

**a. Description of the Issue OR Statement of the Problem if research is involved**

The Kirkland Police Department (KPD) is pleased to submit this application to the Bureau of Justice Assistance (BJA) for funding to support the implementation of its new broad-scale comprehensive Body-Worn Camera (BWC) program.

Increasing police accountability and transparency are topics at the forefront of a national conversation about law enforcement today. Leveraging innovative technology, such as BWCs, is a solution that can demonstrate a police agency's willingness to be transparent in and accountable for its service delivery.

The President's Task Force on 21st Century Policing states, "Trust between law enforcement agencies and the people they protect and serve is essential in a democracy. It is the key to the stability of our communities, the integrity of our criminal justice system, and the safe and effective delivery of police services." At the KPD, we recognize that providing effective policing for our community depends on the public's perception of the legitimacy of our officers' actions. Our mission is to protect and serve our community with honor, integrity, and courage. We are committed to providing transparency to the community and ensuring police officers carry out the Department's mission professionally and appropriately at all times. We recognize that BWC technology alone will not achieve this mission and could undermine our deep commitment to these principles unless a thoughtful and comprehensive BWC program is developed in partnership with those whom we have sworn to serve and protect. We must develop clear, well-defined BWC policies and procedures that safeguard civil rights, and provide ongoing community education and resources to support victims of crime. A comprehensive BWC program as part of a holistic criminal justice system can better support our mission of service with honor and integrity while being responsive to the calls for police reform.

The City of Kirkland is in King County, Washington, and according to the 2019 U.S. Census Bureau, has an estimated population of 93,000. Kirkland is the 10th largest city in Washington State, with a growth rate of 8.3% from 2016 – 2020. The demographic breakdown is as follows: Caucasian 75.5%; Asian 14.5%; Hispanic or Latino 8%; African American 1.5%; American Indian and Alaska Native 0.4%; Native Hawaiian and Other Pacific Islander 0.1% and a Mixed-Race of 5.5%. Kirkland's geographical area is 10.79 square miles with a population density of 4,522.8 persons per square mile. KPD has an authorized sworn strength of 107. The number of BWCs this project expects to provide is 110 (107 sworn plus 3 Parking Enforcement Officers). The number of officers with patrol activities or daily citizen interactions in the field is 99. The KPD has not applied for any other BWC grant programs.

As a city with a majority Caucasian demographic, we recognize our responsibility to proactively develop city programs and services to increase diversity and promote a safe and welcoming community for everyone. A critical component to the success of these efforts is continually building community trust through accountability and transparency. On February 21, 2017, the Kirkland City Council adopted Resolution 5240 (R-5240), declaring Kirkland a safe, inclusive, and welcoming community for all people. Following the adoption of R-5240, the City took many budgetary and policy actions to make progress towards these goals but recognized the need for a stronger framework with more specific actions to achieve equity, justice, and inclusion for everyone. As a result, the City publicly announced its deep commitment to these original principles by adopting the ambitious Resolution 5434 (R-5434) on August 4, 2020. This resolution identified a more aggressive framework to ensure Kirkland remains a safe, inclusive, and welcoming community through specific actions to improve the safety and respect of black people and end structural racism by partnering with those most affected.

A key component of R-5434 is developing a third-party equity assessment to allow the City Council, City staff, and the community to better understand issues related to organizational and community inequities and identify strategies for addressing those inequities. In early 2021, the City hired a consultant to design and implement a community outreach and engagement plan focusing on equity and the specific actions identified in R-5434. An essential action identified in R-5434 is the development of a comprehensive BWC program.

