

## 119.00 - Use of H.A.L.O. (Closed Circuit Television)

### 119.01 H.A.L.O. Policy

(1) Purpose:

The Denver Police Department recognizes the value of utilizing technology as an important law enforcement and public safety tool. The purpose of this policy is to provide guidance for the Denver Police Department in the responsible and effective use of overt cameras in public areas for the purpose of safety and security. This program is established as the High Activity Location Observation (H.A.L.O.) Program.

The H.A.L.O. crime prevention and detection strategy includes the use of video surveillance to target public areas of high crime and disorder and those areas where the safety and security of our citizens are at risk. Justification for camera deployment will be accomplished through a comprehensive assessment of the totality of circumstances that support the use of this limited resource. The needs assessment should include the evaluation of criminal justice records, public information, crime data, officer observations, community input and concerns, and risk assessments.

(2) General Principles:

- a. The Denver Police Department restricts the use of H.A.L.O. cameras to public places in a manner consistent with privacy rights.
- b. Except in situations of the investigation of a crime committed by a person(s) whose description is known, H.A.L.O. camera use must not be based on individual characteristics, or classifications, including race, gender, sexual orientation, national origin, or disability.
- c. Keeping in mind the Denver Police Department's Mission, Vision, and Values, the principle objectives of the H.A.L.O. Project include:
  1. Enhancing public safety in areas where the safety and security of our citizens are at risk;
  2. Preventing and deterring crime;
  3. Reducing the fear of crime;
  4. Identifying criminal activity;
  5. Identifying suspects;
  6. Gathering evidence;
  7. Documenting police actions to safeguard citizen and police officer rights;
  8. Reducing the cost and impact of crime to the community; and
  9. Improving the allocation and deployment of law enforcement resources.
- d. H.A.L.O. camera use will be conducted with accepted legal concepts regarding privacy, and in a professional and ethical manner. Personnel involved in H.A.L.O. Program use will be appropriately trained and supervised in the use of this technology. Violation of Department Policy and Procedures will result in appropriate corrective action or discipline and may subject those involved to civil or criminal liability under applicable state and federal laws.
- e. Initial and ongoing needs assessments will be conducted as a part of this H.A.L.O. Program. Needs assessments will consider that H.A.L.O. is only one of many tools and methods available to enhance public safety and that other alternatives may be more appropriate or cost effective.
- f. Information obtained from H.A.L.O. use will be used exclusively for public safety and law enforcement purposes. Information in any form obtained through the use of the H.A.L.O. Project technology will be handled according to accepted departmental procedures and legal rules governing the handling of evidence and criminal justice records. Dissemination of such information should be conducted in accordance with applicable departmental procedures, State, and Federal laws. Unusable or non-case specific video or digital image data will not be retained, and will be purged from data storage within established time periods, and in conformance with State, Federal, City and Department legal and policy requirements.

- g. The design and implementation of the H.A.L.O. Program and its periodic enhancement must recognize legal parameters that both limit and expand use of cameras in the public space. Evaluation of policy, staffing, training, and budget issues are essential, and will be conducted.

