Police Officer Body-Worn Cameras: Assessing Resources, Research, and Next Steps

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Center for Evidence-Based Crime Policy/Police Foundation Symposium
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ARIZONA STATE UNIVERSITY

Presentation Overview

- **The Issues**

- **The Evidence**

- **The BJA National BWC Toolkit & Other Resources**

- **Next Steps**

Timeline of Key Events for BWCs

2005 – Plymouth Basic Command Unit (UK) test BWCs

2009-10 – Oakland (CA) Police Department rolls out 200 BWCs

August 2011 – BJA awards SPI grant to Phoenix Police Department to deploy BWCs

August 2013 – Ruling in the *Floyd* case against the NYPD (BWCs as a remedy)

Spring 2014 – US DOJ "Assessing the Evidence" report and PERF report released

August 9, 2014 – Michael Brown killed in Ferguson

December 2014 – White House announces Community Policing Plan

March 9, 2015 – deadline for SPI proposals (three BWC grants)

April 19, 2015 – Freddie Gray dies while in-custody of the Baltimore Police Department

May 2015 – US DOJ releases the National Body-Worn Camera Toolkit

June 16, 2015 – deadline for proposals for US DOJ Body-Worn Camera Pilot Implementation Program ($17 million)

PRESIDENT OBAMA'S PLAN TO
STRENGTHEN COMMUNITY POLICING

1. Reform the way the federal government equips local law enforcement, particularly with military-style equipment.

2. Invest in increasing the use of body-worn cameras and promoting proven community-policing initiatives.

3. Engage law enforcement and community leaders in devising new ways to reduce crime while building public trust.
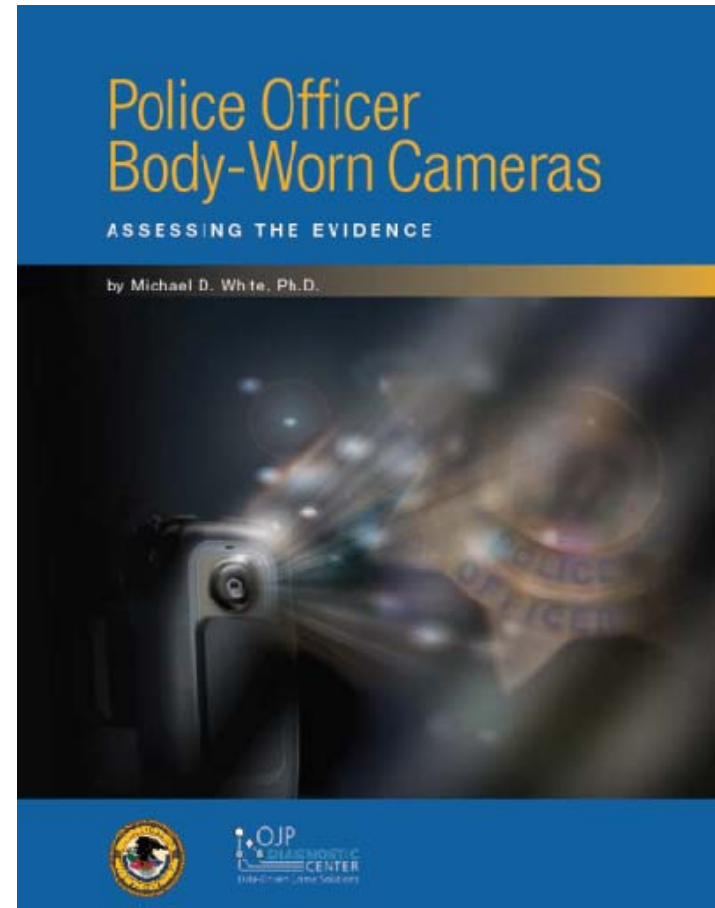
wh.gov/community-policing

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US DOJ "Assessing the Evidence" Report (White 2014)

Origins of the Report

- Prepared for an OJP Diagnostic Center engagement

Purpose of the Report

- Identify all relevant issues and claims (pro and con)
- Assess the current state of evidence on each claim
- Make recommendations for next steps

Police Officer Body-Worn Cameras

ASSESSING THE EVIDENCE

by Michael D. White, Ph.D.

