



20 August 2015

Liam Stoneley
fyi-request-2377-e520121d@requests.fyi.org.nz

Dear Mr Stoneley,

I refer to your Official Information Act 1982 request of 24 June 2015 requesting any reports, documents or studies on the use of body cameras by police, both in New Zealand and other jurisdictions and departments, and if there are none or are not available, then what is police doing when it has been stated that they are 'investigating whether or not body cameras would be beneficial', and documents related to this response.

New Zealand Police has been monitoring body worn camera technology for some time and continues to assess benefits and risks from international studies, articles, reports and the like. New Zealand Police has no immediate plans to fully trial, or implement, this technology.

The New Zealand Police does not use body cameras and thus hold no reports, documents or studies about their use by New Zealand Police. This part of your request is declined pursuant to section 18(g) of the Official Information Act 1982 as the information is not held by New Zealand Police and there are no grounds for believing that the information is held by another agency.

The information collated on the use of body cameras by the New Zealand Police is a mix of publicly available international information and information entrusted to us, in confidence, from other international law enforcement agencies.

The release of the information that we have obtained from public sources is declined pursuant to section 18(d) of the Official Information Act 1982, as this information is publicly available.

The release of body camera information entrusted, in confidence, to New Zealand Police by other international law enforcement agencies is declined pursuant to section 6(b)(i) of the Official Information Act 1982, as this would prejudice the entrusting of information to the Government of New Zealand on a basis of confidence by the Government of any other country or any agency of such a Government.

The second part of your request refers to documents relating to the investigation of whether or not body cameras would be beneficial to New Zealand Police.

There are three reports that discuss body camera benefits and propose trials of body cameras to investigate the benefits of such. These proposals have not progressed beyond the report stage. I have included those reports for your reference, namely:

1. Initial concept paper
2. Police Executive Meeting report
3. Briefing note: body worn video surveillance

The report entitled 'Police Executive Meeting' has had the pricing schedules (at rear of document) removed as they disclose commercial pricing schedules which would be likely to unreasonably prejudice the commercial position of the person who supplied the information. The reason for redaction is pursuant to section 9(2)(b) of the Official Information Act 1982.

Together, the three reports on trialling body cameras in New Zealand, the publicly available body camera information collated by New Zealand Police and the information from international law enforcement agencies, refer to the 'investigation' thus far by New Zealand Police on the use of body cameras.

You have the right, under section 28(3) of the Official Information Act 1982, to ask the Ombudsman to review my decision if you are not satisfied with the way I have responded to your request.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Chris Scahill', written in a cursive style.

Chris Scahill
Superintendent
National Manager: Response and Operations

Initial Concept Paper

ID CP00034	On Body Camera Proof of Concept 19th December 2014
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Police Operational Area

Operations

Police Operational Contact

Police Exec Member

██████████

██████████

Background

New Zealand Police (NZP) undertook an unofficial trial of a very small number of differently configured on-body cameras (OBC's) for the purpose of understanding the best possible setup operationally.

In 2013, Response & Operations prepared a Business Case for consideration that focussed on trialling an OBC system to replace the failing (due to age) Tasercam.

The case was submitted but declined for approval as, at the time, the NZP Executive felt the timing was not right for such a trial, the technology benefits were not well understood or advanced in policing and there was uncertainty in terms of public perception, privacy and legal justification surrounding OBC's.

With the advent of improved technology capability, successful evidence based international trials, legal opinions and the Policing Excellence the Future Programme, the option of OBCs should be considered again. The introduction of OBC's will drive initiatives to reduce family violence (Safer Families), improve evidential sufficiency, reduce complaints against police and improve our ability to capture valuable "evidence" in the field thereby supporting Evidence Based Policing.

Part of the current Taser solution includes the collecting, managing and presentation of the "digital evidence" via Evidence.com which is the evidential and digital management system that is available enterprise wide to every member of Police.

It is regarded internationally as the best digital evidence management system currently available.

Police at present are only using a very small part of the evidence.com capability (Tasercam footage is the only digital evidence on it) with there being further potential to use it for other "digital evidence data" such as evidential interviews, CCTV, still photos, mobility photo/video/audio files etc.

Furthermore, the IPCA has recommended that in particular, for family violence situations, video recording of victim complaints (at the scene) will likely provide better evidence, increase the chances of a successful prosecution, decrease the time spent by Police in Court and provide a better overall experience for victims.

Finally, a significant international study undertaken by Cambridge University (Rialto) showed that by deploying body cameras and recording events leading up to and during an "incident", reduced the number of "use of force" complaints and increased the "conviction rates" of domestic violence offenders.

Description of Problem

Having an "authoritative source" for digital evidence is a key theme of Police's ISSR and will ensure that the evidentiary value of that evidence is preserved and not compromised throughout its lifecycle.

This capability is not available at present across the whole of Police's "digital information".

Additionally, the ongoing cost of replacing and maintaining Tascam, as the Taser fleet ages, is becoming prohibitive (due to its impact on operational Tasers when the battery life corrupts footage).

Therefore, separating the camera from the power source is regarded as a solution to this problem.

Taser units that are currently deployed incorporate a built-in camera which also incorporates the Taser power source.

Lessons learned in the Taser programme over time, reveal that as Tasers age, the battery condition deteriorates which can corrupt the camera footage and affect its operational & evidential credibility.

A simple solution to this costly problem is to remove the power source from the camera - OBC's would achieve this.

There are also inefficiencies around docking and categorising of data and it appears OBC's will help improve this.

The current Tascam setup also reduces the ability to capture footage leading up to an incident as the camera is only activated once the Taser is removed from its holster.

High Level Requirements

With the introduction of the X2 Tasers, the ability to "decouple" the Taser from the camera is now possible which reduces the risk of information being lost or corrupted due to degraded batteries.

A more cost effective means for upgrading our Taser fleet is necessary and with an OBC solution, replacement will be less costly than the traditional Taser/Camera solution.

As we replace the fleet of X26's with the X2's, the overall cost of upgrading the Taser units will reduce, therefore reducing our total cost of ownership of the devices.

A Proof of Concept (PoC) is being recommended to prove the real value to Police of incorporating OBC's.

