

CITY OF OAKLAND

2007 SEP 27 AM 9:20

AGENDA REPORT

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: October 9, 2007

Re: A Report and Proposed Resolution Authorizing the City Administrator, on Behalf of the City of Oakland, to Accept and Appropriate Grant Funds in an Amount Not to Exceed Nine Hundred Eighty-Eight Thousand Nine Hundred and Sixty-Six Dollars (\$988,966) from the U.S. Department of Justice, Office of Community Oriented Policing Services (DOJ/COPS) FY 2007 Law Enforcement Technology (Interoperable Communications) Grant Program for the Period October 1, 2007 through September 30, 2008, and Authorizing the Police Department's Allocation of Three Hundred Thirty-Two Thousand Nine Hundred and Eighty-Eight Dollars (\$332,988) from the Unclaimed Cash Fund to Meet the Mandatory Matching Fund Provision for the Program, and Authorizing the Execution of a Memorandum of Understanding with the City and County of San Francisco, Office of Emergency Services, for Implementation of the Initiative, and Appropriate Said Funds to the Police Department

SUMMARY

A resolution has been prepared authorizing the City Administrator, on behalf of the City of Oakland, to accept and appropriate grant funds in an amount not to exceed \$988,966 from the U.S. Department of Justice, Office of Community Oriented Policing Services (DOJ/COPS), FY 2007 Law Enforcement Technology (Interoperable Communications) Grant Program. The resolution also authorizes the Police Department's use of \$332,988 from the Unclaimed Cash Fund to satisfy the mandatory matching fund provision for the program. Lastly, the resolution also authorizes the execution of a Memorandum of Understanding between the City of Oakland and the City and County of San Francisco, Office of Emergency Services, for implementation of the initiative.

FISCAL IMPACT

Approval of the proposed resolution will authorize the application, acceptance and appropriation of U.S. Department of Justice, Office of Community Oriented Policing grant funds for the Police Department's FY 2007 Law Enforcement Technology

(Interoperable Communications) grant program for the project term of October 1, 2007 to September 30, 2008, in the estimated amount of \$988,966. Funding will be appropriated to the Federal Grant Fund (2112); Police Information Technology Division Org. (106410); Agency-Wide Administration Program (PS01), in a Project Account to be determined.

The funding agency requires a (minimum) twenty-five percent (25%) matching funds component which must be made from local, state, or other non-DOJ/COPS funds. Matching funds in the amount of \$332,988 are allocated in the Unclaimed Cash Fund (7440); Property and Evidence Division Org. (102120); Unclaimed Cash Project (A322510); Miscellaneous Contract Service Account (54919), Criminal Investigations Division Program (PS03). The Police Department will account for the expenditure of matching funds in accordance with methods approved by the DOJ/COPS. The total Police Department project cost, inclusive of the matching funds provision, is \$1,331,955. The program will be managed by the Commander of the Police Department's Information Technology Division. Proposed expense allocations are as follows:

Description and Use of Funds	Amount
Data Radios for Police Vehicles	
P25 Controller (ARC4000 – Data Only)	150,000
P25 800 MHz RF Site, Data (2 X \$110,000/ea)	220,000
P25 Radios, Data (200 x \$3,000/ea)	600,000
Subtotal:	\$970,000
System Implementation	
P25 Controller (ARC4000 – Data Only)	145,034
P25 800 MHz RF Site, Data	212,716
Subtotal:	\$357,750

Grantor-Mandated Travel/Training	
Travel/Training	4,205
Total Project Cost: \$1,331,955	
Overview – Source of Funds	
DOJ/COPS Grant Funds:	988,966
Matching Funds (Unclaimed Cash):	332,988
Grand Total:	\$1,331,955

An overview of the entire DOJ/COPS FY 2007 Law Enforcement Technology grant funding allocation for the greater Oakland/San Francisco Bay Area is as follows:

Agency	Civilian Personnel	Equipment	Travel/ Training	Contracts	Total Request
City and County of San Francisco	261,582	1,029,245		333,179	1,624,006
San Mateo		1,693,104	2,102.50	524,862	2,220,068.50
Oakland		970,000	4,205	357,750	1,331,955
Alameda/ Contra Costa	261,582	1,410,382	2,102.50	795,218	2,469,284.50
Total:	\$523,164	\$5,102,731	\$8,410	\$2,011,009	\$7,645,314

Total Federal Share (75%): \$5,733,985.50
 Total Local Share (25%): \$1,911,328.50