The Available Research on BWCs

Country	Study	Citation	Independent Evaluation	Comparative Design
England	Plymouth Head Camera Project	Goodall 2007	Yes; Process Evolution Limited	No
Scotland	Renfrewshire/Aberdeen Studies	ODS Consulting 2011	Yes; ODS Consulting	No
United States	Rialto (CA) Police Department	Farrar 2013	No	Yes
United States	Mesa (AZ) Police Department	MPD 2013	No*	Yes
United States	Phoenix (AZ) Police Department	Katz 2014	Yes; Arizona State University	Yes

Additions:

Jennings et al. (2014) – Journal of Criminal Justice (Orlando PD – just officer attitudes)

Katz et al. (2015) – Final Report Phoenix Smart Policing Initiative

Ariel et al. (2015) – Journal of Quantitative Criminology (Rialto study)

A handful of internal department reports (Oakland, CA)

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Perceived Benefits and the Evidence

Benefits
Increased Transparency (~) and Legitimacy (?)
Improved Police Officer Behavior (~)
Improved Citizen Behavior (~)
Expedited Resolution of Complaints and Lawsuits (~)
Improved Evidence for Arrest and Prosecution (~)
Opportunities for Police Training (?)

(?) no evidence currently available to support this claim
(~) some evidence to support this claim, more research needed
(+) strong evidence available to support this claim

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Some Compelling (Preliminary) Evidence

Rialto (CA) Police Department

- Citizen complaints dropped by **88%** (24 to 3)
- Use of force dropped by **60%** (61 to 25)
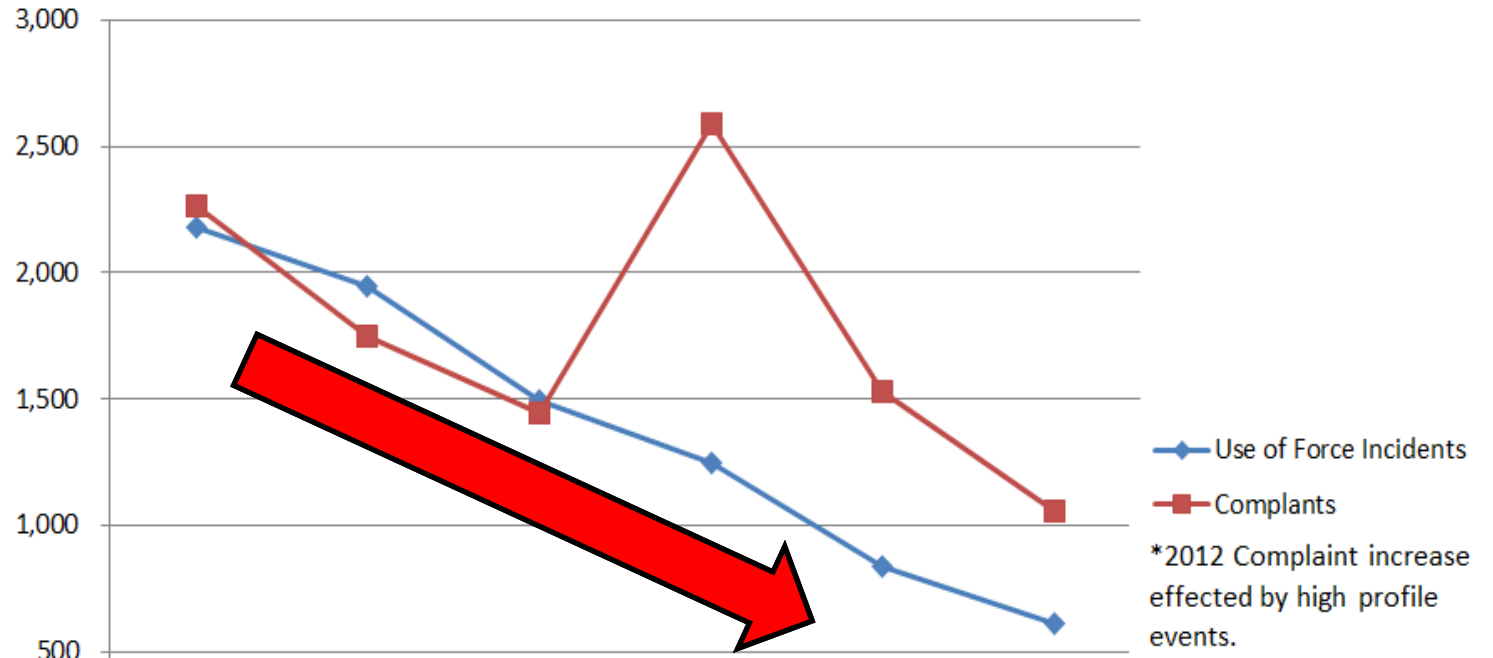
Mesa (AZ) Police Department

