

**WHAT WILL BE THE IMPACT OF
VIDEO SURVEILLANCE IN PUBLIC AREAS
BY MID-SIZED URBAN AGENCIES BY 2007?**

**A project presented to the
California Commission on
Peace Officer Standards and Training**

by

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This Command College Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

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CHAPTER ONE

ISSUE IDENTIFICATION

Issue Statement

The research for this project will seek to answer the question: What will be the impact of video surveillance in public areas by a mid-sized agency by the year 2007?

Definitions

Video Surveillance is defined as the use of remote cameras to monitor activity, directly and passively, at selected locations. Public areas are defined as public buildings, parks, schools, and similar areas that are open to access by the general public without a reasonable expectation of privacy. A mid-sized agency is one consisting of between fifty and 150 members.

Introduction

Law enforcement agencies throughout California and the United States are facing a crisis in staffing while simultaneously fighting an ever-increasing battle to maintain law and order and quality-of-life in their communities. Community policing and problem solving strategies have enabled police departments to be more effective by maintaining close ties with the communities they serve and by obtaining input on what the communities' true interests are as to the services provided by law enforcement agencies. This has led, however, to an increased level of expectation of police agencies on the part of the community, who not only expect their police officers to arrest criminals, but also to work on such quality-of-life issues as graffiti and youth loitering.

Faced with a lack of staff and an increase in demand, law enforcement agencies have to try new and different methods of meeting community expectations. One possible solution to these challenges is the use of video surveillance in public areas by the police. The potential for

the use of video surveillance is constantly being expanded as its use by police agencies becomes more commonplace.

The use of video surveillance is not without controversy. In Cincinnati, Ohio, a city councilman put forth a proposal to use video surveillance to help patrol public places in a downtown area. He obtained over \$100,000.00 in private funding to pay for the purchase and installation a 13-camera system. However, he did not anticipate the community's objection to such video surveillance and was defeated in his bid to install the camera system. Ultimately, he was able to have one camera installed at one intersection.ⁱ

In Milwaukee, the opposite approach was taken when the Milwaukee Common Council passed an ordinance requiring gasoline filling stations that remain open 24 hours a day to install video cameras and keep the videotapes recorded for 72 hours. This also extended to 24-hour convenience stores. "The new law is pushing to get more people to install video," said Charles Elliott, the Executive Director of the Wisconsin Petroleum Council.ⁱⁱ

The Security Industry Association published a report in December of 1998 outlining 37 examples of the use of security cameras in the United States. In Mount Vernon, New York, video surveillance was used to target vandalism and graffiti. In Honolulu, Hawaii, they noted that video surveillance was being used to fight drug dealing and prostitution. In Oakland, California, however, civil liberties concerns delayed the use of video surveillance.ⁱⁱⁱ

Thomas D. Colbridge noted that controversy surrounding government surveillance is not new, having been addressed as long ago as 1928 when the Supreme Court addressed the Constitutional issues involved in the government's recording of telephone calls.^{iv} Later decisions have confirmed the government's ability to conduct electronic surveillance, but have placed limitations. It is clear, however, that if the action taken by a government agency does not

infringe upon a reasonable expectation of privacy, it does not constitute a search under the Fourth Amendment. Therefore, if video surveillance is used in an area where there is not a reasonable expectation of privacy, there are no fourth amendment issues to deal with nor warrants to obtain.^v Furthermore, federal courts have long ruled that there is no expectation of privacy in conversation or activity if one party to that conversation or activity has consented to government monitoring. Therefore, if a government entity wanted to monitor its own facilities via video surveillance, it would become the consenting party and would fulfill this obligation.^{vi}

Colbridge concluded that electronic surveillance is one of the most powerful investigative tools available to law enforcement but acknowledged that as powerful as these techniques are, they are also extremely invasive.^{vii}

In Europe, video surveillance has long been used in public places by the police, where they aggressively use video surveillance as part of what they refer to as proactive policing. British police cite the reduction of crime and increased public assurance as evidence of the success of video surveillance.^{viii}

Technology in the field of video surveillance, like most electronic related technology, has taken great strides forward in recent years. John Lusardi, CEO of S.L. Streaming Incorporated said, “We have the technology in place that allows a police agency to access real-time seamless streaming video at remote sites.”^{ix} The technology involved is not the frame-grabbing technology most of us are familiar with in which three or four frames per second are shown in a jerky, cartoon-like fashion, but rather as an ultra smooth, high quality image that can depict an event as if it’s been filmed on a high definition video camera.^x

The development of technology capable of broadcasting such images directly to officers on patrol in their vehicles over computer monitor screens is under development, but limited by

available bandwidth. However, systems using DSL lines or cable are available and will allow dispatchers or other personnel in police stations to tune in via a centralized website to many different sites. They are then able to relay the information to responding units. This type of video surveillance enables agencies to provide better service in life and death situations. According to the October 2001 issue of Police Magazine, dispatchers can provide details on the number of suspects, the types of weapons they possess or vehicles being driven and other information to responding units who can make better decisions with the more complete information and increase the likelihood of apprehending criminals.^{xi} A Motorola executive summed it up by saying that the police need certain tools to accomplish the job and since staffing is always a problem, they are leaning toward a technological fix.^{xii}

Amid balancing the technological aspect of the issue is the concern of community acceptance. Community members are increasingly less tolerant of quality-of-life problems surrounding juveniles loitering in public parks or other areas. Graffiti, and the property damage associated with it, is also a concern of community members and government officials alike. This concern for the need to improve community living conditions is counterbalanced by those who say that monitoring in public areas by the police is invasive and worse than the crime and quality-of-life issues the surveillance is intended to address.

