

SACHI A. HAMAI Chief Executive Officer

October 10, 2017

County of Los Angeles CHIEF EXECUTIVE OFFICE

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To: Supervisor Mark Ridley-Thomas, Chairman Supervisor Hilda L. Solis Supervisor Sheila Kuehl Supervisor Janice Hahn Supervisor Kathryn Barger

From: Sachi A. Hamai Chief Executive Officer

SHERIFF'S PLAN TO IMPLEMENT BODY-WORN CAMERAS (ITEM NO. 2, AGENDA OF JULY 12, 2016)

On July 12, 2016, the Board directed the Chief Executive Officer (CEO) to prepare a budget proposal in support of the Body-Worn Camera (BWC) plan prepared by the Los Angeles County Sheriff's Department (LASD) and report back to the Board in 120 days. The LASD and CEO were given an extension to complete their BWC plan to further evaluate policy issues, which would impact staffing and the proposed budget.

Background

The CEO, in collaboration with the LASD, convened the Countywide BWC Implementation Workgroup Fiscal Subcommittee (Fiscal Subcommittee) to assist departments in assembling their BWC budget proposal. The Fiscal Subcommittee was comprised of representatives from the Los Angeles County District Attorney's Office (DA), Public Defender (PD), Alternate Public Defender (APD), Probation, LASD, CEO, Internal Services Department (ISD), Information Services Advisory Board (ISAB), and County Counsel.

Departments were asked to identify both one-time and ongoing resource requirements for the implementation, deployment and support of a BWC plan. This included: 1) BWC System (camera equipment, peripherals and associated cost to operate); and 2) Staffing Plan (resource needs created by the deployment and support of body-worn cameras). Departments were asked to provide justification to support their requests and include

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assumptions and related statistical data/workload. The budget proposals do not include costs related to a Countywide Digital Evidence Management Strategy (DEM), as these were addressed in a November 8, 2016 report, coordinated and submitted by ISAB to the Board. As set forth in more detail below, our office conducted a thorough review and evaluation of the Departmental budget proposals and related workload assumptions supporting the proposals.

Summary of Budget Proposal

The LASD proposes a phased rollout process starting at six stations identified as the highest areas of risk and inclusion of at least one station from each Supervisorial District. The plan also considers the long-term implications for the justice system in that recordings would be utilized in criminal proceedings, administrative investigations, service complaints and civil liability claims. The use of BWC evidence and its impact on workload and resource requirements is still in its early stages with the first devices rolled-out by the Los Angeles Police Department in late 2015. Since access for trial preparation generally occurs 8-12 months after the content is uploaded, the volume of videos being accessed is still too low to provide precise cost estimates for involved justice partners. In addition, constantly improving technologies may allow for more efficient ways to collect, categorize, review and store video. For these reasons, the budget proposals are considered preliminary and will require an ongoing assessment to determine appropriate resource levels as body-worn cameras are phased into operations. The cost summary below also details the impact of body-worn cameras on the DA, PD, and APD offices who will be required to review and process camera data as part of case discovery evidence used in criminal proceedings.

-WORN CA	MERA PLAN		
One-Time	Ongoing	Total	Positions
\$20.431	\$55.232	\$75.663	239.0
0.235	3.415	3.650	33.0
0.150	2.388	2.538	23.0
0.049	0.883	0.932	7.0
0.970	0.240	1.210	0.0
\$21.835	\$62.158	\$83.993	302.0
	C-WORN CA \$ in Million One-Time \$20.431 0.235 0.150 0.049 0.970	C-WORN CAMERA PLAN \$ in Millions One-Time Ongoing \$20.431 \$55.232 0.235 3.415 0.150 2.388 0.049 0.883 0.970 0.240	One-TimeOngoingTotal\$20.431\$55.232\$75.6630.2353.4153.6500.1502.3882.5380.0490.8830.9320.9700.2401.210

The costs will be incurred over a four-year period and are summarized by department on Attachment A. The cumulative cost of \$84.0 million over four years includes the deployment of 6,049 cameras (5,895 LASD, 150 DA and 4 PD) and total estimated ongoing salary and employee benefit (S&EB) costs of \$48.6 million with the departments requesting 302.0 additional positions (138.0 sworn; 164.0 non-sworn). The four-year deployment plan is operationalized as follows:

- Year 1 LASD pre-deployment phase focuses on staffing, infrastructure, procurement, program rollout and oversight.
- Year 2, Phase I LASD deployment at six patrol stations specifically chosen to address the highest areas of risk. The criminal justice partners also begin to phase in infrastructure and staffing needs in anticipation of additional workload to support the prosecution and defense of criminal cases. During this phase, the DA proposes the implementation of 150 BWCs for investigators and PD proposes 4 BWCs as a pilot for investigators.
- Year 3, Phase II LASD deployment at the remaining 17 patrol stations and one specialized patrol station. APD phases in the second year of staffing needs to support the defense of criminal cases.
- Year 4, Phase III LASD deployment at the remaining eight specialized patrol stations.

Pre-Deployment & Phase I

In fiscal year 2017-18 Recommended Budget, \$6.7 million was set aside in the Provisional Financing Uses budget unit to address the estimated costs associated with the pre-deployment phase of the BWC plan. In addition, to evaluate the reasonableness of the departments' proposal, a BWC pilot program was considered (i.e., deployment of cameras at a pre-determined number of Sheriff's stations for data collection and assessment). The costs for pre-deployment and Phase I as proposed by LASD (deployment of BWC at six stations) are estimated at \$36.2 million consisting of \$10.0 million in one-time and \$26.2 million in ongoing funding. Ongoing S&EB costs are estimated at \$21.6 million for 148.0 additional positions (55.0 sworn and 93.0 non-sworn). The budget proposal assumes LASD will receive a \$1.0 million federal grant award (during Phase I – Year 2) from the United States Department of Justice for their BWC program. Our Office has not identified a funding source for the pre-deployment and Phase I remaining costs of \$29.5 million.

The costs of pre-deployment and Phase I of the BWC plan are summarized below:

	EPLOYMEN -WORN CA \$ in Milli	MERA PLAN		
Department	One-Time	Ongoing	Total	Positions
Sheriff	\$8.581	\$19.589	\$28.170	88.0
District Attorney	0.235	3.415	3.650	33.0
Public Defender	0.150	2.388	2.538	23.0
Alternate Public Defender	0.028	0.563	0.591	4.0
Internal Services Dept.	0.970	0.240	1.210	0.0
Total:	\$9.964	\$26.195	\$36.159	148.0

LASD Budget Proposal

The LASD budget proposal is summarized on Attachment B and includes the cost of the BWC system, staffing plan and resource requirements associated with additional workload to support the deployment of 5,895 BWCs. Additional staff is required to handle the following increased workload: perform audits and inspections of BWC recordings; review, redact and release BWC evidence for criminal prosecution of defendants; and review and prepare BWC recordings for public records requests, administrative investigations involving use of force, pursuits, collisions, work-related injuries and citizen complaints.

The proposal anticipates resource needs by uniformed patrol deputies and case handling detectives for criminal investigations, and supervisors performing administrative reviews, digital evidence management and video forensics. In addition, there are several key policy decisions outlined in the LASD BWC plan that have fiscal implications: 1) detectives will review video before filing criminal charges with the DA; 2) release of BWC recordings in response to Public Records Act (PRA) requests; 3) video retention; 4) data security; and 5) a field audit program.

Key assumptions included in the budget proposal are as follows:

 Purchasing a subscription-based total solution, which includes: BWCs and docking cradles (with a backup supply for repair and exchange out); a DEMs with unlimited storage in a secure cloud; BWC equipment refresh at 30 months; and all necessary technical support.

