TO:	Jestin D. Johnson City Administrator	**FROM:**	Floyd Mitchell Chief, OPD
SUBJECT:	OPD Community Safety Camera System, and Flock contract	**DATE:**	October 15, 2025

City Administrator Approval		Date:	

RECOMMENDATION

Staff Recommends That City Council Adopt a Resolution:

(1) Approving The Oakland Police Department's Community Safety Camera System Policy (DGO I-32.1).

(2) Enter Into A Two (2) Year Contract With Flock Safety, For The Period Starting At The Contract Signing, For One Million One-Hundred Fifty-Five Thousand And Five -Hundred Dollars ($1,155,500) For The First Year, And One-Million Ninety-Seven Thousand Dollars ($1,097,000) Per Year For Year Two, For A Total Amount Not To Exceed Two-Million Two-Hundred Fifty-Two Thousand Five-Hundred Dollars ($2,252,500), For Access To Flock Operating System; And

(3) Waiving The Competitive Multiple-Step Solicitation Process Required For The Acquisition Of Information Technology Systems And Waiving The Local And Small Local Business Enterprise Program Requirements

EXECUTIVE SUMMARY

Community Safety (CS) Camera Systems associated Video management Systems (VMS) and Operating Systems are intended to deter criminal activity within specific public areas and enhance the Oakland Police Department's ability to address disruptive criminal activity within the community. These disruptive crimes include, but are not limited to, theft, vehicle theft, human trafficking, reckless driving, sideshow/takeovers, felony evasion, burglaries, robberies, shootings, and homicides. Many criminal investigations hinge upon the availability and quality of surveillance video as evidence that is later used in the prosecution of criminal cases. While physical surveillance may also accomplish these goals, it is limited due to the financial cost, the availability of resources, and the physical demands upon members of the Department.

CS Camera Systems have the capability of enhancing the Department's ability to address the types of criminal activity that are disruptive within the community while also acting as a resource multiplier within the Department. It is the expressed intent of the Department to use this technology to facilitate informed enforcement on those involved in specific disruptive criminal activities and to mitigate collateral impact upon the community.

The Department also recognizes that CS Camera Systems have the capability of assisting with community safety efforts beyond the role of law enforcement and intends to utilize CS Camera Systems to assist the Oakland Fire Department and other partnering emergency services in their Public Safety functions.

Lastly, OPD is asking the City Council to authorize the City Administrator to enter into a two-year contract with Flock Safety (**Attachments B, C, and D**). The first-year costs include the Flock Operating System, Flock Safety ALPR products (291 flock Safety Falcon cameras), and professional services. Costs in the second year include Flock Safety subscription fees.

REASON FOR URGENCY

The Department believes that a collaborative and cohesive approach to addressing violence in our community has had a tremendous impact on decreasing violent crime since 2024. These efforts have included the leveraging of technology, a renewed focus related to the overall Ceasefire Strategy, and the separate but parallel efforts of the Department of Violence Prevention (DVP).

As part of this project, OPD's Real-Time Operations Center (RTOC) conducted an analysis of crime data to assess the efficacy of existing efforts to leverage technology. As homicides have the greatest impact on the community, the first step of the analysis was to compare the number of homicides before the implementation of the Department's comprehensive strategy related to leveraging technology, against the year-to-date (YTD) homicide data in 2025.

2025 YTD**, Oakland has experienced 55 homicides.** During the same period in 2023 **there were 101 homicides and 71 homicides in 2024. This is a 45% decrease over two years**. Again, these numbers reflect the holistic approach taken by the Department and the City but show the significant value of a comprehensive and multi-pronged approach to addressing violent crime, including leveraging technology.

In an effort to maintain positive momentum in addressing violent and disruptive crime, the Department is urgently seeking to leverage technology as a resource multiplier as it grapples with staffing challenges. In January of 2024, OPD sworn staffing levels were at 711, 166 fewer than the most recent staffing study suggested. Currently, in October of 2025, OPD sworn staffing levels are at 636, with an operational staffing level of 511 sworn.