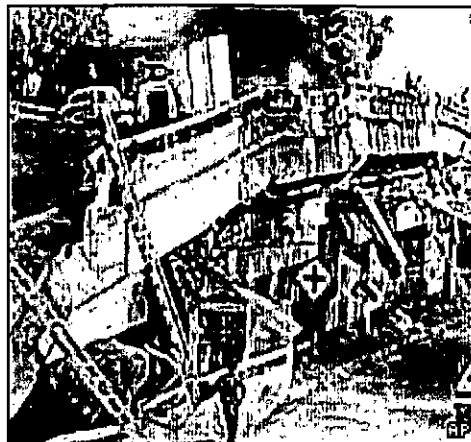
BACKGROUND

“In times of emergencies, the public looks to government, particularly their Public Safety officials, to act swiftly and correctly and do the things which must be done to save lives, help the injured, and restore order. Most disasters occur without warning, but people still expect a rapid and flawless response on the part of government. There is no room for error. Whether a vehicle accident, crime, plane crash, special event, or any other Public Safety activity, one of the major components of responding to and mitigating a disaster is wireless communications. These wireless communications systems are critical to Public Safety agencies’ abilities to protect lives and property, and the welfare of Public Safety officials.”¹

On October 20, 1991, a devastating fire occurred in the scenic hills above the cities of Oakland and Berkeley, California. Burning embers carried by high winds from the perimeter of a small but growing brush fire ignited overgrown vegetation and led to the further ignition of trees and combustible construction materials of adjacent homes. The result was a major wildland/urban interface fire that killed 25 people, including a police officer and a firefighter; injured 150; destroyed nearly 2,449 single-family homes and 437 apartment and condominium units; burned over 1,600 acres, and caused an estimated \$1.5 billion in damage.



In October 1989, a magnitude 7.1 earthquake struck the Oakland/San Francisco Bay Area just before the third game of the World Series at Candlestick Park; the worst earthquake since 1906. The tremor collapsed a section of the San Francisco-Oakland Bay Bridge. Damage was estimated at almost three billion dollars in San Francisco alone, which was approximately one-half of the total damage figure for the entire earthquake zone.



¹ SAFECOM – The SAFECOM Program – Department of Homeland Security, Statement of Requirements for Public Safety Wireless Communications and Interoperability, March 2004

Response by public safety agencies to the Oakland Hills fire and communities devastated by the Loma Prieta earthquake was massive and swift. In both instances, however, the efforts of responding public safety agencies were hampered by the inability of the initial on-scene responders to establish effective perimeters around the catastrophe areas. Additionally, and more importantly, coordination by incident command staff was significantly hampered by the inability to directly communicate with mutual aid public safety agencies arriving from around the state.

Description of Metropolitan Statistical Area

The San Francisco Bay Area Metropolitan Statistical Area (MSA) is comprised of five counties and the major cities of Oakland and San Francisco; with a total population exceeding 6.5 million people. As a major transportation hub, our MSA includes two international airports and municipal transportation systems serving over 200 million riders per year. Commuters and the economy are highly dependent on the bridges, with over 400,000 vehicles crossing the regions' bridges in San Francisco, Oakland, San Mateo, Marin, and Hayward daily.

Barriers to Communications

Incompatible radio systems exist throughout the greater Oakland/San Francisco Bay Area, and most local systems are not compatible with the federal ANSI/TIA/EIAA-102 Phase I (Project 25 suite) of standards. San Francisco, Alameda and San Mateo Counties, which comprise the San Francisco Metropolitan Statistical Area (MSA), operate on disparate radio frequencies, with proprietary equipment. Prior experiences with incompatible radio frequencies during emergency operations have highlighted the need for interoperability. Public safety agencies throughout the partnering jurisdictions referenced herein have experienced situations where tactical officers were unable to communicate with one another during high-risk encounters, placing personnel in unnecessary danger. Further, incompatible communication systems negate the ability of public safety agencies to work in a cooperative atmosphere or respond to calls for mutual aid. Coupled with disparate frequencies, the respective agencies are unable to share information, data, or intelligence in "real time" during exigent circumstances.

Public safety agencies have always recognized the need to communicate, not only in day-to-day activities among their departments, but also with their neighbors, and other outside agencies, for those situations requiring a multi-agency and multi-jurisdictional response. In the past, when radio systems generally employed very similar technologies and the radio frequencies used were constrained to a few radio bands, this was a simpler process, although not without some barriers. As technologies advanced, with manufacturers producing what are essentially proprietary communication systems and as new radio bands were made available by the Federal Communications Commission (FCC), the problem became more complex. Today, it is not uncommon, even within a single city, to face problems in engaging in radio communications across departments because of the various technologies or radio bands in use.