- Citizen complaints dropped **60%** among BWC officers (pre-post)
- BWC officers generated **65%** fewer citizen complaints than non-BWC officers
- Use of force dropped by **75%** among BWC officers
- **Policy matters**- under a more discretionary policy, the number of recorded encounters declined by 42%

Las Vegas (NV) Metropolitan Police Department

- To date, **33 officers "exonerated"** from complaints because of BWC evidence

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Trends in Oakland: Complaints and Force

	2009 - Not in use	2010 - Just under 200	2011 - Just over 300	2012* - Just under 400	2013 - Just under 500	2014 - Just over 650
Use of Force Incidents	2,179	1,946	1,491	1,246	836	610
Complants	2,267	1,748	1,447	2,593	1,531	1,053

Legend:
- Use of Force Incidents
- Complants

*2012 Complaint increase effected by high profile events.

Some Compelling (Preliminary) Evidence

Phoenix (AZ) Police Department

- **Citizen complaints against officers:**
  - BWC officers: **declined by 23%**
  - Comparison officers: increased by 10.6%
  - Other officers in the PD: increased by 45.1%

- **Average Daily Arrest Activity:**
  - BWC officers: **increased by 42.6%**
  - Comparison officers: increased by 14.9%

- **Domestic violence cases with BWC video:**
  - Were more likely to have **charges filed** (37.7% vs. 26%)
  - Were more likely to result in a **guilty plea** (4.4% vs. 1.2%)
  - Were more likely to result in a **guilty verdict** at trial (4.4% vs. 0.9%).

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Perceived Concerns and the Evidence

Concerns
Citizens' Privacy (+)
Officers' Privacy (+)
Officers' Health and Safety (?)
Training and Policy Requirements (+)
Logistical/Resource Requirements, including data storage and retrieval (+)

