**Minutes – Executive Policy Committee – June 16, 2021**

## REPORTS

**Item No. 12 Winnipeg Police Board Budget Referral – Capital and Operating for Body Worn Cameras and Digital Evidence Management**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee did not concur in the recommendation of the Winnipeg Police Board and the matter was forwarded to Council.

DECISION MAKING HISTORY:

Moved by Councillor Mayes,

That the recommendation of the Winnipeg Police Board be concurred in and forwarded to Council.

| | | |
|---|---|---|
| Yea: | Mayes | 1 |
| Nay: | Bowman, Allard, Browaty, Gillingham, Gilroy, Rollins | 7 |

Lost

The following persons submitted communications in opposition to the matter:

- Bailey Olfert submitted a communication dated June 15, 2021
- Kate Kehler, Police Accountability Coalition, submitted a communication dated June 16, 2021

WINNIPEG POLICE BOARD RECOMMENDATION:

On June 4, 2021, Winnipeg Police Board concurred in the recommendation of the Winnipeg Police Service and submitted the matter to the Executive Policy Committee and Council.

# ADMINISTRATIVE REPORT

**Title:** Budget Referral – Capital and Operating for Body Worn Cameras and Digital Evidence Management

**Critical Path:** Winnipeg Police Board - Executive Policy Committee - Council

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| G. Labossiere | | | |

## EXECUTIVE SUMMARY

There are growing public expectations for enhanced police accountability and transparency, particularly when there are use of force encounters. Body worn cameras (BWCs) provide law enforcement agencies the opportunity to meet these demands and improve community confidence. Public interests are better met through the inclusion of evidence captured by BWCs. In addition, all police agencies are adapting to manage the collection and storage of digital evidence.

A number of Canadian police agencies have piloted or fully implemented BWCs. The Winnipeg Police Service has connected with Toronto, Durham and Calgary Police Services to gain insights in to the BWC programs implemented in their respective jurisdictions.

## RECOMMENDATIONS

1. That Council approve a new 2022 capital project for Body Worn Cameras and Evidence Management, and associated operating costs, outside of the normal budget process, with a Class 5 capital cost estimate of $6,808.0, included as Appendix 1.
2. That Council approve a new 2023 capital program for Body Worn Cameras and Evidence Management - Renewal Program, outside of the normal budget process, included as Appendix 2.
3. That, subject to approval of Recommendations 1 and 2, the operating and capital budget impacts be referred to the 2022 Budget process.
4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

## REASON FOR THE REPORT

The implementation of body worn camera (BWCs) and a digital evidence management system for the Winnipeg Police Service will require new operating and capital requirements. Council may consider the request for new funding, outside of the budget process, and authorize a change to the capital and operating budgets.

## IMPLICATIONS OF THE RECOMMENDATIONS

A BWC program will provide the Winnipeg Police Service with the ability to collect digital evidence, secure it in a cloud environment and disclose it for criminal proceedings and conduct complaints in a more efficient and effective manner. The new process will provide greater accountability and transparency of police interactions, which will enhance community trust in police.

The capital project will fund the acquisition of BWCs, critical systems and hardware necessary for implementation of a BWC. The renewal of BWCs and associated systems will be addressed through a capital program in perpetuity. At full implementation, a BWC program will require the addition of 16 net new FTEs and Services costs related to ongoing operations. The components identified in this Report are interdependent.

## HISTORY/DISCUSSION

### Background

The Winnipeg Police Service has pursued capital funding for body worn cameras (BWCs) for more than 10 years. In 2016, capital funding of $1.0 million was secured to conduct a small-scale BWC project within the Service. A review of the anticipated costs associated to the project was conducted and included expenses related to hardware, software, accessories, support staff and video storage. Upon completion of the review, it was recognized that the allocated funding was insufficient.

Further concerns were identified with respect to the storage of the video, given that on-premise storage was the only secure option available at that time and those costs were identified as excessive and unsustainable. The decision was made to abandon the pilot project and rely on the learnings of the Toronto Police Service and other Canadian police agencies, who were in the midst of conducting similar pilots in their respective agencies. Those findings ultimately revealed the need to await the development of secure cloud-based solutions housed in Canada.

Over the past five years, a small number of companies have attempted to develop cloud-based solutions in Canada. However, one company has taken the lead in that they are the only company capable of offering secure cloud-based storage in Canada designed for use with a proven BWC system and Digital Evidence Management Software (DEMS).

This company has also integrated a number of highly efficient tools within their BWC platform, which include, but are not limited to, the following key features:

- automated downloads;
- auto labelling;
- live streaming;
- redacting features;
- file share options; and
- citizen evidence sharing.

The Service has reached out to police agencies in Toronto, Durham and Calgary to gain insight into the recent introduction of BWCs in their respective jurisdictions.

