

The Use and Implementation of Body Worn Cameras in Policing

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Abstract

In the past several years, law enforcement use and implementation of body worn cameras (BWC) has been gaining increased popularity as a result of the highly publicized incidents involving police use of deadly force. Police departments are equipping their officers with BWCs in the hopes that they will increase police transparency and accountability. Using a qualitative research methodology design, this research study reviewed and analyzed previous studies, research, and literature that has been conducted regarding this issue and compared the results with reports, policies, and procedures obtained from BWC pilot studies and full programs in the Calgary Police Service, Edmonton Police Service, Toronto Police Service, and the New York Police Department. Upon reviewing the literature, five common themes were identified: privacy and cost implications, pilot project studies, the reduction of use of force and citizen complaints, officer and public perceptions, and resolving false complaint issues. This information was then compared with the information obtained from the other reports. The research uncovered multiple benefits and challenges of BWC programs. Lastly, several recommendations were offered to assist police departments as they consider their potential BWC program adoption and develop BWC policies and practices.

Keywords: body worn cameras, body worn video, police, implementation, use of force

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Background

The use of body worn cameras (BWCs) is becoming increasingly prevalent in policing within numerous police departments all across the world. Today, many police officer encounters are being recorded and posted on media daily criticizing officers and portraying them in a negative way. These videos of extreme police misconduct, which have surfaced the Internet, have led to a public demand to increase police accountability. Sometimes the story published does not include the actual story about the incident and only half of the story is published to generate more views. This study was conducted on the use and implementation of BWCs in policing. BWCs are cameras that are placed on an officer to record their daily interactions and encounters. What the officer is doing, saying, and hearing is all being recorded and captured on these devices.

The aim of this applied research project was to offer information, conclusions, and recommendations that may support police agencies to determine whether or not there is any value for BWCs in their departments. The ability to capture events electronically can provide multiple benefits, such as providing a better way to gather evidence and a way to enhance accountability; however, this emerging technology may create issues and concerns regarding privacy and high costs. The scope of the research study was to analyze current literature, reports, and policies to determine the use of BWCs and the impact of the cameras on police behavior. The reports were also analyzed to determine the benefits of BWCs, challenges of BWCs, and gaps in previous research. From this analysis, this research report was able to draw conclusions and provide recommendations to address issues and concerns pertaining to the implementation of BWCs.

Research Question

Ever since there was a rise in police use of force incidents against minorities in the U.S. in 2014, there has been a high public demand for an increase in police accountability and transparency. Thousands of U.S. police agencies rushed to implement BWCs into their departments to record their interactions with citizens in the hopes that this will reduce the number of complaints against the police and hold police officers accountable; however, a BWC program may bring significant financial costs for a police department. This applied research project aims to answer the following research question: How might the implementation of BWCs support police officers in their line of duty?

Currently, members of the public have a high level of confidence and trust in Canadian police agencies, but the same cannot be said about the public confidence in police in the U.S. This research study is being conducted because the need for more research in this area is crucial as police agencies consider their potential adoption of BWCs. It is hypothesized that BWCs can help reduce false accusations, unwarranted citizens' complaints, and provide an accurate and complete recording of police-citizen encounters (Griffiths, 2016, p. 171).

The adoption of BWCs may produce issues regarding citizen privacy, safety, security, budgets, storage of BWC data, and police-citizen interactions and cooperation. This research project will also examine other issues, which include answering questions to address who and what should be recorded, when recordings should start and stop, when and how these recordings will be released to the public, and who can access these recordings. If these issues can be addressed, it will make the implementation of BWCs that much easier.

Literature Review

The literature review made use of a wide variety of sources, and the information obtained from the literature search was organized to represent common themes, trends, and issues. Five themes emerged when the literature was examined to address the impact and concerns of BWC programs. The following themes that resulted and will be discussed are: privacy and cost implications, pilot project studies, the reduction of use of force and citizen complaints, officer and public perceptions, and resolving false complaint issues. This section will discuss the methods and rationales used for searching, selecting, and analyzing the sources and conclude by examining the themes that emerged.

Literature Search Methodology

In order to select the literature to review, a thorough search and review was conducted of three library databases, which included databases from the Justice Institute of British Columbia (JIBC), University of Fraser Valley (UFV), and Camosun College. The initial search term used was: 'body worn cameras'. From this initial search, the JIBC library database returned 1,894 hits. The search criteria was then refined and narrowed down. Inclusion and exclusion criteria were established to help reduce the number of hits to determine only relevant articles pertaining to this research project.

An advanced search was conducted where the date range was modified to include only articles from 2010 to present day, and the search was also limited to only peer reviewed scholarly journal articles that included full texts. In addition, only articles written in English were included in the search. This revised search resulted in 186 hits. I then added 'police' into my search and the results went down to 105 hits. Including 'Canada' in the search resulted in 3 hits, while 'United States' resulted in 59 hits. By refining the search, I was able to narrow down the

number of articles about the implementation of body cameras in policing, which made it easier to skim through the results and select articles relevant to this project.