Due to incompatibilities in systems and bandwidths, and the inability to inter-operate or exchange data information, the City of Oakland, in collaboration with the City and County of San Francisco, has requested grant funds from the U.S. Department of Justice, Office of Community Oriented Policing Services, FY 2007 Law Enforcement Technology grant program to address these issues. The partnering agencies referenced herein realize that the ultimate purpose in the development of this project plan is not to identify one “across the board” solution to interoperability, but to identify and implement interoperability solutions that are readily available and accessible on a multi-jurisdictional and multi-disciplinary basis.

KEY ISSUES AND IMPACTS

Program Partners

Program partners for the FY 2007 Law Enforcement Technology (Interoperable Communications) initiative are:

City and County of San Francisco (Lead Agency)
City of Oakland - Oakland Police Department
Alameda County – Sheriff’s Office
City of San Jose
Santa Clara County

Disparate Communication Systems

Alameda County, San Francisco City and County, Santa Clara County and surrounding jurisdictions, are comprised of many county and individual city mutual aid response organizations (police, fire, and emergency medical response). Interoperability between organizations on both an inter-county and multi-jurisdictional basis has been elusive due to disparate voice operations across different frequency bands, proprietary manufacturer signaling, cross-band interfacing, coverage zones, equipment costs, voice/data traffic handling capacity, and other non-technical matters.

Public safety agencies throughout the cities and counties referenced above, as well as nationally, depend on individual, stand-alone communication systems. This lack of compatibility oftentimes results in disastrous consequences; as evidenced by the Oakland Hills fire, the Loma Prieta earthquake, and the September 11th attacks. The City of Oakland has identified five key factors adversely affecting our ability to readily communicate on both multi-disciplinary and multi-jurisdictional levels:

- **Incompatible and Aging Communication Systems:** Different agencies and jurisdictions use different equipment of varying vintage and different radio frequencies that cannot communicate with one another.
- **Limited Funding:** Money to upgrade or replace expensive radio communications equipment is limited or non-existent and different levels of governments have their own funding priorities.
- **Inadequate Planning:** In the absence of long-range and comprehensive planning, time and resources are wasted.
- **Lack of Coordination:** Agencies are reluctant to compromise their communication systems through inter-county and/or surrounding jurisdictional relationships.
- **Inadequate and Fragmented Radio Spectrum:** Radio spectrum availability for public safety agencies is both limited and fragmented.

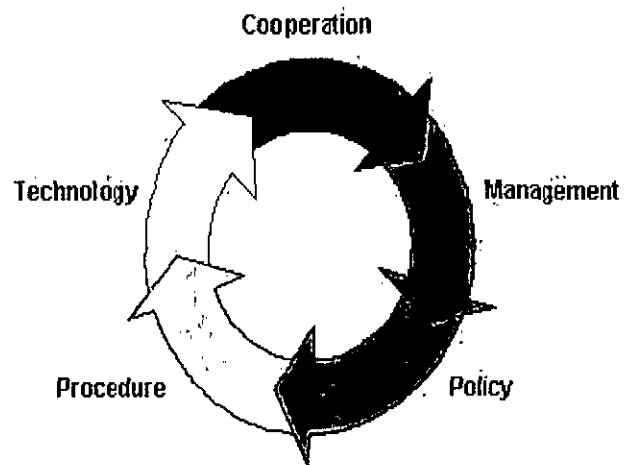
All of the partnering jurisdictions referenced herein are uniform in their belief that any interoperable communication system must:

- Be capable of quickly and easily allowing any public safety first responder to communicate with any other agency.
- Be cost effective, flexible and uncomplicated.
- Contain back-up dispatch capabilities in the event of a major, critical incident that would make the current dispatch center unusable.
- Maintain individual agency management and control.

PROGRAM DESCRIPTION

The development of a regional interoperability plan is a significant undertaking, requiring adequate planning and funding to fully develop and implement. The City of Oakland and its program partners understand, however, that **Technology** alone is not the solution. There must also be **Cooperation, Management, Policy, and Procedure**. Without cooperation no technical solution can be agreed upon and implemented; without management, no selected solution can be maintained; with no clear understanding and application of policy and procedure, no solution will retain its vitality.