(?) no evidence currently available to support this claim
(~) some evidence to support this claim, more research needed
(+) strong evidence available to support this claim
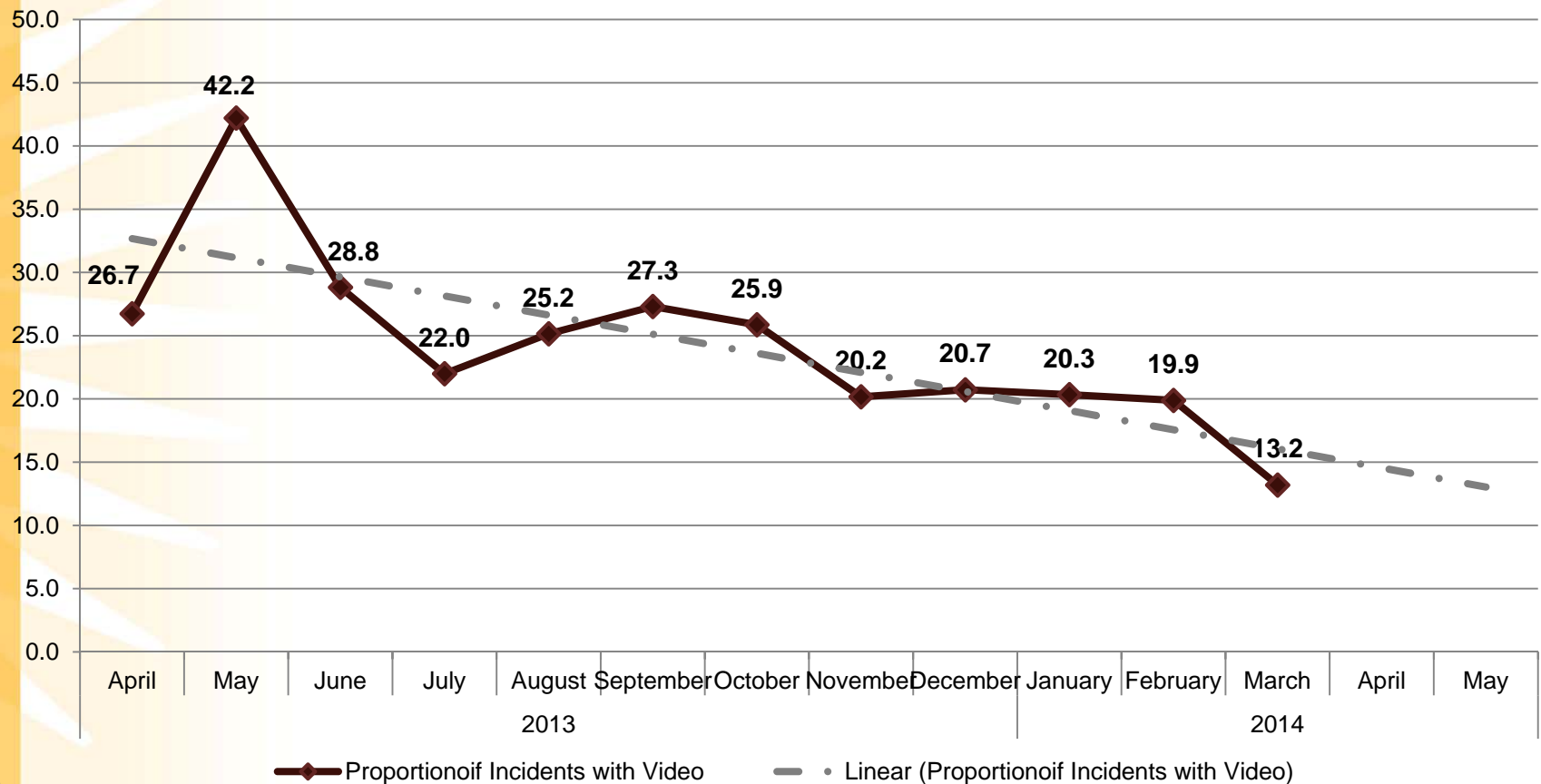
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Other Emerging Concerns

- **Officer review prior to report-writing and making statements**
  - Differences between officer recollection and BWC very likely

- **Public records: redaction, privacy, and resources**

- **Legislative Mandates**
  - 100+ bills currently being considered (mostly unfunded)
  - South Carolina to be the first statewide mandate

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Other Emerging Concerns

- **The BWC may show more or less than what the officer sees**
  - Force Science Institute

