfaction in the Center. There is currently no planned continuous maintenance on Center equipment. In addition to contributing to employee satisfaction, having working equipment is vital to the success of the City's emergency response. Implementing a maintenance plan will allow management to plan routine upgrades and replacement of equipment. Supervisors also commented on the lack of cleanliness in the Center. Overcrowded and cramped working quarters, as well as staff's frequent inability to leave their desks for lunch breaks, are likely contributors to the unclean space. The crowded conditions are likely to worsen as the Center expands to take on additional dispatchers. The Department may need to invest in additional cleaning services to address all sanitation issues.

## Dispatchers Believe They Need Better Access to Stress and Wellness Resources

The Police Department has policies and practices that address workplace stress, promote wellness, and show appreciation for employees. There are some resources that dispatchers have access to, for example, recognition during National Public Safety Telecommunicators Week and the City Employee Assistance Program. However, there are other resources that dispatchers report that they have a hard time accessing: post-trauma response, peer support, incident debriefing, and use of the Department gym. Center staff reported that dispatchers do not have time to access many of these resources due to understaffing. Management reported that they have introduced new wellness resources including a healthy-meal delivery service, access to a mobile meditation application, and a physical meditation space. Management recognizes that they will need to continue to work towards improving these services and access to these services.

Center staff also stated that dispatchers do not receive adequate ongoing training. The Center should provide ongoing training on the structured call-taking process, including the management of suicidal callers and calls involving persons with mental illness, to ensure that dispatchers have the skills and knowledge to handle the calls and manage their own stress. In

**86.67%** of survey respondents disagreed or strongly disagreed that they receive the resources needed to effectively manage the stress of being a dispatcher.

**60%** of survey respondents disagreed or strongly disagreed that they receive adequate ongoing training to understand their evolving responsibilities and do their job well.

addition to their current stress management practices, the Police Department could benefit from adding practices to ensure that dispatchers have access to the resources they need to continue to do their job and remain healthy. Without addressing staffing and overtime issues, dispatchers will continue to not have time to access essential stress management resources. By creating a comprehensive stress management program specifically for dispatchers, the Center can make time for dispatchers to access vital stress management resources that are relevant to staff needs.

Management has voiced their commitment to increasing transparency and providing additional support to improve the environment. While the initial implementation of programs to improve morale will have financial costs, these can be offset by cost reductions related to sick time, resignations, and workers compensation claims. The City's investment in its people is critical to ensuring that the Center is prepared to respond to calls for service and effectively communicate information to public safety personnel.

## Recommendations

In order to improve morale and communication, we recommend Communications Center management:

- 3.1** Create a comprehensive stress management program specifically for the Communications Center that includes the following:
  - Stress management training for all staff, 8 hours minimum during career
  - Access to on-site educational resources to help with stress and related risks, e.g., directory of local therapists specializing in treatment of stress and traumatic stress disorders and City programs that provide information on how and where to access help
  - Procedures assuring participation of staff in critical incidence stress management activities (e.g., debriefing sessions when involved in traumatic call events)
  - A Peer Support Program
  - Comprehensive, ongoing training on structured call-taking processes

- 3.2 Develop and implement plans to address workplace cleanliness and equipment maintenance and replacement.
- 3.3 Conduct regular supervisor level meetings to share information about operations and staffing. Use these meetings to improve understanding of the supervisor role, identify problems, discuss changes that may affect operations, and establish communications plans for distributing information to all staff.
- 3.4 Routinely have Police and Fire staff meet with all Center Supervisors to solicit feedback on Center operations and to address any issues. Use these meetings to improve understanding of the dispatcher role and current policies of public safety, identify problems that should be evaluated for further discussion, and discuss known and expected changes that may affect the Communications Center.

## Management Response Summary

City Management agreed to our findings, conclusions, and recommendations. In our meetings with Police Department management, they described their current and planned actions to address our audit recommendations. We found those verbal responses reasonable. For example, to address recommendations 1.2 and 2.4, Police Department management said they plan to request a new Call Taker position. This will help them hire staff who are able to handle call intake but may not be suited to handle police desk responsibilities. This will help reduce reliance on overtime.