In the coming years, the issue of the use of video surveillance by police agencies will be controversial as it is expanded. As an important crime strategy, technology will continue to become more sophisticated and affordable. Community concerns will continue to be focused on police departments to address quality-of-life concerns in addition to crime issues. Even in light of the recent World Trade Center catastrophe, privacy rights will always be a concern to those in the United States

As the background shows, the impact of the use of video surveillance by mid-sized agencies must be studied to tailor its potential use to each locality, taking into account budgetary, political, legal, labor and community relation concerns.

This project will examine the impact of the use of video surveillance in public areas by mid-sized police agencies. Trends and events are identified. Scenarios that reflect the future in an optimistic, pessimistic and normative manner are presented. The scenarios will aid in the development of a strategic plan designed to bring the future to the present and prepare an agency to make the best decision possible regarding this issue.

CHAPTER TWO

FUTURES STUDY

Nominal Group Technique

The use of video surveillance by public agencies is a controversial idea. Departments of all sizes will need to make clear decisions on whether they will use the equipment, how they will use it and where they will use it. This futures project utilizes the nominal group technique (NGT) in the development of a strategic plan to make just these decisions. The NGT process identified a number of potential trends and events. These trends and events were used as a basis for writing three futures scenarios outlining optimistic, pessimistic and normative endings.

A diverse group, representing a variety of experience and points of view, was brought together to perform the NGT process. The group included three executive level law enforcement professionals from mid-sized, small and large agencies, an elected official from a city of over 100,000 citizens, the director of a criminal justice council encompassing a wide variety of criminal justice agencies and community members, the assistant director of a parks and recreation department that would likely benefit or be affected by the use of video surveillance by the police, a community member and a law student. These panel members are identified in Appendix A.

All panelists received a packet and a personal briefing explaining the process and the issue at hand before meeting for the actual NGT. As part of the initial briefing on the date of the NGT, the panel engaged in a discussion of the process and relevant definitions.

Trends

The first step in the NGT process was to develop a list of trends related to the issue statement. The panelists engaged in a private process in which they listed as many possible trends as they could. A round table then took place where each panelist shared their trends with the group until all panelists had exhausted their ideas. This was done in a brainstorming setting.

Once the brainstorming was completed, discussion and clarification of each trend listed took place and several trends that were duplicated or could not be clarified were eliminated. The panel identified approximately 38 trends, which are listed in Appendix B. After a discussion and clarification, the panel reached a consensus and decided upon the top ten trends.

The panel was then asked to forecast the level of each trend five years in the future, ten years in the future and five years in the past. An arbitrary value of 100 was assigned to signify the level of each trend at the present time. Each panelist offered an opinion as to the past, present and future of the trend. The panelists assigned values to the status of the trends in each of the time periods specified.

The panelists also assessed the relative level of importance of the trend. They were asked to rate the level of concern of each trend. A numerical value of one to ten was assigned to each trend to signify its level of concern with ten signifying the greatest amount of concern and one the least. The trend median summary is shown in Table 2.1.

Table 2.1 Trend Median Summary

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
Trend 1 Liability associated with video surveillance	70	100	150	160	9
Trend 2 Level of community acceptance	50	100	150	300	10
Trend 3 Level of video technology	50	100	300	500	9
Trend 4 Level of local funding available	50	100	125	150	8
Trend 5 Level of crime deterrence	75	100	150	200	9
Trend 6 Level of willingness to sacrifice privacy	50	100	150	150	7
Trend 7 Level of mis-use	40	100	160	200	9
Trend 8 Amount of maintenance requirements of equipment	50	100	150	200	7
Trend 9 Level of ability to identify	40	100	150	200	8
Trend 10 Number of assaults on police officers in video surveillance areas	75	100	175	300	8

Discussion of Trends

Trend 1: Liability Associated with Video Surveillance

The panel felt that there could be an increase in liability to agencies conducting video surveillance. This could come in the form of the liability associated with civil actions filed because agencies were conducting the surveillance or because agencies that were conducting such surveillance failed to observe crimes committed in areas they were surveilling.

Trend 2: Level of Community Acceptance

Although the panel felt that different segments of the community would have different levels of acceptance, they felt overall acceptance would triple over the next ten years. One panel member was emphatic that senior citizens would object to any video surveillance of areas they frequented, such as senior centers or public parks. Others felt that in light of the recent attack on the World Trade Center, more people would be willing to accept video surveillance as a necessary way of preventing attacks in any form on American society. The level of concern on this trend was high. The panel believed that community support for video surveillance was crucial.

Trend 3: Level of Video Technology

Video technology is becoming increasingly more sophisticated and more cost-effective and this would have an effect on its use. Video use for security and monitoring is increasingly more common in the private sector.

Trend 4: Level of Local Funding Available

The level of local funding available for the purchase and maintenance of video surveillance equipment may become more important as grant funding becomes unavailable, or as grant parameters prohibit the spending of grant funds on video surveillance equipment used randomly. The panel felt that local agencies should be able to sustain video surveillance technology without depending on grant funding for the long term.

Trend 5: Level of Crime Deterrence Achieved

All of the panel agreed that if crime showed a significant decrease in areas where agencies utilize video surveillance, the impact would be very positive. The panel projected that the level of crime deterrence would increase significantly in the next ten years.