## (3) Definitions:

- a. **H.A.L.O.:** Acronym for the overt public area camera Program, defined further as High Activity Location Observation, and H.A.L.O.-Safe City (the Denver Public Schools/DPD partnership).
- b. **H.A.L.O. Camera:** A self-contained video camera (commonly known as Closed Circuit Television), within a protective case that:
  - 1. Can monitor and record from a distance, activity on the public way;
  - 2. Is remotely controlled and capable of sending real-time images to a portable control receiver case, the H.A.L.O. Operations Center, the Office of Emergency Management, the Combined Communications Operations Center, or a patrol district station office (if equipped) or other designated monitoring center or location authorized by the Department;
  - 3. Functionality may include the pan of 360 degrees, tilt, and zoom (PTZ);
  - 4. May have night-vision capability;
  - 5. May be affixed to a street pole or other object in designated areas consistent with this procedure; and
  - 6. May display the Department's logo and may be equipped with a highly visible flashing light; and
  - 7. May have signage that denotes the area is subject to being video-recorded and monitored.
- c. **Control receiver case:** Portable electronic equipment designed to monitor video images and operate the H.A.L.O. camera. As part of the H.A.L.O. Program, the control receiver case is designed to be operated in the field.
- d. **Desk Mounted Monitor:** A desktop PC that has a dual function for displaying both H.A.L.O. images and PC displays. H.A.L.O. software is a secure, permission based application.
- e. **Exit Strategy Plan/H.A.L.O. Relocation:** A strategy outlining the steps that will be taken to prevent crime from returning to the area of deployment after a H.A.L.O. Placement/Re-Location Request, DPD 711, is approved pursuant to OMS 6 of this procedure.
- f. **Displacement Relocation Analysis:** An analysis indicating the effects of the crime displaced by H.A.L.O. cameras.
- g. **H.A.L.O. Command and Control Center:** The centralized robust video operations center located at the Denver Police Department's Headquarters building.
- h. **H.A.L.O. Security Officer:** The crime detection specialist assigned to the H.A.L.O. Command and Control Center or other facility to monitor multiple H.A.L.O. images.
- i. **Public Area Remote Surveillance H.A.L.O.:** Camera affixed to existing or mobile structure, (i.e. Utility Pole, Building, trailer, etc.), that is temporary, of which the video signal can be monitored through a remote-mobile laptop, desktop computer, or Command and Control Center.
- j. **Public Place/Space:** Physical locations that have been identified by the courts where the warrantless use of video surveillance by law enforcement is allowed, (i.e. no expectation of privacy). Examples are parking lots, parks, streets, roads, alleyways, public walkways, etc.
- k. **Urgent Significant Event:** Situations that include barricade or hostage situations, patterns of criminal activity, large public gatherings that may lead to law violations, impact public safety response or where public safety and security may be at risk.

## (4) Procedure:

- a. Establishes the H.A.L.O. Program for the implementation of fixed and mobile remote-surveillance H.A.L.O. camera's providing live video viewing and recording capabilities.

- b. Establishes procedures and responsibilities for:
    1. The placement and relocation (movement) of H.A.L.O. cameras.
    2. Documenting and evaluating the effectiveness of H.A.L.O. camera placement/relocation.
    3. Documenting exit strategy plans upon the Placement-Re-Location of H.A.L.O. camera placement and relocations.
  - c. Introduces the use of the following forms available electronically through the DPD's T: (Template Server):
    1. H.A.L.O. Placement/Re-Location Request Form, DPD 711
    2. H.A.L.O. Video Search/Retrieval Request Form, DPD 709
    3. H.A.L.O. Equipment Repair Form, DPD 708
  - d. Defines certain terms relative to this procedure.
  - e. Establishes the H.A.L.O. Program Committee.
- (5) H.A.L.O. Camera Placement Criteria:
- a. The needs assessment should include the evaluation of criminal justice records, public information, crime data, officer observations, community input and concerns, risk assessments, and other relevant data.
- (6) Duties and Responsibilities:
- a. The Deputy Chief of Administration will ensure:
    1. A historical log is completed for each H.A.L.O. camera documenting dates, locations, placement and relocations.
    2. Placement/relocation of H.A.L.O. cameras is monitored to maximize utilization of the system.
  - b. The H.A.L.O. Program Commander will:
    1. Coordinate activities between all involved Department Divisions and City Agencies
    2. Conduct periodic reviews to evaluate the effectiveness and continued need of H.A.L.O. camera placement in the deployed locations.
    3. Review strategic plans and exit strategies for H.A.L.O. camera placement/relocation and removal.
    4. Coordinate requests or inquiries made by outside agencies involving H.A.L.O. cameras.
    5. Ensure that H.A.L.O. cameras are used for law enforcement or public safety purposes consistent with this policy.
    6. Direct technical support activities for fixed and mobile H.A.L.O. cameras including installation, removal, relocation, and maintenance.
    7. Manage the inventory and storage of equipment.
    8. Manage improvements and repairs of the H.A.L.O. Program.
    9. Monitor all technical functions related to the operation of the H.A.L.O. Program.
    10. Maintain for our department website approved H.A.L.O. camera locations.
    11. Coordinate with the affected Division Chief's, Commanders and the Office of the Chief of Police, prior to any removal of a H.A.L.O. camera due to maintenance, repair, or relocation.
    12. Be responsible for the appropriate training and documentation of all employees who have command and control access to the H.A.L.O. system.
    13. Be responsible for developing detailed policy, procedures, directives and job specific operations and technical manuals needed for the program.