Initial BWC program outreach, conducted in early 2021, focused on those groups within the community that may have been historically underrepresented in civic life. One of these groups is the City's Black Community Police Advisory Committee, a group of community stakeholders who serve as a resource to the Kirkland Chief of Police when contemplating public safety issues facing the police department and the community. Another is the Eastside Right to Breathe Committee, which was established following the death of George Floyd and has vigorously advocated for the implementation of a comprehensive KPD BWC program. This initial outreach showed broad support for a comprehensive Kirkland Police BWC program. The City is continuing to engage the community and solicit feedback on R-5434 and plans to expand the outreach this fall to incorporate the BWC legislation identified in the Revised Code of Washington 10.109.020, which states that "...Any ordinance or resolution authorizing the use of BWCs should identify a community involvement process for providing input into the development of operational policies governing the use of BWCs."

The KPD started conducting extensive BWC research in 2020 and found that a successful BWC program can promote departmental transparency and accountability, enhance officer and public safety, reduce use-of-force incidents and customer complaints, and increase evidentiary quality leading to more effective case adjudication.

BWCs provide an audio-visual recording of encounters between police and the community and may encourage officers and community members to maintain a higher standard of behavior during an incident, ultimately leading to an increase in trust, mutual respect, and safety. BWCs have been directly related to higher rates of citizen compliance to officer commands during critical encounters resulting in fewer use-of-force incidents and fewer complaints against law enforcement. For example, a National Institute of Justice Study of the Las Vegas Metropolitan Police Department published in December 2017 found that officers with BWCs generated fewer use-of-force reports and complaints from citizens than officers without BWCs. Additionally, officers with BWCs had higher numbers of arrests and citations than officers without BWCs. Research also supports that BWCs can lead to a faster resolution of citizen complaints and lawsuits that allege excessive use-of-force or other forms of officer misconduct.

The KPD's existing use-of-force early warning system and review process will allow KPD to realize the maximum benefits of an effective BWC program immediately. Every use-of-force and show-of-force incident by a KPD officer is subject to the following reviews: (1) by the officer's supervisor(s); (2) by the officer's direct lieutenant; (3) the training unit or specialized cadre. These reviews primarily rely upon written reports and any other evidence available (e.g., video taken by security cameras or cell phone video). BWC recordings will provide valuable evidence and insight into KPD's use-of-force events and can be immediately incorporated into our existing review process utilizing our current Digital Evidence Media (DEM) software, Evidence.com.

BWCs have significantly improved how officers capture evidence for investigations and court proceedings. BWCs record victim, witness, and suspect statements, as well as crime scene

filming and other interactions with the community. BWCs also capture law enforcement contacts in recordings that can assist in complaint investigations, lawsuits, or other alleged police behavior claims. Recently, Washington State adopted House Bill 1223 – Uniform Electronic Recordation of Custodial Interrogations (HB 1223) requiring any custodial interrogation of an adult for a felony offense, or a juvenile of any offense, be electronically recorded effective January 1, 2022. A key consideration contained in HB 1223 is from the Washington Association of Sheriffs and Police Chiefs (WASPC) “...WASPC takes the position that the most reasonable way to comply with these requirements is to, at a minimum, equip officers with body-worn cameras.”

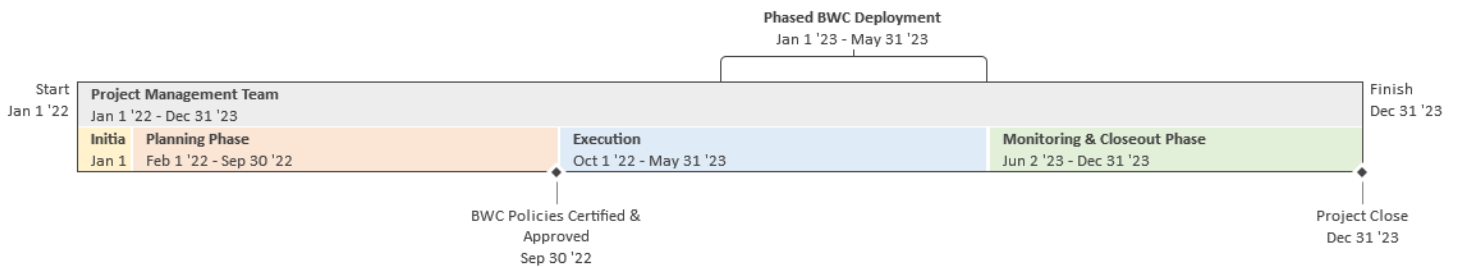
Evidentiary effectiveness is also significantly improved with BWCs versus audio or written statements. Currently, the KPD Officers obtain written or audio statements from suspects, victims, and witnesses, as they verbally detail their recollection of a specific event. In situations such as Domestic Violence, victims have often sustained physical injuries or are in a heightened mental state. With the addition of body camera technology, these interviews will include a powerful visual of them recounting the event along with the physical injuries and mental state that can be used later in court.