The Key to Successful Interoperable Communications



The collaborative vision of the partnering jurisdictions referenced herein, through enactment of the FY 2007 Law Enforcement Technology (Interoperable Communications) Grant Program, is to enhance public safety communication capabilities and interoperability through enhanced and upgraded voice and data equipment. This will allow public safety personnel in all partnering jurisdictions to readily communicate with one another, across jurisdictions, throughout the course of day-to-day operations, as well as in the aftermath of a catastrophic event.

Data Communications

In 1995 the Oakland Police Department (OPD), in collaboration with the Information Technology Division, purchased and installed a private Radio Frequency (RF) system, Motorola's Radio Data Link Access Protocol (RDLAP), for mobile data communications. Utilizing two private radio frequencies for data communications, all 220 OPD vehicles were equipped with laptop computers and Motorola Vehicular Radio Modem (VRM) 650 modems, enabling officers to run Department of Motor Vehicle and/or "Wants and Warrant" checks against county, state and federal databases. The limiting factor was the bandwidth provided by the RDLAP system (19.2kb/s per radio frequency). In 2000, as the OPD began requiring more data availability for officers, there came a need to increase the bandwidth for data communications. Replacing the current RDLAP system was not feasible due to limited financial resources. The OPD decided to look at utilizing newer wireless technologies to supplement mobile data communications.

Proposed Interoperability Solution

The proposed interoperable communications project will provide key additional components in the regional interoperable communications network through procurement of digital voice systems compliant with the applicable, normative, P25 standards. The system will also provide low-to-moderate speed data interoperability in the 800 MHz and 700MHz frequency band for the City of Oakland and the Counties of Alameda and Contra Costa.

With the installation/upgrade of Project 25 master sites, the participating agencies will be able to achieve the following interoperability milestones:

- Project 25 Inter Sub-System Interface (ISSI) connections
- Console-to-Console Communications across agencies
- Roaming between Agencies (with 800 MHz radios)
- Data Roaming (San Francisco, Oakland, Alameda, and Contra Costa)
- Console patches across agencies

SUSTAINABLE OPPORTUNITIES

Economic

All services provided through this initiative shall be provided by current law enforcement, fire and emergency medical service personnel.

Environmental

Although there are no direct environmental issues associated with this report, voice and data communications equipment acquired through enactment of the FY 2007 Law Enforcement Technology grant program will be used to upgrade or enhance “mission critical” networks for first responders and the public they serve. These services will be of monumental use in the event of another Oakland hills fire or other catastrophic event, in terms of protecting our environment, (homes, wilderness areas, air quality, etc.).

Social Equity

The expanded implementation of the Department’s interoperable communications equipment program will provide a new layer of security for the citizens of Oakland, as well as for the general populace throughout the City of Oakland, Alameda County, and surrounding jurisdictions.

DISABILITY AND SENIOR CITIZEN ACCESS

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

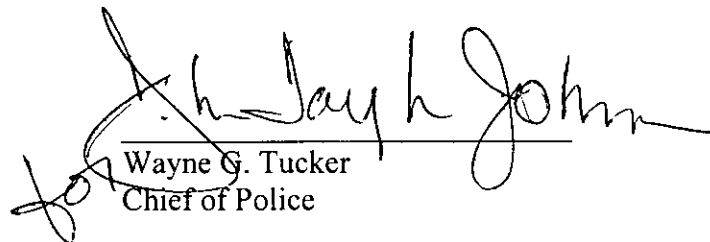
RECOMMENDATION

The Oakland Police Department recommends that the City Council adopt the resolution and authorize the City Administrator to accept grant funds in an amount not to exceed \$988,966 from the U.S. Department of Justice, Office of Community Oriented Policing Services, FY 2007 Law Enforcement Technology Grant Program, and authorize the Police Department's Allocation of \$332,988 from the Unclaimed Cash Fund to meet the mandatory twenty-five percent (25%) matching fund provisions for the program. The Department also recommends the authorization of the execution of a Memorandum of Understanding with the City and County of San Francisco, Office of Emergency Services for implementation of the initiative.

ACTION REQUESTED BY THE CITY COUNCIL

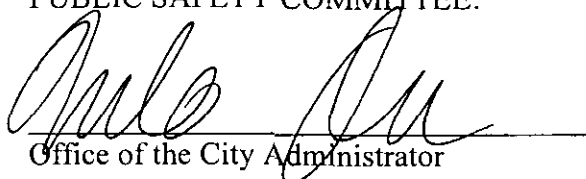
Staff recommends that the City Council approve the resolution.