The Police Department provided us with written summary information describing the conditions that led to our audit recommendations and identified some of their milestone dates. Some responses did not include complete, written corrective action plans or expected implementation dates as requested. Therefore, we will be working with Police Department management to obtain that information so that we can monitor their progress with implementing our audit recommendations. Please see Appendix III for the Police Department's written response to our audit recommendations.

## Appendix I—Methodology and Statement of Compliance

### Methodology

We audited the Communications Center's (Center) recruitment, staffing, overtime, retention, and training program for calendar years 2013 through 2017. We performed a risk assessment of the Center's practices and procedures to identify potential internal control weakness, including fraud risks, within the context of our audit objectives. To gain an understanding of the Center's operations and threats to performance and to achieve our audit objectives, we:

- Reviewed the Center's current minimum staffing requirements.
- Sat along during three dispatching shifts to observe operations.
- Interviewed the Captain of the Support Services Division, the Communications Center Manager, Dispatcher Supervisors, and Public Safety Dispatchers to gain an understanding of operations, staffing, and workload.
- Reviewed professional literature to identify common threats to the capacity of public safety dispatching agencies and best practices for staffing, recruitment, and stress management.
- Performed a regression analysis on estimated population growth and call volume.
- Analyzed call data by hour, including time to answer and duration on a call to understand call volume and call types for calendar years 2011-2017.
- Obtained and presented 2018 summary call data at the request of the Police Department to help demonstrate their hypothesis about the change in call volume post 2016.
- Ran a staffing analysis to determine the number of call takers needed to handle the current 911 call volume and compared those numbers to the current staffing.
- Analyzed the Center's use of overtime to meet minimum staffing requirements for calendar years 2013-2017.
- Calculated historic turnover and vacancy rates of dispatcher classifications for calendar years 2013-2018. This is one instance in which we were able to obtain 2018 data for analysis.
- Reviewed budget documents, written procedures, and common forms and reports used by the Police Department.
- Reviewed State and Department of Justice audits.
- Observed dispatcher candidate interviews and analyzed recruitment data to understand the recruitment and hiring process, including a number of applicants passing through each step of the recruitment process and the specific dates for various steps of the process for dispatchers hired.



- Interviewed Communications Training Officers to understand the training program and typical training timeframe for new dispatchers.
- Performed an anonymous survey of dispatchers to gauge morale and satisfaction with different aspects of their work environment.

We recognize that coordinated emergency response operations are complex, involving multiple City departments. The scope of this audit was narrow and looked only at the Communications Center role in answering 911 and non-emergency calls. We did not assess dispatching or emergency service response times, which are distinctly different from call answer times. When looking at answer times, we did not assess non-emergency calls as the California state standards apply to only 911 calls.

### Explanation of Staffing Analysis

We used the National Emergency Number Association's PSAP Staffing Guidelines to analyze the Center's staffing level based on call volume. This method of determining how many persons should staff a PSAP looks at primary workload, which is considered to be 911 calls received. We used standard queuing theory to determine how many call takers should be available to process the calls. This queuing theory was created to account for call volumes where if the caller was blocked, then at least 85 percent of the time the caller immediately redials. This is the situation of a person seeking emergency help. The limitation of this analysis is that it does not take into account any factors that influence call handling and that are not in the queuing formula.

### Data Reliability

We assessed the reliability of ECaTs data by reviewing them for reasonableness and completeness, interviewing data and data-system owners and managers, gaining an understanding of data access controls, and reviewing data system documentation. We determined that the data were sufficiently reliable for the purposes of this report. We did not include 2018 data in our reliability assessment. We included that data in Figure 2 at the request of the Police Department, but did not use it to support our audit findings, conclusions, or recommendations. We make that clarification under Figure 2.