At these numbers, critical units have been required to be disbanded to backfill essential roles in Patrol. OPD's concern is how quickly progress can be reversed, as was demonstrated in 2020. During the first 6 months of that year, there were 37 homicides, but the second half of 2020 saw a large spike, with 72 homicides occurring in the second half of 2020. In the last two years, Oakland has seen tremendous progress related to overall crime, especially violent crime.

OPD is committed to continuing the positive momentum forward despite the limited staffing resources available and seeks to utilize technology to keep Oakland heading in the right direction.

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OPD recognizes that there is an important balance between privacy and public safety and is focused on utilizing technology responsibly, with sufficient guardrails to protect the community's data. Technology must always be used ethically and constitutionally and in accordance with policy, procedure, law, and in accordance with our Surveillance Technology Ordinance 13635 CMS.

BACKGROUND / LEGISLATIVE HISTORY

The Oakland Police Department strives to use innovative techniques and technology to address violent crime and provide safety within the community. The latest of these endeavors is the Real-Time Operations Center (RTOC). The RTOC is a centralized intelligence team that coordinates and collaborates with existing Department infrastructure and stakeholders to leverage technology and investigatory experience to address violent crime in real-time. This is a concept that has been considered within OPD for many years but has been hampered by a lack of resources and funding. While resources and funding continue to be a challenge, technological advances have made it possible to use the RTOC as a resource multiplier to support field operations while also conducting analysis of crime data, patterns, and ballistic evidence.

The overall goal of the RTOC program is to address the challenges presented by violent crime (especially robberies, carjackings, shootings, and homicides) with a multi-pronged approach, involving existing and proposed partnerships, that emphasizes deterrence, community intervention, and the availability of alternative resources as much as it does enforcement.

This program aims to use deterrence as its main tool while facilitating focused enforcement when it must. It seeks to stem the flow of firearms into our communities and stop the use of firearms in our most vulnerable neighborhoods. It seeks to identify and stop those who would come to Oakland to victimize our community. It seeks to identify those participating in organized crime that would commit a disproportionate number of crimes such as burglary and robbery unless interrupted. In this way, OPD is able to address violent crime from multiple pathways by disrupting the cycles of crime against our community while also comprehensively supporting the investigations of those crimes to meet 21st century evidence standards.

The Real-Time Operations Center began a pilot program in July of 2024 and sought to integrate and leverage existing technology within the Department, while researching and developing new and emerging technology that would be beneficial to the community. The RTOC has since evolved to assist with operations and planning throughout the Department, while supporting field operations that address disruptive criminal activity. The RTOC program currently works within the current Ceasefire Section, providing data-informed direction to support the overall Ceasefire Strategy.

The Community Safety Camera System is critical in continuing this work and assisting in an expanded role to support the work of Patrol, Criminal Investigations, Special Resource Sections, and Ceasefire. Leveraging this type of technology has become more and more important as OPD faces significant challenges related to staffing.

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This system makes the Department more efficient as it allows for information related to disruptive/violent criminal activities to be captured, provided to the appropriate investigatory team, and allows for precise and focused enforcement on the specific individuals related to the criminal act far more rapidly than previously possible.

The number of individuals involved in disruptive and violent criminal activity is relatively small, and frequently crimes such as burglaries and robberies are serial in nature. The ability to impact these individuals by way of deterrence or prosecution plays a significant role in prevention. CS Cameras are a form of deterrence while also providing incredibly valuable information related to investigations and subsequent prosecutions.

A Community Safety Camera is a fixed camera device, owned and/or controlled by the City of Oakland or a private/public entity, with the capability of live streaming and/or recording videographic data, where the owner/controller of the device and its associated data has explicitly provided authorization to the Oakland Police Department to access historical and/or live videographic data in the furtherance of a criminal investigation.