Some valuable learnings were shared and the information from these agencies was used to prepare a Class 5 estimate of the costs associated with the implementation of BWCs in the Winnipeg Police Service, including hardware, supporting software, licensing, and net new full-time equivalent positions.

**Body Worn Camera Applications and Supporting Software**

Body worn camera (BWC) means an electronic camera system for creating, generating, sending, receiving, storing, displaying, and processing audiovisual recordings, that may be worn by a police officer. It should be noted that BWCs will record video but cannot replace the need for smartphone/mobile devices which are to be utilized in conjunction with the Digital Evidence Management tool.

Many innovative products are integrated or dependent on other technological products. This is the case with BWCs; they are dependent on the two systems listed below. These systems are required to be set up prior to the implementation of BWCs.

***Mobile Device Management (MDM) Software***
Mobile Device Management (MDM) Software is designed to provide security of mobile devices (e.g. smartphones and cameras). Features include: device inventory and tracking, application distribution and/or an enterprise application store, remote wipe, password enforcement, application whitelisting and blacklisting, and data encryption enforcement.

The MDM requires a Virtual Private Network (VPN), which provides online privacy and anonymity by creating a private network from a public internet connection. VPNs mask internet protocol (IP) addresses to ensure online actions are virtually untraceable. VPNs currently exist for police laptops found in cruiser cars, but the licensing will also be required to secure live streaming of digital evidence.

***Digital Evidence Management Software (DEMS)***
Digital Evidence Management Software (DEMS) provide a central repository for the secure storage of digital evidence obtained through BWCs, digital evidence submitted by the public (e.g. NG911, online reporting), or gathered through police mobile devices. The system includes the ability to catalogue and index data, in addition to enabling redaction

and file sharing with ease, including efficient and direct disclosure channels to Crown prosecutors.

It should also be noted that the DEMS required for BWCs will also address the needs of Next Generation 911 (NG911), which mandates all Public Safety Answering Points (PSAPs) to upgrade 911 infrastructure to enable the public to transmit text, images, video and data. The DEMS product will store and catalogue live stream video, photos and audio files. The DEMS product had been identified as one of the Service's unaddressed risks for 2021.

**Staffing Requirements**

The Service's benchmarking with Canadian police agencies provided a deeper understanding of the human resource implications of a BWC program. Although temporary resources may be utilized to help establish initial processes and procedures, in addition to organizing a phased launch, there are a number of key positions that will be required to support the ongoing demands of a BWC program.

The following net new FTEs are required:

- 1 Patrol Sergeant
- 1 Constables
- 3 civilian members of I.T
- 8 civilian members of Disclosure Unit
- 1 civilian Manager of Disclosure Unit
- 1 civilian member of Quality assurance
- 1 civilian member of FIPPA

**Hardware and Licensing**

The estimated costs of hardware and licensing were obtained through a third-party vendor, and are based on the prices available to Canadian police agencies.

The Service is currently engaged with this company as they are the owner/distributor of the conducted energy weapon (CEW) used by the Service. They offer connectivity anytime an officer pulls their service firearm or CEW. This means that the police officer who draws their firearm or CEW automatically activates their BWC as well as the BWCs of all other officers who are in proximity of the officer who drew their weapon. The end result is multiple video evidence of the same event from multiple vantage points.

On that note, the third-party vendor has provided the Service with estimates which include the cost of the BWC and all related licensing, in addition to a bundled rate for the CEW. Ongoing renewals and licensing will be supported by the vendor through the Body Worn Camera and Evidence Management - Renewal Program.

All costs include built-in refresh of products, and unlimited data storage and support.

**Benefits/Impacts**

***Police Accountability***

The public's level of confidence and trust in police agencies across North America has gradually declined over the years. Society in general expects greater levels of accountability and transparency with respect to the manner in which police deal with the public irrespective of the situation or event that necessitated police intervention or involvement. Police agencies must adapt to meet these demands and challenges in order to better serve the community.

The evolution of BWCs, in addition to that of a secure cloud-based storage solution, has provided law enforcement agencies the opportunity to improve accountability and transparency. Benchmarking with other Canadian police agencies found a 50% improvement in resolving public complainants, ultimately creating a more transparent and effective complaint process both for the public as well as the involved officers. The BWC programs were accepted by internal and external stakeholders including the community, police and prosecutions, as well as the independent investigative units.

Video footage of use of force encounters between officers and members of the public will provide irrefutable evidence to describe the events as they unfolded. Polices agencies that have implemented BWCs indicate that BWCs are a useful tool to de-escalate high conflict interactions. Further, early indications show BWCs improve evidence collection and documentation, and provide efficiencies to criminal prosecutions. Public interests are better met through the inclusion of this evidence.