We relied on US Census population and ABAG population predictions to support our finding regarding predicted increases to call volume. We considered both organizations to be known, reliable sources and, therefore, their data to be sufficiently reliable for our purposes. We recognized both the US Census and ABAG offer slightly differing predictive data. However, the purpose of our predictions is to give readers a general understanding of future impact with an understanding that actual population growth will be different. We do not expect this difference to be significant to the extent it impacts the purpose of our predictions, which is to support that the Center will need to expand along with population growth.

We assessed the reliability of payroll data by reviewing it for completeness, appropriateness, and consistency. We determined it is sufficient and reliable for the purposes of our work. The data captures the date of the hours, the staff member, position title, and hour code. We noted a limitation in the data in that the position title associated with individuals is their current title, which does not necessarily reflect the title at the time the hours were earned. This limitation does not significantly impact our use of the data because all four of the current supervisors were in their positions before 2013. In addition, we combined the Public Safety Dispatcher I and Public Safety Dispatcher II totals so our calculations are not impacted by when dispatchers were promoted from Public Safety Dispatcher I to II.

### Statement of Compliance

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

## Appendix II— Dispatcher Morale Survey: Design, Efforts, and Results

We designed a survey to gain an understanding of dispatchers' satisfaction on a number of issues, with a particular emphasis on determining the overall climate of the Communications Center (Center), and assessing which factors are contributing to dispatcher satisfaction and which are detracting from their satisfaction.

To collect the information contained in this report, we invited 23 dispatchers to participate through the SurveyMonkey online survey platform. Over a two-week period, a total of 15 employees completed the survey, which represents a participation rate of 65 percent. Because our survey focus was on dispatchers perceptions, we excluded supervisors and management. We interviewed the four supervisors, the Center Manager, and the Captain of Support Services separately to gain an understanding of their perceptions and concerns.

We created our survey in SurveyMonkey, an online platform for creating, distributing, and analyzing surveys. We designed our survey to keep responses anonymous.

### Survey Limitations

When we started designing this survey, we understood that there are inherent limitations in using survey data to gauge the morale of an organization. However, even with those limitations, providing an anonymous survey to employees was the most effective and efficient way to hear from a large number of employees in shift work who could responded freely. During our audit, we kept the following in mind:

- Many factors can impact an employee's frame of mind when completing the survey, which could influence their responses either positively or negatively.
- People who are dissatisfied are more apt to reply to the survey.
- Ongoing changes within the Center would impact perceptions day to day.
- Unless the survey achieves 100 percent response rate, some dispatchers' opinions may not be reflected in the quantitative analysis of responses.
- Despite our extensive preparation, dispatcher could have interpreted questions differently than we intended.

Because the overall goal was to set a baseline of the morale at a point in time, we determined that the above factors would not create a significant risk as to the accuracy of our audit findings, conclusions, and recommendations. The 65 percent response rate was a strong indicator that the results were reliable, and the responses agreed with comments made during interviews, including discussions with supervisors and management.

Table 1: Overall Survey Results of Dispatcher Morale

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
There are enough dispatchers on duty during each shift to handle call volume.	6.67%	6.67%	13.33%	40.00%	33.33%
I am not able to take my required breaks due to workload and staffing shortages.	26.67%	33.33%	13.33%	20.00%	6.67%
I am required to work too much overtime.	73.33%	13.33%	6.67%	0.00%	6.67%
I received adequate new dispatcher training to understand my responsibilities and to do my job well.	13.33%	40.00%	26.67%	13.33%	6.67%
I receive adequate ongoing training to understand my evolving responsibilities and do my job well.	0.00%	13.33%	26.67%	13.33%	46.67%
I would like to receive additional training to advance my knowledge and skills.	66.67%	20.00%	0.00%	0.00%	13.33%
I am compensated fairly for my work.	13.33%	33.33%	26.67%	20.00%	6.67%
I am given opportunities to voice my concerns, opinions, and ideas.	0.00%	6.67%	20.00%	13.33%	60.00%
I receive the resources I need to effectively manage the stress of being a dispatcher.	0.00%	0.00%	13.33%	26.67%	60.00%
The Communications Center operations written policies and procedures provide appropriate direction and guidance.	0.00%	6.67%	13.33%	13.33%	66.67%
The Communications Center written policies and procedures are applied to all personnel equally.	0.00%	0.00%	6.67%	26.67%	66.67%
I feel supported by Supervising PSDs and can count on them to fill in when workload increases due to training, staff absences, or call increases.	0.00%	6.67%	20.00%	13.33%	60.00%