It is being suggested a PoC be undertaken in the Bay of Plenty District with operators in response vehicles. This will equate to approximately 90 Taser/OBC units and will be achieved by upgrading the current X26 Tasers with the X2 plus an OBC.

An alternative option may be, for a two man "response vehicle", one responder would be the designated "Taser Operator".

Upon arriving at an incident, the camera would start to record, capturing an area of 120 degrees in front of the officer as well as recording audio in and around the incident (providing a more concise record of the incident and the discussions that occurred).

The OBC for the PoC would be used for family violence incidents, both in public and in private and at incidents where a Taser would normally be drawn from a holster.

Taser Incorporated has offered their resources (at no cost) to work with Police to review the workflow process and the technical aspects of bringing this data into the evidence.com platform and the ongoing classification, retrieval and storage processes.

It is anticipated that upon returning to the station, the data would then be uploaded into evidence.com, categorised and then made accessible (longer term, potentially through a mobility app onto Police iPhones and or potentially "linked" to the CARD event).

Additionally, there is a need as part of the PoC to provide some quantitative measures for Police to measure the effectiveness of deploying such devices. This will require the involvement of the Performance Group to provide statistics and measures of historical offences and prosecutions (relating to domestic violence) before and after deployment in the BoP District.

Funding

- PoC devices will be provided from the 2014/15 Operations Taser replacement budget.
- Although Taser International will be providing technical and business analysis input, there will be some ICT costs as shown below (these are best estimated):

- Solution architect [REDACTED]
- Implementation engineer [REDACTED]
- Security risk assessment [REDACTED]

Total - [REDACTED]

- Response & Operations will fund the entire PoC (including ICT costs) from their 2014/15 Taser Replacement Programme.

Risks

- Unavailability of evidence.com;
- Sufficient storage and processing capability;
- Availability of resources: both ICT and business;
- Availability of Police front-line personnel to undertake the PoC;
- Insufficient evaluation of the trial leading to poor future outcomes.

Benefits

Recently the UK College of Policing and Essex Police completed a study relating to the use of OBC's during family violence incidents. The results showed an increase in the number of successful prosecutions for family violence offences (when the OBC was involved) but without an increase in the overall number of reported family violence incidents.

The increase in successful prosecutions was greatest at the lower level of family violence offending (which is the most volumous part of offending). Additionally, officers who used the OBC's reported greater confidence in the ability to capture evidence (especially contested evidence between victims and offenders, such as allegations and admissions) and greater mindfulness of their own behaviour during public/victim/offender interactions.

Indicators of primary and secondary findings and benefits from international experiences of such OBC trials include:

- increase in the number of successful family violence prosecutions and convictions without an increase in the number of reported offences (primary);
- efficiency improvements during the response, investigation and prosecution of family violence - example of a key indicator are less abstractions from front line for family violence court appearances (primary);
- improved family violence risk assessments from readily accessible and timely digital information (primary);
- improved quality and consistency of sufficient evidence to support the completion of a family violence complaint (contemporaneous admissions and allegations which are often rescinded before court) (primary);
- reduction in complaints against police (secondary);
- reduction in the use of force by police (secondary);
- improvements in officer behaviour when interacting with victims, witnesses, offenders and other subjects (secondary);
- improvements in lessons learned, training and debriefing for officers when attending family violence incidents (secondary);
- accurate and quality notes and correspondence - the officers account of events is fully

supported by the single point of truth,;

- video - fully reviewable digital information that is retrievable in a timely manner that officers can review from mobility devices (secondary);
- integrity of digital files sustain the public's trust and confidence in the legitimacy of the criminal justice system;

Other benefits include:

- reduction in crime (focusing on family violence in the first instance);
- better evidence;
- increased prosecution rates;
- decreased time spent by Police, prosecutors and defence lawyers in Court;
- reduced "not guilty" pleas;
- a better overall experience for the victims through quicker timeframes for outcomes of cases and not requiring victims to attend court to give evidence;
- A mechanism for Police to potentially implement a consistent process nationally around preservation of digital evidence.

Longer term, there may be the ability to integrate evidence.com into other NZ Police systems for example SCIP and NIA which would then enable Police to electronically link "cases" to digital evidence.

Stakeholders & Governance

- Business Sponsor – TBC
- Prevention - NM Prevention as business owner for family violence;
- Response & Operations - NM Response & Operations as owner of capability (lead as owner for the trial);
- Crime - NM Investigations as owner of evidence, interviewing;
- ICT - as owner of the technology.

Core 4

- [REDACTED] - BPM
- TBC - Technical Owner
- TBC - Support Owner
- [REDACTED] - Business Owner

**POLICE EXECUTIVE MEETING (PEM)
COVER SHEET**

REFERENCE	PEM/13/78
TOPIC	Taser Camera Systems
SPONSOR	Assistant Commissioner Operations
PRESENTER	National Manager Operations:
MEETING DATE	Monday 23 September 2013

PAPER PREVIOUSLY CONSIDERED BY: (subcommittees / other committees)

<input type="checkbox"/> Police Executive Committee (PEC)	<input type="checkbox"/> Assurance Committee
<input type="checkbox"/> Police Executive Meeting (PEM)	<input checked="" type="checkbox"/> Other: OAC
<input type="checkbox"/> PEM Finance Committee	
<input type="checkbox"/> National Tenders Board

CONSULTATION:
 The attached paper may have implications for the following work groups/service centres/districts whose views have been sought and are accurately reflected in this paper. Note: consultation with National Managers is compulsory unless directed by your executive sponsor. If the paper sponsor deems this consultation unnecessary, a full explanation needs to be provided in this section.
 The names of those people consulted and their feedback must be recorded in the consultation table which is attached as an appendix to this template.

