

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4134-02
Bill No.: HB 1516
Subject: Law Enforcement Officers and Agencies; Criminal Procedure; Fees
Type: Original
Date: April 29, 2016

Bill Summary: This proposal requires uniformed law enforcement officers to wear a video camera while on duty to record any interaction between a law enforcement officer and a member of the public.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
General Revenue	(\$772,812)	(\$435,659)	(\$446,461)
Total Estimated Net Effect on General Revenue	(\$772,812)	(\$435,659)	(\$446,461)

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
Water Patrol Fund	(\$49,650)	\$0	\$0
Gaming Commission Fund	(\$272,315)	\$0	\$0
Highway Fund	(\$2,289,472)	(\$155,081)	(\$156,649)
Conservation Commission Fund	(Greater than \$100,000)	(Greater than \$100,000)	(Greater than \$100,000)
Total Estimated Net Effect on Other State Funds	(Greater than \$2,711,437)	(Greater than \$255,081)	(Greater than \$256,649)

Numbers within parentheses: () indicate costs or losses.

This fiscal note contains 11 pages.

ESTIMATED NET EFFECT ON FEDERAL FUNDS			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
Total Estimated Net Effect on FTE	0	0	0

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2017	FY 2018	FY 2019
Local Government	(More than \$24,256,000)	(More than \$2,965,000)	(More than \$2,965,000)

FISCAL ANALYSIS

ASSUMPTION

Officials from the **Department of Public Safety - Capitol Police** state this proposal would require all Capitol Police officers to record all interactions with the public through the use of body cameras. There will be an added cost to Capitol Police for the purchase of the following items: body cameras for each officer (\$22,240), two (2) docking stations (\$5,990), and three (3) VuVault software license (\$2,985). Body Cameras (10) would need to be replaced each year because of damage, malfunction or at the end of their two (2) year service life. This cost is estimated at \$6,950 for FY 2018 and FY 2019.

Server and associated costs are as follows:

Server: \$5,000

Windows Server License: \$2,300

SQL Server License: \$2,000

Total cost: \$9,300

The initial cost to implement this program is estimated at \$40,515 with ongoing estimated cost of \$6,950 for FY 2018 and beyond.

Officials from the **Department of Public Safety - Division of Fire Safety** state that their department employs 20 law enforcement officers. These officers frequently interact with the public while conducting investigations and acting in an official capacity. If each of these employees were required to be equipped with a camera, and have the software and storage capabilities required, the cost to the Division would be approximately \$30,570 in the first year, and \$9,687 and \$9,928 for 2018 and 2019 respectively for replacement and maintenance of this equipment.

Officials from the **Department of Public Safety - Missouri Highway Patrol** assume this legislation would require the Missouri State Highway Patrol to outfit 1,379 officers (1,155 officers, 120 CVO/CVI officers, and 104 command staff) with the following technology along with 161 servers and supporting software. Twenty-three of the 161 servers and supporting software will be needed at the CVE scale houses, 13 will be needed for the Division of Drug and Crime Control (DDCC), and the remaining 125 (23+13+125 = 161) will be installed in zone offices and troop headquarters. Cost estimates are as follows:

ASSUMPTION (continued)

FirstVu HD Advanced Body Camera Video Systems (1,379 x \$695)	\$958,405
161 VuVault Server Software Licenses (161 x \$995)	\$160,195
161 Servers (161 x \$5,000)	\$805,000
161 Windows Servers Licenses (161 x \$2,300)	\$370,300
161 Sequel Server License (161 x \$2,000)	\$322,000

The total cost for the initial equipment would be \$2,615,900 (\$958,405 + 160,195 + \$805,000 + \$370,300 + \$322,000).

The Information and Communication Technology Division (ICTD) of the Highway Patrol will be required to hire two additional FTEs (one Computer Information Technologist I and one Computer Information Technologist III) to implement and maintain this mission critical application. These specialists will be responsible for working with the network and server group to install and configure the servers and other related hardware necessary for the smooth operation of this technology. In addition, they would be responsible for training officers on the usage, care, and maintenance of the video equipment and instructing officers on basic troubleshooting and repair of the video equipment.

There will be recurring costs of \$650 per year per FTE for office supplies and phone charges and no standard equipment charges would be required.