Trend 6: Level of Willingness to Sacrifice Privacy

The panel discussed the increase in willingness to sacrifice privacy for safety. Again, the concern was voiced that some segments of the community would oppose video surveillance regardless of its positive impact on safety. Others felt that the recent events and an increasing intolerance for crime and increase in concern about quality-of-life issues would desensitize people to the use of video surveillance and result in an increase of its acceptance.

Trend 7: Level of Misuse of Video Surveillance

The panel exchanged humorous stories about various video clips they had seen on certain popular television shows that use footage gathered from various venues using video surveillance. They felt that while there was no prohibition against such usage of footage by private entities

such as retailers, they did feel that any such leaking of footage gathered by police agencies would constitute misuse and would cause a public distrust of the video surveillance by public agencies. The panel projected that misuse would increase commensurately with the increased use of video surveillance.

Trend 8: Amount of Maintenance Requirements of Equipment

Panel members discussed their apprehension that video systems would be labor intensive as far as maintenance and that this would create hidden costs that would hobble the sustained effort to use the equipment.

Trend 9: Level of Ability to Identify Suspects

Most panel members believed that the level of ability to identify suspects seen committing crimes via video surveillance would increase due to improvements in technology. Concern was raised that difficulties would arise with suspects using disguises or other means to conceal their identities as the use of video surveillance increased.

Trend 10: Number of Assaults on Police Officers in Video Surveillance Areas:

The panel saw this as a two way concern. One concern was that suspects knowing they were under video surveillance may be more likely to assault police officers responding to calls for service in those areas due to increased frustration at the likelihood of being apprehended. The other more optimistic view was that possible perpetrators who knew they were under video surveillance may avoid such assaultive behavior knowing that it was being caught on tape.

Increases in the number of assaults in video surveillance areas would increase due to the increased number of areas under video surveillance.

Events

The panel was asked to repeat the basic process used in gathering trends in an effort to identify what they thought may be events that would have an impact on the issue. Thirty-eight events that might have such impact were identified and charted as before. These events were later clarified and discussed by the panel. The ten most likely events to have an impact on the issue were named. A list of potential events is included in Appendix C. Panelists then estimated the minimum number of years for the event to first occur. Finally, the panel estimated the probability of the event occurring within five years as a percentage from one to 100, and the same for the event occurring within the next ten years. Finally, they decided whether or not the event would have a positive or negative impact on the issue within a range of plus five to minus five. The event median summary is reflected in Table 2.2.

Table 2.2 Event Median Summary

	Year > 0	+5 Years	+10 Years	Impact (+ or -)
Event 1 Recession affects funding	1	90%	70%	-8
Event 2 9/11/01 Terrorist (type) attack	0	100%	100%	+10
Event 3 Rape prevented by video surveillance	1	100%	100%	+10
Event 4 Public video surveillance ruled an invasion of privacy	15	0%	0%	-9
Event 5 Video surveillance evidence ruled not admissible in Court	5	40%	65%	-9
Event 6 Video surveillance causes increase of public perception of racial profiling	5	65%	75%	-8
Event 7 State and Federal technology grants restricted	3	50%	60%	-8
Event 8 Arrest rates double since implementing cameras	5	70%	80%	+8
Event 9 Crime dramatically decreases with use of video surveillance	8	0%	90%	+9
Event 10 Video surveillance company switches to DVD format after city buys new video system	6	0%	80%	-9

Discussion of events

Event 1: Recession affects funding

The panel believed that grant funding would be greatly reduced, or possibly eliminated, if the economic downturn continued and resulted in a recession. Local agency funding would be reduced in this case as well, making it difficult or impossible to purchase and maintain video surveillance equipment.

Event 2: 09-11-01 Terrorist-type attack

The panel felt that the 09-11-01 attack, and any other similar attacks, would strongly influence the willingness of community members to allow and accept the use of video surveillance in public areas. The massive loss of life and the emotional toll this took on the nation was seen to be a major influence toward an increase in willingness to forego some privacy in favor of security.

Event 3: Rape prevented by video surveillance

The prevention of crime, especially serious crime such as rape, or any serious crime, as a result of video surveillance was seen as strongly influencing the community in a positive way. The panel saw a tangible result like this as providing visible proof to the community that video surveillance was a desirable method of fighting crime.

Event 4: Public video surveillance ruled an invasion of privacy

A sweeping ruling such as this would effectively eliminate the use of video surveillance for law enforcement.

Event 5: Video surveillance ruled not admissible in court

The panel saw this event as taking place at the local level, where DA's or local judges objected to the use of video surveillance and would not accept its use in cases brought before them.

Event 6: Video surveillance causes increase of public perception of racial profiling

The panel felt that, because of the problems being addressed, video surveillance would be used in poorer areas of cities and would therefore have a greater effect on people of color, including more arrests. This would lead to a perception that the monitoring was being done based on race. The panel felt that this could be overcome by educating the public that behavior, not ethnicity, was the focus of video surveillance, and by emphasizing that people of color were being protected from crime more effectively as well.

Event 7: State and federal grants restricted

This was seen by the panel as occurring as part of a legislative effort to limit the use of grant funding in the area of video surveillance by prohibiting or limiting the purchase of video surveillance equipment with grant funding.

Event 8: Arrest rates double since implementing cameras

The panel felt that a general increase in arrests in areas with video surveillance, especially related to quality-of-life issues such as graffiti and public drinking, would be a positive influence.

Event 9: Crime dramatically decreases with use of video surveillance

The panel saw that a drastic overall crime rate reduction in all areas, whether under video surveillance or not, would be further positive reinforcement of its use. The panel felt that video surveillance could have a long-term effect on reducing crime, but that crime statistics could rise in the short term as more crime was discovered and acted upon as a result of video surveillance.