<input checked="" type="checkbox"/> NM: Policy <input checked="" type="checkbox"/> NM: Finance <input checked="" type="checkbox"/> NM: Legal <input checked="" type="checkbox"/> NM: Operations <input checked="" type="checkbox"/> NM: Prosecutions <input checked="" type="checkbox"/> NM: Training & Development <input checked="" type="checkbox"/> NM: Criminal Investigations <input checked="" type="checkbox"/> NM: International Services Group <input checked="" type="checkbox"/> NM: Planning and Performance <input checked="" type="checkbox"/> NM: Assurance <input checked="" type="checkbox"/> NM: Communications Centres <input checked="" type="checkbox"/> NM: Road Policing <input checked="" type="checkbox"/> NM: Professional Standards <input checked="" type="checkbox"/> NM: Financial Crime Group <input checked="" type="checkbox"/> NM: Prevention <input checked="" type="checkbox"/> NM: Mobility <input checked="" type="checkbox"/> Chief Technical Officer <input checked="" type="checkbox"/> National Property Manager <input checked="" type="checkbox"/> Manager: Strategic Communications <input type="checkbox"/> HR Manager: National Services & PNHQ <input type="checkbox"/> Director Organisational & Employee Development <input checked="" type="checkbox"/> Deputy Director: Intelligence <input checked="" type="checkbox"/> Deputy Director: OFCANZ <input checked="" type="checkbox"/> EMS Manager	<input checked="" type="checkbox"/> Commissioner <input checked="" type="checkbox"/> Deputy Commissioner: Operations <input checked="" type="checkbox"/> Deputy Commissioner: Resource Mgmt <input checked="" type="checkbox"/> GM: Finance <input checked="" type="checkbox"/> GM: Strategy, Policy & Performance <input checked="" type="checkbox"/> GM: MPES <input checked="" type="checkbox"/> GM: HR <input checked="" type="checkbox"/> GM: Public Affairs <input checked="" type="checkbox"/> AC: Operations <input checked="" type="checkbox"/> AC: Investigations & International <input checked="" type="checkbox"/> AC: Upper North <input checked="" type="checkbox"/> AC: Lower North & South <input checked="" type="checkbox"/> AC: Road Policing <input checked="" type="checkbox"/> Director: Intelligence <input checked="" type="checkbox"/> Director: Change <input checked="" type="checkbox"/> Chief Information Officer <input checked="" type="checkbox"/> District staff: District Commanders Auckland, Waitemata & Counties..... <input checked="" type="checkbox"/> External: Tactical Options Community Reference Group..... <input type="checkbox"/> Other (specify).....
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TRACKING: (for EMS use only)



POLICE EXECUTIVE MEETING

REFERENCE : PEM/13/78
TOPIC : Taser Camera Systems
SPONSOR : Assistant Commissioner Operations, Mike Rusbatch
PRESENTER : National Manager Operations: [REDACTED]

23 September 2013

Proposal

1. The purpose of this paper is:
 - advise the Police executive of the commencement of the Taser replacement programme, beginning in pan Auckland districts in November 2013;
 - seek approval for a district level trial of Taser body worn cameras, as an alternative to the Tasercam, in the Auckland district;

Background

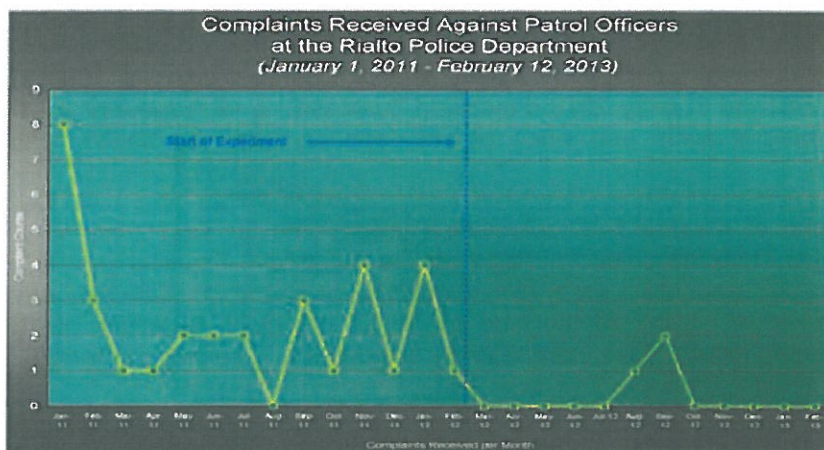
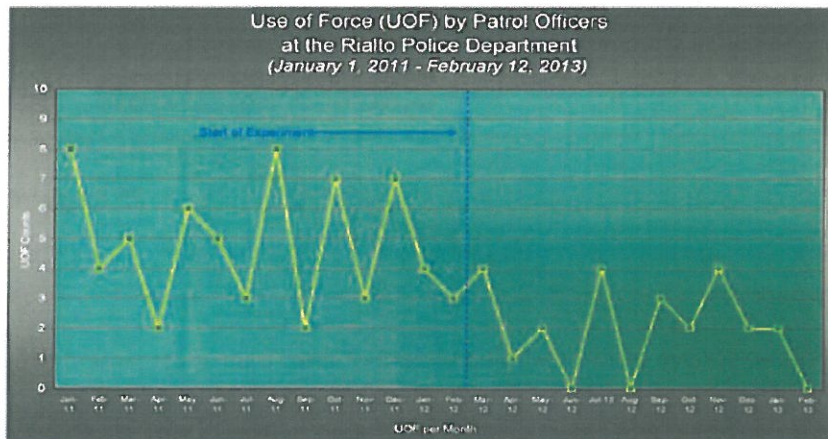
2. The Taser X26, as currently deployed in New Zealand, was developed in 2003 and when introduced in New Zealand in early 2010 it included Tasercam, a rechargeable power source that incorporated integral audio and video record capability with the battery system that operated the Taser.
3. In May 2013, as part of a scheduled replacement programme for Taser, the New Zealand Police utilised annual Taser allocated funding from the 2012/2013 financial year to purchase 238 X2 Taser. The X2 Taser, as a more technologically advanced, multiple shot device, was the preferred replacement option. At the time of the X2 purchase, decisions on the power source and the type and nature of the camera to accompany the Taser were deferred.
4. Allocated central government Taser funding for the 2013/2014 year is to be utilised to purchase the required power source, camera, associated support equipment and training requirements to enable the replacement programme which is scheduled to commence in November 2013 in the pan Auckland (Waitemata, Auckland, Counties Manukau districts) area.

