



Incident-Driven Video Recording Systems

September 3, 2024

Fiscal Year 2024 Report to Congress



**Homeland
Security**

U.S. Customs and Border Protection

Message from the Acting Deputy Commissioner of CBP

September 3, 2024

I am pleased to submit the following report, “Incident-Driven Video Recording Systems (2024),” prepared by U.S. Customs and Border Protection (CBP).

This report was compiled pursuant to Senate Report 118-85, which accompanies the Fiscal Year (FY) 2024 Department of Homeland Security (DHS) Appropriations Act (P.L. 118-47). The report provides an update on the deployment of body-worn cameras (BWC) and incident-driven video recording systems (IDVRS) and on relevant agency policies and procedures.



Pursuant to congressional requirements, this report is provided to the following Members of Congress:

The Honorable Mark Amodei
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lauren Underwood
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Chris Murphy
Chair, Senate Appropriations Subcommittee on Homeland Security

The Honorable Katie Britt
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

I would be pleased to respond to any questions that you may have. Please do not hesitate to contact my office at (202) 344-2001.

Sincerely,

A handwritten signature in black ink, appearing to read "P. Flores", written in a cursive style.

Pete R. Flores
Acting Deputy Commissioner
U.S. Customs and Border Protection

Executive Summary

Senate Report 118-85, which accompanies the FY 2024 DHS Appropriations Act (P.L. 118-47), requires CBP to update Congress on the deployment of IDVRS, including agency policies related to IDVRS, and procedures for retaining IDVRS video footage.

The use of IDVRS has been a key component of CBP’s efforts to earn confidence and retain the public’s trust in the critical work that CBP does while enforcing the laws that CBP is sworn to uphold. IDVRS implementation supports the fourth goal in the CBP Integrity and Accountability Strategy, “[assuring] public trust and mission excellence.” In FY 2017, Congress directed CBP to evaluate IDVRS technology (House Report 114-668). The IDVRS mission is to help CBP to increase transparency, to protect CBP law enforcement personnel and the public from false allegations and to support report writing. IDVRS also assists CBP law enforcement personnel in recording and gathering evidence. In April 2019, CBP’s Agency Leadership Council designated U.S. Border Patrol (USBP) as the executive agent of the IDVRS Program and approved a targeted deployment, in line with the results and recommendations of the IDVRS evaluation. In September 2020, USBP established an IDVRS Program Management Office and signed a vendor contract for hardware and software.

By the end of FY 2024, IDVRS will have deployed to approximately 13,500 frontline USBP agents, 196 Office of Field Operations (OFO) Special Response Team officers, and 136 Air and Marine Operations (AMO) Marine Interdiction Agents at a program-wide cost of \$98,904,000. This figure includes the cost of IDVRS equipment (BWC, camera docking stations, automatic activation sensors, BWC mounts, and other supporting miscellaneous equipment), Digital Evidence Management System licenses, necessary information technology infrastructure upgrades and maintenance costs, and personnel support.

Following a successful deployment to several of the initial targeted sites, then-USBP Chief Raul L. Ortiz directed USBP to deploy IDVRS to all stations by the end of Calendar Year (CY) 2025. In June 2022, then-CBP Commissioner Chris Magnus requested an even further accelerated deployment schedule of deploying IDVRS to all frontline USBP personnel by the end of CY 2023. Due to a lack of appropriated funding to meet this goal (a need of approximately \$23.9 million in FY 2023), the program ended CY 2023 with a need to deploy IDVRS to an additional 6,500 USBP agents.

On May 25, 2022, President Biden signed Executive Order (EO) 14074, “Advancing Effective, Accountable Policing and Criminal Justice Practices to Enhance Public Trust and Public Safety.” This order designated that all federal law enforcement agencies were required to develop a BWC policy regarding the use of BWC recording equipment and ensure that BWCs are worn and activated in all appropriate circumstances. DHS developed and issued a department-wide BWC policy that all Departmental components with law enforcement officers were to implement via component-specific policies.

IDVRS—specifically, BWC technology—is evolving and CBP is committed to testing equipment and resources that meet CBP’s operational requirements. CBP is also developing additional policies, conducting further technical evaluations, and testing emerging incident-driven technologies, while always incorporating privacy considerations.