Event 10: Video surveillance company switches to DVD format after city buys new video system

The law enforcement members of the panel were leery of the rapid advances in technology and the possibility of purchasing systems that would rapidly become obsolete. This was seen as causing embarrassment if the technology purchased to start a video surveillance project became obsolete, causing a need to seek more funding or system failures.

Cross Impact Analysis

The cross impact analysis illustrates the positive and negative impact that events have on trends. A separate panel consisting of the author and a lieutenant from a small department assigned a numeric score to each event as it applies to each trend. Individual ratings were used to establish the median score. This score is reflected in Table 2.3.

Table 2.3 Cross Impact Analysis Summary

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1	1	-2	-1	-4	-1	0	0	-3	-1	-1
E2	3	4	3	2	1	-2	-2	0	0	1
E3	3	5	1	3	4	-2	-2	0	2	-1
E4	-5	-5	-2	-3	-5	5	5	0	-2	-3
E5	-5	-4	-1	-2	-3	4	4	0	-2	-3
E6	-3	-4	-1	-4	-1	3	3	0	-1	-4
E7	1	-1	-1	1	-1	1	1	-2	-1	-1
E8	3	4	3	2	5	-2	-2	-1	3	-3
E9	4	5	3	3	5	-3	-3	-1	3	3
E10	0	-2	5	-1	0	-1	-1	2	3	0

- Event 1 Recession affects funding
- Event 2 9/11/01 Terrorist type attack
- Event 3 Rape prevented by video surveillance
- Event 4 Public video surveillance ruled an invasion of privacy
- Event 5 Video surveillance evidence ruled not admissible in Court
- Event 6 Video surveillance causes increase of public perception in racial profiling
- Event 7 State and federal technology grants restricted
- Event 8 Arrest rates double since implementing cameras
- Event 9 Crime dramatically decreases with use of video surveillance
- Event 10 Video surveillance company switches to DVD format after city buys video system
- Trend 1 Liability associated with video surveillance
- Trend 2 Level of community acceptance
- Trend 3 Level of video technology
- Trend 4 Level of local funding available
- Trend 5 Level of crime deterrence
- Trend 6 Level of willingness to sacrifice privacy
- Trend 7 Level of mis-use
- Trend 8 Amount of maintenance requirements of equipment
- Trend 9 Level of ability to identify
- Trend 10 Number of assaults on police officers in video surveillance areas

Analysis of the cross impact table shows that Event 4 (Public video surveillance ruled an invasion of privacy) and Event 5 (Video surveillance evidence ruled not admissible in court) had the most negative overall impact since these events would effectively make the use of video surveillance illegal. Event 3 (Rape prevented by video surveillance) had a significant positive impact on Trend 2 (Level of community acceptance) and Trend 5 (Level of crime deterrence), which likely indicates that community concerns will be overcome by positive results. Event 1 (Recession affects funding) and Event 7 (State and federal technology grants restricted) were seen to have little impact, possibly indicating a belief that the equipment needed is inexpensive and funding is not a concern.

Alternative Scenarios

The results of the Nominal Group Technique process led to the development of three scenarios representing possible futures. They are optimistic, pessimistic, and normative scenarios, and they each make an assumption or projection of the future.

Scenario Introduction

Mid-sized City grew over the years from its modest beginnings to a densely populated, culturally diverse community of 104,000, in 2007. With more people came more crime. From street robberies to gang activity to graffiti to aggressive panhandlers, Mid-sized City had a wide range of crime and quality-of-life issues.

High visibility motor and foot patrol, along with limited surveillance and community involvement, had only limited effectiveness. City buildings and facilities continued to be plagued by graffiti and other vandalism. Street robberies and gang activity in areas surrounding a major bus stop continued. Merchants in the older business district complained continually about aggressive panhandlers that patrol officers could never seem to find.

The chief wanted to do more to deal with these issues. He was concerned for the community and often felt the pressure from homeowners' groups that demanded answers about why these problems persisted. He also realized that hiring significantly more officers was not necessarily the solution, nor was it likely given the cost of personnel and the recruiting challenges faced by the law enforcement profession.

Why not video surveillance? He received catalogs in the mail every month peddling cheap cameras and VCRs. He soon learned that there were companies that would transmit video of locations over the Internet. A person could check on their home or business from anywhere with an Internet connection.

It so happened that the city's parks and recreation department was in the planning stages for a new community center at Washington Park, where a lot of the graffiti and gang problems had occurred over the years. A deal was struck with the parks and recreation director that cameras covering the inside and outside of the building would be incorporated into the design. This would enable the dispatchers or front desk personnel at the station to "log on" and monitor the center for illegal activity. Now he had a foothold on the issue, and could see where it would lead.

Optimistic Ending

The press conference had been a huge success. The TV folks had just played the chief's voice over the video showing the two young thugs forcing the young mother into Washington Park, tearing at her clothes and obviously intending to commit rape. Fortunately, Police Cadet Wiley Clem, who was monitoring Washington Park along with the city's numerous other facilities via Mid-sized City's elaborate video system, saw this from the beginning. A quick phone call to dispatch and an equally quick radio call to all units resulted in two in custody and an uninjured victim.

The video clearly showed the arrival of the radio cars and quick action by the officers. The praise for the video system was widespread, and even the ACLU had to admit grudgingly that the two thugs had no right to accost innocent women in the park.