The Winnipeg Police Service recognizes the growing demands for greater accountability and transparency, and the Service continues to express a strong desire to help address these demands. The implementation of a BWC program in Winnipeg will enhance officer accountability and maintain a truthful and integral narrative of police interactions with the public.

***Digital Evidence***

As the Service is mandated to upgrade its 911 infrastructure to enable the public to transmit text, images, video and data, a secure evidence management system will be required. The acquisition of DEMS will prepare the Service for NG911.

The evolution of BWCs integrates with DEMS; a digital evidence management tool is a critical component of a BWC program.

The transition to DEMS presents additional opportunities to integrate devices and other camera systems used within WPS facilities.

**FINANCIAL IMPACT**

## Financial Impact Statement

**Date:** June 2, 2021

**Project Name:**

Capital and Operating for Body Worn Cameras and Digital Evidence Management

**First Year of Program** **2022**

| | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 and Beyond |
|---|---|---|---|---|---|---|
| **Capital** | | | | | | |
| Capital Expenditures Required | $ 6,808,000 | $ 4,803,000 | $ 4,844,000 | $ 4,990,000 | $ 5,139,000 | $ 5,501,000 |
| Less: Existing Budgeted Costs | - | - | - | - | - | - |
| Additional Capital Budget Required | $ 6,808,000 | $ 4,803,000 | $ 4,844,000 | $ 4,990,000 | $ 5,139,000 | $ 5,501,000 |
| **Funding Sources:** | | | | | | |
| Debt - Internal | $ - | $ - | $ - | $ - | $ - | $ - |
| Debt - External | - | - | - | - | - | |
| Grants - Prov of MB - Manitoba Restart Program | | - | - | - | - | - |
| Reserves, Equity, Surplus | - | - | - | - | - | - |
| Other | | - | - | - | - | - |
| Total Funding | $ - | $ - | $ - | $ - | $ - | $ - |
| Total Additional Capital Budget Required | $ 32,085,000 | | | | | |
| Total Additional Debt Required | $ - | | | | | |
| **Current Expenditures/Revenues** | | | | | | |
| Direct Costs | $ 2,539,000 | $ 2,589,000 | $ 2,641,000 | $ 2,694,000 | $ 2,748,000 | $ 2,803,000 |
| Less: Incremental Revenue/Recovery | 214,000 | 192,000 | 95,000 | 98,000 | 101,000 | 108,000 |
| Net Cost/(Benefit) | $ 2,325,000 | $ 2,397,000 | $ 2,546,000 | $ 2,596,000 | $ 2,647,000 | $ 2,695,000 |
| Less: Existing Budget Amounts | 652,000 | 652,000 | 652,000 | 652,000 | 652,000 | 652,000 |
| Net Budget Adjustment Required | $ 1,673,000 | $ 1,745,000 | $ 1,894,000 | $ 1,944,000 | $ 1,995,000 | $ 2,043,000 |

**Additional Comments:**

Total expected capital costs funded by way of new Capital authorization through to 2027 of $32M.
The operating budget impacts associated with the ongoing operating costs are for 16 net new FTE and $0.717M/annum for related Services, less exisiting budget funds for related Services and Materials, Parts & Supplies.

Tara Holowka
Manager of Finance
Winnipeg Police Service

## CONSULTATION

This Report has been prepared in consultation with:

Infrastructure Planning Office

## OURWINNIPEG POLICY ALIGNMENT

01-2 Safety and Security - Collaborate to Make Safe Communities

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

## SUBMITTED BY

Department: Winnipeg Police Service
Division: Executive
Prepared by: Inspector George Labossiere, Special Projects
Date: June 2, 2021
File No:

Attachment:
Appendix 1 - Winnipeg Police Service – Body Worn Camera and Digital Evidence Management – Detail Sheet (Project)

Appendix 2 – Winnipeg Police Service - Body Worn Camera and Digital Evidence Management – Renewal Program – Detail Sheet (Program)

# APPENDIX 1

## Winnipeg Police Service

| | |
|---|---|
| **Project Name:** | **Body Worn Camera and Digital Evidence Management** |
| Standing Policy Committee: | Winnipeg Police Board |
| Dept ID: | 220656 |
| Department: | Winnipeg Police Service |
| Project: | 220006022 |
| Investment Driver: | Maintain |
| Service: | Police Response |
| **OurWinnipeg:** | Collaborate to Make Safe Communities |

| AUTHORIZATION | Previous Budgets | 2022 Estimate | FORECAST 2023 | 2024 | 2025 | 2026 | 2027 | Five-Year Forecast Total | Six-Year Total |
|---|---|---|---|---|---|---|---|---|---|
| Project Costs ($000's) | N/A * | 6,808 | - | - | - | - | - | - | 6,808 |
| Financed by: | | | | | | | | | |
| Cash to Capital | | 6,808 | - | - | - | - | - | - | 6,808 |