The UFV library database was searched next and the initial search, 'body worn cameras', produced 177,758 hits. The search was then refined to include only articles that were scholarly and peer reviewed, full text, in English, and from 2010 to present day. After refining the search, I searched 'body worn cameras and police' resulting in 2,259 hits, 'body worn cameras and police and implementation' resulting in 874 hits, 'body worn cameras and police and implementation and Canada' resulting in 557 hits, and 'body worn cameras and police and implementation and United States' resulting in 826 hits.

The original search term 'body worn cameras' was searched in the Camosun College library database and it resulted in 1,126 hits. Once the search was refined with the same inclusion and exclusion criteria used in the previous two library databases, the number of hits were reduced down to 26 hits. This small number of hits made it easier to go through each title and select which relevant articles would be reviewed.

Thirty articles were selected for abstract review. These particular articles were chosen for abstract review, because all of their titles appeared to be relevant and could offer a better understanding of the topic under study. After browsing each abstract, I decided to keep 18 of these articles for final review and analysis. These particular articles were chosen for a full review because their abstracts met the inclusion and exclusion criteria, and they all were published within the last five years. This is important because BWC policies and technology is constantly evolving and changing at a rapid pace, so it is best to include the most recent literature in this research report. These articles gathered helped inform a better understanding about the emerging issues and best practices relating to the use of BWCs in policing.

Privacy and Cost Implications

Upon reviewing the literature that related to the implementation of BWCs in policing, multiple themes emerged. Firstly, there are lots of implementation challenges that were common in most of the literature. Most of these challenges are regarding privacy issues and the high financial costs of BWC equipment. CCTV recordings generally do not seek out individuals and they do not listen to individual's conversations; however, BWCs can do both of these things and this is an important distinction.

BWCs provide significant implications in regards to the public's privacy rights when they record inside private homes and record interviews with crime victims and witnesses. There is also a human resource cost relating to the time that is needed to train officers and keep this program running. According to Miller and Toliver (2014), the ongoing costs to maintain a BWC program may be substantial and many departments have stated that cost is a primary reason they do not use BWCs. In regards to the need to protect against invasion of privacy, officers in many U.S. states are legally required to inform subjects when they are recording and are required to obtain consent to record (Miller & Toliver, 2014). Also, activation of the cameras are required by many departments when the officers respond to calls for service, such as arrests, searches, and pursuits (The Constitution Project, 2016, p. 9).

Newell (2017) found that officers frequently expressed concern about footage subject to public disclosure, but were generally okay with people who were involved in the incident having access to the footage (p. 1385). The public may cause harm to the victim or may make unnecessary comments, and it is inappropriate for them to invade civilian privacy. Many officers have noted that they feel BWCs are an incredibly useful tool; however, there is no correct

legislation regarding BWCs and public disclosure requests in place at this time (Newell, 2017, p. 1389).

Pilot Project Studies

A second theme that became apparent was that there is a great amount of research conducted by scholars and academics; however, there is also a large amount of research conducted by police departments. Many police departments have conducted pilot projects to test the use and value of this technology. Multiple agencies have fully deployed BWCs and many are in the process of implementation. The pilot projects generally last between three months to a year where police departments test different camera brands and determine if a BWC program is the right fit for their agency. This is determined upon analyzing results to see if they satisfy the intent of the program. It was discovered that the pilot projects that were conducted for a longer period of time showed more significant results, especially in relation to use of force incidents and citizen complaints.

Use of Force and Citizen Complaints Reduction

A third theme that emerged is the argument that BWCs reduce the number of citizen complaints lodged against police officers and reduce police use of force. Several academics, including Ariel, Farrar, and Sutherland (2015) and Miller and Toliver (2014) have discussed that there were significant overall reductions of citizens' complaints during the BWC deployment periods and officers were less likely to use force while wearing the recording devices. The involved participants thinking about their actions more consciously can explain this reduction. They may be more aware of the rules of conduct and in turn are less inclined to respond aggressively.

Following camera deployment in a California police department, there was a 60 percent reduction in officer use of force incidents. The shifts without cameras experienced twice as many use of force incidents as the shifts that were using cameras. The study also found that the use of BWCs reduced citizens' complaints by 88 percent (Miller & Toliver, 2014, p. 5). Rankin and Stokes' (2013) research on the Mesa Police Department's BWC pilot project study supported the idea that the implementation of a BWC program would reduce the number of complaints against officers. Their study found that there were 40 percent fewer complaints for officers wearing cameras and there were 75 percent fewer use of force complaints against officers with cameras. However, eight months after the deployment of the cameras, the number of complaints against officers without cameras had tripled (Rankin & Stokes, 2013, p. 11).

White, Gaub, and Todak (2017) and Rankin and Stokes (2013) also found positive results in their BWC studies. The Spokane Police Department's study results determined that the percentage of officers with a use of force complaint against them declined by 39 percent, while the percentage of overall complaints against officers declined by 78 percent. However, after six months the reductions disappeared. It was stated that this might be due to the police department's changes in policies; however, the specific policy changes were not mentioned in the report (White et al., 2017). Another study conducted by the University of Cambridge Institute of Criminology concluded an 87.5 percent overall reduction in complaints against officers and a 59 percent reduction in use of force complaints across seven departments over a 12 month period (Rankin & Stokes, 2013).