In the year since the video system had been implemented, over fifty documented incidents of littering, loitering, illegal drinking and curfew violations had been detected and dealt with as a result of being observed by department staff. Graffiti and burglaries had dropped off to nothing. The prevention of a rape and capture of the suspects was exactly what the chief needed to convince the city council to allow him to begin installation at a couple of high-activity locations, and to overcome what remained of any resistance to the use of video surveillance from some members of the homeowners and merchants groups in 2007. Technology was truly his friend.

Pessimistic Ending

The chief hung up the phone and began massaging his temples to alleviate the migraine he already felt coming on, one of many he had experienced in 2007. He cursed under his breath, and wondered what it would take to get a little cooperation from someone on this video

monitoring project. The idea was sound, the equipment was in place and functioning, so why was the city manager calling to politely, but pointedly, ask him why no one had noticed the vast amount of graffiti spray-painted on the building at Washington Park the previous night? The parks employee who opened the building had called to report it the first thing in the morning, and the beat officer dutifully took the report, then headed for the station to check the videotape he was sure would reveal the identity of the suspects.

The officer soon found that the 960-hour VCR machine was functioning perfectly, except for the minor matter of someone forgetting to change the tape a day earlier. No one had noticed the blinking light or heard the faint beeping of the alarm indicating that the tape had run out.

Why no one had seen the incident unfold on the monitors was unknown. The dispatchers said they were too busy to check the monitors. The desk officer was “swamped” with people needing tow releases all night and didn’t notice anything. The watch commander forgot to log on because she was busy approving reports all night.

The chief knew that all it would take would be one incident where an arrest was made or a crime was prevented at Washington Park and he could convince the city council to allow him to install monitoring equipment at all of the city facilities. Instead, he had been “burned.” And he hadn’t yet had time to return the call from the ACLU about the cameras. He wished he had listened to those who had warned him to meet with members of the community, including the ACLU, in order to get their input on the project. Doing so would have saved him more headaches.

Normative Ending

The chief was satisfied with the meeting. He had called in the patrol lieutenants and captain to discuss the video monitoring project. The first year, 2007, had been generally successful, but as always, things needed to be fine-tuned.

Changing the tapes was always a challenge, but a system of checks and balances was worked out so they would run out of tape far less often. There had been times when no one was monitoring due to sick calls or staff shortages, but the hodge-podge of cadets, explorers, citizen volunteers and light duty officers they had used to do the monitoring had worked out pretty well. There had been a couple of times when they had missed groups of kids drinking in the park, and a game of “keep-away” had been mistaken for a fight, but there had been arrests made and crimes prevented as well.

Everyone agreed to work on the issues. Lt. Stone was still miffed that they were even involved in something like this, saying that the money should be spent for more cops. Even the lieutenant couldn't argue with the results. The chief felt that they were good enough to approach the city council about expanding the program to include all the city parks and facilities, not just Washington Park. Of course, since the grant funding they had been using for the project had just dried up, they would have to use local funds. The new DVD format was much more expensive than the VHS equipment they had started out with. And many of the community members who had objected to the project during stakeholder meetings were still not totally convinced that it was worthwhile. Oh, well, nothing worth doing is ever easy.

Summary

The NGT identified trends and events that are likely to have an impact on the issue of video surveillance in public areas by the police. The scenarios represent the author's view of alternatives of how the issue could be addressed by law enforcement.

Chapter three will discuss the strategic plan, which is intended to be the basis on which a mid-sized police department can plan for the change associated with the use of video surveillance.

CHAPTER THREE

STRATEGIC PLAN

Introduction

Video surveillance in public areas by a mid-sized police department will impact that agency in many areas. These are the cost of obtaining and maintaining the technology, the issues surrounding privacy and community acceptance, and the effectiveness of the technology on the reduction of crime and the ability to address quality-of-life issues. The strategic plan will attempt to identify and find ways to assist mid-sized police agencies in planning for the use of video surveillance in public areas, with an eye toward bringing a normative scenario to the present.

Vision/Goals/Objectives

The vision entailed in a normative scenario is one of a limited implementation of video surveillance in public areas believed to present a high likelihood of success as related to the amount of crime and quality-of-life issues present. If successful, further installation in other appropriate areas would take place.

Organization Analysis

A strategic plan is developed based on the evaluation and analysis of the present situation. An objective inventory and assessment of an organization's strengths and weaknesses needs to be conducted. This analysis, known as SWOT, identifies the Strengths, Weaknesses, Opportunities and Threats an agency is presented with. This analysis is a general overview of mid-sized agencies and is not agency specific.

Strengths

- Agency members are becoming more adept at using technology.
- Technology that exists in mid-sized agencies can be adapted to work with video surveillance.
- Growing concern for quality-of-life issues coupled with staffing shortages may force agencies to consider the use of video surveillance.

Weaknesses

- Staff shortages in mid-sized agencies extend to civilian personnel likely to be charged with monitoring premises monitored by video surveillance.
- The cost of maintaining equipment purchased through grant funding is not covered by the grants and would fall upon local agencies.
- Resistance by police union members who view implementation as a threat to job security.

Opportunities

- Video surveillance is commonplace in the private sector.
- Technology is rapidly advancing and readily available
- Grant funding is currently plentiful and available for the purchase of technology.
- The World Trade Center disaster has raised anxiety and caused a reevaluation of privacy and profiling issues.

Threats

- Lawsuits by private attorneys or ACLU over privacy issues loom.

- Loss of credibility or support with community, council and businesses if implemented without their input and approval.

Stakeholder Identification

Stakeholders are individuals or groups impacted by what we do or who can impact what we do are stakeholders. The interaction of stakeholders with the mid-sized agency must be examined as part of the strategic plan. There are many stakeholders involved with this issue. Among them are:

Community members: While many of them may conduct their activities with little knowledge or concern for the technology being used, others will find it a serious intrusion into their privacy.