The case for cameras

5. Taser continues to be internationally controversial technology and the New Zealand operating model, incorporating a camera system, providing assurance and accountability, is recognised as, and representative of, Australasian best practice.
6. The use of Tasercam in New Zealand police has enhanced operating practice, resolved complaints, assisted in enquiries (e.g. IPCA investigations, homicides etc) and has been presented several times as evidence. Tasercam, unlike body worn cameras, captures the point in an incident when force is used, it often does not always capture the wider context of an incident, where the decision to use force is formed. This can result in footage, which on face value, can appear to be unjustified force requiring extensive explanation.
7. With over 26 police forces in the United Kingdom alone deploying body worn cameras, use of camera technology in the general policing environment is widely positively reported on in

overseas jurisdictions with tangible benefits being cited as reduced complaints, reduced use of force, and reduced court time in terms of not guilty hearings. It is a tool that moderates both offender and officer behaviour positively and in that sense has a preventative effect.

8. The most recent published study from North America (Cambridge University) involved Taser Axon Flex body worn officer cameras in the Rialto police. Over a 12 month period the police department recorded a 59% reduction in the use of force and a corresponding 87.5% reduction in complaints against police.



9. It is clear in terms of trust and confidence that there is no going back on the decisions to deploy cameras in association with Taser, however the type of camera system moving forward and the potential for future expansion of its use within a general policing context are critical factors that need to be addressed.
10. Available camera systems present issues in terms of proprietary software to synchronise, upload and securely store digital data from the cameras. Currently, the New Zealand Police operate Evidence.Sync and Evidence.Com, Taser systems which support all Taser propriety hardware.

Options

11. A (Tasercam)



HD TaserCam is the latest integral system developed by Taser, unlike its predecessor it has an exchangeable rechargeable battery. The camera is activated when the safety on the Taser is disengaged, most often when the officer has already made a decision to show or use force resulting in footage that often lacks the context of what the officer encountered.

The most cost effective of the options currently available due to the efficiencies of utilising a single rechargeable power source for both the Taser and the camera.

12. B(Axon Body)



The latest stand alone system developed by Taser. Positioned on the front of the current NZ Police body armour a high definition colour camera, incorporates 12 hour standby mode with 30 seconds buffering allowing officers to back capture events. Officer activated, 130° field of view, greater context is able to be captured. Due to carriage position view can at times be obstructed by officer's hands.

The camera is rechargeable, being a sealed unit the batteries have an estimated two year service life at the end of which the entire unit requires replacement. Separating the power source from the Taser has the advantage that serviceable Tasers will not be withdrawn for camera faults, however with that comes the additional annual cost of separate external power sources for the Taser.

13. C(Axon Flex)



The flex body worn camera has a separate camera, linked to the controller by means of hard wiring. The desirable camera position is on the head where point of view filming provides the officers true perspective of an incident. Officer activated, HD colour camera, 12 hour standby mode with 30 seconds buffering allows officers to back capture events.

The controller is a sealed unit which incorporates the power source and has a two year service life, at the end of which it requires replacement. The Axon Flex unit has been subject to a limited trial in the Wellington District alongside TaserCam at Taser incidents. The captured footage was better contextually than TaserCam footage however, staff on the whole didn't favour the available head mounting systems or the hard wiring between the camera and controller, which had to be assembled and disassembled from the body armour at the start and completion of each shift. Separating the power source from the Taser has the advantage that serviceable Tasers will not be withdrawn for camera faults, however with that comes the additional annual cost of separate external power sources for the Taser.

14. D(Tasercam/Axon Body)

Option D is an option whereby an operational trial can occur that compares the Tasercam (option A) and the Taser body camera (option B). The trial will allow for comparison of the benefits and risks, operationally, functionally, commercially commensurate with public perception. This option will allow continued Taser operating, providing the opportunity to exercise due diligence in terms of a Taser camera system that is fit for purpose and value for money. It is proposed that the trial will inform and guide the ongoing national Taser replacement programme.

Risks/Opportunities

16. While each option has advantages and disadvantages (refer Annex 'A') the New Zealand police has a unique opportunity to, within the current operating budget and Taser programme to trial body worn cameras, as an alternative to Tasercam and have a clearer picture of the future benefits and risks that each Taser camera system has.
17. By staying within the Taser suite of products, this opportunity allows us to trial their latest technology alongside their existing technology without risk to current operating practices, or need to change current software or support mechanisms (Evidence.com).
18. The scope, size and length of the trial would be sufficient to inform the organisation as to whether or not the tangible benefits of body worn cameras reported overseas are realisable within the New Zealand environment. A limited trial of the camera technology in Wellington was well received, the concept and technology being strongly supported by the participating staff.
19. In terms of public reaction to the increased use of cameras by police, the Tactical Options Community Reference Group has expressed that the debate surrounds public assurance, in terms of process [security] uploading, storing and management of information. Limited access rights, audit, disclosure controls need to be applied to prevent privacy breaches. Current Evidence.com software as deployed within the NZ Police Information technology systems is currently satisfying and will be able to continue to satisfy these needs.

Financial Implications

20. As part of the original Taser business case to central government an annual provision was made for the ongoing Taser programme, including the continued maintenance and upgrade of Tasers in the NZ police. The amount of this provision is [REDACTED]. The first draw down to police occurred in the 2012/2013 FY and was used to purchase Taser X2 devices in preparation for the replacement of the Taser X26 across pan Auckland commencing November 2013.
21. To enable the ongoing maintenance, monitoring and replacement of Tasers from this point forward, the available [REDACTED] per annum needs to be dispersed, annually, to the budget of the National Manager Operations. This will enable the business owner to plan, manage and realise the commitment to upgrade and maintain Taser operating capability.
22. The financial implications of the options considered (listed above in para 11-14), including the preferred option, option D, are attached hereto as Annex 'A'.

IT Implications

23. Tasercam footage has been securely uploaded and stored within Evidence.com for the last 6 years. Evidence.com is Taser's secure evidence syncing, uploading and storing software that manages all Tasercam footage and meta data.
24. Any future body worn camera or Tasercam footage will be synced, uploaded and securely stored and managed within Evidence.com. To move to another brand of camera encapsulates

the risk of building an entirely new and different system along with extensive re-training of staff and administrators.

25. Evidence.com is currently undergoing an upgrade that will provide many enhanced features, including a redaction tool for disclosure purposes, a multi file uploader (which will allow the upload of other digital evidence from non Taser products into the secure Evidence.com system) and customisable roles and permissions that allow administrators to set rules for users and management of digital evidence.