Officer and Public Perceptions

The theme of officer and public perceptions towards BWCs became apparent upon review of the academic literature. Katz, Choate, Ready, and Nuño (2014) and Smykla, Crow,

Crichlow, and Snyder (2015) examined police officer and public perceptions of BWCs. The findings suggested that prior to implementation, the majority of officers agreed that BWCs provide a more accurate representation of an incident and improve the quality of evidence (Katz et al., 2014).

BWC officers were more likely to agree that BWCs have more advantages than disadvantages and that they should be expanded to other departments (Katz et al., 2014). However, post deployment perceptions were mixed. They revealed that officers found the cameras to be comfortable, but downloading the data and completing reports took too long, and there were concerns that the footage could be used against them (Katz et al., 2014). Another similar study concluded a different, but more positive view where majority of the officers strongly supported the use of BWCs in their departments. Despite there being some opposing views of officer perceptions, the public generally agreed that BWCs would make their community safer and supported police departments implementing BWC programs (Smykla et al., 2015).

Timan (2016) also found mixed results among police officer perceptions on wearing a BWC. The majority of the officers he interviewed referred to the BWCs as a big distraction. The officers found the difficult setup of the clunky interface box, clips, and cables to be a hassle to use and a potential danger that can be used as a weapon to strangle them. The officers also referred to the cameras as a burden, and the maintenance and preparation to continue using this technology took too much time and effort (p. 146). Newell's (2017) study provided contrasting results when his study showed that officers were enthusiastic and felt more confident and safe knowing that an incident would be recorded. The officers valued the fact that they could collect

evidence to support their arrest, and they noticed that suspects tended to be more calm and respectful during their traffic checks (p. 1347).

Resolving False Complaint Issues

Finally, the theme that BWCs may assist police departments in resolving complaints made by dissatisfied citizens and may support officers against false complaints in a timely manner became apparent. A study conducted on video evidence in policing concluded that in cases where video evidence was available, the officer was exonerated 93 percent of the time, while only five percent of the complaints made against police officers were sustained (IACP, 2014).

Fossi-Garcia and Lieberman (2014) conducted research on the Albuquerque Police Department and found that during a three year period, the police department had 589 complaints from citizens. It was determined that video evidence helped clear 64 percent of the complaints in the police department's favor.

The Police Executive Research Forum's (PERF) exploratory survey concluded that the number one reason why police departments were implementing BWC programs was to provide accurate evidence and documentation of police encounters (Miller & Toliver, 2014). Having video recordings of these encounters enables police departments to have the ability to resolve many issues much quicker than ever before. Several police department chiefs have mentioned that some officers generate more complaints than others, because they deal with higher levels of activity more frequently. These officers who have a history of complaints have been actively requesting BWCs, so they can protect themselves from any issues that may arise in the future (Miller & Toliver, 2014).

There are some gaps and aspects that are missing in the literature. Many police departments have implemented full BWC programs or have conducted pilot projects; however, determining where they got their funding to purchase all the equipment and the money to implement these programs is difficult to determine and missing in many reports.

In summary, it is noted in the literature that BWCs significantly reduce the number of citizens' complaints against the police. Police officers generally have mixed reviews towards BWCs and a major reason departments are not implementing these programs is the high cost of training officers, BWC equipment, and data storage. Implementing a BWC program requires millions of dollars and many police departments cannot afford that. These recording devices also raise concerns with regards to the privacy rights of members of the public. Many U.S. states require officers to inform citizens and ask for their permission when they are recording an encounter. BWCs have multiple benefits; however, implementing them into police agencies may not be a suitable decision for all departments.

Theoretical Perspectives

A theoretical perspective is “a set of assumptions about reality that inform the questions we ask and the kinds of answers we arrive at as a result” (Crossman, 2017, para. 1). Some theoretical perspectives can be used to explain the behaviors that result due to the implementation and presence of BWCs. The applicable theories include Routine Activity Theory (RAT), the Hawthorne Effect, and Deterrence Theory.

Developed by Cohen and Felson (1979), RAT can be used to explain why BWCs reduce the number of citizen complaints and officer misconducts. The theory suggests that in order for

crime to take place, there needs to be a motivated offender with criminal intentions, the availability of potential victims, and the lack of a capable guardian (p. 589).

When there is a presence of a capable guardian, individuals are deterred from offending. In a case where an officer is forced to engage in use of force application on an aggressive individual, a BWC can be used as a guardian to provide the officer with transparency and hold the officer accountable. If the officer's actions are called into question, the video footage recorded can be used as evidence to explain what actually occurred and why. If an officer is motivated to racially target and use extensive force against minorities, the potential victims will be protected, because the BWC would present itself as a capable guardian. The presence of a camera is likely to have an impact on the officer's behavior. If officers indicate to civilians that they are being recorded, it would shape the behavior of the people on both sides of the camera (Miller & Tolliver, 2014). The Hawthorne Effect and Deterrence Theory also apply and can explain these behaviors.