- Reviewing videos of active investigations by a detective is based on the actual annual hours per year a field deputy is on a service call with arrests. Further assumption is made that the detective will review pertinent incident video footage equivalent to 25 percent of time spent/recorded on the arrest call.
- Allocating one position per station to perform risk management administrative review requirements and supervision of the station's BWC plan.
- Allocating one forensic video specialist position per station to serve as custodian
 of records; perform training; assist with video identification, retrieval and review of
 BWC recordings for criminal and administrative investigations; and respond to
 public records requests. This is a non-sworn position requiring a new mid-range
 classification with specialized education and certification.
- Allocating one position per station to conduct BWC-related duties including: managing daily operations of the Digital Video Management Systems software, PRA requests, metadata audits, video redaction, and records requests.
- Incurring a one-time cost for the initial 8-hour training based on the backfill of overtime for each deputy.
- Allocating positions to the Specialized Detective Division Unit to perform significant/complex investigations involving homicides, human trafficking, sex crimes, career offenders and serial crimes. Assumes 2.5 percent increased workload; homicide is based on a 10 percent increase in workload.
- Allocating positions to the Internal Affairs Bureau and Internal Criminal Investigations to perform personnel investigations requiring extensive documentation and review of evidence to ensure adherence to the California Public Safety Officer's Procedural Bill of Rights. Assumes a 25 percent increase in workload of on-duty investigations.
- Allocating positions to the Audit and Accountability Bureau to provide independent analysis to assess and improve the department's policies, procedures and practices. Assumes a 25 percent increase in workload.
- Establishing a BWC Central Bureau to provide countywide administrative oversight, support for program and informational technology staff.

> Adding resources commensurate with staffing, such as operational funds/office supplies, office furniture, radio equipment, training, education, and consulting services.

Costs will be incurred over a four-year period as detailed on Attachment B. The cumulative cost of \$75.6 million (\$20.4 million one-time; \$55.2 million ongoing) over 4 years includes the deployment of 5,895 cameras and total estimated ongoing S&EB costs of \$42.4 million with the Department requesting 239.0 additional positions (138.0 sworn; 101.0 non-sworn).

DA/PD/APD Budget Proposal

Processing BWC Discovery Evidence – Prosecution and Defense

The budget proposals for DA, PD and APD are summarized on Attachment C and includes costs to prepare, review and process camera data as part of case discovery evidence utilized in criminal proceedings. Camera footage will be received from multiple jurisdictions. Paralegals will be tasked with the review and analysis of digital evidence provided by law enforcement agencies. The Legal Office Support Assistant will provide support for trial preparation, typing and processing of various legal documents such as briefs, complaints, motions, etc. Attorney positions will provide high-level analysis and direction within their offices on the use of and interpretation of digital evidence. They will serve as an expert resource for investigators to address questions concerning digital evidence in investigative and prosecutorial/defense proceedings. The Systems Information Analyst positions will provide support for all the information technology issues raised by the use, storage and maintenance, and evaluation of digital evidence.

The DA proposes a decentralized model allocating like staff to each of their 13 Branch locations and three central courts. PD and APD both propose a centralized staffing model. The costs incurred by the Departments are consistent with LASD's Phase I and Phase II deployment plan. The cumulative cost of \$8.3 million (\$1.4 million one-time; \$6.9 million ongoing) over four years includes infrastructure upgrades and prosecution and defense support with total estimated ongoing S&EB costs of \$6.2 million with the DA, PD, and APD requesting 63.0 additional positions.

BWC Plan

Both DA and PD proposals include issuing BWCs to their investigators. At this time, Probation is not requesting BWCs for their investigators, but may do so in the future.

The DA's proposal includes issuing 150 BWCs to their investigators assigned to the Bureau of Investigations (BOI) for use in the field. The BOI investigators with public interaction will be the primary users of the BWCs. Units impacted are: Code Enforcement, AB 109, Major Crimes, and Special Operations. The BWCs will be purchased and deployed during Phase I at a total cost of \$0.2 million (\$0.18 million ongoing; \$0.02 million one-time). However, actual deployment will be incremental with up to 50 cameras being deployed in the north County area upon purchase and the next 100 cameras being deployed six months thereafter.

The PD requests four cameras to pilot and test the program. Their investigators will use BWCs to record interactions with witnesses, victims, and document crime scenes and interviews. The BWCs will be purchased and deployed during Phase I at an ongoing cost of \$5,000.

