

**THIS IS AN EXTRACT FROM THE MINUTES OF THE PUBLIC MEETING OF THE
TORONTO POLICE SERVICES BOARD HELD ON SEPTEMBER 15, 2016**

#P228. EVALUATION OF THE BODY-WORN CAMERA PILOT PROJECT

The Board was in receipt of the following report September 13, 2016 from Mark Saunders, Chief of Police:

Subject: BODY WORN CAMERA PILOT PROJECT EVALUATION REPORT

Recommendation:

It is recommended that:

- (1) The Board approve the inclusion of a body worn camera system project in the Toronto Police Service's 2017-2026 capital program, in the amount of \$500,000, to cover the cost of a fairness commissioner and other external expertise required to effectively oversee, manage and analyse the body worn camera non-binding Request for Proposals process, including the evaluation of proposals.

Financial Implications:

Cost of Body Worn Camera Pilot Project:

The Toronto Police Service (Service) allocated \$495,000 to fund the requirements of the Body Worn Camera (BWC) pilot project. The actual cost of the pilot was \$432,000. This cost was funded from the Service's operating budget, and covered the cost of cameras and other required infrastructure (e.g. servers for storage of videos).

Estimated Cost of Body Worn Camera Rollout:

The estimated cost of operating the program, using on-premise storage, varies depending on the number of officers that will be deployed with the cameras. If the Service were to equip all frontline uniform officers, the cost which includes cameras, servers, workstations, licence fees, integration software, infrastructure upgrades, would be \$85 million over ten years. These costs were validated by an independent reviewer.

It should also be noted that the above estimate is based upon on-premise storage, since cloud based solutions were not available in Canada when the pilot started. They are now available in Canada and would be considered as part of the non-binding Request for Proposals (RFP). Preliminary research suggests a potential for savings over on-premise storage.

Other hard and soft costs that must be considered:

While the most significant cost is the storage of videos, it is important to note that the cost of the cameras (one-time and replacement) and servers represent a significant expenditure. Furthermore, there are costs to support and maintain the system, and redact and retrieve videos that are required for investigative and court purposes.

Costs are also associated to a number of administrative and support positions necessary to manage, administer, and support BWC program, for example, front-line supervisors, professional standards investigators, criminal investigators, video technicians, and Freedom of Information analysts. These costs are not included in the \$85 million dedicated to the BWC system referenced above.

Officers equipped with the cameras spent as much as two hours per shift performing administrative functions. These functions were necessary to upload, classify, and redact the videos. Performing these functions meant that officers were not available on the road to perform their primary mandate. The opportunity cost of an officer performing these administrative duties amounts to as much as \$20,000 per officer annually. This issue becomes even more important as the Service reduces its uniform strength, as part of the implementation of the transformation task force recommendation to reduce the uniform officer establishment.

Cost of the Request for Proposals:

The implementation of BWCs will be a large and complex project, requiring a significant investment with many factors and issues that must be properly addressed. The Service, therefore, will issue a non-binding RFP for a BWC solution.

To ensure that the RFP process is open and fair to all qualified vendors, the Service will engage a fairness commissioner.

Other resources (e.g. financial analysis) may also be required to assist with the analysis and other components of the RFP. These resources will be hired if necessary as the process is rolled out. The estimated cost of the RFP phase is \$500,000. The Board will be advised if any additional funds are required as the project progresses.

Purpose:

The Board at its meeting of April, 2016 approved the motion:

- (1) *That the Chief provide the final evaluation report on the Body Worn Camera Pilot Project to the Board for its September 2016 meeting. (Min. No. P68/2016 refers).*

This report responds to the Board's request and provides the findings and conclusions from the BWC project.

Background:

In February 2014, the Service decided that in keeping with its commitment to maintain public trust, to provide professional and unbiased policing, and be a world leader in policing, it would conduct a pilot project to test, evaluate and report on equipping front line officers with BWCs.

The Service started the project by consulting with the Information and Privacy Commission, the Human Rights Commission, and the Ministry of the Attorney General, to address potential privacy, human rights and evidentiary issues associated to the use of police BWCs.

An external group of advisors was also established for the pilot project and included: the Ministry of the Attorney General, the Information and Privacy Commission, the Human Rights Commission, the Office of the Independent Police Review Director, the Special Investigations Unit, the Ontario Association of Chiefs of Police, mental health consumers, the Chief of Police Consultative Committees, the Community Police Liaison Committees, the Canadian Association of Chiefs of Police, Police and Community Engagement Advisory group, and the Toronto Police Services Board.

An internal working group included: the Toronto Police Association, Operational Support Command, Freedom of Information, Legal Services, Information Security, Information Technology, Specialized Operations Command, Video Evidence Section, Toronto Police College, Intelligence Unit, Court Services, TAVIS, D43 CRU, D55 PRU, Traffic Services Motor Squad, and Community Safety Command.

A requirements document was produced as a result of the internal and external consultations. From this list of requirements, a RFP was issued to solicit vendors who could provide an on-premise solution for body worn cameras which included cameras, storage, and infrastructure. Two vendors were selected.

In February of 2015, the Service started a 12-month pilot project to explore the benefits, challenges, and issues surrounding the use of BWC in Toronto.

The pilot project tested two vendor's cameras and storage. The BWCs are designed to capture and record on-duty officer interactions with the community. These cameras are small compact military grade devices. They were mounted to the officer's outerwear at chest level.