The Hawthorne Effect can describe the reactivity in which officers and citizens modify their behavior as a result of their awareness to being observed and recorded. Police officers may alter their behavior and be hesitant to use any force or say anything that can be used against them. Deterrence Theory also relates to the use of BWCs in the sense that being observed and monitored will change behaviors and refrain individuals from engaging in aggressive behavior. The BWCs will hold officers accountable and increase the level of trust the community has in the police.

Research Design and Methodology

Methodological Assumptions

The research project was conducted using a qualitative research methodology design. Conducting a qualitative research methodology helps to offer interpretations upon collecting and analyzing existing data (Schulenberg, 2016, p. 46). Qualitative research can make it easier to better understand the research problem, as well as, generate better ideas for improvements to provide for a successful BWC implementation.

This particular methodology design was chosen over the mixed methods and quantitative research design approach, because the data collected did not comprise of statistical reports. All data collected was already published and no survey containing quantitative questions was conducted. All numbers presented in this research study were descriptive and were used to support interpretations (Schulenberg, 2016, p. 302).

Qualitative purpose statements describe, develop, understand, and discover, whereas quantitative purpose statements identify a theory (Schulenberg, 2016). The qualitative research design approach has more flexibility and is an approach where themes and new ideas emerge throughout the research process. Quantitative approaches are fairly inflexible and this research study will seek to offer interpretations; therefore, the qualitative research design approach was most suitable for this study (Schulenberg, 2016).

Data Collection

Data collection primarily included the collection of secondary data from pre-existing research. Multiple online library databases, including databases from JIBC, UFV, and Camosun College were searched for scholarly and peer reviewed journal articles. The databases were

searched to gather literature to help provide some answers and information to address this project's research question.

The process to search and gather the literature using the library databases included conducting various searches using keywords and refining search terms by establishing 'inclusion' and 'exclusion' criteria to generate a low number of hits. The revised searches made it easier to select articles to include in the literature review. In the end, material and information was collected from 18 peer reviewed and scholarly journal articles pertinent to the research project to include in the literature review.

Previous studies, pilot projects, case studies, organizational procedures, policies, and implementations of BWCs in various police departments were collected to help determine what works and what does not work. In order to mitigate scope creep, I only reviewed a select few police departments in my research. I decided what police departments I would focus on through initial search and review by filtering out who has either conducted a BWC pilot project or implemented full BWC programs into their departments already and separated these departments from those who have not implemented any use of BWCs in their department. The departments I decided to include and focus on in this report include the Toronto Police Service (TPS), Calgary Police Service (CPS), Edmonton Police Service (EPS), and New York Police Department (NYPD). These particular police departments were chosen, because they are all large departments that have used body cameras in their departments, either during a pilot project or through everyday use. With the assistance of my site sponsor I was able to obtain material from these departments.

My sponsoring organization, the Saanich Police Department (SPD), is not seriously considering BWCs at this time; however, my site sponsor was able to connect me to some

contacts and resources in the police departments mentioned above. These contacts had direct experience with BWCs, and I was able to contact these agencies to obtain reports, procedures, and policies on their respective department's use of BWCs.

As mentioned above, only anonymized secondary data was collected for this research report. To avoid ethical issues from arising, I followed the classroom based ethics application, which was submitted to the JIBC Research Ethics Board. Primary research was excluded due to timeline constraints of this project; therefore, no research activities were undertaken collecting primary research from human participants. I made sure to not include any personal views, beliefs, or opinions of my site sponsor or others I interacted with.

Data Analysis

A literature review was conducted where 18 articles were analyzed and compared to find common themes and contrasting views. Examining past research helped provide information on the most effective way to answer the research question. Previous studies, pilot projects, case studies, organizational procedures, policies, and implementations of BWCs in various police departments were analyzed to determine the benefits and challenges of these programs.

In order to find answers to the research question, a constant comparison method approach was used to compare the data found in the literature to the data obtained from the police departments. This helped to identify the similarities and differences across the concepts and determine themes during the analysis process. Coding strategies were used to fracture and organize the qualitative data into meaningful segments based on common words and phrases, which helped to make sense of the data and helped define concepts. This provided a better understanding of the research topic and was done through assigning specific labels to the data in order to condense it.

Through the initial process of first cycle coding, pre-set key words and phrases were established to break down the data into meaningful segments by assigning them codes. For example, words and phrases like “privacy“, “complaints“, and “perceptions” were used to break down the data. Upon completion of the first coding stage, the second cycle process was undertaken to generate larger categories, which would be used to group the codes that were similar to help identify patterns in the data (Schulenberg, 2016, p. 312). This analysis enabled me to cross-examine the comparisons to help determine existing gaps and trends that were consistent throughout the literature.

Qualitative data analysis tactics, such as noting patterns, themes, relationships, and comparisons were also used during the data analysis process (Schulenberg, 2016, p. 314). The analysis of the data collected helped generate inferences, interpretations, conclusions, and recommendations, which will be discussed later in this research paper.