	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neutral</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
I feel supported by Supervising PSDs and can count on them to fill in when workload increases due to training, staff absences, or call increases.	0.00%	6.67%	20.00%	13.33%	60.00%
Supervisors contribute to a positive work culture.	0.00%	6.67%	20.00%	20.00%	53.33%
I have confidence in management's ability to perform their duties and run the Communications Center.	0.00%	0.00%	6.67%	26.67%	66.67%
Management contributes to a positive work culture.	0.00%	0.00%	13.33%	20.00%	66.67%
Overall, the morale within the Communications Center is low.	93.33%	6.67%	0.00%	0.00%	0.00%

## Appendix III—Recommendations and Management Response

**1.1** Conduct an annual staffing analysis of required minimum staffing levels and budgeted dispatchers to ensure budget staffing requests and scheduling efforts meet demand and limit the use of overtime where possible. Use the staffing analysis to communicate to Council and the public during the annual appropriations process:

- Service level demands;
- The full-burdened cost of budgeting for additional staff;
- Whether there is sufficient funding available to budget for the additional staff or a shortfall (quantified in dollars); and
- Additional staffing requests, if needed.

**Management Response:** We will research other available analysis options to determine if we are using best practices by June 2019. A monthly and yearly analysis of staffing is helpful when determining best use of the current employees in terms of scheduling. We recognize that our current use of a manual scheduling process is not optimal and that we would be better served by an automated scheduling program. The Department has already begun to consider several automated scheduling programs to replace our current manual method.

**1.2** Use the staffing analysis performed in response to recommendation 1.1 to, determine future resource needs of the Communications Center, including staffing, equipment, and physical space. Take into account planned changes to services and factors that may influence call volume.

**Management Response:** Decide on Communications Center expansion versus relocation by December, 2019. We will need to increase our staffing levels to meet NENA staffing recommendations. Future enhancements to the 911 system such as text to 911 and Next Generation 911 will increase our call times and further hinder our ability to meet NENA standards on call answer times. The Communications Center will need to either expand the space it currently occupies in the Public Safety Building, or relocate to a separate building in order to increase the number of consoles needed to accommodate additional required staff.

The Department has already begun discussion on the Communications Center's spatial needs. In 2018, we implemented a new Computer Aided Dispatch system in order to enable us to receive 911 calls via the upcoming Next Generation technology. The Call Taker proposal will be submitted to Human Resources and the Personnel Board.

## 2.1 Open all dispatcher positions to continuous recruitment.

**Management Response:** We hope to obtain approval from Human Resources by September, 2019. Open and continuous recruitment of all dispatcher positions has long been the desire of Management. There are several factors that make hiring dispatchers challenging. The hiring process itself is lengthy due to required testing of applicants, background investigation and physical exam. Because of our limited resources in terms of floor trainers, we cannot hire more than three dispatchers at one time or the trainer's become overburdened. The Public Safety Dispatcher training program generally takes 9-10 months to complete. Often, it is not until the latter months of training that deficiencies that will not allow a trainee to complete the program are discovered. Allowing for open and continuous recruitment would give us the ability to create a pipeline of applicants to "plug in" once a trainee either completes or is released from the training program.

Human Resources has already agreed to open and continuous hiring for lateral Public Safety Dispatcher II classification and Management has requested the same for both the non-lateral and Public Safety Dispatcher I classifications.

## 2.2 Work with Communications Center staff to create a specific recruitment plan for dispatcher positions including recruitment events and marketing material. Use recruitment best practices to reach potential applicants and increase the number of applicants.