- **Prosecutor Buy-in and preparedness**
  - PHX DV case processing: no BWC (43.5 days); BWC (78.1 days)
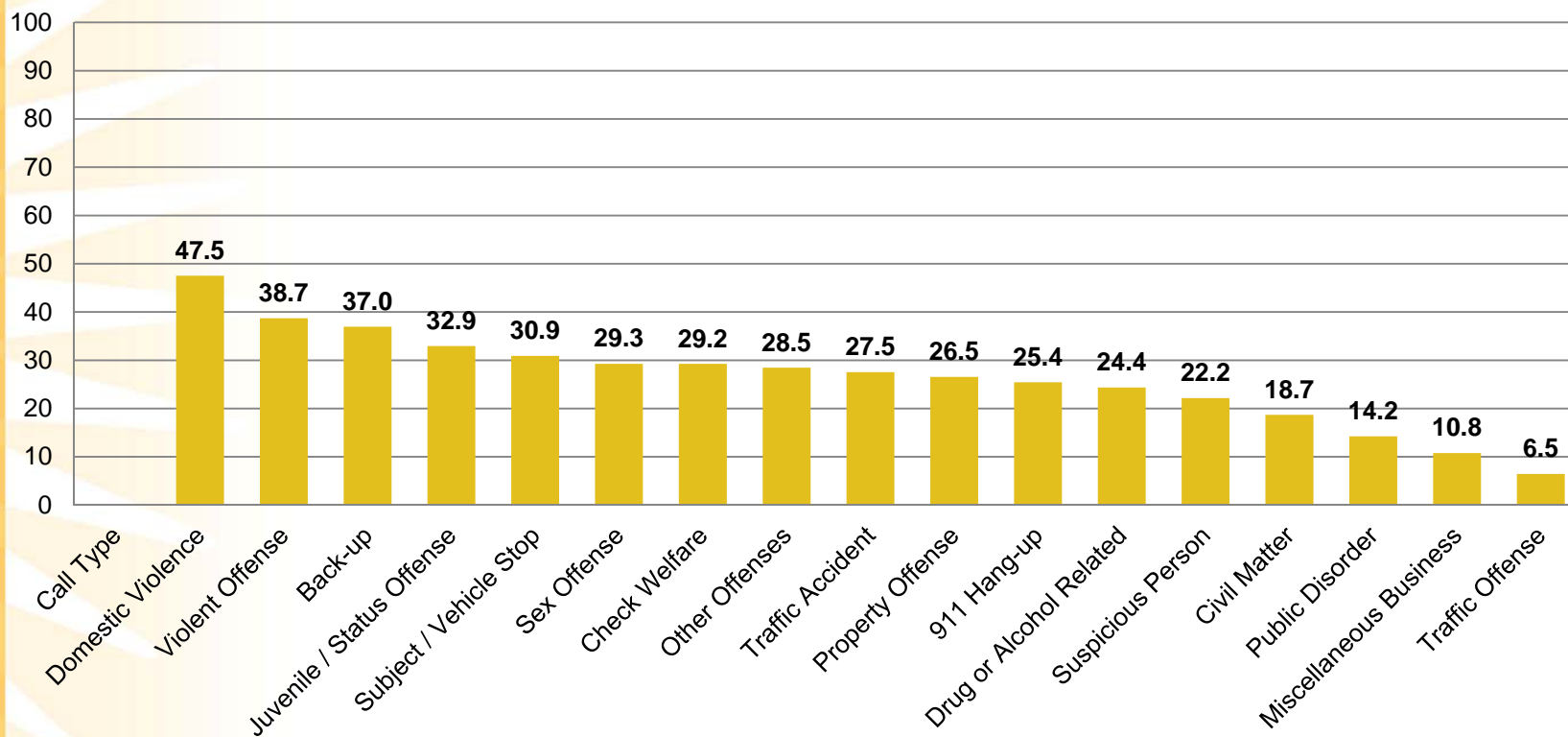
- **Activation Compliance**

Phoenix SPI: Activation Compliance

Figure 1: Proportion of Incidents with Video

Phoenix SPI: Activation Compliance

**Figure 2: Camera Activation Compliance
by Incident Type**

BJA National Body-Worn Camera Toolkit

February 26-27, 2015: Two-day Expert Panel
at the White House

May 2015: Toolkit "goes live" at
https://www.bja.gov/bwc/

Serves as an information warehouse on BWCs (FAQ format) in the areas of:

- Research
- Policy
- Technology
- Privacy
- Training
- Stakeholders

Law Enforcement Implementation Checklist

National Body-Worn Camera Toolkit

This toolkit is a comprehensive clearinghouse for criminal justice practitioners interested in planning and implementing a body-worn camera program in an effort to strengthen community trust and confidence in the justice system and improve officer and community safety.

Implementation Guidance

○ Body-worn camera (BWC) programs can support law enforcement strategies to improve public safety, reduce crime, and strengthen relationships between police and the community.

○ Comprehensive BWC programs are guided by policies that effectively incorporate research, promising practices, community input, and vital implementation considerations.

○ This toolkit consolidates and translates the developing body of knowledge on BWCs for law enforcement, criminal justice professionals, advocacy organizations, and community members.

○ **Why should you trust this toolkit?** The materials in this toolkit were compiled from a broad group of interdisciplinary experts and practitioners that represent the full range of criminal justice system, advocacy, and community organizations.

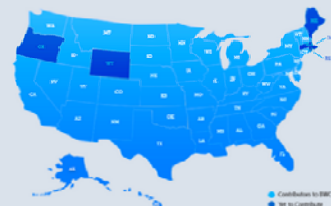What policies, protocols, and practices should I consider?