Community Safety Cameras Include:

➢ Any camera owned/managed by the Oakland Police Department that is installed in a public place and accessed by the Department, outside of cameras installed for Department facility security.
➢ Any camera owned and/or controlled by a private/public entity, not under the control of the Oakland Police Department, that is accessed by the Department pursuant to this policy.

The Flock Operating System is the basis of the Department's Technology Integration Platform (TIP). The operating system allows the Department to integrate existing technology in a more cohesive and comprehensive way, while also assisting with the coordination of field operations and investigative bodies.

On October 17, 2023, City Council adopted Resolution Number 89952 CMS, authorizing OPD's current Surveillance Use Policy for Automated License Plate Reader cameras. Then in July 16, 2024, City Council adopted Resolution Number 90357 CMS, which authorized OPD to enter into agreements with the State of California and Flock Safety to acquire and use its current Automated License Plater Reader system. Under the current City agreements with State of California and Flock Safety, OPD uses Flock Safety ALPR cameras owned by the State of California and provided to the City for its benefit.
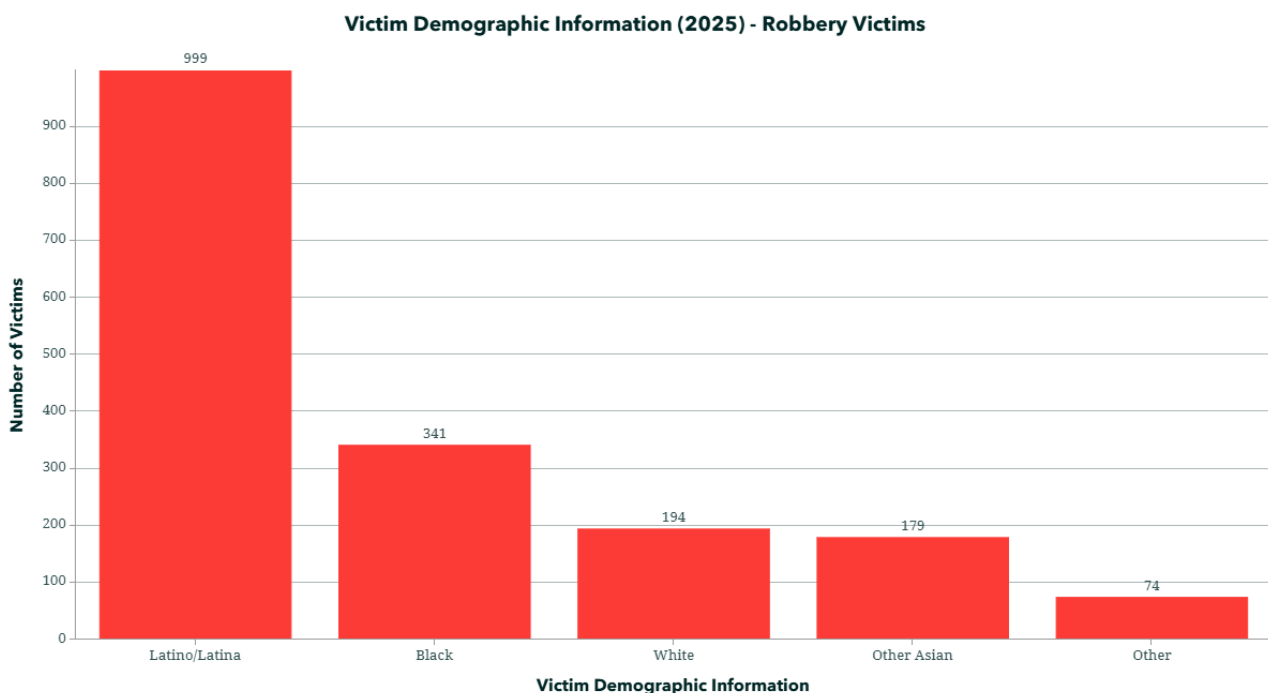
OPD now seeks authority for (1) the City to purchase its own ALPR cameras directly from the Flock Safety to replace and/or upgrade the current set as provided by the State of California and (2) for the purchase pan tilt zoom cameras that OPD would use for the CS Camera system).