While BWCs are not a complete solution to all police reform issues, evidence suggests BWCs have had a salutary effect on policing and the criminal justice system. BWC recordings often provide a more full and fair record of encounters that can be used in the search for truth during both investigations and trials, resulting in improved case adjudication

The KPD is well-positioned and well-qualified to implement a successful BWC program. The Department has already conducted substantial research on existing BWC programs and systems, including a BWC Technology Request for Information (RFI) conducted in August

2020 and a BWC white paper published for the Kirkland City Council in September 2020. KPD also continues to monitor and evaluate legislative changes and external environmental factors that influence the many policy points needed to implement an effective BWC program. In addition, KPD has a track record of success working with the U.S. Department of Justice (DOJ) to demonstrate and evaluate new law enforcement strategies, and we are prepared to share our lessons learned with jurisdictions across the country.

**b. Project Design and Implementation**



The KPD BWC Project will be managed following the global standard in project management principles defined by the Project Management Institute (PMI). The KPD’s BWC project will consist of four phases; Initiation Phase, Planning Phase, Execution Phase, and Monitoring and Closeout Phase. A detailed project outline is included as Attachment A. The project will include a hybrid of adaptive and predictive methodologies to allow for changing legislation and emerging BWC best practices.

A Project Management Team (PMT) will be established and consist of key members from the City Manager's Office, the City Attorney's Office, the City's Information and Technology Team, the City's Finance & Administration Office, and the KPD Police Command Staff. The PMT will utilize the BJA BWC Toolkit, podcast series, and online resources. The Project Manager and another member of the PMT will attend the mandatory national meeting and additional regional peer-to-peer information exchange opportunities. The PMT will oversee

all phases of the BWC project beginning January 1, 2022, through the projected close date of December 31, 2023. The PMT will be responsible for

- directing and managing all project work, including project timelines and benchmarks,
- collecting and analyzing project performance metrics,
- monitoring project assumptions and risks,
- documenting and achieving all project information,
- monitoring stakeholder engagement,
- monthly contact with the TTA and completing all grant reporting requirements.

The PMT will meet monthly to review team deliverables, analyze critical paths, and document performance measures. In addition, the PMT will review each phase gate to determine organizational strategic alignment before proceeding to the next phase.

**INITIATION PHASE** - will begin January 1, 2022, and end on January 31, 2022. The objective of the Initiation Phase is to finalize all project launch requirements, including project funding, scope, and charter. In addition, project stakeholders will be formally identified and memorialized. All Initiation Phase project documentation will then be submitted to the City Manager (CM) for approval. Once the CM approves the initiation phase, the project documentation will be submitted to the Kirkland City Council for final approval. Once the BWC project receives final approval, the PMT will establish the specialized project teams and initiate the Planning Phase.