The city council: They represent the community, and will be faced with the decision to balance community safety with community concern for privacy. As elected officials, they must represent the will of the people while at the same time recognizing the need for effective police protection utilizing all available avenues. They will be especially interested in issues surrounding what facilities have cameras installed, and the community reaction to the use of video surveillance.

The city manager: The city manager will have concerns similar to those of the council but will focus more acutely on the cost effectiveness of such technology and the ability to expand the capabilities of the mid-sized agency through its use.

The members of the mid-sized agency: Their job could be made easier through the use of video surveillance by enabling them to focus on areas that are not equipped with it and then responding to reports passed onto them by those monitoring the video areas. Their effectiveness

in responding to such calls will be enhanced through the availability of better descriptions of perpetrators and their activities. The rank and file members, however, may feel threatened and feel that this technology may supplant future job positions by eliminating or reducing the need for the human factor as the technology available becomes more sophisticated and widely available. Management staff will no doubt be concerned with the cost of obtaining and maintaining the equipment, selecting the correct location for its installation and dealing with the rank and file concerns with the issue.

Non-law-abiding members of the community: This group will be concerned that the use of video surveillance will curtail their ability to commit crimes, loiter, or otherwise conduct their “business” unfettered by interference. They may retaliate by vandalizing equipment, and by filing lawsuits against agencies using video surveillance.

Public officials: The buildings or parks they are responsible for would be the subject of video surveillance. They will expect to be consulted as to where cameras are placed and will want to be kept apprised of results.

Information technologists or other technology-related staff: They will expect to have input on the type of equipment selected and will be concerned with the amount of added workload entailed by the maintenance of the equipment.

District attorneys and defense attorneys: They will expect that the mid-sized agency carefully preserve tapes of incidents monitored that result in arrests, and will be sensitive to any overly intrusive use of video surveillance.

Snaildarters

Snaildarters are unexpected complications or missed details that can complicate or interfere with the completion of projects. Two potential snaildarters are possible. Both are connected to the acquisition of the video surveillance equipment:

The bid process necessary for acquiring the equipment can be cumbersome and subject to misinterpretation. It can sometimes result that a vendor winning the bid is situated out of the immediate area and thus is not readily available for repairs or additional work needed.

The sustainability and reliability of vendors is a related problem. Some vendors are operating on the edge and are subject to going out of business unexpectedly, leaving the mid-sized agency with the headache of trying to salvage the project.

Strategy Development

When formulating the strategic plan surrounding this issue, it is important to be mindful of the ultimate goal of the use of video surveillance in public areas, which is to provide more effective and better quality service to the community that the mid-sized agency serves. This factor alone provides the guidance necessary to begin to formulate the strategy necessary to be successful. Specific strategies are:

Cost of obtaining and maintaining technology

Mid-sized agencies must use available grant funding to purchase a system which will best fit their needs. Grant managers within these agencies must be mindful of any limitations placed on the grant funds by the state or federal legislature and avoid violating the grant parameters to protect themselves from possible punitive action or loss of future grant funding. Once a useable

source is identified and the equipment is purchased, local funds must be budgeted to provide for the maintenance of the system and for any future upgrades, repairs or additions.

Training of personnel

Training in the use of the video technology equipment is also a cost that must be born by the local agency. While most employees are familiar with computer operation and Internet access, specific training on the use of whatever system is implemented must be provided on an ongoing basis to ensure the utmost in effectiveness.

Union issues

Police officer associations may take issue with the fact that jobs may be lost to technology. Law enforcement executives must meet with union officials to talk through this issue and provide assurance that video surveillance is an additional tool meant to increase officer safety and effectiveness, not an effort to reduce staff.

Community buy-in

Management staff of mid-sized agencies must ensure community buy-in to the use of video surveillance technology by meeting with these stakeholders, explaining how, when and where the technology will be utilized, and acting on community input to minimize the amount of anxiety or frustration felt by community members who may oppose this technology. Mid-sized agencies should consider making some of the video sent over the Internet accessible to community members on websites to help overcome the Big Brother aspect of the issue.

Adverse parties

Mid-sized agencies can use those who are the critics of the agency's ability to deal with quality-of-life or crime issues to act as catalysts for the use of video surveillance technology by showing them examples of how it has been effective in other jurisdictions and gaining their buy-in for its implementation.

Summary

A strategic plan provides a structured approach to prepare for planned change that will impact the ability of organizations to provide quality service. As discussed in this chapter, stakeholder and snaildarter identification, SWOT analysis, establishment of vision, goals and objectives, timelines for completion and budgeting are crucial elements. A strong strategic plan will help a mid-sized agency achieve success in the implementation of video surveillance in public areas.

Chapter four will discuss transition management, which aids in turning plans into reality.

CHAPTER FOUR

TRANSITION MANAGEMENT

Introduction

Deciding on what to change is usually much easier than the actual implementation of change. Positive steps must be taken to insure that the plans are not just mere documents that gather dust. Using focused transition management techniques can help insure success.

Commitment Planning

A commitment plan is a strategy, described in a series of action steps, devised to secure the support of subsystems vital to the change effort taking place.