Māori, Pacific and Ethnic Peoples

26. There are no implications for Maori, Pacific and Ethnic peoples.

Relationship to Key Outcome Areas

27. Taser can be directly linked with the NZ police strategic vision, mission and objectives: It provides safer communities by preventing the continuance of violent crime, enhancing public and police safety and ultimately ensuring that New Zealanders can be safe and feel safe.
28. Tasercams were initially introduced to provide the public with confidence and assurance that Police could utilise the Taser responsibly. Since its introduction the Taser cameras have also provided valuable insight into the behaviour of the offender, victim and officer at an assaultive and violent incident. They provide a mechanism whereby continuance improvement can and does occur in our training, and operating as a result.
29. Body worn cameras, the next evolution of Tasercam, provide further crime prevention benefits:
- international studies reveal body worn camera systems have a substantial impact in terms of moderating offender behaviour (resulting in fewer use of force by police) which in turn reduces victimisation, enhances public and police safety and reduces crime (be safe) and enhances the feeling of safety (feel safe);
 - those same studies reveal less complaints against police (officer moderation that enhances public trust and confidence) and improved number of guilty pleas and early guilty pleas (reducing demand on the Justice sector);
 - in terms of 'continual improvement' and public reassurance, the body worn camera system provides visual and audio context to an incident that Tasercam does not. It records the interaction between police, offender and victim prior to the use of, and after the use of, a Taser. It will capture critical and compelling evidence that provides both assurance and evidence;
 - given the body worn camera system's crime prevention capabilities (through offender behaviour moderation) it can be potentially utilised in all public interactions into the future which could have a significant impact in terms of reductions in the number of police complaints

Legislative Implications

30. New Zealand Police have been recording police, offender, victim interactions for over 6 years, using Tasercam, without issue. We have been recording and capturing still images of the public, offenders and victims for many years, in a public place. The use of body worn cameras, in a public place, is not of legislative concern.
31. The use of a body worn camera system in a private place is governed by the Search and Surveillance Act 2012. Body worn cameras, as well as Tasercams, are defined as visual surveillance devices. Their use does not require a surveillance device warrant provided they are on a private place lawfully and they [police] only record what the enforcement officer could see or hear normally without the use of such a visual surveillance device.

32. This makes the selection of the camera system, whether on the body or on the device critical, to ensure it captures only what would normally have been seen or heard, without enhancement, by the attending officer(s). Unlike other body worn camera systems on the market, Taser body worn cameras and Tasercam are configured in such a way that they meet the requirements of the Search and Surveillance Act 2012, in that, as a visual surveillance device, they do not enhance footage beyond that of the normal vision and hearing of the attending officer.

Training and Implementation Implications

33. Taser operator trained staff are already familiar with the Taser and will undergo transition training to upskill them in terms of the enhanced functionality of both the Taser X2 and the Taser body worn camera system.
34. TSC have planned for and allowed transition training time for the Taser X2 and Taser camera system training nationwide, commencing in pan Auckland in November 2013. The transition training course for the Taser X2 and Taser camera system (both Tasercam and body worn camera system) has already being developed and is approved by the TSC training approvals committee.
35. Some training modification maybe required pending the outcome of this paper and any related policy implications.

Other Agencies

36. The Ministry of Primary Industries (old MAF) is the only known agency in New Zealand currently utilising body worn cameras.
37. The technology has improved and the cost has dropped significantly to the point where they can be commonly purchased. The private security industry is rapidly realising the benefits of body worn camera systems and many bouncers, noise abatement officers and security guards now have systems available to them for use.

Public relations

38. Communication will be necessary to advise staff of any implementation of next generation Taser X2's and body worn cameras. A communication plan, specific to pan Auckland in this instance, will be developed and implemented over the coming months in conjunction with the training and rollout. The communication plan will carefully highlight the trial of body worn cameras as police seek to understand the best Taser camera system to implement as part of the national Taser replacement programme.
39. Communications have already occurred in terms of the Taser X2 as the endorsed replacement for the Taser X26. National Manager Operations, in conjunction with Public Affairs, has already conducted several TV interviews regarding the Taser X2 as the replacement for the Taser X26.
40. Those few staff that have already trialled a body worn camera system endorse the use of body worn cameras 100%. Internal communications emphasising the benefits of body worn cameras (reduced complaints against police, reduced levels of force etc.) will be critical to embedding their employment. The Taser X2 transition training will be an ideal opportunity to communicate with a captured audience of staff and the transition training will cover off the reasons for the trial of body worn cameras, their benefits, how they work and the policy regarding their use.

Consultation Refer to feedback table attached as an appendix to this paper.

42. External consultation with the Tactical Options Community Reference group regarding the Taser X2 and Taser body camera system has occurred. They are not in a position to fully

endorse these options, as they understand police's choice and reasons to introduce Tasers, they are indifferent about Tasers in general. But neither did they raise any objections to these options. They understood the benefits that these options could provide.

43. One area they particularly emphasised was that having no camera system with the Taser would be a backward step in terms of public assurance and confidence that police use the Taser responsibly. They also raised that the timing of the introduction of a body worn camera system was important in the wider political environment.
44. Consultation with Procurement group has revealed, because of the Evidence.com system that supports Taser, that any future procurement will most likely be a sole source procurement.
45. Feedback was received from a number of areas. A common theme related to the extended use of body worn cameras beyond the scope of this paper. The trial of body worn cameras will be able to better inform us regarding their risks and benefits should it ever be proposed that body worn cameras be extended beyond the use of Tasers.
46. Ross Henderson from public affairs wondered whether we should be consulting with the Privacy Commissioner. The Privacy Commissioner has previously considered footage obtained by the use of police Tasercams. Her concerns were to do with the way police managed that footage and released that footage, especially to media. Her view at the time was informed consent was required from the individuals on the footage before any disclosure took place - these rules are applied in the disclosure (through OIA requests) of Tasercam footage and would be applied for body worn camera footage.