The BWC pilot was governed by a pilot policy and according to a set of objectives. Those objectives included:

- Enhance public trust and police legitimacy;
- Enhance public and police officer safety;

- Enhance the commitment to bias free service delivery by police officers to the public;
- Provide improved evidence for investigative, judicial and oversight purposes; and
- Provide information as to the effectiveness of Service procedures and training.

The Pilot Project consisted of three phases:

- Training,
- Field testing, and
- Evaluation.

The Service's evaluation was assisted by an external Evaluation Advisory Committee, comprised of evaluation and data specialists. This independent panel of experts who provided advice on and monitored the quality of the evaluation were:

- Mr. Harvey Low – City of Toronto
- Dr. Flora Matheson – St. Michael's Hospital
- Dr. Sara Thompson – Ryerson University

On May 18, 2015, field testing started with designated officers in the following units:

- 55 Division - "D" platoon,
- 43 Division - Community Response Unit,
- Traffic Services – Motor Squad,
- Toronto Anti Violence Initiative Rapid Response Team – Blue Team 2.

These units were selected so that the cameras and systems could be assessed in a variety of conditions, circumstances and situations.

On Thursday March 31, 2016, the pilot project concluded.

Discussion:

This section of the report provides the results of the pilot project and important considerations learned. It is important to note that the technology has progressed since the beginning of the pilot, and continues to evolve.

Did the BWC pilot project meet its objectives?

The majority of the community canvassed said that they felt that BWCs would help make the community safer. Most people felt that the cameras would make the police more accountable and improve public trust in the police. Many officers felt that the cameras helped deter assaults against police and make people less confrontational.

Those community members canvassed also felt that BWCs could provide an unbiased account of interactions between people and the police, and could help ensure that

officers treated everyone fairly and impartially. Officers said they were more likely to clearly articulate reasons for an interaction.

There was no evidence that the BWC pilot had an effect on the rates of public complaints, officer conduct, or Special Investigations. However, six public complaints were made during the pilot but with the assistance of the camera none were substantiated. In addition, two Special Investigative Unit files were opened but again with the assistance of the camera, the officers were cleared. Finally, three potential complaints were resolved before they were submitted, in part because of the cameras.

To date there have been few cases where BWC evidence was used in court making it difficult to assess its usefulness. However, investigators in the pilot divisions agreed that videos from BWCs were a valuable tool for them.

Finally, officers were generally positive about both the Procedure and training. Officers were particularly positive about the scenario training that gave them hands-on experience with the cameras before they had to use them in the field.

With respect to the technical aspect of the pilot, neither vendor's solution met the needs of the Service. In the main, the limitations were associated to battery life, hardware and software stability, and data corruption.

Overall, though, there was strong community support for the BWCs, with people believing that the cameras will make the police more accountable, improve public trust in police, and help to ensure professional service. Officers too, became more supportive of the cameras over the pilot project.

Was cloud storage considered for the pilot?

Until recently, BWC cloud storage solutions did not exist in Canada. Now they do, and could potentially mitigate storage costs.

Conclusion/Next Steps:

The BWC final evaluation provides an assessment of our use of the technology, the sentiments of the community and officers, and the challenges moving forward. The evaluation demonstrated that BWCs could be a benefit to the Service.

The Service recognizes that the decision to implement BWCs will require a significant investment and must therefore be made carefully. The pilot concluded that BWCs were strongly supported by the community as well as our officers. However, there are issues of cost and how the administrative processes (uploading, classification and tagging of videos) impact an officer's public safety responsibilities and productivity.

Given the benefits identified in the evaluation and the fact that cloud storage solutions are now available in Canada, the Service will issue a non-binding RFP. Due to the fact

that the RFP will be large and complex, the Service believes it would be prudent to engage a fairness commissioner to oversee and advise on the RFP.

At the request of the Board, a presentation will be made at the Board's meeting in September 2016. Chief Mark Saunders will be in attendance to answer any questions that the Board may have regarding this report.

The following were in attendance and delivered a presentation with regard to this report:

**Deputy Chief Mike Federico, Community Safety Command
Insp. Michael Barsky, Communications Services
Carrol Whynot, Strategic Planning**

A copy of the presentation slides in on file in the Board office.

Chair Pringle stressed the importance of the Board reviewing a detailed evaluation of the pilot project and expressed particular interest in receiving information about the experience that other jurisdictions have had with respect to body-worn cameras.

The Board approved the following Motions:

- 1. THAT the Board receive the presentation; and**
- 2. THAT the Board refer consideration of the foregoing report to the October 20, 2016 meeting for the purpose of receiving deputations on this matter.**

**Moved by: J. Tory
Seconded by: C. Lee**

Later in the meeting, the Board was advised that the TPS had publicly released a copy of the TPS Body-Worn Cameras evaluation report (dated June 2016) and, therefore, approved the following Motion:

THAT the Board re-open the foregoing matter.

**Moved by: J. Tory
Seconded by: C. Lee**

Copies of the evaluation report were provided to the Board.

The Board agreed to receive the evaluation report and refer it to the October 2016 meeting for consideration in conjunction with the report noted in Motion No. 2 above.

Moved by: J. Tory
Seconded by: C. Lee

The full evaluation report is available on the Board's website at www.tpsb.ca or can be viewed by [clicking here](#).