



Strategic Policing and Crime Board

Tuesday 24th April 2018

Police and Crime Plan Priority: Improving Confidence in Policing

Title: Body Worn Video

Presented by: Assistant Chief Constable Kenny Bell

Purpose of Paper

1. To provide members of the Strategic Policing and Crime Board with an update following the roll out of Body Worn Cameras (BWC).
2. This paper is for information only.

Background

3. In 2015 West Midlands Police carried out randomised control trials in partnership with Cambridge University which identified that benefits could be realised through the use of BWC by frontline response officers. The findings of those trials are summarised as follows.
 - a. Overall charges were increased by 12%
 - i. Domestic Violence incidents 13% increase
 - ii. Public Order 22% increase
 - iii. Racially motivated incidents 12% increase
 - b. Early Guilty pleas were increased by 9%
 - i. Overall increase in charges and Early Guilty Pleas led to a 13% reduction in Not Guilty Pleas (over 2000 less cases per annum)
 - c. Reduction in complaints
 - i. 100% reduction in Birmingham South
 - ii. 46% reduction in Wolverhampton

- d. Use of force
 - i. 89% reduction in force being used if a camera was present due to the presence of the camera helping to defuse the incident before it escalates to the point force is necessary
 - ii. 100% chance of a non-compliant offender if camera was not present
 - iii. 106% increase in use of physical force if a camera was not present
 - iv. 188% chance that an offender is injured in an arrest if a camera is not present
4. The findings of the original randomised control trials were compelling as they demonstrated that where use of BWC was high, benefits realisation was also high. Therefore the decision was made to continue the rollout of BWC to all frontline staff, including all firearms officers, and this commenced in October 2016 (we are fully compliant with national guidance that all armed officers have a BWC).
5. Through a tendering process, arrangements were made to secure cameras from Axon UK, supported by their own digital evidence system, 'evidence.com'. To date cameras have been provided as follows:
 - a. 1617 Body Cameras purchased (Axon Body 2)
 - Issued to all response officers (PC and Sergeant)
 - Approx. 1250 cameras issued with 1200 officers now regularly uploading evidence
 - The remaining cameras have been used as reserve stock and have also been deployed for specialist operations such as Op Pelkin and Op Shaw
 - b. 263 Head cameras purchased (Axon Flex 2)
 - Issued to all firearms officers
 - 230 officers now regularly uploading evidence
 - Remaining cameras are to be issued to officers as part of the firearms uplift and reserve stock for breakages.

Body Worn Camera Phase 2

6. It is now intended to extend the rollout of cameras to neighbourhood and other operational teams such as Force Traffic and the Force Support Unit. This requirement includes a combination of personal and pool issue cameras.
7. 2400 cameras will be supplied for use by the majority of these teams, with an additional 110 pooled Flex 2 cameras for use in public order situations where helmet mountings are necessary. This amounts to a further 2510 cameras in total.

8. The provision of these cameras will include the procurement of devices, associated hardware, software licences for the Digital Evidence Management System, the computing platform as well as cloud storage and maintenance.
9. It is anticipated that this will require an investment of £3.8m over 5 years to implement and maintain the BWC Phase 2 solution to March 2022; a further commitment of £1.5m expenditure for implementation costs to March 2018, including storage and system licences; a commitment of a further £0.9m expenditure to March 2020, including storage, system licensing and replacement costs; and a commitment of a further £1.4m expenditure to March 2022, including storage, system licensing, replacement costs and care plan/warranties
10. The first phase of the BWC rollout was estimated to realise savings of £409,000 by 2020. This figure has now increased by a further £400,000 as the force is predicting a significant underspend in data storage. This is due to the fact that the size of the footage (in megabytes) is smaller than was initially planned for.
11. Net benefits estimated from the further rollout of the second phase of BWC have been calculated at £1.1m per annum.

Cashable Savings Realised to Date

12. Within the projected savings identified above are included two established posts that have already been realised; one within the Criminal Justice Services Evidential Transcription Unit and one within the Professional Standards Department. These equate to an annual saving of £85,000 (actual).

Challenges to Delivery of Phase 2

13. Following the PCC Strategic Policing and Crime Board on Tuesday 20 March 2018, the commissioner approved the force's estate strategy and an in-depth period of engagement with local communities and officers/staff affected in each local area is underway. The outcome of this consultation is a key interdependency of the BWC Phase 2 Project.
14. Each site for potential deployment must be surveyed in order that the network capabilities at that location can be assessed. It was determined through the first phase of deployment that many of the force's existing buildings require network upgrades in order to support the data transfer requirements of BWC. Once such capability has been addressed, physical storage space has to be confirmed and the docking stations fitted before the cameras can be deployed to officers and staff.
15. In addition to these physical requirements it has also been necessary to address enhancements to the technical specifications of cameras supplied in the first phase. In May 2018 the General Data Protection Regulations (GDPR)

are to be implemented in the UK. This change in legislation has necessitated a review of all our data storage and handling capabilities and procedures. As a precaution West Midlands Police is working in partnership with Axon to enhance the existing levels of encryption on the cameras and to introduce additional security measures around the Bluetooth capability.

16. These measures are progressing well and it is now intended to commence the delivery of the first cameras for phase 2 in June 2018. The scheduled rollout will then continue across all departments and locations until September 2018. The full schedule is yet to be finalised whilst the site surveys are being completed, but prioritisation will be given to those teams that police the Night Time Economy (NTE).