Recommendations

That the Police Executive Meeting:

- (i) note that, with executive approval, Taser X2's were purchased in the 2012/2013 FY in preparation for the commencement of the Taser national replacement programme, commencing in pan Auckland in the 2013/2014 FY (November 2013).
- (ii) note that a future Taser camera system is yet to be determined and that, from available Taser camera systems, a district level trial of Taser body worn cameras (in Auckland district), alongside the current Taser camera system (HD Tasercam), and in conjunction with the pan Auckland Taser replacement programme, is recommended.
- (iii) note that the preferred Taser camera system will be determined by the trial. The ongoing national Taser replacement programme and the identified preferred Taser camera system will be the subject of a future PEM paper.
- (iv) note as a result of the original Justice sector bid for Tasers, [REDACTED] is provided annually (ongoing) from central government funding for the maintenance, monitoring and replacement of Tasers.
- (v) note the Taser replacement, monitoring and maintenance programme is contingent on the [REDACTED] from central government funding being made available.
- (vi) approve the annual draw down of available ongoing Taser funding [REDACTED] to the National Manager Operations to enable the ongoing replacement, monitoring and maintenance of Tasers in New Zealand police.
- (vii) endorse the trial of the Taser Axon body worn camera in Auckland District (option D) to evaluate the benefits of the body worn camera and inform the organisation of the preferred camera system to be utilised within the ongoing National Taser replacement programme.

- (viii) direct the National Manager Operations to commence the Taser replacement programme, beginning in pan Auckland and including, within it, the trial of the Taser body worn camera in Auckland district.
- (ix) direct the National Manager Operations to report back to PEM the outcome of the body camera trial and, based on these outcomes, make recommendations for the executive to consider, alongside approval for the continued national replacement of Tasers, the preferred Taser camera system.


Assistance Commissioner Operations

Consultation for PEM Papers

Reference: PEM/13/78
 Topic: Taser Camera Systems
 Executive Sponsor: AC [REDACTED]
 Date paper sent for consultation: 10th September 2013

Please note consultation with National Managers is mandatory for every PEM paper. Any exceptions to this must be by the agreement of the Executive Sponsor of the paper. Please use the 'National Manager' group email address for consultation purposes (Executive & Ministerial Services team will keep the group email list updated).

Please clearly state if no response is received.

Name / position / workgroup / agency	Feedback provided	Action taken or recommended following the feedback
NM Policy	No Feedback	Nil
NM Finance	No Feedback	Nil
NM Legal	No Feedback	Nil
NM Operations	Paper Presenter - Nil	Nil
NM Prosecutions	No Feedback	Nil
NM Training & Development	No Feedback	Nil
[REDACTED] on behalf of NM Investigations	[REDACTED]	Nil
NM International	No Feedback	Nil
NM Planning & Performance	No Feedback	Nil
NM Assurance	No Feedback	Nil
NM Communication Centres	No Feedback	Nil
NM Road Policing	No Feedback	Nil
NM Professional Standards	No Feedback	Nil
NM Financial Crime Group	No Feedback	Nil
NM Prevention	No Feedback	Nil
NM Mobility	[REDACTED]	Nil
Chief Technical Officer	No Feedback	Nil
National Property Manager	No Feedback	Nil
Mr Ross		

Henderson for Manager: Strategic Communications	[REDACTED]	[REDACTED]
Deputy Director Intelligence	No Feedback	Nil
Deputy Director OFCANZ	No Feedback	Nil
EMS Manager	No Feedback	Nil
Commissioner	No Feedback	Nil
DC Operations	No Feedback	Nil
DC Resource Mgmt	No Feedback	Nil
GM Finance	No Feedback	Nil
GM Strategy, Policy & Performance	No Feedback	Nil
GM MPES	No Feedback	Nil
GM HR	No Feedback	Nil
GM Public Affairs	No Feedback	Nil
AC Operations	Paper Sponsor - Feedback from OAC	Nil
AC Investigations	No Feedback	Nil
AC Upper North	No Feedback	Nil
AC Lower North & South	No Feedback	Nil
AC Road Policing	No Feedback	Nil
Director Intelligence	[REDACTED]	Nil
Director Change	No feedback	Nil
Chief Information Officer	[REDACTED]	[REDACTED]

	[REDACTED]	
<p>[REDACTED] on behalf of District Commander Auckland</p>	[REDACTED]	[REDACTED]

29 April 2008

Assistant Commissioner [REDACTED]

BRIEFING NOTE: BODY-WORN VIDEO SURVEILLANCE (BWV)

Introduction

1. This briefing provides a preliminary assessment of body-worn video (BWV) surveillance devices, recently introduced in the United Kingdom, and identifies potential issues for use of these in the New Zealand context. It recommends the preparation of a PEM paper seeking endorsement of a trial of BWV.

Background

2. On 12 July 2007 the Minister of State for Security, Counter-terrorism, Crime and Policing Tony McNulty announced the Home Office in the UK was to provide police with £3 million to fund a national roll-out of head camera technology in England and Wales.
3. Body-worn video (BWV, also known as head cameras) are video recording devices with the ability to record both images and sound. When worn by police, these film everything the police officer sees. Footage is intended for use as evidence in criminal cases. The cameras are attached to the officer's head or to the side of protective headwear and connected to a recording unit placed within their utility vest.
4. Extensive trials of BWV in the UK demonstrated their benefits, and proved their worth as an effective additional crime fighting tool.
5. Subsequent to pilots in the UK, the Home Office published guidelines in July 2007 for the wearing of BWV by Police. The publication is a key document for other services considering using and implementing such technology.

Benefits of BWV

6. The key features and benefits of BWV are that it:
 - (a) **Improves evidential quality:** Footage provides enhanced evidence in Court and is more precise than verbal accounts of events from witnesses and officers alone;
 - (b) **Saves time:** The clear evidence provided by BWV footage makes it harder for offenders to deny their criminal actions, leading to earlier guilty pleas, less time spent in court by police and witnesses, less paperwork for police in preparing cases, and an increase in convictions;

- (c) **Acts as a preventative tool:** and is a means to enhance detections;
- (d) **Can provide corroborative evidence:** This is especially critical in cases of domestic violence where victims are reluctant to give evidence;
- (e) **Provides an accurate record of behaviour:** Visual records of the behaviour of offenders affected by drugs or alcohol at the time of their offending, may when viewed by a sober offender and their counsel lead to earlier guilty pleas;
- (f) **Can record circumstances from the officer's perspective leading up to an incident:** It may provide justification for use of force (ie handcuffing, OC spray, TASER, baton, firearm, dog), and assist in early resolution of complaint investigations or civil cases brought against the Police;
- (g) **Has a greater impact in preventing disorderly behaviour in public places:** Compared to Closed Circuit Television or the presence of officers alone, BWV has a greater impact as offenders know their actions are being recorded.