Conclusion/Recommendation

Both the Board and LASD are committed to enhancing law enforcement transparency and accountability. How best to achieve these aims, requires an approach that is thoughtful and inclusive of community views. This is particularly true of BWCs so that a tool intended to protect civil rights does not have the unintended consequences of intensifying police surveillance of communities.

Although the departments' budget proposals have been informed by research of other BWC plans across the nation, the size and complexity of the County's proposed BWC plan makes comparisons difficult. Moreover, many jurisdictions are still implementing their programs and assessing policy decisions and impacts on operations that were not earlier contemplated. These implementation and operational issues coupled with the sizeable investment of almost \$84.0 million to fully implement the program require the County to carefully consider how best to move forward.

Since this report only requested the funding requirements to implement BWC, further research and outreach on this matter should be conducted prior to the Boards consideration, specifically, we recommend that LASD engage a consultant with law enforcement expertise to assess the proposed policies, procedures, deployment plan, staffing levels and operational impact of BWCs on the department and the public it serves. The assessment would include a community engagement process, so constituents can provide meaningful and essential input on LASD's proposed BWC policies and procedures to help broaden the County's decision-making process.

A report back to the CEO regarding the consultant's findings would be due in 180 days. The CEO would then submit final recommendations to the Board for consideration.

If you have any questions, please contact me, or your staff may contact Sheila Williams, Public Safety, at (213) 974-1155.

SAH:JJ:MM SW:RCP:cc

Attachments

c: Executive Office, Board of Supervisors County Counsel District Attorney Sheriff Alternate Public Defender Information Services Advisory Board Internal Services Probation Public Defender

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ATTACHMENT A

BODY-WORN CAMERA - SUMMARY OF BUDGET PROPOSAL

	Vaar 1 (D	Vaar 1 (Pre-Denjovment)	Yes	Vear 2 (Phase I)		Year	Year 3 - (Phase II)		Year 4	Year 4 (Phase III)		Tota	Total Cumulative Cost of 4 Years	
Department	One-Time	On-Going FTE	One-Time	On-Going	FTE	One-Time	On-Going	H	One-Time	On-Going	FTE	One-Time	On-Going	H
SHERIFF (5,895 Cameras) Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Grown Eurode	\$ 3,838,000 0	\$ 1,494,000 8.0 241,000 0	\$ 802,000 4,941,000 (1.000,000)	\$ 14,269,000 3,585,000 0	80.0	\$ 1,435,000 \$ 7,069,000 0	\$ 18,380,000 5,557,000 0	105.0	\$ 1,170,000 \$ 2,176,000 0	8,251,000 3,455,000 0	46.0	\$ 3,407,000 18,024,000 (1,000,000)	\$ 42,394,000 12,838,000	239.0
Subtotal - SHERIFF	3,838,000	1,735,000	4,743,000	17,854,000	1	8,504,000	23,937,000		3,346,000	11,706,000		20,431,000	55,232,000	
DISTRICT ATTORNEY - Prosecution Support Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - DA		•	215,000	3,192,000 43,000 3,235,000	33.0							- 215,000 215,000	3,192,000 43,000 3,235,000	33.0
DISTRICT ATTORNEY - BWC Investigators (150 Cameras) Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - DA	ras)	4 4 4	- 20,000 20,000	- 180,000 180,000	4			4				20,000 20,000	180,000 180,000	
PUBLIC DEFENDER - Defense Support Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - PD		•	150,000 150,000	2,141,000 242,000 2,383,000	23.0				10.1 A	• • •		- 150,000 150,000	2,141,000 242,000 2,383,000	23.0
PUBLIC DEFENDER - BWC Investigators (4 Cameras) Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - PD				- 5,000 5,000							•		5,000 5,000	
ALTERNATE PUBLIC DEFENDER Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - APD		•	28,000	553,000 10,000 563,000	4.0	21,000.0	320,000.0	3.0				49,000	873,000 10,000 883,000	7.0
INTERNAL SERVICES DEPARTMENT Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Subtotal - ISD			- 970,000 970,000	- 240,000 240,000		• • •						970,000	- 240,000 240,000	
TOTAL (6,049 Cameras) Salaries & Employee Benefits Services & Supplies/Other Charges/Capital Assets Grant Funds TOTAL	ets \$38,000 \$3,838,000 \$3,838,000	\$ 1,494,000 8.0 241,000 \$ 1,735,000	\$ 802,000 6,324,000 (1,000,000) \$ 6,126,000	\$ 20,155,000 4,305,000 \$ 24,460,000	140.0	\$ 1,435,000 7,090,000 \$ 8,525,000	\$ 18,700,000 5,557,000 \$ 24,257,000	108.0	\$ 1,170,000 \$ 2,176,000 \$ 5 3,346,000 \$	\$ 8,251,000 3,455,000 \$ 11,706,000	46.0	\$ 3,407,000 19,428,000 (1,000,000) \$ 21,835,000	\$ 48,600,000 13,558,000 \$ 62,158,000	302.0