14. Continuously conduct research of legal opinions and rulings, best practices in policies, procedures, technology and training to ensure that the rights of individuals, our employees and the City are protected.
- c. District Commanders will, in consultation with the Division Chief of Patrol:
    1. Conduct an analysis of H.A.L.O. camera placement/relocation pursuant to OMS (5)a. above.
    2. Identify and recommend public places within their districts for H.A.L.O. camera placement/relocation utilizing OMS (5)a. above:
      - a. This information will be documented on the H.A.L.O. Camera Placement/Re-Location Request Form, DPD 711.
      - b. Attach all supporting documentation to the H.A.L.O. Placement/Re-Location Request Form, DPD 711.
      - c. Forward the H.A.L.O. Placement/Re-Location Request Form, DPD 711, with supporting documentation to the appropriate Division Chief.
      - d. District Commanders will be responsible for approving and implementing the exit strategy for the removal of H.A.L.O. cameras.
  - d. The Division Chief of Patrol will:
    1. Consult with the bureau or district commander concerning requests for H.A.L.O. cameras to be placed in priority locations.
    2. Review all requests for the placement/relocation of H.A.L.O. cameras within their area and forward all approved requests to the H.A.L.O. Program Commander.
  - e. The H.A.L.O. Program Commander, in consultation with the affected Division Chief will:
    1. Receive and review all requests for use or placement of H.A.L.O. cameras from all Department Divisions other than the Patrol Division. Any request to the Program Commander must come from a Division Chief and contain the appropriate form and documentation.
    2. Review all requests for the placement/relocation of H.A.L.O. cameras received from the appropriate Division Chief and forward all approved requests to the Deputy Chief of Operations. If approved, the Deputy Chief of Operations will forward the request to the H.A.L.O. Program Committee and then the Chief of Police for final review and approval.
    3. Send requests that are not approved back to the appropriate District Commander and Division Chief. A brief report detailing why the request was not approved will be attached to the returned request.
  - f. Designated field supervisors will:
    1. Ensure that only trained officers operate any secure desktop application for H.A.L.O., and/or any control receiver case.
    2. Document this training in the officer's training record.
    3. Coordinate and supervise the police officers assigned to vehicles equipped with a control receiver case and those assigned to operate any secure desktop application.
    4. Report any equipment problems or failures to the H.A.L.O. Program Commander.
  - g. Designated police officers and supervisors will:
    1. When assigned to monitor a H.A.L.O. camera, use all equipment in accordance with their training and department policy.
    2. Continually monitor the condition of the H.A.L.O. cameras and immediately report any visible damage to a supervisor.
    3. Immediately report any equipment malfunctions to their supervisor and complete a H.A.L.O. Equipment Repair Form, DPD 708, and e-mail it to the H.A.L.O. Command and Control Center and the H.A.L.O. Unit Commander.