Read More

PROCEDURE

POLICIES

National Landscape

a. Resources authored by Local, State, and Tribal agencies.
b. Camera or video related legislation
c. Questions and answers about BWC implementations

See National Landscape Page

Contribute to BWC Toolkit
Yet to Contribute

Getting Started

This toolkit organizes frequently asked questions, resources, and other information by key topics areas, including research, policy, technology, and privacy. In addition, information about specific stakeholder interests can be found on that particular group's page. If you want to gain a quick understanding of the technology, recommended policies, and key privacy considerations, this toolkit section should help you get started.

ⓘ Learn more by reviewing the Implementation page

⬇ Download the Law Enforcement Implementation Checklist for guidance

❓ Why Trust This Toolkit?

Subject Matter Experts Share

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Toolkit Welcome Message from Honorable Denise O'Donnell, Director, Bureau of Justice Assistance

Getting Started FAQs

⊕ What are officer body-worn cameras?

⊕ How are body-worn cameras different from dashboard cameras and CCTV systems?

⊕ How can we use body-worn cameras to increase trust between law enforcement and the public?

⊕ How can body-worn cameras facilitate review of critical incidents, including use-of-force?

⊕ Do body-worn cameras contribute to positive effects between law enforcement and the communities they serve?

⊕ Do body-worn cameras reduce use-of-force by law enforcement?

⊕ What are some of the concerns with a body-worn camera program?

⊕ What is the best way to implement a body-worn camera program?

⊕ What is the Body-Worn Camera Pilot Partnership Program?

⊕ What are the primary limitations of body-worn cameras that should be conveyed to community members, policymakers, and other stakeholders?

View More Getting Started FAQs ...

FORCE SCIENCE INSTITUTE, Ltd.

10 Limitations of Body Cameras

The Force Science Institute describes limitations to police-worn body cameras for consideration when developing policy, protocols, and training

[Read the Paper]

○ ●

BJA Expert Panel

Justice professionals representing law enforcement, courts, prosecution, public defense, labor organizations, and advocates for privacy, victims, and juveniles initiated Toolkit discussions

[Read More]

○ ●

Getting Started Resources

Show [10 ▼] entries   Search: [   ]

Title	Icon ⇅	Date ⇅	Source ⇅	Resource Type ⇅	Category ⇅
A Primer on Body-Worn Cameras for Law Enforcement	★	09/01/2012	U.S. Department of Justice, Office of Justice Programs, National Institute of Justice (NIJ), National Law Enforcement and Corrections Technology Center (NLECTC)	Informational Resource	Background
Implementing a Body-Worn Camera	★	12/31/2014	Police Executive Research Forum (PERF), COPS	Guideline/Recommendations	Research

·BODY-WORN·
CAMERA
TOOLKIT

BJA

Step 1: Learn the Fundamentals
1.1. Become familiar with available materials
Review *Why Trust this Toolkit* and the "Implementation" toolkit page
Review the "National Landscape" materials to access the most up-to-date shared resources from across the country
1.2. Build a basic understanding of body-worn cameras and related considerations
Read through the background and essential reading materials on the "Getting Started" toolkit page
Identify key links, available templates, and other resources available on the "Research" toolkit page
Step 2: Develop a Plan
2.1. Define program goals, objectives, and desired outcomes
Review materials available on the "Implementation" toolkit page
2.2. Understand program costs and identify potential funding sources
Perform a search on "cost" in the toolkit and read the "Implementation" toolkit page materials about cost
Seek out information about regional resource and partnership opportunities
2.3. Identify stakeholders and define a stakeholder engagement/communication plan
Engage law enforcement stakeholders and discover/seek champions for each community   - Union, patrol, training, supervisors, legal, internal affairs, records, technology, research/planning
Engage broader justice stakeholders and discover/seek champions for each community   - City and county prosecutor, public defender, courts
Engage external (non-justice) stakeholders and discover any obvious champions   - City leadership, privacy/advocacy groups, community leaders, residents, media
2.4. Build project plan and identify a project sponsor, project manager, and stakeholder leads
Review the "Implementation" toolkit page materials and templates related to planning
2.5. Develop a plan and identify research partner to document process and image of BWC program
Implementation process, officer outcomes, departmental outcomes, case outcomes, citizen outcomes
Step 3: Form Working Group(s) and Identify Collaboration Opportunities
3.1. Identify any regional opportunities that offer economy of scale, program sponsorship, or governance
Seek out whether any existing regional procurements, data storage capabilities, multi-disciplinary working groups, and/or community oversight/relation groups could offer opportunities for reduced cost or overhead

