

**Fiscal Year 2016 Body-Worn Camera Policy and Implementation Program
For Washington County Sheriff's Office**

Competition ID Number: BJA-2016-9488



PROGRAM NARRATIVE

Washington County Sheriff's Office

Washington County, Oregon

April 27, 2016

PROGRAM ABSTRACT

The Washington County Sheriff's Office (WCSO) is requesting \$175,000 under FY2016 Body-Worn Camera Policy and Implementation Program (BWC PIP) in order to enhance the agency's existing BWC program through the purchase of 250 new body-worn cameras. The WCSO will match the funding by providing funds to purchase cameras, data storage and software, and personnel. The WCSO employs 263 certified Patrol Officers. Two hundred fifty (250) BWC cameras will be acquired through BWC PIP program and thirteen (13) BWC cameras will come from WCSO local funding as part of the matching fund. The WCSO's goal is to deploy body-worn cameras to all certified Patrol Officers when the program is completely implemented.

The BWC PIP Program funds will be used to achieve the following objectives:

- Promote officer and public safety.
- Record certain activities and create visual/audio record to supplement deputy's report.
- Enhance deputy's ability to document and review statements and actions for accuracy.
- Preserve visual and audio information for use in investigations.
- Provide impartial measurement for self-critique and field evaluation during officer training.
- Enhance public trust by preserving deputy interactions with the community in the form of video and audio recordings.

TABLE OF CONTENTS

TITLE	PAGE
Program Abstract	2
Table of Contents	3
Statement of the Problem	4
Project Design and Implementation	6
Capabilities and Competencies	11
Program Continuity	13

STATEMENT OF THE PROBLEM

Body-worn cameras continue to gain momentum as the public demands greater transparency from their law enforcement agencies. The shooting death of Michael Brown last August in Ferguson, Mo., ignited a public debate about police video cameras. The incident was not videotaped. Two competing narratives emerged. A grand jury investigation that brought no charges against Wilson did little to soothe the community uproar. Other national events of officer-involved fatalities include Erin Garner in Staten Island, and Freddie Gray in Baltimore. In Washington County, officer-involved shootings and use of force incidents have also created some controversy and even resulted in a lawsuit against WCSO Deputies. Body-worn camera technology increases transparency to our work and improves public confidence that we are doing the right thing. This system can be used to improve evidence collection, to strengthen officer performance and accountability, to document encounters between police and the public, and to investigate and resolve complaints and officer involved incidents. Law enforcement's use of body worn cameras has proven effective in reducing violent confrontations and complaints against officers. Cameras can provide Digital Multimedia Evidence (DME) of police/public encounters and may be an important tool for collecting evidence and maintaining public trust. However, purchasing and implementing a body-worn camera system, developing policies, and training its officers on how to use the cameras is a lengthy undertaking requiring tremendous financial resources. The WCSO's proposed BWC project cannot be funded solely through local funding. In addition, it requires enormous amount of time commitment to train, and develop policies and procedures as well as to address officer concerns (e.g., privacy, safety, administrative uses) and privacy consideration for the community.

Demographics

Washington County is the second largest and fastest growing urban county in Oregon, with approximately 574,326 citizens in 2015, making it the second most populous county in the state. Washington County is 726 square miles encompassing a portion of the City of Portland and 11 incorporated cities including Hillsboro, Beaverton, Tigard and Tualatin. The racial makeup of the county was 76.6% white, 8.6% Asian, 1.8% black or African American, 0.7% American Indian, 0.5% Pacific Islander, 7.5% from other races, and 4.3% from two or more races. The median income for a household in the county was \$62,574 and the median income for a family was \$76,778. Males had a median income of \$54,417 versus \$40,254 for females. The per capita income for the county was \$30,522. About 6.7% of families and 9.5% of the population were below the poverty line, including 12.5% of those under age 18 and 6.7% of those age 65 or over¹.

Metrics

The Washington County Sheriff's Office (WCSO) is the second largest Sheriff's Office in the State of Oregon with 408 sworn officers and 171 civilian employees. The WCSO is comprised of three primary organizational units; Enforcement, Jail, and Services. The Enforcement Division includes Investigations and Patrol. Patrol is responsible for patrol activities, responding to calls for police service, self-initiated enforcement, follow-up on misdemeanor and felony crimes, and sustaining partnerships with the neighborhoods and community members they serve.

¹"DP02 SELECTED SOCIAL CHARACTERISTICS IN THE UNITED STATES - 2006-2010 American Community Survey 5-Year Estimates". United States Census Bureau. Retrieved 2016-02-23

Patrol Officers are the primary police responders in unincorporated Washington County, and they responded to 152,504 calls in 2015 in those communities. Patrol Officers also responded to 68,840 calls in cities or neighboring jurisdictions to support or backup partner agencies. In addition, Patrol Deputies stopped motorists 41,647 times throughout Washington County. They took enforcement action 16,149 times. Enforcement action can include issuing a citation, making an arrest, or taking other appropriate action based on the crime or violation observed by deputies.