4. Complete the H.A.L.O. Equipment Repair Form, DPD 708, and submit it to the District Commander when the supervisor deems that the retrieval of the video images captured are needed for investigation or other appropriate police purposes.
- h. The H.A.L.O. Program Commander and/or designee from the Denver Police Department in coordination with the Technical Services Division of the City and County of Denver and the selected vendor will:
1. Supervise the installation and removal of the H.A.L.O. camera's from approved locations.
  2. Coordinate integration of new equipment and testing.
  3. Conduct site surveys to establish logistical needs, such as connectivity, installation, security, and any other relevant issues.
  4. Provide technical assistance when required.
- i. The H.A.L.O. Command and Control Center personnel will:
1. Conduct H.A.L.O. camera monitoring from the H.A.L.O. Command and Control Center, or other designated areas.
  2. Self-Dispatch observations on the appropriate communications channel.
  3. Perform priority in camera monitoring in cases involving officer safety, in-progress crimes, calls for service, events, or public emergencies.
  4. Set priorities by reviewing daily crime reports, officer information and specific requests for coverage as well as other sources.
  5. Maintain activity log relative to H.A.L.O. assistance provided to all Department Divisions and other agencies.
- (7) H.A.L.O. Training:
- a. Designated H.A.L.O. Security Officers (non-sworn), field officers (sworn), detectives and supervisors will receive updated training concerning the First Amendment, the Fourth Amendment, Department policies and procedures and the proper operation of the surveillance equipment through the H.A.L.O. Video Training Program prior to being authorized to use the equipment.
  - b. This training will be documented in the respective officer's (sworn/non-sworn), training record and noted in their Supervisors Situation Record, Academy training records by the officers' supervisor. The H.A.L.O Program Commander will ensure that the training is complete and documented prior to allowing access to the system.
- (8) H.A.L.O. Program Committee:
- a. The H.A.L.O. Program Committee is comprised of the following personnel:
    1. Deputy Chief of Administration, who will act as the committee chairperson;
    2. Deputy Chief of Operations, who will act as the committee vice-chairperson;
    3. Division Chief of Criminal Investigations;
    4. Division Chief of Research, Training, and Technology;
    5. Division Chief of Patrol;
    6. Director of Research and Development;
    7. Departmental H.A.L.O. Program Commander;
    8. Director of the Crime Analysis Unit;
    9. City Attorney representative;
    10. District Attorney representative; and
    11. Citizen selected by the Chief of Police (applies to Policy, Procedure, and Placement)
  - b. The H.A.L.O. Program Committee will:

1. Review past requests submitted for H.A.L.O. camera placement/relocation;
  2. Oversee the deployment of H.A.L.O. cameras;
  3. Analyze the effectiveness of camera placement/relocation;
  4. Provide impact analysis with respect to crime displacement and any ongoing investigation that camera placement/relocation may impede;
  5. Through the H.A.L.O. Program Commander, forward a list of approved H.A.L.O. locations to the H.A.L.O. Command and Control Center, the Office of Emergency Management and Combined Communications Center, and cause them to be posted on the department intranet and website.
- c. The H.A.L.O. Program Committee will be responsible for review, but not prior approval of the exit strategy plan for the removal of H.A.L.O. cameras. The appropriate District Commander and the Division Chief of Patrol are responsible for the approval of the exit strategy plan and its implementation and duration.

(9) H.A.L.O. Placement:

- a. H.A.L.O. cameras will be placed in locations pursuant to approval by the H.A.L.O. Program Committee.
- b. Approved signage may be posted upon installation of the camera in a prominent manner.
- c. An effort will be made to notify the community at least 72 hours prior to installation of the camera through community meetings, notification of the appropriate City Council representative and the city website.

(10) Displacement Monitoring/Exit Strategy:

The district commanders will develop an Exit Strategy Plan which will include:

- a. A report indicating what the H.A.L.O. camera placement has accomplished.
- b. What actions will be taken to eliminate a future need for the H.A.L.O. camera at that location.
- c. When the camera will be moved.
- d. Notification of the community and the appropriate City Council representative that the camera will be removed.