**Management Response:** In progress since 2018, the marketing firm is expected to begin work by May of 2019. Recruitment of a compassionate, competent, talented and diverse workforce is a priority for the entire department, and has been a challenge over the last several years due to a variety of reasons. Creation of a more specific plan for dispatcher positions can help reach potential applicants and increase the total number of applicants. Management recognizes the importance of both hiring and retaining applicants through the training program as being a key element in overcoming the staffing shortage.

The Department created a Recruitment and Retention Team in 2018 in order to address the departmental recruitment needs. This was the first step in setting out a concrete plan. This team has developed goals and priorities, with very specific tasks. The goals include better tracking of recruitment efforts, creation of recruitment videos, attending recruitment events, hiring a marketing firm to assist with web design, employment brochures and literature, social media outreach and other advertising avenues.

**2.3** Identify and implement feasible options to improve turnaround time on background checks for dispatcher positions. This can include outsourcing background investigations or working with Human Resources to ensure that the Department is able to complete all background investigations in a timely manner.

**Management Response:** In progress since 2018. In April of 2019 the Department contracted with a background investigation firm that can complete up to three backgrounds at a time with a one month turn around. The Department also hired a retired BPD officer to complete backgrounds on a part time basis. This retiree has extensive experience conducting background investigations for the Department. The Department is experimenting with now assigning multiple categories of backgrounds out at one time, instead of exhausting higher categories before moving on.

The long background check process has been an impediment to successful recruitment and hiring for some time. The above described Recruitment and Retention Team has also identified improving the background investigation process as a critical task. Plans were considered to dedicate current employees as background investigators, hire independent background investigation companies or do some combination of the two. The proposed plan to affect change in this area is to hire an independent but highly experienced background investigation firm that can rapidly complete quality background investigations, continue to use Department employees to complete background investigations, and also continually evaluate and adapt practices.

**2.4** Design a way to retain staff that are unable to pass the Police Desk training, for example, keep staff as Public Safety Dispatcher I and have them work as a call taker or create a new job classification for a call taking position.

**Management Response:** We want to have our final proposal for the call taker and revisions to the PSD classifications by June and implement by fall 2019. Historically, many trainees have gained proficiency in call taking, demonstrated excellent customer service skills and professionalism, but could not complete the training program due to their inability to pass Police Desk training.

Hiring more full time call takers would improve staffing levels, greatly relieve overtime required by dispatchers, significantly reduce overtime costs and allow us to meet NENA minimum staffing requirements. Once the Call Taker classification is approved, it would help Management to potentially retain valuable employees by offering them a position in a different classification they are already qualified to work.



## 2.5 Evaluate the results from dispatcher recruitment routinely (e.g., annually or at the end of a recruitment cycle) to determine areas for improvement. Update recruitment plans.

**Management Response:** Evaluation and more robust data collection on applications began in late 2018. By the summer of 2019 the Department should begin to have an adequate data set to review. Recruitment has changed over the last several years, and competition for qualified candidates is great among agencies. Continual evaluation of Departmental efforts will be critical to staying abreast of best practices and successfully hiring quality candidates. The Department plans to improve tracking and review of the number of applicants, how successful applicants are through the process, and where they most often are “lost” in the process. The Department also plans to review these results in line with testing processes in order to adjust as necessary.

## 2.6 Implement an automated scheduling software that has built-in decision-making capabilities to automatically fill shifts based on specified qualifications and staff availability.

**Management Response:** As of April 2019, there have been presentations by two separate software vendors. There is a plan to research a third vendor’s software (Tyler Technology) at an upcoming annual conference. DoIT suggests implementing a scheduling software in line with other technology upgrades surrounding payroll (ERMA). The Department anticipates that review of available products and decisions as to whether to move to Implementation could occur in late Fall of 2019.