PROJECT DESIGN AND IMPLEMENTATION

The WCSO is requesting funding through Body-Worn Camera Policy and Implementation Program (BWC PIP) program in order to enhance the agency's existing BWC program through the purchase of 250 new body-worn cameras. The WCSO will match the funding by providing funds to purchase cameras, data storage and software, and personnel. The WCSO employs 263 certified Patrol Officers. Two hundred fifty (250) BWC cameras will be acquired through BWC PIP program and thirteen (13) BWC cameras will come from WCSO local funding as part of the matching fund. The WCSO's goal is to deploy body-worn cameras to all certified Patrol Officers when the program is completely implemented.

The BWC PIP Program funds will be used to achieve the following objectives:

- Promote officer and public safety
- Record certain activities and create visual/audio record to supplement deputy's report
- Enhance deputy's ability to document and review statements and actions for accuracy

- Preserve visual and audio information for use in investigations
- Provide impartial measurement for self-critique and field evaluation during officer training
- Enhance public trust by preserving deputy interactions with the community in the form of video and audio recordings.

Performance Measures

The WCSO Patrol Lieutenant/BWC Project Manager, David Shook will work with the Patrol Officers to track the progress of the project and will measure the following:

- Number of civilian complaints at the beginning of the grant period
- Number of civilian complaints at the end of the grant period
- Number of civil lawsuits at the beginning of the grant period
- Number of civil lawsuits at the end of the grant period
- Percentage of officers equipped with body-worn camera
- Percentage of officers received training BWC Program

Pilot Program

In 2015, the WCSO was awarded funding through the Edward Byrne Memorial Justice Assistance Grant (JAG) to fund 25 body-worn cameras to implement BWC pilot program. WCSO partners with the citizen as well as the local political leadership in the commencing of this project. The WCSO Sheriff and Enforcement commander gave presentation to County's Board of Commissioners describing the pilot project. The WCSO Public Affairs – Community Outreach (CORE) Unit established community engagement through Newsletter, Citizen

Participation Organization (CPOs), and other media, and also released Q&A document available for the community prior to launching of the pilot program. Multiple conversations made back and forth with the District Attorney's Office. Part of the discussion is of WCSO having the potential to become the HUB for the BWC data repository for other agencies within Washington County. Input from the County's Board of Commissioners, District Attorney's Office and citizen group were considered and utilized in the development and refinement of BWC's policies and procedures. The WCSO Body-Worn Camera Policy was published in November 2015. Currently, WCSO is in the process of testing BWC equipment from different vendors. Some patrol officers were selected and trained on how to use these cameras in the test project, and began using body worn cameras on patrol. If the BWC PIP grant is approved, the 25 JAG funded body-worn cameras will be dedicated for training purposes and continuing program improvement. At this time, there is no set date of full deployment of the pilot testing and the agency is following the "implement very slowly" approach in order to make sure to get the most appropriate equipment in regards quality, storage space, and practicality.

Enhancement and Implementation

The WCSO will use the funding from BWC PIP program in order to enhance the agency's existing BWC program by incorporating the COPS "Implementing a Body-Worn Camera Program" report specifically focusing on privacy considerations, impact on community relationships, addressing officer concerns, financial and technical considerations, and the use of data, training, and program evaluation. Project timeline document that identifies milestones, numerically lists deliverables, and identifies who is responsible for each activity is attached.

Policies and Procedures

During the first six months of the project, the BWC project manager, Lt. David Shook with the help of Professional Standards Unit manager, Marcy Allie and County Counsel, Elmer Dickens will work with the BJA-funded BWC training and technical assistance (TTA) provider to review and enhance the existing privacy policies and operational procedures, including the agency's use-of-force policy and training. The following will be considered in the enhancement process of the policies and procedures:

- Officer, court and agency usage – practical uses of video
- Privacy interests – citizen and other
- Access and usage of video – when and how to use it
- Records requests - who can
- Records retention/storage - cloud services/ internal server
- Oregon HB 2751 – Requires law enforcement agency to establish policies and procedures for use and retention of recordings from cameras worn upon police officer's person to record officer's interactions with members of public. Also per HB 2751, BWC data shall be maintained for a minimum of 180 days and no longer than 30 months if it is not evidence in a criminal investigation.

BWC Equipment Testing

Currently, WCSO is in the process of testing BWC equipment from different vendors. One vendor was already selected and 25 patrol officers were selected and trained on how to use these cameras in the test project, and began using body worn cameras on patrol. The BWC

project manager, Lt. David Shook with the help of Law Enforcement Technology (LET) manager, Kevin Kane will continue to work with other vendors and review technical specifications of the cameras incorporating the 18 core characteristics found in NIJ website. Patrol officers testing the cameras will document their observations and will utilize them in the enhancement existing privacy policies, operational procedures, tracking mechanisms, and training programs.