Incident-Driven Video Recording Systems

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I. Legislative Language

This report was compiled pursuant to direction set forth in Senate Report 118-47, which accompanies the Fiscal Year (FY) 2024 Department of Homeland Security (DHS) Appropriations Act (P.L. 118-47) and states:

Body-Worn Cameras.—Within 90 days of the date of enactment of this act, CBP shall provide the Committee an execution plan with an implementation schedule to deploy body-worn cameras.

II. Background

U.S. Customs and Border Protection's (CBP) mission, as described in the "U.S. Customs and Border Protection Strategy 2024-2028: Mission, Team, Future," is to "protect the American people, safeguard our borders, and enhance the nation's economic prosperity."¹ Fulfilling this mission involves active patrolling, monitoring, and screening of individuals entering the United States. Transparency into operations and accountability for officers/agents and public interactions is critical to these duties. Part of reinforcing transparency involves recording interactions with the public.

CBP proactively began studying body-worn cameras (BWC) in 2014 with an initial BWC feasibility study. This study concluded that BWCs may offer benefits in support of CBP's mission, but additional consideration and research was necessary prior to a decision on implementation.

In the FY 2017 DHS Appropriations Act (P.L. 115-31), Congress mandated that CBP evaluate BWC technologies and provided funds for the evaluation. In January 2017, CBP issued the Incident-Driven Video Recording Systems (IDVRS) Policy Directive to support an evaluation of IDVRS technology. From May through November 2018, CBP conducted an evaluation in alignment with the congressional mandate. The evaluation indicated limited visibility into many interactions between CBP law enforcement personnel and the public. CBP lacked the capability to record these encounters, especially at sites that did not have adequate fixed-camera infrastructure. In March 2019, CBP submitted a report on the evaluation results, which found that the introduction of IDVRS into CBP operations could advance mission effectiveness by increasing transparency into CBP interactions with the public. In April 2019, the Agency Leadership Council approved a targeted, multiyear, phased deployment of IDVRS to U.S. Border Patrol (USBP) checkpoints that are not equipped adequately with fixed cameras and Office of Field Operations (OFO)-specialized operations. The Agency Leadership Council designated USBP as CBP's executive agent for IDVRS. Currently, USBP's Program Management Office Directorate oversees the IDVRS Program.

IDVRS encompasses incident-driven, non-surveillance, audio/video recording devices operated by CBP law enforcement personnel in the course of their official duties. Currently, CBP is implementing IDVRS in the form of BWCs, with plans to test fleet- and vessel-mounted video recording systems, dependent on requirements finalization and funding.

IDVRS technology was originally deployed in a phased approach at USBP checkpoint locations that were primarily lacking adequate fixed camera infrastructure. The IDVRS Program Management Office (PMO) received guidance in FY 2022 from the CBP Commissioner to expedite deployment to all Border Patrol Agents (BPA). USBP began deploying IDVRS in the summer of 2021 and reached full operational capability in December 2022. In addition to the

¹ U.S. Customs and Border Protection Strategy 2024 – 2028.
https://www.cbp.gov/sites/default/files/assets/documents/2024-Mar/20_0329_cbp-strategy-2024-2028.pdf

deployment of 8,300 BPAs in FY 2023, IDVRS intends to deploy to several top-priority USBP and OFO-specialized operations officers in FY 2024.

Congress provided the IDVRS program \$21,750,000 in FY 2020; \$14,044,000 in FY 2021; \$20,000,000 in FY 2022; and \$21,055,000 in FY 2023. In FY 2024, IDVRS received an enacted appropriated budget of \$26,055,000; following a CBP-wide reprogramming decision, the total budget available to IDVRS was revised to \$22,055,000 in FY 2024. To date, all obligated funds were used to purchase BWCs and supporting IDVRS equipment, Digital Evidence Management System (DEMS) licenses, to invest in information technology infrastructure, and to support other necessary operations to ensure successful deployment, expansion, and operations/support.

CBP issued a CBP-wide IDVRS Policy Directive, signed by the Senior Official Performing the Duties of the Commissioner, on August 6, 2021. The Directive was released publicly on CBP's Accountability and Transparency website on February 10, 2022.² CBP is updating the IDVRS Directive for future public release based on improvements and lessons learned from the first two years of deployment.

Additionally, USBP issued internal operating procedures for USBP, which then-Chief Raul L. Ortiz signed on August 16, 2021. Standard operating procedures that establish requirements for using IDVRS technology at specific USBP sectors and stations were developed in alignment with existing policy and in support of CBP's mission.