Implementation of a scheduling software could help relieve the current personnel engaged in scheduling, create a feeling of greater fairness and control which would be a morale boost. This would also allow for greater review over how much overtime individuals are working in order to ensure their wellness and that they are taking enough time off. The Department is interested in balancing the above opportunities with the challenges and expense of implementing a new software solution.

The Department has been communicating with and working alongside DoIT, union representatives and outside vendors to explore various scheduling software options. Efforts are also underway to identify best practices in other jurisdictions.

## 2.7 Decrease the concentration of overtime among dispatchers.

**Management Response:** Change in overtime distribution procedures implemented in 2018. For the past five years, the Communications Center's overtime has averaged roughly 300 hours per week in order to meet our minimum staffing requirements. Approximately 100 additional hours would be necessary to meet NENA minimum staffing levels.

Although we cannot reduce overtime levels until we hire more dispatchers and they successfully complete either the PSDII or call taking training program, in 2018 the scheduling supervisor was directed by the Communications Manager to re-order the way overtime is assigned in order to more equitably distribute overtime hours between all dispatchers, instead of the majority of hours falling to a portion of staff.

## 2.8 Develop and implement a Communications Center training plan to ensure compliance with POST training requirements. Evaluate training processes and update training plans routinely.

**Management Response:** In progress since January of 2019. The goal is that by end of 2019, all Communications Center Personnel will be on track with POST requirements (nearly half completed with all training hours at the halfway point of the training cycle).

Ongoing training of employees is a priority for the Department. The Department sees the value and benefit of these training opportunities for the employee's development and wellness, the Department's mission, and the quality of service the community ultimately receives.

In January of 2019 the Communications Center leadership team implemented a plan to track POST training requirements along with yearly Performance Appraisal Reviews. At each employee's PAR anniversary date, their supervisor will review the number of hours of training received to date. Additionally, Personnel and Training will conduct an annual review of all Communications Center personnel to track POST training time. Finally, one of the Public Safety Dispatch Supervisors was assigned the job to work as a liaison with Personnel and Training for scheduling POST classes as well as directly with dispatchers to locate and sign dispatchers up for course of interest.

### 3.1 Create a comprehensive stress management program specifically for the Communications Center that includes the following:

- Stress management training for all staff, 8 hours minimum during career
- Access to on-site educational resources to help with stress and related risks, e.g., directory of local therapists specializing in treatment of stress and traumatic stress disorders and city programs that provide information on how and where to access help
- Procedures assuring participation of staff in critical incidence stress management activities (e.g., debriefing sessions when involved in traumatic call events)
- A Peer Support Program
- Comprehensive, ongoing training on structured call-taking processes

**Management Response:** All Communications Center Staff to receive 8 hours training by December, 2019. The Department recognizes the negative effects of stress on employees and utilizes Peer Support Counselors, a Crisis Intervention Team as well as the Employee Assistance Program and most recently the Headspace website which promotes mindfulness and meditation.

Work with Personnel and Training to Expand current stress management toolset to include a mandatory 8 hour stress management course for all Communications Center staff.

### 3.2 Develop and implement plans to address workplace cleanliness and equipment and furniture maintenance and replacement.

**Management Response:** Beginning fall 2018, the Communications Center receives a deep cleaning on a quarterly basis. Standalone Hepa filters will be purchased by July 2019. Management recognizes the need for improvement in the cleanliness of the Communications Center.

### 3.3 Conduct regular supervisor level meetings to share information about operations and staffing. Use these meeting to improve understanding of the supervisor role, identify problems, discuss changes that may affect operations, and establish communications plans for distributing information to all staff.

**Management Response:** Fully operational by October 2019. Management recognizes the need for improved communication across all ranks. The Communications manager is in the process of creating a web based information portal which includes sections for polices, Supervisory blog, Communications Center blog, resources, health and wellness, new dispatcher training, and links to web based training opportunities for tenured staff.

**3.4** Routinely have Police and Fire staff meet with all Center Supervisors to solicit feedback on Center operations and to address any issues. Use these meetings to improve understanding of the dispatcher role and current policies of public safety, identify problems that should be evaluated for further discussion, and discuss known and expected changes that may affect the Communications Center.