Training Program

All Patrol Deputies, Sergeants, Lieutenants as well as Administrative and Technical support will receive training of this program. District Attorney and other criminal justice partners will also receive the training. The following Unit/Officers will be responsible for conducting the following training:

- BWC Project Manager – policies and operational procedures, privacy interest.
- WCSO Training Unit – provide assistance in providing scenarios to show users how to best use of the BWC system.
- Patrol Equipment Technician – Technical Aspects, access and usage of video.
- Law Enforcement Technology Unit – Liaison/Interface with County IT department, District Attorney's Office, and other criminal justice partners.
- Patrol Lieutenants – Roles and responsibilities, records request and records retention.
- Patrol Sergeants – Actual/field training oversight.

CAPABILITIES AND COMPETENCIES

The Washington County Sheriff's Office (WCSO) is the largest law enforcement agency and the only sheriff's office in Oregon to attain national accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA). CALEA is a national credentialing program established to improve the delivery of public safety services. The WCSO completed a Gold Standard Assessment and received the Accreditation with Excellence Award.

The WCSO Patrol Lieutenant, David Shook, will be responsible for the overall management of the program and will oversee the review and enhancement of privacy policies and operational procedures, training of officers and staff. The WCSO Grant Manager, Angelina Catabay will serve as the grant coordinator and will be responsible for the grant compliance and reporting requirements in accordance to OMB Circular A-133, OJP Finance Guide, and other legal requirements. The WCSO Training Unit will be responsible for training and travel arrangements. The Washington County Purchasing Department will assist in the procurement of BWC technology in accordance with county purchasing policies and procedures. Law Enforcement Technology Manager, Kevin Kane will assist the Purchasing department in incorporating the technical specifications of the 18 core operating characteristics, found on the National Institute of Justice website. Kevin is authorized and assigned with full access to user rights to BWC Technology. He also assigns and tracks master inventory of equipment; controls passwords and end-user security access rights; is responsible for quality checks of video, audio, and sound quality; coordinates with system administrators; and serves as liaison to the BWC manufacturer's representatives on operational and equipment-related matters. The WCSO Professional Standards Unit manager, Marcy Allie, and County Counsel, Elmer Dickens will assist in the enhancement/review of privacy policies and operational procedures. The year-end

grant reconciliation will be performed by Dawn Smith, an accountant in Washington County Finance Division. This grant application will be submitted under the authority of Kirby Johnson, the Washington County Deputy County Administrator.

The WCSO successfully completed the implementation of the Regional Justice Information (RegJIN) Records Management System (RMS) that has about 5,000 total users in 43 agencies, generating 50,000 electronic police reports a month. Significant challenges encountered and addressed in working with more than 40 jurisdictions in two states on policy and technical issues. The RegJIN RMS went live on April 14, 2015 on time and within its allocated budget. Agencies can now share information at a much greater level of detail than ever before. The WCSO has been heavily involved in the project from the beginning and continue to provide training and support. The project has provided WCSO with broad experience in managing complex regional projects dealing policies and technical issues, involving the community and stakeholder in the project, and collaborative partnerships with numerous law enforcement agencies; and will utilize this in managing the BWC PIP program. The WCSO is also experienced in managing other grants and familiar with OJP grant reporting requirements. The Department is successfully managing Federal and State Grants with an average of \$2,000,000 per year. The WCSO has implemented technology projects utilizing grant funds:

- Video conferencing system, long range acoustic device (LRAD) and tactical robot for Special Response Team (Justice Assistance Grant)
- Moving Map and FLIR System for Air Support Unit (UASI)
- Automated License Plate Reader (ALPR) for two patrol cars (SHSP)
- E-Ticketing for 55 patrol cars (Oregon Department of Transportation Grant)
- Mobile Data Terminal Computers (MDT) – (SHSP)

The County's District Attorney's Office and other law enforcement agencies within Washington County is in full support of the BWC implementation project. (Letters of support attached).

PROGRAM CONTINUITY

The WCSO is prepared to support and maintain the body-worn camera purchased through the grant. It is not reliant on future year grants for this purpose. Local agency operating funds will be utilized. The cameras will be integrated into the department's equipment inventory and maintained in accordance with department protocols. Furthermore, the WCSO understands federal and state requirements for equipment accountability, including appropriate marking, tracking, maintenance, and disposal for property management compliance.

The WCSO Patrol Lieutenant, David Shook, will be responsible for the overall management of the program and will oversee the review and enhancement of privacy policies and operational procedures, training of officers and staff. The WCSO Grant Manager, Angelina Catabay will serve as the grant coordinator and will be responsible for the grant compliance and reporting requirements in accordance to OMB Circular A-133, OJP Finance Guide, and other legal requirements.

Plan For Collecting Data For Performance Measures

The Patrol Sergeants with the supervision of the BWC Project Manager, Lt. David Shook will track the progress of the project and report quarterly data to the grant manager, Angelina Catabay the following performance measures:

- Number of civilian complaints at the beginning of the grant period

- Number of civilian complaints at the end of the grant period
- Number of civil lawsuits at the beginning of the grant period
- Number of civil lawsuits at the end of the grant period
- Percentage of officers equipped with body-worn camera
- Percentage of officers received training BWC Program