Discussion, Findings and Potential Ethical Issues

To arrive at the findings and results of the research project, an analysis and comparison of the literature review and the reports obtained from NYPD, EPS, CPS, and TPS were examined. The themes presented in the literature demonstrated significant positive outcomes and potential benefits for both the public and the police. For example, the adoption of BWC programs can improve transparency, provide great evidence for investigations, and correct many internal problems police agencies exhibit (Miller & Toliver, 2014). Other benefits included the reduction of citizen complaints and the resolving of complaint cases against officers using recorded video evidence (IACP, 2014).

Privacy Concerns

Upon analysis of the literature, it was determined that public disclosure and privacy were the most commonly discussed concerns officers had regarding the use of BWCs (Newell, 2017). They did not want to expose sensitive information and there were still too many issues regarding who, when, and where officers are able to record (Newell, 2017).

In the literature review, it was determined that many police departments require officers to inform subjects when they are recording and are required to obtain consent to record (Miller & Toliver, 2014). Other departments require cameras to be activated when the officers respond to calls for service, such as arrests, searches, and pursuits. When these results were compared to the reports obtained from the EPS and CPS BWC pilot project reports, both CPS and EPS allowed officers to record only when no reasonable expectation of privacy existed (Calgary Police Service 2015; Edmonton Police Service 2015).

Both of these Canadian police departments are also subject to the Freedom of Information and Protection of Privacy Act (FOIP) as a public body and this sets out the rules by which these departments can collect and use, or disclose personal information of individuals (Calgary Police Service, 2015; Edmonton Police Service, 2015). Also, there currently has been no known court trial that has taken place in Canada where BWC evidence was used (Edmonton Police Service, 2015, p. 75).

Bud (2016) argues that Canadian law is behind and that legislation should be enacted addressing issues that will be raised by BWC adoption. To date, there is no freedom of information and privacy legislation in Canada that specifically refers to law enforcement use of BWCs (Edmonton Police Service, 2015). Also, no Canadian police department has fully implemented a BWC program. The Calgary Police Service is the closest to getting a BWC

program off the ground. They had technical and hardware issues, but just started a three month pilot project involving cameras from three vendors. This project will determine which camera supplier will be used for their full deployment expected to commence by the second quarter of 2019 (Calgary Police Service, 2015).

The Privacy Act, Freedom of Information and Privacy Protection Act, and the Police Services Act do offer legislation regarding privacy concerns; however, they do not specifically address the use of BWCs (Bud, 2016). Also, a private member's bill, Bill C-379, has undergone its first reading in the House of Commons and is an act to amend the Criminal Code in order to make it an offence to make visual recordings of people in or on their residence. An exception will be made if officers obtain a general warrant to search the residence (Pottage, 2012).

Presently, Canadian police departments are following legislation included in the Criminal Code of Canada, The Charter of Rights and Freedoms, and National and Provincial Freedom of Information and Privacy Acts. Also, the Office of the Privacy Commissioner of Canada has collaborated with provincial and territorial privacy commissioners to publish guidelines introducing BWCs (Office of the Privacy Commissioner, 2015). This document is the only document that has published guidelines regarding privacy that Canadian law enforcement agencies should take into consideration when adopting the implementation of BWC programs.

It is certain that ethical issues may arise when there is failure to gain consent to record the audio of a conversation. In the U.S., some states are a one party consent state or a two party consent state. For example, California is a two party consent state meaning that when an individual records the audio of a conversation, all parties involved must give consent and if there is failure to gain consent from all parties, this may be a crime (Ramirez, 2014, p. 5).

The California Penal Code Section 633 makes an exception for police officers, allowing them to legally be allowed to record their interactions as long as they are legally allowed to be where they are (Ramirez, 2014, p. 5). This law also allows officers to record inside private homes if the officer had a warrant, consent, or if it was due to exigent circumstances. In these situations, the people inside the home would have no expectation of privacy. The police may record in public places, because officers are recording what they would normally view through their own eyes (Ramirez, 2014, p. 6).

The NYPD must record certain events, such as all uses of force, arrests and summons, all interactions with people suspected of criminal activity, all searches of persons and property, any call to a crime in progress, and any interaction with emotionally disturbed people. Officers must inform members of the public that they are being recorded, unless it would compromise safety or impede an investigation, and they do not need a person's permission to start or continue recording. They retain all footage for one year and videos of arrests and other significant incidents are retained longer. Also, NYPD officers are able to view video before preparing reports. Members of the public are able to request and obtain video under the Freedom of Information Law (New York Police Department, 2017).

Perceptions

The findings determined that there were mixed perceptions among officers; however, the general public generally maintained positive views of BWCs. Katz et al., (2014) revealed that officers found the cameras to be comfortable, but downloading the data and completing reports took too long, and there were concerns the footage could be used against them. In another study, upon completion of the pilot project, the TPS survey determined that 95 percent of the public

strongly supported the program and 85 percent of the officers involved in the program agreed and maintained positive views about the idea (TPS Strategy Management, 2016).