		Vear 1 (Pre-	Vear 1 (Pre-Deployment)		Year	Year 2 (Phase I)		Year	Year 3 - (Phase II)	F	Year 4	Year 4 (Phase III)	╞	Total	Fotal Cumulative	
line		BWC Burea	BWC Bureaus Support		6 Pat	6 Patrol Stations		17 Pa	17 Patrol Stations		Specialized	Specialized Patrol Stations	su	Cost	Cost of 4 Years	
#	Description	One-Time C	On-Going	FTE	One-Time	On-Going	FTE	One-Time	On-Going	FTE	One-Time	On-Going	FTE	One-Time	On-Going	Ħ
-	SALARIES & EMPLOYEE BENEFITS	2 2	\$ 1.484.000 8.0 \$	00		¢ 3 534 000	21.0		\$ 1431.000	0.6	- 5	\$ 736.000	4.0	s s	\$ 7,195,000	42.0
N C	Do Controlized Datrol Stations		-		802 000	6.129.000		1.435,000	13.085,000	76.0	1,170,000	4,947,000	29.0	3,407,000	24,161,000	140.0
0 4	Ce-Centralized Detective Division Units				-	2,712,000	14.0		1,970,000	10.0	-	*	,		4,682,000	24.0
	Professional Standards					1,894,000	10.0		1,894,000	10.0	7		,	12	3,788,000	20.0
2	Audit and Accountability Bureau						•			1		2,568,000	13.0		2,568,000	13.0
	Subtotal - S&EB		1,494,000	8.0	802,000	14,269,000	80.0	1,435,000	18,380,000	105.0	1,170,000	8,251,000	46.0	3,407,000	42,394,000	239.0
00	SERVICES & SUPPLIES													201 000	000 000 5	
6	BWC Subscription (\$1,200/Deputy) & Accessories				71,000	1,700,000		127,000	3,049,000		97,000	2,324,000		000,582	1,0/3,000	
10			72,000			720,000			945,000			414,000		-	2,151,000	
11		48,000			480,000			630,000	ł		276,000			1,434,000		
17		36,000			516,000			687,000			288,000	,		1,527,000		
13		803,000	53,000		440,000	53,000		855,000	53,000			53,000		2,098,000	212,000	
14		23,000	9,000		173,000	43,000		291,000	107,000		130,000	49,000		617,000	208,000	
15		714,000			344,000			581,000			519,000	-		2,158,000		
16		1,624,000	134,000		2,024,000	2,516,000		3,171,000	4,154,000		1,310,000	2,840,000		8,129,000	9,644,000	
17	17 OTHER CHARGES - Rent		107,000			1,069,000			1,403,000		•	615,000		1	3,194,000	
18	18 CAPITAL ASSETS - Pool Vehicles	137,000			1,778,000			1,687,000			866,000	•		4,468,000	1	
19	19 CAPITAL ASSETS - Station Network Infrastructure	2,077,000			1,139,000			2,211,000	1		•			5,427,000	•	
20	20 ONE-TIME DOJ Grant Funds				(1,000,000)									(1,000,000)	1	
-																
21	TOTAL	\$ 3,838,000 \$ 1,735,000	1,735,000		\$ 4,743,000	\$ 17,854,000		\$ 8,504,000 \$ 23,937,000	\$ 23,937,000		\$ 3,346,000	\$ 11,706,000		\$ 20,431,000	\$ 55,232,000	
1				╏												