**Management Response:** May 2019. The Department recognizes the need and benefit of such meetings. Logistically this has been challenging due to the various shifts and workdays of personnel from other divisions. Invite Police and Fire staff to attend the weekly Supervisor meeting whenever problems are identified or whenever known or anticipated changes may affect the Communications Center.

### **Mission Statement**

Promoting transparency and accountability in Berkeley government.

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Office of the City Auditor

CONSENT CALENDAR  
May 14, 2019

**To:** Honorable Mayor and Members of the City Council  
**From:** Jenny Wong, City Auditor *zw*  
**Subject:** 911 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale

#### RECOMMENDATION

We recommend City Council request that the City Manager report back by November 19, 2019, and every six months thereafter, regarding the status of our audit recommendations until reported fully implemented by the Police Department.

#### FISCAL IMPACTS OF RECOMMENDATION

The Communications Center risks losing State funding if it is not able to reach call-answering targets. Investing in adequate staffing and additional resources will allow the Communications Center to answer 911 calls within those required timeframes. The cost of much-needed resources will depend on the outcome of the staffing analysis we recommend that the Police Department complete to determine appropriate staffing levels now and in the future.

Life should not be measured in dollars. Without sufficient staff, it takes longer for call takers to answer 911 calls. The faster that dispatchers can get a police officer, firefighter, or paramedic to the scene, the better the chances of a good outcome.

#### CURRENT SITUATION AND ITS EFFECTS

It is taking longer than previous years for call takers to answer 911 calls. The Communications Center's staffing levels are not sufficient to meet current call demands and, with predicted population growth, the Center will soon need even more resources to maintain its emergency response service levels.

Due to consistent understaffing, the Communications Center relies heavily on overtime to meet minimum staffing requirements, spending nearly \$1 million per year on overtime. The Police Department works to fill vacant positions, but the hiring and training processes are lengthy and extensive. There are opportunities to improve those processes to reduce both the number of continuous vacancies and the significant reliance on overtime. Understaffing also leads to low morale in the Communications Center. Dispatchers say that they do not feel supported and that they do not have the time needed to take care of their physical and mental health. Police management has taken some steps to address the low morale, but there is more to be done to address dispatcher needs.

We recommend that the Police Department conduct a staffing analysis to determine appropriate staffing levels, create a recruitment and continuous training plan for dispatchers, establish a call-taker classification; and implement automated scheduling software to better inform future budgeting decisions, decrease the reliance on overtime, and relieve the burden placed on overworked staff.

We also recommend that the Police Department implement programs to increase morale and staff communication. These include establishing routine meetings with dispatch supervisors, sworn police, and fire personnel; and a comprehensive stress management program.

#### BACKGROUND

The Police Department Communications Center serves as Berkeley's 911 public-safety answering point, receiving all emergency and non-emergency police, fire, and medical calls and dispatching public-safety personnel to respond as appropriate. The 2018 City budget authorized 33 non-sworn full-time equivalent positions for the Center, including 28 public safety dispatchers, four supervisors, and one manager. The City has not added to the Communications Center dispatcher staffing levels since 2004.

#### ENVIRONMENTAL SUSTAINABILITY

Our office manages and stores audit workpapers and other documents electronically to significantly reduce our use of paper and ink. Our audit recommendation for the Communications Center to use modern staffing software could also reduce the use of paper and ink.

#### RATIONALE FOR RECOMMENDATION

The seconds it takes to answer and prepare a 911 call for dispatch can mean the difference between life and death. Implementing our recommendations will enable dispatchers to answer calls within required timeframes by ensuring the Communications Center is appropriately staffed and supported.

#### CONTACT PERSON

Jenny Wong, City Auditor, City Auditor's Office, 510-981-6750

#### Attachments:

- 1: Audit Report: 911 Dispatchers: Understaffing Leads to Excessive Overtime and Low Morale, issued April 25, 2019