Complaints

Multiple studies conducted by Ariel, Farrar, and Sutherland (2015), Miller and Toliver (2014), and Rankins and Stokes (2013) have all discussed that there were significant overall reductions of citizens' complaints during the BWC deployment periods and officers were less likely to use force while wearing the recording devices. However, the reports obtained from the EPS BWC pilot project found no qualitative evidence to support the fact that BWCs had an impact on the number of complaints made. EPS believes there should be a five year program in place before they are able to identify complaint trends (Edmonton Police Service, 2015, p. 54).

Costs

Throughout the literature, the high cost of implementing and maintaining BWC programs was a major concern for many police departments. The EPS Pilot Project report determined they would require major financial investments in the multimillions of dollars. It was also determined that there were no comprehensive cost benefit analyses conducted in other agencies, which could prove BWC programs deliver financial or time savings. Due to budgetary constraints, EPS did not go ahead with fully implementing a BWC program (Edmonton Police Service, 2015).

Jan Stanley who works with the American Civil Liberties Union (ACLU) determined some benefits. His findings determined that the NYPD's BWC program would pay for itself and save the city significant money and time. The findings determined that it would cost the NYPD \$33 million to purchase BWCs for all officers. In 2013, the city of New York paid out approximately \$152 million in police misconduct claims and if the claims were reduced by one-fourth, the program would pay for itself (James, 2014).

Numerous police departments throughout the U.S. have received funding from the federal government to invest in body cameras. On December 1, 2014, President Barack Obama announced that \$263 million would be granted to several agencies across the country to allow them the ability to purchase cameras (TPS Strategy Management, 2016). This was done in wake of the highly publicized police shootings and the high public demand in the U.S. to build trust and transparency between the police and the community. This is great for police departments in the United States; however, in Canada, many municipalities are finding that they cannot afford to implement BWC programs on their own.

In terms of the price, an individual camera would cost approximately \$1,300.00 and this includes a battery pack and a memory card. A conversion box, which is used as a charging and downloading base, costs approximately \$200.00 (Pottage, 2012, p. 9). In addition to these initial purchase costs, departments must provide additional funding for training and administering the program, funding to staff resources toward storing recorded data and managing videos, and funding for numerous other needs. It was estimated that the cost for a BWC program with 190 devices could cost approximately \$15 million over the first five years and an additional \$3.5 million at the beginning of the sixth year (Edmonton Police Service, 2015, pp. 91-92).

Cities are paying millions of dollars in payouts for those who successfully sue for police misconduct. The Rialto Police Department Study stated statistics to support its claim that the BWCs would save costs on complaint investigations, use of force investigations, use of force lawsuits, and court costs. The study claims that the direct costs of citizens' complaints amount to approximately \$20,000.00 per complaint. They believe their direct benefit to cost ratio was approximately \$4.00 saved for every \$1.00 spent on the cameras (Ramirez, 2014).

Potential Ethical Issues

Some potential ethical issues were identified and mitigated through the conduct of my research. I had to make sure I followed the classroom based ethics application, which was submitted to the JIBC Research Ethics Board. This project excluded primary research due to timeline constraints, so I had to ensure I only included and collected anonymized secondary data. The research activities did not involve the collection, recording, or reporting of identifiable data from individuals; therefore, it was exempt from the Research Ethics Board full review. I avoided writing any personal beliefs, views, or opinions of my site sponsor and every other individual who provided me with information.

Recommendations

Upon reviewing and evaluating the literature and comparing this information to reports, policies, and procedures of BWC programs in departments across North America, a number of recommendations were made. These recommendations are intended to assist police departments as they consider their BWC program deployment and develop BWC policies and practices.

Prior to implementing a program, law enforcement agencies need to identify their objectives for using this technology and consider the costs and benefits of BWC programs. If there is a considerable need for this program, it is suggested that pilot projects be conducted to test the technology and see if it is a good fit for the department. The program needs to have a well planned and developed policy, and departments should consider the significant risks before equipping officers with BWCs.

The organization must demonstrate that their department and city does have a problem and a need that a BWC program can address and provide a solution for as a result of its

deployment. It is suggested that police agencies refrain from continuous recording to save costs and privacy implications, and develop criteria that can take into account fundamental freedoms, human rights, and cultural sensitivities the community has (Office of the Privacy Commissioner, 2015, p. 6).

These written policies should also layout how cameras will be used and how footage will be stored. An organization should ensure proper safeguards, retention, destruction, and storage of recordings captured on BWCs (Office of the Privacy Commissioner, 2015, p. 7). These policies should also determine when recording is required, whether officers have to announce that an encounter is being recorded, video download procedures, and how long video is to be retained (The Constitution Project, 2016, p. 2). It is recommended that officers inform subjects when they are being recorded unless it is a situation where it would be impossible, or the situation is unsafe.

Police departments must also ensure that they are consistent with applicable privacy laws and the legal constraints that may apply in their jurisdictions (Office of the Privacy Commissioner, 2015, p. 7). For example, in Canada, concerns under the Canadian Charter of Rights and Freedoms and the Criminal Code need to be taken into consideration to prevent intrusion of privacy. It is important for agencies thinking about their potential BWC program adoption to consider the perceptions of police officers on this technology, because they are the ones that are going to be using the BWCs. Lastly, it is recommended that police departments get together and consult with the community and frontline officers to develop policies and best practices.

