

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2008 JUN 26, PM 4:24

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: July 8, 2008

Re: **An Informational Report from the Chief of Police Detailing the Department's Ability, Strategy, And Plan for the Use of Surveillance Cameras Throughout the City of Oakland, Including Partnerships With Merchants and Other Agencies**

SUMMARY

As requested by the Rules and Legislation Committee on May 22, 2008 staff has prepared this informational report detailing the Department's ability, strategy, and plan for the use of surveillance cameras throughout the City of Oakland, including partnerships with merchants and other agencies.

FISCAL IMPACT

This is an informational report and no Council action is required. Should it be determined that the Department will implement additional surveillance camera projects, staff will submit to the Council specific funding requests and fiscal implications for each of the projects. The current camera deployment costs were paid primarily by Council members, merchants, and the Redevelopment Agency.

Attached is a summary of the Department's plan (including estimated costs) to establish an electronic public safety monitoring system. Staff has not yet prepared or submitted a formal Request for Proposal (RFP) on this project; however, the preliminary estimate is approximately \$5.8 million dollars to fully initiate, and approximately \$800,000 in annual recurring costs. The estimated cost to renovate the Eastmont Station Jail into a Fusion Video Monitoring Center is approximately \$2.5 million dollars (Attachment A). The cost of the WiMax network, which is required to transmit the video, is estimated at \$3 million dollars, with recurring annual maintenance costs of \$300,000.

The Department would also need to hire 4.0 FTE Police Services Technicians (at a total annual cost of approximately \$330,189 per year) to coordinate and manage the monitoring center for this project. Currently, the Department has not identified funding for this project; however, staff is actively seeking possible grant opportunities that may be available to help fund this project.

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BACKGROUND

Law enforcement agencies across the United States have deployed surveillance cameras in public areas of their jurisdictions as part of their crime reduction strategy. Surveillance camera systems have been deployed in major metropolitan cities such as Chicago, New York, Houston, and Philadelphia. There are several cities here in the Bay Area that have also deployed camera systems including San Francisco, Pittsburg, Ripon, and San Jose. In this area, Ripon and Pittsburg are the only two Departments with fusion centers (central location where the video cameras are monitored).

In 2006, the Oakland Police Department entered into an agreement with several merchants in the Fruitvale District to access the merchants' existing security cameras through an internet connection; cameras were later deployed in other areas of the City. With this current system, community groups and merchants, as well as police staff are able to view the footage from these cameras; however, there is no organized monitoring of the system.

KEY ISSUES AND IMPACTS

Upon implementation of the surveillance camera project in 2006, staff identified a number of problems that negatively impact the effectiveness of the program, which are:

- The cameras can not be controlled in real-time; there is a 10 -15 second delay due to the network.
- There is a \$50.00 monthly fee requirement for officers to be able to connect to the internet through EVDO¹ to access the camera systems from laptop computers in the field. The Department's network does not support access to a Department of Justice (DOJ) connection and the internet on the same computer, preventing field officers from connecting to the current camera system.
- The Department is not in control of the footage captured, or time frame for which the recordings are maintained, as the cameras do not belong to OPD, but the merchants. (There is no formal policy on the existing camera system). The recordings are generally captured on a single VHS tape which is erased and reused. The problem that arises from this practice is that the picture quality deteriorates after multiple usage of the tape. Since, the cameras are not deployed by the Police Department; there is no set standard for the cameras specification or quality. Staff is in the process of phasing out this type of camera system for a more effective system.

Future Plans

The Department intends to deploy a system similar to those that have been successfully deployed in other major cities as a part of its crime reduction strategy. The citywide camera system will enhance the Department's ability to respond to criminal activity and investigate crimes. The

¹EVDO – Evolution Data Optimized is a telecommunications standard for the wireless transmission of data through radio signals, typically for broadband internet access.

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Oakland Police Cameras System will operate on the Integrated Public Safety System (IPSS) and will not be viewed by the public. The Camera System will consist of existing cameras owned by the Port of Oakland², merchants, private groups, and the Police Department. The system will be integrated with the Department's other crime fighting tools such as Shotspotter, License Plate Readers, and In Car Video Systems. All cameras on the system will be standardized and video will be stored digitally. The system will allow police, fire, and other authorized public agencies to view video on both desktop computers and field computers at no additional cost.