Respectfully submitted,


Wayne G. Tucker
Chief of Police

Prepared by: Candice Jessie
Budget and Grants Administrator
Bureau of Administration

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:


Office of the City Administrator

Item: _____
Public Safety Comte.
October 9, 2007

FILED
OFFICE OF THE CITY CLERK
OAKLAND

OAKLAND CITY COUNCIL

Approved as to Form and Legality


City Attorney

2007 SEP 27 AM 9:25 RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO ACCEPT AND APPROPRIATE GRANT FUNDS IN AN AMOUNT NOT TO EXCEED NINE HUNDRED EIGHTY-EIGHT THOUSAND NINE HUNDRED AND SIXTY-SIX DOLLARS (\$988,966) FROM THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF COMMUNITY ORIENTED POLICING SERVICES (DOJ/COPS) FY 2007 LAW ENFORCEMENT TECHNOLOGY (INTEROPERABLE COMMUNICATIONS) GRANT PROGRAM FOR THE PERIOD OCTOBER 1, 2007 THROUGH SEPTEMBER 30, 2008, AND AUTHORIZING THE POLICE DEPARTMENT'S ALLOCATION OF THREE HUNDRED THIRTY-TWO THOUSAND NINE HUNDRED AND EIGHTY-EIGHT DOLLARS (\$332,988) FROM THE UNCLAIMED CASH FUND TO MEET THE MANDATORY MATCHING FUND PROVISION FOR THE PROGRAM, AND AUTHORIZING THE EXECUTION OF A MEMORANDUM OF UNDERSTANDING WITH THE CITY AND COUNTY OF SAN FRANCISCO, OFFICE OF EMERGENCY SERVICES, AND OTHER PARTICIPATING AGENCIES, FOR IMPLEMENTATION OF THE INITIATIVE, AND APPROPRIATE SAID FUNDS TO THE POLICE DEPARTMENT

WHEREAS, it is anticipated that the Police Department shall receive grant funds totaling up to \$988,966 from the U.S. Department of Justice, Office of Community Oriented Policing Services (DOJ/COPS), FY 2007 Law Enforcement Technology (Interoperable Communications) Grant Program; and

WHEREAS, the allocation of said grant funds is aligned with a collaborative, multi-agency, multi-jurisdictional interoperable communications venture with the City and County of San Francisco, the County of Alameda, the City of San Jose, and the County of Santa Clara; and

WHEREAS, a local cash match of no less than twenty-five percent (25%) of the total amount requested is required and must be made from local, state, or other non-DOJ/COPS funds; and

WHEREAS, the Police Department requests authorization to use \$332,988 in Unclaimed Cash Funds to satisfy the matching fund provision; and

WHEREAS, the Department desires to enter into a Memorandum of Understanding with the City and County of San Francisco, Office of Emergency Services, as well as the County of Alameda, the City of San Jose, the County of Santa Clara, and other participating agencies in relationship to the implementation and acceptance of \$988,966 in grant funds allocated through the FY 2007 Law Enforcement Technology Grant Program; and

RESOLVED: That the City Council hereby authorizes the City Administrator or her designee, to accept and appropriate grant funds in an amount not to exceed \$988,966 from the U.S. Department of Justice, Office of Community Oriented Policing Services, FY 2007 Law Enforcement Technology Grant Program, to be allocated to the Federal Grant Fund (2112): Bureau of Administration Division Org. (106110); Bureau of Administration Division Program (PS01), in a Project Account to be determined; and be it

FURTHER RESOLVED: That the City Council authorizes the Police Department's use of \$332,988 as matching funds for the FY 2007 Law Enforcement Technology Grant Program, allocated in the Unclaimed Cash Fund (7440), Property and Evidence Division Org. (102120), Property and Evidence Division Project (A233510), Miscellaneous Contract Service Account (54919), Property and Evidence Division Program (PS03); and be it

FURTHER RESOLVED: That grant funds received for the FY 2007 Law Enforcement Technology Grant Program shall not be used to supplant expenditures controlled by the City of Oakland; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator or her designee to enter into a Memorandum of Understanding with the City and County of San Francisco, Office of Emergency Services, as well as the County of Alameda, the City of San Jose, the County of Santa Clara and other participating agencies in order to accept and implement this project and to conduct all negotiations, applications, agreements, and related actions which may be necessary for the completion of the aforementioned grant and Memorandum of Understanding; and be it

FURTHER RESOLVED: That the City Attorney shall review and approve said agreement with City and County of San Francisco, Office of Emergency Services and all other appropriate agencies, as to form and legality and a copy of the fully executed agreement shall be placed on file with the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California