Conclusion

BWCs are one of the biggest technological advancements used by law enforcement agencies today. This technology has multiple benefits, such as providing evidence in trials and holding police officers accountable. The cost can be a heavy burden on many police departments and costs need to be considered for a wide range of needs, which may include project management, personnel, hardware purchases, hardware management, storage, data management, supporting infrastructure, policy and procedure, training, communication plans, and program evaluations (Edmonton Police Service, 2015, p. 92). Privacy laws vary from state to state, so the departments need to be aware of these laws to avoid any potential issues from arising.

The main intention behind the implementation is to increase accountability and transparency. Police departments want to reduce citizen complaints and use BWCs as a tool to gather evidence. The findings have determined that in most studies, BWC programs have proven to reduce citizen complaints made against officers and use of force complaints. However, a couple limitations impacted the research project.

One limitation that impacted this research project was that many of the reports examined in this research were of pilot projects or actual BWC programs that only examined the results that occurred after a couple of months or a year, so it was limited. Since the implementation of this technology is relatively new, I was unable to obtain research studies that analyzed the results of BWC programs over a couple of years. More significant results may have risen if these law enforcement agencies had been using BWCs for a longer period of time. Another limitation to this research project was that many studies that were reviewed relied entirely on official data. Official data may not be completely accurate in terms of the use of force activities carried out by officers.

Many challenges need to be addressed before this technology can become part of standard police practice. Law enforcement agencies need to be aware that BWCs are able to record video images and audio with a high degree of clarity. It is evident that the implementation of BWCs will transform and have a profound effect on law enforcement. This technology gives officers the ability to prove that their actions were appropriate and reasonable, and it protects the public from police misconduct.

It is clear that BWCs provide multiple benefits; however, implementation of these programs may not be a suitable decision for all departments. Police departments may consider the recommendations mentioned in this research project, and it is hoped that this project may offer police departments with valuable information as they consider their potential BWC program adoption.