Use of BWC, Taser and Pairing Capabilities

17. West Midlands Police is in the process of upgrading from the use of X26 Taser devices ('single shot') to X2 ('double shot' devices). The X2 device has the additional capability of potentially pairing with the Axon BWC, thus ensuring that every activation of the Taser is automatically captured on body worn video. This capability is dependent upon the use of Bluetooth. West Midlands Police will not therefore be enabling this capability until the Bluetooth enhancements referred to in paragraph 15 have been implemented. However, it is anticipated that the requisite security enhancements will be available in time for the full roll out of X2 devices.

Transfer of Data to the Crown Prosecution Service

18. In order to provide a 'single sign on' facility for the Crown Prosecution Service, transfer of evidence.com from UK Cloud to UK Based Microsoft Azure servers has been necessary. This process has taken longer than originally anticipated whilst the requisite security standards were assured to WMP's satisfaction, the revised system could be adequately tested, the secure migration of data could be assured and the approved deletion of residual data in the outgoing server could also be assured.
19. Having now achieved this, subject to the finalisation of user testing, direct digital transfer of BWC evidence to the Crown Prosecution service is expected to commence by June 2018.

Internal Audit Findings

20. BWC was scrutinised by the Police and Crime Commissioner's Joint Audit Committee on 29th March 2018. There are no remaining 'red risks' within the audit report and all issues are now being addressed through 'business as usual' delivery in response to the first phase of BWC and through the project delivery

of the second phase where new requirements have arisen. All relevant issues such as enhancements to InfoSec arrangements are captured to this report.

Data Storage

21. As compliance and best use of BWC improves, data storage requirements increase but remain within budgeted limits. Approximately 15,800 videos are uploaded every month (up from 14,500 last reporting period) and 12,800 images (up from 11,500 last period).
22. 26% of videos are now retained for evidential purposes (up from 23%) and 80% of images (was 83% over last reporting period).
23. The primary users of BWC are, as reported above, Force Response officers using Axon Body 2 cameras and firearms officers using Axon Flex 2 cameras. Based on this assumption, the average response officer records 11.5 video clips per month and the average Firearms officer records 7.8 clips per month.

Training

24. Training for all officers involved in the first phase of BWC was delivered by the Subject Matter Expert alone, with super-users appointed for each individual team to ensure standards were maintained thereafter. Lessons have been learnt from this exercise, with a need to improve levels of compliance and best practice identified. As a result, a 'train the trainer' approach is being delivered for phase 2 with the assistance of Learning & Development. A suite of 'video boxes' is also being produced to support this delivery, with inputs which range from the Senior Responsible Officer for BWC concerning the vision and requisite culture, to investigations officers concerning the best use of BWC in criminal justice proceedings, to frontline officers and their user tips for best practice. Every element of this revised training package has been analysed by the Fairness in Policing Team to ensure that the principles of both procedural and organisational justice are adhered to.
25. In addition, the WMP intranet has been updated to include user guides covering all elements of best practice, production of evidence, data transfer using evidence.com etc.

Privacy Rights and Officer Access Controls

26. Where recordings relate to criminal justice proceedings or complaints, Management of Police Information (MOPI) guidelines are applied and data is retained in accordance with these standards.
27. Where there is no anticipated outcome or ongoing investigation or complaint relating to the footage, the data is automatically uploaded to evidence.com for a

duration of 30 days, to allow for subsequent identification of relevance, before then being automatically deleted if no such circumstances materialise.

28. These storage timeframes have been determined through application of the Cabinet Office's Data Science Ethical Framework.
29. Where data is being stored in the UK cloud environment, support service workers are not able to access the footage itself, but can only identify the presence of data. The data itself is only accessible and viewable by WMP personnel and those granted direct access rights such as CPS lawyers.
30. Individual officers can only access their own footage. Supervisors, investigators and specialist departments such as professional standards have wider access rights. However, every viewing is evidenced and recorded for auditing purposes. Additionally, any attempt to edit a clip will produce a fresh 'hash value' which forms part of the digital forensic audit trail that is routinely available for court purposes; thus presenting no additional risk.

Legislative Developments

31. In October 2017 The Home Office launched a consultation in relation to Codes of Practice C, H, E and F issued under the Police and Criminal Evidence Act 1984 (PACE). Code C concerns the detention, treatment and questioning of persons detained under PACE, Code H concerns persons detained under the terrorism provisions, Code E concerns the audio recording of suspect interviews and Code F, the visual recording with sound of suspect interviews.
32. The latter two codes, E and F relate to the use of BWC. They introduce a revised approach to the audio (Code E) and visual recording (Code F) of suspect interviews. These provide for clarity, consistency and more effective and efficient recording of interviews, with improved safeguards for suspects and the police. The key features of the revised approach are that:
 - a. It extends the range of devices that may be used and enables the police to use the latest recording technology, including any suitably compliant 'Body Worn Video' (BWV) equipment to record suspect interviews;
 - b. WMP has not yet implemented any change in policy in response to the changes and awaits the findings of those forces that have piloted the use of BWC for suspect interviews. The Chief Constable of Avon and Somerset Police will be co-ordinating a national user group in mid-May with this in mind. WMP will be represented on that user group.

Next Steps

33. WMP are considering opportunities of how to incorporate BWC into the scrutiny panels. We are currently with the Legal Department on the feasibility to do so.

34. The board is asked to recognise the findings of this report and is invited to review progress in six months' time.

Author(s): Chief Superintendent Chris Todd

Job Title: Director of Intelligence (Force Lead for Body Worn Cameras)