**PLANNING PHASE** - will begin February 1, 2022, with an estimated completion date of September 30, 2022. The Planning Phase will consist of nine specialized teams working in conjunction and reporting to the PMT. Each Team will be given all project documentation, established project objectives, and required team deliverables. The following are the Planning

Phase teams and objectives: Communication Team – will identify stakeholder communication needs by analyzing relevant information regarding involvement, influence, and potential impact on project success. This Team will develop a comprehensive communication plan for the PMT, the specialized teams, and stakeholders. They will manage and monitor project communications and modify engagement strategies to meet the project needs and objectives. The Communication Team will work closely with the Community Engagement Team and the Partnership Team to develop effective, diverse, and interactive communication methods. Partnership Team – will expand project stakeholders to establish working partnerships with allied criminal justice agencies, bargaining units, and civic organizations. Their primary objective is to involve partnership groups in the development of a comprehensive BWC program. Team deliverables will include providing feedback from the partnership groups, developing a BWC city ordinance or resolution, and required agreements such as Interlocal Agreements, Memorandums of Understanding, and Memorandums of Agreements. Community Engagement Team – will research existing community BWC program community engagement strategies and methods. They will work closely with the consultant hired by the City in early 2021 to provide a gap analysis along with a strategic plan for community outreach and engagement. Working with the Communications Team, this Team will establish interactive communication channels and provide BWC resources and public education. The focus will be on supporting the community's BWC needs while managing expectations. Finance Team – will plan cost management and determine a budget baseline. Using the project funding identified and approved during the Initiation Phase, this Team will monitor project costs and changes to the budget baseline to control costs. The Team will ensure fiscal compliance and accountability of the grant funding and matching funds. Policy Team – will continue to research applicable state and local laws to



establish legal responsibilities for BWC policy development. This Team will track and document any legislative changes and review existing BWC policies from other jurisdictions. Key considerations for KPD policy development will include (1) Video Capture - activation, deactivation, and consent; (2) Video Viewing – critical incident, training, officer, chain of command; (3) Video Use – evidence, custodial interviews, intelligence; (4) Video Release – redaction, Freedom of Information Act (FOIA), public/victim/prosecutor release; (5) Video Storage – retention, chain of custody, destruction; (6) Procedure/Data Audits and Controls – compliance monitoring, security, violations. This Team will work closely with the Community Engagement Team and the Partnerships Team to ensure draft policies address BWC issues involving civil rights and domestic violence, juvenile rights, and other victim groups' rights and the Revised Code of Washington 10.109.020, which states that “...Any ordinance or resolution authorizing the use of BWCs should identify a community involvement process for providing input into the development of operational policies governing the use of BWCs.” To assure comprehensive and deliberate BWC policies are developed, this Team will regularly meet with the BJA TTA. Once the BWC policies are drafted, this Team will submit the BWC Policy Review Scorecard and request BJA BWC Policy Implementation Program Policy Certification.

Technology Team – will expand on the original KPD RFI conducted in August 2020 and research BWC technology and systems. This Team will identify and finalize technology requirements and program specifications for the KPD BWC program. The Procurement Team will use this information to select a vendor and award a BWC contract. Procurement Team – with the City's Purchasing Department, this Team will work through the logistics and complexity of BWC procurement. Once the technology requirements are identified, this Team will conduct the procurement process and recommend a vendor to the PMT. Once a vendor is selected, this

Team will work with the City's Purchasing Department on finalizing all procurement documentation and contract award. Implementation and Procedure Team – will research and evaluate existing BWC procedures and identify process assumptions and risks. They will gather BWC program metrics for procedure design and implementation. They will work with affected workgroups to estimate workload and span of control. Working with the Human Resources Team and the Partnerships Team, they will provide data to drive decisions about changes in working conditions and new BWC personnel needed. They will draft BWC and DEM procedures and workflows. This Team will be responsible for designing and implementing BWC program tracking mechanisms to determine BWC program success or areas for improvement. These mechanisms will allow pre and post BWC implementation statistical analysis to include use-of-force, show-of-force, citizen complaints, number of arrests, and case adjudication. Human Resources Team – will research existing BWC programs with a focus on personnel allocated and roles. They will work with the Implementation Team to identify changes to existing job descriptions and additional personnel requirements. They will assist the Partnerships Team with bargaining the impacts of a KPD BWC program. They will draft new job descriptions and start the recruitment process.