Limitations on the use of BWV

7. The key limitations on the use of BWV are:
- (a) **Equipment is expensive;**
 - (b) **Significant IT and back office support is required:** The investment in support staff to ensure equipment is maintained and that evidence is securely managed (ie stored, transcribed and accessible for hearings) is high;
 - (c) **Limited availability of equipment:** Not all officers will be able to have access to the BWV. The guidelines from the Home Office advise to be careful not to create an expectation that all officers will be able to have BWV equipment with them at all times;
 - (d) **BWV is not a replacement for good note taking by officers:** BWV is ideally used in addition to existing methods of recording incidents to enhance that evidence. Reliance on the BWV is not absolute, as technology may malfunction, so officers need to keep the usual documentation to record incidents. This works against the timesaving aspect pushed as a key benefit;
 - (e) **Devices are not intended to be used covertly on private premises:** In situations where a reasonable expectation of privacy exists, such as in private dwellings, BWV is not intended to be used. However in the UK methods have been developed to overcome privacy concerns, such as officers announcing they are wearing such devices;
 - (f) **Data from use of BWV does not yet show significant benefits in reducing crime:** However the objective of BWV in the UK is to provide better evidence in Court, not to reduce crime.

UK Pilots

8. This new technology was piloted by Devon and Cornwall Constabulary. Plymouth Basic Command Unit (BCU) commenced an extended use trial in October 2006 with 50 head mounted cameras being used in as many operational situations as possible by 300 trained staff in three sectors of the BCU.
9. Media coverage of the system led to significant national and international interest, and other police forces commenced small-scale use of the system.
10. An independent evaluation was carried out of the pilot in Plymouth, conducted by Devon and Cornwall Constabulary. Positive results were:
 - (a) An increase in charge/summons (10.2% to 15% increase in charges / summons for violent incidents)
 - (b) Complaints against the Police were reduced by 14.3% and significantly there were no complaints against officers wearing head cameras;
 - (c) A reduction of 22.4% in officer time spent on paperwork and file preparation;
 - (d) An increase of 9.2% officer time spent on mobile and foot patrol;
 - (e) 90% of a random sample of the public surveyed were positive about the use of head cameras, and there was no adverse media coverage;
 - (f) Use of Body Worn Video devices led to an increase of 7.8% in the proportion of violent crimes (in public places and domestic violence) where the offender was brought to justice, (which entails an offender either being convicted, cautioned, given a warning, receiving a penalty notice for disorder or having offences taken into consideration in a Court) compared with incidents where the cameras were not used; and
 - (g) An increase in Penalty Notices for Disorder (PNDs) and administration detections from 2.4% to 3.9% of violent incidents (there are no exact equivalents to PNDs in NZ).
11. Performance measures of use of BWV also showed some neutral and/or negative results:
 - (a) It is not possible to comment definitively on the relationship of head cameras to reductions in specific crime types, such as wounding, despite analysis of statistics;
 - (b) The average time to resolve a case with a head camera was marginally longer than cases where head camera was not used (although less time was spent on case file preparation). It had been anticipated that the resolution time would be quicker in cases where the head camera was used;
 - (c) No data was included on the effect on court outcomes;
 - (d) Unexplained significant increase in 'no further action at custody' (from 9.7% to 28.1% of violent incidents); and

- (e) Some issues with the comfort of the equipment were identified.
- 12. The pilot set out to demonstrate whether or not BWV can enhance policing. The findings support the premise that BWV worn by Police can enhance and make a valuable contribution to policing, through improving evidence in Court.

UK Guidelines

- 13. Subsequent to pilots in the UK the Home Office published guidelines in July 2007 for the use of BWV for Police. These seek to standardise practices in the use of the technology, provide guidance on the legal and procedural framework, and identify the appropriate technical specifications to make the technology fit for policing purposes. The guidelines are available on the website www.homeoffice.gov.uk.
- 14. The guidelines are a useful starting point for identifying the core issues to be considered by law enforcement agencies introducing BWV, as implementation issues vital to the success of a BWV system are noted.

Specific considerations for the NZ context

Legal

- 15. Legislation on privacy and human rights in NZ is significantly different to the UK and any trial of BWV by Police in NZ needs to be examined in the NZ context for compliance with legislation prior to implementation. It is expected that Legal and Policy workgroups will provide support regarding this subject.
- 16. The Law Commission is currently drafting significant legislative changes to search and surveillance including changes (following Cabinet approval) that would make visual surveillance in situations where there is a reasonable expectation of privacy unlawful without a device warrant. The proposed Bill is intended to be introduced to Parliament in 2008. Police need to ensure any trial of BWV will be compliant with those proposed changes. (Refer to the Law Commission report on Search and Surveillance Powers (NZLC R97) tabled in Parliament in August 2007).
- 17. There is a risk of Police inadvertently recording private communications with BWV. Where this occurs and there is no warrant authorising the use of BWV Police have limited protection from private prosecutions (for offences against sections 3121B and 312CA-CD of the Crimes Act 1961). This risk can best be minimised by staff training that ensures officers are clear on the situations where BWV can be used, and processes for deletion of footage taken without authority or licence.
- 18. Member representative agencies (Police Association, Managers Guild etc) would need to be consulted regarding use of footage in complaint investigations. Evidence recorded may clear an officer of excess use of force, or may conversely demonstrate excessive use of force and be used for performance, disciplinary and/or criminal investigations.

Operational Considerations

- 19. Adequate resources are required to ensure the project planning for any introduction of BWV in NZ is robust and thorough. A full time position in

Operations Group is sought in 2008/09 to commence planning for the budget proposal if it is agreed that there should be a trial of BWV in NZ.