The surveillance cameras will be connected to the Public Safety Networks (private, secure networks that can only be accessed³ by public safety employees). This network meets all of the Department of Justice standards required to interface with DOJ networks; every computer within the organization is connected to this network. Eventually an Urban Fusion Center (centralized monitoring location) will be created in the vacant jail at the Eastmont Station, where video from all cameras and all other crime prevention technology will be monitored.

As stated, the Port of Oakland has several existing cameras and will be expanding its system over the next year. The ability to view Port-owned cameras will provide valuable information when responding to, or investigating critical incidents. For example, in the event of a hazardous chemical spill staff will be able to respond and view the scene prior to arrival. This could provide critical information related to the perimeter of the scene and the need for any specialized equipment. The Port cameras monitor both intersections and freeway traffic, which would allow for locating wanted vehicles or evaluating traffic conditions during a response to emergencies.

Merchants and private groups will be offered the opportunity to sponsor (purchase for the program) camera installations for their respective businesses or neighborhoods. Merchants will be afforded the choices of both internal and external cameras. The external cameras will be controlled, viewed, and recorded by OPD at all times; internal cameras will not be viewed, controlled, or recorded by OPD unless an alarm is triggered or a crime occurs.

Law enforcement agencies that currently implement surveillance camera systems have reported that these systems contribute to the efficiency of criminal investigations by identifying victims, witnesses, and suspects. Below are some examples of how surveillance camera systems have been used by other departments.

- Pittsburg, CA Police Department - An officer monitoring the system witnessed a stabbing in progress and was able to direct officers to the location where the crime was occurring. As result, the suspect was identified and arrested. The victim's life was possibly saved by medical staff who were directed to the scene by the officer monitoring the system.

² The Port of Oakland currently has surveillance cameras located on the piers which captures footage on parts of Seventh Street and some intersections; however it is the Ports intension to expand its current camera project to streets nearby Jack London Square.

³ Depending upon the type of system used by the City, merchants may or may not have the ability to access the Network. Most systems have the capability to allow merchants to record and view footage from their cameras only.

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- Chicago, IL Police Department - During an actual presentation of the system to department staff and city officials, the audio component revealed a conversation between two possible suspects stating that the camera was keeping them from selling drugs because the police were watching. This example illustrates the effectiveness of surveillance cameras to act as a deterrent to criminal activity.

PROJECT DESCRIPTION

The OPD cameras will be both static and dynamic, meaning they will have the ability to remain stationary to capture footage in a specific location as well as the ability to be moved to different locations throughout the City as crime trends and patterns emerge. The static cameras will remain in one location among highly patronized areas of the City such Frank Ogawa Plaza, parks, schools, and Jack London Square. Dynamic cameras (which will be moved around throughout the City to capture activity in hot spots, or enforcement projects) will provide real time viewing which will allow for response to crimes in progress and support problem solving projects.

The Surveillance Camera System can be used as a traffic enforcement tool in areas of the City known for sideshow activity, by capturing traffic violations on camera and potentially citing the registered owner via US mail. The system will be monitored from the field, desktops, and at the fusion center. Video footage will be recorded and stored a sufficient time for investigations of crimes to be adequately carried out, and in accordance with records retention regulations.

The Oakland Police Camera System will be integrated with other crime fighting technology to support the Department's crime prevention plan. The technology used for gunfire recognition is a good tool but becomes a great tool when it is integrated with a camera system. The system will not only alert officers when shots are fired, but provide video from cameras within the surrounding area. When the system is integrated with In-Car Video, the Department will have the ability to connect to the camera in the vehicle as well as any surveillance cameras in the surrounding area.

The purpose of this camera system is to supplement the Department's efforts to provide a safe public environment in which to conduct business, transit public spaces, and enjoy City neighborhoods with minimal fear of crime.

The intent of the system is to:

1. Lead to the rapid identification of those responsible for crimes committed in view of a camera
2. Deter those who (without the presence of a camera) might seize an opportunity to prey upon others.
3. Support the successful prosecution of criminals whose activity is captured

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The system will not be used for

1. Arbitrary viewing of citizens; or
2. Viewing activities where a reasonable expectation of privacy may exist (e.g., public restrooms) even though conducted in a public place.

SUSTAINABLE OPPORTUNITIES

Economic: With the reduction of crime, the City may experience economic growth through business development, which will bring consumers who may contribute to the economy.

Environmental: Crime breeds blight and degradation of a community; Surveillance cameras will help reduce crime, thereby creating a cleaner City, motivating citizens to get involved in the Departments efforts to improve the quality of life in the City of Oakland.