**EXECUTION PHASE** - will begin October 1, 2022, with an estimated phase gate of June 1, 2023. The Execution Phase will consist of eight specialized teams working in conjunction and reporting to the PMT. The following are the Execution Phase teams and objectives: Testing and Training Team - will research and evaluate existing BWC testing and training programs. They will develop BWC training, materials, and a timeline for officers, supervisors, and command staff. They will work with the Policy Team to issue BWC policies along with training. They will establish a BWC training plan for the BWC launch as well as

future new hires. The training plan will include how to use the BWC technology and provide in-depth instruction on BWC policies and procedures. This Team will also organize a pre-launch BWC testing plan and update any necessary modifications to the specialized teams. This Team will be responsible for the phased implementation of BWCs starting January 1, 2023 and ending May 31, 2023. Communication Team – will continue to manage project communications and stakeholder engagement in line with the project communications plan. Partnership Team – will continue to finalize required partnership agreements and provide regular project updates to partnership groups. Community Engagement Team – will continue to manage and monitor community engagement. As the KPD BWC program develops, this Team will focus on providing resources and BWC education. They will identify additional opportunities for outreach to include public forums, neighborhood meetings, and opportunities to speak to civic groups. Finance Team – will continue to manage and control project costs. Policy Team – will work with the Testing and Training Team to issue new BWC policies and develop initial and ongoing training. Technology Team – will work with the vendor on BWC technology pre-deployment setup and installation. They will work with the Testing and Training Team to develop and implement training environments. Procedure Team – will work with the Testing and Training Team to develop a comprehensive BWC training program. Human Resources Team – will hire new personnel and update all job descriptions.

**MONITORING AND CLOSEOUT PHASE** – will begin June 2, 2023, after the launch of the BWC, and will conclude with the project end on December 31, 2023. The Monitoring and Close Out Phase will consist of the four teams and the PMT. The PMT will be responsible for monitoring and evaluating KPD BWC deployment and operational effectiveness. The PMT will also work with all specialized teams to formally close the project and provide a detailed project

report to the City Manager's Office and City Council. The following are the Monitoring and Close Out Phase teams and objectives: Training Team – will evaluate the effectiveness of the BWC training program and identify any gaps or additional training opportunities. This Team will work closely with the Partnerships Team to establish parameters for using BWC footage for future training opportunities. Community Engagement Team – will continue to manage and monitor community engagement. This Team will provide metrics and information on the effectiveness of BWC community resources and education. Finance Team – will monitor any additional project costs. This Team will finalize all project financial documents and assist the PMT with formally closing the project. Partnerships Team – will continue to update partnerships groups on the KPD BWC program post-launch.

### **c. Capabilities and Competencies**

The PMT will be led by KPD's Civilian Administrative Commander, Melissa Petrichor, a graduate of the Harvard Business School's Business Analytics Program, holds a PMI CAPM certification and a Six Sigma Green Belt certification. Commander Petrichor has successfully managed several major KPD projects. The key members of the PMT will consist of managers and directors from each of the following departments: City Manager's Office, the City Attorney's Office, the City's Information and Technology Department, the City's Finance & Administration Office, and the KPD Police Command Staff. In addition, the BWC project will be designated a new technology project with substantial guidance from the City of Kirkland Information and Technology Department. The City of Kirkland's IT Department covers the following areas of services for City staff and residents: (1) Service Desk – The IT Department has a 3-person service desk team to support City staff and council; (2) Network and Desktop Services – This Team supports the City's technology infrastructure both on-premise and in the

Microsoft Azure Cloud, security and monitoring of the IT infrastructure, systems and applications; (3) Enterprise Applications – This Team supports a portfolio of over 80 commercial off-the-shelf (COTS) applications including the City's Enterprise Resource Planning (ERP) System, Enterprise Asset Management (EAM) System, Permitting Application, and Utility Billing. Additionally, the Team supports many SaaS applications such as the Parks Recreation System, Customer Response Management, and the City's External Facing Website; (4) Geographic Information Systems – This Team supports a variety of internal and external-facing geospatial applications and services, data analytics and reporting; (5) Digital Services – This Team provides content and supports the City's local TV channels, as well as content for the City's social media channels.