The first step is to identify groups or individuals whose commitment is needed to affect the change. These can be slightly different than the stakeholders in some cases. These individuals or groups represent the critical mass, whose active commitment is necessary if the change is to occur.^{xiii}

In the case of video surveillance in public areas, the critical mass is made up of the community, public officials and those who are responsible for the public buildings or areas to be kept under video surveillance. In order to gain their commitment, they must be briefed on the nature of the video surveillance, the capabilities of the technology and the particular ways in which they as individuals can support the use of video. Meetings and briefings must make it clear that the video technology is not a panacea or cure-all, merely another tool for law enforcement to expand its capabilities to protect the public safety. Some emphasis should be given to the fact that technology can sometimes fail or be misused, and assurances must be made

that the mid-sized agency will do everything possible to maintain the system so it is ready when needed, and policies will be in place to guard against the misuse of any information obtained through the use of video surveillance.

Implementation

Careful consideration must be given to purchasing the right system that will provide the most effective use of video surveillance. Once identified and purchased, the system must be installed in areas selected to give the maximum impact as far as anticipated results. In other words, high activity locations where there is a high likelihood of detecting crime or quality-of-life issues that can be successfully dealt with should be selected first in order to build the credibility of the technology and its use. Other locations can be brought online later in the process.

Training of personnel using the equipment to monitor areas is paramount and should be thorough. Once again, staff must be convinced that this technology is not meant to replace existing personnel or preclude the addition of more personnel in the future, but only to provide another tool with which the mid-sized agency can more effectively use these resources and serve their community.

The mid-sized agency must identify who will be responsible for implementing the change. They are the ones who will shape, enable and orchestrate a successful change to the use of video technology. They may serve at any rank or position but will be key in the process.

Organizational commitment must be given to the use of video surveillance in order for it to be successful. Individuals and groups such as police management, police union, technological experts and others must be brought on board to create a high likelihood of successful change.

Responsibility charting can be used to clarify role relationships and diminish ambiguity, wasted energy, and severe emotional reactions. The below chart shows some of the actors and some of the actions, decisions and activities associated with video surveillance in public areas. RASI denotes the actors' responsibility, approval, support, or being informed of the actions or decisions.^{xiv}

Table 4.1 RASI Chart

	Actors					
Decisions or Acts	Chief of Police	City Council	City Manager	POA Officials	Technology Experts	Department Staff
Type of VS equipment to purchase	A	S	S	I	R	-
Where to install VS equipment	S	A	S	I	R	I
Who will monitor VS images	A	I	I	I	-	R

Honest communication and involvement by all levels will help ensure success. Policies pertaining to the change must be clear and concise, describe where the agency is in the present and where it wants to go in the future, identify those who will implement and be affected by the change and address some of the negative aspects that could result from the use of video surveillance. Above all, the chief executives' commitment must be clear and constant.

Evaluation

Evaluation of the progress of the change implemented can be monitored by gathering continuous feedback from the critical mass and others in the form of anecdotal input and statistics. With video surveillance, numbers of arrests or field interrogations resulting from

monitored activity can be tracked, along with numbers of complaints received. Problems with the equipment can be logged to evaluate its quality and durability.

A project manager must be identified who will conduct the ongoing evaluation once the change has been implemented. The project manager must be someone with sufficient authority to make necessary adjustments and changes to insure flexibility and adaptability.

Strong transition management is the catalyst that will bring the future of video surveillance in public areas to the present.

CHAPTER FIVE

CONCLUSION

Project Summary

Law enforcement needs to recognize the necessity to use all available legal means to provide for community safety. This would, of course, include the use of video surveillance in public areas. Leadership cannot shy away from the use of such technology in the face of the many challenges involved.

Police management, especially chief executives, must be prepared to stand fast in their efforts to use video surveillance technology in the face of criticism. They must also be patient during the initial implementation phases if the technology fails or is difficult to bring online. They must provide constant reassurance to their officers that the technology exists for their benefit in providing effective service to the community, and not to supplant their jobs at any point in time.

Budgetary Implications

At the present time, video surveillance technology can be obtained through grant funding, but there is no guarantee this funding will continue at the level that law enforcement has become accustomed to in the past five years. Once this grant funding runs out or is unavailable for the purchase of such technology, law enforcement leadership must be prepared to convince city managers and city councils that local funds need to be used to purchase and maintain the technology.

While not as expensive as some other items presently purchased and maintained by local agencies, the video technology is nonetheless an item that may fall by the wayside given the other priorities of a municipality due to a shrinking budget, the state energy crisis and other factors.

Whether grant funding or local funding is used for the purchase of the technology, the maintenance of it will undoubtedly fall on the shoulders of local agencies who must plan for this as part of budgetary implications.

The cost of implementing video surveillance technology is outweighed by its potential benefit in the prevention of property crimes such as graffiti and vandalism which exact untold fiscal impact on cities across the country every year. And no monetary cost can be placed on the potential for video technology to save lives in certain circumstances.

Recommendations and Conclusions

The implementation of video surveillance in public areas should be undertaken quickly by those agencies not yet availing themselves of this advantage. The implementation should be done in a measured, studied manner starting in locations that have been high on the list of community concern.

Agencies must choose the right technology for the job by assembling a committee consisting of management staff, line officers, technology experts, citizens, media and other stakeholders who will be charged with formulating a plan for selecting the location and manner of use, the technology to be implemented and the policies under which that technology will be used.

Inclusion of stakeholders in the planning process is a key step. Providing a clear explanation of the nature and intent of the use of video surveillance should clear up any misconceptions. Careful listening to the concerns of the stakeholders involved will help guide the use of the technology in such a way to insure its success. Resistance can be overcome with patience, persistence, and facts presented in a rational and consistent manner.