Social Equity: By installing surveillance camera throughout the City of Oakland, the Department will have an opportunity to enhance its investigative efforts, and provide a deterrent to criminal activity, effectively reducing crime in Oakland. Reduced crime will enhance the quality of life in Oakland.

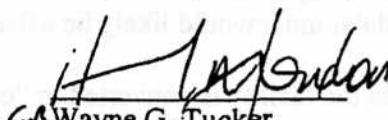
DISABILITY AND SENIOR ACCESS

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

RECOMMENDATION

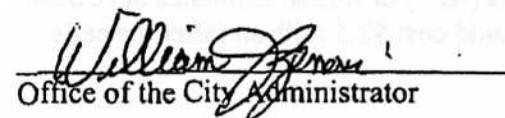
Staff recommends acceptance of this report.

Respectfully submitted,



Wayne G. Tucker
Chief of Police

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

Prepared by:
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1. Public Safety Monitoring System Proposal

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Introduction

This memo outlines the Department's plan to convert the never-used holding facility of the Eastmont Police Station into a state-of-the-art electronic monitoring center. The proposed project is estimated to cost \$2.5 million. The purpose of the center would be to improve public safety and the efficiency of emergency services at all levels. The center would enable the City to develop a greater capacity for multi-faceted emergency operations and traffic management.

History

The OPD Eastmont Substation was built in 2002 and opened as a stand-alone police facility to serve the residents of East Oakland. The build out of the facility included a self-sufficient modular facility capable of booking and holding prisoners prior to transportation to facilities capable of holding them for periods over 24 hours. However, the facility was never opened. When the Oakland City Jail was closed in favor of using Alameda County jail services, the Eastmont facility immediately became unusable and obsolete. This unfortunately resulted in a significant amount of unused special-purpose space for which the City is obligated to pay rent over the course of a long-term lease. Currently, this facility, approximately 4,000 square feet, sits idle and is only partially used for storage. The possibility of using the facility for its intended purpose is doubtful due to changes in holding facility standards that have occurred since it was designed and built.

Financial Requirements

The City is currently paying rent on the facility based on square footage. Use of the facility for minor storage purposes is not cost effective. The City's Real Estate Department has indicated that the modular holding facilities have a market value that would support the vacation of the space for an alternative use. The cost to remove the modular units would likely be offset by their after-market value.

Once the facility is converted to "open space," it would be available for build out for an alternative purpose. Since the facility is located within the OPD substation, the preferred alternative purpose would be one related to public safety and emergency services. The development of an electronic public safety monitoring center is both contemporary and fiscally responsible. While no Request for Proposals (RFP) or formal estimates have been prepared, it is estimated that the center build out would cost \$2.5 million (after the cells are removed from the facility).

Key Issues

The City has installed infrastructure to support electronic monitoring for both traffic management and public safety purposes; yet no central location exists to allow staff to conduct the monitoring. While Transportation Services is in the process of building a Traffic Monitoring Center at 250 Frank Ogawa Plaza, that facility is inadequate to serve

the public safety and emergency management needs of the City. The Eastmont Substation is already designated as the City's secondary Emergency Operations Center (EOC); therefore, converting the never-used holding center into an electronic facility would enable the City to further a number of Council goals related to improving traffic flow and public safety. It is proposed that a wide range of public and private monitoring devices could be tied together at Eastmont.

The City, and its Police Department, is increasingly being tasked by the community to find ways to improve efficiency and risk management through the use of technology. The build-out of a monitoring center would satisfy many of those needs in a centralized secure facility. As the City builds its capacity to meet these demands, additional specialized space will be required. The monitoring facility will be used to manage the following projects:

- Monitoring of existing and proposed public CCTV systems
- Monitoring of existing semi-private and other-governmental systems related to the management of special events and public safety that include:
 - The Coliseum
 - BART
 - City funded cameras on problem liquor establishments
- Traffic management
- Emergency operations and EOC backup
- Disaster response
- Criminal investigations
- OPD in-car video
- Red light electronic enforcement and monitoring
- Basic police response to emergency calls for service
- Covert police response and investigation into emerging crime trends such as street robberies and open-air drug markets
- Electronic monitoring of high risk parolees and probationers
- Automated license plate scanning
- Management of the "Shot-spotter" system

The Police Department, Fire Department, Information Technology Department, and Transportation Services have all expressed interest in participating in this collaborative project. Furthermore, the project will further Oakland's position as a front-runner in the use of technology to improve government efficiency, the environment, and public safety for its citizens.