² CBP DIRECTIVE 4320-030B - Incident-Driven Video Recording System, <https://www.cbp.gov/document/directives/cbp-directive-4320-030b-incident-driven-video-recording-system>

III. Discussion

A. Acquisition Status

Between the 2018 IDVRS Evaluation and the planned field deployment for FY 2021, CBP established and managed an acquisition program for the acquisition and procurement of IDVRS technology. CBP secured approval of the capability analysis report by the DHS Joint Requirements Council (JRC) in December 2019. Following the capability analysis report, CBP drafted a consolidated operational requirements document that incorporates the traditional mission needs statement, concept of operations, and operational requirements documentation. The Component Acquisition Executive, Mark S. Borkowski, approved the consolidated operational requirements document on November 30, 2020, after DHS JRC validation.

On September 2, 2020, CBP briefed the Acquisition Review Council and Component Acquisition Executive regarding the IDVRS Program. At this review, the Component Acquisition Executive approved the establishment of IDVRS as a program of record (Acquisition Decision Event (ADE)-2A) and approved the initial procurement/deployment of capability (ADE-2C).

In September 2020, CBP awarded a contract to Axon Enterprises, Inc. for the purchase of BWCs and DEMS licenses to support IDVRS. Axon shipped cameras and docking stations to 35 initial USBP sites. As of August 2024, IDVRS is deployed and active at 86 USBP sites, 41 OFO sites, and 8 Air and Marine Operations (AMO) sites.

On January 21, 2022, CBP briefed the Acquisition Review Council and received approval for ADE-3, which allowed for continued progress toward IDVRS full operating capability. IDVRS achieved full operating capability on December 1, 2022.

In FY 2022, DHS designated CBP/USBP as the executive agent for DHS to provide an indefinite delivery, indefinite quantity (IDIQ) contract vehicle for all DHS Components to place orders for BWCs and their supporting technologies. In June of 2023, this IDIQ contract vehicle was signed with a contract ceiling of \$364 million. As of August 2024, over \$32 million has been executed against the contract and 18,647 BWCs have been procured by DHS Components since August 2021. DHS Components that have purchased equipment on the vehicle include U.S. Immigration and Customs Enforcement (ICE), Transportation Security Administration, Federal Law Enforcement Training Center, DHS Office of the Chief Procurement Officer, and the Federal Protective Service (FPS).

CBP conducted the following systems engineering lifecycle reviews on the dates below:

- Production Readiness Review: June 4, 2020 (complete);
- Operational Test Readiness Review: February 11, 2021 (complete);
- Operational Readiness Review: June 24, 2021 (complete); and,
- Post-Implementation Review: July 26, 2023 (complete).

B. Stakeholder Engagement

The IDVRS PMO collaborates with DHS Components (ICE, U.S. Secret Service (USSS), FPS, among others) and other federal law enforcement agencies (including the Departments of Justice and (DOJ), Interior (DOI),) on current best practices for BWC pilot programs and program management operations. CBP actively shares foundational policy and requirements documentation to ensure BWC capabilities are readily accessible to meet EO 14074. The IDVRS PMO also engages outside stakeholders, such as nongovernmental organizations and the National Border Patrol Council, on feedback pertaining to program policy, status, and implementation.

C. Field Deployment Status

IDVRS deployed hardware to prioritized locations along the U.S. borders. As of August 2024, the IDVRS PMO has deployed IDVRS to 86 USBP locations (i.e., USBP stations, Special Operations Detachments, and Central Processing Centers) across 17 sectors.

Table 1		
USBP Sectors with Deployed BWCs		
Sector	Deployment Start Month	Number of BWCs Deployed
El Paso	July 2021	1,657
Big Bend	August 2021	484
Del Rio	August 2021	949
El Centro	October 2021	503
San Diego	October 2021	1,654
Swanton	November 2021	49
Yuma	November 2021	769
Tucson	December 2021	2,791
Rio Grande Valley	June 2022	1,911
Blaine	March 2022	22
Detroit	March 2022	15
Laredo	March 2022	985
New Orleans	July 2023	56
Miami	September 2023	87
Ramey	October 2023	68
Havre	June 2024	31
Spokane	June 2024	10
Grand Forks	September 2024 (planned)	TBD
Houlton	September 2024 (planned)	TBD
Total		12,041

CBP delivered all docking stations and BWCs (including spares) to 86 sites within these sectors. IDVRS PMO trained and equipped 12,041 USBP agents as of August 8, 2024.