There are several tiers to Flock OS, and an upgrade of Flock OS from what OPD is currently using for the existing ALPR system is required to utilize the CS Camera System.

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ANALYSIS AND POLICY ALTERNATIVES

As part of the RTOC model, OPD has conducted significant analysis related to crime data. The focus of this research was primarily on criminal activity that has the largest impact on the community and businesses within Oakland. These include burglaries, robberies, shootings, and homicides. While conducting this analysis, the RTOC also analyzed data related to how particular types of crime may impact vulnerable communities.

One element of this analysis was related to robberies and the communities that were impacted by robberies at a high rate.

Victim Demographic Information (2025) - Robbery Victims

This analysis shows that Latino members of the community were impacted by robberies at a significantly higher rate, **55% of the total robberies in Oakland (2025 YTD)**. The second most impacted group is Black members of the community, who were targeted in **19% of the total robberies in Oakland**. This data illustrates the impact of robberies on our communities of color, while demonstrating the benefits to vulnerable populations that are presented by deterring or preventing robbery activity.

The data related to victims of shootings and homicides has also been important in developing strategies regarding protecting our communities and addressing violent crime. A fundamental element of addressing these issues is understanding who is most impacted. Of the **247 injury shootings in 2025 YTD,** 158 of the victims have been black members of the community, making up approximately 64% of all injury shootings. 62 shooting victims were Latino (25%), 17 were Asian, and 10 were White.

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This data shows that approximately 96% of shooting victims this year have been people of color, often from vulnerable communities within Oakland or the greater Bay Area. This data is unfortunately consistent with historical homicide data. In 2023, there were 125 homicides, with 116 of those victims being people of color, approximately 93% of all homicides.

In 2024, of the 85 homicides, 88% of homicide victims were people of color. Through the end of September 2025, of the 51 homicides, 49 of those victims were people of color, approximately 96% of the total homicides. OPD and the larger Ceasefire Strategy emphasize placing resources towards addressing shootings and homicides, as the overall strategy provides opportunities to save lives in the community.

The use of technology as a tool in these efforts has played a significant role in investigating shootings and homicides, and proactively getting in front of potential incidents of retaliation and/or addressing ongoing group violence.

Looking nationally, Oakland is affected significantly by robberies in comparison to other major cities, with **654 robberies per 100K (2024).** This is more than twice the rate of many other cities that also have significant challenges related to violent crime. It must be clear that this data is important to understand the type of challenges that Oakland is facing, including that nearly a 30% of those arrested for robbery are not Oakland residents. Oakland has frequently seen individuals and groups from the greater Bay Area be involved in burglary, robbery, and shooting activity within Oakland. This type of activity has led to OPD taking a more regional approach to addressing violent and disruptive crime.

City	2024 Population	Robberies 2024 (approx.)	Robbery Rate (Per 100K)
Oakland	443,554	2,877	654
San Francisco	827,526	2,098	254
Chicago	2,700,000	2,419	89.6
Detriot	630,000	1,210	192
New Orleans	376,000	495	131.6
Memphis	650,000	2,230	343
St. Louis	310,000	687	221.6
Baltimore	600,000	706	117.7
Cleveland	370,000	1413	382.2
Los Angeles	3,878,704	8,637	222.7

Oakland cannot afford to be the location where people choose to come to commit crimes because they are less likely to be apprehended. Instead, Oakland needs to be regional leader in technology so that if someone does choose to commit crime against our community, they will be held accountable.