Computer Information Technologist I (\$1,508.50 x 24)	\$36,204
Computer Information Technologist III (\$1,881.50 x 24)	\$45,156
Recurring Costs	
Phone Charges per FTE	\$350
Office Supplies per FTE	\$300

ASSUMPTION (continued)

Officials from the **Department of Natural Resources (DNR)** assume this proposal would require all uniformed law enforcement offices to wear a video camera while on duty to record any interaction between a law enforcement officer and a member of the public and to preserve the recording for 30 days.

Missouri State Parks employs 44 State Park Rangers throughout the State Park System. To ensure continual compliance, we assume our initial order of equipment would need a 10% contingency to ensure sufficient equipment is on hand for breakage. Additionally, we anticipate a replacement cycle of 33% per year. The current model of body camera is on a state agency contract for \$795. DNR will also need to purchase back up batteries for each camera to ensure that our Rangers do not run out of battery during their shift. It is assumed the same replacement cycle for the back-up batteries.

The time and cost for the Missouri State Parks to train and document new procedures (downloading, monitoring, accessing for authorized used, etc.) for the use of the cameras will be absorbed by current staff time and current budget funds.

DNR estimates a total cost of \$569,327 in FY 2017, \$419,022 in FY 2018 and \$429,583 in FY 2019 for the implementation of this proposal.

Officials from the **Missouri Department of Conservation** assume this proposal would have an unknown negative fiscal impact to their Department but likely greater than \$100,000 due to unknown cost of equipment and staff time.

Officials from the **St. Louis County Police Department** state it is estimated that the initial equipment cost, including items such as the body camera, mounts, and brackets, for body cameras is \$844,980. The cost for licensing, data, service plans, and annual fees over three years is approximately \$963,408. The cost to upgrade networks at precincts and other necessary locations is \$200,000. The cost of two additional personnel to handle the entire camera system is approximately \$380,376 over three years.

There would also be an additional unknown cost of training. Each officer would need to be trained on body cameras. There would be the cost of a new academy class and instructor, the registration fee for all 832 officers, and the required overtime in order to make sure all precinct beats were staffed during training. The cost for a training registration fee is \$50.00 per officer and there are 832 officers, totaling \$41,600. The average cost of an academy instructor salary is \$50,000 annually. This makes the total cost to St. Louis County over three years \$2,480,364.

ASSUMPTION (continued)

Officials from **St. Louis County Government** state the proposal excludes fines collected for traffic violations. The assessment of fines on non-traffic violations are rare. Most of these violations result in participation in programs such as Petty Larceny Offender Programs, Alternative Community Services Programs, Victims Impact Programs, etc. Municipal Court total fine revenue is \$4 million. If we assume that half of that is from traffic tickets, we are left with \$2 million. Five percent of this amount is only \$100,000, which is well below any cost St. Louis County would incur. The amount of revenue imposed and collected from this type of violation would not be enough to assist in the funding of body cameras.

Officials from the **Independence Police Department** state while this bill includes a provision for funding, it does not provide any up-front costs for implementation. The funding required for the purchase, along with all of the required storage and server capacity and the personnel costs associated with maintaining a video system far exceed the revenues collected through fines. Additionally, the additional cost associated with the video requests will require additional Records Staff which is not funded through this bill.

Officials from the **Platte County Sheriff's Office** estimate that the first year costs of the proposed legislation would increase expenses by approximately \$130,000. This costs is an estimate based on the number of body worn cameras that the Sheriff's Office would be required to purchase, related software expenses and the cost of additional secure server storage for the video recorded on the body worn cameras. On-going costs are difficult to estimate at this point in time but would likely include costs associated with replacement equipment for damaged or lost cameras and costs for additional storage capacity in the future.

Also, the proposed legislation contains a provision that takes 5% of current fines collected by the County to pay for the cameras. This would result in a corresponding shortfall in current revenues. Additionally other laws allocate certain amounts from some these fines to other entities including local schools. The estimated negative impact of this provision is estimated to be approximately \$56,000. It should be noted that examining the effect of this provision utilizing the 2015 fines collected year to date the bulk of the fines collected are in the category that is allocated to area schools.