(11) H.A.L.O. Video Search/Retrieval Request Process:

- a. Retrieval of the recorded video images from H.A.L.O. camera(s) for investigative or prosecution purposes will occur as delineated in this procedure.
- b. Unless retrieved consistent with this procedure, video images captured by the H.A.L.O. camera will be purged after a 30-day period.
- c. Requests for the retrieval of video images recorded by H.A.L.O. camera will be initiated by a supervisor who will:
  1. Complete and submit a H.A.L.O. Video Search/Retrieval Request Form, DPD 709, to their district commander, or designee for approval;
  2. E-mail the approved form and any related reports to the H.A.L.O. Program Commander or designee for final review.
- d. In situations in which the urgent retrieval of video images is necessary the detail commander in the district of occurrence or a member of the Investigations Division responsible for the investigation, will:
  1. Notify the H.A.L.O. Unit Commander or designee on weekdays between 0800-1600 hours, excluding holidays at 720.913.HALO (4256);
  2. At all other times, notify Combined Communications Center supervisor; or

3. The Combined Communications Center Supervisor will notify the on-call H.A.L.O. Unit Detective. The H.A.L.O. Unit will provide the H.A.L.O. Command and Control Center and the Combined Communications Center with the names of Department members who are trained to retrieve video images and are available for call back. These members will electronically capture relevant information for each H.A.L.O. Video Search/Retrieval Request Form, DPD 709, received.
  - e. Requests for the retrieval of video images should be made within 72 hours of the incident's recording.
- (12) Video Storage of Retrieved Images:
- a. Media Compact Disc's (CD's/DVD's), containing retrieved images recorded by the H.A.L.O. cameras with attached H.A.L.O. Video Search/Retrieval Request Form, DPD 709, will be stored in strict accordance with existing department evidentiary procedures. The originally recorded images will be electronically transferred to this medium under secure procedures from the Denver Police Department/Department of Safety Storage Area Network (SAN). The H.A.L.O. Video Search/Retrieval Request Form, DPD 709 is an internal report used only by the Denver Police Department. Any request to archive original footage needs to be completed on the appropriate form, and notification of this request shall be made within 7-days of the event.
  - b. Officers receiving retrieved images recorded by the H.A.L.O. camera's will, within seven days of receipt of the recorded images on CD, enter such receipt into the investigative file, utilizing the inventory number given to them by the Denver Police Property Management Bureau, and denote the disposition of the recorded image.
  - c. Once the request for video image retrieval is approved, the H.A.L.O. Unit Commander or designee will make three (3) original copies on CD. These three original copies are made in concurrence with local federal title-III audio recording standards as follows:
    1. One original copy (copy #1), will be heat sealed and initialed as evidence for court, utilizing the case number provided on the H.A.L.O. Video Search/Retrieval Request Form, DPD 709. The electronic reference tag/ log number will also be noted onto the CD/DVD. This is to be completed by the requestor maintaining the chain of evidence, after signing H.A.L.O. receipt for all three copies.
    2. The second original (copy #2) and third original (copy #3), will be marked as delineated above and provided to the requestor as a working case copy and a discovery copy.
- (13) Urgent or Significant Event H.A.L.O.:
- a. In the event where the immediate use of a H.A.L.O. camera is warranted a mobile H.A.L.O. platform may be utilized.
  - b. The Incident Command will contact the H.A.L.O. Unit Commander, who will initiate emergency deployment of the mobile H.A.L.O. platform.
  - c. The Chief of Police will be notified of any urgent deployment of H.A.L.O. cameras.
  - d. The Chief of Police has the authority to deploy H.A.L.O. cameras in public places throughout the City outside of the normal approval and documentation process when doing so is in the best interest of the City and the Department.
- (14) The H.A.L.O. Program, with the approval of the Chief of Police, may partner with other public and private institutions and entities in the sharing of camera images with the Denver Police Department. For example, the Program currently is allowed access to cameras owned and operated by the Regional Transportation District, Denver Public Schools, Colorado Department of Transportation and Denver Department of Public Works Traffic Operations. The monitoring of privately owned cameras on the H.A.L.O. network will only occur under a written agreement between the City and the private owner. The Denver Police will not allow access to the H.A.L.O. network to any non governmental agency nor to any governmental agency that is not directly involved in providing public safety services in the City of Denver. Access to the H.A.L.O network must be requested in writing and approved by the Chief of Police.