In the time that OPD has been leveraging technology, such as Flock ALPR, Oakland has seen substantial decreases in violent crime in Oakland. **2025 YTD**, there has been a **41% decrease in overall robberies**, with a **48% decrease in carjacking incidents**, compared to **2024 YTD.** In addition, robberies are down 53% between 2023 YTD (3,047) and 2025 YTD (1,416).

Carjacking robberies have been one of the main priorities of the Department, and one of the specific crimes Flock ALPR was brought in to address. **2023 YTD, there were 568 carjacking robberies. 2025 YTD, there have been 192 carjacking robberies, a 66% decrease.**

OPD recognizes that there are areas of Oakland that may not have as extensive an infrastructure related to privately owned camera systems. These areas have often been historically under-resourced and are impacted more heavily by violent crime. OPD seeks to source forty 40 additional PTZ camera systems, managed by OPD, to be utilized in commercial areas to supplement existing infrastructure. This serves to ensure vulnerable communities have access to the benefits of the CS Camera Systems.

Again, OPD believes that the significant decrease in violent crime is attributed to the multi-pronged and holistic approach by the City of Oakland, which includes OPD's continued investment in the Ceasefire model and use of technology. Technology has been integral in the Department's Public Safety efforts and measured success over the last two years. Technology in general will become increasingly important as the Department's numbers continue to decrease and as technology continues to evolve. The Department remains committed to working together with the community to provide transparency in this process and evolving to identify and address privacy concerns as they arise.

Chart 1: OPD Weekly Citywide Crime Report (October 12th, 2025)

Weekly Crime Report — Citywide
06 Oct. – 12 Oct., 2025

Part 1 Crimes *All totals include attempts except homicides.*	Weekly Total	YTD 2023	YTD 2024	YTD 2025	YTD % Change 2024 vs. 2025	3-Year YTD Average	YTD 2025 vs. 3-Year YTD Average
Violent Crime Index (homicide, aggravated assault, rape, robbery)	45	6,308	5,323	3,987	-25%	5,206	-23%
Homicide – 187(a)PC	1	96	64	47	-27%	69	-32%
Homicide – All Other *	-	5	7	8	14%	7	20%
Subtotal - 187(a)PC + all other	1	101	71	55	-23%	76	-27%
Aggravated Assault	31	2,992	2,709	2,399	-11%	2,700	-11%
Assault with a firearm – 245(a)(2)PC	1	416	297	217	-27%	310	-30%
Subtotal - Homicides + Firearm Assault	2	517	368	272	-26%	386	-29%
Shooting occupied home or vehicle – 246PC	3	311	221	177	-20%	236	-25%
Shooting unoccupied home or vehicle – 247(b)PC	-	132	80	72	-10%	95	-24%
Non-firearm aggravated assaults	27	2,133	2,111	1,933	-8%	2,059	-6%
Rape	-	168	155	117	-25%	147	-20%
Robbery	13	3,047	2,388	1,416	-41%	2,284	-38%
Firearm	4	1,359	977	490	-50%	942	-48%
Knife	1	123	93	70	-25%	95	-27%
Strong-arm	7	841	798	569	-29%	736	-23%
Other dangerous weapon	-	72	76	52	-32%	67	-22%
Residential robbery – 212.5(a)PC	-	84	75	43	-43%	67	-36%
Carjacking – 215(a) PC	1	568	369	192	-48%	376	-49%
Burglary	63	15,253	7,944	5,791	-27%	9,663	-40%
Auto	50	12,298	5,456	4,232	-22%	7,329	-42%
Residential	6	1,168	913	790	-13%	957	-17%
Commercial	2	1,442	1,161	568	-51%	1,057	-46%
Other (Includes boats, aircraft, and so on)	2	340	255	160	-37%	252	-36%
Motor Vehicle Theft	54	11,986	8,702	5,025	-42%	8,571	-41%
Larceny	40	8,109	6,865	5,757	-16%	6,910	-17%
Arson	-	93	90	94	4%	92	2%
Total	202	41,749	28,924	20,654	-29%	30,442	-32%

Waiver of competitive multi-step proposal solicitation and of the Local/Small local business (L/SLBE) participation requirements

Oakland Municipal Code ("OMC") Title 2, Chapter 2, Article I, section 2.04.042 B. requires that the City Administrator conduct a competitive multiple-step proposal solicitation process for the acquisition of technical professional services.