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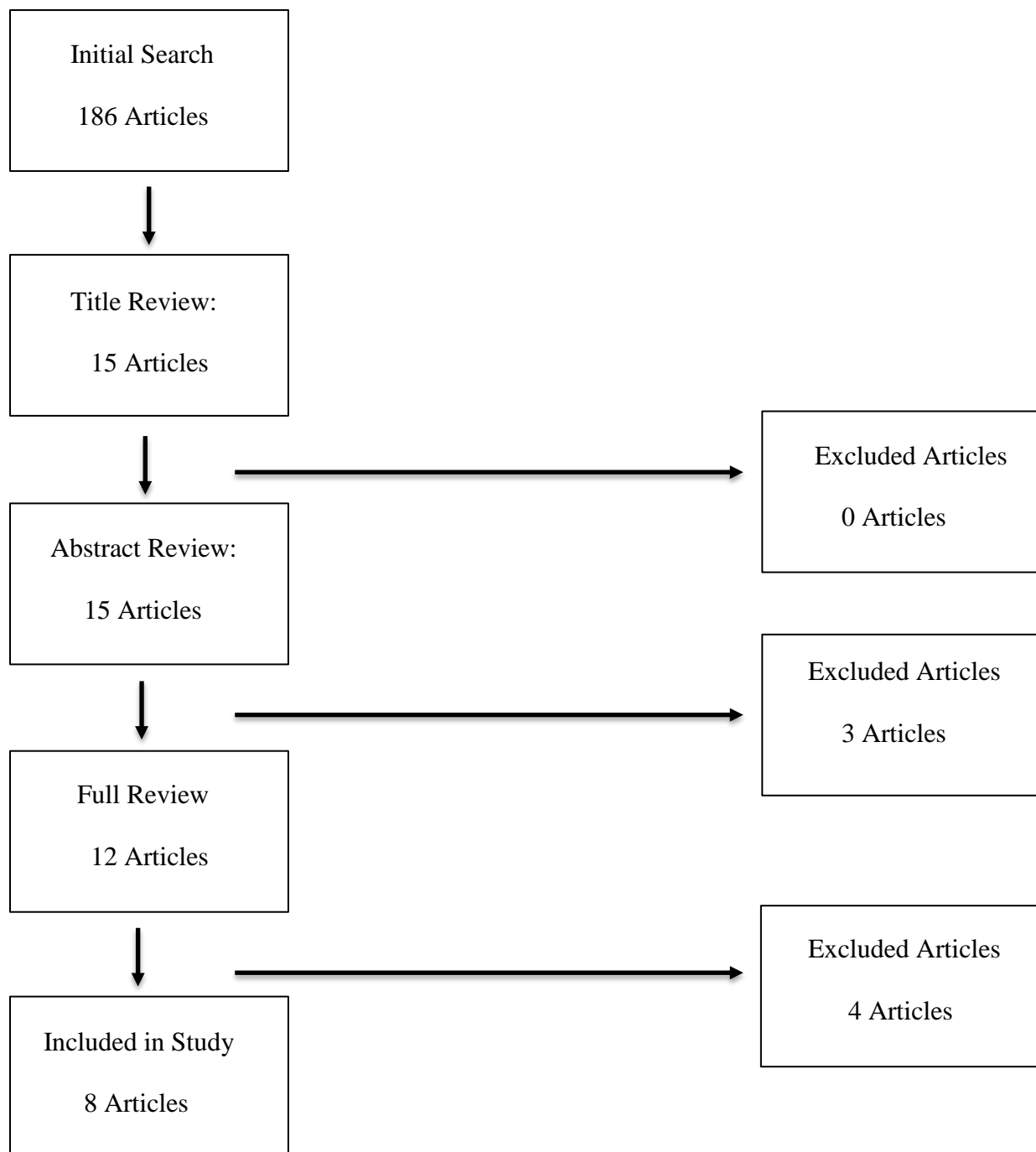
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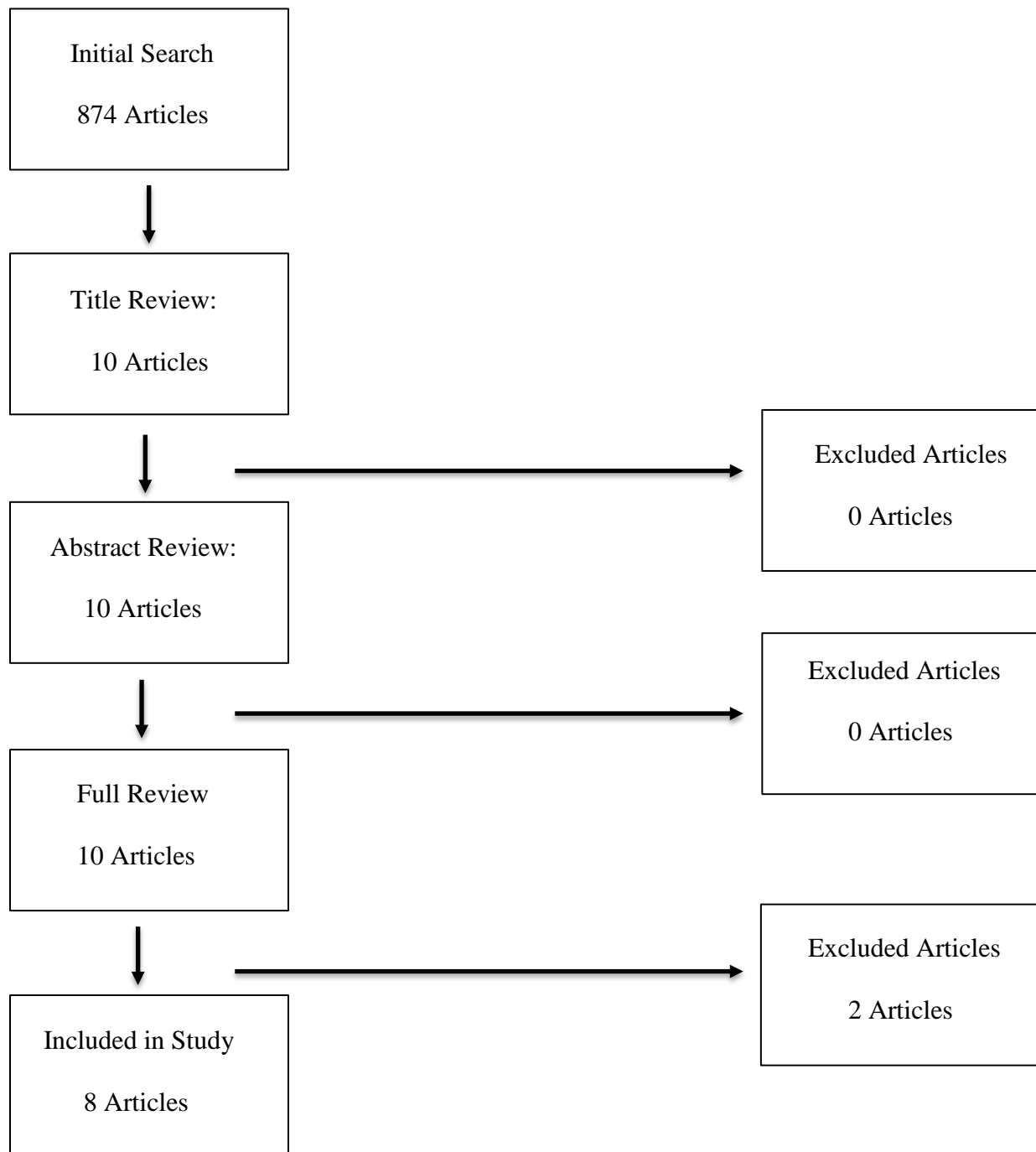
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Appendix A: JIBC Literature Search Graphic Chart

Appendix B: UFV Literature Search Graphic Chart

Appendix C: Camosun College Literature Search Graphic Chart