Subject Matter Experts Share

BWV On Duty Trailer

BWC training recommendations from Hampshire Constabulary, UK

Training

Proper training can be a determining factor in the success of an agency's body-worn camera (BWC) program. As with any new law enforcement initiative, the various roles within an agency (patrol officers, supervisor, internal affairs, information officers, etc.) may require unique content, approaches, and delivery methods. An often overlooked but critical factor in the implementation and sustainment of an effective BWC program is educating and training parties outside the law enforcement agency, such as information technology support, prosecutors, defense bar, judiciary, and other relevant stakeholders that may obtain access to the video recordings.

As part of a comprehensive training plan, an agency should consider educating the public and media on the technology, policies, and operational aspects of the proposed BWC program.

Training FAQs

⊕ **Who should deliver training to law enforcement officers about the deployment of body-worn cameras?**

⊕ **Should there be efforts by the law enforcement agency to educate the public about body-worn cameras?**

⊕ **What do law enforcement agencies need to do to prepare the prosecutor and other criminal justice agencies for the implementation of a body-worn camera program?**

⊕ **What are the key policy areas law enforcement should consider before implementing a body-worn camera program?**

There is a wide-range of important issues that may be governed by a law enforcement agency's internal administrative policy. The Police Executive Research Forum (PERF) report (PERF, 2014:37) identifies a range of key policy issues, including:

- Basic camera usage: who will wear the cameras; where will the cameras be worn (hat, sunglasses, chest, etc.).
- Designated staff member: identify who is responsible for maintaining, charging, reporting, documenting malfunctions, and issuing new cameras.
- Recording protocols: when to activate and deactivate camera, and when recording is required, discretionary, and prohibited.
- Video downloading process: who will download, when download will occur, where data will be stored, and how it will be safeguarded from tampering.
- Method for documenting chain of custody.
- Data retention periods for different categories of recorded data (evidentiary, non-evidentiary).
- Process for accessing and reviewing data: identify who is authorized to review and under what circumstances (e.g., individual officers, supervisors).
- Process for releasing recorded data to the public, including redaction processes, timelines for release, and data specifically prohibited from release.
- Process for contracting with third-party vendors for data storage.

Other resources for policy considerations include: a report by the National Institute of Justice Sensor, Surveillance, and Biometric Technologies (SSBT) Center of Excellence (2012); the International Association of Chiefs of Police Body-Worn Cameras Model Policy; and the Office of Justice Programs Diagnostic Center Report (White, 2014).

Several policy areas are described in greater detail below.

National Law Enforcement and Corrections Technology Center (NLECTC) for the National Institute of Justice, Primer on Body-Worn Cameras for Law Enforcement: https://www.justnet.org/pdf/00-Body-Worn-Cameras-508.pdf

International Association of Chiefs of Police, Body-Worn Cameras Model Policy and Paper: http://www.theiacp.org/ViewResult?SearchID=2401

System Assessment and Validation for Emergency Responders (SAVER) for the Science and Technology Directorate, Body-Worn Video Cameras for Law Enforcement Assessment Report: http://www.firstresponder.gov/SAVER/Documents/Body-Worn-Cams-AR_0415-508.pdf

Police Executive Research Forum (PERF) for the Office of Community Oriented Policing Services, Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned: http://www.justice.gov/iso/opa/resources/472014912134715246869.pdf

⊕ What external stakeholders should be engaged in the planning and deployment process?

Other Resources

- **Police Executive Research Forum (PERF)/Office of Community Oriented Policing Services (COPS Office) Report**

- **National Institute of Justice (NIJ) Market Survey**

- **Model Policies: IACP, ACLU**

What is Next?

- **Thousands of agencies "going it alone"**
  - A few research partnerships (Orlando PD/USF)

- **NIJ-funded studies currently in Las Vegas and Los Angeles**

- **50 agencies funded in fall 2015 through the US DOJ Body-Worn Camera Pilot Implementation Program**

- **3-5 new Smart Policing Sites (BJA program)**

- **Laura and John Arnold Foundation funding**
  - Arizona State University; PERF; Urban Institute

Thanks!

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