Table 2		
OFO Field Offices with Deployed BWCs		
Field Office	Deployment Start Month	Number of BWCs Deployed
Atlanta	August 2023	6
Baltimore	August 2023	11
Boston	August 2023	3
Buffalo	August 2023	8
Chicago	August 2023	2
El Paso	August 2023	14
FOA	August 2023	6
Detroit	August 2023	4
Houston	August 2023	15
HQ (Washington, DC)	August 2023	9
Miami	August 2023	15
Laredo	August 2023	19
Los Angeles	August 2023	19
Law Enforcement Safety and Compliance	August 2023	1
New Orleans	August 2023	3
New York	August 2023	10
San Diego	August 2023	19
Seattle	August 2023	9
San Francisco	August 2023	9
San Juan	August 2023	3
Tucson	August 2023	11
Total		196

CBP delivered all camera docking stations and BWCs (including spares) to 41 sites. IDVRS PMO trained and equipped 196 Special Response Team Officers as of August 8, 2024.

Table 3		
AMO Branches with Deployed BWCs		
Branch	Deployment Start Month	Number of BWCs Deployed
San Diego	July 2023	32
Miami	July 2023	12
Bellingham	July 2023	9
Caribbean	January 2024	83
Total		136

CBP delivered all camera docking stations and BWCs (including spares) to eight sites. IDVRS PMO trained and equipped 136 AMO agents as of August 8, 2024.

D. Program Funding

Table 4 below shows the number of deployed BWCs to CBP officers and agents per FY Appropriations. Table 5 provides an update on program execution of the spend plan.

Table 4					
Implementation Costs (\$ in millions)					
FY	Procurement	IT Maintenance	IDVRS Program Management	Appropriations	Number of BWCs Purchased
FY 2020	\$16.996	\$0	\$4.754	\$21.750	4,552
FY 2021	\$10.685	\$1.356	\$2.003	\$14.044	2,939
FY 2022	\$12.990	\$2.218	\$4.792	\$20.000	4,766
FY 2023	\$14.486	\$2.546	\$4.023	\$21.055	2,315
FY 2024	\$14.037	\$4.766	\$3.252	\$22.055	1,700
Total				\$98.904	16,272

Table 5	
Appropriated/Obligated Funds (\$ in millions)	
Appropriated Funds	\$98.904
Funds Obligated, as of August 2024	\$98.415

E. Relevant Procedures

1. Operational Procedures

IDVRS-equipped and trained personnel are required to have their BWCs securely fastened to their upper torso, on their outermost garment, forward-facing, and “powered on” for the duration of their shift. Officers/agents can activate their BWCs by pushing a button located in the front of the device. Officers/agents shall record all enforcement encounters with the public, subject to a limited number of exceptions defined in policy, at the start of the event, or as soon as safely possible thereafter. These encounters include, but are not limited to:

- Use-of-force;
- Encounters with the public that may become hostile or confrontational;
- Observed suspicious or possible illegal activity; and
- Other enforcement activities at the officer’s/agent’s discretion (e.g., if an officer/agent believes that video recording would assist in the investigation or prosecution of a crime or otherwise would assist in documenting the incident for further law enforcement purposes, the officer/agent may record the incident within the bounds of privacy restrictions).

Officers/agents shall deactivate their BWCs when involvement in the enforcement encounter has concluded or if they receive a direct order from a supervisor to deactivate their camera.

Supervisors who order subordinates to stop recording must document the reason for doing so in a statement or report.

Officers/agents are instructed to alert individuals of camera recording if it does not interfere with the encounter or pose a risk to officer/agent safety. Otherwise, officers/agents should provide a notice of recording when possible and practical thereafter.

Officers/agents are prohibited from recording in:

- Locations where there is an expectation of privacy (restrooms, locker rooms, etc.);
- Medical treatment facilities unless related to official custodial duties;
- Non-CBP detention facilities; or
- During peaceful protest activity protected by the First Amendment.

The IDVRS Program has coordinated with CBP and DHS Privacy to best align with existing system of records notices and to [update the privacy impact assessment](#)³ for deployment.