The impact of the use of video surveillance in public areas by mid-sized agencies will be significantly positive if implemented as described, enabling communities everywhere to enjoy a safer, more pleasant lifestyle at minimal expense. Mid-sized agencies will be able to provide better service in the challenging times ahead. Community trust in law enforcement will be enhanced. Staffing will be mitigated. Crime and the fear of crime will be reduced. Barriers to the use of technology will be broken down clearing the way for other similar techniques that may not yet exist.

APPENDIX A

Nominal Group Technique Panel Members

Carol Klatt, Mayor, City of Daly City

Captain John Warren, Daly City Police Department

Captain Don O'Keefe, San Mateo County Sheriff's Office

Captain Russ Nicolopoulos, San Bruno Police Department

Ed Barney, Assistant Director of Parks and Recreation, City of Daly City

Cynthia Brandon, Executive Director of San Mateo County Criminal Justice Council

Timothy Birch, Law Student, Oregon State University

Diane McCarthy, resident, City of Daly City

APPENDIX B

List of potential Trends Identified by the NGT Panel

1. **Liability associated with video surveillance**
2. Level of staff availability to monitor
3. Number of criminal incidents reported to public areas
4. **Level of community acceptance**
5. Level of cost effectiveness
6. **Level of video technology**
7. Amount of grant funding available
8. Number of arrests using video surveillance technology
9. Level of reliability of equipment
10. Number of ACLU claims regarding privacy
11. Level of political support
12. **Level of local funding available**
13. **Level of crime deterrence**
14. Effectiveness of criminal investigations
15. **Level of willingness to sacrifice privacy**
16. Number of citizen complaints
17. Change in crime patterns
18. **Level of mis-use**
19. Satellite technology development
20. Level of sophistication of criminals
21. **Amount of maintenance requirements of equipment**
22. Amount of the theft/vandalism of equipment
23. Amount of complaints regarding quality-of-life issues
24. Value in public property damaged
25. Level of input in placement of video surveillance
26. Level of access to video surveillance equipment
27. Trend of search and seizure issues
28. **Level of ability to identify**
29. Public cost savings
30. Level of anxiety pertaining to terrorism
31. Level of web technology development
32. Level of fear of crime
33. Level of public acceptance of criminal behavior
34. Level of training in use
35. **Number of assaults on police officers in video surveillance areas**
36. Level of police officer retirements
37. Level of public understanding
38. Level of privatization

¹ The trends the NGT panel identified as most likely to impact the issue are in bold.

APPENDIX C

List of Potential Events Identified by the NGT Panel

1. Police chief fired for officer's mis-use of video surveillance system.
 2. Officer arrested for surveillance of ex-wife.
 3. Drugs/prostitution legalized.
 4. B.A.R.T. places video surveillance on system.
 - 5. Recession effects funding.**
 - 6. 09-11-01 terrorist type attack.**
 - 7. Rape prevented by video surveillance.**
 - 8. Public video surveillance ruled an invasion of privacy.**
 9. Citizen sues police department for not seeing videoed robbery.
 - 10. Video surveillance evidence ruled inadmissible in court.**
 11. Video equipment fails.
 - 12. Video surveillance causes increase in public perception of racial profiling.**
 13. Video surveillance identifies Nicole Simpson's killer.
 - 14. State and federal technology grants restricted.**
 15. Hackers tamper with police video surveillance system.
 - 16. Arrest rates double since implementing cameras.**
 17. Police staff overwhelmed by video surveillance system.
 - 18. Crime dramatically decreases with use of video surveillance.**
 19. Merken-Sherer-Plough shares show increase in value due to stress associated with video surveillance.
 20. High school student shoots fellow classmates.
 21. City sued for \$30 million for false arrest emanating from video surveillance.
 22. Graffiti damage exceeds \$1 million in city for one year.
 23. Constitutionality of video surveillance expanded to public restrooms.
 - 24. Video surveillance company switches to DVD format after city buys VHS system.**
 25. Mervyn's sued for having video cameras in fitting rooms.
 26. Police officers exonerated on brutality charge due to video surveillance.
 27. Facial recognition technology captures Osama Bin Laden.
 28. Use of video surveillance cited as reason to reduce the number of sworn officers.
 29. Upturn in economy reduces hiring pool for police agencies.
 30. Internet hacker/stalker found living in city.
 31. Police department commercializes video surveillance system.
-

¹ The trends the NGT panel identified as most likely to impact the issue are in bold.

Endnotes

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- ⁱ Bill Zalud, "Building Mall Owners Help Police Pioneer Public CCTV." Security, (September 1997): F20-21.
- ⁱⁱ Anonymous, "Milwaukee Rewrites Video Law to Cover Gasoline Stations." Security, (April 1998), 35, 4, 14.
- ⁱⁱⁱ Michael Gips, "The Public Eye." Security Management, (December 1998): 42, 12, 11.
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- ^v Ibid.
- ^{vi} Ibid.
- ^{vii} Ibid.
- ^{viii} Anonymous, "Public CCTV Effective Tool." Security (June 1999): 36, 6, 94.
- ^{ix} Roy Huntington, "Streaming Video: A Cop's Best Friend." Police Magazine (October 2001):30-32.
- ^x Ibid.
- ^{xi} Ibid.
- ^{xii} Ibid.
- ^{xiii} Reuben T. Harris & Richard Beckhard. "Organizational Transitions: Managing Complex Change." (Addison-Wesley Publishing Company, 1987),92.
- ^{xiv} Cary A. Simon, Dr., "Transition Management in a Strategic Organization." State of California, Commission on P.O.S.T., Command College, Session 6, Class 32, October, 2001.

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