OMC section 2.04.042 D. provides that the City Council may waive the competitive multiple step proposal solicitation process upon a recommendation of the City Administrator and finding and determination by the City Council that it is in the best interests of the City to waive the competitive multi-step proposal solicitation requirement.

City staff recommends that it is in the best interests of the City to waive the competitive multiple-step solicitation process for the acquisition of any computerized or information technology systems for the following reasons:

(1) Flock Safety already provides the current ALPR system used within Oakland by OPD.
(2) Flock Safety systems are the most frequently used public safety support system in the Bay Area and supports a regional approach by local agencies to address violent and disruptive criminal activity.
(3) Flock Safety systems have the capability of generating automated audits of its use, which will enable OPD to better track Surveillance Use Policy compliance pursuant to DGO I-32.1.

The City Council adopted the Local/Small Local Business Enterprise (L/SLBE) Program, Ordinance No. 13647 C.M.S., which requires a minimum fifty percent (50%) participation for all professional service contracts valued at or over fifty thousand dollars ($50,000) when there are at least three certified businesses listed in the industry, trade, or profession that constitutes a major category of work.

If at least three L/SLBEs are not certified, then the requirement is either waived, or the 50% requirement may be set at a percentage from 50 % to 0%, but not less than 20% if at least one L/SLBE is certified and available.

However, the Council may, in its discretion, waive the requirements of the L/SLBE Program when it is in the best interest of the City to do so.

Since Flock Safety is not based in Oakland and the proposed agreement with Flock Safety system will need to be completed within a shortened time span and will be used to upgrade the existing system provided by Flock Safety, City staff recommends waiver of L/SBE requirements

SURVEILLANCE TECHNOLOGY ORDINANCE REQUIREMENTS:

Oakland's Surveillance Technology Ordinance (No.13489 C.M.S.), adopted by the City Council on May 15, 2018, and codified as Chapter 9.64 of the Oakland Municipal Code (OMC), sets forth rules and a public review process for the City of Oakland's (City) acquisition and use of new and existing Surveillance Technology.

OPD staff has followed the requirements set forth by the Surveillance Technology Ordinance, including drafting a Surveillance Use Policy for CS Camera Systems (DGO I-32.1 – Community Safety Camera System**)**, and presenting that policy for feedback to the Privacy Advisory Commission (PAC.

OPD's Surveillance Use Policy for the CS Camera Systems, DGO) I-32.1: Community Safety Camera System (*Attachment [A])* covers relevant elements required by OMC 9.64.030, including the following areas: • Technology Description; • Authorized Use; • Use Restrictions; • Data Access, Data Collection and Retention of 30 days, and Security; • Monitoring and Reporting; and • System Training.

OPD staff presented the Surveillance Impact Report and Surveillance Use Policy changes in a revised draft for DGO I-32.1: Community Safety Camera System at the June 5th, July 3rd, September 4th, and October 2, 2025, PAC meetings.

During these meetings the PAC engaged in extensive discussion with OPD staff on topics including draft policy provisions on data sharing and auditing, draft contract language, and media reports regarding Flock Safety's camera systems used by local law enforcement in Colorado and other states and questions about whether Flock Safety would be able to comply with the City's Sanctuary Contracting ordinance for the proposed contract.