5,895

1,937

2,541

1,417

n/a

22 # of Camera Subscriptions

BODY-WORN CAMERA - SUMMARY OF BUDGET PROPOSAL (SHERIFF ONLY)

ATTACHMENT B

ATTACHMENT C

BODY-WORN CAMERA - SUMMARY OF BUDGET PROPOSAL (PROSECUTION & DEFENSE SUPPORT)

		Phase I	Phase I	Phase II	Tatel Completing Cart
tine #	Description	Prosecution/Defense Support One-Time On-Going FTE	BWC for Investigators* One-Time On-Going FTE	Prosecution/Detense support One-Time On-Going FTE	One-Time On-Going FTE
1 1	fits	\$ \$3,192,000 33.0	\$		\$ - \$ 3,192,000 33.0
m 4	Services & Supplies	000 66			- 33,000
n u	Office Furniture				
r 80	Computer Equipment Digital Evidence Storage (Pre-DEMS)	50,000 - 10,000			50,000
6	BWC Subscription Costs		- 180,000		- 180,000 20.000 -
11	BWC Mount Accessories/Lock Device Subtotal S&S	215,000 43,000	20,000 180,000		235,000 223,000
12 13	SUBTOTAL - DA	\$ 215,000 \$ 3,235,000	\$ 20,000 \$ 180,000		\$ 235,000 \$ 3,415,000
	PUBLIC DEFENDER Salaries & Employee Benefits	\$ - \$ 2,141,000 23.0	, , , ,		\$ \$ 2,141,000 23.0
16 17 18	Services & Supplies Office Supplies	- 230,000			- 230,000
19	Office Furniture Computer Equipment/Software	115,000 - 35,000 2,000	• •		115,000 - 35,000 2,000
21 22			- 5,000		- 10,000 - 5,000
23 24	BWC Mount Accessories/Lock Device Subtotal S&S	150,000 242,000	- 5,000		- 150,000 247,000
25 26	SUBTOTAL - PD	\$ 150,000 \$ 2,383,000	\$ - \$ 5,000		\$ 150,000 \$ 2,388,000
27 28	ALTERNATE PUBLIC DEFENDER Salaries & Employee Benefits	\$ - \$ 553,000 4.0		\$ - \$ 320,000 3.0	\$ - \$ 873,000 7.0
30	Services & Supplies				
31 32		20,000		15,000	35,000
33	Computer Equipment Digital Evidence Storage (Pre-DEMS)	8,000 - - 10,000			
35		28,000 10,000		21,000	49,000 10,000
37	SUBTOTAL - APD	\$ 28,000 \$ 563,000		\$ 21,000 \$ 320,000	\$ 49,000 \$ 883,000
	INTERNAL SERVICES DEPARTMENT Services & Supplies-Internet Bandwidth	\$ - \$ 240,000			\$ \$ 240,000
41	Cap	EN DOD			50.000
42 43 44	Upgrade HUK/UU/HUJ to EAV (10 Gbs) Network Upgrade - 46 Locations Subtotal-Other Charges	920,000 920,000 970,000			920,000 970,000
45 46		\$ 970,000 \$ 240,000			\$ 970,000 \$ 240,000
47	TOTAL				
48	6	\$ - \$ 5,886,000 60.0 303.000 535.000	\$ - \$ - 5	\$ - \$ 320,000 3.0 21.000 0	\$ - \$ 6,206,000 63.0 434,000 720,000
50	services & supplies Capital Assets	000'026	- 000 02	0	v
51	TOTAL	\$ 1,363,000 \$ 6,421,000	\$ 20,000 \$ 185,000	20,000 \$ 185,000 \$ 21,000 \$ 21,000 \$ 520,000	\$ T'404'000 \$ 0'320'000

* DA reflects 150 cameras to deploy BWCs to Bureau of Investigation (BOI) investigators for use in the Field. The BOI investigators with public interaction will be the primary users for BWCs.
PD reflects 4 cameras to pilot and test with investigators as a method for interviews and witnesses.