20. The planning role will also need support from other groups within Police, especially ICTSC, and Prosecutions, and early consultation with these groups is recommended. Technical expertise is a key recommendation of the UK report in establishing effective use of BWV.
21. Sourcing and tendering for appropriate equipment is necessary and the UK has advice on lessons learned from equipment failure and recent developments in technology, as well as advice on recommended suppliers of equipment and software.
22. Health and Safety aspects of the design and use of equipment must be considered so that equipment is fit for purpose and any risks minimised in accordance with legislative requirements.
23. Training in the use of equipment and procedures for producing evidence will need to be developed and timetabled into training schedules for staff involved in any trial.
24. A level of legal and policy support will be required to ensure compliance with legislation and with the policy of any proposal.
25. Staff will need to be employed in a support centre (back office) to maintain the equipment and provide administrative support for transcripts and producing photographs and footage for court.
26. Any trial in NZ should be on a small scale so that the benefits can be demonstrated before any rollout in larger areas, and criteria for site selection could be developed with the assistance of relevant PNHQ workgroups.
27. An independent evaluation should be factored into any trial before commencing it to ensure benefits can be measured. This is reinforced by the 2007/08 NZ Police six monthly performance review that identified the need to evaluate the impact of interventions as a national issue.
28. The Project Management Office support may be useful in the planning of any project, and early involvement is recommended to ensure success of the trial.

IT Considerations

29. A trial of BWV fits well with the ICT strategic roadmap. However ICT note further clarity is needed around the business objectives NZ Police expect from a trial. Any head camera trial would need to go through the ICT manager for prioritisation.
30. A trial would need to be stand alone as the current IT network infrastructure does not support the wide scale transportation and storage of video at present.
31. The ability for Police to run a trial in a timely cost-effective manner would be greatly enhanced if Police could obtain the management application developed for the UK Police. It is recommended that NZ Police engage early in the process with UK Police on this issue.

Public Relations Issues

32. Public support is crucial should Police wish to introduce the use of BWV. Police need to consider the timing, scale and location of any trial. A specific media campaign may need to accompany any proposal for introduction in NZ.
33. Messages regarding the benefits of BWV need to be accurate. The aim of the equipment is primarily to enhance evidence in court, not to reduce crime, although other benefits may flow from its introduction.

Cultural Considerations

34. MPES should be consulted regarding developing guidelines for appropriately managing any cultural issues with the use of BWV, and any engagement with particular groups in the community that may be affected.
35. One aspect identified as requiring sensitivity is the handling of video footage containing images of deceased persons.
36. It is uncertain how the use of video worn surveillance may impact on any particular ethnic group (offenders or victims). Any trial could put measures in place to assess any potential impact on specific communities.

Funding

37. Funding for any BWV project would be sought as a budget bid for FY 2009/10, and could be in the vicinity of [REDACTED] if we were to conduct a similar trial as that in Plymouth, UK..
38. Costs to Police (and potential flow-on costs to other agencies such as Courts) would need to be worked through, and these would be dependent on the scale of any introduction and length of trial.
39. By way of comparison, the Plymouth BWV trial budget was £240,000 (converts to approximately NZ\$606,000), and the trial was completed 10% under budget. This cost is merely a ballpark figure to give some idea of the potential cost for an equivalent trial in NZ. However it should be noted that:
 - Equipment costs have dropped significantly since the Plymouth trial as there are more suppliers now. Equipment is now less than one third of the cost that it was at the time of the Plymouth trial. UK Police advise the kit can now be purchased at about £550 (converts to approximately NZ\$1,400) per unit.
 - For the Plymouth trial the most expensive element of the trial was the staffing of a Back Office Facility. This facility also required space in an appropriate building, furniture, and computers, as well as the software to manage the footage.
 - Ongoing servicing and maintenance for equipment, and training packages are some of the other costs associated with a trial.
40. It is recommended that a fulltime position be dedicated to project plan any proposal for the trial of BWV in 2009/2010. The best location for such role

would be in Operations Group, and planning could commence in the 2008/09 financial year.

Alignment with NZ Police strategic goals and policy

41. The use of BWV fits into the NZ Police Strategic Plan to 2010 in the category of using technology and innovation to improve organisational development. BWV would assist in meeting the desired outcome to be a world class police service. BWV is also consistent with the strategic goal of Policing with Confidence.
42. In the UK, use of BWV resulted in a noticeable increase in officer time spent on mobile patrol. This supports the NZ Police objectives of Community Policing for greater visibility on the street, and improved public access.
43. The public survey of BWV in the UK showed an increase in the perception of public safety when Police used them in public places. This is relevant to the public satisfaction surveys conducted in NZ.
44. The existing NZ 'Crime Prevention Cameras in public places (cctv) policy' published in Nov 2003 is relevant to the use of BWV, although the purpose of the cctv is crime prevention rather than primarily to be used as enhancing evidence in Court.

Conclusion

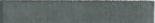
45. Trials of BWV in the UK show benefits to Police that could be replicated in NZ. The key benefits are the obtaining of better evidence for use in Court, reduction in time spent on paperwork, the ability to prosecute more cases and an increase in perception of public safety.
46. There are some particular legal and privacy considerations in NZ but these should not present major difficulties.
47. The possibility of BWV being a useful additional tool for Police could be best tested by undertaking a small scale trial of the equipment. This would require considerable project planning so that it is probably not a realistic option until 2009/10.

Consultation

48. Key groups within Police to include in consultation are: Operations, ICTSC, Professional Standards, Prosecutions, Legal/Privacy, TSC, Finance, Public Affairs, Electronic Crime Lab, MPES, Policy, Community Policing, OPG, Strategic Change Unit.
49. External groups include: Crown Law Office, MoJ/Courts, Law Commission (regarding surveillance laws), Member representative groups such as the Police Association and Police Managers Guild, and the Office of the Privacy Commissioner.
50. Police may wish to consider consulting the public. Options include a public discussion paper, focus groups, or some form of nationally-representative surveying.

Recommendations

51. It is recommended that you:
1. **note** the use of Body Worn Video in the UK has been shown to enhance and make a valuable contribution to policing;
 2. **consider** a PEM paper be prepared with recommendations;
 3. **consider** a NZ Police trial of the overt use of Body Worn Video on a small scale to evaluate the benefits in the NZ context;
 4. **consider** whether Operations Group is best suited to own the project for the trial of Body Worn Video;
 5. **consider** funding a position in Operations Group for the 2008/09 financial year to project manage the 2009/10 budget bid proposal for a trial of Body Worn Video.


National Manager Policy Group