Officials from the **Springfield Police Department** state the proposal would result in \$250,000 in initial expense and \$250,000 in annual costs for storage fees, plus \$108,746 for two additional staff (at \$54,373 each) to manage sunshine law requests and maintain hardware.

ASSUMPTION (continued)

Officials from the **City of Kansas City** state new costs would be incurred by requiring all police officers (with certain exceptions) to wear body cameras. Although the City of Kansas City does not control its police department, it is required to fund the department, and does so far in excess of that mandated by statute. Consequently, new obligations of the police department will fall to the City to fund. The bill states that 5% of certain fine revenue of the City will pay for the cameras for these State employees.

Officials from the **Columbia Police Department** state the bill appears to require the City to set aside about \$54,000 in revenues from non-traffic fines for body cameras. Columbia Police officers have been wearing body cams since July 2014, funded through General Revenue. The bill appears to allow no discretion in local funding sources, and it's unclear if the fine-generated revenue is an annual set aside, whether or not that much funding is needed for cameras.

Officials from the **Department of Social Services, Department of Public Safety - Office of the Director** and the **Division of Alcohol and Tobacco Control** and the **Office of the State Courts Administrator** each assume the proposal will have no fiscal impact on their respective organizations.

Oversight notes that according to the Department of Public Safety, there are 14,780 active, full-time, commissioned peace officers along with 2,737 commissioned reserve peace officers (part-time, with power of arrest but working less than 30 hours per week) in Missouri. Taking away the approximately 1,400 peace officers working for the state (between the Missouri Highway Patrol, Fire Safety, Capitol Police, Department of Natural Resources, Missouri Department of Conservation, and the Department of Social Services - State Technical Assistance Team) would leave approximately 16,000 peace officers ($14,780 + 2,737 - 1,400$) in Missouri that are not employed by the state. Oversight will assume that 80 percent of these do not already have body cameras in use and therefore, local law enforcement agencies would need to purchase body cameras and necessary support equipment/software/licenses for 12,800 officers ($16,000 \times 80\%$).

Using MHP's estimate of \$695 each for these cameras, **Oversight** assumes this would cost law enforcement agencies approximately \$8,896,000 to purchase ($12,800 \times \695). In addition, numerous servers, licenses, and applicable software would be needed to ensure the system functions correctly. Again, an estimate of an additional \$1,200 per officer for all the necessary support equipment, this would equate to an additional \$15,360,000 in initial expenditures ($12,800 \times \$1,200$). Also using MHP's assumption of the need to replace 1/3 of the cameras each year would result in an ongoing cost of \$2,965,000 ($12,800 / 3 \times \695) per year.

In addition, some of the law enforcement agencies would be required to hire additional staff to administer the body cameras and related systems. **Oversight** does not have an estimate regarding

ASSUMPTION (continued)

how many of the 667 law enforcement agencies in the state would need to hire an additional person to administer the program and how many are large enough to require hiring more than one person. Therefore, Oversight will reflect the cost of the additional FTE to be Unknown. If the amount of additional FTE needed by the local law enforcement averaged one per agency (some of the smaller agencies not needing an additional FTE and some of the larger agencies needing more than one) this could total over \$26 million (667 x \$40,000) plus fringe benefits per year.

Oversight notes this proposal contains a provision allowing for 5% of all fines collected by a city, town, village or county excluding any fines collected for traffic violations or amended charges from traffic violations to fund the video cameras required in this proposal, the amount of potential fine revenue is unknown. Oversight will assume these will not be new revenues to local political subdivisions, simply earmarking a portion of existing revenues to pay for these cameras. Therefore, Oversight will not reflect additional revenue from this proposal.