At the October 2, 2025, meeting, the PAC concluded discussions and pursuant to Oakland Municipal Code Section, voted (4 no- 2 yes) to recommend that the City Council reject OPD's proposed revised draft to DGO I-32.1. While OPD respects the position of the PAC in voting to reject DGO I-32.1, OPD now seeks City Council approval of DGO I-32.1, and approval to purchase a VMS/Operating System from the vendor Flock Safety.

FISCAL IMPACT

OPD recommends that the City Council waive the competitive multiple-step solicitation process required for acquiring information technology systems and, to the extent necessary, the local and small local business enterprise program requirements for the proposed purchase. Due to the urgency of completing this contract and installing and using the equipment, waiving the requirements will expedite the process.

OPD intends to utilize $2,252,000 (over 2 years) in City funding for Flock Safety software and hardware products. See Table 1 for the costs. Year 1 costs include the FLOCK operating system, 292 Flock Safety Falcons, 40 Flock Safety Condors, and professional costs. Year 2 is a recurring safety platform subscription cost.

OPD has $1,500,000 authorized to utilize for funding Flock Safety systems for FY 25-26 and another $1,500,000 authorized for FY -26-27.

Table 1: FLOCK Safety System Contract Costs

FLOCK contract dates	Costs
Year 1	$1,155,500
Year 2	$1,097,000
TOTAL	$2,252,500

Funds will be allocated from the General-Purpose Fund (1010), Information Technology Unit Org. 106410, Contract Services Account (54919), Administrative Project TBD, Agency- wide Administrative Program TBD.

PUBLIC OUTREACH / INTEREST

OPD presented the CS Camera System policy to PAC in June, July, August, and September. OPD met with PAC Ad Hoc for two meetings regarding the use policy. Based on feedback from the PAC, the Department adopted a number of recommendations that were provided related to the policy DGO I-32.1, including decreasing the retention period of data from 90, to 30 days. The PAC voted and recommended that the policy be rejected by a 4-2 vote.

COORDINATION

OPD met with PAC commissioners and Office of the City Attorney on the CS Camera System use policy. This report was reviewed by the Office of the City Attorney.

SUSTAINABLE OPPORTUNITIES

Economic: There is no economic impact associated with this report.

Environmental: There are no environmental impacts associated with this report.

Race and Social Equity: Analysis of crime data related to robberies, shootings, and homicides shows that these types of crimes have a significantly larger impact on vulnerable communities, specifically communities of color. Leveraging technology responsibly to specifically address these disruptive criminal activities will benefit these communities and allow for focused and informed enforcement on the specific individuals involved in these crimes, in order to mitigate collateral impact on the community.
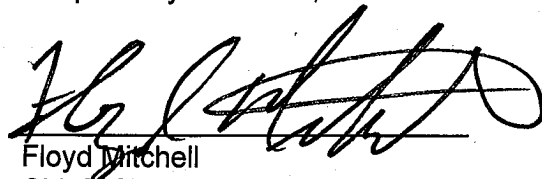
ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That City Council Adopt A Resolution:
(1) Approving The Oakland Police Department's Community Safety Camera System Policy (DGO I-32.1);
(2) Enter into a two (2) year contract with Flock safety, for the period starting at the contract signing, for one million one-hundred fifty-five thousand and five -hundred dollars ($1,155,500) for the first year, and one-million ninety-seven thousand dollars ($1,097,000) per year for year two, for a total amount not to exceed two-million two-hundred fifty-two thousand five-hundred dollars ($2,252,500), for access to Flock operating system; And
(3) Waiving The Competitive Multiple-Step Solicitation Process Required for The Acquisition Of Information Technology Systems And Waiving The Local And Small Local Business Enterprise Program Requirements

For questions regarding this report, please contact Lt. Gabriel Urquiza at gurquiza-leibin@oaklandca.gov.

Respectfully submitted,

Floyd Mitchell
Chief of Police
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Attachments (5):
A. DGO I-32.1
B. Flock Quote
C. Proposed Flock - IT Professional Service Agreement
D. CS Camera Impact Report
E. Consent form