In the IDVRS policy, it is made clear that, “[r]ecorded data shall not be routinely or randomly viewed by supervisors or other CBP personnel for the sole purpose of identifying policy violations and disciplining the responsible authorized IDVRS users.”

2. Video Retention

Following their shifts, officers/agents are responsible for uploading their recorded BWC footage to the CBP IDVRS DEMS and applying retention categories to the footage that will automatically retain the footage for the appropriate retention period. All recorded footage will be stored in accordance with the National Archives and Records Administration’s retention schedules for IDVRS.

CBP maintains IDVRS data for one of five retention periods depending on the type of data: evidentiary, potentially evidentiary, non-evidentiary, training, and Freedom of Information Act (FOIA):

- Evidentiary – 75 years;
- Potentially evidentiary – 3 years;
- Non-evidentiary – 180 days;
- Training – 14 days; and,
- FOIA – 6 years

3. FOIA and Public Release

As of May 2024, CBP has received 265 FOIA inquiries involving a request for IDVRS footage. Due to increased public interest in CBP’s operations and mission, the number of requests for

³ [Privacy Impact Assessment \(PIA\): DHS/CBP/PIA-052\(a\) Incident-Driven Video Recording Systems \(IDVRS\), July 2021.](#)

IDVRS footages is expected to increase. The FY 2024 DHS Appropriations Act funds two positions to support and better equip CBP in addressing the anticipated increase. These positions reside in CBP's Privacy and Diversity Office, which is solely responsible for processing all CBP FOIA requests, including applications of exemptions.

IV. Conclusion

The use of BWCs is a key component of CBP's efforts to earn confidence and keep the public's trust in the mission-critical work that it does, while enforcing the laws that CBP is sworn to uphold. CBP's in-depth study to explore the use of BWCs in its varied operating environments concluded that these, and other types of cameras, may have positive benefits for CBP if acquired, deployed, and managed properly.

CBP is working to continue implementation of IDVRS technology at key prioritized locations over the next fiscal year and beyond. In preparation for continued IDVRS deployment, CBP conducted rigorous testing of a digital system, made substantial investments in information technology infrastructure at local stations, and continues to conduct operational training with officers/agents on the use of IDVRS in the field. CBP proactively coordinates with scheduled deployment sites to install docking stations and cabling that support the cameras for operational use. The IDVRS PMO developed a CBP-wide directive and Component-specific internal operating procedures that govern the use of IDVRS, including privacy safeguards. CBP also developed a template for Standard Operating Procedures that govern the daily use of IDVRS at each site.

In addition, CBP collaborates with other DHS Components (ICE, USSS, FPS, among others) and other federal law enforcement agencies (including the DOJ and DOI) on best practices for BWC pilot programs and program management operations—sharing best practices and lessons learned to benefit all federal law enforcement agencies.

In FY 2022, DHS designated CBP/USBP as the executive agent for DHS to provide an IDIQ contract vehicle for all DHS Components to place orders for BWCs and their supporting technologies. In June 2023, this IDIQ contract vehicle was signed and is in use by multiple DHS Components implementing body-worn camera programs. This IDIQ contract also contributes to the collaborative nature by which CBP works with all DHS federal law enforcement components.

CBP continues making the necessary preparations to ensure the smooth implementation and use of IDVRS, as well as sharing best practices and strengthening interagency collaboration with federal agencies developing and implementing body-worn camera programs.

V. Appendix – List of Abbreviations

Abbreviation	Definition
ADE	Acquisition Decision Event
AMO	Air and Marine Operations
BPA	Border Patrol Agent
BWC	Body-Worn Camera
CBP	U.S. Customs and Border Protection
CY	Calendar Year
DEMS	Digital Evidence Management System
DHS	Department of Homeland Security
DOI	U.S. Department of the Interior
DOJ	U.S. Department of Justice
FOIA	Freedom of Information Act
FPS	Federal Protective Service
FY	Fiscal Year
ICE	U.S. Immigration and Customs Enforcement
IDIQ	Indefinite Delivery, Indefinite Quantity
IDVRS	Incident-Driven Video Recording Systems
JRC	Joint Requirements Council
OFO	Office of Field Operations
PIA	Privacy Impact Assessment
PMO	Program Management Office
USBP	U.S. Border Patrol
USSS	U.S. Secret Service