<u>FISCAL IMPACT - State Government</u>	FY 2017 (10 Mo.)	FY 2018	FY 2019
GENERAL REVENUE			
<u>Cost - Capitol Police</u> Purchase of body camera equipment	(\$40,515)	(\$6,950)	(\$6,950)
<u>Cost - Division of Fire Safety</u> Purchase of body camera equipment	(\$30,570)	(\$9,687)	(\$9,928)
<u>Cost - Missouri Highway Patrol</u> Purchase of body camera equipment	(\$132,400)	\$0	\$0
<u>Cost - Department of Natural Resources</u> Purchase of body camera equipment	(\$569,327)	(\$419,022)	(\$429,583)
ESTIMATED NET EFFECT ON THE GENERAL REVENUE FUND	<u>(\$772,812)</u>	<u>(\$435,659)</u>	<u>(\$446,461)</u>

<u>FISCAL IMPACT - State Government</u> (continued)	FY 2017 (10 Mo.)	FY 2018	FY 2019
WATER PATROL FUND			
<u>Cost - Water Patrol</u>	<u>(\$49,650)</u>	<u>\$0</u>	<u>\$0</u>
Purchase of body camera equipment			
ESTIMATED NET EFFECT ON THE WATER PATROL FUND	<u>(\$49,650)</u>	<u>\$0</u>	<u>\$0</u>
 GAMING COMMISSION FUND			
<u>Cost - Missouri Highway Patrol</u>	<u>(\$272,315)</u>	<u>\$0</u>	<u>\$0</u>
Purchase of body camera equipment			
ESTIMATED NET EFFECT TO THE GAMING COMMISSION FUND	<u>(\$272,315)</u>	<u>\$0</u>	<u>\$0</u>
 HIGHWAY FUND			
<u>Cost - Missouri Highway Patrol</u>	<u>(\$2,289,472)</u>	<u>(\$155,081)</u>	<u>(\$156,649)</u>
Purchase of body camera equipment			
ESTIMATED NET EFFECT TO THE HIGHWAY FUND	<u>(\$2,289,472)</u>	<u>(\$155,081)</u>	<u>(\$156,649)</u>
 CONSERVATION COMMISSION FUND			
<u>Cost - Department of Conservation</u>	<u>Greater than</u>	<u>Greater than</u>	<u>Greater than</u>
Purchase of body camera equipment	<u>(\$100,000)</u>	<u>(\$100,000)</u>	<u>(\$100,000)</u>
ESTIMATED NET EFFECT TO THE CONSERVATION COMMISSION FUND	<u>Greater than</u>	<u>Greater than</u>	<u>Greater than</u>
	<u>(\$100,000)</u>	<u>(\$100,000)</u>	<u>(\$100,000)</u>

<u>FISCAL IMPACT - Local Government</u>	FY 2017 (10 Mo.)	FY 2018	FY 2019
LOCAL POLITICAL SUBDIVISIONS			
<u>Costs</u> - Body cameras and ongoing replacement	(\$8,896,000)	(\$2,965,000)	(\$2,965,000)
<u>Costs</u> - supporting equipment, servers, licenses, software, etc. for body cameras	(\$15,360,000)	\$0	\$0
<u>Costs</u> - Additional FTE may be needed to administer the body cameras	<u>(Unknown)</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
ESTIMATED NET EFFECT TO THE LOCAL POLITICAL SUBDIVISIONS	<u>(More than \$24,256,000)</u>	<u>(More than \$2,965,000)</u>	<u>(More than \$2,965,000)</u>

FISCAL IMPACT - Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

The proposal requires all uniformed law enforcement officers in Missouri to wear a video camera affixed to his or her uniform while on duty. The video camera must record the interaction between a law enforcement officer and a member of the public. The recording must include both audio and video.

All law enforcement agencies must preserve any recordings made by a video camera for a minimum of 30 days and must develop any policies and procedures necessary to execute these provisions.

These provisions will not apply to detectives or other law enforcement officers while they are working in an undercover capacity or in any situation where the wearing of the video camera would endanger the safety of the officer or the public.

The bill requires 5% of all fines collected by a city, town, village, or county, excluding fines collected for a traffic violation or amended charge from a traffic violation, to be used to fund the

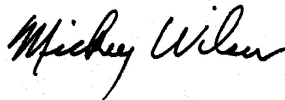
FISCAL DESCRIPTION (continued)

video cameras.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Public Safety
 Office of the Director
 Division of Alcohol and Tobacco
 Missouri Highway Patrol
 Division of Fire Safety
 Missouri Gaming Commission
Department of Natural Resources
Missouri Department of Conservation
Department of Social Services
Office of the State Courts Administrator
Springfield Police Department
Independence Police Department
Platte County Sheriff's Office
St. Louis County Government
Columbia Police Department



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