| CASH FLOW | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | Beyond 2027 | Total |
|---|---|---|---|---|---|---|---|---|
| Project Costs ($000's) | 6,808 | - | - | - | - | - | - | 6,808 |
| Financed by: | | | | | | | | |
| Cash to Capital | 6,808 | - | - | - | - | - | | 6,808 |

| NET OPERATING IMPACT ($000's) | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 |
|---|---|---|---|---|---|---|
| Operating costs | 2,539 | 2,589 | 2,641 | 2,694 | 2,748 | 2,803 |
| Debt and finance charges | - | - | - | - | - | - |
| Transfer to General Capital Fund | - | - | - | - | - | - |
| **Total Direct Costs** | 2,539 | 2,589 | 2,641 | 2,694 | 2,748 | 2,803 |
| Less: Incremental Revenue/Recovery | 214 | - | - | - | - | - |
| **Net Cost/(Benefit)** | 2,325 | 2,589 | 2,641 | 2,694 | 2,748 | 2,803 |
| **Incremental Full Time Equivalent Positions** | 16.00 | 16.00 | 16.00 | 16.00 | 16.00 | 16.00 |

Class Estimate: 5

Capital funding will support the acquisition of 1343 body worn cameras and associated support hardware. Project scope includes critical infrastructure required to manage the collected digital evidence to allow the service to respond to internal and external agency requests.
Digital evidence management will also interface with the Next Generation 911 infrastructure. The Service is Federally mandated to upgrade its 911 infrastructure to enable the public to transmit text, images, video and data, a secure evidence management system will be required.
The Winnipeg Police Service recognizes the growing demands for greater accountability and transparency, and the Service continues to express a strong desire to help address these demands. The acquisition of Body Worn Cameras in Winnipeg will enhance officer accountability and maintain a truthful and integral narrative of police interactions with the public.
Deferring the project will delay the rollout for increased operational transparency.

Estimate is at a Class 5 and will not deploy until a Class 3 is obtained.

# APPENDIX 2

## Winnipeg Police Service

| | |
|---|---|
| **Project Name:** | **Body Worn Camera and Digital Evidence Management - Renewal Program** |
| Standing Policy Committee: | Winnipeg Police Board |
| Dept ID: | 220656 |
| Department: | Winnipeg Police Service |
| Project: | 2200006023 |
| Investment Driver: | Maintain |
| Service: | Police Response |
| **OurWinnipeg:** | Collaborate to Make Safe Communities |

| AUTHORIZATION | Previous Budgets | 2022 Estimate | FORECAST 2023 | 2024 | 2025 | 2026 | 2027 | Five-Year Forecast Total | Six-Year Total |
|---|---|---|---|---|---|---|---|---|---|
| Project Costs ($000's) | N/A * | - | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 | 25,277 | 25,277 |
| Financed by: | | | | | | | | | |
| Cash to Capital | | | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 | 25,277 | 25,277 |

| CASH FLOW | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | Beyond 2027 | Total |
|---|---|---|---|---|---|---|---|---|
| Project Costs ($000's) | - | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 | - | 25,277 |
| Financed by: | | | | | | | | |
| Cash to Capital | - | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 | | 25,277 |

| NET OPERATING IMPACT ($000's) | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 |
|---|---|---|---|---|---|---|
| Operating costs | - | - | - | - | - | - |
| Debt and finance charges | - | - | - | - | - | - |
| Transfer to General Capital Fund | - | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 |
| **Total Direct Costs** | - | 4,803 | 4,844 | 4,990 | 5,139 | 5,501 |
| Less: Incremental Revenue/Recovery | - | 192 | 95 | 98 | 101 | 108 |
| **Net Cost/(Benefit)** | - | 4,611 | 4,749 | 4,892 | 5,038 | 5,393 |
| **Incremental Full Time Equivalent Positions** | - | - | - | - | - | - |

Class Estimate: 5

Capital funding will support the ongoing renewals of 1343 body worn cameras and associated support hardware. Project scope includes critical infrastructure and licensing required to manage the collected digital evidence to allow the service to respond to internal and external agency requests.
Digital evidence management will also interface with the Next Generation 911 infrastructure. The Service is Federally mandated to upgrade its 911 infrastructure to enable the public to transmit text, images, video and data, a secure evidence management system will be required.
The Winnipeg Police Service recognizes the growing demands for greater accountability and transparency, and the Service continues to express a strong desire to help address these demands. Body Worn Cameras in Winnipeg will enhance officer accountability and maintain a truthful and integral narrative of police interactions with the public.
Deferring the project will delay the rollout for increased operational transparency.

* N/A - No amounts have been included in the "Previous Budgets" due to this project's on-going nature