The IT Department has significant experience implementing both on-premise and SaaS solutions with in-house project management resources. The following systems were implemented using project management resources from IT: (1) ERP System – Tyler Munis was implemented in 2018-19 as the City's ERP system. This system encompasses the following functions for Finance and HR: Purchasing, Accounts Payable, Payroll/Timekeeping, Budget Creation and Management, Employee Self-Service, Applicant Tracking (Recruitment), Cashiering, and Grant Management; (2) EAM System – Lucity was implemented in 2016 as the City's EAM System with primary usage by Public Works, Parks and Facilities for managing assets and work orders. This implementation also included mobile work order management for field staff; (3) The City's external-facing website was implemented in 2019 as a SaaS solution.

As mentioned above, our EAM System Lucity includes mobile work order management for field staff. In addition, MDT/MDC's (Mobile Data Terminals) were initially deployed in the early 2000s to provide mobile access to the CAD and RMS. Since the initial deployment, the

MDT's have been a four-year lifecycle replacement schedule. Most have been upgraded in the last 18-24 months. The configuration and deployment is a process that involves Kirkland with the Regional Communications Center (NORCOM).

The Kirkland Police Department also uses iPhones in the field. Kirkland IT provisions these devices using MDM (Mobile Device Management) via Microsoft Intune. MDM also allows the iPhones to receive the required/needed applications and subsequent updates automatically. Some other areas accomplished by the IT Department regarding mobility: (1) Remote Access - In August of 2020, the IT department deployed Palo Alto firewalls to improve and modernize our border security with Next-Generation Firewalls. As part of this deployment, we were also able to accommodate better remote access (VPN) needs for Kirkland Staff and, at the same time, provide more segmented access for vendors, contractors, and personal devices. Kirkland IT took on the project management and the actual technical deployment of these technologies, including the rollout to customers, using our internal service desk; (2) Cloud computing - In 2018 and 2019, the City of Kirkland migrated a large majority of its infrastructure and applications to Microsoft's Azure Government Cloud. The key goals in the project were resiliency and more robust disaster recovery capabilities. In May of 2021, the IT staff was also able to engineer and implement the reverse of the above by providing the ability to now restore/recover our cloud environment to on-premise locations if ever needed (3) Mobility - During 2020 and the first quarter of 2021, the City of Kirkland rolled out Voice Mobility using CISCO Jabber. This provided staff with the city voice/phone system available on their City Laptops or a mobile device, such as iPhone or Android, and proved to be very useful with the demands of COVID and primarily a remote workforce.

In addition to new software/system implementations, the IT Department is also responsible for managing annual upgrades for applications, systems, and infrastructure.

The KPD has long-standing, solid relationships with professionals with whom the officers regularly interact. These professionals include prosecutors, City Departments, child welfare authorities, medical facilities, the media, domestic violence support groups, and others. The KPD also employs a victim advocate who assists victims of domestic violence and sexual assault. The Department has started consulting with these entities on implementing a comprehensive BWC program and will continue to seek out their involvement throughout the life of the project.

**d. Plan for Collecting the Data Required for this Solicitation's Performance Measures**

The PMT will be responsible for collecting all project data and metrics monthly. The PMT will measure project performance against all identified project objectives and deliverables using a combination of Microsoft tools, including Microsoft Project, Word, Outlook, and Excel. In addition, the PMT will use the critical path method and identify milestones to evaluate the impact of the project. The PMT will work closely with the BJA TTA provider on all phases of the KPD BWC project and will be responsible for submitting all performance information via the Performance Measurement Tool (PMT) and any other methods identified by the TTA.

**e. Plans for Continuation of the Program After Federal Funds Have Been Expended**

The City intends to sustain this program beyond the end date of the grant period of performance. Receiving the grant funding will allow the time needed to develop a new program budget request that will be supported by data and metrics that show the success of the program and the need for its continuance.